

# MUNICIPAL PLANNING STRATEGY

2021



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TOWN OF LUNENBURG MUNICIPAL PLANNING STRATEGY, 2021

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# Changelog

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CHG001	2024-MPS-001	October 8, 2024		Replace Schedule 'A' Future Land Use Map
CHG002	2024-MPS-002	October 8, 2024		Amendment to Sections 5.3.1, 5.3.2 and Policy 5-4

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# Chapter 1 - Introduction

## 1.1 The Municipal Planning Strategy

This Municipal Planning Strategy (“MPS”) is the policy document that guides land use and development in the Town of Lunenburg. It provides the context and policy for a variety of land use and development topics, including housing, infrastructure, commercial and industrial uses, parks and open spaces, the environment, and more. The Municipal Planning Strategy is primarily implemented through two other documents, the Land Use By-law and the Subdivision By-law. The first establishes zoning and the other standards by which development is approved. The second establishes the process for subdividing land and the standards for infrastructure (streets, sewer, and water) constructed through the process of subdivision.

## 1.2 Lunenburg Context

Lunenburg, or E’s’e’katik, was first inhabited by the Mi’kmaq people, and oral and archeological evidence dates the traditional territory of Mi’kma’ki back more than 10,000 years. In the Lunenburg region First Nations people used the land for agriculture, fishing, and hunting; however, the nature of these practices left little physical evidence visible today.

The first European contact in Lunenburg was made by the Acadians in the 17<sup>th</sup> century, and these families established a logging and farming community. In 1753, settlers from southern and central Germany, Switzerland, and the Montbeliard region of France were recruited by the British and settled in the Lunenburg area. Lunenburg was established as a Town in 1888, signaling a period of colonial prosperity. The impacts of European settlement have often not been accurately recorded in the history of what are now predominately white communities, and the displacement and genocide (Article II Genocide Convention, United Nations) resulting from settlement across Mi’kma’ki and Turtle Island (or North America) is often omitted from the narrative.

As a structure for settlement, the British established what is now known as Old Town, built on its rectangular grid of 48 blocks with narrow lots. The town continued to expand and New Town was established west of Old Town by the late 19<sup>th</sup> century.

Throughout the history of Lunenburg, sea related activities have played an integral role in the town’s development. A thriving economy was established on the trade of fish and was supported by shipbuilding and the town’s many wharves. This legacy carried forward into the 20<sup>th</sup> century where large fishing vessels were routinely launched, including the Bluenose, a celebrated fishing and racing schooner that can today be seen on the Canadian dime.





Like several other Nova Scotia coastal communities, Lunenburg prospered during times of war. Lunenburg provided ships and other materials during World War II. During the same time, Lunenburg hosted a group of the Royal Norwegian Navy, a legacy which still exists today at Camp Norway.

Today, Lunenburg is one of several population centres along Nova Scotia's South Shore, including the Towns of Bridgewater and Mahone Bay. These towns offer local and regional services to residents and visitors in the area. However, like many communities in Nova Scotia, the population of Lunenburg has decreased and aged over the past decade. The decline of traditional marine industries, including fishing, has been a major contributing factor to Lunenburg's population decline.

This has been offset to a degree by recent economic development success stories in industries such as aerospace and video game development. These have provided new employment opportunities, though many employees commute from surrounding areas. In addition, tourism has become a major contributor to Lunenburg's economy.

The architectural and planning history on which Lunenburg was built has contributed to the town's success as a tourist destination. A UNESCO World Heritage Site, Old Town Lunenburg draws thousands of visitors each year from Nova Scotia and outside of the province and is integral to the economic success of the town. Despite this success, the impacts of tourism have been on the thoughts and minds of residents for years. Increased demand on services for things like parking and road capacity create large amounts of congestion in the summer months and the increased use of short-term rentals have threatened the already limited housing supply.

Despite its decreasing and aging population, the town boasts a strong institutional and commercial base. The town is built on a rich academic and cultural history with the Lunenburg Academy, Lunenburg School for the Arts, and many more that provide unique educational experience for people of all ages. Arts and culture thrive in Lunenburg. There are many independently owned local businesses in Lunenburg, as well as a few national chain retailers, giving residents and visitors access to an array of goods and services throughout the year.


Within Lunenburg, the town is connected by an extensive road network that enables and facilitates the majority of local trips. Most trips by residents to their place of employment are made by private automobile, while only about a fifth of residents walk to their place of work. While extensive in some areas, sidewalks and active transportation systems are disjointed, contributing to the overall high use of private automobiles.

Regionally, Lunenburg is connected through Nova Scotia's highway system. Highways 103 and 3 connect Lunenburg to the surrounding region and beyond while local roads connect the town to smaller communities just outside of Lunenburg. As a harbour community, Lunenburg is also connected to the region through the use of private boats and vessels that are able to safely dock in the harbour.



### 1.3 Statements of Provincial Interest

Land use planning in Nova Scotia is enabled and required by the *Municipal Government Act*. The “Act” sets out the requirements for responsible municipal planning. Included within the Act are five “Statements of Provincial Interest”. These statements cover land use topics that are important to all Nova Scotians and to the sustainability of the province. Municipal planning documents must be consistent with the Statements of Provincial Interest. The following tables outlines the Statements and the ways in which this Municipal Planning Strategy is consistent with them.

	<b>Statement 1: Drinking Water</b>
	<i>Goal: To protect the quality of drinking water within municipal water supply watersheds.</i>
<p>A clean source of drinking water is essential to the health of our communities. The Statement of Provincial Interest Regarding Drinking Water recognizes this, and requires municipal planning documents to address the protection of municipal water supplies. The Town of Lunenburg has one designated municipal water supply, at Dares Lake. However, the lake is located outside the Town’s boundaries, within the Municipality of the District of Lunenburg. The Town is therefore unable to implement direct land use planning protections for the water supply; rather, such protections will be maintained through the Dares Lake Protected Water Area designation made under the <i>Protected Water Areas Regulations</i> and partnership with the District.</p>	
<b>Applicable MPS Policies: N/A; CCP Section 4.1</b>	



### Statement 2: Flood Risk Areas

*GOAL: To protect public safety and property and to reduce the requirement for flood control works and flood damage restoration in floodplains.*

The Statement of Provincial Interest Regarding Flood Risk Areas specifically applies to areas designated under the Canada-Nova Scotia Flood Damage Program, of which there are none in the Town of Lunenburg. However, Council recognizes the spirit of this Statement of Provincial Interest and has implemented flood risk areas in which development must be given careful consideration.

**Applicable MPS Policies: 5-2 and 5-3**



### Statement 3: Agricultural Land

*GOAL: To protect agricultural land for the development of a viable and sustainable agriculture and food industry.*

The Statement of Provincial Interest Regarding Agricultural Land specifically applies to lands with soils identified in the Canada Land Inventory as Class 2, 3, or active Class 4. The Town of Lunenburg is within an area of Class 3 soils. Some of these soils are already developed, while others are used for light agricultural activities (pasture, hay fields). This Plan supports continued agricultural uses on these lands, but also recognizes that allowing such lands to be developed may support the Statements on Infrastructure and Housing, as well as reduce pressure on agricultural lands in unserved areas.

**Applicable MPS Policies: 4-19 and 4-20**



### Statement 4: Infrastructure

*GOAL: To make efficient use of municipal water supply and municipal wastewater disposal systems.*

Lunenburg is blessed with extensive networks of public infrastructure such as roads, sidewalks, sewer, and water. These assets help the community to flourish, but also come at a cost. This Plan and its implementing documents support efficient use of the Town's infrastructure by enabling a variety of development opportunities within areas of existing services, by establishing criteria for evaluating servicing extensions outside of town boundaries, and by establishing standards for new infrastructure.

**Applicable MPS Policies: 3-3 through 3-14**



### Statement 5: Housing

*GOAL: To provide housing opportunities to meet the needs of all Nova Scotians.*

Safe, clean, affordable housing is a basic human need. However, the form that housing takes varies depending on the specific living arrangements of individuals, families, and other groups of people who choose to live together. Meeting these needs and creating a thriving community requires a diversity of housing types with sufficient availability. This Plan supports housing opportunities to meet the needs of all Lunenburgers by enabling housing at a variety of scales throughout the town, and by supporting initiatives that can help promote housing affordability, such as enabling accessory dwellings and placing limits on short-term rentals.

**Applicable MPS Policies: 4-1; 4-5 through 4-9; 4-15**



# Chapter 2 - Key Issues

## 2.1 Planning Process

Perhaps uniquely in Nova Scotia, this Municipal Planning Strategy was developed after the process of creating a Comprehensive Community Plan (“CCP”) for the Town. This process was known as “Project Lunenburg”. The CCP outlines strategic initiatives covering many aspects of life in Lunenburg and related municipal operations. It links land use and development with municipal investments in public space, relationship building, community programs, public infrastructure, and research. The CCP contains additional contextual information that may be of interest to anyone reading this Municipal Planning Strategy.

The CCP was created over the course of two years from late 2018 to September, 2020. As a “community” plan, the CCP was developed in close relationship with residents, business owners, and visitors in Lunenburg; over 400 individuals participated in developing the CCP. Engagement for the CCP included eight discussion papers and related public workshops, online surveys, an online mapping tool, stakeholder engagements, and three additional public workshops to review and shape the draft CCP.

This Municipal Planning Strategy is one implementing tool of the CCP. The project team developed a draft of the Municipal Planning Strategy, Land Use By-law, and Subdivision By-law directly following from the strategic direction of the CCP. Once these drafts were completed, the project team returned to the community to review the documents and gain feedback on the specific proposed approaches to implementing planning in Lunenburg.

The draft engagement for the Municipal Planning Strategy, Land Use By-law, and Subdivision By-law included an online public open house followed by two Public Information Meetings. Participants could ask questions and submit comments and suggestions for changes by email or phone following the meetings. The project team received many thoughtful comments and suggestions and as a result updated the draft documents between each meeting. Planning Advisory Committee recommended the drafts to Council at their June 2<sup>nd</sup>, 2021 meeting, at which point the documents entered the formal adoption process.



