

TOWN OF WOLFFVILLE ISSUES & OPTIONS

Background Report for the
Municipal Planning Review
October 30, 2015



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PLANNING | DESIGN | LANDSCAPE ARCHITECTURE

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(NEXT UPDATE JANUARY 2015)	



INTRODUCTION

THE MUNICIPAL PLANNING REVIEW



The Municipal Planning Review project began in April 2015. The objective is to update the Municipal Planning Strategy (MPS), Land Use By-law (LUB), and Subdivision By-law (LUB).

This report compiles background work done by consultants, Town of Wolfville staff, committee members, stakeholders, and other organizations. The purpose of this report is to help residents and decision makers in Wolfville make informed decisions about changes to the municipal planning documents as the review progresses.

This document is updated regularly as new information from the public and stakeholders becomes available, and will ultimately provide a record of the project.

During the fall and winter of 2015 the information in this report will also guide public engagement. Information gathered during public engagement events will

help refine the recommended policy and regulatory changes to the municipal planning documents.

The first public engagement events are planned for September. These events will take an in-depth look at possible policy directions based on information gathered to-date through background work, public input, and staff and Council direction. A follow-up consultation will take place in November.

Draft documents will be developed and presented to the Town Council in January and February, 2016.

Phase 2 of the project will involve further public consultation on the Draft documents. The goal is to have an updated MPS, LUB, and SUB in-place before the end of 2016.

STRUCTURE OF THE ISSUES & OPTIONS REPORT

This report is a 'living' document and is updated on a regular basis. It is designed to assist the public, stakeholders, and decision makers by providing background information on key issues and policy options for the Municipal Planning Review.

The report is broken down into six sections. Each section provides some background information and the implications for land use planning in the context of the MPS review.

- A: VACANT RESIDENTIAL LAND ANALYSIS**
- B: CONSULTATION**
- C: PROVINCIAL CONTEXT**
- D: REGIONAL CONTEXT**
- E: PREVIOUS STUDIES**
- F: BEST PRACTICES**

Where issues are identified that are outside of the scope of land use planning, they will be identified as such.

An overview is provided in the following section.



OVERVIEW

The following is a brief overview of the information provided in this report including a summary of the key issues facing Wolfville.

A: VACANT RESIDENTIAL LAND ANALYSIS

Wolfville is one of the fastest-growing communities in Nova Scotia. It is also a compact, urban community that is considered one of the best places to live in the province. This means that the Town is facing development pressure, and especially demand for new homes. This analysis is a snapshot of where the Town is, and how it may grow in the future from the perspective of land availability and population growth.



B: CONSULTATION

Public engagement and conversations with stakeholders revealed several key issues for the review. These include affordable and rental housing, infrastructure and transportation, parkland and trails, design considerations, the downtown area, long term growth, and implementation.



C: PROVINCIAL CONTEXT

There are parts of the Municipal Government Act that are not currently being used by the Town of Wolfville. The Province also requires compliance with five Statements of Provincial Interest when approving the MPS.



D: REGIONAL CONTEXT

Kings County has released a Draft MPS. The Town’s planning documents should be compatible with the vision and policies outlined in these updated regional documents.

OVERVIEW (CONTINUED...)

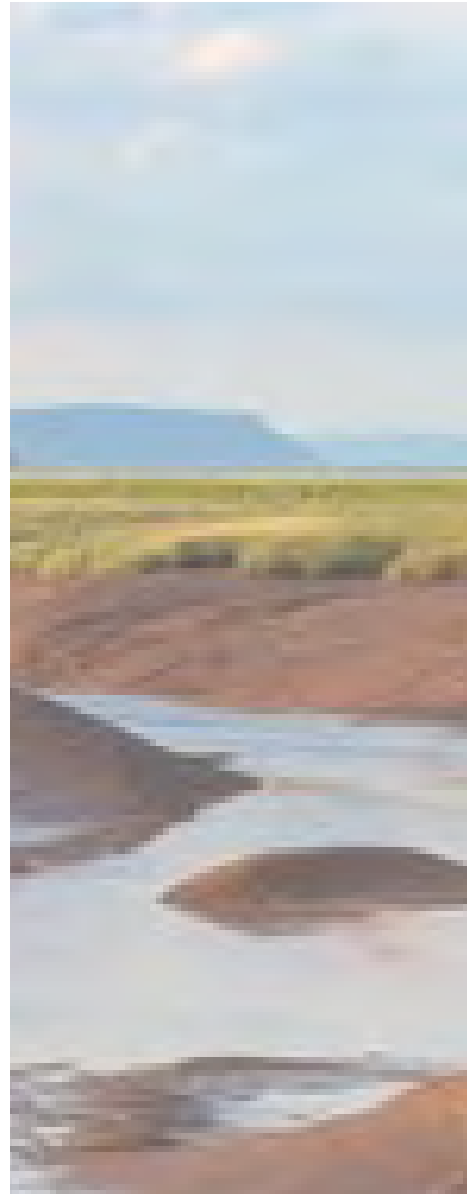
E: PREVIOUS STUDIES

Previous studies provide significant background information for this review. Studies such as the Reclaiming and Sustaining Core Area Neighbourhoods point to issues related to housing pressures and conversions of single-unit dwellings in the neighbourhoods close to the University and downtown areas. Others, such as the Parks and Open Space Master Plan and Imagine Wolfville's Downtown document, provide both specific and broad recommendations that need to be considered in this review.

A complete list of studies and reports appears on the next page.

F: BEST PRACTICES

This review of approaches to housing from communities across Canada reveal that while no two municipalities are the same, many share similar issues and there are lessons to be learned from the experience of communities of all sizes. Municipalities are increasingly utilizing context-based approaches to establish the applicable rules for new development. Providing clear rules in a visual manner can yield positive results for new developments.



OVERVIEW (CONTINUED...)

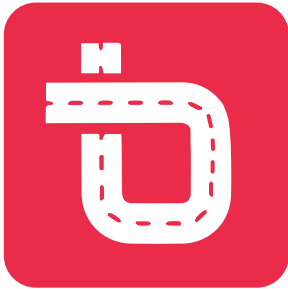
BACKGROUND REPORTS AND STUDIES

Previous studies, reports, and legislation provide substantial background information for the review project. The following is a complete list of the documents that have been reviewed and summarised in this report.

- Municipal Government Act (1998)
- Statements of Provincial Interest (1998 - 2012)
- Now or Never: An Urgent Call to Action for Nova Scotians (“The Ivany Report”) (2014)
- Kings 2050 Regional Approach Report (Phase 2, 2014)
- Kings County Draft Municipal Planning Strategy (2014)
- Reclaiming and Sustaining Core Neighbourhoods (2013)
- Sustainable Transportation Study (2011)
- Parks & Open Space Master Plan (2010)
- Exploring the Usage of Municipal Parking in Wolfville’s Downtown (2015)
- Imagine Wolfville’s Downtown (2014)
- Active Transportation Plan (in draft, 2015)
- Downtown Core Traffic Study (in draft, 2015)
- Source Water Protection Plan (2008)
- Acadia University Strategic Plan (2006)
- Acadia University Campus Plan (2001)
- Acadia University Landscape Master Plan (2003)
- Moratorium on Servicing Outside the Municipal Boundary (2015)
- West End Residential Lands (2014)
- Economic Action Plan (2012)
- Commercial Development Plan (2006)
- Vital Signs (2013)
- Council Strategic Plan (2014 - 2017)
- Physical Activity Strategy (2013)
- Architectural Guidelines for Downtown Wolfville (1992)
- Fiscal Sustainability Task Force Final Report: Navigating the Fiscal Challenges Ahead (2010)
- The Density Debate: Understanding the Issues (2011)

ISSUES OVERVIEW

INFRASTRUCTURE + TRANSPORTATION



- / Parking supply and requirements
- / Servicing and expansion (short and long term growth)
- / Active transportation
- / Complete streets
- / Transportation hierarchy

PARKLAND + TRAILS



- / Review policies guiding cash-in-lieu of parkland
- / Connectivity and accessibility of trail and pathway system
- / Consideration of protecting views

HOUSING



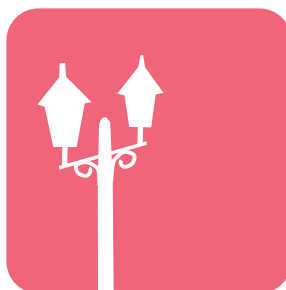
- / Rental housing pressures and conversions of single to multi-unit dwellings
- / Large-scale residential development
- / Affordable housing
- / Building form (i.e. style, accesses, additions, neighbourhood pattern)
- / Regulations regarding single-unit dwellings
- / Compatibility and impacts of home-based businesses

DESIGN CONSIDERATIONS



- / Heritage conservation
- / Preservation of main street character
- / Place-making and streetscapes
- / Compatibility of new and large-scale developments
- / Parking accessibility and use
- / Public art opportunities

ENHANCING THE DOWNTOWN AREA



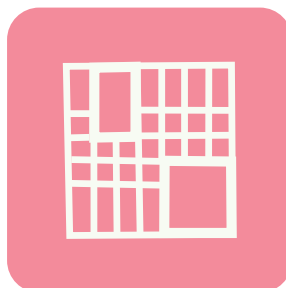
- / Controlling the compatibility of residential development
- / Commercial viability
- / Enhancing streetscaping and placemaking
- / Parking availability and accessibility
- / Architectural character
- / Commercial designations and expansion
- / Ensuring the right mix of businesses

LONG-TERM GROWTH



- / Expansion of infrastructure
- / Capital cost contributions
- / Town boundary expansion
- / Relationship to the county

IMPLEMENTATION



- / Development agreements
- / Zoning
- / Designation and zoning of Acadia University
- / Commercial designations and expansion areas
- / Monitoring and evaluation of the plan
- / Public consultation policies
- / Technical and Administrative
- / Review policies guiding cash-in-lieu of parkland
- / Site Plan Approval

OVERVIEW OF HIGH-LEVEL ISSUES

This is a summary of the high level issues related to the existing municipal planning documents, including the Municipal Planning Strategy (MPS), the Land Use By-Law, and the Subdivision By-Law. These issues were identified through meetings with stakeholders, members of the Planning Advisory Committee (PAC), members of the public in the Preliminary Consultation phase, Town staff, and through review of background material including the existing municipal planning documents.

Additional Sources:

- Discussions with Municipal Staff
- Public Input on PlaceSpeak
- Comments Provided by Committee Members
- Background Reports and Studies
- Stakeholder Interviews

This is not intended to be a comprehensive discussion of all of the issues identified to date. Rather, it is a summary of the broad and prevalent issues and sub-issues, and excludes issues that are specific or minor. Some sub-issues relate to more than one high-level issue. The issues are presented in no particular order.

INFRASTRUCTURE AND TRANSPORTATION

Sub-issues:

- Parking supply and requirements
- Servicing and expansion
- Active transportation
- Complete streets
- Transportation hierarchy

The recent staff report on parking in the downtown core noted that parking supply is adequate. Parking is controlled through

the land use by-law and required parking rates can be revised as desired. There is a tension between parking requirements and the physical implications of parking supply (i.e. increasing surface parking area).

Not every infrastructure issue can be addressed through the municipal planning documents.

These include:

- Road conditions
- Traffic calming
- Capital projects

The municipal planning documents can support the Town's long-term infrastructure goals by ensuring that the Town does not over-extend its budgets by not permitting developments requiring new infrastructure faster than the Town can afford to build or maintain them.

HOUSING

Sub-issues:

- Rental housing pressures and converting single-unit dwellings to multi-unit dwellings
- Large-scale residential development
- Affordable housing
- Regulations regarding single-unit dwellings
- Compatibility and impacts of home-based businesses
- Building form (i.e. architectural style, building accesses, building additions, neighbourhood pattern)

The municipal planning documents can control use, size of additions, and the amount of area used for parking or open space. This can have a big impact on the way properties and developments fit in with their neighbourhoods.

OVERVIEW OF HIGH-LEVEL ISSUES (CONTINUED...)

Affordable housing is a difficult issue to address at the municipal planning level. Municipal planning documents can support affordability by controlling the number of units in certain zones, setting affordability targets in new developments, and incentivizing affordable units.

The most persistent issue, identified in nearly all conversations and many background documents, is that of rental housing in the core area. This relates especially to student renters. Not every issue that has been identified can be addressed through the municipal planning documents.

These include:

- Property maintenance (i.e. unkempt lawns, outdoor furniture, etc.)
- Disturbance (i.e. noise, activity levels, traffic)
- Safety (i.e. structural integrity)

The appropriate way to improve messy lawns or noise would be a Property Minimum Standards Bylaw or Noise Bylaw. Bylaw enforcement is outside the scope of the MPS Review.

PROTECTING AND ENHANCING THE DOWNTOWN AREA AND THE CORE

Wolfville's downtown is the hub for tourism and economic activity. Its success is important for Council and the Town. The downtown area has been studied more extensively and in more detail than other parts of Wolfville. It has also been the source of some controversy around the compatibility of new large-scale residential developments with the rest of the area.

Sub-issues include:

- Controlling the compatibility of residential development

- Ensuring the right mix of businesses
- Maintaining commercial viability and providing opportunities for innovation
- Examining commercial designations for appropriate areas for expansion
- Proving policies to guide the development of the rail lands
- Enhancing streetscaping and placemaking to ensure a positive experience for residents and visitors
- Parking availability and accessibility
- Improving the architectural character of commercial development

There is a tension between the goals of preserving the heritage character of Main Street and encouraging higher density residential development. Municipal planning documents can set guidelines for appropriate development in the core.

Commercial viability can be improved through the municipal planning documents. These documents can encourage desirable types of commercial development (i.e. by including a maximum commercial floor area, or permitting a broad range of uses) and more innovative types (i.e. outdoor commercial areas for mobile stalls or food trucks).

Some issues related to commercial viability are not typically addressed by municipal planning documents. These include:

- Tax incentives
- Grant programs

OVERVIEW OF HIGH-LEVEL ISSUES (CONTINUED...)

PARKLAND AND TRAILS

Wolfville's parks and green spaces contribute to the high quality of life that Wolfville residents enjoy.

Sub-issues include:

- Reviewing the policies guiding cash-in-lieu of parkland dedication
- Connectivity and accessibility of trail/pathway system
- Consideration of protecting views

Cash-in-lieu of parkland is a tool that is permitted in the MGA (Section 273 (1) and (2) as long as the MPS and SBL set out the conditions. These provisions are included in the existing MPS and SBL, but the documents could provide clearer guidance.

The qualities of the landscapes around Wolfville contribute to its character. Views to and from these to the Town are important. Many communities protect views through their municipal planning documents. This can take the form of protecting specific views (panoramas, vistas or view corridors) from specific locations. Wolfville might consider what types of views they would like to protect, and from where.

DESIGN CONSIDERATIONS

Planning and design go hand-in-hand, and design considerations are part of many of the other high-level issues. Municipal planning documents can help provide guidance for design issues.

Sub-issues include:

- Heritage conservation
- Preservation of main street character
- Place-making and streetscapes

- Compatibility of new and large-scale developments
- Parking accessibility and use
- Public Art opportunities

Design guidelines can be a good way to guide and control the design of larger developments. There can be tension between the requirements of modern commercial spaces (i.e. large floor plates) and appropriate development that fits in with its surroundings in a heritage area. Introducing new controls in the land-use by law for massing and improving the public realm can be a way to help make sure these buildings fit in with their surroundings.

Streetscaping enhancements can help enhance downtown areas. These can also be supported through policies and mapping in the MPS. Public Art can foster place-making efforts in various locations. The MPS can provide policies for where and how public art can be incorporated.

Design treatments have also been suggested as a way of improving the use of municipal parking lots.

LONG-TERM GROWTH

Sub-issues:

- Expansion of infrastructure and services
- Capital cost contributions
- Town boundary expansion
- Relationship to the county

There is a moratorium on providing services outside of the Town boundary. Expanding services beyond a municipal boundary is a big decision that requires careful study. The benefits of a site-specific expansion could be overshadowed by setting an undesirable precedent. The Town should provide

OVERVIEW OF HIGH-LEVEL ISSUES (CONTINUED...)

policies that offer guidance for considering expanding services, and require adequate study before making a decision.

The sub-issues raise questions about how Wolfville wants to grow, and the way the Town addresses these questions will be influenced by the Vacant Land Analysis.

IMPLEMENTATION

Sub-issues in every category also relate to the Land Use By-law or other implementation tools.

Sub-issues:

- Development agreements
- Zoning
- Review policies guiding cash-in-lieu of parkland dedication
- Designation and zoning of Acadia University
- Monitoring and Evaluation
- Commercial designations and expansion areas
- Public consultation policies
- Technical and administrative issues
- Site plan approval

Right now, it appears that most higher-density and larger-scale development would need to go through a development agreement. Ensuring the criteria for development agreements reflect the current and future needs of the town is important.

The Town should also include parkland dedication guidelines and policies. These will clarify what lands are appropriate for parkland within a development, when parkland dedication should occur, and how it will happen.

Municipal staff identified monitoring and evaluation policies as being a weakness of the current planning documents. Good monitoring targets let staff measure progress against the goals and objectives of the MPS. Adding public consultation policies can help make the planning process more transparent, and build community support for planning initiatives.

There are also technical and administrative issues that have to do with the specific format, content, or wording of the municipal planning documents. These issues have been identified by staff and stakeholders, and will also be addressed through the Review.

A: VACANT RESIDENTIAL LAND ANALYSIS

1 INTRODUCTION AND METHODOLOGY

An understanding of potential future population and analysis of vacant residential land are required to identify the land supply and residential demand for the twenty-year planning horizon to 2035. This analysis examines the current vacant residential land supply and the potential demand for residential uses (i.e. dwelling units) based on the availability of vacant land and potential population to 2035.

The potential future population of Wolfville was estimated based on an analysis of current trends in the area, and is not intended to be statistically robust.

The result of this analysis will confirm whether there is adequate land to meet the potential residential demand. If the land supply is not sufficient, then alternative options, such as higher density development or an expansion to the Town's boundary would need to be considered.

METHODOLOGY AND ASSUMPTIONS

It is important to note that data from progressive census years may not be directly comparable. Data from the National Household Survey (2011) is not comparable to data from previous censuses. However, these numbers

provide a useful starting point to consider historical trends.

Only lands within the boundary of the Town of Wolfville with a residential zoning were assessed. Lands considered to have development potential are restricted to those parcels of vacant residential land greater than 560m² (6,028 square feet) in size. 560m² is the minimum lot size as set out in the Land Use By-law.

Town of Wolfville provided a map of current vacant residential parcels which was used to calculate the total amount of vacant residentially-zoned land and



VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

the total amount of vacant land in each residential zone.

Residential plans that were approved by the end of July 2015 have been assumed to be added to the supply of existing units. The units proposed in the West End Lands Development Site Plan (dated 2014) are assumed to be potentially added to the supply of existing units. These assumptions are explained in detail in the analysis section. The remaining vacant land is deemed to be developable residential land without any plans.

The development potential of these lands is calculated by applying assumptions about how development in the community will occur, using the types of residential development permitted in the current Land Use By-law and the maximum and minimum densities allowed in the current Municipal Planning Strategy.

Demand for additional housing units was determined based on potential population and historical trends. Census information from Statistics Canada was used as the source for the past population and households. The residential demand is based on potential population and the resulting number of household units within the Town boundaries.

Residential Zone Provisions

	Zone	Minimum Area (m ²)	Minimum Frontage (m)
R1	Single-Unit Dwelling	560	18
R-1A	Low Density Residential	560	18
R-2/4	Medium Density Residential	560	18
	<i>Semi-detached</i>	<i>280/unit</i>	<i>9/unit</i>
R-2/HD	High Density Residential	560	18
	<i>Semi-detached</i>	<i>280/unit</i>	<i>9/unit</i>
RCDD	Residential Comprehensive Development District	N/A	N/A

Table 1 Residential Zone Provisions

2 VACANT LAND SUPPLY

Land capable of accommodating growth has been identified by analyzing the existing MPS, Zoning By-Law, and recent residential starts provided by the Town of Wolfville. The Vacant Residential Parcels Map illustrates the vacant residential land parcels based on their zoning in the Land Use By-law. These vacant lands form the basis of the available land supply for the Town to 2035.

The vacant residential lots shapefile was provided by the Town of Wolfville. The analysis discarded any lots smaller than the minimum residential lot area as set out in the LUB (560m²/6,028 ft²). The analysis has not considered whether the remaining vacant lots meet the minimum frontage provisions, nor does it consider the potential for additional lots through subdivision.

There are 143 vacant residential parcels in the Town of Wolfville. These parcels range in size from 560m² to 32.1 acres. The capacity of these parcels to accommodate new residential development is assessed below.

