
TO: Mayor and Council

FROM: Katie Price, Project Planner

SUBJECT: Application to rezone all portions of lands on St. Andrews River Road and Lynch Road (PIDs: 20082822, 20030276, 20331617) currently zoned as Agricultural Potential (AP) to Rural Residential (RR).

DATE: August 19, 2026

Please find attached an application from zzap Consulting Inc, on behalf of Marchand Developments Ltd. for your consideration. Their request involves land they own and is located on St. Anders River Road and Lynch Road, Shubenacadie East, NS PIDs 20082822, 20030276, 20331617.

This application is to rezone all portions of lands on St. Andrews River Road and Lynch Road (PIDs: 20082822, 20030276, 20331617) currently zoned as Agricultural Potential (AP) to Rural Residential (RR) in order to permit a comprehensive residential development enabled by policy 4-18 of the Colchester MPS.

Attachments

Appendix A – Applicant Form

Appendix B – Applicant Letter to Council

Appendix C – Site Location Map

Appendix D – Subject Site Plan





Application Form - Municipality of Colchester

(For Municipal Planning Strategy/Land Use By-law Amendments,
including Rezoning, and Development Agreements)

APPLICANT INFORMATION

Name: zzap Consulting Inc.

Mailing Address: 1 Canal Street, Dartmouth,
NS. B2Y 2W1

Phone: 902 266 4025

Date: 07/07/2026

Property Owner: Marchand Developments Ltd.

☐ Same

Signature of Owner: [Signature]
(if different)

Mailing Address: 149 McCabe Lake Drive, Middle
☐ Same Sackville, NS. B0N 1Z0

Signature: [Signature]

PROJECT INFORMATION

Location / Site Address: St. Andrews River
Road & Lynch Road. (PIDs: 20331617,
20030276, 20082822)

Community: Shubenacadie East

Request For: ☒ Amendments to MPS/LUB,
including Rezoning

Present Zoning: Agricultural Potential (AP), Rural General (RG) ☐ Development Agreement

Reason for Request: Reason for request outlined in Application
Rationale Letter.

Brief Description of Proposal: This application proposes a Land Use Bylaw amendment to rezone all
portions of lands on St. Andrews River Road and Lynch Road (PIDs: 20082822, 20030276, 20331617) currently
zoned as Agricultural Potential (AP) to Rural Residential (RR), in order to permit a comprehensive residential
development. This is enabled by policy 4-18 of the Colchester MPS.

Materials Submitted: ☒ Site Plan

☐ Survey/ Plot Plan

☐ Building Plans

☐ Landscape Plan

☒ Engineering Drawings

☒ Other Application Rationale Letter

☒ \$600 Application Fee

Municipality of the County of Colchester, 1 Church Street, Truro, NS B2N 3Z5

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Municipality of Colchester
Via email: comdev@colchester.ca

RE: Application for Rezoning at St. Andrews River Road and Lynch Road, Shubenacadie, NS (PIDs: 20082822, 20030276, 20331617)

On behalf of our client, Marchand Homes, zzap Consulting Inc. (zzap) is pleased to submit a request to rezone all portions of lands on St. Andrews River Road and Lynch Road (PIDs: 20082822, 20030276, 20331617) currently zoned as Agricultural Potential (AP) to Rural Residential (RR). To support this application submission, the following materials are included as appendices:

- Appendix A Application Rationale Letter
- Appendix B Proposed Site Plan
- Appendix C Preliminary Stormwater Management Plan

We respectfully request that you provide us with an anticipated schedule for the rezoning process.

Please advise if you require any further information at this time in order to prepare the initiation for this project.

Kind Regards,

A handwritten signature in black ink, appearing to read "Chris Markides", written over a light blue horizontal line.

Chris Markides, MCIP, LPP
Senior Planner
zzap Consulting Inc.
902-266-2408
chris@zzap.ca

A handwritten signature in black ink, appearing to read "Ali Tabaza", written over a light blue horizontal line.

