



# Special Committee of the Whole (292 Main Street)

November 14, 2023

5:30pm

Council Chambers

## Agenda

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### 1. **Approval of Agenda**

### 2. **Public Input / Question Period**

**PLEASE NOTE:**

- Public Participation is limited to 30 minutes
- Each Person is limited to 3 minutes and may return to speak once, for 1 minute, if time permits within the total 30-minute period
- Questions or comments are to be directed to the Chair
- Comments and questions that relate to personnel, current or potential litigation issues, or planning issues for which a public hearing has already occurred, but no decision has been made by Council, will not be answered.

### 3. **Development Agreement Amendments - 292 Main Street**

- a. Staff Introduction of Topic
- b. Kevin Gildart Presentation

### 4. **Public Input / Question Period**

### 5. **Regular Meeting Adjourned**

**UPDATED REQUEST FOR DECISION 063-2023**

Title: 292 Main Street Development Agreement Amendment  
Date: 2023-11-14 **updated Friday, November 10, 2023**  
Department: Planning & Economic Development

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## SUMMARY

### 292 Main Street – Development Agreement Amendment #2

292 Main Street is seeking an amendment to their development agreement approved in 2019. The requested amendments require the approval of Council (a Development Agreement is a contract between the Town Council and a Developer). The 292 Main Street development file has been active since 2017 when the Developer first began discussions with the Town on redeveloping the site.

As all are aware, piles have been installed on the site, but detailed building design issues and costing has led the project to be halted and is now back at Council to consider changes to what was approved in 2019. The expectation would be that if the changes are approved – the project will move forward in a timely manner. The site, as it stands as a construction site, is not a welcoming entry into our downtown core.

The main amendments/changes proposed by the Developer are 1) moving the public rooftop amenity to the 2<sup>nd</sup> floor – thereby eliminating the 5<sup>th</sup> floor enclosed space (making it a 4-storey building as per the Land Use By-law); 2) removing the building step back along Main Street to maintain 60 residential units and make up for the inclusion of the viewing room on the 2<sup>nd</sup> floor; 3) adding decks to units to provide residents additional outdoor amenity space; and 4) extending the timing and completion date.

The project was approved under the previous planning documents. This report provides background, context, and analysis for Council to make a decision. To aid Council in considering the amendment request, Staff have sought feedback on the amendments from members of the Planning Advisory Committee (PAC) and the Design Review Committee (DRC) on November 9<sup>th</sup>, 2023. The comments of the PAC and DRC will have been compiled for Council to consider and are now included as Attachment 1. The amendments will be considered by Council on November 14<sup>th</sup> at a Special Committee of the Whole meeting. A public hearing will be required before a decision is made by Council (date TBD).

A rendering of the proposed building with the amendments (below to the left) and the approved building from 2019 (below to the right) are shown here:



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### **DRAFT MOTION:**

For November 14<sup>th</sup>, 2023 Special Committee of the Whole:

That Committee of the Whole (Council) move the proposed 292 Main Street Development Agreement amendments to a Public Hearing and decision.

### **1) CAO COMMENTS**

The CAO supports the recommendations of staff.

### **2) LEGISLATIVE AUTHORITY**

The *Municipal Government Act* (MGA) provides the Town Authority to control land uses, create planning documents and enter into Development Agreements. This project is unique as it was approved under the previous planning documents, and we are now using new (2020) documents to regulate and guide development in the Town.

### **3) STAFF RECOMMENDATION**

This project is consistent with the intent our current Municipal Planning Strategy (2020) but was approved under our previous planning documents. Various Staff members have spent time on this file going back to 2017.

Generally, Staff are recommending the approval of the amendments. After receiving feedback from the Design Review Committee (DRC) and the Planning Advisory Committee (PAC) there are a number of details to be resolved and updated drawings and DA clauses will be required, subject to direction from Council. The Developer is updating drawings to respond to the comments of the DRC/PAC members and will present an updated set on November 14.

This building adds value to our Main Street, provides additional commercial space, and most importantly adds 60 dwelling units to enhance our housing supply.

### **4) REFERENCES AND ATTACHMENTS**

Attached

1. DRC and PAC meeting feedback summary (Thursday, November 9, 2023)
2. 292 Main Street DA amendment – renderings and drawing package (as presented to DRC and PAC Nov. 9, 2023)
3. 292 Main Street – DRAFT Amending Agreement #2

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4. 2017-2019 Reports and Approved Development Agreement Package
5. Wolfville Housing Needs Assessment Report 2023

### Reference

1. 292 Main Street Timing Extension approval (July 2022). Found [here](#).
2. Wolfville Planning Documents (2020)
  - o Municipal Planning Strategy (MPS)
  - o Land Use By-law (LUB)

## 5) DISCUSSION

### Background / Process to get here

Attached to this report is the package (including the PAC report), for the original Development Agreement approval in June of 2019. The project timing was amended (non-substantive amendment) by Council in July of 2022, “amendment No. 1” – that report is also referenced above for Council’s benefit.

The majority of the project outcomes and key metrics from the original approval are staying the same; however, changes to the design are being sought because of cost realities and building code issues.

### Building Inspections Process

- The initial proposal for a rooftop assembly occupancy (conceived of as a commercial use e.g. coffee shop early in the process) in a wood framed (combustible) building was not deemed acceptable under the National Building Code by the Town’s Building Official (authority having jurisdiction). The Building was then redesigned to be constructed with non-combustible materials (concrete and steel); however, a key driver to the DA amendment application is that the applicant is now looking to go back to a wood (combustible) building method as the cost realities for the project dictate viability.
- Since the DA approval, 292 had proceeded with a 3-stage building permit (3 applications) and had secured development and building permits for the pile/foundation work and podium. Our Staff had approved a permit for the podium level. A full permit application review was ongoing for the storeys above the podium; however, this has halted with the change in approach/DA amendment and Staff are recommending a withdraw of the existing podium and upper storey application and revised plans would be reviewed based on the DA amendment decision now being considered.

### Proposed Amendments

Staff have taken the Development Agreement drawings that were approved in 2019 and shown them here compared to the amended/updated drawing package.



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The Main Street (south) elevation is shown first, below. The addition of the decks on the front of the building provides some additional variety in the rhythm of the façade as you move from east-west along Main Street. The commercial spaces have been more defined and provide significant opportunity for 2 new businesses. The 5<sup>th</sup> floor area has been removed and the rooftop is now just the elevator shaft and staircases. The approved drawings had a building step back at the 3<sup>rd</sup> storey along Main Street that is proposed to be removed but the sunshade at the 3<sup>rd</sup> storey remains. The overall building height has increased but is consistent with the Land Use By-law requirements. Taken as a whole, Staff feel the elevation of the building along Main Street has been improved with the proposed amendments.

DA drawing



South Elevation (Main Street)

Proposed



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Rendering of the building along Main Street, with proposed amendments, is shown here:



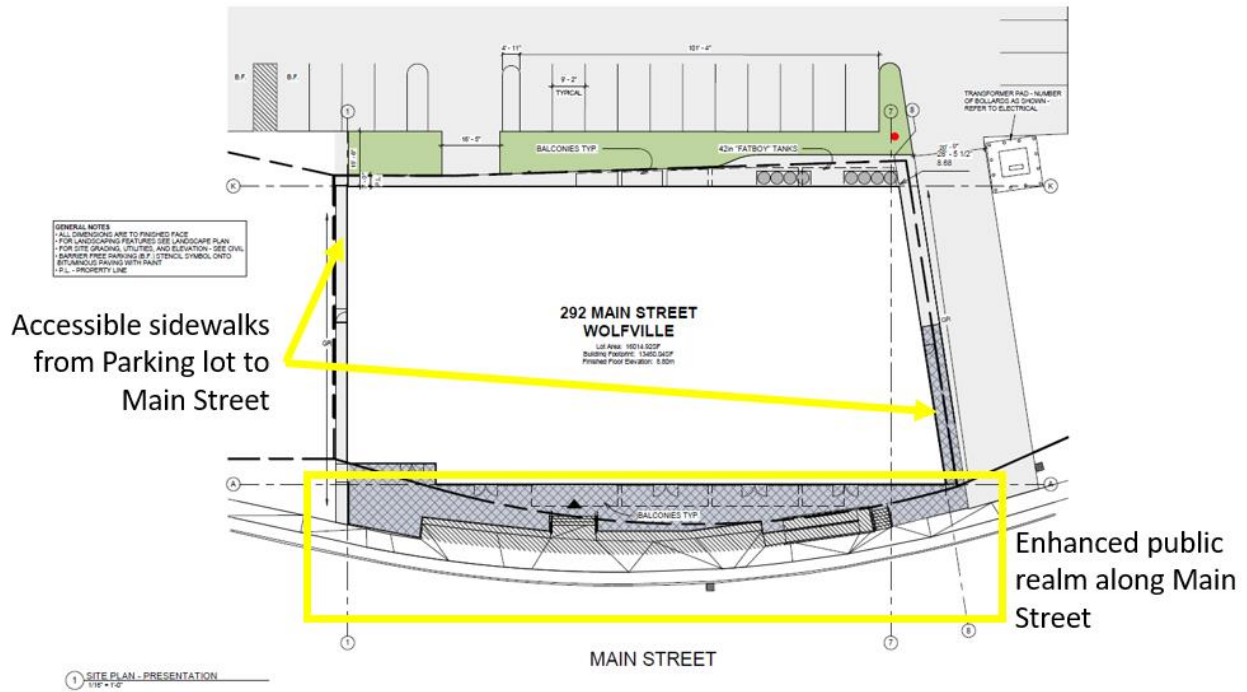
The front entry area – including improvements in the right-of-way – are shown on the site plan included below and can be seen rendered above). This is a key aspect of the public benefit being provided by this development and should enhance the accessibility, street life, sitting areas and activity in the East End. This will require a detailed landscape plan. There was feedback on this aspect at the DRC/PAC discussion and at the November 14<sup>th</sup> meeting, updated details will be provided by the project Architect.

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The east elevation is shown next, below. It is a key view and gateway to our downtown core. There are no substantive changes proposed to this elevation. The vines / green wall is still proposed to be carried out. Not having a building step back at the 3<sup>rd</sup> storey changes this view of the building. The Developer has included in the updated drawings their signage plan as well. A lot of discussion, concern and feedback was generated on this elevation from the DRC/PAC members (see attachment 1). The project Architect will be providing an updated east elevation for the November 14<sup>th</sup> meeting.

**UPDATED REQUEST FOR DECISION 063-2023**

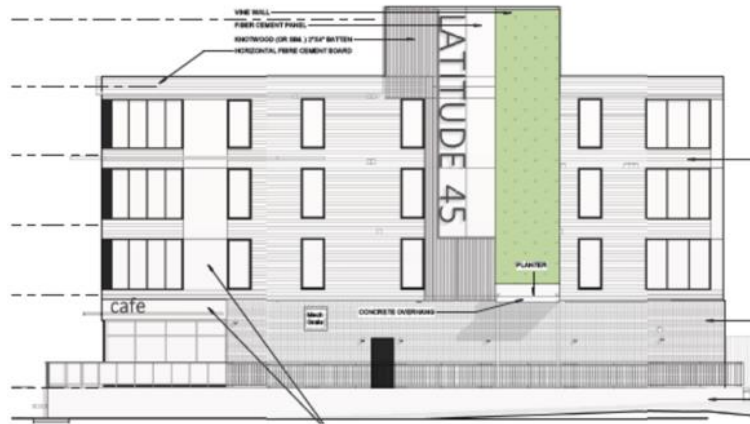
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Proposed



East Elevation

DA drawing



The West elevation is shown next, below – this is the view on display as one is exiting our downtown core moving to the east/toward Grand Pre. This elevation has not changed substantially. Additional detail is shown, consistent with the DA approval, as the design has moved forward and construction/building permit drawings prepared. A green wall is still proposed. This elevation may be updated for the 14<sup>th</sup> by the Project Architect as well

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Proposed



West Elevation



DA drawing

Finally, the north elevation is shown below. This side of the building is seen from the Harvest Moon trail and backs onto our public parking lot. The murals are still proposed and a sidewalk around the building (connecting to Main Street). The entry to the parking garage is also unchanged. The decks being added present more variety in the façade and breaks up what was one large object into something with more texture. The rooftop/5<sup>th</sup> floor covered area has been removed. Limited access to this area may still be sought but not as a public amenity/view area. The public amenity/view area is now shown on the 2<sup>nd</sup> floor in the middle of the building.



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Summary of Draft Development Agreement Amendments

See attached the draft amending development agreement. As a summary, the original agreement is proposed to be amended with the following:

- The drawings in the Development Agreement are being replaced with the necessary updated drawings (building elevations and site plan).
- The public access to the rooftop is being moved to the 2<sup>nd</sup> floor – clause 5.1.4.2 is amended.
- The timing is being extended for completion in or by 2028 – clause 5.1.9.2 is amended.
- Some other administrative/language is also added.

NOTE: it is anticipated that additional updates will be required before we advertise for a public hearing (e.g. drawings, additional clauses – subject to Council direction and the feedback from DRC/PAC)

Revised Proposal and Land Use mix

The Developer and his Architect have provided the following rationale and explanation to supplement the information provided by Staff in this report:

***RATIONALE FOR ADJUSTMENTS TO THE BUILDING FORM FOR 292 MAIN STREET***

**(Commentary from Developer and his Design Team as requested by Staff)**



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*In the current construction economy, the building with a rooftop common room is not feasible. Therefore, the common room is relocated from the rooftop level to level 2. Also on level 2, a fitness room is included. The building is limited to four storeys, without rooftop facilities, and complies fully with the current Land Use Bylaw for Main Street.*

*The reduction of residential area on level 2 is compensated by adjusting the previous alignment of the South wall of level 4. The wall is moved southward, to align with the external walls below.*

*Wherever there is sufficient room between the South wall and the Southern property boundary, the previous Juliette balconies are replaced by actual balconies. This approach is repeated on the North face. On both long faces of the building the balconies enliven the walls. The balconies are metal framed and attached with thermally broken connections to maintain energy efficiency (energy efficiency performance is a key part of this project). Screens at the sides enhance privacy on the balconies. On the Trail side the balconies add liveliness and enjoyment of the ocean views. On the Main Street side the balconies complement the vibrancy of the raised southern courtyard.*

*Where balconies are not possible because of limited dimensions between building face and boundary, the viewscreen has been retained, emphasizing the experience of three storeys.*

*On entering the commercial Eastern Gateway of Main Street, the immediate view of the building presents a green vine-wall framing the Bylaw-compliant building name/signage.*

*At the Main Street sidewalk level, the courtyard edges include planting and seating, providing comfortable gathering / waiting places adjacent to the pedestrian path of movement. The upper edges of the courtyard have glazed balustrades, heightening the experience of the sidewalk by enabling views of the people enjoying outdoor dining served by the restaurant/café.*

*For pedestrians moving up to courtyard level, the south-eastern corner has complete barrier free ramp access. This is continued with a shallow access ramp to the landscaped carparking area and the Trail.*

*2<sup>nd</sup> Floor viewing lounge:*

- We wish to share our views, but obviously, in a controlled fashion/ format.*
- We see multiple entry points, all built on controlled numbers for purposes of comfort and safety (fire limits). Our commercial tenants will be allowed to take patrons to the viewing lounge during set operational hours. These commercial tenants will have access identity codes, including the number of guests they have admitted. The occupant load will be in real time, and cannot be exceeded. The hospitality providers will have credit card authorizations in their files to identify the guests they have admitted.*
- the " Building " will welcome guests to the space, on the basis of open hours. Photo ID's or similar will be held as a way to identify occupants and control admissions.*

*Building step back at the 4th floor being eliminated:*

- this change is multifaceted in its rationale*
- the previous design significantly lowered our energy efficiency ratings as there was significant heat loss through this design element.*
- the stepped back frontal design creates significant issues with waterproofing at that face. Regrettably, we are now facing challenges of similar design in other properties we own.*

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- *the proposed changes create a far more vibrant southern face to Main Street and are complimentary to our frontal courtyard objectives.*
- *we feel the perceived scale/ feel of the building front is better suited to existing Main Street enterprises.*

### *Benefits of the Design Revisions:*

- *The Developer and our Design Team believe that the revisions as requested present a softened southern face to the building.*
- *The addition of traditional sized balconies, when interspersed with our Juliette balconies, provides a visual rhythm that is somewhat in keeping with the varying styles and material choices currently in Downtown Wolfville.*
- *Contemplated cladding as rendered, more fully plays off material choices that exist in downtown Wolfville. These choices integrate well with the balcony revisions*
- *Eastern edge access ramp from public parking to frontal courtyard was previously shown as being masonry to approximately one meter above ramp pathway. This is currently shown as traditional railing systems to offer superior handrail systems and more easily identify the existence of the access ramp to visitors.*
- *Eastern edge, green wall growing medium, is now elevated and integrated into a portico above an egress door. This portico softens the eastern edge, allows a degree of weather protection for persons exiting the building at that door, and additionally offers a covered stopping point for persons using the ramp who might have mobility issues.*
- *Current design details show the significant amount of wall mounted bench seating we are proposing. In discussion with the operators of current public transport services and the Winery Bus Tours, they envision their customers will be well served by this seating opportunity.*

### *Continued benefits of Latitude 45 Suites to the Town of Wolfville:*

- *Timely infusion of much needed housing*
- *Significant contribution to Town tax base*
- *Safe and preferred pathways (east and west) from Main Street to public parking*
- *A beautiful Main Street Courtyard for the enjoyment of food and beverages by residents and guests*
- *Additional diversity of food and beverage experiences to the town*
- *Additional employment opportunities in building management and supporting services*
- *Leadership in energy efficiency and environmental stewardship through our NRCAN and Efficiency NS awards (including our car sharing initiatives)*

It is the hope of Staff that the above explanation from the Developer and his Design Team can provide additional context in making a decision.

Staff feel it is useful to see a summary of what is being achieved with this project. A summary of the final outcome, if the amendments are approved, is as follows:

- 60 residential units – some may, over time, be used as Hotel units and that is enabled by the DA (final numbers TBD)
- 2 ground floor commercial units

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- Confirmed to be 'Harvest Restaurant' (full service restaurant) and 'Sweet and Savory on Main' (bakery and coffee shop)
- 27 parking stalls (internal), 60 bicycle parking (internal), Car Share (2 vehicles), \$66,000 cash-in-lieu of parking contribution, and Staff are working with the Developer on installing public car charging (level 2) in our parking lot.
- Energy Efficiency beyond Building Code Requirements – the DA required 35% beyond the National Building Code – the project modeling is showing beyond that and the Developer is looking to pursue financing through CMHC based on higher energy efficiency
- Streetscaping improvements were required, valued at \$150,000 in the original DA to the courtyard and sidewalk area along Main Street. It is anticipated that these improvements will cost more than the \$150,000 outlined in the DA.
- Public Art – the Developer is contributing \$100,000 to public art over 20 years (min \$5,000/year) as outlined in the original DA.
- Accessibility – elevator, ramps and movement around all sides of the building (will meet current requirements), some number of accessible units included in the building and adaptable units (to meet current requirements), public fully accessible washroom in the building, parking stalls (to meet current requirements)
- 2<sup>nd</sup> floor amenity area/public access is being provided in the spirit of the public rooftop approved in the original DA.
  - Rooftop – the Developer is still contemplating a limited access amenity for residents on the rooftop and working with our Building Officials to achieve this. Further review is required.

With the above in mind, Council should consider the “public benefit” on offer from this project. Our new planning documents offer a “Bonus” framework to consider a 4<sup>th</sup> storey. LUB 4.15(2) “...a 4<sup>th</sup> storey may be considered by development agreement in the C-1 zone subject to the bonusing criteria...”.

The Land Use By-law outlines a bonus rate that is equal to \$110 (2020) per square metre of gross floor area of a 4<sup>th</sup> floor. In the 292 context, gross floor area is estimated at 1250 square metres X \$110 = \$137,500. The developer is far exceeding this value (with the public space along Main Street alone + other benefits outlined above).

### Policy Review

This project already has an approved Development Agreement with development rights for a 5-storey building, approved under our previous planning documents. The proposed amendments do not warrant a fresh review of all aspects of the project. See the original material and analysis that was approved in 2019. The main test for Council is whether this project is consistent with the overall intent of our Municipal Planning Strategy. Staff believe the project, as proposed, is indeed consistent with the intent of the MPS and, for example, a 6-storey proposal in this area could not be considered / is not consistent with the

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intent of the planning documents. Bringing this forward under the new documents for only certain aspects being requested is difficult given the majority of the project is remaining unchanged with the amendments proposed; however, the project as proposed, does meet the intent and is unique and site specific.

- Our current MPS states (policy 9.1.6) as a policy of Council: To use Development Agreements in the Core Area – Commercial Designation for the consideration of certain uses that require unique and site specific considerations.
- Various parts of our current [Municipal Planning Strategy](#) are relevant to downtown development proposals, Part 9 of the MPS is most relevant to this file. The criteria of 11.4.3 may also be reviewed (criteria for evaluating DAs). This information is also provided in the original approval documentation (attached) – as per the previous planning documents.
- Our Land Use By-law is also a helpful guide for Council when looking at this proposal – see the C-1 zone. That said, a Development Agreement is essentially a site-specific land use by-law that we are creating – that needs to be consistent with the overall intent of the MPS.

Council will benefit during deliberation on this file from comments from our Design Review Committee and members of the Planning Advisory Committee (see Attachment 1). A public hearing is also required. The overall design of the initially approved building was reviewed multiple times by the design review committee.

Design Principles are covered in the Land Use By-law (Design Guidelines – pg 152). These themes have been discussed with the Applicant and his Architect for this project throughout, including during the recent amendment discussions. These are not ‘rules’ but are useful areas of focus of which to view the proposal. The details of the public realm are important.

 <b>CHARACTER</b> Clear development patterns and continuous built form within an area allows understanding of how it is organized and how to navigate throughout it. The existing scale and rhythm of buildings and open spaces provide a sense of place that should be respected by a new development.	<input checked="" type="checkbox"/>	 <b>PATTERNS</b> Street edges of trees or building walls, consistent setbacks and a curated or landscaped public sphere create recurring patterns that lead to more active, vibrant and attractive environments.	<input checked="" type="checkbox"/>
 <b>PEDESTRIAN EXPERIENCE</b> Activity in the Town of Wolfville depends on pedestrian scale streets which support comfortable and safe environments for pedestrians in all areas: commercial, neighbourhood, and parkland.	<input checked="" type="checkbox"/>	 <b>PUBLIC REALM</b> A quality public realm design creates a safe and vibrant community. Projects should promote public spaces and routes that are attractive, safe, uncluttered and work effectively for all in society.	<input checked="" type="checkbox"/>
 <b>DIVERSITY</b> A diverse community includes a range of housing types, land uses and architectural style. New development should reflect local values, history and culture yet also contribute to being a unique eclectic community with distinct features.	<input checked="" type="checkbox"/>	 <b>SUSTAINABILITY &amp; RESILIENCE:</b> Sustainable urban design provides greater connectivity for pedestrians, cyclists and public transit users to reduce fossil fuel use and encourages the preservation of existing buildings as a method to retain carbon investment in their creation, reduce energy use and locate new builds in areas of existing services and infrastructure.	<input checked="" type="checkbox"/>

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Part 3.1 of the Town of Wolfville Design Guidelines (pg 163 of Land Use By-law) should be viewed as a tool when considering changes. Again, these are not “rules” to apply but help define aspects of design/provide guidance that should be thought through when considering an important project such as this. Part 3.1.2 of the Guidelines – outlining priorities – is provided here for context. This project helps achieve these priorities.

### 3.1.2 URBAN DESIGN PRIORITIES

- Orient buildings to further define the streetscape and reinforce the street wall;
- Use inner side yards for patios, informal seating, pedestrian connections and public art;
- Provide views and access to the harbour, Dyke-lands, Harvest Moon Trail;
- Include commercial uses which animate street-life within the first two floors;
- Increase density by including residential uses on the second floor and above;
- Extend streetscaping improvements throughout this area; and
- Preserve existing structures where possible.

### Housing Crisis

This project provides 60 additional residential units. Some portion of these may be hotel units, as enabled by the DA. Either way, both short-term accommodations and long-term housing are desperately needed. The short-term will provide relief from the AirBnB pressures we have on our housing stock while the long-term rentals will supplement our housing stock and provide additional housing options for people.

The recently published Wolfville Housing Needs Assessment is attached to this report for additional context. The summary of the report is as follows:

#### **Housing shortage**

As of the end of 2022, there was a gap between housing demand and available supply of about 165 units, including both market and non-market housing.

Projections suggest that to keep pace with population growth, the municipality will need 830 new units by 2027 (including the existing shortage of 165) and 1,705 by 2032. Assuming that future housing development matches recent trends, the current supply shortage could increase to 705 units by 2027.

*“Its not just students, it’s all kinds of people looking for housing.”*



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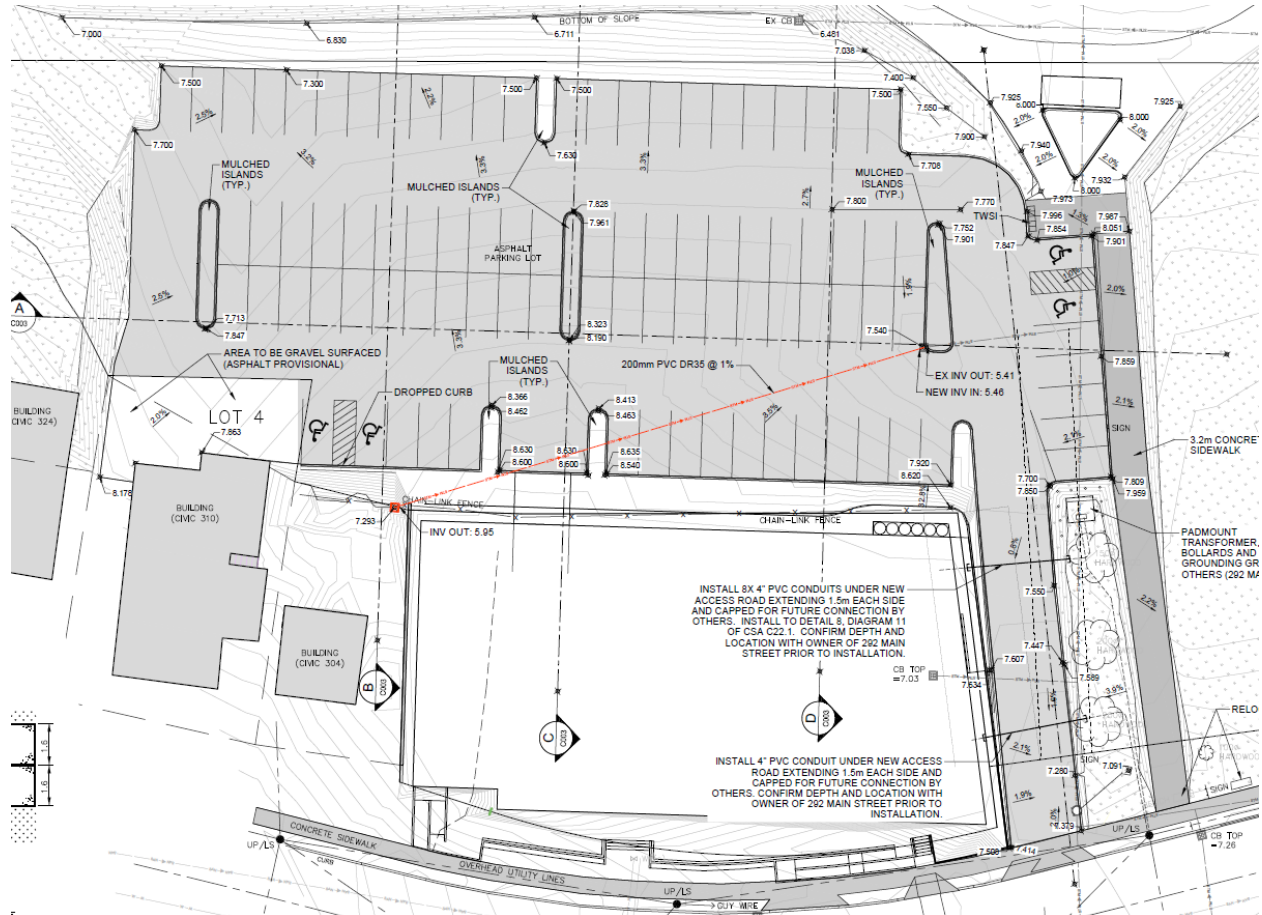
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### Parking Lot and East End Gateway Improvements

The Town is moving forward with improvements to the public parking lot to the north of 292 Main Street. The layout of the improvements is shown here for context:



## 6) FINANCIAL IMPLICATIONS

Staff have not contacted PVSC for an assessment analysis on this project (tax \$). There will be a significant increase from the existing condition/tax base to the proposed condition/tax base once improvements are completed. Staff time/wages is the primary financial implication to managing this file.

## 7) REFERENCES TO COUNCIL STRATEGIC PLAN AND TOWN REPORTS

Strategic directions from the 2021-2025 Strategic Plan:

- Economic Prosperity



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- Social Equity
- Climate Action
- Community Wellness

## **8) COMMUNICATION REQUIREMENTS**

Communications will be carried out through the requirements of the MGA for a public hearing and approval of DA amendments (advertising).

## **9) ALTERNATIVES**

1. Provide Staff with clear direction for specific changes to the design, before a public hearing is advertised, and bring changes back to another special meeting of Council.
2. Do not approve the amendments and provide another alternative to move forward.

DRAFT

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As all are aware, piles have been installed on the site, but detailed building design issues and costing has led the project to be halted and is now back at Council to consider changes to what was approved in 2019. The expectation would be that if the changes are approved – the project will move forward in a timely manner. The site, as it stands as a construction site, is not a welcoming entry into our downtown core.

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### **1) CAO COMMENTS**

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Attached

1. DRC and PAC meeting feedback summary (Thursday, November 9, 2023)
2. 292 Main Street DA amendment – renderings and drawing package (as presented to DRC and PAC Nov. 9, 2023)
3. 292 Main Street – DRAFT Amending Agreement #2

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4. 2017-2019 Reports and Approved Development Agreement Package
5. Wolfville Housing Needs Assessment Report 2023

### Reference

1. 292 Main Street Timing Extension approval (July 2022). Found [here](#).
2. Wolfville Planning Documents (2020)
  - o Municipal Planning Strategy (MPS)
  - o Land Use By-law (LUB)

## 5) DISCUSSION

### Background / Process to get here

Attached to this report is the package (including the PAC report), for the original Development Agreement approval in June of 2019. The project timing was amended (non-substantive amendment) by Council in July of 2022, “amendment No. 1” – that report is also referenced above for Council’s benefit.

The majority of the project outcomes and key metrics from the original approval are staying the same; however, changes to the design are being sought because of cost realities and building code issues.

### Building Inspections Process

- The initial proposal for a rooftop assembly occupancy (conceived of as a commercial use e.g. coffee shop early in the process) in a wood framed (combustible) building was not deemed acceptable under the National Building Code by the Town’s Building Official (authority having jurisdiction). The Building was then redesigned to be constructed with non-combustible materials (concrete and steel); however, a key driver to the DA amendment application is that the applicant is now looking to go back to a wood (combustible) building method as the cost realities for the project dictate viability.
- Since the DA approval, 292 had proceeded with a 3-stage building permit (3 applications) and had secured development and building permits for the pile/foundation work and podium. Our Staff had approved a permit for the podium level. A full permit application review was ongoing for the storeys above the podium; however, this has halted with the change in approach/DA amendment and Staff are recommending a withdraw of the existing podium and upper storey application and revised plans would be reviewed based on the DA amendment decision now being considered.

### Proposed Amendments

Staff have taken the Development Agreement drawings that were approved in 2019 and shown them here compared to the amended/updated drawing package.

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The Main Street (south) elevation is shown first, below. The addition of the decks on the front of the building provides some additional variety in the rhythm of the façade as you move from east-west along Main Street. The commercial spaces have been more defined and provide significant opportunity for 2 new businesses. The 5<sup>th</sup> floor area has been removed and the rooftop is now just the elevator shaft and staircases. The approved drawings had a building step back at the 3<sup>rd</sup> storey along Main Street that is proposed to be removed but the sunshade at the 3<sup>rd</sup> storey remains. The overall building height has increased but is consistent with the Land Use By-law requirements. Taken as a whole, Staff feel the elevation of the building along Main Street has been improved with the proposed amendments.

DA drawing



South Elevation (Main Street)

Proposed





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Rendering of the building along Main Street, with proposed amendments, is shown here:



The front entry area – including improvements in the right-of-way – are shown on the site plan included below and can be seen rendered above). This is a key aspect of the public benefit being provided by this development and should enhance the accessibility, street life, sitting areas and activity in the East End. This will require a detailed landscape plan. There was feedback on this aspect at the DRC/PAC discussion and at the November 14<sup>th</sup> meeting, updated details will be provided by the project Architect.

