



AGENDA

Town of Lunenburg Special Council Meeting

Tuesday, November 17, 2020 at 6:00 p.m.

Town Hall/ Zoom YouTube Live Broadcast

1. Call to Order – Mayor Risser.
2. Acknowledgement of Mi'kma'ki the ancestral and unceded territory of the Mi'kmaq People – Mayor Risser.
3. Agenda - motion to approve.

Motion: moved by _____, seconded by _____ to approve the agenda.

4. November 10 and 12, 2020 Council Meeting Minutes – motion to approve.

Motion: moved by _____, seconded by _____ to approve the November 10 and 12, 2020 Council meeting minutes.

5. Public Hearings, Presentations and Questions
6. Correspondence, Petitions and Proclamations consideration
7. Business Arising from the Minutes/Unfinished Business
8. Committee Meeting Minutes, Recommendations, Reports and Notices of Motion
9. New Business
 - a. Comprehensive Community Plan and 35 actions selected for the Five-Year Implementation Plan – staff report and motions to approve.

Motion: moved by _____, seconded by _____ to adopt the Comprehensive Community Plan.

Motion: moved by _____, seconded by _____ to establish that the Comprehensive Community Plan is the current strategic plan of the Town of Lunenburg. And further, the 35 actions items identified in the Comprehensive Community Plan, section 12.11 “Implementation and Monitoring” are the actions to be implemented focusing on priorities for the first five years.

Motion: moved by _____, seconded by _____ that the Comprehensive Community Plan is recognized as the Town’s current strategic plan which shall supersede and replace the previously completed Town strategic plan.

Motion: moved by _____, seconded by _____ that the first quarterly progress report to Council regarding the Comprehensive Community Plan is due March 2021. Following which, additional quarterly reports will be prepared.

10. Adjournment – Mayor Risser.

Agenda items awaiting staff reports, etc. for further consideration

<u>Agenda Item</u>	<u>Department</u>	<u>Council Meeting Assigned</u>	<u>Status</u>
Blockhouse Hill development additional staff report	Corporate Services	August 25, 2020	Additional planning and development options report being prepared
Anti-racism Special Committee membership and draft terms of reference	Corporate Services	August 25, 2020	Additional report regarding draft terms of reference and membership nomination update being prepared
Cultural Action Plan	Corporate Services	September 8, 2020	Staff report will be prepared about what the expectations of Town are and suggested resources
Solar Project Budget 2021/22 report	Public Works	October 13, 2020	Public Works is preparing a report for Council
Residential water meters implementation and rate application overview	Public Works	October 13, 2020	Public Works is preparing a report for Council

TOWN OF LUNENBURG COUNCIL MEETING AND SWEARING IN CEREMONY

TUESDAY, NOVEMBER 10, 2020 AT 6:00 P.M.

LUNENBURG FIRE HALL, 25 MEDWAY STREET

IN PERSON AND VIA ZOOM/YOUTUBE LIVE BROADCAST

PRESENT: Mayor Matt Risser
Councillor Jenni Birtles
Councillor Melissa Duggan
Councillor Stephen Ernst
Councillor Ed Halverson
Councillor Peter Mosher
Councillor Susan Sanford

ALSO PRESENT: Kelly Cunningham, Recreation Director
Heather McCallum, Assistant Municipal Clerk
Bea Renton, Chief Administrative Officer/Clerk

1. Call to Order

Mayor Elect Risser called the meeting to order at 6:00 p.m. He welcomed everyone to the 2020-2024 Council elect swearing in ceremony.

Motion: moved by Councillor Mosher, seconded by Councillor Ernst to approve the agenda. **Motion carried.**

2. Acknowledgement of Mi'kma'ki the ancestral and unceded territory of the Mi'kmaq People

Mayor Elect Risser spoke of Lunenburg's location on the unceded territory of the Mi'kmaq People.

3. Singing of "O Canada" - Mary Knickle, Jane Chiasson and Amelie Leefe.

4. Council Election 2020-2024 declaration of results pursuant to section 129, Municipal Election Act by the CAO/Clerk

The CAO/Clerk spoke of the record high voter turn-out of 64.1% with 1243 of 1939 voters casting a ballot in the Town's first electronic election during a global pandemic. This demonstrated an exceptional level of civic engagement since the Town's official incorporation on October 31, 1888 over 132 years ago.

She noted that section 129 of the Nova Scotia Municipal Election Act requires that at the first regular or special meeting of Council after the time for applying for a recount which ended on October 27 without note, the Town Clerk shall declare elected the candidates having the largest number of votes. She declared the following successful

candidates as the duly elected members of the Town of Lunenburg Council 2020-2024 as per the Recapitulation Sheet ([Schedule "A"](#)):

Mayor Elect Matt Risser with 955 votes of 1939 voters.

And in alphabetical order –

Councillor Elect Jenni Birtles with 672 votes.

Councillor Elect Melissa Duggan with 686 votes.

Councillor Elect Stephen Ernst with 759 votes.

Councillor Elect Ed Halverson with 555 votes.

Incumbent Councillor Elect Peter Mosher with 726 votes.

And Councillor Elect Susan Sanford with 838 votes.

Congratulations were extended to the new Council members and appreciation to the Returning Officer and other election officials for a successful election process.

5. 2020 - 2024 Town of Lunenburg Council Elect Swearing In Oath of Allegiance and of Office and Code of Conduct Statement Signing

- Municipal Election Act, section 147 “Council Member’s Oath of Allegiance and of Office”
- Town Procedural Policy “Code of Conduct for Elected Municipal Officials - Statement of Commitment to Councillors’ Code of Conduct”

Mayor Elect Risser signed the “Mayor’s Oath of Allegiance and of Office” and “Code of Conduct for Elected Municipal Officials - Statement of Commitment to Councillors’ Code of Conduct” which the CAO/Clerk witnessed ([Schedule "B"](#)).

Mayor Risser next witnessed each Councillor Elect’s signing of these documents ([Schedule "B"](#)). Following which he offered congratulations on being officially sworn in as the 2020-2024 Town of Lunenburg Council.

6. Singing of “Rise Up” - Mary Knickle, Jane Chiasson and Amelie Leefe.

7. Chief Deborah Robinson, Acadia First Nation, remarks

Chief Robinson offered welcoming remarks and best wishes to the newly elected Council. She spoke in support of the Town’s Anti-Racism Special Committee particularly in view of recent Nova Scotia news events. The Town’s positive initiative with the establishment of the Committee is critical for a positive and inclusive future for all Nova Scotians and in particular our youth. Through this important work the Town of Lunenburg and Acadia First Nation will together be able to pursue new growth opportunities together.

8. Mayor Risser, remarks

His Worship thanked Chief Robinson for her attendance this evening and supportive comments.

He also expressed appreciation to the Provincial and municipal officials and other ceremony participants, plus Council members' families and friends in attendance and those watching on line the swearing in ceremony. He noted the many historic firsts for the election of this Council: one of the youngest Town Councils Lunenburg has ever had; the first Council with Councillor gender parity; and the first Council to include a person of colour. These are all notable milestones in our progress as a community and as an organization. They are to be applauded.

The new Council recognizes that over the next four years, it will require careful planning, hard work, and determination to navigate the challenging and changing times in which we now find ourselves. The election of a new Council marks a significant opportunity to refresh our thinking and update our perspective. It also provides a renewed opportunity to build upon our relationships with neighbours and partners, many of whom are represented here tonight. Council's path forward is clear. The Comprehensive Community Plan developed through the Project Lunenburg process has identified the issues we need to focus on and provided sound guidance on how to confront them. Implementing this agenda is Council's priority, as is modernizing the Town's governance and organization to better serve it, and enhancing public engagement so that it is realized in ongoing collaboration with our community. While Council is mindful there will inevitably be detours and difficulties along the way, together they look forward in hope and optimism to a bright future for the community.

9. Adjournment

His Worship adjourned the meeting at 6:35 p.m.

Bea Renton, CAO/Clerk

TOWN OF LUNENBURG COUNCIL MEETING

TUESDAY, NOVEMBER 12, 2020 AT 12:00 P.M.

LUNENBURG TOWN COUNCIL CHAMBER

IN PERSON AND VIA ZOOM/YOUTUBE LIVE BROADCAST

PRESENT: Mayor Matt Risser
Deputy Mayor Peter Mosher
Councillor Jenni Birtles
Councillor Melissa Duggan
Councillor Stephen Ernst
Councillor Ed Halverson
Councillor Susan Sanford

ALSO PRESENT: Pat Burke, Q.C., Town Solicitor
Lisa Dagley, CPA, CGA, Finance Director
Dennis MacPherson, P. Eng., Town Engineer
Heather McCallum, Assistant Municipal Clerk
Bea Renton, Chief Administrative Officer

1. Call to Order

The Mayor called the meeting to order at 12:02 p.m. welcoming everyone to the first meeting of the newly elected 2020-24 Council

2. Acknowledgement of Mi'kma'ki the ancestral and unceded territory of the Mi'kmaq People

The Mayor spoke of Lunenburg's location on the unceded territory of the Mi'kmaq People.

3. Agenda

Motion: moved by Councillor Birtles, seconded by Councillor Sanford to approve the agenda. Motion carried.

4. November 10, 2020 Approval of Minutes

This item was deferred to the November 16 Council meeting for approval.

5. Public Hearings, Presentations and Questions

Nil.

6. Correspondence, Petitions and Proclamations consideration

Nil.

7. Business Arising from the Minutes/Unfinished Business

Nil.

8. Committee Meeting Minutes, Recommendations, Reports and Notices of Motion

Nil.

9. New Business

a. Deputy Mayor 2020/21 appointment

Councillor Sanford nominated Councillor Mosher to be the Deputy Mayor. This was seconded by Councillor Ernst. Councillor Mosher accepted the nominations.

Mayor Risser asked for additional nominations from the floor. There were no further nominations. Mayor Risser declared nominations closed.

Motion: moved by Councillor Halverson, seconded by Councillor Sanford to appoint Councillor Mosher as the Town of Lunenburg's Deputy Mayor to serve until the second regular meeting of Council in November 2021. Motion carried.

b. 2020/21 Council Committee appointments

Motion: moved by Councillor Birtles, seconded by Deputy Mayor Mosher that the Council member 2020/21 Committee appointment list as presented by Mayor Risser (Schedule "A") be approved. Motion carried.

c. Thursday, November 20, 2020 Transgender Day of Remembrance Flag Raising and Proclamation Requests

Motion: moved by Deputy Mayor Mosher, seconded by Councillor Sanford to approve the request to fly the Transgender flag on November 20, 2020 (Schedule "B"). Motion carried.

Motion: moved by Deputy Mayor Mosher, seconded by Councillor Halverson to approve the proclamation of November 20, 2020 as the Transgender Day of Remembrance in the Town of Lunenburg (Schedule "B"). Motion carried

10. Meet in camera - motion to recess to meet in camera pursuant to section 22, Municipal Government Act

a. Consideration of the purchase of lands in the Lunenburg watershed area pursuant to section 22 (2) (a), Municipal Government Act

Motion: moved by Councillor Birtles, seconded by Councillor Duggan to meet in camera to consider the potential purchase of lands in the Lunenburg watershed pursuant to section 22 (2) (a), Municipal Government Act. Motion carried

12:06 p.m. – 1:13 p.m. – Council recessed and met in camera.

Resumption of Council meeting in public session and report of any recommendations and type of matters discussed pursuant to section 22 (2) (a), Municipal Government Act

There was nothing to report at this time regarding the potential purchase of lands in the Lunenburg watershed area.

11. Adjournment

The meeting was adjourned at 1:13 p.m. by the Mayor.

Bea Renton, CAO

MEMORANDUM

TO: COUNCIL

FROM: DAWN SUTHERLAND, MANAGER OF PLANNING AND DEVELOPMENT

DATE: NOVEMBER 13, 2020

**RE: PROJECT LUNENBURG:
COMPREHENSIVE COMMUNITY PLAN ADOPTION**

1. FACTS

Comprehensive community planning is a holistic process undertaken with broad community participation. Project Lunenburg involved a process for creating a Comprehensive Community Plan for the Town of Lunenburg. The Comprehensive Community Plan is the base from which a new Municipal Planning Strategy, Land Use By-law, and Subdivision By-law will flow. All of these planning documents are based upon community engagement with the application of sound planning principles.

The project was initiated at the 13 February 2018 meeting of Council where staff were directed to explore a cost estimate for the production of a Comprehensive Community Plan. After a national competition, the contract awarded by Council to Upland Planning + Design Studio of Dartmouth on 11 December and signed on 19 December 2018. The research phase began, soon to be followed by extensive public engagement. Over the course of 18 months, people in the community came together to define the community's goals and aspirations. The Comprehensive Community Plan provides guidance for most aspects of the community – land use, housing, transportation, the environment and many other elements that affect the daily lives of residents and visitors in the town.

On 22 September 2020, Council accepted the Comprehensive Community Plan with the understanding that the Plan would be put before the new Town Council for consideration of approval.

From the 22 September 2020 Council meeting:

Motion: moved by Councillor Risser, seconded by Councillor Mosher to accept the draft Comprehensive Community Plan dated September 18, 2020 (Schedule “I”) and direct the consultants to prepare the draft Municipal Planning Strategy, Land Use By-law and Subdivision By-law. And that approval of this document (Schedule “I”) and the subsequent planning documents be deferred for consideration by the next Council. The motion was put and passed.

As such, the Comprehensive Community Plan is now before Council for consideration of adoption. With adoption, the current strategic plan will be replaced with the 35 actions of the Comprehensive Community Plan. Staff will provide quarterly progress reports so that Council as well as the community are able to track implementation.

ISSUES AND OPTIONS ANALYSIS

The Comprehensive Community Plan will be implemented over a 40 year time span through a phased approach. Chapter 12 is devoted to implementation. It includes 35 priority actions for implementation that are to be carried out over a 5 year term. In conjunction with a public engagement component, priorities are established every 5 years so that the plan remains relevant. An annual prioritization framework has been provided for annual review so that it may contribute to the budget process.

The five-year Implementation Plan with the 35 priority actions is based upon the 10 strategic directions. A list of the 35 actions can be found in Part 12.11 Implementation Summary, under “Action.” The Comprehensive Community Plan acknowledges that the strategic directions within the Plan will be pursued as Town Council and the community have the capacity to execute the directives. Some of these actions are very costly, yet it is imperative that they be carried out; others, such as partnerships, come with very little cost, yet are also very important to the implementation of the plan.

UPLAND sets out that the first steps to consider prior to implementation are:

- Ensure that there are sufficient staff resources
- Reach out to potential partners
- Review relevant policy or documents

An internal implementation plan should be devised to address these items, as well as others that may be identified, as quickly as possible. It is anticipated that staff will begin this process in late November/early December.

Enthusiasm regarding the adoption of a new plan with action items must be tempered with the current fiscal realities. We are in the midst of a global pandemic, which has negatively impacted an already tight budget. The action pages give projected action costs in ranges. While this is helpful for preliminary work, more precise costing must be carried out by staff. This will take some time. It is suggested that the first quarterly progress report begin with a more detailed financial analysis of costs, which would mean having accurate costs before Council

at the first quarterly report in March 2021. Other actions that are not budget dependent, such as those aimed at partnerships and enhancing relationships, as well as progress on the three steps listed above that are to be considered prior to implementation, can certainly be included in the first progress report.

Where the scope of the Comprehensive Community Plan encompasses every aspect of community life, it should replace the completed Town's strategic plan of October 2011, revised in May 2014.

Options:

A. Take Action

Take action to implement the Comprehensive Community Plan. In taking action Council will:

1. adopt the Comprehensive Community Plan;
2. establish that the Comprehensive Community Plan is the current strategic plan;
3. recognize that the Comprehensive Community Plan replaces and supersedes the Town's current strategic plan; and
4. direct staff to prepare quarterly progress report to Council regarding the Comprehensive Community Plan, the first being due in March 2021.

B. Take limited action

Limited action will not result in the full implementation of the Comprehensive Community Plan.

C. Take no action

The Comprehensive Community Plan has been accepted by Council. It has not been approved as the Town's strategic plan. It may be used as a guideline when Council chooses. Implementation is not required.

2. FINANCIAL IMPACT

The implementation of the Comprehensive Community Plan is directly tied to the Town's budgeting process. The Comprehensive Community Plan will be pursued as Town Council and the community have the capacity to execute the directives. Based upon the consultants cost grouping the five year 35 actions implementation plan is estimated cost between 23 million to 37 million plus, which includes over 20 million in waste water treatment initiatives. A thorough analysis of the costing of the actions must be undertaken as estimated costing ranges are not sufficient for budgeting approvals.

3. STRATEGIC PLAN RELEVANCE

- 1) Promote a high quality of life for residents
- 3) Champion opportunities for our community's health and well-being
- 4) Foster an environment for business success
- 5) Operate the Town efficiently and effectively

4. RECOMMENDATION AND DRAFT MOTION

Staff recommend Option A.

As such, following motions are recommended:

THEREFORE BE IT RESOLVED THAT:

1.

Motion: moved by _____, seconded by _____ to adopt the Comprehensive Community Plan.

2.

Motion: moved by _____, seconded by _____ to establish that the Comprehensive Community Plan is the current strategic plan of the Town of Lunenburg. And further, the 35 actions items identified in the Comprehensive Community Plan, section 12.11 "Implementation and Monitoring" are the actions to be implemented focusing on priorities for the first five years.

3.

Motion: moved by _____, seconded by _____ that the Comprehensive Community Plan is recognized as the Town's current strategic plan which shall supersede and replace the previously completed Town strategic plan.

4.

Motion: moved by _____, seconded by _____ that the first quarterly progress report to Council regarding the Comprehensive Community Plan is due March 2021. Following which, additional quarterly reports will be prepared.

