

PLANNING ADVISORY COMMITTEE
Town Hall – Council Chambers & ZOOM
Wednesday, September 23, 2026
4:00pm.



AGENDA

1. Call to Order
2. Approval of the Agenda
3. Approval of the Minutes
 - 3.1 May 12, 2026 Minutes
4. Action/Discussion Items
 - 4.1 Northlands Presentation – Lauren Isabelle/Chrystal Fuller
5. Anything by Members
6. Next Meeting Date
7. Adjournment

A meeting of the Planning Advisory Committee (PAC) was held in person on Tuesday, May 12, 2026, starting at 4:00pm.

PRESENT

Chairing the meeting: Hilary Campbell; Councillors Dan Smith, and Jonathan Archibald; Citizens-at-large, Howard Selig and Dianne McDonald, Planner, Chrystal Fuller, Chief Administrative Officer, Ashley Crocker, Director of Public Works, Adam Verran and Recording Secretary/Planning Services Coordinator, Sara Marceau.

Regrets: Margaret Jerke, Councillor John Bartlett

Also in attendance: Heather McCormick and 2 citizens

1. CALL TO ORDER

Chair Campbell called the meeting to order at 4:00pm.

2. APPROVAL OF THE AGENDA

260512.01 It was moved and seconded to approve the agenda as circulated. **Motion carried.**

3. APPROVAL OF THE MINUTES

3.1 Approval of the Previous Meeting Minutes

April 13, 2026, Committee Meeting Minutes

No errors or omissions were noted, and the minutes were considered approved.

4. ACTION/DISCUSSION ITEMS

4.1 Magee Drive Development Agreement

Planner Fuller gave a brief presentation of the Magee Drive Development Agreement.

- Howard Selig asked whether the units would be built on site or preconstructed and Dianne McDonald asked about providing visual renderings of the development
 - o Planner Fuller stated that funding is still being finalized.
 - o Heather McCormick advised that the project would use prefabricated walls, resulting in fewer people being on site during construction.

- Planner Fuller confirmed staff could provide drawings to Council and reminded PAC members that how the units are built and what they look like are not governed by the Development Agreement.
- Councillor Archibald asked about noise considerations in the DA.
 - Planner Fuller advised they are not currently included but noted an existing noise bylaw, and that noise provisions could be added if required.
- Councillor Smith asked about regulations for grouped dwellings, and whether the Town's current MPS/LUB enables multiple units on one lot currently.
 - Planner Fuller stated that the MPS/LUB is not clearly defined for grouped dwellings, and that she would confirm details at the next meeting about the multiple units on one lot question.

Staff also explained that the DA addresses phased development. Planner Fuller explained phasing requirements are set out in Section 4.2 of the DA, with infrastructure installed alongside units so partial completion would still include servicing. The DA includes a five-year timeline, with possible extensions.

Staff advised that the Development Agreement cannot be executed until Ministerial approval has been received for the amendments to the Town's Municipal Planning Strategy and Land-Use Bylaw required to enable the agreement. If Council approves the amendments and approves the Development Agreement in principle concurrently, the agreement may be executed once Ministerial approval of the amendments is obtained. No Development Permit may be issued prior to that time.

Planning staff also reminded the PAC that Development Agreements may be appealed by aggrieved persons, and that appeals can be both lengthy and costly. Staff noted that, in considering a Development Agreement, Council must be satisfied that the agreement reasonably carries out the intent of the Municipal Planning Strategy.

Planner Fuller added that timelines for this DA depend on funding and construction, flooding has not been flagged and is addressed through stormwater management, and the province is encouraging rapid housing development.

260512.02 It was moved and seconded that the Planning Advisory Committee recommend that Council give initial consideration to the draft Development Agreement for PID 05302047, Magee Drive, Middleton, to permit a 27-unit grouped dwelling development and one community office/boardroom space, subject to the associated Municipal Planning Strategy and Land Use By-law amendments being approved and taking effect. **Motion carried.**

4.2 Northlands Secondary Plan Update

Planner Fuller gave a brief update on the Northlands Secondary Plan.

Chair Campbell emphasized that it is positive that Parsons has responded with a plan and is taking an active approach.

5. ANYTHING BY MEMBERS

Chair Campbell stated that a question was raised regarding whether the Chair can vote, and confirmed that, under Robert's Rules of Order, the Chair is permitted to vote.

6. NEXT MEETING DATE

To be determined. Staff will email the committee if anything arises.

7. ADJOURNMENT

Chair Campbell declared the meeting adjourned at 5:11pm.

CHAIR

RECORDING SECRETARY

To: Middleton Planning Advisory Committee

From: Lauren Isabelle, Planner

Date: September 23rd, 2026

Reference: Amendments to the Municipal Planning Strategy, Land Use By-law and Subdivision By-law and new Road Standards Policy to implement the Northlands Comprehensive Development District (NCDD)

1. Recommendation:

Staff recommends that PAC direct staff to hold a Public Participation Meeting on the proposed amendments before PAC makes a final recommendation to Council. Following the Public Participation Meeting, staff will return to PAC with a summary of public input and any recommended revisions for consideration.

Other options available to PAC:

- Recommend that Council proceed with the proposed amendments without an additional Public Participation Meeting;
- Direct staff to undertake further review, engagement or revisions before proceeding; or
- Recommend that Council not proceed with the proposed amendments.

