

6

Town of Truro Community Plan

# MUNICIPAL PLANNING STRATEGY

APPROVED BY TOWN COUNCIL  
November 6, 2023

EFFECTIVE DATE  
January 11, 2024

OFFICE CONSOLIDATION  
With Amendments to July 2025



TRURO  
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# Contents

## 1 | Introduction

- 1.1 PURPOSE ..... 1
- 1.2 ORGANIZATION .....2
- 1.3 HOW TO USE THIS DOCUMENT ..... 8
- 1.4 APPLIED COMMUNITY GOALS ..... 12
- 1.5 STATEMENTS OF PROVINCIAL INTEREST ..... 12

## 2 | General Development

- 2.1 INTRODUCTION ..... 1
- 2.2 NON-CONFORMING STRUCTURES & USES.....2
  - 2.2.1 Interpretation .....2
  - 2.2.2 Special Provisions for Existing Non-Conforming Structures .....2
  - 2.2.3 Special Provisions for Existing Non-Conforming Uses .....3
  - 2.2.4 Existing Lots and Buildings .....4
  - 2.2.5 Existing Uses Exempt .....4
- 2.3 ACCESSIBILITY .....5
  - 2.3.1 Accessibility Plan.....5
  - 2.3.2 Accessible Built Environment .....6
- 2.4 AMENITY SPACE .....6
  - 2.4.1 Recreation and Amenity Space .....6
- 2.5 NOISE, ODOUR, AND EMISSIONS ..... 8
  - 2.5.1 Obnoxious Uses.....8
- 2.6 OUTDOOR STORAGE & DISPLAY.....9
  - 2.6.1 Outdoor Storage .....9
  - 2.6.2 Outdoor Displays .....9
- 2.7 PARKING & LOADING ..... 10
  - 2.7.1 Parking Requirements .....10
  - 2.7.2 Managing Demand for Parking .....11
  - 2.7.3 Appropriate Provision of Parking.....12
  - 2.7.4 Environmental and Aesthetic Impact of Parking Lots .....13
  - 2.7.5 Exemptions from Parking Requirements .....13
  - 2.7.6 Cash-in-Lieu of Required Parking.....16
  - 2.7.7 Design Standards for Parking Areas.....16
  - 2.7.8 Commercial Vehicles in Residential Areas .....17
  - 2.7.9 Loading Spaces.....17
  - 2.7.10 Bicycle Parking.....18

- Con
- Intro
- G**
- DC**
- UC**
- UG**
- DN**
- GR**
- RS**
- BI
- FG**
- PO**
- ES**
- IN**
- IM**



2.8 DRIVEWAY ACCESS ..... 18

2.9 FENCES ..... 18

2.10 OUTDOOR LIGHTING ..... 19

2.11 TREES ..... 19

2.12 TELECOMMUNICATION FACILITIES ..... 21

2.12.1 Jurisdiction ..... 21

2.12.2 Siting of Telecommunication Facilities ..... 21

2.12.3 Co-locating Telecommunication Facilities ..... 22

2.12.4 Notification ..... 22

2.12.5 Submission Requirements ..... 22

2.12.6 Public Consultation ..... 23

2.13 WIND TURBINE GENERATORS ..... 24

2.14 URBAN AGRICULTURAL USES ..... 27

2.15 SIGNAGE ..... 28

2.15.1 Signage Regulations ..... 28

2.15.2 Street Banners ..... 28

### 3 | Downtown Core

3.1 BACKGROUND ..... 1

3.1.1 Policy Context ..... 1

3.1.2 Challenges and Opportunities ..... 5

3.2 DOWNTOWN CORE OBJECTIVES ..... 7

3.2.1 Affordable Housing ..... 7

3.2.2 Support Higher Density Residential Development in the Downtown ..... 9

3.2.3 Strengthen Role as a Regional Centre ..... 11

3.2.4 Allow a Range of Commercial Development Options ..... 12

3.2.5 Aesthetically Pleasing Development ..... 12

3.2.6 Support for Local Businesses and Entrepreneurs ..... 13

3.2.7 Reuse of Vacant Buildings and Lands ..... 14

3.2.8 Allow a Mixture of Uses ..... 15

3.2.9 Vibrant and Pedestrian-Friendly Streetscapes ..... 16

3.2.10 Downtown Master Plan ..... 18

3.2.11 Public Art ..... 19

3.3 DOWNTOWN CORE POLICY AREA ..... 20

3.3.1 The Basis for a Downtown Core Policy Area ..... 20

3.3.2 Commercial Heritage ..... 20

3.3.3 Downtown Core (DC) Zone ..... 22

3.3.4 Downtown Commercial Urban Design Standards ..... 22

3.3.5 Exemption from Downtown Core Urban Design Standards ..... 23

3.3.6 Existing Permitted Uses ..... 24

3.3.7 Residential Uses in the Downtown Core (DC) Zone ..... 25

3.3.8 Residential Buffering Requirements ..... 27





## 4 | Urban Corridor

- 4.1 BACKGROUND ..... 1**
- 4.1.1 Policy Context.....1
- 4.1.2 Challenges & Opportunities .....2
- 4.2 URBAN CORRIDOR OBJECTIVES.....3**
- 4.2.1 Affordable Housing .....3
- 4.2.2 Support Appropriate Mixed Commercial and Residential Use.....4
- 4.2.3 Residential Intensification Along Urban Corridors .....5
- 4.2.4 Allow a Range of Commercial Development Options .....6
- 4.2.5 Aesthetically Pleasing Development.....7
- 4.2.6 Support for Local Businesses and Entrepreneurs .....8
- 4.2.7 Vibrant and Pedestrian-Friendly Streetscapes.....9
- 4.3 URBAN CORRIDOR POLICY AREA ..... 10**
- 4.3.1 The Urban Corridor Policy Area .....10
- 4.3.2 The Urban Corridor (UC) Zone .....10
- 4.3.3 Design Standards .....12
- 4.3.4 Exemption from Urban Design Standards.....12
- 4.3.5 Residential Buffering Requirements .....13
- 4.3.6 Heritage Preservation.....13
- 4.3.7 Intensive Uses and Large Developments .....14
- 4.3.8 The West Prince Area .....15
- 4.3.9 The West Prince Area Advisory Committee .....16

## 5 | Urban Growth Policy Area

- 5.1 BACKGROUND ..... 1**
- 5.1.1 Urban Growth Policy Area.....1
- 5.1.2 Challenges & Opportunities .....2
- 5.2 URBAN GROWTH POLICY AREA OBJECTIVES .....3**
- 5.2.1 Access to Housing .....3
- 5.2.2 Variety of Housing Types .....4
- 5.2.3 Allow a Mixture of Uses .....5
- 5.2.4 Aesthetically Pleasing Development.....6
- 5.2.5 New Growth on Existing Infrastructure .....6
- 5.2.6 Neighbourhood Stability & Integrity.....7
- 5.2.7 Vibrant and Pedestrian-Friendly Streetscapes.....8
- 5.2.8 Reduce Land Use Conflicts .....9
- 5.3 URBAN GROWTH POLICY AREA ..... 10**
- 5.3.1 The Urban Growth Policy Area.....10
- 5.3.2 The Urban Growth Policy Area (UG) Zone.....11
- 5.3.3 Design Standards.....12
- 5.3.4 Residential Buffering Requirements .....12
- 5.3.5 Intensive Uses and Large Developments .....12

- Con
- Intro
- G**
- DC**
- UC**
- UG**
- DN**
- GR**
- RS**
- BI
- FG
- PO
- ES
- IN
- IM**



## 6 | Downtown Neighbourhood

<b>6.1 BACKGROUND .....</b>	<b>1</b>
6.1.1 Policy Context.....	1
6.1.2 Challenges & Opportunities .....	2
<b>6.2 DOWNTOWN NEIGHBOURHOOD OBJECTIVES .....</b>	<b>4</b>
6.2.1 Heritage Celebration .....	4
6.2.2 Access to Housing.....	4
6.2.3 Variety of Housing Types .....	5
6.2.4 Allow a Mixture of Uses.....	6
6.2.5 Aesthetically Pleasing Development.....	7
6.2.6 New Growth on Existing Infrastructure.....	8
6.2.7 Neighbourhood Stability & Integrity.....	8
6.2.8 Vibrant and Pedestrian-Friendly Streetscapes .....	9
<b>6.3 DOWNTOWN NEIGHBOURHOOD POLICY AREA.....</b>	<b>10</b>
6.3.1 The Downtown Neighbourhood Policy Area .....	10
6.3.2 The Downtown Neighbourhood (DN) Zone.....	10
6.3.3 Architectural Design Standards.....	12
6.3.4 Exemption from Architectural Design Standards.....	13

## 7 | General Residential

<b>7.1 BACKGROUND.....</b>	<b>1</b>
7.1.1 Policy Context .....	1
7.1.2 Challenges & Opportunities .....	2
<b>7.2 GENERAL RESIDENTIAL OBJECTIVES.....</b>	<b>4</b>
7.2.1 Access to Housing.....	4
7.2.2 Variety of Housing Types.....	4
7.2.3 Allow a Mixture of Uses.....	6
7.2.4 Aesthetically Pleasing Development .....	7
7.2.5 New Growth on Existing Infrastructure.....	7
7.2.6 Neighbourhood Stability & Integrity .....	8
7.2.7 Vibrant and Pedestrian-Friendly Streetscapes .....	10
<b>7.3 GENERAL RESIDENTIAL POLICY AREA .....</b>	<b>11</b>
7.3.1 The General Residential Policy Area .....	11
7.3.2 General Residential (GR) Zone.....	12
7.3.3 Intensive Uses.....	13
7.3.4 Rural Residential (RR) Zone .....	14

Con
Intro
<b>G</b>
<b>DC</b>
<b>UC</b>
<b>UG</b>
<b>DN</b>
<b>GR</b>
<b>RS</b>
BI
FG
PO
ES
IN
<b>IM</b>



## 8 | Regional Service

<b>8.1 BACKGROUND</b> .....	<b>1</b>
8.1.1 Policy Context.....	1
8.1.2 Challenges and Opportunities.....	3
<b>8.2 REGIONAL SERVICE OBJECTIVES</b> .....	<b>5</b>
8.2.1 Strengthen Role as a Regional Centre .....	5
8.2.2 Allow a Range of Commercial Development Options .....	5
8.2.3 Support for Local Businesses and Entrepreneurs .....	6
8.2.4 Access to Housing.....	7
8.2.5 Allow a Mixture of Uses.....	8
8.2.6 Reduce Land Use Conflicts.....	9
8.2.7 Accommodate Existing Uses .....	10
8.2.8 Aesthetically Pleasing Development.....	11
8.2.9 New Growth on Existing Infrastructure .....	11
<b>8.3 REGIONAL SERVICE POLICY AREA</b> .....	<b>12</b>
8.3.1 The Regional Service Policy Area.....	12
8.3.2 The Regional Service (RS) Zone .....	13
8.3.3 Residential Buffering Requirements .....	14
8.3.4 New Residential Development.....	14

## 9 | Business Industrial

<b>9.1 BACKGROUND</b> .....	<b>1</b>
9.1.1 Industrial Development in Truro .....	1
9.1.2 Issues .....	2
9.1.3 Opportunities and Trends .....	4
9.1.4 Approach .....	5
<b>9.2 BUSINESS &amp; INDUSTRIAL OBJECTIVES</b> .....	<b>6</b>
9.2.1 Encourage New Industrial and Business Park Development .....	6
9.2.2 Improve the Appearance of the Business Park .....	7
9.2.3 Balance Aesthetics and Industrial Development .....	8
9.2.4 Minimize Impact on Neighbouring Land Uses .....	9
9.2.5 Provide Lands for the Expansion of the Business Park .....	10
<b>9.3 BUSINESS INDUSTRIAL POLICY AREA</b> .....	<b>12</b>
9.3.1 Basis for the Business Industrial Policy Area .....	12
9.3.2 Business Industrial (BI) Zone .....	13
9.3.3 Non-Industrial Uses in the Business Industrial (BI) Zone.....	14
9.3.4 Limitations on Development Abutting Residential Zones .....	14
9.3.5 Uses Permitted by Site Plan Approval .....	15

Con

Intro

G

DC

UC

UG

DN

GR

RS

BI

FG

PO

ES

IN

IM



## 10 | Future Growth

<b>10.1</b>	<b>BACKGROUND</b> .....	<b>1</b>
10.1.1	Policy Context .....	1
10.1.2	Challenges & Opportunities .....	2
<b>10.2</b>	<b>FUTURE GROWTH OBJECTIVES</b> .....	<b>3</b>
10.2.1	Access to Housing.....	3
10.2.2	Variety of Housing Types .....	3
10.2.3	Allow a Mixture of Uses.....	4
10.2.4	Aesthetically Pleasing Development .....	5
10.2.5	Efficient Use of Infrastructure.....	6
10.2.6	Public Transit .....	7
10.2.7	Active Transportation & Walkability .....	8
10.2.8	Neighbourhood Stability & Integrity .....	9
<b>10.3</b>	<b>FUTURE GROWTH POLICY AREA</b> .....	<b>9</b>
10.3.1	The Future Growth Policy Area .....	9
10.3.2	Future Growth (FG) Zone .....	12
10.3.3	Rezoning to the Commercial Recreation (CR) Zone .....	15
10.3.4	Rezoning to the Urban Growth Area (UG) Zone .....	16

## 11 | Parks and Open Space

<b>11.1</b>	<b>BACKGROUND</b> .....	<b>1</b>
11.1.1	Policy Context .....	1
11.1.2	Challenges & Opportunities .....	2
<b>11.2</b>	<b>PARKS &amp; OPEN SPACE OBJECTIVES</b> .....	<b>3</b>
11.2.1	Undertake a Parks and Open Space Master Plan .....	3
11.2.2	Update the Town's Future Recreation Map.....	4
11.2.3	Improve Public Access to the Riverfront .....	4
11.2.4	Protect and Enhance the Downtown Civic Square.....	6
11.2.5	Victoria Square Improvements.....	7
11.2.6	Promote Recreational Tourism .....	7
11.2.7	Active Transportation Plan .....	8
11.2.8	Support Parks, Recreation & Culture Strategic Plan .....	9
11.2.9	Recreation Opportunities for New Development .....	9
11.2.10	View Plane Preservation.....	11
11.2.11	Enhance Parks and Open Space .....	12
11.2.12	Outdoor Play Policy.....	13
<b>11.3</b>	<b>PARKS AND OPEN SPACE POLICY AREA</b> .....	<b>13</b>
11.3.1	The Parks and Open Space Policy Area .....	13
11.3.2	Parks and Open Space (PO) Zone .....	14
11.3.3	Commercial Recreation (CR) Zone .....	15





## 12 | Environmental Stewardship

<b>12.1</b>	<b>BACKGROUND</b> .....	<b>1</b>
12.1.1	Policy Context .....	1
12.1.2	Issues.....	2
<b>12.2</b>	<b>ENVIRONMENTAL STEWARDSHIP OBJECTIVES</b> .....	<b>2</b>
12.2.1	Limit Risk of Flood Damage .....	2
12.2.2	Provincial Interest Statement Regarding Flood Risk Areas .....	4
12.2.3	Identify Flood Risk Areas .....	5
12.2.4	Development in Flood Risk Areas.....	6
12.2.5	Prohibited Uses in Flood Risk Areas.....	7
12.2.6	Ongoing Flood Monitoring.....	8
12.2.7	Flood Mitigation Infrastructure.....	8
12.2.8	Storm Water Management.....	9
12.2.9	Preserve Natural Drainage Systems to Minimize Erosion.....	10
12.2.10	Salt Marsh Restoration.....	12
12.2.11	Limit Development on Steep Slopes .....	13
12.2.12	Protect and Enhance the Town’s Water Supply.....	13
<b>12.3</b>	<b>ENVIRONMENTAL POLICY AREA</b> .....	<b>14</b>
12.3.1	The Environmental Policy Area.....	14
12.3.2	The Environmental Reserve (ER) Zone.....	14
12.3.3	Environmental Reserve (ER) Zone Boundary Adjustments .....	16
12.3.4	Watershed Residential (WR) Zone .....	16
12.3.5	Development within the Floodplain .....	17
12.3.6	The Floodplain (FP) Zone.....	17
12.3.7	The Floodway (FW) Overlay, .....	18
12.3.8	The Floodway Fringe (FF) Overlay.....	19
12.3.9	Flood Proofing Standards.....	20

## 13 | Infrastructure

<b>13.1</b>	<b>BACKGROUND</b> .....	<b>1</b>
13.1.1	Municipal Infrastructure .....	1
<b>13.2</b>	<b>THE TRANSPORTATION NETWORK</b> .....	<b>2</b>
13.2.1	Challenges and Opportunities.....	2
13.2.2	Transportation Mapping.....	3
13.2.3	Street Classification Hierarchy .....	3
13.2.4	Regional Transportation Planning and Coordination.....	7
13.2.5	Acquisition of New Street Right-of-Ways .....	7
<b>13.3</b>	<b>TRANSPORTATION PROJECTS</b> .....	<b>8</b>
13.3.1	Transportation Planning .....	8
<b>13.4</b>	<b>WATER SUPPLY AND DISTRIBUTION</b> .....	<b>9</b>
13.4.1	Protection of the Watershed.....	9



**13.5 SEWAGE AND SEWAGE TREATMENT ..... 11**  
 13.5.1 Central Colchester Wastewater Treatment Facility ..... 11  
 13.5.2 Industrial Users of Sewer System ..... 11

**13.6 STORM WATER MANAGEMENT ..... 12**  
 13.6.1 Storm Sewers ..... 13  
 13.6.2 Storm Water Management and Erosion Control ..... 13

**13.7 SOLID WASTE MANAGEMENT ..... 14**  
 13.7.1 Colchester Balefill Facility ..... 14  
 13.7.2 Reducing and Recycling ..... 14  
 13.7.3 Rehabilitation of the former Sanitary Landfill ..... 15

**13.8 STREET STANDARDS ..... 15**  
 13.8.1 Street and Infrastructure Construction ..... 15  
 13.8.2 Sidewalk Construction Management Policy ..... 17  
 13.8.3 Private Road and Lanes ..... 17

## 14 | Implementation

**14.1 INTRODUCTION ..... 1**

**14.2 IMPLEMENTATION OBJECTIVES ..... 2**  
 14.2.1 Clear and Consistent Process ..... 2  
 14.2.2 Effective Process ..... 2  
 14.2.3 Efficient Process ..... 3  
 14.2.4 Fair Process ..... 3  
 14.2.5 Informed and Engaged Public ..... 4  
 14.2.6 Appropriate Approval Processes ..... 4

**14.3 THE MUNICIPAL GOVERNMENT ACT ..... 5**  
 14.3.1 The Role of the Municipal Government Act ..... 5  
 14.3.2 Application Processes ..... 5  
 14.3.3 Appeal Process ..... 5  
 14.3.4 Types of Development Control ..... 5

**14.4 MUNICIPAL PLANNING STRATEGY ..... 5**  
 14.4.1 Role of the Municipal Planning Strategy ..... 5  
 14.4.2 Municipal Planning Strategy Amendments ..... 6  
 14.4.3 Amendment Process ..... 6  
 14.4.4 Amendment not Initiated by the Town ..... 6  
 14.4.5 Policy Area Map Amendment ..... 7  
 14.4.6 Municipal Planning Strategy Amendment Not Required ..... 7  
 14.4.7 Municipal Planning Strategy Review ..... 8





<b>14.5</b>	<b>LAND USE BY-LAW.....</b>	<b>9</b>
14.5.1	Role of the Land Use By-law .....	9
14.5.2	Land Use By-law Amendments.....	9
14.5.3	Text Amendments.....	9
14.5.4	Rezoning.....	10
14.5.5	Rezoning Application Requirements.....	11
14.5.6	Evaluative Criteria for Rezoning.....	12
14.5.7	Appeal Process.....	13
<b>14.6</b>	<b>DEVELOPMENT AGREEMENTS.....</b>	<b>13</b>
14.6.1	Development Agreements .....	13
14.6.2	Development Agreement Application Requirements.....	14
14.6.3	Evaluative Criteria for Development Agreements.....	15
14.6.4	Land Use and Subdivision By-laws Superseded .....	16
14.6.5	Appeal Process .....	17
<b>14.7</b>	<b>CONCURRENT APPLICATIONS.....</b>	<b>17</b>
14.7.1	Applications May be Considered Concurrently.....	17
<b>14.8</b>	<b>SITE PLAN APPROVAL.....</b>	<b>18</b>
14.8.1	Development by Site Plan Approval.....	18
14.8.2	Site Plan Approval Process.....	18
<b>14.9</b>	<b>SUBMISSION REQUIREMENTS.....</b>	<b>18</b>
14.9.1	Application Fee .....	18
14.9.2	Plans.....	19
14.9.3	Complete Application.....	20
<b>14.10</b>	<b>PUBLIC PARTICIPATION.....</b>	<b>20</b>
14.10.1	Public Participation Requirements.....	20
14.10.2	The Public Engagement Program .....	21
14.10.3	The Public Participation Survey Results.....	24
14.10.4	Planning Reports to be Made Public.....	24
14.10.5	Public Information Meeting.....	25
<b>14.11</b>	<b>REGIONAL CONSULTATION.....</b>	<b>25</b>
14.11.1	Engaging with Regional Partners.....	25
14.11.2	Consultation with Millbrook First Nation.....	26
14.11.3	Consultation with Colchester County.....	26
<b>14.12</b>	<b>VARIANCE.....</b>	<b>28</b>
14.12.1	Provision for Granting Variances .....	28

Con

Intro

**G**

**DC**

**UC**

**UG**

**DN**

**GR**

**RS**

**BI**

**FG**

**PO**

**ES**

**IN**

**IM**



**MUNICIPAL PLANNING STRATEGY**  
Table of Contents

Con

Intro

**G**

**DC**

UC

UG

DN

GR

RS

BI

FG

PO

ES

IN

**IM**



# 1 | Introduction



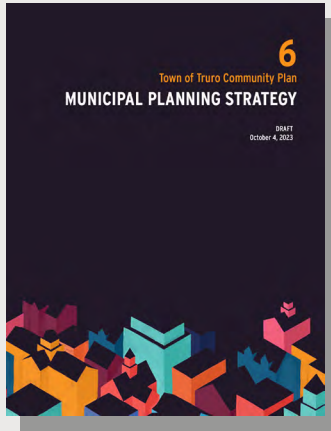
Con
Intro
<b>G</b>
DC
UC
UG
DN
GR
RS
BI
FG
PO
ES
IN
IM

## 1.1 PURPOSE

This document is the principal policy document for Council providing guidance for decisions on land use and development matters within the Town of Truro. It is intended to set out land use policies in a manner that is clear and accessible to residents, developers, and all community stakeholders.

The Town of Truro Municipal Planning Strategy (MPS) is enabled under the Municipal Government Act. It provides the policy framework that supports all of the Town's land use and subdivision regulations, which are found in the accompanying Land Use By-law and Subdivision By-law. The 2023 Municipal Planning Strategy, along with these accompanying by-laws, are components of the Town of Truro Community Plan, an integrated collection of planning documents that set out a comprehensive vision of sustainable community and suggests a course for its pursuit. The MPS and supporting by-laws present a practical application of the principles of sustainability in relation to planning and development.

The 2023 Town of Truro Municipal Planning Strategy seeks to be a planning and regulatory instrument for the fulfillment of Council's strategic priorities, identified community goals, and defined community actions as set out in the Community Plan.



Truro’s Municipal Planning Strategy (MPS) and Land Use By-law (LUB) both form sections of the Town’s Community Plan and set out the policy and regulatory framework that guides land use and development within the Town.

The MPS provides the background and policy support for the regulations in the LUB. Policies in the MPS are often implemented by the regulation in the LUB. All regulations in the LUB, including the creation of zones and establishing permitted land uses, are supported by policy in the MPS.

## 1.2 ORGANIZATION

The Town of Truro’s Municipal Planning Strategy (MPS) is organized into chapters, some of which are based on specific land use issues, but most are based on different types of urban form. The Town is comprised of several distinct urban forms that can be differentiated based on attributes such as density, land use, building height, building size, lot size, architecture, and based on how physical elements such as landscaping, parking, and structures are situated. The downtown, for example, has a very distinct urban form when compared to a business park or suburban residential area. The different classes of urban form developed for Truro are loosely based on the urban-to-rural transect urban planning model. The urban-to-rural transect defines a series of zones that transition from dense urban areas to suburban to low density rural areas. The transect developed for Truro forms the organization basis for this document and a graphic illustrating the transect can be found on the following pages. A typical MPS would divide a municipality up into policy areas called Future Land Use Designations. This MPS will take a different approach and instead divide the Town up into policy areas based on the transect model. The Town’s Policy Area Map will serve as the Council’s graphical representation of planned future growth and development patterns for the Town of Truro.

This approach to organizing land use policy and regulations is a departure from Truro’s earlier community plans which focussed on Euclidean zoning and the separation of land uses. In these early plans, large areas were dedicated to a single purpose, such as housing, offices, industry, and shopping. Rather than focussing on separating land uses, the transect approach focuses on regulating built form and ensuring that new structures fit in and complement surrounding development. This helps to encourage a mixture of uses and dwelling types, which are key elements of a sustainable community. Having a mixture of uses and dwelling types can have many benefits, but by having services, amenities, and employment situated close to housing is a great way to reduce the need to travel by private automobile. Less travel by car, means less traffic, less pollution, and more vibrant and active streetscapes. The urban-rural transect approach is a key component of the Town’s plan to become a more sustainable community.

Con  
Intro  
**G**  
DC  
UC  
UG  
DN  
GR  
RS  
BI  
FG  
PO  
ES  
IN  
IM



Chapters dedicated to the different transects, or Policy Areas, comprise the bulk of this Municipal Planning Strategy (MPS). Other chapters include General Development, Parks & Recreation, Infrastructure, and Implementation. These chapters set out policies for land use issues that are common to all areas of Town, and not any one specific Policy Area. The General Provision chapter covers policies that deal with general issues such as signage, parking, and accessory buildings. Recreation policies are covered in the Parks & Recreation Chapter while policies related to water, waste-water, streets, sidewalks, and other municipal services are covered in the Infrastructure Chapter. The last part of the MPS is the Implementation chapter. This chapter sets out the policies that define procedures for administering and implementing the Town's land use planning objectives set out in the remainder of the Community Plan. Also included in this section are policies that define the processes for amending the MPS, the Land Use By-law, and policies that pertain to entering into development agreements and site plan approvals. This is a very important section of the MPS that guides the Town's entire land use planning process.

## Policy Areas & Zones

### Policy Areas and Supported Zones with Chapter Numbers

POLICY AREA	MPS CHAPTER	SUPPORTED ZONE	LUB CHAPTER
<b>DC</b> Downtown Core	3	<b>DC</b> Downtown Core	4
<b>UC</b> Urban Corridor	4	<b>UC</b> Urban Corridor	5
<b>UG</b> Urban Growth	5	<b>UG</b> Urban Growth	6
<b>DN</b> Downtown Neighbourhood	6	<b>DN</b> Downtown Neighbourhood	7
<b>GR</b> General Residential	7	<b>GR</b> General Residential	8
		<b>RR</b> Rural Residential	9
<b>RS</b> Regional Service	8	<b>RS</b> Regional Service	10
<b>BI</b> Business Industrial	9	<b>BI</b> Business Industrial	11
<b>FG</b> Future Growth	10	<b>FG</b> Future Growth	12
<b>PR</b> Parks & Recreation	11	<b>PR</b> Parks & Open Space	13
		<b>CR</b> Commercial Recreation	14
		<b>ER</b> Environmental Reserve	15
		<b>FP</b> Flood Plain	16
<b>ES</b> Environmental Stewardship	12	<b>WR</b> Watershed Residential	17
		<b>FW</b> 1:20 Flood Way Overlay	18
		<b>FF</b> 1:100 Flood Way Fringe Overlay	19

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# Town of Truro Policy Areas

## Organizational Structure of the Town's Planning Documents

Policy Area	Downtown Core	Urban Corridor	Urban Growth Area	Downtown Neighbourhood	Residential
<i>Representative Land Use Pattern</i>					
<i>Description</i>	<p>Sidewalk/street oriented commercial</p> <p>Office, Institutional, Government,</p> <p>High Density Residential</p> <p>Urban Parks</p> <p>Prince, Walker, Court, Area between Young, Prince, Esplanade</p>	<p>Busy Streets in and around the downtown. Established mixed use areas, many converted dwellings with multi-unit residential, range of office &amp; professional uses and other commercial uses.</p> <p>Includes East Prince, Brunswick, residential portion of Robie, Young (north of Glenwood), and Downtown sections of Queen, Pleasant, King &amp; Young.</p>	<p>Transitional areas outside of the downtown core.</p> <p>South Young, Kaulback, James, Lower Truro, East Queen, Marshland, Wynn Road</p>	<p>Older residential areas near the downtown core that make up the Town's three heritage districts</p> <p>Medium-Low Density/ Intensity Residential.</p> <p>Some office &amp; professional uses in converted dwellings.</p>	<p>Primarily single and two unit dwellings in established neighbourhood outside of the downtown core and away from busy streets.</p> <p>Newer residential subdivisions on the edge of the built-up area of Town.</p>
<i>Former Zones</i>	C1, C2	R6, R3, C2	R3, P3, P4	R7	R1, R2, P4
<i>Future Development Potential</i>	<p>Similar to existing pattern/ built form.</p> <p>More residential development, increased residential densities.</p>	<p>High, medium, and low density residential development potential. Intensification and redevelopment potential.</p> <p>Strong emphasis on ensuring that new builds complement existing built form/heritage.</p> <p>Mixture of uses but commercial/institutional uses should not be intensive uses and have minimal potential for creating land use conflicts.</p>	<p>High, medium and low density residential development potential on vacant and underdeveloped lands. Redevelopment/ intensification potential.</p> <p>Institutional and recreational uses.</p> <p>Some limited commercial potential.</p> <p>Allow more residential uses as-of-right/simplified development application process.</p>	<p>Medium and low density residential development potential. Institutional Uses, limited low-intensity commercial uses (office and professional, personal service) with low risk of creating land use conflicts.</p> <p>Strong emphasis on ensuring that new builds complement existing built form/heritage.</p>	<p>Low density residential uses (single detached, semi-detached, 2 unit, accessory dwelling units, townhouses with up to 5 units). Institutional Uses.</p> <p>Emphasis on maintaining the character of established residential neighbourhoods by ensuring the scale of new builds is consistent with existing built form.</p>
<i>Supported Zones</i>	Downtown Core (DC)	Urban Corridor (UC)	Urban Growth (UG)	Downtown Neighbourhood (DN)	General Residential (GR) Rural Residential (RR)
<i>Supported Zones Symbols</i>	<b>DC</b>	<b>UC</b>	<b>UG</b>	<b>DN</b>	<b>GR</b> <b>RR</b>

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- UC**
- UG**
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- PO**
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Policy Area	Regional Service Area	Business Industrial Area	Future Growth Area	Parks & Recreation	Environmental Reserve
<b>Representative Land Use Pattern</b>					
<b>Description</b>	Highway Commercial Big Box Commercial Old & New Hospital Mall, Grocery Stores, High School, NSCC, Hotels High-Low Density/Intensity Wade Road, Juniper Street, Commercial portion of Robie Street	Business Park Rail Yard Queen Street Industrial Area Older residential uses along Willow Street in the vicinity of the Business Park	Lands along William Barnhill Drive. Watershed Residential Rural Unserved R8 & R9	Victoria Park Golf Course Sports Fields Cemeteries Trails	Watershed Floodplain (Floodway) Riparian Buffer Zones Steep Slopes & Ravines Nature Conservancy Lands
<b>Existing Zones</b>	C4, P3, P4	M1, M2	R8, R9	P1, P2	E1, E2, E5
<b>Future Development Potential</b>	Similar to existing pattern/ built form. Allow medium and high density residential uses by site plan approval (or as-of-right) provided the risk of future land use conflicts with new and existing commercial development is minimal or mitigated. Discharge existing Development Agreements, allow more uses as-of-right.	Maintain existing pattern/ built form. Industrial uses. Commercial Uses provided the risk of future land use conflicts with new and existing industrial development is minimal or mitigated. Ensure streamlined development approval processes. Lot requirements/ landscaping regulations should conform to the TIDS landscaping requirements.	Low density residential uses (single detached, semi-detached, 2 unit, accessory dwelling units, townhouses with up to 5 units, 3-4 storey multi-unit (up to 24 units) buildings by site plan approval, more intensive uses by development agreement. Development must adhere to an overall master plan. Limited commercial such as convenience stores, personal services, office & professional. Institutional Uses.	Maintain existing policies & regulations.	Maintain existing policies & regulations, except for flood plain. Flood regulations must be updated to reflect new floodplain mapping.
<b>Proposed Zones</b>	Regional Service (RS) Zone	Business Industrial (BI)	Future Growth (FG)	Parks & Open Space (PO) Commercial Recreation (CR)	Environmental Reserve (ER) Flood Plain (FP) 1:20 Flood Way (FW) Overlay 1:100 Flood Fringe (FF) Overlay Watershed Residential (WR)
<b>Proposed Zone Symbols</b>					 

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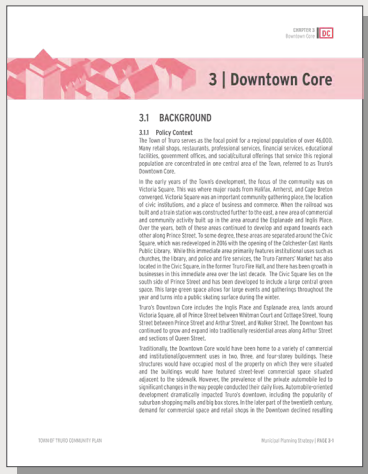
# MUNICIPAL PLANNING STRATEGY Introduction

In the Town's previous Municipal Planning Strategies, there would typically be a community profile section providing some context and background about the Town of Truro including a little bit of history, a description of the physical setting of the Town, and a range of statistics that describe the citizens and the demographics of the Town. This information is essential to understand the challenges and opportunities that face Truro and provides a basis for many of the policies found in the MPS. These statistics, however, provide the basis for more than just the MPS policies. They also inform and guide Council's Strategic Priorities, Community Goals, and other parts of the Community Plan. This section has, therefore, been moved and now has its own dedicated Part in the overall Plan.

Maps and graphics are included throughout the MPS and are essential tools to illustrate and in some instances set out land use policy. In this MPS an effort has been made to incorporate mapping within the flow of the document as much as possible to avoid the need to consult a schedule at the end of the document. This change is intended to make the document more user friendly. The Policy Area Map and Recreation Map are still found at the back of the MPS as appendices. These maps are a legal part of this document and must be consulted in order to properly interpret policy.



## Municipal Planning Strategy Chapter 3 | Downtown Core Policy Area



Chapters in the Municipal Planning Strategy (MPS) generally correspond to the Policy Areas based on the transect model. These Policy Areas are delineated on the Town's Policy Area Map.

Policies concerning land use and development for each Policy Area are set out in a corresponding Chapter in the MPS. For example, the Downtown Core Policy Area is covered in MPS Chapter 3: Downtown Core.

Regulations to implement these policies are found in a corresponding Chapter in the Land Use By-law (LUB). For example, Downtown Core policies are implemented by regulations found in LUB Chapter 4: Downtown Core.



## Land Use By-law Chapter 4 | Downtown Core (DC) Zone



**4.1 PERMITTED USES**  
Table 4.1: Downtown Core (DC) Zone Permitted Uses

Use	Approved	Conditional	Not Permitted	Special Agreement
Accommodations	✓			✓
Adult Entertainment	✓			✓
Adult and Pet Services	✓			✓
Animal Hospital	✓			✓
Animal Shelter	✓			✓
Artistic Studio	✓			✓
Automobile Repair	✓			✓
Automobile Sales and Rentals	✓			✓
Automobile Service Station	✓			✓
Automobile Wash and Detailing	✓			✓
Bank and Financial Institution	✓			✓
Bar and Restaurant	✓			✓
Beauty Salon, Laser and Cabinet	✓			✓
Bookbinding and Craftsmanship	✓			✓
Club	✓			✓
Community Garden	✓			✓
Community Institution	✓			✓
Convenience Store	✓			✓
Day Care Center	✓			✓
Deli	✓			✓
Dry Cleaning and Laundry	✓			✓
Educational Use	✓			✓
Emergency Services	✓			✓
Employment Office	✓			✓
Food Service	✓			✓
Funeral Home	✓			✓
Gas Station	✓			✓
Governmental Use	✓			✓
Health Care Clinic	✓			✓
Homebased and Mobile	✓			✓
Neighborhood Clinic	✓			✓
Office and Professional Use	✓			✓
Parking Lots	✓			✓
Public Structure	✓			✓





## Municipal Planning Strategy Chapter 14 | Implementation

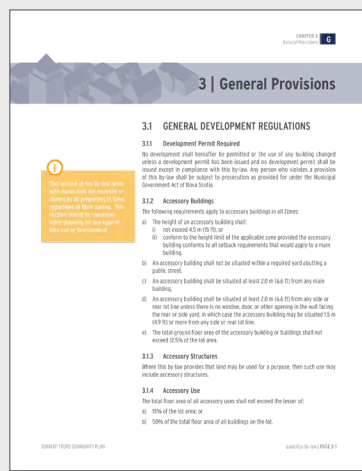


Municipal Planning Strategy (MPS) Chapter 14: Implementation is an important section of the MPS that is not linked to any one Policy Area. This Chapter sets out the policies and procedures on how to implement all the other policies in the MPS.

This Chapter includes procedures and requirements for development agreements, plan amendments and rezonings as well as the evaluative criteria that Council and Planning Staff consider as part of these applications.



## Land Use By-law Chapter 3 | General Provisions



Another important Chapter that is not linked to one specific Policy Area is Municipal Planning Strategy Chapter 2: General Development. This Chapter contains the policies that cover development issues that are general and apply throughout Town. This includes matters like parking and signage.

The General Development Polices are implemented in the Land Use By-law. Chapter 3: General Provisions is an important Chapter that must be consulted as part of any land use proposal.

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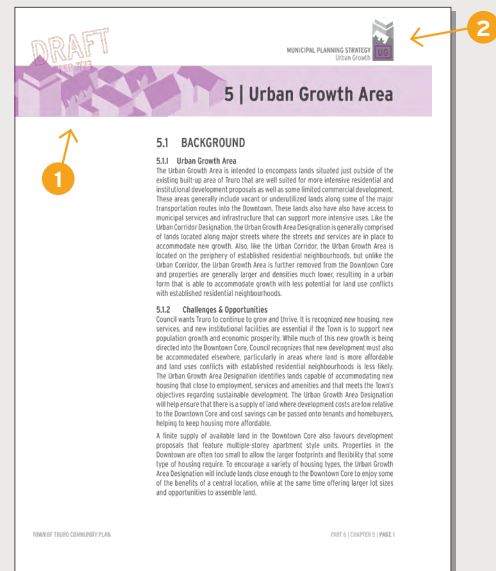
## 1.3 HOW TO USE THIS DOCUMENT

This document along with the Land Use By-law (LUB) have been designed to be used in tandem, with the Municipal Planning Strategy (MPS) setting out the policy framework for the regulations found in LUB. The MPS and LUB are intended to be companion documents and anyone who has an interest in land use and development matters in the Town should always consult both because, together, these documents define exactly how a parcel of land within Truro may be used and developed. These documents also set out the development application process, application requirements, the public engagement process. This section of the Plan will define the steps that need to be taken to develop a parcel of land and also set out the roles the various stakeholders have in the development process. On pages 10 and 11 is a detailed graphic that outlines the typical steps taken for different types of development applications.

The development process typically begins with a site. Policies and regulations may vary from one site to another depending on location. The Town is divided up into different policy areas based on the urban forms defined in the transect illustrated in the previous Section. These Policy Areas are illustrated on the Policy Area map which is attached to and forms part of this MPS. This MPS is also organized into chapters based on these policy areas. The land use policies and regulations that apply to any given parcel of land are determined by the Policy Area in which the parcel is located. A property in the Downtown Core Policy Area, for example, would be subject to the Chapter 3: Downtown Core.

Once the Policy Area Map has been consulted and it is determined which Policy Area the site is located in, the corresponding chapter in the MPS should be consulted. That chapter will set out policies that define how the site can be developed and set out the regulatory framework for the corresponding zone or zones in the LUB that will implement Council's objectives and specific policies that apply to this Policy Area. These policies may include a general description of the types of uses that will be permitted in the corresponding zone or zones and indicate what, if any, land use, design, or urban form regulations that will apply.

1. Colour coordinated title bars for each MPS Chapter heading that links back to the colour of the corresponding policy area on the Town's Policy Area Map.
2. Headers on each page indicating the Chapter title along with a colour coordinated symbol that identifies the Policy Area to help navigate around the document.
3. Policies are differentiated from other text and placed in a distinct text box.
4. Each policy is numbered with a Policy Area prefix.
5. Policies are flagged with markers that link each policy with a community goal. The policy shown, for example, is linked to the community goals "Inclusive Community" and "Housing for All".





The chapter associated with each policy area will also define certain classes of development or circumstances that may require discretionary planning approvals, such as site plan approval or a development agreement. This is important, because some uses may not be permitted as-of-right in a particular zone. If a development is permitted as-of-right, it means that the development only needs a development permit and no special approvals, such as a development agreement, are required. Just because a use is not permitted as-of-right, however, does not mean they are not eligible for consideration in that zone by site plan approval, development agreement, or by rezoning to another zone. Consulting the MPS and determining what Policy Area applies to a site is, therefore, a key first step in any development process.

In addition to chapters for each Policy Area, the MPS also contains a few chapters that apply throughout the Town and may have to be consulted as part of any development process. Chapter 2: General Development sets out the policies that deal with development issues such as signage and parking that are common throughout Town. These policies indicate that it is Council's intention to regulate these types of issues and they also provide the basis for the related regulations in the LUB. While this Chapter provides important policy support for the land use regulations that apply to most development, the actual regulations are found in the General Provisions section of the LUB. It may be that consulting the general regulations in the LUB rather than the supporting policies in the MPS is more relevant to the development process.

A second important Chapter in the MPS that applies to lands throughout Town is Chapter 14: Implementation. Once the applicable Policy Area has been determined, the relevant policies identified, and the corresponding zone and land use regulations identified, it is possible that the development being proposed will require a variance, site plan approval, development agreement, LUB text amendment, or a rezoning. It may also not be permitted at all by the current plan and require that the MPS be amended. Chapter 14: Implementation is important in these instances because it this Chapter sets out the requirements and procedures that are to be followed for planning applications such as development agreements, variances and site plan approvals. It also sets out the evaluative criteria to be used when processing a rezoning or development agreement application. Site plan approval criteria, on the other hand, are set out in the relevant zone in the LUB in accordance with the Municipal Government Act. The public engagement procedures for all types of planning applications are also found in the Implementation Chapter.

The Community Plan is intended to be organized and formatted in way that makes it easy for all stakeholders to understand. The policies and regulations that guide the land use development process can, however, be a bit complex. In essence, the process can be simplified as follows. Step one is determining the Policy Area and corresponding Zone. Step two will be reviewing the applicable policies found in the relevant Policy Area and the applicable zoning regulations found in the relevant Zone. These chapters will set out most of the information needed to understand how a parcel of land may be developed. Finally, if a planning application is required, then the Implementation Chapter needs to be consulted. Of course, individuals interested in the planning process or Truro's land use policies or regulations are always welcome to consult with the Town's Planning & Development Services Department.

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# Using this Document

## A Step-by-Step Guiding to Typical Development Processes

1



**“The Idea”**  
A preliminary development concept for a property

2



Using the Policy Area map, available on line or at the Town Office, determine the Policy Area in which the property is located

3



Review the chapter in the Municipal Planning Strategy (MPS) that corresponds to the policy area on the map. The MPS is available on line or at the Town Office

MPS Polices support your proposal

MPS Polices indicate your proposal requires a rezoning or development agreement

MPS Polices do not support your proposal MPS Amendment required

4



Confirm the zoning of the property using the zoning map. The Zoning Map is available on line or at the Town Office



Review MPS Chapter 14: Implementation to view application process for development agreements and rezonings

GO TO STEP 6



Review MPS Chapter 14: Implementation to view process for plan amendments

GO TO STEP 6

5



Review the chapter in the Land Use By-law (LUB) that corresponds to the Zone on the map

If a flood overlay applies to the property, you will also need to review the corresponding section in the LUB

If the proposed use is permitted, the regulations for the applicable zone will indicate the type of approval the use requires



As-of-right



Conditional Use



Site Plan Approval



Development Agreement

GO TO STEP 6



**6**

As-of-Right or Conditional Use

Review Chapter 3: General Provisions in the Land Use By-law (LUB) for parking, signage, accessory building, etc. regulations

GO TO STEP 8

Site Plan Approval

PLANNING

Make application for Site Plan Approval at the Planning Office

Application Requirements found in LUB Chapter 2: Administration

GO TO STEP 8

Development Agreement or Rezoning

PLANNING

Make application for a Development Agreement or Rezoning at the Planning Office

Application Requirements found in MPS Chapter 14: Implementation

GO TO STEP 8

MPS Amendment

PLANNING

Make application for a MPS Amendment at the Planning Office

Application Requirements found in MPS Chapter 14: Implementation

GO TO STEP 8

**7**

PLANNING

Planning & Development Staff review Site Plan Approval Application and make a decision

Site Plan Approval Criteria found in LUB Under Zone Requirements

GO TO STEP 8

Council considers Rezoning or Development Agreement Application and makes a decision

Evaluative Criteria found in MPS Chapter 14: Implementation

GO TO STEP 8

Council considers MPS Amendment Application and makes a decision

GO TO STEP 8

**8**

PLANNING

If the proposal meets all applicable requirements and/or approval is granted, application is then made for a Building and Development Permit

**9**

Permit is Issued

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Development Proceeds

- Con
- Intro
- G
- DC
- UC
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- BI
- FG
- PO
- ES
- IN
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## 1.4 APPLIED COMMUNITY GOALS

One final organizational feature of this Municipal Planning Strategy (MPS) to be highlighted is the coded flags that have been assigned to each Policy found throughout the MPS. These flags are a visual link back to one of 16 Community Goals set by Council. A full description of these goals can be found in Part D of this Community Plan. These Community Goals, along with their coded flag, are shown below.

- |                                       |  |
|---------------------------------------|--|
| <b>INC</b> Inclusive Community        | <b>HOU</b> Housing for All                   |
| <b>ATR</b> Attractive Community       | <b>RSL</b> Resilient Community               |
| <b>VIB</b> Vibrant Community          | <b>CTR</b> Strong Regional Centre            |
| <b>ACT</b> Active & Healthy Community | <b>COL</b> Collaborative Community           |
| <b>ENV</b> Steward of the Environment | <b>PRO</b> Prosperous Community              |
| <b>GRW</b> Growing Sustainably        | <b>GOV</b> Good Governance                   |
| <b>FIS</b> Fiscally Responsible       | <b>SEC</b> Safe & Secure Community           |
| <b>ENG</b> Engaged Community          | <b>SVC</b> Quality Infrastructure & Services |

Each policy in the MPS will have one of these coded flags in the upper left hand corner of the text box containing the policy text and number. This formatting feature is intended to allow readers to clearly connect Council’s Community Goals to the implementing policy in these planning documents. A graphic highlighting this and other key features of the document is shown on the following page.

## 1.5 STATEMENTS OF PROVINCIAL INTEREST

In accordance with Section 198(1) of the Municipal Government Act, the Town’s Planning Documents are required to be reasonably consistent with the Province’s Statements of Provincial Interest. There are five Statements of Provincial Interest and they cover the following topics: Drinking Water, Flood Risk, Agricultural Land, Infrastructure, and Housing. These statements of Provincial interest recognize the importance of the Province’s land and water resources. The statements also address issues related to the future growth of Nova Scotian communities. They are intended to serve as guiding principles to help Provincial Government departments, municipalities and individuals in making decisions regarding land use and they are supportive of the principles of sustainable development. The Statements are general in nature and are intended to provide guidance rather than rigid standards.

The Town has prepared this plan in accordance with the Statements of Provincial Interest and the table on the following page describes how these Planning Documents respond to each statement. The table also provides a reference the policies found in this plan that are intended to implement the corresponding Statement. The list of policies in the table is not intended to be exhaustive, it is a partial list only, and is only intended to demonstrate compliance.

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- PO
- ES
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<i>Statement of Provincial Interest</i>	<i>Comments on Truro's Compliance</i>	<i>Implementing Policies†</i>
<b>Drinking Water</b>	Town of Truro has adopted a Source Water Protection Plan for the Town's water supply, the Lepper Brook Watershed. The Town has also implemented land use controls for lands in the watershed, specifically through the Watershed Residential (WR) and Environmental Reserve (ER) Zones.	ES-25, ES-26, ES-29, ES-33, ES-35
<b>Flood Risk</b>	The Town has updated its flood plain mapping and determined flood elevations for 1:100 and 1:20 events. The Town has identified certain areas of the flood plain that are essential to the effective drainage of flood waters and these areas are off-limits to new development. The Town has implemented flood-proofing requirements for any new development, including additions, in identified 1:20 and 1:100 flood overlay zones. The Town also restricts the placement of off-site fill material within the 1:20 flood plain.	ES-4, ES-5, ES-6, ES-7, ES-8, ES-9, ES-38, ES-41, ES-45, ES-50, ES-51
<b>Agricultural Land</b>	There is very little active farmland within the Town of Truro. Most farmland is located within the flood plain of the Salmon River and, as such, is already off-limits to most development. Active farmland in the Harmony/Camden area is within the Lepper Brook Watershed and, while not specifically protected, development potential is limited due to restrictions on development in the Watershed.	No specific policies related to agricultural land preservation or protection.
<b>Infrastructure</b>	For nearly 20 years the Town has been actively encouraging intensification and new development on existing services and infrastructure to accommodate new growth without adding new infrastructure costs. These planning documents continue to promote a compact development pattern and efficient use of existing infrastructure. The Town will be undertaking a Water Distribution Capacity Study and we continue to work with our regional partners on sewage treatment.	GR-8, GR-9, DC-12, UC-12
<b>Housing</b>	These planning documents promote the creation of new housing units in all existing neighbourhoods. Conversions of existing single unit dwellings to 3 or 4 units is promoted and accessory dwelling units, including detached accessory dwelling units, are promoted in this Community Plan as an affordable and sustainable way to create new housing. Residential care facilities are permitted in accordance with Provincial guidance.	GR-2, GR-3, GR-4, GR-18 DC-14 DN-7, DN-9 UC-2, UC-3, UC-4, UC-15

† The list of policies provided here is not a complete list nor is it intended to be an accurate reference to the relevant policies or their content. Please consult the text of the Municipal Planning Strategy for an accurate reference and interpretation of the relevant policies.

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## 2 | General Development



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### 2.1 INTRODUCTION

Most of Truro's Municipal Planning Strategy is organized into parts that correspond to different land use categories such as Commercial or Industrial. Each of these parts contain land use policies that relate specifically to the category of land use covered in that particular part of the document. There are, however, a number of development issues that are common throughout the Town and that are not unique to any specific land use category. These general development issues are covered in this Part.



## 2.2 NON-CONFORMING STRUCTURES & USES

### 2.2.1 Interpretation

The term 'non-conforming' applies to land uses and structures which do not comply with current Land Use By-law regulations, but which were legally permitted under previous by-laws. The *Municipal Government Act* specifically addresses non-conforming structures, non-conforming structures used for residential purposes, non-conforming uses of land, and non-conforming uses of a structure. The *Act* contains provisions which recognize the legal status of these uses and allows some of the development rights normally reserved for uses and structures that conform to the applicable by-laws. The Town will deal with these non-conforming uses and structures in accordance with the *Act*.

#### Policy G-1

GOV

It shall be a policy of Council to administer non-conforming uses as provided for in the *Municipal Government Act* except where otherwise provided for in this section.

### 2.2.2 Special Provisions for Existing Non-Conforming Structures

The ability of a property owner to reconstruct, repair, or expand an existing non-conforming structure is restricted by the *Municipal Government Act*. In accordance with Section 242 of the *Municipal Government Act*, the Town is able to provide for a relaxation of these restrictions. There are many examples of non-conforming structures in Truro and in most instances they have coexisted with neighbouring properties with little or no conflict. Rather than preclude the potential for the redevelopment of these structures, it is the intention of Council to make provision for the reconstruction, repair, or expansion of these structures when such a proposal is not permitted by the *Municipal Government Act*. Council shall ensure that suitable application procedures and review processes are in place to effectively evaluate these proposals and consider the overall interests of the Town and the impact on abutting properties and uses.

#### Policy G-2

ATR COL PRO

It shall be a policy of Council to collaborate with existing businesses that do not conform to existing planning regulations on projects designed to better integrate the use into the community, improve the appearance of the Town, and mitigate potential negative land use impacts.

#### Policy G-3

GOV

It shall be a policy of Council to not require a development agreement and permit as-of-right any proposal to enlarge, reconstruct, or repair an existing non-conforming structure provided the proposal does not further reduce the minimum required yards or separation distances that do not conform with the Land Use By-law.

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**Policy G-4**

GOV

It shall be a policy of Council to consider proposals to reconstruct, repair, or expand an existing non-conforming structure by development agreement where such a proposal would not otherwise be permitted by this Municipal Planning Strategy or the *Municipal Government Act*. When considering a development agreement application pursuant to this policy Council shall have regard for the following:

- a) the normal evaluative criteria for development agreements set out in Chapter 14, Implementation;
- b) that the proposed development is situated entirely within the boundaries of the existing lot;
- c) if the proposal is to repair or reconstruct a structure, that the application for development agreement be made within one year of the damage that necessitates the repair or reconstruction;
- d) that any proposed increase in floor area, lot coverage, outdoor storage, parking, building height is effectively mitigated through a combination of increased setbacks, landscaping, buffering, and architectural design; and
- e) that the proposed structure does not further encroach on abutting properties where the former structure did not meet applicable setback requirements.

**2.2.3 Special Provisions for Existing Non-Conforming Uses**

The ability of a property owner to recommence or expand an existing non-conforming use is restricted by the *Municipal Government Act*. In accordance with Section 242 of the *Municipal Government Act*, the Town is able to provide for a relaxation of these restrictions. There are many examples of non-conforming uses in Truro and in most instances they have coexisted with neighbouring properties with little or no conflict. In situations where these uses have been discontinued or there is a demand for the use to grow, the property owner may wish to recommence the use or they may propose that the use expand. Council wishes to have the discretion to approve or refuse a proposal to recommence or expand a non-conforming use by development agreement when such a proposal is not permitted by the *Municipal Government Act*. Council shall ensure that suitable application procedures and review processes are in place to effectively evaluate these proposals and appropriately consider the overall interests of the Town and the impact on abutting properties and uses.

**Policy G-5**

COL PRO

It shall be a policy of Council to accommodate existing legal nonconforming uses that have not created land use conflicts with surrounding uses.

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### Policy G-6

GOV

It shall be a policy of Council to consider proposals to recommence or expand an existing non-conforming use by development agreement where such a proposal would not otherwise be permitted by this Municipal Planning Strategy or the *Municipal Government Act*. When considering a development agreement application pursuant to this policy Council shall have regard for the following:

- a) the normal evaluative criteria for development agreements set out in Chapter 14: Implementation;
- b) that the proposed development is situated entirely within the boundaries of the existing lot;
- c) that the application for development agreement to permit a use to be recommenced be made within one year of the discontinuance;
- d) that any proposed increase in floor area, lot coverage, outdoor storage, parking, building height is effectively mitigated through a combination of increased setbacks, landscaping, buffering, and architectural design; and
- e) that the proposed use does not further encroach on abutting properties where the former use did not meet applicable setback requirements.

## 2.2.4 Existing Lots and Buildings

The Town of Truro has a fairly long history of development and there are many structures and lots in the Town that predate modern planning and subdivision regulations. Many of these structures and lots do not conform to the Town's current Land Use and Subdivision By-laws. Although most of these situations are addressed through the non-conforming provisions in the *Municipal Government Act* there are situations which are not addressed by the *Act*, particularly with respect to existing lots and to existing buildings not used for residential purposes. Council wishes to allow some limited flexibility in such cases to encourage reinvestment in existing buildings and to accommodate efficient use of land.

### Policy G-7

GOV

It shall be a policy of Council to permit an existing structure or existing non-conforming structure situated on an existing lot to be occupied by a use permitted in the applicable zone. This policy shall apply even if the structure does not meet the lot area and other yard requirements applicable to the proposed use.

## 2.2.5 Existing Uses Exempt

When an existing use is expanded and the number of units or floor area increased, it has been the Town's practice to only calculate land use by-law requirements for parking and amenity space based on the new units or new floor area created. What existed prior to the expansion is considered a non-conforming situation and not taken into account, regardless of whether or not the use had less than the required parking or less than the required amenity space.



**Policy G-8**

GOV HOU

It shall be a policy of Council to permit the limited expansion of an existing non-conforming structure containing a single unit dwelling on a lot that does not have frontage on a public street but which has legal access to a public street otherwise.

**Policy G-9**

GOV PRO

It shall be a policy of Council to exempt existing uses from parking and amenity space calculations and only consider new floor area or new units when evaluating a proposal to expand an existing use.



**2.3 ACCESSIBILITY**

**2.3.1 Accessibility Plan**

Accessibility is a human right. The equal rights of a person are denied when access to transportation, buildings, facilities, services, and information is difficult. Council is committed to addressing identified accessibility issues within Truro. Along with other regional partners, the Town adopted a Regional Accessibility Plan in 2022. This plan outlines the necessary steps that the Town must take to achieve a barrier-free community where everyone can participate fully. Council intends to take the necessary steps to implement the recommendations of the Regional Accessibility Plan and work with the Regional Accessibility Committee to develop an implementation strategy.

**Policy G-10**

COL INC

It shall be a policy of Council to collaborate with regional partners on the implementation of the 2022 Regional Accessibility Plan and adopt a strategy for implementing the initiatives and recommendations identified in the Plan.

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**Policy G-11**

INC

It shall be a policy of Council to support a standing committee to oversee the implementation of the 2022 Regional Accessibility Plan.

**2.3.2 Accessible Built Environment**

Universal design standards for the built environment establish requirements intended to ensure that buildings, streets, sidewalks, and other public spaces are accessible for everyone. Council intends to align it's land use regulations with the universal design standards developed and adopted by the standing committee working to implement the 2022 Regional Accessibility Plan.

**Policy G-12**

ACT SVC INC

It shall be a policy of Council to develop and adopt universal design standards for Town-owned facilities, parks and infrastructure.

**Policy G-13**

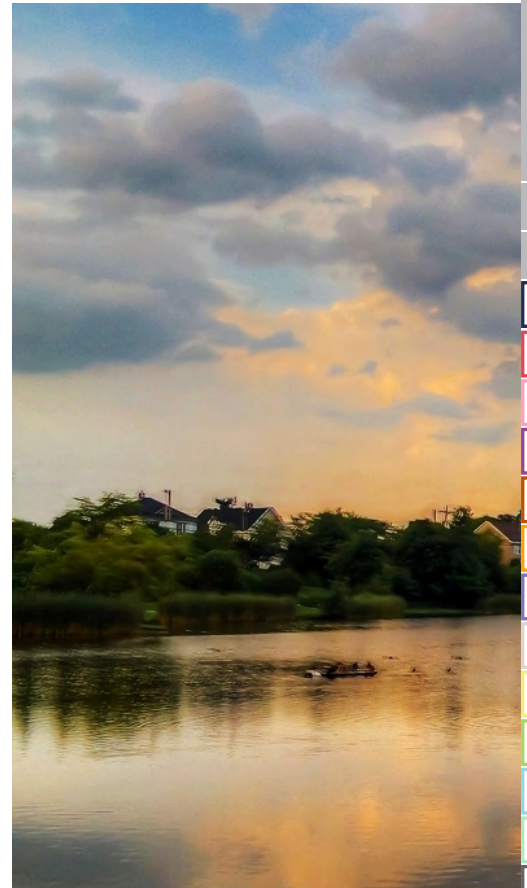
GOV SVC INC

It shall be a policy of Council to align the Town's Land Use By-law regulations with the universal design standards and accessibility requirements developed by the standing committee overseeing the implementation of the 2022 Regional Accessibility Plan.

**2.4 AMENITY SPACE**

**2.4.1 Recreation and Amenity Space**

An individual's health and quality of life is dependent on easy access to space that is suitable for both passive and active recreational activities. To ensure that Truro's residents have access to suitable recreation space, Council intends to require that any development that includes a residential component be required to provide recreation space. The amount of space required will be calculated based on an estimate of the number of residents within a development. Ideally, required recreation space would consist of landscaped outdoor space that is suitable for use by the tenants and visitors of the development for active or passive recreation. This may include balconies, terraces, and rooftop green space. Council recognizes that it may be necessary for developments in more dense and built-up areas of Truro to utilize interior common rooms and nearby public recreation spaces/facilities in order to provide sufficient amenity space for residents.



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#### Policy G-14

ACT

It shall be a policy of Council to encourage new multiple unit residential development to include provision for adequate and usable recreation and amenity space for residents and visitors of the development.

#### Policy G-15

GRW

ACT

It shall be a policy of Council to consider including interior or rooftop space as part of a development's amenity space requirement for a development located in the Downtown Core or Urban Corridor Designation.

#### Policy G-16

ACT

ATR

It shall be a policy of Council to consider the proximity and availability of public recreation facilities/spaces when evaluating the provision of amenity space for use by residents and visitors of a development located in the Downtown Core, Downtown Neighbourhood, or Urban Corridor Designation.



## 2.5 NOISE, ODOUR, AND EMISSIONS

### 2.5.1 Obnoxious Uses

Council recognizes the need to accommodate a wide range of commercial and industrial uses in order to support a thriving local economy. Council also recognizes that this must be balanced with the need to ensure that the residents of Truro enjoy a high quality of life. Ensuring that all residents have a reasonable expectation to quietly enjoy their homes, properties, and public spaces is key to maintaining a high quality of life for Truro’s residents.

Council wants to prohibit the development of uses that are considered obnoxious by reason of noise, dust, odour, vibration, smoke or other emission. Council will, however, consider permitting a potentially obnoxious uses where it has been demonstrated that measures have been taken to eliminate any emissions and address any potential land use conflicts.

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#### Policy G-17

ATR

It shall be a policy of Council to strive for the reduction of airborne pollutants such as particulates, greenhouse gasses, noise, vibrations, light, and odours.

#### Policy G-18

ATR

It shall be a policy of Council to limit or prohibit the development of uses that are likely to be obnoxious by reason of noise, dust, odour, vibration, smoke or other emission.