Attachments –

Schedule A Part 12.11 Implementation Summary, Comprehensive Community Plan

Acknowledged only by:

Bea Renton
Town Manager/Clerk

12.11 Implementation Summary

NOTE:
The 35 Actions are listed below under "Action"

Strategic Direction	Strategic Direction Goal	Action	CCP Section	Objectives Supported by Action
Community Structure	A town that accommodates growth and change in a well-planned way that is respectful of its layered past and creates opportunities for its long-term future.	Study and planning for a sustainable energy district.	2.10 Waste and Sustainable Energy District (a,b)	C2
		Site planning for Blockhouse Hill.	2.4 Residential Expansion (d)	C3
Housing	A town that offers a wide range of high quality and affordable housing options.	Regulate Short-term rentals.	3.5 Short-term Rentals (a-d)	H1 and H2
		Conduct a feasibility study of mechanisms to encourage long-term residency.	3.6 Housing Programs (f)	H1 and H2
		Continue to foster relationships with housing stakeholders to foster collaboration and data sharing.	3.1 General (h,i)	H1, H2 and H3
		Study, policies and other actions toward alternative housing models.	3.4 Alternative Housing Models (a-o)	H1, H2 and H3
		Continue to monitor and analyze housing demand and supply, demographic indicators and relevant development trends.	3.1 General (f,g)	H1, H2 and H3
Servicing and Facilities	A town where the long-term infrastructure needs of the community are met through strategic management and incremental, well-phased upgrades that are financially sustainable.	Upgrades to the wastewater treatment plant.	4.2 Wastewater (a-d)	SF1, SF3 and SF6
		Plan and make upgrades to the wastewater collection and discharge system.	4.2 Wastewater (e-h)	SF1, SF2, SF4 and SF6
		Plan for long-term of all municipal facilities, including renovation, sale, or lease.	4.6 Potential Facilities Scenarios (a) and 4.8 Community and Recreation Facilities (c)	SF1, SF2, SF4 and SF6
Mobility	A town with an integrated transportation system for all modes that can support the needs of residents and visitors without creating undue burden on the town.	Improve connectivity between Old Town and New Town for all modes of transportation.	5.1 Connectivity (d)	M1, M3, M4 and M5
		Plan for new visitor, employee and bus parking areas outside of Old Town and associated programs.	5.4 Parking and Visitor Arrival Strategies (a-y)	M1, M2, M3, M4 and M5
Economic Development	A town where year-round, well-paying employment is available to all residents.	Enhance relationships with surrounding communities and municipalities.	6.1 General (i)	ED1
		Establish a staff position that can support economic development initiatives.	6.1 General (a)	ED1
		Create an inventory of economic information, including vacant and available land or storefronts, as well as other economic data.	6.1 General (c)	ED1



Strategic Direction	Strategic Direction Goal	Action	CCP Section	Objectives Supported by Action
Heritage	A town which continues to evolve as a living heritage site and recognizes a holistic view of its diverse history.	Policy to encourage accessibility and provide heritage design guidance.	7.3 Built Heritage (c)	HE1
		Accommodate new additions to heritage structures such as solar panels without detrimental impacts to heritage value.	7.3 Built Heritage (b)	HE1
		Ensure infill and new development is visually compatible with, subordinate to, and distinguishable from the historic place.	7.4 Infill and New Development (c)	HE2
Urban Design	A town that is shaped by cohesive design and supported by amenities that creates an attractive, enjoyable, and sustainable urban environment for residents and visitors.	Policies and other actions to improve accessibility throughout the town.	8.1 Streetscapes (s-y)	U1, U2, U3 and U4
		Activate streetscapes through design and programming.	8.1 Streetscapes (a-r and z-gg)	U1, U2, U3 and U4
		Policies and programs for street trees and urban forest	8.2 Urban Forest (a-h)	U1, U2, U3 and U4
Environment and Sustainability	A town that is ecologically diverse and climate resilient that has adapted to a changing climate while also reducing its overall footprint on the natural environment	Partnerships to encourage energy efficiency retrofits.	9.4 Energy Efficiency (d)	E1 and E2
		Policies for wind and solar energy at multiple scales.	9.2 Renewable Energy (a-f)	E1 and E2
		Policies to regulate buildings near the shoreline as part of sea level rise adaptation.	9.1 Sea Level Rise (c-f)	E1, E2 and E3
		Facilitate ongoing community learning and dialogue about sea level rise and climate change projections and adaptation measures.	9.1 Sea Level Rise (j,k)	E1

Strategic Direction	Strategic Direction Goal	Action	CCP Section	Objectives Supported by Action
Culture and Recreation	A town where all community members have access to cultural and recreation experiences.	Foster inclusivity in programming and leadership.	10.1 Identity (b), 10.6 Programming (g) and 10.7 Arts Management and Promotion (b)	CR1, CR2, CR3, CR4 and CR5
		Build relationships between the Town and Mi'kmaw residents and organizations, and the Town and Black residents and organizations in the area.	10.1 Identity (c)	CR1 and CR4
		Create a special committee or action group to promote anti-racism and decolonization, with particular emphasis on the lived experiences and aspirations of Black, Indigenous and people of colour in Lunenburg.	10.1 Identity (e)	CR1 and CR4
		Facilitate partnerships and opportunities to increase waterfront access, including boardwalks and walking paths	10.5 Trails (d-i)	CR2, CR3 and CR4
		Study and assess the regional arts and recreation facility needs, and develop an integrated strategy for renovation or new construction.	10.3 Sport and Leisure Facilities (d,e)	CR3
		Reform municipal committees to build a culture of inclusion.	11.2 Local Engagement (e)	G2 and G3
Governance	A town where positive relationships, communication, continual engagement, and shared vision are the foundation to municipal decision-making.	Deepen work with local and regional partners in the provision of shared services.	11.4 Joint Services (a-c)	G4 and G5
		Undertake an organizational review that will identify changes required for enabling implementation of the CCP.	11.1 Internal Operations (a)	G5
		Expand Town's communication plan to include a public participation strategy.	11.2 Local Engagement (a)	G1, G2 and G3
		Identify performance indicators and appropriate measurements to annually evaluate activities of the municipality.	11.1 Internal Operations (e)	G3 and G5

Navigating the Future, Together.

Comprehensive Community Plan

Project Lunenburg was a process for creating a comprehensive community plan for the Town of Lunenburg. Over the course of 18 months, people in the community came together to define the community's goals and aspirations. The Plan provides guidance for most aspects of the community – land use, housing, transportation, the environment and many other elements that affect the daily lives of residents and visitors in the town.

This Plan was created by the community and its implementation will continue to be a shared effort among citizens, the Town and many partners. While some outcomes will be more complex to achieve than others, the following nine guiding principles will continually serve as foundation of the Plan, providing overarching direction as Lunenburg charts its course into the future.

Key Implementation Facts

- ▶ Looking out over the next 40 years
- ▶ Includes a five-year implementation plan for 35 priority actions
- ▶ Evaluation metrics measure the actions against the goals
- ▶ Annual review to score and prioritize partnerships, projects and budgets
- ▶ Five-year review will set fresh priorities and identify new actions

Spatially Cohesive

The form of our land use creates strong physical links and a sense of uniformity.

Environmental Protection

We protect our local environment and minimize our broader environmental impacts.

Collaborative Relationships

We facilitate strong social connections and citizen engagement, locally and beyond.

Adaptable and Incremental Change

In the face of uncertainty, we preserve what is of greatest value and pursue desirable change.

Harbourfront Guardianship

Our iconic harbourfront will retain its heritage value and be safeguarded for marine activities.

Living Heritage

We interpret heritage with a holistic view, ensuring it is relevant and living within the community.

Placemaking

We will nurture a public realm that is attractive, enjoyable, accessible, efficient and safe.

Inclusion

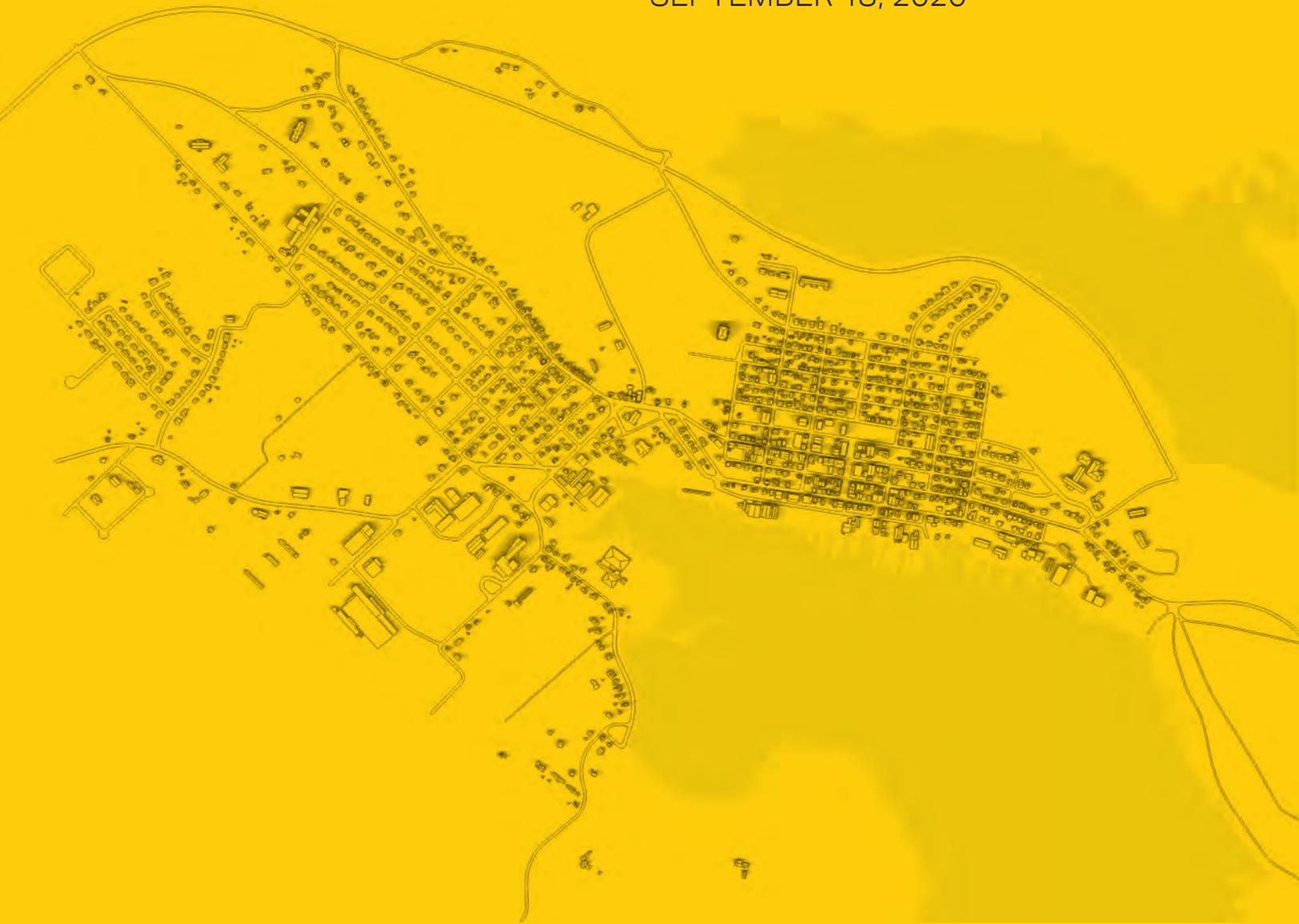
We work to ensure a sense of belonging, acceptance and value for all in our community.

Contemporary Excellence

With a history of innovation, we strive to keep achieving the best each era is able to create.

COMPREHENSIVE COMMUNITY PLAN

SEPTEMBER 18, 2020



Navigating the
Future, Together.

Acknowledgements

UPLAND would like to thank all the community members, groups and Town of Lunenburg staff and officials who made this project possible. We would like to thank the Project Lunenburg Steering Team including **Matt Risser, John McGee, Peter Mosher, Bill Rice, Cheryl Lamerson, Gerry Rolfsen, Susan Sanford, Peter Goforth, Dawn Sutherland, Arthur MacDonald, Norma Schiefer, and Terry Drisdelle**. In addition, we would like to thank **Rachel Bailey and Bea Renton**. Thank you to all Lunenburg residents, visitors and community members who dedicated their time and effort to share their experiences and values.

Project Lunenburg
Town of Lunenburg Comprehensive Plan

September 18, 2020

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This plan was prepared by Upland Planning and Design.

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Introduction

1.1 Project Lunenburg



Project Lunenburg was a process for creating a comprehensive community plan in the Town of Lunenburg. A comprehensive community plan is a policy document that enables a community to plan its development for all aspects of community life. Over the course of 18 months, people in the community were brought together to define the community's goals and aspirations, and to chart a course that will have community efforts moving in the same direction, contributing to a shared vision for the future.

Project Lunenburg sought to explore the intricacies and fundamental qualities of the town, and how the community and its stakeholders wished to see the town develop, looking out over the next 40 years. The process was about more than 'checking a set of boxes'; it examined the future of Lunenburg in a holistic manner that resulted in a plan that was guided by the ideas and values of residents, visitors, and local stakeholders.

The Comprehensive Community Plan has been founded on strong data analysis, extensive community and stakeholder engagement, and a framework that will enable the town to realistically and responsibly achieve its goals.

While this document will be primarily used by Town council, municipal staff, and organizations, it was founded by the community and is meant to be used by the community. Its implementation will require contributions and enthusiasm from the community, as well as collaboration with Town Council and staff. This Plan is rooted in community, and its implementation will continue to be a shared effort among citizens and partners.



1.2 How to Use This Document

This Plan is rooted in the long-term development and sustainability of Lunenburg.

This Plan provides guidance for most aspects of the community–land use, housing, transportation, the environment and many other elements that affect the daily lives of residents and visitors in the town. Because this Plan is rooted in the long-term development and sustainability of Lunenburg, it does not provide a prescriptive set of policies and recommendations. Rather, it establishes a set of strategic directions and possible mechanisms to achieve them, while allowing room for adaptation.

The document has been written in plain-language and is supported with diagrams, maps, and tables to clearly demonstrate the intent and foundation of the strategic directions.

In this document “The Town” refers to the Town of Lunenburg as a municipal government, whereas “the town” describes the physical areas of the town.

The Comprehensive Community Plan document has three sections:

- ▶ Introduction: This section provides the background and context for the Comprehensive Community Plan, and outlines the foundation for the Plan and its strategic directions
- ▶ Strategic Direction Topics: The strategic direction topics are the elements of daily community life in Lunenburg for which guidance has been provided. Within the Plan, there are 10 topics.
- ▶ Implementation and Monitoring: Although aspects of implementation are embedded throughout the document, this section consolidates and details how actions of the Comprehensive Community Plan are to be implemented, focusing on priorities for the first 5 years. It also sets out how to evaluate the impact of the actions, and how to monitor and update this Plan in mid-to-long term.

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Strategic Directions

The strategic direction topics for the Comprehensive Community Plan were a guiding framework throughout Project Lunenburg. There are 10 topics, each with a goal and set of objectives, and related actions.

- ▶ Community Structure: Direction regarding how the town will be structured and how land will be used.
- ▶ Housing: Direction to support different types of housing development, tenant structures, and affordability.
- ▶ Servicing and Facilities: Direction to ensure efficient infrastructure, and that municipal facilities are properly managed and maintained for future use.
- ▶ Mobility: Direction for multi-modal transportation and demand management.
- ▶ Economic Development: Direction to support economic development.
- ▶ Heritage: Direction to protect and enhance existing heritage assets and to support a wider cultural narrative.
- ▶ Urban Design: Direction to enhance residents' and visitors' experience of the built environment.
- ▶ Environment + Sustainability: Direction to foster environmental stewardship and adapt to climate change.
- ▶ Culture and Recreation: Direction to support community life and assets in Lunenburg, including cultural identity, heritage interpretation, and the arts sector, as well as parks, open spaces, sports, and other activities.
- ▶ Governance: Direction to enhance internal and external relations through policies, procedures and resources.

Implementation

The Comprehensive Community Plan will be implemented in stages, with consideration for

the coming 40 years; however, as the scope of the Plan encompasses every aspect of community life, the actions recommended within this Plan will be executed and implemented through a phased approach. A five-year Implementation Plan has been established in Chapter 12 of this CCP for 35 priority recommendations. The Strategic Directions within the Plan will be pursued as Town Council and the community have the capacity to execute the directives. As with the development of this Plan, the implementation must be a shared effort among the community, with participatory processes among all stakeholders enabled by the Town.

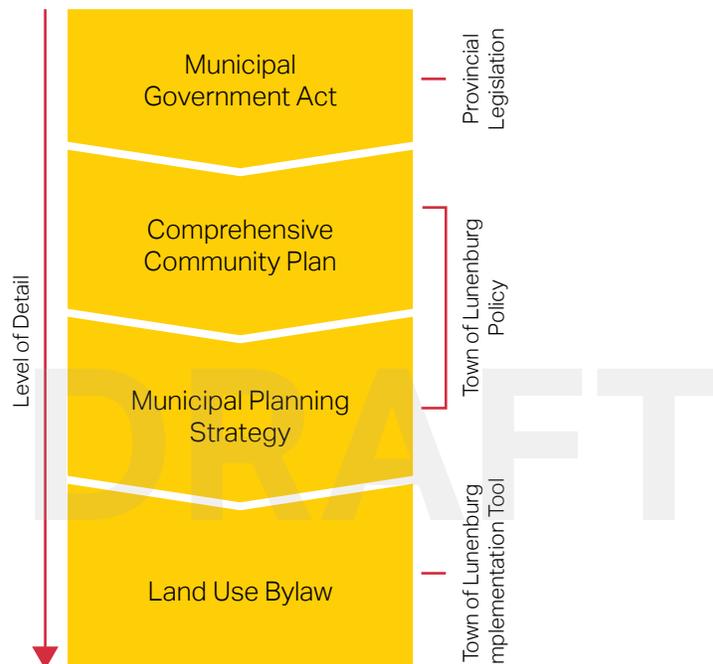
The Strategic Directions and their associated goals and objectives within this Plan can be implemented and accomplished through various means including the completion of plans, research or other expansion of knowledge (Study); partnering with organizations, other levels of government, businesses and community groups (Partnerships); and a range of funding opportunities (Funding). They may require regulatory or legislative changes, including municipal or other levels of government (Legislative); changes in land use planning policies or regulations (Land Use); or they may be implemented through procedures, frameworks or other programs including those that update or deepen organizational capacity (Organization). The implementation mechanisms are identified for the actions within each Strategic Direction, and appear as:

- | | |
|-------------------|-----------------------|
| S Study | P Partnerships |
| F Funding | O Organization |
| L Land Use | Le Legislative |

1.3 The Role and Scope of Project Lunenburg

Over the past several decades, there has been focused attention from all levels of government and the international community in the Town of Lunenburg. Many aspects including the town’s heritage, transportation needs, and land use have all been subject to planning, investment, and regulation. However, more often than not, these aspects of the community have been analyzed in isolation of each other. The purpose of the Comprehensive Community Plan is to align the vision of the community, taking the fundamental qualities of Lunenburg and creating a plan for the next 40 years.