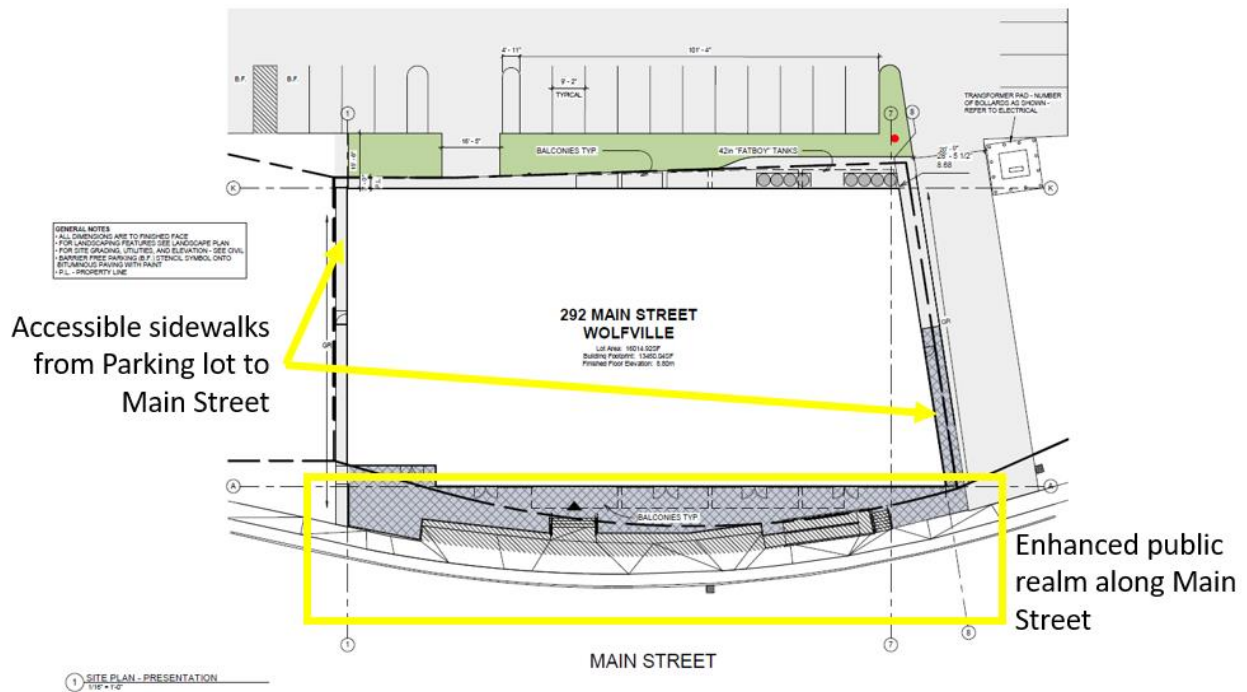


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The east elevation is shown next, below. It is a key view and gateway to our downtown core. There are no substantive changes proposed to this elevation. The vines / green wall is still proposed to be carried out. Not having a building step back at the 3<sup>rd</sup> storey changes this view of the building. The Developer has included in the updated drawings their signage plan as well. A lot of discussion, concern and feedback was generated on this elevation from the DRC/PAC members (see attachment 1). The project Architect will be providing an updated east elevation for the November 14<sup>th</sup> meeting.

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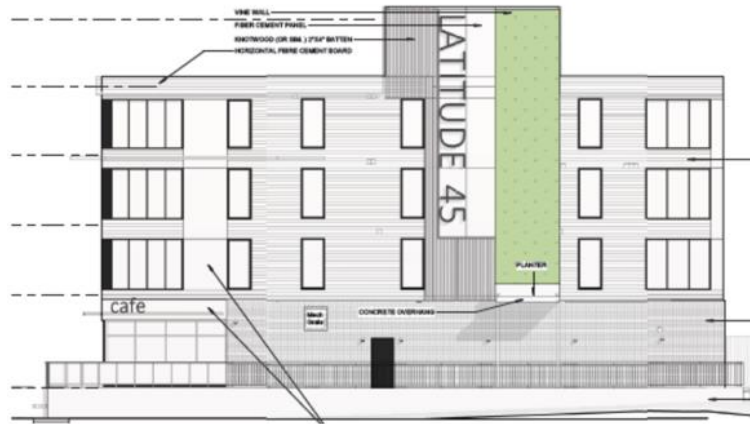
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Proposed



East Elevation

DA drawing



The West elevation is shown next, below – this is the view on display as one is exiting our downtown core moving to the east/toward Grand Pre. This elevation has not changed substantially. Additional detail is shown, consistent with the DA approval, as the design has moved forward and construction/building permit drawings prepared. A green wall is still proposed. This elevation may be updated for the 14<sup>th</sup> by the Project Architect as well

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Proposed



West Elevation



DA drawing

Finally, the north elevation is shown below. This side of the building is seen from the Harvest Moon trail and backs onto our public parking lot. The murals are still proposed and a sidewalk around the building (connecting to Main Street). The entry to the parking garage is also unchanged. The decks being added present more variety in the façade and breaks up what was one large object into something with more texture. The rooftop/5<sup>th</sup> floor covered area has been removed. Limited access to this area may still be sought but not as a public amenity/view area. The public amenity/view area is now shown on the 2<sup>nd</sup> floor in the middle of the building.

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Summary of Draft Development Agreement Amendments

See attached the draft amending development agreement. As a summary, the original agreement is proposed to be amended with the following:

- The drawings in the Development Agreement are being replaced with the necessary updated drawings (building elevations and site plan).
- The public access to the rooftop is being moved to the 2<sup>nd</sup> floor – clause 5.1.4.2 is amended.
- The timing is being extended for completion in or by 2028 – clause 5.1.9.2 is amended.
- Some other administrative/language is also added.

NOTE: it is anticipated that additional updates will be required before we advertise for a public hearing (e.g. drawings, additional clauses – subject to Council direction and the feedback from DRC/PAC)

Revised Proposal and Land Use mix

The Developer and his Architect have provided the following rationale and explanation to supplement the information provided by Staff in this report:

***RATIONALE FOR ADJUSTMENTS TO THE BUILDING FORM FOR 292 MAIN STREET***

**(Commentary from Developer and his Design Team as requested by Staff)**

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*In the current construction economy, the building with a rooftop common room is not feasible. Therefore, the common room is relocated from the rooftop level to level 2. Also on level 2, a fitness room is included. The building is limited to four storeys, without rooftop facilities, and complies fully with the current Land Use Bylaw for Main Street.*

*The reduction of residential area on level 2 is compensated by adjusting the previous alignment of the South wall of level 4. The wall is moved southward, to align with the external walls below.*

*Wherever there is sufficient room between the South wall and the Southern property boundary, the previous Juliette balconies are replaced by actual balconies. This approach is repeated on the North face. On both long faces of the building the balconies enliven the walls. The balconies are metal framed and attached with thermally broken connections to maintain energy efficiency (energy efficiency performance is a key part of this project). Screens at the sides enhance privacy on the balconies. On the Trail side the balconies add liveliness and enjoyment of the ocean views. On the Main Street side the balconies complement the vibrancy of the raised southern courtyard.*

*Where balconies are not possible because of limited dimensions between building face and boundary, the viewscreen has been retained, emphasizing the experience of three storeys.*

*On entering the commercial Eastern Gateway of Main Street, the immediate view of the building presents a green vine-wall framing the Bylaw-compliant building name/signage.*

*At the Main Street sidewalk level, the courtyard edges include planting and seating, providing comfortable gathering / waiting places adjacent to the pedestrian path of movement. The upper edges of the courtyard have glazed balustrades, heightening the experience of the sidewalk by enabling views of the people enjoying outdoor dining served by the restaurant/café.*

*For pedestrians moving up to courtyard level, the south-eastern corner has complete barrier free ramp access. This is continued with a shallow access ramp to the landscaped carparking area and the Trail.*

*2<sup>nd</sup> Floor viewing lounge:*

- We wish to share our views, but obviously, in a controlled fashion/ format.*
- We see multiple entry points, all built on controlled numbers for purposes of comfort and safety (fire limits). Our commercial tenants will be allowed to take patrons to the viewing lounge during set operational hours. These commercial tenants will have access identity codes, including the number of guests they have admitted. The occupant load will be in real time, and cannot be exceeded. The hospitality providers will have credit card authorizations in their files to identify the guests they have admitted.*
- the " Building " will welcome guests to the space, on the basis of open hours. Photo ID's or similar will be held as a way to identify occupants and control admissions.*

*Building step back at the 4th floor being eliminated:*

- this change is multifaceted in its rationale*
- the previous design significantly lowered our energy efficiency ratings as there was significant heat loss through this design element.*
- the stepped back frontal design creates significant issues with waterproofing at that face. Regrettably, we are now facing challenges of similar design in other properties we own.*

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- *the proposed changes create a far more vibrant southern face to Main Street and are complimentary to our frontal courtyard objectives.*
- *we feel the perceived scale/ feel of the building front is better suited to existing Main Street enterprises.*

### *Benefits of the Design Revisions:*

- *The Developer and our Design Team believe that the revisions as requested present a softened southern face to the building.*
- *The addition of traditional sized balconies, when interspersed with our Juliette balconies, provides a visual rhythm that is somewhat in keeping with the varying styles and material choices currently in Downtown Wolfville.*
- *Contemplated cladding as rendered, more fully plays off material choices that exist in downtown Wolfville. These choices integrate well with the balcony revisions*
- *Eastern edge access ramp from public parking to frontal courtyard was previously shown as being masonry to approximately one meter above ramp pathway. This is currently shown as traditional railing systems to offer superior handrail systems and more easily identify the existence of the access ramp to visitors.*
- *Eastern edge, green wall growing medium, is now elevated and integrated into a portico above an egress door. This portico softens the eastern edge, allows a degree of weather protection for persons exiting the building at that door, and additionally offers a covered stopping point for persons using the ramp who might have mobility issues.*
- *Current design details show the significant amount of wall mounted bench seating we are proposing. In discussion with the operators of current public transport services and the Winery Bus Tours, they envision their customers will be well served by this seating opportunity.*

### *Continued benefits of Latitude 45 Suites to the Town of Wolfville:*

- *Timely infusion of much needed housing*
- *Significant contribution to Town tax base*
- *Safe and preferred pathways (east and west) from Main Street to public parking*
- *A beautiful Main Street Courtyard for the enjoyment of food and beverages by residents and guests*
- *Additional diversity of food and beverage experiences to the town*
- *Additional employment opportunities in building management and supporting services*
- *Leadership in energy efficiency and environmental stewardship through our NRCAN and Efficiency NS awards (including our car sharing initiatives)*

It is the hope of Staff that the above explanation from the Developer and his Design Team can provide additional context in making a decision.

Staff feel it is useful to see a summary of what is being achieved with this project. A summary of the final outcome, if the amendments are approved, is as follows:

- 60 residential units – some may, over time, be used as Hotel units and that is enabled by the DA (final numbers TBD)
- 2 ground floor commercial units



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- Confirmed to be 'Harvest Restaurant' (full service restaurant) and 'Sweet and Savory on Main' (bakery and coffee shop)
- 27 parking stalls (internal), 60 bicycle parking (internal), Car Share (2 vehicles), \$66,000 cash-in-lieu of parking contribution, and Staff are working with the Developer on installing public car charging (level 2) in our parking lot.
- Energy Efficiency beyond Building Code Requirements – the DA required 35% beyond the National Building Code – the project modeling is showing beyond that and the Developer is looking to pursue financing through CMHC based on higher energy efficiency
- Streetscaping improvements were required, valued at \$150,000 in the original DA to the courtyard and sidewalk area along Main Street. It is anticipated that these improvements will cost more than the \$150,000 outlined in the DA.
- Public Art – the Developer is contributing \$100,000 to public art over 20 years (min \$5,000/year) as outlined in the original DA.
- Accessibility – elevator, ramps and movement around all sides of the building (will meet current requirements), some number of accessible units included in the building and adaptable units (to meet current requirements), public fully accessible washroom in the building, parking stalls (to meet current requirements)
- 2<sup>nd</sup> floor amenity area/public access is being provided in the spirit of the public rooftop approved in the original DA.
  - Rooftop – the Developer is still contemplating a limited access amenity for residents on the rooftop and working with our Building Officials to achieve this. Further review is required.

With the above in mind, Council should consider the “public benefit” on offer from this project. Our new planning documents offer a “Bonus” framework to consider a 4<sup>th</sup> storey. LUB 4.15(2) “...a 4<sup>th</sup> storey may be considered by development agreement in the C-1 zone subject to the bonusing criteria...”.

The Land Use By-law outlines a bonus rate that is equal to \$110 (2020) per square metre of gross floor area of a 4<sup>th</sup> floor. In the 292 context, gross floor area is estimated at 1250 square metres X \$110 = \$137,500. The developer is far exceeding this value (with the public space along Main Street alone + other benefits outlined above).

### Policy Review

This project already has an approved Development Agreement with development rights for a 5-storey building, approved under our previous planning documents. The proposed amendments do not warrant a fresh review of all aspects of the project. See the original material and analysis that was approved in 2019. The main test for Council is whether this project is consistent with the overall intent of our Municipal Planning Strategy. Staff believe the project, as proposed, is indeed consistent with the intent of the MPS and, for example, a 6-storey proposal in this area could not be considered / is not consistent with the

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intent of the planning documents. Bringing this forward under the new documents for only certain aspects being requested is difficult given the majority of the project is remaining unchanged with the amendments proposed; however, the project as proposed, does meet the intent and is unique and site specific.

- Our current MPS states (policy 9.1.6) as a policy of Council: To use Development Agreements in the Core Area – Commercial Designation for the consideration of certain uses that require unique and site specific considerations.
- Various parts of our current [Municipal Planning Strategy](#) are relevant to downtown development proposals, Part 9 of the MPS is most relevant to this file. The criteria of 11.4.3 may also be reviewed (criteria for evaluating DAs). This information is also provided in the original approval documentation (attached) – as per the previous planning documents.
- Our Land Use By-law is also a helpful guide for Council when looking at this proposal – see the C-1 zone. That said, a Development Agreement is essentially a site-specific land use by-law that we are creating – that needs to be consistent with the overall intent of the MPS.

Council will benefit during deliberation on this file from comments from our Design Review Committee and members of the Planning Advisory Committee (see Attachment 1). A public hearing is also required. The overall design of the initially approved building was reviewed multiple times by the design review committee.

Design Principles are covered in the Land Use By-law (Design Guidelines – pg 152). These themes have been discussed with the Applicant and his Architect for this project throughout, including during the recent amendment discussions. These are not ‘rules’ but are useful areas of focus of which to view the proposal. The details of the public realm are important.

 <b>CHARACTER</b> Clear development patterns and continuous built form within an area allows understanding of how it is organized and how to navigate throughout it. The existing scale and rhythm of buildings and open spaces provide a sense of place that should be respected by a new development.	<input checked="" type="checkbox"/>	 <b>PATTERNS</b> Street edges of trees or building walls, consistent setbacks and a curated or landscaped public sphere create recurring patterns that lead to more active, vibrant and attractive environments.	<input checked="" type="checkbox"/>
 <b>PEDESTRIAN EXPERIENCE</b> Activity in the Town of Wolfville depends on pedestrian scale streets which support comfortable and safe environments for pedestrians in all areas: commercial, neighbourhood, and parkland.	<input checked="" type="checkbox"/>	 <b>PUBLIC REALM</b> A quality public realm design creates a safe and vibrant community. Projects should promote public spaces and routes that are attractive, safe, uncluttered and work effectively for all in society.	<input checked="" type="checkbox"/>
 <b>DIVERSITY</b> A diverse community includes a range of housing types, land uses and architectural style. New development should reflect local values, history and culture yet also contribute to being a unique eclectic community with distinct features.	<input checked="" type="checkbox"/>	 <b>SUSTAINABILITY &amp; RESILIENCE:</b> Sustainable urban design provides greater connectivity for pedestrians, cyclists and public transit users to reduce fossil fuel use and encourages the preservation of existing buildings as a method to retain carbon investment in their creation, reduce energy use and locate new builds in areas of existing services and infrastructure.	<input checked="" type="checkbox"/>

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Part 3.1 of the Town of Wolfville Design Guidelines (pg 163 of Land Use By-law) should be viewed as a tool when considering changes. Again, these are not “rules” to apply but help define aspects of design/provide guidance that should be thought through when considering an important project such as this. Part 3.1.2 of the Guidelines – outlining priorities – is provided here for context. This project helps achieve these priorities.

### 3.1.2 URBAN DESIGN PRIORITIES

- Orient buildings to further define the streetscape and reinforce the street wall;
- Use inner side yards for patios, informal seating, pedestrian connections and public art;
- Provide views and access to the harbour, Dyke-lands, Harvest Moon Trail;
- Include commercial uses which animate street-life within the first two floors;
- Increase density by including residential uses on the second floor and above;
- Extend streetscaping improvements throughout this area; and
- Preserve existing structures where possible.

### Housing Crisis

This project provides 60 additional residential units. Some portion of these may be hotel units, as enabled by the DA. Either way, both short-term accommodations and long-term housing are desperately needed. The short-term will provide relief from the AirBnB pressures we have on our housing stock while the long-term rentals will supplement our housing stock and provide additional housing options for people.

The recently published Wolfville Housing Needs Assessment is attached to this report for additional context. The summary of the report is as follows:

#### **Housing shortage**

As of the end of 2022, there was a gap between housing demand and available supply of about 165 units, including both market and non-market housing.

Projections suggest that to keep pace with population growth, the municipality will need 830 new units by 2027 (including the existing shortage of 165) and 1,705 by 2032. Assuming that future housing development matches recent trends, the current supply shortage could increase to 705 units by 2027.

*“Its not just students, it’s all kinds of people looking for housing.”*

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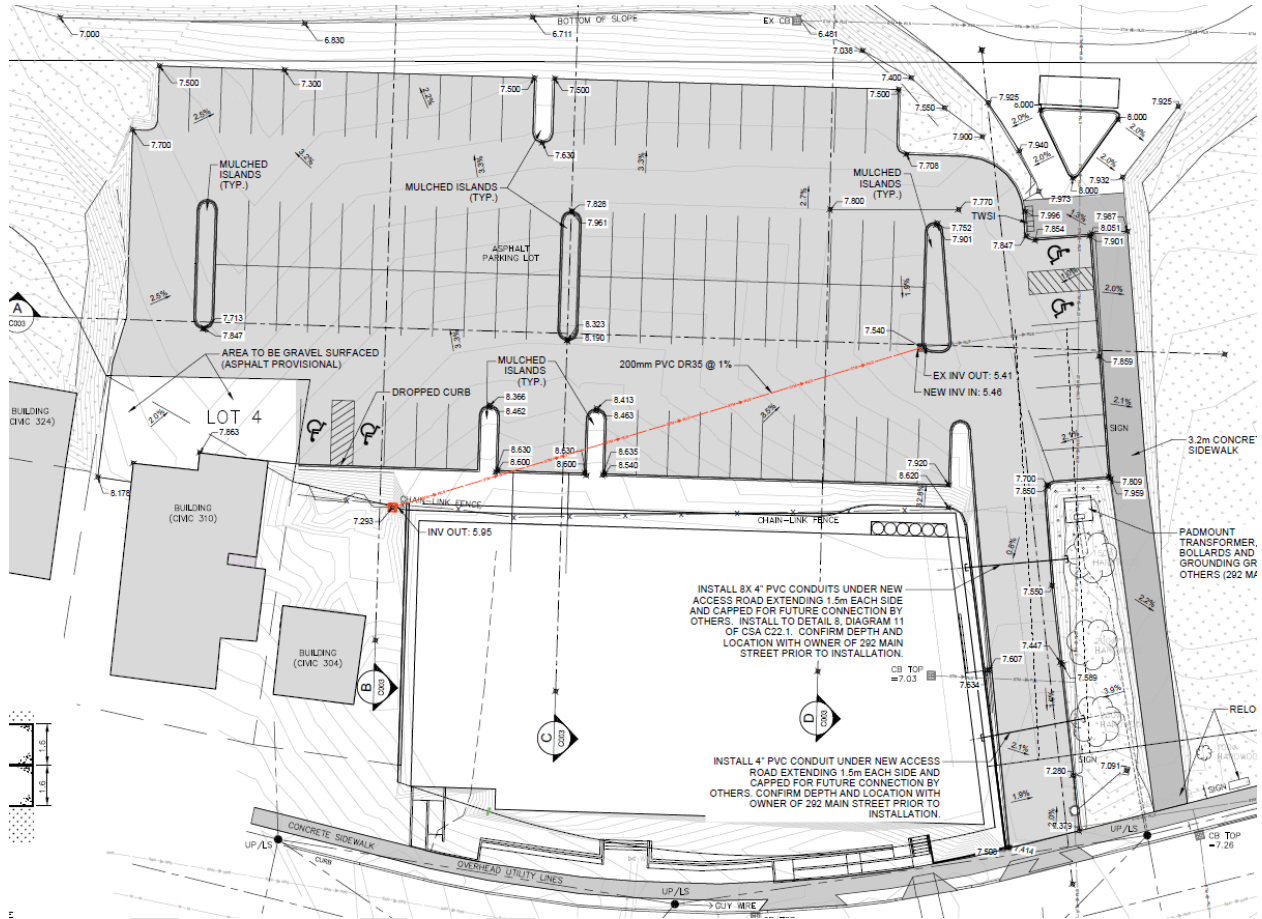
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Parking Lot and East End Gateway Improvements

The Town is moving forward with improvements to the public parking lot to the north of 292 Main Street. The layout of the improvements is shown here for context:



**6) FINANCIAL IMPLICATIONS**

Staff have not contacted PVSC for an assessment analysis on this project (tax \$). There will be a significant increase from the existing condition/tax base to the proposed condition/tax base once improvements are completed. Staff time/wages is the primary financial implication to managing this file.

**7) REFERENCES TO COUNCIL STRATEGIC PLAN AND TOWN REPORTS**

Strategic directions from the 2021-2025 Strategic Plan:

- Economic Prosperity

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- Social Equity
- Climate Action
- Community Wellness

## **8) COMMUNICATION REQUIREMENTS**

Communications will be carried out through the requirements of the MGA for a public hearing and approval of DA amendments (advertising).

## **9) ALTERNATIVES**

1. Provide Staff with clear direction for specific changes to the design, before a public hearing is advertised, and bring changes back to another special meeting of Council.
2. Do not approve the amendments and provide another alternative to move forward.

DRAFT



## ATTACHMENT 1

### Design Review Committee and Planning Advisory Committee Feedback Session

Proposed Amendments to the DA for 292 Main Street

November 9, 2023, 4pm

Attending: Kelly Van Niekerk, Isabel Madeira-Voss, Wendy Elliott, Wendy Donovan, Michael Napier, Brian McKibbin, Beverly Boyd, Mike Martin, Corey Cadeau, Jason Hall, Brienne, Tom Emodi, Kevin Gildart. Staff – Devin Lake, Lindsay Slade.

Format: Introduction by Devin Lake – Town of Wolfville, Presentation by Architect Tom Emodi, Q and A + Comments – with Architect answering some questions directly.

#### Summary of Discussions by Theme

Q = question, A = answer, C= comment

#### **Rooftop design:**

Q: Is there a building code requirement to have the three access points to the roof (2 stairwells and an elevator)?

A: No, it is a maintenance feature rather than a requirement, however the mechanical engineer has recommended that if anything on the roof needs replacement, an elevator provides easier access than a stairwell or roof hatch. There are a number of large pieces of equipment on the roof. There needs to be at least 2 egresses to the roof to meet code.

Q: That is an expensive maintenance feature, it is uncommon for buildings to have elevator access unless there is public use of the rooftop. The elevator shaft is too tall compared to the scale of the building. The two stairwells are not necessary and could be replaced with a single roof hatch. One stairwell could be fine, but the three boxes for the three access points is excessive.

A: We like the stairway as it allows us to put up a more impressive greenwall that is taller. Without the stairway, it would be more constrained.

Q: Has there been any thought to include a green roof?

A: A green roof has been considered, but they are challenging to install and maintain in this environment, and the energy model for this building shows that it is 40% above the required code.

#### **Eastern Façade:**

Q: The scale of the signage is unnecessary and unsightly. The east elevation needs work to be more visually appealing to people entering the town from the east end.

A: The concept design for the sign is not complete, we are working with a graphic design company to refine the sign and they are open to reworking the signage. As it stands, it complies with the LUB, but the design is not final. We are open to whatever the Design Review Committee's feedback is.

Q: The planter wall is suspended on a pergola, is that design final?

A: No, that element is being worked on with the structural engineer and will be refined.

C: The composition of the east façade is very important, and I am uncomfortable with the design as it stands.

Q: The original design had more glazing along the east façade, the new one has less and there is nothing along this façade that works for the public realm.

A: The art on the north face could be brought along to the east.

Q: The glazed railing along the front changes when it wraps around the east side, can that be continued across the eastern elevation?

A: Yes, there can be further refinement of this façade.

Q: The east façade should speak to Wolfville's brand and be a great entrance to town, but the current design does not represent that.

Q: The east face is not a welcoming feature to the downtown.

Q: How does this building reflect local values, history and culture?

Q: Can we include some aspects to the east façade that tie this elevation into what Wolfville is known for?

A: For the east end façade, it has many of the same compositional features that the previous elevation did, including the green wall, screening of the 4<sup>th</sup> floor, and glazed railings.

A: We will go back to the drawing board to improve the eastern elevation.

Q: Picking the vegetation that will survive and look appealing all year round could be challenging for the green wall.

C: the Events Lawn is part of the parks master plan so there could be some vegetation that softens the arrival into town once it is complete and trees mature.

### **Parking lot:**

Q: Can you provide clarification on the easement to the parking lot?

A: The easement has been negotiated with the Town, it was done to limit vehicle access across the main street sidewalk. This is what was approved in the original DA.

Q: Is the level 2 electric parking just for the rear parking lot or will there be charging in the parkade?

A: There will be EV charging in the parkade, they will also potentially provide exterior EV charging ports in the Town's parking lot. The Developer has received NRCAN funding for the EV integration and the Town is considering to work this into our East End Parking lot (that is being re-developed) for public charging.

**Pad mount transformer:**

Q: Where is the pad mount transformer?

A: It is on the other side of the driveway, outside of the easement, it is on public parkland but has been negotiated with NS Power.

Q: The propane tanks have been screened, why not do more to conceal the pad mount transformer?

A: The design of the pad mount transformers is not under our control, but we hope to add landscaping elements. NS Power decided where to site the transformer pad.

C: putting the transformers on park land is not appropriate.

**Front Façade:**

C: The front façade is fine, no problems to note.

Q: Will there be any greenery or landscaping along the public area in the front?

Q: could there be a green wall along the eastern side of the front elevation?

A: There will be some landscaping along the edges where the bench seating is, as well as along the upper level of the plaza where the railings are.

C: Bringing the 4<sup>th</sup> level out due to leakages and maintenance makes sense, the screen that is shown does a good job of maintaining the feel of the original stepped back design.

Q: Are the cables on the balconies structural or decorative?

A: They are structural.

**Ramp:**

Q: why is the ramp at the lowest end of the elevation? This requires the ramp to be longer than if it were on the shorter side.

A: The ramp was studied a lot; the ramp was sited due to studies on pedestrian traffic to ensure there was easier access to those who are arriving from the crosswalk at Willow Ave. There are 2 other ramps at the west and east side of the building.

**Lighting:**

Q: uplighting on the sign and plant wall are not appropriate as it is best to minimize light pollution in wolfville.

A: uplighting doesn't have to be used if it is not appropriate, downlighting or another style could be used.

**Viewing Room:**

Q: what is the vision or goal for the "viewing room" on the second floor? What is the purpose of this room and who would go there and why?

A: Guests would be invited by residents, they would obtain a swipe card from the front desk, go to the elevator, and access the room. The swipe card would control the number of people in the room. The room is 800 square feet and has a balcony for viewing the basin. The details of this will be worked out, but it will be a programmed space for residents and their invited guests, and there could be some access for the public, but this is yet to be determined.

**Active Transportation:**

Q: Is there bike storage to improve active transportation use for people who are coming to visit the businesses in the building?

A: there are bike racks included, but they are not shown in the plan. Accommodating bicycles is important to them.

**Public Art:**

Q: is the public art contribution for this building or for the town in general?

A: most art will be on the building, but some will be in the general area of the building.

**Further comments** were sent via email following the meeting:

How will the green wall be maintained given the second storey access to the planter?

Would like to see a western elevation showing the green wall.

With the limited space along the Main Street plaza level, the need for two Barrier Free ramps is questionable. Bicycle storage and landscaping may be a better use for one of these spaces.

With the rooftop amenity space being eliminated, the need for elevator access for maintenance purposes and two exit stairs seem to be a carry-over from the previous scheme.

The proposed second floor location of the amenity space will be a pale imitation of the rooftop location and will likely not be used by the public.

Will the mechanical units on the roof be screened?

Carefully select a cladding material that will hold up over time as some of these products have a short life span.

The viewing room is not a compelling visitor option and should be renamed as a common room for tenants or organized groups.