#### Policy G-19

ATR

It shall be a policy of Council to consider the development of a permitted use that has the potential to be obnoxious by reason of noise, dust, odour, vibration, smoke or other emission provided satisfactory measures have been taken to reduce or eliminate any emission that is likely to impact individuals on neighbouring properties.

#### Policy G-20

GOV

ATR

Where the Development Officer determines that a proposed use is likely to have a negative impact on the surrounding community due to noise, dust, odour, vibration, smoke or other emission, it shall be a policy of Council to, at its sole discretion, consider the proposed use by development agreement.



**Policy G-21**

GOV ATR

It shall be a policy of Council to, when considering a development agreement application pursuant to Policy G-20, have regard for the following matters:

- a) that the proposed use is permitted in the zone;
- b) that appropriate measures have been taken to prevent the escape of any odour, emission, vapour, dust, or other airborne matter such as the installation of an adequate air filtration system;
- c) that appropriate measures have been taken to prevent excessive noise levels that are likely to disturb individuals on neighbouring properties such as the installation of noise barriers or acoustical enclosures; and
- d) that the proposed use is reasonably unlikely to disturb individuals on neighbouring properties due to factors such as:
  - i) the type, frequency, intensity or duration of the noise, odour, emission, smoke, vapour, dust or other airborne matter;
  - ii) the proximity to neighbouring properties;
  - iii) the nature and use of the surrounding area; and
  - iv) the effects of the noise odour, emission, smoke, vapour, dust or other airborne matter.

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## 2.6 OUTDOOR STORAGE & DISPLAY

### 2.6.1 Outdoor Storage

Outdoor storage is a necessary component for some businesses. Some commercial and industrial uses, such as car dealerships and lumber yards, require large quantities of storage space for their wares. Under most circumstances it is not economical to construct large buildings for the storage of such goods and outside storage is often the only alternative. Because outdoor storage is highly land consumptive and may be considered unsightly in some instances, it will be limited to certain zones. Standards regarding setback, height, and lot coverage for outside storage are aimed at minimizing the impact on adjacent properties and uses.

### 2.6.2 Outdoor Displays

It is a common practice for businesses, notably retail stores, to display merchandise outside of the actual store, often on public properties and rights-of-way such as sidewalks. While this is generally desirable, such uses should be regulated in order to prevent too great a use of public property which may disrupt pedestrian traffic or present a safety hazard. Merchants will also benefit from the establishment of standards, as it will allow them to know beforehand where and how such space may be utilized.



**Policy G-22**

VIB ATR

It shall be a policy of Council to limit outdoor storage and display where this type of land use might be incompatible with neighbouring uses in terms of aesthetics and visual impact.

## 2.7 PARKING & LOADING

### 2.7.1 Parking Requirements

Despite the growing emphasis placed on alternative modes of transportation in many Canadian communities, the private automobile continues to be the most common means of getting around Truro. Although the Town has an extensive network of sidewalks, there is currently minimal infrastructure in place for other modes of active transportation and, aside from a small on-demand accessible transit service, there is no public transit system. The Town recognizes that more needs to be done to provide alternative means of transit and efforts are currently being made to implement an active transportation strategy.

As the Town plans for its future it will be actively working to develop and grow in a way that requires fewer cars and, consequently, less parking. In the meantime, the Town must consider the provision of adequate parking when making land use decisions. It is understood that many businesses and residents rely on cars and may continue to do so for the foreseeable future and it is understood that it may take several years for Truro to transition into a more walkable community that features a variety of transit options. It is, therefore, Council's intention to regulate parking in a way that balances the need to ensure there is an adequate supply of parking with the need to ensure that the Town is well positioned to move away from a reliance on the private automobile.



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To make certain the Town continues to develop in an orderly fashion, Council intends to require parking for most new development. Effort will be made to ensure that the amount of parking developed is no more than what is required and parking requirements will be based on a careful assessment of need. Because the amount of parking required is directly linked to the nature of the land use, it is also the intention



of Council to base parking requirements on the type and intensity of a land use. Required parking for new developments is to be provided in dedicated off-street lots and will not include on-street parking or public parking lots. While most areas of Town permit on-street parking, these spaces are intended for temporary use only and are not well-suited for long-term or overnight parking, especially during the winter months when on-street parking interferes with snow removal. Also, there would be too few on-street spaces to safely accommodate demand if all development did not include some provision for off-street parking.

#### Policy G-23

SVC

It shall be a policy of Council to ensure that there is sufficient parking in Truro to meet demand by developing and maintaining public parking facilities and by establishing parking requirements for new development.

#### Policy G-24

GOV

It shall be a policy of Council to establish parking requirements within the Land Use By-law which will require minimum on-site parking based on land use type and intensity.

### 2.7.2 Managing Demand for Parking

Council recognizes that less infrastructure for parking and cars can help make our community more livable, sustainable and attractive. How we build our community can have a significant impact on how much land is consumed for the parking and movement of cars. Having less land dedicated to parking can contribute to a more compact urban form that will result in shorter commutes, increased walkability and consequently less travel by car. This, in turn, can further reduce the need for parking.

#### Policy G-25

ENV ACT ATR

It shall be a policy of Council to favour development proposals that achieve a more compact urban form by reducing or eliminating surface parking.

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**Policy G-26**

SVC FIS

It shall be a policy of Council to undertake a review and inventory existing public parking to inform decision making around the creation of public and private parking lots.

**Policy G-27**

SVC FIS

It shall be a policy of Council to explore options for paid parking on public streets and parking lots as a means to generate revenue that can be used to development and improve public parking facilities.

**Policy G-28**

FIS

It shall be a policy of Council to regulate private use of public parking lots and require payment for long term or overnight parking.

**2.7.3 Appropriate Provision of Parking**

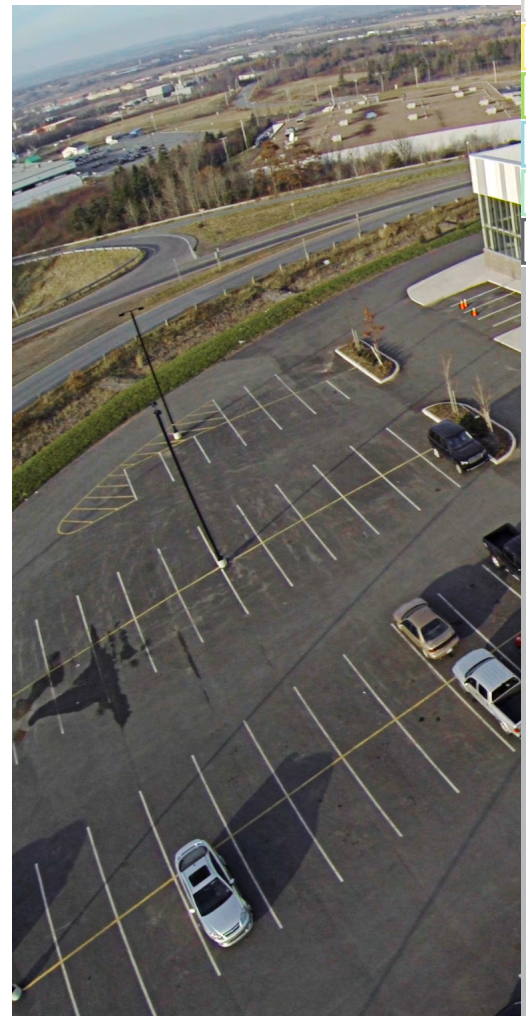
Like many other Canadian communities, parking lots make up much of Truro's urban landscape. Many of these parking lots are frequently empty or have just a few cars, suggesting that the Town has far more parking than is actually needed. While the provision of adequate off-street parking is an important objective there are often situations where the arbitrary application of parking requirements has resulted in more parking than is required. There are negative environmental and aesthetic impacts associated with the provision of too much parking. The development of parking lots can contribute to a loss of green space and an increase in impervious surface which creates storm water management issues and water quality issues. In many instances required parking lots are underutilized and would have been much more beneficial to the surrounding community had they been left as undeveloped green space.

To help ensure that parking is only provided where it is necessary, the Town wants to exercise more discretion when calculating parking requirements. This approach allows for consideration of the circumstances that may affect demand for parking. The Town will consider shared parking where it can be demonstrated that such an arrangement will work and the Town will consider relaxing parking requirements for residential developments where residents are less likely to own an automobile. The latter will apply to situations where proximity to the downtown or some other factor affects the likelihood that residents will need to drive to access amenities, services, and employment.

**Policy G-29**

ENV ACT ATR GOV

It shall be a policy of Council to implement parking requirements that are based on an assessment of anticipated demand that includes consideration of factors such as the likelihood that the clientele or residents of a development will travel by private automobile.



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**Policy G-30**

ENV ACT ATR PRO

It shall be a policy of Council to ensure that parking requirements in Truro balance the need to provide adequate parking for local businesses with the need to ensure that parking lots do not dominate the urban landscape and create an automobile-oriented environment that is not pedestrian friendly.

**2.7.4 Environmental and Aesthetic Impact of Parking Lots**

Council is concerned about the significant environmental and aesthetic impacts often associated with the development of parking lots. Parking lots typically involve large expanses of asphalt and minimal landscaping or trees which can contribute to an urban heat island effect, storm water management issues, and water quality problems. Parking lots also tend to be automobile dominated spaces that have a negative impact on community aesthetics. Streets and public spaces adjacent to parking lots are rarely walkable or comfortable pedestrian environments.

In order to avoid having an urban environment characterized by parking lots, it is Council's intent to encourage development proposals that include minimal surface parking, or where structured parking is not feasible, proposals that incorporate low impact development standards that help minimize environmental impacts and landscaping elements designed to soften the visual impact on surrounding properties and public spaces.



**Policy G-31**

ENV CTR ATR

It shall be a policy of Council to implement development standards that minimize the amount of land that is utilized for surface parking, particularly in and around the Downtown and in residential neighbourhoods.

**Policy G-32**

ATR

It shall be a policy of Council to implement design and landscaping standards for parking lots to minimize their visual impact on neighbouring properties, public spaces, and streets.

**Policy G-33**

SVC RSL ATR ENV

It shall be a policy of Council to minimize potential environmental impacts of any new surface parking lots by incorporating Low Impact Design principles in their design and construction.

**2.7.5 Exemptions from Parking Requirements**

While most new developments will be expected to provide parking, Council recognizes that there will be circumstances where the creation of new parking is not warranted or desirable. The arbitrary application of parking requirements to all development scenarios would likely result in the creation of more parking than is needed. Due to the negative environmental and aesthetic impacts associated with parking lots, which were discussed earlier in this section, Council is interested in reducing the amount of land consumed by surface parking.

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There are also potential benefits that can be achieved by reducing or waiving parking requirements. As part of its efforts to revitalize the downtown, it is an objective of Council to encourage new development and the reuse of existing structures in the downtown area. However, downtown Truro features many old buildings on small irregularly shaped lots that are not able to accommodate off-street parking. Downtown real estate is also expensive and having to acquire land for parking does not always make financial sense. This can be a significant obstacle to overcome and in many cases will discourage potential investors or developers who are interested in redeveloping our old buildings or developing vacant lots. For several years the Town has had a cash-in-lieu of required parking system in place to help an effort to accommodate downtown development. However, the cash-in-lieu option tends to be cost prohibitive for developers and has never been used.

In an effort to revitalize the downtown by attracting new development and accommodating the reuse of existing buildings, Council intends to waive parking requirements for most uses in the Downtown area and any use that involves the reuse of an existing structure. It is anticipated that parking for commercial uses can be accommodated through a mixture of on-street parking and public parking lots. The Downtown and surrounding areas are also very walkable and it is expected that many trips will be made on foot, reducing the need for parking. The Town will continue to monitor the Downtown parking situation and rescind this policy or develop new parking areas should parking availability become a problem.

New residential units in new structures located in the Downtown and surrounding areas will not be exempt from parking requirements as overnight parking on the street or in public lots tends to interfere with snow-clearing. Residential uses will be required to develop off-street parking lots or structured parking. Parking supply has not been a problem in Downtown Truro but parking requirements for new residential developments has been a topic of much discussion during Council's evaluation of new multi-unit residential developments. In and around the Downtown, proposals with parking ratios of one space per dwelling unit or less have become the norm. Council has been approving these developments provided they are situated within walking distance of services, amenities and employment or where the tenants are not expected to have a vehicle due to some factor such as age or mobility issues. Council has also been approving reduced parking ratios where the developer provides bicycle parking or direct access to active transportation routes. Going forward, Council intends to implement parking requirements in the Downtown and surrounding area that take into consideration these and other factors which may impact demand for parking.

Another benefit of reducing parking requirements is the cost savings that can be realized by not having to construct and maintain parking facilities. These savings can help make housing units more affordable and it is Council's intention that parking requirements be reduced for proposals that include affordable housing units.

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**Policy G-34**

HOU ACT

When evaluating the provision of parking for a new development proposal, it shall be a policy of Council to take into consideration factors that may impact the need for parking such as: the development's proximity to services, amenities, and employment; access to active transportation; access to public transit; or access to a car sharing service. Council shall also take into consideration whether or not the development is intended for residents who are less likely to own an automobile due to factors such as age, employment status, income, or mobility

**Policy G-35**

HOU ACT

When establishing parking requirements, it shall be a policy of Council to take into consideration factors that may impact the need for parking such as: the development's proximity to services, amenities, and employment; access to active transportation; access to public transit; or access to a car sharing service. Council shall also take into consideration whether or not the development is intended for residents who are less likely to own an automobile due to factors such as age, employment status, income, or mobility.

**Policy G-36**

PRO

It shall be a policy of Council to waive or reduce parking requirements in the Downtown and surrounding areas to encourage investment and redevelopment.

**Policy G-37**

HOU

It shall be a policy of Council to waive parking requirements for residential conversions of existing buildings in the Downtown.

**Policy G-38**

INC HOU

It shall be a policy of Council to consider waiving or reducing parking requirements to lower development costs where the cost savings are used to create affordable housing units.

**Policy G-39**

ACT ATR ENV

It shall be a policy of Council to consider allowing reduced parking requirements for uses that have a peak demand for parking at different times provided the shared parking is situated within a suitable distance of each use and provided that each party enters into a joint use agreement.

**Policy G-40**

GOV SVC

It shall be a policy of Council to monitor the availability of parking in the downtown area to ensure that adequate parking is available for the clientele of downtown businesses and to determine if the Town should acquire and develop land for the provision of additional public parking.

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### 2.7.6 Cash-in-Lieu of Required Parking

In the event that parking requirements can not be met, a developer has the option of providing cash-in-lieu of parking. The cash payment is intended to be used by the Town to acquire and develop public parking areas as required. The payment is calculated based on a formula that takes into consideration the cost of acquiring land, developing the parking area, and the ongoing maintenance of the parking area. The cash-in-lieu provision is only available in the Downtown Core, Downtown Neighborhood, and Urban Corridor Policy Areas where the Town currently maintains a number of public parking areas. A combination of the cash-in-lieu and on-site parking will also be acceptable.

#### Policy G-41

SVC FIS

It shall be a policy of Council to develop a formula for calculating cash-in-lieu of required parking.

#### Policy G-42

SVC FIS

It shall be a policy of Council to accept cash-in-lieu of required parking in the Downtown Core, Downtown Neighbourhood, and Urban Corridor Policy Areas.

### 2.7.7 Design Standards for Parking Areas

The establishment of minimum dimensions for parking stalls and aisles is essential to ensure that parking stalls and aisles are not too small to effectively function and accommodate the required number of vehicles.

Parking lots are rarely regarded as a welcome addition to any neighbourhood and they typically feature a large, featureless expanse of asphalt that has a negative visual impact on the surrounding uses and abutting streets. Where possible, it is desirable that parking lots be situated in rear yards or side yards away from streets and hidden from view by a building. Council recognizes that this is not always feasible and in situations where parking abuts a street or another property, it is essential that a landscaped visual buffer be provided to screen the parking area from the abutting use or street. Council is also interested in introducing trees and other plantings to large parking lots to eliminate large expanses of asphalt which, in addition to not looking very nice, contribute to a range of issues such as increased stormwater runoff, water pollution, and microclimate impacts.

Parking structures are much more expensive to develop than a conventional surface parking lot and designers are faced with the challenge of getting the greatest number of parking stalls while working around the internal mechanics and supports of a structure. It is recognized that parking structures may require more flexibility in terms of minimum dimensions than would normally be permissible under the standard specifications. Council is prepared to allow a parking structure to have less than the required stall dimensions or aisle widths provided the structure has been designed by a professional engineer or architect licensed to practice in the Province of Nova Scotia.

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**Policy G-43**

SVC SEC

It shall be a policy of Council to establish minimum specifications for off-street parking areas for more than four vehicles.

**Policy G-44**

ENV ATR

It shall be a policy of Council to develop landscaping requirements for off-street parking areas for more than four vehicles.

**Policy G-45**

ACT ENV ATR

It shall be a policy of Council to allow a parking structure to have less than the required stall dimensions or aisle widths provided the structure has been designed by a professional engineer or architect licensed to practice in the Province of Nova Scotia.

**2.7.8 Commercial Vehicles in Residential Areas**

The parking of commercial vehicles, such as semi-trailers, mobile canteens and taxis, has been of particular concern over the years. The integrity, safety and aesthetic qualities of a neighbourhood or street are hampered by the parking of these vehicles. Consequently, the parking of commercial vehicles beyond a certain size or number will be restricted in the Downtown, residential neighbourhoods, or mixed use neighbourhoods.

**Policy G-46**

ATR SEC

It shall be a policy of Council to regulate the parking and storage of commercial motor vehicles in areas such as the Downtown, residential neighbourhoods, or mixed use neighbourhoods.

**2.7.9 Loading Spaces**

The need for some land uses to have appropriate loading facilities has been an issue in Truro. There are occurrences where necessary loading and unloading has blocked the flow of traffic and pedestrian use of public streets. These occurrences are in some cases unavoidable. While it is difficult to correct past oversights, it is the intention of Council to discourage such conditions going forward.

**Policy G-47**

SVC SEC

It shall be a policy of Council to regulate and set standards for minimum loading space requirements by land use.

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### 2.7.10 Bicycle Parking

A variety of active transportation options will help to enhance the livability of Truro's neighbourhoods and will help reduce demand for travel by private automobile. Providing safe, convenient, and secure bicycle parking is key to encouraging cycling as an alternative mode of transportation. Bicycle parking will also help to offset some of the demand for vehicle parking. By adopting bicycle parking requirements, Council hopes that the Town can realize some of the health, environmental, and economic benefits of active transportation.

#### Policy G-48

GRW ENV ACT

It shall be a policy of Council to implement bicycle parking requirements to reduce demand for travel by private automobile, enhance the livability of Truro's neighbourhoods, and realize the health, environmental, and economic benefits of active transportation.

## 2.8 DRIVEWAY ACCESS

Controlling access to Town streets is an important element in ensuring that new development does not have a negative impact on traffic flow or on the safety of motorists, cyclists, and pedestrians. The Town has appointed a Traffic Authority to regulate access to all public streets. It is the intention of Council to have all development proposals and proposed changes to vehicle access reviewed by the Town's Traffic Authority. This shall include a review of any drive-thru services to ensure that driveway configurations and the queuing/stacking of vehicles does not interfere with the flow of traffic on adjacent public streets.

#### Policy G-49

SEC SVC

It shall be a policy of Council to require that all development proposals or other proposals that may impact vehicle access to a public street be subject to the approval of the Town's Traffic Authority

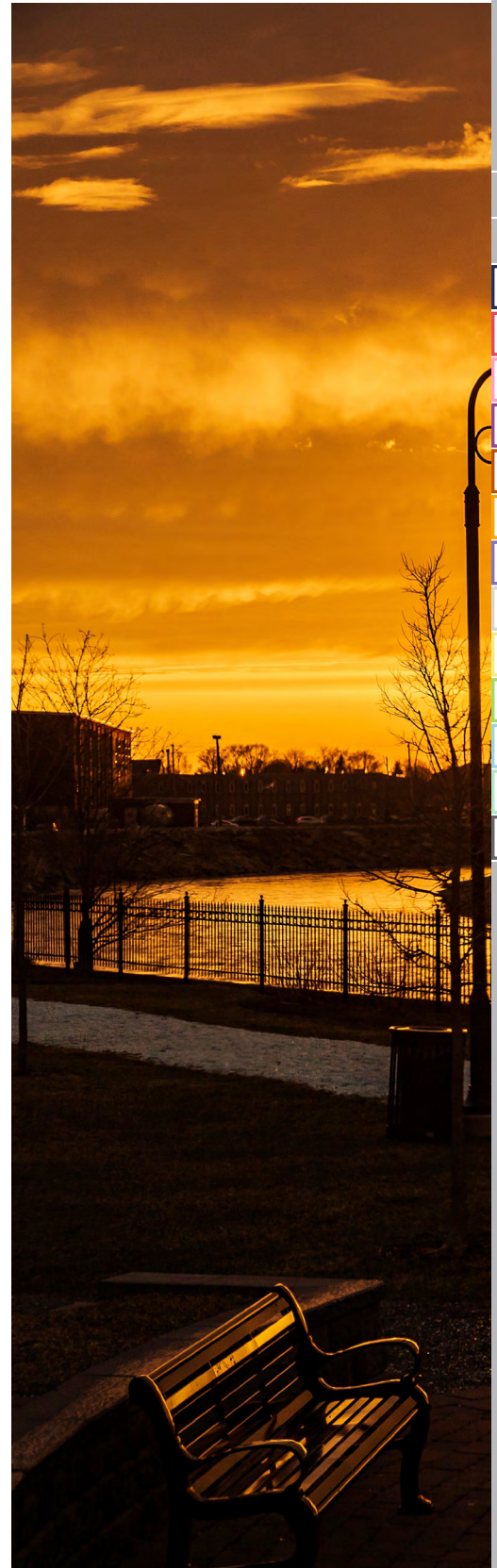
## 2.9 FENCES

Fences are common throughout the Town of Truro and the majority of these structures are not very high and have a limited impact on surrounding land uses. Council does not intend to regulate fencing unless it is high enough to have an impact on abutting uses.

#### Policy G-50

SEC

It shall be a policy of Council to require a development permit for fences that exceed a specified height.



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## 2.10 OUTDOOR LIGHTING

Excessive and obtrusive outdoor lighting is a common concern when dealing with new development in and around residential areas. Developers will often illuminate parking areas and walkways in the interest of safety but this frequently leads to light trespass onto adjacent properties. Light trespass is a issue for many residents who would prefer not to have their homes and properties illuminated during nighttime hours. Council recognizes the need to regulate outdoor lighting and preserve the ambiance that nighttime can offer.

**Policy G-51**

ENV ATR

It shall be a policy of Council to permit reasonable uses of outdoor lighting for nighttime safety, utility, security, and enjoyment while preserving the ambiance of the night.

**Policy G-52**

ENV ATR

It shall be a policy of Council to prohibit outdoor lighting that is misdirected, excessive, or unnecessary.

**Policy G-53**

ENV ATR

It shall be a policy of Council to require that all outdoor lighting fixtures in or abutting a residential zone or designation be full cut-off fixtures.

**Policy G-54**

ATR

It shall be a policy of Council to regulate the lighting of commercial signage where it abuts a residential zone or use.

## 2.11 TREES

The Town of Truro has long recognized the benefits of street trees and the importance of protecting its urban forest. The Town has a very active Urban Forest Committee that is very passionate about trees and their importance to our Town. Many of Truro's streets are lined with mature trees but over the years these trees have been lost. The Urban Forest Committee has been actively maintaining and caring for the Town's street trees but many trees have been removed as they have succumbed to age and disease. The Committee has been actively working to reinstate street trees and encourage the establishment of trees on both private and public property throughout the Town. It is Council's intention to support the Urban Forest Committee in its endeavors by considering opportunities for planting of new trees as part of any development proposal.

**Policy G-55**

ENV ATR

It shall be a policy of Council to preserve trees in public places to enhance the natural beauty of the community.

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### Policy G-56

ENV ATR

It shall be a policy of Council to consider recommendations from the Town's Urban Forest Committee regarding the preservation and care of existing trees as well as the planting of new trees in conjunction with any development agreement application.

### Policy G-57

RSL ENV ATR

It shall be a policy of Council to prepare an Urban Forest Strategy that inventories and evaluates the existing tree canopy in Town and sets out a plan for the maintenance and expansion of Truro's Urban Forest.



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## 2.12 TELECOMMUNICATION FACILITIES

### 2.12.1 Jurisdiction

Applications for telecommunications facilities fall under the jurisdiction of Industry Canada. Policies currently followed by Industry Canada require that the proponent of a new telecommunication facility which is subject to federal approval must consult with the municipality and indicate whether the municipality concurs with the application. Procedures therefore require that land-use authorities be consulted, by the proponent, prior to the building of significant antenna structures. The process is designed to allow communities to influence the location of a telecommunication tower.

The purpose of this policy is to provide general guidance for the siting of telecommunication towers in the Town of Truro and to create a clear procedure for public participation in the review of such proposals.

### 2.12.2 Siting of Telecommunication Facilities

The purpose of this Policy is to establish general guidelines for the siting of towers and antennae. The policies will not have the status of a zoning bylaw nor do the criteria have the status of zoning regulations.

These policies are intended to provide guidance and direction to staff when dealing with siting communication facilities while the ultimate approving authority for such facilities/structures lies with the governing federal body, which may or may not choose to accept Council's recommendation.

#### Policy G-58

COL ATR

When considering proposals for telecommunication towers and antennae, it shall be a policy of Council to promote the following objectives:

- a) To manage the location of telecommunication facilities within the Town of Truro;
- b) To preserve the natural and cultural landscape and minimize negative impacts;
- c) To outline a clear process for public consultation on telecommunication facility proposals;
- d) To provide for wireless telecommunications facilities in order to promote economic development and meet the business and safety needs of residents and the traveling public; and
- e) To promote and encourage co-location on existing and new towers as an option rather than construction of additional single-antenna towers, and to reduce the number of such structures needed in the future.





### 2.12.3 Co-locating Telecommunication Facilities

Wherever possible, developers of telecommunication towers, antennas, buildings or equipment shall attempt to utilize existing infrastructure. To this end, companies shall co-locate where possible and shall attempt to mount antennae on existing structures rather than build new freestanding towers.

#### Policy G-59

COL ATR

It shall be a policy of Council to encourage telecommunication providers to co-locate where possible and explore the possibility of mounting antennae on existing structures rather than construct freestanding towers.

### 2.12.4 Notification

All telecommunication facilities that require a license from Industry Canada, including alterations or additions to existing facilities, shall notify Town in writing.

#### Policy G-60

COL ENG

It shall be a policy of Council to require telecommunication providers to notify the Town before erecting or altering any telecommunication facility and require the applicant to submit detailed information outlining the proposed telecommunication facility.

#### Policy G-61

ENG

It shall be a policy of Council to hold an advertised public meeting to review any proposed telecommunication facility.

### 2.12.5 Submission Requirements

A telecommunication provider intending to erect a telecommunications structure, including alterations or additions to existing facilities, shall submit the following to Planning staff:

- a) A scaled plan clearly indicating the height and design configuration of proposed facility including colouration and lighting.
- b) Site plans showing the location of the proposed site, proposed tower and equipment, dimensions of the proposed site and set backs from property lines, topography, location and proximity of roadways and proposed access to the site, distance to residential areas and/or other structures, existing and proposed vegetation, fencing and other security measures.
- c) A detailed, independent professional assessment of the potential environmental impacts to the development of the proposed site and lands adjacent to the proposed site.
- d) Identification of the cell area to be serviced by the proposed tower.

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- e) A letter indicating the reason why the requested telecommunication facility cannot be co-located on any existing tower in the surrounding area. Also, the Proponent shall confirm that the proposed tower allows for future expansion.
- f) A letter indicating that the facility will not affect television, telephone, or other forms of electronic equipment in the surrounding area.
- g) Graphic representation (such as photograph) indicating the potential visual impact of the tower on surrounding properties.
- h) A letter from the property owner indicating that they are aware of the application and have consented to the location of the telecommunication facility on their property or building.
- i) Submit an processing fee (non-refundable) of \$300.00 plus an advertising deposit of approximately \$600.00 to the Town of Truro.
- j) Any other information deemed necessary by Planning Staff to evaluate the application.

### 2.12.6 Public Consultation

Once a completed application has been made there shall be a public consultation process that shall include:

- a) a public meeting date shall be established by staff in consultation with the Planning Advisory Committee;
- b) notice will be distributed to those property owners within 92.9 m<sup>2</sup> of the property where the proposed tower is to be located;
- c) a sign shall be erected by the applicant on the proposed site a minimum of two weeks prior to the public meeting and shall include the meeting details and contact information for both the applicant and the Town;
- d) a notice of the public meeting will be published in a local paper a minimum of two weeks prior to the meeting;
- e) at the meeting the proponent will explain the application and hear the concerns expressed by the public;
- f) following the meeting the applicant must submit to Town Staff, in writing, the concerns expressed by the public and how the applicant intends to address these concerns;
- g) Staff will prepare a report with recommendations for consideration of the Planning Advisory Committee;
- h) PAC's recommendation shall be reviewed by Town Council at a public Council meeting
- i) Council shall consider PAC's recommendation and either support or not support the application.
- j) Council's recommendation for the proposal will be sent to Industry Canada.



## 2.13 WIND TURBINE GENERATORS

Wind turbines present unique land use regulation challenges because of their physical and operational characteristics. Wind energy has been greeted with mixed reactions from communities based on perceived or actual impacts on health and quality of life of those in proximity to active turbines. While recognizing both the economic and environmental benefits associated with wind energy generation, the Town of Truro is mindful of its need to protect its citizens' safety and quality of life.

The Town wishes to facilitate the development of wind turbine generators while ensuring minimal or no adverse effects occur as a result of this type of land use. To that end, Council has developed policies to regulate permissible locations for turbines. Large turbines are not suited to residential areas. Council will establish setback requirements to ensure that wind turbines are well removed from neighbouring properties and conflicting land uses.

Also, it is the intent of Council to minimize the visual impact of proposed wind turbines by developing regulations concerning the appearance and location of wind turbines and establish a public review process to ensure that important view planes are identified and protected.

At present, the policies of this section apply to all turbines. However, Council is aware that wind energy generation is an evolving technology that varies in scale, intrusiveness, and intent. Specific policies relating to the definition and permissible locations of small and micro turbines for on-site power consumption will be developed by Council.





**Policy G-62**

ENV ATR

It shall be a policy of Council to consider the development of wind turbine generators by development agreement in the following land use designations:

- a) Regional Service Area;
- b) Industrial/Business Area;
- c) Future Growth Area; and
- d) Open Space & Natural Area

**Policy G-63**

ATR ENG

It shall be a policy of Council to require the submission of the following documentation, in addition to the information required in Chapter 14: Implementation, along with any request to enter into a development agreement with the Town for the purpose of developing a wind turbine or wind farm:

- a) a scaled plan clearly indicating the height and design configuration of proposed facility including colouration and lighting;
- b) site plans showing the location of the proposed site and proposed tower and equipment, dimensions of the proposed site and set backs from property lines, topography, location and proximity of roadways and proposed access to the site, distance to residential areas and/or other structures, existing and proposed vegetation, fencing and other security measures;
- c) written confirmation that the proposed wind turbine or wind farm will not affect television, telephone, or other forms of electronic equipment in the surrounding area;
- d) written confirmation that the proposed wind turbine or wind farm has been reviewed by Transport Canada or that the proposed structure does not require approvals from Transport Canada;
- e) graphic representation of the proposed wind turbine or wind farm indicating the potential visual impact of the wind turbine on surrounding properties and from various vantage points throughout the Town;
- f) a processing fee (non-refundable) of \$300.00 plus an advertising deposit of \$600.00 to the Town of Truro; and
- g) any other information deemed necessary by the Town to evaluate the application.

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**Policy G-64**

SEC ATR

It shall be a policy of Council to require that all wind turbine generators conform to the following setback requirements:

**Wind Turbine Setback Requirements**

<i>Feature</i>	<i>Required Setback</i>
Participant Dwelling or Structure	3 times total height of wind turbine
Non-Participant Property	3 times total height of wind turbine
Non-Participant Dwelling or Structure	10 times tower height of wind turbine
General Residential (GR) Zone	10 times tower height of wind turbine
Urban Corridor (UC) Zone	10 times tower height of wind turbine
Urban Growth (UG) Zone	10 times tower height of wind turbine
Downtown Neighbourhood (DN) Zone	10 times tower height of wind turbine
Downtown Core (DC) Zone	10 times tower height of wind turbine

**Policy G-65**

SEC ATR

It shall be a policy of Council to require that all wind turbine generators are constructed and maintained so that:

- a) the total height of the turbine shall not exceed 80.0 m (263 ft) in height;
- b) the tower height shall not exceed 52.0 m (171 ft) in height;
- c) the rotor blade of the turbine shall not exceed 28.0 m (92 ft) in radius;
- d) the minimum rotor blade clearance of the turbine be no less than 7.5 m (25 ft);
- e) noise produced by a wind turbine shall not exceed 40 dB(A) or 5 dB(A) above background noise, whichever is greater, when measured at a non-participant dwelling, at a non-participant structure, or in a residential zone;
- f) the wind turbine generator shall be located on a lot with an area greater than 2000.0 m<sup>2</sup> (21,528 ft<sup>2</sup>);
- g) a locked security fence no less than 2.0 m (6.6 ft) in height shall enclose each turbine tower;
- h) an access ladder to the turbine shall not hang within 3.7 m (12.1 ft) from grade;
- i) decommissioned turbines shall be removed within two years of the cease of operation;
- j) no advertisements or lettering shall be visible except that of the manufacturer;
- k) support tower, blades and nacelles should be painted the same colour - preferably off white or light grey - and have a matt finish; and
- l) rotors should not cause any existing residential uses to experience shadow or flicker as a result of the tower or rotors obstructing direct sunlight.

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**Policy G-66**

SEC ATR

It shall be a policy of Council to require that all wind farms conform to the following setback requirements:

- a) the minimum separation distances between turbines shall be 5 times the rotor diameter (rotor arc);
- b) wind generators must be uniform in size and design; and
- c) all wind generators within a wind farm shall rotate in the same direction and should be kept operating at once.

## 2.14 URBAN AGRICULTURAL USES

The Town is interested in accommodating limited urban agricultural uses in an effort to promote the ideals of local food production and food security. These concepts are key elements of the Town's Community Sustainability Plan and relate specifically to the objective of promoting the local economy. Urban agriculture is becoming increasingly popular and many communities across Canada are struggling to deal with the land use conflicts that can arise where chickens, bees, or other animals are introduced in urban residential areas. Council recognizes that urban agriculture is only going to become more popular as our society moves to become more sustainable. Council's intent, therefore, is to adopt policies and regulations that will ensure that urban agricultural uses are accommodated in an orderly manner with minimal impact on neighbouring uses.

**Policy G-67**

RSL ACT

It shall be a policy of Council to permit small scale urban agricultural uses in an effort to promote the ideals of local food production and food security within the Town of Truro.

**Policy G-68**

ATR

It shall be a policy of Council to establish minimum lot sizes, buffering requirements and proportional animal allowance regulations for urban agricultural uses to minimize potential land use conflicts with neighbouring uses.





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**Policy G-69**

RSL ACT

It shall be a policy of Council to support access to nutritious, locally produced, and planet-friendly foods.

**Policy G-70**

RSL ACT

It shall be a policy of Council to plan for food-friendly neighbourhoods where residents can meet their daily need for healthy food.

## 2.15 SIGNAGE

### 2.15.1 Signage Regulations

Signs can have a significant impact on the appearance of the Town and left unregulated, signage can create visual clutter on our streets and create a safety hazard by interfering with visibility and regulatory signage. Council recognizes the importance of regulating signs to ensure that Truro's streets and public areas are not overwhelmed by signage. Council wishes to regulate signage within the Town to ensure that signs are only permitted if they are suitably designed and located.

**Policy G-71**

PRO ATR

It shall be a policy of Council to adopt regulations to control the number, size, type, and location of signage in Truro to ensure that permitted regulatory and advertising signage is effective while at the same time limiting visual clutter.

### 2.15.2 Street Banners

The Town is frequently approached by individuals and organizations wishing to place banners over public streets in Truro. It is Council's intention that banners only be permitted in pre-approved locations and that banners over public streets be reserved for not-for-profit events and organizations.

**Policy G-72**

VIB

It shall be a policy of Council to Provide for street banners in permanent locations throughout the Town in commercial zones, establish fees for such use, limit the use to non-profit organizations, excluding electoral banners, and set standards for such signage in the Land Use By-law.



## 3 | Downtown Core



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### 3.1 BACKGROUND

#### 3.1.1 Policy Context

The Town of Truro serves as the focal point for a regional population of over 46,000. Many retail shops, restaurants, professional services, financial services, educational facilities, government offices, and social/cultural offerings that service this regional population are concentrated in one central area of the Town, referred to as Truro's Downtown Core.

In the early years of the Town's development, the focus of the community was on Victoria Square. This was where major roads from Halifax, Amherst, and Cape Breton converged. Victoria Square was an important community gathering place, the location of civic institutions, and a place of business and commerce. When the railroad was



built and a train station was constructed further to the east, a new area of commercial and community activity built up in the area around the Esplanade and Inglis Place. Over the years, both of these areas continued to develop and expand towards each other along Prince Street. To some degree, these areas are separated around the Civic Square, which was redeveloped in 2016 with the opening of the Colchester-East Hants Public Library. While this immediate area primarily features institutional uses such as churches, the library, and police and fire services, the Truro Farmers' Market has also located in the Civic Square, in the former Truro Fire Hall, and there has been growth in businesses in this immediate area over the last decade. The Civic Square lies on the south side of Prince Street and has been developed to include a large central green space. This large green space allows for large events and gatherings throughout the year and turns into a public skating surface during the winter.



Truro's Downtown Core includes the Inglis Place and Esplanade area, lands around Victoria Square, all of Prince Street between Whitman Court and Cottage Street, Young Street between Prince Street and Arthur Street, and Walker Street. The Downtown has continued to grow and expand into traditionally residential areas along Arthur Street and sections of Queen Street.

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Traditionally, the Downtown Core would have been home to a variety of commercial and institutional/government uses in two, three, and four-storey buildings. These structures would have occupied most of the property on which they were situated and the buildings would have featured street-level commercial space situated adjacent to the sidewalk. However, the prevalence of the private automobile led to significant changes in the way people conducted their daily lives. Automobile-oriented development dramatically impacted Truro's downtown, including the popularity of suburban shopping malls and big box stores. In the later part of the twentieth century, demand for commercial space and retail shops in the Downtown declined resulting in increased vacancy rates. Vacant buildings were often demolished to make way for parking lots which many downtown businesses believed were necessary to compete with suburban shopping malls. This trend led to the loss of many historic buildings and Downtown streetscapes became less appealing to shoppers because of the resulting gaps in the shop fronts and the prevalence of parking lots. Fortunately, Truro retained several older buildings, and some newer redevelopments were designed to complement and reinforce the traditional built form.

During this time, Truro's Downtown remained an important destination for professional and financial services, but retailers and restaurants were struggling. The only movie theatre had moved outside of Downtown, social/cultural offerings were minimal, and there was little activity outside of regular business hours. Over the last twenty years, Truro Town Council began working on a plan to revitalize the Downtown. This included substantial investment in facilities and

infrastructure in the area, including a new library, farmers' market, police station, fire hall, performing arts centre, streetscape improvements, a façade improvement program, directional signage, and the Civic Square to serve as a year-round focal point for community activities. Regulatory changes also allowed for sidewalk cafes and food trucks to occupy public property in an effort to increase vitality on the streets.

Another significant change in the last 20 years has been the adoption of policies designed to encourage new residential development in the Downtown, especially on vacant and underutilized commercial properties. Council has embraced the idea that increased residential densities are a key factor in a successful downtown. Increased residential densities create more demand for existing businesses, attract new businesses and services to locate in Truro, and support longer business hours. More businesses and services operating on evenings and weekends will attract more pedestrian activity and contribute to vibrant and attractive streetscapes. Appealing streetscapes will help increase the quality of life for residents, attract more visitors, and generate economic growth.

Although the implementation of these policies has had positive results, there have been a few setbacks, most notably in 2011/2012 when a few notable retailers closed their businesses. Since that time, the Downtown has rebounded. Downtown Truro businesses also remained strong throughout the COVID-19 pandemic, and while some offices saw remote work taking place during significant waves in the pandemic, the Downtown has now returned to a state of normalcy with the majority of businesses being retained through the pandemic, and even a number of new businesses opening



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storefronts since 2020. Truro's Downtown Core is currently healthy, growing, and has benefitted from the private and public development that has taken place over the last decade. There is little vacant space available for lease in the Downtown and, while there have been significant renovations and retrofits to existing buildings, there has been little growth in new commercial construction in the downtown.

Efforts to introduce more residential units Downtown appear to have been successful and the Town is regularly seeing development proposals for larger and higher density multiple unit residential proposals, usually with some form of ground floor commercial space. Downtown Truro is well serviced to see a growing residential population; it is anchored by two national grocery chains and contains a healthy mix of office, retailers, service providers, restaurants, and more. The Downtown continues to be an important service, administrative, and cultural centre for the broader Truro-Colchester region.

The Downtown caters to businesses that are more at home in a pedestrian-oriented 'downtown' retail and service setting than in areas like Millbrook, Bible Hill, and elsewhere in the County which are dominated by vehicular use. Truro's Downtown also serves as the centre of professional service businesses such as banks, lawyers, and accountant offices for the larger Truro-Colchester region.

With Truro experiencing an increase in urbanization and population growth, Council's policies focus on creating a downtown that can accommodate a work, live, and play lifestyle for residents. Policies promote a high quality of life for residents and focus on the residents living in, and those working in, the Downtown as the primary supporters

of businesses located there. Policies also focus on creating a strong regional core that serves the needs of residents in the Truro-Colchester region. As such, a mix of businesses that support a high quality of life is important to grow and foster. Downtown policies focus around the Downtown as the centre of cultural events, revitalization, beautification, streetscaping and other projects that add to the vibrancy and vitality of the Downtown. The Downtown also creates a central focus for public and active transportation networks, and similar public infrastructure investments in Truro.



As Truro continues to grow, Council recognizes the importance of policies that are adaptive to potential issues, such as increases in crime and homelessness.

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### 3.1.2 Challenges and Opportunities

Over the past decade, the Downtown Core has experienced a great deal of transformation and, in turn, has encountered new pressures and opportunities. With growth in the Downtown over the last decade, there is little vacant leasable space available for additional business growth. While new commercial construction has been limited, there has been a significant increase in multi-unit residential development proposals in the Downtown, most with a commercial component on the ground floor. Most of these developments will occur on former town-owned vacant lots which had been actively listed for sale since 2017. At present, all town-owned surplus and vacant properties in the Downtown Core have a sale pending or have been sold.

Many of the recent development proposals in the Downtown feature buildings that are taller and have greater residential densities than Truro has seen in the past. Recent proposals have included buildings that are 6-8 storeys high and with residential densities as high as 244 units per hectare (98.8 units per acre). This has caused concerns from some citizens related to privacy, traffic congestion, and stability of intact neighbourhoods. However, these proposals have been well received

by the broader public and the business community, particularly when they are located within the Downtown.

In recent years, there have also been many existing properties which have been renovated and revitalized to more modern standards. This includes developments such as Common Works on Commercial Street, the new Costandi Design on Willow Street, Walker Lofts, the old Hat Factory which was converted to a U-Haul self-storage facility, and similar. With continued growth, it will be important to accommodate new development and changes to existing structures.

With the increased development activity in the Downtown in recent years, it has become apparent that the Town's parking requirements are impacting the viability of many residential development projects. The construction parking stalls is costly and the cost of each stall has to be offset by increased rents. This impacts not only the affordability of units but also the feasibility of entire projects if

construction costs are so high that the rents must increase beyond what the local market can support. Parking requirements are also a disincentive for developers looking to redevelop or repurpose downtown properties where the building covers all or most of the lot and there is no land available for additional parking required by the new use.



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In addition to Developer’s concerns, there are also environmental impacts associated with requiring unnecessarily high numbers of parking spaces for new development. Providing parking encourages automobile use and discourages more environmentally friendly transportation options. Surface parking lots contribute to the urban heat island effect, can lead to increased stormwater volumes, water pollution, and tend to have a negative impact on any abutting streetscapes and pedestrian environments.

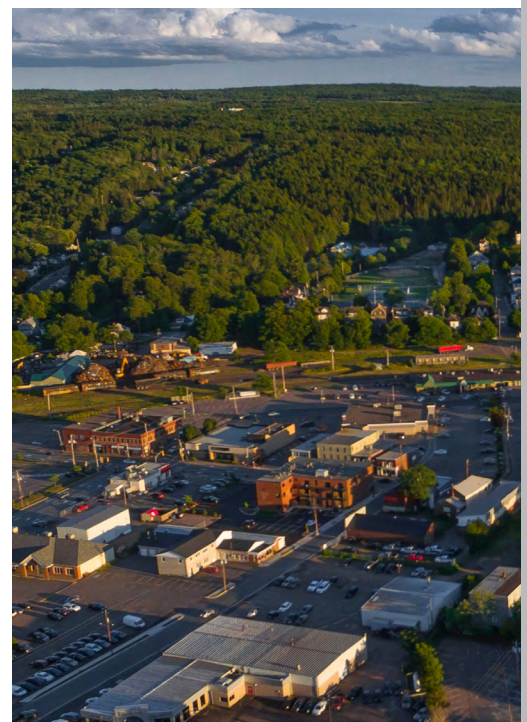
Businesses in the downtown, and elsewhere throughout Truro, have been saddled with the issue of workforce shortages, which has become increasingly highlighted through the COVID-19 pandemic. As a result, many businesses have been forced to operate at reduced capacity or on reduced hours, resulting in many businesses closing earlier in the evenings and on weekends due to lack of available staff, rather than lack of demand from consumers. In turn, this decreases the amount of life on the street, affecting Downtown’s overall vibrancy. It is hoped that the Town’s efforts to improve the quality of life for its residents, increase the number of social/cultural offerings, and encourage the development of quality affordable housing will entice new residents to Truro and help to grow the available workforce in the region.

As growth occurs in the downtown core, there is a rise in concerns related to homelessness, availability of public washrooms, and overall crime and citizen safety. The Truro Homeless Shelter is located on Arthur Street, a short distance from the downtown core. The Shelter is operated by the Truro Homeless Outreach Society, a registered not-for-profit and charitable society that was established

in 2014. The shelter provides emergency and transitional beds, personal care supplies, food, housing support, eviction prevention, and advocacy to anyone over the age of sixteen. Homelessness issues have been growing in downtown Truro over the past decade and have specifically been heightened since the start of the COVID-19 pandemic due to the shortage of housing and other issues related to the pandemic. Many Canadian cities with larger downtown cores have been faced with rising challenges and issues related to homelessness such as tent camps, and similar, and have needed to implement temporary solutions. This highlights the need to be proactive with the present issue. Ongoing concerns raise costs and resources related to clean up and policing, and there is a risk to downtown businesses if streets are not pedestrian-friendly and welcoming.

The lack of public washroom facilities in the Downtown has been a long-standing concern of business owners in Truro. Access to washroom facilities is essential to encourage tourism and pedestrian traffic in the Downtown. The Town did construct public washrooms in the Farmers’ Market as part of renovations in 2012 and the intent was that these facilities would be available for public use even when the Market was not in operation. Unfortunately, the lack of surveillance and staffing has resulted in security and maintenance issues that have made it necessary to close the facilities.

Another issue facing the Downtown Core is the lack of a strong connection to the Dalhousie University Agricultural Campus, which is located a short distance away in Bible Hill. Making the Downtown easily accessible and attractive to students at Dalhousie is an effective way of bringing new customer and pedestrian activity



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into the Downtown. Council also recognizes that making the Town more appealing to students at Dalhousie and the Truro Campus of the Nova Scotia Community College would help encourage students to stay in the Truro area after they graduate. Retaining motivated, entrepreneurial, and skilled graduates from these institutions would make a significant contribution to the local labour pool.

## 3.2 DOWNTOWN CORE OBJECTIVES

### 3.2.1 Affordable Housing

In 2021, the Town of Truro, along with a number of regional partners, undertook an Affordable Housing Needs & Supply Study in the Truro-Colchester region to determine the impact on house insecurity in the local area. The study looked at affordable housing as not exceeding 30% of a household's gross income. The study focused on identifying current and future housing needs; identifying existing and projected gaps in housing supply; and identifying shortages in affordable housing to better understand what kind of dwellings are most needed in the community. The study determined that there is a broader need for more housing supply and a need for more diversified dwelling types across the board to help balance the needs of an aging population, a decreasing household size, increased immigration, and population growth. The study pointed to a greater emphasis on rental, age-friendly, and well located housing. The study found that vacancy in the local market was 1.5% in 2021, pointing to a lack of adequate housing supply.

Affordability was a key concern highlighted by the Study. In 2016, 44% of renter households and 11% of owner households across Truro-Colchester spent more than 30% of their gross income on housing. Homelessness is also a growing concern in Truro-Colchester, with the most visible types of homelessness being concentrated in or

near the Downtown. The study highlights that part of the homelessness issue is due to a lack of opportunities for individuals and families to move up from temporary emergency shelter accommodations to longer-term supported accommodations.

The study recommended that at the local level, support and expertise could be provided to assist with applications for funding and incentive programs for affordable housing. Also at the local level, support should be focused on expanding non-profit housing. Other recommendations were for local governments to consider providing surplus land for new affordable housing development to occur. The study also highlighted that municipalities could consider policy and regulatory changes and processes required for housing





developers to gain approvals. This last suggestion was viewed as an enabler for more housing and a greater variety of housing, including both market rate housing and affordable housing. The study also suggested that new policies and regulations, such as bonus zoning, could also be explored further to determine if it has the potential to generate housing-related benefits if implemented in the right locations and with the right metrics.

Because the housing needs of Truronians change over time, Council wishes to support the development and preservation of diversity within Truro’s housing stock so that it can reflect the diverse needs of all residents. The density of housing associated with a typical downtown plays a special role in the housing spread of a community because it provides the option to rent a home and live within walking distance to amenities. To achieve housing for all, it is then crucial that the downtown retains its vibrant and inviting qualities.

The Canadian housing crisis and subsequent appearance of tent camps in the downtowns of many larger cities have highlighted the need to proactively respond to the demand for emergency, social, and affordable market housing. Although Council has been actively working to encourage new housing development, the Town has not taken a direct role in supporting the unhoused. Council has been supportive of the Truro Homeless Outreach Society, a registered not-for-profit and charitable society that operates the Truro Homeless Shelter. The shelter provides emergency and transitional beds, personal care supplies, food, housing support, eviction prevention, and advocacy to anyone over the age of sixteen. Truro’s emergency shelter system is currently facing a lack of opportunities for individuals and families to transition from temporary emergency shelter accommodations to longer-term supported accommodations.

Homelessness and its related outcomes pose a significant burden on municipal resources through increased maintenance, policing costs, and the risk of hardship to downtown businesses. Council wishes to promote housing for all because it is humane and broadly more cost-effective to provide all Truronians with a place to live than to place pressure on a patchwork of maintenance and emergency services.

**Policy DC-1**

INC HOU

It shall be a policy of Council to encourage residential development that includes affordable housing units.

**Policy DC-2**

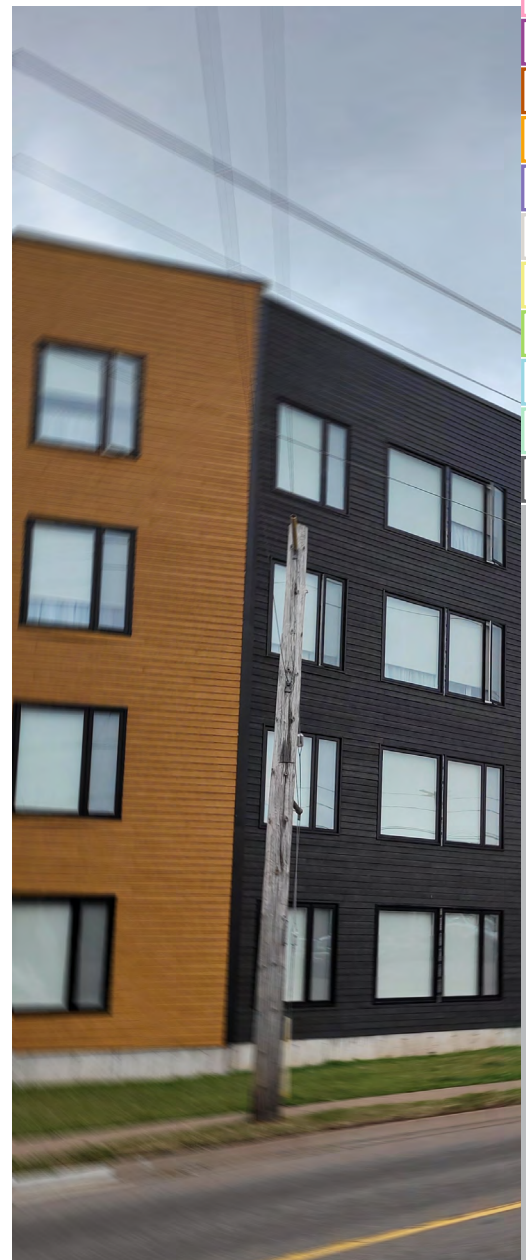
INC HOU CTR

It shall be a policy of Council to encourage a variety of housing types to ensure that Truro accommodates residents with a wide range of housing needs and that everyone is able to make a home in Truro.

**Policy DC-3**

INC PRO HOU ACT

It shall be a policy of Council to encourage residential proposals that either consist of a mixture of dwelling types or will contribute to a mixture of dwelling types in the neighbourhood



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**Policy DC-4**

PRO GRW

It shall be a policy of Council to promote a wider range of housing opportunities that will help ensure that the workforce supporting the local economy has access to suitable and affordable housing.

**Policy DC-5**

COL INC HOU

It shall be a policy of Council to participate in the Truro-Colchester Region's Coordinated Access Model.

**Policy DC-6**

GOV INC HOU

It shall be a policy of Council to develop and adhere to a strategy for implementing affordable housing requirements which will include an administrative and regulatory framework to ensure developers comply with affordable housing requirements.

**Policy DC-7**

INC HOU

It shall be a policy of Council to, when evaluating any development proposal with a residential component, consider requiring that a specified percentage of units within the development be affordable.

**3.2.2 Support Higher Density Residential Development in the Downtown**

The downtown of a community is intended to be a central area of social and economic activity that features a greater density of housing that links residents to the goods, services, and opportunities associated with central places. Over the past decade, the population of Truro has grown and so too has the demand to live close to Truro's downtown amenities both for those seeking a particular lifestyle, but also those who are unwilling or unable to own and operate a car. Council wishes to accommodate these demands by increasing the diversity and density of housing in the Downtown without losing the character or human scale of the existing urban landscape.

The entire community benefits when efforts to direct growth towards the downtown are effective. Benefits include the cost savings realized by having to build and maintain less infrastructure as well as through the efficient delivery of key services such as transportation, police, fire, and garbage collection at a lower cost per resident. It also allows underperforming properties to fully occupy previously underused lots and this contributes to the economic sustainability of the Town. Through new development, redevelopment, and infill, Council wishes to foster a variety of Downtown housing choices supporting a critical mass of people from diverse backgrounds to ensure that all residents can access central spaces, share ideas, and pursue opportunities.

**Policy DC-8**

ATR VIB

It shall be a policy of Council to encourage context sensitive intensification and infill residential development that complements surrounding homes and preserves or enhances neighbourhood integrity.



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**Policy DC-9**

PRO GRW HOU SVC

It shall be a policy of Council to encourage development to occur in a manner that will take advantage of existing infrastructure.

**Policy DC-10**

GRW VIB

It shall be a policy of Council to increase residential densities in the downtown.

**Policy DC-11**

ACT

It shall be a policy of Council to direct residential intensification toward the downtown where services, amenities, and employment can be easily accessed without a private automobile.

**Policy DC-12**

ENV FIS SVC GRW

It shall be a policy of Council to discourage urban sprawl and prioritize growth by intensification.

**Policy DC-13**

HOU VIB

It shall be a policy of Council to permit existing buildings in the Downtown commercial area to be converted to residential dwelling units provided street oriented space is not included in any residential conversion.

**Policy DC-14**

HOU INC GRW

It shall be a policy of Council to increase the diversity of housing opportunities to accommodate current residents and to attract new residents.

**Policy DC-15**

GRW VIB

It shall be a policy of Council to encourage new high density residential development to locate in the downtown.

**Policy DC-16**

ENV ACT

It shall be a policy of Council to encourage the development of more affordable housing units in the central area of Truro to ensure that residents without access to an automobile can attain housing that is close to essential amenities, services, and employment.





### 3.2.3 Strengthen Role as a Regional Centre

Downtown Truro is well suited for pedestrian-oriented shopping, dining, nightlife, cultural events, and street activations. While the Town’s role as a regional centre for Colchester County is well established, Council does not take this for granted and will seek to maintain and enhance this position. Truro already has a vibrant downtown and every effort should be made to ensure that it continues to be a prime location for higher order services, retailing, and business. Council wishes to establish an environment that encourages the creation of additional commercial space Downtown when vacancy is low and prevent demand to recreate a downtown centre elsewhere in the greater Truro area.

#### Policy DC-17

CTR

It shall be a policy of Council to ensure that the key services, amenities, and employers located in Truro are focal points or nodes in any regional public transit system.

#### Policy DC-18

VIB

CTR

It shall be a policy of Council to ensure that the Town features a wide range of housing choices that will support higher population densities to support a concentrated demand for goods and services so that the Town remains the focus for commercial activity in the region.

#### Policy DC-19

VIB

CTR

It shall be a policy of Council to encourage development proposals that will increase residential densities within the downtown area of Truro to support a concentrated demand for goods and services so that the Town remains the focus for commercial activity in the region.



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**Policy DC-20**

PRO VIB CTR

It shall be a policy of Council to ensure that downtown Truro remains the preeminent location in Colchester County for higher order goods and services and uses such as banks, institutions, cultural facilities, law firms, retailing, specialty shops as well as for pedestrian oriented shopping, dining, and nightlife.

**Policy DC-21**

PRO CTR

It shall be a policy of Council to undertake and encourage economic initiatives that strengthen the Downtown Core.

**3.2.4 Allow a Range of Commercial Development Options**

For Truro to attract new commercial development and maintain its share of the regional commercial tax base, the Town must ensure that its commercial land use policies can accommodate a broad range of retail formats. Retail trends are constantly changing and commercial policies should be designed to respond to market changes and accommodate a variety of uses as well as a range of lot configurations, zone requirements, and subdivision options. In this way, the Town can help to ensure that new commercial formats can be accommodated.

**Policy DC-22**

CTR PRO RSL

It shall be a policy of Council to have flexible commercial development regulations that will help to ensure that a variety of commercial development options are available and the Town is well positioned to adapt to changing market conditions and trends.

**Policy DC-23**

VIB CTR PRO

It shall be a policy of Council to permit a range of uses in the Downtown Core that will complement the existing mixture of uses, pose minimal risk of land use conflicts, and contribute to a vibrant and prosperous downtown.

**3.2.5 Aesthetically Pleasing Development**

Truro's Downtown is the focal point of the Town and the region. The success of the Town and the regional economy is tied to the success of the Downtown and its ability to attract people to prominent Downtown streets and public spaces. By regulating design elements such as signage, architecture, parking, and landscaping, Council wishes to foster an attractive environment downtown that continues to support a strong business environment where residents and visitors spend time in the area and are left with a positive impression of the Downtown. These measures also help to establish a strong sense of place and community identity by ensuring that new development complements and enhances traditional built forms and streetscapes.



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**Policy DC-24**

ATR ACT VIB

It shall be a policy of Council to encourage development proposals that complement or enhance established and intact neighbourhoods and streetscapes.

**Policy DC-25**

INC ATR

It shall be a policy of Council to maintain clear, effective, and attractive wayfinding signage in the downtown.

**Policy DC-26**

ATR ACT

It shall be a policy of Council to ensure that parking requirements in the central area of Truro balance the need to provide adequate parking for local businesses with the need to ensure that parking lots do not dominate the urban landscape and create an automobile-oriented environment that is not pedestrian friendly.

**Policy DC-27**

ATR

It shall be a policy of Council to regulate some of the aesthetic elements of commercial development to ensure a high quality of design and to ensure that it does not overwhelm the more subtle aspects of the visual landscape that help define what makes Truro a unique place.

**3.2.6 Support for Local Businesses and Entrepreneurs**

Local businesses are important to a local economy because they employ local residents, provide goods and services to the community, bring growth to the local economy, and help to attract new residents. Local businesses are also typically more customer focused and better understand the needs of their local community.

Over the last decade, a shift among consumers to support local businesses has caused some preference for products associated with large multinational chains and big-box to bounce back toward more locally owned and produced goods. Consumers also increasingly desire goods that are ethically sourced, provide some social benefit or greater good, and embody local sustainability and self-sufficiency principles. This shift was reinforced by the supply chain and logistic issues for complex goods during the COVID-19 pandemic creating a growing momentum to buy from and support local businesses to retain the flow of money within the local economy.

In order to foster the development of a local economy with local entrepreneurs, Council wishes to provide affordable and convenient locations for small businesses, professionals, artists, and craftspeople. Council will work with educational and other regional economic development partners to provide opportunities for entrepreneurs to establish and grow their businesses in Truro.

**Policy DC-28**

COL PRO

It shall be a policy of Council to foster a healthy local business climate that encourages existing businesses to remain in Truro, expand, create local jobs, and generate additional investment in the local economy.



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**Policy DC-29**

RSL PRO

It shall be a policy of Council to foster an environment that supports local entrepreneurs and provides them opportunities to thrive.

**Policy DC-30**

GRW RSL PRO

It shall be a policy of Council to encourage and support a diverse range of businesses in the local economy to ensure a strong and stable base for job creation and local workforce retention.

**3.2.7 Reuse of Vacant Buildings and Lands**

Over the last decade, the Town of Truro has been successful in converting or selling vacant buildings and lands for new uses and development. At present, there are few vacant parcels of land or space for sale or lease in the Downtown. Many of the vacant parcels or properties that remain have redevelopment plans in place but some smaller parcels sit vacant and unimproved. When commercial buildings are left vacant and undeveloped they have a negative impact on the vitality and appearance of commercial streetscapes by creating the impression of a stagnant economy. While vacancy isn't a large issue at present, there are many older buildings in Truro which could fall victim to vacancy if growth in the local economy slows. One prominent vacant building in the Downtown is the former National Bank Building at the highly visible intersection of Inglis Place and Prince Street. While many private developers have expressed serious interest in this building for redevelopment, its potential is limited due to lack of parking and high redevelopment costs. The second floor of the Truro Farmers' Market building, which is also vacant, possesses potential for expansion of the Truro Farmers' Market, or similar economic development space. Unfortunately, development costs on this space are also high, which makes short term redevelopment prohibitive.