The Town initiated Project Lunenburg and the creation of the Comprehensive Community Plan in 2018. In addition to establishing a plan with a vision for the next 40 years, the Comprehensive Community Plan was also undertaken to influence the content of a newly developed Municipal Planning Strategy, the policy document guiding how land is used in the town. With the Municipal Planning Strategy being over 20 years old at the time of Project Lunenburg’s initiation, there was an opportunity to take a step back and envision what the town could look like in the future. The updated Municipal Planning Strategy, Land Use By-law and Subdivision By-law will therefore take the first step in realizing and implementing some of the Strategic Directions of the Comprehensive Community Plan.





Project Engagement

Project Lunenburg was informed and guided by the Steering Team established for this project, comprising members of the public, Town Council, and interested stakeholders. Steering Team members are listed in the front page acknowledgements.

As part of Project Lunenburg, eight overarching topics were explored with the community. Each of the eight topics had an associated Discussion Paper which were presented to the community at a series of workshops between April 2019 and January 2020. An additional three community meetings and related online engagement focused on the draft plan development and prioritization.

Over 400 individual people participated in the Project Lunenburg engagement process, with thousands of pieces of information provided to the project team. The primary survey was completed by 260 people,

approximately 75% of whom were Town of Lunenburg residents, representing 9% of total Town population. The extensive public engagement was combined with approximately 20 interviews with community and business stakeholders.

Input gathered throughout Project Lunenburg was carefully catalogued and analyzed. Following each of the community workshops, a 'What We Heard' report was released to the public summarizing what the key values, comments, and concerns were raised during the engagement for each topic. This Plan represents the collective effort of the community to provide input and feedback throughout engagement. The combined subject matter expertises of the Steering Team members contributed considerably to ensuring clarity and quality of the engagement activities and the Comprehensive Plan.



1.4 Lunenburg Context

Background

Lunenburg, or E'se'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 17th 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, signalling 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 and narrow lots. The town continued to expand and by the late 19th century, New Town was established west of Old Town. 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 docklands. This legacy carried forward into the 20th century where large fishing vessels were routinely launched including the Bluenose, a celebrated fishing and racing schooner that can be seen on the dime today.

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.

Each of these stages has left a lasting imprint on the cultural and historical landscape of the town.

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Lunenburg Today

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 the town's population decline. Recent economic development success stories such as attracting HB Studios and Stelia Aerospace 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 that Lunenburg was built on has contributed to the town's success as a tourist destination. A UNESCO heritage district, 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 however, 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 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.

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1.5 Guiding Principles



Developed by the community, the guiding principles provide the overarching direction for the Comprehensive Community Plan. The guiding principles are:

Inclusion

We work to ensure a sense of belonging, acceptance and value for all in our community.

The aim of inclusion is to ensure that everyone has the opportunity to live or work in Lunenburg. This principle recognizes that an inclusive community values a range of lived experiences and puts the needs of residents first. An inclusive town welcomes differences and diversity, and strives to eliminate barriers in housing, transportation, accessibility, and employment.

Adaptable and Incremental Change

In the face of uncertainty, we preserve what is of greatest value and pursue desirable change.

While we are careful to protect assets, we recognize that change is constant. We accept that our past and present are continually giving way to the future. Our institutions are structured to enable progress and pursuit of action. Bit-by-bit, we are continually building and evaluating, balancing transformation and protection, in service of our quality of life.



Photo credit: Julian Parkinson



Collaborative Relationships

We facilitate strong social connections and citizen engagement, locally and beyond.

The objectives of our community can only be met by working together, and this principle recognizes that trust and communication is foundational to our success. Our civic leaders maintain clarity of purpose and build enabling structures, and our citizens are enthusiastic community builders who make room for divergent points of view.



Environmental Protection

We protect our local environment and minimize our broader environmental impacts.

We recognize that our actions can have environmental impacts at a range of scales over time, from local to global, including land, ocean and atmosphere. We have a responsibility to future generations to mitigate climate change, reduce consumption of resources, and avert pollution. Environmental costs will be accounted for in decision making.





Living Heritage

We interpret heritage with a holistic view, ensuring it is relevant and living within the community.

Our heritage tells the story of what has shaped our community. Old Town is a living cultural heritage landscape where contemporary needs and expressions are accommodated without the loss of significant heritage resources. This principle also recognizes that the cultural heritage of Lunenburg Bay evolves continuously, within the people who live and work here.



Contemporary Excellence

With a history of innovation, we strive to keep achieving the best each era is able to create.

We value ideas and actions that help our community to thrive and are continually seeking to improve and evolve. We are always asking, how can we do better? This applies to multiple facets, including our economy, community services, collaborations, local governance, land use, housing, and transportation.



Spatially Cohesive

The form of our land use creates strong physical links and a sense of uniformity.

The next evolution of our built community focuses on expanding and connecting neighbourhoods. We seek to maximize the use of public land, buildings, and roadways, and enable new development in the best places. Throughout the entire town, there are desirable locations for housing and businesses, and it is a pleasure to get around without a vehicle.



Harbourfront Guardianship

Our iconic harbourfront will retain its heritage value and be safeguarded for marine activities.

Safeguarding the Lunenburg harbourfront involves careful consideration of any land use or development, in the context of heritage conservation and contemporary economic activities. This principle recognizes that we have a duty to minimize the future burden of sea level rise impacts and protect assets, while also restoring the natural wellbeing of our coastline.





Placemaking

We will nurture a public realm that is attractive, enjoyable, accessible, efficient and safe.

Our existing and new public spaces, both indoor and outdoor, promote community connection and well-being. The public realm includes facilities, parks, trails, streets and views; it is one of our greatest assets, and we do what we can to ensure it is enjoyed to the fullest. This applies to the design and operation of physical facilities as well as policies, programs and other activities.



Community Structure

Community Structure:

A community's physical characteristics such as buildings, streets and public spaces. It refers to the size, shape, and configuration of a community's area or its parts. Community structure takes into account existing development and land uses, but also incorporates future development objectives. and their values.

Lunenburg is world-renowned for its original colonial architecture, the colourful streetscapes and its working waterfront. These characteristics, among many others from the original 18th century town, have remained to this day, despite many of the changes and the evolution of the town. The Community Structure Today Map **(Figure 2.1)** illustrates Lunenburg's existing community structure grouped by distinct classifications. As the town readies itself for the future, decisions about spatial growth, organization of movement and the design of buildings and public space should be made in a comprehensive way. The community structure elements of this Plan provide a comprehensive framework to guide and influence the development of individual buildings, spaces or infrastructure. The structure forms the foundation for the detailed design and planning of each element within the Town of Lunenburg and strives to ensure its future as a well-planned, livable small community.

Goal

A town that accommodates growth and change in a well-planned way that is respectful of its layered past and creates opportunities for its long-term future.

Objectives

- C1** Protect and maintain the town's character-defining elements.
- C2** Grow responsibly and invest in new services wisely.
- C3** Provide for a range of housing options.
- C4** Foster local employment.
- C5** Provide a well-connected, intuitive mobility network for residents and visitors.
- C6** Provide a high quality and well-maintained public realm.

Character-defining Elements:

The materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to the heritage value of a historic place, and must be retained to preserve this value.

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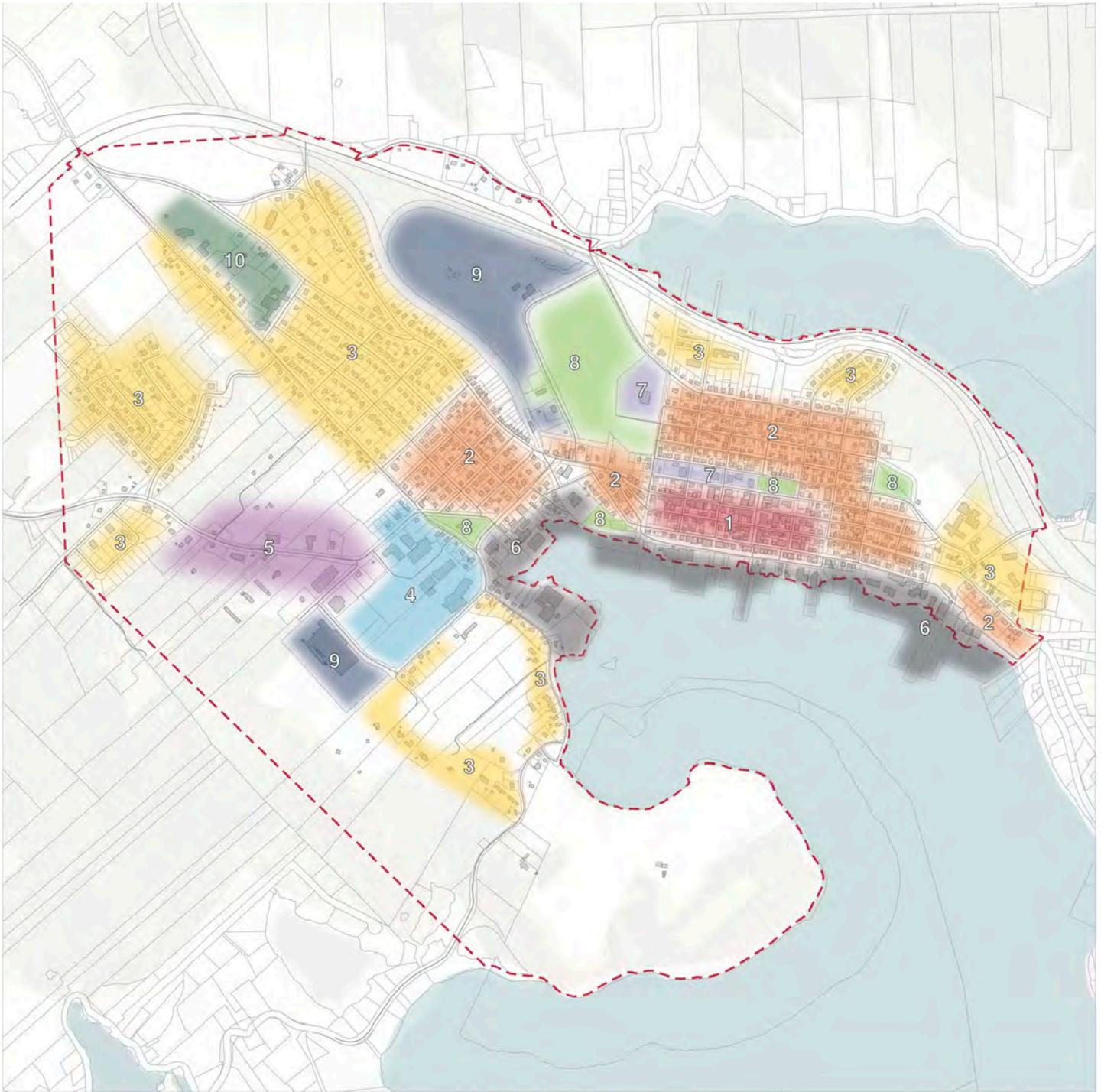


Figure 2.1
Community Structure Today



2.1 General

The Community Structure Tomorrow Map **(Figure 2.2)** establishes a framework to guide and influence future development in Lunenburg over the life of this Comprehensive Community Plan. Its implementation will manifest through the land use, built form, and mobility enhancements as the development of buildings, spaces, and infrastructure occur. As a comprehensive, long-term plan, the community structure is built on a foundation of incrementalism, and implementations and changes that happen over time.

Future development will not occur in isolation from the broader community. Decisions that are made and development that occurs will impact the entire town and therefore must build capacity within Lunenburg and support the long-term environmental, social, and socio-economic sustainability of the community and town.

a) Support and guide development in Lunenburg through the Community Structure Tomorrow designations and their associated policies.

(Supports objectives C1 and C6)

L

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S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative



Figure 2.2
Community Structure Tomorrow



2.2 Old Town Core

In Old Town Lunenburg, the rectangular street grid has been described as the best surviving example of a British colonial policy whereby new settlements were created with a pre-designed plan, regardless of the existing terrain. Situated on a neck of land between the Front and Back Harbours, the Old Town streets were laid out in a rectangular grid pattern on the steep hillsides, facing south. The legacy of the street grid still exists today as do some of the original structures from the town's inception.

With the strong historical significance and heritage resources that exist in the Old Town Core, the focus for this area should continue to be the preservation and enhancement of the Old Town Core area. The Old Town Core area is characterized primarily by retail storefronts and food and beverage services, but single-unit dwellings are also present. The Old Town Core intends to preserve and enhance, where possible, the current built form and mobility. Where development potential exists, it must be in keeping with the surrounding context, especially with regards to the scale and design of surrounding structures, but must be careful not to imitate the heritage resources that exist.

Land Use

a) Foster a vibrant downtown in the Old Town Core area through a broad mix of land uses, supporting infrastructure and necessary critical mass.

(Supports objectives C1, C3, C4 and C5)

L

b) Enable a number of residential development types within the Old Town Core area, including:

- i) single-detached,**
- ii) two-unit dwellings,**
- iii) multi-unit dwellings,**
- iv) converted dwellings, and**
- v) accessory suites.**

(Supports objective C3)

L

c) Permit and encourage live/work units and home-based businesses in the Old Town Core within residential buildings.

(Supports objective C4)

L

d) Encourage a mix of commercial uses within the Old Town Core, that serve both residents and the traveling public, including, but not limited to:

- i) office uses,**
- ii) retail services,**
- iii) personal and for-profit institutional services,**
- iv) food and beverage services, and**
- v) accommodations.**

(Supports objective C4)

L

e) Encourage ground floor commercial uses to activate streetscapes.

(Supports objective C6)

L

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

f) Prevent automobile-oriented development within the Old Town Core, including, but not limited to:

- i) drive-throughs
- ii) automobile service stations
- iii) automobile sales.

(Supports objectives C1, C5 and C6)

L

Built Form

g) Maintain the distinctive Old Town character by preserving and reinforcing the elements that impart a sense of history, culture, and a unique natural setting.

(Supports objectives C1 and C6)

L

h) Support the re-use and adaptation of the existing building stock in the Old Town Core as opposed to the development of new structures.

(Supports objectives C1 and C2)

L

i) Ensure that new development in the Old Town Core respects and complements the surrounding context.

(Supports objectives C1 and C6)

L

Mobility

j) Create a safe and comfortable public realm for all ages and abilities.

(Supports objectives C5 and C6)

L

k) Limit the development of new surface parking lots in the Old Town Core.

(Supports objectives C1, C5, and C6)

L

l) Continue to support reduced on-site parking requirements for properties in the Old Town Core.

(Supports objectives C1, C5 and C6)

L

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S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

2.3 Residential Gentle Density (Established Residential Neighbourhoods)

Gentle Density:

A strategy through which additional growth can be accommodated in established residential neighbourhoods by adding housing forms such as garden suites and secondary suites, which do not change community appearance and built character.

Live/Work Unit:

A single unit consisting of both a commercial/office space and a residential component occupied by the same resident.

Residential growth and development in Lunenburg has occurred over several hundred years. Today, Lunenburg features two distinct Established Residential Neighbourhood patterns—highly compact neighbourhoods that were established before the emergence of the automobile and considerably less dense neighbourhoods, which were developed in the second half of the 20th century.

Residential Neighbourhoods (1800s-1940s)

By the mid 19th century, the town outgrew its old boundaries and, in 1862, part of the surrounding Common Land was subdivided to facilitate expansion. Areas immediately to the east and west of the old town were laid off in building lots and other larger parcels, and an area further west beyond the head of the harbour was subdivided to create the core of what became known as the “New Town”. The 80 New Town lots created in 1862 were somewhat larger than those in the Old Town, each being 70 x 79 ft, laid out with 8 lots to a block instead of 14. Streets were 60 ft wide. The New Town area quickly became fashionable and in 1878, a third division of New Town lots was added between Brook Street and Green Street.

Residential Neighbourhoods (Post 1940s)

With the continued expansion of the fishing industry and during the Age of Sail, Lunenburg was a hive of activity in the 1920s and 30s. By the 1950s, Lunenburg was a mature fishing port with prosperous industrial and commercial activities. In this period, more land was subdivided and developed in the upper reaches of the New Town, on the north side of Creighton Street at the “back of Town”, and on the eastern end of Pelham Street. In more recent times, expansion has continued, although at a considerably slower pace. There are newer subdivisions overlooking the Back Harbour (Prince and Hopson Streets extended) and the most recently developed streets are on the western side of town (Centennial Avenue, Morash Lane, and Salt Meadow subdivision off Wolff Avenue).

Lunenburg’s residential neighbourhoods are characterized by the prominence of single-detached dwellings, and many of its lots are suitable for gentle increases in density. Gentle density can be achieved through the provision of secondary dwellings, backyard suites, and converted dwellings. This type of residential infill is largely hidden from the public realm, limiting its impact on the character of these residential areas all the while supporting a range of housing options and forms. Through changes to zoning and without needing the expansion of services, many of Lunenburg’s Established Residential Neighbourhoods can accommodate a substantial increase of new homes.

