



**WEST HANTS REGIONAL MUNICIPALITY REPORT**

Information <input type="checkbox"/>	Recommendation X	Decision Request <input type="checkbox"/>	Councillor Activity <input type="checkbox"/>
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**To:** Mayor Zebian and Members of West Hants Regional Municipality Council

**Submitted by:** \_\_\_\_\_  
Will Hong, Planner

**Date:** October 28, 2025

**Subject:** Rezoning PID 45285103 Old Walton Rd, Upper Burlington; File #25-20A

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**LEGISLATIVE AUTHORITY**

Municipal Government Act Section 210

**RECOMMENDATION**

To allow the requested development, staff recommend that the Council forward a positive recommendation by passing the following motion:

... that Council gives First Reading and hold a Public Hearing to consider amending the maps of Schedule A of the West Hants Land Use By-law to rezone the lot as identified as PID 45285103 from Open Space (OS) to Institutional (I) zone and amending the text of the West Hants Land Use By-law to add “Day care centres, licensed or non-licensed” as a permitted use in the Institutional (I) zone as shown in the report #25-20 to the Planning and Heritage Advisory Committee dated October 9, 2025.

**BACKGROUND**

Property X	Public Opinion <input type="checkbox"/>	Environment <input type="checkbox"/>	Social <input type="checkbox"/>	Economic <input type="checkbox"/>	Councillor Activity <input type="checkbox"/>
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A completed application was received from the Chief Administrative Officer, Mark Phillips, on July 18th, 2025, following a motion passed by Council directing the CAO to submit an application to the Planning and Development Department. The application was to rezone the subject property to provide an opportunity to the Hants Shore Childcare Association to explore establishing a licensed childcare centre.

### ***Current Uses***

The property is owned by West Hants Regional Municipality since 1998 and later leased to the Upper Burlington Community Hall Association in 2000 to be used for recreational purposes. In subsequent years, the Association constructed a walking trail around the property and installed interpretive panels to commemorate the history of the New England Planter migration and the Upper Burlington area in general. The property also features a small basketball court and a baseball diamond, which have become overgrown with weeds and are no longer in use. The property is not currently being maintained for its intended use.

### ***Previous Council Discussions***

On May 13, 2025, the Hants Shore Childcare Association made a presentation to Council and asked to grant the land for the purpose of a developing a childcare facility on the subject property. They indicated that the lessee of the subject lot, Upper Burlington Community Hall Association, is in support of this objective. This has been further confirmed through communications by the Community Development Department.

On July 8, 2025, at the Committee of the Whole meeting, Council discussed the request and made a recommendation in favour of the request and on July 22<sup>nd</sup>, 2025 approved a motion to declare the property surplus and directed the Chief Administrative Officer (CAO) to submit a rezoning application to the Planning and Development Department for Council to consider. The transfer of land is not being considered as part of this application, and will be brought forward separately to Council for consideration.

## **DISCUSSION**

A Public Information Meeting was held on September 3, 2025. During the meeting, members of the public asked detailed questions regarding the proposal and shared concerns about compatibility issues and potential loss of existing green space. Following the meeting, staff received 20 emails and 2 phone calls during the public comment period.

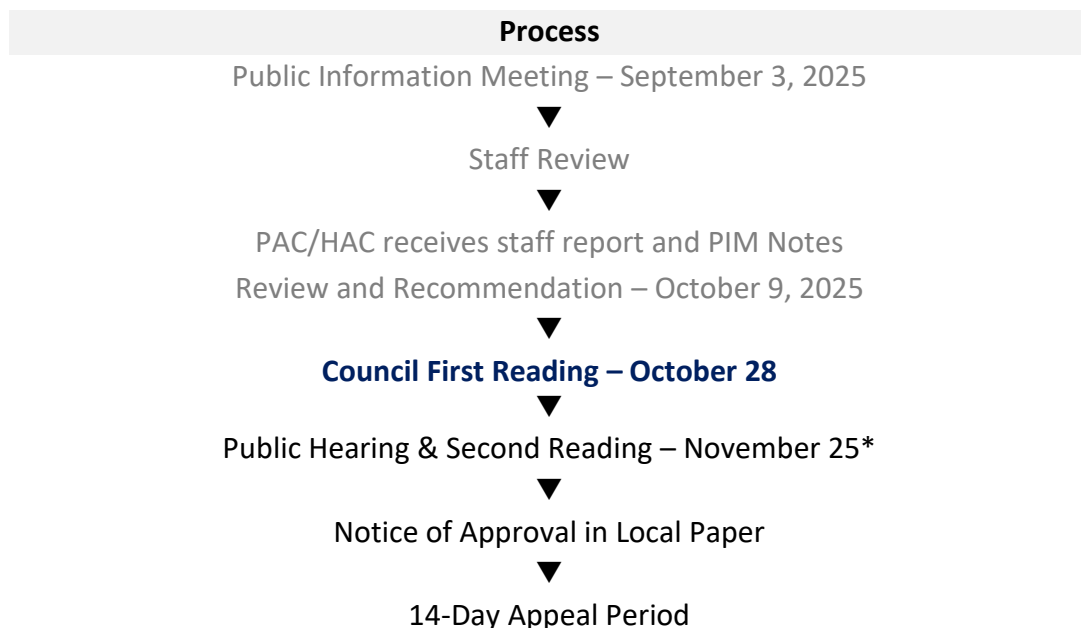
On October 9, 2025, staff presented a recommendation report to the Planning and Heritage Advisory Committee (PAC/HAC) (Appendix A). The PAC/HAC provided both positive and constructive feedback. One of the concerns raised by the PAC/HAC relates process for transferring or donating surplus land. Staff clarified that this process is separate from the

rezoning application and will follow its own public procedure as outlined in the Municipal Government Act. Another concern related to whether the existing trail or recreational use would continue to be permitted following the rezoning from the Open Space (OS) zone to a different zone. Staff advised that recreational uses, such as trails and interpretive signage, may be permitted in all zones and will seek confirmation from the Development Officer. During the meeting the PAC/HAC recommended in favour of the application.

Following the PAC/HAC meeting, staff confirmed with Development Officer that parks are permitted in any zone as per section 5.36 of the West Hants Land Use By-law (WHLUB). Under the current WHLUB, parks are defined as an area used for passive recreational uses, and such uses (e.g., trails, benches) don't require a development permit to proceed and are permitted in all zones across West Hants. Accordingly, the existing trail on the subject lot may remain in place or be further developed, even if the property no longer qualifies as an Open Space (OS) zone.

## NEXT STEPS

As noted above, the proposed amendment has been considered within the context of the general policies of the WHMPS, and is consistent with the intent, objectives, policies and criteria of the WHMPS. As a result, it is reasonable to amend the West Hants Land Use By-law to rezone the subject property to Institutional (I) zone and add "Day care centres, licensed or non-licensed" as a permitted use in the Institutional (I) zone.



\*anticipated dates; final dates set by Council

## **FINANCIAL IMPLICATIONS**

There are no financial implications to the Municipality or residents with regard to the filing of this report.

## **ALTERNATIVES**

In response to this application, Council may:

- hold First Reading and authorize a Public Hearing to approve the amendment as drafted or as specifically revised by direction of Council;
- hold First Reading and authorize a Public Hearing to refuse the amendment as drafted, citing the criteria that Council consider not to be met; or
- provide alternative direction such as requesting further information on a specific topic.

## **APPDENIX**

Appendix A 2025-10-09 Staff Report - Rezoning PID 45285103 Old Walton Rd, Upper Burlington; File #25-20

## **CHIEF ADMINISTRATIVE OFFICER REVIEW**

In addition to the comments made by Planner Hong, Director Kehoe has received confirmation from the Upper Burlington Hall Association (UBCHA), that through a recent AGM, the association is in support of the rezoning and alternate use of the lands by the Hants Shore Daycare Association (HSDA). Public comments regarding the preservation of the trail and open space areas on the property have been discussed with the HSDA and at this preliminary stage they are in favor of maintaining these existing uses. The appropriate mechanism for this assurance would be through the purchase and sales agreement (PSA) between the WHRM and the HSDA pending Council's approval. The PSA and sale of land is conducted as a separate process as highlighted by Planner Hong in his report.

Planner Hong has indicated that public feedback has been received during and after the PIM for the rezoning. He will expand further during his presentation to Council regarding specific comments. Concerns at this time are related to increased vehicle traffic volumes, vehicle and pedestrian safety and municipal support for this project.

I support the recommendation that Council gives First Reading and hold a Public Hearing.

Report Prepared by: \_\_\_\_\_

Will Hong, Planner

Report Approved by: \_\_\_\_\_

Kari Fougere, Acting Director of Planning and Development

Report Approved by:  \_\_\_\_\_

Mark Phillips, Chief Administrative Officer

**Appendix A – 2025-10-09 Staff Report - Rezoning PID 45285103 Old Walton Rd, Upper Burlington;  
File #25-20**



**WEST HANTS REGIONAL MUNICIPALITY REPORT**

Information <input type="checkbox"/>	Recommendation X	Decision Request <input type="checkbox"/>	Councillor Activity <input type="checkbox"/>
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**To:** Members of Planning and Heritage Advisory Committee (PAC/HAC)

**Submitted by:** \_\_\_\_\_  
Will Hong, Planner

**Date:** October 9, 2025

**Subject:** Rezoning PID 45285103 Old Walton Rd, Upper Burlington; File #25-20

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**LEGISLATIVE AUTHORITY**

Municipal Government Act Section 210

**RECOMMENDATION**

Staff recommend that the PAC/HAC forward a positive recommendation by passing the following motion:

...that PAC/HAC recommends that Council give First Reading and hold a Public Hearing to consider amending the maps of Schedule A of the West Hants Land Use By-law to rezone the lot as identified as PID 45285103 from Open Space (OS) to Institutional (I) zone and amending the text of the West Hants Land Use By-law to add “Day care centres, licensed or non-licensed” as a permitted use in the Institutional (I) zone as shown in the report #25-20 to the Planning and Heritage Advisory Committee dated October 9, 2025.

**BACKGROUND**

Property X	Public Opinion <input type="checkbox"/>	Environment <input type="checkbox"/>	Social <input type="checkbox"/>	Economic <input type="checkbox"/>	Councillor Activity <input type="checkbox"/>
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A completed application was received from the Chief Administrative Officer, Mark Phillips, on July 18th, 2025, following a motion passed by Council directing the CAO to submit an application to the Planning and Development Department. The application was to rezone the subject property to provide an opportunity to the Hants Shore Childcare Association to explore establishing a licensed childcare centre.

### ***Current Uses***

The property is owned by West Hants Regional Municipality since 1998 and later leased to the Upper Burlington Community Hall Association in 2000 to be used for recreational purposes. In subsequent years, the Association constructed a walking trail around the property and installed interpretive panels to commemorate the history of the New England Planter migration and the Upper Burlington area in general. The property also features a small basketball court and a baseball diamond, which have become overgrown with weeds and are no longer in use. The property is not currently being maintained for its intended use.