Ali Tabaza
Planner
zzap Consulting Inc.
902-266-4025
ali@zzap.ca

1.0 Site Description and Location

The subject site (PIDs: 20082822, 20030276, 20331617) totals an area of 74.0 hectares (182.92 acres) and is located near the intersection of St. Andrews River Road and Lynch Road. 319 St. Andrews Road (20331617) is currently occupied by a single unit dwelling. Meanwhile, PIDs 20030276 and 20082822 are currently vacant. The subject lands are currently designated as 'Rural' (R) within the Colchester Municipal Planning Strategy (MPS) and are primarily zoned as 'Agriculture Potential' (AP) within the Colchester Land Use By-law (LUB), with smaller portions zoned as 'Rural General' (RG). The AP zone permits residential development; however, it only allows for a maximum of three lots to be subdivided off a private road, which could restrict development potential for a larger site, similar to this context.

Surrounding Context

Figure 1: Surrounding Context



The subject lands are located within the Municipality of Colchester and is surrounded by a characteristic of single unit dwellings, agricultural lands, and forested lands. It is in proximity to the Shubenacadie Provincial Wildlife Park. The subject lands are within a 4km drive from Shubenacadie, which is located in the Municipality of East Hants.



Shubenacadie provides access to key community facilities including:

- Shubenacadie Medical Clinic
- Shubenacadie & District Fire & Emergency Services
- Canada Post
- Daycares
- Shubenacadie River Park
- Various commercial amenities including banks, grocery stores, and restaurants

2.0 Proposed Land Use By-Law Amendment

This application proposes a Land Use Bylaw amendment to rezone all portions of lands on St. Andrews River Road and Lynch Road (PIDs: 20082822, 20030276, 20331617) currently zoned as Agricultural Potential (AP) to Rural Residential (RR), in order to permit a comprehensive residential development. This is enabled by policy 4-18 of the Colchester MPS.

3.0 Rationale for Requested Amendments

Colchester Municipal Planning Strategy (2025)

This proposed request helps address several of the key issues identified within the Colchester Municipal Planning Strategy by supporting opportunities for additional housing supply while maintaining rural character.

Section 2.3.3 of the MPS identifies housing availability and affordability as a community priority across Colchester. The proposed request could create new opportunities for residential development along St. Andrews Rd., an area already characterized by some existing rural residential development patterns. Thus, the proposal would represent a logical extension of residential uses within the immediate area.

Section 4.1.1 of the MPS outlines Colchester's objectives and development intent for its rural areas, which make up the majority of the land area within the municipality. Specifically, the MPS intends to "encourage the establishment of rural types of development in these areas" and "provide opportunities for rural subdivision." This rezoning application supports these objectives by proposing a rural subdivision development that recognizes Colchester's unique rural character and scale while providing residents with additional housing opportunities.

Finally, Policy 4-18 of the MPS explicitly enables the rezoning of lands within the Rural Designation to the Rural Residential Zone:

Policy 4-18: Council shall, through amendment to the Land Use Bylaw, consider

requests to rezone lands to the Rural Residential Zone in the Rural Designation...

Truro-Colchester Housing Needs Assessment (2021)

The proposed request is also consistent with the findings of the Truro-Colchester Housing Needs Assessment, which identifies deteriorating housing stock and population growth as key factors driving increased demand for housing throughout the two Municipalities. The Housing Needs Assessment recognizes the need for additional housing supply and a broader range of housing options to address evolving community and demographic needs. In this context, the proposed request represents an opportunity to support incremental residential growth which can contribute to housing supply needs while balancing other land use considerations of the MPS, including the preservation of environmental assets and rural character.

4.0 Policy Support

The Municipality of Colchester Municipal Planning Strategy guides land use and regulations across the entire municipality, including the subject lands. This includes amending policies that permit a rezoning of the lands from AP to RR. The proposed development complies with the following amending policies of the MPS.