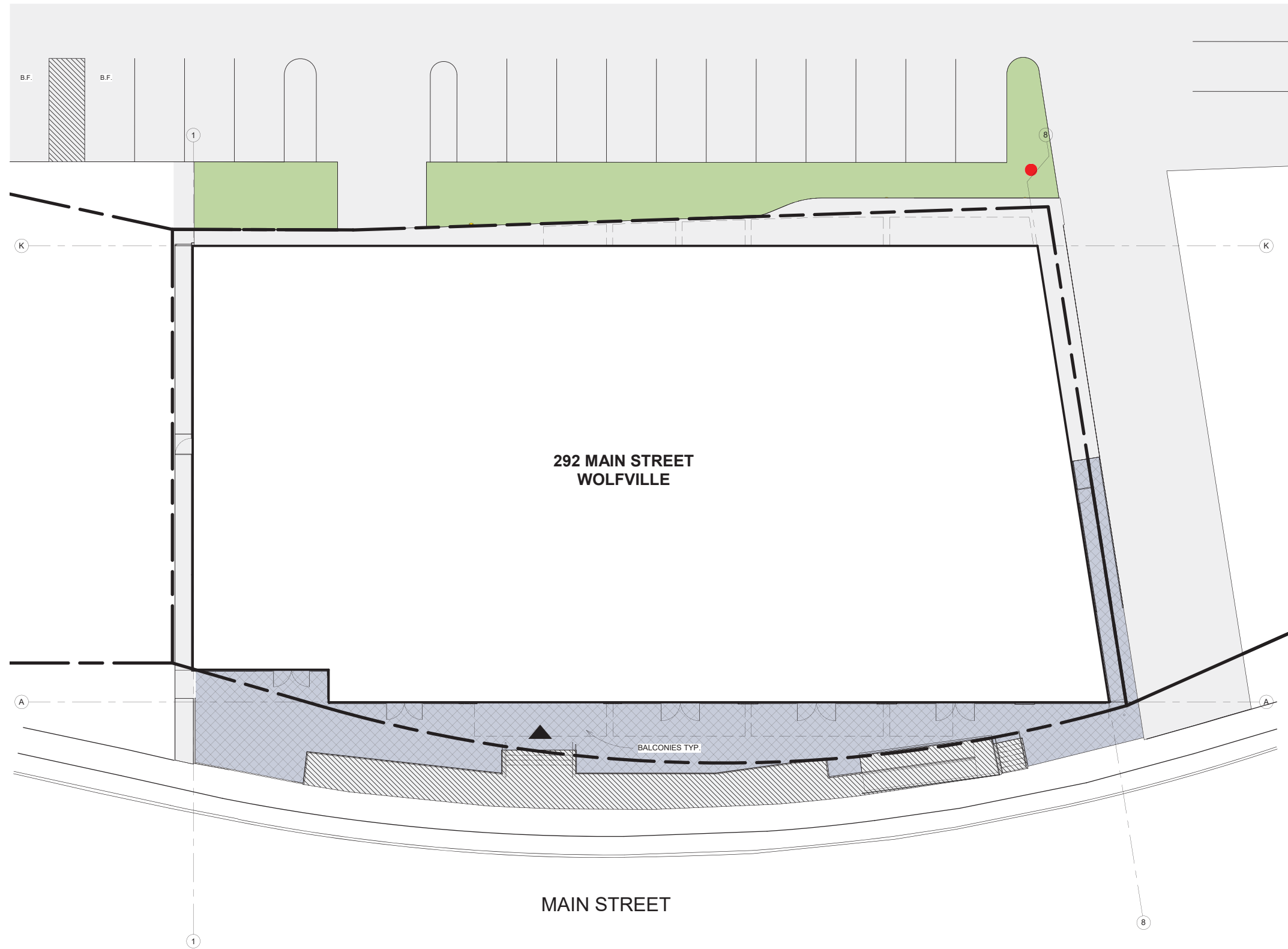
# LATITUDE 45





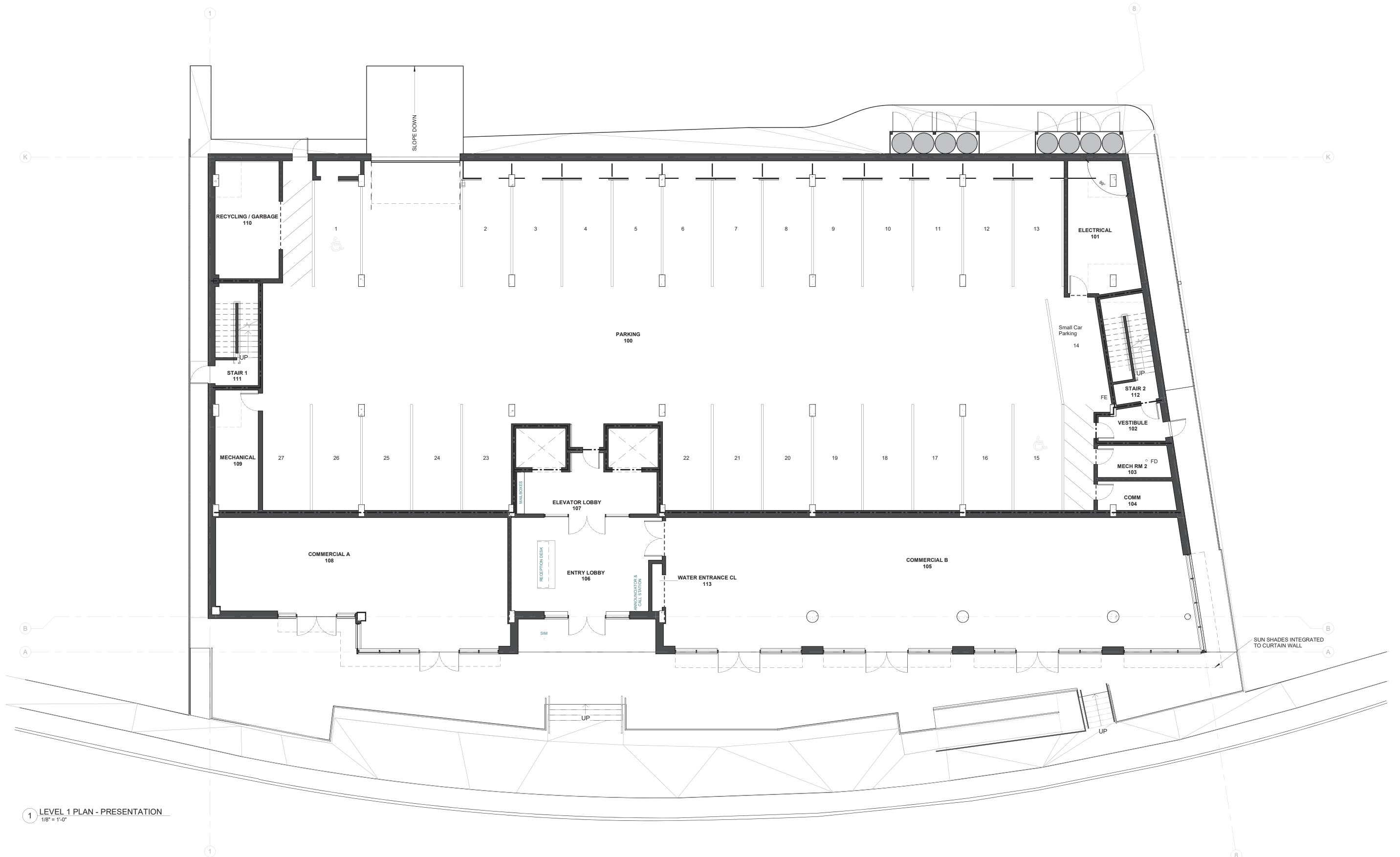


render comparison



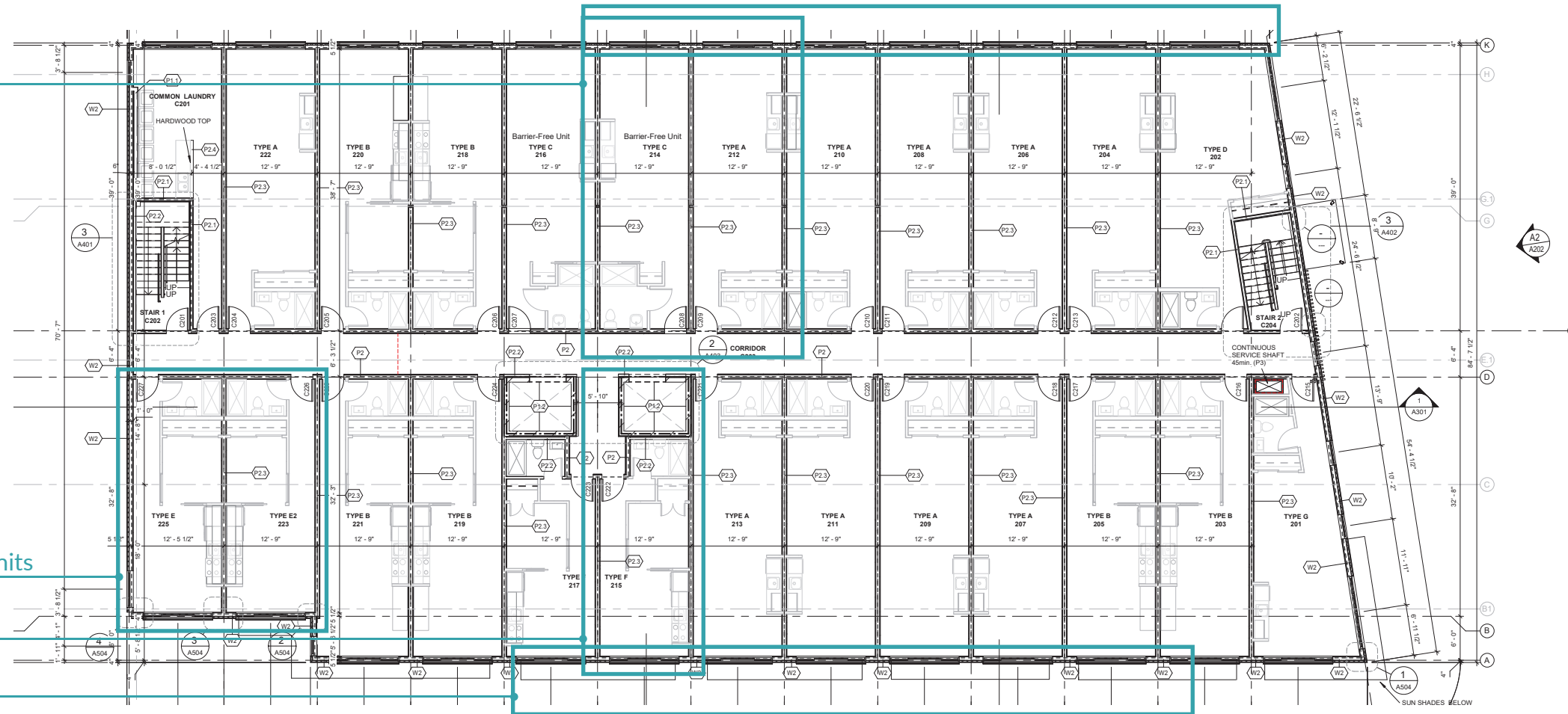
1 SITE PLAN - PRESENTATION  
3/32" = 1'-0"





1 LEVEL 1 PLAN - PRESENTATION  
1/8" = 1'-0"

new common room



corner units revised to barrier-free units

added gym amenity space

balconies added to south and north

level 2 comparison

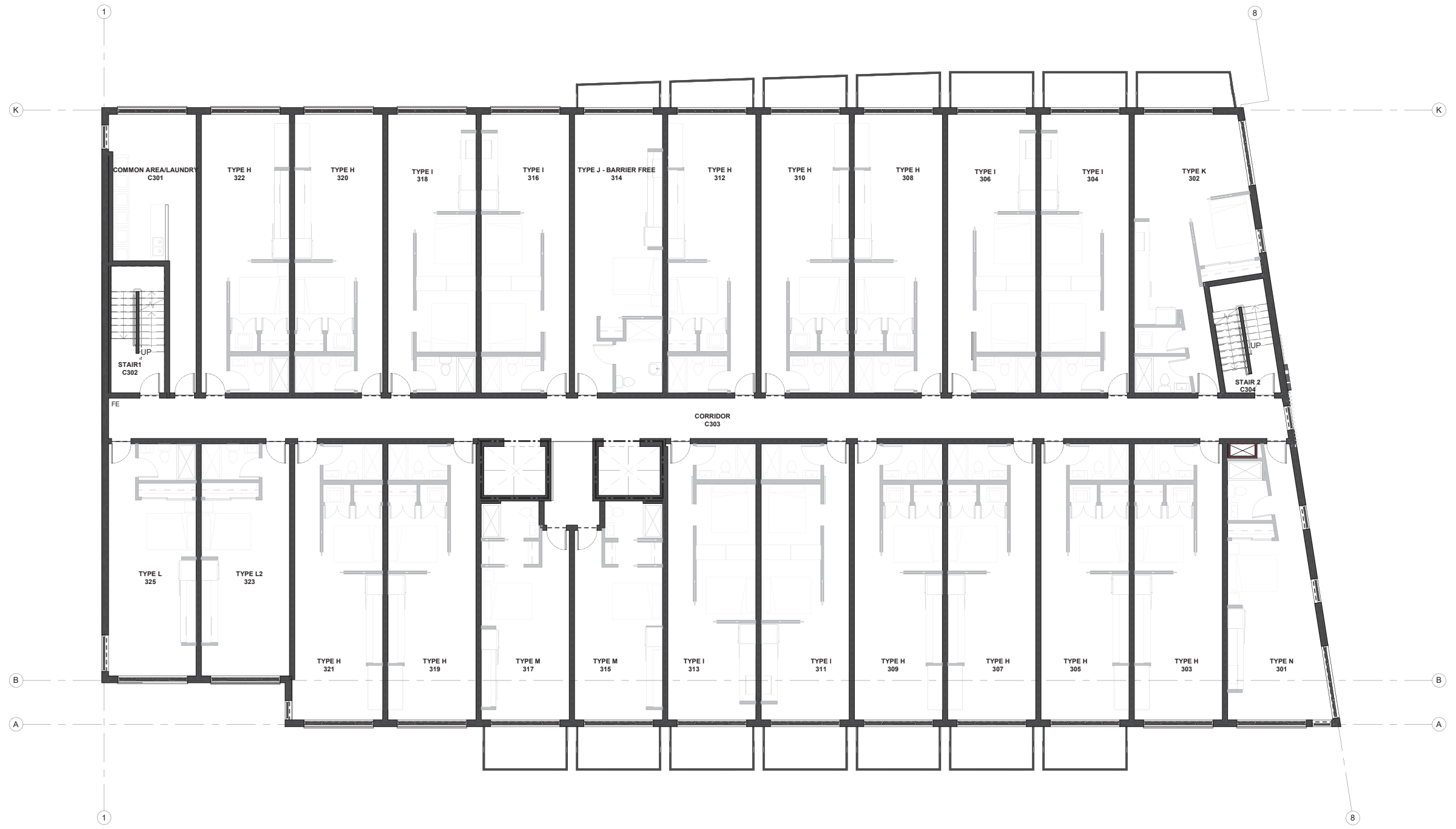






1 LEVEL 2 PLAN - PRESENTATION  
1/8" = 1'-0"

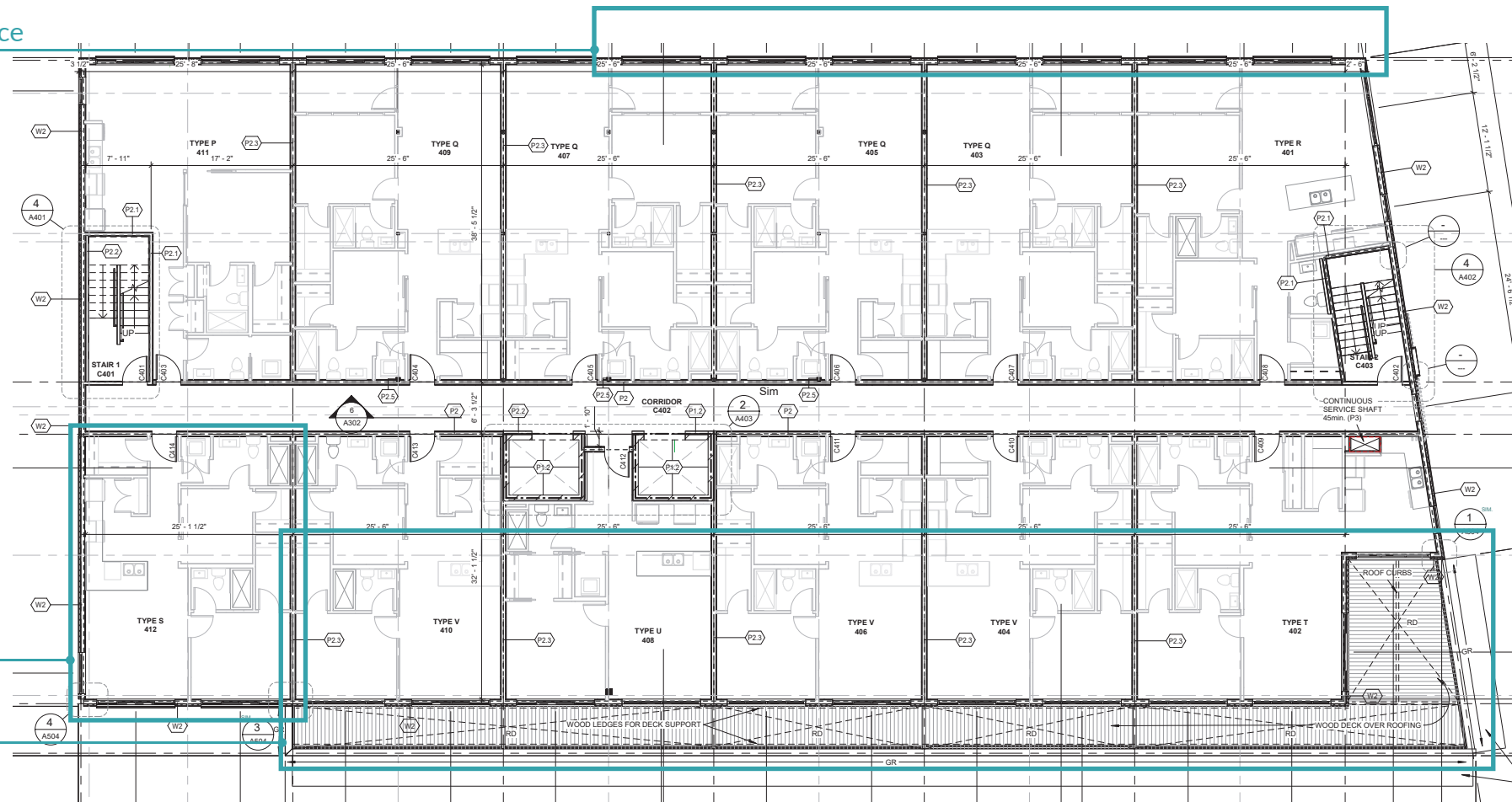




1 LEVEL 3 PLAN - PRESENTATION  
1/8" = 1'-0"



balconies added to the north and south face



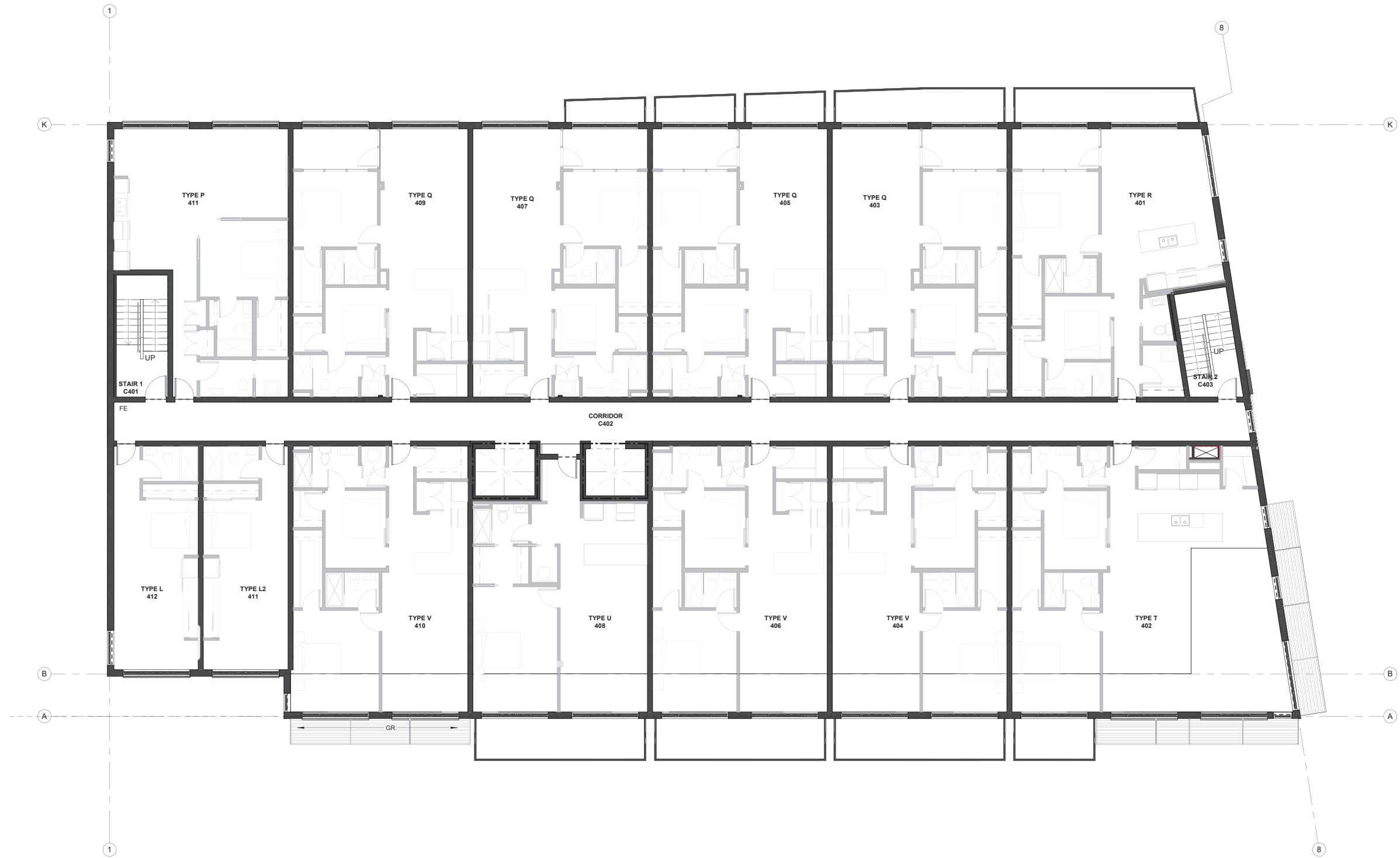
corner units revised to bachelor units

step back removed and balconies added



level 4 comparison

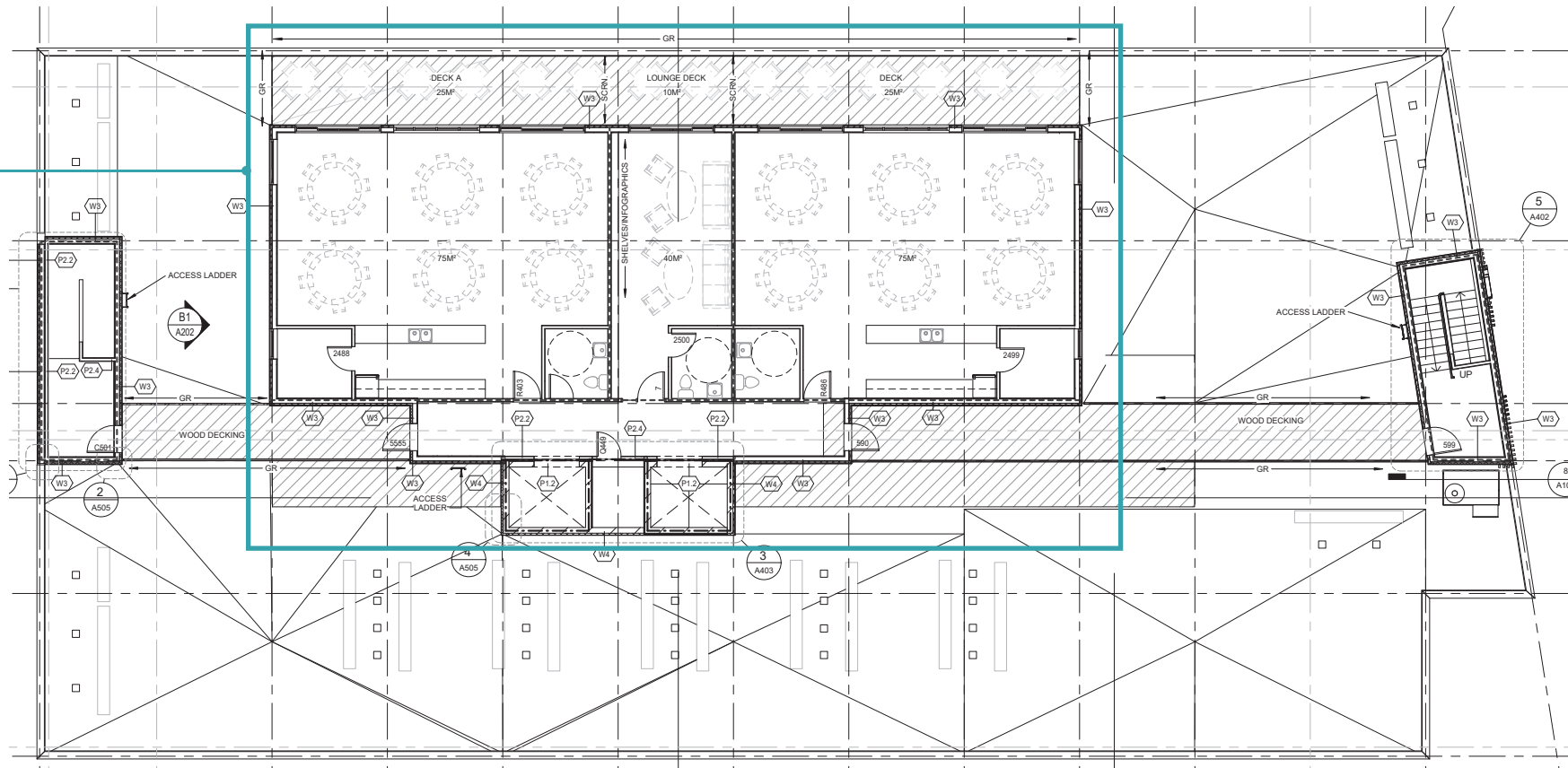




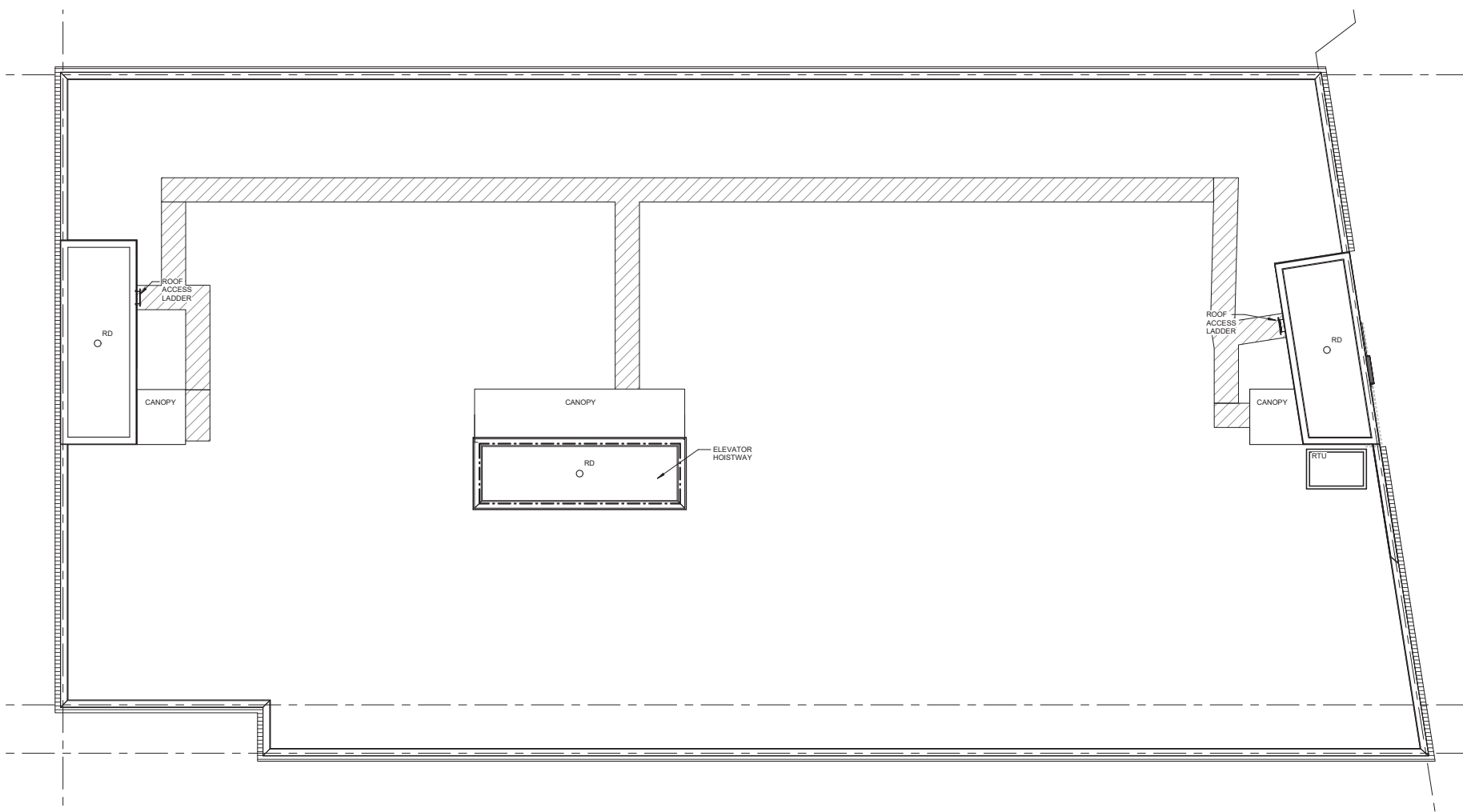
1 LEVEL 4 PLAN - PRESENTATION  
1/8" = 1'-0"

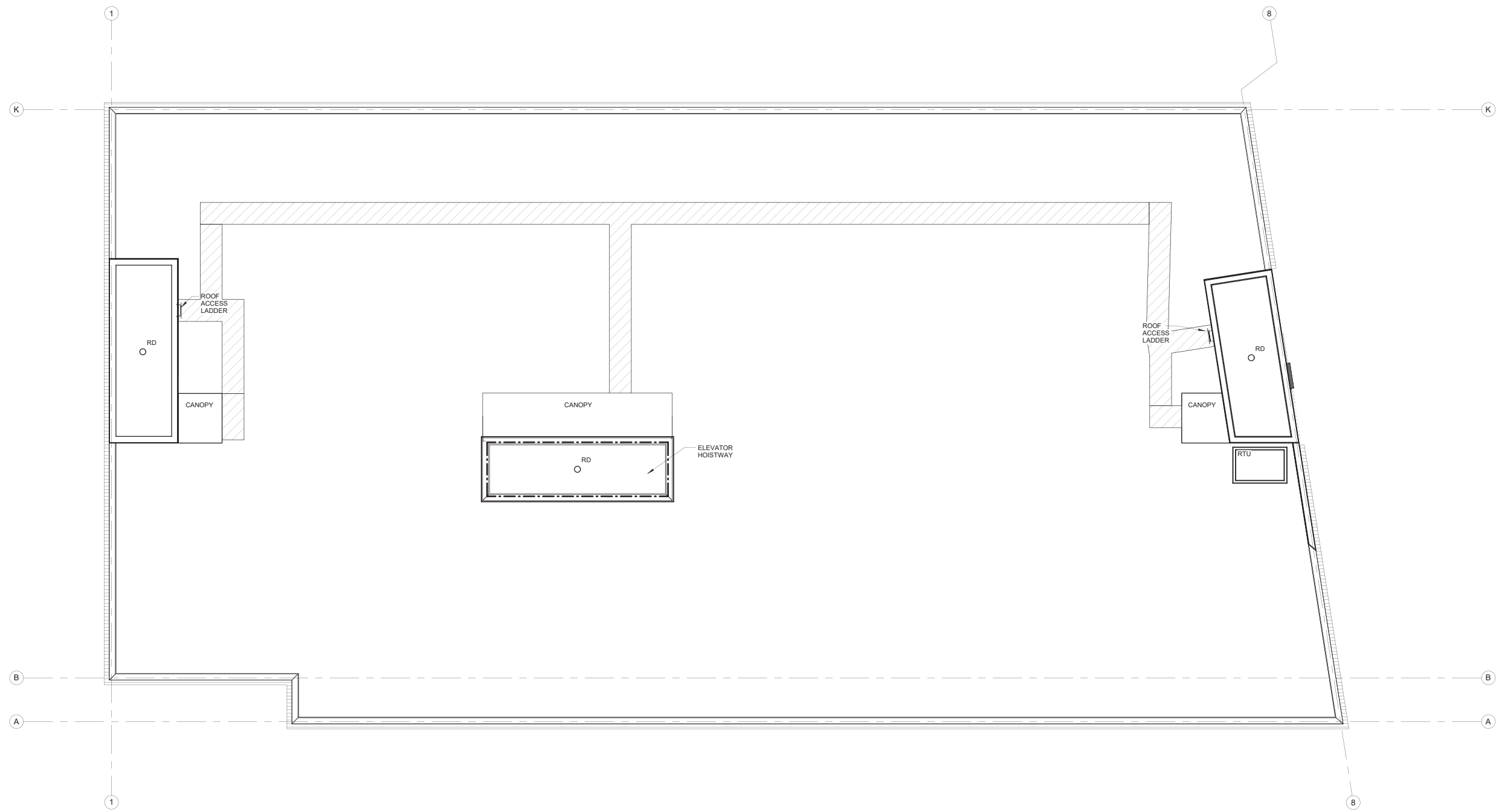


rooftop pavilion removed



roof top comparison



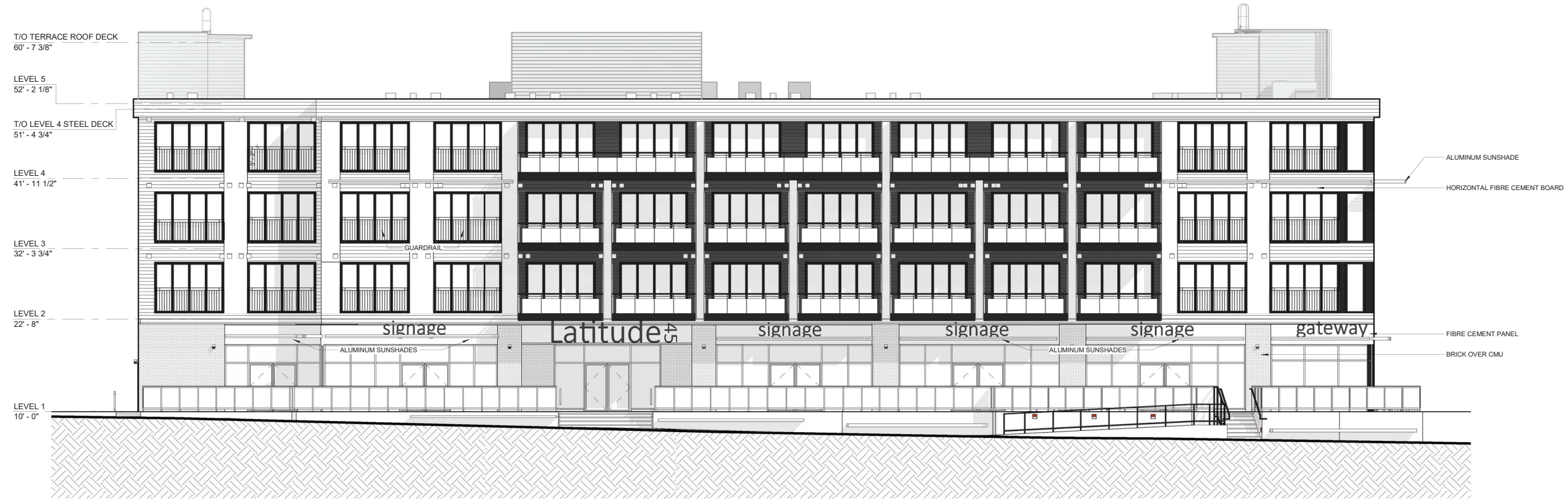


1 ROOF PLAN - PRESENTATION  
1/8" = 1'-0"

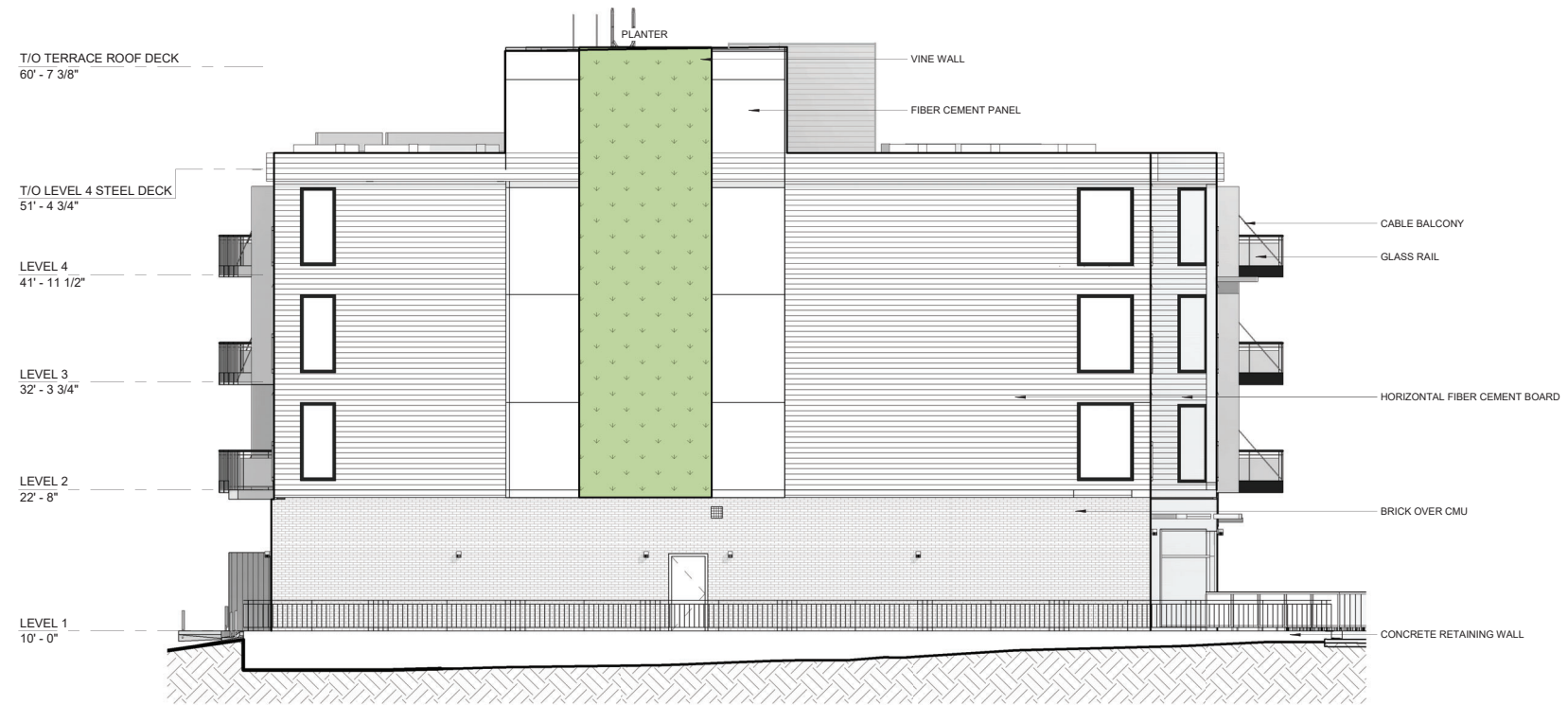




1 NORTH ELEVATION - PRESENTATION  
1/8" = 1'-0"



2 SOUTH ELEVATION - PRESENTATION  
1/8" = 1'-0"



1 WEST ELEVATION - PRESENTATION  
1/8" = 1'-0"



2 EAST ELEVATION - PRESENTATION  
1/8" = 1'-0"







**AMENDING DEVELOPMENT AGREEMENT NO 2. – 292 Main Street**

This **Amending Development Agreement** is made this \_\_\_\_ day of \_\_\_\_\_, 2023.