### ***Previous Council Discussions***

On May 13, 2025, the Hants Shore Childcare Association made a presentation to Council and asked to grant the land for the purpose of a developing a childcare facility on the subject property. They indicated that the lessee of the subject lot, Upper Burlington Community Hall Association, is in support of this objective.

On July 8, 2025, at the Committee of the Whole meeting, Council approved a motion to declare the property surplus and directed the Chief Administrative Officer (CAO) to submit a rezoning application to the Planning and Development Department for Council to consider.

## **DISCUSSION**

The property is currently designated Agriculture on the Generalized Future Land Use Map (GFLUM) of the West Hants Municipal Planning Strategy (WHMPS) (Figure 1). This designation is generally applied to lands with potential for agricultural use as identified using the Canada Land Inventory (C.L.I.) mapping.

The property is currently zoned Open Space (OS) on Schedule A of the West Hants Land Use By-law (WHLUB) (Figure 2). Permitted uses in this zone consist of cemeteries, museums, historic sites, outdoor recreation, parks, and playgrounds.

The subject lot PID 45285103 is a 3-acre lot with frontage on both Highway 215 and Old Walton Rd. Properties surrounding the subject lot are designated Agriculture and zoned Agricultural Priority Two (AR-2). These properties comprised of single unit dwellings, farms, and a mechanical shop across from the subject lot.

### ***Proposed Amendments***

Since the property has been deemed surplus land that is not currently needed to support public recreational uses, the property now must be rezoned from open space which is a zone specifically designated for public recreational use. The intention of the application is to seek an appropriate zone to allow for future day care centre uses. Currently, day care centres are only permitted in the commercial zones in West Hants. Staff recognized the concerns public raised about potential land use changes that could result from rezoning the property to a commercial zone, which would permit a wide range of commercial uses as-of-right.

In response, staff recommend rezoning the property to the Institutional (I) zone and adding day care centres as a permitted use within this zone. This approach better reflects the intended use of the property while establishing a clear framework for permitted uses, therefore preventing unintended commercial uses beyond the proposed childcare centre. Staff's research shows that in neighboring municipalities, daycare centres are commonly permitted within institutional zones, alongside other community-oriented services like schools.

The proposed amendment to the Zoning Map of the WHLUB is shown in Figure 3 and amendment to the text of the WHLUB is in Attachment A.

### ***Municipal Planning Strategy Review***

There are two sets of policies in the WHMPS that apply to this proposed amendment, the enabling policy (Policy 16.3.1) and the supporting policy (Policy 13.2.2).

Policy 16.3.1 establishes the general criteria that must be considered for all amendments to the West Hants Land Use By-law. The full list of criteria is included in Attachment A. In summary, the proposal meets the criteria as:

- the proposal is not considered premature or inappropriate for the area;
- no municipal costs related to the proposal are anticipated; and
- the Fire Chief, Development Officer, Manager of Building and Fire Inspection Services, District Manager of the Nova Scotia Department of Public Works, and Public Works Engineering Division have no concerns which have not been addressed in this report.

Policy 13.2.2 states that only public lands are to be zoned for open space purposes. Council approved and declared the subject lot surplus at the Committee of the Whole Meeting on July 8, 2025. As a result, the subject lot no longer qualifies as public land for open space zoning. This provides the basis to consider rezoning the property to a more appropriate zone, in alignment with Council's motion to provide an opportunity to the Hants Shore Childcare Association to explore establishing a licensed childcare centre on the subject lot.

### ***Public Comment Response***

Staff received 6 email correspondence before the Public Information Meeting. Following the Public Information Meeting on September 3, a comment period was open until September 17, and during this period staff received 20 emails and 2 phone calls.

The majority of submissions staff received during the public comment period expressed support for the rezoning application. Common themes raised include:

- The opportunity to provide affordable childcare;
- The shortage of childcare services in the Hants Shore area, given the recent growth of new and young families in the area;
- The potential to create new jobs within the community;
- The existing trail is not well maintained and the opportunity for the Hants Shore Childcare Association to better utilize and revitalize the space;
- The recognition that the heritage significance of the site and childcare services can coexist.

Staff also received several comments in opposition to the rezoning raising the following concerns:

- The suitability of this location for the proposed development, given the size and rural residential nature of the neighborhood;
- Concerns about the adequacy of the septic system to support the scale of this proposal;
- Concerns about traffic safety and the capacity of the road network from the proposal;
- Concerns about potential loss of heritage and community open space.

A summary of notes from the Public Information Meeting and all email correspondence from the public is included in Attachment C.

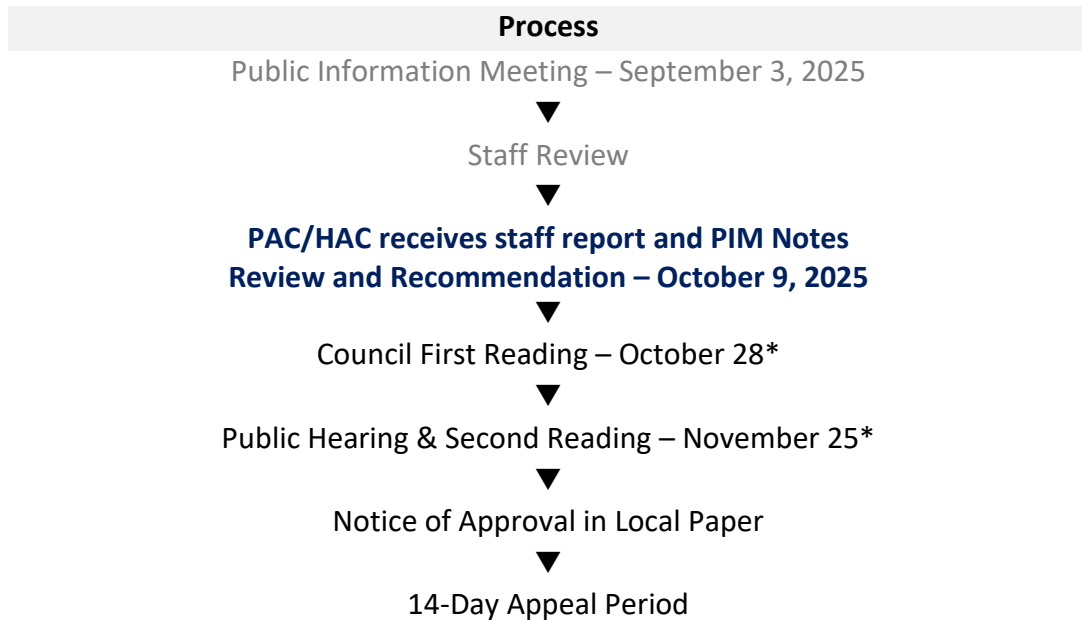
### **MUNICIPAL CLIMATE CHANGE ACTION PLAN**

The Municipal Climate Change Action Plan Coastal Flooding map and Inland Flooding map don't show any risks of coastal or inland flooding on the subject lot. Still, property owners are responsible for ensuring that their lot is suitable for the proposed uses.

### **NEXT STEPS**

As noted above, the proposed amendment has been considered within the context of the general policies of the WHMPS, and is consistent with the intent, objectives, policies and criteria of the WHMPS. As a result, it is reasonable to amend the West Hants Land Use By-law

to rezone the subject property to Institutional (I) zone.



\*anticipated dates; final dates set by Council

### **FINANCIAL IMPLICATIONS**

There are no financial implications to the Municipality with regard to the filing of this report.

### **ALTERNATIVES**

In response to this application, the PAC/HAC may recommend that Council:

- hold First Reading and authorize a Public Hearing to approve the amendment as drafted or as specifically revised by direction of PAC/HAC;
- provide alternative direction, such as requesting further information on a specific topic.

### **ATTACHMENTS**

Figure 1	West Hants GFLUM Extract
Figure 2	West Hants Zoning Map Extract
Figure 3	West Hants Proposed Zoning Map Extract
Attachment A	Draft WHLUB Amendment
Attachment B	Policy Summary for WHLUB Amendments

Attachment C      Public Information Meeting Notes

Report Prepared by: \_\_\_\_\_  
Will Hong, Planner

Report Approved by: \_\_\_\_\_  
Kari Fougere, Acting Director of Planning and Development