Table 1: Alignment with Policy 4-18

Policy Criteria	zzap Rationale
Policy 4-18: Council shall, through amendment to the Land Use Bylaw, consider requests to rezone lands to the Rural Residential Zone in the Rural Designation. Council shall not approve such an amendment unless Council is satisfied:	
a. Any new public infrastructure requirements are consistent with this Plan and capacity of the Municipality to provide and maintain such infrastructure.	There are no anticipated new public infrastructure requirements associated with this rezoning. Maintenance of the roads will not be the Municipality's responsibility.
b. If the land is zoned Agriculture Potential (AP), the proposal complies with Policy 4-23.	See Table 2

c. The potential for land use conflict with surrounding rural uses, and especially active agriculture, is low	Residential subdivision is already contemplated in the existing AP zone. The proposed RR rezoning would primarily enable subdivision from private roads for more than three lots, whereas the AP zone only permits this off public roads. Thus, the proposal does not introduce a fundamentally new land use, and the risk of conflict would be low, especially given the existing residential character along St. Andrews River Road. The RR zone's provisions, including minimum lot area and setbacks, as well as fewer permitted uses and lower maximum building heights compared to the AP zone, further reduce the potential for land use conflicts.
d. The proposal complies with the general policies for Land Use Bylaw amendments, found in Subsection 6.2.4	See Tables 3, 4, & 6

Table 2: Alignment with Policy 4-23

Policy Criteria	zzap Rationale
Policy 4-23: When a policy of this Municipal Planning Strategy is used to change a property from the Agricultural Potential Zone by amendment to the Zoning Map of the Land Use Bylaw, or to advance development within the Agricultural Potential Zone by development agreement, Council shall be satisfied that the proposal:	
a. by its nature or the regulatory limitations placed upon it minimizes the risk of land use conflicts that could impact the operation of existing agricultural uses;	Residential subdivision is already contemplated in the existing AP zone. The proposed RR rezoning would primarily enable subdivision from private roads for more than three lots, whereas the AP zone only permits this off public roads. Thus, the proposal does not introduce a fundamentally new land use, and the risk of conflict would be low, especially given the existing residential character along St. Andrews Rivers Road.

	The RR zone's provisions, including minimum lot area and setbacks, as well as fewer permitted uses and lower maximum building heights compared to the AP zone, further reduce the potential for land use conflicts.
b. is limited to the land area necessary to accommodate the proposed development;	The proposed development would be efficiently organized through a curvilinear road network that clusters development in an organized form. This approach avoids unnecessary dispersion, limiting the land area used to what is necessary to accommodate the proposed development.
c. prioritizes locating of development in a manner that minimizes, to the extent possible, the fragmentation of agricultural soils; and	The current application is limited to a rezoning request, and no subdivision layout has been finalized. Future lots can be sized and configured to allow reconsolidation, minimize fragmentation and preserve long-term agricultural potential.
d. if carried out by development agreement: i. clusters buildings, lawns, on-site services, and accessory structures to provide a buffer to any adjacent agricultural or resource uses; and ii. includes provisions to reduce the risk of land use conflict between agricultural operations and potential residential uses.	N/A

Table 3: Alignment with Policy 6-16

Policy Criteria	zzap Rationale
Policy 6-16: Council shall consider amendments to the maps of the Land Use Bylaw when the proposed zoning change is not specifically prohibited within this Plan and at least one of the following three conditions is true:	The proposed zone change would meet the conditions of criteria A, as it would be a rezoning to the RR zone which is enabled by this plan and falls within the same Rural Designation as the AP zone.

a. the proposed zone is enabled by this Plan for use within the same designation; b. a non-conforming use appears to have been created by an inadvertent administrative oversight in the Municipal Planning Strategy and Land Use Bylaw preparation process, resulting in a property being zoned inconsistent with stated policies in this Plan; or c. notwithstanding the zones permitted within a designation the land to be rezoned is under 0.5 hectares in area and is adjacent to a designation that permits the proposed zone. For clarity, land that abuts a right-of-way, such as a street, is considered to be adjacent to the designation on the other side of the right-of-way.	
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Table 4: Alignment with Policy 6-17

Policy Criteria	zzap Rationale
Policy 6-17: Council shall not amend the maps of the Land Use Bylaw unless Council is satisfied that:	
a. the proposal meets the zone intent and any applicable zone placement criteria set out in policies, elsewhere in this Plan, applicable to the proposed zone; and	The proposal intends to meet the zone intent and all applicable zoning criteria for the RR zone. Policy 4-15 of the Colchester MPS states that: "Council shall, through the Land Use Bylaw, establish the Rural Residential (RR) Zone. This land use zone is intended to recognize existing rural residential subdivision developments, as well as enable new ones where the risk of land use conflict and

	infrastructure impacts can be shown to be low." The applicable amending policy criteria for this request would allow the Municipality to review such infrastructure requirements and potential land use conflicts as they relate to enabling the proposed development.
b. the proposed zone and the uses it permits meet the general criteria set out in Policy 6-27.	See Table 6