BETWEEN:

**292 MAIN STREET DEVELOPMENTS LIMITED,**  
(Hereinafter called the “Developer”)

OF THE FIRST PART

- and -

**TOWN OF WOLFVILLE**  
A municipal body corporate,  
(Hereinafter called the “Town”)

OF THE SECOND PART

WHEREAS the Town and the Developer entered into a Development Agreement dated August 15, 2019, approved by Council on June 18, 2019, and filed at the Land Registry Office in Kentville, Nova Scotia as document number 115068505 (the “Original Development Agreement”) effective September 5, 2019 relating to the use and development of the Lands (PID 55278675) pursuant to the provisions of the Municipal Government Act and the Municipal Planning Strategy for the Town of Wolfville. The “Original Development Agreement” was amended on July 19, 2022, effective September 20, 2022, to increase the timing provisions.

AND WHEREAS the Developer has requested that the Original Development Agreement, as amended, be further amended as outlined in this Amending Development Agreement No. 2.

AND WHEREAS the Town Council of the Town, at its meeting on XXXXXXX, 2023, approved entering into this Amending Development Agreement No. 2 to permit the Development on the Lands, subject to the registered owner of the Lands entering into this Amending Development Agreement No. 2;

NOW THEREFORE THIS AGREEMENT WITNESSES THAT in consideration of the covenants made in this Development Agreement and other valuable consideration the Developer and the Town agree to the following terms.

**1. Schedules**

The following schedules form part of this Development Agreement:

- Schedule “A” – Legal Parcel Description of Lands
- Schedule “B” – Site Plan/Landscape Plan for the Lands (To be updated with new plans)
- Schedule “C” – Architectural Design and Elevations (To be updated with new plans)

## AMENDING DEVELOPMENT AGREEMENT NO 2. – 292 Main Street

### 2. Definitions

#### 2.1 In this Development Agreement:

“Barrier Free Parking Stall” means the provisions set forth under Section 3.8.2.2 (4) and Section 3.8.2.2(5) under Schedule C within the Nova Scotia Building Code Regulations made under Section 4 of the Building Code Act.

“Building By-Law” means Chapter 65 of the By-Laws of the Town of Wolfville.

“Developer” means the owner(s) of the Lands, their heirs, successors, assigns, and all subsequent owners of the Lands.

“Development” means a new main building on the Lands dedicated to mixed use, containing up to 60 dwelling units and commercial space.

“Development Officer” means the Development Officer appointed by the Town of Wolfville under the provisions of the *Municipal Government Act*.

“Engineer” means the Engineer appointed by the Town of Wolfville under the provisions of the *Municipal Government Act*.

“Effective date” means the date on which this Development Agreement is deemed to be entered into under the terms of this Development Agreement.

“Lands” means the real property in the Town of Wolfville owned by the Developer, PID 55278675, and as described in Schedule “A”.

“Land Use By-Law” means the Land Use By-Law of the Town of Wolfville in force from time to time, adopted and amended by the Wolfville Town Council under the provisions of the *Municipal Government Act*. At the date of this Amending Development Agreement, it is the **Land Use By-Law effective September 3, 2020, as amended June 20, 2023.**

“Municipal Planning Strategy” means the municipal planning strategy of the Town of Wolfville in force from time to time, adopted and amended by the Wolfville Town Council under the provisions of the *Municipal Government Act*. At the date of this Amending Development Agreement, it is the **Municipal Planning Strategy effective September 3, 2020, as amended June 20, 2023**

“MGA” means the *Municipal Government Act*, S.N.S. 1998, c. 18, as amended.

“Planning Documents” means Land Use Bylaw, Municipal Planning Strategy, and Subdivision Bylaw.

## AMENDING DEVELOPMENT AGREEMENT NO 2. – 292 Main Street

2.2 Where terms (words or phrases) are not defined in this Amending Development Agreement No.2, definitions in the Town’s planning documents shall apply. Where terms are not defined in the planning documents, definitions in the MGA shall apply. Where terms are not defined in the aforementioned sources, their ordinary meaning shall apply.

### 3. Relevance of Planning Documents and Other Regulations

3.1 This Amending Development Agreement No. 2 contains definitions and regulations for the Development. It complements the Town’s Planning Documents. Unless specified in this Amending Development Agreement No. 2, requirements in the Town’s Planning Documents shall apply. Where there is a conflict between this Amending Development Agreement No. 2 and the Planning Documents, this Amending Development Agreement No. 2 shall prevail.

3.2 Regulations outside of this Amending Development Agreement No. 2 or the Town’s Planning Documents may be applicable to the Development. However, the terms of this Amending Development Agreement No. 2 shall not be materially changed in order to comply with such regulations without an amendment to this Amending Development Agreement No. 2.

### 4. Background

The Town approved the Original Development Agreement on July 19, 2019, which permitted the Development subject to certain terms and conditions. The Developer has requested revisions to the Original Development Agreement to include a full fourth storey and removal of the rooftop patio as well as other design and administrative changes. This Amending Development Agreement No. 2 responds to those requests.

### 5. Terms

5.1 Paragraph 5.1.4.1 of the Original Development Agreement is amended to read:

5.1.4.1 *The Developer shall provide...The street scaping improvements shall be approved by the Town’s **Director of Planning and Development**...*

5.2 Paragraph 5.1.4.2 of the original Development Agreement is amended to read:

5.1.4.2 *The Developer shall provide public access to **a 2<sup>nd</sup> floor patio and amenity space** at no cost to the public.*

5.3 Paragraph 5.1.9.2 of the Original Development Agreement is amended to read:

5.1.9.2 *Development enabled by this Agreement, for the Lands on PID 55278675, shall be completed within **seven (8) years of the effective date (September 2027)**. Upon failure to meet this timing requirement, the Town may*



## AMENDING DEVELOPMENT AGREEMENT NO 2. – 292 Main Street

*discharge this Development Agreement without the consent of the Developer.*

### 5.4 Amendment

5.4.1.1 Following are matters in this Development Agreement which the Town and the Developer do not consider to be substantive:

- (a) The timing requirements for completion imposed by section 5.1.9.2.

## 6. Full Agreement

**6.1** *This Amending Development Agreement together with the Original Development Agreement and Development Agreement Amendment No. 1 constitutes the entire agreement and contract entered into by the Town and the Developer. No other agreement or representation, whether oral or written, shall be binding.*



**AMENDING DEVELOPMENT AGREEMENT NO 2. – 292 Main Street**

CANADA  
PROVINCE OF NOVA SCOTIA  
COUNTY OF KINGS

I certify that on \_\_\_\_\_, 2023, \_\_\_\_\_  
a witness to this agreement came before me, made oath, and swore that the **TOWN OF WOLFVILLE**, caused the same to be executed by its proper officers who affixed its Corporate Seal and subscribed their hands in its name and in its behalf in his/her presence.

\_\_\_\_\_  
A Commissioner of the Supreme Court of Nova Scotia

CANADA  
PROVINCE OF NOVA SCOTIA  
COUNTY OF KINGS

I certify that on \_\_\_\_\_, 2023, \_\_\_\_\_  
a witness to this agreement came before me, made oath, and swore that **292 MAIN STREET DEVELOPMENTS LIMITED** caused the same to be executed by its proper officers who affixed its Corporate Seal and subscribed their hands in its name and in its behalf in his/her presence.

\_\_\_\_\_  
A Commissioner of the Supreme Court of Nova Scotia

## **AMENDING DEVELOPMENT AGREEMENT NO 2. – 292 Main Street**

### **Schedule “A” – Parcel Description**

All that certain lot, piece or parcel of land as shown on plan of survey No. R-1-2008-095 prepared by Cyr Surveys Limited, dated July 4, 2008, situated at Wolfville, Kings County, Nova Scotia, more particularly bounded and described as follows:

Beginning at a survey marker on the northern boundary of Main Street, at the southeast corner of land conveyed to Oulton Investments Limited (PID No. 55278683) being north seventy-four degrees thirty-three minutes thirty-two seconds east a distance of 250.83 feet from Nova Scotia Control Monument 8371;

Thence north eight degrees sixteen minutes twenty-two seconds west following the eastern boundary of said land conveyed to Oulton Investments Limited a distance of 60.51 feet to a survey marker at the northeast corner of said land conveyed to Oulton Investments Limited;

Thence north sixty-eight degrees forty-three minutes fifty-five seconds west following the northern boundary of said land conveyed to Oulton Investments Limited a distance of 29.53 feet to a survey marker on the southern boundary of land conveyed to Nova Scotia Power Inc. (PID No. 55278667);

Thence north eighty-two degrees six minutes forty-four seconds east following the said southern boundary of land conveyed to Nova Scotia Power Inc. a distance of 25.66 feet to an iron bar;

Thence continuing along the said southern boundary of land conveyed to Nova Scotia Power Inc. north eighty-one degrees fifty minutes thirty-three seconds east a distance of 33.28 feet to a survey marker;

Thence continuing along the said southern boundary of land conveyed to Nova Scotia Power Inc. north seventy-nine degrees fifty minutes forty seconds east a distance of 128.13 feet to a survey marker;

Thence south seventeen degrees eleven minutes twenty-two seconds east following the western boundary of said land conveyed to Nova Scotia Power Inc. a distance of 75.05 feet to a survey marker on the said northern boundary of Main Street;

Thence south seventy-nine degrees thirty-nine minutes fifty-six seconds west following the said northern boundary of Main Street a distance of 140.03 feet to a survey marker;

Thence continuing along the said northern boundary of Main Street south eighty-one degrees fifty-eight minutes thirty-eight seconds west a distance of 33.00 feet to the Point of Beginning.

Together with a right-of-way at all times and for all purposes for the Grantee its servants and all persons authorized by it or them over that portion of land described as follows:

**AMENDING DEVELOPMENT AGREEMENT NO 2. – 292 Main Street**

Commencing at the southeastern corner of the above described lot;

Thence easterly along Main Street fifteen feet;

Thence northerly parallel with the last boundary of the above described lot seventy-five feet;

Thence westerly fifteen feet to the northeast corner of above described lot;

Thence southerly along the east line of said lot to the place of beginning;

Subject to a right-of-way in common with the Grantee for persons, animals and vehicles over and along that portion of the above described lands, described as follows:

Commencing at the southeastern corner of the described lot on Main Street;

Thence westerly along Main Street ten feet;

Thence northerly and parallel with the east line seventy-five feet;

Thence easterly along the north boundary ten feet;

Thence southerly along the eastern boundary seventy-five feet to the place of beginning.

Containing an area of 12,684 square feet.

Bearings are referred to the Nova Scotia 3 degrees Modified Transverse Mercator Grid, Zone 5, Central Meridian 64 degrees 30 minutes West.

AND ALSO Parcel R as shown on registered plan no. 108704496 recorded in the Land Registration Office for Kings County.

\*\*\* Municipal Government Act, Part IX Compliance \*\*\*

Compliance:

The parcel is created by a subdivision (details below) that has been filed under the Registry Act or registered under the Land Registration Act

Registration District: KINGS COUNTY

Registration Year: 2016

Plan or Document Number: 108704496

The MGA compliance statement has been applied by SNSMR during the processing of Land Registration Plan

Schedule “B” Site/Landscaping Plan

\*\*\*To be added\*\*\*

DRAFT



Schedule “C” – Architectural Design

\*\*\*To be added\*\*\*

DRAFT

**REQUEST FOR DECISION 017-2019 UPDATE**

Title: UPDATE: 292 Main Street  
Proposal for Development Agreement  
Date: 2019-06-18  
Department: Planning and Development

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## SUMMARY

Committee of the Whole had specific areas of concern around parking, bike parking, greenspace maintenance, and the inclusion of car-shares. At this time Staff are confident there is adequate car parking, there shall be two electric car share spaces and cars, adequate bike parking, and ongoing maintenance of the exterior green wall.

*Motion from Committee of the Whole, April 2, 2019*

*04-04-19 IT WAS REGULARLY MOVED AND SECONDED THAT COMMITTEE OF THE WHOLE FORWARD THE DRAFT DEVELOPMENT AGREEMENT FOR PID 55278675 TO A PUBLIC HEARING, SUBJECT TO A PROVISION OF ADEQUATE PARKING, INCLUDING THE PROVISION OF TWO ELECTRIC CAR-SHARE SPACES AND ADEQUATE INTERIOR BIKE SPACES, AND A COMMITMENT OF ONGOING MAINTENANCE OF THE EXTERIOR LIVING WALL.*

CARRIED

### **DRAFT MOTION from PAC:**

THAT COUNCIL APPROVE THE DEVELOPMENT AGREEMENT FOR PID 55278675.

## REQUEST FOR DECISION 017-2019 UPDATE

Title: UPDATE: 292 Main Street  
Proposal for Development Agreement  
Date: 2019-06-18  
Department: Planning and Development

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### 1) CAO COMMENTS

None required.

### 2) LEGISLATIVE AUTHORITY

See Staff report (attached) titled: 292 Main Street, Proposal for Development Agreement, March 7, 2019.

### 3) STAFF RECOMMENDATION

That Council approve the proposed Development Agreement for 292 Main Street.

### 4) REFERENCES AND ATTACHMENTS

- (a) Development Agreement for 292 Main Street
- (b) Staff Report: Request for Decision 017-2019 dated April 2, 2019
- (c) Staff report: 292 Main Street, Proposal for Development Agreement, March 7, 2019.

### 5) DISCUSSION

At the time of the Committee of the whole, concerns expressed an intention to ensure adequate car parking, adequate bike parking, that there shall be two electric car share spaces and cars, and ongoing maintenance of the exterior green wall. Staff are confident these items are sufficiently required in the development agreement attached. Other items, such as the site plan along Main Street, are pending the approval of the Parks Director, yet significant progress has been made and is included in Schedule "B" of the development agreement. Approval of the site plan by the Director of Parks, as it progresses, will continue to be required. The Developer has requested a maximum of 62 residential units be permitted, which has not been included at this time or confirmed in prior reports by Staff.

Additional features of the development include 60 residential dwelling units, commercial retail area located on the ground floor, and 27 parking stalls. Public amenities include \$150,000 in sidewalk improvements, a public rooftop patio, \$5,000 annually for public art contributions to a maximum of \$100,000, and \$66,000 cash-in-lieu for dedicated parking.

### 6) FINANCIAL IMPLICATIONS

If approved this proposal will offer dwelling units with a substantially reduced environmental impact, increase the volume of dwelling units during growing demand and increasing rents, and offer significant

## REQUEST FOR DECISION 017-2019 UPDATE

Title: UPDATE: 292 Main Street  
Proposal for Development Agreement  
Date: 2019-06-18  
Department: Planning and Development

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increases to Town of Wolfville property tax which can be used to offset growing infrastructure deficits, strengthen enforcement activities and/or increase recreation programming.

### 7) REFERENCES TO COUNCIL STRATEGIC PLAN AND TOWN REPORTS

See Staff report (attached) titled: 292 Main Street, Proposal for Development Agreement, March 7, 2019.

### 8) COMMUNICATION REQUIREMENTS

If approved, a public hearing will require advertising and direct mail to residents.

### 9) ALTERNATIVES

Alternatives to the above recommendation may include:

- a. Approve the development agreement, subject to specific changes to ensure it fits existing policy.
- b. Do not approve the development as it does not fit existing policy and direct staff as to how it can better fit policy.

## DEVELOPMENT AGREEMENT – 292 Main Street

This **Development Agreement** is made this \_\_\_\_\_ day of MONTH DAY, 2019.

BETWEEN:

**292 MAIN STREET DEVELOPMENTS LIMITED,**  
(Hereinafter called the “Developer”)

OF THE FIRST PART

- and -

**TOWN OF WOLFFVILLE**  
A municipal body corporate,  
(Hereinafter called the “Town”)

OF THE SECOND PART

WHEREAS the Developer has requested that the Town enter into a Development Agreement relating to the use and development of the Lands (PID 55278675) pursuant to the provisions of the Municipal Government Act and the Municipal Planning Strategy for the Town of Wolfville;

AND WHEREAS a condition of granting approval for the development of the Lands is that the parties enter into this Development Agreement;

AND WHEREAS the Town Council of the Town, at its meeting on \_\_\_\_\_ approved entering into this Development Agreement to permit the Development on the Lands, subject to the registered owner of the Lands entering into this Development Agreement;

NOW THEREFORE THIS AGREEMENT WITNESSES THAT in consideration of the covenants made in this Development Agreement and other valuable consideration the Developer and the Town agree to the following terms.

### **1. Schedules**

The following schedules form part of this Development Agreement:

- Schedule “A” – Legal Parcel Description of Lands
- Schedule “B” – Site Plan/Landscape Plan for the Lands
- Schedule “C” – Architectural Design illustrating the require roof line, window treatment and front entry feature for each building



## 2. Definitions

### 2.1 In this Development Agreement:

“Barrier Free Parking Stall” means the provisions set forth under Section 3.8.2.2 (4) and Section 3.8.2.2(5) under Schedule C within the Nova Scotia Building Code Regulations made under Section 4 of the Building Code Act.

“Building By-Law” means Chapter 65 of the By-Laws of the Town of Wolfville.

“Developer” means the owner(s) of the Lands, their heirs, successors, assigns, and all subsequent owners of the Lands.

“Development” means a new main building on the Lands dedicated to mixed use, containing 60 residential dwelling units and commercial space.

“Development Officer” means the Development Officer appointed by the Town of Wolfville under the provisions of the *Municipal Government Act*.

“Engineer” means the Engineer appointed by the Town of Wolfville under the provisions of the *Municipal Government Act*.

“Effective date” means the date on which this Development Agreement is deemed to be entered into under the terms of this Development Agreement.

“Lands” means the real property in the Town of Wolfville owned by the Developer, PID 55278675, and as described in Schedule “A”.

“Land Use By-Law” means the Land Use By-Law of the Town of Wolfville in force from time to time, adopted and amended by the Wolfville Town Council under the provisions of the *Municipal Government Act*. At the date of this Development Agreement, it is the Land Use By-Law adopted by Council on September 23, 2008, and recorded at the Kentville Land Registry Office on November 6, 2008, as Document Number 92078600.

“Municipal Planning Strategy” means the municipal planning strategy of the Town of Wolfville in force from time to time, adopted and amended by the Wolfville Town Council under the provisions of the *Municipal Government Act*. At the date of this Development Agreement, it is the Municipal Planning Strategy adopted by Council on September 23, 2008, and recorded at the Kentville Registry of Deeds Office on November 6, 2008, as Document Number 92078543.

“MGA” means the *Municipal Government Act*, S.N.S. 1998, c. 18, as amended.

## **DEVELOPMENT AGREEMENT – 292 Main Street**

“Planning Documents” means Land Use Bylaw, Municipal Planning Strategy, and Subdivision Bylaw.

- 2.2** Where terms (words or phrases) are not defined in this Development Agreement, definitions in the Town’s planning documents shall apply. Where terms are not defined in the planning documents, definitions in the MGA shall apply. Where terms are not defined in the aforementioned sources, their ordinary meaning shall apply.

### **3. Relevance of Planning Documents and Other Regulations**

**3.1** This Development Agreement contains definitions and regulations for the Development. It complements the Town’s Planning Documents. Unless specified in this Development Agreement, requirements in the Town’s Planning Documents shall apply. Where there is a conflict between this Development Agreement and the Planning Documents, this Development Agreement shall prevail.

**3.2** Regulations outside of this Development Agreement or the Town’s Planning Documents may be applicable to the Development. However, the terms of this Development Agreement shall not be materially changed in order to comply with such regulations without an amendment to this Development Agreement.

### **4. Background**

The developer requested approval to build a mixed-use building containing 60 dwelling units and commercial space on the Lands.

### **5. Terms**

#### **5.1 Development Conditions**

##### **5.1.1 Permits and Approvals**

**5.1.1.2** This Development Agreement allows the Developer to obtain development permits, other permits, and permissions to allow uses permitted by this Agreement, subject to an access-easement agreement.

**5.1.1.3** The Developer shall be responsible for obtaining all necessary permits and approvals required by law for the Development, including but not limited to development permits, building permits, and any approvals required from the Province of Nova Scotia.

**5.1.1.4** Obligations or other requirements in this Development Agreement are those of the Developer, unless otherwise specified.

## DEVELOPMENT AGREEMENT – 292 Main Street

### 5.1.2 Land Use

5.1.2.1 The following uses are permitted:

- (a) Up to 60 residential dwelling units
- (b) Commercial activities as outlined in the Land Use By-Law for areas zoned Central Commercial (C-1).

### 5.1.3 Landscaping & Site Requirements

5.1.3.1 The Development shall conform to the zone standards of the Land Use By-law, as established in Section 9.2 of the Municipal Planning Strategy except as otherwise established by this Agreement.

5.1.3.2 All Development shall occur on the Lands unless otherwise shown on Schedule “B”, site plans.

5.1.3.3 Development on the Lands shall be built generally in accordance with the Site Plan/Landscape Plan and Specifications of Schedule “B.” Landscaping requirements as shown in Schedule “B” may be varied to accommodate minor details, including but not limited to different plant varieties and the location of planting beds.

5.1.3.4 Storm water runoff from the Lands shall not be directed onto adjacent properties unless permission is obtained from the adjacent property owner for the direction of such storm water runoff.

5.1.3.5 The Developer shall develop and maintain a total of sixty (60) bicycle parking spaces internal to the building

5.1.3.6 The Developer shall develop and maintain a total of twenty-seven (27) parking spaces internal to the building, at least two (2) of which shall be parking spaces reserved for car-share use.

5.1.3.7 The Developer shall ensure a car-sharing service is available to residents of the Development, including at least two (2) vehicles available for hourly or short-term rental, or pay to the Town of Wolfville \$100,000. If these funds become payable to the Town, it is the Town’s intention to use the funds for the purpose of improving parking in the area of the Development.

## DEVELOPMENT AGREEMENT – 292 Main Street

- 5.1.3.8** The Developer shall pay to the Town \$66,000 cash-in-lieu of additional parking spaces, to be paid prior to the issuance of an occupancy permit.
- 5.1.3.9** The Developer shall install a wall which is partially or completely covered with greenery that includes a growing medium, such as soil, water or a substrate on the eastern exterior side of the Development by date of occupancy, or pay to the Town of Wolfville \$100,000. If these funds become payable to the Town, it is the Town's intention to use the funds for the purpose of improving park areas in the area of the Development.
- The Developer shall maintain the green wall in good condition
- 5.1.3.10** The Developer shall ensure the building is 35% more energy efficient than National Building Code standards, as confirmed by Efficiency Nova Scotia prior to the issuance of an occupancy permit or pay to the Town of Wolfville \$100,000, less \$2,857 per 1% more energy efficient than National Building Code standards. If these funds become payable to the Town, it is the Town's intention to use the funds for the purpose of reducing energy use within the Town of Wolfville.
- 5.1.3.11** The Developer shall provide onsite lighting for all driveways and walkways on the Lands of number and design sufficient to provide for the reasonable safety and security of vehicles and pedestrians. All lighting fixtures shall be of a design as to prevent the unreasonable illumination of adjacent properties and full cut off fixtures shall be used for all outdoor lighting.
- 5.1.3.12** The Developer shall provide proof of floodproofing to 12m geodetic elevation from a qualified professional.

### 5.1.4 Amenities

- 5.1.4.1** The Developer shall provide streetscaping improvements along Main Street as outlined in Schedule "B", estimated at least \$150,000 in value and approved by the Town's Director of Parks which shall be completed within (1) year of the issuance of an occupancy permit, or the Town may enter the lands and perform the work at the cost of the Developer or charge the Developer \$150,000.
- 5.1.4.2** The Developer shall provide public access to a rooftop patio at no-cost to the public.
- 5.1.4.2** The Developer shall provide at \$100,000 to the Town over a maximum of 20 years, which the Town shall use for public art located at or in the general area of 292 Main Street. The Developer must pay a minimum of \$5,000 annually and can pay up to the entire outstanding amount. The first payment to the Town must be prior to the issuance of an occupancy permit, and shall make subsequent payments by no later than December 31 of each calendar year after the year in which the occupancy permit is issued. The Town shall use the first payment of \$5,000 for murals on the north face of

## **DEVELOPMENT AGREEMENT – 292 Main Street**

292 Main Street, and the remainder of the payments shall be used for art on or in the area of 292 Main Street.

- The Developer shall have the opportunity to veto decisions regarding the placement of public art using the funds provided within this clause
- The Developer shall be recognized for their contribution to art produced using these funds if the art is not located on 292 Main Street

### **5.1.5 Municipal Services**

**5.1.5.1** The parties agree that municipal sanitary sewer and water services are available in the street on Main Street. All costs to connect the two new buildings (as shown on Schedule “B”) to these services are the responsibility of the Developer.

**5.1.5.2** The Town makes no warranties, guarantees or claims as to the adequacy of the Town’s water supply to provide the recommended Fire Flow amounts for protection of the building from fire. The Developer shall satisfy itself that the available fire flows are satisfactory to meet its needs.

### **5.1.6 Refuse Storage and Utility Equipment**

**5.1.6.1** Refuse, compost, recyclables, and other similar matters shall be stored within the building(s), or within accessory structures or containers pursuant to the requirements of the Land Use Bylaw, Valley Region Solid Waste-Resource Management By-Law, and other applicable regulations.

**5.1.6.2** Containers referenced in 5.1.6.1 shall be located so that they are visually screened.

**5.1.6.3** Utility equipment such as mechanical and electrical equipment shall be visually screened by fencing or landscaping.

### **5.1.7 General Maintenance and Operation**

**5.1.7.1** Buildings, landscaping, and other related features shall be maintained in good condition, pursuant to the Town’s Property Minimum Standards By-law.

### **5.1.8 Architecture**

**5.1.8.1** The developer shall build the one (1) new mixed use building with roof lines, windows and front entry as illustrated in Schedule “C”, Architectural Design.



## **DEVELOPMENT AGREEMENT – 292 Main Street**

### **5.1.9 Timing**

**5.1.9.1** This Development Agreement shall be deemed to be entered into on the day the Agreement is registered in the registry as per section 228(3) of the MGA. All time requirements imposed in this Development Agreement shall be calculated from that date unless otherwise specified.

**5.1.9.2** Development enabled by this Agreement, for the Lands on PID 55278675, shall be completed within three (3) years. Upon failure to meet this timing requirement, the Town may discharge this Development Agreement without the consent of the Developer.

**5.1.9.3** Within 1 year of the issuance of the occupancy permit for the Development, all landscaping required by this Agreement shall be completed.

### **5.1.10 Amendment**

**5.1.10.1** With the exception of matters which the Town and the Developer do not consider to be substantive, the amendment of any other matter in this Development Agreement can only be made under the provisions of Section 230 of the MGA, including the holding of a Public Hearing.

**5.1.10.2** Following are matters in this Development Agreement which the Town and the Developer do not consider to be substantive:

**(a)** The timing requirements for completion imposed by section 5.1.9.2

### **5.1.11 Expenses**

**5.1.11.1** The Developer shall pay all costs and expenses incurred by the Town related to this Development Agreement.

### **5.1.12 Liability**

**5.1.12.1** The Developer shall be liable for any damage caused to persons or public or private property by the Developer or any contractor or other individual doing work related to the Development. The Developer shall indemnify the Town and save it harmless from any claim, cause of action, or liability in any way relating to the Development. The Developer shall obtain and maintain in force throughout the course of construction on the Development, liability insurance coverage to insure the responsibilities which the Developer is assuming in this section.

## DEVELOPMENT AGREEMENT – 292 Main Street

### 5.1.13 Default

**5.1.13.1** If the Developer fails to comply strictly with any term of this Development Agreement or any legislation applicable to this Development Agreement, the Town may, after 30 days notice in writing to the Developer, enter the Lands and perform any obligation with which the Developer has failed to comply strictly.

**5.1.13.1.1** All expenses arising out of the entry of the Lands and performance of the obligations may be recovered by the Town from the Developer by direct suit and shall form a first lien upon the Lands. The Developer shall pay interest on any sum so expended by the Town at the same monthly rate charged by the Town for tax arrears on the outstanding balance from time to time. Such interest costs shall be treated as an expense.

**5.1.13.2** If the Developer breaches any of the terms of this Development Agreement, the Town, at its sole option, may:

- (a)** Terminate this Development Agreement;
- (b)** Exercise one or more of its other rights under this Development Agreement, applicable legislation and Town by-laws, or common law; or,
- (c)** Take no action.

**5.1.13.3** Any election by the Town to take no action on a breach of this Development Agreement by the Developer shall not bar the Town from exercising its rights under this Development Agreement on any other breach.

**5.1.13.4** Any expenses incurred by the Town in exercising its rights under sections 5.1.13.1.1 or 5.1.13.2, or either of them, shall be paid by the Developer to the Town.

### 5.1.14 Administration

The Development Officer administers this Agreement. His/Her decision is final and binding on all parties.

## 6. Warranties by the Developer

### 6.1 Title and Authority

**6.1.1** The Developer warrants as follows:

## DEVELOPMENT AGREEMENT – 292 Main Street

- (a) The Developer has good title in fee simple to the Lands or good beneficial title subject to a normal financing encumbrance, or is the sole holder of a Registered Interest in the Lands. No other entity has an interest in the Lands which would require their signature on this Development Agreement to validly bind the Lands or the Developer has obtained the approval of every other entity which has an interest in the Lands whose authorization is required for the Developer to sign this Development Agreement to validly bind the Lands.
- (b) The Developer has taken all steps necessary to, and it has full authority to, enter this Development Agreement.

### 7. Full Agreement

#### 7.1 Other Agreements

**7.1.1** This Development Agreement constitutes the entire agreement and contract entered into by the Town and the Developer. No other agreement or representation, whether oral or written, shall be binding.

**7.1.2** This Development Agreement shall not be a precedent for any other agreement either between the Town and the Developer or between the Town and any other party.

### 8. Notice

Any notice to be given under this Development Agreement shall be made in writing and either served personally or forwarded by courier or by registered mail, postage prepaid, if to the Town to:

Town of Wolfville  
359 Main Street  
Wolfville, Nova Scotia  
B4P 1A1  
Attention: Development Officer

and if to the Developer:

and if to 292 Main Street Developments:

292 Main Street Developments Limited  
c/o Stephen Ling, Agent for 292 Main Street Developments Limited  
Landry McGillivray, Barristers and Solicitors  
Suite 300, 33 Ochterloney St  
Dartmouth, NS

**9. Headings**

The headings used in this Development Agreement are for convenience only. If any of the headings are inconsistent with the provisions of the Development Agreement which it introduces, the provisions of the Development Agreement shall apply.

**10. Binding Effect**

This Development Agreement shall ensure to the benefit of and be binding upon the parties to this Development Agreement, their respective successors, administrators, and assigns.

**11. Execution**

In witness of this Development Agreement the parties have signed, sealed and delivered it to each other on the date set out at the top of the first page.

SIGNED, SEALED AND DELIVERED )  
 In the presence of: )  
 ) TOWN OF WOLFVILLE  
 )  
 )  
 ) By \_\_\_\_\_  
 ) MAYOR

\_\_\_\_\_  
 Witness )  
 )  
 ) By \_\_\_\_\_  
 ) TOWN CLERK

SIGNED, SEALED AND DELIVERED )  
 In the presence of: )  
 ) By \_\_\_\_\_  
 ) KEVIN GILDART on behalf of  
 ) 292 MAIN STREET DEVELOPMENTS LIMITED

\_\_\_\_\_  
 Witness

CANADA  
 PROVINCE OF NOVA SCOTIA  
 COUNTY OF KINGS

**DEVELOPMENT AGREEMENT – 292 Main Street**

I certify that on \_\_\_\_\_, 2019, \_\_\_\_\_ a witness to this agreement came before me, made oath, and swore that the **TOWN OF WOLFVILLE**, caused the same to be executed by its proper officers who affixed its Corporate Seal and subscribed their hands in its name and in its behalf in his/her presence.