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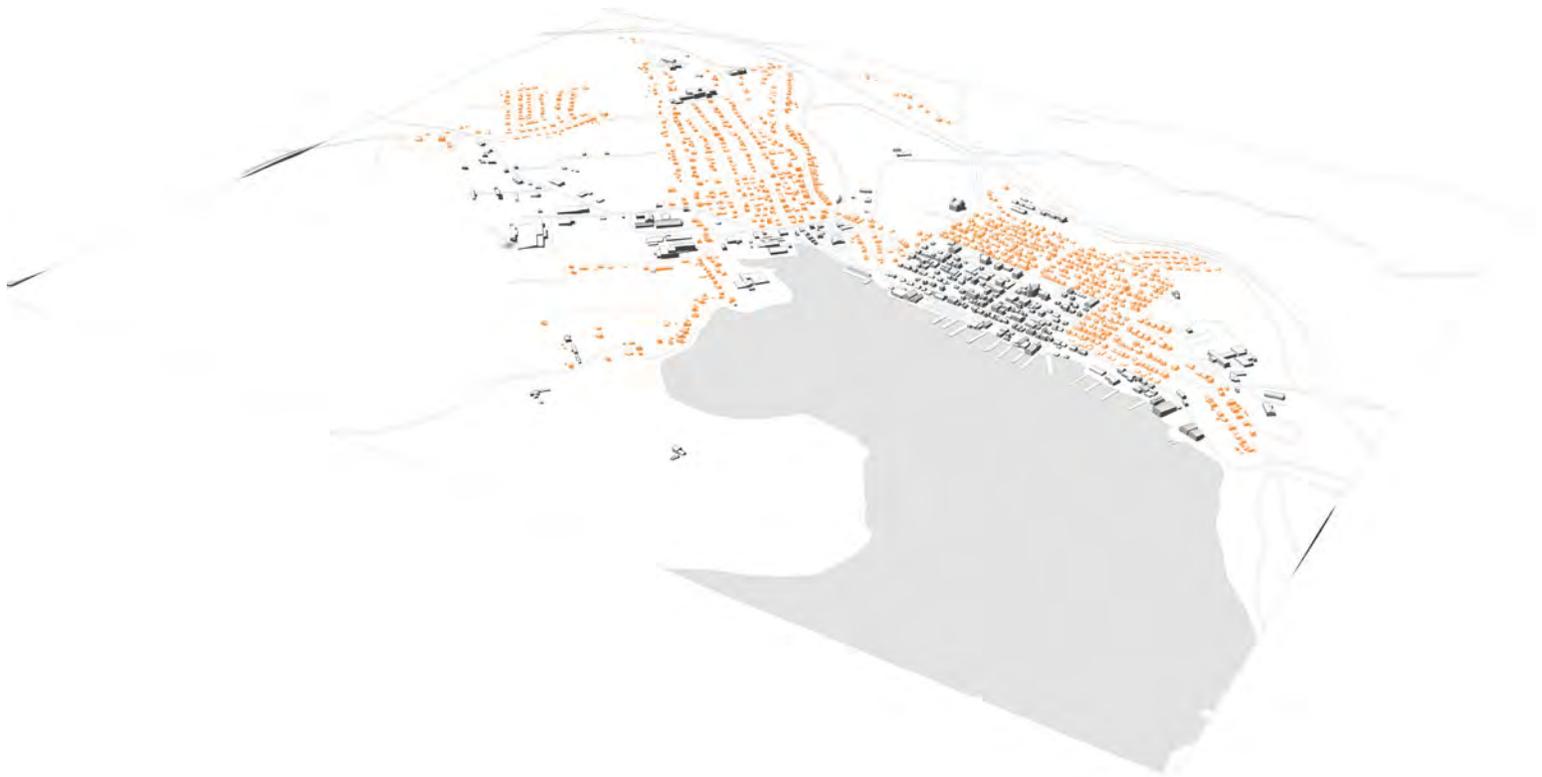


Figure 2.3
Areas for Residential Gentle
Density

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Secondary Suite:
The concept of adding an additional dwelling unit to an otherwise single-unit house. Secondary units are usually incorporated into the main house, such as a basement or third floor apartment subject to meeting applicable Land Use By-Law and National Building Code requirements and securing applicable permits.

Backyard Suite:
Sometimes called a granny flat or garden suite, a backyard suite is a self-contained dwelling without a basement. It is installed in the rear or side yard of a lot with an existing, permanent, detached dwelling house.

Land Use

a) Encourage a range of housing options that protect the character of Established Residential Neighbourhoods, while also providing a range of housing options, including:

- i) single-detached dwellings,**
- ii) duplex dwellings,**
- iii) converted dwellings, and**
- iv) accessory suites.**

(Supports objectives C3)



b) Support commercial uses in Established Residential Neighbourhoods that complement the existing character in these areas, and those that do not create undue nuisance.

(Supports objective C4)



c) Encourage live/work units and home-based businesses in Established Residential Neighbourhoods.

(Supports objective C4)



Built Form

d) Where new development is proposed, encourage that it be in keeping with the general character and context of Established Residential Neighbourhoods.

(Supports objective C1)



e) Within Established Residential Neighbourhoods, ensure lot requirements, including setbacks, contribute to the pedestrian environment and are in keeping with existing lot requirements.

(Supports objectives C1, C5 and C6)



Mobility

f) Continue to support reduced on-site parking requirements for residential and commercial uses in Established Residential Neighbourhoods.

(Supports objectives C1, C5 and C6)



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2.4 Residential Expansion

Semi-detached Dwelling:

Two distinct dwellings on separate lots with separate owners, connected through a common wall.

Duplex Dwelling:

A single property on one lot with two distinct units or living spaces.

Townhouse Dwelling:

Also referred to as “row houses”, consist of several single-unit dwellings adjacent to each other and connected through common walls.

In recent years, residential development has occurred in various parts of Lunenburg. Large expanses of the town’s landmass remain undeveloped and represent an opportunity for residential expansion should there be demand. Areas which are adjacent to established residential areas, close to existing services and located on lands generally suitable for development should be prioritized when residential expansion occurs. Residential Expansion areas are intended to connect the existing residential neighbourhoods and land uses through new context-sensitive residential development providing a variety of housing options. New development that is proposed in the Residential Expansion areas does not need to be the same as surrounding and adjacent uses, but can be complementary to size, shape, design, and placement of surrounding and adjacent structures.

Land Use

a) Encourage a range of housing options in the Residential Expansion areas that serve to spatially connect existing residential areas to each other, and to integrate new development adjacent to existing residential areas, through housing types including:

- i) single-detached dwellings**
 - ii) semi-detached dwellings**
 - iii) duplex dwellings**
 - iv) townhouse dwellings**
 - v) accessory suites**
 - vi) grouped dwellings.**
- (Supports objective C3)

L

b) Support commercial uses in Residential Expansion areas that support the character of these areas, and those that do not create undue nuisance.

(Supports objective C4)

L

c) Encourage live/work units and home-based businesses in Residential Expansion areas.

(Supports objective C4)

L

d) Conduct site planning for the Residential Expansion Area of Blockhouse Hill.

(Supports objective C3)

L

Built Form

e) Encourage the subdivision of land to follow the traditional grid pattern, where appropriate.

(Supports objectives C1, C2, C5 and C6)

L

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative



f) Encourage the size, shape, design, and placement of buildings to be in keeping, or complement the character and context of surrounding and adjacent residential uses. (Supports objectives C1, C2, C3, C5 and C6)



g) Within Residential Expansion Areas, ensure lot requirements, including setbacks, contribute to the pedestrian environment and are in keeping with existing lot requirements in adjacent areas. (Supports objectives C1, C5 and C6)



Mobility

h) Require the provision of road right-of-way reserves to enable road connectivity to future residential development. (Supports objectives C1, C5 and C6)



i) Support reduced on-site parking requirements for residential and commercial uses in the Residential Expansion areas. (Supports objectives C1, C5 and C6)



Figure 2.4
Areas for Residential Expansion

2.5 Main Street Mixed Use

Victoria Road is a local arterial road with a roadway character that changes between the edge of town to New Town, and between residential and commercial areas. A long stretch is dominated by commercial buildings with large asphalt car parks adjoining the right-of-way. Some have little access control, others have planting beds along the street front and between driveways. Some areas feature a swale or ditch. A sidewalk runs on one side of the street from Falkland Street to Centennial Avenue.

Victoria Road serves as an integral transportation route that residents and visitors use to get to and from Lunenburg; however, the design of buildings, their orientation, and emphasis of automobile infrastructure creates a generally unwelcoming environment for pedestrians. Redevelopment of Victoria Road into a Main Street Mixed Use area represents a tremendous opportunity to promote a mix of residential and commercial uses along this key route in town. Emphasis of the Main Street Mixed Use area should be placed on supporting a wide range of housing and commercial options, all the while promoting pedestrian activity through the built form and mobility options. Throughout its evolution, Victoria Road should continue to be an attractive location for both the existing and new commercial enterprises, without rivalling traditional Old Town main street functions.

Land Use

a) Support mid-rise housing types in the Main Street Mixed Use area that promote higher density, including:

- i) mixed-use buildings, and**
- ii) multi-unit apartment buildings.**

(Supports objective C3)



b) Require at-grade commercial uses in buildings facing Victoria Road.

(Supports objective C5)



c) Permit a range of at-grade commercial uses that serve nearby and surrounding community members, including:

- i) office uses,**
- ii) institutional services,**
- iii) retail uses, and**
- iv) food and beverage services.**

(Supports objective C4)



d) Encourage commercial spaces with high-quality, flexible design.

(Supports objective C5)



e) Encourage large-format commercial uses to orient, site, and be designed to fit in with the local context through mechanisms, including:

- i) designing any retail unit to include**

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multiple entrances,
ii) ensure direct access from public sidewalks, and
iii) provide clear glazing and entrances on storefronts.

(Supports objectives C1, C4 and C6)



Built Form

f) Encourage mid-rise development along Victoria Road.

(Supports objectives C2 and C6)



g) Require development to transition in scale and height to adjacent lower-scale neighbourhoods.

(Supports objectives C1 and C6)



h) Ensure consideration is given to the provision of space for recycling, composting, and waste storage facilities.

(Supports objective C6)



Mobility

i) Encourage streetscaping that creates an attractive pedestrian environment.

(Supports objectives C5 and C6)



j) Permit, but do not require on-site parking for new residential developments.

(Supports objectives C5 and C6)



k) Encourage the provision of parking lots to be placed in the rear or side yards of structures.

(Supports objectives C5 and C6)



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Figure 2.5
Victoria Main Street Vision

2.6 Working Waterfront

One of the defining characteristics of Lunenburg is its working waterfront, a place where traditional and marine industries continue to operate. It plays an important role in the cultural landscape of Lunenburg and provides significant context to the built heritage of the town. The many marine uses and structures along the waterfront not only contribute to the town's identity but are important contributors to the local economy. The working waterfront provides an authentic marine experience for visitors but also creates occasional conflict where it meets public areas of the waterfront. The Working Waterfront area in Lunenburg is intended to provide adequate space for the continuation of marine industrial uses.

In 2019, Develop Nova Scotia completed the Lunenburg Waterfront Master Plan. This Plan establishes goals to strategically develop Lunenburg's waterfront, over a five year period, to maximize the economic activity along this key asset. The goals of the Plan balance efforts to develop and reinvest in critical infrastructure, public spaces, programming, and business opportunities. Project Lunenburg and this Comprehensive Community Plan supports and reinforces the goals of the Lunenburg Waterfront Master Plan.

General

a) Support the Working Waterfront in remaining the backbone of Lunenburg's economy and safeguard its vitality.

(Supports objective C4)

L

b) Develop the Working Waterfront area in keeping with the goals established in the Lunenburg Waterfront Master Plan.

(Supports objectives C1, C2 and C6)

L P

Land Use

c) Limit uses to those directly associated with marine industries.

(Supports objectives C1 and C4)

L

d) Encourage sea level rise adaptation in future development plans.

(Supports objective C2)

L

Built Form

e) Evaluate new development to ensure it is in keeping with the character of the Working Waterfront area.

(Supports objective C1)

L

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f) Encourage the location, siting, and orientation of new development to contribute to a positive pedestrian environment.

(Supports objectives C5 and C6)



g) Discourage the use of opaque fencing along the Working Waterfront to enable public views of Lunenburg Harbour activities.

(Supports objectives C1 and C6)



h) Respect views of heritage value established in Chapter 7 - Heritage.

(Supports objectives C1 and C6)



Mobility

i) Encourage on-site, or shared automobile parking for working waterfront uses to ensure adequate parking for employees.

(Supports objective C5 and C6)



j) Explore shared parking arrangements with surrounding uses.

(Supports objectives C2 and C6)



k) Enable pedestrian flow and places to pause and observe marine industrial activities where it can be done safely.

(Supports objectives C2 and C6)



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2.7 Public Waterfront

Lunenburg's waterfront is among the Town's greatest assets and is essential to the quality of life Lunenburgers enjoy. The waterfront offers a unique experience to residents and visitors of the town and contextualizes Lunenburg's history that is rooted in seafaring industries. More importantly, the public waterfront connects town residents, community members, and visitors to the natural environment.

The waterfront provides an array of unique experiences for its users and serves a range of functions. This range, including passive uses, active recreation, and accessing nature are all integral in promoting physical and mental well-being and connecting people to Lunenburg's history. The Public Waterfront area is meant to reinforce and expand the waterfront as a key public space and asset in the town.

General

a) Develop the Public Waterfront area in keeping with the goals established in the Lunenburg Waterfront Master Plan.

(Supports objectives C1, C2 and C6)

L P

b) Continue to promote the Public Waterfront as one of the key assets in the open space network.

(Supports objectives C1, C5 and C6)

O

c) Ensure that expansions and improvements are barrier-free, inclusive and welcoming to all residents, community members, and visitors.

(Supports objectives C1, C5 and C6)

L

d) Maximize public access to the waterfront.

(Supports objectives C5 and C6)

L P

e) Expand the Public Waterfront to include the water's edge for public use as opportunities arise.

(Supports objective C6)

L

Land Use

f) Permit a limited number of uses in areas identified as Public Waterfront to those that contribute to, and expand pedestrian use of the waterfront.

(Supports objectives C1, C5 and C6)

L

Built Form

g) Encourage development adjacent to the Public Waterfront that achieves the following built form characteristics:

i) provides an appropriate interface between public and private realms

ii) oriented to maximize public access and views of the waterfront

iii) designed to have an attractive facade.

(Supports objectives C1, C5 and C6)

L

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Mobility

h) Limit and reduce surface parking lots within the Public Waterfront areas in unison with a town-wide visitor parking strategy.

(Supports objective C1, C2, C5 and C6)

L

i) Provide landscaping, contribute to a high-quality pedestrian realm and integrate placemaking initiatives where surface parking lots continue to exist.

(Supports objectives C5 and C6)

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2.8 Parks and Public Spaces

Several large and small parks and public open spaces are essential in making Lunenburg an attractive place to live, work, and visit. The town's parks, playgrounds, open spaces, fields, and cemeteries, provide a broad range of opportunities for leisure, recreation and access to nature. The Parks and Public Space areas are intended to retain the existing outdoor spaces that are critical for the mental and physical well-being of the community, while also expanding access to high-quality outdoor experiences.

a) Continue to support an interconnected network of parks, open spaces and other recreation facilities.

(Supports objectives C5 and C6)

O

b) Ensure the distribution of parks and open space is distributed in a spatially equitable manner.

(Supports objectives C5 and C6)

L O

c) Encourage the enhancement of existing Parks and Public Spaces by supporting a diverse ecosystem and biodiversity.

(Supports objective C6)

O

d) Require as part of the subdivision process that applicants provide a provision of land, or cash in lieu, to increase the amount of outdoor space in the town.

(Supports objectives C2 and C6)

L

e) Create a centrally located new public park on portions of lands bound by Victoria Road, Green Street and Hirtle Road that stitches together new and intensified surrounding uses.

(Supports objectives C2 and C6)

L P

f) Protect the Bluenose Golf Course lands that are visible from Old Town Lunenburg as open space.

(Supports objectives C2 and C6)

L

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2.9 Recreation and Education Hub



Recreation and education facilities enrich the lives of residents and community members. They provide individuals, families, and the community access to facilities and programs that support physical health and mental stimulation and well-being. The Town currently uses a centralized model to provide many of the recreation and education facilities in Lunenburg. The Community Centre, arena, and Bluenose Academy all provide residents and community members access to recreation and educational facilities and programming. The purpose of the Recreation and Education Hub is to continue to use these lands to meet the recreation and education needs of the Town, and over time, revitalize and improve the Town's current stock of recreation facilities. It is also a part of the directions outlined in sections 10.0 Culture and Recreation and 12.0 Servicing and Facilities.

a) Limit development within the Recreation and Education Hub to uses that provide the community access to recreational and educational uses and facilities.

(Supports objectives C2 and C6)

L

b) Integrate the Recreation and Education Hub with the Victoria Main Street area.

(Supports objectives C2 and C6)

L

c) Develop shared surface parking for recreation users and visitors.

(Supports objective C5)

L

d) Create convenient active transportation connections to revitalized Recreation and Education Hub.

(Supports objective C5)

L P

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2.10 Waste and Sustainable Energy District

The former municipal waste site along Starr Street represents significantly underutilized land within the town boundary. The area is also home to the Town's wastewater treatment facility, critical power infrastructure and continues to operate as a compost collection area for Lunenburg residents. As a brownfield site where remediation might be cost prohibitive and soils are likely structurally unsound, the area could potentially host a solar farm for renewable energy generation by either the Town's utility or through private sector investment. Solar farms typically require no extensive foundations. In addition, the site's adjacency to the Town utility's electric substation makes this area particularly suitable for sustainable energy generation.

a) Initiate a feasibility study for a solar farm within the Waste and Sustainable Energy District or for a location outside of this area.

(Supports objective C2)

S

b) Support a variety of uses in the Waste and Sustainable Energy District area, including:

i) waste collection and recycling,

ii) waste water treatment,

iii) renewable energy production, and

iv) Town Public Works .