## 2.2 Key Issues

The background research and public engagement conducted as part of the CCP process identified a number of “Key Issues” in the community, many of which tie directly in to land and development planning. The policies of this Municipal Planning Strategy attempt, in particular, to address the following:

### 2.2.1 Housing

Like many communities on Nova Scotia’s South Shore, Lunenburg is facing a housing challenge. The average age of the population is increasing and average household sizes are decreasing. Between 2006 and 2016 Lunenburg’s median age increased from 50.5 to 56.1, and the average household size fell from 2.2 to 2.0 people per household. These trends create a need for different forms of housing, including smaller units and barrier-free options, which can be especially challenging in Lunenburg’s stock of historic housing.

Lunenburg also has a large service industry in the summer months, which creates an influx of staff who need to be housed. This occurs, of course, at the same time as peak demand for tourism accommodations; with the rise of short-term rental accommodations there has been additional pressure on housing availability as existing stock is converted to serve the tourism market.

In addition to these particular pressures, there is always a need to provide diverse housing options to accommodate different needs, lifestyles, and economic means. This includes enabling and encouraging a mix of home ownership and rental opportunities, different home sizes to accommodate everything from a single person to large families, and housing that is affordable.

### 2.2.2 A Working Waterfront

Lunenburg was founded and prospered on the strength of its waterfront industries, from boat-building to the fisheries. Today, many of these activities still continue and are important components of Lunenburg’s economy and of its charm as a place to live and to visit. However, many of these waterfront industries have operational needs that can be hard to accommodate if other types of development are allowed to intrude. This can include trucking access, storage and laydown space, and the ability to freely make noise or emit odours. It is, therefore, essential that Lunenburg’s waterfront be recognized as a “working waterfront” and that certain protections be given to enable these activities to continue.



### 2.2.3 Sustainable Infrastructure

Lunenburg is fortunate to have a range of infrastructure that supports development and quality of life in the community. These assets include sewer, water, roads, sidewalks, and even a municipal electric utility. Infrastructure is, however, also a liability that must be maintained and replaced as it ages. This is a significant cost burden to the Town. Existing infrastructure should be used to its fullest to make the most of this investment, and new infrastructure should be carefully considered to balance its sustainability against the potential benefits it can bring.

### 2.2.4 A Changing Climate

There is now overwhelming evidence that Earth's climate is changing as a result of greenhouse gas emissions caused by human activities. Now the questions are how fast and extreme the changes will be, and how a changing climate will affect different communities around the world. The science suggests that Lunenburg could experience a number of impacts, such as stronger rains and an increase in invasive species. Perhaps the most tangible impact is a rising sea and the potential for increased damage due to storm surge. Planning for the future must account for these expected changes, and also help the Town and its residents minimize their contributions to emissions.

### 2.2.5 Living Heritage

Lunenburg is steeped in heritage, from its exceptional building stock, to the physical layout of its streets, to the practices of its craftspeople and artisans. This heritage has been honoured by the designation of Old Town as a UNESCO World Heritage Site. Lunenburg is also a "living town" in which its heritage can be seen every day in the lives of its residents and business owners. Each successive generation builds on the stories and practices of those that came before, and continues the evolution of Lunenburg as a living entity. Planning for the future must be respectful and celebratory of the past, while reflecting the needs and dreams of today.



## 2.3 Planning Approach

Traditionally in Nova Scotia, standards for subdivision, land use, and building form have been tightly tied together through a single set of “zones” that contain standards for each of these aspects of planning. However, the history of Lunenburg has shown that these factors can independently define the character of the community.

For example, New Town and the northern area of Old Town are both predominantly residential in nature when it comes to use, but the size of lots and the form and placement of buildings results in very different neighbourhoods. Similarly, many of the buildings within Lunenburg have hosted a wide range of uses over their storied histories. What were once residences have become shops and hotels; what were once fishing sheds have become restaurants and galleries; and what was once a school has become a hub for the arts. This constant adaptability has been one of the keys to Lunenburg’s success over the years.

Addressing the Key Issues in Lunenburg must be based on the community’s strengths. This Municipal Planning Strategy and its associated Land Use By-law recognize the community’s historic adaptability and help support Lunenburg’s continued evolution by adopting a somewhat unique approach to planning in which lots, uses, and form are regulated separately from each other.





# Chapter 3 - Community Development Patterns

## 3.1 Introduction

The character of Lunenburg fundamentally begins with land lots, and the streets and other public spaces between them. The history of the town is visible in the evolution from the rigid grid and small lots laid out in Old Town by British military engineers, to larger blocks and lots of New Town, to the winding streets of contemporary subdivisions. Each of these development patterns creates a different atmosphere or “feel” that clearly demarks the various areas of town. While buildings may come and go, the location of roads and the invisible lines between lots rarely change once established.

Patterns of community development are also influenced by choices about infrastructure. Sewer and water servicing enable smaller lots, while decisions about road standards and sidewalks affect our experiences of space as we move about the town.

This Chapter establishes the policies for these most fundamental tools in planning for the future of Lunenburg.

## 3.2 Lot Zones and Subdivision

### 3.2.1 Introduction

Subdivision is the formal process of creating new lot lines. It is often thought of as lot creation. Subdivision to create lots can occur on a small scale, such as subdividing a large lot in two to provide land to a family member, or on a large scale, such as the creation of a brand-new neighbourhood by a single developer. However, subdivision also includes the process of consolidating two or more lots into one, and the adjustment of boundaries between existing lots.

In Nova Scotia there are province-wide standards for creating unserviced lots. Beyond this, municipalities are free to established more stringent standards, or to establish smaller standards for serviced lots.

### 3.2.2 Lot Zones

Lots can vary in area and in dimensions. Lot frontage (the length of the lot line along the road) is typically the key lot dimension that affects community character, as well as the amount of infrastructure required to service each lot. The Land Use By-law contains “lot zones” that establish the standards for lot area and frontage when creating new lots. In this way the character of the various areas of Lunenburg can be reinforced.



**Policy 3-1:** Council shall, through the Land Use By-law, establish Lot Zones, shown on the Lot Zoning Map of the Land Use By-law, to establish standards for the subdivision of new lots. The Lot Zones shall generally conform to the following scheme:

- (a) Lot Zone 1 is intended to replicate the fine-grained lot pattern of development in and around Old Town. Lot Zone 1 shall contain maximum lot area and maximum lot frontage requirements to prevent large-scale consolidations that would fundamentally change the character of these areas.
- (b) Lot Zone 2 is intended to reflect the larger lots that can be found in New Town.
- (c) Lot Zone 3 is intended to enable relatively small lots in areas of new development in order to enable density and efficient use of services.
- (d) Lot Zone 4 is intended to provide very flexible lot requirements to accommodate sites with atypical development needs.

### 3.2.3 Flag Lots

“Flag lots” are lots in which the main body of the lot (the “flag”) is located behind other lots and is connected to the road frontage by a very narrow “pole”. This lot arrangement can allow for more efficient use of land, but raises concerns about servicing and emergency access. Additionally, the character of Lunenburg is very much founded on a strong grid of lots, contrary to the development character of flag lots. For these reasons, Council has elected to prohibit the creation of new flag lots.

**Policy 3-2:** Council shall, through the Land Use By-law, prohibit the creation of new flag lots.

## 3.3 Infrastructure

### 3.3.1 Introduction

Lunenburg’s public infrastructure includes the sewer and water systems, sidewalks, roads, and electric system. When new lots are created they will typically require some or all of this infrastructure. In existing developed areas of town, it is often simply a matter of the new lots tying in the infrastructure that is already there. From the Town’s perspective, this is ideal since it makes good use of existing assets. In non-developed areas of town, subdivision must be accompanied by an extension of at least some of this infrastructure; even if a lot is to be serviced by on-site septic and a well, it will still require some form of road access and likely electrical service. The processes for developing this new infrastructure, and the standards to which infrastructure is developed, are contained within the Subdivision By-law.



### 3.3.2 Sewer

The Town's sewer system consists of almost 22 kilometres of sewer line. Sewage drains downhill into one of nine pumping stations located at the low points of the community, and from there is pumped to the wastewater treatment plant located on Starr Street, near Back Harbour. Finally, treated effluent travels back along Starr Street and is released into Lunenburg Harbour.

The sewer system is essential to enabling sustainable growth in Lunenburg; however, the current system faces stresses from seawater infiltration and from excess treatment volumes caused by combined stormwater and wastewater pipes. The Comprehensive Community Plan contains a number of strategic actions related to upgrading the Town's sewer system, and this Municipal Planning Strategy and the Land Use By-law allocate growth opportunities to areas best supported by the current system.

Despite the challenges with the current sewer system, there is still capacity for growth in the near-term, and this growth will help support reinvestment in the system.

**Policy 3-3:** Council shall, through the Subdivision By-law, require all news lots with access to the central sanitary sewer system to connect to the system.

### 3.3.3 Central Water

The Town owns and operates a central water system with over 27 kilometres of pipe. The source water is Dares Lake, located in the Municipality of the District of Lunenburg. As a result, the Town does not have direct land use planning control over its source watershed. However, the Dares Lake Protected Water Area Regulations made under the *Environment Act* provide similar protections.

The Town's central water supply is a valuable asset, providing an abundant supply of clean, safe water. It also enables denser development because lots do not need to accommodate a well. However, the sustainable operation and upkeep of this community asset depends on utilizing the system to its fullest to spread costs among as many users as possible.

**Policy 3-4:** Council shall, through the Subdivision By-law, require all news lots with access to the central water supply system to connect to the system.

### 3.3.4 Service Extensions Outside of Town

The Town of Lunenburg is neighbours with the Municipality of the District of Lunenburg. Much of the land within the District adjacent to the Town boundary is undeveloped and, as of 2021, is not subject to land use controls (*e.g.* zoning) by the District. However, the Town has on occasion received requests from land owners to extend central services into the District to enable efficient development patterns that cannot be achieved with on-site services. While such extensions may occasionally be warranted, Council is hesitant to encourage "unplanned" development outside of the Town boundary and intends to develop a formal policy for servicing extensions. In the meantime, Council will consider such requests but only permit them when the benefits to the Town are clear.