Table 5: Alignment with Policy 6-25

Policy Criteria	zzap Rationale
Policy 6-25: Council shall require a clear proposal to be submitted before considering any application for a Land Use Bylaw amendment or development agreement. Unless deemed by municipal staff to be not applicable to the development being proposed, the application shall include, at a minimum:	
a. the location of the subject property, to scale, showing lot dimensions, area, and street frontage;	Location of the subject property, to scale, showing lot dimensions, area, and street frontage are shown in the site plan attached as Appendix B
b. the means by which the site is to be serviced for sewage, potable water, and telecommunications;	Site servicing for sewer, water, and telecommunications can be provided upon request by staff.
c. the proposed location of driveways and parking areas;	Proposed location of driveways and parking areas can be provided upon request by staff.
d. areas that are to be landscaped and/or buffered; and	Proposed areas for landscaping and buffering can be provided upon request by staff.

e. the proposed location of all buildings on site.	Proposed locations of all buildings can be provided upon request by staff.
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Table 6: Alignment with Policy 6-27

Recommendation Criteria	zzap Rationale
Policy 6-27: Council shall not amend the Land Use Bylaw or enter into a development agreement unless Council is satisfied the proposal:	
a. is consistent with the intent of this Municipal Planning Strategy;	The proposed Land Use Bylaw amendment aligns with the following overall Municipal Planning Strategy (MPS) policy objectives for Rural Areas: • Encourage the establishment of rural types of development in these [rural] areas • Provide opportunities for rural subdivision development
b. conforms to the applicable requirements of all other Municipal By-laws;	It is the intent of our client to comply with all relevant Municipal By-laws.
c. does not conflict with any Municipal or Provincial programs, bylaws, or regulations in effect in the municipality;	It is the intent of our client to avoid any conflict with Municipal or Provincial programs, bylaws, or regulations in effect in the municipality.
d. is not premature or inappropriate due to:	
i. the ability of the Municipality to absorb public costs related to the proposal;	There are no known costs for the Municipality associated with this development proposal.
ii. the creation of a "leapfrog",	The proposed development is unlikely to result in the creation of:

scattered, or ribbon development;	• A "leapfrog" development, as there would be no gaps left between existing development on Lynch Rd or St. Andrews Rd and the proposed development. • A scattered development, as it would be organized in a compact form rather than dispersing across multiple unconnected areas • A ribbon development, as it is structured through a curvilinear road network with multiple proposed access points along St. Andrews Rd.
iii. impacts on existing drinking water supplies, both private and public;	The proposed development is not expected to negatively impact existing drinking water supplies. Residential development is already contemplated on the lands under the existing AP zone, and the rezoning primarily enables a private-road subdivision rather than a new land use. Future development would remain subject to applicable lot sizing and servicing requirements to help protect groundwater and neighbouring water supplies.
iv. the adequacy of central water and sewage services or, where such services are not available, the suitability of the site to accommodate on-site water and sewage services;	The proposed lot sizes would be sufficient to accommodate on-site water and sewage systems in accordance with applicable provincial requirements.
v. the creation of excessive traffic hazards or congestion on road, cycling, and pedestrian networks within, adjacent to, or leading to the proposal;	The proposed development is not anticipated to generate excessive traffic hazards or congestion. Multiple internal access points support efficient circulation to and throughout the site. Additionally, the subject site is within a 2km driving distance to Hwy 224, which provides regional connectivity. Traffic and access matters are further addressed through the subdivision approval process. Section 25 of the Municipality of Colchester Subdivision By-law requires