(Supports objective C2)

L

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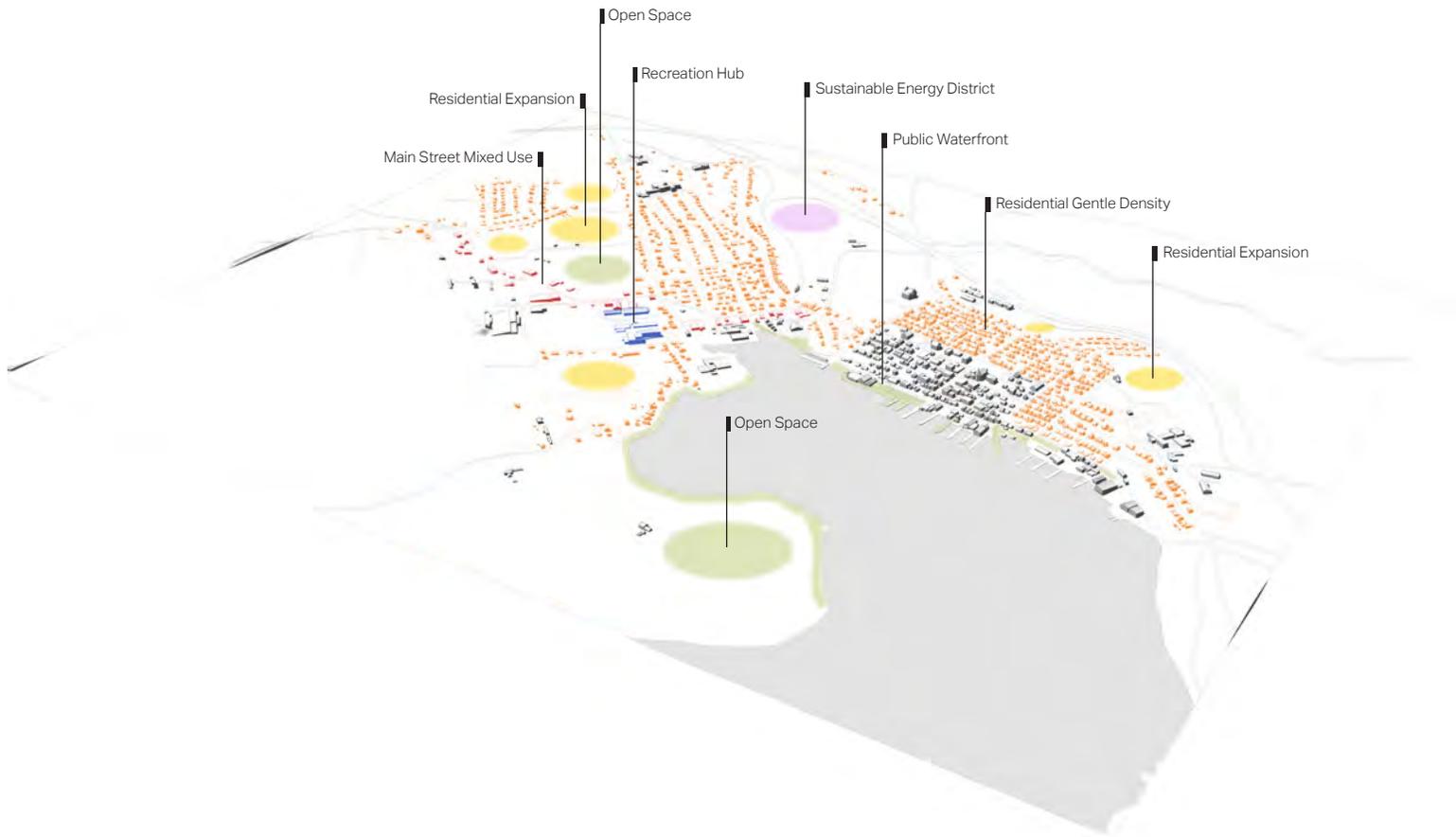


Figure 2.6
Summary of Key Directions

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Housing



Affordable housing:

Housing is affordable when shelter costs do not exceed 30% of a household's before-tax annual income. Affordable housing development is defined here as housing which costs no more than 30% of the median household income within the applicable census dissemination area.

Suitable housing:

Housing is suitable if it has enough bedrooms for the size and composition of the household.

Barrier-free:

Barrier-free design limits any physical barriers that could create challenges for users of all abilities. This term is often also associated with accessibility or universal design.

According to the 2016 Census, Lunenburg is home to 2,263 people who have their primary residence within the Town. As a basic necessity of life, every person who makes Lunenburg their home needs access to housing that is affordable, in good condition, and suitable. As Lunenburg moves into the future, there will be a need for a diversity of housing options that meet changing community demands and accommodate people at various stages of life, with various abilities, incomes and family sizes.

In recent years there has been a national trend towards smaller, simpler housing forms; a trend driven by both household economics and preference. Lunenburg's aging population adds an accessibility component to this trend, though it is not only older residents that benefit from barrier-free housing. Many seniors may wish to remain in more traditional dwelling forms, with renovations and supports that enable this option across a lifespan. Statistical approximations indicate that there may be a need for at least 60 additional retirement-friendly homes over the next 20 years.

Rates of homeownership have been declining nationally, and although it remains the most common tenure in Lunenburg at 65%, this is significantly lower compared to the largely rural surrounding region where homeowners make up 80% of the population. Rentals (35% of tenure in Lunenburg) tend to be more common even in small urban centres like Lunenburg, and these units serve the needs of employees, students, young families and aging seniors.

Lunenburg residents have a lower median income when compared with both the region and the province, likely due in part to the high proportion of seniors relying on their savings or government transfers. There are also a significant number of seasonal residents who rely on income from out-of-province sources that are not captured in the Census Canada data for the town.. While income growth has caught up to housing prices in recent years, the Town's proportionately low incomes and high shelter costs create a gap for more vulnerable residents like seniors, single parents, young adults and recent immigrants.

Throughout the engagement for Project Lunenburg, housing was a critical topic. Community members expressed interest in access to housing that is affordable, suitable, sustainable, and puts the needs of residents before tourists and investors. What makes housing affordable is not only the price of rent or a mortgage but also the walkability and accessibility of the area, and the price of utilities, taxes, and maintenance. The dense, mixed-use nature of Lunenburg's Old Town may serve as an example for future development patterns, providing all residents with a diverse range of opportunities and services within walking distance. While affordability is a concern for both owners and renters in Lunenburg, housing availability is primarily a rental issue, and the seasonality of tourism and employment create a rush for summer housing. The Comprehensive Community Plan policy directives aim to encourage a diversity of housing options which are available to households of all types, sizes, ages and abilities.

Goal

A town that offers a wide range of high quality and affordable housing options.

Objectives

H1 To increase the diversity of housing options throughout the Town of Lunenburg to accommodate current residents and attract new residents, including families and young people.

H2 To increase the number of housing units appropriate for lower income households.

H3 To improve the social and environmental sustainability of homes through alternative energy sources and barrier-free design.

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3.1 General

Cohousing:

Cohousing is an intentional community of private homes clustered around shared space. Each dwelling has traditional amenities, including a private kitchen. Shared space typically features a common house, which may include a large kitchen and dining area, laundry, and recreational space.

Home Share:

Home share arrangements enable homeowners to offer affordable housing in exchange for an agreed level support. These arrangements are typically between seniors and young people or students, and support can involve help with household tasks, errands, or simply companionship.

Like many Canadian and Nova Scotian communities, Lunenburg’s population is aging. It will be important for the Town to attract new residents, particularly young people and professionals, in order to counter population decline, as well as fill important positions in the working sectors (particularly, a growing demand will be placed on healthcare). In order to improve housing options for both current and future residents, Lunenburg must place importance on continued data monitoring, partnerships among other government sectors, and a flexible regulatory framework.

Housing Options

a) Encourage a mix of housing options throughout the Town to meet the range of needs in the local market. Options should include various building forms (multi-unit dwellings, duplexes, etc.), housing models (market rental, cohousing, home share, etc.), unit sizes, and mixed-income pricing.
(Supports objectives H1 and H2)

L

b) Promote and prioritize housing which is both barrier-free and affordable.
(Supports objectives H2 and H3)

L

c) Consider establishing financial incentives enabled through the Municipal Government Act or through forthcoming provincial legislation for developments which include affordable housing, such as:
i) waive permit fees
ii) reduce fees or property taxes
iii) provide low-interest loans
(Supports objective H2)

F Le

Family-oriented housing

d) Promote family-oriented housing, including for families with children, by supporting the spaces and facilities that meet the needs of diverse age groups.
(Supports objective H1)

L

e) Promote childcare opportunities within new residential or mixed-use development.
(Supports objective H1)

L

Continuous Data Collection

f) Continue to monitor and analyze housing demand and supply, as well as relevant development trends in order to respond to market changes and create data-driven policy.
(Supports objectives H1, H2 and H3)

O L

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Community Land Trust:

Typically a non-profit, community land trusts develop and steward affordable housing (or community gardens, civic buildings, commercial assets) on behalf of a community. This model gives agency to community members, often forming as a response to gentrification, and enables low-cost housing by removing the cost of land.

g) Examine key demographic indicators with the publishing of each national census.

(Supports objectives H1, H2 and H3)

O

Partnerships and Collaboration

h) Continue to foster relationships with regional, provincial and federal government housing agencies, as well as community groups, to develop opportunities to partner on funding potential programs enabled through the Municipal Government Act or through forthcoming provincial legislation such as:

i) co-housing mortgage assistance

ii) rental housing incentives

iii) community land trusts.

(Supports objectives H1, H2, and H3)

P F

i) Foster collaboration and data sharing among all housing stakeholders.

(Supports objectives H1, H2 and H3)

P O

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3.2 Housing Scale

Accessory Suites:

Accessory suites are single-unit dwellings located on a lot with another dwelling.

Accessory suites can be contained within another dwelling or as part or all of an accessory building.

They are subservient but distinct from main dwellings.

The scale of housing pertains to the density of development as well as dwelling types and unit sizes. There are economic benefits to denser development (which can be seen in the high assessment rates of Old Town Lunenburg), but dense and walkable communities with a mix of uses can also improve the accessibility and affordability of a home. In order to support a high quality of life, a range of dwelling types and sizes will also be necessary to accommodate residents.

Residential Infill

a) Encourage accessory suites within residential areas identified as Residential Gentle Density on the Housing Growth Areas Map (Figure 3.1) through financial incentives such as construction grants and tax credits, pending enabling legislation.

(Supports objectives H1, H2 and H3)

L

Walkable Communities

b) Integrate housing, transportation and employment into all land use decision making.

(Supports objective H2 and H3)

L

c) Provide new development opportunities near existing amenities and services.

(Supports objective H2 and H3)

L

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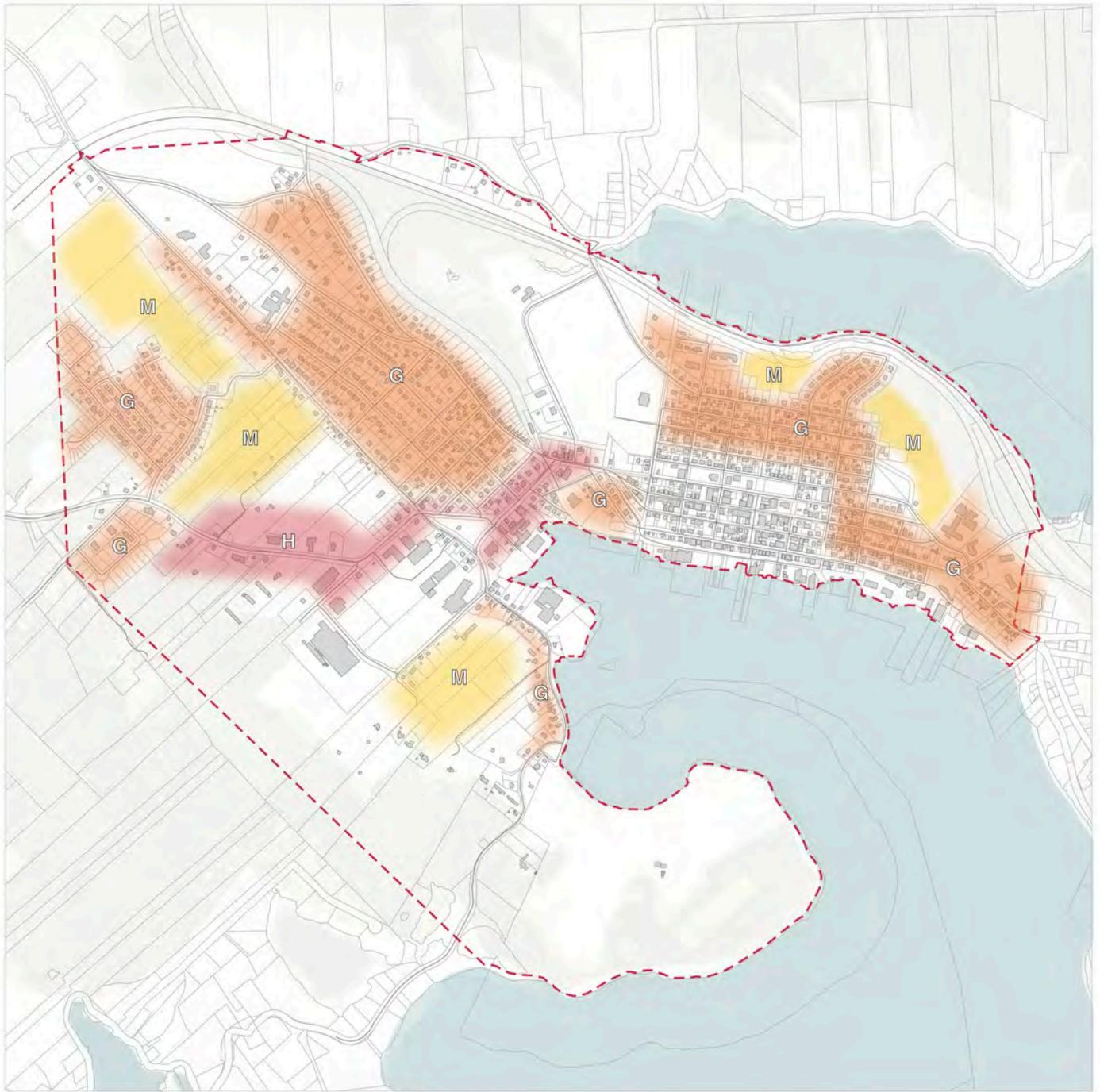


Figure 3.1
Residential Growth Areas

- - - Town Boundary
- G Residential Gentle Density
- M Residential Medium Density
- H Mixed-Use High Density

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3.3 Housing Design

Housing design considers not only the architecture of a building but also the landscaping and infrastructure that go into constructing a livable space. The outstanding heritage resources of the Lunenburg Historic District have been carefully managed in the past. Heritage guidelines should be adapted to respond to current and future housing demand in a way that is sensitive and compatible with the existing built heritage collection. Both within and outside the Historic District, housing design should incorporate barrier-free principles, energy efficient design and opportunities for gentle density and shared open spaces. Many of these initiatives would be achieved through collaboration with local stakeholders, and would benefit from enabling legislation and funding programs at the provincial and federal governments.

Barrier-free Housing

a) Reduce regulatory barriers to retrofitting existing homes with accessible infrastructure and design through the Encroachment Bylaw.

(Supports objective H3)

Le

b) Encourage the uptake of barrier-free housing development as a best practice to improve social sustainability by creating educational materials and funding programs for home owners and developers.

(Supports objective H3)

F

c) Support smaller housing forms and smaller lot sizes.

(Supports objectives H1, H2, and H3).

L

d) Locate barrier-free housing in walkable areas and consider the following neighbourhood features:

i) gentle slopes

ii) high quality pedestrian infrastructure

iii) availability of amenities and green space.

(Supports objective H3)

L

Sustainable Housing Design

e) Support and prioritize sustainable construction that enables affordable operating costs, including:

i) Energy efficient housing

ii) Sustainable building materials and practices

iii) Housing construction which optimizes passive solar energy.

(Supports objectives H2 and H3)

L

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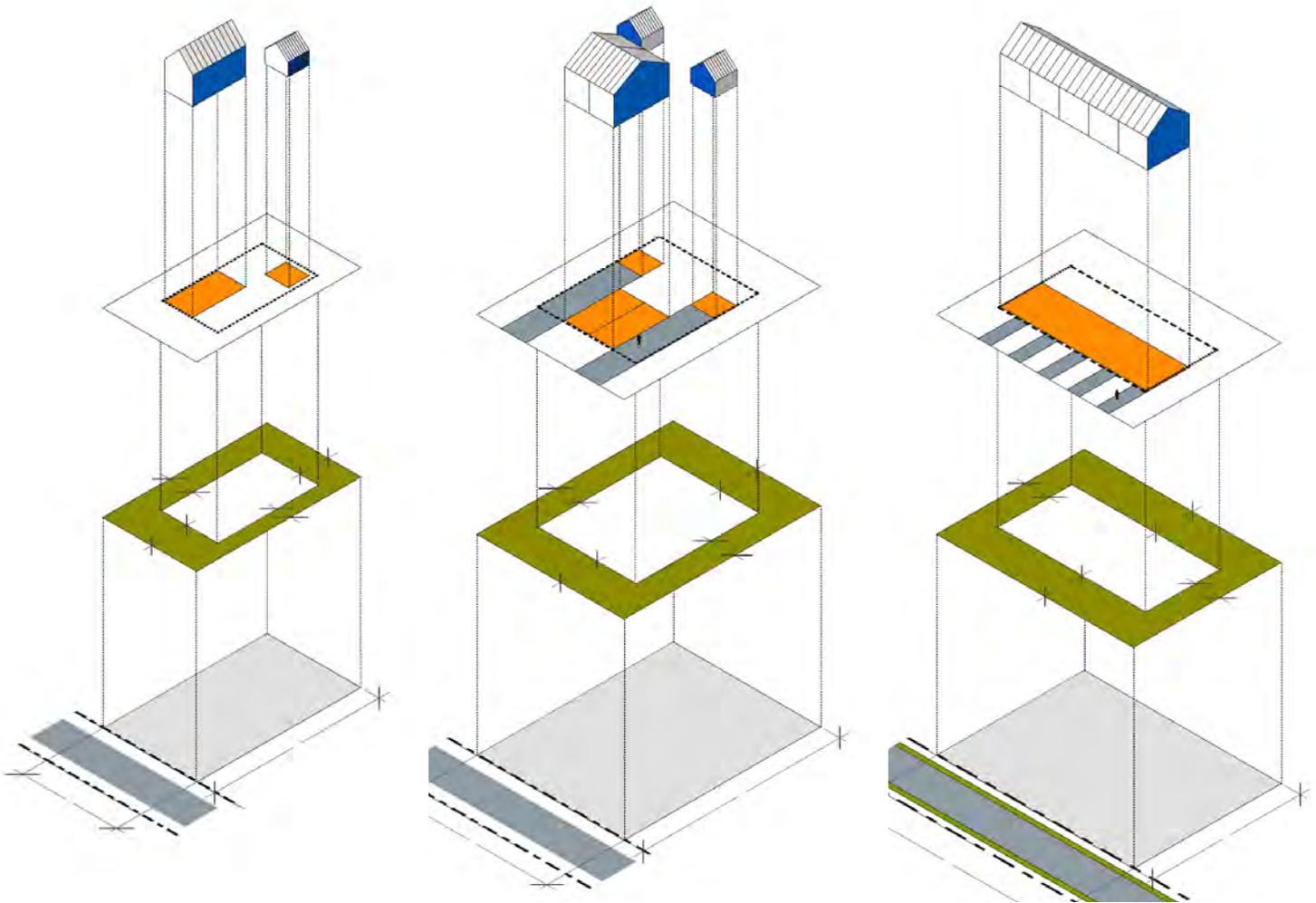


Figure 3.2
Housing Variety

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3.4 Alternative Housing Models

Municipal Land Bank: Land banks are quasi-governmental entities created by municipalities (or counties) to effectively manage and repurpose an inventory of underused, abandoned, or foreclosed property.