**Policy 3-5:** Council shall, pending the adoption of a formal servicing extension policy, consider requests for sewer and water service extensions outside the Town boundary on a case-by-case basis. In evaluating such requests Council shall establish that there is a clear benefit to the Town if the extension is permitted. Such benefits may include, but are not limited to:

- (a) solving an environmental or health risk created by failure of existing on-site systems;
- (b) allowing the continuation of a development pattern for a development that is primarily within, and has clear transportation links to, the Town but which extends across the Town boundary into the District; or
- (c) enabling the establishment of a major employer which could not feasibly be located within the land base of the Town.

**Policy 3-6:** Council shall, when considering a request for service extensions outside the Town boundary, have regard for:

- (a) cost recovery to the Town for both capital and operational costs;
- (b) the effects on servicing capacity and serviceability of lands within the Town boundary; and
- (c) input from the Municipality of the District of Lunenburg.

### 3.3.5 On-site Services

Lunenburg is generally well-serviced by central sewer and water. Lots are required to connect to those services where they are available in order to make best use of those community investments. However, there are areas—particularly south of Lunenburg Harbour and also near the terminus of Green street—where central services are not yet available. In these cases, limited, rural-style development may be permitted on unserviced lots. Certain industrial users may also have operational processes or effluent streams that are better addressed by dedicated industrial treatment facilities.

**Policy 3-7:** Council shall, through the Land Use By-law, permit low-density residential uses; agricultural uses; recreational uses; and rural businesses, such as kennels, on unserviced lots in areas where central sewer and/or water are not available.

**Policy 3-8:** Council may, through the Land Use By-law, permit industrial uses to utilize private waste treatment facilities where the nature of the industrial use results in effluent streams that are inappropriate for the Town's central sewer system.

**Policy 3-9:** Provincial requirements for unserviced development shall take precedence over the minimum lot sizes established in the Land Use By-law.



### 3.3.6 Private Roads

Private roads, as the name suggests, are roads not owned by the Province or the Town. They are common in many areas of Nova Scotia as a means to access rural lands where municipalities do not want to be responsible for the cost of extensive roads, particularly cottage communities and forestry lands. However, private roads come with a number of challenges related to maintenance and emergency access. Council believes that in a small area such as Lunenburg the cost-savings benefit of allowing private roads is outweighed by the challenges they bring. As a result, Council has elected to prohibit the development of any new private roads.

**Policy 3-10:** Council shall, through the Subdivision By-law, prohibit the development of new private roads.

### 3.3.7 Public Streets and Sidewalks

Lunenburg's public streets strongly define the various areas of the community. The commercial areas of Old Town typically feature narrow streets with curbs and sidewalks, while the residential areas are still narrow but lack curbs or sidewalks. In New Town the streets are wider and typically do not have curbs or sidewalks. Both of these areas feature a strong grid pattern and well-connected streets. In contrast, Victoria Road is wide and winding, while the newer residential areas of town are more irregular and disconnected in their development pattern, with the occasional cul-de-sac.

The Town of Lunenburg owns most streets within the confines of the town boundaries; Highway 332 (bypassing the community to the north) is owned by the Province and a handful private roads currently exist. As the developed areas of town expand, new public streets will be required in order to provide access to these areas. This is an opportunity to create streets that reinforce the well-connected development pattern found in many areas of Lunenburg, while also supporting modern expectations for enabling barrier-free (accessible) travel throughout the community.

**Policy 3-11:** Council shall, through the Subdivision By-law, establish standards for new public streets that generally prioritize community character, connectivity, and access to land over the high-speed movement of traffic.

**Policy 3-12:** Council shall, through the Subdivision By-law, establish standards for the maximum distance between intersections and standards to discourage cul-de-sacs in order to promote connectivity throughout the community.

**Policy 3-13:** Council shall, through the Subdivision By-law, require planned subdivisions to preserve potential access points to abutting lands.

**Policy 3-14:** Council shall, through the Subdivision By-law, require sidewalks on all new streets.



## 3.4 Parks and Open Space

### 3.4.1 Introduction

Residents and visitors to Lunenburg have access to a good network of parks and open spaces. This includes the Lunenburg Academy grounds, the Victoria Road playground and tennis courts, the Townsend Block, a dog park, and more. The shoreline along Tannery Road is also a cherished open space for its clear and iconic view of Old Town. As the town grows there will be a need to acquire and develop additional parks and open space lands, while continuing to manage existing assets.

### 3.4.2 Public Open Space Dedication

The two main ways the Town can develop new public open space is to purchase lands, or to acquire lands through the subdivision process. The *Municipal Government Act* allows municipalities as part of the subdivision process to require a dedication of up to 10% land, cash, or combination of both for the purposes of parks and open space. Within Lunenburg there is a need for land for new parks in expanding areas of the community, and funds to reinvest in existing parks within the established areas of town. There is also a strong desire among the community to secure public access to the coast wherever possible. In light of these various needs, Council has elected to require a 10% dedication rather than default 5% dedication provided by the Act.

**Policy 3-15:** Council shall, through the Subdivision By-law, require subdividers of land with ocean frontage to transfer to the Town a public open space dedication of usable land which provides public access to the water and has an area of at least 10% of the area of new lots to be created.

**Policy 3-16:** Council shall, through the Subdivision By-law, require subdividers of land without ocean frontage and within areas with existing parks or parkland dedications to transfer to the Town a cash public open space dedication in the amount at least 10% of the assessed value of the lots to be created.

**Policy 3-17:** Council shall, through the Subdivision By-law, require subdividers of land without ocean frontage and within areas without existing parks or parkland dedications to transfer to the Town a public open space dedication of usable land with an area of at least 10% of the area of new lots to be created.

**Policy 3-18:** Council shall, through the Subdivision By-law, exempt from public open space dedication requirements subdivisions that create fewer than three vacant lots from an area of land, public road parcels, remainder lots, and certain classes of subdivision in which the primary intention of the subdivision is not for the purpose of land development.



# Chapter 4 - Land Use

## 4.1 Introduction

The way we use land, and the buildings located on that land, is a core aspect of a community's identity. It also affects the opportunities for shelter, services, employment, and recreation available in the community.

Different uses have different needs and different impacts. For example, residential uses can be sensitive to noise and odours, while commercial uses often have a need to be located in areas with higher traffic, which provides access to a greater number of potential customers. Land use planning has, over the past century, typically focused on creating defined areas for the different types of uses to minimize any potential conflict among them.

However, there are also often synergies to be gained by locating different uses near to one another. Being within walking distance of a nearby grocery store can be a significant benefit to a residential use, while industrial uses can benefit from having a large source of employees in close proximity. Lunenburg has traditionally featured such mixing of uses, with homes in Old Town located a stone's throw from sail makers, fishing wharves, food establishments, and more.

This Chapter establishes the policies for how and where various uses will be permitted in Lunenburg.

## 4.2 Use Zones and Future Land Use Map

### 4.2.1 Introduction

An eclectic mix of uses is one of Lunenburg's defining qualities. However, there is still variation in the use of different areas of town. The lower portions of Old Town feature shops, restaurants, galleries, hotels, distilleries, public services, parks, churches, and more, all mixed with residences of various scales. New Town and the northern areas of Old Town are dominated by residential uses. The stretch of waterfront below Bluenose Drive has a heavy tourism component, while areas to the east and west are very much focused on industry and the fishery, and the waterfront on the south side of Lunenburg Harbour is primarily recreational. Victoria Road, running west out of town, includes an institutional and recreational hub around the arena and Bluenose Academy, and a mix of commercial uses. Industrial uses are also located south of Victoria Road at the top of Hall Street. Finally, much of the western areas of town feature agricultural uses and undeveloped land, though residential development is increasing in this area.




## 4.2.2 Use Zones

Different areas of Lunenburg are appropriate for different types of uses, depending on the other existing uses in the area, availability of services, proximity to transportation options, and natural features. The Land Use By-law contains “use zones” that establish the types of use that are permitted in various areas of Lunenburg.

**Policy 4-1:** Council shall, through the Land Use By-law, establish Use Zones, shown on the Use Zoning Map of the Land Use By-law, to establish the uses permitted in different areas of Lunenburg. The Use Zones shall generally conform to the following scheme:

- (a) The Lower Density Residential Use (RL) Zone is intended to prioritize low-density residential uses, such as dwellings with up to two units; accessory dwellings; bed-and-breakfasts with up to six sleeping units; home-based businesses; and neighbourhood amenities, such as parks and trails.
- (b) The Medium Density Residential Use (RM) Zone is intended to enable medium-density residential uses, such as dwellings with up to four units; accessory dwellings; bed-and-breakfasts with up to six sleeping units; home-based businesses; rooming houses; residential care facilities; and neighbourhood amenities, such as parks and trails.
- (c) The Higher Density Residential Use (RH) Zone is intended to encourage higher-density residential uses, such as multi-unit dwellings and nursing homes; daycare centres; and uses permitted in other residential zones.
- (d) The Commercial Mixed Use (CM) Zone is intended to enable a wide range of commercial and institutional uses, as well as larger residential uses located on the upper floors of buildings or to the rear of the lot. Auto-oriented commercial uses, with the exception of body shops, shall be permitted.
- (e) The General Commercial Use (CG) Zone is intended to accommodate the traditional mixing of uses found in Old Town Lunenburg, including a wide range of commercial uses, institutional uses, and residential uses; however, auto-oriented commercial uses, such as gas stations and auto repair, shall not be permitted.
- (f) The Waterfront Use (W) Zone is intended to accommodate marine-related industrial uses; waterfront recreational uses, including marinas, boat rentals, and water access facilities; and tourism-related commercial and cultural uses.
- (g) The Industrial Use (M) Zone is intended to accommodate a wide range of industrial uses, including scrap yards and recycling depots; auto-oriented commercial uses; as well as restaurant uses and other amenities, such as parks and trails, that might serve employees of businesses in the Industrial Use Zone.