	approval of any private road system design by the Municipal Engineer as well as approval of all intersections of any private road with any public street by the Department of Transportation and the Municipal Engineer. Additionally, Section 45 of the Municipality of Colchester Subdivision By-law requires any tentative plans of subdivision to be shared with the Department of Transportation and the Municipal Engineer.
vi. the adequacy of fire protection services and equipment;	The subject lands are within a 5km driving distance of Shubenacadie & District Fire & Emergency Services. Fire protection and emergency access matters are further addressed through the subdivision process. Section 45 of the Municipality of Colchester Subdivision By-law requires any tentative plans of subdivision to be shared with any relevant agency the Province or Municipality which the Development Officer deems necessary.
vii. the adequacy and proximity of schools and other community facilities;	The subject lands are within a 4km driving distance of Shubenacadie, which provides access to key community facilities including: • Shubenacadie Medical Clinic • Canada Post • Daycares • Local convenience stores
viii. the creation of a new, or worsening of a known, pollution problem in the area, including, but not limited to, soil erosions and siltation of watercourses;	The proposed development is not intended to create or worsen pollution issues in the area. Appropriate measures can be implemented to minimize soil disturbance and prevent siltation of watercourses.
ix. its impact on nearby watercourses, wetlands, or watercourse and/or wetland alteration as regulated by the Environment Act;	The proposed development is intended to comply with all requirements for watercourses, wetlands, and watercourse and/or wetland alteration in accordance with the Land Use By-law and the Environment act.

x. site specific climate change risks such as threats of flooding and projected sea level rise on the subject site;	The proposed development intends to comply with all requirements of the Land Use By-Law for flood overlay zones where they exist on the subject lands.
xi. the potential to create flooding or serious drainage issues, including within the proposal site and in nearby areas;	The proposed development intends to comply with all requirements of the Land Use By-Law for flood overlay zones where they exist on the subject lands. Additionally, the proposed development aims to preserve natural drainage patterns where they currently exist.
xii. impacts on known habitat for species at risk, as identified in the Department of Natural Resources Significant Species and Habitats Database, or any successor database;	There are no known habitats for species at risk associated with the subject lands, according to the Significant Species and Habitats Database within the Provincial Landscape Viewer.
xiii. light pollution and impacts on dark sky views;	The proposed development intends to comply with all requirements of the Land Use By-law for illumination, specifically 6.13.1, which states that "Exterior lighting on any lot shall be top shielded and shall be directed away from, and not cause glare on, adjoining properties or adjacent streets."
xiv. the suitability of the site in terms of grades, soil and geological conditions, the location of watercourses and wetlands, and proximity to utility rights-of-way; and	The proposed development does not intend to significantly alter the grades, soil, and geological conditions of the site. Additionally, setbacks to watercourses and wetlands on the site would be in accordance with the Land Use By-law requirements.
xv. the risk of land use conflicts that could place limits on existing operational procedures of surrounding businesses.	The proposed development is not expected to create land use conflicts that would place limits on surrounding businesses. Residential development is already contemplated on the lands under the existing AP zone, and the proposed rezoning does not introduce a more intensive or incompatible land use. As such, the risk of conflict with surrounding



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	business operations is considered low.
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Table 7: Alignment with Policy 6-28

Policy Criteria	zzap Rationale
Policy 6-28: Council shall not enter into a development agreement or permit an amendment to the Land Use Bylaw that would create a deviation from the flood plain and flood proofing standards of the Land Use Bylaw unless such deviations are specifically enabled by, and consistent, with the policies of this Plan.	The proposed development is intended to comply with all applicable flood plain and flood proofing requirements of the Land Use By-law and does not propose any deviation from those standards. This includes maintaining the required 15.0 m buffer from watercourses and complying with the requirements of the Flood Way Fringe Overlay (E-4) Zone.