Vacant parcels tend to have a negative impact on the aesthetics and vitality of the adjacent streets. To address this, the Downtown Truro Partnership (DTP) has been working with some private landowners to use these vacant parcels and improve their appearance and encourage activity. Council will explore other opportunities to work with the DTP and other agencies as well as private entities to repurpose and improve these vacant spaces.

**Policy DC-31**

GRW HOU

It shall be a policy of Council to waive parking requirements for residential conversions of existing buildings in the downtown.

**Policy DC-32**

CTR ACT ATR VIB

It shall be a policy of Council to encourage the development of underutilized and vacant properties in Truro, particularly in the downtown area, to ensure that the streets and public spaces are surrounded by uses that support and focus pedestrian activity.

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**Policy DC-33**

COL CTR

It shall be a policy of Council to work with other orders of government to ensure vacant buildings and properties in the central area of Truro are the favoured location for government offices and services.

**Policy DC-34**

VIB ATR GRW ENV

It shall be a policy of Council to investigate potential reuse and redevelopment options for vacant properties in the Downtown Core, including the possibility of preparing conceptual development plans for these parcels and taking the necessary steps to have these lands pre-approved for development.

**3.2.8 Allow a Mixture of Uses**

Since the early days of land use planning, communities have adopted zoning regulations based on the central premise that a separation of uses is essential to a high quality of life. This notion was based on the idea that commerce and industry were not compatible with residential development, but it is now generally understood that a strict separation of land uses causes a variety of problems including lifeless downtowns as well as an over-dependence on automobile use. A growing number of factors are driving demand for a greater mixture of uses in neighbourhoods that are walkable, compact, and provide a high quality of life. A diverse mixture of land use promotes sustainable and strong communities and helps to create linkages to housing, jobs, access to goods and services, and activities.

Permitting a mixture of uses, including residential uses, in a downtown area is an effective way of providing a greater customer base for downtown businesses. Residential uses are a great option for the reuse of vacant commercial buildings, particularly on the upper floors. Council wishes to encourage a greater mixture of uses in Downtown Truro.

**Policy DC-35**

HOU PRO INC ACT VIB

It shall be a policy of Council to encourage an appropriate mixture of land uses, particularly in and around the downtown, to ensure that the streets are active and vibrant on evenings and weekends, and not just during regular business hours.

**Policy DC-36**

PRO INC ACT VIB

It shall be a policy of Council to encourage a mixture of land uses in the central area of Truro to ensure that the streets and public spaces are active and vibrant and create a critical mass of activity that draws more people and creates more vibrancy.

**Policy DC-37**

PRO INC

It shall be a policy of Council to promote an appropriate mixture of land uses that helps reduce barriers to goods, services, amenities, and employment opportunities.

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**Policy DC-38**

ENV ACT VIB PRO

It shall be a policy of Council to encourage mixed-use neighbourhoods and developments that contribute to more walkable, compact, and vibrant communities that attract and retain young people.

**Policy DC-39**

INC ENV ACT

It shall be a policy of Council to promote a mixture of land uses that helps reduce barriers to goods, services, amenities, and employment opportunities and increases the likelihood that people will walk or bike to access these goods, services, amenities, and employment opportunities.

**Policy DC-40**

ATR VIB

It shall be a policy of Council to encourage an appropriate mixture of land uses, particularly in and around the downtown to ensure that the streets are active and vibrant on evenings and weekends, and not just during regular business hours.

**Policy DC-41**

ATR

It shall be a policy of Council to permit a controlled mixture of land uses where the potential for land use conflicts is minimal.

**3.2.9 Vibrant and Pedestrian-Friendly Streetscapes**

Downtown streets are important public places that can do much more than convey people and goods. A well designed street can generate the economic activity and support the social interaction that makes a community successful. The 'streetscape' is the physical and spatial elements that make up a street including the buildings, sidewalks, traffic lanes, lighting, and landscaping. How these elements come together defines the types of activity a street can support. Streetscapes influence how people interact, they help to define a community's attractiveness, and they influence economic activity and culture. Vibrant and pedestrian-friendly streets are well designed and serve many functions. They must feel safe, be easy to navigate, be accessible, be well-lit, and be clean. They are also more vibrant if they include beautification elements, street furniture, and uses and activities like outdoor dining and sidewalk patios. Streets should be designed to encourage people to walk, socialize, and interact with the natural and built environment.

**Policy DC-42**

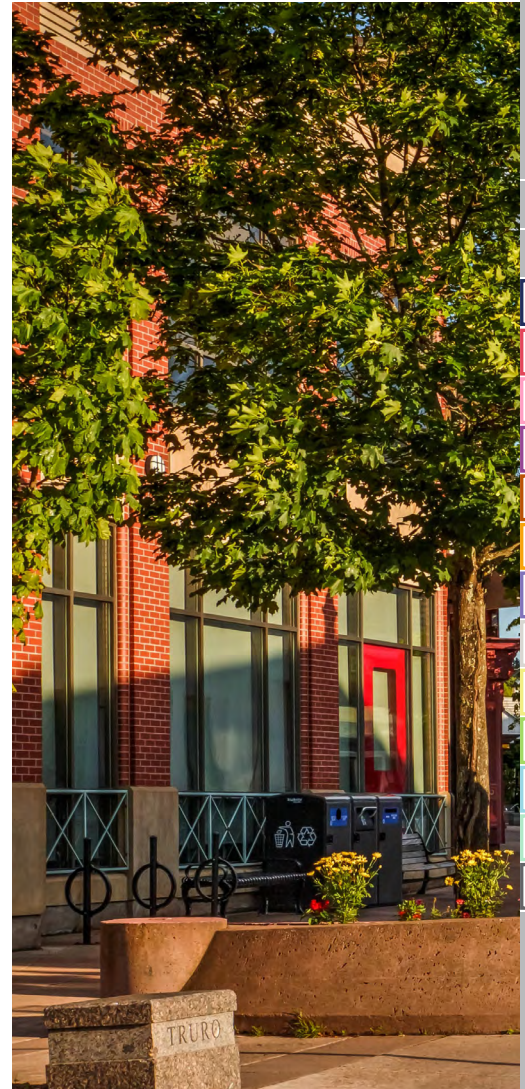
ENV ACT VIB

It shall be a policy of Council to support increased residential densities in areas where walking is an attractive and feasible means of accessing employment, services, and amenities.

**Policy DC-43**

ENV ACT

It shall be a policy of Council to support development proposals that reduce parking to encourage the use of active transportation.



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**Policy DC-44**

COL FIS GRW PRO SVC

It shall be a policy of Council to prioritize regional transportation projects that direct development and support population growth to occur in a manner that minimizes costs associated with the installation and ongoing maintenance of infrastructure.

**Policy DC-45**

ACT VIB

It shall be a policy of Council to encourage development proposals that will contribute to increased pedestrian volumes on downtown streets.

**Policy DC-46**

SVC ATR

It shall be a policy of Council to prioritize the maintenance of sidewalks, signage, and other active transportation infrastructure along main pedestrian routes and key downtown streets to foster a welcoming pedestrian environment.



**Policy DC-47**

SVC ATR ACT VIB PRO

It shall be a policy of Council to support the creation, preservation, and enhancement of pedestrian friendly and walkable streetscapes that encourages local commerce.

**Policy DC-48**

ATR VIB PRO

It shall be a policy of Council to encourage and support initiatives that increase pedestrian traffic and foster 'life on the street' such as sidewalk cafés, outdoor markets, concerts, and entertainment.

**Policy DC-49**

SVC ACT

It shall be a policy of Council to adopt and apply a complete streets approach when considering improvements to primary routes.

**Policy DC-50**

ATR VIB

It shall be a policy of Council to treat streets as a place for people and public life.

**Policy DC-51**

SVC ATR VIB

It shall be a policy of Council to encourage businesses to activate adjacent street frontages with features such as sidewalk displays, outdoor seating, and signage without affecting the unobstructed travel area.

**3.2.10 Downtown Master Plan**

In 2005, the Town of Truro and the Downtown Truro Partnership worked with the public, downtown merchants, and land owners to identify and prioritize civic beautification and revitalization projects in the Downtown. This work also included development of a strategy for implementing these projects in three phases over 12 years. The resulting document, the Downtown Truro Master Plan, has served as the blueprint for many successful initiatives undertaken by the Town and its partners that have transformed the Downtown over the past 16 years. This includes the reconstruction of Inglis Place, Riverfront Park, wayfinding signage, and the Civic Square. The Town acknowledges the tremendous success of this Plan and recognizes that a new plan is needed to set out a coordinated and comprehensive approach to improving and promoting the Downtown.

**Policy DC-52**

COL GRW SVC ATR ACT PRO

It shall be a policy of Council to work with the Downtown Truro Partnership on the creation of a new Downtown Master Plan that includes improvements to prominent public spaces and streetscapes in and around the downtown core to attract people and create opportunities for more business activity.



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### 3.2.11 Public Art

Truro currently has very little public art and Council recognizes that greater effort needs to be made to introduce more public art into the community, particularly into the public spaces in the Downtown. Council recognizes the important contribution that a thriving public art program can creating beautiful, iconic, and memorable spaces that: reflect the diversity of the community; instill a sense of local pride; develop a positive civic identity; reflect the Town's values; provide educational experiences; increase cultural tourism; and contribute to the unique cultural heritage of the Town while also ensuring the conservation of this heritage.

#### Policy DC-53

INC VIB ATR

It shall be a policy of Council to develop and adopt a public art policy that will integrate art and artists into a variety of public settings and thereby help foster a sense of place, community pride and identity, enhance the attractiveness of the Town, and promote cultural tourism.





### 3.3 DOWNTOWN CORE POLICY AREA

#### 3.3.1 The Basis for a Downtown Core Policy Area

The Downtown Core Policy Area has been created to recognize and enhance the distinct type of built form and mixture of uses that makes Downtown Truro a regional destination for shopping, dining, banking, other higher-order services, and also for living, working and playing. While the Downtown has changed over the last several decades, it continues to remain a focal point of the Truro-Colchester region and the Downtown Core Policy Area is intended to enhance the vibrancy and vitality of this area as well as stimulate economic growth.

It's also important that the Downtown retains a rich heritage of commercial architecture, a great mixture of uses, and a large number of appropriately designed and scaled buildings that create appealing pedestrian-friendly streetscapes. Council wants to ensure that the Downtown area builds upon these strengths. The Downtown Core Policy Area has been created to ensure that appropriate policies are put into place to realize the objectives. The Downtown Core Policy Area is intended to apply to properties in the Downtown where Council wants to retain or enhance the traditional built form that contributes to the creation of vibrant and pedestrian-friendly streetscapes.

#### Policy DC-54

CTR GRW ATR VIB PRO

It shall be a policy of Council to establish the Downtown Core Policy Area on the Town's Policy Area Map. This Policy Area is intended to apply to the established central business district of Truro which is generally characterized by a 2 to 3 storey commercial buildings built immediately adjacent to the sidewalk and featuring street level retail units with offices or residential on the upper floors.

#### Policy DC-55

CTR GRW ATR VIB PRO

The Downtown Core Policy Area will generally apply to the following areas: Prince Street between Whitman Court and the CN Rail crossing, Walker Street; The Esplanade; Queen Street near Walker, Waddell, and Elm Streets; Young Street north of Brunswick Street, lands around Victoria Square; Arthur Street east from Pleasant, and all lands situated between Young Street, The Esplanade, and Prince Streets

#### 3.3.2 Commercial Heritage

The Downtown area contains some of the most historically significant properties in the Town, with some very fine examples of commercial architecture. Council is interested in the preservation and enhancement of important commercial streetscapes and will seek the advice of the Heritage Advisory Committee when considering any development agreement or rezoning applications in the Downtown Core Policy Area.

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**Policy DC-56**

ATR VIB

It shall be a policy of Council to forward development agreement proposals within the Downtown Core Policy Area to the Heritage Advisory Committee for review and recommendation.

**Policy DC-57**

ATR VIB

It shall be a policy of Council to take into consideration advice from the Heritage Advisory Committee on the following matters when evaluating a development agreement proposal in the Downtown Commercial Policy Area that involves any new structure, exterior structural alterations, new signage, new parking, lighting, or landscaping:

- a) the proposal’s architectural design and its compatibility with heritage architectural styles found in the downtown area;
- b) the compatibility of the proposal with any abutting heritage properties in terms of its height, bulk, and scale;
- c) the impact of the proposal on any heritage streetscape;
- d) the location of any proposed parking areas and how well they are screened from neighbouring properties and from the street; and
- e) the suitability of any signage, lighting, fencing, or landscaping elements in terms of their impact on any abutting properties or streetscape.

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### 3.3.3 Downtown Core (DC) Zone

The Downtown Core (DC) Zone is intended to apply to all lands within the Downtown Core Policy Area and implement land use regulations designed to encourage new commercial, institutional, and residential development as well as encourage established businesses and institutions to grow. These regulations will also ensure that development contributes to the creation of vibrant and pedestrian friendly streetscapes that attract people to the Downtown. The DC Zone shall permit a broad range of uses that will recognize the existing mixture of uses that exists in the downtown.

#### Policy DC-58

CTR PRO

It shall be a policy of Council to establish the Downtown Core (DC) Zone and apply it to lands within the Downtown Core Policy Area that form the traditional Downtown business and retail area of Truro where buildings are typically two to three stories tall and built to the street.

#### Policy DC-59

CTR GRW PRO

Within the Downtown Core (DC) Zone, it shall be a policy of Council to permit a broad range of commercial uses such as retail uses, office and professional uses, restaurants, lounges, cabarets, accommodations, and banks. The DC Zone shall also permit other land uses such as institutional uses, parks, and residential uses.

#### Policy DC-60

ATR

It shall be a policy of Council to maintain a traditional downtown character and pedestrian friendly environment of the Downtown Core (DC) Zone through minimum lot sizes, frontage requirements, setback requirements, and height restrictions.

#### Policy DC-61

ATR

In order ensure that new development complements or enhances the surrounding neighbourhood, it shall be a policy of Council to place additional conditions and restrictions on uses that are likely to create land use conflicts with surrounding properties or have a negative impact on surrounding public spaces.

### 3.3.4 Downtown Commercial Urban Design Standards

Part of what makes Downtown Truro an important destination for shopping and dining is the way that the Downtown appeals to pedestrians. Human scale buildings that line the streets, well maintained sidewalks, street furniture, lighting, plantings, and a mixture of uses all help to create a vibrant pedestrian friendly environment. It is essential that the Town carefully regulate new construction and redevelopment projects in the Downtown to ensure that due consideration is given to how the development interacts with the street and other public spaces.

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**Policy DC-62**

ATR ACT VIB

It shall be a policy of Council to establish urban design standards for the Downtown Core (DC) Zone, apply these standards to specified areas with the DC Zone, identify developments that would be subject to these standards, and require that these standards be considered as part of any development agreement or site plan approval application process.

**Policy DC-63**

VIB ATR ACT

It shall be a policy of Council to require that all conversions and new construction within the Downtown Core (DC) Zone contribute to the development, preservation, and enhancement of pedestrian friendly and aesthetically pleasing downtown streetscapes.

**3.3.5 Exemption from Downtown Core Urban Design Standards**

The Downtown Core Urban Design Standards are a key component of the Town's efforts to ensure that downtown streetscapes are preserved and enhanced by new development. Council is aware that the Design Standards are a rigid set of controls and there may be occasions where a greater degree of flexibility may be desirable. This flexibility would be intended to accommodate examples of both contemporary and heritage architecture that may not comply with the Town's Design Standards but nevertheless would make welcome additions to the Downtown. Council acknowledges that strict adherence to the Design Standards would stifle architectural creativity and not permit the freedom of design that is sometimes necessary to overcome unique site challenges. However, Council is mindful that any such accommodation must not undermine the primary goal preserving and enhancing pedestrian friendly and aesthetically pleasing streetscapes. To this end, Council wants to ensure that there is a appropriate and effective evaluation and approval process in place that allows variations from the Urban Design Standards. The application of this flexibility will only be considered where it can be demonstrated to the satisfaction of the Development Officer that the design of the proposed development will complement and not negatively impact Downtown streetscapes. In consideration of any exemption from the Urban Design Standards, the Development Officer may seek input from the Town's Heritage Advisory Committee.

**Policy DC-64**

GOV

It shall be a policy of Council to allow the Development Officer to permit proposals in the Downtown Core (DC) Zone that do not conform to applicable Urban Design Standards where the Development Officer has determined, in consultation with the Town's Heritage Advisory Committee (HAC), that the proposed development achieves the Town's objectives with respect to streetscape preservation and enhancement as outlined in this Municipal Planning Strategy.

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**Policy DC-65**

GOV

It shall be a policy of Council to require the submission of detailed elevation drawings, a site plan, and any other information that the Development Officer deems necessary to evaluate a development proposal pursuant to Policy DC-64.

**3.3.6 Existing Permitted Uses**

Council recognizes that there are a number of existing residential uses in the Downtown Core that may not comply with Council’s current policies regarding mixed use development in the Downtown area. Council, however, recognizes the value of having residential uses in the Downtown and wants to permit these uses to be recognized as existing permitted uses.

There are a number of existing uses in the Downtown Core that do not fully conform to Council’s vision for a downtown characterized by attractive streetscapes and public spaces framed with buildings and uses that help create an vibrant and vital places where Truro can come together as a community. These existing uses, however, are a fixture in the Downtown and contribute to the local economy so it is Council’s intent to support their ongoing operation. Of specific interest to Council are automobile dealerships located in the Downtown Core. These uses typically occupy large areas of land and, consequently, significant sections of prime frontage on major Downtown streets are taken up by car lots. These streetside outdoor display areas for automobiles do not contribute to vibrant and pedestrian friendly streetscapes. While Council wants these businesses to be able to continue operating, Council wishes to place limits on their ability to expand and wishes to limit new automobile sales uses. To ensure that new or expanded automobiles dealerships complement or enhance downtown streetscapes, Council wants to permit smaller dealerships by site plan approval while large dealerships will require a development agreement.

**Policy DC-66**

GOV

HOU

It shall be a policy of Council to, in the Downtown Core (DC) Zone, identify lawfully existing residential uses as permitted uses.

**Policy DC-67**

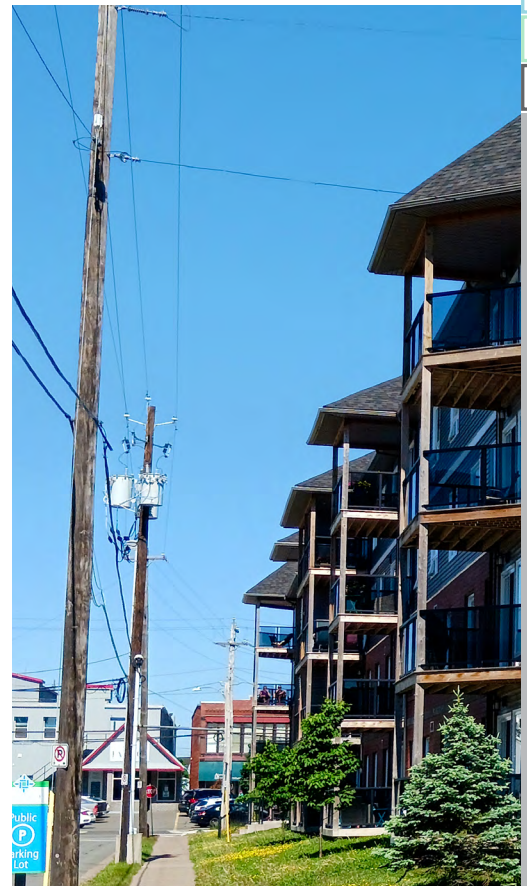
ATR

It shall be a policy of Council to limit the amount of street frontage taken up by the outdoor display of automobiles by restricting the number of vehicles that can be displayed as part of a new automobile sales and rentals use.

**Policy DC-68**

ATR

It shall be a policy of Council to control and mitigate potential land use conflicts associated with the outdoor display of automobiles by requiring an automobile sales and rentals use with more than 5 vehicles on display, or that involves the display of heavy vehicles, to be considered only by site plan approval. In considering such proposals council shall have regard for the site plan approval criteria set out in the Downtown Core (DC) Zone



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**Policy DC-69**

ATR

It shall be a policy of Council to consider automobile sales and rentals uses with an outdoor the display area in excess of 500 m<sup>2</sup> (5,382.0 ft<sup>2</sup>) only by development agreement. In considering such proposals council shall have regard for the evaluative criteria for development agreements contained in Chapter 14: Implementation.

**3.3.7 Residential Uses in the Downtown Core (DC) Zone**

Accommodating residential uses and increasing residential densities in the Downtown will have several benefits and help Council achieve several of its community goals. New residential uses in the Downtown Core (DC) Zone means that the Town can accommodate new population growth and new housing without having to build new services and infrastructure. More housing in the Downtown also reduces the need for the Town to expand into more suburban areas, thereby helping conserve open space and irreplaceable natural resources. Increased residential densities in the Downtown produces a compact urban form that supports transit and active transportation and leads to increased pedestrian traffic which in turn contributes to vibrant and lively streetscapes. Increased pedestrian traffic means more clientele for services and businesses located in the Downtown. The presence of residential development also helps promote a safe and inviting atmosphere in throughout the day.



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Council recognizes that an effective mix of land uses within the Downtown includes the provision of a variety of housing types. To encourage more residential development in the Downtown, Council intends to permit a broader range of residential uses without requiring a development agreement or other discretionary approval. Conversions of existing buildings to residential uses will be permitted as-of-right. New residential and mixed use developments with a limited number of dwelling units will also be permitted as-of-right.

Higher density housing makes effective use of space, is economically efficient and encourages greater use of services, however it can have a greater land use impact and care must be taken to ensure new higher density developments are designed in a way that existing uses are minimally impacted. For this reason, higher density multiple-unit residential development will be carefully evaluated through a site plan approval process or a development agreement process depending on the intensity of the residential use.

In order to maintain a strong commercial presence and accommodate a vibrant retail environment on busy shopping streets in the Downtown, residential uses will not be permitted to occupy street level space fronting on Inglis Place and Prince Street.



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**Policy DC-70**

HOU GRW ACT VIB

It shall be a policy of Council to, within the Downtown Core (DC) Zone, permit the as-of-right development of a new multiple unit residential development or new mixed use development with up to four dwelling units provided the proposal does not include any dwelling units adjacent to the street.

**Policy DC-71**

HOU GRW ACT VIB

It shall be a policy of Council to permit the as-of-right conversion of an existing structure within the Downtown Core (DC) Zone to a multiple unit residential use or mixed use development with up to twelve dwelling units provided the conversion does not include any dwelling units adjacent to the street.



**Policy DC-72**

ENG HOU GOV ATR

It shall be a policy of Council to control and mitigate potential land use conflicts associated with dormitories by requiring that these uses be considered only by site plan approval. In considering such proposals council shall have regard for the site plan approval criteria set out in the Downtown Core (DC) Zone

**Policy DC-73**

ENG HOU GOV ATR

It shall be a policy of Council to, within the Downtown Core Policy Area or Downtown Core (DC) Zone, consider a new multiple unit residential development or a new mixed use development with more than four and up to twelve dwelling units only by site plan approval. In considering such proposals council shall have regard for the site plan approval criteria set out in the Downtown Core (DC) Zone.

**Policy DC-74**

ENG HOU GOV ATR

It shall be a policy of Council to, within the Downtown Core Policy Area or Downtown Core (DC) Zone, consider a new multiple unit residential development or a new mixed use development with more than twelve dwelling units only by development agreement. In considering such proposals council shall have regard for the evaluative criteria for development agreements contained in Chapter 14: Implementation.

**3.3.8 Residential Buffering Requirements**

In the Downtown Core (DC) Zone there are no requirements for front or side yard setbacks and in many cases buildings will be able to occupy an entire site. However, where a property in the DC Zone abuts a property in an Urban Corridor (UC) or Downtown Neighbourhood (DN) Zone, there will be provision in the Land Use By-law to require additional setbacks and buffering requirements for any abutting yard.

**Policy DC-75**

ATR

It shall be a policy of Council to, for any property in the Downtown Core (DC) Zone, apply addition buffering and setback requirements for any yard abutting an Urban Corridor (UC) or Downtown Neighbourhood (DN) Zone.

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MUNICIPAL PLANNING STRATEGY  
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# 4 | Urban Corridor



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## 4.1 BACKGROUND

### 4.1.1 Policy Context

The Urban Corridor Policy Area is made up of the busier streets in and around Downtown Truro that typically contain a greater mixture of uses and higher residential densities than surrounding neighbourhoods. Development along these routes consists mainly of older single detached homes that date from the mid to early 1900s, many of which have been converted to multiple unit dwellings or commercial uses. Properties along these corridors are highly visible and the large volumes of traffic that travel along these routes into and around the Downtown provide a large potential customer base. As a result, these corridors are very appealing for commercial development. Also, the traffic and activity along these routes makes these areas less appealing for low density residential uses and better suited for more intensive residential uses.



While zoning plays a necessary role in managing conflicting land uses, over-separation of land uses can prevent the growth of vibrant, accessible places that feature a mixture uses that complement one another. To allow a greater mixture of uses along the main transportation corridors leading to Truro’s downtown core, Council has established the Urban Corridor Policy Area. This land use Policy Area is intended to provide policy support for the creation of a mixed use zone. This zone will apply to lands surrounding the Downtown Core including lands along Young, King, East Prince, Brunswick, Pleasant, and the primarily residential portion of Robie Street. and host highly visible properties with the potential to support a range of residential densities and limited commercial uses. It is Council’s intent that any commercial use of these lands be balanced with the need to preserve the residential character of these neighbourhoods.

### 4.1.2 Challenges & Opportunities

The traditional early to mid twentieth century homes located along the main routes into and around Truro’s Downtown are under pressure to convert and redevelop as multiple unit residential and commercial uses. These areas offer the high visibility desired by many commercial uses and these properties are often on the periphery of established and intact residential neighbourhoods, so there is typically less resistance to higher density residential uses. Council recognizes that, in order for Truro to grow its economy and provide more housing in a sustainable way, it must look to development opportunities along these corridors.

Another important aspect of smart and sustainable growth is accommodating population growth and new development on existing infrastructure. The main streets into and around Downtown Truro already have municipal services in place and the street network and sidewalk infrastructure are also in place. By repurposing existing buildings along these urban corridors, Council can ensure that new growth is accommodated without having to build and maintain new services and infrastructure. New growth in these areas would also be able to take advantage of the proximity to goods, services, and employment which would encourage active transportation, thereby reducing the need for more trips by car and consequently the need for more road infrastructure.

Many of the older homes along these routes are also large structures that can be expensive to maintain and heat, especially when occupied as a single dwelling unit. Many of Truro’s residents lack the financial resources and are



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unable to access the labour required to maintain these properties as homes. To ensure that these properties do not fall into disrepair and that heritage architectural elements are preserved, Council intends to encourage reinvestment in these homes by permitting a broad range of redevelopment and repurposing options provided the development preserves the residential character of the property and the surrounding neighbourhood.

New housing along the urban corridors would also mean demand for goods and services in the Downtown which will help support local businesses as well as encourage vibrant and active streetscapes.

Care must be taken to ensure that any conversions or redevelopment of properties situated in the Urban Corridor Policy Area complements any traditional homes and streetscapes in the vicinity of the development and that adjacent residential neighbourhoods remain intact.

## 4.2 URBAN CORRIDOR OBJECTIVES

### 4.2.1 Affordable Housing

Homelessness is also a growing concern in the greater Truro-Colchester region, with the most visible types of homelessness being concentrated in or near the downtown core. Homelessness and its related outcomes pose a significant burden on municipal resources through increased maintenance, policing costs, and the risk of hardship to downtown businesses. Council wishes to promote housing for all because it is humane and broadly more cost-effective to provide all Truronians with a place to live than to place pressure on a patchwork of maintenance and emergency services.

#### Policy UC-1

INC HOU

It shall be a policy of Council to encourage residential development that includes affordable housing units.

#### Policy UC-2

INC HOU CTR

It shall be a policy of Council to encourage a variety of housing types to ensure that Truro accommodates residents with a wide range of housing needs and that everyone is able to make a home in Truro.

#### Policy UC-3

HOU PRO INC ACT

It shall be a policy of Council to encourage residential proposals that either consist of a mixture of dwelling types or will contribute to a mixture of dwelling types in the neighbourhood

#### Policy UC-4

PRO GRW

It shall be a policy of Council to promote a wider range of housing opportunities that will help ensure that the workforce supporting the local economy has access to suitable and affordable housing.



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**Policy UC-5**

COL INC HOU

It shall be a policy of Council to participate in the Truro-Colchester Region's Coordinated Access Model.

**Policy UC-6**

GOV INC HOU

It shall be a policy of Council to develop and adhere to a strategy for implementing affordable housing requirements which will include an administrative and regulatory framework to ensure developers comply with affordable housing requirements.

**Policy UC-7**

INC HOU

It shall be a policy of Council to, when evaluating any development proposal with a residential component, consider requiring that a specified percentage of units within the development be affordable.

**4.2.2 Support Appropriate Mixed Commercial and Residential Use**

The main streets in and around Truro's Downtown Core are able to support a moderate level of density and a limited range of businesses, making these corridors important community assets for sustainable community development. To promote sustainable growth in Truro, Council wishes to direct a mixture of uses toward areas in the Urban Corridor that are best able to support residential density and variety in housing and business type. Larger scale business uses are generally not compatible with this zone due to the basic land use characteristics inherent to business uses such as traffic, lighting, noise, litter, signage, and architectural differences. However, certain commercial uses and more intensive residential uses that maintain the traditional residential character of the neighbourhood and that are not expected to create land use conflicts with neighbouring properties are to be accommodated and encouraged in the Urban Corridor Policy Area.

**Policy UC-8**

PRO VIB

It shall be a policy of Council to encourage mixed-use neighbourhoods and developments that contribute to more walkable, compact, and vibrant communities that attract and retain young people.

**Policy UC-9**

PRO INC

It shall be a policy of Council to promote an appropriate mixture of land uses that helps reduce barriers to goods, services, amenities, and employment opportunities.

**Policy UC-10**

ATR

It shall be a policy of Council to encourage development proposals that complement or enhance established and intact neighbourhoods and streetscapes.



**Policy UC-11**

ACT ATR

It shall be a policy of Council to encourage an appropriate mixture of land uses, particularly in and around the Downtown, to ensure that the streets are active and vibrant on evenings and weekends, and not just during regular business hours.

**4.2.3 Residential Intensification Along Urban Corridors**

The large homes that line the busier streets in and around Downtown Truro, many of which date from the early to mid 1900s, tend to be less desirable for buyers seeking a single detached dwelling on a quiet residential street. As family sizes decreased and home buyers began moving to more modern housing developments in newer residential subdivisions, many of these homes were purchased by businesses or developers looking to convert the homes to commercial space or multiple residential units.

Today, development along Truro’s urban corridors consists primarily of larger single unit dwellings that have been converted to commercial and multiple unit residential uses. While the uses may have changed, these streets retain some of their traditional residential character due to the fact that the many of the original residential structures, front lawns, and street trees remain intact. While the structures and landscaping are reminiscent of a low density residential neighbourhood, the uses, traffic, and activity along these busy streets suggest a more intensive type of development.



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These urban corridors already feature a mixture of uses, including more intensive residential uses, and Council recognizes that the introduction of more housing in these areas is unlikely to result in land use conflicts with neighbouring properties provided new development or conversions respect and complement the traditional built form and landscaping elements. Also, Council recognizes that housing along urban corridors is often considered desirable for occupying a “sweet spot” where downtown activity is close enough to easily access without being within the downtown itself. Council wishes to make the best possible use of this land by guiding the intensification of housing in the Urban Corridor Policy Area provided the new units complement the existing neighbourhood character and any heritage architecture. To best integrate a greater intensity of housing into an existing neighbourhood, Council will require that new residential developments go through an appropriate evaluation and approval process.

**Policy UC-12**

SVC PRO GRW HOU ENV

It shall be a policy of Council to discourage urban sprawl and prioritize growth by intensification.

**Policy UC-13**

ENV ACT VIB

It shall be a policy of Council to support increased residential densities in areas where walking is an attractive and feasible means of accessing employment, services, and amenities.

**Policy UC-14**

INC HOU

It shall be a policy of Council to support residential development proposals that will increase the range of housing choices available in existing residential neighbourhoods.

**Policy UC-15**

GRW PRO SVC

It shall be a policy of Council to encourage development to occur in a manner that will take advantage of existing infrastructure.

**Policy UC-16**

SVC ENV ACT

It shall be a policy of Council to direct residential intensification toward the downtown where services, amenities, and employment can be easily accessed without a private automobile.

**4.2.4 Allow a Range of Commercial Development Options**

In order for Truro to attract new commercial development and maintain its share of the regional commercial tax base the Town must ensure that its commercial land use policies are able to accommodate a broad range of uses. The Urban Corridor Policy Area is characterized by a mixture of uses, including office and professional uses, personal services, and residential. These uses currently coexist with little or no land use conflict and Council wants to encourage and support this type of development as a way of accommodating a variety of commercial uses and promoting economic growth.

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**Policy UC-17**

PRO RSL

It shall be a policy of Council to have flexible commercial development regulations that will help to ensure that a variety of commercial development options are available and the Town is well positioned to adapt to changing market conditions and trends.

**Policy UC-18**

PRO VIB

It shall be a policy of Council to permit a range of uses in the Urban Corridor Policy Area that will complement the existing mixture of uses, pose minimal risk of land use conflicts, and contribute to a vibrant and prosperous local economy.

**4.2.5 Aesthetically Pleasing Development**

The Urban Corridor Policy Area is comprised of the primary routes into Truro’s Downtown and these streets are a very visible part of the community that can leave a lasting impression on residents and visitors alike. By regulating design elements such as signage, architecture, parking and landscaping, the Town can help to ensure that residents and visitors are left with a positive impression. These measures will also help to promote a sense of place and community identity.



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**Policy UC-19**

VIB ACT ATR

It shall be a policy of Council to encourage development proposals that complement or enhance established and intact neighbourhoods and streetscapes.

**Policy UC-20**

ATR

It shall be a policy of Council to regulate some of the aesthetic elements of commercial development to ensure a high quality of design and to ensure that it does not overwhelm the more subtle aspects of the visual landscape that help define what makes Truro a unique place.

**4.2.6 Support for Local Businesses and Entrepreneurs**

Local businesses are important to a local economy. They employ local residents and provide goods and services to the community. They also bring growth to the local economy and help to attract new residents to the community. Local businesses are often customer focused and better understand the needs of their local community.

Over the last decade, a shift has taken some consumers away from large multinational chains and big-box retailers toward more locally owned and produced goods. Becoming increasingly important, people want to ensure that the goods they are buying are local produced, ethically sourced, and that there is some social benefit or greater good. With supply chain and logistic issues during the COVID-19 pandemic, this shift grew, involved more complex goods, and emphasized the need for greater local sustainability and self-sufficiency. All of this ties into a growing momentum for buying and supporting local. When consumers buy local, significantly more money stays within the local economy.

In order to foster the development of a local economy with local entrepreneurs, the Town needs to provide affordable and convenient locations for small businesses, professionals, artists, and craftspeople. The Town will work with educational and other regional economic development partners to provide opportunities for entrepreneurs to establish and grow their businesses in Truro.

**Policy UC-21**

COL PRO

It shall be a policy of Council to foster a healthy local business climate that encourages existing businesses to remain in Truro, expand, create local jobs, and generate additional investment in the local economy.

**Policy UC-22**

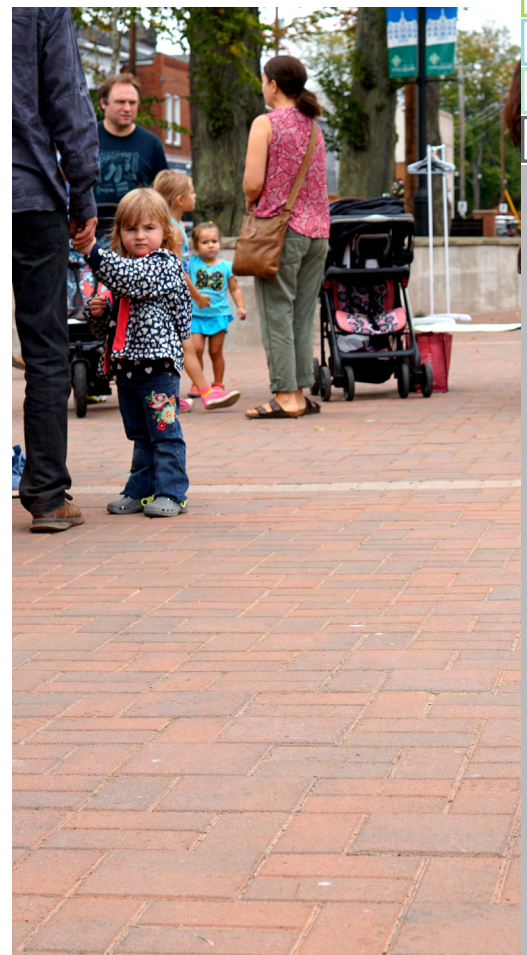
RSL PRO

It shall be a policy of Council to foster an environment that supports local entrepreneurs and provides them opportunities to thrive.

**Policy UC-23**

GRW RSL PRO

It shall be a policy of Council to encourage and support a diverse range of businesses in the local economy to ensure a strong and stable base for job creation and local workforce retention.



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#### 4.2.7 Vibrant and Pedestrian-Friendly Streetscapes

Streets are public places capable of engaging people in various activities and they are an important part of the social fabric of any community. Streetscapes influence how people interact, they help to define a community’s attractiveness, and they influence economic activity and culture. Vibrant and pedestrian-friendly streets are well designed and serve many functions. They must feel safe, be easy to navigate, consider accessibility, be well-lit, and be clean. They are also more vibrant if they include beautification elements, street furniture, and compliment things such as outdoor dining and sidewalk patios. Streets should be designed to encourage people to walk, socialize, and interact with the natural and built environment, and they should, through overall appeal, discourage automobile use. Council recognizes that the major streets in and around the Downtown Core must, in addition to the important function of conveying people and goods by automobile, be vibrant and pedestrian friendly public spaces.



TOWN OF TRURO COMMUNITY PLAN

##### Policy UC-24

ACT VIB

It shall be a policy of Council to encourage development proposals that will contribute to increased pedestrian volumes on streets in and around the Downtown.

##### Policy UC-25

ATR SVC

It shall be a policy of Council to prioritize the maintenance of sidewalks, signage, and other active transportation infrastructure along main pedestrian routes and key streets in and around the Downtown to foster a welcoming pedestrian environment.

##### Policy UC-26

ACT PRO VIB ATR SVC

It shall be a policy of Council to support the creation, preservation, and enhancement of pedestrian friendly and walkable streetscapes that encourages local commerce.

##### Policy UC-27

PRO VIB ATR

It shall be a policy of Council to encourage and support initiatives that increase pedestrian traffic and foster ‘life on the street’ such as sidewalk cafés, outdoor markets, concerts, and entertainment.

##### Policy UC-28

ACT SVC

It shall be a policy of Council to adopt and apply a complete streets approach when considering improvements to primary routes.

##### Policy UC-29

VIB ATR

It shall be a policy of Council to treat streets as a place for people and public life.

##### Policy UC-30

VIB ATR SVC

It shall be a policy of Council to encourage businesses to activate adjacent street frontages with features such as sidewalk displays, outdoor seating, and signage without affecting the unobstructed travel area.

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## 4.3 URBAN CORRIDOR POLICY AREA

### 4.3.1 The Urban Corridor Policy Area

The Urban Corridor Policy Area has been created to help promote the growth of vibrant, attractive, walkable, accessible places along major routes into Truro’s Downtown Core. These corridors offer the opportunity to accommodate new housing and new economic activity in an area that will not require new infrastructure, that will support active transportation, and will have minimal impact on established neighbourhoods located away from major transportation routes. This Policy Area is intended to accommodate more intensive residential uses and a range of non-intensive commercial uses that will complement neighbouring residential uses. This Policy Area encompasses lands surrounding the Downtown Core including lands along Young, Willow, King, East Prince, Brunswick, Pleasant, and Robie Street where development is primarily comprised of early to mid twentieth century homes that have been converted to commercial or multiple unit residential uses. This Policy Area will also include lands along busier streets where limited commercial, multi-unit residential, and mixed-use development is desirable provided potential land use conflicts with neighbouring residential areas can be addressed. This would include areas such as the western end of Prince Street, King Street and Glenwood Drive. It is Council’s intent that any commercial use of these lands be balanced with the need to preserve the character of nearby residential areas.

#### Policy UC-31

GRW SVC PRO HOU ATR

It shall be a policy of Council to establish the Urban Corridor Policy Area on the Town’s Policy Area Map. This Policy Area is intended to apply to lands along major routes into Truro’s Downtown Core where Council wishes to encourage limited commercial, multi-unit residential, and mixed-use development proposals that complement abutting residential neighbourhoods and provided potential land use conflicts can be addressed.

#### Policy UC-32

GRW SVC PRO HOU ATR

The Urban Corridor Policy Area will apply to lands along busier streets that generally lie just outside of the downtown core and run through or adjacent to established residential areas. This includes portions of Young, Prince, Queen, Brunswick, Park, Duke, Arthur, Pleasant, King, Robie, Juniper, and Willow Streets.

### 4.3.2 The Urban Corridor (UC) Zone

The Urban Corridor (UC) Zone is designed to permit a broad range of uses that will recognize the existing mixture of commercial, residential, and institutional uses located along the main streets leading to Truro’s Downtown. It will not, however, permit uses likely to generate land use conflicts with abutting residential uses due to noise, hours of operation, or traffic. The UC Zone will include land use regulations designed to encourage development that contributes to the creation of vibrant and pedestrian friendly streetscapes. The Zone is intended to provide a live-work option for local artists, craftspeople, and home based businesses that require a limited retail component.

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The Zone permit a limited range of commercial uses such as office and professional uses, personal service shops, and restaurants. Institutional Uses such as day care centres and residential care facilities will also be permitted. Conversions of existing structures and redevelopment proposals will be permitted provided the development complements the existing neighbourhood character and measures are taken to mitigate any negative land use impacts on abutting low density residential uses. More intensive uses will require site plan approval or a development agreement to address potential compatibility issues.

### Policy UC-33

VIB GRW PRO HOU

The Urban Corridor (UC) Zone will apply to lands in the Urban Corridor Policy Area that are situated along busier streets just outside of the downtown core that run through or adjacent to established residential areas. This includes portions of Young, Prince, Queen, Brunswick, Park, Duke, Arthur, Pleasant, King, Robie, Juniper, and Willow Streets.

### Policy UC-34

VIB GOV GRW PRO HOU ATR

Within the Urban Corridor (UC) Zone, it shall be a policy of Council to permit a mixture of residential, commercial and institutional uses that are compatible with the surrounding neighbourhoods and abutting residential uses. Intensive uses may be subject to special conditions or may require appropriate development review and approval processes to address potential land use conflicts.

### Policy UC-35

GRW VIB PRO

It shall be a policy of Council to support local small businesses, professionals, artists, and craftspeople by permitting these uses to locate in private dwellings in residential areas and by allowing mixed use development in some commercial areas.

### Policy UC-36

ATR GRW VIB PRO

It shall be a policy of Council to permit a controlled mixture of land uses where the potential for land use conflicts is minimal.

### Policy UC-37

ACT ATR

Within the Urban Corridor (UC) Zone, it shall be a policy of Council to require that any new structure complement or enhance the established architectural forms and patterns that define the streetscape and contribute to the creation of a pedestrian friendly environment.

### Policy UC-38

ACT ATR

It shall be a policy of Council to maintain a traditional character and pedestrian friendly environment of the Urban Corridor (UC) Zone through minimum lot sizes, frontage requirements, setback requirements, and height restrictions.

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### 4.3.3 Design Standards

The Urban Corridor Policy Area has been created to help promote the growth of vibrant, attractive, walkable, accessible places along major routes into Truro's Downtown Core. To achieve this, and to ensure that new development has minimal impact on established neighbourhoods, Council intends to implement design standards for new structures in the Urban Corridor (UC) Zone that will regulate some of the design elements of new structures.

#### Policy UC-39

ENG GOV ATR

It shall be a policy of Council to establish design standards for the Urban Corridor (UC) Zone, identify developments that would be subject to these standards, and require that these standards be considered as part of any development agreement or site plan approval application process.

### 4.3.4 Exemption from Urban Design Standards

Urban Design Standards are a key component of the Town's efforts to ensure that the visual appeal of the streetscapes that comprise the primary routes in and around the Town are preserved and enhanced by new development. Council is aware that the Design Standards are a rigid set of controls and there may be occasions where a greater degree of flexibility may be desirable. This flexibility would be intended to accommodate examples of both contemporary and heritage architecture that may not comply with the Town's Design Standards but nevertheless would make welcome additions to the Town's streetscapes. Council acknowledges that strict adherence to the Design Standards would stifle architectural creativity and not permit the freedom of design that is sometimes necessary to overcome unique site challenges. However, Council is mindful that any such accommodation must not undermine the primary goal preserving and enhancing pedestrian friendly and aesthetically pleasing streetscapes. To this end, Council wants to ensure that there is an appropriate and effective evaluation and approval process in place that allows variations from the Urban Design Standards. The application of this flexibility will only be considered where it can be demonstrated to the satisfaction of the Development Officer that the design of the proposed development will complement and not negatively impact streetscapes. In consideration of any exemption from the Urban Design Standards, the Development Officer may seek input from the Town's Heritage Advisory Committee.

#### Policy UC-40

GOV

It shall be a policy of Council to allow the Development Officer to permit proposals in the Urban Corridor (UC) Zone that do not conform to applicable Urban Design Standards where the Development Officer has determined, in consultation with the Heritage Advisory Committee (HAC), that the proposed development achieves the Town's objectives with respect to streetscape preservation and enhancement as outlined in this Municipal Planning Strategy.



**Policy UC-41**

GOV

It shall be a policy of Council to require the submission of elevation drawings, a site plan, and any other information that the Development Officer deems necessary to evaluate a development proposal pursuant to Policy UC-40.

**4.3.5 Residential Buffering Requirements**

The Urban Corridor (UC) Zone is designed to accommodate a mixture of uses, some of which are more intensive than nearby residential uses, and Council wishes to ensure that measures are in place to minimize or mitigate potential land use conflicts. Where a property in the UC Zone abuts a property in a Downtown Neighbourhood (DN) or General Residential (GR) Zone, there will be provision in the Land Use By-law to require additional setbacks and buffering requirements for any abutting yard.

**Policy UC-42**

ATR

It shall be a policy of Council to, for any mixed use, commercial use, or institutional use in the Urban Corridor (UC) Zone, apply additional buffering and setback requirements for any yard abutting a Downtown Neighbourhood (DN) or General Residential (GR) Zone.



**4.3.6 Heritage Preservation**

There are several historically significant properties and streetscapes near or abutting the Urban Corridor Policy Area and Council is interested in the preservation and enhancement of the Town's heritage properties and streetscapes. Council will, therefore, seek the advice of the Heritage Advisory Committee when considering any development agreement application in the Urban Corridor Policy Area.

**Policy UC-43**

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It shall be a policy of Council to forward development agreement proposals within the Urban Corridor Policy Area to the Heritage Advisory Committee for review and recommendation.

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**Policy UC-44**

ATR VIB

It shall be a policy of Council to take into consideration advice from the Heritage Advisory Committee on the following matters when evaluating a development agreement proposal in the Urban Corridor Policy Area that involves any new structure, exterior structural alterations, new signage, new parking, lighting, or landscaping:

- a) the proposal’s architectural design and its compatibility with heritage architectural styles found in the downtown area;
- b) the compatibility of the proposal with any abutting heritage properties in terms of its height, bulk, and scale;
- c) the impact of the proposal on any heritage streetscape;
- d) the location of any proposed parking areas and how well they are screened from neighbouring properties and from the street; and
- e) the suitability of any signage, lighting, fencing, or landscaping elements in terms of their impact on any abutting properties or streetscape.

**4.3.7 Intensive Uses and Large Developments**

The Town wishes to encourage new housing and new commercial development. The Town is, however, mindful of the potential negative land use impacts resulting from the traffic, noise, parking, and other activity associated with large developments or intensive land use proposals. To ensure that potential land use impacts are fully evaluated and that the proposal’s design addresses potential conflicts with neighbouring uses, Council will require that more intensive development proposals in the Urban Corridor Policy Area and the Urban Corridor (UC) Zone only be considered using an appropriate evaluation and approval process such as site plan approval or development agreement.

**Policy UC-45**

ATR GRW HOU ENG

In the Urban Corridor Policy Area or Urban Corridor (UC) Zone, it shall be a policy of Council to consider a residential or mixed use development with more than four and up to twelve dwelling units by site plan approval. In considering such proposals, Council shall have regard for the site plan approval criteria found in Chapter 5: Urban Corridor (UC) Zone of the Land Use By-law.

**Policy UC-46**

ATR GRW HOU ENG

In the Urban Corridor Policy Area or Urban Corridor (UC) Zone, it shall be a policy of Council to consider a residential or mixed use development with more than twelve dwelling units by development agreement. In considering such proposals, council shall have regard for the evaluative criteria for development agreements found in Chapter 14: Implementation.



**Policy UC-47**

PRO ATR GRW ENG

In the Urban Corridor Policy Area or Urban Corridor (UC) Zone, it shall be a policy of Council to consider a limited range of non-residential uses permitted in the UC Zone with a floor area greater than 150 m<sup>2</sup> (1,615 ft<sup>2</sup>) and up to 225 m<sup>2</sup> (2,422 ft<sup>2</sup>) of floor area by site plan approval. In considering such proposals Council shall have regard for the site plan approval criteria found in Chapter 5: Urban Corridor (UC) Zone of the Land Use By-law.

**Policy UC-48**

PRO ATR GRW ENG

In the Urban Corridor Policy Area or Urban Corridor (UC) Zone, it shall be a policy of Council to consider any non-residential use permitted in the UC Zone with a floor area greater than 225 m<sup>2</sup> (2,422 ft<sup>2</sup>) by development agreement. In considering such proposals, Council shall have regard for the evaluative criteria for development agreements contained in Chapter 14: Implementation.

**4.3.8 The West Prince Area**

The West Prince Neighbourhood, or “The Island”, is one of three historic African Nova Scotian neighbourhoods in the Town of Truro. It is the only one of the three neighbourhoods to remain largely intact and today the Island is home to a large number of people of African decent, many of whom are descendants of the original settlers. The Island is a thriving and cohesive neighbourhood with young families and a strong sense of community rooted in cultural identity.

Council is concerned about the potential negative impact that intensive development may have on residents of The Island neighbourhood, particularly their quality of life, their sense of belonging, and their attachment to their community. Council also recognizes that new development may also contribute to increased pressure from developers to buy up and redevelop land in the neighbourhood. It was factors such as these that contributed to the decline of Truro’s other African Nova Scotian neighbourhoods and Council is concerned that The Island neighbourhood may suffer the same fate. In response, Council wishes to ensure that new development proposals in and around The Island complement the existing neighbourhood and contribute to the healthy sense of community and belonging that current residents enjoy. To this end, Council will define the West Prince Area and introduce additional controls to limit the height and types of development that will be permitted in this area of Town.

**Policy UC-49**

RSL VIB ATR INC ENG

It shall be a policy of Council to include a map in the Land Use By-law that will delineate the West Prince Area, which shall comprise the area that was historically part of “The Island” neighbourhood, one of Truro’s three historic African Nova Scotian neighbourhoods, as well a buffer of properties that are situated just outside of the historic extents of the neighbourhood.

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### Policy UC-50

RSL VIB ATR INC ENG

It shall be a policy of Council to limit the height of new structures and the range of permitted uses within the West Prince Area to ensure that new development proposals in and around “The Island” complement the existing neighbourhood and contribute to the healthy sense of community and belonging that current residents enjoy.

### 4.3.9 The West Prince Area Advisory Committee

To ensure that residents of the West Prince Neighbourhood, or “The Island” have a greater say in development proposals that may impact the stability and integrity of their neighbourhood, Council wishes to establish a committee, primarily made up of residents from the area, that would be responsible for reviewing all planning applications on lands in and around The Island neighbourhood. The intent is that all development agreement and rezoning applications in this area would be subject to review and recommendation by a West Prince Area Advisory Committee (WPAAC).

### Policy UC-51

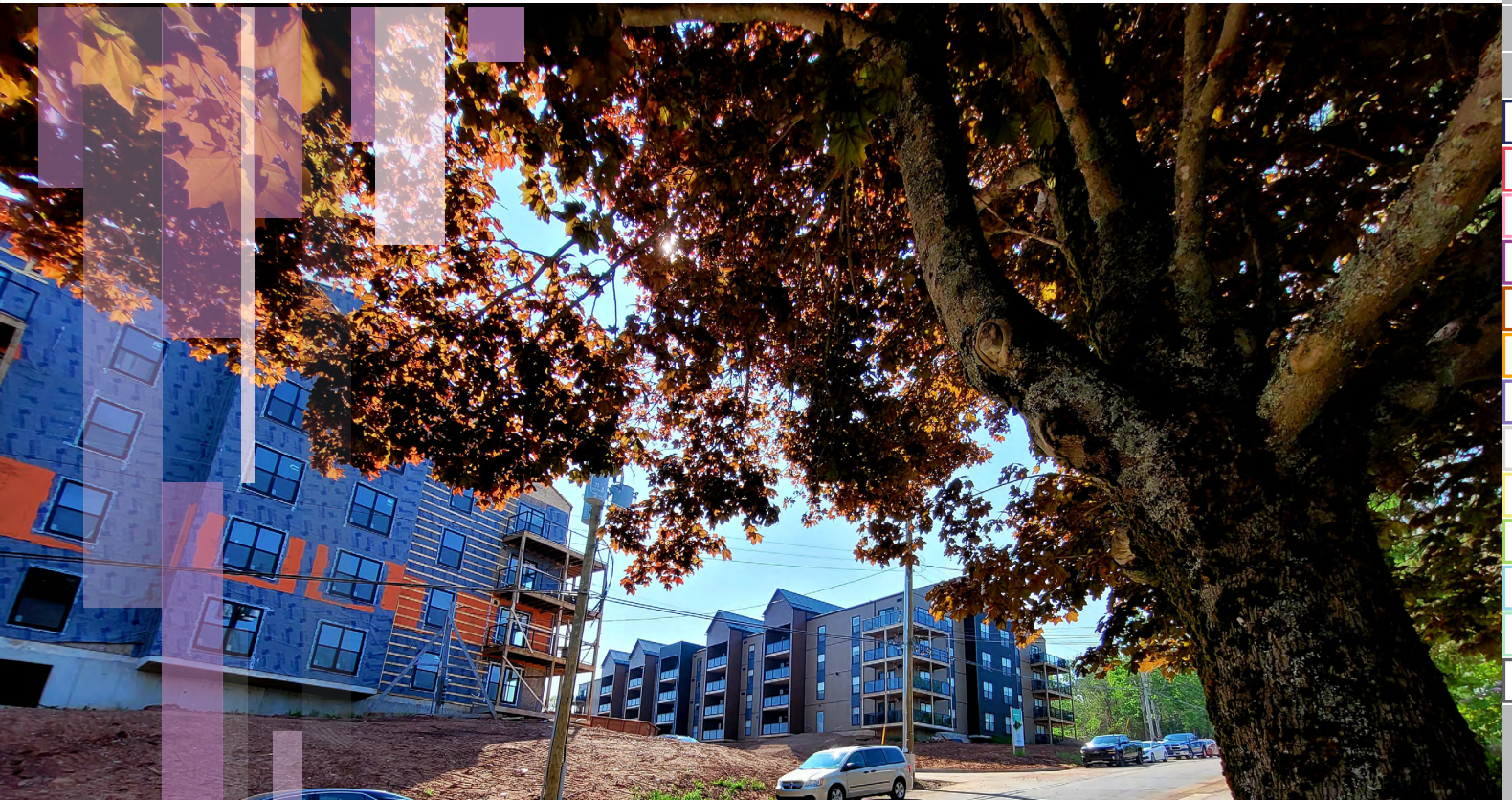
RSL VIB ATR INC ENG

It shall be a policy of Council to establish a West Prince Area Advisory Committee (WPAAC) that will be responsible for reviewing development agreements, rezonings, and other amendments to the Planning Documents that impact lands in and around The Island neighbourhood.

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# 5 | Urban Growth Policy Area



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## 5.1 BACKGROUND

### 5.1.1 Urban Growth Policy Area

The Urban Growth Policy Area is intended to encompass lands situated just outside of the existing built-up area of Truro that are well suited for more intensive residential and institutional development proposals as well as some limited commercial development. These areas generally include vacant or underutilized lands along some of the major transportation routes into the Downtown. These lands also have access to municipal services and infrastructure that can support more intensive uses. Like the Urban Corridor Policy Area, the Urban Growth Policy Area is generally comprised of lands located along major streets where the streets and services are in place to accommodate new growth. Also, like the Urban Corridor, the Urban Growth Policy Area is located on the periphery of established residential neighbourhoods, but unlike the Urban Corridor, the Urban Growth Policy Area is further removed from the Downtown Core and properties are generally larger and densities much lower, resulting in a urban form that is able to accommodate growth with less potential for land use conflicts with established residential neighbourhoods.



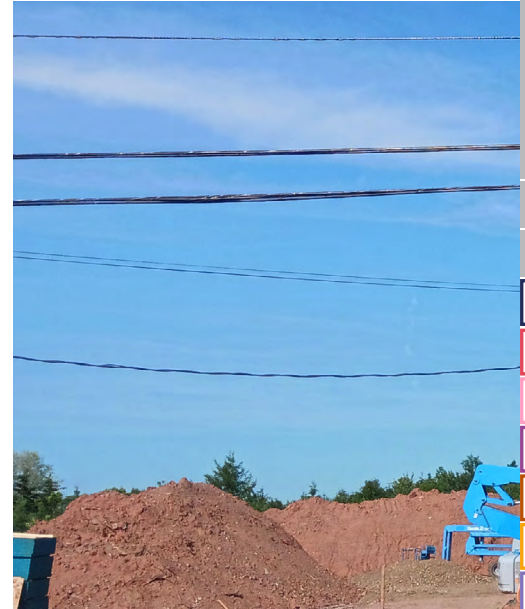
### 5.1.2 Challenges & Opportunities

Council wants Truro to continue to grow and thrive. It is recognized new housing, new services, and new institutional facilities are essential if the Town is to support new population growth and economic prosperity. While much of this new growth is being directed into the Downtown Core, Council recognizes that new development must also be accommodated elsewhere, particularly in areas where land is more affordable and land uses conflicts with established residential neighbourhoods is less likely. The Urban Growth Policy Area identifies lands capable of accommodating new housing that is close to employment, services and amenities and that meets the Town's objectives regarding sustainable development. The Urban Growth Policy Area will help ensure that there is a supply of land where development costs are low relative to the Downtown Core and cost savings can be passed onto tenants and homebuyers, helping to keep housing more affordable.

A finite supply of available land in the Downtown Core also favours development proposals that feature multiple-storey apartment style units. Properties in the Downtown are often too small to allow the larger footprints and flexibility that some type of housing require. To encourage a variety of housing types, the Urban Growth Policy Area will include lands close enough to the Downtown Core to enjoy some of the benefits of a central location, while at the same time offering larger lot sizes and opportunities to assemble land.

It is also important that growth be directed to areas where municipal services and infrastructure are already in place so that new development can be accommodated without requiring the extension of municipal services. New services, roads, and infrastructure are expensive to maintain and can be a significant drain on the Town's finances. By directing new development to the Urban Growth Policy Area, Council hopes the Town can maintain a compact urban form that does not contribute to urban sprawl. This will ensure that new population growth occurs in a sustainable way that reduces infrastructure costs, supports active transportation, and reduces the need to travel by private automobile.

While the Urban Growth Policy Area is generally situated on the periphery of established residential neighbourhoods, Council recognizes there is a possibility that land use conflicts will arise between nearby residential uses and the intensive residential, institutional, and commercial uses contemplated for the Urban Growth Policy Area. To address this potential issue, the Urban Growth Policy Area will only permit a limited range of commercial uses and include provision for additional buffering between incompatible uses. Council will also require that more intensive uses will be considered following a detailed evaluation process and require either a development agreement or site plan approval.



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## 5.2 URBAN GROWTH POLICY AREA OBJECTIVES

### 5.2.1 Access to Housing

Council is concerned about homelessness and the availability of affordable housing. Homelessness and its related outcomes pose a significant burden on municipal resources through increased maintenance, policing costs, and conflict with local businesses. Council wishes to promote housing for all because it is humane and broadly more cost-effective to provide all Truronians with a place to live than to place pressure on a patchwork of maintenance and emergency services. Council recognizes that the cost and availability of land in the Downtown Core are not conducive to the development of affordable housing. In its efforts to encourage the development of more affordable housing Council has created the Urban Growth Policy Area to ensure there is a greater supply of land near the Downtown Core that offers the benefits of access to goods, services, and employment without requiring a private automobile. It is hoped that the addition of these lands will add new, more affordable locations for the development of new housing resulting in a cost savings to developers that can be passed on to tenants and home-buyers.

**Policy UG-1** INC HOU  
It shall be a policy of Council to encourage residential development in the Urban Growth Policy Area to include affordable housing units.

**Policy UG-2** COL INC HOU  
It shall be a policy of Council to participate in the Truro-Colchester Region's Coordinated Access Model.



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**Policy UG-3**

GOV INC HOU

It shall be a policy of Council to develop and adhere to a strategy for implementing affordable housing requirements which will include an administrative and regulatory framework to ensure developers comply with affordable housing requirements.

**Policy UG-4**

INC HOU

It shall be a policy of Council to, when evaluating any development proposal in the Urban Growth Policy Area that includes a residential component, consider requiring that a specified percentage of units within the development be affordable.

**5.2.2 Variety of Housing Types**

Council recognizes that a variety of housing types are necessary in order to accommodate the diverse housing needs of the Town’s population. The Town needs to ensure that all residents have access to suitable housing regardless of age, mobility, income, or household type. Access to suitable housing is essential if the Town wants to attract and retain a workforce to support the local economy and if the Town wants to ensure that residents are able to remain in the community as their individual needs and the needs of their household change. It is also important that neighbourhoods offer a variety of housing options. This will allow people to age-in-place and remain within their community when their housing needs change.