\_\_\_\_\_  
A Commissioner of the Supreme Court of Nova Scotia

CANADA  
PROVINCE OF NOVA SCOTIA  
COUNTY OF KINGS

I certify that on \_\_\_\_\_, 2019, \_\_\_\_\_ a witness to this agreement came before me, made oath, and swore that **KEVIN GILDART** caused the same to be executed by its proper officers who affixed its Corporate Seal and subscribed their hands in its name and in its behalf in his/her presence.

\_\_\_\_\_  
A Commissioner of the Supreme Court of Nova Scotia



## **DEVELOPMENT AGREEMENT – 292 Main Street**

### **Schedule “A” – Parcel Description**

All that certain lot, piece or parcel of land as shown on plan of survey No. R-1-2008-095 prepared by Cyr Surveys Limited, dated July 4, 2008, situated at Wolfville, Kings County, Nova Scotia, more particularly bounded and described as follows:

Beginning at a survey marker on the northern boundary of Main Street, at the southeast corner of land conveyed to Oulton Investments Limited (PID No. 55278683) being north seventy-four degrees thirty-three minutes thirty-two seconds east a distance of 250.83 feet from Nova Scotia Control Monument 8371;

Thence north eight degrees sixteen minutes twenty-two seconds west following the eastern boundary of said land conveyed to Oulton Investments Limited a distance of 60.51 feet to a survey marker at the northeast corner of said land conveyed to Oulton Investments Limited;

Thence north sixty-eight degrees forty-three minutes fifty-five seconds west following the northern boundary of said land conveyed to Oulton Investments Limited a distance of 29.53 feet to a survey marker on the southern boundary of land conveyed to Nova Scotia Power Inc. (PID No. 55278667);

Thence north eighty-two degrees six minutes forty-four seconds east following the said southern boundary of land conveyed to Nova Scotia Power Inc. a distance of 25.66 feet to an iron bar;

Thence continuing along the said southern boundary of land conveyed to Nova Scotia Power Inc. north eighty-one degrees fifty minutes thirty-three seconds east a distance of 33.28 feet to a survey marker;

Thence continuing along the said southern boundary of land conveyed to Nova Scotia Power Inc. north seventy-nine degrees fifty minutes forty seconds east a distance of 128.13 feet to a survey marker;

Thence south seventeen degrees eleven minutes twenty-two seconds east following the western boundary of said land conveyed to Nova Scotia Power Inc. a distance of 75.05 feet to a survey marker on the said northern boundary of Main Street;

Thence south seventy-nine degrees thirty-nine minutes fifty-six seconds west following the said northern boundary of Main Street a distance of 140.03 feet to a survey marker;

Thence continuing along the said northern boundary of Main Street south eighty-one degrees fifty-eight minutes thirty-eight seconds west a distance of 33.00 feet to the Point of Beginning.

Together with a right-of-way at all times and for all purposes for the Grantee its servants and all persons authorized by it or them over that portion of land described as follows:

**DEVELOPMENT AGREEMENT – 292 Main Street**

Commencing at the southeastern corner of the above described lot;

Thence easterly along Main Street fifteen feet;

Thence northerly parallel with the last boundary of the above described lot seventy-five feet;

Thence westerly fifteen feet to the northeast corner of above described lot;

Thence southerly along the east line of said lot to the place of beginning;

Subject to a right-of-way in common with the Grantee for persons, animals and vehicles over and along that portion of the above described lands, described as follows:

Commencing at the southeastern corner of the described lot on Main Street;

Thence westerly along Main Street ten feet;

Thence northerly and parallel with the east line seventy-five feet;

Thence easterly along the north boundary ten feet;

Thence southerly along the eastern boundary seventy-five feet to the place of beginning.

Containing an area of 12,684 square feet.

Bearings are referred to the Nova Scotia 3 degrees Modified Transverse Mercator Grid, Zone 5, Central Meridian 64 degrees 30 minutes West.

AND ALSO Parcel R as shown on registered plan no. 108704496 recorded in the Land Registration Office for Kings County.

\*\*\* Municipal Government Act, Part IX Compliance \*\*\*

Compliance:

The parcel is created by a subdivision (details below) that has been filed under the Registry Act or registered under the Land Registration Act

Registration District: KINGS COUNTY

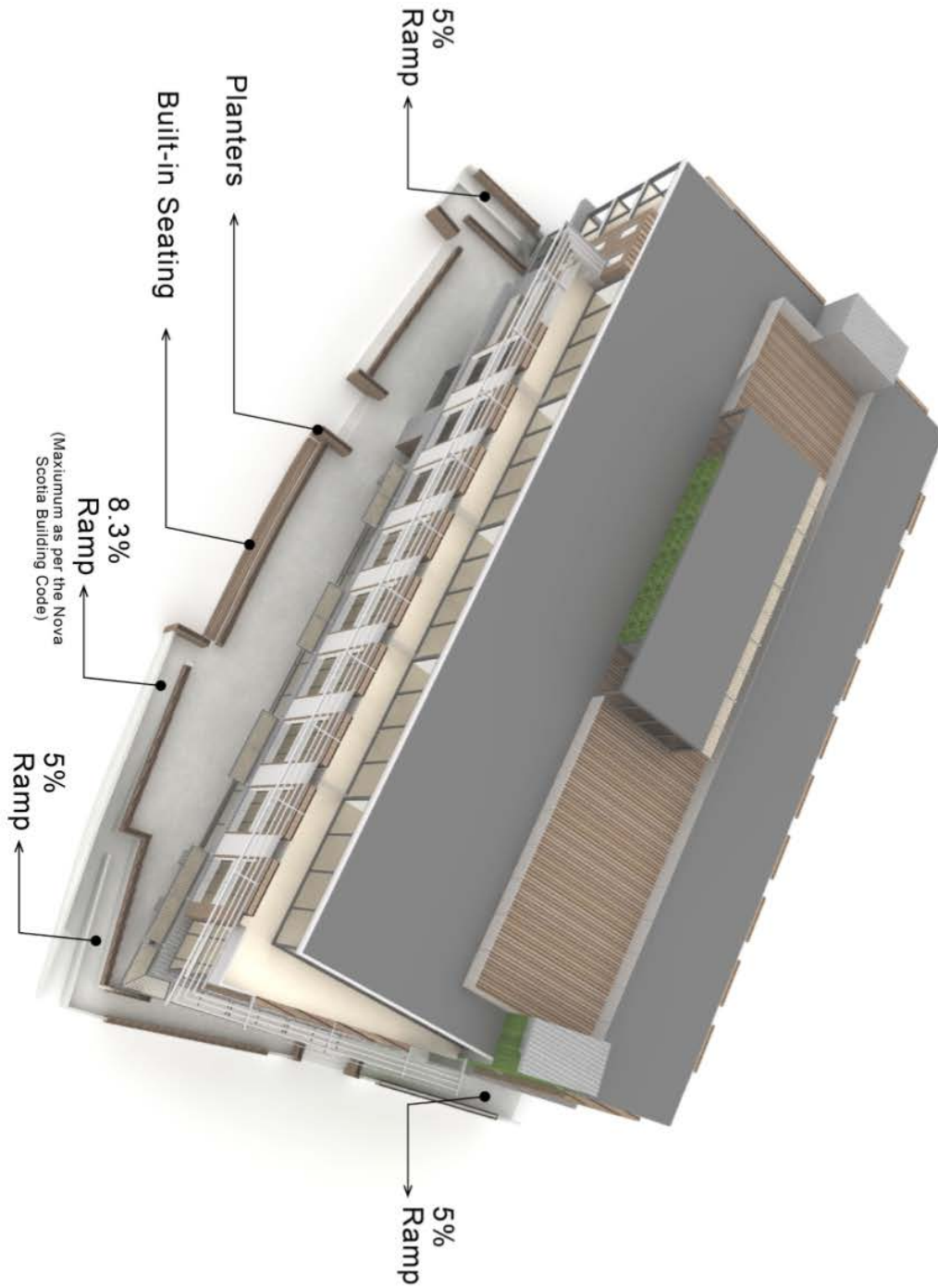
Registration Year: 2016

Plan or Document Number: 108704496

The MGA compliance statement has been applied by SNSMR during the processing of Land Registration Plan



DEVELOPMENT AGREEMENT – 292 Main Street



DEVELOPMENT AGREEMENT – 292 Main Street

Schedule “C” – Architectural Design





DEVELOPMENT AGREEMENT – 292 Main Street

West Elevation



East Elevation



**REQUEST FOR DECISION 017-2019**

Title: 292 Main Street  
Proposal for Development Agreement  
Date: 2019-04-02  
Department: Planning and Development

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## SUMMARY

The Applicant and property owner of 292 Main Street, Kevin Gildart of 292 MAIN STREET DEVELOPMENTS LIMITED, is seeking a development agreement to allow for the development of a mixed use residential and commercial building, with 60 residential dwelling units, commercial retail area located on the ground floor, and 27 parking stalls. Public amenities include \$150,000 in sidewalk improvements, rooftop patio, \$5,000 annually for public art contributions, and \$66,000 cash-in-lieu for dedicated parking. Planning Advisory Committee had specific areas of concern around parking, bike parking, greenspace maintenance, and the inclusion of car-shares.

*Motion from PAC*

*THAT THE PLANNING ADVISORY COMMITTEE PROVIDE A POSITIVE RECOMMENDATION TO COUNCIL REGARDING THE DRAFT DEVELOPMENT AGREEMENT FOR PID 55278675 SUBJECT TO A PROVISION OF ADEQUATE PARKING, INCLUDING THE PROVISION OF TWO ELECTRIC CAR-SHARE SPACES AND ADEQUATE INTERIOR BIKE SPACES, AND A COMMITMENT OF ONGOING MAINTENANCE OF THE EXTERIOR LIVING WALL.*

**DRAFT MOTION from PAC:**

THAT COMMITTEE OF THE WHOLE FORWARD THE DRAFT DEVELOPMENT AGREEMENT FOR PID 55278675 TO A PUBLIC HEARING, SUBJECT TO A PROVISION OF ADEQUATE PARKING, INCLUDING THE PROVISION OF TWO ELECTRIC CAR-SHARE SPACES AND ADEQUATE INTERIOR BIKE SPACES, AND A COMMITMENT OF ONGOING MAINTENANCE OF THE EXTERIOR LIVING WALL

## REQUEST FOR DECISION 017-2019

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### 1) CAO COMMENTS

None required.

### 2) LEGISLATIVE AUTHORITY

See Staff report (attached) titled: 292 Main Street, Proposal for Development Agreement, March 7, 2019.

### 3) STAFF RECOMMENDATION

That Council approve the proposed substantial alterations to 102 Main Street, as outlined in Attachment 2.

### 4) REFERENCES AND ATTACHMENTS

- (a) Staff report: 292 Main Street, Proposal for Development Agreement, March 7, 2019.

### 5) DISCUSSION

This application is the result of 2 year consultation process which included a Public Information Meeting, direction from Planning Advisory Committee, and multiple meetings with the Design Review Committee. More than 7 designs were submitted to Staff over this time. The current design has been met with positive recommendations from Design Review Committee, Staff, and Planning Advisory Committee. Several elements of the development agreement require final approval by the Director of Parks.

Planning Advisory Committee included recommendations that Council ensure adequate parking, including the provision of two electric cars used for car-share and adequate interior bike spaces, and a commitment of ongoing maintenance of the exterior living wall is included.

### 6) FINANCIAL IMPLICATIONS

If approved this proposal will offer dwelling units with a substantially reduced environmental impact, increase the volume of dwelling units during growing demand and increasing rents, and offer significant increases to Town of Wolfville property tax which can be used to offset growing infrastructure deficits, strengthen enforcement activities and/or increase recreation programming.

### 7) REFERENCES TO COUNCIL STRATEGIC PLAN AND TOWN REPORTS

See Staff report (attached) titled: 292 Main Street, Proposal for Development Agreement, March 7, 2019.

**REQUEST FOR DECISION 017-2019**

Title: 292 Main Street  
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**8) COMMUNICATION REQUIREMENTS**

If approved, a public hearing will require advertising and direct mail to residents.

**9) ALTERNATIVES**

Alternatives to the above recommendation may include:

- a. Recommend the proposal, subject to specific changes.
- b. Recommend specific changes and that another review by the Planning Advisory Committee take place.

**REQUEST FOR DECISION 017-2019**

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Department: Planning and Development

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**ATTACHMENT (A)**

**292 Main Street, Proposal for Development Agreement, March 7, 2019.**



# REPORT TO PLANNING ADVISORY COMMITTEE

292 Main Street  
 Proposal for Development Agreement  
 March 7, 2019  
 Planning & Development



<b>APPLICANT</b>	Kevin Gildart, of 292 Main Street Developments Ltd.
<b>PROPOSAL</b>	To construct a mixed use residential and commercial building at 292 Main Street, with 60 dwelling units and ground floor commercial space. The dwelling units shall be split between 10 permanent hotel units, 40 permanent residential dwellings and 10 units that are seasonal rentals (May through August only).
<b>LOCATION</b>	292 Main Street (PID 55278675)
<b>LOT SIZE</b>	16,018 Square Feet
<b>DESIGNATION</b>	Central Commercial (CC)
<b>ZONE</b>	Central Commercial (C-1)
<b>SURROUNDING USES</b>	Residential (multi and single-unit dwellings), commercial, park, waterfront and trail, parking, Randall House Museum
<b>ARCHITECTURAL GUIDELINES</b>	Downtown
<b>NEIGHBOUR NOTIFICATION</b>	Sign placed on property, letters sent for Public Information Meeting, email list notified of PAC consideration. Additional notification required for future steps in the process.

## PROPERTY LOCATION



292 Main Street is located north of Willow Park, highlighted in red on Figure 1.

Figure 1 – Context Map

# REPORT TO PLANNING ADVISORY COMMITTEE

292 Main Street  
Proposal for Development Agreement  
March 7, 2019  
Planning & Development



## PROPOSAL

The Applicant and property owner of 292 Main Street, Kevin Gildart of 292 MAIN STREET DEVELOPMENTS LIMITED, is seeking a development agreement to allow for the development of a mixed use residential and commercial building, with 60 residential dwelling units, and a commercial retail area located on the ground floor.

The drawing package submitted by the Applicant is included below and included in the draft development agreement. Previous designs can be found [here](#). More detailed floor plans, a landscape plan provided by a landscape architect (and integrated with improvements envisioned for the East End Gateway), and other details requested by PAC and Council will be provided as the process moves forward and feedback is provided.

Rendering from South side of Main Street (South-East corner of Main and Willow) (Figure 2)



292 MAIN STREET  
2019.01.09



# REPORT TO PLANNING ADVISORY COMMITTEE

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Proposal for Development Agreement

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## Proposed Front and Rear Elevations (*Figure 3*)



# REPORT TO PLANNING ADVISORY COMMITTEE

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## Proposed Side Elevations (Figure 4)

292 MAIN STREET Elevation  
2019.01.09

West Elevation



East Elevation



# REPORT TO PLANNING ADVISORY COMMITTEE

292 Main Street

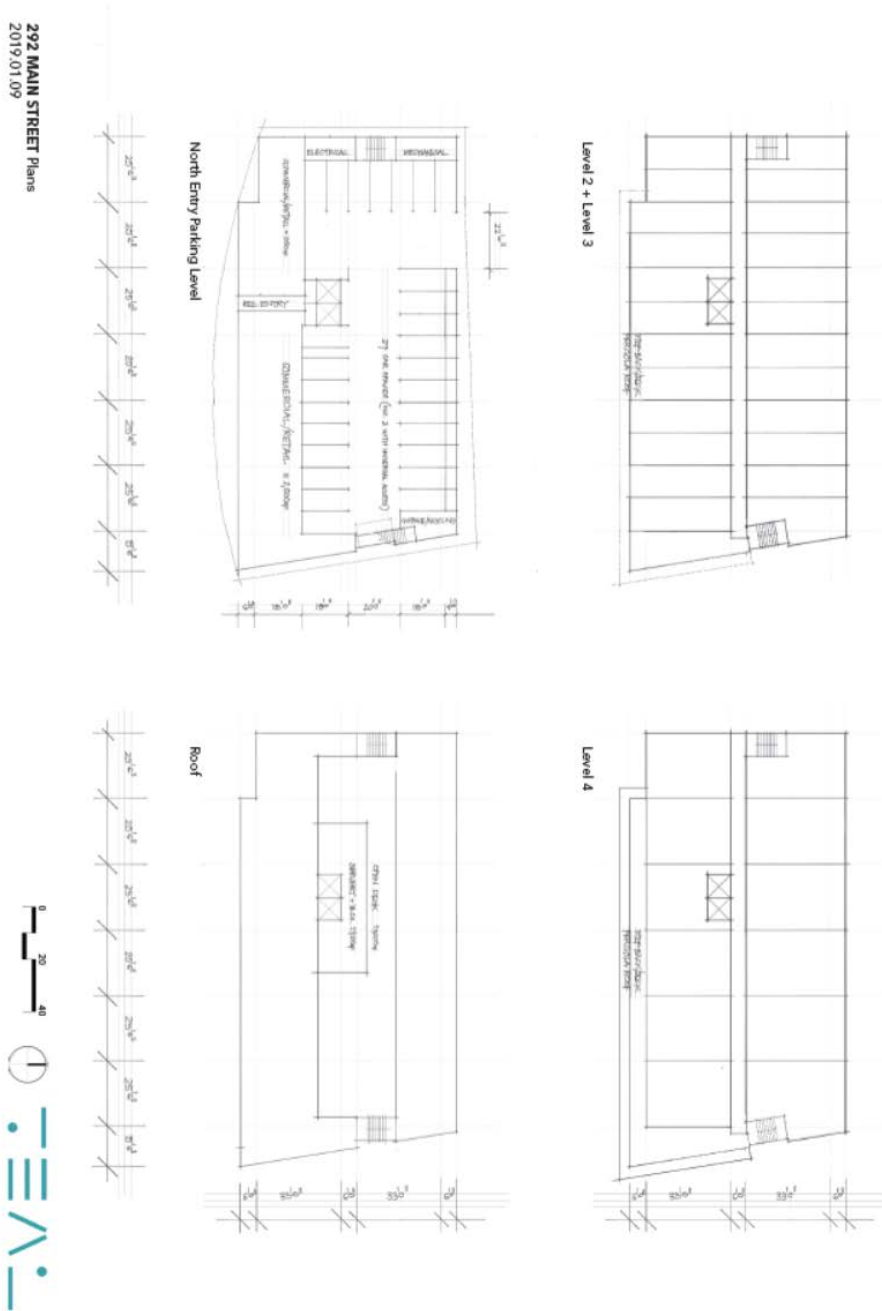
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Proposed interior plans (Figure 5)





# REPORT TO PLANNING ADVISORY COMMITTEE

292 Main Street  
Proposal for Development Agreement  
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## PROCESS & NEXT STEPS

Section 230 of The Municipal Government Act (MGA) establishes the process for the approval of a Development Agreement. This process requires review by the Planning Advisory Committee and the holding of a Public Hearing by Council prior to a decision by Council to approve or reject the proposal. The decision by Council may be appealed to the Nova Scotia Utility and Review Board by an aggrieved person or by the Applicant.

The first stage of the application review process began at the Public Information Meeting (PIM) held on June 15, 2017. Property owners within 100 metres of the development were notified by mail, indicating that the site was subject to a development agreement application. The purpose of the PIM was to provide the public with an opportunity to offer preliminary feedback on the request and allow the applicant to answer any questions that would arise. Notes from this session have been included as 'Attachment 2' and assisted the review process in identifying issues, support or concerns raised by residents.

The initial presentation to the Design Review Committee (DRC) took place in September of 2017. Feedback from the committee led to the Applicant making some minor design revisions and the DRC reviewed the application again in January 2018.

The Planning Advisory Committee reviewed an initial request for direction regarding specific issues - height and parking - related to a previous building design (see [here](#) for previous designs). The feedback from PAC has informed the redesign of the building that is outlined in this report for consideration.

The redesigned proposal (outlined in this report) was presented to the DRC on February 8, 2019 (see below for further details on the DRC review process). The next step in the Development Agreement process (as shown below), will be to have the Planning Advisory Committee (PAC) review this report and provide a recommendation to Council. Council will then provide Initial Consideration, and if passed, a Public Hearing will be scheduled prior to a decision on the proposal from Council.



Figure 6 – Development Agreement Process

## POLICY REVIEW & DISCUSSION

The property is designated Central Commercial (CC) in the [Municipal Planning Strategy](#) (MPS) and zoned Central Commercial (C-1) in the [Land Use Bylaw](#) (LUB). The property is approximately 16,018 square feet in size with a development constraint on the site, as it is within an area of flood risk.

## REPORT TO PLANNING ADVISORY COMMITTEE

292 Main Street  
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The Municipal Planning Strategy (MPS) includes a number of policies for Council to consider when reviewing such an application. This section provides relevant policies for this development proposal and discussion on criteria set out within these policies.

This proposal is enabled for consideration by development agreement by MPS policies 9.2.4, 9.2.9, and 12.1.7 which require development agreements for new main buildings of more than 100 m<sup>2</sup>, for proposals of more than two floors, and for new main buildings within Architectural Control Areas (see below for more details).

Staff recognize the potential for conflicting legal interpretation regarding the above MPS policies with Land Use By-Law 12.3, which states "...three storey buildings may be considered by development agreement (subject to MPS policy 9.2.9)".

Staff have considered Land Use By-Law 12.3 in the creation of this report. Staff have prepared this report based on the applicable policies in the MPS and have endeavoured to maintain consistent policy interpretation on building height with previous approvals in the C-1 zone.

### **Municipal Planning Strategy – Part 5 – Objectives**

Within the list of objectives outlined in Part 5 of the MPS, the objectives most relevant to the proposed development are 5.1.2, 5.1.9, 5.1.12 and 5.1.20. These objectives read as follows:

*"5.1.2 to reduce our ecological footprint and dependence upon fossil fuels"*

*"5.1.9 to manage growth and control land use and development in a manner that will minimize urban sprawl and increase density and reduce conflicts between land uses in a manner that is compatible with the Town's Sustainability Declaration and Vision."*

*"5.1.12 to encourage the preservation of the architectural and cultural heritage of the Town and minimize the impact of new development on this heritage."*

*"5.1.20 to enhance and strengthen the downtown central commercial district of Wolfville as the focal point of commercial and community activity"*

### **Municipal Planning Strategy – Part 6 – Conservation and Stewardship Policies**

Part 6 states:

*"6.1.17 to limit the types of land uses permitted on a floodplain and require flood proofing for construction in flood risk areas."*

### **Municipal Planning Strategy – Part 9 – Central Commercial**

The existing Municipal Planning Strategy Part 9 states:

## REPORT TO PLANNING ADVISORY COMMITTEE

292 Main Street  
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*“9.1.1 to develop and implement a “downtown greening plan” which would include tree planting, planting beds, street trees, and landscaped sidewalk areas.”*

*“9.1.2 to encourage and participate in the beautification and upgrading of the downtown commercial designations and maintain a pedestrian scale at the street level.”*

*“9.1.6 to encourage and support initiatives aimed at increasing pedestrian traffic and fostering “life on the street” such as the sidewalk café policy, outdoor markets, outdoor concerts and entertainment”*

*“9.1.9 to encourage and support the efforts of the WBDC in creating a sustainable business climate in the downtown.”*

*“Policy 9.1.10 to encourage and foster greater density and mixed use compact development in the downtown core”*

*“9.2.4 to consider only by development agreement in areas zoned Central Commercial (C-1) proposals for:*  
*• new buildings in excess of 100 square metres building floor area in accordance with policies 12.1.4, 12.1.5 and 18.6.1...”*

*“9.2.5 to establish architectural controls to include the area designated Central Commercial (CC) as set out in policies 12.1.2, 12.1.3, 12.1.4, 12.1.5, and 12.1.7 and to control alterations to the public façade of buildings through special provisions in the Land Use By-law”*

*“9.2.9 to establish the normal building height for as-of-right development in the C-1 zone at two storeys. Buildings in excess of two storeys may be considered by development agreement in accordance with policies 12.1.4, 12.1.5, 12.1.7 and 18.6.1”*

### **Municipal Planning Strategy – Part 12 – Architectural Heritage**

MPS Part 12 outlines how Council can control the appearance of buildings in Architectural Control Areas. It states:

*“12.1.2 to designate the areas shown on Map 4 - The Architectural Control Areas Map, as Architectural Control areas where the appearance of buildings and streetscapes will be controlled either through special provisions in the Land Use By-law or by development agreement.”*

*“12.1.3 to incorporate special provisions in the Land Use By-law for the lands designated Architectural Control areas with respect to the public facades of:*

- new buildings*
- additions or alterations to existing buildings*
- accessory structures greater than 50 sq. metres in total area*

*In order to ensure the compatibility of new buildings and additions and alterations with the established architectural character of the neighbourhood these special provisions shall control architectural style, building length to width*

## REPORT TO PLANNING ADVISORY COMMITTEE

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*ratio; height, roof shape and the appearance of exterior cladding and roof materials, architectural details and the shape and the size of porches, doors and windows and window area to wall area ratio”.*

*“12.1.4 to require that all developments located within a designated Architectural Control Area be consistent with the design principles and guidelines contained in the appropriate Architectural Guidelines Manual”*

*“12.1.5 to ensure that when considering development agreements the architectural character of any proposed new building, or the addition to or alteration of any building is visually compatible with the established architectural character of other buildings in the neighbourhood, in terms of height, bulk, scale, roof shape, materials, and relationships of windows and doors and architectural details. Require that the applicable Design Review checklist contained in the Architectural Guidelines Manuals be satisfactorily completed as part of the development agreement application”*

*“12.1.7 to consider only by development agreement in the area designated as Downtown Architectural Control Area proposals for new main buildings in excess of 100 square metres, additions to existing buildings that constitute more than 25% of the building floor area of the existing building, and additions to registered heritage properties that constitute more than 10% of the building floor area of the existing heritage building in accordance with policy 18.6.1”*

### **Municipal Planning Strategy – Part 15 – Parking**

Parking criteria for development agreements states that Council shall:

*15.1.1 establish parking standards. ...where developments are permitted by development agreement, the agreement makes provision for adequate parking to serve the proposal and encourages alternatives to impermeable surfaces*

### **Municipal Planning Strategy – Part 18 – Implementation**

The last criteria outlined in Policy 8.7.3 of the MPS states that a “development is in accordance with Policy 18.6.1.” Policy 18.6.1 of the MPS contains general policies that are to be considered for all development agreement applications. An overview of issues arising from these general criteria is reviewed below in Table B while a summary of the entire policy, with Staff comment to each criterion, is provided as *Attachment 1*.

**Table A – Discussion of MPS Policy 18.6.1**

Select Criterion	Discussion
1. Conflict with adjacent land uses	Section 18.6.1 (b) of the MPS states:  <i>“to ensure that the development does not cause conflict with adjacent land uses, disturb the quiet enjoyment of adjacent lands, or alter the character and stability of surrounding neighbourhoods... (i) The type and intensity of use;”</i>

**REPORT TO PLANNING ADVISORY COMMITTEE**

292 Main Street  
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	<p>The proposed use of 60 dwelling units, divided 40 as permanent dwellings, 10 as hotel, and 10 as seasonal hotel (May – August), and commercial space is significantly more intensive than vacant land. Intensity of use, including increased density of dwelling units, is intended for the Central Commercial (C-1) zone. By intensifying the use of this site to include 40-50 Residential dwellings, the ecological footprint of residents living in the proposed development can be more easily reduced, when compared to low density areas of the Town and surrounding region, consistent with Principle 4 of the Melbourne Principles Adapted for Wolfville (Appendix 1 of the current MPS). This proposal also provides employment opportunities, promotes active living, and provides density required for future adoption of improved transit in the Town.</p> <p>Surrounding commercial and adjacent parkland uses will see an increase in traffic, tourism, parking, and retail activities because of this development, as intended for developments within the Central Commercial (C-1) zone.</p>
<p>2. Parking, Traffic &amp; Egress</p>	<p>Section 18.6.1 (g) of the MPS states:</p> <p style="padding-left: 40px;"><i>“to ensure that the proposed site and building design provides the following:</i></p> <p style="padding-left: 40px;"><i>(ii) functional vehicle circulation and parking and loading facilities designed to avoid congestion on or near the property and to allow vehicles to move safely within and while entering and exiting the property;”</i></p> <p>Given the emerging parking management strategy and consideration of the number of student-residents 60 anticipated for this development, staff believe a parking ratio of 0.8 is appropriate, which would require 40 parking spaces.</p> <p>Based on feedback from previous PAC meetings, a ratio of 1:1 has been discussed. Using this formula, the building would require 60 parking spaces.</p> <p>27 parking spaces are provided internally. In addition, the applicant has offered \$66,000 as cash-in-lieu for the remaining</p>

# REPORT TO PLANNING ADVISORY COMMITTEE

292 Main Street  
 Proposal for Development Agreement  
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 Planning & Development



	<p>parking required. The cash-in-lieu contribution shall be designated to assisting with a town-led approach to managing parking in the Central Commercial zone.</p> <p>Additional information related to parking can be found in Attachment 3, Parking Concerns.</p>
<p>3. Architectural Features</p>	<p>Section 18.6.1 (g) of the MPS states:</p> <p><i>“to ensure that the proposed site and building design provides the following:</i></p> <p>(viii) <i>architectural features, including but not limited to, mass, scale, roof style, trim elements, exterior cladding materials, and the shape, size and relationship of doors and windows; that are visually compatible with surrounding buildings in the case of a new building or with the existing building in the case of an addition;”</i></p> <p>The proposed building will contribute to changing neighborhood character, as the existing commercial uses in the immediate area have, and new developments will, such as: 336 Main (Micro Boutique), the redevelopment at 327/9 Main (Church), and the East Gateway area redesign (including a new main building [Visitor’s Information Centre]). The proposed building, and the associated changing neighborhood character, can be described as enhancing or detracting from the existing diverse neighborhood character of commercial and residential uses, depending on one’s perspective.</p> <p>In response to a variety of perspectives, the applicant has altered the design of the proposal multiple times – repeatedly altering the design to respond to community response, advise from Staff, and through listening to the Planning Advisory Committee. This work can be reviewed in the variation of design from early public information meetings to today.</p> <p>The Design Review Checklist from the Architectural Guidelines Manual has been reviewed with the Town’s Design Review Committee and the Committee was in full support of the current proposal. Further, the Architectural Guidelines Manual permits innovation and change, therefore, Staff believe this innovation in design should be considered. It reconciles a variety of Municipal Planning Strategy policies regarding the Central Commercial (C-1)</p>



## REPORT TO PLANNING ADVISORY COMMITTEE

292 Main Street  
Proposal for Development Agreement  
March 7, 2019  
Planning & Development



	<p>zone, sustainability, density, primarily “reads” as three-storeys from Main Street, contains a modest fourth floor stepped back from the street, and a fifth-floor rooftop amenity for residents and visitors of Wolfville in the form on a rooftop patio &amp; restaurant. For these reasons Staff believe this proposal is compatible with surrounding context.</p> <p>For detailed information on this item, see Attachment 2 section 18.6.1 (g)(viii)</p> <p>For additional information on architecture and impacts of the proposal see Attachment 2 section 18.6.2(b)(ii) the height, mass or architectural design of proposed buildings.</p>
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Staff believe the development proposal is consistent with the intent and criteria set out in Policy 18.6.1 of the MPS. A detailed table for MPS Policy 18.6.1 with Staff comments to each criterion is provided in *Attachment 1*.

### REVIEW FROM OTHER DEPARTMENTS

Traffic impact statements from the applicant have been reviewed by the Traffic Authority (Town Engineer), with no comments or concerns at this stage. Further monitoring of traffic will be required, and possible actions have been identified.

The proposal is within the East End Gateway where the Town is moving forward with detailed design for improved parking, landscaping features, a new Visitor Information Centre, public art and placemaking improvements. It is essential the 292 proposal be considered against the improvements for the East End Gateway and the Director of Parks and Recreation has been and will continue to be consulted. Additional work is required on integrating the two sites, depending on the outcome of PAC and Council reviews. A detailed landscaping plan for the 292 site (integrated with the East End Gateway) will be a part of a final Development Agreement package.

## REPORT TO PLANNING ADVISORY COMMITTEE

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### DESIGN REVIEW COMMITTEE (DRC) SUMMARY

The original meeting on September 15, 2017 included renderings of a five-story building with an 8 ft base height for the ground-floor commercial space. Feedback from the DRC suggested that a more appropriate ground floor height would be 12 - 16 ft, and that additional height, or floors, would not significantly alter the pedestrian experience at the podium, or base, of the building. DRC carefully considered the pedestrian experience of the site, including the east and north facing wall and streetscape, to be critical and to require enhancements.



Figure 7 – A rendering of the building as composed for September, 2017

At the second meeting of the DRC on January 18, 2018, the applicant had incorporated DRC feedback into the existing proposal, which includes a 16ft ground floor commercial space, east and south-facing streetscape improvements, including wrap-around commercial space, as well as north-facing public art improvements to the pedestrian experience near the Harvest Moon Trail.



Figure 8 – the proposal as of January 2018

No additional architectural feedback was provided yet the DRC was not in agreement on support for the building. It was acknowledged that the applicant had incorporated all feedback, yet comments on this proposal acknowledged that residents may not be prepared for this height. Design Review Committee did not find consensus on a recommendation for this proposal.