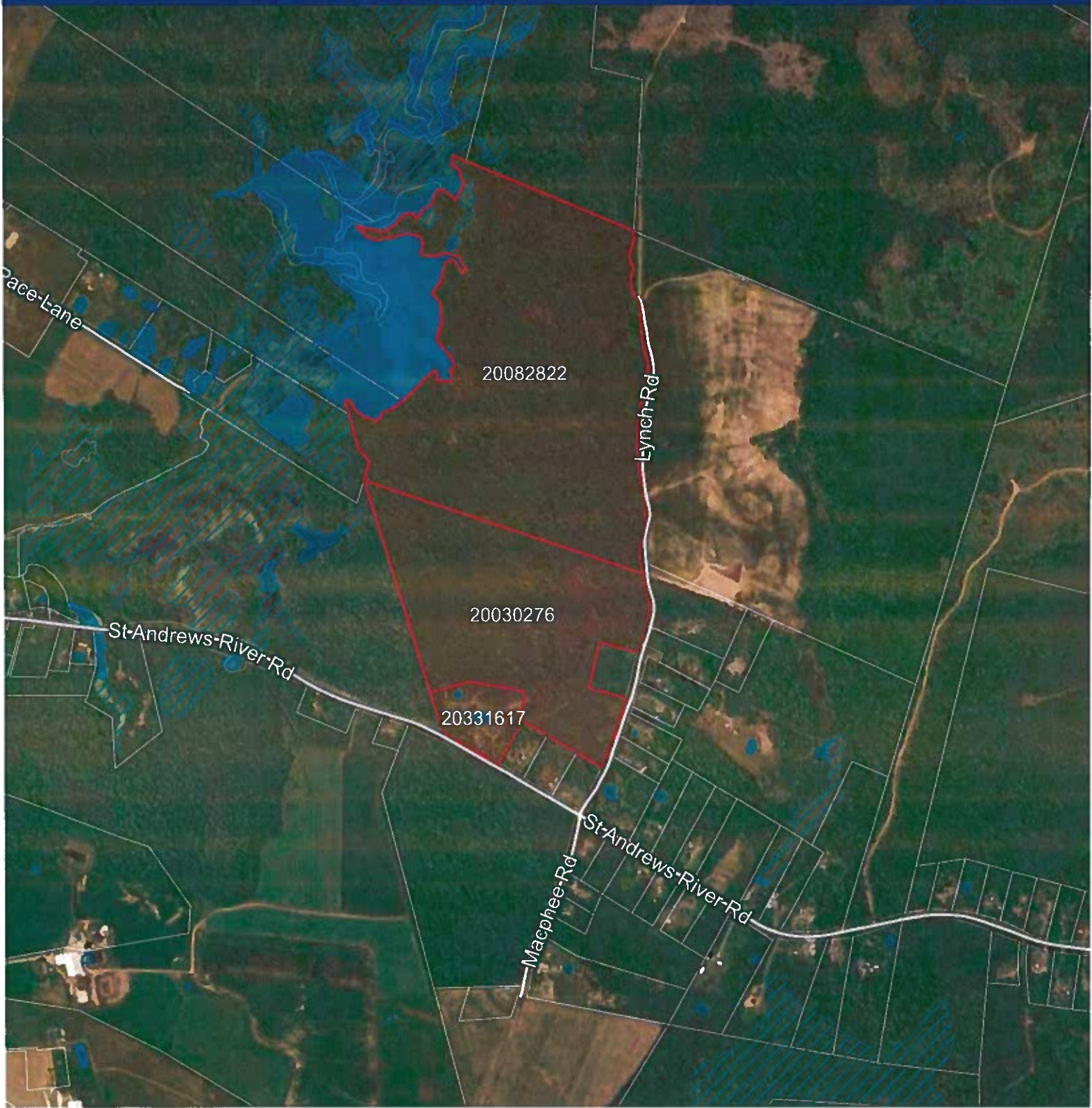
5.0 Closing

We trust that the enclosed materials satisfy the application requirements. Should you have any questions, comments or concerns with regards to this application, please do not hesitate to contact the undersigned.

Sincerely,

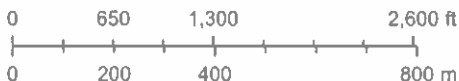
Chris Markides, MCIP, LPP
Senior Planner
zzap Consulting Inc.