It is also important that the Town discourage neighbourhoods that incorporate one type of dwelling unit. A variety of unit types will foster a sense of diversity and vitality in a neighbourhood and promote a sense of belonging and a feeling that all are welcome. Communities that feature just one type of housing often cater to only one socio-economic group and can lead to social stratification and inequities between different neighbourhoods. This can lead to a range of social issues that diminish the quality of life for all residents.





**Policy UG-5**

INC HOU CTR

It shall be a policy of Council to encourage residential development proposals in the Urban Growth Policy Area to feature a variety of housing types to ensure that Truro accommodates residents with a wide range of housing needs and that everyone is able to make a home in Truro.

**Policy UG-6**

PRO GRW

In the Urban Growth Policy Area, it shall be a policy of Council to promote a wider range of housing opportunities that will help ensure that the workforce supporting the local economy has access to suitable and affordable housing.

**Policy UG-7**

HOU PRO INC ACT

In the Urban Growth Policy Area, it shall be a policy of Council to encourage residential proposals that either consist of a mixture of dwelling types or will contribute to a mixture of dwelling types in the neighbourhood

**5.2.3 Allow a Mixture of Uses**

A long-held belief in land use planning was that the separation of uses is essential to a high quality of life. This notion was based on the idea that commerce and industry were not compatible with residential development. It is now generally understood that a strict separation of land uses can lead to a variety of problems from lifeless downtowns to an over-dependence on the automobile. There are a growing number of factors that are driving demand for more mixed use neighbourhoods that are walkable and compact. An appropriate mixture of uses throughout a community can help it be more sustainable and resilient. It also helps to create linkages to housing, jobs, access to goods and services, and activities. The Urban Growth Policy Area has been applied to lands that already feature a variety of residential, institutional, and limited commercial uses. It is Council's intent to encourage this mixture of uses to continue provided land use conflicts can be effectively mitigated.

**Policy UG-8**

PRO VIB

In the Urban Growth Policy Area, it shall be a policy of Council to encourage mixed-use neighbourhoods and developments that contribute to more walkable, compact, and vibrant communities that attract and retain young people.

**Policy UG-9**

PRO INC

In the Urban Growth Policy Area, it shall be a policy of Council to promote an appropriate mixture of land uses that helps reduce barriers to goods, services, amenities, and employment opportunities.

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### 5.2.4 Aesthetically Pleasing Development

Council wants to ensure that any development of lands in the Urban Growth Policy Area takes into account the visual impact the proposal will have on the surrounding community and any abutting streetscape. Aesthetic elements such as landscaping, materials, and architectural details must be given careful consideration to ensure that new development improves the appearance of the Town.

#### Policy UG-10

ACT VIB ATR

In the Urban Growth Policy Area, it shall be a policy of Council to encourage development proposals that complement or enhance established and intact streetscapes.

#### Policy UG-11

ATR

It shall be a policy of Council to regulate some of the aesthetic elements of development in the Urban Growth Policy Area to ensure a high quality of design and to ensure that development enhances the visual landscape and builds upon those design features that makes Truro a unique place.

### 5.2.5 New Growth on Existing Infrastructure

The primary reason why Council has established the Urban Growth Policy Area is to direct new growth to occur on vacant or underutilized areas of Town that already have existing municipal services and infrastructure in place. These lands are a prime candidate for new development because they can accommodate new growth without requiring any expansion of municipal infrastructure or services. Lands in the Urban Growth Policy Area are also situated on the periphery of Truro's existing built up area and are close enough to many services, amenities, and employment that active transit is a viable option for some segments of the Town's population.

#### Policy UG-12

GRW PRO SVC

It shall be a policy of Council to encourage the development of underutilized properties in the Urban Growth Policy Area.

#### Policy UG-13

GRW PRO SVC

It shall be a policy of Council to encourage development to occur in a manner that will take advantage of existing infrastructure.

#### Policy UG-14

SVC FIS GRW HOU ENV

It shall be a policy of Council to discourage urban sprawl and prioritize growth by intensification.

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**Policy UG-15**

ENV ACT VIB

It shall be a policy of Council to support increased residential densities in areas where active transit is an attractive and feasible means of accessing employment, services, and amenities.

**5.2.6 Neighbourhood Stability & Integrity**

While Council wishes to encourage the development proposals on lands within the Urban Growth Policy Area, Council is mindful of the potential impact this development may have on any abutting neighbourhoods and streetscapes. When evaluating a new proposal, Council will consider the impact the new development will have on the ability of nearby residents to quietly enjoy their home or property. Council will, however, also take into consideration and give appropriate weight to the development proposal's conformance with the Town's other Community Goals. It is essential that the Town consider a proposal's overall benefit to the community and that this be weighed against any objections from area residents.



Council also intends to promote the concept of context sensitive intensification when a relatively more intensive land use is proposed in or adjacent to an established neighbourhood. To be context sensitive means that the development takes into consideration the surrounding built form when decisions are made regarding design elements like lot coverage, height, setbacks, massing, and architectural design. Context sensitive would also mean that the proposed development is unlikely to generate land use conflicts with surrounding uses. It is Council's intent that a new development should be context sensitive in that it should not be so intensive a use or vary so much from established built form patterns on abutting or nearby properties that it has a significant negative impact on the quality of life of neighbourhood residents.

**Policy UG-16**

HOU ATR

In the Urban Growth Policy Area, it shall be a policy of Council to encourage development proposals that complement or enhance established and intact neighbourhoods.

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**Policy UG-17**

HOU ATR

It shall be a policy of Council to encourage context sensitive intensification and infill residential development in the Urban Growth Policy Area that complements surrounding homes and preserves or enhances neighbourhood integrity.

**Policy UG-18**

GOV HOU ATR

In the Urban Growth Policy Area, it shall be a policy of Council to establish standards regarding design elements such as landscaping, architectural design, height, and bulk to ensure that new development and redevelopment proposals complement or enhance established and intact neighbourhoods and streetscapes.

**Policy UG-19**

GOV HOU ATR

It shall be a policy of Council to consider the ability of nearby residents to quietly enjoy their home or property when evaluating any new development proposal in the Urban Growth Policy Area, provided that consideration and appropriate weight is also given to the development proposal's conformance with the Town's other Community Goals as outlined in Part D of the Community Plan.

**5.2.7 Vibrant and Pedestrian-Friendly Streetscapes**

Streets are much more than conduits for the transport of people and goods. They are important public places where people can interact and socialize. A well designed street will encourage people to walk rather than drive, socialize, and interact with the natural and built environment. It is Council's intent that any development of lands within the Urban Growth Policy Area contribute to the creation of active, vibrant, and pedestrian-friendly streetscapes. This is to be achieved by requiring buildings to be appropriately placed, oriented, and scaled in relation to any abutting street. This will be accomplished through zone requirements and further implemented through site plan approval and development agreement processes.

**Policy UG-20**

ACT VIB

In the Urban Growth Policy Area, it shall be a policy of Council to encourage development proposals that will contribute to increased pedestrian volumes on any abutting streets.

**Policy UG-21**

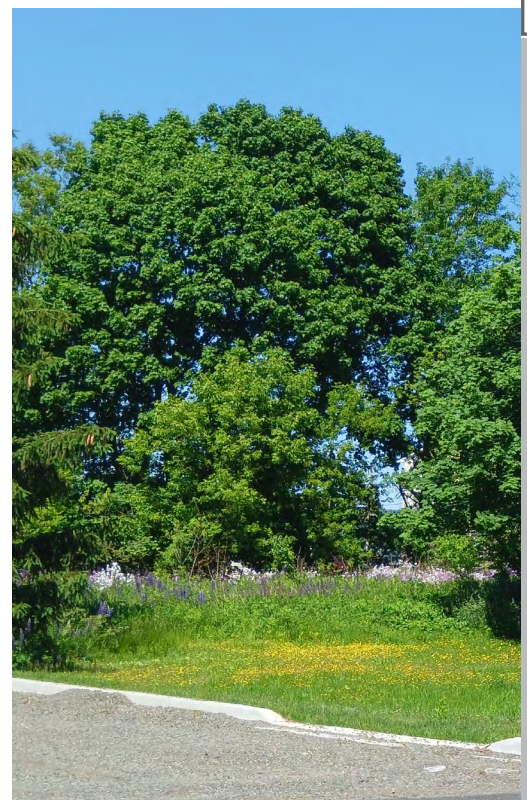
ACT SVC

In the Urban Growth Policy Area , it shall be a policy of Council to encourage development that supports the creation, preservation, and enhancement of pedestrian friendly and walkable streetscapes.

**Policy UG-22**

VIB ATR

It shall be a policy of Council to treat streets in the Urban Growth Policy Area as a place for people and public life.



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### 5.2.8 Reduce Land Use Conflicts

Much of the Urban Growth Policy Area is comprised of lands that abut the General Residential Policy Area. The Urban Growth Policy Area is intended to accommodate a broader range of more intensive land uses than the General Residential Policy Area. Council recognizes that the type of development that is expected to occur in the Urban Growth Policy Area is likely to generate land use conflicts with comparatively lower intensity uses in the General Residential Policy Area. To help address potential land use conflicts in these scenarios, Council will adopt enhanced landscaping, height, buffering, and setback requirements that will be applied to as-of-right development and taken into consideration when evaluating a site plan approval or development agreement application.

#### Policy UG-23

ATR

In the Urban Growth Policy Area, it shall be a policy of Council to establish additional buffering requirements for as-of-right development proposals that abut the General Residential Policy Area .

#### Policy UG-24

GOV

ATR

In the Urban Growth Policy Area, it shall be a policy of Council to consider applying additional buffering requirements when evaluating a site plan approval or development agreement application involving lands abutting the General Residential Policy Area .



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## 5.3 URBAN GROWTH POLICY AREA

### 5.3.1 The Urban Growth Policy Area

The Urban Growth Policy Area has been created to identify vacant or underutilized lands that are able to accommodate new housing and services without requiring any significant investment in new infrastructure and where the potential for land use conflicts is minimal relative to other areas of Town. This Policy Area will include both vacant lands and lands that been developed over the past couple of decades as higher density residential uses, limited commercial uses, and large institutional uses. It is Council’s intent that this area be promoted as an ideal location for new growth.

The Urban Growth Policy Area features properties that are generally larger and densities that are relatively lower than other developed areas of Town, resulting in an urban form that is better able to accommodate growth with less potential for land use conflicts. This Policy Area is, therefore, able to accommodate a range of residential uses, including more intensive multiple unit developments, and a range of non-intensive commercial uses that are generally intended to serve residents of the surrounding community rather than serve a regional customer base. This Policy Area is also intended to accommodate larger institutional uses such as schools and residential care facilities.

The Urban Growth Policy Area includes vacant lands along Marshland Drive, Young Street, James Street, Kaulback Street, and Glenwood Drive. Vacant lands off Lower Truro Road and Wade Road will also be included. Areas where higher density residential uses and institutional uses that have been occurring outside of the Downtown Core and away from established commercial areas will also be included in the Urban Growth Policy Area. This includes lands on Young Street, Kaulback Street, and Wynn Road. The eastern end of Queen Street has also been identified as an Urban Growth Policy Area because Council wants to acknowledge some of the commercial uses in this area as well as allow for more intensive residential redevelopment proposals going forward.

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#### Policy UG-25

GRW SVC HOU

It shall be a policy of Council to establish the Urban Growth Policy Area on the Town’s Policy Area Map. This Policy Area is intended to apply to serviceable lands along major routes into Truro’s Downtown Core and shall include recent higher density residential developments, mostly vacant or underutilized parcels of land, older low density developments, and lands featuring a mix of residential, institutional, and light commercial uses.

#### Policy UG-26

GRW SVC HOU

The Urban Growth Policy Area will generally apply to large parcels of vacant or underutilized land along or near Marshland Drive, Young Street, James Street, Kaulback Street, Glenwood Drive, Lower Truro Road, Wade Road, and Queen Street.



### 5.3.2 The Urban Growth Policy Area (UG) Zone

The Urban Growth Policy Area (UG) Zone is intended to apply to lands within the Urban Growth Policy Area and implement Council’s vision with respect to the development of these lands. The UG Zone is designed to prioritize and encourage the development of vacant or underutilized parcels of land where municipal services and infrastructure are already in place. The UG Zone will permit a broad range of uses including provision for the as-of-right development of intensive institutional and residential uses where potential land use conflicts and any compatibility issues have been addressed. The UG Zone will also permit light commercial uses that are intended to serve a local, rather than regional, population. The goal is support a balance of goods, services, and places to live while serving as a catalyst for growth in areas already serviced by the Town.

Lands within the UG Zone regularly abut established low density residential areas within the General Residential Policy Area and Council is aware of the potential for land use conflicts. UG Zone requirements will include special provisions to address potential land use conflicts with any nearby established residential neighbourhoods. The UG Zone will include land use regulations designed to encourage development that contributes to the creation of vibrant and pedestrian friendly streetscapes.

#### Policy UG-27

GRW PRO HOU

It shall be a policy of Council to establish the Urban Growth Policy Area (UG) Zone and apply it to lands within the Urban Growth Policy Area including mostly vacant or underutilized parcels of land, older low density development, recent multiple unit residential developments, and a mixture of residential, institutional, and light commercial uses located in serviceable areas along major streets outside Truro’s Downtown Core.

#### Policy UG-28

VIB GRW PRO HOU ATR

Within the Urban Growth Policy Area (UG) Zone, it shall be a policy of Council to permit the as-of-right development of a mixture of residential, institutional and light commercial uses where there is minimal potential for land use conflicts with nearby established residential neighbourhoods.

#### Policy UG-29

GOV ATR

It shall be a policy of Council to require appropriate development review and approval processes where the potential for land use conflict is heightened due to the proximity of an established residential neighbourhood or the intensity of a proposed use. Intensive uses may be subject to special conditions or may require appropriate development review and approval processes to address potential land use conflicts.

#### Policy UG-30

ATR

Within the Urban Growth Policy Area (UG) Zone, it shall be a policy of Council to require that any new structure complement or enhance any established architectural forms and patterns that define an abutting streetscape.

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### Policy UG-31

GOV ATR

It shall be a policy of Council to establish height limits and minimum lot size, frontage, and setback requirements for the Urban Growth Policy Area (UG) Zone that promote the orderly development of these lands and mitigate potential impacts on any abutting streetscapes and nearby residential areas.

### 5.3.3 Design Standards

The Urban Growth Policy Area (UG) Zone is expected to be a vibrant, attractive, walkable, and accessible area that is an extension of development occurring along major streets in the Downtown Core and Urban Corridor Policy Areas. To achieve this, and to ensure that new development has minimal impact on established neighbourhoods, Council intends to implement design standards for new structures in the Urban Growth Policy Area (UG) Zone that will regulate some of the design elements of new structures.

### Policy UG-32

ENG GOV ATR

It shall be a policy of Council to establish design standards for the Urban Growth Policy Area (UG) Zone, identify developments that would be subject to these standards, and require that these standards be considered as part of any development agreement or site plan approval application process.

### 5.3.4 Residential Buffering Requirements

The Urban Growth Policy Area (UG) Zone is designed to accommodate a mixture of uses, some of which are more intensive than nearby residential uses, and Council wishes to ensure that measures are in place to minimize or mitigate potential land use conflicts. Where a property in the UG Zone abuts a property in a General Residential (GR) Zone, there will be provision in the Land Use By-law to require additional setbacks and buffering requirements for any abutting yard.

### Policy UG-33

ATR

It shall be a policy of Council to, for any mixed use, commercial use, or institutional use in the Urban Corridor (UC) Zone, apply additional buffering and setback requirements for any yard abutting a Downtown Neighbourhood (DN) or General Residential (GR) Zone.

### 5.3.5 Intensive Uses and Large Developments

The Urban Growth Policy Area (UG) Zone is intended to encourage new housing and new commercial development. The Town is, however, mindful of the potential negative land use impacts resulting from the traffic, noise, parking, and other activity associated with large developments or intensive land use proposals. To ensure that potential

land use impacts are fully evaluated and that the proposal's design addresses potential conflicts with neighbouring uses, Council will require that more intensive development proposals in the Urban Growth Policy Area and the Urban Growth (UG) Zone only be considered using an appropriate evaluation and approval process such as site plan approval or development agreement.

**Policy UG-34**

**ATR GRW HOU ENG**

In the Urban Growth Policy Area or Urban Growth Policy Area (UG) Zone, it shall be a policy of Council to consider a residential or mixed use development with more than four and up to eighteen dwelling units by site plan approval. In considering such proposals, Council shall have regard for the site plan approval criteria found in Chapter 6: Urban Growth Policy Area (UG) Zone of the Land Use By-law.

**Policy UG-35**

**ATR GRW HOU ENG**

In the Urban Growth (UG) Zone, it shall be a policy of Council to consider a residential or mixed use development with more than eighteen dwelling units by development agreement. In considering such proposals, council shall have regard for the evaluative criteria for development agreements contained in Chapter 14: Implementation.

**Policy UG-36**

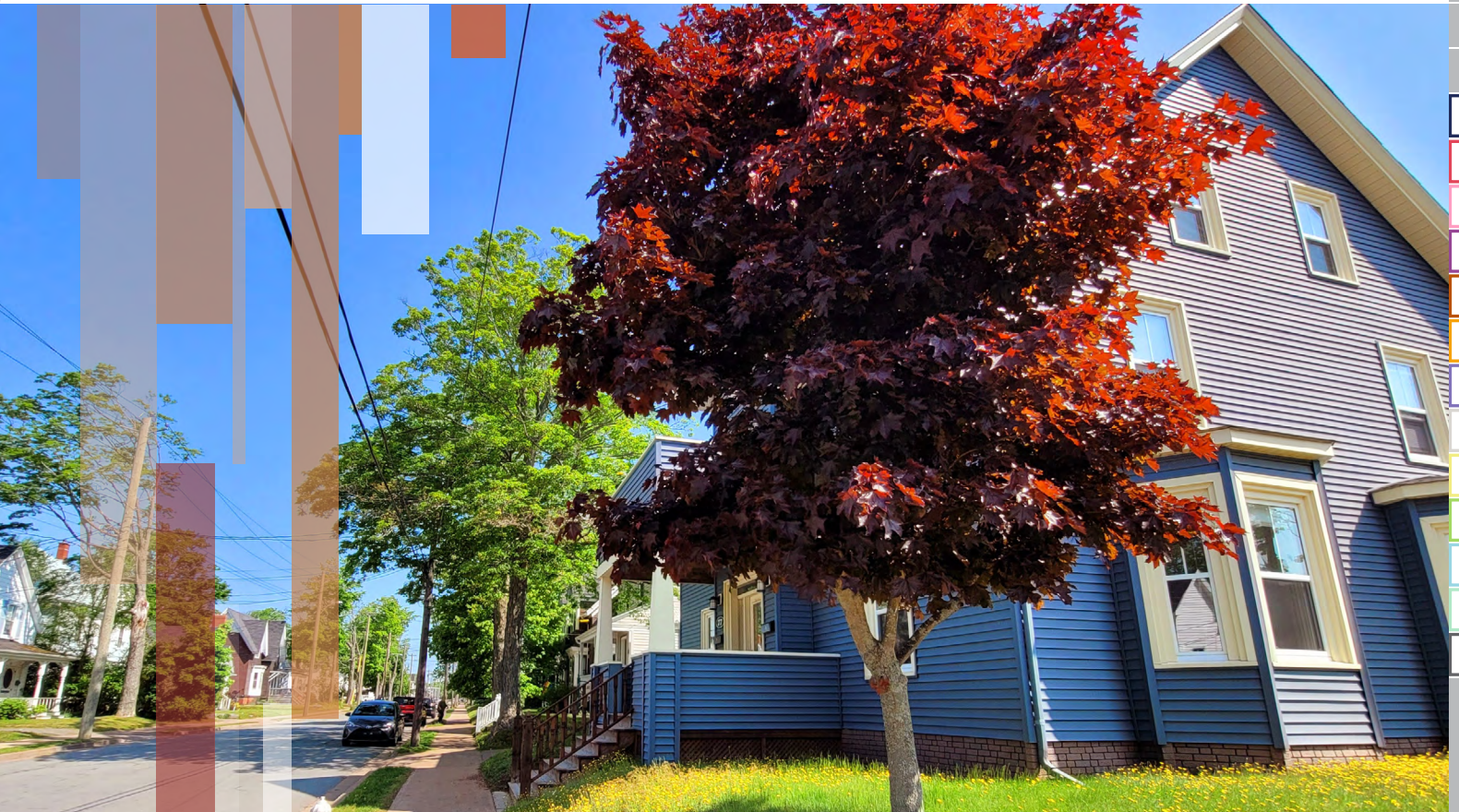
**PRO ATR GRW ENG**

In the Urban Growth Policy Area or Urban Growth Policy Area (UG) Zone, it shall be a policy of Council to consider Residential Care Facilities with more than seven beds, Dormitories, and Restaurants with a floor area greater than 120 m<sup>2</sup> (1,292 ft<sup>2</sup>) by site plan approval. In considering such proposals Council shall have regard for the site plan approval criteria found in Chapter 6: Urban Growth Policy Area (UG) Zone of the Land Use By-law..

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# 6 | Downtown Neighbourhood



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## 6.1 BACKGROUND

### 6.1.1 Policy Context

There are three heritage districts and over 60 municipally registered heritage properties in downtown Truro. These properties include some fine examples of Victorian and Edwardian architecture that give the streets in the Downtown Neighbourhood a unique and charming character that differentiates this area and gives it a distinct sense of place. The preservation of this significant architectural heritage has been a priority of Council for over twenty years. The Town has an active Heritage Advisory Committee and has adopted a Heritage District Plan and By-law. The policies and regulations set out in these documents were integrated into the Town's Planning Documents in 2010. The Town intends to continue its efforts to preserve the heritage properties and streetscapes within the Downtown area. The Downtown Neighbourhood includes lands within the Town's three heritage districts and has been identified as a distinct policy area in order to implement policies, regulations, and architectural controls designed to preserve and enhance this heritage resource.



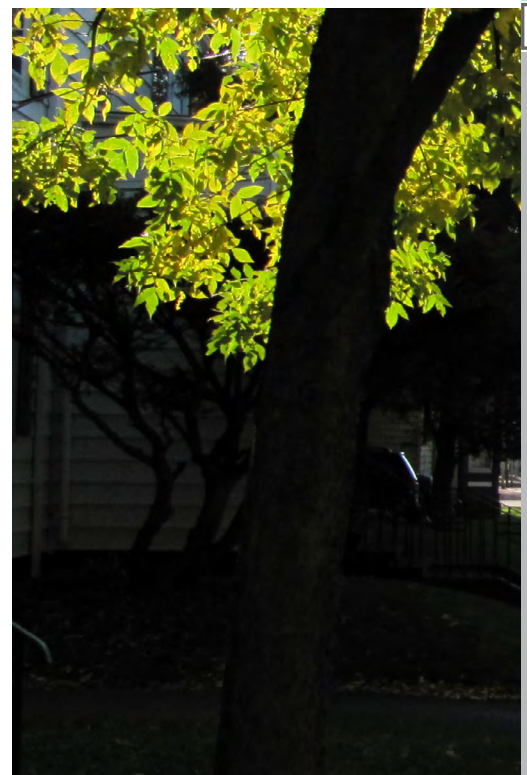
### 6.1.2 Challenges & Opportunities

The desire to preserve the heritage architecture and streetscapes found in the Downtown Neighbourhood is occasionally at odds with development pressures and the Town's efforts to attract more residents Downtown. The Downtown Neighbourhood's walkable streets and charming old homes are within easy walking distance of many services, amenities, and employment opportunities. Residents here can enjoy a high quality of life and this has contributed to a growing demand for housing in the Downtown. The demographic that seems to be driving the demand for housing in the Downtown seems to be focussed more on modern apartment style units in newer buildings rather than heritage properties occupied as single unit dwellings.

Many of the Town's heritage properties are large structures that are costly to heat and maintain. Given the financial resources required, maintaining these properties as single unit dwellings is not a realistic prospect for many home owners. Consequently, these properties are attractive as potential conversions into commercial uses or into multiple dwellings.

The Town has had mixed results in its efforts to regulate the conversion of large heritage properties. Older planning regulations permitted residential conversions up to four dwelling units but this approach was later faulted for having produced a number of poorly constructed and maintained developments that contributed to a decline in the appearance and integrity of the surrounding properties and neighbourhood. In an effort to address this issue, the most recent planning regulations limited residential conversions to a maximum of two units. While this approach has seemingly managed to prevent any further decline in the housing stock in the Downtown Neighbourhood, it is noted that new development has been pushed to other areas of the Downtown and very few new housing units have been created in the Downtown Neighbourhood. While it is important that the Town preserves its heritage properties and streetscapes efforts must be made to balance this objective with the need to provide more housing and bring more residents into the Downtown area.

The Town's apparent success reversing the decline of the housing stock in the Downtown Neighbourhood is likely due to a number of factors and cannot be entirely attributed to the two-unit limit on residential conversions. Changes to the National Building Code have increased construction standards and it is no longer possible to create the poor quality units that were common with older residential conversions. When the limit on residential conversions was introduced with the last Planning Documents, the Town also implemented new architectural guidelines ensuring that it was no longer possible to construct the poorly designed additions associated with older conversions. Also, the Town has made considerable investment in public infrastructure in the Downtown area since the last Planning Documents were adopted. The visual appeal of Downtown Neighbourhood streetscapes has improved significantly in recent years as the Town has repaved streets and installed new sidewalks, curb, and gutter. Finally, it is likely that increased housing costs and housing demand has raised property values in the Downtown, making it feasible to reinvest in these properties and make improvements. It is likely that a combination of all these factors helped reverse the decline of the housing stock in the Downtown Neighbourhood.



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It is also noted that improvements to residential structures happened throughout the Downtown area and not just those areas that prohibited multiple unit residential developments and that limited residential conversions to two-units. Significantly, the most substantial reinvestments and improvements have involved properties outside of the Downtown Neighbourhood.

Other initiatives to encourage owners to reinvest and preserve heritage properties have included allowing a portion of a dwelling to be converted to a non-residential use. A limited range of office and professional uses as well as personal services have been permitted in the Downtown Neighbourhood since 2004. There have been few instances where this has been applied in the heritage districts and it appears that this provision has not been successful at encouraging reinvestment in the Downtown Neighbourhood.

Ensuring that the Downtown Neighbourhood continues to offer a high quality of life for its residents while also achieving Council's other Community Goals will require that Council respond to, and strike a balance between, the following priorities: the need to promote the continued revitalization and reinvestment in heritage properties; the need to preserve and enhance heritage architecture and streetscapes; and the need to accommodate new housing that includes affordable housing and a variety of housing types. By focussing on built form rather than use, Council hopes to achieve a balance where all three priorities are addressed. This will include allowing residential conversions and accessory dwelling units provided all new structures and any additions adhere to heritage architectural controls and maintain traditional streetscapes.



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## 6.2 DOWNTOWN NEIGHBOURHOOD OBJECTIVES

### 6.2.1 Heritage Celebration

This strategy intends to continue the Town’s ongoing efforts to preserve the Town’s built heritage and to further strengthen heritage provisions. Council will prioritize the need to promote the continued revitalization and reinvestment in heritage properties, the need to preserve and enhance heritage architecture and streetscapes, and the need to accommodate new housing. By focussing on built form rather than use, Council hopes to achieve a balance where all three priorities are addressed.

The Land Use By-law will include urban design standards which will incorporate architectural standards that are designed to complement and enhance heritage architecture. These urban design standards will apply to as-of-right development and will also be considered as part of any discretionary approval process such as site plan approval.

#### Policy DN-1

ATR

It shall be a policy of Council to encourage preservation of Truro’s built heritage in order to enhance the look of the community and preserve its historic identities.

#### Policy DN-2

ATR

It shall be a policy of Council to preserve heritage assets while embracing the ongoing evolution of Town’s built environment.

#### Policy DN-3

ATR

It shall be a policy of Council to support the preservation of Truro’s built heritage through its continued support of the Town’s Heritage Advisory Committee and the Town’s Heritage District Plan and By-law.

### 6.2.2 Access to Housing

Council is concerned about homelessness and the availability of affordable housing. Homelessness and its related outcomes pose a significant burden on municipal resources through increased maintenance, policing costs, and conflict with local businesses. Council wishes to promote housing for all because it is humane and broadly more cost-effective to provide all Truronians with a place to live than to place pressure on a patchwork of maintenance and emergency services. The Downtown Neighbourhood can be a cost-effective place to live since this area offers the benefits of access to goods, services, and employment without having to incur the expense of operating a private automobile. Council wishes to ensure there is supply of housing, including affordable units, in the Downtown Neighbourhood.

#### Policy DN-4

INC

HOU

It shall be a policy of Council to encourage residential development in the Downtown Neighbourhood Policy Area to include affordable housing units.

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**Policy DN-5**

GOV INC HOU

It shall be a policy of Council to develop and adhere to a strategy for implementing affordable housing requirements which will include an administrative and regulatory framework to ensure developers comply with affordable housing requirements.

**Policy DN-6**

INC HOU

It shall be a policy of Council to, when evaluating any development proposal in the Downtown Neighbourhood Policy Area that includes a residential component, consider requiring that a specified percentage of units within the development be affordable.

**6.2.3 Variety of Housing Types**

Council recognizes that a variety of housing types are necessary in order to accommodate the diverse housing needs of the Town's population. The Town needs to ensure that all residents have access to suitable housing regardless of age, mobility, income, or household type. Access to suitable housing is essential if the Town wants to attract and retain a workforce to support the local economy and if the Town wants to ensure that residents are able to remain in the community as their individual needs and the needs of their household change. It is also important that neighbourhoods offer a variety of housing options. This will allow people to age-in-place and remain within their community when their housing needs change.

It is also important that the Town discourage neighbourhoods that incorporate one type of dwelling unit. A variety of unit types will foster a sense of diversity and vitality in a neighbourhood and promote a sense of belonging and a feeling that all are

welcome. Neighbourhoods that feature just one type of housing often cater to only one socio-economic group and can lead to social stratification and inequities between different neighbourhoods. This can lead to a range of social issues that diminish the quality of life for all residents. Although the previous Community Plan limited residential conversions to a maximum of two units in the Downtown Neighbourhood, In an effort to accommodate more housing and increase the variety of housing options, Council in intends to permit residential conversions and accessory dwelling units provided all new structures and any additions adhere to heritage architectural controls and maintain traditional streetscapes.



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**Policy DN-7**

INC HOU CTR

It shall be a policy of Council to encourage residential development proposals in the Downtown Neighbourhood to feature a variety of housing types to ensure that Truro accommodates residents with a wide range of housing needs and that everyone is able to make a home in Truro.

**Policy DN-8**

PRO GRW

In the Urban Growth Area Policy Area, it shall be a policy of Council to promote a wider range of housing opportunities that will help ensure that the workforce supporting the local economy has access to suitable and affordable housing.

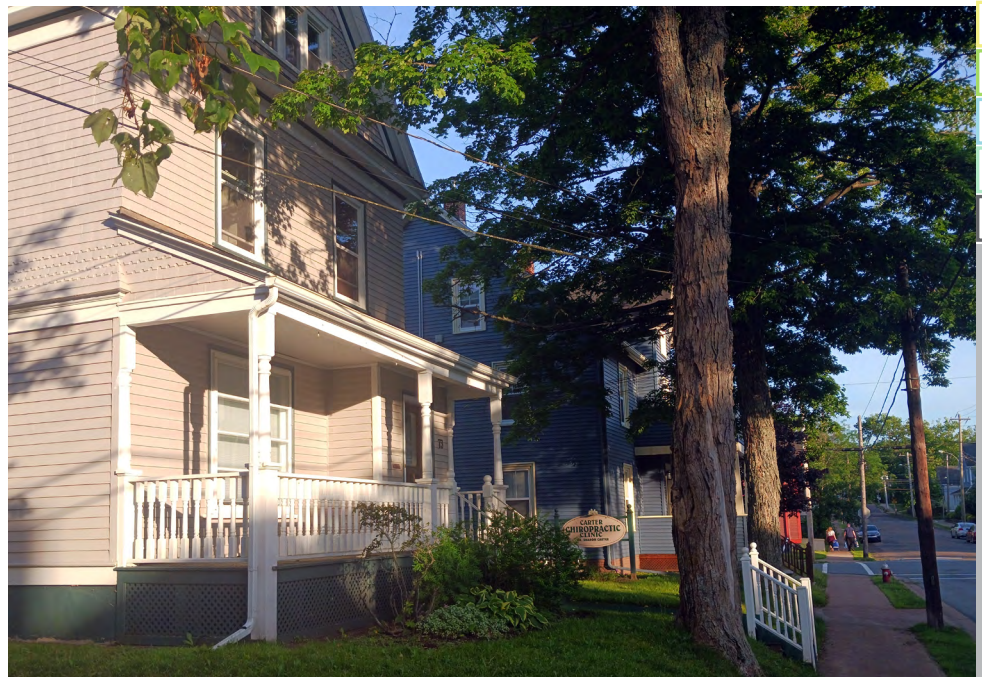
**Policy DN-9**

HOU PRO INC ACT

In the Downtown Neighbourhood, it shall be a policy of Council to encourage residential proposals that either consist of a mixture of dwelling types or will contribute to a mixture of dwelling types in the neighbourhood.

**6.2.4 Allow a Mixture of Uses**

A long-held belief in land use planning was that the separation of uses is essential to a high quality of life. This notion was based on the idea that commerce and industry were not compatible with residential development. It is now generally understood that a strict separation of land uses can lead to a variety of problems from lifeless downtowns to an over-dependence on the automobile. There are a growing number of factors that are driving demand for more mixed use neighbourhoods that are walkable and compact. An appropriate mixture of uses throughout a community can help it be more sustainable and resilient. It also helps to create linkages to housing, jobs, access to goods and services, and activities.



The former Community Plan envisioned that the Downtown Neighbourhood would permit a limited range of commercial uses and conversions but the traditional character of the neighbourhood would be retained through architectural controls and restrictions on elements such as parking and signage. There has been limited development activity in the Downtown Neighbourhood over the past decade, but the area remains consistent with the vision set out in the former Community Plan. Today, the Downtown Neighbourhood is primarily comprised of single unit dwellings although

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there are a handful of office and professional uses and a few residential conversions. These uses have not altered the external appearance of the older heritage properties and the area has maintained the appearance and character of a traditional residential neighbourhood. It is Council's intent to encourage this limited mixture of uses to continue provided the heritage architectural elements and traditional residential character of the area is preserved.

**Policy DN-10**

PRO VIB

In the Downtown Neighbourhood, it shall be a policy of Council to encourage mixed-use neighbourhoods and developments that contribute to more walkable, compact, and vibrant communities that attract and retain young people.

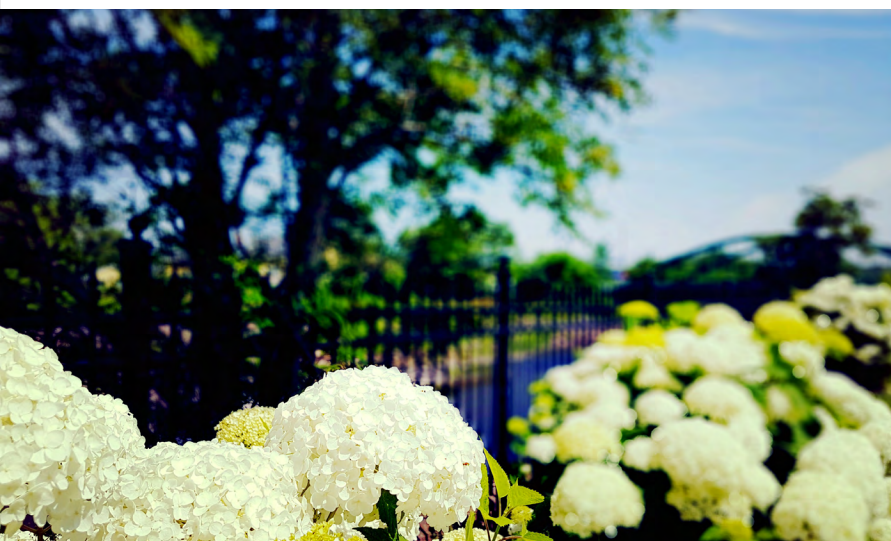
**Policy DN-11**

PRO INC

In the Downtown Neighbourhood, it shall be a policy of Council to promote an appropriate mixture of land uses that helps reduce barriers to goods, services, amenities, and employment opportunities.

**6.2.5 Aesthetically Pleasing Development**

Council wants to ensure that any development of lands in the Downtown Neighbourhood Policy Area takes into account the visual impact the proposal will have on the surrounding community and any abutting streetscape. Aesthetic elements such as landscaping, materials, and architectural details must be given careful consideration to ensure that new development improves the appearance of the Town.



**Policy DN-12**

ACT VIB ATR

In the Downtown Neighbourhood, it shall be a policy of Council to encourage development proposals that complement or enhance established and intact neighbourhoods and streetscapes.

**Policy DN-13**

ATR

It shall be a policy of Council to regulate some of the aesthetic elements of development in the Downtown Neighbourhood to ensure a high quality of design and to ensure that development enhances the visual landscape and builds upon those design features that makes Truro a unique place.

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### 6.2.6 New Growth on Existing Infrastructure

In order for the Town to accommodate new growth and encourage the development of new housing, Council recognizes the need to explore all options, including the opportunities for infill development or intensification in existing neighbourhoods. Areas like the Downtown Neighbourhood are prime candidates for new development because they can accommodate new growth in a sustainable and environmentally responsible way that will not contribute to urban sprawl or require any expansion of municipal infrastructure or services. These areas are also close to many services, amenities, and employment so development here will support active transportation and reduce travel by private automobile.

#### Policy DN-14

GRW PRO SVC

It shall be a policy of Council to encourage development to occur in a manner that will take advantage of existing infrastructure.

#### Policy DN-15

SVC FIS GRW HOU ENV

It shall be a policy of Council to discourage urban sprawl and prioritize growth by intensification.

#### Policy DN-16

ENV ACT VIB

It shall be a policy of Council to support increased residential densities in areas where active transit is an attractive and feasible means of accessing employment, services, and amenities.

### 6.2.7 Neighbourhood Stability & Integrity

While Council wishes to encourage the development proposals on lands within the Downtown Neighbourhood, Council is mindful of the potential impact this development may have on abutting heritage properties and streetscapes and the traditional residential character of the surrounding neighbourhood. When evaluating a new proposal, Council will consider the impact the new development will have on the ability of nearby residents to quietly enjoy their home or property. Council will, however, also take into consideration and give appropriate weight to the development proposal's conformance with the Town's other Community Goals. It is essential that the Town consider a proposal's overall benefit to the community and that this be weighed against any objections from area residents.

Council also intends to promote the concept of context sensitive intensification when a relatively more intensive land use is proposed in or adjacent to an established neighbourhood. To be context sensitive means that the development takes into consideration the surrounding built form when decisions are made regarding design elements like lot coverage, height, setbacks, massing, and architectural design. Context sensitive would also mean that the proposed development is unlikely to generate land use conflicts with surrounding uses. It is Council's intent that a new development should be context sensitive in that it should not be so intensive a use or vary so much from established built form patterns on abutting or nearby properties that it has a significant negative impact on the quality of life of neighbourhood residents.

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**Policy DN-17**

HOU ATR

In the Downtown Neighbourhood, it shall be a policy of Council to encourage development proposals that complement or enhance the surrounding neighbourhood and streetscape.

**Policy DN-18**

HOU ATR

It shall be a policy of Council to encourage context sensitive intensification and infill residential development in the Downtown Neighbourhood that complements surrounding homes and preserves or enhances neighbourhood integrity.

**Policy DN-19**

GOV HOU ATR

It shall be a policy of Council to consider the ability of nearby residents to quietly enjoy their home or property when evaluating any new development proposal in the Urban Growth Area Policy Area, provided that consideration and appropriate weight is also given to the development proposal's conformance with the Town's other Community Goals as outlined in Part D of the Community Plan.



**6.2.8 Vibrant and Pedestrian-Friendly Streetscapes**

Streets are much more than conduits for the transport of people and goods. They are important public places where people can interact and socialize. A well designed street will encourage people to walk rather than drive, socialize, and interact with the natural and built environment. It is Council's intent that any development of lands within the Downtown Neighbourhood contribute to the creation of pedestrian-friendly streetscapes where residents can interact and form bonds that help foster a sense of community and belonging. This is to be achieved by requiring buildings to be appropriately placed, oriented, and scaled in relation to any abutting street. This will be accomplished through zone requirements and further implemented through any site plan approval process.

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**Policy DN-20**

INC ACT SVC

In the Downtown Neighbourhood, it shall be a policy of Council to encourage development that supports the creation, preservation, and enhancement of pedestrian friendly and walkable streetscapes.

## 6.3 DOWNTOWN NEIGHBOURHOOD POLICY AREA

### 6.3.1 The Downtown Neighbourhood Policy Area

The Downtown Neighbourhood Policy Area is intended to apply to lands within the Town’s three heritage districts and to preserve the heritage character and sense of neighbourhood in these areas. The Downtown Neighbourhood Policy Area does not include other older residential areas in the Downtown that have been subjected to extensive redevelopment, conversions, demolitions, and where the housing stock is in need of revitalization. Council wants to encourage reinvestment in these areas and it was felt that the Downtown Neighbourhood Policy Area, with its focus on heritage preservation and limited redevelopment options, would not be a good fit for those properties.

The Downtown Neighbourhood Policy Area applies to the Town’s three heritage districts which includes: lands on Dominion Street between Duke and Victoria Streets; lands on Muir and Faulkner Streets as well as adjacent properties on Victoria Street between Pleasant and Young Streets; and Victoria Street between Willow and King Streets.

**Policy DN-21**

GRW ATR HOU

It shall be a policy of Council to establish the Downtown Neighbourhood Policy Area on the Town’s Policy Area Map. This Policy Area is intended to apply to traditional residential streetscapes in the Downtown area that consist of homes built in the late 1800s and early 1900s which still retain their original residential character and architectural features.

**Policy DN-22**

GRW ATR HOU

The Downtown Neighbourhood Policy Area will apply to the Town’s three heritage districts as delineated in the Town’s Heritage District Plan and By-law.

### 6.3.2 The Downtown Neighbourhood (DN) Zone

The Downtown Neighbourhood (DN) Zone will apply to lands within the Downtown Neighbourhood Policy Area and is intended to implement Council’s vision with respect to the development of these lands. The primary purpose of the DN Zone is to ensure that heritage architecture and traditional streetscapes that help make the Downtown Neighbourhood a unique and memorable place are preserved and enhanced. The DN Zone will set out regulations and architectural controls designed to protect this heritage resource. New construction within the DN Zone will be required

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to complement any adjacent or nearby heritage properties or heritage streetscapes and will be required to adhere to the heritage architectural guidelines set out in the Town's Heritage District Plan and By-law. To help clarify and simplify the development process, the DN Zone will fully incorporate the requirements of the Town's Heritage District Plan and By-law into the DN Zone regulations and architectural controls.

While the focus of the DN Zone will be preserving architectural heritage, the DN Zone will also take into consideration Council's other Community Goals. In order to achieve its goals related to sustainable growth, infrastructure, and housing, Council recognizes that the DN Zone must also accommodate some residential development. The DN Zone will also allow for a limited range of other uses to ensure that the owners of large older homes have options when looking to offset maintenance and heating costs. To achieve these goals, the DN Zone requirements will primarily focus on built form rather than the land use, and all development will be required to maintain the heritage character of the property and complement the surrounding neighbourhood.

The DN Zone will permit up to four dwelling units on a property. Design guidelines and regulations will be put in place to ensure that these units be developed in a way that maintains the appearance of a single detached dwelling from the street. Any additions or new structures intended to accommodate a new dwelling unit will require site plan approval and will be subject to review by the Town's Heritage Advisory Committee (HAC). A range of other uses such as office and professional uses, personal services, and bed & breakfasts be permitted as-of-right.

#### Policy DN-23

GRW PRO HOU

It shall be a policy of Council to establish the Downtown Neighbourhood (DN) Zone and apply it to lands within the Downtown Neighbourhood Policy Area that are characterized by traditional residential streetscapes featuring large heritage homes.

#### Policy DN-24

GRW PRO HOU VIB

Within the Downtown Neighbourhood (DN) Zone, it shall be a policy of Council to permit the development of up to four dwelling units and a range of non-residential uses such as office and professional uses, personal services, and bed & breakfasts subject to special conditions designed to maintain the residential character of the property and surrounding neighbourhood.

#### Policy DN-25

GRW PRO HOU VIB

Within the Downtown Neighbourhood (DN) Zone, it shall be a policy of Council to limit the size of non-residential uses and permit larger non-residential uses such as food services, artisan studios, clinics, personal services, by site plan approval. In considering such proposals Council shall have regard for the site plan approval criteria found in Chapter 7: Downtown Neighbourhood (DN) Zone of the Land Use By-law..



### Policy DN-26

GOV ATR

It shall be a policy of Council to establish height limits and minimum lot size, frontage, and setback requirements for the Downtown Neighbourhood (DN) Zone that promote the orderly development of these lands and mitigate potential impacts on any abutting streetscapes and nearby residential areas.

### Policy DN-27

ATR

It shall be a policy of Council to consider advice from the Town's Heritage Advisory Committee (HAC) when evaluating any development proposal that may have an impact on an existing heritage property, district, or streetscape.

## 6.3.3 Architectural Design Standards

The Downtown Neighbourhood (DN) Zone is expected to be a vibrant, attractive, walkable, and accessible area that is an extension of other streets in the Downtown Core and Urban Corridor Policy Areas. Development in the DN Zone will be required to adhere to the heritage architectural guidelines set out in the Town's Heritage District Plan and By-law. The DN Zone will also require that any new structure or addition complement or enhance any established architectural forms and patterns that define an abutting streetscape. To achieve this, Council intends to implement architectural design standards that incorporate these design objectives.

### Policy DN-28

ATR

It shall be a policy of Council to encourage new construction within the Downtown Neighbourhood (DN) Zone to complement any adjacent or nearby heritage properties or heritage streetscapes.

### Policy DN-29

ATR

It shall be a policy of Council to require that any new development within the Downtown Neighbourhood (DN) Zone adhere to the heritage architectural design standards set out in the Town's Heritage District Plan and By-law.

### Policy DN-30

ATR

Within the Downtown Neighbourhood (DN) Zone, it shall be a policy of Council to require that any new structure complement or enhance any established architectural forms and patterns that define an abutting streetscape.

### Policy DN-31

GOV ATR

It shall be a policy of Council to establish architectural design standards for the Downtown Neighbourhood (DN) Zone, identify developments that would be subject to these standards, and require that these standards be considered as part of any site plan approval application process.

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### 6.3.4 Exemption from Architectural Design Standards

The Architectural Design Requirements are a key component of the Town's efforts to ensure that its architectural heritage is preserved and enhanced by new development. Council is aware that the Architectural Design Standards are a rigid set of controls and there may be occasions where a greater degree of flexibility may be desirable. This flexibility would be intended to accommodate examples of both contemporary and heritage architecture that may not comply with the Town's Design Standards but nevertheless would make welcome additions to our historic downtown neighbourhoods. Council acknowledges that strict adherence to the Design Standards would stifle architectural creativity and not permit the freedom of design that is sometimes necessary to overcome unique site challenges. However, Council is mindful that any such accommodation must not undermine the primary goal of heritage preservation and enhancement. To this end, Council wants to ensure that there is an appropriate and effective evaluation and approval process in place that allows variations from the Design Standards. The application of this flexibility will only be considered where it can be demonstrated to the satisfaction of the Development Officer that the design of the proposed development will compliment existing heritage architecture and not have a negative impact on a heritage streetscape. In consideration of any exemption from the Architectural Design Standards, the Development Officer shall seek input and consider advice from the Town's Heritage Advisory Committee.

#### Policy DN-32

GOV ATR

It shall be a policy of Council to allow the Development Officer to permit proposals in the Downtown Neighbourhood (DN) Zone that do not conform to the Town's Architectural Design Standards where the Development Officer is satisfied that the proposed development achieves the Town's objectives with respect to heritage preservation and enhancement as outlined in this Municipal Planning Strategy. In considering such a proposal, the Development Officer shall seek the advice and opinion of the Town's Heritage Advisory Committee concerning the following matters:

- a) the proposal's architectural design and its compatibility with heritage architectural styles found in the neighbourhood;
- b) the compatibility of the proposal with any abutting heritage properties in terms of its height, bulk, and scale;
- c) the impact of the proposal on any heritage streetscape;
- d) the location of any proposed parking areas and how well they are screened from neighbouring properties and from the street; and
- e) the suitability of any signage, lighting, fencing, or landscaping elements in terms of their impact on any abutting heritage properties or any heritage streetscape.

#### Policy DN-33

GOV ATR

It shall be a policy of Council to require the submission of detailed elevation drawings, a site plan, and any other information that the Development Officer deems necessary to evaluate a development proposal pursuant to "Policy DN-32".

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## 7.1 BACKGROUND

### 7.1.1 Policy Context

Truro is a growing urban centre with a regional population of just under 50,000. Recent growth, development activity, public investments, and increased diversity have created a sense of optimism, vibrancy, and vitality that are contributing to a growing sense that Truro is becoming a dynamic small city with a lot to offer new residents. The Town's growing appeal and reputation as a great place to live comes with a number of challenges, particularly in the area of housing.

Like many urban centres across Canada, Truro is experiencing a housing crisis. Increased demand for housing, a limited supply of new units being constructed, and an aging housing stock are all contributing to a major issue with housing affordability, housing availability, and housing quality. In addition, Truro has an aging population and a sizable post-secondary student population which contributes and increased demand for all types of housing.



The Town of Truro is the urban core of a larger regional population. Surrounding communities like Bible Hill, Hilden, Truro Heights, Valley, and Salmon River tend to be more suburban areas with lower residential densities. Land value and demand for housing are typically highest in and around the downtown core of any urban area. As a result, developers are eager to increase residential densities by converting existing buildings into dwelling units and build new multiple unit residential buildings within downtown residential areas. The urban core of the Colchester region is wholly contained within the Town of Truro. Consequently, much of the demand for higher residential densities is focused on the Town of Truro while Lower density residential development is mostly situated outside of the Town limits.

There are several low density residential developments within the Town that are comprised of mostly single unit houses in typical suburban style developments. While many of these areas are intact residential neighbourhoods, this low density style of development is well suited to accommodate new residential units and new population growth in an efficient and sustainable way. Council is aware of the need to provide new housing and wishes to enable some residential infill development and intensification in these neighbourhoods while maintaining the quality of life for existing residents.

### 7.1.2 Challenges & Opportunities

Demand for rental housing within the Town is strong and is expected to remain so. Successfully integrating multiple unit development within existing neighbourhoods is expected to be one of the most contentious issues facing Town Council. This includes balancing the desire to preserve and enhance Truro's existing neighbourhoods with the need to accommodate demand for new housing.

Residential areas outside of the downtown tend to be dominated by single and two unit dwellings in generally stable neighbourhoods with no evident signs that these areas are in transition. Areas that are in transition, either in the process of being redeveloped or being converted into another use or a more intensive use, tend to be the most challenging areas to plan for. Some areas of transition include the older neighbourhoods in the east end of Town which share many of the same development issues facing the downtown area, South Young Street, Robie Street, Willow Street, and Ford Street. These areas are characterized by a mixture of dwelling types and land uses, including multiple unit developments.

A significant portion of Truro's housing stock is rental housing. Over 50% of dwellings within Truro are rental units, while the provincial average is 27.5%. There are over 3,200 rental units within the Town, making Truro the second largest rental market in the Province outside of the Halifax Regional Municipality.



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Some of the demand for rental housing can be attributed to demographics. In addition to experiencing population growth, average household size has been decreasing. Consequently, more people are looking for housing and more dwellings are needed to house the same number of people. This translates into increased demand for housing. Considering Truro's population is aging and there is a growing number of 'empty nesters' looking to downsize, it can be assumed that much of this increased demand will be for apartments and condominium units. There is also the issue of housing the approximately 2200 full and part time students who attend the two Truro area post-secondary institutions (Nova Scotia Community College and Dalhousie University Agricultural Campus). These students are also primarily interested in apartment-type dwelling units.

The Town's 2004 and 2010 Planning Documents placed a great deal of emphasis on planning for and accommodating increased residential

densities. Policies and regulations were put in place to allow for multiple unit developments in many areas of the Town, which was accompanied by a more rigorous evaluative process. The process was designed to ensure that Council had the ability to consider new development proposals in existing neighbourhoods, but only if the development was compatible with its neighbours. The process was also expanded to include a broader public participation program to ensure residents were aware of, and engaged in, the planning process, and to ensure that the process be more transparent. The 2004 and 2010 Planning Documents were receptive to the idea of more multiple unit residential development in the downtown.

New downtown housing developments have complemented the Town's efforts to increase residential densities in the core and have helped to accommodate population growth without having to build new municipal infrastructure. This continues to be consistent with Council's desire to be a more sustainable community by making more efficient use of existing services, and with Council's plans to revitalize the downtown by increasing the customer base for downtown retailers and services.

Council wanted the ability to consider new multiple unit developments in the downtown and ensure that new multiple unit developments, particularly infill developments in the downtown residential areas, did not detract from neighbouring heritage properties and streetscapes. Multiple unit proposals with 13 or more units, therefore, are to be considered by development agreement. Detailed evaluative criteria continue to be used to ensure future development is compatible with neighbouring development.



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## 7.2 GENERAL RESIDENTIAL OBJECTIVES

### 7.2.1 Access to Housing

Council is concerned about homelessness and the availability of affordable housing within the Town of Truro. Homelessness and its related outcomes pose a significant burden on municipal resources through increased maintenance, policing costs, and conflict with local businesses. Council wishes to promote housing for all because it is humane and broadly more cost-effective to provide all Truronians with a place to live than to place pressure on a patchwork of maintenance and emergency services.

In an effort to encourage the development of new affordable housing, Council intends to allow for the creation of new housing units within existing structures throughout Town, including the lower density residential neighbourhoods that comprise the General Residential Policy Area. This would include the conversion of existing single unit dwellings into two or more dwelling units. By utilizing space within existing residential dwellings rather than new construction, it is expected that these conversions will offer a cost effective alternative to apartment style dwelling units in large multiple unit buildings. Lower development costs can hopefully be passed along to tenants in the form of lower rents.

Council, however, wishes to place restrictions on this type of residential intensification to ensure that established residential areas are not negatively impacted by the new development and that the type and scale of new housing complements the surrounding neighbourhood.

#### Policy GR-1

INC HOU

It shall be a policy of Council to encourage residential development in the General Residential Policy Area to include affordable housing units.

### 7.2.2 Variety of Housing Types

Council recognizes that a variety of housing types are necessary in order to accommodate the diverse housing needs of the Town's population. The Town needs to ensure that all residents have access to suitable housing regardless of age, mobility, income, or household type. Access to suitable housing is essential if the Town wants to attract and retain a workforce to support the local economy and if the Town wants to ensure that residents are able to remain in the community as their individual needs and the needs of their household change. It is key that neighbourhoods offer a variety of housing options which will allow people to age-in-place and remain within their community when their housing needs change. By offering a wide variety of housing options to meet life cycle and lifestyle needs of current and future residents Truro can be a more inclusive community where everyone feels welcome..

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From a community sustainability perspective, a residential subdivision consisting entirely of single unit dwellings has several drawbacks. These developments do not make efficient use of land and services and they are particularly reliant on the private automobile. Neighbourhoods that feature just one type of housing often cater to only one socio-economic group and can lead to social stratification and inequities between different neighbourhoods. This can lead to a range of social issues that diminish the quality of life for all residents. Nevertheless, there is a market for homes in stable residential subdivisions where housing is predominantly owner-occupied and residents share a common vision for their neighbourhood. Ignoring this demand and adopting policies that favour only mixed use development would drive this type of development outside of the Town's boundaries. Not only would this lead to urban sprawl on a regional level, but it would also deny the Town the benefits associated with new residential development and increased population. This would have a negative impact on the economic sustainability of the community.

A variety of unit types will also foster a sense of diversity and vitality in a neighbourhood and promote a sense of belonging and a feeling that all are welcome. The previous Community Plan permitted only limited residential conversions in the residential neighbourhoods that comprise the General Residential Policy Area. In an effort to accommodate more housing and increase the variety of housing options, Council intends to permit residential conversions and accessory dwelling units provided all new structures complement the surrounding neighbourhood and have minimal impact on nearby low density residential uses.

#### Policy GR-2

INC HOU CTR

It shall be a policy of Council to encourage development proposals in the General Residential Policy Area to feature a variety of housing types to ensure that Truro accommodates residents with a wide range of housing needs and that everyone is able to make a home in Truro.

#### Policy GR-3

HOU PRO GRW

In the General Residential Policy Area, it shall be a policy of Council to promote a wider range of housing opportunities that will help ensure that the workforce supporting the local economy has access to suitable and affordable housing.

#### Policy GR-4

INC HOU

It shall be a policy of Council to support residential development proposals in the General Residential Policy Area that will increase the range of housing choices available in existing residential neighbourhoods.



### 7.2.3 Allow a Mixture of Uses

A long-held belief in land use planning was that the separation of uses is essential to a high quality of life. This notion was based on the idea that commerce and industry were not compatible with residential development. It is now generally understood that a strict separation of land uses can lead to a variety of problems from lifeless downtowns to an over-dependence on the automobile. There are a growing number of factors that are driving demand for more mixed use neighbourhoods that are walkable and compact. An appropriate mixture of uses throughout a community can help it be more sustainable and resilient. It also helps to create linkages to housing, jobs, access to goods and services, and activities.

The former Community Plan allowed a limited range of non-residential uses in the Town's low density residential land use designations. These uses were generally secondary to the main residential use of the property and were limited to office and professional uses, personal services, and some other home-based businesses. It is Council's intent to continue to accommodate a similar limited range of uses in the General Residential Policy Area. In most instances, the proximity of the General Residential Policy Area to other Policy Areas and Zones that permit a broader range of commercial uses will also help achieve a desirable mixture of uses in the vicinity of all the Town's residential neighbourhoods.



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Unlike the previous Community Plan, which included dedicated land use designations and zones for Institutional Uses such as schools and places of worship, the Town's new Community Plan will accommodate these uses within the General Residential Policy Area with special conditions and planning approvals in place to ensure that potential land use conflicts with surrounding residential uses are addressed.

**Policy GR-5**

PRO INC

In the General Residential Policy Area, it shall be a policy of Council to promote an appropriate mixture of land uses that helps reduce barriers to goods, services, amenities, and employment opportunities.

**7.2.4 Aesthetically Pleasing Development**

Council wants to ensure that any development of lands in the General Residential Policy Area takes into account the visual impact the proposal will have on the surrounding community and any abutting streetscape. Council intends to give careful consideration to design details such as building placement, height, scale, and landscaping elements to ensure that new development has minimal impact on neighbouring land uses and improves the overall appearance of the Town.

**Policy GR-6**

ACT VIB ATR

In the General Residential Policy Area, it shall be a policy of Council to encourage development proposals that complement or enhance established and intact neighbourhoods and streetscapes.

**Policy GR-7**

ATR

It shall be a policy of Council to regulate some of the aesthetic elements of development in the General Residential Policy Area to ensure a high quality of design and to ensure that development enhances the visual landscape.

**7.2.5 New Growth on Existing Infrastructure**

In order for the Town to accommodate new growth and encourage the development of new housing, Council recognizes the need to explore all housing options, including the opportunities for infill development or intensification in existing neighbourhoods. The General Residential Policy Area is a prime candidate for new development because it can accommodate new growth in an sustainable and environmentally responsible way that will not contribute to urban sprawl or require any expansion of municipal infrastructure or services.

**Policy GR-8**

GRW PRO SVC

It shall be a policy of Council to encourage development to occur in a manner that will take advantage of existing infrastructure.



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**Policy GR-9**

SVC FIS GRW HOU ENV

It shall be a policy of Council to discourage urban sprawl and prioritize growth by intensification.

**Policy GR-10**

ENV ACT VIB

It shall be a policy of Council to support increased residential densities in areas where active transit is an attractive and feasible means of accessing employment, services, and amenities.

**7.2.6 Neighbourhood Stability & Integrity**

While Council wishes to encourage increased residential densities on lands within the General Residential Policy Area, Council is mindful of the potential impact this development may have on abutting properties and the character of the surrounding neighbourhood. Council intends to put into place appropriate planning approval mechanisms and land use regulations to ensure that consideration is given to the impact new development proposals may have on the ability of nearby residents to quietly enjoy their home or property. Council will, however, also take into consideration and give appropriate weight to the development proposal's conformance with the Town's other Community Goals. It is essential that the Town consider a proposal's overall benefit to the community and that this be weighed against any objections from area residents.



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Council also intends to promote the concept of context sensitive intensification when a relatively more intensive land use is proposed in or adjacent to an established neighbourhood. To be context sensitive means that the development takes into consideration the surrounding built form when decisions are made regarding design elements like lot coverage, height, setbacks, massing, and architectural design. Context sensitive would also mean that the proposed development is unlikely to generate land use conflicts with surrounding uses. It is Council's intent that a new development should be context sensitive in that it should not be so intensive a use or vary so much from established built form patterns on abutting or nearby properties that it has a significant negative impact on the quality of life of neighbourhood residents.

**Policy GR-11**

HOU ATR

In the General Residential Policy Area, it shall be a policy of Council to encourage development proposals that complement or enhance the surrounding neighbourhood and streetscape.

**Policy GR-12**

HOU ATR

It shall be a policy of Council to encourage context sensitive intensification and infill residential development in the General Residential Policy Area that complements surrounding homes and preserves or enhances neighbourhood integrity.