2. Background

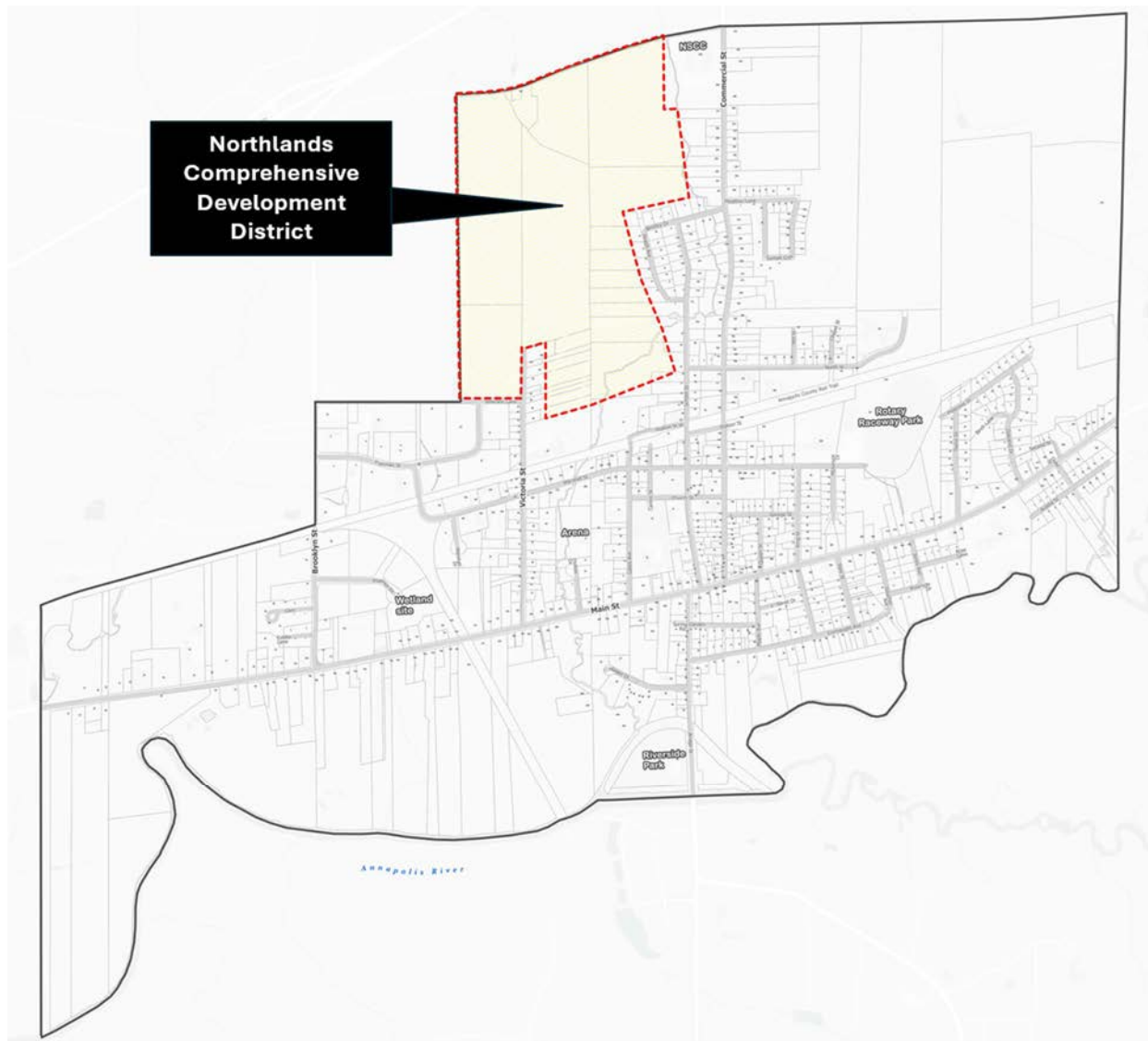
In January 2024, the Town of Middleton engaged Fathom Studio to prepare a Secondary Planning Strategy (SPS) for approximately 145 acres of land between Junction Road, Commercial Street, and the Annapolis County Rail Trail, known as the Northlands area. The SPS was intended to establish a framework for the area's future development and inform amendments to the Town's Municipal Planning Strategy (MPS) and Land Use By-law (LUB).

Completed in fall 2024, the SPS included a master land-use concept, proposed road and active transportation networks, stormwater management and open-space concepts, and draft MPS and LUB amendments. The proposed amendments included new Residential Small Lot and Residential High Density Zones to accommodate a range of housing forms, including multi-unit and cluster or grouped dwellings. The SPS and associated amendments were not adopted.

Timeline (January 2024 - January 2026)

Date	Milestone
January 2024	Fathom formally engaged (Council resolution)
Winter 2024	Visioning workshops & online survey
April 15, 2025	Public Participation Meeting (PPM)
January 12, 2026	PAC recommended staff work with Parsons Investments Ltd. (Parsons) on approach using SPS principles and technical work as a reference
January 19, 2026	Council directed staff to initiate amendments to the MPS and LUB to consider the Parsons development proposal and, in consultation with the proponent, use the principles, approaches, and technical work from the Northlands SPS to the greatest extent possible in preparing recommendations

This Report provides analysis and options of planning regulation and policy that would create a Comprehensive Development District and LUB regulations to allow for development with a defined area, roughly similar to the Northland SPS area.



3. Overview of Proposed Amendments

The proposed amendments were informed by the previous Northlands SPS project, the Town's Housing Accelerator Fund commitments, available technical information and the findings of the current engagement process.

This approach establishes a planning framework for the subject lands via implementing amendments to the Town's planning documents as follows:

3.1 Municipal Planning Strategy

The proposed amendments would establish the policy framework for a Northlands Comprehensive Development District (NCDD) Zone and recognize the area as a key location for Middleton's future residential growth. New comprehensive development would require

approval by development agreement and would be evaluated for housing diversity and affordability, compatible built form, aging-in-place infrastructure, connected streets and trails, environmental protection, stormwater management, parks and open space, and limited local commercial and institutional uses. The policies would limit development to 1,083 dwelling units, require at least 60% of the NCDD Zone to be comprehensively planned and developed together, require a minimum of 10% parkland and open space, protect Lily Lake Brook through a conservation corridor, and establish key road connections. The amendments would also identify required application materials and permit existing dwellings, existing agricultural uses, and new single-unit dwellings on existing lots with road frontage. The amendments would also make changes to Map B – Transportation and Street Hierarchy to include future local roads and adjust the existing future connector road shown from east to west.