## REPORT TO PLANNING ADVISORY COMMITTEE

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A third redesign of the building occurred after a special meeting of the Planning Advisory Committee (PAC), negating the need for Council to consider the recommendation of PAC as it pertained to a proposal that no longer exists. The third redesign of this application was presented to DRC on February 8, 2019. At that meeting the Design Review Committee found consensus that the design is appropriate for the



Figure 9 – The proposal as of February 2019

Town of Wolfville yet also recognized that the community feedback and/or architectural guidelines have resulted in negative design components, such as a reduced height commercial space, and reduced pedestrian activity on the east (and north) sides of the building as internal space has been dedicated to parking. The Design Review Checklist was reviewed, and all items applicable to this development were successful.

The key statement arising from the Design Review Committee process is that this building meets the architectural guidelines, as written in the 1992 Downtown Architectural Guidelines Manual. This proposal is a more-contemporary solution to the guidelines outlined in the Downtown Architectural Guidelines Manual than has been proposed in the past, and should be considered as per page 4, par. 1 of the Downtown Architectural Guidelines Manual, which states:

*“the Planning Advisory Committee is open to alternative approaches, but it is the Applicant’s responsibility to demonstrate an alternative approach will be successful “*

The Design Review Checklist requires the proposal to address items such as:

- Site Layout
- Vehicular Access and Parking
- Building Form and Materials
- Screening and Landscaping, Signage

The checklist can be viewed on page 27 of the Downtown Architectural Guidelines found online at this [link](#)

## SUMMARY OF DRAFT DEVELOPMENT AGREEMENT PROVISIONS

The Draft Development Agreement, as attached (*Attachment 5*), requires the following:

- 27 internal parking spaces

## REPORT TO PLANNING ADVISORY COMMITTEE

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- 
- Cash-in-lieu parking contribution of \$66,000
  - Energy efficiency of 40% over National Building Code
  - Annual contribution of \$5,000 to the Art in Public Spaces Committee, dedicated to public art at or near 292 Main Street
  - A final landscape plan integrated with the East End Gateway
  - Public access to rooftop patio
  - Streetscaping along Main Street estimated at more than \$150,000

### COMMENTS & CONCLUSIONS

The subject property is currently vacant. The development agreement application proposes the construction of a new mixed-use building containing 60 dwelling units and commercial space.

Staff believe the development proposal meets the overall intent of the Municipal Planning Strategy and is consistent with relevant policies.

### STAFF RECOMMENDATION

Staff recommends that the Planning Advisory Committee provide a positive recommendation to Council regarding the Draft Development Agreement for PID 55278675.

### ALTERNATIVES

Alternatives to the above recommendation may include:

- Recommend the proposal, subject to specific changes.
- Recommend specific changes and that another review by the Planning Advisory Committee take place.

### ATTACHMENTS

1. Policy Summary Tables
2. Public Information Meeting Notes
3. Parking Considerations
4. Design Package
5. Draft Development Agreement

## ATTACHMENT 1 – Policy Summary Tables

**Policy 18.6.1** of the MPS states the general policies for all development agreements. As part of the review for this section, staff may have contacted other departments or outside agencies to seek specific information. The following table outlines the policy and provides Staff comment:

General Development Agreement Policies of the MPS (Section 18.6.1)	Staff Comment
<p><b>(a)</b> <i>to ensure that the proposal conforms to the intent of the MPS and to all other applicable Town By-Laws and regulations, except where the application for a development agreement modifies the requirements of the LUB or Subdivision By-Law.</i></p>	<ul style="list-style-type: none"> <li>This proposal is enabled for consideration by development agreement and in Staff’s opinion the proposal is consistent with the intent of the MPS.</li> </ul>
<p><b>(b)</b> <i>to ensure that the development does not cause conflict with adjacent land uses, disturb the quiet enjoyment of adjacent lands, or alter the character and stability of surrounding neighbourhoods through:</i></p>	
<p><b>i)</b> <i>the type and intensity of use</i></p>	<p>The proposed use of 60 dwelling units, divided 40 as permanent dwellings, 10 as hotel, and 10 as seasonal hotel (May – August), and commercial space is significantly more intensive than vacant land. Intensity of use, including increased density of dwelling units, is intended for the Central Commercial (C-1) zone. By intensifying the use of this site to include 40-50 Residential dwellings, the ecological footprint of residents can be more easily reduced than those living in low density areas. This proposal also provides employment opportunities, promotes active living, and provides density required for improved mass transit opportunities in the Town.</p> <p>Surrounding commercial and adjacent parkland uses will see an increase in traffic, tourism, parking, and retail activities because of this development, as intended for developments within the Central Commercial (C-1) zone.</p>
<p><b>ii)</b> <i>the height, mass or architectural design of proposed buildings</i></p>	<p>The proposed development has been reviewed by the Design Review Committee. The most recent proposal is recognized as an innovative alternative that demonstrates value for the downtown</p>

Commercial Core (C-1) zone. For more details on Design Review comments for this proposal, see the associated section in the Staff Report above.

Concerns around the limited on-site parking and associated impacts were highlighted. Parking concerns are addressed below, as part of section g(ii) *functional vehicle circulation and parking and loading facilities designed to avoid congestion on or near the property and to allow vehicles to move safely within and while entering and exiting the property.*

The proposal contains 4 floors within 39 feet and includes a 5<sup>th</sup> floor “servery” space as part a rooftop patio. The fourth floor is set back from the edge of the third floor and architectural features are used to minimize the visual impacts of a 4<sup>th</sup> floor. The 5<sup>th</sup> floor “severy” space is centered on the footprint, further diminishing it from views on the street. This can be seen in attachment 4, Design Package.

Past approvals consistently required buildings along Main Street clearly “read” as three floors at first glance. Buildings with architectural-feature height of more than 39’, or including more than 3 floors, have consistently been approved in the immediate area and in the Town of Wolfville. These include full-height basements (a fourth floor) used for parking, storage, commerce or dwelling, or architectural features such as turrets and roof-peaks (features which exceed 39 feet in height). Large-scale buildings that have found appreciation from temporary and/or permanent residents of Wolfville include Wolfville Senior’s Lodge, L’Arche Homefires, Woodman’s Grove multi-unit Dwellings, Blomidon Inn, Railtown multi-use building, Micro-Boutique lofts, and various other multi-unit residential dwellings and B&Bs east, west and south of the Central Commercial (C-1) zone.

Based on multiple factors, including added vibrancy, past council decisions (regarding basements and architectural features), location of mechanical units, and environmental factors which constrain a basement parking area, Staff believe the current 5 storey building, which “reads” as three storeys from Main Street, provides on-site parking and a public amenity space on the 5<sup>th</sup> floor, is an innovative and appropriate compromise. This compromise enables an additional floor, similar to permitted basements or parking garages in past approvals, yet minimizes the architectural impacts through innovative design that continues to “read” as three floors from Main Street.

For more information associated with this topic see Staff comment below on section 18.6.2 (viii) *architectural features, including but*



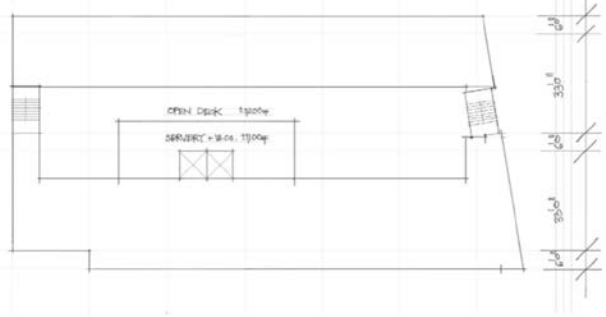

	<i>not limited to, mass, scale, roof style, trim elements, exterior cladding materials, and the shape, size and relationship of doors and windows; that are visually compatible with surrounding buildings in the case of a new building or with the existing building in the case of an addition</i>
<i>iii) hours of operation of the use</i>	Anticipated hours of use for the restaurant, hotel, and residential uses will be within acceptable levels for buildings and activities in the Central Commercial (C-1) zone.
<i>iv) outdoor lighting</i>	Outdoor lighting will be required to not cause negative impacts to adjacent properties.
<i>v) noise, vibration, or odour</i>	The activities on this property are anticipated to increase the noise in the immediate area yet will continue to be regulated with existing bylaws, such as those related to noise and unsightly premises. Staff do not anticipate significant increases in vibration or odour beyond what is intended for the Central Commercial (C-1) zone.
<i>vi) vehicles and pedestrian traffic</i>	The Traffic Impact Statement already submitted indicate that the increased volume of regular road traffic are within acceptable levels, and well within the capacity of Main Street to accommodate. Additional traffic monitoring will be required, and a left turn lane can be implemented if needed.  Traffic monitoring and future traffic impact studies will occur as part of planning for the future of the Town of Wolfville.
<i>vii) alteration of land levels/or drainage patterns</i>	No issues anticipated.
<i>viii) deprivation of natural light</i>	No issues anticipated.
<b>(c)</b> <i>to ensure that the capacity of local services is adequate to accommodate the proposed development and such services will include, but not be limited to the following:</i>	
<i>i) sanitary and storm sewer systems</i>	Adequate capacity
<i>ii) water systems</i>	Adequate capacity
<i>iii) schools</i>	No issues
<i>iv) recreation and community facilities</i>	No issues (needs to be integrated with East End Gateway)
<i>v) fire and police protection</i>	No issues

<i>vi) street and walkway networks</i>	No issues (needs to be integrated with East End Gateway)
<i>vii) solid waste collection and disposal systems</i>	Subject to final site/landscape design and integration with East End Gateway
<b>(d)</b> <i>to ensure that the proposal is not premature or inappropriate by reason of the financial ability of the town to absorb capital and/or maintenance costs related to the development.</i>	No costs to be incurred by the Town
<b>(e)</b> <i>to ensure that the proposal does not cause environmental damage or damage to adjacent properties through:</i>	
<i>i) pollution of soils, water or air</i>	<ul style="list-style-type: none"> <li>• No issues anticipated</li> </ul>
<i>ii) erosion or sedimentation</i>	<ul style="list-style-type: none"> <li>• No issues anticipated</li> </ul>
<i>iii) interference with natural drainage systems</i>	<ul style="list-style-type: none"> <li>• No issues anticipated</li> </ul>
<i>iv) flooding</i>	<p>The proposed development includes raising the ground floor to 8m in geodetic height. To accommodate future storm surges, high tides, and rising sea levels, the proposed development includes a water retention area (the parking garage), and floodproofing measures on the first floor which prevent permanent damage and ensure residential uses located above can still be used in the event of a flood, as is common in other flood-prone areas of the world, such as Northern Europe, Florida, and New Orleans.</p> <p>The total floodproofing measures ensure building structure, up to 12m geodetic elevation are preserved, which is appropriate given Staff estimations of worst-case scenario water levels until 2100, as outlined in draft planning documents anticipated for adoption (an extreme projection of 4 m sea level rise, in contrast to average estimates of 1.3m).</p> <p>Additional measures, including a generator and battery powered emergency exit system, will ensure essential services can operate for a limited time during power-outages.</p>
<b>(f)</b> <i>to ensure that the proposal protects and preserves matters of public interest such as, but not limited to:</i>	

i) <i>historically significant buildings</i>	<ul style="list-style-type: none"> <li>No issues</li> </ul>
ii) <i>public access to shorelines, parks and public and community facilities</i>	<ul style="list-style-type: none"> <li>No issues</li> </ul>
iii) <i>important and significant cultural features, natural land features and vegetation</i>	<p>No significant cultural features, natural land features or vegetative features have been identified at 292 Main Street.</p> <p>View-planes from the former gas station site at 292 Main Street, Willow Park, or adjacent lands are not protected within the Municipal Planning Strategy.</p>
<b>(g)</b> <i>to ensure that the proposed site and building design provides the following:</i>	
i) <i>useable active transportation networks that contribute to existing active transportation links throughout the community</i>	<p>Bicycle Racks will be provided on site to encourage active transportation. The site has convenient access to bike lanes on Main Street and the Harvest Moon Trail.</p> <p>Subject to final site/landscape design and integration with East End Gateway.</p>
ii) <i>functional vehicle circulation and parking and loading facilities designed to avoid congestion on or near the property and to allow vehicles to move safely within and while entering and exiting the property</i>	<p>Given the emerging parking management strategy and consideration of the number of student-residents anticipated for this development, staff believe a parking ratio of 0.8 is appropriate, which would require 40 parking spaces.</p> <p>Based on feedback from previous PAC meetings, a ratio of 1:1 has been discussed. Using this formula, the building would require 60 parking spaces.</p> <p>27 parking spaces are provided internally. In addition, the applicant has offered \$66,000 as cash-in-lieu for the remaining parking required. Providing on-street parking/loading in front of the building on Main Street may also be possible. The cash-in-lieu contribution shall be designated to assisting with a town-led approach to managing parking in the Central Commercial zone.</p> <p>Additional information related to parking can be found in Attachment 3, Parking Concerns.</p>
iii) <i>facilities for the safe movement of pedestrians and cyclists</i>	<ul style="list-style-type: none"> <li>Adequate, subject to further integration with the East End Gateway.</li> </ul>
iv) <i>adequate landscaping features such as trees,</i>	<ul style="list-style-type: none"> <li>Detailed landscaping plan will be provided as we move forward with the process.</li> </ul>

<p><i>shrubs, hedges, fences, flower beds and lawns to successfully integrate the new development into the surrounding area</i></p>	
<p><i>v) screening of utilitarian elements, such as but not limited to; mechanical and electrical equipment, and garbage storage bins</i></p>	<ul style="list-style-type: none"> <li>• Utilitarian elements are to be screened</li> </ul>
<p><i>vi) safe access for emergency vehicles</i></p>	<ul style="list-style-type: none"> <li>• No issues</li> </ul>
<p><i>vii)adequate separation from, and consideration of, public and private utility corridors to ensure their continued safe and functional operation</i></p>	<ul style="list-style-type: none"> <li>• No Issues</li> </ul>
<p><i>viii) architectural features, including but not limited to, mass, scale, roof style, trim elements, exterior cladding materials, and the shape, size and relationship of doors and windows; that are visually compatible with surrounding buildings in the case of a new building or with the existing building in the case of an addition</i></p>	<p>Past approvals consistently required buildings along Main Street clearly “read” as three floors. Buildings with architectural-feature height of more than 39’, or including more than 3 floors, have consistently been approved in the immediate area and in the Town of Wolfville. These include full height basements which are used for parking, storage, commerce or dwelling, or architectural features such as turrets and roof-peaks. Large-scale buildings that have found appreciation from temporary and/or permanent residents of Wolfville include Wolfville Senior’s Lodge, L’Arche Homefires, Woodman’s Grove multi-unit Dwellings, Blomidon Inn, Railtown multi-use building, Micro-Boutique lofts, and various other multi-unit residential dwellings and B&amp;Bs east, west and south of the Central Commercial (C-1) zone. This has culminated in a wide range of alternatives in building style which can be viewed most easily from west to east as the buildings within the C-1 zone generally transition to older, near Elm Avenue, to more recent buildings, near Locust Avenue.</p> <p>The proposed building will contribute to changing neighborhood character, as the existing commercial uses in the immediate area have, and new developments will, such as: 336 Main (Micro Boutique), the redevelopment at 327/9 Main (Church), and the East Gateway area redesign (including a new main building [Visitor’s Information Centre]). The proposed building, and the associated changing neighborhood character, can be described</p>

	<p>as enhancing or detracting from the existing diverse neighborhood character of commercial and residential uses, depending on one’s perspective.</p> <p>In response to a variety of perspectives, the applicant has altered the design of the proposal multiple times – repeatedly altering the design to respond to community response, advice from Staff, and through listening to the Planning Advisory Committee. This work can be reviewed in the variation of design from early public information meetings to today.</p> <p>The Architectural Guidelines Manual permits innovation and change, stating: <i>“architectural change must be accommodated and will encourage innovation in housing design especially if the innovative design incorporates alternative energies or elements of energy efficiency”</i> and that <i>“The Town of Wolfville is open to innovation and alternatives, but it is the applicant’s responsibility to demonstrate their value.”</i> Therefore, Staff believe this innovation in design should be considered as it reconciles a variety of Municipal Planning Strategy policies regarding the Central Commercial (C-1) zone: sustainability, density, primarily “reads” as three-storeys from Main Street, contains a modest fourth floor stepped back from the street, and a fifth-floor rooftop amenity for residents and visitors of Wolfville in the form on a rooftop patio &amp; restaurant. For these reasons Staff believe this proposal is compatible with surrounding context.</p> <p>For additional information on architecture and impacts of the proposal see Staff comment, above, on 18.6.2(b)(ii) <i>the height, mass or architectural design of proposed buildings</i></p>
<p><i>ix) useable outdoor amenity space for use of residents in a residential development</i></p>	<p>Almost no open space is preserved on site, yet included is:</p> <ul style="list-style-type: none"> <li>- commercial spaces and services</li> <li>- streetscape enhancements estimated at more than \$150,000 subject to approval by Parks Director and integration with the East End Gateway</li> </ul> <div data-bbox="732 1493 1414 1730" data-label="Image"> </div> <ul style="list-style-type: none"> <li>- Public rooftop patio and inset Juliet balconies on units</li> </ul>

	 <p>- an annual \$5,000 contribution for public art/murals</p>  <p>In addition, proximity to commercial amenities on Main Street, nearby parklands, such as Willow Park, Waterfront Park, and Harvest Moon Trail are immediately adjacent.</p>
<p>x) <i>accessible facilities for the storage and collection of solid waste materials</i></p>	<p>No issues - subject to final site/landscape design and integration with East End Gateway</p>
<p>xi) <i>appropriate consideration for energy conservation</i></p>	<p>Applicant has committed to achieving 40% efficiency over existing building code with the assistance of Efficiency Nova Scotia, EcoSmart, and Hanatech.</p>
<p>xii) <i>appropriate consideration of and response to site conditions, including but not limited to; slopes, soil, and geological conditions, vegetation, watercourses, wet lands, and drainage</i></p>	<p>Site conditions have been taken into consideration</p>
<p><b>(h)</b> <i>where Council determines, on the advice of a licensed professional, that there is a significant risk of environmental damage from any proposed development which does not require an assessment under the Environmental Assessment Act, environmental studies shall be carried out at the expense of the developer for the purpose of determining the nature and extent of any</i></p>	<p>No issues identified</p>



<p><i>environmental impact and no agreement shall be approved until Council is satisfied that the proposed development will not create or result in undue environmental damage</i></p>	
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**Policy 18.6.2** establishes what conditions may be established in the development agreement. The conditions are limited to those listed, and to the specific policies guiding the particular type of development.

Policy 18.6.2 of the MPS	
SECTION 18.6.2	STAFF COMMENT
<p><b>18.6.2</b> <i>that a development agreement may contain such terms and conditions that are provided for in Section 227 of the Municipal Government Act which ensures that the proposed development is consistent with policies of this Municipal Planning Strategy. The agreement may include some or all of the following:</i></p> <ul style="list-style-type: none"> <li><b>(a)</b> <i>the specific type of use;</i></li> <li><b>(b)</b> <i>the size of the structure(s) within a development;</i></li> <li><b>(c)</b> <i>the percentage of land that may be built upon and the size of yards, courts, or other open spaces;</i></li> <li><b>(d)</b> <i>the location of structure(s) in relation to watercourses, steep slopes and development constraint areas;</i></li> <li><b>(e)</b> <i>storm water drainage plans;</i></li> <li><b>(f)</b> <i>the maximum and minimum density of the population within the development; the architectural design or external appearance of structures, in particular its compatibility with adjacent structures, where required by policy;</i></li> </ul>	<ul style="list-style-type: none"> <li>• The draft Development Agreement includes terms and conditions in relation to many of the items included in 18.6.2.</li> </ul>

- (g)** *traffic generation, access to and egress from the site and impact on abutting streets and parking;*
- (h)** *landscape design plan indicating the type, size and location of all landscaping elements that buffer or screen the development. This may also include fencing, walkways and outdoor lighting;*
- (i)** *open storage and outdoor display;*
- (j)** *public display or advertising;*
- (k)** *maintenance of the development;*
- (l)** *any other matter which may be addressed in the Land Use By-law or Subdivision By-Law, such as parking requirements, yard requirements, etc.;*
- (m)** *site specific information relating to soils, geology, hydrology and vegetation.*

## ATTACHMENT 2 - Public Information Meeting Notes

**Public Information Meeting  
6.00 PM – Wolfville Fire Hall  
Development Agreement Proposal  
292 Main Street**

### **Attending**

*Staff:* Director Chrystal Fuller, Planner Colin Simic & Administrative Assistant James Collicutt  
*Councillors:* Mayor Jeff Cantwell, Councillor Wendy Donovan, Councillor Jodi MacKay, and Councillor Oonagh Proudfoot

*Members of the Public:* Approximately 140 members of the public

*Applicant:* Kevin Gildart and four representatives from Teal Architecture – Tom Emodi, Jon Ellis, Ross Grant & David Espeseth

Mr. Simic began the meeting with a PowerPoint presentation that provided an overview of the proposal to construct a six-storey, mixed-use building at 292 Main Street, a review of relevant policies and a look at the DA process for the application before turning to the public for comments or questions.

### Public Comments & Questions:

#### **George Lohnes, 581 Main Street:**

- The public would like to hear what is being proposed and have an opportunity for other members of the community to ask questions regarding the application in an open session.

At this point in the meeting the Mr. Gildart introduced himself, noted that he is looking for the community's input and offered to answer the public's questions.

#### **Brian McKenzie, 220 Main Street:**

- The neighbouring parking lot has flooded previously, so eventually a flood will occur here. Furthermore, the maximum allowable height in the commercial area is only three storeys. This proposal will no longer afford visitors to Willow Park a view of the water – isn't a water view what we want for our tourists? Could it not be better used as an extended car park?

Acknowledges that the proposal could be a great economic generator but that it will ruin the feel of the area.

*Director Fuller:*

- The as-of-right height limit is 39 feet; however, development agreements allow for applications to vary from that.

*Mr. Gildart:*

- Geotechnical experts have been consulted and the water table exists 4' below grade on this site, therefore the building has been designed to deal specifically with these conditions. The building is designed to withstand *100-Year* weather occurrences.

**Kate Dalton, 101 Main Street:**

- Six storeys is too large. It cashes in on the quaintness of Wolfville and diverts the income elsewhere. Is the Town taking this into consideration and how it will affect our local landlords? The apartment buildings at Woodman's Grove are only three storeys and already imposing.

*Director Fuller:*

- The Town is taking these factor into consideration.

**Gordon Williams, 356 Main Street:**

- The proposed building is too high and how will the need for additional parking be handled?

*Mr. Gildart:*

- The project consultants designed around the information they have been given. The Applicant will re-examine their parking plan but noted the economic reality – the cost of parking is very high – and a change in their parking model will affect the rental rates.

**Maxine McCuaig, 646 Main Street:**

- Noted that her 14 student tenants have 8 cars and asked why this apartment development is necessary with all the other developments coming up?

*Mr. Gildart:*

- Apartments of the type proposed are highly sought after in Wolfville. His personal consultation along Main Street heard that there is very little residential space available in the downtown of Wolfville and he believes there is a need for these sorts of rentals.

*Director Fuller:*

- Council has set policies for growth and the applicant is permitted to apply for this use.

**Joe Rafih, 10 Willow Avenue:**

- Aren't the residential units supposed to have 1.5 parking spots each?

*Director Fuller replied:*

- Not required in the C-1 zone.

**Jim Shafner, 83 Bishop Avenue:**

- Why should the Town consider the extension of 20'+ above what is allowed as-of-right?

*A: Mr. Gildart:*

- The reality for the development is a compromise between affordability and meeting the needs of the Town – the answer is density.

*A: Dir. Fuller:*

- Staff and Council will look at the application through the lens of their existing policies.

**Cathy Omen, 8 Victoria Avenue:**

- Why 6 storeys?

*Mr. Gildart:*

- For the site to be economically feasible a certain amount of square footage is required, including 10 high-accessibility suites, the cost of which is being absorbed by the regular suites so that the accessible units can be affordable for more individuals.

**Gerri Roberston, 14 Sherwood Drive:**

- Concerned that the submitted representation of the building is out of scale. Will there be changes to drawings?

*Mr. Gildart:*

- The drawings are true to scale and have not been altered. The images that are being used are statistically accurate and have been electronically placed into real life photos as an example of the proposed development.

*Director Fuller:*

- These are not the last drawings the Town will receive, and the Town will request scaled drawings in future showing surrounding buildings.

*Mr. Gildart:*

- The Applicant engaged an engineering firm to conduct a traffic study, which indicated that there will be no negative repercussions relating to traffic from this development.

*Director Fuller:*

- Staff have requested a traffic information study, which will contain a series of recommendations.

**Ulrich Schmitt, 67 Chestnut Avenue:**

- Will the traffic study become public?

*Director Fuller:*

- Yes, before the application moves a head to the Planning Advisory Committee.

**Audrey Conroy, 35 Bishop Avenue:**

- Only 9 of the 78 units have 2 bedrooms. The consultants hired by the Town found that the town needs housing for young families.

*Mr. Gildart:*

- The Applicant is open to changing the mix of unit types (ie # of bedrooms) to suit the needs of the community when the proposal gets to that point.

**Janet Eaton, 133 Main Street:**

- Has the Department of Fisheries and/or Ecology Action Centre been consulted regarding sea level rise?

*Mr. Gildart:*

- No but committed to contact them.

**Janet Eaton, 133 Main Street:**

- Visitors often comment on the quaint feeling of the Town and Ms. Eaton worries that the proposed development will detract from the tourism charm of Wolfville. She noted a study that inferred that traffic in Town is hurting its businesses and the added traffic from this development would increase concerns. She asked if there been a cost-benefit analysis of what we (the Town) might loose in allowing this development vs. what it offers?

*Mr. Emodi:*



- The 4 storeys of residential units alone would meet the as-of-right height requirements for the site; however, the Town requires a commercial frontage on the development and that type of space has a ceiling height of approximately 12', which pushes the development beyond the as-of-right height limitation despite being only 1 storey higher. The traffic study measures the impact on traffic and it does not infer that there won't be more, only that the impact will not be appreciable.

**Patricia Williams, 86 Sherwood Avenue:**

- What does that (*not appreciable*) mean?

*Director Fuller:*

- Once the traffic study is available to Staff, it will be made available to the public – but the real question is – “will the impact be more than the road can handle?” If so, engineers may make recommendations for upgrades. This will be publicized once a determination has been made.

**Mary Costello, 17 Chestnut Avenue:**

- Will the Town follow the recommendations of an engineering firm? For residents, its obvious that 78 new units on Main Street will create an impact in how traffic moves through Wolfville.

*Director Fuller:*

- Staff will review and consider the engineers reports then weight it against other information. Staff will make a recommendation to PAC, who will make a recommendation to Council.

**John Martins, Wickwire Avenue:**

- Why are the heritage-based design elements of Wolfville's other buildings not being incorporated into the proposal?

*Mr. Emodi:*

- Wolfville's policy is to promote architectural diversity and the design of this building reflects modern-day culture. Copying older buildings creates faux heritage buildings, and the most respectful a development can be of heritage architecture, is not to copy it. If the public would like to see these features in the proposal then they will endeavour to do so but the proposal now is only an initial consultation and the design will change.

**Q; Gordon Lummis, 42 Bigelow Street:**

- When thinking of Wolfville, one thinks of older buildings and a human-scale, which this proposal doesn't seem to match and it doesn't appear to fit the architectural guidelines.

*Director Fuller:*

- Staff will evaluate the proposal and receive feedback from the Design Review Committee. This meeting is only an initial feedback session.

**Colleen Sheppard, Wickwire Avenue:**

- Why was a PIM-style meeting not held before the developer hired consultants?

Mr. Gildart:

- In March 2016, Tom Dalmazzi started the consultation process, having sought out opinions on different building façade types through a world café style consultation at the Wolfville Farmers' Market, involving 59 people, with 39 people completing a survey on facades, amenities, ect. – and the feedback was incorporated into the proposal as it stands tonight.

**Roberta Hammet, 24 Harbourside Drive:**

- Just because it's possible to work outside of the design guidelines it doesn't mean that they should be forgotten about (*regarding the design of the building*).

**Tony Stewart, 19 Alline Street:**

- The MPS states that Council needs to ensure that when considering a development agreement proposal, the architectural character is visually compatible with the established character of other buildings in the neighbourhood – which this does not.

**John Sheppard, Wickwire Avenue:**

- If passed by Council, will this development set a precedent for future taller buildings?

**Jen Greenough, 315 Main Street:**

- Are students the target market for the studio apartment units?

*Mr. Gildart:*

- Studio apartments attract students, young professionals, middle-aged people and seniors. Many residents choose these types of apartments base on their own personal requirements as they are efficient and affordable.

**Stephen Willsack, 239 Main Street:**

- Development is good for the community, but the concern is that the floodplain area is not suitable for development given its eroding state and the lack of a concrete plan to secure it.

*Director Fuller:*

- The Town's Engineer is aware of certain areas that are at risk and Staff will look at the floodplain issue in relation to the property; however, the floodplain mapping information Staff have available for consideration is part of the current MPS adopted in 2008.

**David Burton, 242 Main Street:**

- The proposal will eclipse L'Arche's new building and will block the vistas of the dykes from Willow Park. Why did the town not buy this and establish parking there?

**David Daniels, 3 Toye Lane:**

- The proposal includes 2 accessible parking spots, 4 are required.  
Will the Applicant commit to having affordable housing through the development agreement?

*Director Fuller:*

- There is no legal means for the Town to require a certain rental rate through a development agreement.

*Mr. Gildart:*

- Has an operating mandate to make this an inclusive building and has a personal commitment to do what is morally correct.

**David Daniels, 3 Toye Lane:**

- If the building were sold then the Applicant's personal commitment would be irrelevant.

*Mr. Gildart:*

- Acknowledges that the building could change hands, even though it is not his intention.

**Rendell Hefler, 109 Woodman Road:**

- Will the Applicant live in Wolfville?

*Mr. Gildart:*

- No.

**Stephen Drahos, 311 Main Street:**

- Could the Applicant work within the existing height restriction set out in the LUB?

*Mr. Gildart:*

- It is unclear whether the development would be economically viable at only 39'.

**Vicent den Hartog, 176 Main Street:**

- What is the Applicant offering in return for Council to extend its allowable height in the development?

*Mr. Gildart:*

- Nothing has been asked of him and nothing has been offered. If there are requests made later in the process then they will be considered.

**Ian Porter, 46 Parkview Avenue:**

- This is not the site for a 6-storey development in Wolfville. The back half of Willow Park is a more suitable location – possible land swap between the Applicant and the Town?

**George Lohnes, 581 Main Street:**

- The current and previous state of the vacant lot over the last 7 years speaks makes him nervous that the building and property will not be well maintained in the future.

*Mr. Gildart:*

- Has offered free use of the land to the community while it was vacant but the opportunity to use it was never taken up by the Town or a community group. Effective tomorrow, Mr. Gilhart will reassess the state of the lot and improve its visual appeal.

**Mr. Lohnes, 581 Main Street:**

- The Town has seen what Crowell Tower did to Acadia's landscape and believes that this proposal may be a repeat.

*The Public Information Meeting paused for a break at 8:03 PM. It resumed at 8:28.*

**Linda William, 108 Main Street:**

- Asked if the units would operate under 8-month or 12-month leases, be furnished or unfurnished and what materials would be used? Concerned that this development is too tall and architecturally unappealing. A land swap should be done and it can be built elsewhere.

*Director Fuller:*

- The Town cannot regulate the length of leases and a land swap is a very involved process that requires the direction of Council. Feedback should be given on the proposal as it is currently being presented.

*Mr. Gildart:*

- Lease duration and such things are driven by the market. If there is going to be a hotel use in this building it will be fully-licensed and publicized. Materials are subject to change and the final decision has not yet been made.

*Mr. Emodi:*

- Interior materials will follow a healthy materials strategy and Exterior materials will be of non-combustible cladding that resist wind-load. Open to questions and comments about materials.

**John Whidden, 7 Fowler Street:**

- Is the developer aware of competing units becoming available concurrently?

*Mr. Gildart:*

- Yes.

**Maxine McCuaig, 646 Main Street:**

- Why is a building of this height even being considered? The Applicant should note the number of vacant apartments available for students currently in Wolfville.

*Director Fuller:*

- Staff cannot reject the application, but that does not mean that Council will approve the development as currently proposed.

*Mr. Gildart:*

- The development appeals to some who attended the meeting and in consultation he has found that there is interest in this type of rental unit in Wolfville.

**Christine Friars, 303 Main Street:**

- Would the Applicant consider more commercial space, which is really needed in Wolfville?

*Mr. Gildart:*

- Yes, but hasn't explored this potential market.

**George Lohnes, 581 Main Street:**

- Would the Applicant and the Town consider another public meeting outside the regular process for development agreements after the Design Review Committee receives the proposal?

*Director Fuller:*

- There is a mechanism to do so and Staff will discuss it.

**Audrey Conroy, 35 Bishop Avenue:**

- Is there any possibility to say to the Applicant "maybe later"?

*Director Fuller:*

- The answer must be "yes" or "no", not "maybe".

**Gordon Williams, 348 Main street:**

- Against a big building with no parking. The building is too large for the downtown.

At this time, there were no further question or comment and the Public Information Meeting was officially adjourned at 8:45.



## ATTACHMENT 3 – Parking Considerations

The 2008 Municipal Planning Strategy does not specify a parking requirement for applications for a development agreement, instead requiring only “adequate” parking for development agreements. This has resulted in reduced parking for new developments in the Central Commercial (C-1) zone.