**Policy GR-13**

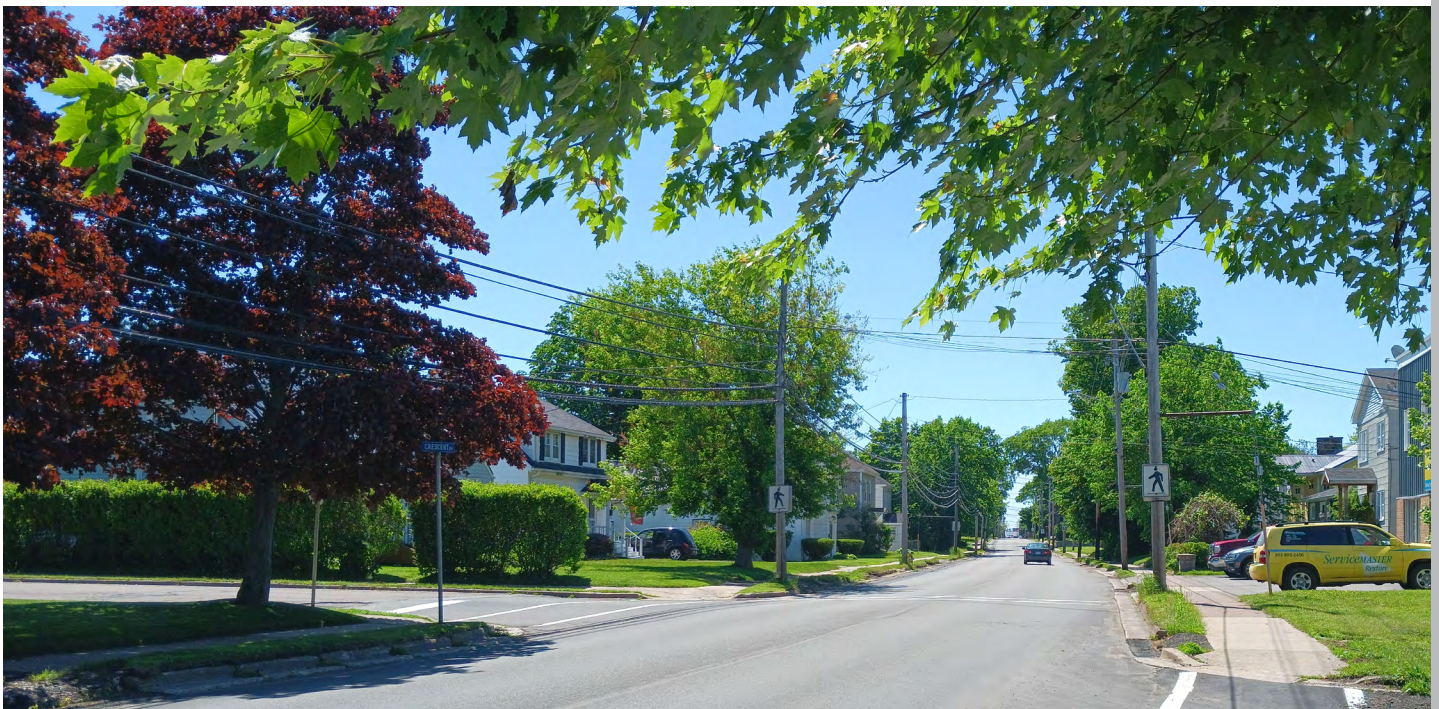
GOV HOU ATR

It shall be a policy of Council to consider the ability of nearby residents to quietly enjoy their home or property when evaluating any new development proposal in the General Residential Policy Area, provided that consideration and appropriate weight is also given to the development proposal's conformance with the Town's other Community Goals as outlined in Part 4 of the Community Plan.

**7.2.7 Vibrant and Pedestrian-Friendly Streetscapes**

Streets are much more than conduits for the transport of people and goods. They are important public places where people can interact and socialize. A well designed street will encourage people to walk rather than drive, socialize, and interact with the natural and built environment. Town Council recognizes the important role that pedestrian friendly streetscapes can have in supporting a more active and healthy lifestyle for residents. Council will encourage residential developments that facilitate walking and bicycling as an alternative to the private automobile. When considering new development proposals Council will also place emphasis on developments that include opportunities for recreation, trail developments, and linkages or extensions to existing park systems.

It is Council's intent that any development of lands within the General Residential Policy Area contribute to the creation of pedestrian-friendly streetscapes where residents can interact and form bonds that help foster a sense of community and belonging. This is to be achieved by requiring buildings to be appropriately placed and scaled in relation to any abutting street. This will be accomplished through zone requirements and further implemented through any site plan approval process.



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**Policy GR-14**

INC ACT SVC

In the General Residential Policy Area, it shall be a policy of Council to encourage development that supports the creation, preservation, and enhancement of pedestrian friendly and walkable streetscapes.

## 7.3 GENERAL RESIDENTIAL POLICY AREA

### 7.3.1 The General Residential Policy Area

The General Residential Policy Area is intended to apply to lands outside of the Downtown Core and away from major transportation routes that have developed as primarily residential neighbourhoods consisting of mostly single detached dwellings. This Policy Area will also be applied to other land uses that have developed within these established residential areas, including some isolated multiple unit residential developments, schools, and religious institutions. Some smaller vacant parcels of land within these established residential areas will also be included in the General Residential Policy Area. While the majority of these lands are situated in areas that are serviced by municipal water and sewer, the General Residential Policy Area will also apply to some unserviced residential areas in Harmony and Camden that are not within the Lepper Brook Watershed.

Residential areas outside of Truro’s downtown core consist mostly of post-war and more recent housing developments that are primarily owner-occupied dwellings. These neighbourhoods tend to be more intact with homes less likely to have been split up into multiple units, converted into other uses, or redeveloped. These areas also tend to foster a sense of “neighbourhood” that comes from having resident land owners with a vested interest in a quiet, attractive, and stable residential environment where the value of their real estate investment can grow. Many residents in these areas regard multiple unit developments and other more intensive land uses as incompatible with their vision of neighbourhood. Multiple unit developments, they argue, generally do not contribute to a sense of community and often have negative land use impacts such as traffic, noise, and intrusive lighting.

While Council recognizes the appeal of these neighbourhoods, Council also recognizes that the Town needs to accommodate a variety of housing options and is aware of the negative environmental, fiscal, and social impacts associated with traditional single unit residential developments. The Town is, therefore, interested in a balanced approach to development in the General Residential Policy Area that will allow for the creation of new housing units in established residential areas but also provide the level of predictability and stability that many property owners seek when it comes to property values and the quiet enjoyment of their lands.

The General Residential Policy Area is intended to be reserved for less intensive residential land uses such as single and two unit dwellings, residential conversions of existing structures, townhouse style dwellings, and accessory dwelling units. New multiple unit and other more intensive residential development is not permitted within this Policy Area.

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### Policy GR-15

GRW ATR HOU

It shall be a policy of Council to establish the General Residential Policy Area on the Town's Policy Area Map. This Policy Area is intended to apply to primarily residential areas outside of Truro's Downtown Core and away from major streets. These areas are generally comprised of single detached dwellings in established residential neighbourhoods.

### 7.3.2 General Residential (GR) Zone

The General Residential (GR) Zone will generally apply to all lands within the General Residential Policy Area that have access to municipal water and sewer services. The GR Zone is intended to implement Council's vision with respect to the development of these lands. The primary purpose of the GR Zone is to maintain the existing character of established residential neighbourhoods outside of the Downtown Core while at the same time permitting a limited range of new housing options. The GR Zone is intended to foster a degree of stability within these neighbourhoods by limiting the range of permitted uses to and by restricting the intensity and scale of new development.

While the GR Zone will not permit intensive uses and large multiple unit residential developments, the GR Zone is not intended to be completely inflexible and limited to single unit dwellings only. To accommodate an aging population, allow for more housing opportunities, and encourage sustainable growth, the GR Zone will permit two-unit dwellings, semi-detached dwellings, and accessory dwelling units. Accessory dwelling units will be permitted in both the main building and within a detached accessory building. Council intends to limit residential densities within the GR Zone by permitting a maximum of three dwelling units per property for most types of development and allowing up to five dwelling except for a townhouse style development, where the maximum number of dwelling units will be limited to five.

In an effort to support small businesses and local economic development, the GR Zone will permit a limited range of commercial and non-residential uses. These uses will be limited in terms of size and intensity and conditions will be put in place to ensure that these uses occur in a manner that is unlikely to generate land use conflicts with surrounding low density residential uses. More intensive institutional uses such as a religious institution or a school will be permitted but will require site plan approval or a development agreement to ensure that potential land use conflicts are addressed.

### Policy GR-16

HOU GRW

It shall be a policy of Council to establish the General Residential (GR) Zone and apply it to lands within the General Residential Policy Area that are characterized by low density residential uses located in serviced areas outside of the downtown core and away from major traffic routes.

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**Policy GR-17**

ACT HOU GRW

Within the General Residential (GR) Zone, it shall be a policy of Council to permit the as-of-right development of single and two unit dwellings and a variety of parks and open space uses that are compatible with low density residential uses such as parks and community gardens.

**Policy GR-18**

PRO HOU GRW

Within the General Residential (GR) Zone, it shall be a policy of Council to permit accessory dwelling units, three unit dwellings, townhouses and a range of non-residential uses such as office and professional uses, personal services, and bed & breakfasts subject to special conditions designed to maintain the low density residential character of the surrounding neighbourhood.

**Policy GR-19**

GOV ATR

It shall be a policy of Council to establish height limits and minimum lot size, frontage, and setback requirements for the General Residential (GR) Zone that promote the orderly development of these lands and mitigate potential impacts on any abutting streetscapes and nearby residential areas.



**7.3.3 Intensive Uses**

The Town recognizes that some more intensive institutional uses are commonplace in low density residential areas and that uses such as nursing homes, schools, and places of worship can be an integral part of any neighbourhood. The Town is, however, mindful of the potential negative land use impacts resulting from the traffic, noise, parking, and other activity associated with these land uses that are more intensive relative to the surrounding neighbourhood. To ensure that potential land use impacts are fully evaluated and that the proposal's design addresses potential conflicts with neighbouring uses, Council will require that more intensive development proposals in the General Residential Policy Area and the General Residential (GR) Zone only be considered using an appropriate evaluation and approval process such as site plan approval or development agreement.

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**Policy GR-20**

GOV ATR

In the General Residential Policy Area or General Residential (GR) Zone, it shall be a policy of Council to consider a religious institution by site plan approval. In considering such proposals, Council shall have regard for the site plan approval criteria found in Chapter 8: General Residential (GR) Zone of the Land Use By-law.

**Policy GR-21**

ATR GOV ENG

In the General Residential Policy Area or General Residential (GR) Zone, it shall be a policy of Council to consider an education use or a residential care facility with more than seven beds by development agreement. In considering such proposals, council shall have regard for the evaluative criteria for development agreements found in Chapter 14: Implementation.

**7.3.4 Rural Residential (RR) Zone**

The Rural Residential (RR) Zone will generally apply to lands within the General Residential Policy Area that do not have access to municipal water and sewer and that are unlikely to have these services in the foreseeable future. While Council intends to encourage residential growth in serviced areas, it is recognized that there are existing residential areas, such as Harmony and Camden, that do not have access to water and sewer services. The primary purpose of the GR Zone is to recognize the residential and agricultural uses that existing the Harmony and Camden area and accommodate some limited further development of these land. The RR Zone will not apply to lands in that are within the Lepper Brook Watershed. Whereas it is Council's intent that residential growth primarily occur where municipal services are available, the RR Zone will permit a limited range of residential uses.

**Policy GR-22**

HOU RSL

It shall be a policy of Council to establish the Rural Residential (RR) Zone and apply it to lands within the General Residential Policy Area that do not have access to municipal water and sewer and that are unlikely to have these services in the foreseeable future.

**Policy GR-23**

HOU GRW

It shall be a policy of Council to permit a range of low intensity residential uses, accessory uses, open space uses, agricultural uses, recreational uses, institutional uses, forestry uses and limited non-residential uses such as kennels, day care centres, and home based businesses within the Rural Residential (RR) Zone.

**Policy GR-24**

ATR GRW

It shall be a policy of Council to establish minimum frontage requirements, setback requirements, and height restrictions for the Rural Residential (RR) Zone in order to maintain the rural character of the RR Zone. Minimum lot sizes will be determined based on provincial specifications respecting on-site servicing.



# 8 | Regional Service



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## 8.1 BACKGROUND

### 8.1.1 Policy Context

The Truro-Colchester region is the largest population centre in northern Nova Scotia. As the urban core of this region, the Town of Truro is home to many services, goods, and amenities that serve residents from all over Colchester County and beyond. While a significant proportion these services, goods, and amenities are found within Truro's Downtown area, many are also located along the Highway 102 corridor and along the major streets leading into Town. These businesses and services that lie outside of the Downtown typically cater to customers that have access to an automobile. This tends to encourage a development pattern characterized by large, single storey buildings with generous amounts of parking.



The Town's approach to development in these automobile oriented commercial areas has always been focussed on accommodating new businesses and promoting economic growth. This has meant ensuring that land use regulations were flexible enough to adapt to changing market demands and retail trends and not obstruct new investment in the local economy. As a result, development regulations in these areas has tended to cater to the interests and needs of the business community and not necessarily aesthetics, the natural environment, or community sustainability. The resulting urban form lacks a uniform identity and consists of a mixture of fast-food restaurants, large format retailers (big box stores), shopping plazas, the shopping mall, automobile dealerships, and office uses. These Regional Services, therefore, tend to have a urban form that is distinct from other areas of Town and one which presents a unique set of challenges and opportunities

While the Town's zoning regulations were very accommodating to a wide range of uses in these areas, these same regulations restricted residential development based on the belief that these uses were incompatible and likely to lead to land use conflicts with commercial development. The business activity, along with the associated traffic and noise, has also served to discourage residential development in these commercial areas. Until the adoption of the Town's 2009 Community Plan, residential development was not supported by the Town's land use planning policies. While the 2009 Plan did open up these areas to multiple unit residential and mixed use developments, concern about potential compatibility issues remained. Consequently, these proposals were only considered through a development agreement process to ensure that future commercial growth would not be impeded by the proposed residential use.



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During the early 2000s, two large national grocery chains located on the edge of Truro’s downtown. While the commercial activity and traffic associated with these uses has been key to the vitality and vibrancy of Truro’s Downtown, these two developments had a dramatic impact on the surrounding streetscapes. Both stores feature large retail structures separated from adjoining streets by large parking lots, a site development approach more commonly associated with suburban settings than a downtown core. Council recognizes the overall positive impact these businesses have had on the Town and to ensure that the Town’s land use regulations continue to recognize and support these businesses, they have been included in the Regional Service Policy Area; the same Policy Area applied to other automobile oriented commercial uses located outside of the Downtown area.

The Regional Service Policy Area is intended to encompass more than just highway oriented commercial uses. The Regional Service Policy Area is, by design, intended to accommodate a broad range of uses. This makes the Policy Area well suited to cover other uses that do not fall clearly within a specific land use category. This Policy Area has been applied to the Stanfield’s Textile Factory and other industrial uses around the Downtown, both to recognize the existing use but also allow owners to explore other development opportunities. This Policy Area is also intended to include other uses that serve the regional population, including recreation facilities and the high school.

### 8.1.2 Challenges and Opportunities

The Regional Service Policy Area is intended to balance the need to accommodate automobile oriented commercial development with the need to ensure that this type of development does not detract from Council’s other goals, particularly those related to environmental sustainability, community aesthetics, and vibrant/pedestrian friendly streetscapes. While the Town wishes to encourage pedestrian oriented commercial development and walkable streetscapes in and around the Downtown, Council also recognizes that it must accommodate automobile oriented commercial development in order to continue to serve as a regional centre and maintain its share of the regional commercial tax base. This is especially true given that there is no public transit system in the region and many area residents live in low density, car-oriented suburbs.

In order to foster and sustain a vibrant economy, land use regulations for the Regional Service must be reasonable and have the support of the business community. Regulations must be flexible and responsive to changing retail trends and evolving retail formats. They must also be developed in response to recognized issues and community goals that are clear and understood by the business community. Permit approval processes must make efficient use of the time and resources invested by developers and care must be taken to ensure that approval processes are warranted and do not seem excessive. Council recognizes that having a regulatory framework that meets these needs will ensure that the Town is well positioned to attract new investment in the local economy. The Town wants to ensure that its land use regulations support and encourage projects like the substantial reinvestment made in the The Hub (formerly the Truro Mall) property. The same is true for potential redevelopment opportunities at other prominent locations in Town such as the old hospital site, John Ross & Sons, Clarence’s Farm Services on Brunswick, and even possible redevelopment of some of the lands and buildings owned by Stanfields.



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The Regional Service also provides an opportunity for Council to meet some of its other goals related to providing more housing and promoting a mixture of uses. The shortage of housing in the Truro area has meant that all areas of Town, including traditionally commercial areas, are potential locations for new residential developments. There are also many benefits to promoting residential uses in traditionally commercial areas. Having mixed use and multiple unit residential developments in these areas can help ensure that streets are vibrant and active. Also, by having people living closer to the places they work and access goods and services, there is less need to travel around by private automobile. While Council recognizes the benefits of promoting residential and mixed use development in the Regional Service, Council is mindful of the potential land use conflicts that can arise as well as the risk of introducing new residents to a prime commercial area, only to have these residents oppose new commercial growth.

The policies and regulations in the Regional Service must strike a balance between encouraging new residential growth and mixed use development, while avoiding land use conflicts and ensuring that the Town maintains sufficient and suitable lands to support a growing commercial tax base.



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## 8.2 REGIONAL SERVICE OBJECTIVES

### 8.2.1 Strengthen Role as a Regional Centre

While the Town's role as a regional centre for Colchester County is well established, Council does not take this for granted and will seek to maintain and enhance this position. Over the past 50 years, substantial vehicle oriented commercial areas have grown up outside of the Town's boundaries, particularly along Robie Street, Millbrook and around Exit 13. These areas are associated with the busy traffic corridors in the region and also areas with high visibility and direct access to Highway 102. Most of the land within the Town that is suitable for highway oriented commercial uses has been developed and there are few areas available that would be feasible for this type of development within Town limits. Opportunities do exist for infill development and for redevelopment of existing properties, most notably on the former hospital site and along Robie Street. Fostering this type of development is likely the best strategy for the Town to employ to grow the commercial tax base and maintain a variety of higher order goods and services within the Town.

#### Policy RS-1

CTR

It shall be a policy of Council to ensure that the key services, amenities, and employers located in Truro are focal points or nodes in any regional public transit system.

#### Policy RS-2

VIB

CTR

It shall be a policy of Council to ensure that the Town features a wide range of housing choices that will support higher population densities to support a concentrated demand for goods and services so that the Town remains the focus for commercial activity in the region.

### 8.2.2 Allow a Range of Commercial Development Options

For Truro to attract new commercial development and maintain its share of the regional commercial tax base, the Town must ensure that its commercial land use policies can accommodate a broad range of retail formats. Retail trends are constantly changing and commercial policies should be designed to respond to market changes and accommodate a variety of uses as well as a range of lot configurations, zone requirements, and subdivision options. In this way, the Town can help to ensure that new commercial formats can be accommodated.

#### Policy RS-3

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RSL

It shall be a policy of Council to have flexible commercial development regulations that will help to ensure that a variety of commercial development options are available and the Town is well positioned to adapt to changing market conditions and trends.



### 8.2.3 Support for Local Businesses and Entrepreneurs

Local businesses are important to a local economy because they employ local residents, provide goods and services to the community, bring growth to the local economy, and help to attract new residents. Local businesses are also typically more customer focused and better understand the needs of their local community.

Over the last decade, a shift among consumers to support local businesses has caused some preference for products associated with large multinational chains and big-box to bounce back toward more locally owned and produced goods. Consumers also increasingly desire goods that are ethically sourced, provide some social benefit or greater good, and embody local sustainability and self-sufficiency principles. This shift was reinforced by the supply chain and logistic issues for complex goods during the COVID-19 pandemic creating a growing momentum to buy from and support local businesses to retain the flow of money within the local economy.

In order to foster the development of a local economy with local entrepreneurs, Council wishes to provide affordable and convenient locations for small businesses, professionals, artists, and craftspeople. Council will work with educational and other regional economic development partners to provide opportunities for entrepreneurs to establish and grow their businesses in Truro.

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#### Policy RS-4

COL PRO

It shall be a policy of Council to foster a healthy local business climate that encourages existing businesses to remain in Truro, expand, create local jobs, and generate additional investment in the local economy.





**Policy RS-5**

COL PRO

It shall be a policy of Council to foster an environment that supports local entrepreneurs and provides them opportunities to thrive.

**Policy RS-6**

GRW COL PRO

It shall be a policy of Council to encourage and support a diverse range of businesses in the local economy to ensure a strong and stable base for job creation and local workforce retention.

**8.2.4 Access to Housing**

Council is concerned about homelessness and the availability of affordable housing. Council recognizes that the cost and availability of land in the Downtown Core are not conducive to the development of affordable housing. In it's efforts to encourage the development of more affordable housing Council wants to ensure that all opportunities to introduce new housing to the market are explored, including allowing residential development within traditionally commercial areas.

**Policy RS-7**

INC HOU

It shall be a policy of Council to encourage residential development that includes affordable housing units.

**Policy RS-8**

INC HOU CTR

It shall be a policy of Council to encourage a variety of housing types to ensure that Truro accommodates residents with a wide range of housing needs and that everyone is able to make a home in Truro.

**Policy RS-9**

PRO GRW

It shall be a policy of Council to promote a wider range of housing opportunities that will help ensure that the workforce supporting the local economy has access to suitable and affordable housing.

**Policy RS-10**

GOV INC HOU

It shall be a policy of Council to develop and adhere to a strategy for implementing affordable housing requirements which will include an administrative and regulatory framework to ensure developers comply with affordable housing requirements.

**Policy RS-11**

INC HOU

It shall be a policy of Council to, when evaluating any development proposal with a residential component, consider requiring that a specified percentage of units within the development be affordable.

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### 8.2.5 Allow a Mixture of Uses

Since the early days of land use planning, communities have adopted zoning regulations based on the central premise that a separation of uses is essential to a high quality of life. This notion was based on the idea that commerce and industry were not compatible with residential development, but it is now generally understood that a strict separation of land uses causes a variety of problems including lifeless downtowns as well as an over-dependence on automobile use. A growing number of factors are driving demand for a greater mixture of uses in neighbourhoods that are walkable, compact, and provide a high quality of life. A diverse mixture of land use promotes sustainable and strong communities and helps to create linkages to housing, jobs, access to goods and services, and activities.

Permitting a mixture of uses, including residential uses, in highway oriented commercial areas is a means of expanding the customer base for local businesses. It will also encourage pedestrian activity on the streets, encourage activity throughout the day, as well as increase the vitality and vibrancy of commercial streetscapes. Allowing residential uses in traditionally commercial areas is also a means of providing more housing while allowing for the reuse of vacant upper floors of some commercial buildings. Council wishes to encourage a greater mixture of uses in traditionally commercial areas of Truro.

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#### Policy RS-12

PRO INC

It shall be a policy of Council to promote a mixture of land uses that helps reduce barriers to goods, services, amenities, and employment opportunities and increases the likelihood that people will walk or bike to access these goods, services, amenities, and employment opportunities.

#### Policy RS-13

PRO VIB

It shall be a policy of Council to encourage mixed-use neighbourhoods and developments that contribute to more walkable, compact, and vibrant communities that attract and retain young people.

#### Policy RS-14

PRO INC

It shall be a policy of Council to promote an appropriate mixture of land uses that helps reduce barriers to goods, services, amenities, and employment opportunities.

#### Policy RS-15

HOU INC

It shall be a policy of Council to encourage a variety of housing types to ensure that Truro accommodates residents with a wide range of housing needs and that everyone is able to make a home in Truro.

#### Policy RS-16

ATR VIB

It shall be a policy of Council to encourage an appropriate mixture of land uses to help promote streets that are active and vibrant on evenings and weekends, and not just during regular business hours.



### 8.2.6 Reduce Land Use Conflicts

Council is concerned about two different types of potential land use conflicts that may arise with ongoing development of the Regional Service. The first is conflict between automobile oriented commercial uses and established residential neighbourhoods located nearby. The second potential land use conflict is between existing and future commercial development and new residential uses located within the Regional Service. As the Town seeks to encourage a greater mixture of uses and create more housing throughout the Town, the latter land use conflict is expected to become more of an issue.

Much of the Regional Service Policy Area is comprised of lands that abut the General Residential Policy Area, Downtown Residential, or Urban Corridor Policy Area. The Regional Service Policy Area is intended to accommodate a broader range of more intensive land uses than these residential or mixed use Policy Areas. Council recognizes that the type of development that is expected to occur in the Regional Service Policy Area is likely to generate land use conflicts with comparatively lower intensity uses in the General Residential, Downtown Residential, or Urban Corridor Policy Areas. To help address potential land use conflicts in these scenarios, Council will adopt enhanced landscaping, height, buffering, and setback requirements that will be applied to as-of-right development and taken into consideration when evaluating a site plan approval or development agreement application.

#### Policy RS-17

ATR

In the Regional Service Policy Area, it shall be a policy of Council to establish additional buffering requirements for as-of-right development proposals that abut the General Residential, Downtown Residential, or Urban Corridor Policy Area.

#### Policy RS-18

GOV

ATR

In the Regional Service Policy Area, it shall be a policy of Council to consider applying additional buffering requirements when evaluating a site plan approval or development agreement application involving lands abutting the General Residential, Downtown Residential, or Urban Corridor Policy Area.

#### Policy RS-19

ATR

It shall be a policy of Council to permit a controlled mixture of land uses where the potential for land use conflicts is minimal.

#### Policy RS-20

PRO

ATR

It shall be a policy of Council to consider the potential land use conflicts that may occur as a result of new multiple unit residential development in the Regional Service Policy Area. This shall include an assessment of the potential for land use conflicts between any proposed residential uses and any existing or future commercial development

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### 8.2.7 Accommodate Existing Uses

Stanfield's Limited has been a part of Truro for many years and the company's textile mill on the riverfront is an important landmark in the community. Council recognizes the value that this industry represents to the local economy and the iconic textile mill, along with the Stanfield's brand, are widely associated with the Town. The mill's proximity to the Downtown and to established residential areas on Queen Street has been a source of concern in the past and for many years Stanfield's was zoned commercial and the use deemed non-conforming. At present, Stanfield's is a benign industrial use that generates very little noise or pollution and the operation fits in well with the mixture of uses in the Downtown area. Recent plans to improve the riverfront and develop a multi-use trail along the Salmon River have included the Stanfield's property and there are tremendous opportunities in the area for new commercial activity, new open space connections, and new housing.

By applying a commercial zone to the property and making the textile mill a permitted use in the zone, Council can recognize Stanfield's place in the community and also accommodate any potential redevelopment scenarios that the mill owners may wish to explore, particularly if the Town is able to develop a riverfront multi-use trail in the area.

#### Policy RS-21

COL PRO

It shall be a policy of Council to permit textile mills as a permitted use in the Regional Service (RS) Zone in order recognize Stanfield's place in the community and also accommodate any potential redevelopment scenarios that the mill owners may wish to explore.



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### 8.2.8 Aesthetically Pleasing Development

The Regional Service Policy Area is comprised of the primary routes into Truro's Downtown and these streets are a very visible part of the community that can leave a lasting impression on residents and visitors alike. By regulating design elements such as signage, architecture, parking and landscaping, the Town can help to ensure that residents and visitors are left with a positive impression. These measures will also help to promote a sense of place and community identity.

#### Policy RS-22

VIB ACT ATR

It shall be a policy of Council to encourage development proposals that complement or enhance established and intact neighbourhoods and streetscapes.

#### Policy RS-23

ATR

It shall be a policy of Council to regulate some of the aesthetic elements of commercial development to ensure a high quality of design and to ensure that it does not overwhelm the more subtle aspects of the visual landscape that help define what makes Truro a unique place.

### 8.2.9 New Growth on Existing Infrastructure

Council is interested in promoting new commercial development on existing infrastructure as a means of creating new tax base and growing the local economy without the costs associated with having to install and maintain new infrastructure. Council is also supportive of creating new opportunities for housing in areas of Town that already have existing municipal services and infrastructure in place. Lands in the Regional Service are appealing for new residential development because of their proximity to many services, amenities, and employment. Council, however, only wants to consider residential development proposals in the Regional Service where potential land use conflicts have been addressed and the dwelling units can be created without having a significant impact on the commercial development potential of the lands.

#### Policy RS-24

FIS GRW SVC

It shall be a policy of Council to encourage development to occur in a manner that will take advantage of existing infrastructure.

#### Policy RS-25

ENV FIS GRW SVC

It shall be a policy of Council to discourage urban sprawl and prioritize growth by intensification.

#### Policy RS-26

HOU VIB

It shall be a policy of Council to permit limited residential development in existing commercial areas as part of a mixed use proposal provided the primary use of the property and buildings is commercial.



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## 8.3 REGIONAL SERVICE POLICY AREA

### 8.3.1 The Regional Service Policy Area

The Regional Service Policy Area has been created to recognize the broad range of commercial and institutional uses situated outside of the Downtown core. These uses are oriented to customers and clientele who tend to come from all over the region and who rely on the private automobile to access these services. These regional services include the large format retailing/shopping centre development oriented to Highway 102, the hospital, and the strip commercial development on Robie Street and Willow Streets. Also included are areas of commercial and institutional development located just outside of the Downtown which are better set up to receive customers and clientele arriving by car rather than pedestrians walking in from the street. Industrial and commercial uses along the CN Railway and the Stanfield’s site area also included in this Policy Area to ensure that planning regulations are in place to recognize some of the more benign current uses as well as accommodate opportunities for redevelopment or new development, should these opportunities present themselves.

Most of the Regional Service is already developed and this Policy Area is primarily intended to recognize existing development and accommodate new commercial growth through redevelopment and intensification. This Policy Area also includes potential redevelopment areas such as the old public works site on Argus Drive or the old hospital site on Willow Street.

Willow Street is classified as an arterial road and carries traffic between Truro and the outlying communities of Millbrook, Hilden, and Brookfield, as well as regional traffic. Busy arterial streets like Willow Street are often an attractive location for commercial and business park development wanting to take advantage of the visual exposure to passing motorists. It is Council’s intention that development along Willow Street near the Business Park should be included in the Regional Service Policy Area to accommodate a wide range of commercial and light industrial uses.

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#### Policy RS-27

PRO GRW

It shall be a policy of Council to establish the Regional Service Policy Area on the Town’s Policy Area Map. This Policy Area is intended to apply to lands along major arterial streets and regional highways outside of Truro’s Downtown Core that are characterized by a mixture of uses, primarily commercial and institutional uses that serve to a regional population.

#### Policy RS-28

PRO GRW

It shall be a policy of Council to generally apply the Regional Service Policy Area to primarily commercial areas along the Robie Street, Willow Street, and Highway 102 corridors. Also included in the Regional Service Policy Area are areas of commercial and institutional development located just outside of the Downtown, industrial and commercial uses along the CN Railway, and Stanfield’s.



### 8.3.2 The Regional Service (RS) Zone

The Regional Service (RS) Zone is intended to apply to lands with the Regional Service Policy Area. The RS Zone will encompass automobile oriented commercial development along Willow and Robie Streets, the Hub (Truro Mall), and the large format retailing around Exit 13 on Highway 102. The RS Zone will also be applied to areas of commercial and institutional development located just outside of the Downtown which are better set up to receive customers and clientele arriving by car rather than pedestrians walking in from the street. Potential redevelopment sites, including the old hospital site, will also be included in the RS Zone as will industrial and commercial uses along the CN Railway and the Stanfield's site.

The RS Zone will be set up to recognize and permit commercial development that primarily caters to a regional customer base whose primary mode of getting around is by private automobile. Council is also committed to development that supports walking and cycling as alternative modes of transport. This commitment includes an emphasis on landscaping and aesthetic considerations in order to improve the appearance of the streets that make up the RS Zone.

The RS Zone shall permit a broad range of uses that will recognize the existing mixture of uses that exists in the commercial areas along the major roads into Town including commercial uses as well as residential, and institutional uses. The RS Zone will include land use regulations designed to encourage development that contributes to the creation of vibrant and pedestrian friendly streetscapes. There are a number of existing residential uses in the Regional Service Policy Area, particularly along Willow Street. Although it is Council's intent that these properties will eventually be redeveloped as a commercial or light industrial use, Council recognizes that these uses predate the current Policy Area and there is no desire on the part of Council to unduly restrict these long-standing residential uses. Accordingly, existing residential uses will be listed as permitted uses in the RS Zone.

#### Policy RS-29

GRW PRO

It shall be a policy of Council to establish the Regional Service (RS) Zone and apply it to lands within the Regional Service Policy Area including commercial areas along the Robie Street, Willow Street, and Highway 102 corridors. Also included in the RS Zone are areas of commercial and institutional development located just outside of the Downtown, industrial and commercial uses along the CN Railway, and Stanfield's.

#### Policy RS-30

GRW PRO

Within the Regional Service (RS) Zone, it shall be a policy of Council to permit the as-of-right development broad range of institutional and commercial uses.

#### Policy RS-31

GRW HOU

Within the Regional Service (RS) Zone, it shall be a policy of Council to permit the conditional development of light residential uses, up to four dwelling units, provided the primary use of the property is commercial.

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**Policy RS-32**

GRW HOU

With the Regional Service (RS) Zone, it shall be a policy of Council to permit the existing residential uses subject to the requirements of the General Residential (GR) Zone.

**Policy RS-33**

ATR

It shall be a policy of Council to establish height limits and minimum lot size, frontage, and setback requirements for the Regional Service (RS) Zone that promotes the orderly development of these lands and mitigate potential impacts on any abutting streetscapes and nearby residential areas.

**8.3.3 Residential Buffering Requirements**

The Regional Service (RS) Zone is designed to accommodate a mixture of uses, some of which are more intensive than nearby residential uses, and Council wishes to ensure that measures are in place to minimize or mitigate potential land use conflicts. Where a property in the RS Zone abuts a property in a Downtown Neighbourhood (DN), Urban Corridor (UC), or General Residential (GR) Zone, there will be provision in the Land Use By-law to require additional setbacks and buffering requirements for any abutting yard. Additional height restrictions will also be in place for development abutting any of these zones.

**Policy RS-34**

GOV ATR

It shall be a policy of Council to, for any mixed use, commercial use, or institutional use proposal in the Regional Service (RS) Zone, implement additional height restrictions and require additional buffering or larger setbacks for any yard abutting a Downtown Neighbourhood (DN), Urban Corridor (UC), or General Residential (GR) Zone.

**8.3.4 New Residential Development**

Council recognizes the importance of encouraging residential development in other serviced areas of Town and thereby making better use of existing infrastructure. Council also recognizes that fostering an attractive mix of uses, including residential uses, in established commercial areas outside of the downtown will help increase demand for businesses and services throughout the Town. Furthermore, Council is aware that the Regional Service Policy Area has been the focus of a lot of development in recent years and this area is expected to remain a major centre of employment in the region. It is expected that there will be demand for new multiple unit development within the Regional Service Policy Area as people seek housing near their place of work. This area is also an appealing location for new multiple unit development because intensive development is expected in these commercial areas and in most cases the potential for land use conflicts with established residential neighbourhoods is minimal.



Council is, however, concerned that residential development in commercial areas may lead to future land use conflicts between residential uses and new commercial development and that residential development will consume valuable commercial lands. To address these concerns, Council will consider larger multiple unit development proposals by site plan approval or by development agreement and require that the developer demonstrate that the proposal will not preclude the future development potential of the lands. To demonstrate this, the developer will have to show how the residential use can be accommodated while being effectively buffered from existing or future commercial uses on abutting properties and also ways any street frontage might be reserved for future commercial development.

**Policy RS-35**

GOV ATR

In the Regional Service Policy Area or Regional Service (RS) Zone, it shall be a policy of Council to consider a residential or mixed use development with more than five and up to eighteen dwelling units by site plan approval. In considering such proposals, Council shall have regard for the site plan approval criteria found in Chapter 9: Regional Service (RS) Zone of the Land Use By-law.

**Policy RS-36**

GOV ATR

In the Regional Service Policy Area or Regional Service (RS) Zone, it shall be a policy of Council to consider a residential or mixed use development with more than eighteen dwelling units by development agreement.

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### Policy RS-37

PRO

When considering a development agreement application in accordance with Policy RS-36, it shall be a policy of Council to, in addition to the evaluative criteria for development agreements found in Chapter 14: Implementation, also have regard for the following:

- a) the potential land use conflicts that may arise between any proposed residential uses and any existing or future commercial developments; and
- b) the proposal's impact on the future development potential of the land for commercial purposes.

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## 9.1 BACKGROUND

### 9.1.1 Industrial Development in Truro

Truro's central location at the junctions of the province's railway and highway networks, together with Truro's manufacturing and distribution industries, has helped the Town become an important industrial centre. Prior to the 1960s, industrial development was located throughout the Town with large manufacturers and warehousing located closer to the Downtown. While there is still some industrial activity located Downtown, most has relocated to the Truro Business Park. The Truro Business Park (formerly named the Truro Industrial Park) was established in 1962 and was initially managed by the now-dissolved Truro Industrial Commission. Today the Park is home to over 70 businesses, including a wide variety of uses such as manufacturing, processing, and warehousing, with the largest employers in food processing, agricultural feed, and plastics. Over the last decade, there has been a shift away from several major employers in the Park, to a growing number of smaller, owner-occupied or locally owned businesses. Historically, the success of Truro's industrial sector has contributed to a sense of security and stability for both the Town and industry alike.



Industrial and business park development trends have shifted significantly over the last two decades. Economic globalization has changed how businesses operate, and things such as geographic location and physical infrastructure are less important than access to capital and the flow of information. Many local economies have shifted from traditional manufacturing to more information, culture, and recreation. Cities that are able to draw human capital and resources successfully are becoming the most economically attractive for investment.

### 9.1.2 Issues

The only significant planning issues related to industrial development stem from the proximity of some industrial uses to residential areas and the Downtown. Of particular concern is the noise, dust and general visual blight created by a large scrap metal yard located in the centre of Town. While this business built a new facility in the Truro Business Park

in 2020, it still has some accessory uses in the Downtown location. This use and the few other remaining industrial uses in the Downtown are effectively grandfathered, and unless these uses cease to operate, the Town is unable to address this issue, at least in terms of planning regulations. Another concern of residents nearer the Business Park is the noise and dust from local feed mills. Three major feed mills operate in or near the Business Park, and during certain times of the year, or during specific operations, they can negatively impact nearby residents. As residential development grows in areas south of Upham Drive and around William Barnhill Drive, this could create growing challenges if heavier industrial businesses are allowed to locate in the expansion lands of the Business Park.

The Park's success has meant that almost all recent industrial growth in Truro has taken place in the Park, away from potentially incompatible land uses and new businesses. Even some long-

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established uses, such as Scotsburn Dairy (now Agropur), have relocated to the Business Park from their former downtown locations. Existing industrial development outside of the Park, such as Stanfield's, continues and, in most cases, is supported and accommodated by the Town. However, there have been no major expansions of these uses in recent years and as a result, there have been very few issues with respect to new industrial development and land use conflicts with other types of development.

While there are currently still a few lots available for new light industrial or business park development in the Business Park, their desirability is limited, and there is a need to open up lands for future expansion. In 2021, the Truro Industrial Development Society undertook a study to explore the potential for industrial and business park development in lands located south of William Barnhill Drive, which had previously been reserved and zoned for future business park expansion. Also, in 2016, the Town of Truro completed an extension of William Barnhill Drive that connected Industrial Avenue (and the original Business Park) to Young Street, further opening up lands south of William Barnhill Drive. In 2017, ten new lots on Young Street were designated for sale as part of the Truro Business Park expansion area. While two lots (comprising a total of approximately 10 acres) were sold in 2018 and 2020, development in this area has yet to occur. The lands designated for industrial growth in this area lack desirability due to limited exposure, access, and connection to the Business Park. Further, the study completed in 2021 suggested that the majority of the expansion lands were ill-suited for industrial or business park growth due to geography, terrain, and other constraints, and those that had the greatest potential

were located in the area furthest east, nearest the lots created on Young Street, which had existing issues with exposure, access, and connection to the Business Park, not easily solved. In addition, business park expansion in this area could only be achieved at significant costs to the Town.

As a result, the Truro Town Council decided to forego business park expansion in the South Young Street area, and pursue expansion of the Business Park via an extension of Industrial Avenue. Town staff pursued the buy-back of industrial parcels that had previously been purchased in this area. Lands south of Industrial Avenue will continue to be reserved for business park expansion. A total of 6 lots (13.4 acres) from an Industrial Avenue extension have been outlined as part of the conceptual plan within the 2021 study. There is also potential to expand further south and east in this area if demand and market conditions warrant expansion. As outlined in the 2021 study, a total of 203 acres in the lands south of William Barnhill Drive have been designated for "Future Use," and has been suggested that these lands should be rezoned to Rural Residential (or similar) to allow the Town to maintain flexibility for these lands to either be developed as residential or light industrial/business park. The report stated that, rather than establishing a development plan now, it is more prudent and pragmatic to see how future demand is supported for light industrial in the face of competition or alternatively how much residential is needed to meet growth demands for attracting residents and workforce. It further outlines that expansion in this area has the potential to align with a potential connection to a possible Hilden Interchange.

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As growth takes place throughout the Business Park, and elsewhere in Truro and Colchester, there is increasing demand at the McClures Mills Road and Willow Street intersection. This intersection connects the Town to Highway 102 at Exit 13, and is the direct link from the Truro Business Park to Highway 102. Over the last decade, McClures Mills Road has also seen an increase in traffic as a result of the construction of the Rath Eastlink Community Centre and the Colchester East Hants Health Centre at the intersection of Abenaki Road and McClures Mills Road. In 2013, a traffic study was conducted on the McClures Mills Road and Willow Street intersection that projected traffic volumes to reach 38,400 vehicles per day at this intersection. A roundabout at this intersection has been designed and engineered, but has yet to be constructed. This would help to ease the current traffic congestion, help to effectively manage traffic volume, and reduce travel times.

An interchange in Hilden has also been proposed. This project would see the construction of a new highway interchange off of Highway #102, with a connection road between Highway #102 and Trunk 2, and a further connection to Industrial Avenue in Truro. It is part of an investment in Highway 102 that would contribute to economic growth in the region, opening up development lands in Truro, Colchester and Millbrook First Nation. The interchange location, approximately 1.3 kms south of Exit 13A, would significantly impact the surrounding region in terms of traffic diversion and truck routing. This project would require federal, provincial, and local government involvement, including the Town of Truro, Municipality of the County of Colchester, and Millbrook First Nation. To date, this project has not been a priority for all partners.



### 9.1.3 Opportunities and Trends

Over the past two decades, there has been a significant shift in North America, with downtown businesses moving to more suburban locations. Businesses such as office spaces are continuing to choose suburban locations, such as business parks, when deciding where to locate. This trend is expected to continue, outpacing the supply of new office space in central business districts, as preference for office spaces moves to larger buildings with flexible floor plans. Despite this trend, traditional downtown office users such as banks and financial institutions, legal and accounting firms, and some government agencies still maintain a strong presence in downtowns. Offices located in business parks tend to develop on a single floor or in a low-rise building of 2-4 stories, compared to downtown, where things such as rental rates and availability of space may force businesses over many floors.

Many manufacturers are also now serving a local market and will have some retail presence at the local level. These businesses will locate nearer an urban population and tend to orient their building to have retail in the front

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with manufacturing and warehousing to the rear. Because these businesses are serving a local clientele, there is also a greater focus on curb appeal and landscaping. At the same time, as businesses try to reduce costs and balance supply chain, there has been growth in logistics companies, especially around distribution hubs, such as the Truro-Colchester region. Easy access to highways, airports, rail and seaports are growing in demand and many businesses located in larger urban centres, such as the Halifax Regional Municipality and Moncton area, are being priced out of the market, opening up opportunities in Truro and Colchester.

As the cost of gasoline rises, and with human resources limited, transportation methods are also shifting. It's important to ensure access to local rail lines and to ensure roads are capable of accommodating commercial vehicles that can handle long-haul tandem trailers. Future business park developments should take these shifts into account.

Mixed-use developments have also started locating on the periphery of Business Parks and these developments are rising in demand as both employers and employees have a desire to locate near employment areas. This also reduces commute time and costs, benefiting both the individual and the Town. This also creates a demand and need for more pedestrian-friendly areas, higher landscaping standards, and intensification in development. Residential and mixed-use development needs to be carefully considered as part of the overall Business Park development plan to ensure potential land use conflicts are mitigated.

As with the Truro Industrial Park changing its name to the Truro Business Park, many industrial parks have also made this shift to account for a wider range of accepted

uses. Previously industrial parks only contained industrial uses, but business parks have now evolved into mixed-use parks with a wider range of acceptable land uses; including an increased amount of office space and service sector tenants. As business parks accept a wider range of businesses, demand for business park land will also increase, especially if the land is well-serviced.

#### 9.1.4 Approach

The Truro Business Park is managed by the Truro Industrial Development Society and this group, together with Town Council, commissioned the 2021 study to determine the direction of the Truro Business Park over the following 5-7 year period. The recommendations of this study focused on land use and policy, infrastructure servicing, and investment and attraction. The study emphasized developing less intensive zoning regulations in any expansion lands and creating a new Business Park zone to enable a higher standard of development and acceptable uses compatible with future residential development.

The study also focused on a "Future Use" area for development that would be expected to occur outside of the 5-7 year timeline and suggested zoning this future use area to enable a transition to either Business Park or a Residential Policy Area as future demand warrants.

The study also suggested that the expansion lands for business park development should focus on land parcels in the range of 1-2 acres and to ensure that any development allows for active transportation planning through the Business Park.

The next step for expansion is to develop infrastructure and municipal services along the extension of Industrial Avenue. At this time, a timeline has not been established for this expansion.

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## 9.2 BUSINESS & INDUSTRIAL OBJECTIVES

### 9.2.1 Encourage New Industrial and Business Park Development

Industrial and business park development is an essential part of the local economy that provides employment, demand and supply of services, and is an important source of tax revenue for the Town. For Truro to remain economically sustainable, the Town must support its existing industries and encourage new industrial and business park development.

#### Policy BI-1

ENV

It shall be a policy of Council to encourage the establishment of sustainable industries within the Town; particularly in the Truro Industrial Park.

#### Policy BI-2

PRO

It shall be a policy of Council to foster a healthy local business climate that encourages existing businesses to remain in Truro, expand, create local jobs, and generate additional investment in the local economy.

#### Policy BI-3

VIB

PRO

It shall be a policy of Council to foster an environment that supports local entrepreneurs and provides them opportunities to thrive.

#### Policy BI-4

VIB

PRO

It shall be a policy of Council to strive to create a town where residents have access to a variety of career opportunities.

#### Policy BI-5

VIB

PRO

It shall be a policy of Council to encourage and support a diverse range of businesses in the local economy to ensure a strong and stable base for job creation and local workforce retention.

#### Policy BI-6

PRO

It shall be a policy of Council to encourage and support growth of business in Truro to ensure the local economy serves the diverse needs of the regional population.

#### Policy BI-7

PRO

It shall be a policy of Council to strengthen and grow the local economy by supporting initiatives that help retain and grow local small businesses.

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### 9.2.2 Improve the Appearance of the Business Park

One of the factors in attracting industries to a business park is the overall level of aesthetics. An attractive and well-designed industrial and business area reflects positively on the corporate images of occupying businesses. Improvements to landscaping and signage, along with the provision of sidewalks, curbs, and gutters along streets in the Business Park, are integral to projecting a quality and successful image. These improvements will also encourage more pedestrian traffic and provide an opportunity for employees to walk to work. This strategy thus intends to ensure that the Business Park undergoes an upgrading of its services and aesthetic standards, and that any future expansion of the Business Park will meet these standards from the onset.

#### Policy BI-8

ATR

It shall be a policy of Council to improve the appearance of streets in the Industrial Park by providing curb and gutter, and sidewalks where appropriate.

#### Policy BI-9

ENV

ATR

It shall be a policy of Council to undertake a tree planting program on existing and future streets in the Industrial Park.

#### Policy BI-10

ATR

It shall be a policy of Council to develop a minimum standard of landscaping in the Land Use By-law for all future development in the Industrial Park; and encourage existing developments to upgrade their sites to this standard.

#### Policy BI-11

GOV

ATR

It shall be a policy of Council to consider the type of development that is likely to occur on abutting lands when evaluating the design of a current development proposal and the potential for future land use conflicts.



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### 9.2.3 Balance Aesthetics and Industrial Development

Studies have been completed in the Business Park which place emphasis on green space, trees, and landscaped swales along streets instead of curb and gutter. Natural landscapes were also highlighted in the 2021 study and one of the guiding visions outlined in the study was to enhance and protect natural features such as streams and open spaces for recreational uses, as well as the buffering of future potential uses. The report focused on creating business park compatible uses in any expansion areas, rather than light or heavy industrial, and outlined that these uses would be most compatible with surrounding uses while also allow for greater retention of the natural landscaping features. The study also points to encouraging business growth that orients office and retail use towards the front of the building along with guest and employee parking and a landscaped buffer, with industrial space and loading oriented to the rear, providing a better interface with the street.

This greener approach to park design has some merit for future expansion, but it is important to remember that the existing Business Park is intended to accommodate light and heavier industrial users in an environment that allows for their continued growth and expansion. Due to the limited ability to expand the Business Park, it will be important to encourage growth and expansion of existing businesses, which will include allowing greater intensification on existing sites. Council should have landscaping and tree planting requirements in place, but these should be balanced with the need to allow industries to expand and grow while remaining within the Business Park and within Truro. It is also important that serviced land in the Business Park be used efficiently and that streets, sewer, water and other services are not needlessly extended in order to achieve large lot sizes with large expanses of green space. Even within the expansion lands, recommended lot sizes range between 1-3 acres, meaning there will need to be a balance between landscaping requirements and accommodating business operations and potential future expansions at existing locations.

#### Policy BI-12

ATR PRO

It shall be a policy of Council to balance landscaping and other aesthetic considerations with the need to allow industries within the Industrial Park to grow and expand.

#### Policy BI-13

ATR SVC

It shall be a policy of Council to balance landscaping and other aesthetic considerations with the need to encourage more efficient use of land and services within the Park by permitting intensive development in terms of lot coverage and building height.

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### 9.2.4 Minimize Impact on Neighbouring Land Uses

Industrial land uses occasionally abut potentially incompatible residential, institutional and recreational land uses that can be negatively impacted by noise, lighting, dust, odour, and other land use characteristics associated with industrial uses. To ensure that land use conflicts with neighbouring non-industrial uses are avoided, industrial lands will be separated from abutting non-industrial designated areas by a landscaped area that will serve as a visual as well as an acoustic separation. The Town will take steps to provide buffer strips in existing developed areas of the Business Park where industrial uses abut uses in other land use Policy Areas. In future phases of the Business Park, the Truro Industrial Development Society will provide adequate buffer strips where required through the subdivision process. These buffers will remain the responsibility of the Society to maintain.

With increasing residential development expected to occur in the undeveloped lands east of the Business Park, it will be important to minimize the impact of businesses in the Business Park with the increase in residential development immediately adjacent to the Business Park, and limit businesses with excessive noise, lighting, dust, odour, and other negative land use characteristics immediately adjacent to residential, institutional and recreational land uses.

#### Policy BI-14

ATR

It shall be a policy of Council to require the provision of a buffer strip where industrial uses abut non-industrial Policy Areas on the Policy Area Map. Such buffer strips shall be designed to be both visual and acoustic in nature.

#### Policy BI-15

ATR

It shall be a policy of Council to encourage the Truro Industrial Development Society to work with industries in the Industrial Park in order to provide adequate buffer strips in already developed areas.

#### Policy BI-16

ATR

It shall be a policy of Council to limit the development of uses that are noxious due to excessive noise, particulate, odours, or other types of emissions.

#### Policy BI-17

ENV

ATR

It shall be a policy of Council to strive for the reduction of airborne pollutants such as particulates, greenhouse gasses, noise, vibrations, light, and odours.

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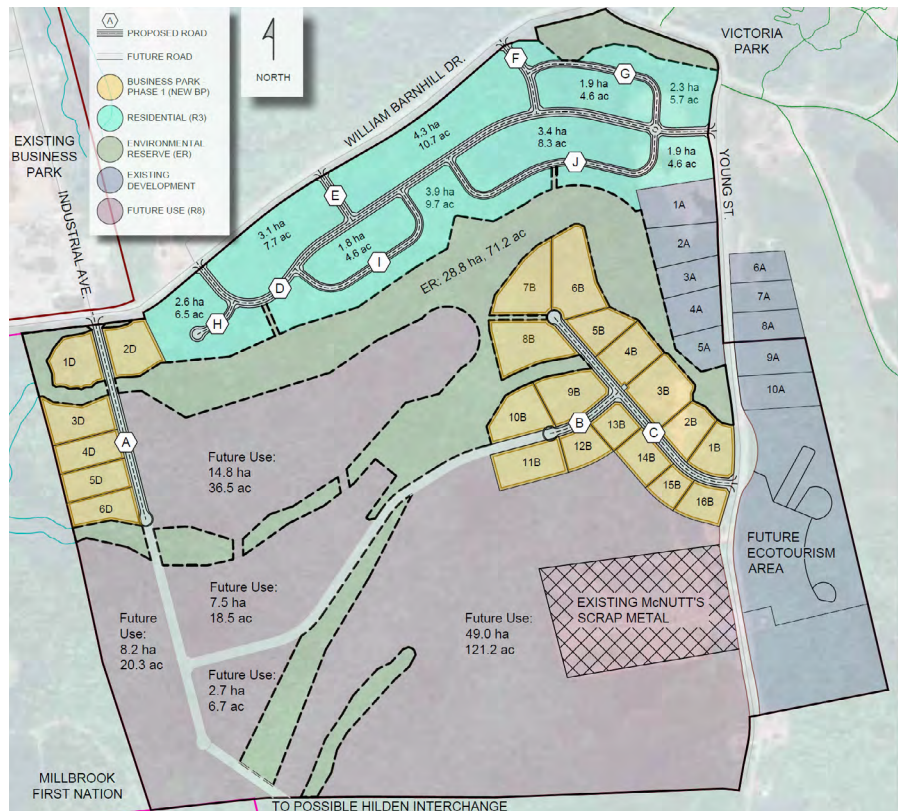
### 9.2.5 Provide Lands for the Expansion of the Business Park

The Town of Truro recognizes that the ongoing growth and expansion of our industrial and commercial tax base is key to the long-term financial viability of the Town. Industrial and commercial development not only creates more jobs for the local economy, but it also increases the municipality’s tax base. The existing Business Park is nearly full, however, for several years the Town planned to open up 207 hectares (511 acres) of land south of William Barnhill Drive to allow for new industrial and commercial development. The Town owns about 80% of the lands that were reserved for expansion.

Over the last two decades, while the Town had planned for expansion of the Business Park, largely in the lands south of William Barnhill Drive, residential development along Young Street had begun to encroach on lands earmarked for future industrial and commercial growth.

Demand for industrial development has been slow over the last two decades compared to the demand for residential development, especially in the years leading up to, and since, 2020. It was during this time that the Town, along with the rest of Canada, found itself with a housing shortage concern (vacancy rate for rentals was 1.5% in Truro-Colchester in 2021). This had ripple effects for the Town, as the community was also faced with workforce shortages. Due to the lack of housing across the board, there was also limited ability to attract people from elsewhere to fill the needs of existing employers or attract new employers to the local area. Luckily, starting in 2020, the Town started to experience a considerable increase in desire from residential developers to build multi-unit developments with increasing density. Development of single-family homes was slowing in the Town of Truro as demand for the development of medium and higher-density multi-unit residential properties was growing.

Also, in 2021, the Truro Industrial Development Society conducted a study to determine the suitability of the lands south of William Barnhill Drive for expansion of the Truro Business Park. The study determined that much of the lands in this area were not well suited for industrial or business park purposes due to, primarily, the geographic and terrain challenges in this area and how that would translate to the development of larger parcels for larger industrial buildings.





These two issues worked in tandem with the Town facing the challenge of deciding between accommodating immediate demand for new residential growth or reserving land for future industrial use. In 2012, the Town hired Colliers International to complete a Real Estate Market Analysis of the lands south of William Barnhill Drive. This study aimed to determine which would have the greatest economic benefit to the Town; reserving these lands for future industrial growth or opening them up to immediate residential development. The Colliers study recommended that the most appropriate land use for the lands south of William Barnhill Drive would be a mix of residential and industrial uses. The recommended mix would consist of a residential component of not less than 30% and an industrial component of not less than 60%. Colliers International was also engaged in the market analysis portion of the 2021 study. This study also included updated costing models, while still looking at the suitability of the land for business and industrial development. In the end, the 2021 study provided a more accurate reflection of the suitability of the land for business park and industrial purposes versus for residential purposes. While business park and industrial development could occur in specific areas of the lands south of William Barnhill Drive, this would be at a significant upfront cost to the Town, with a substantially delayed payback period. When weighed against the demand, community need, costs and more immediate payback for residential development, Council made the decision to reserve the lands immediately south of Industrial Avenue for business park growth, while focusing the areas immediately adjacent to William Barnhill Drive and Young Street for residential or related commercial purposes.

As outlined in the 2021 study, a large portion of the interior lands in this area should be classified as “Future Use” and set aside as Rural Residential. This allows the Town to maintain the flexibility for these lands to either be developed as residential or light industrial/business park. The study stated that rather than establish a full development now, it is more prudent and pragmatic to see how future demand is supported for light industrial in the face of competition or alternatively how much residential is needed to meet growth demands for attracting and retaining residents and workforce.

**Policy BI-18**

PRO RSL FIS

It shall be a policy of Council to reserve the lands immediately south of Industrial Avenue for business park growth.

**Policy BI-19**

GRW PRO

It shall be a policy of Council to accommodate a wide range of development options for lands south of William Barnhill Drive and west of the area immediately south of Industrial Avenue and ensure that appropriate land use controls and approval processes are in place to permit Council to have the flexibility to entertain a range of light industrial, business, or residential uses depending on market demand.

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## 9.3 BUSINESS INDUSTRIAL POLICY AREA

### 9.3.1 Basis for the Business Industrial Policy Area

Manufacturing, processing, assembly, and distribution/transportation uses are often incompatible with other lands uses, generally because of their environmental and aesthetic impacts. These types of industrial uses are best concentrated in areas where their impacts may be mitigated through land use controls and landscaping. By designating areas for industrial use on the Policy Area Map, the goals of promoting industrial growth and protecting other land uses are best achieved.

When compared to manufacturing, processing, assembly, and distribution/transportation uses, lighter industrial and business uses tend to create fewer land use conflicts. These uses can often be incorporated into existing built up areas with few land use compatibility issues. Many successful Business Parks have successfully integrated residential, smaller-scale commercial, and even smaller manufacturers, many of which offer services or products to the general public. Generally, Business Parks restrict heavy industrial uses and similar uses that are incompatible with the overall community. It will be important for Truro to ensure that industrial uses within the Business Park and nearby residential uses, can continue to grow and be compatible with each other.

Other industrial and business parks in the Truro-Colchester region lend themselves better to light or heavy industrial operations on large lots. Currently, the Truro Business Park is limited to lot sizes of less than 2 hectares (4.9 acres), thereby limiting the ability to attract large employers and bigger businesses. Smaller lot sizes, however, were noted as lacking in the regional market. Truro Business Park's proximity to urban services, such as major banks, professional services, retailers, and a core population area also means it has a lot to offer smaller manufacturers and commercial businesses, including additional professional services, offices, and similar businesses that desire easy access to these amenities. These types of smaller uses also tend to be more compatible with other surrounding land uses.

As noted in the 2021 study, because there is demand for smaller parcels and smaller buildings, there is an immediate or near-term opportunity to create higher-value business park type uses that would be complementary or compatible with any of the desiganted Future Use lands. From a market perspective and a site perspective (terrain and natural features), the overall site (in the expansion lands south of William Barnhill Drive) may not have its highest and best use fulfilled as a light industrial business park where significant retaining walls and terracing would be required to create developable parcels at significant cost, along with roads for truck movement.

The mixed use area along Willow Street south of Glenwood Drive includes an older established residential area that is in decline and under pressure to be redeveloped as commercial or industrial use. For over thirty years, the Town has actively encouraged the redevelopment of this area by zoning it industrial and prohibiting any new residential development. Existing residential uses were permitted to continue, but the Town's position has been that this area will eventually be redeveloped as the Truro Business Park expands. Council wishes to continue to recognize the existing residential uses but is aware that this area is situated on a busy arterial street and

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is much better suited for commercial or industrial uses. Given the topography and small lot sizes, however, it seems unlikely that this area will attract an industrial user. It is now Council's wish that the redevelopment of this area focus on commercial uses and, accordingly, the lands will no longer be zoned for industrial uses. Rather than preclude the possibility of future industrial uses locating in this area, Council has opted to include this area in the Business Industrial Policy Area. This will enable the lands to be rezoned Business Industrial (BI) to accommodate an industrial use.

**Policy BI-20**

PRO

It shall be a policy of Council to establish the Business Industrial Policy Area on the Town's Policy Area Map. This Policy Area is intended to apply to the Truro Business Park, lands along Willow Street south of Glenwood, the railway lands between Prince and Queen Streets east of Lepper Brook, and the Truro Business Park expansion lands south of Industrial Avenue.

**9.3.2 Business Industrial (BI) Zone**

The establishment of a business and industrial zone within the Business Industrial Policy Area will permit industrial uses to develop in the Town without negatively affecting, or being affected by, other uses and will help to ensure that new development is of a high standard. This zone is intended to permit a range of manufacturing, processing, assembly, warehousing, distribution operations as well as uses which are clearly accessory to the main use. The BI Zone will also permit a range of commercial uses. The intent is to discourage incompatible uses from establishing within industrial areas, and will ensure that the Town's industrial land base is fully utilized.

**Policy BI-21**

PRO

It shall be a policy of Council to establish the Business Industrial (BI) Zone and apply it to lands within the Business Industrial Policy Area excluding the southern portion of Willow Street between Upham Drive and Millbrook First Nation where there is a mix of existing residential and smaller commercial uses.

**Policy BI-22**

PRO

Within the Business Industrial (BI) Zone, it shall be a policy of Council to permit a broad range of manufacturing, assembly, processing, and transportation uses along with a variety of commercial uses, office uses and uses that complement and are accessory to a permitted business or industrial use.

**Policy BI-23**

PRO

It shall be a policy of Council to establish minimum lot sizes, frontage requirements, setback requirements, and height restrictions for the Business Industrial (BI) Zone to ensure that development occurs in an orderly manner that accommodates a broad range of industrial, commercial, and business uses.

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### 9.3.3 Non-Industrial Uses in the Business Industrial (BI) Zone

It is advisable to limit the range of uses in an industrial zone in order to ensure that other types of land uses do not establish themselves in areas intended for future industrial development. This will help to ensure that future industrial development does not face opposition from established commercial, institutional or other types of land uses that may view new industrial uses as potentially incompatible. It is Council's intention that the Town's industrial areas be preserved primarily for industrial uses and uses accessory to permitted industrial uses.

Council, however, recognizes that employees working in the park may demand recreational and commercial services near their places of work and that there should be some consideration for accommodating these uses. Accordingly, Council wishes to accommodate a broad range of commercial and recreation uses within the Business Industrial (BI) Zone.