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

Vacant Residential Parcels

	Zone	Vacant Parcels
R1	Single-Unit Dwelling	38
R-1A	Low Density Residential	20
R-2/4	Medium Density Residential	59
R-2/HD	High Density Residential	12
RCDD	Residential Comprehensive Development District	14
Total Vacant Parcels		143

Table 2 Vacant Residential Parcels

3 DEMAND: POTENTIAL GROWTH IN POPULATION TO 2035

Wolfville is seen as a desirable place to live, however Statistics Canada data show that graduate retention is not strong in the Town, and that the population is aging. Within Nova Scotia, the Halifax Metropolitan Area (HMA) is a major draw for residents, skilled labour, and visitors, and Wolfville's proximity to Halifax means that the HMA is a major competitor with Wolfville in these areas.

The 2011 Census shows the Town of Wolfville's population has grown by 13.2% since 2006. This is significantly higher than the population growth rates for the province of Nova Scotia (0.9%) and the Halifax Regional Municipality (4.7%). Despite strong growth in Wolfville, the rate of population growth in Nova Scotia as a whole has been declining since the 1950s.

There are two dimensions to demographic change in Nova Scotia: a decline in absolute numbers of people in the province, and a changing age-group make-up. Wolfville bucks the provincial trend of slowing population growth over the most recent census period, and in fact demonstrated some of the strongest population growth in the province.

Figure 1 illustrates historical growth trends in the populations of Wolfville, Halifax, and Nova Scotia. Wolfville is the only one that demonstrates a consistent positive trend, despite a dramatic dip between 1996 and 2001.

There have been two periods of extremely rapid population growth in Wolfville's recent history - from 1991 to 1996 (10.3%) and from 2006 to 2011 (13.1%). The most recent high growth period seems to stem primarily from in-migration, both immigration and inter-provincial migration, and the 2013 Vital Signs report indicates that Wolfville is the fastest-growing municipality in Nova Scotia.

AGE CHARACTERISTICS

The population of Wolfville is aging, but it is not aging as quickly as the rest of Nova Scotia. The 2011 Census showed the median age in Wolfville as 42.7 years, an increase from 41.2 in 2006. The Census also showed that Wolfville had a higher proportion of seniors (65+) in its population and a lower proportion of youth (under 20) than both the provincial and national averages.

This is consistent with a trend of increasing numbers of retirees across Nova Scotia. In 2006 Nova Scotia had the second highest proportion of its

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

population aged 65 years and over in Canada. In 2011, the province was home to the highest proportion of population aged 65 years and over in the country.

NATURAL INCREASE

The Annapolis Valley Health Community Health Profile includes Annapolis and Kings Counties, and provides a regional picture of the natural increase in population based on total fertility rate. The total fertility rate is a measure used to approximate the number of children a woman has. It is a measure of a

IN-MIGRATION

At 8.5% in 2011, Wolfville had a higher proportion of non-Canadian citizens than both the Nova Scotian (2.4%) and Canadian (6.0%) averages. Though this represents a decrease of 0.3% since 2006, it is still a positive indicator for the One Nova Scotia call to action, which recommends that the province strive for higher rates of international immigrants to grow the population. 11% of Wolfville residents were born outside of Canada – double the provincial average – another positive indicator that Wolfville’s growth is

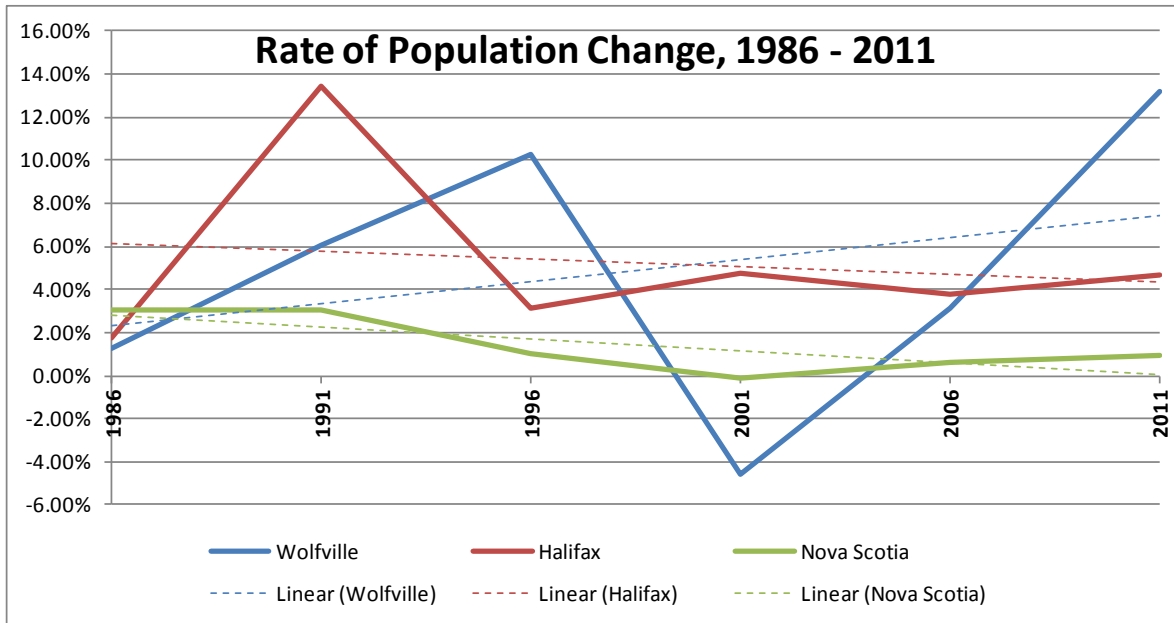


Figure 1 Rate of Population Change

population’s ability to replace itself. Total fertility rates below 2.1 indicate declining populations unless there is in-migration. In 2009, Nova Scotia’s total fertility rate was 1.5 – the lowest in Canada.

Given the age characteristics of the area, it is safe to assume that the total fertility rate in Wolfville will not increase substantially in coming years.

aligned with provincial priorities.

Most immigration to Wolfville is inter-provincial, and is likely based on lifestyle rather than employment opportunities. It is assumed that the major employer in Wolfville (i.e. Acadia University) is stable, so it is likely that some newcomers are commuting into the Halifax Metro Area for employment.

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

The One Nova Scotia report makes it clear that the province needs to achieve higher rates of attraction and retention of both inter-provincial and international immigrants to grow the population, increase the number of entrepreneurs, and renew the labour force.

There are no official population projections for the Town of Wolfville. The potential populations for the year 2035 in Figure 2 are not statistical projections based on births, deaths, and migration. Rather, they have been calculated using Statistics Canada Census information,

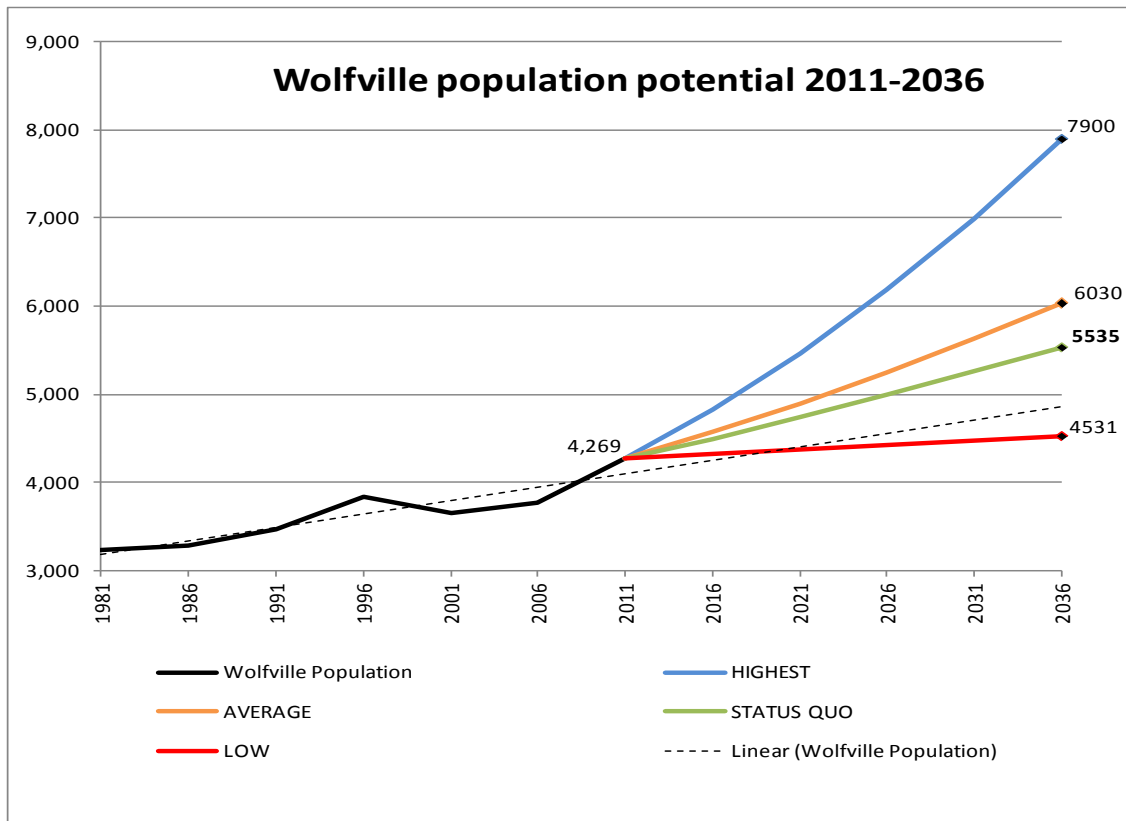


Figure 2 Population Potential 2011-2036

The **HIGH** projection is based on the most recent Census period (2006 to 2011) when Wolfville experienced a 13.1% increase in its population. This is equal to 2.62% per year, and is the highest growth rate that Wolfville has experienced since 1981.

The **AVERAGE** projection is based on the average of the highest and lowest growth rates that Wolfville has experienced since 1981. This is equal to 1.43% per year.

The **STATUS QUO** projection is based on the overall growth trend since 1981. This overall trendline appears as the black dotted line on the graph on the previous page. The annual growth rate of the trend line is 1.06%.

The **LOW** projection is based on the lowest growth period that Wolfville has experienced since 1981. This occurred between 1981 and 1986, and was 0.24% per year.

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

taking into account trends for the Town and the County, and the following assumptions:

- The natural growth rate (births minus deaths) will not increase;
- New growth is generated by immigration;
- The Town of Wolfville continues to be an attractive place to live, and attracts people from nearby communities for retirement living;
- The economic climate in the Town continues to be favorable, and new business(es) relocate to the Town; and
- The N.S. “Call to Action” results in economic opportunities.

For each scenario population growth has been compounded in 5-year increments.

The high growth scenario results in a population increase of 3,631 persons (7900-4269) by 2036; the status quo scenario results in a population increase of 1,266 persons (5535-4269); and the low growth scenario results in a population increase of 262 persons (4531-4269).

For the purposes of calculating the potential number of households, it is assumed that the status quo growth scenario may be realistic. The status quo scenario is based on the historical ‘best fit’ growth rate. It takes the 2011 census population as a starting point, and projects forward to 2036 using a five-year growth rate, resulting in a 2036 population of 5,535, or an increase of 1,266 persons.

Community strategies to ensure Wolfville remains attractive to all demographics will be important to achieving economic and population growth.

4 DEMAND: POTENTIAL DEMAND FOR DWELLING UNITS TO 2036

The demand for residential land is based on the potential number of residential units that will be required in the future.

Assuming the status quo growth scenario for population growth a household size will be applied. The following analysis on vacant land supply will determine whether the Town has existing, designated and available land to accommodate additional housing units within its current boundary.

CURRENT SUPPLY OF DWELLINGS

The 2011 Census indicated that there were 1985 dwellings occupied by their usual residents in the Town of Wolfville. Data provided by the Town of Wolfville indicates a total of 306 new units have been constructed or have received planning permission since 2011. This brings the current total supply of dwellings to 2291.

AFFORDABILITY

The 2013 Vital Signs report revealed that 25.2% of individuals in private households in Wolfville had incomes below the low-income measure. This is well above the provincial average of 17.4%. 29.3% of young people (under 18s) in Wolfville lived in low-income households, compared to 20.9% provincially. The only age category in Wolfville where the percentage of people living in households falling below the low-income level was not higher than the provincial level was seniors.

There are also individuals receiving some form of income subsidy in Wolfville.

Planning for a variety of dwelling types can help address affordability challenges by providing choices for people looking for housing.

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

Type of dwelling	Constructed or permitted since 2011	% of total
Single-detached	33	10.70%
Semis, towns, duplexes	18	5.80%
Apartments (multi-unit)	235	76.80%
Secondary suites	20	6.50%
TOTAL	306	

Table 3 Dwellings Constructed Since 2011

Table 3 is based on data provided by the Town of Wolfville regarding residential housing starts. It covers the period from January 2011 to July 2015.

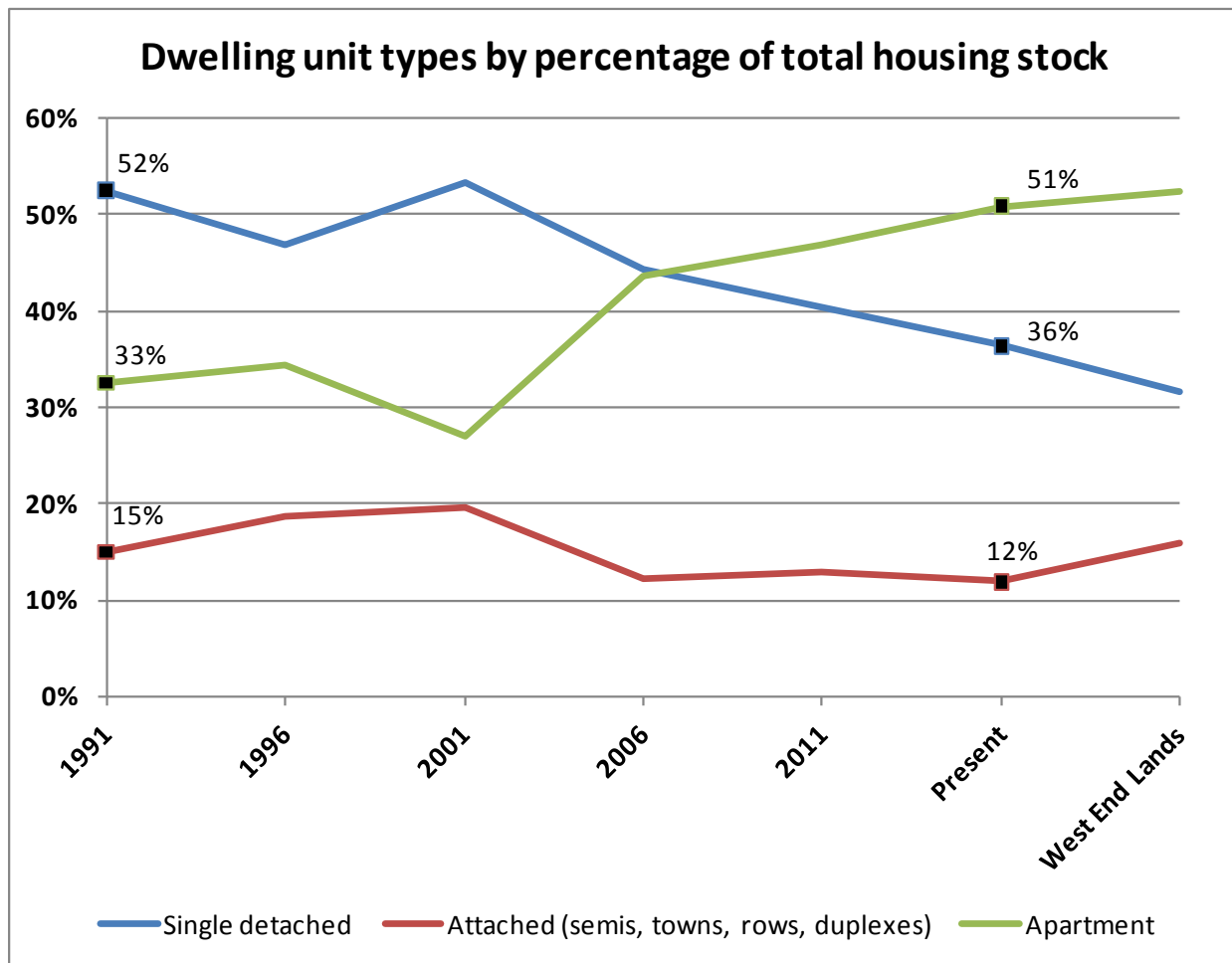


Figure 3 Dwelling Unit Types by Percentage of Total Housing Stock

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

Figure 3 shows the percentage of apartments (or “multi-unit”) dwellings in Wolfville increasing rapidly since 2001. This parallels the rapid increase in population that Wolfville has experienced over the same time period. This likely means that most of Wolfville’s new residents are moving into apartment-style dwellings. It is important to note that this does not necessarily mean these are all rental properties.

The West End Lands Development is a major development proposed for the west end of Wolfville on land that is currently vacant. It proposes a total of 478 units. These units have not been added to the current supply as they are not currently approved and there is no timeline for their completion. They are included in the projection above to illustrate how their construction would continue current trends.

The percentage of attached dwellings, including townhouses, row houses, semi-detached and duplexes has remained fairly steady, while the percentage of single-detached dwellings has been steadily declining since 2001.



Type of dwelling	Existing dwellings	Constructed or permitted from 2011 to 2015	Proposed in West End Lands development
Single-detached	40%	10.70%	7.30%
Semis, towns, duplexes	12.80%	5.80%	34.90%
Apartments (multi-unit)	46.80%	76.80%	57.70%
Secondary suites	unknown	6.50%	unknown

Table 4 Percentages of Each Unit Type

The table displays the trend toward a greater number of multi-unit dwellings in a different way. The figures for the West End Lands development are included to illustrate the trends.

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

Census year	2001	2006	2011
Total Private Dwellings	2184	2269	2463
<i>Owned dwellings</i>	775	780	935
<i>Rented dwellings</i>	840	905	1050
Private Dwellings Occupied by Usual Residents	1615	1685	1985
Difference*	569	584	478
Revised Rented dwellings	1409	1489	1528

Table 5 Dwellings and Private Dwelling Occupied by Usual Residents

*these figures are assumed added to the total of rented dwellings in Table 6.

Another way of considering the current supply of dwelling units is by comparing the change in the number of owned and rented dwellings over time. It is important to note that due to the way the Census is collected and the Census definitions of dwellings, this may not provide a complete picture of the total number of dwellings in Wolfville.

CENSUS DEFINITIONS

The Census uses two figures for total dwellings: “Total Private Dwellings” and “Private Dwellings Occupied by Usual Residents”.

Total Private Dwellings is defined as “A separate set of living quarters designed for or converted for human habitation in which a person or group of persons reside or could reside. In addition a private dwelling must have a source of heat or power and must be an enclosed space that provides shelter”.

Private Dwellings Occupied by Usual Residents is defined as “A separate set of living quarters which has a private entrance either directly from outside or from a common hall lobby vestibule or stairway leading to the outside and in which a person or a group of persons live

permanently”. The number of total private dwellings is typically higher than the number of private dwellings occupied by usual residents.

The Total Private Dwellings definition includes rental properties which are occupied temporarily. The difference between the total Private Dwellings and the Private Dwellings Occupied by Usual Residents is assumed to represent rental dwellings. This total is added to the Census figure for rented dwellings to give the percentage of each occupancy type in Table 6.

The number of owned dwellings in Wolfville climbed slowly from 1996 to 2006, but has risen steeply since 2006 with 155 units being added to the supply between 2006 and 2011. This parallels the period of rapid population growth that the town has experienced.

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

	2001	2006	2011
Owned dwellings	775 (35.5%)	780 (34.4%)	935 (37.9%)
Rented dwellings	1409 (64.5%)	1489 (65.6%)	1528 (62.1%)

Table 6 Owned VS Rented Dwellings

Demand for rental housing is linked to demographics. The Wolfville Vital Signs report indicates that Acadia University has the capacity to accommodate 1,635 students in 12 residence buildings. In 2012-2013, the occupancy rate for these University facilities was 91.8%. Vital Signs also states that the number of students living on campus increased by 36.2% (399 students) since the 2007-2008 school year, however it does not provide

details on whether this was due to the construction of new residence facilities or higher occupancy rates.

The current Acadia University Strategic Plan does not indicate whether there are plans to increase enrollment, but discussion with Acadia personnel indicated enrollment levels are projected to remain the same as today (~3,500 students).