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- (h) The Marine Industrial Use (MM) Zone is intended to protect and support the “working waterfront” by permitting a range of industrial uses, government and emergency services uses, craft food and beverage production, and waterfront recreational uses, while limiting other uses.
  - (i) The Rural Use (RUR) Zone is intended to enable rural-type uses, such as agriculture and low-density residential uses (one to two units and accessory dwellings), until such time that services are available to support a more urban form of development.
  - (j) The Institutional Use (INS) Zone is intended to set aside land specifically for institutional uses, such as hospitals, emergency services, religious institutions, and government uses.
  - (k) The Parks and Recreation Use (PR) Zone is intended to set aside land specifically for parks and recreational uses, such as trails, playgrounds, recreation facilities, and urban agriculture. Take-out restaurants may also be permitted to serve users of these recreational spaces.

#### 4.2.3 Future Land Use Map

The Use Zones of the Land Use By-law establish a very specific list of uses that are permitted within various areas of Lunenburg. However, it may be reasonable to consider a shift in the permitted uses over time as the community evolves. This may be done in a reactionary manner when land owners come to Council with proposals for new uses of their land, or may be done in a visionary manner by establishing areas where the community expects—or wants—acceptable uses to change over time.


The Future Land Use Map establishes “Land Use Designations”. These Designations establish areas where similar Use Zones would be considered through changes to the Use Zoning Map of the Land Use By-law. For example, established areas of residential neighbourhoods in Lunenburg are often placed in the Lower Density Residential Use Zone. The Residential Designation recognizes that these lands might reasonably—after careful thought through the Land Use By-law amendment process—be appropriate places for other residential zones. However, an industrial zone is likely to be inappropriate in these areas and would require the much more onerous process of amending this Plan before an amendment to the Use Zoning Map of the Land Use By-law could be considered.

The Designations also establish areas where a transition in use may be appropriate over time. For example, residential areas abutting commercial areas might transition over time as commercial demand increases, but pre-emptively applying a commercial zone would fail to recognize the existing character of that area. Applying the Main Street Land Use Designation, for example, on these areas allows for easier consideration of new zoning as they evolve.



**Policy 4-2:** Council shall establish, on the Future Land Use Map, a series of Land Use Designations to guide the evolution of Use Zone placement over time. The Designations and the Use Zones permitted for consideration in each Designation are as follows:

- (a) The Residential Land Use Designation permits:
  - i. Lower Density Residential Use (RL) Zone
  - ii. Medium Density Residential Use (RM) Zone
  - iii. Higher Density Residential Use (RH) Zone
  - iv. Rural Use (RUR) Zone
  - v. Institutional Use (INS) Zone
  - vi. Parks and Recreation Use (PR) Zone
- (b) The Main Street Land Use Designation permits:
  - i. Commercial Mixed Use (CM) Zone
  - ii. Institutional Use (INS) Zone
  - iii. Parks and Recreation Use (PR) Zone
- (c) Downtown Commercial Land Use Designation permits:
  - i. General Commercial Use (CG) Zone
  - ii. Institutional Use (INS) Zone
  - iii. Parks and Recreation Use (PR) Zone
- (d) Waterfront Designation permits:
  - i. Waterfront Use (W) Zone
  - ii. Marine Industrial Use (MM) Zone
  - iii. Parks and Recreation Use (PR) Zone
- (e) Industrial Designation permits:
  - i. Industrial Use (M) Zone
  - ii. Institutional Use (INS) Zone
  - iii. Parks and Recreation Use (PR) Zone
- (f) Parks and Institutional Designation permits:
  - i. Institutional Use (INS) Zone
  - ii. Parks and Recreation Use (PR) Zone



**Policy 4-3:** Notwithstanding Policy 4-2, Council may initially establish Use Zone placements on the Use Zoning Map of the Land Use By-law in conflict with the Future Land Use Map in order to recognize existing uses of land; the Future Land Use Map will guide the preferred evolution of these lands in the future.

#### 4.2.4 Amendments to the Use Zoning Map

From time-to-time it may be appropriate to amend the Use Zoning Map of the Land Use By-law to modify the uses permitted on a property. This is typically done at the request of a property owner who has a specific plan in mind for their land. Such an amendment is a public process and includes a Public Hearing.

**Policy 4-4:** Council shall consider proposals to amend the Use Zoning Map of the Land Use By-law. Council shall not approve such an amendment unless:

- (a) the proposed Use Zone is consistent with Policy 4-2 and Schedule 'A', the Future Land Use Map of this Plan; and
- (b) Council is satisfied the proposal meets the general criteria for Land Use By-law map amendments, outlined in Policy 6-19.

### 4.3 Use Policies

#### 4.3.1 Residential Uses

Suitable housing is a fundamental need for all residents of Lunenburg. "Suitable" means housing that is of a size and function (*e.g.* barrier-free) that meets the needs of the resident(s), is well-maintained, and is affordable in relation to the residents' economic means. Residential uses also are, and will continue to be, one of the dominant uses of land within the town. The various residential neighbourhoods within Lunenburg vary in their scale and form, but they all contribute to meeting the needs of residents.

Lunenburg has a variety of types of existing housing, from single-detached units, to apartment housing above commercial uses in Old Town, to purpose-built condominium buildings. This existing housing diversity is a strength. However, as Lunenburg's population continues to change, housing needs will change too. Council, therefore, intends to provide for an even wider range of housing types to meet the needs of people at different life stages, households of various sizes and compositions, households with varying economic means, and the needs of the seasonal workers who are crucial to the town's tourism industry. Approaches to increasing housing diversity will include:

- Enabling "accessory dwellings", which are subordinate dwelling units located within other dwellings or within accessory buildings.
- "Pre-zoning" new lands for higher-density residential uses.



- Avoiding regulation of housing in any manner that is based on the nature of the relationship of occupants of a dwelling unit to one another; for example, treating the dwelling of a married couple the same as a dwelling providing staff housing to the staff of a restaurant.
- Enabling “grouped dwellings” within the town. These are multiple dwellings on one lot, and can be useful for bare-land condominiums, housing co-ops, or independent living options for seniors.
- Allowing supportive housing facilities, such as small-options homes and residential care facilities, as-of-right. These housing options provide important services for adults who benefit from living with the support of other adults and who may need specialized supports on either a part-time or full-time basis.

**Policy 4-5:** Council shall, through the placement of Land Use Designations and Use Zones, and through the list of permitted uses in each Use Zone, enable and encourage a diversity of residential uses to locate in Lunenburg.

**Policy 4-6:** Council shall, through the Land Use By-law, enable grouped dwellings by permitting multiple main buildings, with controls on parking and site design, in the Old Town/New Town 2, New Town 1, and Main Street Form Zones.

**Policy 4-7:** Council shall, through the Land Use By-law, enable small options homes in all Use Zones that permit lower-density residential uses and residential care facilities in all Use Zones that permit more than two residential dwelling units.

**Policy 4-8:** Council shall, through the Land Use By-law, permit rooming houses, in which individual rooms are rented to unrelated parties on a long-term (30 days or greater) basis, in any Use Zone that permits more than two residential dwelling units.

**Policy 4-9:** Council shall, through the Land Use By-law, permit accessory dwellings in detached accessory buildings and within the main building, subject to controls on size and location to ensure they remain accessory to other residential uses on the property. An accessory dwelling shall not count towards the number of dwelling units permitted on a lot.

**Policy 4-10:** Council may consider proposals for Bed & Breakfast uses larger than six sleeping units in the Lower Density Residential Use Zone, Medium Density Residential Use Zone, and Rural Use Zone by development agreement. Council shall not enter in to a development agreement for such proposals unless Council is satisfied the proposal meets the general criteria for evaluating development agreements, as set out in Policy 6-19.



### 4.3.2 Institutional Uses

Institutional land uses in Lunenburg exist in a variety of locations and land use contexts. The institutional focus of the town has long been the four-block central area reserved for public purposes at the time of settlement, bounded by Townsend, Cumberland, Cornwallis, and Hopson Streets. However, as the community and the needs of its institutions have grown, the areas accommodating institutional uses have changed.

A number of churches are situated in residential areas in Lunenburg but are not considered to be incompatible in any way; their location is regarded as a positive component of the town's historic character.

Most of the institutional uses in the Old Town are well established and the nearby residential neighbourhoods have adjusted well to their presence. Substantial expansion of these uses is limited in some cases by lack of available land and nearby residential uses. Other institutional uses, including the schools, cemeteries, and the Fisherman's Memorial Hospital are situated on larger parcels of land on the fringes of residential areas in Old Town and New Town and have considerable room for expansion should the need arise.

The distribution of institutional land uses throughout Lunenburg reinforces the fact that institutions serve an important function in community life and their continued maintenance and expansion will be encouraged.

**Policy 4-11:** Council shall, through the initial placement of the Institutional Use Zone, recognize existing institutional uses and enable the establishment of new institutional uses in areas where their potential impacts on surrounding uses are expected to be minimal. Existing institutional uses may initially be placed in a use zone other than the Institutional Use Zone in order to recognize and enable other uses that may already be present on the site or would be appropriate for the site.

### 4.3.3 Adaptive Reuse of Institutional Buildings and Sites

Institutional uses often create unique, landmark buildings that endure long after the institutional use itself has ceased. These buildings can sometimes be difficult to repurpose for other uses due to their very specific design, but when done well such repurposing can provide a long-term future for the building, and can also lead to some particularly special public or private spaces within the building. Council wishes to encourage investment in these buildings and will consider by development agreement proposals for their use not otherwise permitted in the applicable Use Zone.



**Policy 4-12:** Council may consider by development agreement proposals for adaptive reuse of former institutional buildings and sites, such as churches and schools, for uses not otherwise permitted in the applicable Use Zone. For greater clarity, the use may extend beyond the confines of the existing building provided any associated buildings or structures conform to the Form Zone and heritage requirements applicable to the site. Council shall not enter into such a development agreement unless Council is satisfied:

- (a) the proposal will lead to the preservation, enhancement, promotion, and (where needed) restoration of the building and in particular any character-defining elements;
- (b) the proposed use is appropriate for the site and compatible with surrounding uses, either by the fundamental nature of the use or by controls placed upon the use through the development agreement; and
- (c) the proposal is consistent with the general evaluation criteria for development agreements, as set out in Policy 6-19.