Labour market challenges have also prompted some industrial uses in the park to request that the Town consider allowing dormitories and limited residential uses in the Business Park in order to house migrant workers. Council wishes to support these industries in their efforts to attract employees and will permit limited residential uses within the park provided. To ensure that residential uses do not become established in the park, these uses will only be permitted provided they are limited in scope and clearly secondary to the industrial or business use.

#### Policy BI-24

ATR

It shall be a policy of Council to permit a broad range of commercial and recreation uses in the Business Industrial (BI) Zone with appropriate setbacks and buffering requirements are put in place to address potential land use conflicts.

#### Policy BI-25

PRO HOU GRW

It shall be a policy of Council to permit limited residential uses in the Business Industrial (BI) Zone provided they are limited in scope and clearly secondary to a primary industrial or business use.

### 9.3.4 Limitations on Development Abutting Residential Zones

There is a recognized need to provide greater flexibility when it comes to the development of lots within the Business Park. Allowing for greater building heights and for uses to maximize site coverage may help the Truro Business Park to remain competitive with other business and industrial parks in the region. However, given the proximity of the Truro Business Park to residential development along Purdy Drive, and the likelihood that future business park and industrial development will also abut growing residential uses east of the existing business park, it is prudent to provide some level of control over industrial and business development near residential zones. These additional land use controls are not intended to apply to industrial uses near existing residential uses that are zoned Regional Service (RS).

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**Policy BI-26**

ATR

It shall be a policy of Council to limit maximum building heights and require additional yard and landscaping requirements where the Business Industrial (BI) Zone abuts the General Residential (GR) and Future Growth (FG) Zones.

**9.3.5 Uses Permitted by Site Plan Approval**

Certain uses are likelier than others to create land use conflicts with surrounding uses and to have a negative visual impact on adjacent streets and public spaces. Of particular concern are uses that feature substantial amounts of material stored outside. Salvage yards and recycling centres tend to fall into this category and while Council recognizes that these uses are an integral part of the local economy, their should be appropriate controls in place to mitigate any potential land use conflicts. These types of uses will, accordingly, be considered by site plan approval.

**Policy BI-27**

PRO

ATR

It shall be a policy of Council to consider uses such as salvage yards and recycling centres by site plan approval to address potential land use impacts and conflicts with neighbouring uses and public spaces.

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**MUNICIPAL PLANNING STRATEGY**  
Business Industrial

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# 10 | Future Growth



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## 10.1 BACKGROUND

### 10.1.1 Policy Context

Truro is a growing regional centre that is currently experiencing a housing shortage. Population growth and housing demand are topics that have been discussed in detail in earlier chapters of this Plan and these topics will not be revisited here. What is important to reiterate, is that these trends are expected to continue and the Town must plan for new housing.

This Community Plan places a great deal of emphasis on accommodating this growth in a sustainable way. This includes encouraging more housing on existing services and infrastructure, more density in the downtown core, inclusionary zoning practices, and encouraging housing that will support transit and less reliance on the private car.

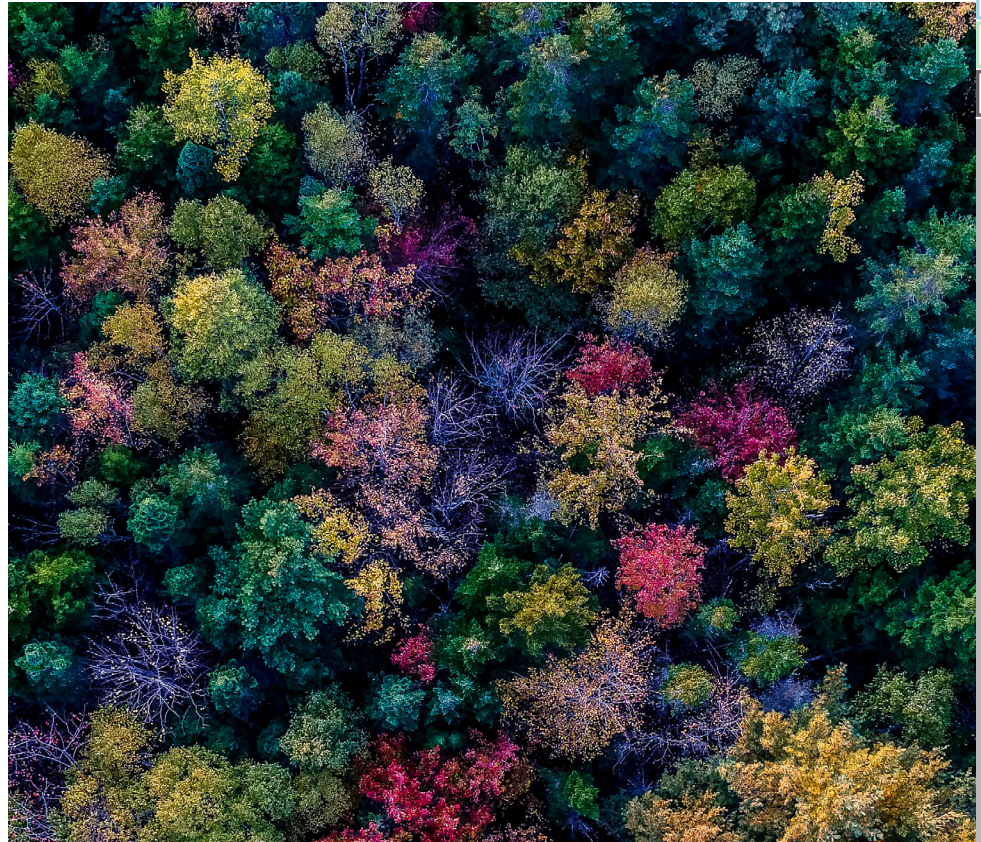


Council recognizes that it is unlikely that this new growth will be wholly accommodated in higher density housing developments in the downtown core and in established residential neighbourhoods. Development in these areas can be costly and contentious and there will be developers looking to avoid these complications. Council also recognizes that there is significant demand for lower density forms of housing and, because of their affordability, these greenfield (previously undeveloped) sites are often appealing to developers looking to develop conventional residential subdivisions with single and two unit dwellings on large lots. It is, therefore, Council's intention to also accommodate growth by expanding services and development into greenfield areas on the periphery of Town.

Accommodating new population growth must, however, be sustainable and not encourage the inefficient use of new services and infrastructure that are costly to install and maintain. Council will continue to promote and prioritize sustainable growth and increased densities within existing built up areas where municipal services and infrastructure are already in place. Council will also entertain proposals for new growth in rural unserviced areas but new streets, new sidewalks and new water, sanitary sewer, and storm sewer will only be extended for new development proposals that are part of a larger comprehensive plan. This comprehensive plan shall be integrated into surrounding development (both existing and proposed) and take into consideration all of Council's objectives with respect to sustainable development as outlined in this Community Plan.

### 10.1.2 Challenges & Opportunities

Demand for all types of housing within the Town is strong and is expected to remain so for the foreseeable future. The Town needs to accommodate new growth in a sustainable way. While intensification and increased residential densities in existing neighbourhoods are key to sustainable growth, it may not be possible for Truro to continue to grow its population without creating new neighbourhoods on previously undeveloped lands. Council recognizes that new development may have to occur on the edge of Town in previously undeveloped areas. These unserviced areas are appealing for lower density development such as single unit dwellings. Low density development in conventional residential subdivisions with large lots, however, is not a sustainable way for a community to grow. Council recognizes that the development of these unserviced lands must occur in a responsible manner.



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The rural unserved lands around Truro’s urban core provide an opportunity to accommodate new growth in well-planned neighbourhoods that help the Town achieve its goal of becoming a more environmentally, socially, and economically sustainable community. The Town does not want to rely entirely on developers and real estate market trends to dictate how new growth occurs. Council wants to avoid a piecemeal approach to the development of these lands where housing developments lack connectivity and do not contribute to the creation of viable neighbourhoods. By guiding how these lands develop, the Town can ensure that new growth consists of well planned neighbourhoods that are inclusive, offer a high quality of life for residents, include a variety of dwelling types, support public transit, facilitate active transportation, and make efficient use of infrastructure and services.

## 10.2 FUTURE GROWTH OBJECTIVES

### 10.2.1 Access to Housing

Council is concerned about homelessness and the availability of affordable housing within the Town of Truro. Homelessness and its related outcomes pose a significant burden on municipal resources through increased maintenance, policing costs, and conflict with local businesses. Council wishes to promote housing for all because it is humane and broadly more cost-effective to provide all Truronians with a place to live than to place pressure on a patchwork of maintenance and emergency services.

#### Policy RG-1

INC HOU

It shall be a policy of Council to encourage residential development in the Future Growth Policy Area to include affordable housing units.

### 10.2.2 Variety of Housing Types

Council recognizes that a variety of housing types are necessary in order to accommodate the diverse housing needs of the Town’s population. The Town needs to ensure that all residents have access to suitable housing regardless of age, mobility, income, or household type. Access to suitable housing is essential if the Town wants to attract and retain a workforce to support the local economy and if the Town wants to ensure that residents are able to remain in the community as their individual needs and the needs of their household change. It is key that neighbourhoods offer a variety of housing options which will allow people to age-in-place and remain within their community when their housing needs change. By offering a wide variety of housing options to meet life cycle and lifestyle needs of current and future residents Truro can be a more inclusive community where everyone feels welcome.

From a community sustainability perspective, a residential subdivision consisting entirely of single unit dwellings has several drawbacks. These developments do not make efficient use of land and services and they are particularly reliant on the private automobile. Neighbourhoods that feature just one type of housing often cater to only one socio-economic group and can lead to social stratification and inequities between different neighbourhoods. This can lead to a range of social issues that



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diminish the quality of life for all residents. Nevertheless, there is a market for homes in stable residential subdivisions where housing is predominantly owner-occupied and residents share a common vision for their neighbourhood. Ignoring this demand and adopting policies that favour only mixed use development would drive this type of development outside of the Town's boundaries. Not only would this lead to urban sprawl on a regional level, but it would also deny the Town the benefits associated with new residential development and increased population. This would have a negative impact on the economic sustainability of the community. A variety of unit types will also foster a sense of diversity and vitality in a neighbourhood and promote a sense of belonging and a feeling that all are welcome.

**Policy FG-2**

INC HOU CTR

It shall be a policy of Council to encourage development proposals in the Future Growth Policy Area to feature a variety of housing types to ensure that Truro accommodates residents with a wide range of housing needs and that everyone is able to make a home in Truro.

**Policy FG-3**

HOU PRO GRW

In the Future Growth Policy Area, it shall be a policy of Council to promote a wider range of housing opportunities that will help ensure that the workforce supporting the local economy has access to suitable and affordable housing.

**Policy FG-4**

INC HOU

It shall be a policy of Council to put in place regulations in the Future Growth Policy Area that will require that development of these lands occurs in a manner that creates a mixture of dwelling types and that streets or neighbourhoods comprised of one type of housing are not permitted .

**10.2.3 Allow a Mixture of Uses**

A long-held belief in land use planning was that the separation of uses is essential to a high quality of life. This notion was based on the idea that commerce and industry were not compatible with residential development. It is now generally understood that a strict separation of land uses can lead to a variety of problems from lifeless downtowns to an over-dependence on the automobile. There are a growing number of factors that are driving demand for more mixed use neighbourhoods that are walkable and compact. An appropriate mixture of uses throughout a community can help it be more sustainable and resilient. It also helps to create linkages to housing, jobs, access to goods and services, and activities.

The former Community Plan allowed a limited range of non-residential uses in the Town's low density residential land use designations. These uses were generally secondary to the main residential use of the property and were limited to office and professional uses, personal services, and some other home-based businesses. It is Council's intent to continue to accommodate a similar limited range of uses in the Future Growth Policy Area.



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Unlike the previous Community Plan, which included dedicated land use designations and zones for Institutional Uses such as schools and places of worship, the Town’s new Community Plan will accommodate these uses within the Future Growth Policy Area with special conditions and planning approvals in place to ensure that potential land use conflicts with surrounding residential uses are addressed.

**Policy FG-5**

PRO INC

In the Future Growth Policy Area, it shall be a policy of Council to promote an appropriate mixture of land uses that helps reduce barriers to goods, services, amenities, and employment opportunities.

**10.2.4 Aesthetically Pleasing Development**

Council wants to ensure that any development of lands in the Future Growth Policy Area takes into account the visual impact the proposal will have on the surrounding community and any abutting streetscape. Council intends to give careful consideration to design details such as building placement, height, scale, and landscaping elements to ensure that new development has minimal impact on neighbouring land uses and improves the overall appearance of the Town.

**Policy FG-6**

ACT VIB ATR

In the Future Growth Policy Area, it shall be a policy of Council to encourage development proposals that complement or enhance established and intact neighbourhoods and streetscapes.

**Policy FG-7**

ATR

It shall be a policy of Council to regulate some of the aesthetic elements of development in the Future Growth Policy Area to ensure a high quality of design and to ensure that development enhances the visual landscape.



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### 10.2.5 Efficient Use of Infrastructure

One of Council's objectives is to ensure that the community develops in a way that is economically and environmentally sustainable. Unplanned growth that requires new extensions to municipal services and infrastructure is costly to install and to maintain. This type of growth will be a burden on municipal finances and is not sustainable. Council is, therefore, prioritizing growth in existing built up areas which can take advantage on existing infrastructure.

It is recognized that in order for the Town to continue to grow and offer a wide variety of housing options, development may have to expand into unserved areas. Council wants to accommodate this type of development in a controlled manner with appropriate approval mechanisms in place to ensure that any public or private investment in new infrastructure occurs in a sustainable way. This means that any extensions to infrastructure and services should occur on lands adjacent to existing serviced areas first and that development should not occur in a leap-frog pattern where services and infrastructure are extended to isolated development proposals that are not adjacent to existing serviced areas. It also means that the cost of installing and maintaining the infrastructure should be offset by the anticipated benefits such as increased tax revenue, economic spin-offs, and new housing.

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#### Policy FG-8

GRW PRO SVC

It shall be a policy of Council to encourage development to occur in a manner that will take advantage of existing infrastructure.

#### Policy FG-9

SVC FIS GRW HOU ENV

It shall be a policy of Council to discourage urban sprawl and prioritize growth by intensification.





### 10.2.6 Public Transit

The Future Growth Policy Area is comprised on lands that are not located within easy walking distance of many existing services and amenities and it is expected that future residents in this area may have to rely on the private automobile for many trips. Transportation options are limited in Truro and at present there is no fixed route or scheduled system. There is growing demand and a recognized need for some form of public transit system in the Truro area and Council recognizes that steps must be taken to ensure that new development is transit friendly, especially in areas where walking may not be an option for many types of trips. This means that development should be coordinated to ensure that the street network supports transit routes. It also means that potential nodes in any transit system should be the location of higher density residential and commercial uses. These nodes should also be the focus of the pedestrian network to ensure that residents of lower density residential uses located away from any transit routes still have reasonable access to the transit service.

As part of its efforts to encourage connectivity in the Town's street network, Council has prepared conceptual plans for the development of the Future Growth Policy Area which illustrate a proposed street network and required road connections. These plans will form part of the Land Use By-law and can be found in Chapter 11: Future Growth (FG) Zone. A high level of connectivity in the street network will ensure that the future development of these lands is transit-friendly and able to accommodate a variety of potential transit routes that offer transit-users better access and a higher level of service.

#### Policy FG-10

ENV SVC INC

It shall be a policy of Council to encourage transit-friendly development in the Future Growth Policy Area that supports the creation of transit routes which offer area residents better access and a higher level of service.

#### Policy FG-11

ENV SVC INC

It shall be a policy of Council to adopt conceptual development plans for the Future Growth Policy Area to illustrate road network connections that are necessary to create transit-friendly development.



### 10.2.7 Active Transportation & Walkability

The Future Growth Policy Area is comprised on lands that are not located within easy walking distance of many existing services and amenities and it is expected that future residents in this area may have to rely on the private automobile for many trips. Transportation options are limited in Truro and Council wants to ensure that new development in the Future Growth Policy Area supports and encourages active transportation as an alternative to the private car, especially in areas where walking may not be an option for many types of trips. This means that development should be coordinated to ensure that, as Truro grows, a well connected and functional pedestrian network is developed.

#### Policy FG-12

**SVC** **ACT** **ENV**

It shall be a policy of Council to support increased residential densities in areas where active transit is an attractive and feasible means of accessing employment, services, and amenities.

#### Policy FG-13

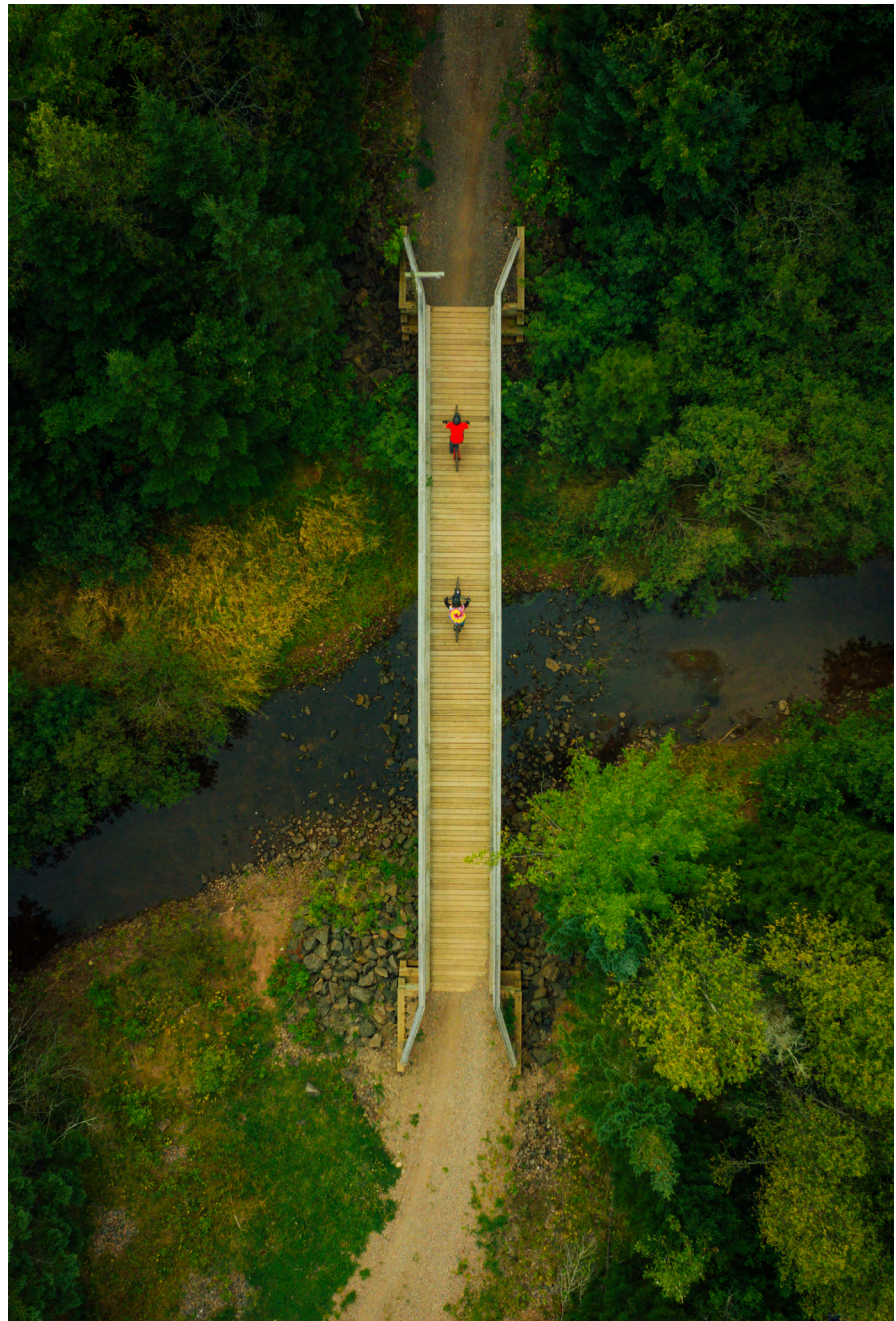
**SVC** **ACT** **ENV**

It shall be a policy of Council to encourage development in the Future Growth Policy Area that creates an open space network and system of multi-use trail connections that supports active transportation as an attractive mode of travel for residents to access services, amenities, and employment.

#### Policy FG-14

**SVC** **ACT** **ENV**

It shall be a policy of Council to adopt conceptual development plans for the Future Growth Policy Area to illustrate a proposed open space network and system of multi-use trail connections that supports active transportation as an attractive mode of travel for residents to access services, amenities, and employment



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### 10.2.8 Neighbourhood Stability & Integrity

While Council wishes to encourage new development on lands within the Future Growth Policy Area, Council is mindful of the potential impact this development may have on abutting properties in neighbouring residential areas. To address this potential issue, Council intends to put into place a buffer within the Future Growth Policy Area where it abuts the General Residential Policy Area. This buffer will prohibit the development of more intensive residential uses that will be permitted elsewhere in the Future Growth Policy Area. This buffer will be identified as a General Residential Area on the Conceptual Development Plans that form part of the Land Use By-law and can be found in Chapter 11, Future Growth (FG) Zone.

#### Policy FG-15

GOV ATR

It shall be a policy of Council to establish a buffer within the Future Growth Policy Area where it abuts the General Residential Policy Area and delineate this buffer on the Conceptual Development Plans for the Future Growth Policy Area that form part of the Land Use By-law and can be found in Chapter 11, Future Growth (FG) Zone.

#### Policy FG-16

GOV ATR

It shall be a policy of Council to limit permitted uses within this buffer to the range of uses permitted in the existing residential areas that abut the Future Growth Policy Area, specifically the class of development permitted in the General Residential (GR) Zone, as amended.

## 10.3 FUTURE GROWTH POLICY AREA

### 10.3.1 The Future Growth Policy Area

The Future Growth Policy Area is intended to apply to lands outside of the built up area of Truro where municipal services and infrastructure have not been installed or fully developed. These lands are primarily vacant and undeveloped. These lands are, however, located at the edge of the built-up area of Town and are the logical location for the future growth of Truro. This includes undeveloped lands south of Upham Drive and along Young Street and William Barnhill Drive. It also includes lands east of Wood Street and south of the existing development around Martha and McLean Streets.

Council's vision for the development of these lands is not entirely low density development in conventional subdivisions with single and two unit dwellings. Council recognizes that the Town needs to accommodate a variety of housing options and is aware of the negative environmental, fiscal, and social impacts associated with traditional single unit residential developments. The Town is, therefore, interested in a balanced approach to development in the Future Growth Policy Area that will allow for the creation of new housing units but also provide the level of predictability and stability that many property owners seek when it comes to property values and the quiet enjoyment of their lands.

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The Future Growth Policy Area is intended to accommodate new residential growth in a coordinated and planned manner that achieves the Town’s goals with respect to environmental and economic sustainability and the other goals in this Community Plan. While a large portion of the Future Growth Policy Area is owned by the Town, there are several privately owned parcels and multiple land owners. It is a priority of Council to ensure that the development of these lands occurs in a coordinated manner where different development proposals come together to create new neighbourhoods that offer a high quality of life for residents. This includes promoting new development proposals that are coordinated with and are a continuation of the Town’s existing transportation and open space networks. Accordingly, Council has adopted conceptual plans for the development of these lands.

The conceptual plans Council has adopted for lands in the Future Growth Policy Area set out a proposed street network, open space/trail network, and general land use categories. It is Council’s expectation that any development proposals for lands within the Future Growth Policy Area generally conform to these plans. To ensure that new development supports Council’s long term vision for these lands, special planning approvals will be required for all new development in the Future Growth Policy Area. These Future Growth Policy Area Conceptual Plans will form part of the Town’s Land Use By-law. Subdivision applications in the Future Growth Policy Area will be required to generally conform to the Conceptual Plans. Any subdivision application which precludes the creation of a required street network connection illustrated on the Future Growth Area Conceptual

Plans found in the Land Use By-law will not be approved. Planned open space connections will generally fall within areas identified as having steep slopes or that are within a protected riparian zone of a watercourse. These areas are generally not suitable for development and it is expected that any subdivision application will include these areas as parks/open space. It is also hoped that potential walkway connections illustrated on the Conceptual Plans will be incorporated into any subdivision application.

In the previous Community Plan, there was nothing in place to ensure that new development in the Future Growth Policy Areas occurred in a manner that created a well connected street network and a continuous system of open spaces. The Town did require that all multiple unit residential proposals go through a development agreement process but this tended to be a piecemeal approach with no overall guiding vision. These development agreement applications generated little or no public interest and the approval process seemed unnecessarily onerous. The resulting development agreements proved too inflexible to accommodate changes to the development proposals that were necessitated by ever-changing market conditions.

Town Council intends to move away from development agreements and instead rely more on site plan approval. The site plan approval process allows the Town to entertain development proposals in a timely and effective manner that implements Council’s overall vision for these lands and provides the flexibility needed for developers to respond to market changes.

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The Future Growth Policy Area will be identified as a site plan approval area. Limited residential development proposals, specifically the class of development permitted in the General Residential (GR) Zone, will be exempt from site plan approval. Conditions will be put in place for these uses to ensure that there is an appropriate mixture of dwelling types and that large areas of multiple unit dwellings or exclusive areas of single unit dwelling are avoided. A class of more intensive development proposals that conform to the Conceptual Development Plans will

require site plan approval. Large multiple unit developments, proposals involving large areas of land, or smaller proposals that do not conform to the Conceptual Development Plans will still be considered by development agreement. This process will allow Council to consider land use impacts associated with larger proposals and ensure that development involving large areas of land occurs in a manner that is consistent with Council's overall vision for the development of these lands and the goals and objectives outlined in this Community Plan.

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**Policy FG-17**

GRW HOU

It shall be a policy of Council to establish the Future Growth Policy Area on the Town's Policy Area Map. This Policy Area is intended to apply to primarily vacant lands outside of the built up area of Truro where municipal services and infrastructure have not been installed or fully developed. This includes undeveloped lands south of Upham Drive and along Young Street and William Barnhill Drive. It also includes lands east of Wood Street and south of the existing development around Martha and McLean Streets.

**Policy FG-18**

GRW HOU

It shall be a policy of Council to adopt conceptual plans for lands in the Future Growth Policy Area. These plans, to be referred to as the Future Growth Area Conceptual Plans, will form part of the Town's Land Use By-law and set out a proposed street network, open space/trail network, and general land use categories.

**Policy FG-19**

GRW HOU

It shall be a policy of Council to implement special planning and subdivision approval requirements to ensure that development in the Future Growth Policy Area generally conforms to the Future Growth Area Conceptual Plans and creates the required transportation network connections.

**Policy FG-20**

GOV GRW

It shall be a policy of Council to identify the Future Growth Policy Area in its entirety as a site plan approval area.



### 10.3.2 Future Growth (FG) Zone

The Future Growth (FG) Zone will apply to lands within the Future Growth Policy Area and is intended to implement Council’s vision with respect to the development of these lands. The primary purpose of the FG Zone is to identify lands where the Town can accommodate new population growth in a variety of housing types outside of the Town’s built-up areas and away from established residential neighbourhoods.

Permitted uses will include a range of residential dwelling types, from single unit dwellings to large multiple unit residential proposals. It is intended that these developments occur in a pattern where there is a mixture of dwelling types and the FG Zone will include conditions to ensure that there is an appropriate mixture of dwelling types. It is also intended that development occur in a manner that is generally in keeping with the Conceptual Development Plans for the Future Growth Policy Areas. Less intensive residential uses, such as those permitted in the General Residential (GR) Zone will be permitted as-of-right, provided they are developed in a manner that is consistent with the Conceptual Development Plans. More intensive uses such as large multiple unit proposals, developments that do not conform to the Conceptual Development Plans, or developments including large parcels of land, will require either site plan approval or a development agreement. These approval processes will enable Council to entertain proposals that may not adhere to their Conceptual Development Plans but are otherwise able to achieve Council’s objectives with respect to the development of these lands.



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### Policy FG-21

GRW HOU

It shall be a policy of Council to establish the Future Growth (FG) Zone and apply it to lands within the Future Growth Policy Area that are suitable for new residential development and not constrained by topography or proximity to a watercourse.

### Policy FG-22

GOV GRW HOU

Within the Future Growth (FG) Zone, it shall be a policy of Council to permit the as-of-right development of non-intensive uses, such as those permitted in the General Residential (GR) Zone, provided they are developed in a manner that is consistent with the Future Growth Area Conceptual Plans.

### Policy FG-23

GOV ATR

It shall be a policy of Council to limit development in the area identified as a General Residential Area on the Future Growth Area Conceptual Plans to non-intensive development proposals, specifically as-of-right and conditional uses permitted in the General Residential (GR) Zone.





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**Policy FG-24**

GRW HOU

In the Future Growth (FG) Zone, it shall be a policy of Council to exempt non-intensive development proposals, specifically as-of-right and conditional uses permitted in the General Residential (GR) Zone, from site plan approval provided the proposed use generally conforms to, or does not preclude, the implementation of the Future Growth Area Conceptual Plans.

**Policy FG-25**

ENG GOV GRW HOU

In the Future Growth (FG) Zone, excluding areas identified as General Residential Area on the Future Growth Area Conceptual Plans, it shall be a policy of Council to consider intensive institutional uses and residential development proposals with more than five and up to fifty dwelling units by site plan approval. In considering such proposals, Council shall have regard for the site plan approval criteria found in Chapter 11: Future Growth (FG) Zone of the Land Use By-law.

**Policy FG-26**

ENG GOV GRW HOU

In the Future Growth (FG) Zone, excluding areas identified as General Residential Area on the Future Growth Area Conceptual Plans, it shall be a policy of Council to consider intensive residential uses, including multiple unit residential proposals in excess of 50 units, by development agreement. In considering such proposals, Council shall have regard for the evaluative criteria for development agreements contained in Chapter 14: Implementation..

**Policy FG-27**

ENG SVC GOV HOU

In the Future Growth Policy Area, it shall be a policy of Council to consider development proposals that do not conform to the Future Growth Area Conceptual Plans by development agreement, provided the proposal is otherwise permitted by the Future Growth Policies. In considering such proposals, Council shall have regard for the evaluative criteria for development agreements contained in Chapter 14: Implementation.

**Policy FG-28**

ENG SVC GOV HOU

In the Future Growth Policy Area, it shall be a policy of Council to consider Educational Uses, Residential Care Facilities (8 to 74 beds), and Residential Developments (6 to 50 units) by development agreement when these proposals are not eligible for site plan approval because they do not conform to the Future Growth Area Conceptual Plans. In considering such proposals, Council shall have regard for the evaluative criteria for development agreements contained in Chapter 14: Implementation.



**Policy FG-29**

ENV ACT SVC

When considering development agreement applications in accordance with Policy FG-27 and Policy FG-28, it shall be a policy of Council to only consider proposals that incorporate an acceptable alternative means of achieving the street network and open space connectivity depicted on the Future Growth Area Conceptual Plans

**Policy FG-30**

INC HOU GOV ENG

In the Future Growth Policy Area, it shall be a policy of Council to consider multiple unit residential proposals (6 to 50 units) by development agreement where such a proposal is not eligible for site plan approval because it does not achieve the required mixture of dwelling types in accordance with Policy FG-4. In considering such proposals, Council shall have regard for the evaluative criteria for development agreements contained in Chapter 14: Implementation.

**Policy FG-31**

INC HOU GOV ENG

When considering development agreement applications in accordance with Policy FG-30, it shall be a policy of Council to only consider proposals that incorporate an acceptable alternative means of achieving an appropriate mixture of dwelling types.

**Policy FG-32**

GOV ATR

It shall be a policy of Council to establish height limits and minimum lot size, frontage, and setback requirements for the Future Growth (FG) Zone that promote the orderly development of these lands and mitigate potential impacts on any abutting streetscapes and nearby residential areas.

**10.3.3 Rezoning to the Commercial Recreation (CR) Zone**

The Town has invested heavily in recreation facilities in the park and features such as the Railyard Mountain Bike Park. These facilities are attracting a large number of visitors from around the region and there is growing demand for services and accommodations related to Victoria Park. The Town recognizes the economic potential of recreation tourism, and while it is important that visitors take advantage of services and amenities within existing commercial areas of Truro, it is also important to support growth in this industry sector and accommodate new businesses looking for direct access to the Park.

The Future Growth Policy Area borders Victoria Park along the southern portion of Young Street and also in the vicinity of Wood Street on the east end of Town. Council wants the ability to accommodate new recreational tourism businesses opportunities in these areas but Council recognizes that care must be taken to ensure that this does not result in land use conflicts between commercial activity and future residential growth. Council will, consequently, consider new recreational tourism related uses by allowing lands within the Future Growth Policy Area to be rezoned to the Commercial Recreation (CR) Zone. The rezoning process will enable Council to carefully consider potential land use impacts and the suitability of the proposed use in relation to existing and future growth in the surrounding area.

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**Policy FG-33**

GOV GRW PRO

Within the Future Growth Policy Area, it shall be a policy of Council to consider new recreational tourism related uses by allowing lands within the Future Growth Policy Area to be rezoned to the Commercial Recreation (CR) Zone provided the lands to be rezoned abut or are situated within 200.0 m (656.2 ft) of Young Street.

**Policy FG-34**

GOV GRW PRO

When considering rezoning applications in accordance with Policy FG-33, it shall be a policy of Council to have regard for the evaluative criteria for rezonings contained in Chapter 14: Implementation.



**10.3.4 Rezoning to the Urban Growth Area (UG) Zone**

There is some uncertainty about the long term market pressures that will guide development within the Future Growth Policy Area. Council, therefore, wishes to ensure that this Policy Area can accommodate a range of uses. Council also wishes to manage potential land use conflicts as growth occurs. To do so, the Town will allow a broad range of residential uses in the Future Growth Policy Area, but will retain the ability to exercise discretion when it comes to commercial uses, especially where these uses are in proximity to new residential areas. Council will permit lands within the Future Growth Policy Area that have frontage on Young Street to be rezoned to the Urban Growth Area (UG) Zone. This will enable Council to consider UG Zone commercial uses through the rezoning process but only on the periphery of future residential neighbourhoods where the potential for land use conflicts is minimal.



### Policy FG-35

GOV GRW PRO

Within the Future Growth Policy Area, it shall be a policy of Council to consider a limited range of commercial uses not otherwise permitted in the Future Growth (FG) Zone by allowing lands within the Future Growth Policy Area to be rezoned to the Urban Growth Area (UG) Zone provided the lands to be rezoned about or are situated within 200.0 m (656.2 ft) of Young Street.

### Policy FG-36

GOV GRW PRO

When considering rezoning applications in accordance with Policy FG-35, it shall be a policy of Council to have regard for the evaluative criteria for rezonings contained in Chapter 14: Implementation.



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# 11 | Parks and Open Space



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## 11.1 BACKGROUND

### 11.1.1 Policy Context

Parks and open spaces and the recreational opportunities they provide are a vital component of our communities, environments, promotion of artistic and cultural expression, leisure activities, educational pursuits, and economy. Parks and open spaces within the Town of Truro are essential in providing a healthy quality of life.

Creating parks, open spaces, and opportunities for recreation are important to promoting and maintaining a healthy population as well as attracting new residents. The availability of accessible recreational opportunities is a key component in assessing any community's overall "quality of life". Most individuals, businesses and



industries look for these elements before deciding whether or not to make their home or invest in a particular community. The personal, social, economic and environmental benefits of recreation are the essence of a healthy community.

Truro has a diverse selection of parks, trails and recreation facilities which allow for passive outdoor recreation as well as active participation in sport, recreation and leisure activities. One of Truro's greatest assets is Victoria Park, a 160 hectare (400 acre) natural woodland park which is located in the center of Town. The Park's natural beauty and its many amenities, including the regions' only outdoor pool, attract many visitors from outside of the Town. The Town also features a developing trail system, a number of playing fields, an off-leash park, a skate park, and several other parks. Truro, and Victoria Park in particular, is an important regional destination for outdoor recreation.

### 11.1.2 Challenges & Opportunities

The Town's recreation and open space needs are well served by Victoria Park, Civic Square, Cobequid Trail, Railyard Mountain Bike Park, RECC, and the other existing facilities. Respondents to the Truro Let's Connect public survey indicated a high level of community satisfaction with recreational amenities in the community and using parks and trails was the most popular activity amongst residents. There are, however, some identified needs within the Town when it comes to provision of adequate recreational opportunities. A key issue is the lack of an active transportation network, and specifically bicycle routes. Other issues include the significant gaps in the region's trail system; limited access to the riverfront; and a perceived shortage of neighbourhood parks/playgrounds.

Not all of these issues fall within the normal purview of land use planning policy. However, the planning approval process does occasionally present opportunities where public open spaces can be incorporated into new development proposals. This provides the Town with an opportunity to make sure that new residential subdivisions, new apartment buildings, new institutional uses and other types of development contribute to a Town-wide system of parks and open space. The planning approval process may also make it possible to achieve specific objectives such as incorporating public riverfront access or a trail connection into a development proposal.

In order for the planning approval process to assist in the Town's efforts to address the recreational needs of the community, it is essential that the Town develop an open space master plan that



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identifies where parks and trail connections are needed and where they should be developed. Once adopted by Council, an open space master plan could be used to ensure that new development helps to achieve the plan's objectives.

The quality of the Town's parks and open spaces is held in high regard. The impact that the surrounding buildings can have on the quality of an open space, especially smaller spaces, is often overlooked. While this has not been a contentious issue in Truro, there is a need to ensure that new development around the periphery of a park of open space does not detract from ability of park users to enjoy the space. The types of negative impacts that a new building may have on an open space include excessive height that obstructs sunlight access or detracts from a natural setting, inadequate buffering and tree retention, poor relationship between the building and the open space, traffic, and noise. As development occurs around the periphery of the Town's parks and open spaces, these issues should be considered as part of the development approval process. This will help to ensure that the Town's parks and open spaces remain enjoyable places to visit.

## 11.2 PARKS & OPEN SPACE OBJECTIVES

### 11.2.1 Undertake a Parks and Open Space Master Plan

A survey conducted as part of the 2009 Parks and Recreation Strategic Plan found that 65% of Town residents felt that there was a need for more Neighbourhood Parks and 75% felt there was a need for more Multi-use Community Parks. It is evident that the residents of Truro think that more parks and open space are needed but none of the surveys done to date included any investigation into how this need could be addressed. An open space master plan is needed to look at the needs of the community, not only based on surveys but include a look at demographics, proximity to existing recreational opportunities, and identify gaps in our existing system of parks, open spaces, and trails. This process will identify where and what type of parks and open spaces are needed. This information can then be used to create a plan that will identify future objectives for park and trail development. This plan can be used as part of the planning approval process to identify opportunities where new development proposals can be instrumental in Town's efforts to address the recreational needs of the community. Once adopted by Council, an open space master plan could be used to ensure that new development helps to achieve the plan's objectives as a condition of approval.



#### Policy PO-1

ATR ACT

It shall be a policy of Council to undertake an Open Space Master Plan that inventories existing recreation facilities, assesses community recreation needs based on demographics and access to existing facilities, identifies gaps in the existing trail and open space network, and evaluates identified projects. The Open Space Master Plan will, based on all this background information, include a plan for future parks and open space development based on community needs and priorities.



### 11.2.2 Update the Town's Future Recreation Map

The Town's Recreation Plan is attached to this Strategy as Schedule C. This map is based on ideas and concepts for new parks and open space development that have been discussed at an informal level both internally and within the community over the past twenty years. This map should be updated as part of an open space master plan process. Projects recommended by a new open space master plan should be depicted on the map and form part of this Strategy.

#### Policy P0-2

ATR ACT

It shall be a policy of Council to update the Town's Recreation Plan as part of the Open Space Master Plan initiative described in Policy P0-1.

#### Policy P0-3

GOV

It shall be a policy of Council to use the Recreation Plan as a policy statement that will guide Council when evaluating development proposals and negotiating planning approvals where the proposed development may have an impact of the implementation of projects identified on the Recreation Plan.

#### Policy P0-4

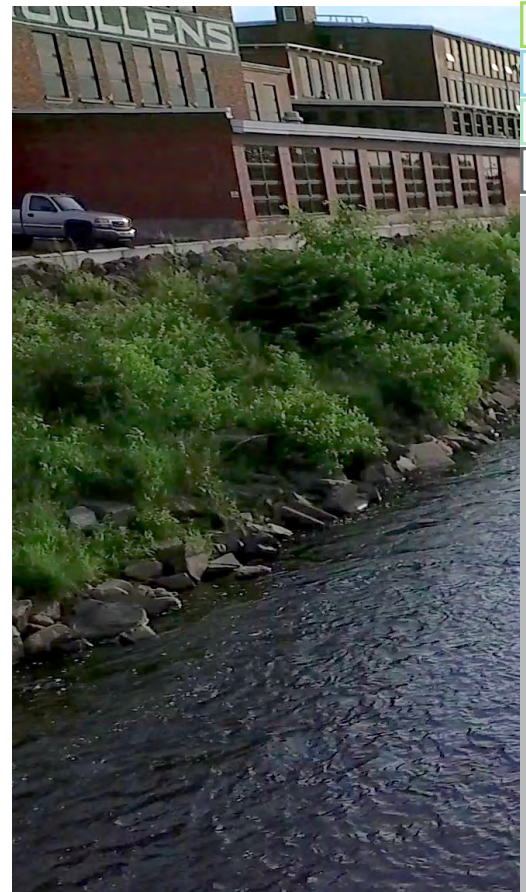
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It shall be a policy of Council to only consider those development proposals that are consistent with or do not hinder the implementation of objectives and projects identified on the Town's Recreation Plan.

### 11.2.3 Improve Public Access to the Riverfront

The Salmon River is an underappreciated natural amenity that runs through the middle of Truro and Bible Hill. Despite its proximity to the Downtown, there is little evidence of the River's presence since it has been effectively cut off from the Town by dykes, marshland, and by industrial development along the banks of the river. The Town did implement a key recommendation of the 2009 Community Plan and developed a Riverfront Park at the site of the former public works garages on Walker Street.

While Riverfront Park is located at a prominent location at the centre of Town, it is currently isolated from other parks and trails in the Town and in Bible Hill. The Park is surrounded by automobile oriented spaces that are not pedestrian friendly or welcoming. This Park could be an important node in a inter-municipal trail system that connects the Dalhousie University Truro Bible Hill Campus to the Downtown and the larger Cobequid Trail system to a new riverfront trail that runs along the dyke in front of Stanfield's and connects Riverfront Park to the new Fundy Discovery Site and the Blue Route, the province's cycling network. Council will work with Bible Hill, Colchester County, Dalhousie University and also private land owners along the river in an effort to secure a route for a network of open spaces and trails along the Salmon River that connects the Cobequid Trail in Bible Hill to the Fundy Discovery Site in Lower Truro. The Town will also plan for streetscape improvements to create an attractive and pedestrian friendly network of streets connecting key Downtown locations to the River.



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**Policy P0-5**

ACT COL

It shall be a policy of Council to work with other stakeholders and municipal partners to create an open space network along the Salmon River that connects the existing Riverfront Park to the Cobequid Trail in Bible Hill, Dalhousie University's Bible Hill Campus, and also to the Fundy Discovery Site and Cobequid Trail in Lower Truro.

**Policy P0-6**

VIB ACT ATR

It shall be a policy of Council to promote and improve access to the river by upgrading the landscaping, aesthetic features, and pedestrian/active transportation infrastructure of streets connecting Riverfront Park to other destinations in the Downtown.

**Policy P0-7**

ACT COL

It shall be a policy of Council to work with private landowners along the riverfront to secure public access across their lands for the purposes of developing a riverfront Trail along the southern bank of the Salmon River.



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### 11.2.4 Protect and Enhance the Downtown Civic Square

A key recommendation of the 2006 Downtown Master Plan and the 2009 Community Plan was the creation of a civic plaza or square to act as a focal point for the community. The Town’s new Civic Square was opened in 2016 and since that time the space has become a much loved and popular gathering space in the heart of the community. To ensure the ongoing success of this space, the Town needs to develop a plan for improvements and ongoing maintenance as well as ensure that land uses and buildings around the space enhance, contribute to, and do not detract, from the appeal of the space. This would include ensuring that surrounding buildings help frame the space, have entrances and windows facing the space, and include uses that encourage activity in the space throughout the day.

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#### Policy P0-8

VIB ACT ATR CTR

It shall be a policy of Council to develop a plan to ensure that the Civic Square remains a popular focal point for the community, including plans for programming the space, ongoing maintenance, tree planting, and aesthetic improvements.

#### Policy P0-9

GOV ATR

It shall be a policy of Council to support development proposals around the civic square that appropriately frame the space, do not overshadow it, and contain uses that encourage activity in the space throughout the day.





### 11.2.5 Victoria Square Improvements

Victoria Square was the original centre of Truro and was a key focal point where roads from Amherst, New Glasgow, and Halifax converged and this space served as Truro’s Town Square for many years. The development of the train station at the other end of Town meant that the focus of the Town shifted towards Inglis Place. The removal of buildings along the western edge of the space and their replacement with a parking lot meant that the space became more automobile dominated and less comfortable for pedestrians. This is only exacerbated by the high volumes of traffic on Queen, Court and Prince Streets. Today, the space lacks a sense of enclosure, a coherent design and activities around the space are either detached from or do not support activity within the space. The space is home to the Truro Welcome Centre building but this facility is in need of costly repairs and may be demolished. There are currently no plans to replace this structure.

Council is interested in working with surrounding property owners, community members, and other stakeholders in developing a plan for this space and perhaps land use controls and streetscape improvements to address issues with the surrounding built environment that detract from this space.

#### Policy PO-10

ENG ATR COL

It shall be a policy of Council to work with community stakeholders to develop a plan for the redevelopment of Victoria Square.

#### Policy PO-11

GOV ATR

It shall be a policy of Council to investigate adopting land use controls and developing a plan for streetscape improvements to address issues with the built environment around Victoria Square.

### 11.2.6 Promote Recreational Tourism

The Town of Truro has made significant investments in the development of a mountain bike park in the upper portion of Victoria Park to the southwest of the Lepper Brook Reservoir and around the old landfill site. This facility has been a tremendous success and has attracted users from all over the region. Council recognizes that there is an opportunity to capitalize on this investment and encourage users of this facility to stay in the community and spend money. There has already been one tourism accommodation use open near the park to serve visitors to the mountain bike facility and other park amenities. In order to support further development of this nautre, Council intends to allow for a variety of recreational tourism uses around the periphery of the park and the Town will ensure that planning regulations are in place to support this initiative.

#### Policy PO-12

ACT PRO

It shall be a policy of Council to ensure that appropriate consideration is given to adopting land use regulations that will permit a variety of recreational tourism oriented uses for undeveloped lands around the periphery of Victoria Park and away from established residential areas .

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### 11.2.7 Active Transportation Plan

Council has recently approved a new Active Transportation Plan for the Town. This plan has identified a long term plan for the implementation of infrastructure improvements and multi-use trail development throughout the Town and with key connections to developing or existing networks in the County, Bible Hill, and Millbrook. It is Council's intention to begin implementation of this plan as resources and funding become available. Council also intends to work to secure required right-of-ways and take into consideration recommendations and potential implementation of the Active Transportation Plan whenever the Town works within public streets or open spaces that are part of a potential Active Transportation corridor.

#### Policy P0-13

FIS ACT SVC

It shall be a policy of Council to work towards the implementation of the Active Transportation Plan as resources and funding becomes available.

#### Policy P0-14

FIS ACT SVC

It shall be a policy of Council investigate potential opportunities to implement, in part or in whole, recommended improvements in the Active Transportation Plan whenever the Town is upgrading or working on streets or other public open spaces that form part of the proposed Active Transportation Network.

#### Policy P0-15

ACT

It shall be a policy of Council to secure lands for, or negotiate the development of, future trail connections identified in the Active Transportation Plan as part of any development application that involves lands along an identified Active Transportation route.

#### Policy P0-16

COL ACT

It shall be a policy of Council to work with regional partners and stakeholders on developing connections to existing and planned active transportation routes that cross municipal or jurisdictional boundaries.



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### 11.2.8 Support Parks, Recreation & Culture Strategic Plan

The Town of Truro undertook a strategic planning exercise for the Department of Parks, Recreation and Culture in early 2008. The resulting Parks and Recreation Strategic Plan was completed in 2009. Many of the recommendations of the Strategic Plan are not within the normal scope of land use planning policy but there are a few recommendations that should be considered when reviewing large development proposals, particularly with respect to developing trail linkages and the promotion of active and healthy lifestyles.

#### Policy PO-17

GOV

It shall be a policy of Council to take into consideration the recommendations of the Parks and Recreation Strategic Plan, where applicable, when reviewing development applications.

### 11.2.9 Recreation Opportunities for New Development

When evaluating new residential development proposals, concern has been expressed regarding the provision of adequate outdoor amenity space. To ensure that sufficient amenity space suitable for recreational use is provided as part of any development proposal, the Town requires that all new development either include amenity space or, in some circumstances, provide improvements or cash in lieu of land. It is Council's intention that parkland and outdoor amenity space required pursuant to this objective be suitable for use by the residents of a development for outdoor recreation purposes.

New subdivisions are required to provide a parkland dedication as part of the subdivision approval process. It is not Council's intention that lands left over as part of a subdivision, lands at the back of lots with poor access and visibility, wet areas, or steep slopes make up the parkland dedication. Alternatively, Council may consider all or a portion of the parkland dedication in the form of a cash payment equal to the appraised value of the area of land that would be otherwise be dedicated. Council may also count the value of recreational equipment or other improvements to the public recreation undertaken by the developer towards any parkland dedication or cash-in-lieu contribution. Cash-in-lieu of parkland dedication is to be used to improve, maintain, and expand recreational facilities throughout Truro. It is Council's intention that the Parks, Recreation, and Culture Committee be consulted when considering the suitability of lands or improvements as a parkland dedication contribution.

New multiple unit residential developments are required to provide residents with outdoor amenity space as part of any development proposal. Outdoor amenity space required in conjunction with any development shall consist of usable space that is dedicated for active or passive recreation use. The definition of amenity space shall limit eligible space to areas designed and intended for recreation use and not include front yards or other landscaped areas that have limited recreational potential.

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In certain areas of Town it may not be economically viable to require that new developments set aside large areas of land at grade for recreation purposes. This is particularly true in the downtown area where lot sizes are small and land values are quite high. Given that the Town is actively seeking to attract multiple unit residential development to the downtown area, it is important that the amenity space provisions allow for some flexibility. Specifically, the Land Use By-law should allow the option of providing such space in the form of internal recreation facilities, such as exercise rooms, pools or balconies rather than outdoor amenity space at grade. It is Council's intention that the Parks, Recreation, and Culture Committee be consulted when considering the suitability of amenity space included in any development proposal.

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**Policy P0-18**

SVC ACT

It shall be a policy of Council to coordinate recreation land dedication or land purchase for recreational use to meet the objectives of the Recreation Plan and to consult the Parks, Recreation, and Culture Committee when identifying desirable areas for development as parkland.

**Policy P0-19**

SVC FIS ACT

It shall be a policy of Council to require that all subdivision approval applications require parkland dedication. Council, in consultation with the Parks, Recreation, and Culture Committee, may require that parkland dedication include one or a combination of the following:

- a) an area of land suitable for active or passive recreation purposes in that it is publicly accessible, visible, and does not consist of lands that are wet or feature excessive slopes to the extent that their recreational use is limited;
- b) the cash value of lands that would normally be required as parkland dedication; or
- c) the cash value of lands that would normally be required as parkland dedication in the form an equivalent cash value in improvements to parks and open space either within the development or within the community that include items such as recreation equipment or trail development.

**Policy P0-20**

ACT ATR

It shall be a policy of Council to require that any new multiple unit residential development include provision for recreation and amenity space. The Land Use By-law shall allow for the provision of such space either externally or internally to the building, and that such space may consist of common or individual unit space.

**Policy P0-21**

SVC ACT

It shall be a policy of Council to consult the Parks, Recreation, and Culture Committee when considering the suitability of amenity space included in any development proposal.



**Policy P0-22**

SVC ACT

It shall be a policy of Council to require that outdoor amenity space consist of usable space that is dedicated for active or passive recreation use and not include areas that have limited recreational potential.

**11.2.10 View Plane Preservation**

There are a few locations in the Town that offer spectacular views of the Salmon and North River Valleys, Cobequid Bay, and the Bay of Fundy. On a clear day the view from one vantage point on Wood Street extends down the bay to Five Islands, a distance of about 60 kilometres. It is Council's intention that new development not block these views and that these vistas be preserved.

**Policy P0-23**

ATR

It shall be a policy of Council to consider view plane preservation as part of any development proposal requiring a development agreement or rezoning.



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### 11.2.11 Enhance Parks and Open Space

The Town's outdoor recreational facilities, parks and open spaces are an important resource that provides recreational opportunities for the Town's residents. Visitors from around the region and beyond are attracted to Truro's parks and open spaces and the presence of these regional facilities provides employment, boosts the commercial sector and attracts development in all other land use categories. It is therefore important that the Town continue to encourage, support, and enhance its parks and open spaces. Accordingly, new development should incorporate design considerations that complement and enhance neighbouring parks and opens spaces.

#### Policy P0-24

VIB GOV ATR

It shall be a policy of Council have regard for the following when considering development applications that abut or are situated within the vicinity of an existing or planned park or open space:

- a) development abutting a neighbourhood park or square such as Victoria Square should complement the open space by framing the open space and having main entrances, windows, and activity oriented towards the open space; and
- b) development abutting a community or neighbourhood park such as Victoria Park or Kiwanis Park should complement the open space by maintaining the park's natural setting with appropriate buffers and building heights.



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### 11.2.12 Outdoor Play Policy

The Town of Truro will be a community where the right to play is available to all children and youth, regardless of age, ability, gender, ethnicity, geographic location, or economic circumstances. The Town of Truro envisions a child friendly environment where play is everywhere, not simply in playgrounds. Opportunities will be close to home, freely chosen, with permission but without undue direction by adults, intrinsically motivated, stimulating and fun. Play will have risk at a level appropriate to their age and ability. It will immerse them in natural environments as well as using formal play spaces and loose parts.

Every child should have play opportunities and spaces where they feel comfortable, can explore, play safely, and experiencing challenges and risks inherent in outdoor play. The Town of Truro is continuously identifying opportunities to include outdoor play in public spaces in the community.

#### Policy P0-25

INC ACT

It shall be a policy of Council to implement the 2021 Outdoor Play Policy developed by the Town's Parks, Recreation & Culture Department in collaboration with Uplift Partnership and Dalhousie University.

#### Policy P0-26

ACT

It shall be a policy of Council to encourage formal and informal outdoor play spaces. All improvements to public spaces will be considered as an opportunity to create space for spontaneous or incidental play. Spaces shall incorporate elements that encourage participation. Conditions for nature play will be considered a priority in play spaces.

#### Policy P0-27

ACT GOV

It shall be a policy of Council to seek advice from the Town of Truro Director of Parks, Recreation & Culture regarding the need for formal or informal outdoor play space when considering any development proposals or making any land use decisions.

## 11.3 PARKS AND OPEN SPACE POLICY AREA

### 11.3.1 The Parks and Open Space Policy Area

Parks and open spaces are integral to the quality of life a community has to offer and Council recognizes that special land use controls need to be put in place to ensure that these areas remain available for the recreational needs of the community. To regulate the types of land use activity that can take place in the Town's parks and open spaces, Council has created the Parks and Open Space Policy Area that shall apply to the Town's larger parks, open spaces, sports fields, and private recreation such as the Truro Golf Club.



**Policy PO-28**

VIB ATR GOV ACT

It shall be a policy of Council to establish the Parks and Open Space Policy Area on the Town's Policy Area Map.

**Policy PO-29**

GOV ACT

It shall be a policy of Council to establish the Parks and Open Space Policy Area and apply it to all existing and proposed parks and open spaces in the Town including private recreational uses such as the Truro Golf Club. Smaller neighbourhood parks have not been included in this Policy Area since policy areas are intended to apply to large generalized areas of land and neighbourhood parks are commonplace in many other policy areas.

**11.3.2 Parks and Open Space (PO) Zone**

The establishment of a broad recreation zone will more fully stress the importance and value of such land use by clearly setting it apart. Permitted uses in the Parks and Open Space Zone (PO) will consist of a range of passive, active and cultural activities. This zone will be applied only to publicly-held lands which are to be reserved as open space or used for recreational use.

Because of the positive impacts associated with parks and open space uses, rezonings to the PO Zone are to be permitted within any of the Policy Areas on the Town's Policy Area Map.

**Policy PO-30**

ACT GOV ATR

It shall be a policy of Council to establish a Parks and Open Space (PO) Zone and apply it to all publicly owned parks and open spaces in existence or identified as part of the Recreation Plan. The PO Zone will permit a range of open space uses such as parks, community gardens, and cemeteries as well as recreation uses such as playgrounds, sports fields, playing courts, and recreation facilities. The PO Zone will also permit small food service uses that are ancillary to a permitted recreation use.

**Policy PO-31**

GOV ACT ATR

It shall be a policy of Council to establish minimum frontage requirements, setback requirements, and height restrictions for the Parks and Open Space (PO) Zone to accommodate the diverse range of recreation uses, accommodate their different land use characteristics, and allow the Town to accommodate a wide range of development scenarios when it comes to developing publicly held land for recreational purposes.

**Policy PO-32**

GOV

It shall be a policy of Council to permit rezonings to the Parks and Open Space (PO) Zone in any Policy Area.

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### 11.3.3 Commercial Recreation (CR) Zone

There are properties in Town that offer many of the aesthetic benefits of a park or open space but are privately owned and used for commercial recreational purposes such as the golf course. The Commercial Recreation (CR) Zone recognizes the private commercial nature of these facilities but also recognizes that these lands make up a significant part of the green space available in our community. There is an expectation by the community that these privately held green spaces will remain as open space and contribute to the beauty of the Town.

There is growing interest in commercial uses associated with recreational tourism in Victoria Park. This has become evident with the recent development of a tourist accommodation use and other businesses that have expressed interest in operating on private land near the new Railyard Mountain Bike Park. It is Council's intent that the Commercial Recreation (CR) Zone accommodate a wide range of uses that would support these type of recreational uses, including accommodations, food service, and recreation equipment sales and rentals. It is also Council's intention to allow lands within the vicinity of Victoria Park, but in the Future Growth (FG) Policy Area and away from established residential areas, to be rezoned to the Commercial Recreation (CR) Zone. For policies related to this rezoning provision, see the Chapter 10: Future Growth.



#### Policy PO-33

ACT GOV PRO

It shall be a policy of Council to establish a Commercial Recreation (PO) Zone and apply it to commercially owned parks and open spaces. The Commercial Recreation (PO) Zone will permit private recreation and open space uses including golf courses, amusement parks, recreation facilities, sports fields, playing courts, and recreation facilities as well as a range of uses that would be support these type of recreational uses, including accommodations, food service, and recreation equipment sales and rentals.



### Policy P0-34

GOV ATR

It shall be a policy of Council to establish minimum lot area requirements, frontage requirements, setback requirements, and height restrictions for the Commercial Recreation (PO) Zone to generally recognize existing development and to ensure that new development occurs in an orderly manner that does not create land use conflicts with abutting uses.

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# 12 | Environmental Stewardship



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## 12.1 BACKGROUND

### 12.1.1 Policy Context

This part of the Community Plan will focus on striking a balance between the physical environment and the Town's other objectives with respect to new development and growth. This part will not directly focus on issues such as climate change, sustainable development, or greenhouse gas emissions which are commonly associated with any discussion related to the 'environment'. Environmental management is a more specific topic that relates to the direct relationship that exists between development and the physical environment. The Town's efforts to make Truro a more environmentally sustainable community can be found throughout the Community Plan and specifically in Part D: Community Goals and in the projects identified in Part I: Community Action.



### 12.1.2 Issues

Every community is influenced by its physical setting. Features such as rivers, hills, and wetlands are significant barriers that shape the way a community is laid out while natural resources such as good quality farmland can have an impact on a communities prosperity. Truro is no exception, and the Town has been heavily influenced throughout its history by the flood prone Salmon River, the steep slopes of the surrounding hills and the tidal waters of the Minas Basin.

Truro’s location at head of the Minas Basin and at the mouth of the Salmon River have been key to its success as a regional centre and transportation hub and its physical setting had lots to offer early inhabitants. The Town’s location at the head of the Minas Basin ensured that major transportation routes connecting Halifax and southern Nova Scotia to the rest of North America would travel through the area. The salt marshes along the shores of the Basin and the flat lands of the Salmon River Valley offered rich farmland and this also encouraged growth in the region.

Although the Town’s physical setting offers many benefits, it also poses a few significant constraints to development. The Salmon and North Rivers are both susceptible to flooding and the shores of the Minas Basin are at risk of coastal flooding during storm surge events. The steeply sloping terrain to the south of Town and the steep ravines along Lepper Brook and McClures Brook are also significant barriers that have shaped the way the Town has developed. These natural hazards were not always avoided and development pressure led to extensive development within the floodplain and along the edges of the ravines. Development on steep slopes and along the edges of the ravines are also susceptible to erosion which, in addition to being a hazard to development, is also potentially damaging to the water quality of the nearby rivers and streams.

## 12.2 ENVIRONMENTAL STEWARDSHIP OBJECTIVES

### 12.2.1 Limit Risk of Flood Damage

The Town of Truro is located in the upper tidal region of the Cobequid Bay. The high tides of the Bay of Fundy combined with the presence of the Salmon and North River systems has created a dynamic river system that poses a significant challenge to surrounding communities. Low lying areas adjacent to the Salmon and North Rivers are susceptible to floods during heavy rainfall events and rapid thaws in the spring. The latter is especially true when the ice begins to break up on the river and create ice dams. Also at risk are the low lying areas around the mouth of the Salmon River. These areas are protected from the waters of the Bay of Fundy by a system of dykes which are designed to hold back ocean waters during normal high tides. However, a high tide which coincides with a major low pressure system and accompanying storm surge would result to significant coastal flooding which would affect large areas of Truro. Council is aware of the risks associated with coastal and freshwater flooding and is mindful of the potential that this risk will only increase with sea level rise and climate change.

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Traditionally, development in the flood plain and dyke lands was limited and consisted mostly of agricultural structures, homes and small businesses. This development pattern that persisted for two hundred years underwent a dramatic transformation during the late 1960's and early 1970's with the establishment of the 100 series provincial highway system and the development of an interchange at Robie Street. This and the subsequent Twinning of the 102 Highway provided excellent exposure to lands along the Robie Street entrance to the Town and soon the area became an important highway commercial stop for the travelling public with service stations; malls, fast food restaurants and accommodations.