3.2 Land Use By-law

The proposed amendments would establish the NCDD Zone and apply it to the Northlands area. The zone would permit single-unit dwellings subject to the same zone requirements as the existing Residential Zone. The NCDD would recognize existing two-unit dwellings and agricultural uses. New residential development on land that is not an existing lot with road frontage would require approval by development agreement. Related amendments would authorize development agreements for new development in the NCDD Zone, allow multiple main buildings where approved by development agreement, and enable the Development Officer to require a traffic impact study where development could affect local roads.

3.3 Subdivision Bylaw and Other Regulatory Changes

The proposed amendments would establish area-specific standards for collector and local roads within the NCDD Zone. Implementation would require amendments to the Subdivision By-law, adoption of the road standards as an addendum to the Municipal Specifications, and a supporting Council policy. These changes would ensure future subdivision and road construction consistently implement the intended street hierarchy, connectivity, and active transportation features.

The proposed NCDD Road Standards Policy carries forward the active transportation requirements developed through the earlier Northlands planning work. As currently drafted, Collector Roads would be required to include a 1.7 m sidewalk/shared bicycle track on one side and a 1.2 m on-road active transportation lane, identified by pavement markings and bicycle symbols.

During staff review, the Director of Public Works questioned whether dedicated cycling infrastructure should be required as part of the Collector Road standard. At present, the Town does not have an established bicycle lane network or plans to extend bicycle lanes to the Northlands area. As a result, dedicated cycling facilities within the development may not connect to a broader municipal cycling network.

The inclusion of active transportation infrastructure was, however, an important component of the earlier planning work for Northlands. One of the guiding principles developed through public engagement was Walkability, which encouraged opportunities to reduce reliance on private vehicles through sidewalks, trails and active transportation routes for cycling. More recent public engagement indicates that these priorities remain relevant. Responses to the 2026 online survey placed significant emphasis on road and traffic safety, sidewalks, active transportation, accessibility and improved street connections.

Given the competing considerations, the active transportation requirements have been retained in the draft Policy for PAC's consideration. PAC may wish to discuss whether dedicated cycling infrastructure should continue to be required as part of the Collector Road standard or whether the Policy should be revised to remove this requirement before the amendments proceed to Council.

4. Planning Discussion

All changes to the MPS need to be consistent with the provincial statements of interest established within the Municipal Government Act (MGA). The following SPIs would apply to this development

4.1 Relevant Statements of Provincial Interest (SPI)

- **Housing:** The goal of this SPI is to provide housing opportunities to meet the needs of all Nova Scotians. These amendments classify the Northlands as a major residential growth area capable of accommodating up to 1,083 dwelling units. They also permit and encourage a wide range of housing forms, densities and tenures, including multi-unit, student and senior housing. Affordability is supported through smaller lots, efficient servicing and diverse housing options.
- **Infrastructure:** The goal of this SPI is to make efficient use of municipal water supply and municipal wastewater disposal systems. These amendments direct substantial residential growth to land that is serviced or planned to be serviced. The requirement for at least 60% of the NCDD Zone to be master planner and developed together support coordinated roads, services, stormwater facilities and open space.
- **Flood Risk Areas:** The goal of this SPI is to protect public safety and property and to reduce the requirement for flood control works and flood damage restoration in floodplains. This statement is relevant because Lily Lake Brook, drainage conditions and locally reported flooding affect the Northlands area. To address this a stormwater management plan will be required as part of a development agreement application and a conservation corridor extending 20 m on each side of the watercourse must be respected.

4.2 Municipal Growth

The following reports and studies provide additional context for consideration.

- **Housing Needs Assessment (housing crisis):** The 2023 Municipal Housing Needs Report identified an estimated shortage of 85 dwelling units in Middleton at the end of 2022 and projected that, based on historical construction rates, the shortfall could reach 140 units by 2027. Housing affordability is also a significant concern: approximately 19% of households were in core housing need in 2021, including 33% of renter households, compared with 10% of households provincially. Population and household projections indicate a need for housing that accommodates both families and a growing senior population, supporting amendments that enable a greater supply and diversity of affordable, accessible, rental, and ownership housing.
- **CFB Greenwood expansion:** Investments in the Greenwood airbase announced in the spring of 2026 create a credible expectation of increased regional housing demand as additional military personnel and civilian positions are expected.
- **CMHC Housing Accelerator Fund initiative:** The Town is advancing Northlands through its Housing Accelerator Fund initiative to remove policy and regulatory barriers on serviced or serviceable land. Proposed amendments to the MPS, LUB and SB would provide a clearer approval process, enable diverse and higher-density housing, and translate the Parsons feedback and relevant work from the unadopted SPS into an implementable framework addressing infrastructure, transportation, stormwater management, environmental protection and neighbourhood design.

4.3 SPS Guiding Principles

The Northlands SPS report recommended road networks, servicing approaches, and zoning regulations intended to create a new growth node based on principles identified by residents through public engagement. These principles include:

- | | |
|----------------------------------|---|
| 1. Affordability | 7. Ecological Conservation |
| 2. Walkability | 8. Rural “Urban Design” |
| 3. Aging in Place | 9. Neighbourhood Connectivity |
| 4. Stormwater Management | 10. Phasing and Smaller Property Owners |
| 5. Parks and Recreation | 11. Graduated Density |
| 6. Agriculture and Food Security | 12. Commercial Uses |

Staff used these principles in drafting the proposed amendments to the MPS, although certain elements were omitted. For example, rural “urban design” was only partially maintained as Parsons had specifically cited some of it as major obstacles to development. Additionally, agriculture and food security was largely not maintained. The SPS had envisioned an “agrihood” area set aside for local farming and potential market. Instead of this approach staff opted to protect agriculture as an existing use rather than establish it as a required component.