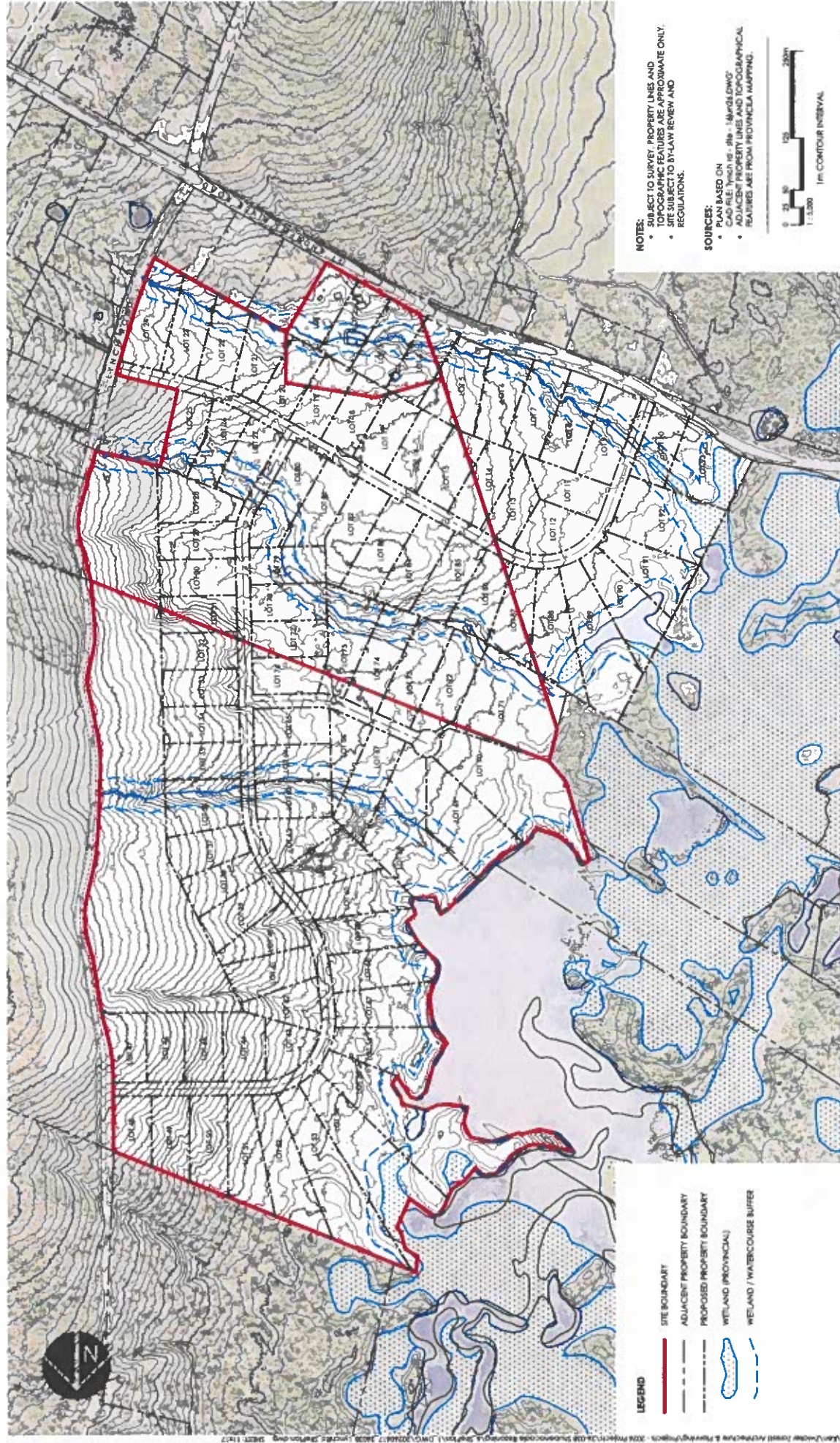
Ali Tabaza
Planner
zzap Consulting Inc.



- Application Site Boundary
- Property Lines
- Addressable Roads

- Wetlands
- Rivers + Lakes





INDEX

-  SITE BOUNDARY
 ADJACENT PROPERTY BOUNDARY
 PROPOSED PROPERTY BOUNDARY
 WETLAND (PROVINCIAL)
 WETLAND / WATERCOURSE BUFFER

NOTES:

- SUBJECT TO SURVEY, PROPERTY LINES AND TOPOGRAPHIC FEATURES ARE APPROXIMATE ONLY.
- SITE SUBJECT TO BY-LAW REVIEW AND REGULATIONS.

SOURCES:

- PLAN BASED ON CAD FILE: Tychi rd - site - 14mrd.dwg
- ADJACENT PROPERTY LINES AND TOPOGRAPHICAL FEATURES ARE FROM PROVINCIAL MAPPING.



DRAFT - FOR REVIEW ONLY
JUNE 17, 2024