The success of the Robie Street commercial area has led to extensive development within flood risk areas. Planning documents in the Town of Truro over the last four decades have attempted to address the relationship between new development and flooding conditions; however, the lack of accurate flood prediction models until the mid 1980's made the development of policy and regulations difficult. This, combined with the seemingly intermittent occurrence of flooding and limited amount of flood damage, did not create an urgent need to develop comprehensive policy and regulations in this regard.



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Since the early 1900's there have been no less than a dozen studies that have examined components of the river system and flooding. These have been generally specific to certain issues and offered little help to formulate a comprehensive overview of the nature and characteristics of flooding patterns. It was not until the Canada - Nova Scotia Flood Damage Reduction Program in mid 1980's when computer modeling assisted in the development of uniform construction standards and ultimately the designation of five flood risk areas in the Province of Nova Scotia, one of which included the Salmon and North Rivers. This designation and the resulting federal - provincial agreement respecting flood damage relief pressured municipal governments to recognize the serious nature of flooding and the necessity for basic development standards. The outcome of this work raised awareness of two main principles; first that development must be prohibited in areas that flooded at a relative frequency of once every twenty years, and; second that buildings must be flood proofed in areas flooding at a frequency of once every one hundred years. These have become the standard mapped risk assessments used to establish development controls in designated flood risk areas within the Province.

By 2010 it had become apparent that the older flood plain mapping did not adequately account for the impacts of climate change. The increased frequency and intensity of storm events combined with sea level rise related meant that flood elevations and flood frequency calculations needed to be updated. In response, The Town of Truro, County of Colchester, and Millbrook First Nations hired CBCL to undertake a new Flood Risk Study in 2015. This study updated 1:20 and 1:100 flood elevations based on detailed modeling, taking into consideration climate change & sea level rise.

**Policy ES-1**

RSL PRO GRW SEC

It shall be a policy of Council to recognize the principles and development standards set out in the 1988 Canada-Nova Scotia Flood Damage Reduction Program and, where appropriate, incorporate these into municipal planning policy and regulations.

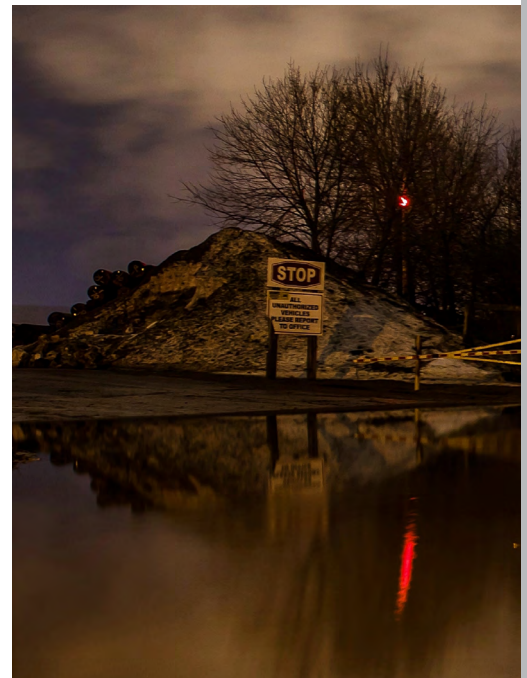
**Policy ES-2**

SVC FIS COL

It shall be a policy of Council to advocate for flood mitigation infrastructure and programs carried out by or under the supervision of the Province of Nova Scotia.

**12.2.2 Provincial Interest Statement Regarding Flood Risk Areas**

Until 1999, the regulation of flood risk areas had been a municipal responsibility and had generally only occurred in areas where land use planning had resulted in the adoption of official planning documents. The Town of Truro has had prescribed standards for flood plain development since 1976 through its Municipal Development Plan. Similar provisions came into effect in Colchester County in 1994 with adoption of the consolidated Central Colchester Municipal Planning Strategy which set out similar development standards for flood risk areas throughout the entire Salmon and North River flood plains.



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Enactment of the Municipal Government Act in 1999 established Statements of Provincial Interest, on a variety of planning issues one of which is concerned with the five designated flood plains in Nova Scotia. The purpose of this is to protect public safety and property and to reduce the requirement for flood control works and flood damage restoration in established flood plains. This statement is intended to express a formal provincial position on development in flood risk areas and it also binds all municipalities to address flood risk issues through their planning documents.

**Policy ES-3**

COL SEC GOV

It shall be a policy of Council to create policy and regulations concerning development in flood risk areas in a manner that is consistent with the objectives and principles expressed under the corresponding Statements of Provincial Interest Regarding Flood Risk.

**12.2.3 Identify Flood Risk Areas**

For land use planning purposes, the flood plain comprises of two main regions; first the area that floods at a relative frequency of 1:20 years, which is referred to as the 'flood way', and; second, the area that floods at a relative frequency 1:100 years, known as the a 'flood way fringe'. Together these form the Salmon and North River Flood Plain which were originally delineated on flood maps prepared as part of the 1988 Flood Damage Reduction Program. The flood plain became officially designated in March of the same year with an agreement signed between the federal and provincial governments. This effectively removed any provincial or federal responsibility to pay flood damage relief claims for new development that did not meet the recommended flood proofing standards.



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Although the Flood Damage Reduction Program no longer exists, the Provincial Statement of Interest concerning Flood Risk Areas has incorporated, by reference, all mapping and flood proofing standards created under the Flood Damage Reduction Program. In 2015, the Town of Truro, County of Colchester, and Millbrook First Nations hired CBCL to update the 1:20 and 1:100 flood elevations taking into consideration climate change & sea level rise. The resulting 1:20 and 1:100 flood elevations now form the basis for the Town’s flood management strategy and the resulting mapping has been adopted by the Town as the official delineation of flood risk areas within the Town of Truro.

**Policy ES-4**

RSL SEC

It shall be a policy of Council to adopt the flood risk mapping included in the Flood Risk Study for the Salmon and North Rivers prepared by CBCL Consulting Engineers in 2015 as the basis for the Town’s flood plain regulations and delineation of the 1:20 and 1:100 flood risk areas.

**Policy ES-5**

RSL SEC

It shall be a policy of Council to use the Truro Area Floodplain Management Study prepared by EDM Consultants in 1998 to identify those portions of the 1:20 flood risk area that serve primary drainage ways for flood waters during flood events.

**12.2.4 Development in Flood Risk Areas**

There is continued demand for development within some flood risk areas and it is Council’s intention that this development be accommodated in a controlled manner. Council is prepared to approve further development in flood risk areas provided that it can be effectively flood-proofed, that it does not impact the flow and drainage of flood waters, and that it does not contribute to flooding elsewhere within the floodplain.

The Town’s requirement that development in the floodplain be flood-proofed involves the placement of fill material within the floodplain to create a raised area around buildings. The Town has permitted this within the floodplain provided the use of off site fill is limited, that a balanced cut and fill approach be used within the 1:20 flood risk area, and that the flow and drainage of flood water is not impeded by any flood-proofing work. The Provincial Statement of Interest broadly contemplates such an application in flood risk areas when it states that such approaches “...may be permitted provided a hydro-technical 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 flow patterns.” The Land Use By-law will contain specific conditions and standards to ensure that this objective is accomplished.

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**Policy ES-6**

SEC GRW RSL

It shall be a policy of Council to accommodate limited development within the 1:20 flood risk areas where the proposed development can be floodproofed, not involve the placement of any off-site fill, and not contribute to upstream or downstream flooding or result in a change to flood flow patterns.

**Policy ES-7**

SEC GRW RSL

It shall be a policy of Council to accommodate limited development within the 1:100 flood risk areas where the proposed development can be floodproofed and not contribute to upstream or downstream flooding or result in a change to flood flow patterns.

**Policy ES-8**

SEC GRW RSL

It shall be a policy of Council to accommodate limited alterations of topography within the 1:20 and 1:100 flood risk areas where it can be demonstrated that the alterations will not contribute to upstream or downstream flooding or result in a change to flood flow patterns.

**Policy ES-9**

RSL SEC

It shall be a policy of Council to restrict development in any portion of the 1:20 flood risk area that serves as primary drainage way for flood water.

**12.2.5 Prohibited Uses in Flood Risk Areas**

Certain types of land uses are not suitably located in areas where there exists a risk of flooding. Development in many parts of Truro has encroached on the flood plain but luckily many of these uses do not present serious safety or environmental issues. In spite of this good fortune, Council does not wish to promote development inappropriate to areas susceptible to periodic flooding. Locating hospitals, senior citizen housing, homes for special care and similar types of uses in flood risk areas could threaten the safety of individuals occupying such institutions if evacuation is necessary. Other uses such as the warehousing or production of hazardous materials may increase the risks of environmental contamination during a period of flooding. For these reasons, the Land Use By-law will only permit these types of land uses in areas not at risk of flooding.

**Policy ES-10**

SEC

It shall be a policy of Council to not permit the establishment of institutional land uses, such as hospitals, senior citizen housing, special care facilities, and other activities that have a prevailing safety consideration in areas that are exposed to flood risk.

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**Policy ES-11**

ENV

It shall be a policy of Council to protect environmental quality in all flood plain areas by not allowing any land use activity that poses a heightened potential of contaminating the Salmon and North River Flood Plains during a flood event.

**12.2.6 Ongoing Flood Monitoring**

The Salmon River has frequently been referred to as one of the most studied flood plains in Canada. While this may be true, it is unfortunate that little has been done to organize and implement a flood monitoring program to compile data for future analysis. Too often, a large amount of effort is directed towards collecting flood event information for each study that has been completed on the river system. This obviously creates additional costs and makes it difficult to acquire accurate historic data. Council intends to promote and support any initiative aimed at improving the quality of flood related data for future reference.

**Policy ES-12**

COL

It shall be a policy of Council to consider participating in any flood monitoring initiatives designed to record flood event characteristics and pursuing partnerships with the County of Colchester, the Province of Nova Scotia, Government of Canada and any other interest group that has a stake in flood related issues.

**12.2.7 Flood Mitigation Infrastructure**

The Nova Scotia Department of Agriculture and Fisheries has the responsibility of maintaining approximately 17 km of dykes and several aboiteaus in the lower Salmon River flood plain. Part of this dyking system extends along the southern boundary of the Salmon River from Stanfields to Highway 102 and beyond. Farmers, residents, businesses, institutions and other property owners have grown to rely on this dyking system for protection against flood damage. From time to time, this type of infrastructure requires maintenance and improvement so that it may continue to function properly and offer an added measure of security that residents have come to depend on.

The 2015 Flood Risk Study by CBCL indicated that another approach to flood risk management would be the removal of some of the meanders along the Salmon River and the straightening of the river channel to better facilitate the drainage of flood water and reduce the risk of ice dams. This recommendation dovetailed with the Province's interest in a salt-marsh restoration project and in 2020 a large section of dykes along the north bank of the Salmon River were pulled back and the former dykelands were allowed to revert to salt marsh. It is Council's intention to support further such projects as recommended by the Flood Risk Study, including the potential to remove dykes within Town along the southern bank of the River.

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**Policy ES-13**

RSL COL

It shall be a policy of Council to generally support dyke maintenance and improvement programs carried out by or under the supervision of the Nova Scotia Department of Agriculture and Fisheries.

**Policy ES-14**

RSL COL

It shall be a policy of Council to support the Joint Flood Advisory Committee in their efforts to develop flood mitigation infrastructure.

**12.2.8 Storm Water Management**

Flooding within the Salmon River flood plain is often aggravated by localized storm water problems. Areas within Truro such as Park Street, Normandy Avenue, Ford Street, East Queen Street and Juniper Street are usually subject to more pronounced flooding and at a more frequently interval than other areas of the flood plain. This type of flooding is every bit as troublesome and costly as the tidal and riverine flooding illustrated on flood risk mapping. Regardless of the source of flooding, storm water is a major issue that should be addressed in the future, not only within areas of documented flood risk but throughout the entire watershed. Cooperation with neighbouring municipalities, property owners and other levels of government will be necessary to develop a comprehensive plan capable of fully addressing this matter.

The Town recognizes that stormwater management is a key part of any strategy to reducing flooding downstream and in the receiving waters. By retaining stormwater on site and releasing it slowly over an extended period of time, peak flow volumes during major storm events are limited and the impact of large rainfall events can be partly mitigated. As part of its overall flood management strategy, the Town requires stormwater management plans as part of most major developments. In addition to retaining stormwater, Council also recognizes that enabling more water to infiltrate into the ground can also help reduce the amount of stormwater runoff during major rainfall events and thereby help reduce the risk of flooding downstream. The Town will, therefore, require that a certain amount of permeable surface be preserved as part of any development proposal and impermeable surface maximums will be specified for each zone. Where these maximums are not practical, options will be available to incorporate more stormwater management measures on site in exchange for larger areas of impermeable surface.

**Policy ES-15**

SEC ENV SVC RSL

It shall be a policy of Council to encourage development that either maintains or enhances the pre-development hydrologic regime through innovative site design and engineering techniques aimed at infiltrating, filtering, evaporating, harvesting and retaining runoff, as well as preventing pollution.

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**Policy ES-16**

SEC ENV SVC RSL

It shall be a policy of Council to implement storm water management measures and other low impact development standards for construction projects undertaken by the Town.

**Policy ES-17**

SEC ENV SVC RSL

It shall be a policy of Council to, where requested by the Town Engineer, require that a grading and/or stormwater drainage plan be submitted as part of any new multi-lot subdivision application or large development requiring a development agreement, rezoning, plan amendment, or site plan approval.

**Policy ES-18**

SEC ENV SVC RSL

It shall be a policy of Council to adopt performance standards for each land use zone that specifies a maximum percentage for impervious surface. Development that exceeds the maximum percentage of impervious surface will be permitted, up to a specified limit, where development implements on-site stormwater retention and maximizes infiltration by incorporating design elements such as:

- a) permeable pavement;
- b) infiltration trenches/chambers and bio-retention;
- c) rainwater harvesting systems in building design;
- d) green roofs;
- e) roof drains directed to permeable areas with stormwater infiltration measures in place; and
- f) utilizing open drainage such as swales.

**Policy ES-19**

SEC ENV SVC RSL

It shall be a policy of Council to develop a Stormwater Management Design Manual for property owners and developers that will describe and provide detailed design specifications for recommended stormwater management techniques.

**Policy ES-20**

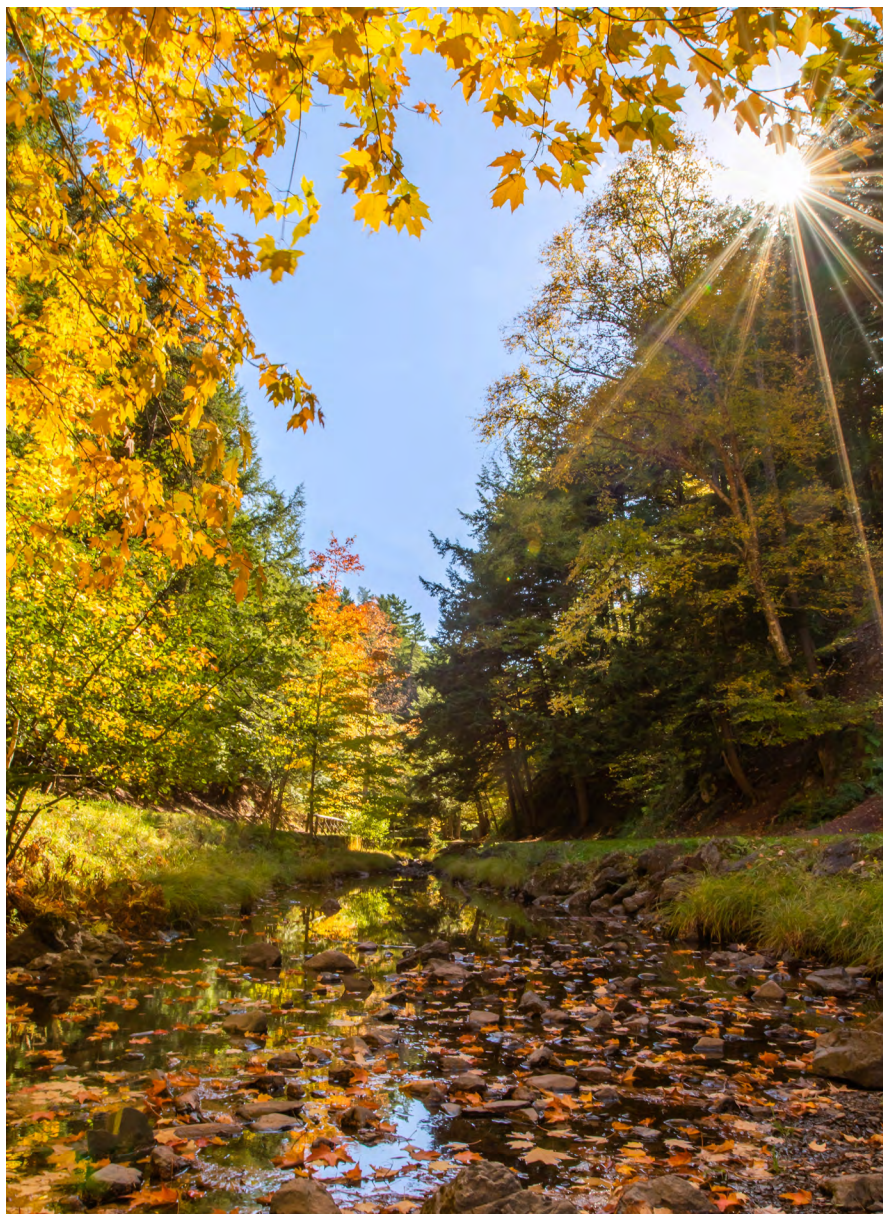
SEC ENV SVC RSL

It shall be a policy of Council to create an education program for property owners, managers and their consultants on how to implement, monitor, and maintain stormwater management practices on private property.

**12.2.9 Preserve Natural Drainage Systems to Minimize Erosion**

The lands in the southern section of Town are dramatically sloped resulting in a variety of drainage issues. The soils in this area are less permeable and surface water runoff is high even in the natural state of the environment. Continued urban development in these areas will result in an increase of surface water runoff. Drainage becomes a serious matter and surface water runoff must be dealt with in a satisfactory manner so problems such as flooding basements, overloading storm water systems and erosion, do not occur.

The two most common methods to deal with surface water runoff in urbanized areas are development of a storm sewer system consisting of curbs, gutter, catch basins and underground pipes; and/or utilizing natural runoff ravines which can be maintained or upgraded to deal with higher peak flows.



Underground storm sewer systems are costly both in terms of capital expenditure and maintenance. They may only be realistically designed to capture more frequent peak storm events expected runoff which is then carried to the closest convenient natural drain. This complex system is only as efficient as it is complete, and is dependent on natural drainage channels to form a part of the complete system. The concept of underground storm sewers controlling all of surface water runoff is not practical.

It is important that natural runoff ravines become an integral element in controlling surface water runoff and therefore these natural features provides an important municipal service for stormwater management. Drainage ravines occurred naturally over time peak flow controls and if left intact and not overloaded can manage stormwater in the most cost effective way, when compared to other drainage infrastructure usually created in urbanized areas. It should be noted however that the flow dynamics of these ravines are not geared to urban development and the sudden peak flow conditions to which often occurs from development. Therefore, care must be taken when considering the use of natural runoff ravines, and maintenance of these ravines becomes a fundamental component of storm water management.

**Policy ES-21**

SEC RSL ENV FIS SVC

It shall be a policy of Council to encourage the use of existing natural drainage systems where possible.



**Policy ES-22**

SEC RSL ENV FIS SVC

It shall be a policy of Council to preserve the many natural drainage ravines that are found throughout the southern end of Town to ensure that they continue to handle storm water flows and function as a natural part of the Town's overall drainage system.

**12.2.10 Salt Marsh Restoration**

Salt marshes are coastal wetlands that act as a transition zone between the land and the sea. Healthy salt marshes provide habitat for birds, fish, and other wildlife. Salt marshes can also function as an effective barrier to coastal flooding and can serve as a cost-effective alternative to expensive hard infrastructure coastal protection solutions such as dykes, berms and shoreline armouring. Restoration of salt marshes along the Salmon River can help reduce dyke maintenance costs, enhance protection of public and private infrastructure, and increase resilience to climate change through the restoration of a coastal flood plain.

**Policy ES-23**

ENV RSL SEC

It shall be a policy of Council to encourage the use of natural barriers such as salt marshes to reduce the risk of coastal flooding and increase resilience to climate change.



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### 12.2.11 Limit Development on Steep Slopes

Another important environmental consideration is excessive slope. Slopes in excess of 30 per cent create problems for urban development. The hazards that steep slopes present are dangerous to both public and private properties alike. The degree and speed of surface water runoff, the erosion and resulting sedimentation transfer, and the potential for slumping or sliding of top soils can become monumental problems, and result in continued cost and aggravation. In consideration of municipal roads and services, maintenance costs and public safety, slope retention and related conditions represent an environmental constraint to development and will therefore need to be regulated in this regard.

#### Policy ES-24

SEC ENV

It shall be a policy of Council to limit development on steep slopes in an effort to prevent erosion and slope failure.

### 12.2.12 Protect and Enhance the Town's Water Supply

The Town of Truro has been using the Lepper Brook watershed as its water supply since 1875. Today the watershed provides water to the Town as well as large parts of Colchester County. A safe, plentiful, and reliable source of water is important to ensure the health of the community and to ensure continued growth. A principal objective of the Town of Truro, therefore, is to protect the water quality within the Lepper Brook Watershed. Approximately 90 percent of the 1,880 ha (4646 acre) watershed lies within the Town boundary and is covered by the Town's Municipal Planning Strategy and Land Use By-law. Land use regulations have been an important tool in ensuring watershed protection and strict controls are in place to ensure that development in the watershed is limited. The Town is also in the process of finalizing a Source Water Protection Plan which will balance the need to protect water quality with the interests of other stakeholders within the watershed.

While the portion of the watershed that is within the municipal boundary of Truro can be protected by the Town's land use regulations, a portion of the watershed lies outside of the Town limits. Consequently, it is necessary to protect the watershed through a combination of land use controls over private lands and inter-municipal cooperation with Colchester County. The Town has had the Lepper Brook Watershed provincially designated as a municipal water supply area. This has allowed some control over activities or development that may impair water quality within the designated area, including lands beyond the Town boundary or under private ownership.

#### Policy ES-25

SVC FIS

It shall be a policy of Council to regulate land use within the Lepper Brook Watershed and ensure that existing and new development does not have a negative impact on water quality.

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**Policy ES-26**

SVC FIS

It shall be a policy of Council to support the goals and objectives of the Source Water Protection Plan (SWPP) and amend the Municipal Planning Strategy and Land Use By-law as required to be consistent with the SWPP.

## 12.3 ENVIRONMENTAL POLICY AREA

### 12.3.1 The Environmental Policy Area

The Environmental Policy Area has been created to recognize that there are areas of Town that are unsuitable for development and that policy and regulations need to be put into place to ensure that development in these areas is limited. These areas would include portions of the floodplain that are susceptible to frequent flooding or that are an integral part of a flood water drainage system. Other areas that are unsuitable for development would include steep slopes and ravines where there is a risk of increased erosion or slope failure should they be developed. Town owned portions of the Lepper Brook Watershed are also included in the Environmental Policy Area to ensure that the Town's commitment to a safe and reliable supply of drinking water is supported by policies that limit development within the Watershed. Lands within the watershed that are not Town owned are not included in the Environmental Policy Area, but these lands are subject to land use restrictions designed to protect the watershed while allowing for some limited development.

**Policy ES-27**

RSL ENV FIS SVC

It shall be a policy of Council to establish the Environmental Policy Area on the Town's Policy Area Map and apply it to lands where development is restricted due to environmental concerns or characteristics which naturally limit the use of the land. This includes lands within the floodplain that are not included in another Policy Area and lands within the Lepper Brook watershed.

### 12.3.2 The Environmental Reserve (ER) Zone

The Environmental Reserve (ER) Zone is intended to include lands within the Environmental Policy Area that have excessive slopes or that are not suitable for development due to environmental constraints or due to proximity to an environmentally sensitive area. The ER Zone will permit a limited range of recreation uses as well as public works and utilities. No permanent structures, except for public works, are permitted within the ER Zone.



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The Town of Truro has worked hard to ensure that the integrity of the Town’s water supply is protected. The Lepper Brook Watershed, therefore, will also be included in the Environmental Reserve (ER) Zone. The Lepper Brook Watershed is a large area that includes many different land owners and includes lands that are outside of the Town boundary. There are many challenges facing the Town in its efforts to ensure that the watershed is protected. These include jurisdiction, private ownership, and lack of effective land use controls. To overcome these issues the Town has been actively purchasing lands within the watershed and around 43 percent is now owned by the Town. Where the Town owns the property and where this property is within Town limits, there are no land ownership issues or jurisdictional challenges to overcome. In these instances land use controls are an effective means of limiting potential uses that may have an adverse impact on water quality. The inclusion of this portion of the watershed in the Environmental Reserve (ER) Zone is a clear indication that the Town intends to carefully regulate development in this area. This zone limits land use activities in an effort to protect the natural environment or preserve natural processes.

**Policy ES-28**

RSL SVC ENV

It shall be a policy of Council to establish the Environmental Reserve (ER) Zone and apply it to areas which are integral to storm water drainage. The ER Zone shall also apply to lands having a slope in excess of 30% or lands within 15 metres of a watercourse or delineated wetland.

**Policy ES-29**

FIS SVC

It shall be a policy of Council to and apply Environmental Reserve (ER) Zone to all publicly owned lands within the Lepper Brook Watershed.

**Policy ES-30**

FIS SVC

Within the Environmental Reserve (ER) Zone, it shall be a policy of Council to permit a limited range of uses such as passive recreational uses, approved forest management uses, public work, and utilities.

**Policy ES-31**

ENV SVC

It shall be a policy of Council to preserve the natural setting that is typical of the Environmental Reserve (ER) Zone through minimum lot sizes, frontage requirements, setback requirements, and height restrictions.

**Policy ES-32**

SEC ENV

It shall be a policy of Council to prohibit infilling and excavation without a development permit and encourage replanting of denuded slopes within the Environmental Reserve (ER) Zone.

**Policy ES-33**

FIS RSL SVC

It shall be a policy of Council to continue to ensure Lepper Brook Watershed’s water quality is protected through direct land ownership by the Town, land use controls on private lands, through the general administration of this Community Plan, and maintaining the Provincial designation of the Lepper Brook Watershed as Municipal Water Supply Area.

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### 12.3.3 Environmental Reserve (ER) Zone Boundary Adjustments

Council recognizes that the boundaries of the ER Zone have not been delineated based on detailed survey and contour information and that there should be an opportunity to refine the zone boundaries as appropriate should more accurate information become available.

#### Policy ES-34

GRW

It shall be a policy of Council to consider development of lands within the Environmental Reserve (ER) Zone if it can be demonstrated that the lands do not have a slope in excess of 30% or that the lands are not within 15m of a watercourse. Development permitted under this clause shall conform to the requirements of the zone immediately abutting the area within the E1 Zone that is to be developed.

### 12.3.4 Watershed Residential (WR) Zone

The Lepper Brook Watershed is the source of the Town's water supply. While the majority of this watershed is municipally owned, there is a substantial quantity of private land, with some low density residential uses in this environmentally sensitive area. The Town has acquired much of the property within the watershed, but there remains a number of privately held properties along Harmony and Camden Roads within the watershed. The Town will allow only limited development on these properties. While development of these lands is intended to be primarily residential, the General Residential (GR) Zone does not provide adequate land use controls to protect the watershed so the Watershed Residential (WR) Zone is to be established and applied to all privately owned lands within the Lepper Brook Watershed. Permitted uses in the WR Zone will include low intensity residential and recreational uses along with existing agricultural uses.

#### Policy ES-35

SVC SEC FIS

It shall be a policy of Council to establish the Watershed Residential (WR) Zone and apply it to all privately owned lands within the Lepper Brook Watershed

#### Policy ES-36

HOU SVC SEC FIS

It shall be a policy of Council to permit low intensity residential uses, accessory uses, open space uses, existing agricultural uses, recreation uses, and limited non-residential uses such as kennels and home based businesses in the Watershed Residential (WR) Zone.

#### Policy ES-37

SVC SEC FIS

It shall be a policy of Council to establish height limits and minimum lot size, frontage, and setback requirements for the Watershed Residential (WR) Zone that promote the orderly development of these lands and mitigate potential impacts on water quality in the Lepper Brook Watershed.

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### 12.3.5 Development within the Floodplain

The 1:20 and 1:100 flood risk elevations for the Salmon River were delineated in the 1988 Flood Damage Reduction Program. Large portions of the Robie Street area, Ford Street, Park Street, as well as the areas around the Colchester Legion Stadium and Stanfields were found to be within flood risk areas. These areas have been extensively developed and there continues to be interest in developing these areas today. Given the extent of development in these areas and the success of the Robie Street commercial area, it is very difficult for Council to restrict development within flood risk areas.

The County of Colchester and the Town undertook a floodplain management study in 1997 which, in part, was intended to set out a regulatory framework that would accommodate development within the flood risk areas. This study resulted in a series of regulations that are designed to allow development in the certain areas of the floodplain provided it is flood proofed and does not cause increased flood levels elsewhere in the floodplain. The findings of this study form the basis for Town's approach to development within the floodplain. In 2015, the Town of Truro, County of Colchester, and Millbrook First Nations hired CBCL to update the 1:20 and 1:100 flood elevations taking into consideration climate change & sea level rise. The resulting 1:20 and 1:100 flood elevations now form the basis for the Town's flood management strategy and the resulting mapping has been adopted by the Town as the official delineation of flood risk areas within the Town of Truro.

### 12.3.6 The Floodplain (FP) Zone

The Floodplain (FP) represents areas below the 1:20 flood elevation that function as the primary drainage ways for flood waters. It is critical that their function be maintained and in some cases improved to ensure water can freely flow into the Cobequid Basin. These areas are at the highest risk of flooding and structural development of any kind is not permitted. Recreational activities and land cultivation in some areas are among the only types of uses suited to such areas.

#### Policy ES-38

SEC RSL

It shall be a policy of Council to establish the Floodplain (FP) Zone and apply it to areas of the Salmon River Floodplain that are the primary drainage ways for flood waters and to lands in the vicinity of East Queen Street where ice damming has historically caused extensive flooding.

#### Policy ES-39

SEC RSL

It shall be a policy of Council to maintain and enhance flood dynamics as well as minimize new flood damage to property by prohibiting permanent structural development in the Floodplain (FP) Zone and set out specific requirements in the Land Use By-law to regulate topographical alterations.

#### Policy ES-40

SEC RSL

It shall be a policy of Council to maintain and enhance flood dynamics as well as minimize new flood damage to property by prohibiting permanent structural development in the Floodplain (FP) Zone and set out specific requirements in the Land Use By-law to regulate topographical alterations.



### 12.3.7 The Floodway (FW) Overlay,

The 1997 Floodplain Management Study identified certain areas of land below the 1:20 flood elevation that are not essential to the efficient drainage of waters during a flood nor are they regularly flooded when an ice dam forms in the Salmon River. It was concluded that the development of these lands is possible provided flood water storage capacity is not displaced and provided all buildings are flood proofed. While these lands are at risk of flooding, it is possible that these lands may be developed without affecting the dynamics of the floodplain and, with proper flood proofing measures, minimal risk of flood damage. While Town’s approach to regulating floodplain development follows the regulatory framework recommended by the 1997 Floodplain Management Study, the delineation of the 1:20 Floodway has been updated to reflect the flood levels found in the 2015 Flood Risk Study by CBCL.

To identify areas within the 1:20 floodway that may be suitable for development, the Floodway (FW) Overlay has been created and applied to the Town’s Land Use By-law Zoning Map. With an overlay in place, a property is still subject to all the regulations and requirements that would apply to the underlying zone, but there is an additional level of regulations associated with the overlay. A property with a Floodway (FW) Overlay will still be subject to the underlying zone, but there will be additional requirements related to flood proofing, alteration of topography, and certain uses will be prohibited.

The 1997 Floodplain Management Study recommended that flood proofing material used within the 1:20 Floodway must come from the same general area, called a hydrologic region, within the floodplain. This approach was not recommended by the 2015 Flood Risk Study and the Town no longer intends on using hydrologic regions to control the source of flood proofing material. Instead, the Town will require that flood proofing material used in the floodway be sourced from within that portion of the Salmon River floodplain that lies within the Town of Truro.

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#### Policy ES-41

SEC RSL

It shall be a policy of Council to establish the Floodway (FW) Overlay and apply it to lands having a 1:20 year flood frequency as determined by the 1988 Flood Damage Reduction Program.

#### Policy ES-42

GRW SEC RSL

It shall be a policy of Council to, for lands within the Floodway (FW) Overlay, apply the regulations and requirements of the underlying zone to any development

#### Policy ES-43

GRW SEC RSL

It shall be a policy of Council to permit alterations of topography in the Floodway (FW) Overlay using a cut and fill procedure where all fill material comes from within the floodplain and otherwise complies with the cut and fill provisions in the Town of Truro’s Land Use By-law.



**Policy ES-44**

RSL SEC GRW

It shall be a policy of Council to allow development in the Floodway (EW) Overlay provided that all main structures are flood proofed in accordance with the policies of this strategy and implementing Land Use By-law.

**12.3.8 The Floodway Fringe (FF) Overlay**

Most of the Robie Street commercial area and other developed sections of the Salmon River floodplain lie within the 1:100 floodway. These areas flood less frequently than the 1:20 floodway and offer greater opportunity for development. The 1997 Floodplain Management Study recommended that the 1:100 floodway could be developed provided any structures are flood proofed and provided that any alteration of topography uses a balanced cut and fill procedure. Also, because adding small amounts of fill to this portion of the floodplain will not displace significant volumes of floodwater storage capacity, fill from outside of the floodplain is permitted in the 1:100 floodway. However, this fill may only be used for flood proofing purposes; all other alterations of topography will be required to balance cut and fill and the fill material must come from the same area of the floodplain. While Town's approach to regulating floodplain development follows the regulatory framework recommended by the 1997 Floodplain Management Study, the delineation of the 1:100 Floodway has been updated to reflect the flood levels found in the 2015 Flood Risk Study by CBCL.

The 1:100 floodway is identified as the Floodway Fringe (FF) Overlay on the Land Use By-law Zoning Map. The FF Overlay functions in the same manner as the FW Overlay where the zone requirements and permitted uses of the underlying zone apply to any development.

**Policy ES-45**

RSL GRW SEC

It shall be a policy of Council to establish the Floodway Fringe (FF) Overlay and apply it to lands having a 1:100 year flood frequency as determined by the 1988 Flood Damage Reduction Program.

**Policy ES-46**

RSL GRW SEC

It shall be a policy of Council to, for lands within the Floodway Fringe (FF) Overlay, apply the regulations and requirements of the underlying zone to any development.

**Policy ES-47**

RSL GRW SEC

It shall be a policy of Council to permit alterations of topography in the Floodway Fringe (FF) Overlay using a cut and fill procedure prescribed by this strategy and accompanying provisions in the Town of Truro's Land Use By-law.

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**Policy ES-48**

RSL SEC GRW

It shall be a policy of Council to permit the addition of fill material from outside of the floodplain in the Floodway Fringe (FF) Overlay provided it is only used for flood proofing purposes in accordance with the Land Use By-law flood proofing requirements.

**Policy ES-49**

RSL SEC GRW

It shall be a policy of Council to allow development in the Floodway Fringe (FF) Overlay provided that all main structures are flood proofed in accordance with the policies of this strategy and implementing Land Use By-law.

**12.3.9 Flood Proofing Standards**

The Flood Damage Reduction Program recommended that flood proofing be carried out by raising buildings above the calculated 1:100 year flood elevation. The technique involves depositing fill in the area being built upon to a point where any opening into the building is sufficiently raised to an elevation above the predicted 1:100 year flood event. The fill would extend out around the perimeter of the building a distance of approximately 3.0 m to provide an ice shield that would protect the premises from damage while the balance of the site would remain at existing elevations. It is important to recognize that in the 1988 Flood Damage Reduction Agreement between the Federal and Provincial Governments, the 1:100 year flood elevation was used as the minimum standard for any new construction in flood risk areas.

**Policy ES-50**

RSL SEC

It shall be a policy of Council to require that any main structure permitted in an area exposed to flood risk be flood proofed to an elevation that exceeds the 1:100 year flood frequency indicated on mapping prepared 2015 Flood Risk Study by CBCL.

**Policy ES-51**

RSL GRW SEC

It shall be a policy of Council to develop standards in the Land Use By-law that set out specific requirements for the infilling of land for flood proofing purposes and limit the amount of infilling to an area immediately around the structure as a means of conserving flood storage.



# 13 | Infrastructure



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## 13.1 BACKGROUND

### 13.1.1 Municipal Infrastructure

Transportation, water, sanitary sewer, and stormwater systems form the backbone of any community. This infrastructure provides the essential services that enable a Town to function. The provision of these services is directly linked to how the Town develops while the quality of these services is a factor in the attraction of new development to the Town.

While the availability and capacity of municipal infrastructure is a key consideration in development and land use decisions, the day-to-day operations and maintenance of this infrastructure is not generally a land use planning issue. The Town's Engineering and Public Works Department have their own policies, procedures and



strategic planning initiatives. It is not within the scope of this document to repeat this information here. This Chapter will deal with issues related to the provision of municipal infrastructure that impact land use planning decisions, such as securing future transportation routes. This Chapter will also deal with the impacts that land use decisions may have on municipal infrastructure, such as development within the watershed. Absent from this Chapter will be any thorough discussion about the need for sustainable infrastructure and more efficient use of services. These are central tenets of this Community Plan but these issues have already been addressed in other sections in relation to specific types of development.

## 13.2 THE TRANSPORTATION NETWORK

The transportation network has developed to its present configuration due in large part to the fact that the Town is a major hub or focal point in the provincial transportation network. The presence of major roads, highways, and rail lines leading to other areas forms the core of this system on which more locally oriented roads are based. The construction of Highway 102 in the 1970s relieved a large portion of the traffic burden on the Town’s street system by removing most of the through traffic. However, the Town and surrounding area have experienced substantial residential, commercial and industrial growth which has again placed a strain on the capacity of the local road system.

### 13.2.1 Challenges and Opportunities

To ensure that the Town effectively identifies and manages any issues with its transportation network, the Town often relies on consultants to regularly prepare Traffic Management Studies and to collect data. The Town has an overall Traffic Management Study and a specific Traffic Management Study for the Downtown Core. These studies comprehensively analysed the road system of Truro and the surrounding area in terms of capacity, travel patterns, projected future growth and solutions to congestion. The Downtown Truro Traffic Management Study was updated in 2015 but a comprehensive Traffic Management Study for the Town is overdue. Planned improvements are linked to these Traffic Studies so there is a need to update these documents to ensure that investments in transportation infrastructure is in response to and prioritized according to current needs.

Active transportation and public transit have become increasingly important issues with residents and an active transportation study has recently been approved by Town Council. The results of the public engagement program conducted as part of this Community Plan also highlighted there is significant demand for implementing public transit. It is evident that these two topics will have implications for transportation infrastructure planning and need to be integrated into a new traffic management study and transportation plan.

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At one time, the Town's Traffic Authority and Planning Staff participated in a regional transportation committee which had representation from the County of Colchester as well as the Provincial Department of Transportation and Infrastructure Renewal. This committee has been inactive for several years and there is currently no regional focus to transportation improvements. The Province has recently announced the creation of a regional transportation authority that is focussed on Halifax and communities within a one hour commute of the city. This involves the Town of Truro as well as Colchester County so it is hoped that this will renew an interest in regional transportation planning, including at the local level.

The Town of Truro maintains 101 kilometres of streets and 89 kilometres of sidewalks. Maintaining this amount of infrastructure places a significant burden on the Town's resources. While the Town recognizes the importance of providing these services, Council is also mindful that decisions have to be made about what level of service the Town can realistically provide while being fiscally responsible.

### 13.2.2 Transportation Mapping

A Transportation Map that illustrates planned improvements to the regional transportation network is included in this Chapter. Also included in this Chapter is a Street Classification Map which set out the Town's road classifications. Both of these maps form part of Town's Municipal Planning Strategy and Community Plan.

#### Policy IN-1

GRW SVC

It shall be a policy of Council to maintain a Transportation Map as part of this Plan which will form a part of the Policy Area Map.

#### Policy IN-2

SVC

It shall be a policy of Council to adopt a road classification scheme which will designate all existing and future streets in the Town as either arterial, collector, local industrial, local collector or local streets.

#### Policy IN-3

SVC

It shall be a policy of Council to maintain a Street Classification Map as part of this Plan which will indicate the classification of all existing streets.

### 13.2.3 Street Classification Hierarchy

It is recognized that in any transportation network each road provides a certain level of service to local and regional traffic and pedestrians. For planning purposes, it is important to develop a proper classification hierarchy and apply it to both the existing and future street system in order to ensure that rational and efficient service is provided. Accordingly, the Town has adopted a three-tiered roadway system of arterial, collector and local streets. Appropriate use, access, and design criteria will be developed and applied to all existing and future streets. This road network is to be shown on the Transportation Map and is to be interpreted as part of the Policy Area Map. A primary function of this map is to guide the future location of certain types of development according to its anticipated future land use and trip generation. The Town's Subdivision By-law is intended to recognize this classification hierarchy and will contain construction specifications for each type of street.

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a) Local Streets

Local streets are minor streets which are intended to serve a limited number of users, typically only traffic with destinations or origins on the local street. Their primary purpose is to provide access from predominantly residential areas onto collector roads, and accordingly should have the lowest traffic volumes. Design criteria will reflect this function by requiring only a 15.24 m (50.0 ft) right-of-way, with sidewalks not necessarily required.

b) Local Collector Streets

Local Collector Streets were conceived as streets intended to function as a local street but which have, as the result of new street construction and new development, come to convey traffic with origins and destinations not limited to the street itself. Because much of Truro's street network was established prior to any transportation planning, many Local Streets now function as Local Collectors. This is often the case because these streets provide a convenient route where no alternative collector route was planned or exists. This is particularly true in the downtown residential areas.

c) Local Industrial Streets

Like Local Collector Streets, Local Industrial Streets were designed to carry local traffic and provide access to lots within the industrial park. These streets were never intended to convey thru-traffic. The streets in the industrial park were laid out in a grid pattern with no clear hierarchy of streets. The result is that all streets are just as likely to carry thru-traffic. These streets are also intended to handle larger vehicles and require special design considerations to accommodate turning movements.

d) Collector Streets

The purpose of collector roads is to gather traffic as it comes off local streets and direct it to travel destination areas or ideally onto an arterial. The right-of-way is wider than a local street, at 18.29 metres, and the spacing of intersections along the road is to be further apart. Private access to collectors is to be limited in order to avoid potential conflicts.

e) Arterial Streets

The function of an arterial road is to expedite the flow of through traffic in the Town, with as few intersections and turns as possible.

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**Policy IN-4**

GRW SVC

It shall be a policy of Council to use the Transportation Map and road classification criteria in determining the location of future developments.

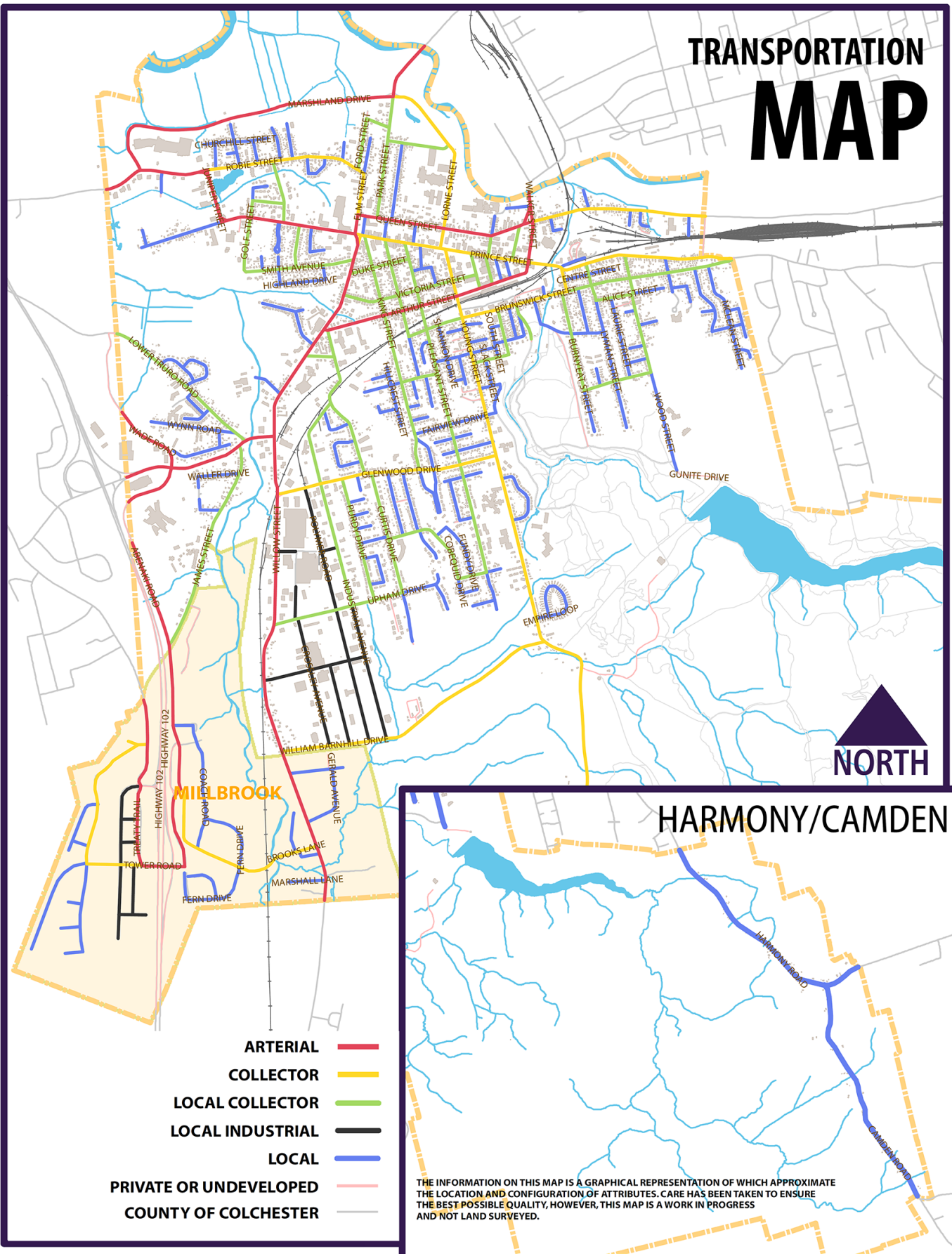
**Policy IN-5**

ATR ACT SVC

It shall be a policy of Council to upgrade, wherever possible, existing local streets in the Town to meet the design standards as determined by the Town's Traffic Authority.



# TRANSPORTATION MAP



- ARTERIAL** —
- COLLECTOR** —
- LOCAL COLLECTOR** —
- LOCAL INDUSTRIAL** —
- LOCAL** —
- PRIVATE OR UNDEVELOPED** —
- COUNTY OF COLCHESTER** —

THE INFORMATION ON THIS MAP IS A GRAPHICAL REPRESENTATION OF WHICH APPROXIMATE THE LOCATION AND CONFIGURATION OF ATTRIBUTES. CARE HAS BEEN TAKEN TO ENSURE THE BEST POSSIBLE QUALITY, HOWEVER, THIS MAP IS A WORK IN PROGRESS AND NOT LAND SURVEYED.

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## HARMONY/CAMDEN



**Policy IN-6**

SVC

It shall be a policy of Council to, on new collector streets:

- a) require a minimum 18.29 m (60.0 ft) right-of-way;
- b) limit on-street parking;
- c) consider developing regulations to limit private access to the street;
- d) provide turning lanes at all intersections; and
- e) limit distances between intersections

**Policy IN-7**

SVC

It shall be a policy of Council to upgrade wherever possible existing collector streets in the Town to the standards set out under Policy IN-6.

**Policy IN-8**

SVC

It shall be a policy of Council to on new arterial streets:

- a) require a minimum 30.48 m (100 ft) right-of-way;
- b) prohibit on street parking;
- c) develop regulations which limit private driveway access to local or collector streets unless such access is physically not possible;
- d) permit only major signalized intersections with turn-only lanes;
- e) limit distances between intersections, and not permit local streets to intersect; and
- f) not consider properties abutting the right-of-way as having frontage.

**Policy IN-9**

SVC

It shall be a policy of Council to upgrade wherever possible existing arterial streets to the standards set out under Policy IN-8.





### 13.2.4 Regional Transportation Planning and Coordination

The street system in the Town is not self-contained. Although the system is a key node in the regions transportation network, other roads and highways outside of Truro are integral to the street networks overall level of function.

This Part contains some policies that recommend road projects outside of the Town which are intended to improve the overall level of service. It is important then, that all such projects are fully coordinated with the Provincial Department of Transportation and Public Works in Colchester County in order to ensure that proper connections and alignments are constructed. This department is responsible for all roads outside of the Town in Colchester County. The Colchester County Development Officer should be encouraged to secure the proper rights-of-way for various roads that are to extend outside of the Town as part of this regional effort.

#### Policy IN-10

COL SVC

It shall be a policy of Council to work with the Provincial Department of Transportation and Public Works and any other relevant body in order to ensure that proper road connections and alignments are developed and maintained.

### 13.2.5 Acquisition of New Street Right-of-Ways

Through the subdivision process the Town acquires the right-of-ways for new streets within the Town. The Subdivision By-law requires that local streets are built to a set standard and turned over to the Town by developers. The Town, however, may identify the need for new collector or arterial streets over private lands that are being considered for new development. These new roads will form the basis of later local street networks and can help spur growth and development within the Town. It is important during the subdivision process to acquire rights-of-way that will properly complement the overall transportation system within the Town.

Council is interested in developing a transit friendly network of streets within the Town and the region. This will require that the street network established as part of any development of large vacant parcels of land in the southern and eastern areas of Town has good connectivity and enables the creation of transit routes. Development proposals for these areas should identify potential connections and steps should be taken to secure these potential routes

#### Policy IN-11

GRW SVC

It shall be a policy of Council to require the Development Officer to coordinate appropriate right-of-way reserves for arterial and collector street construction through the subdivision approval process.

#### Policy IN-12

ENV INC SVC

It shall be a policy of Council to identify potential routes for new streets in undeveloped areas of Town that will support future transit connections and also take steps to ensure that these streets and connections are created as part of any development of these lands.



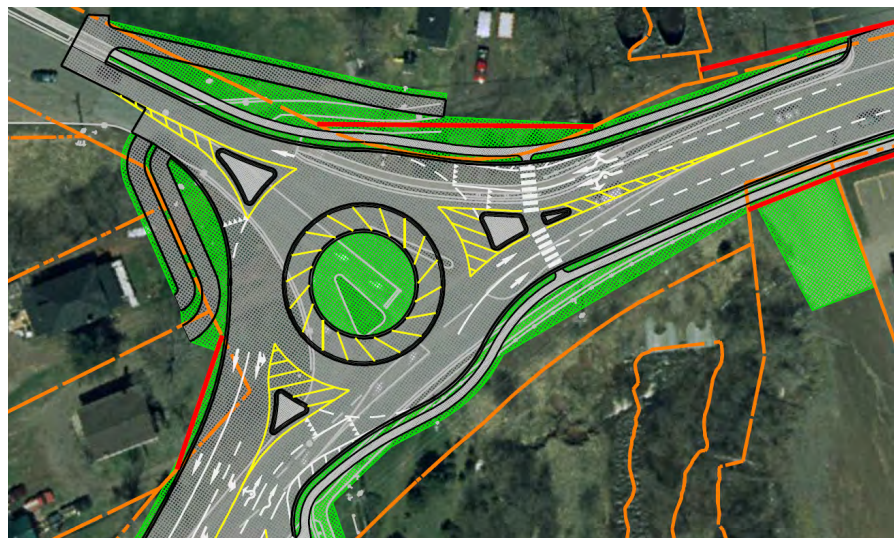
## 13.3 TRANSPORTATION PROJECTS

### 13.3.1 Transportation Planning

The Town of Truro lacks a current and comprehensive Traffic Management Plan that approaches traffic issues from a regional perspective. Planning Staff, in consultation with the Town's Traffic Authority and the Regional Transportation Committee, had previously developed a list of transportation projects that were identified as potential solutions to the region's traffic issues. These projects were described in the Town's previous Community Plan and it was the Town's intention to work with our regional partners and the Province to plan for and eventually implement these projects. Several of the projects identified in the previous plan were not, evidently, priorities of the County of Colchester and in some cases recent development has occurred on the lands needed to realize these transportation projects. This has highlighted the need to have a regional and coordinated approach to transportation planning that identifies priorities and secures commitments from all regional partners.

While a new regional transportation plan is needed to identify and prioritize transportation network improvements at the regional scale, the Town also needs to develop a plan for transportation and traffic management improvements within Town limits. It is imperative that these plans be coordinated and should, therefore be developed concurrently.

In the previous Community Plan, Council identified a number of transportation infrastructure improvements and assigned a priority to them based on perceptions of economic benefit and community need, as well as factors such as affordability and feasibility. Some of these projects, such as William Barnhill Drive and the McClures Mills/Willow Roundabout have either been completed or are in the design phase. The Town did not base these transportation planning decisions on a detailed analysis of the region and town's existing transportation infrastructure and traffic patterns. Council will not be preparing a priority projects list as part of this Community Plan until such time as the Town undertakes a comprehensive transportation and traffic management study for the Town and, ideally, the region.



#### Policy IN-13

COL SVC

It shall be a policy of Council to, in conjunction with Colchester County, Millbrook First Nation, and the Department of Transportation and Infrastructure Renewal, to undertake a regional transportation plan to develop a list of priority infrastructure projects within the Town of Truro and in the region.

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## 13.4 WATER SUPPLY AND DISTRIBUTION

The importance of high quality drinking water to sustain our communities has become an issue all across our country. The focus on water has increased the level of interest in our stewardship approach to the provision of safe drinking water. Currently, the Town supplies its entire population with high quality water, and is capable of providing this service to a much larger area.

The Town's water supply uses a multiple barrier approach to ensure delivery of safe and high quality water. The multiple barrier approach is a system of checks and balances from the watershed to the consumer's tap. This holistic approach is considered the best practice within the water utility profession to ensure public health protection. The multiple barriers include source protection, optimization of the treatment process, sound distribution system management, cross connection control and continuous monitoring and testing.

The Lepper Brook Reservoir was designed with additional capacity to accommodate years of population growth in the Truro region. The Truro Water Utility now serves a large regional population including large parts of Bible Hill, Millbrook, Truro Heights, and the Robie Street commercial area. In order to plan for future population growth in the region and ensure that the Town's water supply is sufficient to meet anticipated needs, the Town needs to undertake a Water Distribution Capacity Study.

### Policy IN-14

RSL GRW SVC

It shall be a policy of Council to undertake a Water Distribution Capacity Study to help plan for population growth in the region.

### 13.4.1 Protection of the Watershed

The primary source of the Town's water supply is the reservoir fed by Lepper Brook. These resources are vital to the Town and will continue to be protected. In 1984 the Town annexed most of the Lepper Brook Watershed. This annexation helped the Town to ensure the future protection of these lands by bringing them under direct planning control. By-law controls should continue to be responsibly maintained on those privately-held lands in the watershed, while public lands should be actively managed in such a way as to minimize surface runoff and contamination and maintain a healthy natural environment.

There are six municipal wells that historically were used to supplement the reservoir fed by the Lepper Brook. These wells have not been used since 1991, and are no longer needed as a potable water source due to the creation of the Victoria Park Water Treatment Plant. The Town may explore alternate uses of these wells in the future.

Should future demand increase past the capacity of the Lepper Brook Watershed, the most likely alternative would be the Chiganois River Watershed located to the west in the County of Colchester.

This watershed is presently under little pressure from development and has good water quality. The Town should encourage the County and the Province to take steps to preserve this resource for the future benefit of the entire region.



The Town has a Source Water Protection Advisory Committee and has adopted a source Water Protection Plan for the Lepper Brook Watershed. Part 12 of this Municipal Planning Strategy sets out the Town’s Environmental Stewardship policies and includes a section on regulating land use in order to protect water quality within the Lepper Brook watershed.

**Policy IN-15**

FIS ENV SVC

It shall be a policy of Council to continue with the implementation of the Source Water Protection Plan for the Lepper Brook Watershed.

**Policy IN-16**

FIS SVC

It shall be a policy of Council to regulate land use activities in the Lepper Brook Watershed to protect the Truro Water Utility’s water supply.

**Policy IN-17**

FIS SVC

It shall be a policy of Council to limit the creation of new buildings lots in the Lepper Brook Watershed by only permitting an existing parcel to be subdivided once per year to create a maximum of one new lot.



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## 13.5 SEWAGE AND SEWAGE TREATMENT

### 13.5.1 Central Colchester Wastewater Treatment Facility

In January of 1996 Central Colchester Wastewater Treatment Facility was completed. It is a secondary treatment facility. The facility treats raw municipal wastewater for over 35,000 people, along with the associated commercial and industrial establishments before entering the Salmon River and Cobequid Estuary. The foresight and vision of the participating municipalities has served to protect a sensitive natural environment and provide a legacy of responsible environmental leadership for future generations.

The multi phased project commenced with a sanitary trunk sewer extending along the Salmon River from the upper most community of Valley, through the Salmon River, Bible Hill, the Town of Truro and into the Lower Truro area. The trunk sewer, some 10 km in length, intercepts all existing raw wastewater outfalls along its length and is capable of conveying all municipal wastewater from the next fifty years to a single location for treatment. The lift station is designed to include continuous flow measurement and incorporates a stand-by power generator for emergency conditions. The building housing mechanical equipment has been carefully designed to create a non-industrial look, as it will be the only structure allowed on the flood plain side of Marshland Drive.

The Wastewater Treatment Facility itself is located on an elevated geological feature known as Savage's Island in an area subject to periodic flooding. The facility has been sited safely above the 100 year flood elevation, and at such an elevation the final pumping of wastewater allows flow by gravity through the facility discharging effluent to the receiving waters of the Cobequid Estuary.

This project stands today as one of the best examples of local government cooperation. The conclusion is a cost effective treatment process that is a beneficial investment on the part of the residents and ratepayers of the participating municipalities.

#### Policy IN-18

SVC COL

It shall be a policy of Council to work with the County of Colchester on upgrades or maintenance of the regional sewer system in such a way as to maintain or increase the productivity of the Central Colchester Wastewater Treatment Facility.

### 13.5.2 Industrial Users of Sewer System

Industries that use and discharge large quantities of waste water may occasionally overload the system. Also, certain industries may discharge various contaminants which may adversely affect the system and/or the environment. The Town may require certain types of industries, or those that have large discharge volumes, to provide their own pre-treatment or retention/holding facilities so as to mitigate possible impacts. The Town has adopted a Sewer Use By-law to set acceptable limits of various parameters pertaining to sewer quality for all Town users of the sewer system to help maintain productivity of the Central Colchester Wastewater Treatment Facility.



**Policy IN-19**

SVC

It shall be a policy of Council to evaluate on a continuing basis existing and proposed industrial development so as to protect the integrity of both the natural environment and the sanitary sewer system for future treatment. Pre-treatment requirements for certain industries will be considered.

**Policy IN-20**

SVC

It shall be a policy of Council to continue to support the implementation and enforcement of a Sewer Use By-law for all sewer users in the Town of Truro.

### 13.6 STORM WATER MANAGEMENT

Storm waters normally flow through drainage systems including rivers, creeks, lakes, ponds, marshes and other natural features. In naturalized or undeveloped areas, there is generally little notice of any impacts on these drainage systems, but in developed areas it has become increasingly apparent that significant environmental and economic costs can arise as a result of changes in these natural systems. The process of urbanization leads to increased areas of imperviousness creating an increase in surface water and the speed at which it flows resulting in erosion, sedimentation of watercourses and flooding. Please refer to the Environmental Chapter containing the Environmental Constraints Map indicating the unique natural constraints of the Truro Area. This map illustrates the full extent of the Salmon River flood plain, drainage ravines and steep slopes, all water bodies and water courses.

Nature’s way of accommodating the movement of excess water is through natural streams, valleys, swales, roadways and manmade channels and ponds. The Town’s hard infrastructure designed for water drainage is comprised of swales, street gutters, catch basins, and storm sewers. Together these components of the drainage system function to handle runoff from storms. Streets behave as components as they transport runoff in excess of the storm sewer capacity. Flood waters will find some route through the urban area to reach the lowest point of land; therefore, it is fundamental that all of the infrastructure components are designed and constructed with natural processes in mind and to mitigate the risk of personal injury and property damage due to flooding.

**Policy IN-21**

SVC RSL ENV

It shall be a policy of Council to develop and implement a comprehensive Storm Water Management Plan for the Town of Truro.

**Policy IN-22**

SVC RSL ENV

It shall be a policy of Council to develop and implement performance standards in the Land Use By-law for the use of natural drainage systems for storm water management purposes.

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### 13.6.1 Storm Sewers

The provision of a full storm sewer system that is separate from the sanitary system is an integral part of any municipality's servicing responsibilities. Such a system quickly drains off excess surface water and helps prevent erosion and flooding. The Town has worked hard over the years to ensure that the Town's sewer system does not include any combined systems and that separate storm and wastewater sewers are maintained.

The Town's Subdivision By-law currently ensures that new development has adequate storm sewer services. The Town should continue to ensure that storm sewers are adequately provided throughout the Town for new developments. Further discussion of drainage issues is found under Environment Stewardship in Chapter 12 of this Municipal Planning Strategy.

#### Policy IN-23

RSL SVC ENV

It shall be a policy of Council to ensure that all developed areas of the Town are serviced with proper storm sewer infrastructure in order to ensure proper surface runoff control.

### 13.6.2 Storm Water Management and Erosion Control

Large sections of the Town of Truro are susceptible to flooding and this is discussed in detail in Chapter 12: Environmental Stewardship. The nature of flooding in Truro is such that the source of the floodwater is not just the river or storm surge, but it can also be the result of localized flooding when the capacity of Town's storm sewer system or natural drainage systems are exceeded during intense storm events. In order to ensure that new development does not increase peak flows and place an additional burden on the Town's storm sewers or natural drainage systems, new development will be required to implement storm water management plans. These plans will require development to maintain pre-development peak flow levels during intense rain-fall events. Not only will this help reduce flooding when the storm sewer system is over capacity, but it will also help reduce the intensity of flows in natural drainage systems that can cause erosion and sedimentation. In addition to flooding concerns, the Town is also concerned about the impact erosion can have on water quality downstream and it is hoped that this concern can be mitigated by requiring storm water management plans. Temporary erosion and sedimentation controls will also be a requirement during construction.