4.4 Comprehensive Development District and Development Agreement

Staff are recommending a comprehensive development district and subsequently a development agreement because Council had previously indicated a desire for more control over how the Northlands area develops. This rationale was further bolstered by Parsons desire for more flexibility. The objective is to reduce reliance on site specific approvals and support permissions for a wider range of housing forms.

- **Comprehensive Development Districts (CDD):** a planning tool used to coordinate development across a large, complex, or strategically important area through an MPS policy framework and corresponding LUB zone. Unlike conventional zoning, a CDD generally requires development agreement approval, allowing Council to consider the relationship among land uses, housing forms, transportation connections, municipal services, stormwater management, open space, environmental features, phasing, and neighbouring properties. This approach provides flexibility to respond to detailed site and engineering conditions while ensuring development achieves municipal objectives. Comprehensive development districts are authorized under section 226 of the *Municipal Government Act*.

4.5 Alignment with MPS & LUB Intent

Section 2.2 of the Municipal Planning Strategy sets out the Town's goals and objectives for land use planning and development control. The NCDD Zone relates primarily to the following policy areas:

- | | |
|----------------------------|------------------------------|
| 1. Residential Development | 3. Recreation and Open Space |
| 2. Commercial Development | 4. Infrastructure |

The proposed NCDD amendments align with and advance these existing MPS objectives. The following section assesses how the amendments respond to the MPS intent:

4.5.1 Residential Development

The MPS supports an adequate supply and variety of housing, including planned residential development on undeveloped lands north of the Annapolis County Rail Trail as demand and infrastructure capacity allow. Policies R1 and R2 encourage a wide range of residential and compatible uses in areas suited to long-term residential development. The proposed NCDD policies advance this intent by identifying the largely undeveloped Northlands area as a planned residential growth area and establishing a development agreement process for its comprehensive development. The policies would permit varied housing forms and tenures, including higher-density housing near Junction Road and NSCC, while requiring compatibility with adjacent low-density neighbourhoods, coordinated servicing, and community infrastructure that supports aging in place.

4.5.2 Commercial Development

The MPS supports business and economic activity that contributes to Middleton’s long-term sustainability and prosperity. The proposed amendments would not establish a standalone commercial designation or commercial centre in Northlands. Instead, policy would permit limited local commercial and institutional uses as part of a predominantly residential development. This approach supports convenient neighbourhood services and a more complete, walkable community while maintaining Northlands’ primary function as a residential growth area and avoiding competition with the Town’s established commercial districts.

4.5.3 Recreation and Open Space

The MPS recognizes parks, recreation facilities, and open spaces as important community assets and requires new recreation and open-space areas as part of comprehensively planned development. The proposed NCDD policies advance this intent by requiring 10% of the area to be provided as parkland and open space, integrated with housing form. The higher requirement responds to the scale and increased residential density anticipated in Northlands and is intended to ensure that recreational opportunities and open-space provision grow with the future population. The policies would also protect Lily Lake Brook through a conservation corridor with a 20-metre buffer on each side.

4.5.4 Infrastructure

The MPS requires new development to be serviced and directs infrastructure extensions to proceed in a planned, efficient, and environmentally sustainable manner, subject to confirmation of available capacity. Policies IP1 and IP2 require subdividers to bear the cost of installing water, sanitary sewer, and storm sewer infrastructure within a comprehensively planned subdivision and the infrastructure needed to connect it to existing Town systems. The proposed NCDD policies support this intent by requiring coordinated development and a servicing plan with a development agreement application. A stormwater management plan must also demonstrate that post-development runoff will not exceed pre-development runoff. Detailed engineering design, infrastructure capacity, phasing, and any cost-sharing arrangements would be determined through subsequent engineering review and the development agreement process.

5. Public Engagement Summary

5.1 SPS ENGAGEMENT

Engagement activities were undertaken during the preparation of the Northlands SPS and as part of the statutory amendment process.

- **Winter 2024 – Early Engagement:** Engagement activities conducted by Fathom Studio included two public open houses, an online survey (64 responses), and interviews with

individual landowners. These activities identified guiding themes related to housing affordability, walkability, aging in place, environmental protection, and neighbourhood design.

- **Public Participation Meeting – April 15, 2025:** The meeting attracted 42 participants and 18 written submissions, with concerns focused on stormwater and flooding, traffic on Junction Road, building height and density near existing low-density neighbourhoods, and the timing and capacity of municipal services.

5.1.1 Summary of Parsons Comments

The largest landowner within the Northlands area owns approximately 93 acres, representing approximately 56% of the lands. Key concerns raised by the landowner during the SPS review process were:

- **Land ownership and coordination:** Fragmented ownership and reliance on adjoining landowners may affect land assembly, development sequencing, and implementation.
- **Road network feasibility:** Road alignments should support the broader transportation network while allowing individual properties to develop efficiently.
- **Stormwater management:** Further analysis is needed to confirm pond locations, sizing, and net-zero discharge, particularly near Veterans Lane.
- **Development flexibility and detailed design:** Land-use patterns, open space, roads, and subdivision layouts should remain flexible until supported by detailed engineering and surveying.