#### 4.3.4 Commercial Uses

Much of the commercial activity in Lunenburg is clustered in the lower half of Old Town, but there is also a commercial node at the intersection of Dufferin and Falkland, and a growing commercial area along the extent of Victoria Road. These areas account for a diversity of commercial uses that vary greatly in scale, from small galleries to large grocery stores. There are also small nodes of commercial activity in other areas of town, such as the motel on Masons Beach Road.

Lunenburg features a strong tradition of home-based businesses, and indeed the efforts of home-based business operators in Lunenburg resulted in changes to the provincial Building Code to recognize these operations and lower barriers to their development. Council is supportive of home-based businesses, and intends to allow them widely, with a few minor controls to ensure they remain compatible with surrounding residential uses.

An important commercial topic in recent years has been tourist accommodations. Lunenburg features many B&Bs, small inns, hotels, and motels. With the rise of online rental platforms, Lunenburg has also seen an increase in the use of residential dwellings for accommodation purposes. These “short-term rentals” provide popular accommodation options and can help homeowners with the affordability of their property, but they also raise concerns about loss of housing stock and conflicts from a high level of occupant turnover in otherwise stable neighbourhoods. From a land use planning perspective, there are limited tools available to effectively regulate various aspects of short-term rentals (*e.g.* duration in a year, ownership). As a result, Council intends to permit them on a limited scale using the land use planning tools available, and explore options for other regulatory tools to control the other aspects of this use.



**Policy 4-13:** Council shall, through the initial placement of Land Use Designations and Use Zones, and through the list of permitted uses in each Use Zone, enable and encourage a diversity of commercial uses to locate in Lunenburg, with consideration for the potential impacts of commercial operations on surrounding uses.

**Policy 4-14:** Council shall, through the Land Use By-law, permit home-based businesses in any Use Zone that permits dwellings, and shall include limits on the size, number of non-resident employees, and types of commercial uses that will be permitted for home-based businesses.

**Policy 4-15:** Council shall, through the Land Use By-law, permit short-term rentals in all Use Zones that permit dwellings, but shall limit them to one per lot and shall not permit them within accessory dwellings or accessory buildings.

#### 4.3.5 Industrial Uses

Industrial activity in Lunenburg occurs primarily on the Front Harbour waterfront with most of this activity related to the shipping and fishing industries. Attempts at attracting new industry into the town are frustrated by the lack of land suited for industrial uses. The waterfront offers very limited additional industrial development potential; however, continued industrial use of the waterfront will be accommodated and encouraged.

A large site located between Starr Street and the railway tracks has been in the past designated as an industrial site; however, high site preparation costs resulting from poor subsoil conditions has discouraged development of this area. Much of the land here is now owned by the Town, with a portion utilized for the Town's sewage treatment plant. As identified in the Comprehensive Community Plan, the remaining lands may be appropriate for a "sustainable energy district", such as large-scale solar generation, the installation of which is relatively flexible and able to be done on difficult soil conditions.

Other sites suited to industrial uses are limited due to the existing land use pattern and topography. A site southwest of Bluenose Academy is currently utilized for aerospace manufacturing, with additional lands available for expansion or additional industrial use. However, a limiting factor for large scale expansion in this area is inadequate water pressure for fire protection above 20 metres (65 ft.) in elevation. The initial placement of the Industrial Use Zone in this area recognizes these limitations; however, the larger area is identified for industrial use on the Future Land Use Map of this Plan to allow for easy conversion to industrial lands as water services improve.

**Policy 4-16:** Council shall, through the initial placement of Land Use Designations and Use Zones, and through the list of permitted uses in each Use Zone, support existing industrial operations in Lunenburg and establish lands for new operations where they can be adequately serviced and where impacts on neighbouring uses are expected to be acceptable.



### 4.3.6 Heavy Industry

Heavy industrial uses include those that deal with extremely hazardous materials or have the potential to be obnoxious due to factors such as fumes or noise. Given the small land area within Lunenburg it would be quite challenging to locate them within the town without unacceptably impacting surrounding uses. However, there may be rare cases in which such a use is both desirable to locate within the town boundaries and in which the risk of impacts could be adequately minimized through careful design and operational procedures. Council is open to considering such cases, but will only accept them if a strong need and benefit can be identified, and the risks of impacts minimized.

**Policy 4-17:** Council shall consider by development agreement proposals to establish heavy industrial uses in the Industrial Use Zone and the Marine Industrial Use Zone. Council shall only enter into development agreements for such proposals if:

- (a) there is a clear need for the proposed use and a clear benefit to the Town and residents of Lunenburg in having the use locate within town boundaries;
- (b) potential impacts related to the use including, but not limited to, noise, smell, truck traffic, light, and risk of fire or other accident can be adequately addressed in the provisions of the development agreement; and
- (c) the proposal is consistent with the general evaluation criteria for development agreements, as set out in Policy 6-19.

### 4.3.7 Other Uses

Lunenburg's residences, businesses, and institutions are supported by a number of other land uses. Particularly important are parks, conservation lands, trails, and other recreation options, and Council wishes to encourage these uses to locate and expand throughout all of town.

Although Lunenburg is very much an urban community with a distinct urban settlement pattern and urban uses, there are areas that are rural in character within the Town boundary. Although some of this rural land is unused, there are also active agricultural uses, such as pasture land and hay fields and some scattered residential development. Many of these activities are located on agricultural soils classified as "Class III", which are generally considered good soils and are identified as valuable soils within the Provincial Statement of Interest on Agricultural Lands. Council recognizes the existence of these Class III soils and the existing rural uses upon them, and intends to continue to accommodate these agricultural activities as long as they desire to continue operating. However, when balanced against the Statements of Provincial Interest on Infrastructure and Housing, Council believes that it is appropriate—and indeed desired—to enable the development of these Class III lands in the future. Such development would enable additional housing options and make efficient use of existing services, while reducing pressure on other agricultural lands that are not within the limited area of town boundaries.





In addition to the existing traditional agriculture, there is a growing interest (or perhaps re-discovery) in Lunenburg around so-called “urban agriculture”, the practice of implementing agricultural activities on a smaller scale in urban settings. This might include community vegetable gardens, or even the keeping of bees or chickens on a very limited scale. Council intends to enable these activities, but with reasonable limitations to minimize conflicts with other urban uses.

Finally, there is growing interest in renewable energy on a local scale, such as solar panels and wind turbines on homes or even as small commercial operations. Council is generally supportive of these efforts to improve the sustainability of the community and will enable the development of such structures; however, with the limited land area in Lunenburg and the resulting inability to provide large separation distances from other uses, Council does not believe large wind turbines to be an appropriate use of land in the town and will not permit them.

**Policy 4-18:** Council shall, through the Use Zones of the Land Use By-law, widely permit parks, trails, conservation uses, and public recreation opportunities.

**Policy 4-19:** Council shall, through the Land Use By-law, continue to enable agricultural practices and similar rural activities through the application of the Rural Use Zone in the more rural areas of Lunenburg until such time as services become available to enable the efficient development of these lands.

**Policy 4-20:** Council shall, through the Land Use By-law, enable urban agricultural uses, including the small-scale keeping of chickens and bees, with limits to control their impact on neighbouring uses.

**Policy 4-21:** Council shall, through the Land Use By-law, permit solar energy systems as an accessory use in all Use Zones, and as a main use in the Industrial Use Zone and Rural Use Zone.

**Policy 4-22:** Council shall, through the Land Use By-law, permit domestic-scale wind turbines as an accessory use.

## 4.4 Non-conforming Uses

### 4.4.1 Introduction

The current structure of municipal land use planning is a relatively new tool in relation to the age of Lunenburg as a community. Municipal land use planning also changes over time, with planning rules updated, deleted, or added as the needs of the community evolve. This means that there are uses within Lunenburg that were established long before municipal land use planning, or were established under older rules but would not be permitted under today’s planning rules. These uses are known as “non-conforming”, and the *Municipal Government Act* provides some protections for these uses in recognition of the investment that owners have made.



#### 4.4.2 Recommencement of Non-conforming Uses

The *Municipal Government Act* allows non-conforming uses to continue, and also allows them to recommence if they are discontinued for a period of less than six months. This supports existing investments in land uses, but enables a transition to compliance with contemporary planning rules when a non-conforming use is no longer operated. Council is generally supportive of this approach, but feels that six months is not necessarily enough of a grace period. As a result, Council intends to extend the allowance period for the recommencement of non-conforming uses.

**Policy 4-23:** Council shall, through the Land Use By-law, allow for the recommencement of non-conforming uses up to 12 months after they are discontinued.

#### 4.4.3 Extension or Change of Non-conforming Use

Generally, the intention of making a use non-conforming is to see it transition over time to meet contemporary expectations for the site. However, Council recognizes there may be occasional situations in which it is actually desirable to allow a non-conforming use to expand or to convert to another use that would similarly be non-conforming but result in an overall improvement to the area. Council does not take such expansions or changes lightly and, as a result, will only consider them by development agreement.

**Policy 4-24:** Council shall consider proposals to expand a non-conforming use or to change a non-conforming use to another non-conforming use by development agreement, subject to Policy 4-25 and the development agreement policies of Section 6.4.

**Policy 4-25:** Council shall not enter into development agreement to expand a non-conforming use or to change a non-conforming use to another non-conforming use unless Council is satisfied:

- (a) the proposal is not prohibited under any other policies of this Plan;
- (b) the proposal improves, or at least does not worsen, the effects of the non-conforming use on the surrounding area, including, but not limited to, effects related to traffic, noise, odours, dust, and light trespass; and
- (c) the proposal meets the general evaluation criteria for development agreements in Policy 6-19.



## 4.5 Parking

### 4.5.1 Introduction

The development of new land uses necessitates travel between those uses. While Lunenburg's well-connected blocks and dense development patterns make walking easier than many other Nova Scotian communities, a large proportion of trips are still taken by automobile or bicycle, which ultimately creates a need for parking.

### 4.5.2 Automobile Parking Requirements

Most land use planning documents in Nova Scotia implement "minimum parking space requirements" for development. The intention is to avoid having uses—particularly commercial uses—offload the cost and burden of providing parking onto the surrounding neighbourhood.