Changing market trends can lead to a demand for alternative housing models which better suit emerging housing needs than conventional market housing. Some of the models which may enable suitable housing development include those which target demographics with unique needs like intergenerational housing, supportive housing, and boarding houses. Encouraging financial models such as rent-to-own housing or rent geared to income can also contribute to filling this gap in housing demand.

Co-operative ownership models like cohousing, co-op housing and community land trusts, give residents and communities the opportunity to have greater agency and decision-making voice. These models can incorporate rental, ownership, and shared housing options. Cohousing is often managed through a condo agreement, and homes can be resold on the open market. Co-ops and land trusts have one key economic advantage, which is that the cost of land is disassociated from the cost of housing. Land trusts and limited equity co-operatives have elected boards which possess strict mandates and real estate controls, effectively removing the housing from the speculative, profit-driven market and ensuring long-term affordability. The Town should leverage municipal land assets to enable alternative housing models and aim to enhance these initiatives with provincial or federal funding programs when they become available.

Cohousing

a) Promote cohousing development through a clear regulatory process and educational materials.

(Supports objective H1)

L O

b) Support alternative housing forms such as cohousing, grouped homes, supportive or seniors housing in the areas designated as Residential Medium Density and Mixed Use High Density on the Housing Growth Areas Map (Figure 3.1).

(Supports objective H1)

L

c) Allow for alternative housing forms such as tiny homes within cohousing developments.

(Supports objectives H1 and H2)

L

Grouped Housing

d) Enable grouped dwellings throughout the town as a type of housing development which supports alternative forms of home ownership.

(supports objective H1)

L

e) Establish clear standards for the form and scale of grouped housing through the regulatory process.

(Supports objective H1)

L

Home Share

f) Establish a match-making system for home share participants.

(Supports objectives H1 and H2)

O

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Supportive Housing:
Supportive housing combines housing with services in an affordable model which can include medical care for physical or intellectual disabilities, mental illness or addiction, as well as social services intended to support those with a history of housing instability.

Co-operative Housing:
A housing co-op uses an alternative form of ownership in which dwellings are owned by an organization and sold as shares to residents. Residents become members of the co-op, pay a fee to cover their portion of operating expenses, and democratically elect a board of directors.

Municipal Land Bank

g) Explore the possibility of forming a Municipal land bank with the intention of providing surplus land or property to a non-profit body, thus disposing of land to maximize community benefit.
(Supports objective H2)

O P

Community Land Trusts

h) Promote the creation of a community land trust non-profit body representing potential residents, community members, and housing and economic development professionals.
(Supports objective H1 and H2)

P

i) Commit surplus municipal land or a portion thereof identified for housing development to a community land trust with the mandate of providing long-term affordable, mixed-income housing.
(Supports objectives H1 and H2)

O F

Supportive Housing

j) Allow supportive housing including small-options homes throughout all residential zones.
(Supports objectives H1, H2 and H3)

L

k) Promote the development of new supportive housing options through financial incentives such as development fee waiving.
(Supports objectives H1, H2 and H3)

F

Boarding Houses

l) Allow boarding houses and rooming houses throughout all residential zones.
(Supports objectives H1 and H2)

L

m) Promote the development of boarding houses through financial incentives such as development fee waiving.
(Supports objectives H1 and H2)

F

Co-operative Housing

n) Encourage new limited equity co-operative housing developments throughout the town as a housing model that encourages community building and offers an alternative form of ownership.
(Supports objectives H1 and H2)

L

Rent-to-Own

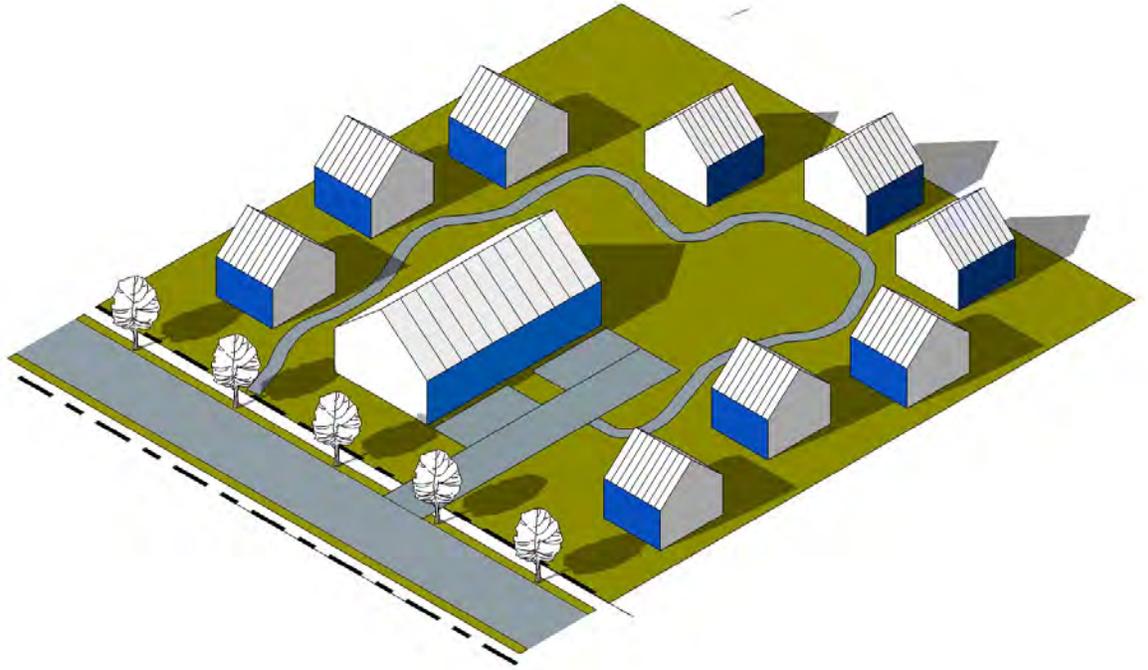
o) Explore partnerships with the Province and non-profit housing providers, housing departments and co-operatives to offer a rent-geared-to-income program for low-income households.
(Supports objective H2)

P O

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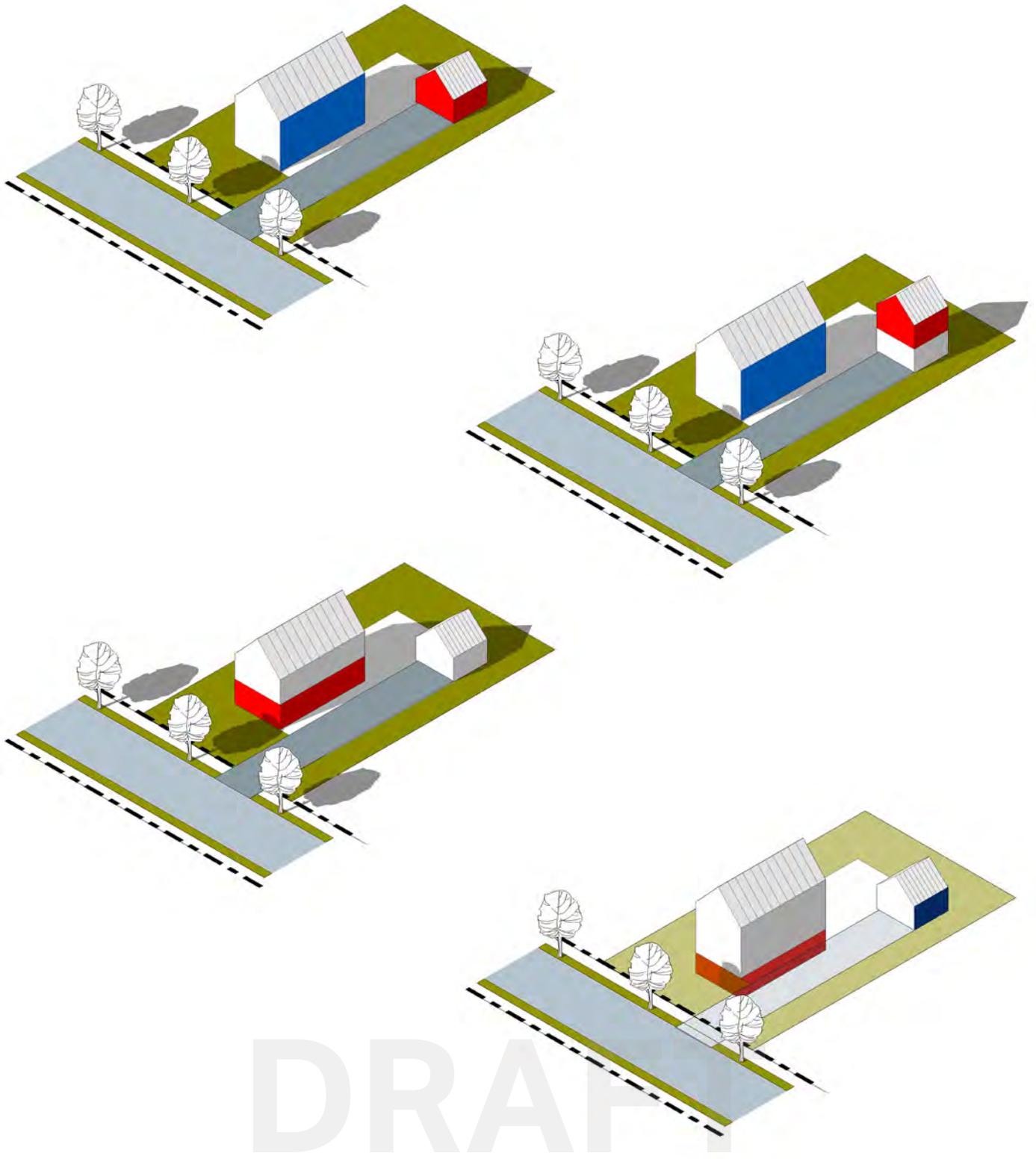
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Grouped Housing:
Two or more dwelling units on one lot where each unit is contained in a separate building. These grouped dwellings can be used for “bare land” condominium corporations, cohousing, collective ownership agreements, cooperative housing organizations, or clustered seniors rental housing.



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Figure 3.3
Grouped Housing Scenario



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Figure 3.4
Accessory Suite Options

3.5 Short-term Rentals

Secondary Residence:

A dwelling that is not owner occupied most of the time. It may be a second home or an income property.

Lunenburg is a long time tourism destination, and the Town services have always struck a balance to provide for both residents and visitors. While vacation rentals have been present throughout recent history, the more recent development of online listings hosted through websites like Airbnb, VBRO and Home Away has increased both the popularity and the transparency of this market.

Short-term rentals are one housing form that can enable affordable home ownership and bolster tourism, but they are also a threat to the availability of long-term rentals and the prosperity of traditional hospitality sectors. It will be important to balance these benefits and challenges to maintain a housing market suitable for long-term local residents.

Primary Residence:

The dwelling where an individual lives as an owner or tenant, and is the residential address for bills, identification, taxes, and insurance. It is the persons home for most of the year (at least 6 months) which they may share with other members of their household.

These policy directions aim to create clear and enforceable enabling policy which allows short-term rentals where appropriate.

Land Use Considerations

a) Incorporate short-term rental policies into the existing Municipal Planning Strategy and Land Use By-law:

- i) Define short-term rental**
- ii) Regulate short-term rental site standards.**

(Supports objectives H1 and H2)

L

Short-term Rental By-law

b) Create a standalone Short-term Rental By-law which regulates the use of secondary and primary residences as short-term rentals.

(Supports objectives H1 and H2)

Le

c) Regulate secondary residences hosted as short-term rentals as a commercial use, through the following directives:

i) Require registration as a tourist accommodation under provincial regulation

ii) Apply commercial tax rates.

(Supports objectives H1 and H2)

Le

d) Develop a municipal policy for primary residences hosted as short-term rentals which includes some form of the following directives:

i) Support primary residences hosted by individuals over 18 as short-term rentals

ii) Require registration with the Town (accompanied by an annual fee)

iii) Require hosts to display the short-term rental's registration number on all advertisements and listings

iv) Require health and safety inspections on an annual or one-time basis

v) A limit of one active listing per host at any time.

(Supports objectives H1 and H2)

Le

e) Allocate funds acquired from short-term rental registration and taxation for policy enforcement and affordable housing initiatives.

(Supports objective H2)

F

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3.6 Housing Programs

Affordability is a major concern for both tenures, though renters are also having trouble simply finding an available place to live. Building and maintaining the stock of rental housing will be crucial to attracting and retaining residents, particularly young people, students, seasonal employees, and low-income households. With the Town's financial resources being limited, it should continue to lobby the provincial and federal government to provide assistance for such programs.

Financial programs for both renters and owners can provide up-front assistance with expenses, a rental registration program can create an effective inventory of rental housing in the Town and improve enforcement through proactive inspections (rather than waiting for a complaint). The Town could record basic information (e.g. unit accessibility, fire escapes, contact info) and track bylaw violations for public knowledge. The goal is to ensure safe, quality living conditions as well as provide the town with baseline rental data. Some recommendations which address housing supply include an empty homes tax which acknowledges the impact of seasonal residents and international buyers on housing availability, and support for the conversion of single-detached dwellings and institutions to rental housing.

Rental Housing Incentives

a) Support rental housing for employees, students, young families and seniors by exploring the following funding options for rental housing containing a portion of affordable units:

i) Reduced development fees

ii) Capital grants

iii) Tax credits and abatements.

(Supports objectives H1 and H2)

F S

Rental Standards

b) Continually review the Town's building inspection and enforcement policies to ensure proactive enforcement of housing regulations (long-term rental, short-term rentals, construction).

(Supports objectives H1 and H2)

L Le

c) Undergo a feasibility study regarding a rental housing registration program.

(Supports objectives H1 and H2)

L S

Rental Conversion

d) Encourage the conversion of single-detached dwellings to rental units through policy and/or funding options.

(Supports objectives H1 and H2)

F L

e) Allow for the adaptive reuse of churches, halls, and other institutions to create new rental housing or commercial space.

(Supports objective H1)

L

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Non-Resident Owners

f) Conduct a feasibility study of mechanisms that would encourage long-term primary residency among property owners, such as:

- i) international/national buyer tax
- ii) other non-resident owners tax
- iii) empty homes tax
- iv) local owner tax credit or to augment provincial cap program.

(Supports objectives H1 and H2)

F O S

Shelter Costs

g) Support low-income households, including seniors, by exploring program options for assistance with costs related to:

- i) Utilities
- ii) Maintenance
- iii) Barrier-free retrofits.

(Supports objective H2)

F O

h) Encourage the renewal, repair and upgrade of existing affordable housing units within the private, public and non-profit markets. (Supports objective H2)

F P

i) Continue to offer the property tax exemption for low-income individuals.

(Supports objective H2)

F

First Time Buyers

j) Support first-time home buyers through partnerships with Federal and Provincial funding programs which address:

- i) Down-payments
- ii) Monthly mortgage payments
- iii) Property taxes
- iv) Deed transfer tax.

(Supports objective H2)

P O

Education

k) Distribute information for tenants and homeowners to ensure they have access to information that could help meet their housing needs, including:

- i) Tenant rights
- ii) Accessing housing for new immigrants
- iii) Financial assistance for shelter costs
- iv) Alternative housing options
- v) Energy and barrier-free retrofits.

(Supports objectives H1, H2 and H3)

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3.7 Housing Growth Areas

The Housing Growth Areas Map (Figure 3.1) shows where there is opportunity for an addition of residential units. These are divided into three key categories: gentle density, medium density and mixed-use high density.

Areas for gentle density are established residential neighbourhoods which can accommodate growth through accessory suites, appropriate infill where possible, home-based businesses, and first-floor commercial spaces. These forms of density will respect the scale of the existing neighbourhoods while providing some flexibility and fostering walkable communities where people can live and work.

Medium density residential areas could enable expansion of the existing residential grids which surround them. These areas could enable alternative housing models such as co-housing and micro-lofts, as well as seniors housing and multi-unit housing. This classification intends to open up new land in the mid and long-term for potential housing development including Blockhouse Hill, and undeveloped lands in New Town.

Victoria Road holds potential to become a new mixed-use corridor from Hirtle Road into Falkland Street. Densifying this route through mid-rise housing and retail could help to connect New Town and Old Town via a pedestrian-friendly corridor connecting to Lincoln Street for locals and visitors alike.

Residential Gentle Density

a) Enable gentle density through accessory suites and infill where lot sizes allow.

L

b) Encourage economic activity by allowing home-based businesses.

L

c) Enable re-conversion of first-floor commercial spaces where they existed originally.

L

Residential Medium Density

d) Enable medium density residential expansion through Comprehensive Development District (CDD) or Secondary Plan.

L

e) Encourage integration of multi-units, co-housing, seniors housing and micro-lofts.

L

Mixed-use High Density

f) Foster mixed-use higher density mid-rise

L

g) Integrate ground floor retail.

L

h) Integrate affordable housing.

L

i) Establish pedestrian-friendly streetscape.

L

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Servicing and Facilities

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Municipal governments provide many of the services and facilities that most impact the day to day lives of citizens. The provision of drinking water, collection and management of waste, and delivery of many other basic, essential services to households and businesses all fall under the purview of local governments, such as the Town of Lunenburg. The Town provides these services through a multitude of personnel, equipment, buildings, and facilities, to ensure the town functions are carried out. This enables a range of community activities that contribute to quality of life.

Well functioning infrastructure is often taken for granted; the average citizen hardly notices systems that are operating properly. On the contrary, it can be very disruptive to quality of life when there are issues with supply of water, a sewer system malfunctions. Quality of life can diminish when a facility does not perform well or is excessively expensive to operate. Particular to Lunenburg, tourist regions do experience a conundrum: the seasonality of service demands can cause strain on municipal infrastructure during peak tourist seasons, creating issues with irregular service functions and impacting resident and visitor experience. Additionally, the historic nature of the town and generational succession bring infrastructure challenges due to the age of installations and outdated engineering solutions.

Additionally, the Town of Lunenburg is in two unique situations. It currently owns a large inventory of building and community facilities as compared to other municipalities

of its size. Some of these buildings are aging and underutilized, while also having interesting heritage value. The Town is also unique in providing electric utility services to its residents. Furthermore, servicing encompasses emergency services, as well as solid waste collection and management.

Lastly, fast, reliable and affordable internet connections have also evolved from an optional amenity to a basic necessity for full participation in society. This service provision cannot be easily influenced by the Town, as it is delivered through private enterprises. However, this important aspect of servicing is still included in this section.