Staff continue to work with Parsons to better understand its needs and future development plan. However, policy should be developed protect the public interest. The Town wishes to establish a foundation that allows Parsons to develop while at the same time creating policies that reflect the input of stakeholders, consistency with the provincial statements of interest, the objectives of the Northland Study, input from other town departments, the financial security of the town and other relevant factors. The development agreement option allows for maximum flexibility while also setting broad parameters for development.

5.2 NCDD ZONE ENGAGEMENT

An updated public engagement was conducted to obtain current community input on the future development of the Northlands area to inform the preparation of the proposed Municipal Planning Strategy and Land Use By-law amendments.

The engagement included an online community survey (66 responses) and a pop-up engagement activity held on the 30th of July 2026 inside Heather's Independent. Staff mailed a QR Code to the survey to Town residents as part of the Town newsletter in July and remained open for 39 days. Participants were invited to provide feedback regarding housing, neighbourhood design, transportation and active transportation, parks and open space, environmental protection, and other priorities for the area. When asked about their views on housing development in the subject area, over 55% of respondents selected *"I support a broad mix of housing types, including single-unit homes, semi-detached homes, townhouses, seniors' housing, student housing, and apartments"*. Responses also indicated very strong support for the inclusion of sidewalks and a safe walkable neighbourhood.



5.2.1 Parsons Engagement

Parsons Development submitted a concept plan. Staff met with Parsons April 13, 2026 to fully understand their concept, concerns and constraints. On May 7, 2026 staff sent Parsons a lengthy and detailed letter containing detailed concept plan feedback and outlining key requests before resubmission. On August 10, 2026 Parsons submitted an updated version of a previously submitted letter outlining their concerns (see Appendix B)

5.2.2 Intra-municipal Collaboration

Planning staff sought feedback from Adam Verran, who advises the Town on Public Works, traffic and engineering matters, as part of the review of the proposed amendments. This consultation helped confirm that the proposed requirements and recommendations are practical, technically appropriate, and consistent with Middleton's existing infrastructure and operational considerations. Staff incorporated relevant feedback into the proposed amendments and recommendations presented in this report.

5.3 NEXT STEPS FOR PAC TO CONSIDER

The Town has completed several rounds of engagement on the Northlands area, including the 2024 SPS engagement, the April 2025 Public Participation Meeting, and the 2026 survey with pop-up engagement. However, the current amendments establish a revised NCDD framework that differs from the SPS amendments previously presented to the public. The 2026 engagement focused primarily on community priorities and did not provide a formal opportunity for residents and landowners to review and discuss the complete draft amendments.

Staff recommend that PAC direct staff to hold a Public Participation Meeting before PAC makes its final recommendation to Council. PAC may alternatively determine that engagement completed to date provides sufficient public input and recommend that Council proceed directly to First Reading. Council would then schedule the required public hearing before considering final approval of the amendments.

Appendix A

What We Heard: NCDD Online Survey Question #8 – Is there anything else you would like Council to consider as the Northlands Comprehensive Future Development Area develops?

Overall message

Respondents generally recognized the need for additional housing in Northlands, and several urged the Town to move quickly. At the same time, many asked Council to confirm that roads, water, wastewater, stormwater, emergency services and community amenities can support growth. The comments consistently frame development as a coordination task: the Town should add housing while improving safety and infrastructure, protecting environmental features and creating a well-designed area that fits with existing homes.

Respondents did not express one uniform view. Some prioritized speed and fewer barriers, while others wanted the Town to repair existing infrastructure before approving more growth. Similar differences appeared around density, affordability and new road connections. This report presents both the most common themes and these areas of tension.

About the feedback

66 survey submissions | 47 substantive comments | 8 overlapping themes

The analysis covers responses to the open-ended question: "Is there anything else you would like Council to consider as the Northlands Comprehensive Future Development Area develops?" Eighteen respondents provided no additional comment, and one response did not contain usable feedback. The analysis assigned each of the remaining 47 comments to every theme it addressed. The report excludes personal identifying information.



Themes Overview

Theme	Responses	What respondents emphasized
Safe, connected transportation	16	Road and traffic safety, sidewalks, active transportation, accessibility and better street connections.
Community services, amenities and the local economy	13	Capacity of emergency, health and education services, together with recreation, shops, jobs and business growth.
Core infrastructure capacity and existing upgrades	12	Water, wastewater, stormwater, roads and the ability of existing systems to support growth.
Housing choice, affordability and quality	12	More housing, genuinely affordable options, a range of densities and housing for different life stages and income levels.
Neighbourhood design, compatibility and inclusion	12	An attractive and safe neighbourhood, buffers and transitions, public spaces, accessibility and a strong sense of community.
Timely, phased and financially responsible implementation	10	Faster progress, practical phasing, shovel-ready development, realistic implementation and cost control.
Environmental protection, green space and resilience	8	Protection of the brook, wetlands and wildlife, retention of green space, and resilient, environmentally sound development.
Landowner involvement and ongoing communication	6	Early landowner coordination, respect for private property, regular updates and meaningful opportunities to participate.

Note: The analysis counted each response once within a theme but assigned multi-topic comments to more than one theme.

What respondents asked Council to consider

Safe, connected transportation (16 responses)

Respondents raised transportation more often than any other theme. They asked Council to improve existing roads, repaint road lines, repair potholes, address speeding, add sidewalks on Victoria Street, and support walking, cycling and accessible travel. Individual suggestions included a roundabout at Marshall and Victoria Streets and consideration of low-speed neighbourhood vehicles.

Views differed on the effect of new connections. Some respondents saw Northlands as an opportunity to create additional routes and reduce pressure elsewhere, while others expected more through traffic and asked Council to plan for congestion and safety.

Community services, amenities and the local economy (13 responses)

Respondents asked whether schools, health care, fire protection, policing and other services can accommodate more residents. They linked population growth to emergency response capacity, equipment needs and access to doctors and hospital care.