However, much of Lunenburg was designed and built prior to the invention of the automobile. The result is that the older areas of town were not built with the automobile in mind, and many properties do not have on-site parking. Rather, automobiles typically park on the street or in central parking lots. While parking demand can be high in the summer tourism months, accommodating on-site parking in the older areas of Lunenburg would necessitate the demolition of buildings, which is clearly contrary to good community development. Instead, the Comprehensive Community Plan recognizes that the public provision of parking is a desirable alternative to destroying the building fabric of these areas, and contains recommendations related to improving street parking and off-site parking lots.

Outside of Old Town and New Town, parking demand is typically related to residential, institutional, and industrial uses. These are uses that benefit from being able to establish their own parking requirements; institutional and industrial parking requirements vary widely based on the specific nature of the use and are difficult to accurately capture in regulation, while residential developers have a strong incentive to provide adequate parking to meet the needs of their target market.

The one primary area outside of Old Town and New Town where parking demand is driven by commercial establishments is Victoria Road. However, lots in this area are quite large and Council has no concerns about business owners having to make a trade-off between increasing the commercial floor area and implementing adequate parking to meet their needs; in other words, there is little need to force commercial owners in this area to provide adequate parking to avoid spillover effects in the immediate neighbourhood.

For this variety of reasons, Council has elected to not establish minimum automobile parking requirements in the Land Use By-law.



### 4.5.3 Bicycle Parking Requirements

Contrasted to automobile parking, bicycle parking requires little space, but is often seen by property owners as an afterthought or unnecessary luxury. However, bicycle use is growing in Nova Scotia and specifically in Lunenburg for both leisure and utilitarian purposes. Bicycle tourism is also an emerging opportunity, with provincial initiatives such as the Blue Route bicycle network building an essential foundation of infrastructure and awareness. While bicycles can often be parked in a wide range of environments, *ad hoc* solutions to parking suggest to cyclists that they are not valued, and can also lead to bicycles locked to street trees (damaging them) or in areas that block safe pedestrian movement. Additionally, with a rise in electric bicycles and expensive touring bicycles (some of which can cost more than a used car) there is a need for safe, secure bicycle parking options. Council, therefore, has elected to implement basic requirements for bicycle parking.

**Policy 4-26:** Council shall, through the Land Use By-law, implement minimum requirements for bicycle parking space numbers and quality.

# Chapter 5 - Community Form & Heritage




## 5.1 Form Zones

### 5.1.1 Form Zones

Lunenburg is strongly defined by the various forms of its buildings, with its evolution over time evident in the scale and positioning of buildings in different areas of town. The Land Use By-law contains “form zones” that recognize existing community form and help to guide new development in a manner that matches the surrounding context, as well as establish standards for form in the expansion areas of town.

**Policy 5-1:** Council shall, through the Land Use Bylaw, establish Form Zones, shown on the Form Zoning Map, to establish standards for building form, building placement, site design, and signage. The Form Zones shall generally conform to the following scheme:

- (a) The Old Town 1 Form Zone is intended to protect the integrity of the core commercial district within the lower blocks of the Old Town Lunenburg rectangular street grid established in 1753.
- (b) The Old Town 2 Form Zone is intended to safeguard the tightknit residential development pattern within the upper blocks of the Old Town Lunenburg rectangular street grid established in 1753.
- (c) The Old Town/New Town 1 Form Zone is intended to maintain the residential development pattern of the parts of Lunenburg that were subdivided from the Common in 1862 & 1878 and enable new subdivisions to emulate said development pattern.
- (d) Old Town/New Town 2 Form Zone is intended to maintain the development character of neighbourhoods developed between 1950 and 1980 and enable new subdivisions to emulate said development pattern.
- (e) The New Town 1 Form Zone is intended to enable medium density residential development in multi-story building forms.
- (f) The Main Street Form Zone is intended to create a main street character with a multi-storey street wall and with an active ground floor close to the sidewalk.
- (g) The Marine Form Zone is intended to maintain the distinct character of a working waterfront with its fishing, shipbuilding, and interpretive tourism operations.
- (h) The Community Form Zone is intended to provide spatial conditions that acknowledge the heightened importance of institutions in the community.

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- (i) The Industry Form Zone is intended to enable building forms for industry to flourish while minimizing undue impact on surrounding neighbourhoods.
  - (j) The Rural Form Zone is intended to enable building forms conducive to agricultural enterprise.
  - (k) The Shoreline Form Zone is intended to enable small scale structures associated with fishing and boating, primarily in the Back Harbour.

## 5.2 Coastal Development

### 5.2.1 Introduction

Lunenburg's history and future are intimately tied to the coast. The town was settled and built up from the water's edge, and has long been dependent on shipbuilding and the fishery. In recent decades tourism—often tied to the coast—has also become prominent. It is now known that climate change, combined with coastal subsidence, is causing sea levels in Nova Scotia to rise. Current modeling suggests that sea levels in Lunenburg could be 0.83 metres higher than they are now by the year 2100. When combined with storm surge, these rising water levels present a very real risk to coastal development. We must, therefore be mindful of these risks when planning for the future.

### 5.2.2 Flood Risk Areas

High-resolution elevation mapping, when combined with the sea level rise projection above and a storm surge equivalent to Hurricane Juan, shows the areas of Lunenburg vulnerable to coastal flooding. This includes much of the Back Harbour waterfront north of the trail, the northern shore of Lunenburg Harbour below Bluenose Drive, and the western shore of Lunenburg Harbour up to Tannery Road. If nothing changes in terms of infrastructure between now and 2100, a particularly bad storm could even cause flooding up into the low-lying areas between Victoria Road and Green Street.

In some communities, avoiding these coastal flood risks would simply be a matter of prohibiting all new development within areas of potential flooding. However, Lunenburg very much depends on access to the water for industry, tourism, and as part of the community's heritage. A more nuanced approach is therefore warranted.

**Policy 5-2:** Council shall, through the Land Use By-law, establish a Flood Risk Area Map identifying areas of Lunenburg at an elevation lower than 3.2 metres relative to the Canadian Geodetic Vertical Datum of 2013 (CGVD2013), which are areas modelling shows are at risk from coastal flooding due to sea level rise and storm surge to the year 2100.



**Policy 5-3:** Developers of new development within areas identified on the Flood Risk Area Map shall be required to acknowledge the risks of coastal flooding to development and to reduce the potential impacts of coastal flooding on the development by:

- (a) locating habitable areas above the 3.2 metre (GCVD2013) elevation;
- (b) providing safe containment for potential water pollutants (oils, etc.) in the case of a flood; and
- (c) locating vulnerable infrastructure (such as electrical and mechanical systems) above the 3.2 metre (CGVD2013) elevation.

## 5.3 Heritage and Architectural Control

### 5.3.1 Introduction

Lunenburg has a distinct heritage rooted in the Germanic origins many of its first European settlers, its unique architectural character, and its historical association with the growth of the Atlantic fishery and the bygone age of sail. This strong heritage is recognized as an important element of community life, important not only to residents of the Town but to the growing tourism industry as well. The term "heritage" encompasses many things, from vernacular forms of speech, to local food, traditional skills, crafts, and means of livelihood, and the historic built environment.

The Town's architectural character is perceived as being a particularly important component of its heritage and Council has taken a number of initiatives to conserve, maintain, and improve that character.

In 1981, the Heritage Property By-law was first adopted under the *Heritage Property Act*, enabling Council to designate historic buildings, streetscapes, and areas in the Town and to control any substantial alteration to them. Implementation of the By-law began in 1982 when research was undertaken to document the historic and architectural character of the Town. This research culminated, in February 1984, in the publishing of an inventory of historic buildings, which laid the groundwork for subsequent designations of Municipal Heritage Properties under the Heritage Property By-law.

In 1991, Lunenburg received the distinction of having Old Town designated as a National Historic District.



In 1994, with the assistance of the Provincial Department of Housing and Municipal Affairs and a consultant, a background study was undertaken on the possible establishment of the Old Town as a heritage conservation district under the Heritage Property Act, with the district consisting of the National Historic District plus adjacent historic areas. A working group of residents assisted in the preparation of a draft conservation plan and bylaw that included policies restricting demolition of historic (pre-1940) buildings and design guidelines for new buildings, alterations to existing buildings, and signs, fences, and utility structures. The establishment of the heritage conservation district was also intended to qualify property owners for conservation assistance programs available from the provincial government.

In 1995, the Old Town was designated as a World Heritage Site by the United Nations Educational, Scientific and Cultural Organization (U.N.E.S.C.O.).

In 1996, following the Five-Year Review, limited architectural controls were introduced into the municipal planning strategy and land use bylaw. Three architectural control areas were established, one encompassing the Old Town National Historic District / World Heritage Site, another in the Dufferin Street and Falkland Street area, and a third in the Tannery Road area. Within these areas, architectural controls regulated the design of new main buildings and alterations to pre-1920 main buildings.

In 1997, with assistance from the Federal and Provincial Governments, the Town commissioned a Strategic Plan for conservation and management of the Town as a World Heritage Site. The resulting Lunenburg World Heritage Community Strategy, adopted by Council in 1998, identified numerous initiatives relating to cultural preservation and economic development. It also affirmed the need for the establishment of a heritage conservation district, comprehensive architectural controls, and financial incentives. In early 2000, following formal notification of all affected property owners, the heritage conservation district was established and the conservation plan and bylaw were adopted by Council.

In 2021 Council initiated a project to review the Heritage Conservation District Plan and By-law and Architectural Control Areas.





### 5.3.2 Heritage Conservation District and Architectural Control Areas

Council recognizes the potential social and economic benefits of preserving the heritage of Lunenburg and is committed to its protection. The designation of the Old Town as a National Historic District and World Heritage Site also imposes upon Council significant responsibility for its protection and management as a cultural resource of national and international importance. At the same time, Council recognizes that the Town is a living community, not a museum, and that architectural change must be accommodated.