A reduced parking approach supports a reduced reliance on Fossil Fuels, Natural Step and Melbourne principles found in the Municipal Planning Strategy, and a transition to a more sustainable future. Principles found in the Downtown Architectural Guidelines Manual for a pedestrian oriented downtown align with reduced on-street parking. These principles articulate that improved streetscapes with hidden parking areas, are preferable to an overabundance of parking, and lead to a higher quality of life. These concepts are articulated in Part 15 of the existing Municipal Planning Strategy.

### Why Reduce Parking?

Within Wolfville, the reduced need for parking contained in the 2008 MPS has changed the “on-street” experience from that of Railtown (approved in 2005) to the experience of L’Arche homefires (approved in 2014).

This approach is correlated with diminishing car-use and increasing use of walking and bicycling (leading to positive health outcomes), and more equitable communities (as people who do not use cars are given safer paths of travel). Increases in walking and biking also correlate to increased economic activities and decreased reliance on Fossil Fuels, as alluded to in the Municipal Planning Strategy.

#### **Past Parking approvals, by Development Agreement, within the C-1 Zone**

##### **Rita’s – 318 Main Street**

Approved in 1994. Commercial & Residential. 13 spaces provided.

##### **Paddy’s Pub – 320 Main Street**

Approved in 2000. Commercial use. No specific physical parking spaces required. Cash-in-lieu of \$18,000 provided.

##### **Library Pub – 334 Main Street**

Approved in 2001. Commercial use. No physical parking spaces required. Cash-in-lieu of \$4,000 provided.

##### **Railtown – 24 Harbourside Drive**

Approved by Development Agreement in 2005. 80 Residences + retail space. 79 Parking spaces provided. Agreement to cost share and/or provide access to waterfront park parking area and public parking at Railtown (contribution to ~60 parking spaces)

##### **304 Main Street**

Approved in 2001. Commercial and residential use. 45 sq m of parking area provided (est 3-4 parking spaces).

##### **Microboutiques – 336 Main Street**

Approved by Development Agreement in 2013. 60 Residences + retail space. Originally intended to be 38 parking spaces (28 physical and 10 cash-in-lieu). Final result is 35 (25 physical + 10 cash-in-lieu).

##### **L’Arche Homefires – 341 Main Street**

Approved by Development Agreement in 2014. Commercial mixed use building, no residential use. 0 Parking spaces required. No parking contribution required.

A negative correlation with reduced parking is increasing conflict over parking availability, access for those with personal mobility challenges, and a continued cultural and systemic reliance on automobiles.

Reduced on-street parking is a key part of contemporary urban design due to the benefits it can bring through inducing-demand for alternative transit options, yet reduced on-street parking is directly connected to parking management as parking is still required due to the induced-demand for cars through our cultural expectations and overabundance of personal transportation infrastructure (vehicles and roads).

### **Parking Management**

At the direction of Council, and to answer parking concerns from the public, Staff are working on making parking management improvements. Given the ongoing review of our Municipal Planning Strategy, parking regulation changes are also envisioned with the adoption of a new Municipal Planning Strategy and Land Use By-law (direction from Council to-date included in this report). Appropriate parking regulation and management is an essential part of maintaining and enhancing the unique downtown experience for which Wolfville is known.

Additional tools to reduce demand for parking in downtown areas is to provide a greater diversity of services downtown so residents have less need to drive away from Wolfville to obtain services, and to increase the density of people living within walking access to those services through multi-unit dwellings in the Commercial Core as outlined for the Commercial Core area and zones, in the Municipal Planning Strategy.

Since 2016, Staff have monitored parking within the Town of Wolfville and implemented incremental changes. The multiple studies conducted as part of this monitoring identified that town-managed free-parking spaces were occupied 76% of the time (similar to Halifax's at 72%), during regular office hours. On average there are 143 spaces available within a two minute walk of the Downtown core. The majority of available parking is in the North-west, North-east, and South-east corners of the downtown area. Actions already taken by parking enforcement have increased the availability of existing on-street parking areas, and the most recent staff report (February 5, 2019) included a variety of actions the Town of Wolfville is taking leading up to, and within 2019-20 operations.

**Induced demand** is the phenomenon that after supply increases, more of a good is consumed. This is entirely consistent with the economic theory of supply and demand; this idea has become important in the debate over the expansion of transportation systems and is often used as an argument against increasing traffic and parking capacity as a cure for congestion as it actually contributes to increasing the use of traffic and parking.

**The more we enable parking and traffic, the more we enable "oversized" individual environmental impacts.**

### ACTIONS FROM MOST RECENT PARKING REPORT

(February 5, 2019)

- Parking Actions will be outlined in the 2019-2020 Operations Plan, focusing on identified problem areas.
- Continue counts for the next three years to create a baseline of parking data for analysis as an improved decision-making tool.
- Use parking utilization data to assist with incremental improvements to public parking.
- Continue support of enforcement staff to ensure that overtime parking compliance is effective, and monitoring continues.
- Promote the idea “Where to Park in Wolfville” using effective communication like social media, newsletter, and an online map.

Map showing the average available spaces any hour between 10 am and 3 pm. The bracketed number represents 2017 count.

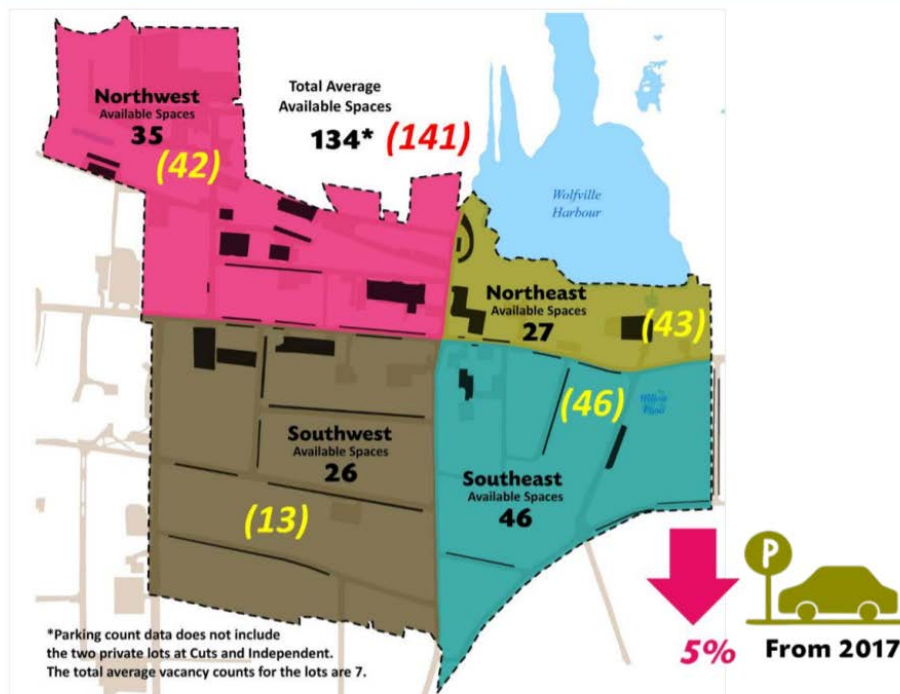


Figure 4-1 – Average available parking in Downtown Wolfville

A recent study completed in Halifax Regional Municipality identified a parking-space occupancy of 72%, yet in certain areas rates of 60% or 95% were identified. Issues that contributed to the perceived parking issue were identified as unawareness of nearby parking options and/or individual choice to not-park at available nearby options. Solutions suggested included:

- increasing awareness of parking areas through signage, and

- Making parking paid

Parking studies in Halifax and Wolfville both indicate that the key action to relieve parking in downtown areas is to increase awareness of available parking options **not** to increase the number of parking spaces.

**When parking is provided for free**, it becomes a common resource subject to the same abuses found in frequent “tragedy of the commons” issues where individuals feel a “right” to a shared-resource without understanding the costs of their actions.

In this instance the high cost of free parking is directly related to:

**Time** - as drivers, residents, business owners, and Councillors compete over finding free public parking spaces and debate how many more should or should not exist.

**Money** – the creation and maintenance of a surface parking space costs between \$2,000 and \$7,500 depending on a variety of factors. Additional costs come from management, enforcement, and maintenance.

**Environment** – parking areas induce demand for driving, “cruising” for spaces, and long term high-energy use.

**Health** – the use of cars is directly correlated with individual health: the more you drive the less fit you are likely to be. This can cost years of a person’s life.

### Increasing demand

Parking continues to be an issue of concern. The most recent Town of Wolfville parking report, reviewed by Council on February 5, 2019, included a number of actions for the near term.

It is important to note that demands for parking are increasing at a rate higher than population growth, and more closely correlated with the substantial increase in Tourism for Nova Scotia and the Annapolis Valley. In the near future we anticipate the demand for seasonal parking to continue to increase with the emergence of new hospitality businesses in our Downtown Core, a growing interest in seasonal accommodations, the redevelopment of the East End Gateway (Willow Park and the Harvest Moon Trail) into a “destination park”, and the increasing interest in wine-bus tours, and continued increases to tourism.



**Figure 4-2** - Example of potential increase of public parking at East End Gateway showing an estimated 43 additional parking spaces.

For these reasons Staff have also identified opportunities for increased parking as part of potential projects such as a New Library, the East End Gateway, existing underutilized town land, and other areas of town. These parking opportunities are not yet integrated into capital-planning, as Council needs to consider the long-term impacts of increasing parking supply given a variety of factors which include:

- the volume of regular-use in contrast to seasonal-use,
- the high-cost of free parking to the Town of Wolfville,
- the high environmental cost of continuing to invest in a mode of transportation that requires significant fossil fuels in the creation and maintenance of pavement, new personal-vehicles, and energy costs.

## **ATTACHMENT 4 – Design Package**

Including renderings, site plan, floorplans

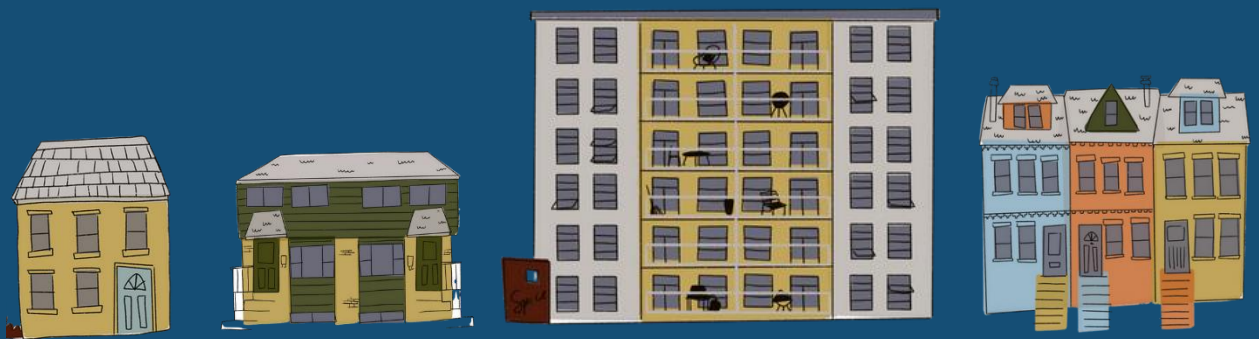


**ATTACHMENT 5 – Draft Development Agreement**

# Town of Wolfville

## Municipal Housing Needs Report

2023



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# 1 Introduction

The purpose of a housing needs assessment is to understand the current and anticipated housing conditions across a given geography, in the case of this and accompanying reports, the conditions across the province of Nova Scotia and its municipalities. Generally, this work strengthens the ability of local stakeholders and governments to:

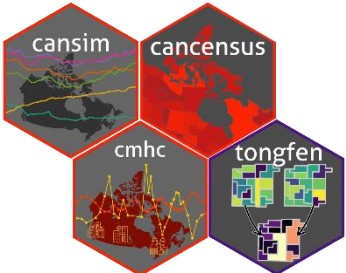
- Identify current and future housing needs and
- Identify existing and projected gaps in housing supply

Empowering municipalities and the province to become effective partners in housing provision requires reliable data to identify the stock necessary to meet current and future needs and how to drive related policy and investment. The insights generated by a needs assessment can help to inform ongoing land use and social planning initiatives at the local level, as well as provide hard evidence in support of advocacy to more senior levels of government.

The goal of this municipal report is to share appropriate, available, and accurate data to municipal governments so that they further understand their current housing situation and what they might anticipate. It is important to note that the same data methodologies and calculations are applied across each municipality, based on available data. This means that reports cannot consider all the nuanced conditions of individual communities that would be known best by municipal staff, stakeholders, and residents.

The report should be considered a form of base knowledge, intended for local review and discussion. Municipalities should use local information to provide additional context and information for discussion and decision-making as they see fit. For more details about methodologies, provincial trends, and definitions, please refer to the **Provincial Report**.

Note that all data references the municipality unless noted otherwise.



## 2 Key Findings

### **Housing shortage**

As of the end of 2022, there was a gap between housing demand and available supply of about 165 units, including both market and non-market housing.

Projections suggest that to keep pace with population growth, the municipality will need 830 new units by 2027 (including the existing shortage of 165) and 1,705 by 2032. Assuming that future housing development matches recent trends, the current supply shortage could increase to 705 units by 2027.

*"It's not just students, it's all kinds of people looking for housing."*

### **Population**

Over the last five years, the municipality's population grew at significantly faster rate than the province's (21% versus 5%) between 2016 and 2021. The municipality's population grew across most of the defined age cohorts between 2016 and 2021, with noticeably strong growth among 15- through 44-year-olds. This has led to an increase of demand among younger age cohorts who may come with or eventually have a family. While some of this increase may be due to increased migration to the Kings Census Division, much of the increase may be more to do with how students reported their permanent residence during the Census survey.

Finance and Treasury Board (FTB) estimates suggest that the total 2022 population was 5,195, with a projected increase of 4% between 2022 and 2027. Senior populations should increase during that time, with decreases mostly occurring among non-senior populations. Even so, total 25- to 44-year-olds may expand 8% over the five years.

### **Households**

Between 2016 and 2021, there was an overall 24% increase in households, with tenures split between 38% owners and 62% renters. Non-census families (which would include students if they reported Wolfville as their permanent place of residence) have seen the largest increase - 46% since 2016. Households in Wolfville are also getting larger with 50% and 58% increases in 3-person and 5+ person households, respectively, between census periods.

Estimates suggest that total households may increase 6% from 2022 to 2027 (110 total). Household losses should predominantly occur among young adult households (led by 15- to 24-year-olds) and older working professional led households (45- to 64-year-

olds). Similar to the anticipated population, the greatest rate of growth should be among senior-led households.

### **Non-market housing**

As of January 2023, Wolfville had a public-housing inventory of 56 units, of which 2 are for families and 54 for seniors.

### **Short-term rentals (STRs)**

About 1% of the municipality's housing inventory may have been used as a short-term commercial rental in 2021 (the last full year of data). This means that upwards of 57 units might have been removed from the long-term market, though it is uncertain exactly how many would have been long-term rentals or purchased for permanent occupancy if not used as a STR.

### **Shelter costs**

Average rents reported by the Property Valuation Services Corporation (PVSC) increased 2% from 2020 to 2021, following a 4% increase between 2019 and 2020. According to PVSC, the local vacancy rate decreased to 3.3% in 2021, falling within the healthy vacancy range of 3% to 5% reported by PVSC across Nova Scotia.

Median municipality home prices increased 79% from 2019 to 2022, compared to 8% between 2016 and 2019. The rapid rise in prices is a combination of increased demand and low interest rates (until recently).







*Municipality's public survey responses*

### **Affordability**

In the municipality, affordability has fallen since 2016. At least 84% of all couples, 96% of all lone-parent households, and 99% of all single person households earned below the estimated income required to afford the 2022 median sale price of a local dwelling. For rentals, at least 19% of **renting** couples, 41% of **renting** lone-parents, and 75% of **renting** single persons earned below the estimated income required to afford the 2021 average local rents.

### **Housing need**

When a household lives in a dwelling that requires more than 30% of its before-tax household income, is overcrowded, and needs major repairs - and no alternative exists - it is in Core Housing Need. In 2021, about 8% (190 total) of the Municipality's households lived in Core Housing Need. Need is particularly prevalent among:

- 11% of renter households (165);
- 13% of Indigenous households (20);
- 13% of lone-parent households (15); and
- 11% of single persons / roommate households (135).

Generally, the number of people in and rates of Core Housing Need across segments has decreased since 2016 (even while affordability for many categories). However, comparing 2021 to 2016 rates (particularly for affordability) is difficult given the influence of the Canada Emergency Response Benefit (CERB) on incomes. Overall, the municipality reported a lower rate of core need than that of Nova Scotia (10%).

### 3 Housing Supply

#### 3.1 Market Housing

As of the 2021 Census, there were 2,856 private dwellings across Wolfville, 85% of which were occupied by usual residents (those who live in Wolfville permanently). The rest of the inventory may either be occupied solely by foreign residents and/or by temporarily present persons, and unoccupied dwellings. For those dwellings occupied by usual residents, Table 3-1 summarizes the totals and distribution by structure type for Wolfville. The greatest share of the current supply is currently held by apartment buildings of fewer than 5 storeys at 52%

Table 3-1: Total & Share of Dwellings Occupied by a Usual Resident by Structure Type

Total	Single-detached	Semi-detached	Row house	Duplex apt	Apt (< 5 storeys)	Apt (5+ storeys)	Movable	Other
2,440	855	105	110	105	1,260	5	5	5
100%	35%	4%	5%	4%	52%	0%	0%	0%

Source: 2021 Census



Wolfville’s public survey responses

#### 3.1.1 Construction Activity

The pace of construction is represented by the annual total units permitted, units started, and units completed - these are separate but related phases of the same unit construction process.

A permit signifies the anticipated future housing to be built, a start reflects how many permits led to a shovel in the ground, and a completion represents how many units were actually added to the occupiable supply. Construction takes time and its pace varies depending on building type. Consequently, the number of units permitted in one year cannot be directly linked to starts or completions in another. The **Provincial Report** offers a detailed explanation of each element.

Permit activity refers to the total units permitted by a municipality. Table 3-2 shows the number units permitted, started, and completed in the Town of Wolfville between 2010

to 2022 (note that 2022 data reflects an extrapolated September 2022 total). Recent construction data shows a notable decrease in activity in recent years compared to the 99 units permitted in 2019.

Table 3-2: Permit Activity by Dwelling Type

Units permitted							
	2010	2017	2018	2019	2020	2021	2022*
Total	48	6	14	99	3	7	12
Single	10	3	1	7	0	2	5
Semi	2	2	4	10	2	0	0
Row	0	0	0	0	0	0	0
Apartment	36	1	9	82	1	5	7
Other	0	0	0	0	0	0	0

\* 2022 data extrapolated from September 2022 data to end of year 2022.

Source: Statistics Canada Custom CSD Tables 34-10-0001, 34-10-0066

Table 3-3 summarizes the change in unit size and tenure increase between the 2016 and 2021 Censuses. The distribution of new units shows what sizes are most occupied by renter and owner households. These results indicate that the long-term rental supply is growing at a faster pace than ownership relative to percent change - owned dwellings increased 2% and renter occupied dwellings increased 44%. Relatedly, there has been a noticeable increase of 2-bedroom units. Note that totals for owned dwellings may not equate the exact total due to Statistics Canada's random rounding.

Table 3-3: Change in Units by Size & Tenure between Census Periods

	Total	Studio / 1-bedroom	2-bedroom	3+ bedroom
<b>Owned dwellings</b>				
Owned (2016) - 47% of total HHs	925	20	165	740
Owned (2021) - 38% of total HHs	945	20	190	730
Change in units	20	0	25	-10
Share of change	100%	0%	71%	29%
<b>Rented dwellings</b>				
Rented (2016) - 53% of total HHs	1,045	390	480	180
Rented (2021) - 62% of total HHs	1,500	545	650	305
Change in units	455	155	170	125
Share of change	100%	34%	38%	28%

Source: Statistics Canada Tables 98-400-X2016220 & 98-10-0240

Note that not all additional units in the table necessarily reflect a new unit, and some may represent conversions from rental to ownership or vice versa. Between 2016 and 2021, total dwellings (not only occupied by a usual resident) increased from 2,585 to 2,856 – a 261-unit increase. This suggests a much higher share of the existing inventory transitioned to long-term permanent tenancy compared to what was added to the inventory during that time. This may be due high volumes of students who might have stayed in Wolfville at the time of the Census survey and reported their residence as being permanently in the town. This would also have impacts on the total reported local population.

Table 3-4: Change in Total Dwellings versus Dwellings Occupied by Usual Residents

Dwellings	2016	2021	% change
Total dwellings (a)	2,585	2,856	10%
Dwelling occupied by a usual resident (b)	1,970	2,440	24%
Share (b / a)	76%	85%	

Source: Statistics Canada 2016 & 2021 Census

### 3.1.2 Housing Accelerator Fund Considerations

The Housing Accelerator Fund (HAF) is a program introduced by the Canada Mortgage & Housing Corporation (CMHC) with the objective to bolster the housing supply at an accelerated pace. Local governments within Canada – including First Nations, Métis and Inuit governments who have delegated authority over land use planning and development approvals – are eligible to apply to the HAF. Interested municipalities can find the HAF’s pre-application reference material [here](#). Note that a Housing Needs Assessment (such as this one) is required as part of a complete application (though not needed immediately for the initial submission).

An applicant is required to provide two projections to CMHC. The applicant must calculate their own projections based on reasonable assumptions and data sources, including Statistics Canada and/or its own administrative data. There is no prescribed formula; however, projections should be based on a three-year period ending September 1, 2026. The two projections are:

- The total permitted housing units projected without program funding.
- The total number of permitted housing units projected with program funding. This second projection is known as the “housing supply growth target.”

The data shared in this overall section can be used to inform local decisions related to projected permits by September 2026.

For additional guidance, Table 3-1 summarizes the growth by unit type (more closely defined with HAF application requirements) and tenure between 2016 and 2021.

Table 3-5: Unit Change by Estimated HAF Dwelling Type & Tenure, 2016 & 2021 Census

	Total	Single <sup>a</sup>	Missing middle <sup>b</sup>	Multi-unit <sup>c</sup>
<b>Total dwellings</b>				
Total (2016)	1,970	810	1,160	0
Total (2021)	2,445	880	1,560	0
Change in units	475	70	400	0
Share of change	100%	15%	85%	0%
<b>Owned dwellings</b>				
Owned (2016)	925	725	205	0
Owned (2021)	945	755	190	0
Change in units	20	30	-15	0
Share of change	100%	67%	33%	0%
<b>Rented dwellings</b>				
Rented (2016)	1,045	85	955	0
Rented (2021)	1,500	125	1,370	0
Change in units	455	40	415	0
Share of change	100%	9%	91%	0%

*a Single means single-detached homes, which are buildings containing 1 dwelling unit, which is completely separated on all sides from any other dwelling or structure.*

*b Missing middle refers to ground-oriented housing types that exist between single-detached and mid-rise apartments. This includes garden suites, secondary suites, duplexes, triplexes, fourplexes, row houses, courtyard housing, low-rise apartments (less than 4 storeys). Note that this definition for low-rise does not match the Statistics Canada cut off less than 5 storeys.*

*c Multi-unit refers to apartments that are 4-or-more storeys. The HAF further defines these by whether they are in close proximity to rapid transit or not, which is not possible to summarize based on the data available.*

Source: Statistics Canada Tables 98-400-X2016220 & 98-10-0240

CMHC does not prescribe a formula for projections, leaving this decision up to the municipality who would know best about on-the-ground construction activity (not only by the numbers but also through discussions with local builders/developers).

A simple example includes using most recent permitting data (the five-year average between 2017 and 2021), applying the historical shares of new construction between 2016 and 2021, and comparing the potential units permitted to the estimated total demand over the three years (based on Housing Shortage data – Section 4). The results, shown in Table 3-6, are for discussion purposes and not a prescribed logic – the municipality can form its own approach based on other data provided and internal resources.

Note that the final column provides the straight-lined shortage anticipated by the end of the HAF. This may not represent the total possible intervention by the HAF, as this depends on the choices made by the municipality. Rather, it highlights the total shortage the HAF can help reduce. Furthermore, values are rounded to the nearest 5.

Table 3-6: Example of Simple HAF Permit Projection

	Historical share of new housing	Possible annual units permitted	Estimated 3-year units permitted <sup>a</sup>	Estimated 3-year unit demand <sup>a</sup>	Gap that HAF can help reduce
Total	100%	25	75 (A)	570 (B)	495
Single	15%	5	15	85	70
Missing middle	85%	20	60	485	425
Multi-unit	0%	0	0	0	0

Relationship between units permitted and shortage	
C: Estimated September 2023 housing stock: <sup>b</sup>	2,870
Projected permitted unit growth over 3 years without HAF (A / C x 100):	2.6%
Projected permitted unit growth over 3 years needed to meet demand (B / C x 100):	19.9%
% increase in units permitted to meet shortage (B / A - 1) x 100:	660%

Relationship between units permitted and HAF requirements (rounded up to nearest 5)	
D: Estimated September 2023 housing stock: <sup>b</sup>	2,870
E: Projected annual units permitted (based on '16-'21 average - see Table 3-2)	25
Required units permitted over 3 years to meet minimum 1.1% average annual growth rate <sup>c</sup> (D x 1.1% x 3 years)	95
Required additional units permitted over 3 years to meet minimum 10% increase <sup>d</sup> over historical average (E x 10% x 3 years)	10

<sup>a</sup> Units permitted between September 2023 and September 2026; 3-year unit demand includes 2022 shortage

<sup>b</sup> 2021 Census (Statistics Canada) + 2021 permits + 2021 permits x 2/3 (September 2023 estimate)

<sup>c</sup> Average annual units permitted (min. 1.1%) = Total number of units permitted with HAF support / 3 years / Total dwelling stock (results rounded up to nearest 5)

<sup>d</sup> Increase in units permitted (min. 10%) = (Projected average housing supply growth rate with HAF) / Projected average housing supply growth rate without HAF - 1 (results rounded up to nearest 5)

## 3.2 Non-Market Housing

### 3.2.1 Public Housing

Of the 11,200 total inventory of publicly owned dwelling units (as administered by the Nova Scotia Provincial Housing Authority), 56 are located in Wolfville – 2 of these units are reserved for families while 54 are for seniors housing. Most units are 1-bedroom

apartments, due to the high volume of senior-specific units - 96% of all units and 100% of these 1-bedroom units were for seniors.

About 52% of Wolfville's public housing tenants have lived in public housing for more than 5 years, with most having lived there between 5 and 10 years.

Table 3-7: Public Housing Inventory, January 2023

		Total	Family	Senior
Total unit inventory		56	2	54
Inventory by unit size	Studio	0	0	0
	1-bedroom	52	0	52
	2-bedroom	2	0	2
	3+ bedroom	2	2	0
	Not reported	0	0	0
Inventory by dwelling type	Single family	2	2	0
	Row	0	0	0
	Apartment	54	0	54
	Not reported	0	0	0
Length of tenure in public housing	Less than 1 year	7%	0%	8%
	1 to 5 years	38%	0%	40%
	5 to 10 years	27%	0%	28%
	10+ years	25%	100%	23%
Household income	Median income (mth)	\$1,790	\$2,180	\$1,775
	Median income (ann)	\$21,480	\$26,160	\$21,300

Source: Derived from Ministry of Municipal Affairs & Housing data

### 3.2.2 Rent Supplements

As of March 2023, 374 households across the Kings Census Division (no data is specifically available for the Town of Wolfville) were receiving rent supplement support, equivalent to 602 total people. About 25% were families, 47% were seniors, and 28% were classified as non-elderly households. Table 3-8 further details the percentage share of rent supplements that served a specific vulnerable population.



Table 3-8: Rent Supplement Demographics, Kings Census Division, March 2023

	Total	Family	Senior	Non-elderly
Total rent supplements	374	93	175	106
People benefiting	602	289	192	121
Average HH size	1.6	3.1	1.1	1.1
Average dependents	0.5	1.9	0.0	0.0
Share of supplements serving a vulnerable group:				
Indigenous person(s)	3%	6%	3%	2%
Person(s) w/ a disability	20%	13%	15%	35%
At risk of homelessness	14%	11%	8%	26%
Homeless	2%	1%	1%	3%
Newcomer(s)	1%	4%	0%	0%
Mental health / addictions	13%	14%	6%	25%
Racialized person(s)	3%	9%	1%	3%
Veteran(s)	0%	0%	0%	0%
Fleeing domestic violence	3%	9%	1%	2%
Young adults	6%	12%	1%	8%

Source: Derived from Ministry of Municipal Affairs & Housing data

### 3.2.3 Non-Profit & Co-operative Housing and Shelters

Formal datasets related to third-party affordable housing organizations and their unit inventories are limited. The **Provincial Report** offers some discussion about what shelters exist provincially, with some detail by Economic Region.

*"Historic co-ops in town got lots of money from CMHC - they worked really well - but are no longer possible because government shut down those programs."*

According to a community support and service-based count of homelessness in 2022 - performed by researchers at Acadia University<sup>1</sup> - 231 individuals were known to be

<sup>1</sup> Town of Kentville. (2023, March 13). Town of Kentville Council Advisory Committee March 13, 2023, Agenda. <https://kentville.ca/sites/default/files/town-files/2023-03/00%20Meeting%20Documents%202023-03-13.pdf>

experiencing homelessness between West Hants and Digby, Nova Scotia.<sup>2</sup> Among them, there are an additional 124 known children. Furthermore:

- Individuals experiencing homelessness were on average 28 years old
- 192 clients could not find a place of their own because rents are too high
- 173 clients could not find a place because options that existed were in poor condition
- 112 clients mostly accessed supports in the Town of Kentville
- 116 clients lived across the Kings Census Division

The above demonstrates that homelessness is not solely an issue within large municipalities but is a challenge across Nova Scotia - particularly related to hidden homelessness which is incredibly difficult to identify or quantify. Note that a service-based count estimates homelessness by collecting information from knowledgeable service providers and key community informants.

### 3.3 Post-secondary Student Housing

The Town of Wolfville is home to Acadia University (Acadia). According to the Maritime Provinces Higher Education Commission (MPHEC), Acadia had 4,336 students during the 2021-2022 academic year. The university experienced 3% decline in total enrolment since 2017-2018. Enrolment losses occurred among both Canadian and international students. The latter decreased from 519 to 452 over the same period.

*"We've added approximately 2500 students off-campus recently. Realistically, the town population is about 9000. [The municipality is] working with Acadia to develop student housing. But [they're] not focusing on residences, because most students want to move off campus after first year."*

*"Lots of students are moving off-campus after the alcohol policy changes at Acadia. Students are living in poor conditions, too many people in a house, and sharing rooms."*

Several residence options exist, of varying size and offerings (i.e., Chase Court, Chipman House, Christofer Hall, Crowell Tower, Cutten House, Dennis House, Eaton House, Roy Jodrey Hall, Seminary House, War Memorial House, and Whitman House). The Acadia website indicates that about 1,500 students can live on-campus. This means that about 2,835 students, who are generally not identified by the Census (their

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<sup>2</sup> Results were mostly presented at a regional level; thus, this section will be similar across municipal reports within the Kings Census Division, with some variation where possible.

information is recorded where their permanent address is) must find housing off-campus. That is more than half of the actual reported Town of Antigonish population (5,060 people). With general increases to housing demand (not only from students), but greater rental pressures are also imposed onto students wishing to move between units, and households seeking to move to the area.

### 3.4 Short-Term Rentals (STRs)

Between 2018 and 2022, there has been an increase of 63 dwellings used as short-term rentals. In 2022, 57% were entire homes or apartments, of which 57 were potentially<sup>3</sup> “commercial” units - meaning they were available or reserved more than half of the year.

If 2021 commercial units are compared to the 2021 dwelling stock (2,856 - as per the Census), about 1% of the municipality’s housing inventory may have been used as a short-term commercial rental.

Table 3-9: Short-Term Rental Activity & Inventory

	Data by year				Percent change		
	2018	2020	2021	2022	'18-'20	'20-'22	18-'22**
Total unique STRs	99	165	167	162	+67%	-2%	+64%
Entire home/apt	46	86	83	92	+87%	+7%	+100%
Hotel room	30	42	38	38	+40%	-10%	+27%
Private room	23	37	46	32	+61%	-14%	+39%
Shared room	0	0	0	0	n.a.	n.a.	n.a.
Avg annual revenue	\$7,344	\$5,458	\$7,399	\$10,747	-26%	+97%	+46%
Total market ('000s)	\$727	\$901	\$1,236	\$1,741	+24%	+93%	+139%
Commercial STRs*	35	45	39	57	+29%	+27%	+63%

\* A commercial STR is one that was listed as available and/or has been reserved more than 50% of the days in a calendar year.

\*\* 2022 data reflects as of September 2022. Commercial STRs use 9 months for their calculations versus a full year.

Source: derived from AirDNA data

<sup>3</sup>Noted as “potentially” since 2022 data is only up to September.

## 4 Housing Shortage

Based on demographic modeling results (see **Provincial Report** for details), the municipality’s potential housing shortage (as of the end of 2022) may be 165 units. Note that this estimate represents the sum of all units, be they rented or owned in terms of their tenure, or market or non-market housing.

Figure 4.1 offers a summary of the trajectory of the housing shortage over the next decade under a base population growth scenario provided by Nova Scotia’s Department of Finance and Treasury Board.

In five years, the municipality may have a total dwelling demand (existing shortfall plus anticipated demand) of about 830 units, which could grow to 1,705 by 2032.