Others asked for parks, an upgraded Rotary Park playground, an indoor community centre, a theatre or gym, local shops and employment opportunities. Several supported mixed-use development or broader business and industrial growth.

Core infrastructure capacity and existing upgrades (12 responses)

Respondents repeatedly asked Council to confirm the capacity of water, wastewater and stormwater systems, including the new water reservoir. Several cited existing drainage issues, ditches, road conditions and infrastructure along Victoria Street.

Many wanted the Town to address existing deficiencies before or alongside new development. Comments also called for grant funding, clear infrastructure responsibilities and stronger cost control during construction.

Housing choice, affordability and quality (12 responses)

Respondents described new housing as urgent and important to retaining young people and supporting the Town's growth. They asked for a mix of housing, including higher-density options and housing that seniors and NSCC students can afford.

Several questioned whether proposed rents would be affordable to local households and asked for options that reflect actual incomes. Views varied on low-income and higher-density housing: some called for an inclusive mix, while others raised concerns about neighbourhood fit, concentration or construction quality.

Neighbourhood design, compatibility and inclusion (12 responses)

Respondents wanted Northlands to become an attractive, safe and desirable neighbourhood rather than a collection of housing units. They emphasized durable design, a balanced mix of residents and housing, well-lit and maintained spaces, community gardens, nearby services and places that support community life.

Comments also asked for buffers between new and existing neighbourhoods, consideration of all age groups and accessibility needs, and attention to small visual details that can build neighbourhood identity.

Timely, phased and financially responsible implementation (10 responses)

Several respondents urged the Town to move quickly, remove unnecessary barriers and prioritize development that is ready to proceed. They linked timely action to the immediate need for housing and the opportunity to expand the tax base.

Other comments emphasized staged approvals and construction, with each phase aligned with servicing, stormwater management and developer readiness. Respondents also asked for a realistic strategy, landowner support, grant funding and careful control of project costs.

Environmental protection, green space and resilience (8 responses)

Respondents asked Council to protect the brook, wetlands, wildlife habitat and existing green areas. Some wanted substantial green space to remain, while others asked for community gardens and public spaces within the new neighbourhood.

Comments also called for environmentally sound construction and FireSmart principles to reduce risk and improve resilience.

Landowner involvement and ongoing communication (6 responses)

Respondents asked the Town to involve current landowners early, respect private property and consider how proposed trails or connections could affect individual properties. Some wanted landowners' views to carry particular weight or noted that implementation will depend on their participation.

Residents also asked for ongoing updates and opportunities to influence development decisions. One respondent suggested allowing participants to rank priorities in future surveys.

Overall conclusion

Taken together, the comments support a coordinated approach to Northlands. Respondents want Council to treat housing, infrastructure, transportation, services, environmental protection and neighbourhood design as linked decisions. They also want the Town to keep landowners and residents informed as the area moves from policy to implementation.

Appendix B

Letters Submitted by Parsons (April 14, 2025 and August 10, 2026):

DeWolfe & Morse Surveying Limited

P.O. Box 520	<i>Digby Branch Office:</i>
Middleton, NS	9 Birch Street
B0S 1P0	Digby, NS
Phone (902) 825-2362	(902) 245-2924

April 14, 2025

The final report for the Northlands Secondary Plan, dated June 26, 2023, highlights critical points regarding the Northlands Secondary Plan (prepared by Fathom) and the development process by Parsons Investments Limited (PIL). The final report and plan misrepresent several key aspects. Here is a summary of the key aspects:

1. **Property Ownership and Development Viability:** For the development to proceed effectively, PIL must own all properties as outlined in the secondary plan. The current ownership situation complicates the proposed road layout and overall development strategy.
2. **Stormwater Management:** The necessity for stormwater ponds has not been identified, particularly for achieving net zero discharge to the existing nearby drainage system, which runs southeasterly from Junction Road through PID 05031836, PID 05031703 and PID 05031430. Stormwater ponds will most likely be necessary near Veterans Lane, where a “park” is shown on the Fathom plan. The location and size of these ponds will significantly influence the layout of roads, building areas, and drainage easements.
3. **Adjoining Lands and Collaboration:** The development of PIL's lands is interconnected with neighboring properties, necessitating collaboration with various landowners. Without the commitment of all adjoining landowners to develop their land may pose challenges for future planning.
4. **Road Layout and Developer Needs:** The road design must prioritize PIL's interests while also accommodating future developments in the area. This requires a careful balance to ensure that PIL can effectively develop its lands without hindrance from adjacent properties.
5. **Open Space and Community Input:** The proposed plan includes a significant portion of open space, with suggestions for parks and walking trails. It's crucial for the development to reflect the desires of PIL, the Town of Middleton, and the broader community.
6. **Flexible Development Guidelines:** Instead of a rigid plan, a percentage-based approach for different types of development could provide flexibility. This could include specified ranges for parks, high-density residential, single-family homes, and commercial options.
7. **Final Layout Considerations:** The ultimate layout should not be finalized until comprehensive engineering assessments, surveys, and consultations with the Town of Middleton have been conducted.

Overall, the development process will require careful navigation of ownership issues, environmental considerations, and community engagement to create a balanced and viable plan for the Northlands area.