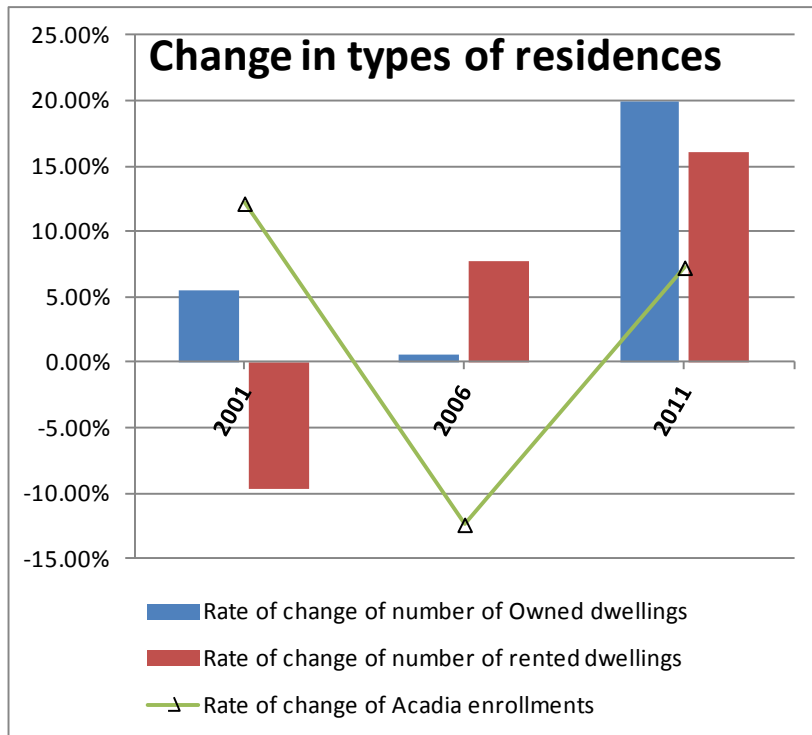


Figure 4 Change in Type of Residences

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

DISCUSSING DENSITY

Density is a relative term used to describe development – it is usually expressed as a ratio of dwelling units to land area (dwellings per acre/hectare). There are two other terms that are important to consider when talking about density: gross and net. “Gross density” is the ratio of the total number of dwelling units to the total available land for development. “Net density” refers to the total number of dwelling units to total developable land area. The total developable land area is calculated by removing a portion for municipal uses like parks, streets, roads, schools or utilities.

Existing neighbourhoods in Wolfville have densities ranging from 2.4 dwellings per net acre to 11.9 dwellings per net acre. Figure 5 is taken from the 2010 The Density Debate report, and illustrates a range of existing densities in Wolfville.

Using the West End Lands (WEL) Development Site Plan as an example, the gross area of the site is 48.1 acres. Approximately 19% of the site is reserved for infrastructure (roads, stormwater ponds) which leaves a total developable land area of 39.0 acres. Another 4.6 acres are given over to parkland, which leaves a net developable area of about 34.4 acres, or approximately 72% of the total land area.

A total of 478 dwelling units are proposed in the WEL, for a net density of 13.9 dwellings per net acre.

The WEL proposes a variety of dwelling types. Part of the site will be developed with single-family homes with a net density of 2.8 dwellings per acre. Another part of the site will be developed with multi-unit apartments and townhouses with a net density of 16.6 dwellings per acre. By comparison, the new multi-unit buildings on Woodman Road have a net density of approximately 22.4 units per net acre.



Figure 5 Dwelling Unit Density

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

A thriving community needs to offer a variety of dwelling types at a variety of densities to ensure that there are choices for people looking for housing.

Intensification means the development of a property or site at a higher density than currently exists. This can happen through new development, redevelopment, infill, expansion or conversion of existing buildings.

Infill means the use of land within a built-up area for further construction. Infill can include the renewal of underused parcels, or new construction on vacant parcels between buildings.

Intensification and infill are both ways of increasing density. Increasing density is important for a number of reasons. In Wolfville, the two most important reasons to increase density are cost and sustainability. Higher-density development on existing municipal services is cheaper to service than new development on “greenfield” sites. Higher-density development also supports sustainability goals by reducing the footprint of development and conserving natural areas, and potentially more affordable housing.

The current MPS clearly supports increasing residential density in Wolfville:

- Policy 5.1.9: “to manage growth and control land use and development in a manner that will minimize urban sprawl and increase density and reduce conflicts between land uses”
- Policy 5.1.11: “to provide opportunities for a variety of housing options to satisfy the needs of all people”
- Preamble to Part 8: Residential Development and Land Use: “Council supports higher density residential developments that meet our desire for a more sustainable community. Higher density of population reduces the unit costs and environmental impacts of providing town services such as water, sewer, paved streets, sidewalks and snow removal. More affordable housing can be achieved with higher density developments.”

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

5 SUPPLY AND DEMAND: ANALYSIS OF VACANT RESIDENTIAL LAND POTENTIAL

The total area vacant land in each residential zone is set out in Table 7 below. These areas were calculated by the GIS software based on the geometries of the parcels.

Please also refer to the “Vacant Residential Parcels” map included as Supplement A.

Table 8 provides an overview of the types of dwellings and densities permitted in the current MPS and LUB. The current MPS and LUB set out what types of residential development are permitted in each zone, and the analysis uses these permitted uses as a starting point. In some cases the MPS and LUB also sets out the maximum and minimum densities allowed.



Zone	Tag	Total vacant parcels	Total vacant area (values calculated by GIS based on geometries)
Single-Unit Dwelling	R1	38	14.65 acres
Low Density Residential	R-1A	20	19.71 acres
Medium Density Residential	R-2/4	59	26.21 acres
High Density Residential	R-2/HD	12	9.58 acres
Residential Comprehensive Development District	RCDD	14	124.30 acres
TOTAL		143	194.46 acres

Table 7 Total Vacant Residential Land

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

Zone	Number of Vacant Parcels	Permitted (MPS/LUB)	Maximum Density (MPS/LUB)	Notes
R1 Single-unit dwelling	38	Only single-unit dwellings.	None specified	Minimum and maximum lot sizes control density.
R-1A Low Density Residential	20	Single-unit dwellings; and Accessory dwellings	None specified	Not every development will include an accessory dwelling.
R-2/4 Medium Density Residential	59	Single-unit; Semi-detached; and Two-unit dwellings. Three- and four-unit dwellings are permitted under a development agreement.	None specified	Additions to existing buildings to permit new dwelling units are permitted. This potential is not addressed in this analysis.
R-2/HD High Density Residential	12	Single-unit; Semi-detached; and Two-unit dwellings. Multi-unit dwellings with more than two units subject to a development agreement.	Maximum density of 18 dwelling units per acre.	Additions to existing buildings to permit new dwelling units are permitted. This potential is not addressed in this analysis.
RCDD Residential Comprehensive Development District	14	All residential uses subject to a development agreement.	Maximum density of 12 dwelling units per acre. Minimum density of 5 dwelling units per acre.	

Table 8 Permitted uses and densities

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

Tables 9 and 10 provide an assessment of the total potential for new dwelling units in Wolfville. In order to preserve the confidentiality of property owners, and bearing in mind that this is a “potential” supply, a number of assumptions have been applied. These are listed in detail in Supplement B.

ZONE	HIGH unit potential	LOW unit potential
R1	38	38
R-1A	97	54
R-2/4	112	74
R-2/HD	159	103
RCDD	617	264
TOTAL	1024	533

Table 9 High and low estimates of new dwelling unit potential

Unit type	HIGH potential	LOW potential
Single-detached	153	137
Semi-detached	42	38
Accessory	19	8
Multi-unit	203	97
Misc. types	606	253
Total	1024	533

Table 10 : Potential for new dwelling units by unit type

Based on the analysis above, Wolfville currently has the potential capacity to provide an additional potential 1024 dwelling units. For RCDD parcels that have been assessed based on potential densities, it is difficult to make assumptions about the types of units that will be provided without engaging in a detailed master planning exercise. The total potential units for these areas are identified in the “Misc. types” row.

Using the medium population projection (5,535 persons by 2036), Wolfville may need to house an additional 1266 people by 2036. Wolfville’s occupancy rate was 1.73 persons per dwelling unit at the time of the 2011 census. The Canadian average occupancy rate is 1.7 persons per dwelling unit. At a rate of 1.7 persons per dwelling unit, Wolfville will need to provide an additional 745 dwelling units by 2036. If the population of Wolfville continues to grow at a more rapid rate, the average population projection (an additional 1761 persons by 2036) results in a need for an additional 1036 units.

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

	Total dwelling units HIGH scenario	Total dwelling units LOW scenario
2011 Census	2184	2184
Constructed 2011-2015	306	306
Proposed West End Lands	478	478
Potential Units	1024	533
Total additional potential units	1502	1011
<i>Total additional units required</i>	<i>1036</i>	<i>745</i>

Table 11 : Total new dwelling unit potential

Table 11 demonstrates that the Town has sufficient capacity to house its growing population in a variety of dwelling types at a variety of densities.

6 IMPLICATIONS FOR THE MPS REVIEW AND FURTHER ANALYSIS

Issues that could be included in a subsequent more detailed analysis include:

Reducing the minimum lot size to consider whether additional lots could be provided. There are a number of residentially-zoned vacant lots that were eliminated from the analysis as they did not meet the Land Use By-law provisions for minimum lot area. There may be some lots that are near the minimum lot size that could provide additional developable land.

Some of these small lots are located in areas that might be able to contribute to providing connections to parks and green spaces, and addressing some of the known gaps in the trail network. However this would mean the municipality would need to acquire the land.

Some parcels are zoned R-2/4, R-2/HD and RCDD that may be better suited to an R-1A zoning.

Some larger R-2/4 parcels should be considered to be up-zoned to R-2/HD.

Consideration of how to define affordable housing to Wolfville and where this should be located should also be undertaken.

Flag lots are permitted in all residential zones if there are already two residential buildings legally in use on the property; if after subdivision, each lot meets the minimum lot area; and if the flag lot has a minimum frontage and access width of 6 metres to the street. Further analysis could also reveal the potential for flag lots within the existing lot fabric.

A detailed survey of the potential for secondary suites in the zones that allow them, as well as current rates of construction of secondary suites may reveal additional potential for new dwelling units.

Two-thirds (64%) of the total vacant residential land is currently zoned RCDD. Further study may be required to determine the best way to ensure that these areas deliver the types and densities of housing that Wolfville needs.

The MPS policies encourage higher densities near the downtown business district, however the majority of the vacant residential parcels are not located in this area. Consideration of where the different zones are located spatially, whether this conforms to local policy, and whether it is acceptable to the community is also important.

VACANT RESIDENTIAL LAND ANALYSIS (CONTINUED...)

7 CONCLUSION

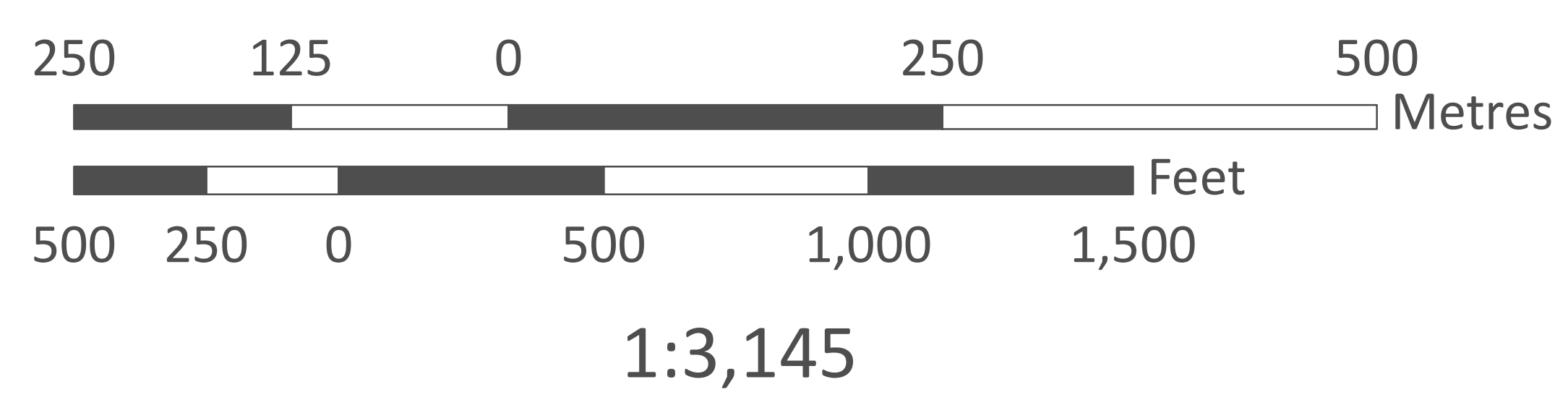
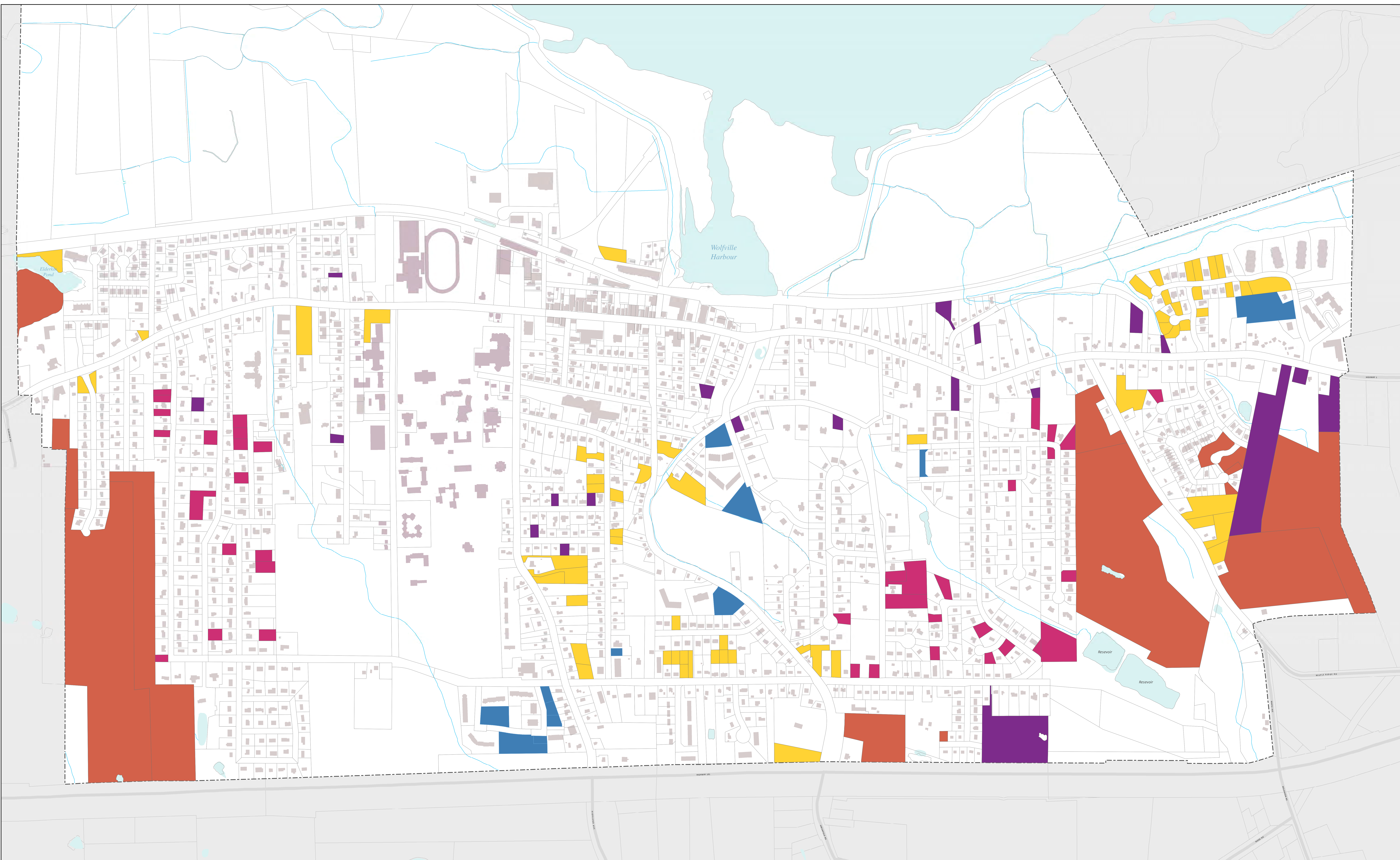
This review of population potential and supply and demand of residential land provides background to inform the review of the MPS and LUB. As set out in the assumptions that accompany this chapter in Supplement B, this analysis is not intended to be exact, but rather provide a plausible future growth scenario for Wolfville. Certain errors and omissions are expected, particularly where data from different Census years has been considered together. There may also be errors or omissions due to changes in the way development information has been collected by the Town over the years.

From this analysis it can be concluded that if development proceeds in compliance with existing policy and zoning, there is enough vacant land to address potential residential demand for the next 20 years.

SUMMARY

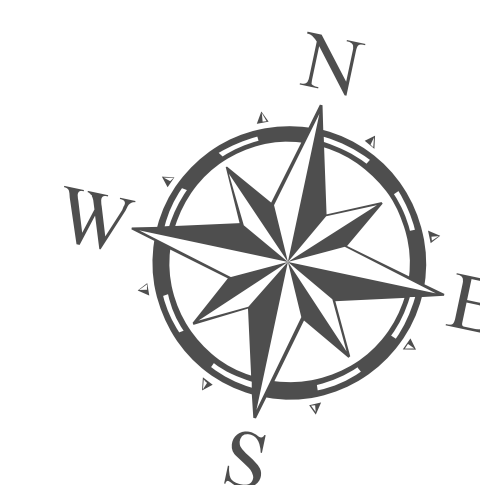
- The estimated supply of vacant residential land is 194.5 acres.
- The unit potential on these lands is likely between 533 units (low scenario) and approximately 1024 units (high scenario) as of October 2015.
- Parts of Wolfville are difficult or impossible to develop because of flood surge areas, steep slopes, and environmental constraints. If 15% of the total vacant residential land is considered undevelopable due to these constraints, the unit potential on the lands reduces to between approximately 481 units (low) to 899 units (high).
- The total serviced land supply inside the Town boundary is sufficient for the next 20 years assuming modest population growth.
- More multi-unit dwellings are being constructed than single-family homes, and this trend appears set to continue barring changes to the current planning documents.
- 64% (124 acres, almost two-thirds of the total) of the vacant residential land is currently zoned RCDD. Planning for the future development of these large areas presents an opportunity to consider the appropriate residential unit mix for Wolfville.

SUPPLEMENT A: VACANT RESIDENTIAL LAND MAP



RESIDENTIALLY ZONED VACANT LOTS

Map Produced by FOTENN on 26/10/2015



Legend	
Residential Zones	
	R-1
	R-1A
	R-2/4
	R-2/HD
	RCDD

This map was created or compiled by the Town of Wolfville ("Town") with the intent of using the map for local government related activities, and not necessarily with the intent of use of the map recipient ("Recipient") in mind. By nature, maps are a graphical representation of real-world conditions, with issues of accuracy, resolution, and thematic display determined with the anticipated use of the map in mind. Although the Town strives to maintain an accurate and precise inventory of maps in order to perform government-related tasks, this map may contain errors, may not be current, and may omit important information. This map is solely a representation of real-world conditions and is made available to the Recipient for informational purposes only. THE TOWN MAKES NO EXPRESS OR IMPLIED WARRANTIES WITH RESPECT TO THE CHARACTER, FUNCTION, OR CAPABILITIES OF THE MAP OR THE SUITABILITY OF THE MAP FOR ANY PARTICULAR PURPOSE BEYOND THOSE ORIGINALLY INTENDED BY THE TOWN.