Figure 2 – West Hants Zoning Map Extract

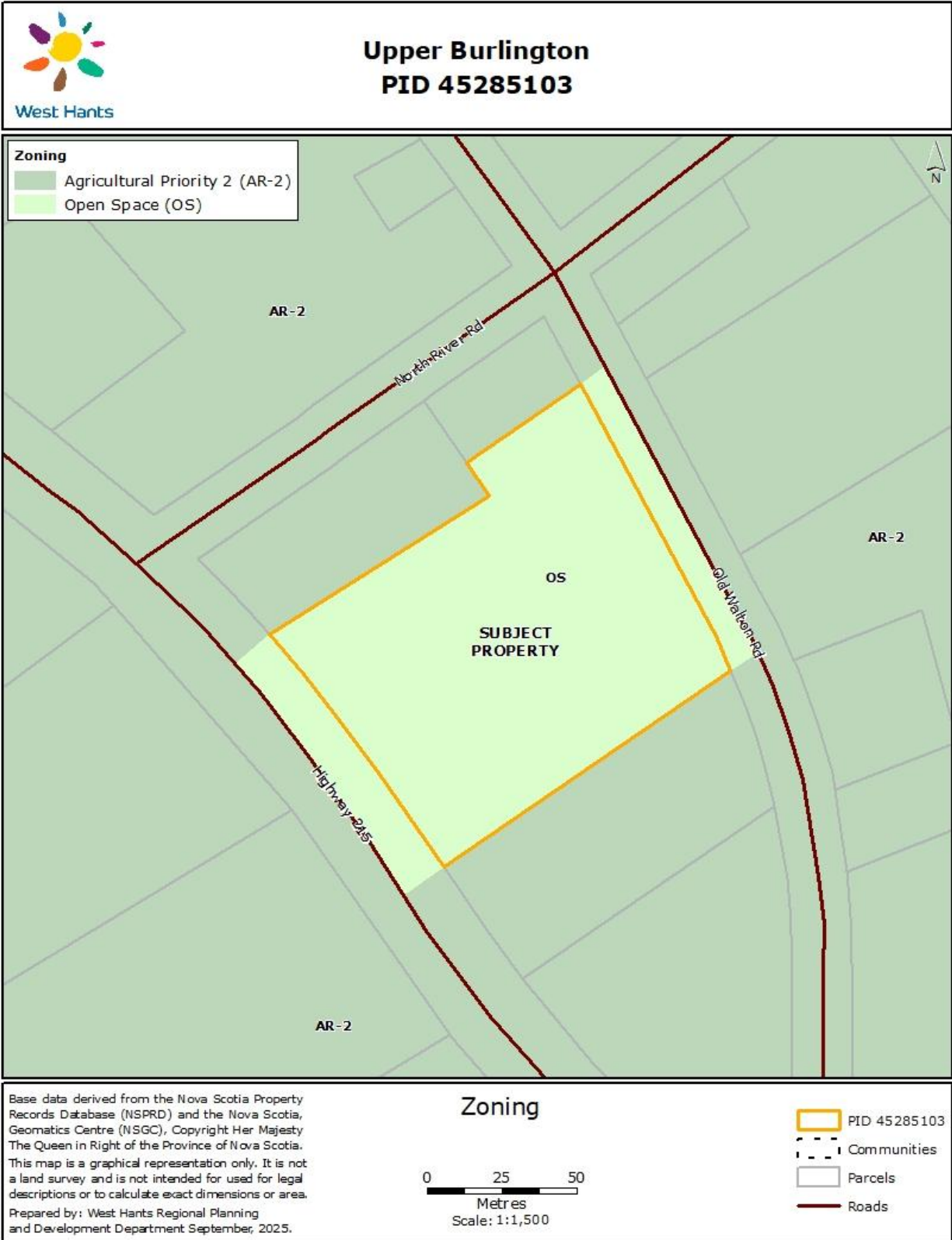
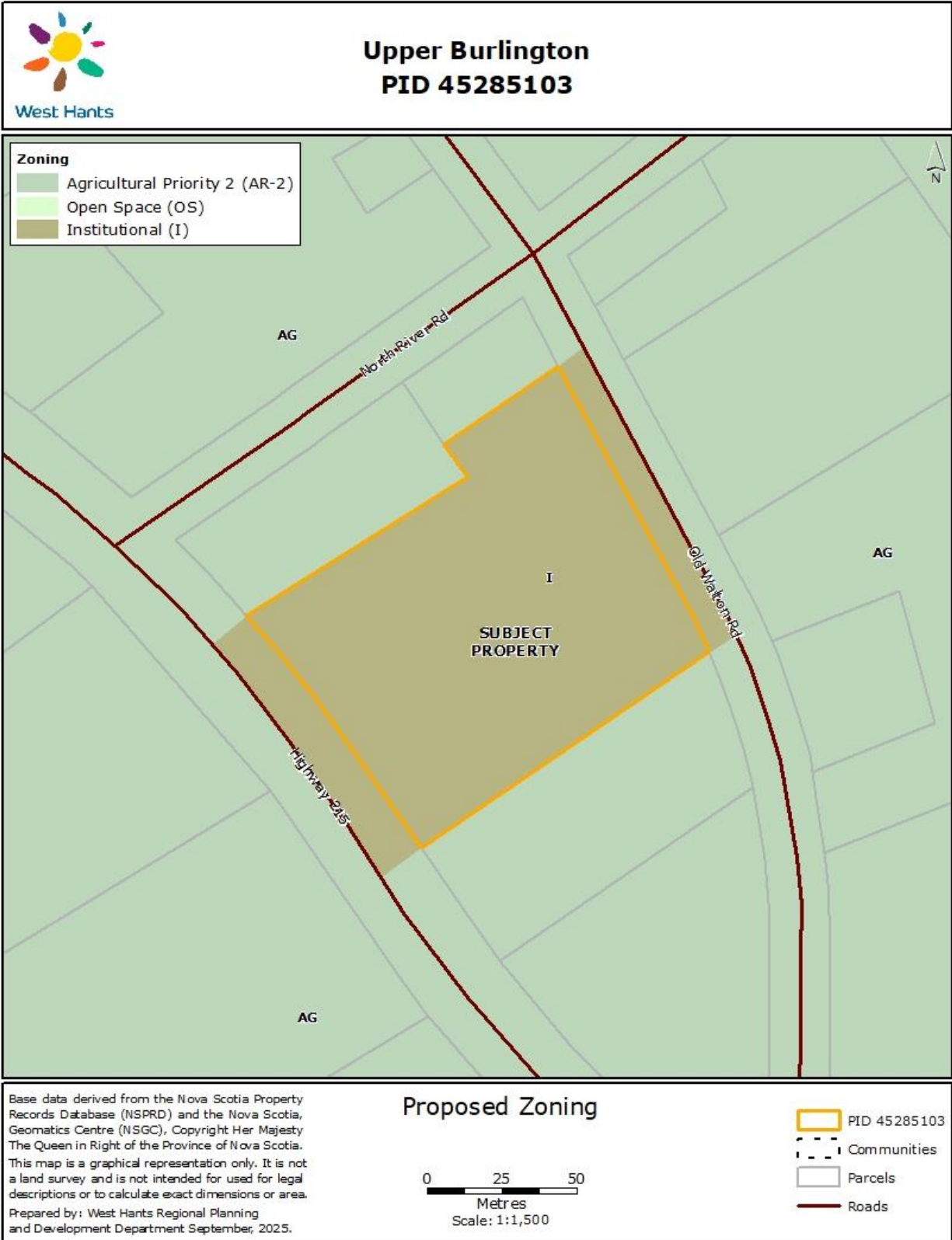


Figure 3 – West Hants Proposed Zoning Map Extract



## Attachment A – Proposed WHLUB Amendment

1. Amend Section 32.1, Permitted Uses of the INSTITUTIONAL (I), of the West Hants Land Use Bylaw to insert a new permitted use “Day care centres, licensed or non-licensed” after “Community service clubs and organizations”, so that Section 32.1 reads as follows:

Note: purple text indicates a change from the present WHLUB as recommended by staff and is provided only for the convenience of PAC/HAC and Council.

### 32.0 INSTITUTIONAL (I)

#### Permitted Uses

32.1 The following uses shall be permitted in the Institutional (I) zone:

- Any institutional use (*Amendment 22-07 effective December 13, 2022*)
- Churches and associated halls
- Colleges, universities and schools, including school dormitories
- Community centres
- Community service clubs and organizations
- Day care centres, licensed or non-licensed (*Amendment 24-25 effective DATE*)
- Emergency services facilities (i.e., police, ambulance and fire stations)
- Government offices
- Homes for special care
- Hospitals and medical clinics
- Indoor recreation uses
- Libraries, museums and art galleries
- Licensed Analytical Testing of cannabis (**Amendment 18-08 effective November 26, 2019**)
- Licensed Research of cannabis (**Amendment 18-08 effective November 26, 2019**)
- Residences accessory to permitted uses
- Senior citizen housing
- Tourist bureaus

**Attachment B – Policy Summary for Amendments**

<p><b>Policy 13.2.2</b> <i>It shall be the policy of Council to zone only public lands for open space purposes.</i></p>	<p>Council declared the subject lot surplus at the Committee of the Whole meeting on July 8, 2025. As a result, the lot no longer qualifies as public land for open space zoning. This provides the basis for considering rezoning the property to a more appropriate zone, in alignment with Council’s motion to provide the Hants Shore Childcare Association an opportunity to explore establishing a licensed childcare centre on the site in response to the continued growth in demand for daycare services in the Hants Shore area. The property is not currently being utilized to the best of its ability.</p>
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<p><b>Policy 16.3.1</b> <i>In considering development agreements and amendments to the West Hants Land Use By-law, in addition to the criteria set out in various policies of this Strategy, Council shall consider:</i></p>	
<p><i>(a) whether the proposal is considered premature or inappropriate in terms of:</i></p>	
<p><i>(i) the adequacy of sewer and water services;</i></p>	<p>The Public Works Engineering Division commented that no central sewer or water services are available in the Upper Burlington area in general. Therefore, any proposed development will need a private well and septic system that meets the requirements of NSECC.</p>
<p><i>(ii) the adequacy of school facilities;</i></p>	<p>No inquiry was submitted to the Director of Operations for the Annapolis Valley Regional Centre for Education related to this application as the proposed use does not have any impact on the school facilities.</p>

<p><i>(iii) the adequacy of fire protection and other emergency services;</i></p>	<p>The Manager of Building and Fire Inspection Services commented that they had no concerns regarding the adequacy of fire protection. The local Fire Chief commented that they also had no concerns, but suggested that any construction, landscaping, and other developments/improvements follow FireSmart Canada guidelines.</p>
<p><i>(iv) the adequacy of road networks adjacent to, or leading to the development; and</i></p>	<p>The Area Manager of the Nova Scotia Department of Public Works commented that the road networks around or adjacent to the property are sufficient for uses associated with the amendment. They suggested that new driveway access for this development should be located directly across from the existing driveway at 60 Old Walton Road.</p>
<p><i>(v) the financial capacity of the Municipality to absorb any costs relating to the development.</i></p>	<p>There are no anticipated costs to the Municipality regarding this development.</p>
<p><i>(b) whether the development is serviced, or capable of being serviced, by a potable water supply and either central sewer or an approved on-site sewage disposal system;</i></p>	<p>The subject property has adequate lot area to meet the minimum standard for un-serviced lots. This indicates the lot should be capable of accommodating an on-site well and septic system.</p> <p>These details are determined at the time of permitting, with the approval coming from Nova Scotia Department of Environment and Climate Change who has jurisdiction over septic systems and wells.</p>

<p><i>(c) the suitability with any aspect relative to the movement of auto, rail and pedestrian traffic;</i></p>	<p>The Area Manager of the Nova Scotia Department of Public Works commented that they have no concerns regarding this criterion.</p>
<p><i>(d) the adequacy of the dimensions and shape of the lot for the intended use;</i></p>	<p>The Development Officer commented that they had no concerns regarding the adequacy of the dimensions and shape of the lot as it is 3 acres and has adequate road frontage on both Highway 215 and Old Walton Road.</p>
<p><i>(e) the pattern of development which the proposal might create;</i></p>	<p>The Development Officer commented that they had no concerns regarding the pattern of development which the proposal might create, as a day care facility is considered a community-oriented service, and the amendment will allow day care centres in all Institutional zone.</p>
<p><i>(f) the suitability of the area in terms of steepness of grade, soil and geological conditions, location of water courses, wetlands, and susceptibility of flooding;</i></p>	<p>The majority of the subject lot appears to be flat with slight slope rising to the north towards the Community Hall. No waterbodies or wetlands appear to be present on the mapping for the subject lot.</p>
<p><i>(g) whether the proposal meets the requirements of the appropriate provincial or federal agencies as well as whether it conforms to all other relevant municipal by-laws and regulations; and</i></p>	<p>All Municipal, Provincial, and Federal regulations will have to be met.</p>
<p><i>(h) any other matter required by relevant policies of this Strategy.</i></p>	<p>All relevant matters have been addressed in this report.</p>