In order to ensure the protection of Lunenburg's built heritage, Council has adopted a three-fold approach to architectural control:

- Voluntary designation of individual Municipal Heritage Properties under the Heritage Property By-law.
- Establishment of architectural control areas in the Dufferin Street, Falkland Street, and Tannery Road areas, with limited architectural controls implemented through the Land Use By-law. These architectural controls will continue the regulatory approach originally adopted in 1996 with the exception that the cut-off date for architectural reference is 1940. Within the architectural control areas, architectural controls will apply only to new main buildings and alteration of pre-1940 main buildings.
- Establishment of a heritage conservation district comprised of the Old Town National Historic District & World Heritage Site and adjacent historic areas, with architectural controls implemented through the policies and design guidelines of the conservation plan and bylaw.

**Policy 5-4:** Council shall, align the Municipal Planning Strategy and Land Use By-law with the Old Town Lunenburg Heritage Conservation District Plan and By-law to ensure the conservation of Old Town Lunenburg Heritage Conservation District.

## 5.4 Non-conforming Structures

### 5.4.1 Introduction

Like non-conforming uses (see Section 4.4) there are many buildings and other structures that were built in Lunenburg prior to contemporary planning requirements, or were built under previous planning rules that are no longer in effect. This results in “non-conforming structures” when they do not meet current planning regulations, such as minimum setbacks, and the *Municipal Government Act* provides some protection and flexibility for these structures.



#### 5.4.2 Expansion and Reconstruction of Non-conforming Structures

The *Municipal Government Act* provisions allow for expansion of residential structures provided they do not further increase the non-conformity. For example, the owner of an existing house that violates the current regulations regarding minimum front setbacks may still add an addition to the rear of the house since this would not change how the building interfaces with the minimum front setback. However, no such flexibility is provided in the Act for non-residential structures.

The Act also permits non-conforming residential structures to be reconstructed if they are destroyed by fire or otherwise. For non-residential structures this permission to rebuild is only provided if less than 75 percent of the market value of the structure is destroyed.

In light of the number of commercial and industrial buildings in Lunenburg that predate contemporary planning, Council wishes to extend similar flexibilities to non-residential structures as enjoyed by residential structures.

**Policy 5-5:** Council shall, through the Land Use By-law, permit the expansion of non-conforming structures provided the expansion does not further increase the non-conformity.

**Policy 5-6:** Council shall, through the Land Use Bylaw, permit a non-conforming structure to be rebuilt, replaced, or repaired, if destroyed or damaged by fire or otherwise, if it is substantially the same as it was before the destruction or damage.

### 5.5 Signage

Signage plays an important role in Lunenburg. It helps people find the places they want to go, and helps businesses attract customers. However, signage that is too large or too abundant can overwhelm the visual quality of the community, or even present a hazard. It is, therefore, important to have reasonable regulations on the size, number, and placement of signs in Lunenburg.

**Policy 5-7:** Council shall, through the Land Use By-law, establish regulations for the size, number, and placement of signs in keeping with the intended character of each Form Zone.

**Policy 5-8:** Council shall, through the Land Use By-law, establish classes of signs that are permitted, classes of signs that are prohibited, and classes of signs that are exempt from the signage regulations.

# Chapter 6 - Implementation & Review



## 6.1 Administration

### 6.1.1 Context

This Municipal Planning Strategy is a policy document that sets out the vision, goals, and policies for development and land use in the Town of Lunenburg. This Plan and its associated By-laws are enabled by, and are consistent with, Parts 8 and 9 of the *Municipal Government Act*.

### 6.1.2 Document Administration

This document and the Land Use By-law are structured for easy reference and to easily track changes over time. The text below outlines the structure for referencing differing elements of this Plan:

- 1 – Chapter
- 1.1 – Section
- 1.1.1 – Subsection
- 1.1.1 (a) – Clause
- 1.1.1 (a) (i) – Subclause

When amending this Plan or the text of the Land Use By-law, the Town will use the following practices:

- The date, general nature of the change, and reference file or project will be noted in the changelog at the beginning of the document.
- Each record in the changelog will be given a reference number prefaced with the letters, “CHG”.
- Deleted text will be replaced with the text, “DELETED” and the reference number for the appropriate record in the changelog. Subsequent text will not be renumbered.
- Additions or substitutions will be bolded with the reference number for the appropriate record in the changelog following in brackets.
- If additions would normally require the renumbering of following text, the “highway interchange” system will instead be used. A capital letter will be added to the numbering to differentiate the new text from the previous numbering. For example, Subsection 1.1.2A would be used between Subsections 1.1.2 and 1.1.3.



### 6.1.3 Policy Statements

Policy statements of Council are separate from the above document structure and are denoted by the text, "POLICY #-#". All contents of this Plan not contained within a Policy are considered preamble, and may be used to help interpret the intent of Policy statements if the statements are found to be ambiguous or unclear.

**Policy 6-1:** Official Council Policies are denoted in this Plan by the text, "POLICY #-#", with the number signs replaced by the appropriate policy number.

### 6.1.4 Language

The policies of this Plan are written to be as clear and precise as possible. As a result, some words have specific, defined meanings.

**Policy 6-2:** In this Plan, the word "shall" takes the imperative, and indicates a duty to act. The word "may" takes the permissive, and indicates permission to act.

### 6.1.5 Effective Date

**Policy 6-3:** This Municipal Planning Strategy and implementing Land Use By-law shall come into effect on the date that a notice is published in a newspaper, circulating in the Municipality, informing the public that the planning documents are in effect.

## 6.2 Regional Cooperation

### 6.2.1 Consultation with Adjacent Municipality

This Municipal Planning Strategy and its associated By-laws apply only to lands within the Town of Lunenburg. However, activities that occur within the Town have the potential to affect lands within the Municipality of the District of Lunenburg. This may be direct, such as the generation of traffic or trespass of noise or odours across borders. It may also be indirect, such as through effects on the market for various types of development in neighbouring areas.

Council believes that it is important to consider the input of the Municipality of the District of Lunenburg when considering amendments to this Municipal Planning Strategy.

**Policy 6-4:** Council shall consult with the Municipality of the District of Lunenburg when:

- (a) adopting a new Municipal Planning Strategy to replace this one; and
- (b) when considering amendments to this Municipal Planning Strategy that would affect lands within 500 metres of the Town boundary.



## 6.3 Land Use By-law and Subdivision By-law

### 6.3.1 Adoption

The land use and development policies in this Municipal Planning Strategy are implemented through a Land Use By-law. This by-law uses a series of zones to establish lot standards, the permitted uses of land, and the form of buildings. In doing this, the Land Use By-law reflects the policies of this Municipal Planning Strategy. Council approves the Land Use By-law at the same time this Plan is approved.

The Subdivision By-law is another tool used by Council to implement this Plan. It sets out the requirements and processes for such things as subdividing land, creating streets, and providing recreational lands.

The Land Use By-law and Subdivision By-law are administered by a Development Officer appointed by the Town of Lunenburg. The Development Officer is responsible for issuing development permits in accordance with the Land Use By-law and for issuing subdivision approval in accordance with the Subdivision By-law.

**Policy 6-5:** Council shall adopt a Land Use By-law and Subdivision By-law consistent with the intent of this Plan.

**Policy 6-6:** Council shall appoint one or more Development Officers to administer the Land Use By-law and the Subdivision By-law and to issue and deny permits under the terms of these by-laws.

**Policy 6-7:** The Subdivision By-law shall:

- (a) apply to the whole of the Municipality;
- (b) ensure that any subdivision, with the exception of lots created using a variance or the provisions of Section 279 of the *Municipal Government Act*, conforms with the lot requirements contained in the Land Use By-law;
- (c) establish locations and standards for the development of public streets; water, sewer, and stormwater services; and other publicly owned infrastructure;
- (d) contain provisions for dedicating land or an equivalent value for parkland, playgrounds, and similar public purposes;
- (e) ensure the applicable requirements of the Provincial Subdivision Regulations are in effect; and
- (f) contain any other provisions needed to fulfill the intent of this Plan.



### 6.3.2 Variances

Section 235 of the *Municipal Government Act* gives the Development Officer the power to grant “variances” from the requirements of the Land Use By-law. The Act sets out the circumstances when such variances may be granted, the Land Use By-law provisions for which variances may be granted, and the process for granting such variances. The Act provides by default the ability to vary lot coverage, setbacks, lot frontage, and lot area. Additional variance categories may be enabled in a Municipal Planning Strategy. Council recognizes that occasionally challenging and unique development scenarios will arise as a result of Lunenburg’s long history, and intends to provide for a wider range of variances as a tool to enable solutions to these challenges.

**Policy 6-8:** Council shall, in accordance with Section 235 of the *Municipal Government Act*, permit the Development Officer to vary:

- (a) location and number of parking spaces required;
- (b) ground area of a structure;
- (c) height of a structure;
- (d) floor area occupied by a home-based business; and/or
- (e) height and area of a sign.

### 6.3.3 Amending the Text and Use Zoning Map of the Land Use By-law

Council recognizes it cannot foresee all possible types of development that might be acceptable in the Town in general, or on a specific piece of land. As such, there will be times when the Land Use By-law needs to be amended to accommodate a new development trend or specific development proposal.

Council also recognizes that it is possible to inadvertently make mapping errors in preparing the maps that accompanying this Plan and the Land Use By-law. Such errors may be in conflict with the policies in this Plan. Where such errors are discovered, Council may consider correcting them through amendments to the Use Zoning Map of the Land Use By-law.

**Policy 6-9:** Council shall amend the text of the Land Use By-law if the proposed amendment is consistent with this Municipal Planning Strategy and meets the general evaluation criteria for amending the Land Use By-law, as set out in Policy 6-19.



**Policy 6-10:** Council shall consider amendments to the Use Zoning Map of the Land Use By-law when the proposed map amendment is not specifically prohibited within this Plan and at least one of the following three conditions is true:

- (a) the proposed Use Zone is enabled by this Plan for use within the same Future Land Use Map designation;
- (b) a non-conforming use appears to have been created by an inadvertent administrative oversight in the Municipal Planning Strategy and Land Use By-law preparation process, resulting in a property being zoned inconsistent with stated policies in this Plan; or
- (c) notwithstanding the Use Zones permitted within a Future Land Use designation, the land to be rezoned is under 1,000 square metres in area and is abutting a Future Land Use Map designation that permits the proposed Use Zone. For clarity, land that abuts a right-of-way, such as a street, is considered to be abutting the designation on the other side of the right-of-way.