SUPPLEMENT B: ASSUMPTIONS

- All vacant parcels have been assessed per their current designation and zoning.
- All vacant parcels in the R1 zone are developed as single-detached housing.
- In the R-1/A zone, 25% of parcels develop an accessory unit at the time of new development for the HIGH scenario.
- In the R-1/A zone, 10% of parcels develop an accessory unit at the time of new development for the LOW scenario. This figure is based on the actual rate of construction of accessory units in the R-1/A zone from 2011 to 2015.
- Vacant R-1A parcels that are substantially larger than the average residential parcel in Wolfville have been assessed for their subdivision potential.
- The conversion factor for gross area to net area has been set at 81%. This is based on the conversion factor in the West End Lands Development Site Plan.
- Vacant R-2/4 parcels that are similar in size to the average residential parcel in Wolfville have been assumed to be developed in a manner similar to surrounding properties.
- Vacant R-2/4 parcels that are substantially larger than the average residential parcel in Wolfville have been assumed to be developed at the maximum allowable unit number in the existing zoning (ie. as four-plexes) in the HIGH scenario.
- In the LOW scenario, vacant R-2/4 parcels that are substantially larger than the average residential parcel in Wolfville have been assumed to be developed as semi-detached or duplexes.
- There are several vacant R-2/HD parcels that are similar in size to the average residential parcel in Wolfville. These parcels have been assumed to be developed as single-detached (LOW scenario) or semi-detached (HIGH scenario) dwellings to remain in keeping with surrounding development.
- There are several vacant R-2/HD parcels that are closer in size to the recent Woodman Road development. The potential capacity of these parcels has been assessed by applying the maximum allowable density in the MPS (18 dwellings per acre) for the HIGH scenario, and the existing high density of other residential areas in Wolfville (11.9 dwellings per acre) for the LOW scenario.
- The two RCDD parcels that make up the West End Lands Development proposal have been assumed to be developed according to the 2014 proposal. These two parcels have not been separately assessed for their future unit potential.
- Vacant RCDD parcels in areas with recent development have been assumed to be developed at a comparable density to adjacent parcels.
- Larger RCDD parcels have been assumed to be developed at the maximum allowable density in the MPS (12 dwellings per acre) for the HIGH scenario and the minimum allowable density in the MPS (5 dwellings per acre) in the LOW scenario. These parcels have used a gross-to-net conversion factor of 81%.
- The largest areas of RCDD lands have been assessed using a gross-to-net conversion factor of 72% to account for potential environmental, watercourse, or slope constraints.

SUPPLEMENT C: SOURCES

The following data sources and previous reports were consulted in preparing this analysis:

- **Town of Wolfville Economic Action Plan** (Draft, September 2012)
- **Summary of the Nova Scotia Demographic Research Report: A Demographic Analysis of Nova Scotia into 2026** (December 2006)
- **Town of Wolfville Population Report** (August 2014, based on Statistics Canada 2011 Census data)
- **Now or Never – One Nova Scotia Report** (February 2014, the Report of the Nova Scotia Commission on Building Our New Economy)
- **Annapolis Valley Health Community Health Profile** (August 2013)
- **Statistics Canada Community Profiles** (Census data, 2001-2011)
- **Statistics Canada National Household Survey Data** (2011)
- **Wolfville's Vital Signs** (2013)
- **Municipality of the County of Kings Municipal Planning Strategy "Kings 2050"** (Draft for Public Consultation, July 2014)
- **West End Lands Development Site Plan** (2014)
- **The Density Debate: Understanding the Issues** (Chrystal Fuller, 2011)

B: CONSULTATION

This section is a summary of the Public Consultation events held throughout the Municipal Planning Review project. The full record of these events is contained in the What We Heard Report, which appears as Appendix A to this document.

The community has participated in significant consultation events over the past few years, including local, municipal, regional, and provincial initiatives. In addition to the impressive amount of public consultation and engagement that has taken place, recommendations for additional projects, new partnerships, and implementation strategies have been made. The municipal planning review brings these together to inform the update to Town's planning documents, and to make sure that work that has already been done is not repeated.

The Public Engagement and Communications Strategy was designed in three phases:

- Preliminary consultation, including review of previous consultation activities (May to August, 2015)
- Planning week public consultation events (September 2015)
- Follow-up consultation (November 2015 to January 2016)

These activities were supported by a communications plan which used online methods including PlaceSpeak, Facebook,



and Twitter, and traditional methods such as posters, mail-outs, and postcards to inform the public about upcoming events.

Throughout this process, it has been clear that Wolfville is a sophisticated community of local residents, students and seasonal visitors who are very engaged with their built environment, and share a desire to grow a stronger Wolfville together.

PRELIMINARY CONSULTATION PHASE (MAY - AUGUST, 2015)

The goals of the Preliminary Consultation Phase were:

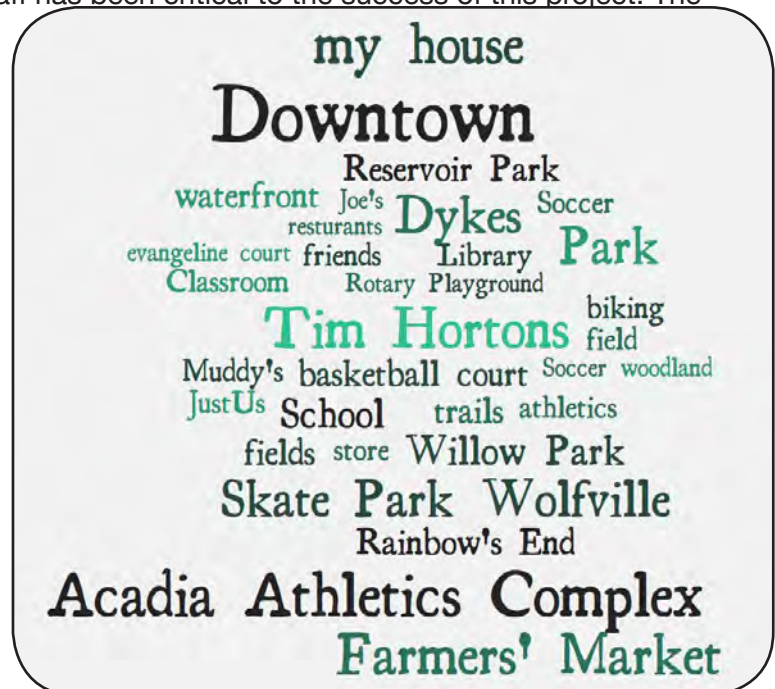
- To inform the public about the project;
- To generate buzz and build enthusiasm around the MPS Review;
- To distribute information about the project;
- To ask people to “Save the Date” for the Planning Week events;
- To recruit participants to the PlaceSpeak platform;
- To collect preliminary information on gaps and problem areas; and
- To confirm key issues identified through previous consultation activities in the area and through initial research for the Issues and Options Report.

The Preliminary Consultation Phase included the development and approval of the project brand, developing and sending project initiation information through online media and traditional media, launching the PlaceSpeak platform and rolling out the initial suite of PlaceSpeak tools.

The Preliminary Consultation Phase also involved reviewing previous consultation activities that had taken place in Wolfville over the past few years. The goal of this exercise was to prevent repeating work that had previously been done, and to ensure that the project team was well-informed about issues that had already been identified as important for the MPS review.

The involvement of Town of Wolfville staff has been critical to the success of this project. The Preliminary Consultation Phase involved face-to-face contact with the public through kiosks at the Farmer’s Market and pop-up planning events hosted by Town of Wolfville Staff. These events helped to give the project a public face through the summer months.

Activities during the Preliminary Consultation included the project team’s first trip to Wolfville (May 2015), meeting with stakeholders and municipal staff, pop-up planning events, and online consultation, primarily through the PlaceSpeak platform. A local resident also volunteered to run a consultation event with the students at Wolfville School, which allowed us to hear from Wolfville’s youth population.



Wolfville School: What is your favourite place in Wolfville?

PLACESPEAK ONLINE CONSULTATION TOOL

PlaceSpeak is an online public consultation software that allows people in communities to interact with location-based topics based on where they live. PlaceSpeak connects people's online identities with their residential addresses (through robust security and privacy settings) so that they can voice their opinions online in a variety of ways. It gives all participants confidence that those participating are locals, and enables inclusive, informed participation, policy development and decision making.

The decision to use PlaceSpeak was made early in the project. The Town of Wolfville has active Facebook and Twitter channels, and it was hoped that this existing online community would embrace the PlaceSpeak platform as the online clearinghouse for all information and discussion of the MPS Review project. The platform was launched on May 22nd, 2015.

From May through September, PlaceSpeak was updated with discussion topics, videos, links, resources including background documents and project reports, and a "Placelt" page on public art. Approximately 60 users connected with the topic, and the www.placespeak.com/wolfville page has received over 1500 unique views.

Despite significant efforts to recruit participants and refresh the site's content, PlaceSpeak has not garnered the type or volume of activity expected. However, there were several very active users in the early stages, and there is still some valuable information in the online discussions.

The Preliminary Consultation phase concluded with the development of the seven High-Level Issues, detailed on pages 7 through 11 of this document. These issues formed the basis for the consultation events that took place during the second trip to Wolfville, from September 21st to 24th, 2015.

PLANNING WEEK PUBLIC CONSULTATION EVENTS (SEPTEMBER 2015)

The goals of the Planning Week Events were:

- To begin to explore some of the complicated issues facing Wolfville;
- To explore the high-level issues identified through the Preliminary Consultation Phase;
- To explore the role that the Municipal Planning Strategy can play in addressing these;
- To present best practice examples from elsewhere;
- To inspire Wolfville to think creatively about ways of addressing the complicated issues through policy; and
- To create opportunities for residents, businesses and stakeholders to find a shared path forward on complicated issues.

A project update was distributed by mail with the quarterly municipal water and sewer bills, which helped ensure complete coverage of the community. The Planning Week Events included a number of opportunities for face-to-face engagement with the Project Team.

The Planning Week Events represented the first opportunity for the Project Team to meet with the public. Town of Wolfville staff were instrumental in helping to prepare for these events.

Activities during the Planning Week Events included the Project Team's second trip to Wolfville (September 2015), meetings with Councillors, Planning Advisory Committee, stakeholders and municipal staff, a pop-up planning event at Acadia University, a community supper at the Farmer's Market, IGNITE! Presentations, and the "Create the Solutions" public workshop.

The "Wolfville Wall" was a travelling consultation tool that was conceived to ask people 'What do you love about Wolfville?' and 'What is one thing you would change about Wolfville?'. The Wall was deployed at a pop-up event prior to the Project Team's arrival, and then re-used during the Acadia University pop-up event and the Community Supper.

The "CREATE Workshop" was the main working session, intended to allow focused consultation on core issues identified to date, and to foster collaborative discussion on solutions to specific questions on each topic. The workshop involved six breakout tables on the key topics and sub-issues: transportation, housing and growth, downtown development, parks and trails, implementation, and design. Participants were asked to select three issues of interest that they'd like to discuss over the course of the evening.

In advance of the Project Team's visit to Wolfville, the Town of Wolfville also organised a Housing Forum to address some of the key issues around housing specifically. The purpose of the event was to discuss housing issues and opportunities, as well as possible implications for the MPS review.

In addition to the public events, meetings were also held with the Planning Advisory Committee, Councillors, Municipal Staff and the "Technical Advisory Group" made up of key stakeholders from Wolfville organisations and businesses. These meetings allowed the project team to discuss ideas in an informal roundtable format. All participants provided encouraging feedback on the process, and assisted in refining the sub-issues and questions associated with the seven high-level issues.

The Planning Week Events resulted in a list of stakeholders who had not yet been consulted and a list of hot topics. These were used to help direct the Follow-Up Consultation events.



FOLLOW-UP CONSULTATION PHASE (OCTOBER 2015 - JANUARY 2016)

The goals of the Follow-Up Consultation Phase are:

- To provide opportunities for participation to groups that have not been reached to date;
- To resolve points of conflict on complicated issues; and
- To present possible directions for the revised documents.

The Follow-Up Consultation Phase involves several parts: first, the Town of Wolfville will lead a series of consultation events with stakeholders who have not been consulted to date. These were identified during the Planning Week Events, and include landlords, the business community, developers, hard-to-reach and low-income populations, Acadia University management, and seniors. Secondly, a full-day workshop will be held with Planning Advisory Committee members and Town of Wolfville staff. This workshop will seek direction from the Committee on some preliminary directions for policy changes. Finally, the Project Team will visit Wolfville for the third time in January to carry out further public consultation events.



C: PROVINCIAL CONTEXT

The Town of Wolfville gets the authority to create its municipal planning documents from the 1998 Municipal Government Act (MGA). Alongside the MGA, the Province releases Statements of Provincial Interest to provide guidance to municipalities on issues with province-wide significance.

When municipal planning documents are complete, they are reviewed by the Provincial Director of Planning to ensure they are consistent with these provincial documents. This section provides a brief review of these documents and summarizes the considerations for the municipal planning documents.

Recently the “Now or Never: Urgent Call to Action for Nova Scotians” report was released. This report outlines the immediate and future economic and demographic challenges the province is expected to face. While not strictly a land-use document, this report has broader implications for growth in the province, and was also reviewed for consideration.



MUNICIPAL GOVERNMENT ACT

DATE: 1998

The Municipal Government Act is the legislation that establishes municipalities as the authority to pass by-laws and policies to be applied in their jurisdiction within Nova Scotia. These regulations are used by the council of the municipality, while the Act addresses:

- The interest of the Province in regards to use and development of land; and
- The ability of councils to respond to present and future issues within their municipality.

Council will assume the primary authority for planning that is consistent with the rural and urban character within in their jurisdiction. The Act requires that municipal councils adopt public participation policies and consultation processes to ensure the public has adequate input on decisions related to land use.

The Act includes provisions for the setting of by-laws which may relate to property standards and other things that are of use to the municipality but would be outside the scope of the municipal planning review. Property standards by-laws, which the Town of Wolfville already has, can be useful in addressing some of the concerns that arise from housing conflicts, as is discussed elsewhere in this report.

According to the Act, a Municipal Planning Strategy shall establish policies which:

- Address problems and opportunities concerning the development of land and the effects of development;
- Provide a framework for the environmental, social and economic development within a municipality;
- Are consistent with the intent of the statement of provincial interest; and
- Specify programs and actions necessary for implementing the municipality planning strategy.

The Act includes provisions for how a municipal border may shift or amalgamation or annexation could occur. These provisions warrant some consideration for the Town in terms of long-term growth. Whether the Town of Wolfville needs to expand its boundaries is a subject that deserves significant attention and study. This is discussed further in Part A: Vacant Land Analysis.

MUNICIPAL GOVERNMENT ACT

Considerations for the Municipal Planning Review

- Consider cash-in-lieu of parking for off-street parking requirements. The Town must decide if it would prefer developers to provide parking, or if it would accept cash-in-lieu of parking to use for other public uses.
- Consider using Site-plan approval as a planning process.
- Density bonusing provisions - these provisions allow flexible zoning where a developer offers desired amenity improvements in exchange for relaxation of certain zoning provisions.
- Parkland dedication only occurs when land is split through consent or subdivision. Use of parkland dedication through other processes should be explored.
- Use of infrastructure charges in the Subdivision By-Law.

STATEMENTS OF PROVINCIAL INTEREST

DATE: 1998-2012

There are currently six Statements of Provincial Interest. Five were adopted in 1998 at the same time as the MGA, and one was adopted in 2012. These statements address land use topics that have province-wide implications. Statements of Provincial Interest serve as guiding principles to help municipalities and individuals make decisions impacting land use. Municipalities must take the statements into account when creating or reviewing land use planning policies and regulations. The Statements of Provincial Interest address the following areas:

- Drinking water supplies
- Flood risk areas
- Agricultural Land
- Infrastructure
- Housing
- The Nova Centre

Each Statement has a set of provisions that dictate how municipal planning documents must respond to the goal of the Statement. The provisions are provided here for reference. The Nova Centre Statement is excluded as it is specific to a development in the Halifax Regional Municipality.

Drinking Water

- 1.1 Planning documents must identify all municipal water supply watersheds within the planning area.
- 1.2 Planning documents must address the protection of drinking water in municipal water supply watersheds.

Measures that should be considered include:

- a) restricting permitted uses to those that do not pose a threat to drinking water quality;
- b) balancing the expansion of existing uses against the risks posed to drinking water quality;

STATEMENTS OF PROVINCIAL INTEREST (CONTINUED...)

- c) limiting the number of lots. Too many lots may result in development which cumulatively affects drinking water quality. The minimum size of lots and density of development should be balanced against the risk posed to the quality of drinking water;
 - d) setting out separation distances between new development and watercourses to provide protection from runoff.
- 1.3 Existing land use and the location, size and soil conditions of a municipal water supply watershed will determine the land-use controls that should be applied. Large surface watersheds, for example, may be able to sustain more development than a small groundwater recharge area. It is recognized that in some situations the long-term protection of the drinking water supply may be impractical. In these cases planning documents must address the reasons why the water supply cannot be protected. Municipalities in this situation should consider locating an alternate source of drinking water where long-term protective measures are impractical.
- 1.4 The Province supports the preparation of watershed management strategies for all municipal water supply watersheds. These strategies should be prepared by the concerned municipalities and the municipal water utility, in consultation with all affected parties, including landowners.

Flood Risk

1. Planning documents must identify Flood Risk Areas consistent with the Canada-Nova Scotia Flood Damage Reduction Program mapping and any locally known floodplain.
2. For Flood Risk Areas that have been mapped under the Canada-Nova Scotia Flood Damage Reduction Program planning documents must be reasonably consistent with the following:
 - a) within the Floodway,
 - (i) development must be restricted to uses such as roads, open space uses, utility and service corridors, parking lots and temporary uses, and
 - (ii) the placement of off-site fill must be prohibited;
 - b) within the Floodway Fringe,
 - (i) development, provided it is flood proofed, may be permitted, except for
 - (1) residential institutions such as hospitals, senior citizen homes, homes for special care and similar facilities where flooding could pose a significant threat to the safety of residents if evacuation became necessary, and

STATEMENTS OF PROVINCIAL INTEREST (CONTINUED...)

- (2) any use associated with the warehousing or the production of hazardous materials,
 - (ii) the placement of off-site fill must be limited to that required for flood proofing or flood risk management.
3. Expansion of existing uses must be balanced against risks to human safety, property and increased upstream and downstream flooding. Any expansion in the Floodway must not increase the area of the structure at or below the required flood proof elevation.
 4. For known floodplains that have not been mapped under the Canada-Nova Scotia Flood Damage Reduction Program, planning documents should be, at a minimum, reasonably consistent with the provisions applicable to the Floodway Fringe.
 5. Development contrary to this statement may be permitted provided a hydrotechnical study, carried out by a qualified person, shows that the proposed development will not contribute to upstream or downstream flooding or result in a change to flood water flow patterns.

Agricultural Land

1. Planning documents must identify lands which meet the agricultural land definition. This includes:
 - lands presently in active agriculture and land with agricultural potential;
 - lands on which specialty crops such as blueberry, cranberry and grapes are cultivated; and
 - dykelands which are suitable for commercial agricultural purposes.
2. Planning documents must address the protection of agricultural land. Measures that should be considered include:
 - (a) giving priority to uses such as agricultural, agricultural related and uses which do not eliminate the possibility of using the land for agricultural purposes in the future. Non-agricultural uses should be balanced against the need to preserve agricultural land;
 - (b) limiting the number of lots. Too many lots may encourage non-agricultural development. The minimum size of lots and density of development should be balanced against the need to preserve agricultural land;

STATEMENTS OF PROVINCIAL INTEREST (CONTINUED...)

- (c) setting out separation distances between agricultural and new nonagricultural development to reduce land-use conflicts;
 - (d) measures to reduce topsoil removal on lands with the highest agricultural value.
3. Existing land-use patterns, economic conditions and the location and size of agricultural holdings means not all areas can be protected for food production, e.g., when agricultural land is located within an urban area. In these cases, planning documents must address the reasons why agriculture lands cannot be protected for agricultural use. Where possible, non-agricultural development should be directed to the lands with the lowest agricultural value.

Infrastructure

1. Planning documents must promote the efficient use of existing infrastructure and reduce the need for new municipal infrastructure.
Measures that should be considered include:
 - (a) encouraging maximum use of existing infrastructure by enabling infill development on vacant land and higher density development;
 - (b) discouraging development from leapfrogging over areas served by municipal infrastructure to unserved areas;
 - (c) directing community growth that will require the extension of infrastructure to areas where servicing costs will be minimized. The use of practical alternatives to conventional wastewater disposal systems should be considered;
 - (d) identifying known environmental and health problems related to inadequate infrastructure and setting out short and long-term policies to address the problems including how they will be financed.
2. Where on-site disposal systems are experiencing problems, alternatives to the provision of conventional wastewater disposal systems should be considered. These include the replacement or repair of malfunctioning on-site systems, the use of cluster systems and establishing wastewater management districts.
3. Installing municipal water systems without municipal wastewater disposal systems should be discouraged.
4. Intermunicipal solutions to address problems and provide infrastructure should be considered.

STATEMENTS OF PROVINCIAL INTEREST (CONTINUED...)

Housing

1. Planning documents must include housing policies addressing affordable housing, special-needs housing and rental accommodation. This includes assessing the need and supply of these housing types and developing solutions appropriate to the planning area. The definition of the terms affordable housing, special-needs housing and rental housing is left to the individual municipality to define in the context of its individual situation.
2. Depending upon the community and the housing supply and need, the measures that should be considered in planning documents include: enabling higher densities, smaller lot sizes and reduced yard requirements that encourage a range of housing types.
3. There are different types of group homes. Some are essentially single detached homes and planning documents must treat these homes consistent with their residential nature. Other group homes providing specialized services may require more specific locational criteria.
4. Municipal planning documents must provide for manufactured housing.