**Attachment C – Public Information Meeting Notes**

**September 3, 2025**

**Rezoning PID 45285103 Old Walton Rd, Upper Burlington**

<b>Meeting date and time</b>	A Public Information Meeting was held on September 3, 2025, beginning at 6:00 p.m. The meeting was broadcast live on the Municipal YouTube Channel.
<b>Attending</b>	In attendance for the meeting: One (1) Chair: <ul style="list-style-type: none"><li>• Deputy Mayor Debbie Francis</li></ul> Two (2) Councillors: <ul style="list-style-type: none"><li>• Councillor Paul Wheadon</li><li>• Councillor Bonnie Smith</li></ul> Four (4) members of staff: <ul style="list-style-type: none"><li>• CAO Phillips</li><li>• Senior Planner Dunphy</li><li>• Planner Hong</li><li>• Planning Assistant Lake</li></ul> Approximately 6 members of the public.
<b>Applicant</b> CAO Mark Phillips <b>Property</b> PID 45285103	Planner Hong outlined the application to rezone the subject lot to support Hants Shore Childcare Association to establish a childcare centre.
<b>Comments</b>	Comments from the public could be submitted by mail, e-mail and telephone between September 3 - 17, 2025. Staff received two phone calls and 20 written submissions during the comment period. 3 member of the public spoke during the Public Information Meeting. Applicants responses are in purple. <ul style="list-style-type: none"><li>• Claire Jimmison, resident of the Upper Burlington, raised concerns about the potential loss of heritage land with historical significance, walking trail, and open space for the community. The resident also raised concern for traffic and mentioned this location is not suitable for this use. The resident further</li></ul>

	<p>requested a heritage impact assessment, traffic impact assessment and more engagement methods.</p> <ul style="list-style-type: none"> <li>• Ron MacNei, a local resident, expressed that this is a great idea and asked about whether the trail would be protected.</li> <li>• Will responded that based on previous discussion the trail would be protected.</li> <li>• Lori Maxwell, Acting President of Hants Shore Childcare Association, responded that the plan is to maintain the trail and historic elements on the site. Lori invited the community to contact the Association for further questions or concerns.</li> <li>• Emily Carroll, resident of the Upper Burlington, raised concerns about the public process of this rezoning application and mentioned that many other residents were unaware of the rezoning application. Emily further expressed that open space on the lot protects natural habitats and ecological functions and prevents urban sprawl. Emily suggested to use the existing community centre for this purpose or have this childcare distributed across several centres to serve more communities instead.</li> </ul>
<b>Adjournment</b>	The Public Information Meeting was adjourned at approximately 6:28 p.m.

## Public Email Responses Submitted for the Application

*(Staff's reply in purple)*

**Aug 28, 2025**

**From:** Claire Jimmison

**To:** Mayor Zebian

Dear Planning Staff,

I am writing as a nearby resident to formally request information regarding the application being submitted by the Chief Administrative Officer to rezone PID 45285103 for the purpose of establishing a childcare facility.

I respectfully request the following information:

A copy of the rezoning application, including the proposed use and justification

Any site plans or concept drawings submitted with the application

The property's current and proposed zoning, and a summary of how this aligns with the Municipal Planning Strategy (MPS)

Details about the Planning Advisory Committee (PAC) review, and when the matter is scheduled to go before Council

The expected date and procedures for the required public hearing, and how I may register to submit comments or speak

As a neighboring property owner, I have concerns about the potential land use impacts related to traffic, compatibility with surrounding residential and rural uses, and overall suitability of this location for a facility of this nature. I would like to review the proposal in detail to better understand its implications.

Please add me to any mailing or notification list associated with this file, and advise of all opportunities for public input as this application proceeds.

Thank you for your time and assistance.

Sincerely,

Claire Jimmison

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**August 29, 2025**

**From:** Randolph Barkhouse

**To:** Will Hong

Dear Mr Hong,

In regard to the rezoning request for this property by the Hants Shore Childcare Association (HSCA), please be advised that at its annual meeting in April of the Upper Burlington Community Hall Association (UBCHA)(owner of an adjacent property), a motion was unanimously passed in support of the HSCA's objective.

The need for a licensed childcare center along the Hants Shore is acute. Several women in attendance affirmed this situation, and were strongly supportive of the HSCA's initiative.

Sincerely,

-Randolph Barkhouse

Chair, Upper Burlington Community Hall Association Trustees

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**September 2, 2025**

**From:** Windsor Daycare

**To:** Will Hong

I am attaching a letter of support in hopes that Council accepts the application for a new child care centre in the Brooklyn/Hants Shore area.

There is definitely a need for additional full time, affordable and quality childcare in our district.

Have a great day!

Heather Cochrane

Executive Director

**\*See Attached Letter\***

Windsor Day Care Centre  
236 Victoria Street, PO Box 211  
Windsor, Nova Scotia B0N 2T0  
902-798-2001  
(fax) 902-798-3152  
Email: [info@windsordaycare.ca](mailto:info@windsordaycare.ca)  
[www.windsordaycare.ca](http://www.windsordaycare.ca)



September 2, 2025

To Whom It May Concern,

I am writing to express my strong support for the creation of additional childcare spaces in the District of West Hants/Windsor area.

Our Centre is currently facing an overwhelming demand for childcare services. We maintain a lengthy waitlist and are unable to meet the needs of families seeking full-day care in the community. Each day, we receive calls from parents urgently searching for childcare—many of whom require care immediately—and we are left with no choice but to inform them that we do not have any available spaces. At present, families are facing a wait of two to three years before securing a spot.

Our current waitlist includes:

- **Infants:** 100 children
- **Toddlers:** 63 children
- **Preschoolers:** 35 children
- **School Age:** 20 children

Due to very low turnover, most new enrolments occur only in September, when children transition into the school system. Even then, this upcoming September, we will only have **19 spaces** to offer across all age groups—an insufficient number given the demand.

The lack of available childcare is a significant barrier for families in our region and has a direct impact on the local workforce, economy, and well-being of children and parents. The creation of more childcare spaces is essential to support the growth and stability of our community.

Thank you for considering this urgent need. I would be happy to provide further information or speak more on the matter if needed.

Heather Cochrane  
Executive Director  
Windsor Daycare Centre

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**September 2, 2025**

**From:** Sherrie Hood

**To:** Will Hong

I believe this is very much needed in our area. I had 3 children placed in my custody in March of 2023 and was unable to find childcare for them, the waitlist was long at the multiple daycares I checked.

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**September 2, 2025**

**From:** Kyle Buott

**To:** Will Hong

**CC:** Councilor Jannasch

Hi there,

I understand the rezoning of the land in Upper Burlington will go before Council tomorrow. I'm writing in support of the rezoning.

The dream of creating a child care centre on the Hants Shore is very important to the future of our communities. It will help attract people to the area, support families, and create good jobs in a rural area of the municipality.

I encourage West Hants Council to support the rezoning and provide whatever other support is required to make this child care centre a reality.

Thank you,

Kyle Buott

Red Shire Farm

Centre Burlingotn, NS

**September 3, 2025**

From: Will Hong

**To:** Kyle Buott

Hi Kyle,

Thanks for reaching out. I will include your correspondence in my staff report for Council's consideration.

Just to note, tonight is a Public Information Meeting, which is the first step in the rezoning process. Council will likely make their decision at the November meeting.

Best,

Will

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**September 2, 2025**

**From:** Dawn Allen

**To:** Will Hong

To Mr W Hong, Planner:

I support the re-zoning of PID 45285103 in Upper Burlington from OS to whatever zoning would be required for a Child Care center.

I am an active senior, volunteering with many groups. In my interaction with people, many of them of child bearing and child rearing age, growth of communities is often a topic of discussion. It does not seem to matter to these young couples if they have to back track to a direction that is the opposite of where their places of work are located. People seem desperate for child care spaces.

The West Hants area is in need of child care. This spot, surrounded on three sides by secondary roads, surely must have an adequate safe entry and exit. I feel the re-zoning would lead to further community growth.

This would be positive.

Thanks for accepting my input.

-Dawn Allen

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**September 4, 2025**

**From:** Emily Carroll

**To:** Will Hong

Good morning,

Please find attached the petition I presented to council yesterday on the opposition to rezone PID 45285103.

I wanted to make clear I was not representing every resident of Upper Burlington surrounding this site, I have signatures of the supporting residents and will continue to circulate the community to bring awareness. Before the September 17th date for comments is closed I will have the petition and signatures submitted, along with a detailed analysis of the issues at hand with the daycare proposal.

Kind Regards,

Emily J. Carroll

**\*See Attached Letter\***

# **PROTECT OUR OPEN SPACE**

## ***SUSTAINABLE CHILDCARE THROUGH COMMUNITY CENTRE REVITALIZATION***

**Utilize the need for accessible childcare to be the foundation for building resilient communities - without rezoning open space.**

### ***Petition to Oppose Rezoning of PID 45285103 - Upper Burlington***

**To: West Hants Regional Municipality**

The undersigned residents and community members respectfully oppose the application to rezone PID 45285103 in Upper Burlington from *Open Space* to allow the Hants Shore Childcare Association to explore establishing a licensed childcare centre.

**Our reasons for opposition include:**

1. **Loss of Open Space:** *Open Space* zoning ensures protection and preservation from urban sprawl encroaching into rural communities, helps to maintain natural habitats, supports ecological function, and enhances rural character. Rezoning undermines this purpose. Once an *open space* is lost, it can not be reclaimed. Therefore, continuing to preserve our undeveloped land is necessary for environmental conservation.
2. **Sustainability Concerns:** Constructing a new facility on undeveloped land increases the municipality's environmental footprint and long-term servicing costs.
3. **Impact on Residents:** Increased traffic and construction activity will disrupt the surrounding rural residential community and adjacent properties beyond 500 feet, creating road safety concerns. The construction process and daily function of a facility of this nature will create noise pollution that is currently unknown to the environment.

4. **Precedent for Future Development:** Approving this rezoning sets a dangerous precedent, opening the door for future encroachment on protected lands.

**Our Alternative Proposal:** We support establishing licensed childcare facilities in West Hants, but in a sustainable, strengthening way - not compromising our communities. We propose that West Hants and the Hants Shore Childcare Association:

- **Adapt existing community centres across the municipality** to meet childcare needs.
- **Invest in revitalizing** underutilized historic community halls. Use childcare funding to preserve existing infrastructure and protect each community's heritage so that it can grow with future generations receiving care.
- **Distribute childcare services across several centres** to better serve families in multiple rural communities, reduce traffic and road safety concerns, support multiple areas and strengthen rural communities.
- **Leverage** existing funding for adaptive reuse, provide provincial and federal program support, and reduce costs compared to new development. Allowing the capability to ensure childcare to a larger number than could be reached with this zoning change.

**Our Request to Council:** We respectfully urge West Hants Regional Council to:

1. Reject the rezoning application for PID 45285103.
2. Direct staff and the Childcare Association to explore adaptive reuse of existing community centres as a more sustainable, cost-effective, and community-strengthening solution.