Based on the recent pace of construction, demand could significantly outpace anticipated new supply. About 25 new units could be completed annually over the next decade, based on the assumptions using historical data trends. That leaves a remaining gap of 705 units by 2027. Note that status quo construction follows the method used in the provincial report, being average historical permits adjusted by 5% to account for permit withdrawals or cancellations. Results are rounded to the nearest 5.<sup>4</sup>

Figure 4.1: Anticipated Unit Gap based on Total Units Required and Estimated Completions, Demographic Model Results

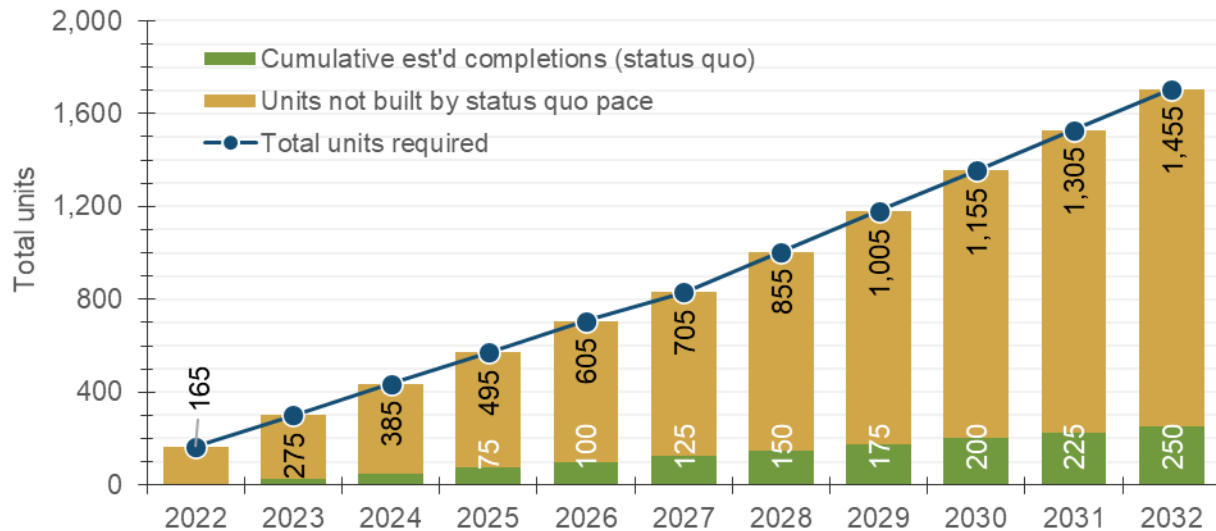


Table 4-1 summarizes possible guides for constructing unit sizes over the next half-decade. As previously described, about 830 new units may need to be built to meet

<sup>4</sup> All municipalities use the same approach for consistency. However, for smaller municipalities, the combination of fewer units permitted and rounding practices can under or over represent anticipated construction activity. As such, greater attention should be directed to the projected demand, instead of anticipated supply, which can be later cross-reference with internal municipal data.

demand by 2027. Based on historical preference of household sizes relative to household types,<sup>5</sup> about 30% could be studio/1-bedroom dwellings (250 units), 40% 2-bedroom dwellings (335), and 30% 3+ bedroom dwellings (245). This includes the existing unit shortfall.

If forecasting until 2032, Wolfville may need to build about 1,705 units (cumulative demand plus existing shortfall), which would follow the same unit size distribution.

Table 4-1: Estimated Current & Anticipated Unit Shortfall by Unit Size, 2022-2027

	Total	Studio + 1-bedroom	2-bedroom	3+ bedroom
<b>A:</b> Current shortfall (end of 2022)	165	50	65	50
<b>B:</b> Anticipated demand by <b>2027</b>	665	200	270	195
<b>C:</b> Total units required by <b>2027</b> (A + B)	830	250	335	245
<b>D:</b> Anticipated 5 year supply (status quo pace*)	125	40	50	35
<b>E:</b> Total shortfall	705	210	285	210
<b>F:</b> Total extra units required annually (E / 5 years)	140	40	55	40

\* The distribution of supply is based on household preferences, not actual anticipated build out.

<sup>5</sup> In this case, unit sizes reflect the preference for unit size, not the historical distribution of unit sizes in the existing inventory. Briefly, historical distributions of household sizes by household family types are used to estimate required bedrooms. The estimated share of unit sizes is then distributed into forecasted demand calculations. More explanation about how preference distributes can be found in the Housing Shortage section of the Provincial report.

# 5 Housing Affordability



Municipality’s public survey responses

## 5.1 Homeownership

Housing is becoming more expensive. This is not simply a claim observing the appreciation of property as a commodity but as an increase relative to other periods, levels of income, and availability.

### 5.1.1 Market Activity

Median sale prices across Nova Scotia have seen increases since 2016, with significant increases since 2019. Wolfville’s median sale price has increased from \$258,500 to \$500,000 between 2016 and 2022. This represents a 93% increase in median sale price.

Table 5-1: Median Sale Prices by Dwelling Type & Select Years

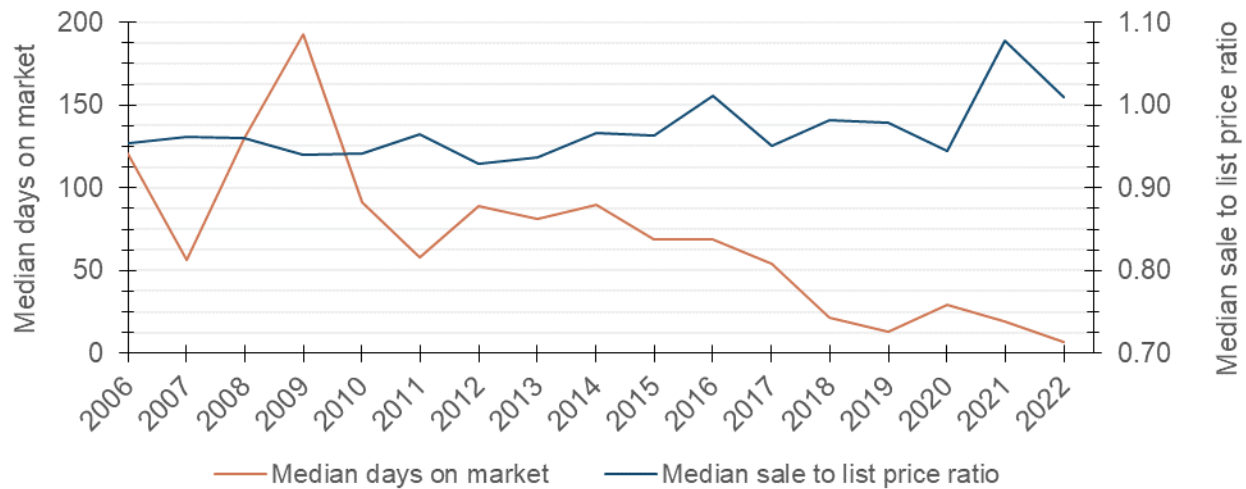
	Price				Percent Change		
	2010	2016	2019	2022	'10-'16	'16-'19	'19-'22
Total	\$225,000	\$258,500	\$279,000	\$500,000	+15%	+8%	+79%
Single	\$227,500	\$310,000	\$306,750	\$536,125	+36%	-1%	+75%
Semi	\$165,000	\$208,000	\$210,000	\$365,000	+26%	+1%	+74%
Row	\$166,250	\$122,500	\$160,750	\$301,000	-26%	+31%	+87%
Condo Apt	\$199,000	\$237,000	\$227,000	\$426,000	+19%	-4%	+88%

Source: NSAR MLS®

The increase in price can, at least in part, be attributed to an increase in demand. Figure 5.1 illustrates the sale-to-list-price ratio compared to the median days a dwelling was on the market. The number of days on the market is a general indicator of market demand (fewer days means more interest and more days means less interest). As the median number of days on the market decreases, there is generally a rise in sale prices (and sale to list price ratios).

As of 2021, the median sale price about equalled its listing price, diverging from the historical trend of homes normally being sold for slightly less than what they were asking. The median number of days a dwelling was on the market dropped to below 20 days and the real sale price exceeded the list price by up to 10% from 2021 to 2022.

Figure 5.1: Historical Median Days on Market vs. Median Sales-List Price Ratio



Source: NSAR MLS®

The shift in demand leading to faster home purchases is largely attributed to substantial population growth over recent years, fuelled by both interprovincial and international in-migration, in a market where housing supply growth is not keeping pace with the increased demand.

### 5.1.2 Homeownership Affordability

Table 5-2 details the percentage share of households, separated by household types, that could afford a home based on their respective income levels versus the median sale prices from 2022. The affordability threshold is the same used by Statistics Canada and CMHC - 30% of before-tax household income spent on shelter costs. Shelter cost calculations include the direct and in direct costs related to shelter. More detail is provided in the **Provincial Report**. Note that income bracket distributions are based on Census Division data.<sup>6</sup>

Lone parents and single persons are least likely to have income levels necessary to afford to own a home. Row homes are the most attainable types of dwellings based on value, but 87% of lone-parent households and 96% of single-person households fall below the income levels necessary to afford them.

<sup>6</sup> Since Census Division data is used, readers will notice estimate similarities between municipalities belonging to the same Census Division.



Table 5-2: Estimate of Sales Affordability by Income Level (All Households)

		2022 median sale price:			\$536,125	\$365,000	\$301,000	\$426,000
		% of HHs below income level			Single Detached Dwelling	Semi Detached	Row	Condo Apt
Income level	Attainable sales price	Couples	Lone parents	Single persons				
\$90,000	\$269,000	50%	81%	95%	no	no	no	no
\$95,000	\$284,000	54%	84%	96%	no	no	no	no
\$100,000	\$299,000	57%	87%	96%	no	no	no	no
\$105,000	\$314,000	61%	89%	97%	no	no	yes	no
\$110,000	\$329,000	64%	90%	97%	no	no	yes	no
\$115,000	\$344,000	68%	92%	97%	no	no	yes	no
\$120,000	\$359,000	71%	93%	98%	no	no	yes	no
\$125,000	\$373,500	73%	94%	98%	no	yes	yes	no
\$130,000	\$388,500	76%	95%	98%	no	yes	yes	no
\$135,000	\$403,500	78%	96%	98%	no	yes	yes	no
\$140,000	\$418,500	80%	96%	98%	no	yes	yes	no
\$145,000	\$433,500	82%	96%	98%	no	yes	yes	yes
\$150,000	\$448,500	84%	96%	99%	no	yes	yes	yes

Homeownership	Total Dwelling	Single Detached Dwelling	Semi Detached	Row	Condo Apt
Est'd income needed to buy median home	\$167,200	\$179,300	\$122,100	\$100,700	\$142,500
<b>% of total households below income</b>	<b>90%</b>	<b>90%</b>	<b>81%</b>	<b>72%</b>	<b>87%</b>

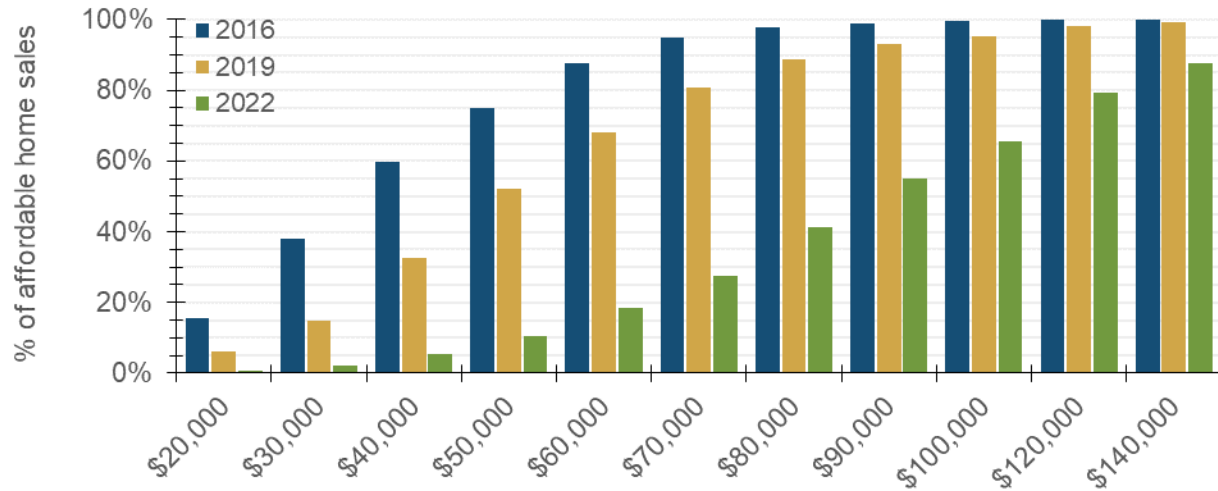
Source: derived from Statistics Canada tables (see Provincial Report), Bank of Canada, NSAR MLS®

About 90% of all local households earned an income below what would be needed (around \$167,200) to purchase the median home in 2022. This highlights the importance of housing interventions to address the shortage identified above in order to reduce typical housing prices to reasonably affordable levels.

Figure 5.2 presents the levels of affordability for respective household income levels for 2016, 2019, and 2022 for Kings Census Division (no data is specifically available for the Town of Wolfville). It illustrates the percentage of home sales in each year that would be affordable (30% of household income) at a given income level.

While there were already signs of decreasing affordability from 2016 to 2019, the municipality suffered a significant shock from 2019 to 2022. For instance, a \$70,000 income could afford 81% of home sales in 2019. In 2022, this fell to 27%.

Figure 5.2: Estimated % of Households that Can / Cannot Afford Typical Sale Prices, Kings Census Division



Source: Derived from Statistics Canada Custom Census 2021 Tables, Bank of Canada, NSAR MLS®

## 5.2 Rental Market

### 5.2.1 Market Activity

Table 4-3 reports the rental data for Wolfville (as provided by PVSC). The overall average rent in 2021, per PVSC data, was \$760. This is an increase of 11% from 2018. There has been a 5% increase for studio units, a 13% increase for 1-bedroom units, an 8% increase for 2-bedroom units, and a 5% increase for 3+ bedroom units over the same period.

Table 5-3: Average Rents by Unit Size and Select Years

	Price				Percent Change		
	2018	2019	2020	2021	'18-'19	19-'20	20-'21
Total	\$685	\$716	\$746	\$760	+5%	+4%	+2%
Studio	\$561	\$577	\$592	\$590	+3%	+3%	0%
1-bed	\$619	\$645	\$673	\$697	+4%	+4%	+4%
2-bed	\$729	\$750	\$781	\$789	+3%	+4%	+1%
3+bed	\$944	\$970	\$996	\$992	+3%	+3%	0%
Vacancy	4.0%	4.0%	3.3%	3.3%			

Source: PVSC Custom Tables

Wolfville's vacancy rate has gone from 4% to 3.3% between 2018-2021. Despite a declining vacancy rate, this falls within the healthy vacancy range of 3% to 5%, based on PVSC data.

*"Because of this high demand, landlords can be really selective about who they pick. And they don't like people with pets, people with kids, people with a particular gender expression."*

### 5.2.2 Rental Affordability

Table 5-4 details the percentage share of **renter** households, divided by household type and income levels, that can afford 2021 average rent for various unit types. As with ownership, lone-parent and single person households face the highest income barrier to affordability. About 23% of lone-parent households and 60% of single person households fall below the income level required to afford the average rent for a studio apartment in 2021.

It should be noted that the affordability reported is based on the ability to afford the rent for the entire unit, not split between tenants. Furthermore, the affordability threshold is the same used by Statistics Canada and CMHC - 30% of before-tax household income spent on shelter costs. Shelter cost calculations include the direct and indirect costs related to shelter. More detail is provided in the **Provincial Report**.

Approximately 48% of local renter households earned an income below what would be needed (about \$45,400) to afford the average rental unit. Readers will notice that the financial barriers to own appear to be significantly higher than to rent. While this may be the case, it is important to recognize the data source impacts to this discussion.

Sales data for homeownership only considers asking prices, not the existing mortgages held by homeowners at the same time. Rental data includes both asking and occupied rents, meaning that the rents reported underrepresent what households would pay changing units.

Table 5-4: Estimated Rent Affordability by Income Level (Renter Households)

		2021 average rent:			\$590	\$697	\$789	\$992
		% of HHs below income level			Studio	1-bed	2-bed	3+ bed
Income level	Attainable rent	Couples	Lone parents	Single persons				
\$20,000	\$330	1%	4%	19%	no	no	no	no
\$25,000	\$420	2%	8%	39%	no	no	no	no
\$30,000	\$500	4%	16%	50%	no	no	no	no
\$35,000	\$590	9%	23%	60%	no	no	no	no
\$40,000	\$670	14%	29%	68%	yes	no	no	no
\$45,000	\$750	19%	41%	75%	yes	yes	no	no
\$50,000	\$840	23%	50%	80%	yes	yes	yes	no
\$55,000	\$920	28%	62%	83%	yes	yes	yes	no
\$60,000	\$1,000	35%	69%	87%	yes	yes	yes	yes
\$65,000	\$1,090	43%	74%	89%	yes	yes	yes	yes
\$70,000	\$1,170	49%	80%	91%	yes	yes	yes	yes
\$75,000	\$1,260	54%	84%	94%	yes	yes	yes	yes
\$80,000	\$1,340	59%	86%	96%	yes	yes	yes	yes
<b>Renting</b>				Average	Studio	1-bed	2-bed	3+ bed
Est'd income needed to rent average unit				\$45,400	\$35,200	\$41,600	\$47,100	\$59,200
<b>% of renter households below income</b>				<b>48%</b>	<b>34%</b>	<b>41%</b>	<b>48%</b>	<b>58%</b>

Source: derived from Statistics Canada Custom Census 2021 tables, PVSC

## 6 Housing Need

Three housing indicators are used to evaluate housing need: adequacy (housing condition), suitability (enough space), and affordability. Core housing need is a specific condition of housing where a household falls under one of the aforementioned indicators and cannot find reasonable housing without spending 30% or more of their before-tax income. Deep unaffordability (also known as “severe” unaffordability) is when a household is spending 50% or more of their before-tax income on housing.

Generally, housing indicators and Core Housing Need data demonstrate the number and share of households particularly impacted by precarious living conditions. These are the households that increased supply or non-market interventions would positively impact most, as many might not have the means or supports to escape these conditions without intervention.

### 6.1 Housing Need by Tenure & Indigenous Identity

Table 6-1 shows the share of households currently living in conditions that meet the three housing criteria, separated by tenure and Indigenous identity.

In Wolfville, overall households living in unaffordable dwellings increased by 26% between 2016 and 2021. Those living in unsuitable dwellings increased by 55%, and those living in inadequate dwellings increased by 78% between 2016 and 2021. Along with respective 37% and 11% increases between census periods, 36% of all renters and 33% of Indigenous households lived in unaffordable dwellings as of 2021.

Table 6-1: Housing Need Criteria by Tenure & Indigenous Identity, 2021

		Total	Owner	Renter	Indigenous
Total Households:		2,350	920	1,425	150
Households living in <b>inadequate</b> conditions	Total households	160	85	75	15
	<i>Change since 2016</i>	+78%	+113%	+50%	-
	Share of households	7%	9%	5%	10%
Households living in <b>unsuitable</b> conditions	Total households	85	15	70	-
	<i>Change since 2016</i>	+55%	-	+56%	-
	Share of households	4%	2%	5%	-
Households living in <b>unaffordable</b> conditions	Total households	615	90	520	50
	<i>Change since 2016</i>	+26%	-14%	+37%	+11%
	Share of households	26%	10%	36%	33%

Source: Statistics Canada Custom Census 2016 & 2021 Tables

Most Canadian communities experienced an improvement in their affordability indicator between the 2016 and 2021 Census, due to the impacts of government transfers during the COVID-19 pandemic. The fact that affordability declined in Wolfville is telling of the general market conditions, particularly for rental housing.

Table 6-2 shows the municipality's households currently meeting the conditions of Core Housing Need and those in deep unaffordability, as well as the changes in those categories between 2016 and 2021. Since 2016, there has been a 22% decrease in overall Core Housing Need, with decreases across the tenure and Indigenous Identity. Notwithstanding, 8% of all households faced core need in 2021.

Since 2016 there has been an overall decrease of 3% to households living in deep unaffordability, but 11% of all renters remain in these conditions.

Table 6-2: Core Housing Need & Deep Unaffordability by Tenure & Indigenous Identity, 2021

		Total	Owner	Renter	Indigenous
Total Households:		2,350	920	1,425	150
Households living in <b>Core Housing Need</b>	Total households	190	20	165	20
	<i>Change since 2016</i>	-22%	-50%	-20%	-20%
	Share of households	8%	2%	12%	13%
Households living in <b>deep unaffordability</b>	Total households	180	25	155	-
	<i>Change since 2016</i>	-3%	-17%	-3%	-
	Share of households	8%	3%	11%	-

Source: Statistics Canada Custom Census 2016 & 2021 Tables

## 6.2 Housing Need by Household Type

Table 6-3 and Table 6-4 present information related to housing indicators and Core Housing Need, respectively, by household type.

Generally, renter and single person / roommate households experience similar issues when it comes to housing. About 39% of these single person / roommate households faced financial challenges related to shelter in 2021, a 37% increase over 2016.

Lone parents also faced considerable housing challenges, reporting the second highest rate of unaffordability (17%).

Contrary to trends seen across the province, couples without children faced increasing pressures related to housing need criteria. With respective increases of 200% and 23%, 8% of these households lived in inadequate dwellings and 13% in unaffordable dwellings.

Table 6-3: Housing Need Criteria by Household Type, 2021

		Couple w/o child(ren)	Couple w/ child(ren)	Lone parent	Single / roommates
Total Households:		600	360	115	1,240
Households living in <b>inadequate</b> conditions	Total households	45	25	-	70
	<i>Change since 2016</i>	+200%	-	-	+40%
	Share of households	8%	7%	-	6%
Households living in <b>unsuitable</b> conditions	Total households	-	20	-	60
	<i>Change since 2016</i>	-	0%	-	-
	Share of households	-	6%	-	5%
Households living in <b>unaffordable</b> conditions	Total households	80	20	20	480
	<i>Change since 2016</i>	+23%	-20%	-56%	+37%
	Share of households	13%	6%	17%	39%

Source: Statistics Canada Custom Census 2016 & 2021 Tables

Since 2016, single persons / roommate households living in Core Housing Need decreased 7%, reaching a 11% share of all related households in 2021. Lone parents reported the most prevalent core need (13%), despite a 63% decrease between census periods. Further, 11% of single persons lived in deeply unaffordable conditions as of 2021, despite a 3% decrease.

Table 6-4: Core Housing Need & Deep Unaffordability by Household Type, 2021

		Couple w/o child(ren)	Couple w/ child(ren)	Lone parent	Single / roommates
Total Households:		600	360	115	1,240
Households living in <b>Core Housing Need</b>	Total households	20	-	15	135
	<i>Change since 2016</i>	-43%	-	-63%	-7%
	Share of households	3%	-	13%	11%
Households living in <b>deep unaffordability</b>	Total households	20	-	-	140
	<i>Change since 2016</i>	-	-	-	-3%
	Share of households	3%	-	-	11%

Source: Statistics Canada Custom Census 2016 & 2021 Tables



# 7 Demographic Profile

## 7.1 Population

### 7.1.1 Current Population

Between 2016 and 2021, the population of Wolfville increased by 21%, compared to the provincial growth rate of 5%. Table 7-1 below illustrates the municipality’s population change compared to provincial changes.

The municipality grew across most of the defined age cohorts between 2016 and 2021, with noticeably strong growth among 15- through 44-year-olds. This has led to an influx of demand to the municipality among younger age cohorts that might also come with or may eventually have a family.

While some of this increase may be due to increased migration to the Kings Census Division, much of the increase (particularly among university aged residents) may be more to do with how students reported their permanent residence during the Census survey, which occurred in June 2021 amidst tightened regulations related to movement between provinces.

Table 7-1: Total Population by Age Cohort (2021) & Five-Year Percent Change

		0 to 14	15 to 24	25 to 44	45 to 64	65 to 84	85+	Total
Nova Scotia	Total	136,710	106,185	234,180	276,990	192,285	23,035	969,380
	Share	14%	11%	24%	29%	20%	2%	100%
	5yr %Δ	+2%	-1%	+9%	-2%	+19%	+6%	+5%

		0 to 14	15 to 24	25 to 44	45 to 64	65 to 84	85+	Total
Town of Wolfville	Total	415	1,245	1,015	1,060	1,120	210	5,060
	Share	8%	25%	20%	21%	22%	4%	100%
	5yr %Δ	+5%	+47%	+32%	+2%	+23%	-13%	+21%

Source: Statistics Canada Census 2016 and 2021

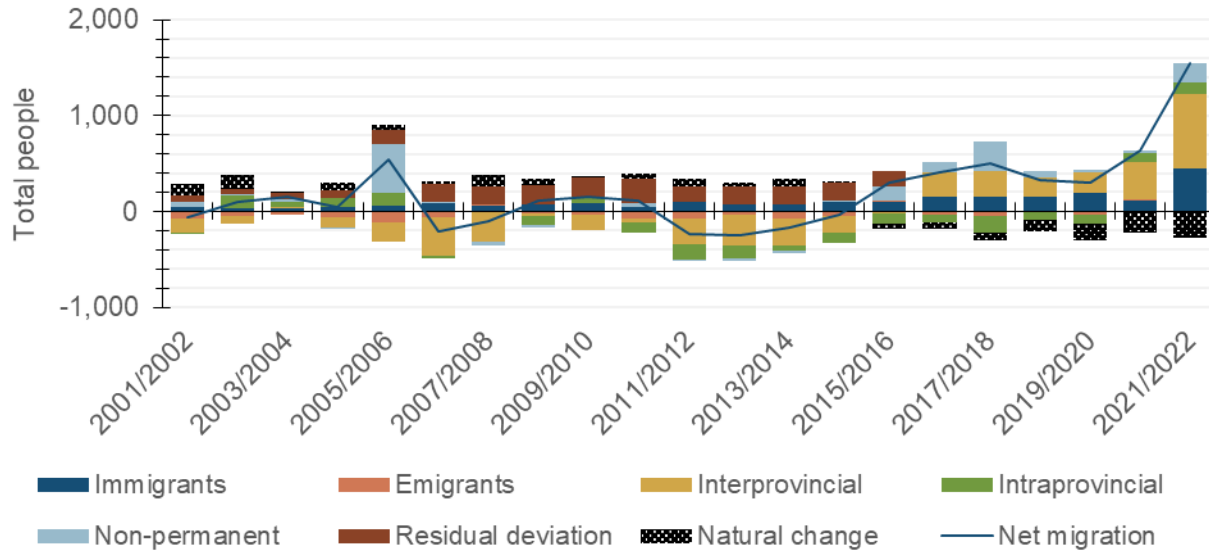
*“Seniors want to downsize but there’s nowhere to go.”*

### 7.1.2 Migration

Shown in Figure 7.1 is the net-migration for the **entire** Kings Census Division (data is not available at the municipal level - the entire Census Division includes all related urban and rural municipalities) between 2001/02 and 2021/22, inclusive of totals for intra-provincial and international migration, as well as emigration.

Between 2016 and 2021, the Kings Census Division’s net-migration steadily increased to a two-decade high in 2021/2022 with a total of 1,541 newcomers. Not all newcomers will move to one place and could distribute across the region.

Figure 7.1: Historical Components of Migration, Kings Census Division



Source: Statistics Canada Table 17-10-0140

### 7.1.3 Anticipated Population

The municipality’s anticipated population is derived from applying the historical share of local total populations by age cohort to the regional projections by age cohort produced by the Department of Finance & Treasury Board (FTB) in February 2023. In other words, results assume that the municipality will represent the same share of the region’s population over the projection horizon.<sup>7</sup> This does not consider nuanced population changes by community.

Estimates suggest that the 2022 total population was 5,195, with a projected increase of 4% between 2022 and 2027. Senior populations should increase during that time, with decreases mostly occurring among non-senior populations. Even so, the 25- to 44-year-olds cohort may expand 8% over the five years.

<sup>7</sup> Since a municipality represents the same share of its region (i.e., Census Division) over time for projections (population and households), similar rates of growth will exist for each of the municipalities within the region. Therefore, readers reviewing multiple reports may notice a likeness between them.

Table 7-2: Anticipated Total Population by Age Cohort and Five-Year Percent Change

		0 to 14	15 to 24	25 to 44	45 to 64	65 to 84	85+	Total
2027	Total	430	1,190	1,140	1,010	1,340	285	5,395
	Share	8%	22%	21%	19%	25%	5%	100%
	5yr %Δ	+1%	-8%	+8%	-4%	+16%	+33%	+4%

		0 to 14	15 to 24	25 to 44	45 to 64	65 to 84	85+	Total
2032	Total	445	1,215	1,155	1,025	1,475	395	5,710
	Share	8%	21%	20%	18%	26%	7%	100%
	5yr %Δ	+3%	+2%	+1%	+1%	+10%	+39%	+6%

Source: derived from Department of Finance & Treasury Board February 2023

Growth from 2027 to 2032 may be of a slightly greater magnitude (6%) compared to the five years prior, with growth largely coming from senior populations. The total 25- to 44-year-old cohort could continue to expand, though much slower than prior, with a corresponding slight increase in youth (0- to 14-year-olds) population. This demonstrates a short-term need to house families, but a long-term need to meet the needs of an expanding senior age group.

## 7.2 Households

### 7.2.1 Current Households

Table 7-3 illustrates the various characteristics of households in Wolfville. The tables show tenure splits for maintainer by age cohort, household types, and household sizes respectively, as well as the 5-year percent change in those populations. The primary household maintainer is the person within a household who pays the rent, mortgage, taxes, or other major expenses for the dwelling. For households in which multiple incomes are present, the first name listed on a census questionnaire is taken to be the primary maintainer.

Between 2016 and 2021, there was an overall 24% increase in households, with tenures split into 38% owners and 62% renters in 2021. Tenures may not exactly sum to 100% because of Statistics Canada's random rounding practice.

Non-census families (which would include students) have seen the largest increase, with 46% since 2016. Households in Wolfville are also getting larger with 50% and 58% increases in 3-person and 5+ person households, respectively, between census periods.

Table 7-3: Households by Tenure & Characteristics (2021) & Five-Year Percent Change

		15 to 24	25 to 44	45 to 64	65 to 84	85+	Total
Household Maintainer Age	Total	400	565	605	760	110	2,435
	Owner	0%	25%	56%	54%	36%	38%
	Renter	100%	75%	44%	46%	64%	62%
	5yr %Δ	+40%	+35%	-2%	+35%	+22%	+24%

		Couple w/o Child	Couple w/ Child	Lone Parent	Non-census*	Other**	Total
Household Type	Total	600	360	115	1,320	40	2,435
	Owner	62%	75%	30%	18%	100%	38%
	Renter	38%	25%	70%	82%	0%	62%
	5yr %Δ	+1%	+38%	-23%	+46%	-33%	+24%

		1-person	2-person	3-person	4-person	5+ person	Total
Household Size	Total	990	895	270	185	95	2,435
	Owner	21%	46%	44%	84%	56%	38%
	Renter	79%	54%	56%	16%	44%	62%
	5yr %Δ	+35%	+10%	+50%	+6%	+58%	+24%

\* Non-census means single persons or persons living with a roommate

\*\* Other households are one-census-family households with additional persons or multiple-family households

Source: Statistics Canada Custom Census 2016 & 2021 Tables

*"Lots of people looking for 1-2 bedrooms, like seniors and students, but also 3-4 bedrooms for families."*

Note that the percent change of households can increase faster than population (or even if there is population decline). As residents age, their likelihood of forming or leading a household increase. For instance, a child growing up and moving out of their family home turns one household into two. This can also occur if there is notable growth among smaller household sizes.

### 7.2.2 Anticipated Households

A similar apportionment as for the anticipated population is performed for anticipated households. Note that anticipated households are a major input to housing demand calculations, but do not equate exactly to demand. Housing demand projections

incorporated adjustments to reflect total dwellings (not only those occupied by a usual resident which projections would solely consider).

Estimates suggest total households reached 2,500 in 2022, with a potential increase of 6% from 2022 to 2027 (110 total). Household losses should predominantly occur among young adult households (led by 15- to 24-year-olds) and older working professional led households (45- to 64-year-olds). The greatest rate of growth should be among senior-led households.

Similar magnitudes of growth may continue from 2027 to 2032. Senior-led households (particularly those with a maintainer aged 85+) should remain the cohort with greatest relative growth. From 2022 to 2032, about 275 new senior-led households might choose to live in the municipality, again reinforcing the need for senior appropriate or generally accessible housing over the foreseeable future.

Table 7-4: Anticipated Households by Maintainer Age and Five-Year Percent Change

		15 to 24	25 to 44	45 to 64	65 to 84	85+	Total
2027	Total	355	635	575	895	150	2,610
	Share	14%	24%	22%	34%	6%	100%
	5yr %Δ	-14%	+9%	-4%	+13%	+36%	+4%

		15 to 24	25 to 44	45 to 64	65 to 84	85+	Total
2032	Total	360	650	585	955	220	2,770
	Share	13%	23%	21%	34%	8%	100%
	5yr %Δ	+1%	+2%	+2%	+7%	+47%	+6%

Source: derived from Statistics Canada 2016 Census, Department of Finance & Treasury Board February 2023

## 8 Conclusion

The above information provides context for Wolfville's housing conditions. Significantly increased demand - brought on by a surge of in-migration that is expected to continue only somewhat abated - has resulted in higher-than-expected local housing prices, for both rental and ownership markets.

The current estimated unit shortage for Wolfville is 165. Demand, including the shortage, is estimated to increase to 830 by 2027. Using current construction trends (based on historical permitting data from Statistics Canada), 25 new units are estimated to be introduced into the market annually over the next 5 years, leaving a remaining gap of 705 units by 2027.

Unless completions exceed the estimated annual rate of construction, ongoing trends within both rental and ownership markets can be expected to continue.