Considerations for the Municipal Planning Review

- Source water is identified and discussed in the current MPS and mapped in Development Constraints MPS Map 3. As discussed in the review of the Source Water Protection Plan, the planning documents could go further to identify and protect areas in accordance with the Plan.
- Flood risk areas are referenced in the MPS but are not clearly indicated in Development Constraints Map 3. More clear delineation of flood risk areas is recommended in accordance with provincial mapping.
- Storm water is also referenced in the MPS but policies could be strengthened to bring them further in line with the Statements of Provincial Interest.
- Agriculturally zoned lands reflect the Dykelands District designation in

STATEMENTS OF PROVINCIAL INTEREST (CONTINUED...)

Considerations for the Municipal Planning Review

MPS Map 1. These areas permit as-of-right agricultural opportunities and this is suggested to remain. Areas within the Residential Comprehensive Development District are intended to be developed as residential but encouraged to preserve agricultural capability. Residential clustering is referenced to provide a smaller footprint.

- The MPS also includes a policy (11.1.17) promoting cooperation with the County on protection of agricultural land. This policy, or a new policy could go further to reference lands immediately adjacent to the municipal border and what the municipal would hope to achieve through collaboration with the County in such cases.
- The MPS includes some discussion of infrastructure and associated costs and efficiency as it relates to different development forms. The MPS could provide more supportive statements for development that would improve servicing and infrastructure efficiency. It could also go further to include statements related to municipal projects and considering life-cycle costs of infrastructure.
- Issues related to affordable housing and ways to incorporate it should be addressed. The current MPS does not define affordable housing and provides minimal guidance to encourage affordable housing. The MPS could go further to encourage affordable housing and could consider including a target of affordable housing that would provide a monitoring benchmark in the future. The MPS acknowledges that higher density development and accessory dwelling units can increase affordability. The Town may wish to revisit where these uses are permitted.
- The MPS does not currently contain specific provisions for manufactured housing, though it does discuss alternative housing models and innovative approaches.

NOW OR NEVER: ONE NOVA SCOTIA REPORT

DATE: 2014

Also referred to as the Ivany Report, the “Now or Never: Urgent Call to Action for Nova Scotians” is a ‘transformative’ goal setting document intended to address the economic and demographic challenges facing the Province. It details an extensive public engagement process, defines the challenges facing Nova Scotia, and provides new goals to address those challenges. Challenges have arisen from projected population decline, shifting demographics toward older individuals, and decline of certain industries. While the implications of such a high level document can be difficult to distill into specific policies and regulations for a single town, there are some ways in which Wolfville can address these challenges and associated goals.

Considerations for the Municipal Planning Review

- Support Acadia University as a post-secondary institution. Discussions with Acadia officials are needed to determine if and how the MPS designations and LUB zones can be improved to support Acadia.
- Continue to protect and support agriculture. The existing MPS prohibits rezonings of agricultural land, and only permits agriculture and related uses on lands designated for agriculture. Further consultation may provide guidance on the performance of the existing strategy and any needed changes.
- Promote entrepreneurship through supportive policies for commercial and industrial uses and consider pre-zoning for potential locations for ‘hub’ style development.
- Continue to support sustainable development practices and protect environmental features and natural resources. Recommendations have been made elsewhere in this report to improve development constraints mapping and source water protection.



D: REGIONAL CONTEXT

The County of Kings has its own Municipal Planning Strategy and Land Use By-laws that provide a regional perspective beyond the Town of Wolfville. This regional context is important to consider as Wolfville evaluates its options for future growth.

In July 2014, the County released a Draft MPS for public consultation. The Draft was developed through extensive public consultation and background work which started in 2011. The Town of Wolfville was a partner in the development of this plan.

This plan is currently being redrafted, and any changes in the next draft will need to be taken into account.

“Kings 2050” is a vision document that was developed as part of the County MPS

update. The public played a large role in preparing this vision, which will guide the “long-term sustainable development of Kings County for future generations”. The vision is implemented in the updated MPS and Land Use By-law.

This section discusses the implications of Kings 2050 and the Draft MPS for the Town of Wolfville’s municipal planning review.

**THE COUNTY OF KINGS
RELEASED A DRAFT
MUNICIPAL PLANNING
STRATEGY FOR PUBLIC
REVIEW IN JULY 2014.**

**THIS DRAFT WAS THE
RESULT OF FOUR YEARS
OF EXTENSIVE PUBLIC
CONSULTATION.**



KINGS 2050 REGIONAL APPROACH REPORT (PHASE 2)

DATE: 2014

This document was developed in collaboration by the Towns of Berwick, Kentville, Wolfville and the Municipality of the County of Kings, and provides a joint vision for the future of the region. This report is the main deliverable of the second phase of the process and its purpose is to draft a detailed set of policies and regulations, referred to as Statements of Regional Interest. These are intended to be the 'foundation for a regional approach to land use planning'. The report also details the extensive public and stakeholder consultation program.

Four broad issues are addressed through four Statements of Regional Interest. These include:

1. Settlement - To ensure an effective, efficient, equitable and focused pattern of development that will support planned residential growth in response to the needs of the public.
2. Economic Development - To encourage the development of the Kings regional economy for the benefit of all communities and residents.
3. Municipal Facilities - To ensure the efficient provision of cultural, recreation and other facilities required to serve and enhance the lives of all residents in the Kings region.
4. Environmental Protection - To ensure the protection and enhancement of valued features of the natural environment in the Kings Region.

The recommended implementation mechanism for the statements is through an intermunicipal planning strategy. New municipal land use planning policies and regulations would be evaluated for consistency with the Statements of Regional Interest in a process similar to evaluating local policies and regulations for their consistency with Statements of Provincial Interest. However, Statements of Regional Interest are not currently recognized by the MGA, so their legal status is questionable. Regardless of the current legal status of these statements at this time, it is likely in the Town of Wolfville's best interest to consider them, as Wolfville is a part of this region and may in the future be subject to a legal obligation to do so.

KINGS 2050 REGIONAL APPROACH REPORT (CONTINUED...)

Considerations for the Municipal Planning Review

- Buildings approved for construction on properties within growth centres (all towns within the County) that abut agricultural lands at the growth centre boundary shall provide a buffer from any such point on the boundary.
- Encourage development within growth centres. Wolfville already encourages development within its boundaries.
- Encourage multi-unit and affordable residential development where capacity exists. Wolfville has provisions for multi-unit development. Affordable housing policies can be improved, as discussed in the section on Statements of Provincial Interest.
- Identify areas with unique environmental vulnerabilities. These are mapped in the MPS Development Constraints map. This map should be updated through this process to reflect the most up-to-date mapping available.
- Protect notable environmental features to protect people and properties from flooding, contamination, and instability. These are included in the Development Constraints mapping.
- Identification of flood plain areas, lands used for community water supply, areas with excessive slopes, and additional areas identified as having unique environmental vulnerabilities and/or values, Kings municipal governments shall review regulations applicable to similar features in any adjacent jurisdiction or plan area. These features are identified in Development Constraints mapping. Additional information may be added as discussed in the Source Water Protection Plan.
- Consider joint planning opportunities with the County at boundaries. This is particularly relevant for discussions on servicing outside of the municipal boundary, and development compatibility on both sides of the boundary. These are both discussions that need to be had with the County. Statements can be introduced in the MPS to encourage future Councils to undertake or continue such discussions.

KINGS COUNTY DRAFT MUNICIPAL PLANNING STRATEGY

DATE: 2014

In July 2014, the County of Kings released a draft Municipal Planning Strategy for public consultation. This document builds on the background work and public consultation of Kings 2050 Phases 1 and 2. When approved, the final document will replace the previous County MPS which was originally approved 1992.

The Draft MPS describes the long-term vision for the future of the County. The policy framework in the Draft MPS will be used to guide development and land use in the region in line with the MGA.

The main changes to the MPS are a new vision, new topic areas including energy, infrastructure, and economic development, and refined regulations.

Although the current draft is being updated, consideration of this version provides a preliminary indication of the County's perspective.

Changes to policies for Urban Centres:

- Providing increased flexibility for a variety of developments, including mixed uses.
- Reducing barriers to redevelopment or development of empty lots in urban areas.
- Updating parkland plans to include an emphasis on trails and pathways.
- Clearly defining Urban boundaries.
- Taking a regional approach to growth, rather than looking at each community in isolation.
- More flexibility around where buildings can be located on a lot.
- Reducing barriers to multi-unit and assisted living developments.
- Realigning several urban boundaries to clear and logical natural, service, or property boundaries.
- Applying a new 'Urban Holding' Zone to identify areas that may be appropriate for future urban growth, but are not needed to accommodate development demand today.

Changes to policies for the Environment include:

- Updating floodplain zoning to reflect more accurate flood and storm surge mapping.
- More accurate mapping and protection of the New Minas ravines.
- More attention to storm water management.
- Refined protection of lake and coastal shorelines.
- The application of a new flood risk overlay zone to new areas, which includes flood protection measures for development.
- Implementation of shoreline setbacks along portions of the Bay of Fundy and Minas Basin to help address risks of erosion and slope failure.

KINGS COUNTY DRAFT MUNICIPAL PLANNING STRATEGY

Considerations for the Municipal Planning Review

- Consider the new vision, goals and objectives developed through the 2050 process. Discussion with County officials is needed to provide guidance on any necessary changes to the Wolfville MPS. This will occur as the Review project progresses.
- Simplify residential designations to reduce barriers to redevelopment or development of empty lots. Various challenges related to residential development are identified throughout this report, and the issue has also been raised as a key issue for consideration in the Review project.
- Consider policies to guide how boundary expansions or servicing outside of the boundary would or would not be permitted. This is a complex decision that warrants significant study on the part of the municipality.



E: PREVIOUS STUDIES

Previous studies often provide direct recommendations for improvements to municipal planning documents or processes. These can represent years of work and public consultation that could not be achieved within the scope of a single municipal plan review. Reviewing previous studies and reports is an efficient way to get a snapshot of desired changes to municipal planning documents.

The suite of municipal planning documents (MPS, LUB and SBL) provide a practical way of implementing some of the high-level and broad recommendations from these studies.

The Town of Wolfville has completed a tremendous amount of work on a variety of topics that can provide guidance to the municipal planning review. This section provides an overview of these documents.

As well, this section offers ‘implications’ and ‘considerations’ for the Review. ‘Implications’ are recommendations specific to municipal planning documents that have been taken directly from previous studies.

Some studies provide background information at a more general level that may help inform decisions about the direction the planning documents ought to take. These are discussed as “Considerations” for the Municipal Planning Review.

**15 DOCUMENTS
WERE REVIEWED,
PROVIDING ACCESS
TO SEVERAL
YEARS OF WORK
AND PUBLIC
CONSULTATION.**



RECLAIMING AND SUSTAINING CORE NEIGHBOURHOODS REPORT

DATE: 2013

AUTHOR: Core Area Housing Task Force

This report provides an in-depth analysis of the status of housing in Wolfville's core neighbourhoods with a specific focus on intensification, tenure (i.e. rental vs. ownership), and associated pressures on the housing stock in the study area. An identified issue is that policies regarding intensification are "contributing to the deterioration of" core area neighbourhoods. The study area includes properties south of Main Street, north of Fairfield/Gaspereau, east of University and west of Willow Park. The report includes a literature review with experiences from other Canadian municipalities. The study area is in close proximity to both Acadia University and the downtown main street of Wolfville and is therefore a desirable location for a variety of potential residents. The report includes a review of the MPS and LUB and notes that the MPS does not "incorporate statements that balance desired effects with potential dangers." A variety of threats, opportunities, and recommendations are provided.

The report noted that about 8% of homes surveyed in the core area are in a significant state of disrepair. It is also noted that these properties appear to be nearly evenly split between rental and ownership tenures.



Implications for the Municipal Planning Review

- Identifies an issue of 'deterioration' of core neighbourhoods due to increase in rental tenure and conversion of single-unit dwellings. The current MPS includes policies within section 18.6 to ensure that development does not cause conflict with adjacent uses. If this policy is not operating adequately, as is suggested, further measures may be necessary to prevent additional negative impact on neighbourhoods from residential intensification. One avenue would be strengthening the provisions of the zoning by-law, and providing more guidance for the desired urban design features of new/converted dwellings. In a review of best practices in infill development, several communities have had success using adjacent properties to set zoning standards for new development. The MPS could include more guidance on compatible development in existing areas in an earlier section of the document. It may be appropriate to create a new section in the MPS to discuss compatibility and neighbourhood context.
- The report notes that within this neighbourhood there are few/no internal parks, pocket garden areas, or similar physical features typically associated with 'place making'. The MPS provides some policies guiding municipal decisions for new parkland and open space. More policies are recommended in the Parks and Open Space Master Plan, and parkland acquisition is discussed in the

RECLAIMING AND SUSTAINING CORE NEIGHBOURHOODS REPORT (CONTINUED...)

Implications for the Municipal Planning Review

(Continued...)

section on the Municipal Government Act.

- Planning policies and particularly LUB are noted as being narrow with respect to accommodation of non-traditional live work opportunities to fully benefit commercial and business development. It is noted that the current MPS includes Home Occupations as-of-right in most designations, with the exception of the R-1 zone. Purpose-built live/work style units do not appear to have been contemplated in the current MPS. Where appropriate, more flexible language and the introduction of live work units as a permitted use could be considered.
- Consider ways to regulate undesirable unintended impacts of multi-unit housing (i.e. exterior stairwells, extensive surface asphalt, unkempt outdoor areas). The Land Use By-Law could be strengthened to reduce the likelihood of incompatible development. For instance, section 5.5 regarding lot hard surface could add provisions about the maximum amount of hard surface in a front yard to avoid creating too much paved areas - a policy exists in 5.6, but this does not preclude a landowner from including hard surfaces that are not strictly for the use of parking. It is important to note that exterior stairwells are typically a result of building code standards requiring a second means of egress for a residential unit. Further, some issues of undesirable effects, such as unkempt property standards and noise, largely fall outside of the scope of the municipal planning documents being reviewed. Separate by-laws, such as property maintenance and noise by-laws, and issues of enforcement may be a better avenue to combat these nuisances.
- Review the R2/4 and Restricted Commercial zoning to assess need and opportunity to revise either of these classifications to protect the core neighbourhoods and provide suitable opportunities for new live work environments. This is a topic which warrants consultation with residents.
- Develop strategies and measurable objectives in the MPS that strongly encourage development consistent with: “eyes-on-the-street”, social interaction within neighbourhoods, neighbourhood appropriate street-life and activities, and that attracts residents of all ages and stages of life, in future new development and redevelopment.
- Consider public engagement strategies to involve public input from the community, University and Town in regards to forms of housing and neighbourhood development. These strategies should happen when Acadia students are present in the community.

SUSTAINABLE TRANSPORTATION STUDY

DATE: 2011

AUTHOR: Gabryel Joseph, MPA

The Sustainable Transportation Study was completed as a strategy to achieve sustainable approaches to transportation in Wolfville. The study provides an overview of the principles of sustainability and a basic overview of the Town's finances as they relate to transportation and infrastructure. Community study circles were organized over six weeks in the spring and summer of 2011 to get community feedback on complete streets, cycling and parking, transit trails and taxis, street design, economic and community development, and study survey and evaluation methods. The report provides overviews of community development principles including safe communities, healthy communities, age-friendly communities, and equitable communities. The first half of the report provides a background of the various types of sustainable transportation, such as active transportation, public transit, shared/alternative transportation, as well as elements of streetscape design and traffic calming. The second half of the report includes a variety of specific recommendations for integration of bicycle lanes, new connections to the trail system, downtown traffic flow and parking provision, transit, and additional community design recommendations.

Improving trail linkages is a commonly noted improvement in many of the reviewed studies. This type of improvement can have multiple benefits; improving active transportation and recreation opportunities as well as making the town more liveable and attractive.



Implications for the Municipal Planning Review

- The Draft Active Transportation Plan builds on this study. Road improvements should be considered in conjunction with the Active Transportation Plan and the Downtown Transportation Plan (also in draft). The MPS can provide long-term guidance by indicating, in policy, which improvements are planned.
- Consider ways to improve pedestrian and cycling infrastructure. One avenue to address infrastructure planning is to consider the different types of streets in the Town. The MPS could define different types of streets - four types are identified in Map 2 Future Transportation however they are not defined in the MPS - and what infrastructure should be located on each (i.e. sidewalk, buffer, street width).
- The Land Use By-Law should include a requirement for bicycle parking for larger developments.
- Consider regulations related to loading areas for commercial uses (i.e. requiring one loading spaces per XX square metres of commercial floor area).
- The MPS encourages new development to support active transportation through the criteria for development agreement and policies of section 13.1, Transportation. The MPS could provide incentive for developments to provide increased support of sustainable modes of transportation by offering reduced requirements, such as off-street parking.

PARKS AND OPEN SPACE MASTER PLAN

DATE: 2012

AUTHOR: DmA

The Parks and Open Space Master Plan was adopted in 2012 and has two primary objectives. The first objective is to provide an up-to-date planning document with all relevant information on the Town's parks and open space resources and the current plans and proposals. Second, examine and address the gaps in reports prepared to date. Many of the gaps focus primarily on the park policies which are required to guide future planning and management of parks and open space.

The report examines the different parks and open spaces in Wolfville and adopted a classification system to more accurately understand the opportunities, constraints and challenges the community faces regarding these open spaces. The classification system includes: neighbourhood parks, community parks, non-municipal active sports parks, special open space areas, linear parks, and non-recreational open space area.

The overall parkland per population is very high in Wolfville, approximately 40.6 acres/1000 population when non-municipal parks and open space are added to the supply of green space. In the previous 2003 plan, it was recommended in three different areas experiencing growth that parks be added, as the area was under served with parks and open space. The majority of the projects and actions recommended in the 2003 plan have been completed to some degree, the projects that have not had all components completed should be reviewed and re-instated as needed. Of particular relevance to the municipal planning documents are the intents to create a looped trail system, through future land acquisition, securing access points to trails, adopting a parks classification system, and guidelines for developer parkland dedications.

The Parks and Open Space Master Plan provides a classification system for parks in the Town. Clock Park is proposed to be designated as 'Special Open Space Areas' alongside Library and Peace Park, Reservoir Park, and others.

Implications for the Municipal Planning Review

- Support the expansion of the trail system and seek opportunities to form a looped trail system. The MPS provides support for this in policy 13.1.8. Access points can be encouraged through new development. Additionally, MPS Map 2 could include desired future access points to trails and the rail corridor.
- Extend the Rail Trail both east and west to the Town boundaries. This is referenced in policy 13.1.2 and is shown in Map 1, Future Land Use.
- Increase the number of access points to the trails to provide for close access for as many users as possible. The MPS could include a policy requiring new connections to existing trails where larger-scale development is proposed on lands that abut existing trails or possible extensions/connections.
- Recommend adopting the park principles, classifications, and parkland dedication outlined in the Master Plan as a guide for future park planning. Policies should be added to sections 13 and 18.
- Assemble land as required to complete a linked recreational trails system. The MPS could include statements directing Council to obtain parcels of land through conveyance when the opportunity is provided.



EXPLORING THE USAGE OF MUNICIPAL PARKING IN WOLFVILLE'S DOWNTOWN

DATE: 2015

AUTHOR: Town of Wolfville and James Collicutt

This study was prepared in 2015 to consider how the municipal supply of parking in the downtown area is currently used with a view to strategically enhance its use and reduce impacts of increased parking demand during peak hours and events. It also provides guidance on parking-related issues for the consideration of Council. The study was conducted using occupancy counts from January to March, 2015 and an online survey for user satisfaction and comment. There are 477 municipally-owned parking spaces in the downtown area that are within the scope of this study which is dispersed across on-street parking and twelve municipally run parking lots. It is noted in reference to the Core Area Transit Study (2012) that some on-street parking spaces may be removed in the future to allow for turning lanes.

The online survey yielded some interesting statistics. The primary reason for visiting downtown was equally split between work and shop/dining, and longer-term parking, such as 1-3 hours and up to 12 hours, are the most required parking durations. A common concern mentioned by survey respondents and by enforcement officials relates to better utilization of existing supply, such as providing delineation of spaces to better utilize space, and locating signage appropriately to direct users to the appropriate spaces, or providing all day parking permits.

The City of Ottawa has recently adopted a by-law that removes residential parking requirements for small-scale residential developments, recognizing that preserving neighbourhood character is more important than providing parking.