**By signing below, we call on Council to protect Upper Burlington's open space and support a childcare strategy that revitalizes rather than replaces our community infrastructure.**

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**September 7, 2025**

**From:** Carrilee E.

**To:** Will Hong

I support this Rezoning as I feel confident any concerns can be addressed to the satisfaction of the community.

Having seen decades of dedication Melissa and Lori have shown to their communities, I am happy to see them and the others take on the development of this much-needed childcare project!

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**September 7, 2025**

**From:** Ashley Hood

**To:** Will Hong

Hello Will,

I am a lifelong resident of Bramber. I grew up here and chose to stay and raise my family here. My children are grown now, and we were lucky enough to have the daycare at the health centre during the time they were growing up, but after school care was always hard to come by. I understand the importance of having a childcare facility to serve the shore families and fully support the rezoning and the gift of the above noted PID to the Hants Shore Childcare Association. This is important to so many families on our shore, and I believe will do our community a world of good.

Thank you,

Ashley Hood

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**September 7, 2025**

**From:** Ashley Corkum

**To:** Will Hong

Dear Will,

I am writing in support of the rezoning and the gift of land to the Hants Shore Childcare Association.

As a community member of Summerville, West Hants, I see firsthand the need for accessible childcare in West Hants. Families here are struggling to find reliable spaces for their children, and this project would directly strengthen our community by meeting that need.

I appreciate that the proposed site will continue to serve as a community space, including plans to revitalize the trail and enhance the Upper Burlington Hall with additional parking. It is clear that the vision is about more than childcare, it is about bringing people together and building connections that benefit everyone.

I believe this initiative will create a safer, stronger, and more vibrant community, and I fully support the rezoning of this land to make it possible.

Sincerely,

Ashley Corkum

Summerville, West Hants

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**September 7, 2025**

**From:** Dawn Allen

**To:** Will Hong

Planner Will Hong:

I support the re-zoning of PID 45285103 in Upper Burlington from OS to whatever zoning would be required for a Child Care center.

I have lived here all my life, and since 2015 I have noted many new people moving in to the area. Since Covid there have been many more. I am an active senior and I volunteer with many groups, so I get to chat with a lot of people of all ages within the municipality. What I hear is - there is a strong need for working couples to have day care and after-school options for their children.

This spot, surrounded on three sides by secondary roads, surely must have an adequate safe entry and exit. Although it is not close to the more populated parts of the WHRM, it still has a large catchment area for parents who are in need. I have heard a couple from Avondale who would be willing to back track to Burlington in order to drop off their children to day care before traveling to their jobs in the city.

I also feel it would lead to further community growth with associated jobs. And, it is these jobs (the caring industry) that are less likely to be usurped by AI in the future, so the jobs would be real and long-lasting.

The care and support of our youth (and our elders) make for a strong and vibrant community.

Simply - the development of a Child Care and After-School program in this area would be positive on many levels.

Thanks for accepting my input.

-Dawn Allen

Centre Burlington

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**September 8, 2025**

**From:** Hazel Dill

**To:** Will Hong

Attached please find my letter of support for the Rezoning of PID 45285103 Old Walton Rd, Upper Burlington and gifting of the land to the Hants Shore Childcare Association.

Hazel Dill

**\*See Attached Letter\***

Upper Burlington, N.S.  
September 8, 2025

To the attention of Will

Re : Rezoning of PID 45285103 Old Walton Rd , Upper Burlington

We fully support the rezoning of PID 45285103 Old Walton Rd, Upper Burlington and gifting of the land to the Hants Shore Childcare Association, so that an accessible day care facility can be developed on this piece of property.

I have lived on the North River road for over fifty year and my husband grew up here. He is also a member of the Upper Burlington Community Hall society.

As a mother, grandmother and retired educator, I have seen the need for quality day care in our area increase. There was none available when my children were small. My grandchildren attended the one provided at the Hants Shore Community Health Center making it necessary for them to be driven down the shore while their parents work was in the other direction.

The location provided on this property would be very convenient for parents traveling to work from the shore are as well as the surrounding communities.

Over the years I have witnessed a number of successful community based projects accomplished along the Hants shore: The Hants Shore Community Health Center, the Dr. Arthur Hines School Garden and playground, the Cheverie Salt Marsh Restoration Project as well as the Center Burlington and Upper Burlington Community Halls .

All of these projects were the results of visions of community members building partnerships working collaboratively for the greater good of the surrounding communities.

The initiative taken by the Hants Shore Childcare Association has presented a vision of what community partners working together can accomplish and provide for the growing communities of West Hants. Our young parents and children deserve quality day care.

My husband and I full support gifting this piece of surplus vacant land to the Hants Shore Childcare Association.

Sincerely,  
Hazel and Warren Dill

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**September 8, 2025**

**From:** Kelly Brown

**To:** Will Hong

Hi Will,

We are writing together in support of the rezoning of PID 45285103 Old Walton Rd, Upper Burlington and the gift of this land to the Hants Shore Childcare Association.

Although we do not currently have school-age children, Kelly is the former president of the local women's group and together we have witnessed the challenges families face when it comes to finding affordable, high-quality childcare in West Hants. One family we know has to drive 20 minutes out of their way every day just to bring their children to daycare because there are no available spots closer to home. This project would fill a very real gap for families across the Hants Shore.

We also value the vision for this land as a welcoming community space. Right now, the area is overgrown and uninviting, but with revitalization it has the potential to become a gathering place once again. The plans to improve the trail and provide much-needed additional parking for the nearby community hall will make it more accessible for events and strengthen the connections we already share as a community.

The proposed location also makes sense—it offers safe access via the side road for drop-offs and pick-ups, while sitting at a convenient point that connects all directions leaving the Hants Shore.

We believe this project reflects the best of what makes a community strong: services and non-profits working together for the greater good. We are proud to add our support for the rezoning and the gift of land to the Hants Shore Childcare Association.

Thank you for considering our letter of support.

Steven and Kelly Brown

Centre Burlington

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**September 8, 2025**

**From:** Jennifer Nicholls

**To:** Will Hong

Hi Will,

I am writing to provide my strong support for the rezoning of PID 45285103 Old Walton Rd, Upper Burlington to allow the Hants Shore Childcare Association to create a childcare centre on the site.

I live in Cheverie and before the interest from the HSCA, I wasn't even aware this property was municipal land. It's underutilized and is an ideal location for a childcare centre. I can't imagine a better use for surplus municipal land. The location and layout of the parcel is ideal for the proposed use.

Access to childcare is a critical issue for parents and caregivers (particularly mothers) to be able to fully participate in the workforce. This location allows for caregivers to drop off and pick up children on their way to/from Windsor, the Valley or the city.

There is a need for licensed childcare in West Hants, particularly on the shore. I know many families that have struggled to find full-time childcare when they needed it. Waitlists are long for most childcare options and some families choose a type of care that isn't their preference or doesn't fully meet their needs out of necessity.

We are so lucky to have a group of talented, energetic people take this project on. I urge the municipality to support this group of community leaders as they work to provide a critical service to the shore and beyond.

Sincerely,

Jennifer Nicholls

Project Manager, NS Association of CBDCs

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**September 9, 2025**

**From:** Carol Bradley

**To:** Will Hong

Please find attached my letter in support of this application.

Thank you.

**\*See Attached Letter\***

To: Planner Will Hong, Municipality of West Hants

From: Carol Bradley, Currys Corner.

Date: September 9, 2025

Re: Application for Rezoning of PIS 45285103, Old Walton Road, Upper Burlington.

I write in support of this rezoning of property to permit construction of a day care. I am familiar with the property and believe its location, availability, access and topography will make an extremely good location for a day care building.

A new daycare in this area will support young families living in West Hants and encourage more folks to locate here. Thank you for your consideration.

Carol Bradley.

(cc Dist 6 Councillor Bob Morton)

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**September 13, 2025**

**From:** Kathy Laffin

**To:** Will Hong

To: West Hants Municipalities,

I am writing to express my strong support for the rezoning of PID 45285103 in Upper Burlington to allow for the development of a daycare facility.

My husband and I have proudly called Burlington home for over 50 years. We built our house here, raised our family, and have always felt deeply connected to this community. When I first heard that a group of residents was working to bring a daycare to the vacant land along Highway 215, I was thrilled. The idea of such a vital service coming to life in our rural area filled me with hope and excitement.

More recently, I learned that the project has encountered some opposition. I was disappointed to hear this, and I felt compelled to voice my support publicly.

A daycare in Upper Burlington would be a transformative initiative with far-reaching benefits. Rural communities often lack structured early learning environments, which are essential for laying a strong foundation for children's education and social development. A safe, reliable daycare would allow parents to work or study with peace of mind, knowing their children are in a nurturing and secure space.

Beyond supporting families, this project would also boost local employment and attract skilled professionals—such as nurses, teachers, and tradespeople—who are more likely to settle in communities with accessible childcare options. These individuals contribute to the vitality of our community and, importantly, become valued taxpayers.

In short, this project is a win-win for everyone involved: families, professionals, and the broader community. I sincerely hope you will consider the long-term benefits and support the rezoning application to help make this vision a reality

Kathy Laffin

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**September 13, 2025**

**From:** Shanda Smith

**To:** Will Hong

Dear Mr. Will Hong

I am writing to show my support for the rezoning of PID 45285103 Old Walton Rd, Upper Burlington and the benefit it will bring to the community.

First off I want to pass along my regrets for missing the meeting. Being the night before the first day of school and having 2 children impacted my ability to attend.

I live at 52 Smith Lane, Upper Burlington. I have lived on the same property my whole life (30years), minus one year in 1999 which I lived in Scotch Village. I remember when the Planters Trail was constructed. I used to walk from my house to the trail (about 1.5km), meet friends there who lived next door to the land, and spent countless hours there a week. Over the years, the trail sees less use with the exception of a couple nearby kids. Currently there is no desire for people to go there. I speak for myself, but I believe it is the same for many other families. I have 2 children (my step-son is 7 and my daughter is 1), it is not realistic to always walk to the trail meaning we load up the car. By the time we are in the car, there is no attraction to stop and utilize the trail. My family will often go to Brooklyn District Elementary School as it has much more for the family. If the rezoning was approved and the daycare built, my children would have a beautiful and safe spot to go play and hang out with friends. I could see us going there on evening and weekends to play.