Sincerely,

Derik R. DeWolfe

August 10, 2026

The final report for the Northlands Secondary Plan, dated June 26, 2023, highlights critical points regarding the Northlands Secondary Plan and the development process by Parsons Investments Limited (PIL). The final report and plan misrepresent several key aspects. Here is a summary of the key aspects:

1. **Property Ownership and Development Viability:** For the development to proceed effectively, PIL must own all properties as outlined in the secondary plan. The current ownership situation complicates the proposed road layout and overall development strategy.
2. **Stormwater Management:** The necessity for stormwater ponds has not been identified, particularly for achieving net zero discharge to the existing nearby drainage system, which runs southeasterly from Junction Road through PID 05031836, PID 05031703 and PID 05031430. Stormwater ponds will most likely be necessary near Veterans Lane. The location and size of these ponds will significantly influence the layout of roads, building areas, and drainage easements.
3. **Adjoining Lands and Collaboration:** The development of PIL's lands is interconnected with neighboring properties, necessitating collaboration with various landowners. Without the commitment of all adjoining landowners to develop their land may pose challenges for future planning.
4. **Road Layout and Developer Needs:** The road design must prioritize PIL's interests while also accommodating future developments in the area. This requires a careful balance to ensure that PIL can effectively develop its lands without hindrance from adjacent properties.
5. **Open Space and Community Input:** The proposed plan includes a significant portion of open space, with suggestions for parks and walking trails. It's crucial for the development to reflect the desires of PIL, the Town of Middleton, and the broader community.
6. **Flexible Development Guidelines:** Instead of a rigid plan, a percentage-based approach for different types of development could provide flexibility. This could include specified ranges for parks, high-density residential, single-family homes, and commercial options.
7. **Final Layout Considerations:** The ultimate layout should not be finalized until comprehensive engineering assessments, surveys, and consultations with the Town of Middleton have been conducted.

Issues previously discussed are in line with the issues outlined above. In summary, this design will work best if all the "Northland Lands" include a road layout that is inclusive of all lands within the future development catchment area. The road layout must be designed with the capacity for reasonable density and to future proof further development. The amount of land required for the stormwater ponds will need to be accurately located and sized. A complete engineering design needs to be completed to determine road layout, stormwater pond locations and size, phasing of the development, and housing type including density for each phase.

I also mention the tree requirements, garage setbacks in relation to building design, verandas, etc. that would impact development and cost. The ability to be flexible will be very important.

Overall, the development process will require careful navigation of ownership issues, environmental considerations, and community engagement to create a balanced and viable plan for the Northlands area.

Appendix C

Municipal Planning Strategy: Proposed Amendments

Amend MPS Part 1 - Introduction

Addition to existing Section 1.2 Community and Planning Context

Insert at the end of existing text in this section:

In 2024, Council initiated a secondary planning process for the Northlands area to guide the future development of a major residential growth area in the northern portion of the Town. The Northlands Secondary Plan, prepared by Fathom Studio, considered community engagement, landowner input, servicing, transportation, open space, stormwater management, and housing needs. The findings of this work inform the policies of this Strategy for the Northlands Comprehensive Development District (NCDD).

Amend MPS Part 2 – Planning Strategy Goals and Policies

Addition to existing section – Residential Development

Insert at the end of existing text for Residential Development and before Commercial Development:

The Northlands Comprehensive Development District (NCDD) is one of these new neighbourhoods, targeted for additional growth as services can be extended to provide water and sewer to this new area.

NEW Section under Zones, within 2.3 Residential Area Policies

Insert after Residential Future High-Density Zone:

2.12 Northlands Comprehensive Development District (NCDD) Zone

Beginning in 2024, the Town undertook Secondary Planning work for the Northlands area, including community engagement, landowner discussions, technical review, and preparation of a concept plan. Although this Secondary Plan was not adopted, it informs the policies in this section.

The Northlands Comprehensive Development District (NCDD) is currently largely undeveloped and is identified as a key area for Middleton's future growth. Located within the Town's serviced growth area, it has the potential to accommodate a complete, walkable neighbourhood with a range of housing options, connected parks and trails, environmental protection, appropriate stormwater management, and compatible small-scale commercial or institutional uses.

This section establishes area-specific goals, objectives, and policies to guide coordinated development over time, recognizing that build-out may involve multiple landowners and require alignment between private development, municipal infrastructure, and public open space. The purpose of the Northlands Comprehensive Development District (NCDD) Zone shall be to provide for the comprehensive and coordinated development of the Northlands area, including the arrangement of land uses, housing, streets, active transportation connections, municipal services, stormwater management, parks and open space.

R8.6 Within the Residential Designation, it shall be the intention of Council to include in the Land Use By-law a Northlands Comprehensive Development District (NCDD) Zone and to apply the Zone to the lands identified on the Zoning Map.

R8.7 It shall be the intention of Council to consider only by development agreement proposals for comprehensive planned developments within the Northlands Comprehensive Development District (NCDD) Zone. In considering such development agreements, Council shall be satisfied that the proposal meets the following:

(a) That uses are predominantly residential, with limited local commercial and

- institutional uses permitted;
- (b) That development supports housing affordability through smaller lots, efficient servicing, diverse housing forms and tenures, and student housing;
 - (c) That a wide mix of housing types are proposed including high density multi-unit apartments up to 5-storeys near Junction Road close to Nova Scotia Community College, and a maximum of 3-storeys elsewhere. Types of housing including student and senior housing are encouraged;
 - (d) That community infrastructure shall support aging in place;
 - (e) That the total number of units is limited to a maximum of 1,083;
 - (f) That a minimum of 60% of the Northlands Comprehensive Development District (NCDD) Zone is master planned and developed at the same time;
 - (g) That a conservation corridor is provided with a 20 metres (65.6 ft) buffer on each side of Lily Lake Brook;
 - (h) That the massing and built form of the development is compatible with any adjacent low density residential uses, using siting, transition of building scales, architectural elements to promote visual integration and landscaping and buffering;
 - (i) That 10% of the land is provided as parkland and open space, in an integrated manner with housing form;
 - (j) That the street network supports walkability by providing safe, direct trail connections within the development and connections to existing trails and surrounding lands;
 - (k) Development shall reserve downstream lands necessary for stormwater management. Facilities shall be designed as unfenced, park-like dry-storage areas or ponds with adequate freeboard. Traditional rock-lined and fenced engineered dry ponds are prohibited. Facilities shall be sized so that post-development runoff does not exceed pre-development runoff;
 - (l) The road network shall comply with Municipal Specification and Map B – Transportation and Street Hierarchy, and will provide a north-south connection between Jubilee Road and Victoria Street as well as east-west connections at appropriate intervals to limit the length of north-south road

- segments. The use of cul-de-sacs is strongly discouraged unless no alternative is reasonably feasible; and
- (m) The provisions of policies IM16 and IM17.