#### Policy IN-24

RSL SVC ENV

It shall be a policy of Council to require all new developments that are subject to a development agreement or site plan approval submit a storm water management plan if required by the Town Engineer, either as a condition of approval or for consideration during the application process.

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**Policy IN-25**

ENV

It shall be a policy of Council to require all new developments to control the effects of erosion and sedimentation in accordance with Nova Scotia Department of Environment and Labour regulations.

## 13.7 SOLID WASTE MANAGEMENT

Solid Waste management is a growing concern across North America. In response to the potential problem, Colchester County and its surrounding municipalities worked together to establish the Colchester Balefill Facility. A combination of recycling, composting and household refuse collection provide the most complete solid waste management program in the Province of Nova Scotia. In addition, the County of Colchester introduced a household hazardous waste management recovery component to the program 1996.

### 13.7.1 Colchester Balefill Facility

The Facility was opened July of 1995 and successfully incorporated the latest technology and environmental management controls to create one of the cleanest facilities in Canada. As a result, five open pit dumps were closed, with all refuse now processed at the new facility. One of those five pits included the Town’s sanitary landfill that was located at the south end of Young Street.

The disposal site at the Balefill Facility has a designed capacity of 4.8 million cubic metres of garbage, or a 35 year life span. All garbage is compressed and baled prior to disposal. With additional diversion of materials from the waste stream through reduction, composting and recycling, the lifespan of the facility will increase dramatically. Supporting the waste reduction initiative is a comprehensive public education system that promotes safe and efficient waste disposal. By ensuring that the citizens are aware of the different parts of the system, public involvement will be increased.

**Policy IN-26**

COL

It shall be a policy of Council to continue to work with the Municipality of the County of Colchester with respect to the capital costs, operation and maintenance of the Colchester Balefill Facility.

### 13.7.2 Reducing and Recycling

The production of garbage by society is continually increasing and placing pressure on the abilities of both municipal landfills and the natural environment to cope. It is in the best interests of all to reduce the waste flow, and to recycle as much as possible. Municipalities now take a leading role, with the assistance of other levels of government, to work towards alleviating solid waste problems.

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Currently within the Town there is a four stream program for residences of less than four units where recycling is mandatory and pick up is provided by the Town via a tendered private company. The recycling component includes education programs aimed at reducing waste production, encouragement of recycling by supporting the public and business, and a full-scale municipal recycling program. This education program is a joint initiative of local governments in the Truro region.

**Policy IN-27**

ENV COL

It shall be a policy of Council to work with regional partners on initiatives to encourage and assist citizens, community groups and businesses to develop their own waste reduction and recycling programs.

**13.7.3 Rehabilitation of the former Sanitary Landfill**

The Town's former landfill site has been closed since 1994, and at that time the Town created an approved Closure Plan in conjunction with the Nova Scotia Department of Environment and Labour.

The plan was created by Dillon Consulting with closure activities having been carried out by the Town, and ground water monitoring done by Dillon Consulting. The object of the Closure Plan was to seal the surface to keep water from passing through the capped areas causing leachate pollution. In accordance with the Closure Plan, the site has been capped and reforestation has begun. To date, ground water monitoring has confirmed no contaminant movement in the ground water, and ground water quality from the site has improved since the site closure.

The future best use of the site is undetermined but the Town's Parks, Recreation and Culture Department has been actively using this area in conjunction with the Railyard Mountain Bike Park and Victoria Park. Trail development in and around the old landfill site is ongoing.

**Policy IN-28**

ACT

It shall be a policy of Council to allow for limited recreation use of the former landfill site.

**13.8 STREET STANDARDS**

**13.8.1 Street and Infrastructure Construction**

The provision of full curb/gutter and sidewalks fulfills several purposes. The clear delineation of a street helps the flow of traffic, particularly on collector and arterial streets. Curbs and gutters also direct storm water to catch-basins to help reduce ponding on streets. Curbs also help direct snow plows and aid with winter snow removal. Sidewalks and curbs provide clear separation between pedestrians and vehicles, creating a safe walking area. Finally, all three contribute to the 'finished' appearance of a community.

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Such full street services are an expensive capital cost to a development and there can be differences in the level of service which may be desired subject to street configuration, site conditions or marketing approaches. For these reasons, Council has considered the advantages of full street service as compared to distributing such cost over time. While the ultimate objective of the Town is to see the development of its infrastructure and secondary street and sewer to the maximum level, it is more a question of how and when those services will come into being.

Recent changes to the Local Improvements By-law altered the provisions for providing primary and secondary services in areas of new construction. These services are now created at the cost of the developer. The By-law is intended to recognize and allow for different distribution of cost by street classification hierarchy as there are varying responsibilities for provision of such streets.

The Town’s Local Improvements By-law does provide for the developer to construct the required infrastructure to set standards, and deed them to the Town prior to final subdivision approval. All new public roads are to be approved by the Town Engineer as per the Municipal Government Act.

Council is aware that other municipalities, most notably the neighbouring County of Colchester, have a lower standard of construction for its roads. This often means it is more appealing for developers to build new subdivisions outside of Town. Lower construction standards for gravel and asphalt thickness and no requirement for curbs, gutters and sidewalks significantly reduces up front costs for the developer. These streets end up costing the municipality more in the long run, however, as higher long-term maintenance costs and the costs of upgrades must be borne by the taxpayer. It is Council’s intent, therefore, to require a high standard of street construction to ensure that reasonable development costs associated with proper street construction are borne by the developer and the homebuyer up-front, and not by all taxpayers in the at a later date.

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**Policy IN-29**

SVC FIS

It shall be a policy of Council to review rates in the Local Improvements By-law on a regular basis.

**Policy IN-30**

SVC FIS

It shall be a policy of Council to require in the Local Improvements By-law that developers install at their own expense all subgrading and installation of all primary and secondary services in new subdivisions; and deed these services and street rights-of-way to the Town after completion

**Policy IN-31**

SVC FIS

It shall be a policy of Council to require in the Local Improvements By-law that the construction of streets and infrastructure in new subdivisions be undertaken by the developer.



**Policy IN-32**

SVC FIS

It shall be a policy of Council to establish in the Local Improvements By-law provisions and costs of services in existing Town street rights-of-way in order to determine costs to service lands on existing public rights-of-way.

**Policy IN-33**

SVC FIS

It shall be a policy of Council to maintain an inventory of all streets in the Town, and develop a long range plan and capital timetable for upgrading of these streets with the provision of concrete curbs, gutters and sidewalks

**13.8.2 Sidewalk Construction Management Policy**

The Town currently maintains 89 kilometres of sidewalks throughout the Town. In some cases this includes sidewalks on both sides of streets and in other cases, just one side of the street. The Town’s current standard requires the installation of sidewalks on both sides of all streets. This has meant that many streets, including local streets with minimal traffic, have sidewalks on both sides. There are also, many instances where busy arterial streets have no sidewalks, or sidewalks on just one side.

While the Town recognizes the benefits of an extensive sidewalk network can have in terms of safety, accessibility, and walkability, Council is also mindful of the significant costs associated with installing and maintaining sidewalks. Council wants to ensure that all streets that need sidewalks, particularly busy arterial and collector streets, have a sidewalk on at least one side. Council also wants to ensure that streets in the urban core, where pedestrian traffic is essential to a vibrant and thriving downtown, have sidewalks on both sides. Ensuring this level of service will take priority over the installation of sidewalks on local streets. This will also be considered when the Town rebuilds or upgrades existing local streets and the decision may be that local streets with two sidewalks may only have one reinstated. To clearly set out the Town’s objectives and priorities with respect to sidewalk construction, it is Council’s intent to develop and adopt a Sidewalk Construction Management Policy.

**Policy IN-34**

SVC ENV ACT

It shall be a policy of Council to develop and adopt a Sidewalk Construction Management Policy to clearly prioritize the provision of sidewalks on collector and arterial streets as well as streets that form part of a potential active transportation network.

**13.8.3 Private Road and Lanes**

The Town of Truro has a long history of development occurring on private lanes and there are several areas of Town where private homes still rely on private roads for access and servicing. These existing situations can create issues when residents on these private lanes expect that these ‘streets’ should be maintained by the Town. While these residents are taxpayers and expect to have access to the same level of service as a resident on a public street, problems arise when typical municipal services such as garbage collection or water and sewer have to be provided over private land.

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At present, there are also developers requesting that they be permitted to create units on private streets. Private roads, which do not have to meet the Town's street construction standards, are viewed by developers as an appealing alternative to building a public street. The Town does not have a clear policy regarding private streets although they are effectively prohibited by the Town's Subdivision By-law which requires that all lots have frontage on a public street.

The development agreement process has, however, allowed the Town to permit situations where lots have been permitted on private roads or driveways, normally as part of a larger multiple unit residential development. This approach has allowed for the creation of large apartment buildings, townhouse units, and even single detached homes to be built on private lanes, usually with complicated servicing agreements to deal with anticipated issues around access and provision of municipal services. Even with these agreements in place, this runs the risk of long term issues, similar to those discussed in at the beginning of this subsection.

Private lanes are also a poor substitute for a public street when it comes to creating connectivity in the street network. They typically do not feature sidewalks and cannot support public transit routes, school bus routes, and narrow private lanes are difficult for garbage trucks and emergency vehicles to safely navigate.

The Town's high standards for street construction undoubtedly increase development costs and it can be argued that this results in higher housing costs, thereby contributing to a housing affordability issue. Private lanes are one way of reducing development costs in the short term, but the long term costs and the drawbacks are considerable. Council is, therefore, not in favour of development on private lanes and will explore other alternatives to help offset development costs.

### Policy IN-35

SVC GOV

It shall be a policy of Council to generally discourage the development of single detached, semi-detached, or townhouse dwelling units that do not have direct independent access to a public street unless Council agrees that:

- a) the development cannot reasonably incorporate a public street due to site constraints such as topography or the shape of the lot;
- b) the development does not substitute a private lane where a public street would have improved connectivity in the Town's street network or other municipal infrastructure;
- c) the proposed dwelling units have agreements in place address matters such as legal access, access to water and sewer services, and other municipal services;
- d) the proposed private lane will not preclude the future development of other lands in the area or necessitate the development of further private lanes to gain access to other lands; and
- e) the proposed private lane has direct access to a public street and does not rely on access over an existing private lane.

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**Policy IN-36**

SVC GOV

It shall be a policy of Council to consider permitting multiple unit residential developments to have access via a private lane or driveway through the development agreement process, and when considering such a proposal, require that acceptable agreements are in place address matters such as legal access, access to water and sewer services, and other municipal services.

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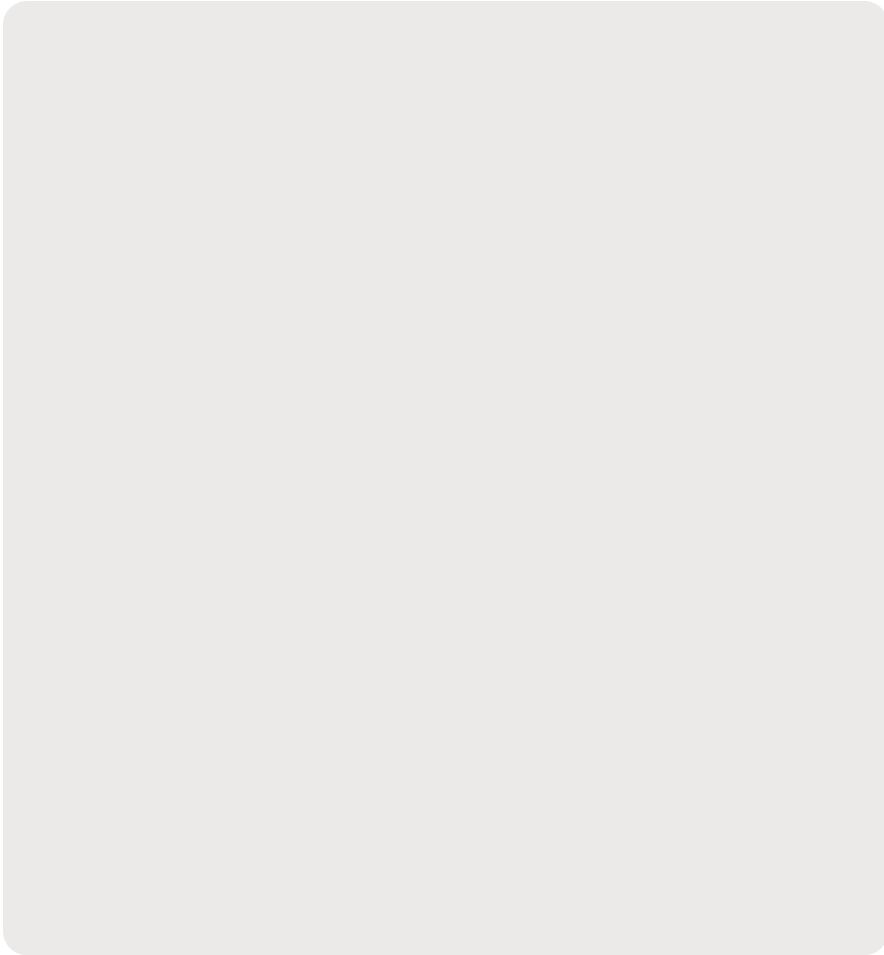
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## 14.1 INTRODUCTION

This Chapter describes how the policies and procedures contained within this Municipal Planning Strategy are carried out by Town Council. It lays out the procedures and application requirements for the different types of planning applications such as development agreements, rezonings, variances, and by-law amendments. This section also explains how amendments to this strategy are to be carried out.



## 14.2 IMPLEMENTATION OBJECTIVES

### 14.2.1 Clear and Consistent Process

Town Council values input from the public, the developer, and Town Staff when considering planning applications. In order to ensure that the planning application process has the benefit of input from each of these groups it is essential to consistently adhere to a clear process where all parties have an understood role that allows their voices to be heard. A confusing planning application process that is not implemented consistently will tend to frustrate attempts by developers and the public to have their say in the process.

#### Policy IM-1

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GOV

It shall be a policy of Council to develop and consistently follow clear application processes for all planning applications.

### 14.2.2 Effective Process

Council wants to ensure that all planning applications are thoroughly reviewed using an evaluation process that is designed to identify potential land use issues and provide a means by which these issues can be addressed. This process must also include a public participation component to uncover any land use issues not identified during the Town's internal evaluation process.

Development applications will be reviewed using detailed evaluative criteria designed to assess how a proposed land use will impact the surrounding community. The evaluative criteria will assess details such as lighting, noise, hours of operation, loss of privacy, and architectural compatibility. Council will take into consideration these impacts when they review a potential development application and rely upon planning staff to provide a detailed assessment of all land use impacts. Council will also assess potential development proposals based on possible issues related to matters such as servicing, traffic, fire protection, policing, building code compliance, heritage preservation, and recreation. Council will rely upon professional advice from the various agencies, committees, departments, and individuals who are qualified to speak to these issues.

Prior to making a decision on a development application, Council will have considered input from all parties, including the public and the developer, and have considered any suggested solutions to potential problems or land use issues. Council will make a decision on a development application based on all this information and incorporate any changes necessary to mitigate any identified land use issues.

#### Policy IM-2

GOV

It shall be a policy of Council to implement development application processes that identify potential land use issues and provide a means by which these issues can be addressed.

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### 14.2.3 Efficient Process

While new development and growth are integral to the long term economic sustainability of the Town of Truro, it is also important that appropriate development controls are in place to ensure that development occurs in an orderly manner that benefits the Town. Although a well planned community is a priority, Council also wants to ensure that the development control process is as streamlined as possible and that decisions on development applications happen in a timely manner.

#### Policy IM-3

GRW PRO GOV

It shall be a policy of Council to adopt efficient development application processes that emphasize the development community's desire for quick decisions on development proposals while upholding Council's primary goal of a well planned and livable community.



### 14.2.4 Fair Process

In order to ensure that the planning process is publicly regarded as an effective forum for the evaluation of development proposals and for implementing the Town's planning policies, it is essential that the planning process is applied in a fair and consistent manner. Failure to adopt a common approach to handle development applications or a failure to hold all proposals to the same standards will undermine the integrity of the Town's planning process. In order to ensure that everyone feels that the Town's planning process works and that their input matters, it is essential that all proposals are treated in a consistent manner and that specific proposals or developers are not singled out or given special treatment.



**Policy IM-4**

GOV

It shall be a policy of Council to implement the development application process in a fair and consistent manner.

**14.2.5 Informed and Engaged Public**

Involving affected residents and other stakeholders in the development process is key to ensuring the best possible development for the community as a whole. Council recognizes that a truly effective planning process engages and informs all interested parties and provides a forum where all planning issues can be considered and resolved.

**Policy IM-5**

GOV COL ENG

It shall be a policy of Council to implement development application processes that engage and inform all interested parties and provide a forum where all planning issues can be considered and resolved.

**Policy IM-6**

GOV COL ENG

It shall be a policy of Council to implement a public participation program that is designed to inform nearby property owners and other stakeholders of development applications within the community and provide interested parties with an opportunity to have their opinions or concerns considered as part of the application process.

**14.2.6 Appropriate Approval Processes**

There are instances where new development proposals fit quite seamlessly into the community and there is little potential for land use conflicts. Rather than subject this type of development to an elaborate application and evaluation process that consumes time and resources, it is Council's intention that development control, such as rezonings and development agreements, only be used where there the potential for land use conflicts is significant. Instead of a lengthy approval process, the Land Use By-law will anticipate this type of development and have site plan approval requirements or zone requirements in place to ensure the proposed use is compatible with surrounding development. This will help to ensure that fairly innocuous development scenarios, such as a dwelling converted for office and professional offices uses in downtown residential areas or commercial uses in an industrial park are handled appropriately in a timely and efficient manner.

**Policy IM-7**

GOV ENG

It shall be a policy of Council to rely upon more rigorous development controls such as rezonings and development agreements where the potential for land use conflicts is significant and adopt regulations in the Land Use By-law to accommodate less contentious development scenarios as-of-right or by site plan approval.

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## 14.3 THE MUNICIPAL GOVERNMENT ACT

### 14.3.1 The Role of the Municipal Government Act

The Municipal Government Act (MGA) is the Provincial Legislation that sets out the regulations that govern planning and development in Nova Scotia. The MGA describes the various methods of development control available to Nova Scotian municipalities for regulating development and land use decisions within their jurisdiction.

### 14.3.2 Application Processes

The Municipal Government Act (MGA) also sets out the process for adopting Municipal Planning Strategies and Land Use By-laws, and the process for amending these documents or for the different types of development control such as development agreements, variances, or site plan approval. The process requirements include minimum public participation and advertising requirements. All of the Town of Truro's planning procedures comply with the minimum process requirements set out in the MGA although the Town does augment the process by adding additional public participation requirements.

### 14.3.3 Appeal Process

Most types of planning applications are subject to appeal to the Nova Scotia Utility and Review Board (NSUARB). The exceptions are variance requests and site plan approval applications which are appealable to Town Council and Municipal Planning Strategy Amendments which are not subject to appeal. The Municipal Government Act (MGA) sets out the appeal procedures associated with the different types of applications.

### 14.3.4 Types of Development Control

The Municipal Government Act (MGA) identifies the various types of development control techniques available to municipalities to regulate and plan for development within their jurisdictions. These include rezonings, development agreements, and site plan approval. The Town of Truro relies upon these tools for the implementation of its planning policies. Site plan approval is being introduced in Truro for the first time as part of this new Community Plan. Site plan approval relies upon the development officer to evaluate development proposals based on their compliance with an predetermined set of objectives that are written out in the planning documents. The benefit of site plan approval is that it does not require a public hearing or a lengthy approval process. The Town will monitor the implementation of site plan approval and evaluate its effectiveness as a regulatory option.

## 14.4 MUNICIPAL PLANNING STRATEGY

### 14.4.1 Role of the Municipal Planning Strategy

The Municipal Planning Strategy (MPS) is the primary policy document which provides a framework for planning and development decisions in the Town. The policies within the MPS are intended to guide the development and management of the Town and to establish policies which address problems and opportunities concerning the development of land. The MPS policies are meant to provide a framework for the environmental, social, and economic development of the Town. Also, the MPS specifies



the programs and actions necessary for implementing the policies of the municipal planning strategy such as: the adoption of a Land Use By-law; setting out the policies that govern development control techniques; setting out public participation requirements; and setting out the procedures and application requirements for development agreements, rezonings and other amendment applications.

#### 14.4.2 Municipal Planning Strategy Amendments

The Town’s Municipal Planning Strategy (MPS) is intended to guide development within the community. The goals outlined in the MPS are meant to work in conjunction with each other and the document is intended to be implemented as a whole. Achieving the goals outlined in the MPS may not be possible if the document is subject to repeated changes. This is not to say that the MPS cannot be changed and there are circumstances when amendments to the MPS may be warranted or required. Council shall only consider amending the plan when it can be demonstrated to Council’s satisfaction that the current planning policies need to be reevaluated.

##### Policy IM-8

RSL GOV

It shall be a policy of Council to consider amendments to the Municipal Planning Strategy when Council determines that the Town’s current planning and development policies need to be amended to:

- a) adequately address a current, evolving, or anticipated land use issue;
- b) comply with the recommendations or conclusions of a study that identifies the need for a policy change;
- c) correct an error or omission; or
- d) comply with Provincial policy or legislation.

#### 14.4.3 Amendment Process

The procedure for amending the Municipal Planning Strategy is the same as the procedure for adopting a Municipal Planning Strategy. Council must pass an amendment by majority vote after holding a properly advertised public hearing as set out in the Municipal Government Act. Any objections received from the public at this meeting must be heard and considered by Council. The amendment is then subject to a review of Provincial interest and possibly to an approval of the Minister of Municipal Affairs and Housing. There is no appeal procedure for Municipal Planning Strategy amendments.

#### 14.4.4 Amendment not Initiated by the Town

A member of the public or a developer may make application for an amendment to the Municipal Planning Strategy (MPS). Amendments will only be considered when Council is satisfied that the request satisfies one of the prerequisites outlined in Policy IM-8. When a Municipal Planning Strategy amendment is requested by a citizen or developer, the Town shall not be required to undertake any required background research and studies. In such a case, the applicant may be required to provide sufficient reason and information in order to support the amendment.

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An application to amend the Municipal Planning Strategy must be submitted to the Town in writing and include a description of the proposed amendment along with an explanation of how the proposed amendment satisfies Policy IM-8. All amendment applications must also include payment of an advertising deposit to cover the costs of any required public participation notification.

**Policy IM-9**

GOV

It shall be a policy of Council to require the applicant to submit sufficient information and reasoning to support any Municipal Planning Strategy amendment request.

**14.4.5 Policy Area Map Amendment**

There are circumstances under which a rezoning may not be considered at all because it would clearly contradict or ignore a policy or policies in the strategy. For such a rezoning to occur, the Policy Area Map must also be amended either before the rezoning or concurrently. A Policy Area Map amendment is subject to Policies IM-8 and IM-9 and Council must be satisfied that there is a demonstrated need to reevaluate the Town's Policy Area Map.

**Policy IM-10**

GOV

It shall be a policy of Council to, subject to Policies IM-8 and IM-9, consider amending the Policy Area Map by changing a parcel's Policy Area designation in order to permit a proposed rezoning. The proposed map amendment and rezoning may be considered concurrently.

**14.4.6 Municipal Planning Strategy Amendment Not Required**

Ideally, a rezoning application is supported by the underlying Policy Area. However, some rezoning applications are not supported by the underlying Policy Area and may not be possible without an amendment to the Policy Area Map.

Amending the Policy Area Map by changing the policy area designation of a property in order to permit a rezoning to a zone supported by the new policy area is not always the best option. Changing the policy area designation of a property within the Downtown Neighbourhood Policy Area to the Urban Corridor of Downtown Core Policy Areas, for instance, may seem like a reasonable request but this change will open up additional development options. Even if the proposed rezoning involves a fairly innocuous land use there is still the potential for future headaches since the General Residential Policy Area and Commercial Policy Area also permit more intensive zones which in turn permit more intensive uses. In these instances it may not be appropriate to amend the Policy Area Map by changing the policy area designation of the property. Alternatively, it may be a better option to rezone the property without changing the underlying policy area designation.

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It is Council's intention that this rezoning option only be applied to lands that abut the Policy Area that supports the zone being requested. It is also Council's intention that this provision not apply in all situations and that certain zones not be eligible for consideration. In other instances, where the proposed land use has the potential to generate conflicts with neighbouring uses, it is more appropriate that these proposals be considered by development agreement. This option will give Council the ability to mitigate any compatibility issues.

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**Policy IM-11**

GOV

Where a property abuts the Urban Growth, Urban Corridor, Downtown Core, or Regional Service Policy Area on the Policy Map, it shall be a policy of Council to consider, by development agreement, development proposals permitted in the abutting Urban Growth, Urban Corridor, Downtown Core, or Regional Service Policy Area or a zone supported by one of those Policy Areas, without requiring a Municipal Planning Strategy amendment.

**Policy IM-12**

GOV

It shall be a policy of Council to not apply Policy IM-11 where the proposed development agreement would:

- a) permit the development of lands within an Environmental or Parks & Open Space Policy Area; or
- b) permit the development of lands within the Downtown Neighbourhood Policy Area.

**Policy IM-13**

ENG ATR GOV

When considering a development agreement application in accordance with Policy IM-11, it shall be a policy of Council to have regard for the evaluative criteria for development agreements found under Policy IM-22.

**14.4.7 Municipal Planning Strategy Review**

When Council deems it appropriate, the Municipal Planning Strategy (MPS) shall be reviewed to ensure that the plan is up-to-date and addresses current development issues within the Town.

**Policy IM-14**

RSL GOV

It shall be a policy of Council to review the Municipal Planning Strategy when warranted by changing circumstances within the community.



## 14.5 LAND USE BY-LAW

### 14.5.1 Role of the Land Use By-law

The Land Use By-law is the principal mechanism by which land use policies in the Municipal Planning Strategy are implemented. It sets out zones, permitted uses and development standards which reflect the policies of the Municipal Planning Strategy. The Zoning Map which forms part of the By-law graphically indicates the zones within the community, each of which has specific written development criteria associated with it. The Land Use By-law is administered by the Development Officer who grants development permits under its regulations.

### 14.5.2 Land Use By-law Amendments

There are two basic types of Land Use By-law amendments: text amendments and map amendments or rezonings. Text amendments involve changes to the actual wording of the land use by-law and this can include: changes to specific requirements such as height limits or minimum setbacks; changes to the list of permitted uses in a zone; changes to the definition of a particular land use; or changes to the wording of a particular clause. Map amendments, or rezonings, involve changing the zoning of a property. Text amendments typically affect clauses and requirements that deal with the entire town and may or may not be directly linked to a specific development proposal. Rezonings are site specific and usually involve a specific development proposal.

The Municipal Government Act (MGA) sets out the basic procedure for amendments to a Land Use By-law. The Town is able to augment the process set out in the MGA and is free to add additional public participation or notification requirements provided the minimum requirements are met. In the MGA, both map amendments and text amendments are subject to the same procedural requirements. The Town, however, wishes to deal with map amendments with a greater degree of scrutiny since these amendments are site specific and typically accompanied by a development proposal. Accordingly, these Planning Documents set out a more detailed evaluation process for map amendments.

### 14.5.3 Text Amendments

A text amendment to the Land Use By-law (LUB) does not involve the rezoning of a property and are typically limited to changes to a particular zone's requirements in order to modify either the site requirements or permitted uses. This amendment affects all properties in that zone. It may be done as an administrative change, or be done at the request of an applicant who wishes to change the zone in order to accommodate a use or site configuration not originally contemplated. No amendment to the Town's Municipal Planning Strategy (MPS) will be required as long as the proposed changes are in keeping with the MPS policies. Provided there is no site specific element to the proposed amendments the evaluation of the proposal need not include any public participation requirements beyond those specified in the Municipal Government Act (MGA) and there is no need to evaluate the proposal using the evaluative for LUB amendments. Council's consideration of a LUB text amendment may be limited to an analysis of the land use planning implications and the conformance with other MPS

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policies. A text amendment application will require that a written request outlining the proposed amendment(s) and stating the reason for the request be submitted to the Town's Planning & Development Services Department. All amendment applications must also include payment of an advertising deposit to cover the costs of any required public notification.

**Policy IM-15**

GOV

It shall be a policy of Council to evaluate text amendments to the Land Use By-law that are not site specific and that do not include a specific development proposal by considering the land use planning implications and conformance with other Municipal Planning Strategy policies. Public participation for these amendments shall be limited to the requirements set out in the Municipal Government Act for Land Use By-law Amendments.

**14.5.4 Rezoning**

A rezoning or map amendment involves the rezoning of a particular property to another zone; usually in order to allow the property to develop to a more intensive use. This type of amendment may substantially alter the type of development and uses which may be permitted on that site. Because this type of amendment may involve a specific property and include a detailed development proposal, there is an opportunity for Council to assess the land use impacts of the proposed development as part of the rezoning application. Council will, therefore, undertake a detailed evaluation of the proposed development prior to making a decision concerning a rezoning application. This detailed assessment will require that the applicant submit a conceptual development plan and details with respect to servicing, stormwater drainage, traffic management, landscaping, and other design elements. To ensure that all potential land use impacts are considered, Council will adopt evaluative criteria that is specifically designed to assess rezoning applications.

In addition to other policies within this Municipal Planning Strategy that enable Council to consider rezoning applications, Council will also consider applications to rezone lands located within a Policy Area to any zone supported by that Policy Area. For example, Council may consider an application to rezone a property in the General Residential (GR) Zone to the Urban Corridor (UC) Zone if the lands to be rezoned are in the Urban Corridor Policy Area, which is the supporting Policy Area for the Urban Corridor (UC) Zone.

**Policy IM-16**

GOV

It shall be a policy of Council consider applications to rezone lands located within a Policy Area to any zone supported by that Policy Area.

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**Policy IM-17**

ENG GOV

It shall be a policy of Council to require the submission of a detailed proposal as part of any rezoning application or amendment application that affects a specific property or properties. Where such a proposal involves dimensional or aesthetic issues, Council may require a written description, a professionally prepared site plan, and graphic representations that are drawn to scale. If required by Council, the graphic proposal must clearly indicate the following;

- a) the location, area, and dimensions of the subject property;
- b) the proposed location, dimensions, height, and proposed use of all buildings;
- c) the means by which the site is to be serviced by sanitary and storm sewers, water, electrical service and other utilities;
- d) the location of any parking stalls, driveways, walkways, lighting, fencing, refuse containers, and snow storage;
- e) landscaping elements including existing and proposed shrubs and trees; and
- f) architectural features where such features are regulated by the planning document.

**14.5.5 Rezoning Application Requirements**

Council requires that a request to rezone a property must be submitted in writing to the Town’s Planning & Development Services Department. The application must include a written description of any related development proposal along with detailed plans with respect to servicing, stormwater drainage, traffic management, landscaping, and other design elements. All amendment applications must also include payment of an advertising deposit to cover the costs of any required public participation notification including newspaper ads and mail outs. By requiring a detailed development proposal, Council, Staff, the Planning Advisory Committee and the public will be able to examine the application more precisely. Where such a proposal involves dimensional or aesthetic issues, it shall also include a professionally prepared graphic representation. Council is aware that there is no legal agreement binding the developer to a proposal submitted as part of rezoning application, but this exercise will help Council evaluate potential land use impacts related to the rezoning request.

**Policy IM-18**

GOV

While a rezoning application must be accompanied by a clear development proposal, there is no legal agreement which requires a landowner to conform to the proposal as presented. It shall be a policy of Council, therefore, to take into account the other potential development scenarios that may be permitted as a result of a proposed zone change when evaluating a rezoning application.

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**Policy IM-19**

ENG GOV

When considering a rezoning application or other Land Use By-law amendment application that includes a specific development proposal it shall be a policy of Council to have regard for the following matters:

- a) compatibility of the proposed land use with adjacent land uses;
- b) compatibility of the development with adjacent structures in terms of height, scale, lot coverage, density, and bulk;
- c) that the proposed development resolves any potential compatibility issues with nearby land uses resulting from lighting, signage, outdoor display, outdoor storage, traffic, vehicle headlights, and noise through appropriate site design, landscaping, buffering and fencing;
- d) the adequacy of sewer services, water services, waste management services and storm water management services;
- e) that the proposal contributes to an orderly and compact development pattern that makes efficient use of existing and new municipal infrastructure;
- f) the adequacy and proximity of schools;
- g) the adequacy and proximity of recreation and community facilities;
- h) the adequacy of the road network in, adjacent to, or leading to the development;
- i) the potential for erosion or for the contamination or sedimentation of watercourses;
- j) environmental impacts such as air and water pollution and soil contamination;
- k) previous uses of the site which may have caused soil or groundwater contamination;
- l) suitability of the site in terms of grades, soil and bedrock conditions, location of watercourses, marshes, swamps or bogs;
- m) the ability of emergency services to respond to an emergency at the location of the proposed development;
- n) that the proposal is in conformance with the intent of this strategy and with the requirements of all other Town By-laws and regulations; and
- o) the financial ability of the Town to absorb any costs relating to the amendment.

**14.5.6 Evaluative Criteria for Rezonings**

Council will evaluate rezoning applications and other site specific Land Use By-law Amendment applications using specific evaluation criteria. The full use of the criteria set out below will ensure that the amendment is in conformity with all policies of this Strategy and will help to ensure that any resulting development has a positive impact on the community. These criteria are to be considered in addition to any applicable criteria found elsewhere in this document and included in the enabling policy for a specific development application. Council recognizes that they have limited ability to require a developer to undertake any of the design elements included in a rezoning application. Nevertheless, Council considers it to be prudent to consider the potential

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land use implications as part of any rezoning application and assumes that developers will generally conform to their submitted proposal. Council is mindful that other development scenarios may be possible under a particular rezoning proposal and all eventualities will be considered as part of a rezoning application.

#### 14.5.7 Appeal Process

The Municipal Government Act (MGA) sets out procedures for appealing a decision of Council regarding a Land Use By-law amendment. Land Use By-law amendments that are required as a result of a Municipal Planning Strategy (MPS) amendment or that are carried out in conjunction with an MPS amendment are not subject to appeal.

## 14.6 DEVELOPMENT AGREEMENTS

### 14.6.1 Development Agreements

A development agreement is a binding legal agreement entered into between the Town and a property owner that are able to address very specific details regarding the design and use of a proposed development. Development agreements are a very useful planning tool since they allow Council to consider the unique opportunities and constraints facing each development proposal on a case-by-case basis. When a development proposal is permitted by development agreement, Council has the ability and discretion to set out a specific set of land use regulations that are catered to the unique circumstances surrounding a given development scenario. With a development agreement, Council is not bound by the zoning and land use regulations that would normally apply as dictated by a property's zoning. This is a significant advantage over rezonings which rely upon the standard zone requirements as set out in the Land Use By-law to regulate a proposed development. With a development agreement Council has the discretion to, as an example, increase a side yard where a proposal abuts a potentially incompatible land use or Council may reduce a yard requirement where any negative impact of the reduction has been mitigated. The use of these agreements gives Council the discretion needed to properly address the concerns of adjacent landowners, and provides the flexibility needed to ensure that new development compliments and enhances the community.

Another other benefit of a development agreement is that it is a legally binding contract and the developer is obligated to conform to the plans that form part of the agreement. A rezoning does not allow this level of development control and even though a detailed proposal may have been included as part of the rezoning application, Council has no ability to require a developer to implement that proposal and the Town's control is limited to the basic zone requirements set out in the Land Use By-law.

Despite the numerous benefits to using development agreements a regulatory tool, when compared to a rezoning the development agreement process requires that developers spend more time and resources finalizing development plans prior to any approvals by the Town. Because of the level of detail incorporated into a development agreement, they tend to require more staff time to evaluate the proposal and more time to prepare a report and recommendation. Also, development agreements can be more cumbersome to administer because each agreement contains a different set of land use regulations.



### 14.6.2 Development Agreement Application Requirements

Council requires that a development agreement application must be submitted in writing or by email to the Town’s Planning & Development Services Department. The application must be submitted by the property owner or an agent of the property owner authorized to act on their behalf. The application shall include a written description of any related development proposal along with professionally prepared detailed plans that illustrate the proposal. All amendment applications must also include payment of an advertising deposit to cover the costs of any required public participation notification including newspaper ads and mail outs. By requiring a detailed development proposal, Council, Staff, the Planning Advisory Committee and the public will be able to conduct a detailed assessment of the application. Council may decide that additional information is required to properly address issues such as traffic impact or architectural design. In these instances, Council may require that this information be submitted for Council’s consideration prior to making a decision or require that the information be submitted as a condition of approval.

#### Policy IM-20

ENG GOV

It shall be a policy of Council to require the submission of a detailed proposal as part of any development agreement application. The proposal shall include any information, materials, or professionally prepared plans required by Council in order to effectively evaluate the submission and may include details such as, but not necessarily be limited to, the following:

- a) the location, area, and dimensions of the subject property based on a survey or location certificate prepared by a licensed surveyor;
- b) elevation drawings of the proposed structure or structures;
- c) the proposed location, dimensions, height, and proposed use of all buildings;
- d) the means by which the site is to be serviced by sanitary and storm sewers, water, electrical service and other utilities;
- e) the proposed location and nature of any outdoor storage or display;
- f) the proposed location, design, and content of any signage;
- g) the proposed location and dimensions of any parking stalls, driveways, and walkways;
- h) the proposed location of any fencing, refuse containers, and snow storage;
- i) the proposed location and type of any exterior lighting;
- j) the proposed location of any outdoor amenity space;
- k) landscaping elements including the type and location of any existing and proposed trees or other vegetation;
- l) architectural features including type of materials;
- m) the location of any watercourses on or near the site;
- n) existing and proposed drainage patterns including any stormwater management measures;
- o) the delineation of any 1:20 and 1:100 flood elevations and a description of any proposed floodproofing measures; and
- p) any proposed phasing of the development.

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**Policy IM-21**

SVC ENV ATR GOV

It shall be a policy of Council to require the submission of additional information to address issues such traffic impact, stormwater management, landscaping, servicing, heritage preservation, and impact on the streetscape where Council considers this information to be pertinent to the development process. This information may be required prior to Council’s approval or as a condition of approval and required prior to issuance of any development permit.

**14.6.3 Evaluative Criteria for Development Agreements**

Council will evaluate development agreement applications using specific evaluation criteria. The full use of the criteria set out below will ensure that the resulting development is in conformity with all policies of this Strategy and will help to ensure that the proposal has a positive impact on the community. These criteria are to be considered in addition to any applicable criteria found elsewhere in this document and included in the enabling policy for a specific development application.

**Policy IM-22**

FIS ENV SVC ATR GOV

When considering a development agreement application it shall be a policy of Council to have regard for the following matters:

- a) compatibility of the proposed land use with adjacent land uses;
- b) compatibility of the development with adjacent structures in terms of height, scale, lot coverage, density, and bulk;
- c) compatibility of the development with adjacent properties in terms of lighting, signage, outdoor display, outdoor storage, traffic, vehicle headlights, and noise;
- d) the adequacy of sewer services, water services, waste management services and storm water management services;
- e) that the proposal contributes to an orderly and compact development pattern that makes efficient use of existing and new municipal infrastructure and services;
- f) the adequacy and proximity of schools;
- g) the adequacy and proximity of recreation and community facilities;
- h) the adequacy of the road network in, and adjacent to, or leading to the development;
- i) the potential for the contamination or sedimentation of watercourses or for erosion;
- j) environmental impacts such as air and water pollution and soil contamination;
- k) previous uses of the site which may have caused soil or groundwater contamination;
- l) suitability of the site in terms of grades, soil and bedrock conditions, location of watercourses, marshes, swamps or bogs;

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- m) the application of sustainable and energy efficient design principles;
- n) the ability of emergency services to respond to an emergency at the location of the proposed development;
- o) that the proposal conforms with the intent of this strategy and with the requirements of Town By-laws and regulations other than the Land Use By-law; and
- p) the financial ability of the Town to absorb any costs relating to the development.

**Policy IM-23**

GOV SEC

Where a structure proposed as part of a development agreement application raises concerns with respect to compliance with the National Building Code, it shall be a policy of Council to require that the applicant submit conceptual building plans for review by the Town's Building Inspector.

**14.6.4 Land Use and Subdivision By-laws Superseded**

Where the Municipal Planning Strategy provides, certain types of development and classes of land use are permitted by development agreement. A development agreement is a binding legal agreement entered into between the Town and a property owner that are able to address very specific details regarding the design and use of a proposed development. The terms of a development agreement supersede the Town's Land Use and Subdivision By-laws, although where terms of a development agreement do not address a land use or subdivision matter (i.e. the agreement is silent on a specific issue) the Land Use or Subdivision By-law will typically apply.

When a development proposal is permitted by development agreement, Council is not bound by the zoning, subdivision, and land use regulations that would normally apply based on a property's zoning. While strict adherence to regulations would defeat the purpose of having development agreements, Council may not wish to entirely dismiss the land use regulations that would normally apply. These regulations may provide some guidance when evaluating a new development proposal and dealing with compatibility issues such as those related to land use and architectural design. Council, therefore, wants the option to take into consideration a proposal's conformance with any land use regulations and zoning requirements that would apply to as-of-right development within the zone or zones in which the proposed development is situated. This does not mean that Council wishes all development to adhere to the normal as-of-right land use regulations, only that they should serve as a reference.

It is not Council's intention that its evaluation of a development proposal necessarily include an assessment of the proposal's conformance with all land use regulations and zoning requirements that would apply to as-of-right development within the zone or zones in which the proposed development is situated. It is Council's intention that its evaluation include only those land use regulations and zoning requirements that are directly related to an identified land use issue associated with a proposed development.

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**Policy IM-24**

GOV

It shall be a policy of Council, when evaluating a development agreement application, to have regard for any land use regulations and zoning requirements that apply to as-of-right developments in the zone or zones in which the proposed development is situated. Council shall only have regard for those land use regulations and zoning requirements that they believe are directly related to an identified land use issue associated with the proposed development.

**14.6.5 Appeal Process**

The Municipal Government Act (MGA) sets out procedures for appealing a decision of Council regarding a development agreement application.

**14.7 CONCURRENT APPLICATIONS**

**14.7.1 Applications May be Considered Concurrently**

There are going to be instances where a development proposal will not be permitted under the current Municipal Planning Strategy (MPS) and Land Use By-law (LUB). This does not necessarily mean that there are no other options for proceeding with the proposal. In most cases, however, the MPS amendment only establishes the enabling policy which allows Council to consider the proposed development through a rezoning or development agreement application process.

A development proposal that requires both an amendment to the MPS and a rezoning or development agreement would require a lengthy approval process if they were handled separately; with the rezoning or development agreement application process commencing only after the enabling MPS policy is put into place. In order to ensure that these proposals are handled in a timely manner, it is desirable to process an MPS amendment and a related rezoning or development agreement concurrently. The public participation, advertising, hearings and reports could all include both the amendment and the rezoning or agreement. The only matter that must be handled separately would be the motion of Council to approve the rezoning or enter into an agreement; this would have to be delayed until after the Province has reviewed and accepted the proposed amendment. A development proposal that requires an MPS amendment to enable a rezoning that is required to allow consideration of a development agreement may also be considered concurrently.

**Policy IM-25**

GOV

It shall be a policy of Council to consider an amendment to the Municipal Planning Strategy concurrently with a Land Use By-law amendment or development agreement application where the Municipal Planning Strategy amendment is required to enable the Land Use By-law amendment and/or development agreement application.

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## 14.8 SITE PLAN APPROVAL

### 14.8.1 Development by Site Plan Approval

Site plan approval relies upon the development officer to evaluate development proposals based on their compliance with an predetermined set of objectives that are written out in the planning documents. The benefit of site plan approval is that it provides the Town with some discretion over details of a development proposal but it does not require a public hearing or a lengthy approval process. Enabling policies that identify the classes of development that are subject to site plan approval are set out in the relevant sections of this Municipal Planning Strategy. The Land Use By-law is organized into chapters, generally each chapter representing a land use zone. Where a class of use is permitted by site plan approval or a site plan approval areas is identified, this will be set out in the relevant chapter of the Land Use By-law. Each chapter will also contain the site plan approval criteria used by the Development Officer to evaluate a site plan approval application.

#### Policy IM-26

GOV

It shall be a policy of Council to identify in the Land Use By-law the classes of use that are subject to site plan approval, identify the areas or zones where site plan approval will apply, and set out the approval criteria the Development Officer will use to evaluate a site plan approval application.

### 14.8.2 Site Plan Approval Process

The Town will process site plan approval applications in accordance with the requirements set out in Section 232 of the Municipal Government Act. The Act sets out the application process and the public notification requirements that the Town will implement for a site plan approval application.

#### Policy IM-27

GOV

It shall be a policy of Council to process site plan approval applications in accordance with the requirements set out in Section 232 of the Municipal Government Act.

## 14.9 SUBMISSION REQUIREMENTS

### 14.9.1 Application Fee

The Town of Truro recognizes that there are significant costs associated with preparing plans and graphics as part of a development application and the Town would prefer to not add to the cost of submitting an application by charging an administration fee. Council wants to ensure that planning process is accessible to small businesses and individual property owners and that the cost of making application is not a disincentive to new development. There is, however, a significant cost involved in the Town's

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prescribed public participation process and the Town plans to offset these costs by charging an application fee to cover costs such as newspaper advertisements, postage for mailing out notification to area residents, and registration of any development agreements. The amount charged is to reflect these costs only and the intent is not to collect any service or processing fee.

**Policy IM-28**

FIS

It shall be a policy of Council to charge an administration fee for an application to amend the Municipal Planning Strategy or Land Use By-law, an application to enter into a development agreement, or an application for site plan approval. The intent of this charge is to offset costs associated with newspaper advertisements, postage for mailing out notification to area residents, and registration of any development agreements.

**14.9.2 Plans**

Where detailed plans are required in relation to a development application, all drawings shall conform to a standard format and level of quality that will allow for plans to be reproduced, scanned, and incorporated into presentation quality reports and digital presentations for Council, various committees, and any public meetings. Detailed engineering drawings such as stormwater management plans or servicing plans shall be submitted in a format that is acceptable to the Director of Engineering and Public Works.

**Policy IM-29**

GOV

Where site plans, floor plans, or elevation drawings are required in relation to a development application, it shall be a policy of Council to require that all plans conform to the following requirements:

- a) plans shall be of a professional quality;
- b) all text and numerals shall be clear and legible;
- c) plans shall be drawn or plotted to scale;
- d) plans shall have the scale indicated on the plan as a bar or graphical scale;
- e) paper copies of plans shall be drawn or plotted on paper no larger than 28 x 43 cm (11 x 17 inches);
- f) digital copies of plans shall be suitable for plotting on paper no larger than 28 x 43 cm (11 x 17 inches); and
- g) digital copies of plans shall be submitted in a digital format that can be opened and plotted by Planning & Development Services.

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**Policy IM-30**

SVC GOV

It shall be a policy of Council to require that all engineering drawings such as stormwater management plans or servicing plans required in conjunction with a development proposal shall be submitted in a format that is acceptable to the Director of Engineering and Public Works.

**14.9.3 Complete Application**

In order for an application to be considered complete, it must include all the prescribed information, plans, and materials outlined in this Chapter along with an application and payment of the required administration fee. An incomplete application will not be processed.

**Policy IM-31**

GOV

It shall be a policy of Council to only consider an application to be complete when all the prescribed information, plans, and materials required by Council, the Planning Advisory Committee, or Planning & Development Services Staff have been received. An incomplete application will not be considered by Council or the Planning Advisory Committee.

**14.10 PUBLIC PARTICIPATION**

**14.10.1 Public Participation Requirements**

The Town will process all applications for an amendment to the Town’s Municipal Strategy in accordance with the public participation requirements set out in the Municipal Government Act (MGA). The Town will, in addition to the public notification requirements described in the MGA, also require the notification of assessed owners that may be affected by any site specific development proposal related to a proposed amendment application. Any other planning approvals, such as a development agreement or rezoning, required related to a development enabled by a Municipal Planning Strategy amendment will be subject to any additional application procedures and notification requirements that apply to that type of planning approval.

Municipalities are permitted to adopt their own public notification program in addition to the minimum requirements set out in the MGA. Council values public engagement and wishes to make every effort to involve its citizens in the development application process. Accordingly, the Town has expanded the requirements set out in the MGA for any site specific amendment applications, rezoning applications, and development agreement applications

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**Policy IM-32**

GOV ENG

When considering the adoption of a new Municipal Planning Strategy (MPS) or amendments to an existing MPS, it shall be a policy of Council to, in addition to the minimum public notification and public hearing requirements set out in the Municipal Government Act, also undertake the following at least two weeks prior to publication of the first notice of a public hearing to consider a proposed MPS or amendment to an existing MPS:

- a) post on the Town’s website the following:
  - i) notification of the proposed policy or policy changes;
  - ii) instructions on how to obtain a copy of the proposed policy or policy changes;
  - iii) a telephone number, email, or address to contact for more information; and
  - iv) instructions on how to provide feedback to Council, Planning Staff, or Planning Advisory Committee members; and
- b) hold at least one advertised public information meeting to present the proposed policy or policy changes and to receive feedback on the proposed policy or policy changes.

**Policy IM-33**

COL ENG

It shall be a policy of Council to adopt a public engagement process for site specific amendment applications that expands upon the minimum public participation requirements in Policy IM-322 and makes every reasonable effort to engage area residents in the development application process.

**14.10.2 The Public Engagement Program**

Since 2005, the Town has been implementing its own public engagement program that has gone beyond the minimum public participation requirements set out in the Municipal Government Act. The Town’s public engagement program has evolved over the past eighteen years, not only to take advantage of changing technology but also to increase engagement and better inform the public about the planning process.

Council is mindful of the need to ensure that development applications are processed in a timely manner and recognize that both developer’s and citizens deserve to have planning decisions resolved without having to endure lengthy periods of uncertainty. Council also wants to ensure that development proposals are thoroughly reviewed and that there is opportunity for public, Planning Advisory Committee Members, Councillors, and Town Staff to have input on the proposed design as well work with developers on refining their proposal to address any concerns. The Town’s Public Engagement Process is designed to balance the need to carefully evaluate development proposals and address issues with the need to have decisions made in a timely manner.

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The Town's Public Engagement Program for site specific amendment applications, rezoning applications, and development agreement applications is comprised several steps and involves three meetings on the Town's Planning Advisory Committee (PAC) as well as a public hearing of Council.

The process begins with a notice of the preliminary application posted on the Town's website. Planning Staff then prepare an application summary, which is posted on the website and then presented to at an initial PAC meeting. At this meeting, initial feedback is provided to the developer and the developer has the option of revising their proposal. The application then proceeds to a second PAC meeting which is advertised on the Town's website and social media platforms. At this meeting, the public are invited to comment and provide feedback to the developer and the developer again has the opportunity to revise their proposal. Following this meeting, notice is sent to assessed property owners within 150 m of the subject property. This notice provides details on how to access more information about the development, details about the next meeting, and instructions on how to access an on-line survey about the proposal. A development application notice is posted on the subject property and updated details about the application along with the on-line survey are posted on the Town's website and social media. At this point, staff typically conduct a full analysis of the proposal based on the Town's planning policies and prepare a Staff Report outlining their assessment of the proposal. This report is posted on the Town's website and presented at a third PAC meeting.

Public survey results are presented to PAC at this time. Once again, the public, Town Staff, and Planning Committee members provide feedback on the proposal and the developer has the opportunity to revise their proposal to address any concerns. PAC then makes their recommendation to Council and a public hearing is typically scheduled at this time. This concludes PAC's review of the proposal.

At this point, the application is expected to proceed to the public hearing stage. Updated information and a public hearing notice are posted on the Town's website and social media platforms. Planning Staff then prepare a final report and recommendation on the updated proposal. Council holds an advertised public hearing where Staff present their recommendation. Public are again given opportunity to speak or make written submissions. Public survey results and comments provided to Council. Following the public hearing, Council makes a decision on the proposal. Notice of Council's decision is advertised in the newspaper and posted on the Town's website. Council's decision is appealable to the Nova Scotia Utility and Review Board.

The process outlined above is referred to as the expanded application process. This is the process used for most applications. PAC will occasionally opt for the short process, usually when there is an simple application that is unlikely to generate much public interest. The short process eliminates the third PAC meeting. In this scenario, PAC receives a report and recommendation from Staff at their second meeting and they typically render a decision without receiving results of the public survey.

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**Policy IM-34**

COL ENG

It shall be a policy of Council to adopt a public engagement process for site specific planning applications such as rezonings or development agreements, that expands upon the minimum public participation requirements in the Municipal Government Act and makes every reasonable effort to engage area residents in the development application process.

**Policy IM-35**

COL GOV ENG

In addition to the public process outlined in the Municipal Government Act, it shall be a policy of Council to require that all applications for a development agreement, Land Use By-law amendment, or Municipal Planning Strategy amendment that involve a specific property adhere to the following public participation program:

- a) the Town will provide a sign or signs that the applicant will be responsible for posting and maintaining on the subject property;
- b) the sign(s) shall be posted in a location that is clearly visible from the street;
- c) the sign(s) shall be posted at least 14 days prior to any public hearing;
- d) the sign(s) shall contain the following information:
  - i) the civic address of the subject property;
  - ii) the name of the applicant;
  - iii) a description of the proposed development including, where applicable, proposed use, ground floor area, number of units, and building height; and
  - iv) a telephone number, email, or website that can be used to obtain more information about the proposal;
- e) the Town will mail out a information package to all property owners within 150 metres (492.1 feet) of the subject property that includes:
  - i) the location of the proposed development;
  - ii) a description of the proposed development;
  - iii) the name of the applicant;
  - iv) the time, date, and location of any public meeting concerning the proposed development;
  - v) instructions on how to obtain more information about the application including a contact email, a telephone number, and website; and
  - vi) instructions on how to access a public opinion survey about the proposed development;
- f) the Town will regularly post information about the proposed development on the Town's website and social media platforms and regularly update this information; and
- g) the Town will make a public opinion survey regarding the proposal available on the Town's website.

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### 14.10.3 The Public Participation Survey Results

The public participation survey responses concerning a proposed development or amendment are reviewed and tabulated by planning staff. The results are presented to Council at the relevant public hearing as part of the final staff report prepared by planning staff. Issues and concerns identified by the public may be taken into consideration by Council, Town Staff and the developer to improve any development proposal or mitigate potential conflicts.

The survey form includes a field for the name and address of the respondent but this information is only used to ensure that the respondent owns property within the prescribed mail out area and to ensure that multiple responses are only calculated where appropriate. Individual responses are confidential and are not to be made available to the public unless any information that can be used to identify the respondent has been removed.

#### Policy IM-36

ENG

It shall be a policy of Council to have Planning & Development Services Staff prepare a summary of the public participation survey results for their consideration at the public hearing.

#### Policy IM-37

ENG

GOV

It shall be a policy of Council to ensure that all individual survey responses remain confidential and to only release the responses to the public where all information that could be used to identify individual respondents has been redacted.

#### Policy IM-38

ENG

GOV

It shall be a policy of Council to allow comments and concerns expressed in the public participation survey to be used to identify and mitigate potential land use issues related to a proposed development.

### 14.10.4 Planning Reports to be Made Public

Staff reports and recommendations prepared by Planning & Development Services for Council or a Committee of Council are not public information until they are presented to Council or the Committee of Council. Copies of other information concerning a development proposal such as a site plan or servicing plans or other information included as part of a planning application are available to the public. Payment may be required to cover the cost of reproducing large plans.

#### Policy IM-39

GOV

It shall be a policy of Council to only allow the public release of Staff reports and recommendations prepared by Planning & Development Services for Council or a Committee of Council at the relevant Council meeting, public hearing, or committee meeting.

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### 14.10.5 Public Information Meeting

Occasionally the Town is faced with a development or amendment application where there is a great deal of public opposition or concern. There have been instances where these concerns are based on a lack of information or misinformation. In these situations it is often beneficial for the Town to hold an advertised public information meeting where the proposed development or amendment is discussed in detail and the public are given the opportunity to ask questions and voice their concerns. These information meetings are to be held in advance of the public hearing.

#### Policy IM-40

ENG

It shall be a policy of Council to consider scheduling an evening public hearing and to consider holding an advertised public information meeting where there is a great deal of public opposition or concern regarding a development proposal or amendment application. Any costs associated with advertising these meetings shall be the responsibility of the applicant.

## 14.11 REGIONAL CONSULTATION

### 14.11.1 Engaging with Regional Partners

The Truro-Colchester region is comprised of different stakeholders at the local government level and the Town recognizes that the interests of all residents in this region are best served when these different groups work together. The Town's immediate neighbours include Colchester County, the Village of Bible Hill, and Millbrook First Nation. The Town's land use decisions and policies can have far-reaching implications, some of which can extend beyond the Town's boundaries and potentially impact our immediate neighbours. Likewise, land use policy decisions by the Town's neighbours can have an impact on the residents of Truro and our ability to achieve our community goals. Coordinating land use planning policies and goals is key to regional projects such as transportation planning, public transit, and active transportation. In an effort to ensure that the Town's planning policies work in concert with those of our neighbours, Council wishes to engage with our regional partners when land use policies are developed. Council intends for this engagement to take place as part of the overall stakeholder/community consultation process that is part of any Municipal Planning Strategy (MPS) amendment or process to adopt a new MPS.

#### Policy IM-41

COL ENG

It shall be a policy of Council to work with neighbouring local government bodies to develop a forum where each community can share and coordinate their future development plans and community goals.



### 14.11.2 Consultation with Millbrook First Nation

A large portion of Millbrook First Nation is located within the municipal boundaries of the Town of Truro. First Nation lands are not, however, subject to the Town’s land use policies and regulations and development within Millbrook is not regulated by the Town. The nature of this relationship highlights the need to coordinate land use policy decisions and future development plans in both jurisdictions. Council is interested in improving how the Town engages Millbrook citizens and the Band Council in the Town’s municipal planning process, both in terms of drafting policy and regulations and also when dealing with development applications. The Town is also interested in learning more about Millbrook’s long term growth plans so that the Town can align its planning policies with those of Millbrook. It is hoped that establishing a forum for the open exchange of ideas around land use planning will promote integrated and coordinating planning for Truro and Millbrook.

#### Policy IM-42

COL ENG

It shall be a policy of Council to work with Millbrook First Nation to develop a forum where each communities’ goals and policies concerning future growth can be discussed and efforts can be made to better integrate and coordinate future development plans.

#### Policy IM-43

COL ENG

It shall be a policy of Council to provide written notice to Millbrook First Nation of any development agreement, rezoning, or amendment application that impacts lands within 300.0 m (984.3 ft) of Millbrook First Nation. Notice shall be given 30 days prior to the Planning Advisory Committee making any decision on the proposed development agreement, rezoning, or amendment application.

### 14.11.3 Consultation with Colchester County

The Town of Truro is surrounded by the Municipality of the County of Colchester and there are many instances where development has occurred and is expected to continue to occur immediately adjacent to the municipal boundary. The proximity of development to the municipal boundary means that development in either jurisdiction has the potential to negatively impact the neighbouring community. Council is, therefore, interested in exploring opportunities to create a forum where the Town and the County can notify each other and seek input about development proposals along their shared boundary. It is hoped that such a forum would also be an opportunity to coordinate policies and plans regarding transit, transportation, active transportation, and infrastructure. Town Council is also interested in coordinating land use planning policies and regulations in areas abutting the municipal boundary. This will help minimize the risk of land use conflicts.

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Until such time as a forum is agreed upon for engaging and consulting each other on municipal planning issues and development applications, Council intends to reach out to the County whenever major planning policy changes are under consideration and invite comments on any proposed policy or policy changes. Accordingly, the Town intends to provide Colchester County with written notification of any proposed policy or policy change. In order to give the County sufficient time to review and provide meaningful feedback on the proposed policy changes, the Town will provide written notice and supporting information as part of its public participation program.

**Policy IM-44**

COL ENG

It shall be a policy of Council to provide the County of Colchester with written notice of any proposed Municipal Planning Strategy (MPS) or MPS amendment that involves lands abutting or within 300.0 m (984.3 ft) of the County of Colchester.

**Policy IM-45**

COL ENG

Written notice required in accordance with Policy IM-44 shall:

- a) include an invitation to provide comments or submissions on the proposed Municipal Planning Strategy (MPS) or MPS amendment; and
- b) be mailed to the County of Colchester at least two weeks prior to Council giving first reading of the proposed Municipal Planning Strategy (MPS) or MPS amendment.

**Policy IM-46**

COL ENG

It shall be a policy of Council to consider comments or submissions from the County of Colchester on any proposed Municipal Planning Strategy (MPS) or MPS amendment prior to publication of the first notice of a public hearing on the proposed MPS or MPS amendment.

**Policy IM-47**

FIS SVC RSL HOU ENV COL

It shall be a policy of Council to consider how any proposed Municipal Planning Strategy (MPS) or MPS amendment will impact the ability of both the Town of Truro and the County of Colchester to collectively or individually comply with the Statements of Provincial Interest.

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## 14.12 VARIANCE

### 14.12.1 Provision for Granting Variances

Council recognizes that there may be instances where a proposed development is a bit too big, a bit too close to a property line or otherwise falls just short of meeting a particular land use regulation. In many of these instances, a slight relaxation of the applicable requirements would allow the development to proceed and likely have a negligible impact in terms of land use impacts or the appearance of the proposed development. Council is prepared to support minor variations from land use regulations provided the variation does not violate the intent of the Town’s Community Plan.

The Municipal Government Act anticipates the need for some degree of flexibility when administering land use regulations and there is provision in the Act to allow municipalities to grant variances in certain circumstances. In order to ensure that new growth and development is not needlessly and unduly restricted, Council wishes to take advantage of the provisions of the MGA and enable the Town’s Development Officer to grant variances. This ability to grant variances will also apply to development agreements where provided for in the agreement.

#### Policy IM-48

GOV

It shall be a policy of Council to permit the Development Officer to grant variances from the requirements of the Town’s Land Use By-law or a development agreement, where provided for in the agreement, in accordance with the variance provisions set out Section 235 of the Municipal Government Act .

#### Policy IM-49

GOV

It shall be a policy of Council to process variance applications in accordance with the requirements set out in Section 236 of the Municipal Government Act.

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