Next I want to address some of the points of concern from individuals that opposes the rezoning. Both individuals who spoke at the hearing on opposing have lived at their residence 8 years or less. The heritage history can be maintained and children can be educated on the history, improving the significance. Currently the heritage significance is lost as most people see it a "vacant/neglected" piece of land. As far as traffic, I do not see a huge change in the amount of traffic in the area, besides the vehicles having to make a small detour off of the 215, onto the Old Walton Road. The 215 sees a large volume of traffic daily and the North River Road has a fair amount of traffic as people utilize it to make it to Walton or traveling to the landfill. It would not add much traffic as the majority would

be leaving and returning to the Hants Shore for work anyways. As the entrance would be on the Old Walton Road due to safety (it would not be safe to have a driveway onto the 215 as there is a blind corner) there are already appropriate intersections with the 215. As well there used to be dump trucks hauling out of the Barkhouse gravel pit, meaning this road is used to heavy equipment and traffic. Having a safe spot locally would keep the children off the side of the road.. I believe the disruption that is spoke of road safety and neighbouring affects on property is due to an individual having a transport truck which is at times parked along the road, impeding traffic and even line painting. As we live in a rural community, there is often "noise pollution" from temporary construction sites (again the key being temporary). Children playing is not considered noise pollution. Being realistic, community centres are not able to accommodate childcare to meet the needs, nor is having "childcare services across several centres" realistic due to the requirements to provide care, the appropriate facilities, and staffing. (While it would be lovely to have many childcare centres across many communities, we need to be realistic. I work in health care and I know the staffing shortages are across all fields). It is stated she spoke with many residents along North River Road and Walton Road (my address was not approached), I know many with young kids. I personally know of 7 children grade 5 and younger on these two roads. As well as 9 more closely located on the 215. And many, many more along the shore

I believe that by approving the rezoning and allowing a childcare facility to be built on this land would greatly improve our community by the following points:

- Providing safe, trusted, and affordable childcare
- Creating a safe and welcoming community space
- Creating jobs
- Keeping people in our community (particularly the younger population having children)
- Welcoming families to the neighbourhood
- Build stronger connections
- Better utilize the space

I want to add that I had a chance to walk the trail with my family the other day. This is currently not a place I will return with my children or dogs. The trail is over grown. Not wide enough to walk alongside anyone. I would not let my youngest go free. I had in inspect everyone for ticks as there was long grass brushing legs along a large portion of the trail. It makes me sad to know how much work went into this trail, for it to be underutilized and neglected.

If you have any questions for me feel free to reach out.

Cheers,

Shanda Smith

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**September 16, 2025**

**From:** Grace Burt-Dykstra

**To:** Will Hong

Please consider this email as a letter of support for the rezoning of the land for the proposed Day Care on Hwy. 215.

Having lived in Cheverie for over 20 years I see a great need for such a facility. Currently, working families have to find local day care or drive long distances for daycare for their children. This not only increases the financial strain on young families but it doesn't leave many options for quality daycare that the proposed facility will provide. Our local children have few options here in this area to socialize with others their age. And the daycare will develop skills that can be unattainable, in many cases, otherwise.

Physical situation of this land, should it be rezoned, will provide easy access to parents and the general community alike. Continuing upkeep of the land will allow anyone of all ages to access the trails, in keeping with the community space that has existed there. Despite the land being a community space I question if it has been used as such in recent years. It would be nice to see it revitalized.

It goes without saying that the proposed usage of the land will provide jobs. Much needed jobs in the area, supporting the local economy as well as increasing economic growth. Realizing, in terms of area, from Brooklyn to Walton. I would like to point out that the demographics of this area over recent years has begun to change. New families, young families, are beginning to move into the area. They seem to be progressive forward thinkers. Rezoning this land, and the addition of a daycare facility, would support their efforts to become productive residents to the area.

In closing I would like to confirm my support for the rezoning of the Upper Burlington land so that construction of a daycare can move forward.

Sincerely,

Grace Burtt-Dykstra

Cheverie, NS

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**September 16, 2025**

**From:** Jocelyn Brison

**To:** Will Hong

Hello,

I am writing to you in support of the rezoning of the land in Upper Burlington.

I was born and raised in Upper Burlington and after taking a career opportunity in Ottawa for a few years have returned. The Hants Shore has dire need for a safe childcare centre, as more young families migrate to the area the need will only increase. I fully support the rezoning of the land in Upper Burlington for many reasons - but as a mother of two young children who also maintains a full-time career, I strongly believe that a community space that fosters a safe childcare environment would be an incredible asset to the community.

The land in Upper Burlington is a perfect location for those who need childcare as it is at the crossroads of all routes into town or the city. The trail is currently not well kept or used by the community so the dedication of the Hants Shore Childcare Association to maintain the land for community usage as well as a childcare centre is fantastic news for the community.

I understand the opposition's points, change, although necessary can be hard to accept - however; those who require childcare in the area are already travelling into the town or the

city to seek care and travel the 215 or Walton Woods road to get there, so I believe the environmental and road impact will be very minimal, if not improved!

Please let me know if you have any questions from me. Thank you!

Jocelyn Brison

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**September 16, 2025**

**From:** Carol Smith

**To:** Will Hong

I am a resident of Upper Burlington. I have lived here for over 35 years. Prior to Upper Burlington I lived in Cogmagun. Being a resident of the Hants Shore my whole life, I support the rezoning of the parcel of land on the Old Walton Road. I believe this location is ideal for a child care facility. This location will allow people leaving the Shore to access safe, trust, reliable, and affordable childcare on their way to/from work. It will also create jobs for our community members. As far as creating more traffic I don't feel it will as the traffic coming from the shore are already coming on their way to work. We definitely need more affordable childcare. Thank you for reading this.

Carol Smith

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**September 16, 2025**

**From:** Claire Jimmison

**To:** Will Hong

Dear Will Hong

I am writing to respectfully request that a deferral of any decision regarding the rezoning of PID 45285103 (Old Walton Road, Upper Burlington) until the following steps are completed:

- **Heritage Impact Assessment** to evaluate the parcel's role in the 1760 Planter Pioneer Health and Heritage Trail and its significance to Mi'kmaq, Acadian, and Planter history.
- **Traffic Impact Study** to assess the safety and infrastructure implications of a 50-child childcare facility in a rural setting with no sidewalks or road shoulders.
- **Meaningful Public Consultation** with residents of Upper Burlington and trail users, consistent with the principles of transparency and community engagement.

This request does not oppose the need for expanded childcare services in West Hants. It simply asks that adequate time be provided to evaluate heritage, safety, and planning implications before rezoning valuable Open Space lands that are not surplus.

Declaring this land surplus and rezoning it prematurely would be irreversible. A deferral will ensure that any recommendation to Council reflects the long-term interests of the municipality and its residents.

Thank you for your consideration.

Respectfully,

Claire Jimmison

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**September 16, 2025**

**From:** Jeff Spencer

**To:** Will Hong

Dear Will Hong

I am writing to oppose the rezoning of PID 45285103 (Old Walton Road, Upper Burlington). My concern is safety. The roads in this area are rural, narrow, and have no sidewalks.

Adding traffic from a large childcare facility would create serious risks for drivers, pedestrians, and cyclists.

This location is not suited for that level of traffic, and I believe it would put both children and residents at risk.

Regards

Jeff Spencer

Upper Burlington Resident

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**September 17, 2025**

**From:** Emily Black

**To:** Will Hong

Good morning,

I was looking at your post and the picture of the layout you are using as an example. I noticed in your example that there are not enough sinks to accommodate the number of toilets.

In a regulated Childcare setting in Nova Scotia you need to have 1 toilet and 1 sink for every 10 (Toddlers, preschoolers and school-age children).

Would you be combining groups together outside, the two preschooler rooms or all groups. If you so, would you have enough space to provide 75 square feet of space per child outside?

As someone who works at a daycare, I think it is amazing that you want to provide more childcare and more jobs within your community.

Emily

**September 17, 2025**

**From:** Will Hong

**To:** Emily Black

Good morning, Emily,

Thanks for your email and sharing your input. I'm not entirely sure about the layout picture you mentioned, but I do want to note that the applicant hasn't submitted any detailed building plans yet. Currently, the application is still in the rezoning stage, and those plans will come later at the permitting stage if Council approves the rezoning. During the permitting stage, our building officials will review the plans to ensure they meet all applicable regulations.

Hope this information helps.

All my best,

Will

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**September 17, 2025**

**From:** Emily Carroll

**To:** Will Hong

Good morning Will,

Please find attached a pdf of my comments and concerns, and the petition to oppose the rezoning with signatures.

The petition opposing the rezoning was circulated within the directly impacted community; however, due to my limited availability and residents often being away, I was unable to reach many households.

Kind Regards,

Emily J. Carroll

**\*See Attached Letters\***

Emily Carroll

Upper Burlington, NS,

September 16th, 2025

West Hants Regional Municipality Council and Planning Department  
76 Morison Drive  
Windsor, NS, B0N 2T0

**Re: Opposition to Rezone PID 45285103 Upper Burlington from Open Space to provide an opportunity for the Hants Shore Childcare Association to explore establishing a licensed childcare centre**

Dear Council Members and Planning Staff,

I am writing to express my questions and concerns regarding the proposed zoning change for PID 45285103 from Open Space (OS).

First and foremost, let me be clear: I support the need for expanded childcare options within the Municipality of West Hants. However, I do not believe the rezoning of any Open Space parcel of land should be explored or considered without extenuating circumstances, as this zoning is intended to preserve undeveloped land, protect it from intensive development, provide environmental conservation, help maintain natural habitats, control stormwater runoff, etc.

It has been made clear through the community of West Hants that there is a dire need for accessible childcare, with over 200 names supporting a childcare centre in the area. The Hants Shore Childcare Association has been asking for letters to support accessible inclusive childcare spaces in West Hants, this would lead me to believe that the parcel of land currently zoned Open Space in Upper Burlington that they wish to be gifted to them for a childcare facility is not adequate of extenuating circumstances as it is not centralized to all of West Hants that requires childcare, nor is it the sustainable, accessible, economical solution that it has been advertised to be.

- To be considered any of the above it would not require community members to commute distances out of their regular routes to access it, creating heavier traffic in multiple small rural intersections during peak times of travel.
- It would not require full infrastructure development which will warrant expensive road upgrades and repairs in the beginning stages of development and during the lifetime of the facility.
- Any development claiming to be sustainable in nature would not involve physical environmental degradation of safe open spaces; this development will drastically change the rural residential environment currently surrounding this parcel of land.

## Hants Shore Childcare Association: Example Plan



The association states on its Facebook webpage that a goal for its development is to maintain a park-like environment and preserve the Planter Trail. This example plan they have posted does not correspond with these statements. A park-like environment is categorized as providing significant green space, consisting of natural elements and gathering places. It also fosters biodiversity by managing stormwater runoff between developed lands.

- It was also stated that they are registering for a minor infrastructure grant within the province which is typically intended for small-scale projects. Can a 2500 - 3500 sq ft building that would be required for 50 children, requiring extensive infrastructure installation and upgrades be considered minor?

The vision of a registered full-service childcare centre that provides subsidized rates and high-quality care to both Dr. Arthur Hines Elementary and Brooklyn District Elementary as sought out by this association does not require 50 children to receive care in one location. This land being denied rezoning does NOT eliminate the options to provide accessible childcare within the Municipality of West Hants.