Implications for the Municipal Planning Review

- This study does not identify a parking supply issue, so no change is recommended to development ratios for new parking in the downtown area.
- Consider allowing parking reductions within proximity to a municipal parking lot in order to incentivize development closer to existing infrastructure.
- Policies should be added to provide design guidance for public and private parking lots to achieve sense of safety and accessibility. Crime Prevention Through Environmental Design (CPTED) principles could be referenced in policy. This may apply to other public realm areas as well.



IMAGINE WOLFFVILLE'S DOWNTOWN

DATE: 2014

AUTHOR: C. Talbot & Associates and Basterfield & Associates

The Downtown Redevelopment Concept Plan was released in 2014 following extensive public consultation that included community, organizations and businesses in Wolfville. This was a visioning exercise with the goal of creating a 10 year plan for how the downtown should look and feel. It provides a conceptual plan as well as action items for achieving the desired changes in the downtown area. All five of the top 5 “Must Do” items are relevant to the Municipal Planning Review:

1. Review the Town’s existing development approvals process - explore a “One Window” approach that will integrate the approval process, provide meaningful community engagement, be response to market conditions, and help stimulate investment in downtown.
2. Consider initiating a process to incorporate Site Plan policies in the MPS and implementing Land Use Zoning for downtown development, in accordance with the Municipal Government Act, to provide a planning framework to achieve quality streetscape design and integration.
3. Create Downtown Urban Design Guidelines that include a review and update of the Town’s Architectural Standards. Give consideration to including adjacent residential neighbourhoods, south of Main Street in the Urban Design Guidelines.
4. Establish a “Special Study Area” for Precinct 7 and undertake a detailed planning review and analysis of the residential housing policies in the Town’s MPS and Land Use Zoning, within the context of the Downtown Concept Plan, during the next 3 months. The boundary of this Study Area will be determined through this process. Complete this Study within 6 months - 1 year. Develop an inclusive and dialogue based multi-stakeholder community consultation program to inform this Study.
5. Commence discussions with land owners and developers within Precinct 5 to advance interest in moving forward with in-fill development, streetscape improvements, etc. as the first area of focus for private/public sector development. Consider this area as a “Pilot” to set the template for future precinct revitalization (e.g. planning process; land use policy framework; community consultation; urban design).

The Concept Plan breaks the downtown area into eight distinct precincts, each with their own characteristics and needs. The ideas for the precincts involve finding sensitive infill opportunities, enhancing the public realm (i.e. through streetscaping, wayfinding, landscaping), and considering land assembly opportunities where possible/necessary.

Laneways and streets leading to the waterfront provide visual and physical connection opportunities between Main Street and the natural attraction of the waterfront.



IMAGINE WOLFVILLE'S DOWNTOWN (CONTINUED...)

Implications for the Municipal Planning Review

- The municipal planning review will include a review of architectural controls for the downtown area.
- In order to accommodate urban design recommendations it is recommended that the MPS be revised to include a section devoted to Urban Design, this could incorporate and expand upon the existing Section 12, Architectural Heritage and Culture.
- Create a stronger connection throughout the downtown by creating and implementing Downtown Urban Design Guidelines which would include consistent streetscape improvements. Public realm improvements include the instillation of trees, ornamental paving, lighting, benches, facade improvements and plantings. Different streetscapes are appropriate for different levels of infrastructure. This could be addressed through the inclusion of streetscape overlays in an MPS Map. Different streetscapes (i.e. Main Street, Local Street) would be identified and policies included to suggest what the intended streetscape would include (i.e. street trees, bicycle lane, public benches every 25 metres).
- The conceptual plans include outlines of several infill buildings in key locations in the downtown area. It is noted that some land assembly may be required to permit the large-scale development of some of the sites identified. It would be a useful exercise to provide a greater level of detail in conceptual diagrams to determine if any zoning provisions need revision to accommodate the vision.
- Conceptual infill developments in the plan are shown up to 5 storeys. The MPS should provide clear direction on where and in what circumstances this height would be appropriate, as it is not currently permitted in the Land Use By-Law.
- For infill development, reference is made to preserving views of the harbour and connections to the waterfront trail system. Preservation of views can be achieved through mapping overlays identifying which views should be protected and associated policies prohibiting development from obstructing views. It is recommended that these policies refer specifically to views from public lands.
- Expand the downtown core from one street by making Front Street another 'front of house' along with Main Street. The MPS already includes Front Street within the Central Commercial designation.
- It is recommended to include Site Plan Approval for developments in the downtown area.
- Explore the Town's existing development approval process and consider a 'One Window' approach that will integrate the approval process, engagement with the community, responsive to market conditions and help stimulate investment in the downtown.

ACTIVE TRANSPORTATION PLAN (IN DRAFT)

DATE: 2015

AUTHOR: WSP Canada Inc.

The Draft Active Transportation Plan is a response to the need to improve physical connections for residents of Wolfville identified in many other documents, such as the Physical Activity Strategy, Parks and Open Space Master Plan, and Council Strategic Plan. The plan builds upon Wolfville's natural 'advantages' including its compact size. Topography poses a challenge with the steep hill rising to the south. The study provides a plan to increase active transportation options in the Town through improvement of the AT network and through education/awareness. It reviews existing demographics, condition of infrastructure, travel behaviour and best practices. The result is a set of recommendations to ultimately complete the Recommended Active Transportation Network for the Town. Many of these recommendations are very location specific, and a more broad approach is suggested when considering the implications of this work on the municipal planning review.

Planning for active transportation (AT) should be done with a two-pronged approach that includes infrastructure and education. The municipal planning documents can impact infrastructure, but education must be done to ensure proper use of infrastructure and understanding of initiatives.

Implications for the Municipal Planning Review

- Consider including the Recommended Active Transportation Network as a Map in the MPS.
- Update transportation maps to reflect current conditions.
- Support active transportation infrastructure improvements and contributions through site development in accordance with the Plan. The MPS can make reference to the Plan in policy, so that it is clear to landowners where future improvements may be desired. Recommended for addition to Part 13.
- A policies seeking connections to the Wolfville Rail Trail through new development. Policies could be added suggesting that the municipality will seek new connections to the rail trail in larger-scale developments on land abutting the rail corridor.
- Consider including bicycle parking requirements for certain development in land use by-law.
- A policy could be added to section 13 encouraging cross-municipality extension of greenway/trail. This type of policy demonstrates council's long-term interest in seeing this extension through.



DOWNTOWN CORE TRAFFIC STUDY (IN DRAFT)

DATE: 2015

AUTHOR: WSP Canada Inc.

WSP conducted a traffic study for the Wolfville downtown core that involved a review of the transportation network within the study area. The study provides recommendations to ensure acceptable levels of service are achieved through future years and further development. The objectives of the study are to assess the existing and future traffic operations and identify any deficiencies within the downtown transportation network affecting levels of performance. It reviews the conditions of pedestrian crosswalks in the downtown core and prepares plans and cost estimates for proposed intersections and roadway improvements. There are several specific recommendations for different intersections within the area.

Implications for the Municipal Planning Review

- There are several infrastructure changes/improvements identified in this report. The municipal planning review provides an opportunity to include the planned changes in a policy so that residents have a long-term guide for changes that will occur. A new section could be added to section 13 that lists planned changes that may change from time to time.



SOURCE WATER PROTECTION PLAN

DATE: 2008

AUTHOR: Town of Wolfville Source Water Protection Advisory Committee

The Source Water Protection Plan was approved in 2008 and was prepared as required by the Drinking Water Strategy for Nova Scotia adopted by the Province in 2002. The Plan seeks to keep drinking water clean by protecting it at its source. The report identifies the protection area boundary, including four zones that consider water travel time for potential contamination. It provides a detailed assessment of potential risks and sources of risk within the zones, such as fuel storage, residential home heating oil tanks, septic systems, manure, etc. Management options are provided which include: acquisition of land within the protection area, best management practices, land use by-laws and the municipal planning strategy, contingency planning, designation as a Source Water Protection Area (Environment Act Section 106), and Education and Stewardship Initiatives. Within the land use by-laws and Municipal Planning Strategy section refers to the existing MPS being revised to include policies aimed at source water protection. It also notes that the Water Utility will work with Kings County to ensure land use regulations are responsive to the Wolfville source water protection area.

Protecting the quality of water at its source is the most effective and least costly way to ensure safe drinking water.



Implications for the Municipal Planning Review

- Consider source protection zones as environmental overlay in Maps
- The Land Use By-Law of the Town should stipulate that the bulk storage of salt for the purpose of winter road maintenance is to be located in areas that are zoned either industrial or commercial, and are located away from sensitive portions of the Source Water Protection Area.
- Within the Land Use By-Law, prohibit fuel storage in the area reflected by Zone A.
- Include provisions to control erosion and sediment control practices when preparing development agreements. This could be added to section 18.6, Criteria for Development Agreements.
- Take steps to protect riparian management. Vegetative buffer strips along watercourses to help filter pathogens from runoff before entering surface water. An 8 metre watercourse buffer is shown on the Development Constraints Map of the MPS. Development is “prohibited or controlled” in these areas as per policy 6.1.2. This policy should provide additional clarity for what “controlled” means if development is to occur. For instance, it may require that development demonstrate, through an Environmental Impact Assessment, that no negative impacts will occur as a result of the proposed development that is within the 8 metre buffer.
- Remove policy 6.1.15 requiring that the Town adopt and implement a Source Water Protection Plan.

ACADIA UNIVERSITY STRATEGIC PLAN

DATE: 2006

AUTHOR: Acadia University

The Acadia University Strategic Plan was adopted in 2006 and provides guidance on academic planning. It places a large emphasis on personalized attention to students as learners, undergraduate research, education of the whole student and a focus on the environment and important social issues. The University Strategic Plan describes Acadia University as a community atmosphere and environment that seeks to educate, inspire and enhance students. The Strategic Plan understands the importance of including the community in planning and of working in partnership with the community.

The University should seek opportunities to maintain an open dialogue with the surrounding Wolfville community to build upon community wide initiatives to improve the academic and widespread Wolfville community.



Implications for the Municipal Planning Review

- This document speaks to improving collaboration with the larger community. The current MPS mentions Acadia University in several background sections including Community Profile, Objectives, and High Density Residential. Discussions with Acadia University staff are needed to determine if the municipal planning documents are working appropriately toward furthering this relationship and ensuring that long-term vision for campus and near-campus areas align.
- Acadia's long-term growth plans, which are not explicitly discussed in this Strategic Plan, will have implications for the broader community. It should be encouraged through the municipal planning documents that discussions take place to ensure appropriate measures are taken to plan for any future increases in the student population both on- and off-campus.
- Consider whether an Institutional designation for the campus is appropriate.

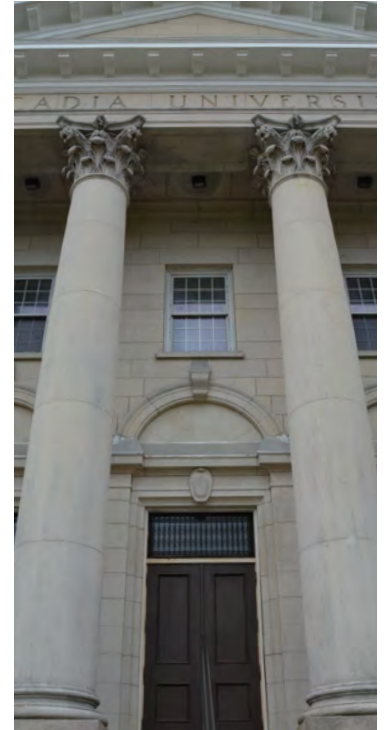
ACADIA UNIVERSITY CAMPUS PLAN

DATE: 2003

AUTHOR: Robert A.M. Stern Architects, Novell Tullett Landscape Architects, and Geoplan Consultants Inc.

The Campus Plan proposes a vision for the next century of development on Acadia Campus. It sets out to preserve the Campus' physical and visual connections to the surrounding landscape, and recommended the preparation of a comprehensive Landscape Plan. Amendments to the Campus Plan require a 2/3 majority vote by the Board of Governors.

The Campus Plan proposes to build on the best aspects of the campus as it existed in the year 2000, and improve the campus' many shortcomings. Some of the recommendations of the Plan have already been put in place, while others relate to the long-term vision for the University and may not be a current priority.



Implications for the Municipal Planning Review

- The construction of approximately 88,000 square meters of new buildings;
- Reinforcing the University's identity along Main Street and its connection to the Town of Wolfville by constructing new buildings at the eastern and western edges of the campus and re-landscaping the University's historic front lawn.
- Strengthening the University's connection to adjacent residential areas along Highland Avenue and Westwood Avenue;
- Pursuing a 'campus greenbelt' approach along the southern and southwestern edges of the campus to reinforce the rural character of the University and protect the Campus from undesirable adjacent development;
- Re-organize vehicular circulation by shifting parking areas to the North and South edges of Campus and create a pedestrian-friendly central campus;
- Add a number of new residence halls and increase the number of students living on Campus; and
- Construction of several new playing fields south of Main Street, and improving the relationship between Campus and the Atlantic Festival Theatre facilities.

ACADIA UNIVERSITY LANDSCAPE MASTER PLAN

DATE: 2001

AUTHOR: Ekistics Planning and Design, Form Media, and Daniel K. Glenn Ltd.

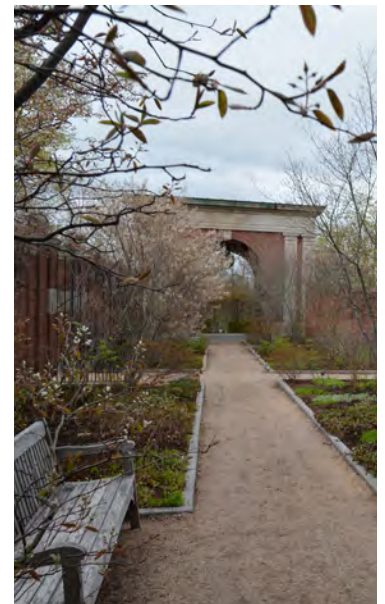
The 2001 Campus Plan recommended the completion of a comprehensive Landscape Master Plan for Acadia to consider Campus landscape issues over the next 100 years. The overarching goal of the Landscape Plan is to reflect Acadia's unique context, and to consider landscape management and preservation, future development, place-making, and the role that landscape plays in establishing and maintaining the University's identity. The Landscape Plan is intended to be updated every decade.

Together with the Campus Plan, the Landscape Plan set out to address a number of challenges facing the Campus. Challenges include newer buildings that are not sympathetic to regional architectural styles, a car-dominated campus, a lack of comprehensive landscape strategy, a poor 'front door' image on Main Street, poorly-organised pathway system, and a persistent lack of investment in landscape beyond the walls of buildings, despite the Campus' stunning natural setting.

"The founders chose to site the campus in one of the most extraordinary locations with panoramic vistas and natural connections to the Town of Wolfville, the waterfront and the surrounding countryside. Acadia's setting is one of its most prized possessions. It is critical that Acadia's campus respect and reflect its context."

Implications for the Municipal Planning Review

- Most students live off-campus, and approach campus from the East. Connections to the adjacent residential neighbourhoods should be improved and prioritised, especially as parking is shifted from the centre of Campus to the fringes.
- The notion of the Campus Greenbelt should be explored further, and considered for inclusion in the MPS and LUB maps.
- The Town should consider and respect the Landscape Plan's goal of preserving the visual transition from Town to Campus along Main Street.
- Views of Town from Campus, and of the Campus from Town should be preserved.
- The transition from Town to University should be considered at all edges, in terms of connectivity and wayfinding, visual transitions, and the impact of fringe parking lots.
- The first impression of the University generally occurs as students approach Acadia along Main Street, and the small town charm and historic character of Downtown are effectively Acadia's front door. Preserving this is important to the University as well.
- There is a need for strong coordination on Main Street, open space connections, traffic and circulation, and dykelands preservation and development.



MORATORIUM ON SERVICING OUTSIDE MUNICIPAL BOUNDARY

DATE: 2015

AUTHOR: Town of Wolfville

Servicing outside the municipal boundary is an important issue with implications for land use planning, growth, and commercial development. Council does not want to see downtown commercial businesses failing or losing business to outside competition but recognizes the need for specific commercial opportunities to become available in the community. Those opportunities could include tourism and specialized commercial developments related to food and wine. However, each proposal must be reviewed by Council on a case-by-case basis with possible consultation with the Downtown Business Corporation. In one situation, a proposal is presented to Council that is seeking to develop a specialized foodstuff commercial building outside of the Town boundary. Council must review this proposal as it pertains to budget considerations, commercial competition and services. Council requests that the upcoming MPS review consider service expansion. The Town's wastewater treatment facility is operating below the design capacity for the facility and has capacity to accept additional households.

In Ontario, expanding municipal development boundaries to service new lands can only be done when a 'comprehensive review' is undertaken; recognizing that this is a substantial decision that has system-wide implications far beyond individual properties.

Implications for the Municipal Planning Review

- Servicing outside of a municipal boundary is a complex decision. There may be benefits related to increased tourism but it also sets a precedent for adjacent landowners and could result in additional requests for servicing. Clear policy direction is needed regarding service expansion as to either discourage/prohibit or encourage/guide such development.
- Should be considered in tandem with long-term growth plans and in consultation with the County.

WEST END RESIDENTIAL LANDS

DATE: 2014

AUTHOR: Ekistics Planning & Design

The Municipal Planning Strategy is meant to guide land use planning decisions of Council. Development proposals must be consistent with the policies in the MPS to be approved. This is applicable to the West End Lands as they have specific applicability with the MPS. The MPS Policy 8.4.5 is applied on these lands which require residential development to respond positively to a series of sustainability principles set out in the policy. The document discusses the specific policies as related to sustainable development and the level of importance developers should place on certain aspects of the proposal. Two developers have proposed a plan to develop the West End Lands. Council has encouraged them to work together.

Implications for the Municipal Planning Review

- These lands are designated as Comprehensive Development District in the current MPS. It is anticipated that development will proceed through a Development Agreement. The policies in this section encourage integration of sustainability principles in any new development. If there are functional issues related to these policies these will be discussed with Town staff and any required changes can be implemented through this process.



This image, borrowed from the report, depicts the West End Residential Lands study area. View looking south.

ECONOMIC ACTION PLAN

DATE: 2012

AUTHOR: Town of Wolfville

The Town of Wolfville prepared an Economic Action Plan in September of 2012. This plan builds upon previous work including the Commercial Development Plan (2006), the Downtown Physical Plan Study (2010), the Fiscal Sustainability Task Force Report (2009), and the Transportation Study (2011) which all have implications for economic development. The plan focuses on Tourism, Retail, and Education & Research which are the three identified sectors where Wolfville can achieve economic growth.

The Plan recognizes that the Town shares in the responsibility to create an environment that is conducive to and allows business to thrive. This may include “streetscape improvements, promotional opportunities or enhanced visitor services.”

The Plan provides a community profile which includes an overview of population and dwelling counts, demographics, and labour force statistics. Not surprisingly, Education is the top industry in Wolfville at 35%. This is followed by Business Services (20%), Retail Trade (19%), Health Care & Social Services (17%), and Finance & Real Estate (9%). Within the commercial sector, there is an even split between retail, service, and professional offerings. It is noted that as Wolfville becomes a destination community that there will be opportunity to expand its specialty retail, accommodations and food service enterprises.

A majority of visitors to Nova Scotia stay in the Metro Halifax area and this provides an opportunity to attract visitors to Wolfville for day trips or longer. The Plan indicates a lack of hotel style accommodation that is in demand by travelers. A survey indicated that the most important outdoor activities considered when choosing a destination for visiting were coastal sighting, hiking, beach exploration and nature observation. It is therefore in Wolfville’s economic interest to ensure that it leverages its natural assets, notably vista views over the Bay of Fundy, access to waterfront parks, and access to views of the valley.

The Plan provides a series of strategies to improve the three noted sectors. The municipal planning review will provide opportunities to assist many of the strategies recommended can be assisted through inclusion of supporting policies, new or revised designations in the municipal planning documents.



ECONOMIC ACTION PLAN (CONTINUED...)