R8.8 It shall be the policy of Council to require the following information to evaluate the application for a Development Agreement:

- (a) Traffic impact study;
- (b) Stormwater management plan;
- (c) Site plan;
- (d) Servicing plan; and
- (e) Other information as required.

Notwithstanding R8.8 (a) and (d), Council may waive the requirements for the traffic impact study and servicing plan where recent data exists that address the information.

R8.9 The Northlands Comprehensive Development District (NCDD) Zone shall include existing residential dwellings and existing agricultural as permitted uses. Only new single unit dwellings will be permitted as-of-right but must be on an existing lot with road frontage.

Appendix D

Land Use Bylaw: Proposed Amendments

Table of Contents

INSERT

Part 18 Northlands Comprehensive Development District (NCDD) Zone 72

Addition to existing Section 2.3 Application for Development Permit and Development Agreement

INSERT

(g) A traffic impact study, if the Development Officer deems that any new development could impact traffic on local roads; and

(h) The Development Officer may waive the requirement to supply the above noted information, if he/she deems it is not pertinent to the application.

Addition to existing Section 2.5 Uses Considered by Development Agreement

INSERT

(f) New development in Northlands Comprehensive Development District (NCDD) Zone

Addition to existing Section 4.1 Zones

INSERT zone and symbol in list after Residential Holding (RH)

Northlands Comprehensive Development District NCDD

Addition to existing Section 5.25 One Main Building to a Lot

INSERT

(d) Buildings located in Northlands Comprehensive Development District (NCDD) Zone that are considered by Development Agreement.

NEW Part after Part 17 Wellfield Overlay

INSERT

Part 18 Northlands Comprehensive Development District (NCDD) Zone

18.1 Uses Permitted

- Single Detached Dwellings
- Existing Single Detached Dwellings
- Existing Two Unit Dwellings
- Existing Agricultural Uses

18.2 Zone Requirements

Minimum Lot Area	460 m ² (4,951.4 sq. ft)
Minimum Lot Frontage	20 m (65.6 ft.)
Minimum Front Yard	8 m (26.25 ft.)
Minimum Rear Yard	6 m (19.68 ft.)
Minimum Side Yards	1.5 m (4.92 ft.) one side & 3 m (9.84 ft.) other side
Maximum Height of Structures	10 m (32.80 ft.)

18.3 New Residential Development

No development permit shall be issued in a Northlands Comprehensive Development District (NCDD) Zone for development that is not on an existing lot with road frontage, unless by Development Agreement.

Appendix E

Subdivision Bylaw: Proposed Amendments

Amend Part 7 – Construction of Services

Addition to existing Part 7. CONSTRUCTION OF SERVICES

Insert after 7.6 c. at the end of existing text in this section:

7.7 In addition to the requirements of Section 7.3, all proposed public streets within the Northlands Comprehensive Development District Zone shall be designed and constructed in accordance with the Northlands Road Standards contained in the Municipal Specifications.

Appendix F

Proposed NCDD Road Standards Policy

TOWN OF MIDDLETON	
Code B – PUBLIC WORKS	
Subject: Northlands Road Standards	Number: 5.4
Coverage: Staff and Public	Approved by: Council
Effective Date:	

1. **POLICY STATEMENT**

This *Northlands Road Standards Policy* acts as an addendum to the Municipal Specifications.

2. **SCOPE**

These Road Standards apply only within the Northlands Comprehensive Development District Zone as shown on Schedule A – Zoning Map of the Town of Middleton Land Use Bylaw.

3. **NORTHLANDS ROAD STANDARDS**

1. Standard / Local Roads link existing roads with future neighbourhoods. The streetscape elements include:
 - (a) 18 metres (59.1 ft.) right of way;
 - (b) Minimum 3.5 metres (11.5 ft.) travel lanes with 1 metre (3.3 ft.) gravel edge on both sides;
 - (c) Minimum 1 metre (3.3 ft.) deep ditch; and
 - (d) Telephone poles on one side.
2. The Collector Road network includes two north–south connections from Junction Road to Victoria Street and School Street, supported by an east–west cross-connection that provides additional connectivity between future development

areas and the broader street network. The street elements include:

- (a) 20 metres (65.6 ft.) right of way;
- (b) 4 metres (13.1 ft.) travel lanes with curb and gutter;
- (c) 1.7 metres (5.6 ft.) sidewalk with shared bike track on one side separated by a 1 metre (3.3 ft.) grass verge;
- (d) 1.2 metres (3.9 ft.) active transportation lane on one side with painted white lines and bike symbols; and
- (e) Telephone poles on one side.

4. ADMINISTRATION

The Director of Public Works / Engineering or designate is responsible for administering this policy, reviewing applications, and monitoring compliance with approved conditions.

5. POLICY ADOPTION

This policy comes into effect on the date approved by Council.

6. CERTIFICATION

I, _____, **Chief Administrative Officer of the Town of Middleton**, do hereby certify that the Policy, of which the foregoing is a true copy, was duly passed at a duly called meeting of the Town Council of the Town of Middleton held on the ____ day of _____ 2026.

Chief Administrative Officer