- A development of this size and nature is better purposed for a parcel of land with municipal services.
- In a rural residential area smaller, dispersed childcare facilities would be less likely to disturb the environment. E.g., 1:8 ratio.
- Utilizing existing infrastructure such as Community Halls, Churches and any other building in West Hants that has been abandoned of its original use or requires repairs, and revitalization would be a better use of provincial and federal funding.

The positive outcomes advertised to come from this initiative are possible through a childcare facility in any location in West Hants. Regardless of where the facility is developed if 50 children are cared for, then the same 13 full-time and 4 part-time jobs will be available.

The 1 million dollars in funding that has been mentioned as required to develop this project from start to finish does not appear to fit the budget of what their “Eco-Friendly” infrastructure would actually require.

Since an institutional zoning requirement does not allow for a childcare facility, and is being added to accommodate this development, what other developments can we expect to see snuck into institutional zoning if this proceeds?

### **Feasibility:**

IF there are 50 children ranging from infants to 5 years old within Hants Shore specifically that require accessible childcare now and in the future (2027 as set operational date) in 5, 10, 25 years will this daycare be required by residents in this general area?

- Could this building built to be a daycare facility, turn into an abandoned facility like 119 Stannus St, Windsor?
- Why is rezoning *Open Space* the best option when other commercial/institutional parcels of land already exist?
- How does this proposal align with the long-term vision of the West Hants planning strategy?
- How can the narrow rural Old Walton Road be considered by The Hants Shore Childcare Association as a safe drop-off/pick-up location? Vehicles do not slow down when exiting the 215 onto this road, often travelling at speeds exceeding 100km/hr. A speed limit decrease and speed bumps would even be unlikely to make this safe. Especially with 120+ daily vehicle trips added.
- Can rural septic systems and wells support a 50-child facility?
- What protections are in place for neighbouring water tables and runoff?
- If staffing shortages or funding gaps occur, what happens if the daycare closes?
- Would the community be left with a vacant institutional building on what was once undisturbed open space that can never be remediated to its original state?
- How was the number of 50 children determined?
- Does one large rural facility serve families across West Hants fairly, or would multiple smaller facilities closer to homes be more practical?
- Does concentrating 50 children in one rural location actually reduce waitlists meaningfully?
- Were existing community centres, churches, or commercial buildings fully assessed before proposing rezoning?
- Why wasn't adaptive reuse (Brooklyn Church, halls, or vacant properties) prioritized over destroying open space?
- If the facility fails, what institutional use could utilize this space adequately?
- Does the council want to risk creating a precedent that allows further urban sprawl to creep into residential/open space zones? If rezoning of this open space is granted for 50 children to receive

childcare, where will the next open space be that is taken away to accommodate the other 50+ children on the Windsor waitlist?

- Who will be the owner of this land? Will the Hants Shore Childcare Association which only became a non-profit in February of 2025 be responsible for funding and maintaining the building and site?

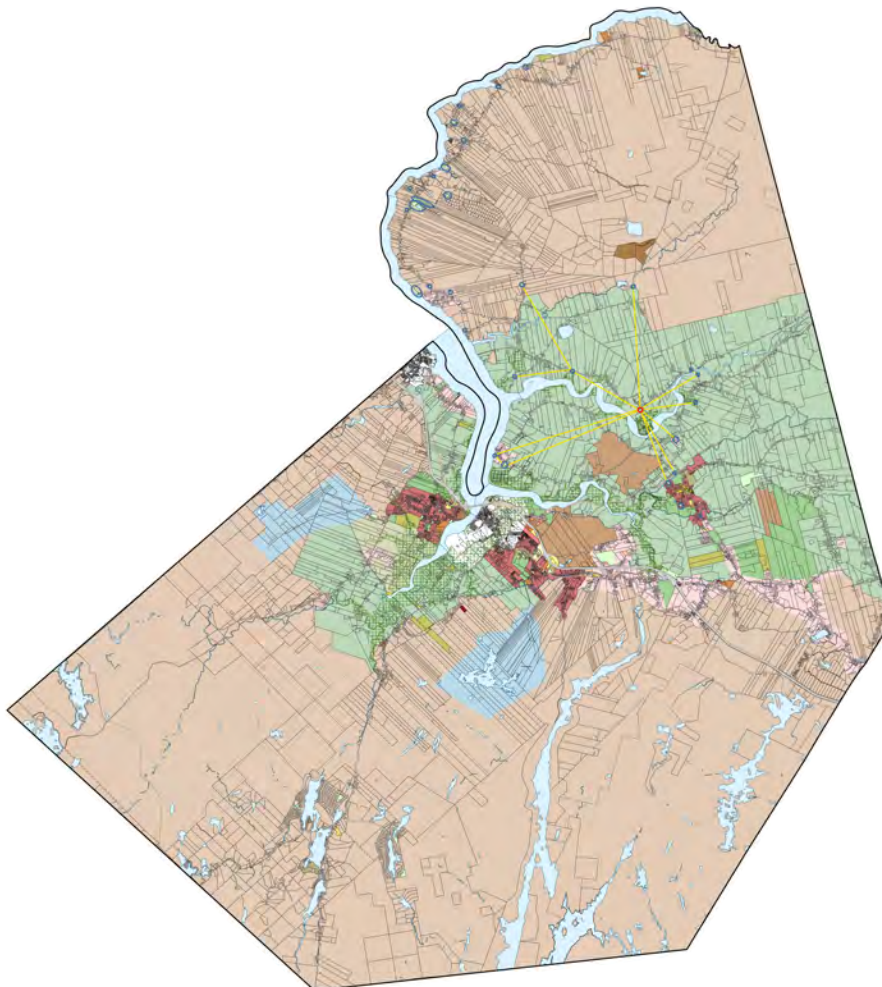
*A 50-child daycare centre does not significantly reduce the overall shortage of childcare spaces in West Hants, yet placing 50 children in one rural location would create a disproportionate burden on the surrounding community. Concentrating this facility in a residential area, an open space parcel would permanently alter the natural environment and introduce negative impacts including increased traffic, noise pollution, and potential strain on local water resources.*

### **Open Space and Heritage Significance:**

According to the West Hants Municipal Planning Strategy, **Open Space zones** are designated to preserve rural character, natural habitat, and important ecological functions. These areas are clearly identifiable on the municipality's **Generalized Future Land Use Map**.

- This definition does not to my knowledge allow interpretation for Open Space to be deemed surplus?

*Land Use By Law Map: Circled in red PID 45285103 - Circled in blue other open space zoning*



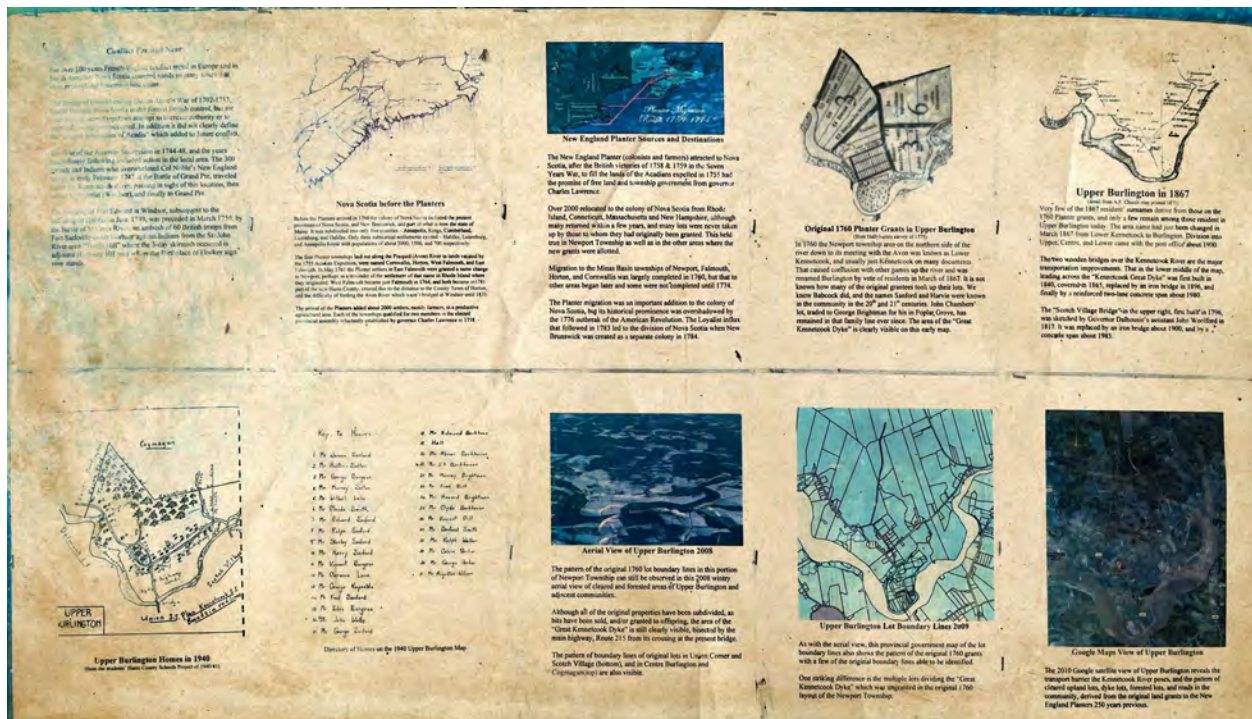
This map shows that Open Space parcels of land are already few and far between. It would be helpful to see this map from 10, 25, and 50 years ago to determine how many Open Spaces have already been eliminated to determine what would warrant such a degradation and how we can prevent this from becoming severely devastating.

This particular Open Space ensures residents have public access to green areas, a walking trail and recreational land. This supports physical and mental health, and maintains rural character, while preventing urban sprawl from consuming the natural environment and keeps a balance between development and conservation. Rezoning this land will prevent future generations from benefiting from undeveloped land.

- It was duly noted to me by residents on Old Walton Road and North River Road that it is not safe to currently walk, run, or push strollers on these roads specifically in the morning and evening hours. A more defined walking path on this open space was discussed as being beneficial to the rural residential community. Allowing parents specifically to utilize the open space better, and stay active with their children.

### Heritage - History

This land is part of the 1760 Planter Pioneer Health and Heritage Trail, rezoning would compromise the cultural heritage and significance that it has tied to for Mi'kmaq, Acadian, and Planter history.



Scan taken from the information board on PID 45285103

- The Hants Shore Childcare Association claims to be ensuring the Planter Trail remains, yet a daycare facility of this nature would undermine the Planter Trails intended purpose, it would no longer be a trail

in an open space, dedicated to peace and quiet within nature, where one can become grounded in the history of the environment and appreciate the cultural significance - The proposed childcare facility would ensure the environment becomes polluted with noise and covered in unnatural development.

The surveying of the small parcel of land for the Upper Burlington Hall Association to accommodate their existing septic system and storage shed would not affect this Open Space in any way as its infrastructure already exists, and the donation of that land will help to lower the costs of keeping their hall operational, positively impacting the heritage and history of the space.