**Policy 6-11:** Council shall not amend the Use Zoning Map of the Land Use By-law unless Council is satisfied that:

- (a) the proposal is consistent with the description of the Use Zone in Policy 4-1 and any specific policies, if any, directing where it is appropriate to place the proposed Use Zone; and
- (b) the proposed Use Zone and the uses it permits meet the general criteria for amending the Land Use By-law, set out in Policy 6-19.



### 6.3.4 Amending the Lot Zoning Map of the Land Use By-law

In general, the initial placement of Lot Zones is intended to be a very deliberate choice as a means to shape the future character of Lunenburg. As such, amendments to the Lot Zoning Map are generally not to be considered without an amendment to this Plan. However, minor rounding out of Lot Zone boundaries may occasionally be appropriate and the establishment or closure of unique (*e.g.* industrial, institutional, open space) uses may require an amendment to implement or remove Lot Zone 4 from the Lot Zoning Map.

**Policy 6-12:** Council shall not amend the Lot Zoning Map of the Land Use By-law without an amendment to this Plan, except in the following situations:

- (a) Minor adjustments between abutting Lot Zones to better reflect the transition from one lot development pattern to the other.
- (b) Amendments to change the Lot Zone on a property to Lot Zone 4 when a proposed non-residential, non-commercial use requires this lot zone for efficient operations.
- (c) Amendments to change the Lot Zone on a property away from Lot Zone 4 to an abutting Lot Zone when the use that required Lot Zone 4 has ceased and the property is proposed to be redeveloped for other purposes.

### 6.3.5 Amending the Form Zone Map of the Land Use By-law

The initial placement of the Form Zones on the Form Zoning Map was conducted with much thought and as a reflection of the desired community structure identified in the Comprehensive Community Plan. Any wholesale changes to this structure should only be considered through a review of the Comprehensive Community Plan and, by extension, this Municipal Planning Strategy. However, it may be reasonable at times to consider minor adjustments to the Form Zoning Map as the community evolves or if a significant change in use dictates the need for a different—but compatible—form for buildings and the site.

**Policy 6-13:** Council may consider amendments to the Form Zoning Map of the Land Use By-law. Council shall not adopt such amendments unless Council is satisfied:

- (a) the proposal is consistent with the description of the Form Zones in Policy 5-1;
- (b) there is a clear need for the amendment to accommodate a proposed use for the land that is both acceptable for the location and that could not be accommodated within the confines of the existing Form Zone;
- (c) the proposed Form Zone enables a form for the site that is compatible with (though not necessarily identical to) the surrounding form; and
- (d) the proposal meets the general evaluation criteria for amending the Land Use By-law, set out in Policy 6-19.





## 6.4 Development Agreements

### 6.4.1 Context

A development agreement is a written legal agreement between the Town and a property owner. It “runs with the land”; hence, the terms of the agreement do not cease if the land is sold or if the property owner dies.

The development agreement is a mechanism through which Council can oversee the implementation of a development proposal that would not otherwise be permitted by the standards established in the applicable zone. This can allow a proposal to better fit the specific constraints or opportunities provided by a site.

A development agreement allows or limits the development to the use or types of uses actually proposed and outlined in the agreement. This allows Council to have a finer-grained level of control over the proposed development, and to implement specific measures to mitigate potential impacts. To change the development to another use that is not listed in the development agreement would require an amendment to the agreement, which would be evaluated against the policies in this Plan.

In accordance with the *Municipal Government Act*, the types of development that may be considered by a development agreement must be clearly identified in the Plan.

### 6.4.2 Adopting and Amending Development Agreements

**Policy 6-14:** Council shall consider entering into a development agreement where such an agreement is enabled by policies elsewhere in this Plan. Where Council approves a development agreement, the development agreement:

- (a) shall specify the development, expansion, alteration, or change permitted;
- (b) shall specify the conditions under which the development may occur; and
- (c) may set terms by which Council may amend or terminate and discharge the agreement.

**Policy 6-15:** Council shall not enter into or amend a development agreement unless Council is satisfied the proposed agreement is consistent with the enabling policy and the general criteria set out in Policy 6-19.



**Policy 6-16:** Council may specify conditions in the development agreement to bring the proposal into alignment with the enabling policy and the general criteria set out in Policy 6-19. Such conditions may include, but are not limited to, controls regarding:

- (a) servicing;
- (b) the type, location, and orientation of structures;
- (c) the architectural design of structures, including, but not limited to, bulk, scale, height, roof shape, building and cladding materials, and the shape and size and placement of doors and windows;
- (d) the provision of open space and amenities;
- (e) the type, size, and location of signage;
- (f) the type and orientation of exterior lighting;
- (g) management of solid waste, compost, and recycling;
- (h) pedestrian, bicycle, and vehicular circulation;
- (i) connections within the boundaries of the lot to existing or planned pedestrian, bicycle, and vehicular networks abutting the lot;
- (j) the location and number of bicycle and vehicular parking and loading spaces;
- (k) access for emergency vehicles;
- (l) the location and type of landscaping, including fences and other forms of screening;
- (m) stormwater management;
- (n) grading and erosion control;
- (o) the emission of noise, odour, light, liquids, gases, and dust;
- (p) the type of materials stored and/or sold on site;
- (q) hours of operation;
- (r) the phasing of development;
- (s) financial bonding for the construction and maintenance of components of the development, including, but not limited to, roads and landscaping;
- (t) mitigation measures for construction impacts;
- (u) time limits for the initiation and/or completion of development; and
- (v) all other matters enabled in Section 227 of the *Municipal Government Act*.



### 6.4.3 Legacy Development Agreements

There are a number of development agreements in the Town of Lunenburg that were adopted prior to this Plan. These agreements are legal contracts that continue to remain in force subject to the terms outlined in the agreement. However, the policies under which these agreements were considered are often no longer in force, so evaluating any proposed amendments to these agreements can be challenging.

Council may conduct a comprehensive review of existing development agreements to determine if they can be discharged or possibly brought into alignment with this Plan. Pending this review, amendments to existing development agreements will be governed by the following policies:

**Policy 6-17:** Council shall consider non-substantive amendments to development agreements adopted on or prior to July 27, 2021 subject to the criteria for non-substantive amendments outlined in the particular development agreement and subject to Policy 6-19 of this Plan.

**Policy 6-18:** Council shall only consider substantive amendments to development agreements adopted on or prior to July 27, 2021 if the proposal is specifically enabled by, and is consistent with, a policy of this Plan.



## 6.5 General Evaluation Criteria

### 6.5.1 Amending the Land Use By-law & Entering into Development Agreements

Amendments to the Land Use By-law and the entering into of development agreements are processes that require careful thought. As such, Council has established a set of general criteria to consider when evaluating all Land Use By-law amendments and development agreement proposals.

**Policy 6-19:** Council shall not amend the Land Use By-law or enter into a development agreement unless Council is satisfied the proposal:

- (a) is consistent with the intent of this Municipal Planning Strategy;
- (b) does not knowingly conflict with any Town or Provincial programs, by-laws, or regulations in effect in the municipality;
- (c) is not premature or inappropriate due to:
  - i. the ability of the Town to absorb public costs related to the proposal;
  - ii. impacts on existing drinking water supplies, both private and public;
  - iii. 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;
  - iv. the creation of excessive traffic hazards or congestion on road, cycling, and pedestrian networks within, adjacent to, or leading to the proposal;
  - v. the adequacy of fire protection services and equipment;
  - vi. the adequacy and proximity of schools and other community facilities;
  - vii. impacts on UNESCO World Heritage Site statements of outstanding value;
  - viii. the creation of a new, or worsening of a known, pollution problem in the area, including, but not limited to, soil erosion and siltation of watercourses;
  - ix. site-specific climate change risks;
  - x. the potential to create flooding or serious drainage issues, including within the proposal site and in nearby areas;
  - xi. impacts on known habitat for species at risk;
  - xii. impacts on the navigability and environment of Lunenburg Harbour;
  - xiii. the suitability of the site in terms of grades, soil and geological conditions, the location of watercourses and wetlands, and proximity to rights-of-way; and
  - xiv. land use conflicts that could place limits on existing operational procedures at existing businesses.



## 6.6 Monitoring and Updating this Plan

### 6.6.1 Plan Reviews

Good plans are not set in stone. While every effort has been made to be thorough in the preparation of this Municipal Planning Strategy, things can change. The assumptions under which this plan was made, the technologies and land use issues of the day, and the values of community members will all change over time. This Plan must be monitored and periodically reviewed and updated to remain effective.

**Policy 6-20:** Council shall initiate a brief housekeeping review of this Municipal Planning Strategy within two years of its adoption. The intent of this review is solely to identify errors and omissions.

**Policy 6-21:** Council shall initiate a review of this Municipal Planning Strategy following the five-year review of the Comprehensive Community Plan. The intent of this review is to align the Municipal Planning Strategy with any new priorities and actions arising from the Comprehensive Community Plan review.

### 6.6.2 Municipal Planning Strategy Amendments

This Municipal Planning Strategy may be amended from time to time; it is not necessary to wait for a formal review. The amendment process involves such things as public participation, notification of the adjacent municipality and the Provincial Director of Planning, newspaper notices of the intention to amend, a public hearing, and review by the Province. The specific process is set out in the *Municipal Government Act*. Council may initiate an amendment arising from an internally-identified need, or from a request from a member of the public. However, Council is under no obligation to approve a Plan amendment unless the current Plan conflicts with the *Municipal Government Act*.

**Policy 6-22:** Council shall consider an amendment to this Municipal Planning Strategy, including as necessary Schedule 'A', the Future Land Use Map, when:

- (a) any policy intent is to be changed;
- (b) a proposed amendment to the maps or text of the Land Use By-law or Subdivision By-law is in conflict with this Plan and there are valid reasons for the amendment;
- (c) incorporation of a detailed secondary area strategy into this Plan is desired; or
- (d) this Municipal Planning Strategy is found to be inconsistent with the *Municipal Government Act* or the Statements of Provincial Interest.