On the whole, the servicing and facility duties of the Town of Lunenburg constitute a tremendous responsibility. Over the course of the next 40 years the facility, service, and infrastructure needs will be constantly changing and adapting, requiring a continuous approach to monitor, evaluate, and invest in facilities and services. Any future development scenarios for the town will need careful consideration of municipal water and sewer service provision.

The short- and long-term financial costs of providing high quality facilities and services is one of the primary factors, and challenges, in municipal operations. The Town must carefully consider and plan, including with local and regional partners, how to efficiently and effectively ensure financial burdens are not placed onto taxpayers when decisions to invest are made.

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Goal

A town where the long-term infrastructure needs of the community are met through strategic management and incremental, well-phased upgrades that are financially sustainable.

Objectives

SF1 Promote long-term economic prosperity by supporting businesses and residents through servicing and facility improvements.

SF2 Improve the resiliency in the community through robust servicing and facilities.

SF3 Support the development of housing growth areas.

SF4 Replace or divest outdated infrastructure and facilities that drive municipal costs whenever it is opportune.

SF5 Improve current policies and procedures to ensure consistency and adaptability.

SF6 Develop Town capacity and resources as required to meet facility and service requirements.

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4.1 Town Drinking Water



The Town owns and operates its municipal water supply utility, providing residents and municipal businesses with potable water and fire protection. Water supply for the Town of Lunenburg is secured through Dares Lake, which is a natural water reservoir located 2.5 kilometres from the Town of Lunenburg in the Municipality of the District of Lunenburg. The Provincial Dares Lake Protected Water Area Regulations under the Environment Act establish restrictions on most activities and land uses of the immediate watershed. Dares Lake provides an abundant supply of clean water with a yield of approximately 10,800,000 litres per day during a dry season.

Water Treatment Plant:

Facility where water from the lake is prepared to be consumed as drinking water in households and businesses.

Water flows by gravity from Dares Lake to a nearby intake chamber and screen house. From there it is pumped to the Water Treatment Plant located at 524 Northwest Road in the Community of Northwest. The award-winning water treatment facility opened in 2010. It is designed to provide a production rate of up to 5,400,000 litres per day. The treatment process includes redundant raw water pumping, multiple pretreatment options, and redundant filter trains.

The plant was designed to service a population of 3,254—a number that was projected before the plant design in 2009. Statistics suggest that the plant may have

the capacity to serve even more population: Statistics Canada 2017 Drinking Water Plant Survey shows average total water consumption rates of 394 litres per person per day for combined residential and commercial demand in Nova Scotia. These numbers would suggest a serviceable population of above 10,000 residents.

Actual water consumption rates in the town are unknown. While the system capacity is likely sufficient for the Town's needs in the near future, knowledge about actual consumption rates would still be valuable, especially if industries heavy on water consumption may settle in the town. Water metering would also help the Town to identify system leaks, develop a better understanding of long-term supply needs and possibly open opportunities to share surplus water with the District.

The Town operates approximately 27.4 kilometres of water lines serving most inhabited areas within town boundaries as well as parts of the Garden Lots community in the district of Lunenburg. Two water mains leave the treatment plant and run parallel along Northwest Road until they reach the outer boundary of the Town. They split into two directions at the intersection of Green and Dufferin Streets and further branch out from there.

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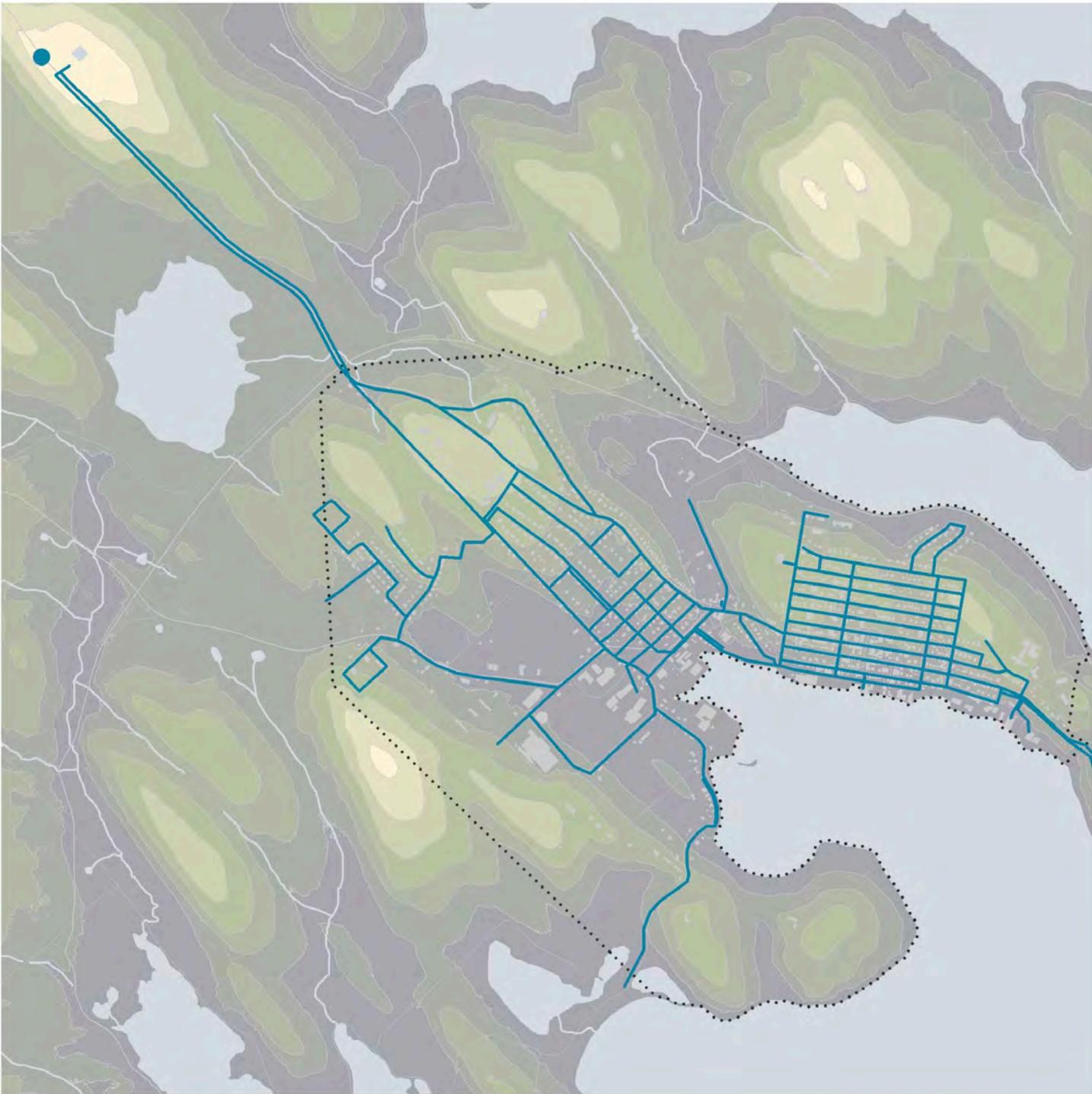
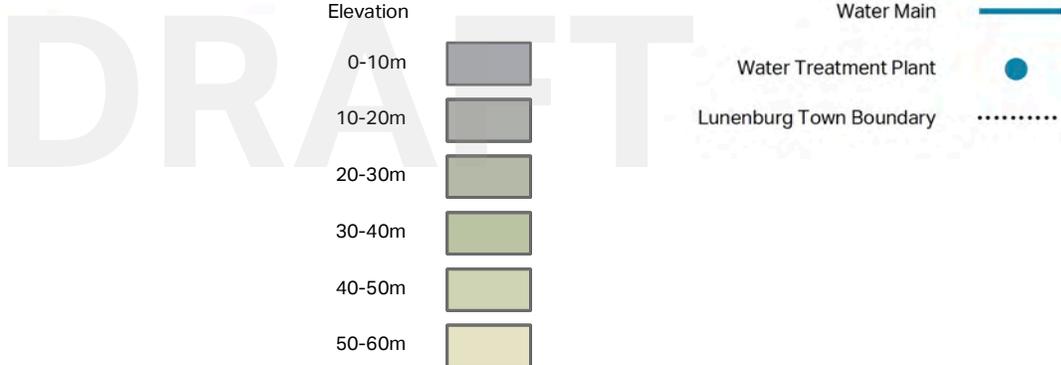


Figure 4.1
Water System





With an elevation of about 64 metres above sea level, the water treatment plant is situated higher than any land within town limits. That puts the Town in the convenient situation of being able to feed municipal water lines largely by gravity. However, one steel water tank was built on Hospital Road in Garden Lots to increase the system's storage capacity and better serve the needs of High Liner Foods just outside of the Town boundaries.

A review of the Town's community facilities and utilities reveals that the Town has good water servicing capacity to sustain future development potential. A water modelling study is required to fully assess the water distribution system and to determine the capacity of individual water mains and available pressures throughout the network. This study would include hydrant flow testing to validate the model and provide insight on the condition of the existing water mains. This is also an important piece of information to determine if fire hydrants provide sufficient pressures or water flows in the event of a fire.

Water Consumption

a) Develop a program for the introduction of water consumption metering for individual residences and businesses. Such a program may require an infrastructure support fee or a tax measure to ensure all home-owners and businesses, including seasonal residents and businesses, contribute to the maintenance of drinking water infrastructure.
(Supports objectives SF1 and SF5)

O

b) Understand the long-term water supply needs for the town.

(Supports objectives SF1, SF3 and SF6)

S

Water Distribution

c) Commission a water modelling study to investigate pressures and capacities on individual streets and water lines.

(Supports objectives SF1, SF3 and SF6)

S

Water Quality and Supply

d) Continue to monitor and evaluate municipal water supply infrastructure.

(Supports objectives SF1, SF3 and SF6)

O

e) Continue to monitor water levels and quality at Dares Lake to ensure it remains a viable source of drinking water for the town.

(Supports objective SF6)

O

f) Continue to work with the Municipality of the District of Lunenburg and the Province to ensure Dares Lake remains a source of clean drinking water.

(Supports objective SF4)

P

O

g) Support revisions to the Dares Lake Protected Water Area, under the Environment Act, to include all lands in the natural watershed area of Dares Lake.

(Supports objective SF1, SF2, and SF6)

P

O

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4.2 Wastewater

Wastewater Treatment Plant (WWTP):

Facility where sewage from households and businesses is cleaned and disinfected so that it is suitable for release into the harbour.

Gravity Line:

Sewer line in which sewage flows downhill without any assistance of technology. This type of sewer is suitable for connections from individual households and businesses. In that sense, it is the opposite of the force main.

The Town of Lunenburg wastewater system services business and households in the Town and in a few adjacent areas of the District. Major elements of the system include the Town of Lunenburg Wastewater Treatment Plant, gravity sewers (many are combined storm and wastewater), sewage pumping stations and associated force mains. While the plant is only 17 years old it has been heavily used, much of the collection system infrastructure dates back to the early 1900s.

Treatment Plant

The Town of Lunenburg Wastewater Treatment Plant (WWTP) was constructed in 2003 as an innovative Moving Bed Bioreactor (MBBR) and Dissolved Air Flotation (DAF) plant. The WWTP is designed to treat an average dry weather flow of approximately 2.9 million litres per day and a peak wet weather flow of 11.4 million litres per day. As further detailed in the subsection about wastewater collection, the entire wastewater system is subject to large amounts of inflow and infiltration of both storm and seawater. This causes challenges at the plant: the salinity from seawater interferes with the proper functioning of the bioreactor and has accelerated the aging of the plant to the point that major upgrades may be inevitable. Moreover, the flow rates to the plant are relatively high and come close to the plant's capacity, especially during heavy rainfall events.

Consequently, an assessment of the WWTP recommended three upgrading options, ranging between \$3.6 million and \$9.8 million in capital cost. This magnitude of capital investment may be avoided in the short-

term through operational and maintenance improvements. However, if development in the identified expansion areas of the town begins to materialize (see Section 4.4), or should inflow and infiltration into the system increase, the Town of Lunenburg will need to consider more significant upgrade options to prevent an overburdening of the plant.

The WWTP is located at an elevation of approximately 4 metres above sea level, making it susceptible to flooding damage. This became evident during hurricane 'Dorian' in 2019, when a storm surge flooded the building, leaving behind a damaged facility that needed over a month to return to full treatment capacity. Since this essential asset of the Town cannot be easily relocated, future upgrades will also need to include floodproofing.

The treated effluent from the WWTP is pumped back to the Old Town and released into Lunenburg Harbour through an outfall below the Fishermen's Wharf. The treatment process can cause foaming and the appearance of a mixture similar to sludge at the outfall. In this highly visible location, the effluent can appear unsightly and cause public concern. An underwater extension of the outfall on the harbour floor can relocate this visual nuisance away from the waterfront and out into deeper water with higher flushing capacity.

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Combined Sewer:

Gravity line that collects not only sewage from residences and businesses, but also storm water that gathers on building roofs and streets.

a) Introduce operation and maintenance improvements at the treatment plant that will extend its useful life span.

(Supports objectives SF1 and SF6)



b) Upgrade the WWTP, taking into consideration the seasonal demands, flood risks, collection system factors, and Town growth capacity needs.

(Supports objectives SF3 and SF6)



c) Perform floodproofing measures at the WWTP to prepare for future storm events, using 3D flood model simulations.

(Supports objectives SF1 and SF6)



d) Extend the sewer outfall beyond visibility from the waterfront.

(Supports objectives SF1 and SF6)



Pumping Station:

Small building with a pump that pushes sewage through the force main.

Force Main:

Pressurized sewer (wastewater) line that has the purpose of transporting large amounts of sewage from one location to another, typically uphill. Because of the pressures in the line, force mains are not suitable for individual household or business connections into the system.

Wastewater Collection

The wastewater system covers a total sewershed area of 198 hectares, roughly 50% of the area within town boundaries. The hilly topography of the Town of Lunenburg poses some challenges to sewage flow which result in a relatively complex system design. The intermittent heights and depressions throughout the town divide the sewage flow into nine sewersheds. Each of these sewersheds have a low point, from where a pumping station directs all sewage through a force main to a higher elevation. The combined length of all force mains is about 1.5 kilometres.

Three of the pump stations (Fisherman's Wharf, Bluenose Drive and Brook Street) share a common force main and pump jointly to the WWTP. All sewage flow of the Town flows through one of these three pumps.

A 2019 assessment of six out of nine pumping stations found that all six of the assessed stations needed capital maintenance due to age, and operating in high levels of salt water inflow. Just like the treatment plant, pumping stations are affected by seawater in the system and have had some performance issues. A recent initiative of the Town has introduced regular inspection and maintenance routines for the pumps, which will address and prevent some operational problems. However, as long as seawater is present in the system, challenges will persist and shorten the lifespan of the components.

Seawater enters the pumping stations in two ways: First, station overflows that are designed to release sewage into the harbour during emergencies (e.g. pump failure) lack

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Inflow and Infiltration:

Groundwater entering sanitary sewers through defective pipe joints and broken pipes is called *infiltration*. In Lunenburg some infiltration stems directly from seawater. Water entering sanitary sewers from inappropriate connections (e.g. hidden roof drains) is called *inflow*. Together these two effects decrease the efficiency of wastewater treatment at the plant.

backflow prevention, so that seawater can enter the overflow pipes during very high tides and storm surges. Second, gravity lines leading to the Brook Street pumping station are below sea level, and seawater can enter the system through infiltration.

Frequency and quantity of seawater intrusion are unknown. There are also unaccounted sewage flows with unclear origin arriving at the plant. Additionally, pumps appear to be running more than required and creating unnecessary costs for the Town.

The town operates approximately 20.3 kilometres of gravity lines. The system is generally based on wastewater/stormwater combined sewers with some areas separated in the past 20 years. The system exhibits high infiltration and inflow (I&I) rates due to the age of the system. Large rainfall events can be correlated with high flows to the treatment.

In summary, the wastewater collection system poses many challenges to the Town. With some elements of the system being century-old, there are many unknowns concerning the infrastructure in the ground. The creation of a digital wastewater system model - sometimes referred to as a waste water master plan - could identify all existing system characteristics and enable a future asset management that will identify cost efficient system upgrades and priorities that are appropriate to the Town's needs.

e) Develop a plan for comprehensive upgrades to the wastewater collection system, in coordination with the treatment plant, taking into consideration issues of inflow, infiltration and future growth goals.

(Supports objectives SF1 and SF6)

S **O**

f) Inspect sewer lines and identify opportunities to reduce inflow and infiltration from groundwater, storm water and seawater into the system.

(Supports objectives SF2, SF4 and SF6)

S **O**

g) Protect pumping stations from seawater intrusion by installation of back flow prevention devices.

(Supports objectives SF2, SF4 and SF6)

O

h) Maintain or replace inefficient sewage pumps to decrease the energy cost.