Considerations for the Municipal Planning Review

This report raises a number of broad considerations that warrant further discussion. These include:

- Plan for areas of commercial growth (i.e. Front Street, Summer Street)
- Add policies promoting the enhancement of streetscapes, in particular main streets, to provide a welcoming, accessible, and accommodating physical environment that supports thriving commercial main street opportunities.
- Add policy encouraging support of Acadia's Innovation Centre. Consider discussing with Acadia what types of policies or land use designation changes could support their efforts in this regard.
- Consider protection of view corridors along public right-of-ways leading to the dykelands.
- Consider policies to provide for future trails along the dykeland area
- Consider ways to provide business opportunities along the dykeland (i.e. temporary patios, food trucks, etc. along public spaces to provide amenities to people along dykeland trails)
- Promote a place for outdoor stalls for local merchants, vendors, agri and wine (outside/in addition to farmer's market)
- Policies needed to support wine industry and agri-tourism
- Provide revitalization opportunities for aging downtown properties
- Consider revisions to parking policies
- Support railway development
- Create a back entrance to town that serves biking traffic
- More permanent living space downtown
- Development of "Subway" parking lot
- Increase commercial density and infill; add storeys to commercial buildings.
- Encourage multiple story building development
- Determine whether commercial and or light industrial zones in Wolfville can expand
- Re-purposing Anvil into a multi-level building
- Support the redevelopment of residential units on the corner of Elm into commercial/residential on top

COMMERCIAL DEVELOPMENT PLAN

DATE: 2006

AUTHOR: Ekistics Planning and Design

The Commercial Development Plan process was initiated in 2005 by the Community Development Public Advisory Committee, in part to address Council's concerns about economic development activity in the Town. The Commercial Development Plan was intended to provide recommendations for the last municipal planning review, which was completed in 2008. As this report is now 9 years old, some of the recommendations it contains have already been addressed. However, some aspects of the strategic direction remain relevant for the current planning review.

Issues examined in this report include parking, pedestrian uses, land use, planning regulations, rents and taxes, relationships between the town, businesses and the university, availability and optimization of space, branding, sustainability, design guidelines and development standards, cultural capital and development trends. The Plan involved a substantial public engagement process, including interviews and a design charette which looked at potential options for strengthening and enlarging the existing downtown commercial core.

Finally, the Plan presents a detailed strategic vision and spatial plan for commercial development in Wolfville. The strategic plan focuses on strategic, administrative, programming and marketing themes and opportunities, which refer to how the Town should promote itself to increase business activity. The spatial plan relates to Wolfville's potential physical development and the way in which such development might be enabled and controlled.

The Plan provides a series of strategies to improve the three noted sectors. The municipal planning review will provide opportunities to assist many of the strategies recommended can be assisted through inclusion of supporting policies, new or revised designations in the municipal planning documents.

COMMERCIAL DEVELOPMENT PLAN (CONTINUED...)

Considerations for the Municipal Planning Review

- Consider a strategy for vacant properties.
- Focus on streamlining the planning approvals process to expedite new business opportunities.
- Encourage two- and three- storey development downtown.
- Encourage infill along Front Street and elsewhere.
- Incorporate green development principles into the planning documents.
- Improve the pedestrian experience downtown through street furniture and landscaping.
- Bring more housing to the downtown.
- Increase downtown density.
- Include policies supporting sustainability (water conservation, R2000 standards, stormwater management, waste management, etc.) for new construction.
- Encourage active transportation.
- Ensure that open space connections are continuous from the Town to and through the University.
- Storefront improvements should be considered.
- Embed design guidelines in the Land Use Bylaw to simplify the planning approvals process by reducing the need for development agreements.
- Develop a “streetscape design strategy” for downtown, including Front Street and Main Street.
- Make 1-story development in the downtown a non-conforming use in the LUB.
- Require ground-floor uses in the downtown to be commercial or retail.
- Encourage street-oriented development by setting a maximum setback of 6’ from Main, Elm, and Front Streets.

VITAL SIGNS

DATE: 2013

AUTHOR: Community Foundation of Nova Scotia

Vital Signs is a community report that is conducted by Community Foundations in communities across Canada in partnership with local organizations and coordinated by Community Foundations of Canada. In 2009, Wolfville became the first Nova Scotia municipality and the smallest municipality in Canada to have a Vital Signs report prepared. The report provides a detailed analysis of a broad spectrum of community-level statistics such as population and demographic change, immigration, housing, safety, transportation, environment, arts & culture, recreation, education, economy and health. Highlights from this report that are particularly relevant to land use planning are:

- Compared to the rest of Canada, Wolfville has a higher proportion of seniors and a lower proportion of youth.
- 46.1% of the housing units in Wolfville are apartment units in apartment buildings, 40.8% are single detached, 5.0% are apartment units in duplexes, 4.5% are row houses, and 3.3% are semi-detached units.
- The Average Sales Price for residential units in Wolfville was \$253,564 as of June, 2013. That is higher than both the Annapolis Valley and Nova Scotia averages.
- From 2003-2012, 260 housing units were created in Wolfville of which 153 (58.8%) were apartment units (58.8%), 80 (30.8%) were single houses, 20 (7.7%).
- 23.9% of residents walk to work, compared to 6.8% provincially and 5.7% nationally were semi-detached and 7 (2.7%) were row houses.
- Among seniors in Wolfville, 46% drive, 32% take public transportation, 16% get a ride from another individual and 6% take a cab.
- In 2010, 25.2% of individuals living in private households in Wolfville had incomes below the after-tax low income measure, above the provincial level of 17.4%.
- 29.3% of children lived in a low-income household.
- Obesity rates in the Annapolis Valley are approximately 25.2%, on par with the provincial rate of 25.1% and above the national rate of 18.4%.

This report reveals that 50% of land in Wolfville is used for residential purposes, 27% for agricultural, 10% for Acadia University, 5% for parks and recreation, and 2% for central area commercial.

Considerations for the Municipal Planning Review

This report provides background information that can inform certain aspects of the municipal planning review. Considerations include:

- Need to accommodate growing residential and student population.
- Need to accommodate high proportion of senior population.
- Need to address housing affordability.
- Housing is weighed heavily toward apartments and singles. There is room for diversification toward rows and semis.
- Residents already walk to work more than average, support this with walk-friendly policies.
- Seniors generally drive or are driven, this might indicate that pedestrian infrastructure is inaccessible or needs improvement.
- Trail/pathway system should be improved to get more people using it.

COUNCIL STRATEGIC PLAN (2014-2017)

DATE: 2014

AUTHOR: Town of Wolfville Council

The 2014 Strategic Plan identifies actions for the organization of the Town of Wolfville to take toward a sustainable and prosperous future. The plan provides a vision, mission, and guiding principles from which strategic directions are identified. All of the five strategic directions are relevant to the municipal planning review. These are:

1. Well Maintained and Sustainable Public Infrastructure
2. A Diverse, Prosperous, and Sustainable Local Economy
3. A Growing Population Encompassing all Ages and Stages Who Live in Safe, Attractive, Cohesive, Neighbourhoods
4. A Robust Active Living and Cultural Community
5. Efficient and Effective Leadership from a Committed and Responsive Executive and Administrative Team

There are several action steps and measurable items provided toward achieving and monitoring these ends.

Considerations for the Municipal Planning Review

This report raises a number of important directions that warrant further discussion and inclusion in the MPS where appropriate. These include:

- Consider the recommendations from a transportation master plan to be incorporated into policies that include parking for vehicles, bicycles and on-road bike lanes.
- Develop a map of in-town trails and paths with regional connections.
- Implement the downtown development plan.
- Review the LUB and MPS to ensure that the Town's land use patterns provide opportunities for innovative business development.
- Encourage innovative housing and neighbourhood development.
- Encourage innovative medium density development in infill areas.
- Consider opportunities to develop neighbourhood gathering places.
- Consider the efficiency and inclusiveness of principles of good governance in the development approval process.

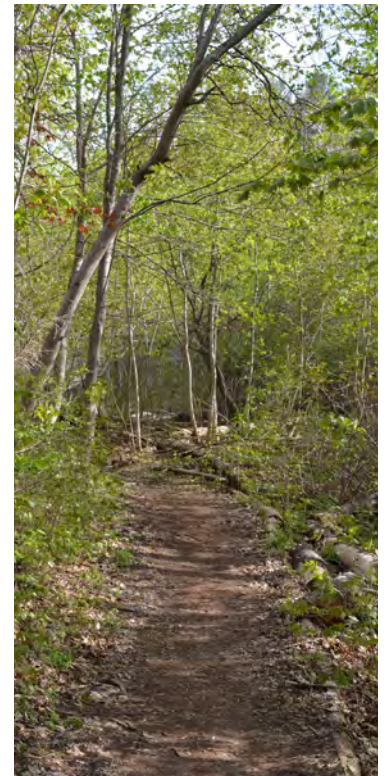
PHYSICAL ACTIVITY STRATEGY

DATE: 2013

AUTHOR: Town of Wolfville

A Physical Activity Strategy was conducted in Wolfville as a call for action for community organizations, agencies, business and municipal leaders to address the serious problem associated with lack of physical activity. The low levels of physical activity reported in this study reflect a recognized national and global 'inactivity crisis'. The Physical Activity Strategy for Wolfville responds by identifying key results areas, objectives for each result area, action plans that identify leads and partners and priority target groups. The study used PATH (Planning for Alternative Tomorrows) focus groups to understand the physical fitness situation in Wolfville. A wide cross-section of Wolfville's population participated in these focus groups, including older adults, parents of young children, new Canadians, Town of Wolfville staff, educators, students from all levels from elementary through Acadia university students, as well as representatives from sport organizations and clubs. Improving access to recreational spaces, trails, and pathways is a key recommendation in this report that can be supported through the municipal planning documents. Walkable, bikeable neighbourhoods, with accessible green spaces, are conducive to a more active population and have the double benefit of making Wolfville a more attractive place for future residents and businesses. These should be distributed throughout Wolfville so that no demographic or population is left behind with reduced access. This is particularly true for older residents and those with reduced mobility.

87% of participants rated access to paths, trails and green spaces as important to influencing their participation in physical activity.



Considerations for the Municipal Planning Review

This report provides background that can inform certain aspects of the municipal planning review. Much of this has been discussed more specifically in other studies discussed previously. Considerations include:

- Provide inclusive and accessible opportunities for Wolfville residents of all ages to increase levels of physical activity and utilize active transportation.
- Improve walking and cycling infrastructure.
- Complete active transportation and trails linkages.
- Identify opportunities to create new infrastructure or upgrade existing facilities to increase physical activity.
- Create and maintain built and natural environments and infrastructure which support and inspire Wolfville residents to be active in all aspects of their daily life.
- Ensuring public spaces are designed to be safe and accessible through the use of Crime Prevention Through Environmental Design (CPTED) principles.
- Work with developers to incorporate recreational facilities, trails and connector pathways as described in the Parks and Open Spaces Plan.
- Actively pursue Rail Trail connections.
- Support sidewalk friendly retail.

ARCHITECTURAL DESIGN GUIDELINES FOR DOWNTOWN WOLFVILLE

DATE: 1992

AUTHOR: Architectural Review Committee

The Architectural Guidelines Manual for Downtown Wolfville was produced in 1992 by the Architectural Review Committee, representatives from the Wolfville Heritage Advisory Committee and the Wolfville Business Development Corporation. The intent of the document is to establish and preserve architectural values in Wolfville's downtown in future building and renovation projects. The document notes the importance of the Downtown's compact urban character, and attractive mix of buildings, parking and pedestrian areas. The guidelines sought to influence future development through both general principles and specific guidelines addressing four main concerns:

1. Site Layout
2. Vehicle Access and Parking
3. Building Form and Materials
4. Screening and Landscaping
5. Signage

The content of the Architectural Guidelines remains relevant to the values of Wolfville's Downtown, but the document lacks clarity in structure and illustration. Future infill developments require a clear and concise reference for builders. This should include a series of updated diagrams and relevant examples of recent main-street developments in similar small-scale downtowns. Updates should also include recommendations from the Downtown Redevelopment Concept Plan, *Imagine Wolfville's Downtown*, within the guidelines for public realm design.

Considerations for the Municipal Planning Review

- Review existing Architectural Guidelines and establish key features to highlight in the updated document.
- Explore the need for future review of the Residential Architectural Guidelines.
- Expand the "downtown core" as defined in the existing guidelines to include Front Street as another important Downtown street.
- Explore means of implementing the updated design guidelines through the development approval process.
- Include a variety of infill examples located on vacant properties provided by the Vacant Lands map.
- Include recommendations from the Downtown Redevelopment Concept Plan, *Imagine Wolfville's Downtown*:
 - Review and update the Architectural Guidelines and give consideration to including residential neighbourhoods south of Main Street in the Urban Design Guidelines.
 - Improve the public realm through the installation of trees, lighting, benches, facade improvements and planting.

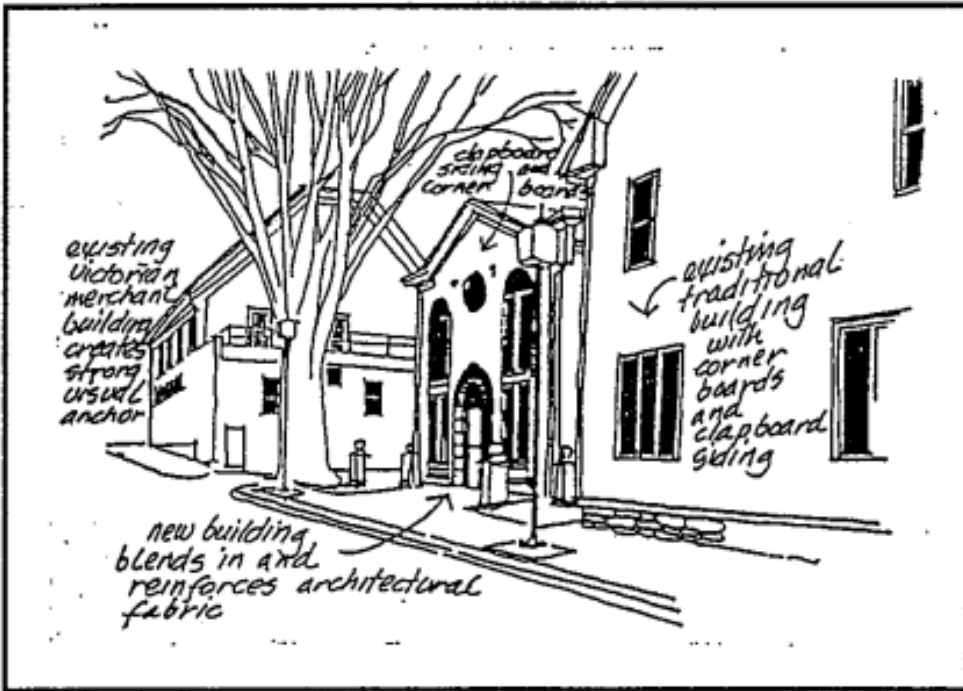
ARCHITECTURAL DESIGN GUIDELINES FOR DOWNTOWN WOLFVILLE (CONTINUED...)

Considerations for the Municipal Planning Review

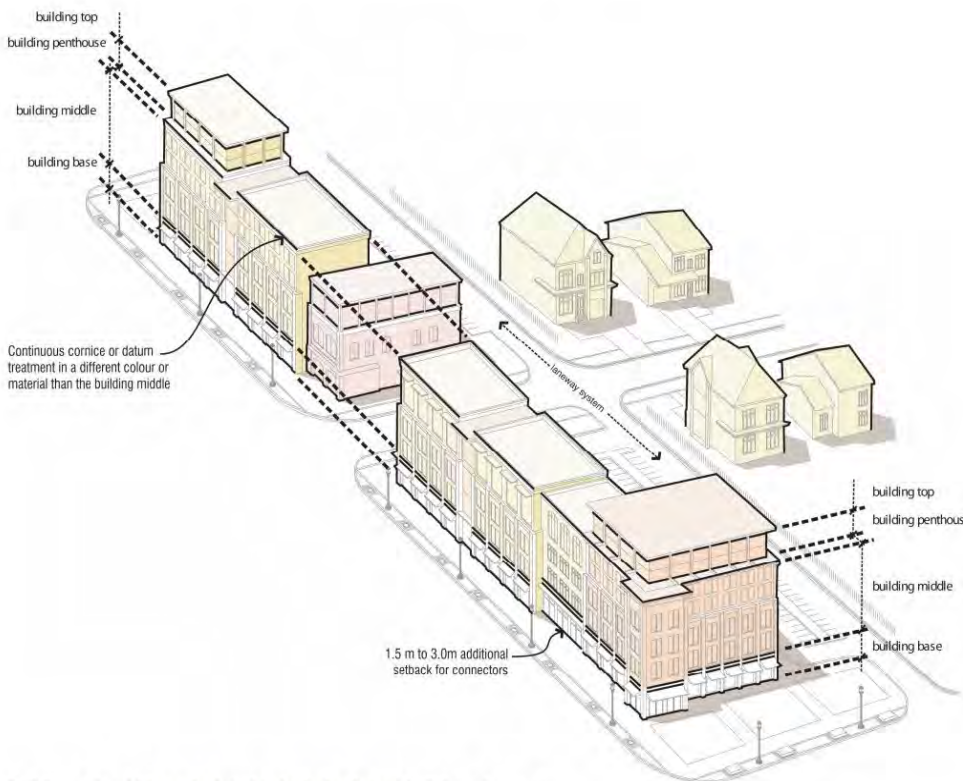
- Provide Guidelines for the suggested gateway locations on the Harbourside and waterfront area.
- Orient buildings to complement a pedestrian friendly streetscape and connections to the waterfront.
- Enhance laneways and parking areas with low buffer plantings to help visually and physical separate parking and service areas.
- Enhance the streetscape along Front Street to include decorative paving and planters along the mixed use property at the north east corner of the Central Street and adding street trees on the south side between parking lots and sidewalks west of Central Street.
- Select a palette of materials including street tree types, decorative paving materials, benches, bollards, bicycle racks and decorative light fixtures to replace existing road lighting.
- Prepare guidelines for cycling signage and pedestrian wayfinding in the Downtown.
- Encourage community spaces for everyday life.

Please refer to the review of the “Imagine Wolfville’s Downtown” section for more details on these recommendations.

ARCHITECTURAL DESIGN GUIDELINES FOR DOWNTOWN WOLFVILLE (CONTINUED...)



This image, borrowed from the current Architectural Guidelines for Downtown Wolfville, is an example of an illustration used to guide infill development.



This image, from Toronto's Danforth Avenue Study is an example of an illustration style that provides clear direction to builders.

Buildings should be articulated to include distinct building elements

NAVIGATING THE FISCAL CHALLENGES AHEAD

DATE: 2010

AUTHOR: Fiscal Sustainability Task Force

The Navigating the Fiscal Challenges report examines the broad trends affecting the financial future of the Town of Wolfville. The Task Force was formed in early 2009, out of concern about the financial health of the Town. Increasing financial pressures have come from the downloading of services to municipalities from upper levels of government, declining populations, and gradual replacement of 'main street' commercial activity by 'big box' commercial activity at the edges of commercial centres. In Wolfville, mounting financial pressures to address the road and water/sewer improvements in the community, and citizen concern over rising property taxes led Council to take a look at the current financial conditions and future trends.

The Task Force completed a citizen survey, statistical analysis, and a review of indicators for communities across Nova Scotia to establish benchmarks for comparison. Residential taxes, operating expenditures and commercial assessments formed a major piece of this study.

The Task Force concluded that Wolfville is not fiscally sustainable on its current path. Immediate action was recommended to address the following five key findings:

1. Commercial assessments are declining as a percentage of total assessments, which has increased the Town's dependence on the residential tax payer. In 2009, commercial assessment values in Wolfville made up 9.6% of the total assessment in the town, while the average for towns in Nova Scotia was 26%. This was the 2nd lowest in the province. Because commercial tax rates are twice that of residential rates, the impact on tax revenues is even more significant than the difference in assessments.
2. The capacity to increase residential taxes may be exhausted. The residential tax burden in Wolfville was the 3rd highest in Nova Scotia in 2010. The residential tax burden is a means of measuring the taxes on one community compared to others by taking the residential tax revenue in a community and dividing it by the number of dwelling units.
3. The capacity of the Town to deal with additional financial risks is limited due to existing operational budget pressures.
4. There is a growing infrastructure deficit that outpaces the community's ability to pay for improvement.
5. There is a legislative imbalance between Towns and Rural areas in Nova Scotia that puts Wolfville at a competitive disadvantage, and a higher proportion of Wolfville's budget is spent on maintaining and replacing roads, water and sewer infrastructure than in neighbouring rural municipalities due to provincial legislation.

This report is now 5 years old, and while the financial picture for the town has changed somewhat, the high-level issues identified by the Task Force are still relevant.

NAVIGATING THE FISCAL CHALLENGES AHEAD (CONTINUED...)

Considerations for the Municipal Planning Review

- Consideration should be given to how new infrastructure is brought on-stream in light of ongoing maintenance costs. In most cases, developers pay the capital cost for new infrastructure to serve their developments; however maintenance and replacement costs fall to the taxpayers. Increasing the density of new residential developments may help address these concerns.
- Existing vacant serviced land should be prioritised for new development.
- The Town should consider how to address development pressures outside its boundaries.