### **Alternative Proposal:**

#### *Adaptive Reuse as a Sustainable Solution*

- Utilizing existing infrastructure - such as community centres, churches, and halls, offers a sustainable, eco-friendly, and accessible childcare solution for West Hants. Many of these buildings are already zoned institutional or commercial, meaning renovations would only require building permits, not lengthy zoning changes. Adaptations can be designed to respect historical architecture while creating safe, modern childcare spaces.

#### *Efficient Use of Underutilized Spaces*

- Community centres and halls often sit empty during weekdays, yet they already contain kitchens, outdoor areas, and parking that could be adapted into high-quality childcare environments. With minor renovations, these spaces can provide secure classrooms, child-friendly washrooms, and fenced outdoor play areas, while remaining available for broader community use after hours.

#### *Distributed Childcare Access*

- Instead of one large facility, adapting three to four existing centres across West Hants would distribute services geographically. Each location could host a small licensed daycare pod for 8 - 20 children, ensuring local access for rural families while avoiding overburdening residential neighbourhoods. Collectively, this approach could create 60 - 80 licensed spaces, equal to or greater than a single large centre, without sacrificing rural residential residence or open green space.

#### *Cost-Effective Investment*

- Retrofits are far less expensive than new builds. Minor renovations and or additions can be completed at a fraction of the cost compared to one large facility.
- This approach can provide business to multiple small local trades and deliver more value, faster results, and a smaller environmental footprint.

#### *Funding and Partnerships*

- Such projects could leverage multiple funding streams, including the Federal-Provincial Childcare Space Creation Fund, the Canada Infrastructure Program for cultural and recreational facilities, and municipal contributions.
- Partnerships with non-profits or local childcare associations could ensure professional operation while the municipality provides the space.

### *Community and Heritage Benefits*

- This model not only preserves open space lands but also revitalizes historic community buildings with consistent daytime use. By integrating childcare into neighbourhood halls, the next generation grows up in spaces already central to community life. Families gain accessible, local childcare, while heritage buildings gain renewed purpose and long-term viability.

#### *Every adapted hall would need:*

- Dedicated daycare room(s): secure, child-sized furnishings, storage.
- Child-accessible washrooms: small toilets/sinks or retrofitted stalls.
- Fire & safety upgrades: alarms, exits, accessibility compliance.
- Outdoor play area: fenced, 7 m<sup>2</sup> per child, could be adapted from existing lawns.
- Kitchenette access (if meals/snacks provided).

#### *Core Benefits*

- Preserves open space lands - no rezoning required.
- Revitalizes community halls - protecting heritage and ensuring long-term use.
- Faster implementation - retrofits can be completed in 6–12 months, while new builds take years.
- Distributed childcare access - supports multiple villages, reducing travel burden for parents.
- Lower cost, higher sustainability - less environmental impact than new construction.

### ***Prime Candidate: 7800 14 Highway, Brooklyn, Nova Scotia B0N 2A0***

#### *The Brooklyn Baptist Church*

Currently on the market for **\$389,500**, this historic property is advertised as a rare gem with 3,106 sq. ft. of flexible interior space and 1.78 acres in the heart of Brooklyn. It is central, accessible from Windsor, the Hants Shore, Brooklyn, and the highways - making it the perfect hub for childcare in the Municipality of West Hants.

The church already delivers what a brand-new childcare centre would strive to achieve - at a fraction of the cost:

- Historic architecture & abundant natural light - a welcoming, healthy environment for children.
- Full event space with commercial-scale kitchen - ready for adaptation as classrooms and community-use space.
- Existing workshop & 1.78 acres of land - scalable design, with room for green play areas and future growth.
- Existing driveway and parking lot - can easily convert to fenced outdoor play areas, ensuring safety and accessibility.

Instead of spending \$1–3 million on a new build, we can adapt this church into a licensed daycare for a

fraction of the cost - while preserving local heritage and protecting open space lands from unnecessary rezoning. This isn't just cost savings - it's sustainability, accessibility, and community resilience in action.

### *Strategic Advantages*

- The intersection here is already due for an upgrade - this project aligns perfectly with existing infrastructure needs, making the site safer for families.
- A daycare already exists nearby - this creates a convenient childcare cluster, reducing transportation challenges for parents.
- The space is multi-purpose: it can serve as a daycare during the week, a community recreation centre, and still function as a church. That means triple value from one adaptive reuse project.

### *The Vision*

This project embodies everything the Hants Shore Childcare Association is promising in their proposed new build - but without sacrificing our open space, without waiting years, and without millions of taxpayer dollars.

This is the opportunity to lead with vision: preserve history, strengthen community, and deliver sustainable childcare solutions now - not years from now.

### *Next Steps for Council*

1. Commission a facility audit of West Hants community centres to identify the best candidates.
2. Engage with childcare operators (e.g., Hants Shore Childcare Association) to assess operational needs.
3. Apply for provincial childcare space funding (early 2026 intake).
4. Develop partnerships: Municipality provides space; operators manage programs.
5. Launch a pilot site in one hall within 12–18 months, then expand.

I firmly believe beginning to provide small numbers of childcare to West Hants Residents now, is more efficient than having no childcare until after 2027.

Thank you for your time and consideration on this serious environmental matter. I trust you will continue to make positive decisions that reflect the long-term interests of our community.

Sincerely,

Emily Carroll

# **PROTECT OUR OPEN SPACE**

## ***SUSTAINABLE CHILDCARE THROUGH COMMUNITY CENTRE REVITALIZATION***

**Utilize the need for accessible childcare to be the foundation for building resilient communities - without rezoning open space.**

### ***Petition to Oppose Rezoning of PID 45285103 - Upper Burlington***

**To: West Hants Regional Municipality**

The undersigned residents and community members respectfully oppose the application to rezone PID 45285103 in Upper Burlington from *Open Space* to allow the Hants Shore Childcare Association to explore establishing a licensed childcare centre.

**Our reasons for opposition include:**

1. **Loss of Open Space:** *Open Space* zoning ensures protection and preservation from urban sprawl encroaching into rural communities, helps to maintain natural habitats, supports ecological function, and enhances rural character. Rezoning undermines this purpose. Once an *open space* is lost, it can not be reclaimed. Therefore, continuing to preserve our undeveloped land is necessary for environmental conservation.
2. **Sustainability Concerns:** Constructing a new facility on undeveloped land increases the municipality's environmental footprint and long-term servicing costs.
3. **Impact on Residents:** Increased traffic and construction activity will disrupt the surrounding rural residential community and adjacent properties beyond 500 feet, creating road safety concerns. The construction process and daily function of a facility of this nature will create noise pollution that is currently unknown to the environment.
4. **Precedent for Future Development:** Approving this rezoning sets a dangerous precedent, opening the door for future encroachment on protected lands.

**Our Alternative Proposal:** We support establishing licensed childcare facilities in West Hants, but in a sustainable, strengthening way - not compromising our communities. We propose that West Hants and the Hants Shore Childcare Association:

- **Adapt existing community centres across the municipality** to meet childcare needs.
- **Invest in revitalizing** underutilized historic community halls. Use childcare funding to preserve existing infrastructure and protect each community's heritage so that it can grow with future generations receiving care.
- **Distribute childcare services across several centres** to better serve families in multiple rural communities, reduce traffic and road safety concerns, support multiple areas and strengthen rural communities.
- **Leverage** existing funding for adaptive reuse, provide provincial and federal program support, and reduce costs compared to new development. Allowing the capability to ensure childcare to a larger number than could be reached with this zoning change.

**Our Request to Council:** We respectfully urge West Hants Regional Council to:

1. Reject the rezoning application for PID 45285103.
2. Direct staff and the Childcare Association to explore adaptive reuse of existing community centres as a more sustainable, cost-effective, and community-strengthening solution.

**By signing below, we call on Council to protect Upper Burlington's open space and support a childcare strategy that revitalizes rather than replaces our community infrastructure.**

## Petition to Oppose Rezoning of PID 45285103 – Upper Burlington

The undersigned residents and community members, respectfully oppose the application to rezone PID 45285103 in Upper Burlington from Open Space to allow for the Hants Shore Childcare Association to explore establishing a licensed childcare centre.

Printed Name	Signature	Civic Address (Street & Community)
JEFFREY SPENCER	<i>Jeffrey Spencer</i>	15 OLD WALTON RD.
Kevin Mohr	<i>Kevin Mohr</i>	44 BARKHUSE RD.
BRUCE WOO	<i>Bruce Woo</i>	442 CAND BEACH RD.
Greg Brown	<i>Greg Brown</i>	42 NORTH RIVER RD
Zach Burgess	<i>Zach Burgess</i>	1 OLD WALTON RD
Brian + Jayne Weatherbee	<i>Brian + Jayne Weatherbee</i>	149 old walton rd
Aaron Weed	<i>Aaron Weed</i>	109 MURDOCK HERVEY RD
EMILY CARROLL	<i>Emily Carrell</i>	48 OLD WALTON ROAD
CLAIRE JIMMISON	<i>C. Jimmison</i>	15 OLD WALTON ROAD

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 Lead Petitioner: Emily Carrell

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**September 17, 2025**

**From:** TinaMarie Ritter

**To:** Will Hong

Good morning,

I'm writing in support of the Rezoning and the Gift of Land to the Hants Shore Childcare Association. I reside in Upper Burlington, just down the road for the proposed new location of the child care facility. We moved in to our house almost 3 years ago now. In that time, all 3 surrounding homes have also seen new people move in, all younger families, 2 with children. This is becoming more popular to see down the shore. Homes are being sold to families that require someone to watch their children, as most of these people all have to travel for work. There are very few places down the shore that provide childcare, private day homes that are quickly filled. These communities are shifting into the next generation of people that call the Hants shore home and will be for years to come. They come because it's a beautiful and welcoming place to call home. But there are drawbacks. The lack of child care that limits families to hours being able to work, location of work and even if both parents are able to take a job. Because if you have to be in Windsor by 5pm to pick up your child, that can be a deal breaker for many couples having two working parents. To continue to thrive, Hants shore needs this service here. The location was thought out, it's off the 215 which is much safer than being on the main highway. They outline and address the safety concerns and also access for community members to use the land still in a respectful way. I can't truly understand why there wouldn't be full support to have this much needed service down shore and go ahead with the rezoning. There seem to be a vocal few against the many in support of this. The Hants Shore can only benefit from having access to child care to help families in our community thrive, grow and continue to love this place we all call home. I truly hope that the council can see how much our community needs this and move forward with the rezoning, not just for the current residents and families of Hants shore, but for all those to come in the future. We can't expect growth if we do not plant the seeds of change.

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**September 17, 2025**

**From:** Jordan Benedict

**To:** Will Hong

My name is Jordan Benedict I am a resident of upper burlington. I fully support the hants shore child care association as I have two kids that would benifit from the new facility when built as child care is difficult to find.

-----**End of all submitted public correspondences**-----

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