THE DENSITY DEBATE: UNDERSTANDING THE ISSUES

DATE: 2011

AUTHOR: Chrystal Fuller Planning

The Density Debate report was prepared in late 2010 by Chrystal Fuller as a consultant to the Town of Wolfville. Town staff also provided information and analysis. The Density Debate builds on the work completed by the Fiscal Sustainability Task Force in 2010, and identifies two key reasons why Wolfville needs to look at increasing residential density: affordability and sustainability. The Town cannot afford to assume responsibility for any more new roads, pipes or infrastructure, and must consider ways to deal with its existing infrastructure deficit. The existing pattern of development is unaffordable, and increasing density is one way of reducing costs. Wolfville's commitment to environmental sustainability principles also supports increasing densities, as denser housing can lower the footprint of residential development and conserve natural areas. The Density Debate sets out the barriers to increasing densities, including public perception, property values, 'leap-frog' development, developers, traffic impacts, and environmental concerns, and explains that intensification does not mean high-rise apartments will be constructed beside single-family heritage homes. Finally, the report stresses the importance of clear alternative development standards and infill guidelines to help ensure the compatibility of new development with the existing urban fabric.

This report indicated that Wolfville has residential densities ranging from 2.4 dwellings per net acre to about 12 dwellings per net acre.

The MPS allows densities up to 18 dwellings per net acre in the RCDD zone.

Considerations for the Municipal Planning Review

- The existing MPS supports higher density residential development and this should be preserved and better defined;
- Wolfville's existing infrastructure can only accommodate approximately 2000 more people;
- Compact development has a positive effect on affordability for residents, infrastructure costs, and environmental impacts;
- Wolfville has a variety of densities already ranging from 2.4 dwellings per net acre to about 12 dwellings per net acre. Encouraging development at a variety of densities provides more options for residents;
- Look at existing development patterns and consider where higher density residential development might be appropriate; and
- Wolfville's unique character should be considered and preserved when looking to increase densities.



F: BEST PRACTICES ON HOUSING

Early discussions with Town staff and preliminary consultations revealed that rental housing in the core area is a point of tension in the community. We have reviewed best practice examples of how towns and cities across Canada have dealt with housing pressures in stable or mature neighbourhoods. This review should help inform possible policy directions for rental and infill development.

The review includes a variety of types of studies and tools that can be used to address this issue. These include neighbourhood plans, zoning/land use by-laws, Municipal Planning Strategies, and master planning exercises.

- City of Ottawa, Ontario - Mature Neighbourhoods By-Law
- Town of Sackville, New Brunswick - Zoning By-Law Changes
- City of Waterloo, Ontario - Northdale Land Use and Community Improvement Plan Study
- City of Kingston, Ontario - Official Plan and Zoning By-Law Tools
- Town of Goderich, Ontario - Downtown Core Area Master Plan
- City of Calgary, Alberta - Contextual Dwellings
- Town of Truro, Nova Scotia - Municipal Planning Strategy and Land Use By-Law

BETWEEN 2011 AND 2015, 176 NEW HOUSING UNITS WERE CREATED IN WOLFVILLE.

OF THOSE, 152 WERE IN MULTI-UNIT DWELLINGS, AND 24 WERE SINGLE HOUSES.



CITY OF OTTAWA, ONTARIO MATURE NEIGHBOURHOODS BY-LAW

DATE: 2015

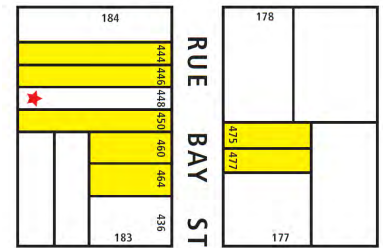
TYPE: Zoning By-Law (also known as Land Use By-Law)

While the City of Ottawa is much larger than the Town of Wolfville, it does share some similar issues - albeit on a larger scale - related to housing pressures and there are lessons to be learned from recent initiatives in the City. Ottawa is a larger municipality with two major post-secondary institutions: Ottawa University and Carleton University. University growth and preferences for off-campus cause housing pressures in neighbourhoods adjacent to Ottawa University, such as Sandy Hill, much in the same way they do in Wolfville. Ottawa has recently proposed new regulations for infill development in mature neighbourhoods dubbed the Mature Neighbourhoods Infill By-Law (By-Law No. 2012-147). This set of subsections takes precedence over any other provisions of the larger by-law where a residential use is constructed. It specifically focuses on parking, lot width, driveways, front yard landscaping, front door location, and front yard setback and does not include provisions regarding maximum building height, number of units, or density. The by-law uses adjacent built form patterns to establish what is appropriate for the development site. Additionally the by-law requires a Streetscape Character Analysis for most developments in the applicable area. This analysis requires that 21 lots located on the same street as the development parcel be considered to establish a prevailing pattern of urban form to which the proposed development must comply.

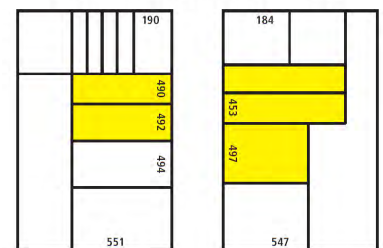
In June, 2015 Ottawa introduced a requirement for a Streetscape Character Analysis; an example shown on the left. Proponents requesting amendment must consider the character of 21 adjacent lots (shown in yellow) to determine if their request is appropriate.



RUE JAMES ST.



RUE FLORENCE ST.



Lessons Learned from Ottawa

- Removal of parking requirements for smaller residential development in acknowledgement that repeating an established neighbourhood character is more important than providing parking.
- Uses a unique way to establish neighbourhood character and zoning requirements based on that character.
- Requires a 'Streetscape Character Analysis' for most development applications.
- Front yard parking is not permitted unless it is leading to somewhere (i.e. to a rear yard parking area).

TOWN OF SACKVILLE, NEW BRUNSWICK ZONING BY-LAW CHANGES

DATE: 2009

TYPE: Zoning By-Law

Home to about 5500 permanent residents and 2500 students, Sackville faces many housing pressures similar to those in Wolfville. Planning in Sackville underwent a transition from 1990-2010, when the Planning Commission was established and the zoning by-law underwent substantial changes related to multiple unit housing. In 1990, before the Planning Commission was established, there were limited controls on apartment design. From 1992 until 2009 development agreements were introduced and utilized for multi-unit developments with varied success. In a 2009 zoning by-law revision, as-of-right requirements for multi-unit developments in the R3 zone were introduced and replaced the use of development agreements. In addition to more typical requirements for setbacks and parking, these requirements included pitched roofs and increased green space provision requirements. Staff noted a significant increase in the appearance of multi-unit dwellings over the course of this transition in regulations.

Lessons Learned from Sackville

- In this case moving away from development agreement led to more desirable development forms.
- Provide clear requirements for as-of-right development.



Through a transition from limited controls (left) to the use to development agreements (bottom left) to the use of as-of-right controls (below), staff noted improvements in the appearance and form of multi-unit developments.



CITY OF WATERLOO, ONTARIO NORTHDALE LAND USE AND COMMUNITY IMPROVEMENT PLAN STUDY

DATE: 2012

TYPE: Neighbour Study/Plan

The Northdale neighbourhood in Waterloo is bordered by two post-secondary institutions: the University of Waterloo and Wilfrid Laurier University. This study was undertaken in response to public demand and the need to address issues related to development pressures from student rental housing, the conversion of existing dwellings and higher density housing forms and the implications these have on long standing neighbourhood form and character. The study involved consultation with residents and stakeholders, a review of the existing policy framework, the development of land use options and urban design strategies. The report includes a recommended Land Use Plan, Community Improvement Plan, and Urban Design/Built Form Guidelines.

While the scale of the Northdale neighbourhood is not immediately comparable to Wolfville (low density in the preferred land use plan is a maximum of 6 storeys and 600 bedrooms per hectare), there are lessons to be learned from the Northdale plan.

Lessons Learned from Waterloo

- Encouraging a mix in the number of bedrooms per dwelling unit.
- Developing neighbourhood-scale urban design guidelines to point to in policy.
- Requiring building step-backs above a certain height.
- Reducing interim development potential on lots that may have more substantial potential in the future so as not to preclude more intensive redevelopment opportunities.
- Providing streetscape typologies (main street, mixed-use street, green street, residential street) to guide future enhancements to streets/boulevards. For example, a main street may require a 'complete street' design, with flexible on-street parking, bicycle lanes and landscaped medians, while a residential street may need traffic calming measures.
- Identifying gateway locations (major and minor) and guiding enhancements, urban design, and architecture accordingly.
- Consideration of parking provisions on a per-bedroom basis (0.20 is used) to encourage the provision of fewer bedroom units.

CITY OF KINGSTON, ONTARIO OFFICIAL PLAN AND ZONING BY-LAW

TYPE: Official Plan and Zoning By-Law

Kingston is home to Queen's University, St. Lawrence College, and Royal Military College. With a population of nearly 124,000 in the urban area, the population of post secondary students represents a population increase of approximately 27% during semesters. Town-gown relations in Kingston have historically been mixed, however more recently there has been a turn for the better. Over the past several decades, the neighbourhoods surrounding post-secondary institutions (primarily Queen's and SLC) have undergone significant change with the influx of student renters that has in part been facilitated by absentee landlords and the conversion of single-detached units into multi-unit buildings or single-unit buildings with increased numbers of bedrooms.

Kingston City Council and the City's Planning Department have taken steps to incentivize alternative forms of housing in part in an attempt to maintain a balance of housing forms, tenures, and types, and to relieve some of the pressures caused on stable neighbourhoods by growth of student populations. This has principally been done in two ways:

1. Controls on infill developments within stable neighbourhoods
2. Incentivize Development Elsewhere



The areas immediately adjacent to Queen's University have undergone significant change and haphazard intensification. Often, this intensification has been in the form of converted single-unit dwellings and incompatible building additions.

CITY OF KINGSTON, ONTARIO OFFICIAL PLAN AND ZONING BY-LAW (CONTINUED...)

1. Controls on infill developments within stable neighbourhoods

The City of Kingston Official Plan has a set of policies called “Land Use Compatibility Principles” which must be addressed in any application for development. Within these policies are several sets of criteria including: identifying potential adverse effects that could be created by one land use on another, providing a list of mitigation measures that will be used to reduce impacts, and providing a list of features to address the functional needs to future users so that development can appropriately accommodate them. These criteria are considered through the development approvals process, and are supported by Official Plan policies which enable Site Plan Control and what it is intended to achieve.

In Ontario, Site Plan Control provides a legal agreement and set of drawings that are registered on property title that are used to provide a degree of control over development by the municipality. They provide a mechanism for enforcement should the development not proceed as planned. The Official Plan provides the municipality with discretion for when Site Plan Control is required. It is required in policy for any new medium (30 to 75 units per hectare) or high density residential use (75+ units per hectare) and in practice for any use including three or more residential units. This requirement has the dual benefit of providing the municipality with some control over larger projects (3+ units) and providing relief to small-scale homeowners or landlords who are only building one or two units.

The policy below is an example of ways that the City of Kingston is gaining a degree of control over student infill projects:

“Any new or redeveloped residential uses intended for student accommodation must be designed and built to be viable for a wider rental market. The City may therefore restrict the number of bedrooms or habitable rooms per residential unit through the zoning by-law. Sections 2.6, 2.7 and 8 of this Plan must be addressed in the review of student accommodation proposals.”

Like Wolfville, Kingston is home to a significant number of designated heritage properties, many of which are in close proximity to Queen’s University. The City of Kingston Official Plan provides a mechanism for protection of such properties through the requirement of a Heritage Impact Statement. This is a report that is prepared by a qualified person for any development that has the potential to impact a cultural heritage resource (i.e. a heritage designated property or cultural heritage landscape). Such Heritage Impact Statements have, in practice, resulted in changes to development proposals that may otherwise have been too large or had an architectural style not consistent with adjacent heritage properties.

2. Incentivize Development Elsewhere

In 2012 City Council approved the Williamsville Main Street Study, which concerns a section of Kingston's main commercial street in close proximity to Queen's University and adjacent to stable residential neighbourhoods. The recommendations of the study were implemented into a set of Site Specific Policies for the area in the City of Kingston Official Plan. These policies set clear guidelines for the type of development that is appropriate for this area and includes language guiding urban design through controls such as angular plane, stepbacks, and massing. Since the implementation of the Williamsville Main Street Study in the City of Kingston Official Plan, the City has seen a dramatic increase in interest in the area and has received at least three development applications totaling approximately 800 units that will be built out over the next 10 years. One such project will begin renting in September 2015, while the others are in various stages of the planning approvals process. By taking an active role in providing clear guidelines for intensified development in a part of the City where it is appropriate, the City has protected stable neighbourhoods, began rejuvenating a main street, and attracted developers investing millions of dollars in the City.

By providing more flexibility along a main street, the City of Kingston has spurred investment in an area that needs it while protecting stable neighbourhoods from further housing pressures and conversions.

Lessons Learned from Kingston

- Utilizing a detailed set of compatibility policies can direct new developments toward more appropriate forms
- Restricting number of bedrooms and requiring new development oriented toward students to be viable for a wider rental market are two policy directions that may assist with issues relating to student housing
- Utilizing heritage designations and requiring developers to undertake studies to determine heritage impacts and make design recommendations can be effective at making new developments more compatible with heritage areas
- Providing flexibility for higher density developments in areas of the town where development can be accommodated appropriately is a way to shift demand out of sensitive areas and into areas more able to accommodate growth.



TOWN OF GODERICH, ONTARIO DOWNTOWN CORE AREA MASTER PLAN

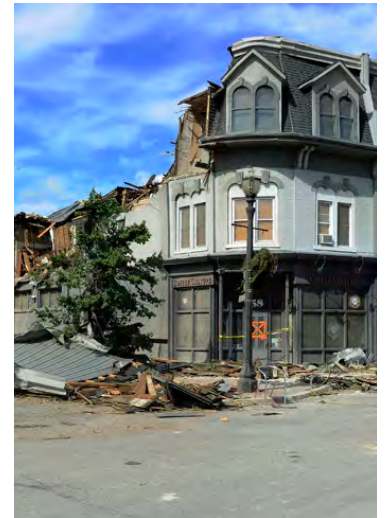
DATE: 2012

TYPE: Neighbourhood Master Plan

In 2011 an F3 class tornado tore through downtown Goderich, claiming over 90% of the town's tree canopy and many of its historic buildings. In the aftermath of the event, the Town undertook a master planning process for the downtown core in order to strategically re-build what was one of the most beautiful small towns in Ontario and one of the few model towns built in Canada.

The master planning process involved background review, a community workshop, site investigations, and design concepts. A series of guiding principles were created which led to the development of land use policies. These policies use strong language to convey a clear intent and are recommended to be carried forward into the Town's Official Plan. As a historic small town with an interest in preserving its downtown core, the experience of Goderich and the land use policies created through the master planning process are a useful comparison for the Town of Wolfville. The policies for the Downtown Core Area are provided in an appendix to this document.

Downtown Goderich was devastated by a tornado in 2011. Rebuilding efforts focused on restoring the character of the area through architectural and urban design controls.



Lessons Learned from Goderich

- Prohibition of retail types that are not associated with a positive pedestrian environment, including: Drive-through facilities, stand-alone retail plazas, stores with a gross floor area in excess of 4000 sq. metres, automotive-oriented uses of any kind (sales, service, gas stations).
- Using existing built form as the “key determining factor for the types of development permitted in each land use designation”.
- Setting a minimum and maximum building height of 2 and 4 storeys, respectively. Also permitting taller buildings subject to appropriate mitigation techniques, including enhanced landscaping, angular planes, step-backs and/or setbacks, to the satisfaction of Council.
- Above two storeys, buildings are required to articulate the historic 2 storey building height, either through detailing or step-backs.
- Prohibiting parking in front yards.
- Requiring site plan control for all development within the Downtown Area, carried out in conformity with design policies and guidelines.
- Policies permitting reduced parking requirements, cash-in-lieu, and no parking requirements for commercial and office space.
- Permitting live-work units (combination of small-scale commercial uses at grade with a residential unit, typically in townhouse built form).
- Permitting home occupations and bed and breakfasts within existing single-detached units, with caveats.
- Permitting small-scale office use in the residential area within a permitted residential built-form.
- Providing a street hierarchy including a main street, primary mixed use streets, secondary residential streets and providing cross section designs with a focus on the pedestrian realm.

CITY OF CALGARY, ALBERTA CONTEXTUAL DWELLINGS

DATE: 2013

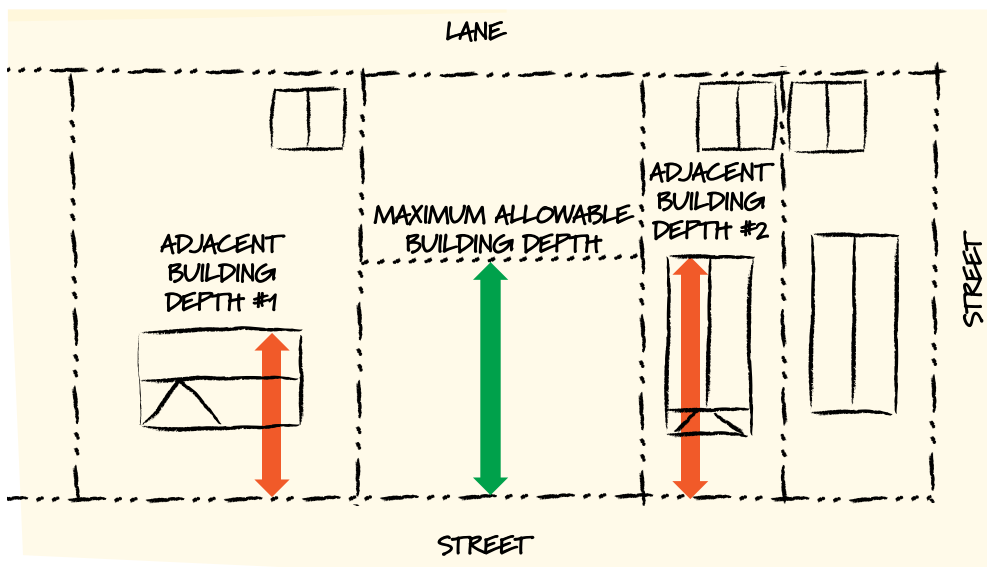
TYPE: Zoning By-Law

The City of Calgary has experienced a significant amount of growth over the last several decades. In established neighbourhoods, Calgary has faced similar challenges to other communities in determining how to control infill development. Calgary has recently adopted an approach they call “Contextual Dwellings” which permits new development in existing areas with a clear and expedited process when development is consistent with the Guide to Contextual Dwellings.

The only permitted uses that fit within this Contextual Dwellings framework are single detached and semi-detached dwellings. These are only permitted within the Developed Area of Calgary. Contextual Dwellings must conform to the rules provided and can contain no variances. The intent of this new permission is to achieve development that is sensitive to adjacent buildings and neighbourhoods, and to provide a clear and timely approvals process to potential developers. Many of the rules for the Contextual Dwelling are established by the closest two adjacent buildings. This includes the maximum floor area and height, front yard setback, and building depth. Garages, entrance ways, side and rear setback, and other factors must conform to provisions provided in the guide.

Lessons Learned from Calgary

- Using adjacent buildings to establish zoning provisions.
- Expediting process for certain developments encourages that form of development.
- Use of easy to read graphics for explaining by-law provisions.



The Contextual Diagram guide includes simple drawings, such as the one shown here for calculating a maximum allowable building depth. This by-law uses adjacent dwellings to establish most of the applicable zoning provisions for certain properties.

TOWN OF TRURO, NOVA SCOTIA MUNICIPAL PLANNING STRATEGY AND LAND USE BY-LAW

DATE: 2010

TYPE: Municipal Planning Strategy and Land Use By-Law

The Town of Truro completed an update of its Municipal Planning Strategy and Land Use By-Law in 2010. The Town is larger than Wolfville but uses some tools that Wolfville may want to consider. Its current documents provide a visually clear, organized, and effective approach which makes interpretation particularly straightforward. Truro has continued to use development agreements and rezonings for planning processes but notes that it continues to evaluate and consider site plan approval as a tool. The Truro Municipal Planning Strategy notes similar housing pressures related to an increase of rental housing in established neighbourhoods. Truro established a Heritage Residential designation within which it limits conversion of existing dwellings to a maximum of two units and prohibits rezonings to higher-density designations.

Lessons Learned from Truro

- Municipal Planning Strategy uses visuals and maps throughout to provide clear direction of appropriate types of uses.
- Policies are clearly separated from background statements with coloured boxes.
- General Development Policy section is included to compile policies related to outdoor storage, parking, non-conforming uses, fences, etc.
- Land Use By-Law provisions are clearly illustrated.
- Land Use By-Law includes maximum impermeable surface area based on use as a stormwater management control.

APPENDIX A:

WHAT WE HEARD REPORT