(Supports objectives SF1 and SF4)

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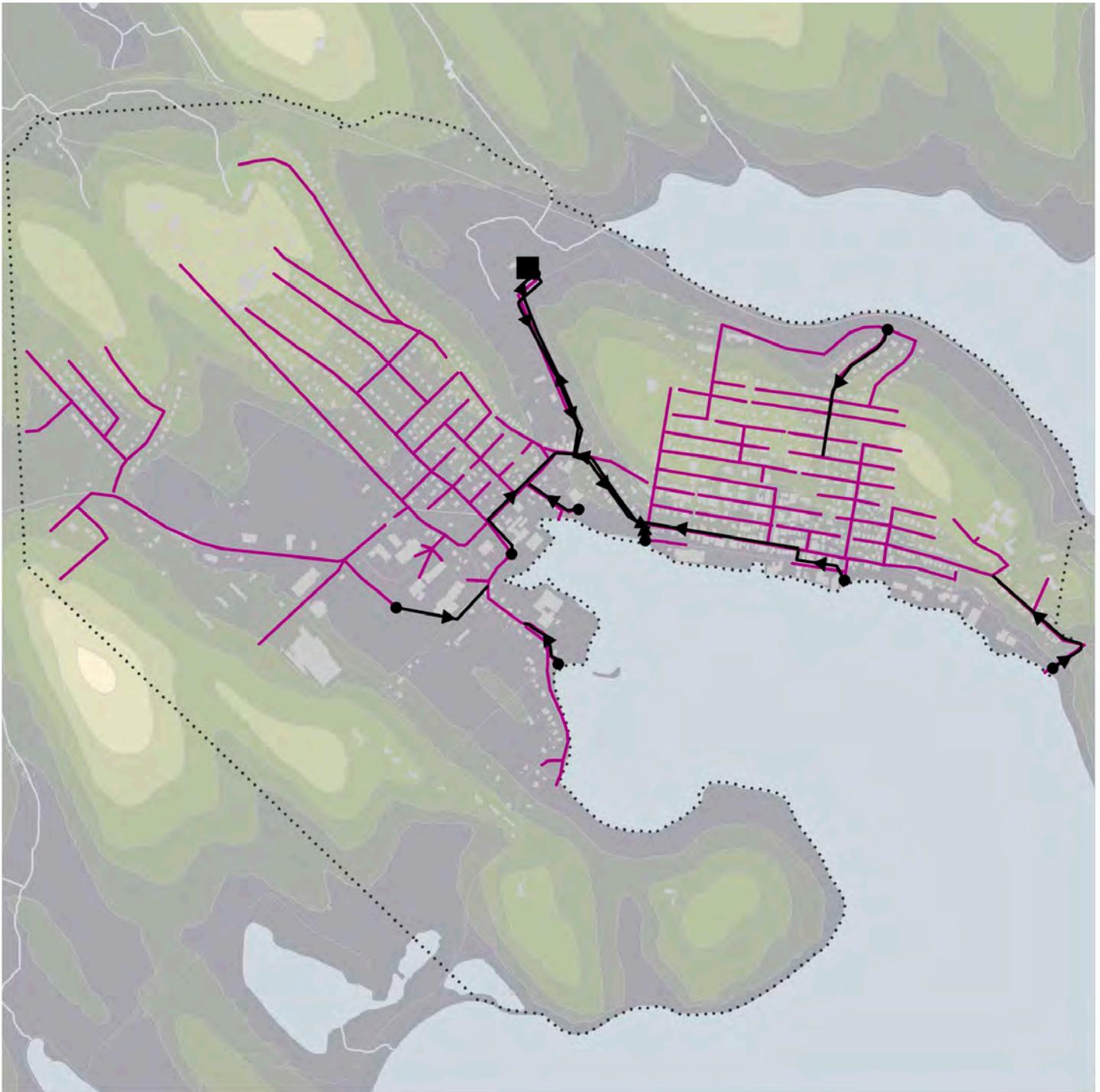
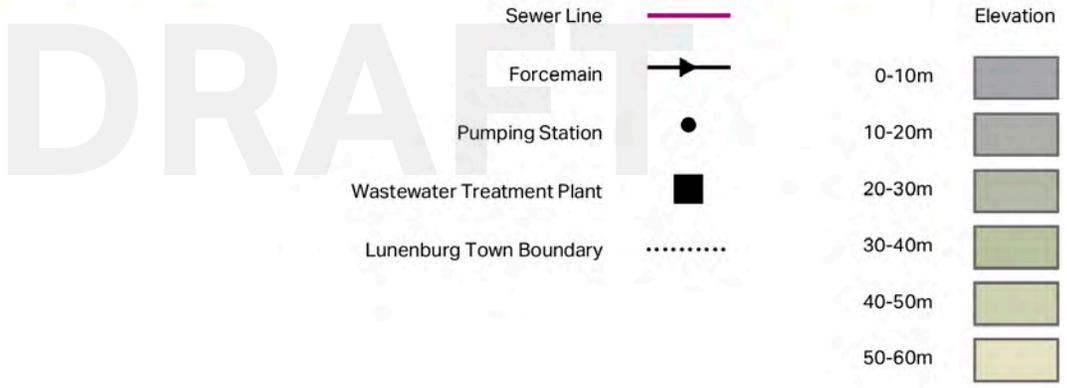


Figure 4.2
Wastewater System



4.3 Stormwater

Lot Coverage:

The portion of the total lot area covered by buildings, structures, and other impervious surfaces such as sidewalks and driveways.

Covered areas are unable to naturally absorb stormwater into the ground, so a higher lot coverage area will result in greater surface flow and more water entering the collection system.

Historically sewer lines in Lunenburg would discharge straight into Lunenburg Harbour. The approach of those days did not require a separation of storm and sanitary sewers. Water runoff from streets and buildings simply ran in the same lines as sewage from businesses and households. All older parts of the town were developed using such combined sewers.

As the environmental damage and health risks from raw sewage discharge in ocean waterbodies became more evident, regulations tightened, and all existing sewers had to be connected to the Wastewater Treatment Plant. As an unfortunate consequence, the Town is now in a position that requires it to undertake treatment of natural rainfall.

While the costs of a one-time replacement of all sewer lines within town boundaries are prohibitive, this should be pursued whenever opportunities arise (e.g. during recapitalization of streets). Separation of storm and sanitary sewers will also remedy the presence of odours during dry summer months, cause by lack of freshwater flow). The sanitary sewers would become a closed system that has no connection to catch basins on streets.

New development should also manage stormwater on-site as much as possible, and planning documents should include net-zero runoff policies. This will reduce system inflow and prepare properties for future connections to storm sewers, should they become available on a street. Lot coverage ratios in the Land Use By-law can also help to enable better absorption of more storm water in the first place.

Stormwater Collection

a) Separate stormwater and wastewater at every opportunity when streets are being reinstated to prevent expensive treatment of rainfall and to mitigate odour issues.

(Supports objectives SF2 and SF4)

L O

Land Use Considerations

b) Establish net-zero runoff regulations for all development in the town.

(Supports objectives SF5 and SF6)

L O

c) On streets where separate storm sewers are available, ensure separate stormwater and wastewater laterals for all new development.

(Supports objectives SF2 and SF5)

O

d) Construct buildings and impermeable surfaces with lot coverages and conditions that maintain natural absorption of rain storm water.

(Supports objectives SF2 and SF5)

L O

Green Infrastructure

e) Permit and implement permeable pavement as part of road works projects through updates to Municipal Engineering Specifications and the Subdivision By-law.

(Supports objectives SF1, SF2, SF5 and SF6)

L O Le

f) Permit permeable pavement through land use regulations to reduce stormwater runoff.

(Supports objectives SF1, SF2 and SF5)

L

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4.4 Ability to Support Urban Growth



The Community Structure Tomorrow Map (**Figure 2.2**) points to a growth scenario for the town which would lead to additional capacities in the local housing market and new commercial spaces for businesses on Victoria Road. This section analyzes the ability of the Town's water and sewer utilities to support such growth.

Chapter 2 of this plan identified nine growth areas within the Town of Lunenburg. In order to establish prospective utility needs of these growth areas, a calculation of the target population of these newly developed areas is a first step. This section therefore assumes that the residential growth areas will have densities similar to those of adjacent street blocks.

Since density rates were chosen to be comparable to adjacent development, the more outlying areas were calculated with lower density development. The more central King Street, Blockhouse Hill and Victoria Road areas are expected to accommodate denser development (**Table 4.1**).

Overall, the development areas discussed here could accommodate over 1,100 residents in more than 600 dwellings, at an average occupancy rate of 1.8 persons per dwelling. With no population growth anticipated in the Sustainable Energy District,

it is expected that this area, together with the Victoria Road Mixed-Use area, could double the Town's commercial real-estate. Consequently, a full realization of the growth scenario could result in service demand increases of up to 50%.

The Town's water supply appears to have sufficient capacity to support this magnitude of growth. However, the wastewater servicing of new growth areas poses some challenges. A review of the Town's sewersheds indicates that Residential Expansion and Main Street Multi-Use areas are all located in sewersheds serviced by pump stations with high-priority needs that will have to be addressed before growth may occur in these areas.

New development within the existing watershed and sewershed will require the construction of new water and sewer mains along with new roads to tie into the system. The Green Street, Buenavista Court and Masons Beach Road Residential Expansion areas are largely outside of the existing sewersheds; they would therefore also require extension of the sewer mains along Green Street, Tannery Road, and Masons Beach Road. Such work would most likely be carried out only when these roads come up for recapitalization.

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In summary, there are two bottlenecks in the wastewater system which need to be resolved before this type of growth may occur. First, the wastewater treatment plant operates close to capacity and could not handle a 50% sewage flow increase unless it either receives an upgrade or the Town manages to significantly reduce inflow and infiltration from various sources into the system. Second, the high priority pumping stations will need maintenance or upgrades to accommodate additional flow.

Furthermore, the 2019 assessment of the Town's wastewater collection system mentioned the lack of information about the hydraulic capacity of the combined force main from the two major pumping stations. As a part of broader planning for the waste water treatment system, an analysis of the hydraulic capacity of that line would determine whether or not this is an additional bottleneck.

a) Undertake a comprehensive assessment and master plan to manage the wastewater collection and treatment assets, including modeling that will enable performance simulations. (Supports objectives SF2, and SF3)

L O F S

b) Explore all avenues of reducing unnecessary inflow into the sewage system to free up treatment capacity at the wastewater treatment plant for development.

(Supports objectives SF2, and SF3)

O S

c) Develop a plan that intertwines infrastructure and neighbourhood development and phases capital investment.

(Supports objectives SF1, SF3 and SF5)

L O S

d) Study and implement a policy for infrastructure cost sharing agreements that require fair developer contributions to the cost of infrastructure.

(Supports objective SF5)

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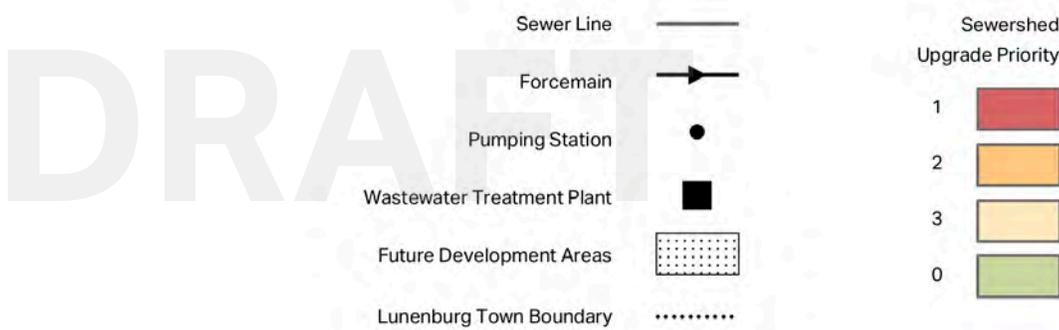
Area	Community Structure	Area (Ha)	Residents / Ha	Dwellings / Ha	Residents	Dwellings
Green Street	Residential Expansion	14.8	10	6.5	148	96
Hirtle Road	Residential Expansion	8.3	10	6	83	50
King Street	Residential Expansion	1.5	25	9.6	38	14
Blockhouse Hill	Residential Expansion	4.4	25	9.6	110	42
Buenavista Court	Residential Expansion	7	10	6.5	70	46
Masons Beach Road	Residential Expansion	10.0	10	6.5	100	65
Victoria Road North	Main Street Mixed Use	6.5	25	10	163	65
Victoria Road South	Main Street Mixed Use	6.3	25	10	158	63
Starr Street	Sustainable Energy District	11.5	0	0	0	0
Total					870	441

Table 4.1
Growth Area Assumptions

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Figure 4.3
Sewershed Upgrade Priorities





4.5 Municipal Buildings

The Town owns over 25 buildings, which contribute to municipal operations and community uses. Many of these buildings are facilities related to sewer and water operations (water treatment plant, pump stations, etc.). However, there are a number of buildings with a wider range of purposes. Many of these buildings require capital improvements in the coming years, some of which are significant (\$100,000+). This Comprehensive Community Plan presents an opportunity to consider options and strategic goals for the role of these municipal buildings.

Municipal buildings help to fulfill a variety of needs, as outlined in the table below. Primary needs are related to core municipal service delivery, while secondary needs are opportunities for the Town to directly support a diverse and livable community. Primary needs include:

- ▶ Municipal offices and Council chambers
- ▶ Public works operations and storage
- ▶ Fire services
- ▶ Recreational facilities
- ▶ Library
- ▶ Municipal storage
- ▶ Electric utility storage

Secondary needs include:

- ▶ Intrinsic value of buildings (e.g. heritage)
- ▶ Community group offices
- ▶ Community activity and meeting space
- ▶ Community group storage
- ▶ Farmers' market

Building	Function(s)
Lunenburg Academy	Library, community office rentals, National Historic Site, tourist attraction
Old Fire Hall	Community rentals, community storage, electric utility storage
Old New Town School	Vacant
Angus Walters House	Bluenose Coastal Action
CN Station	Second Story Women's Centre (2022 lease)
Community Centre	Auditorium, fitness studio, commercial kitchen, farmer's market, community program space
Arena	Ice arena, summer farmers' market, community rentals
Armouries Building	Public works offices, garage, workshop
Blue Building	Storage for public works, recreation, electric utility, various community groups; carpentry shop for public works; sea cadets
Town Hall	Municipal offices, council chambers, vacant spaces
Fire Hall	Fire garage and meeting hall

Table 4.2
Municipal Building Functions

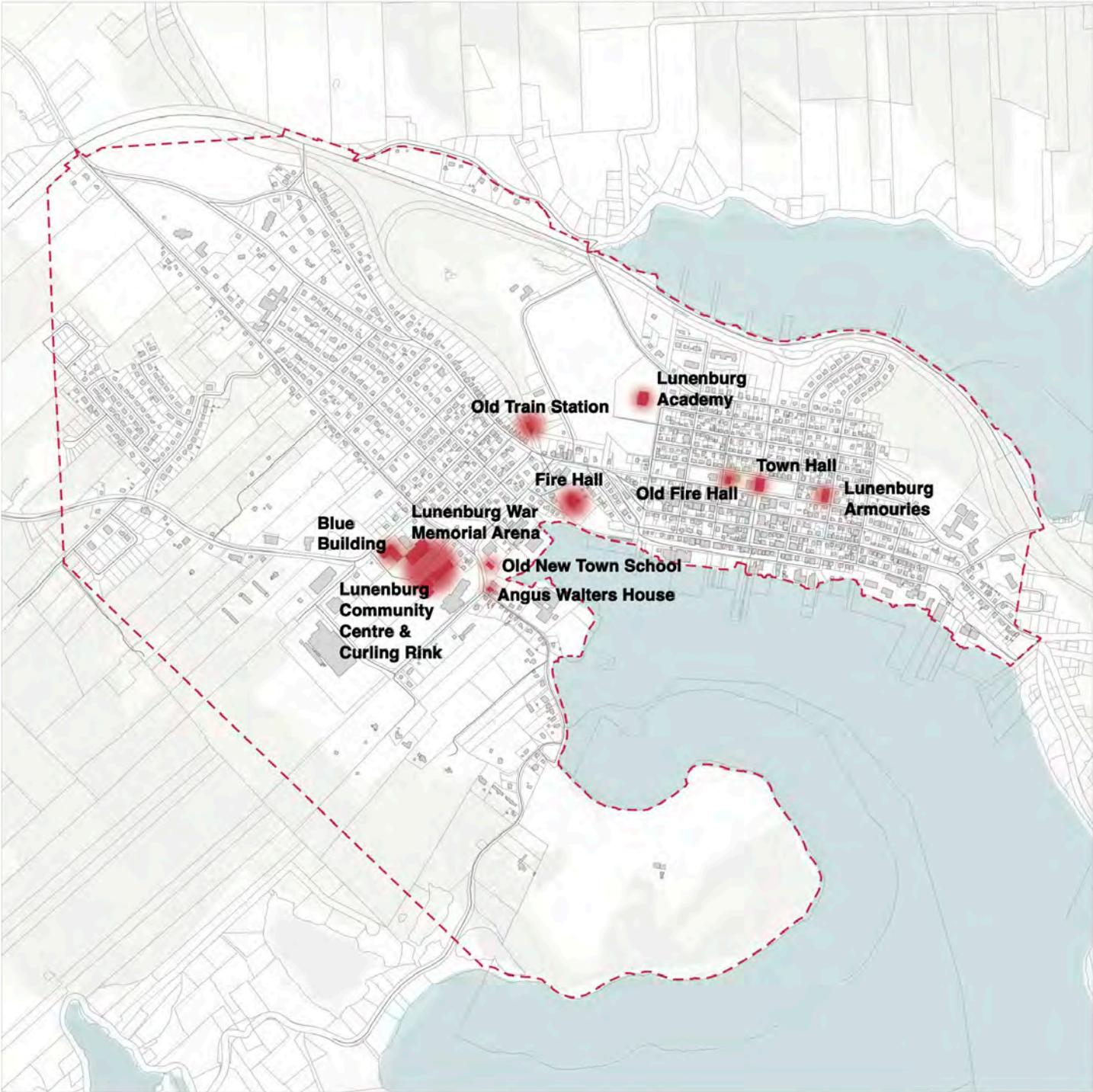


Figure 4.4
Municipal Buildings

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4.6 Potential Facilities Scenarios

Over the life of this Comprehensive Community Plan, the Town of Lunenburg will see the implementation of policies and regulations, and the reallocation or development of new sites, structures, and other improvements to better the quality of life for residents and community members. Any future development must be grounded in financial responsibility and prudence to ensure short- and long-term liabilities and obligations are minimized. While there is associated risk with any growth and development, the Town is in an advantageous situation to leverage its current assets and properties to fully, or partially, fund future initiatives. Like any other individual, towns hold the right to acquire, sell and lease real property, which provides Lunenburg with a realistic avenue to help meet many of its future goals.

As part of this Comprehensive Community Plan, a basic assessment of the town's buildings and facilities was completed to determine how they are currently used, their potential future use, and any new facilities that may be required. Based on the assessment, and the feedback that was gathered through Project Lunenburg, there are two primary facility needs for the Town of Lunenburg:

- ▶ A new public works building
- ▶ New spaces for community and recreation events and programs, including meetings space and arts and cultural space

In addition to these two facility needs, there are many structures which have had changing roles over the last several years and are surplus to the core requirements of the Town. The Town may look to adapt, sell, or lease these properties; however, future decisions regarding these properties should be made within the context of the conditions and unforeseeable opportunities that arise. While this Plan is comprehensive in nature, it would be inappropriate to prescribe how the future of these buildings may be used, but rather identify them as assets with potential for change through a number of scenarios.

a) Plan for the long term of all municipal facilities, including renovation, sale or lease.

(Supports objectives SF1, SF2, SF4 and SF6)

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Building	Scenario 1	Scenario 2	Scenario 3
Lunenburg Academy (97-101 Kaulbach St)	Library, community rentals, tourist attraction		
Old Fire Hall (40 Townsend St.)	Community rentals	Sold as surplus with public use restrictions	Sold as surplus to retrofit/ redevelop for residential use that includes affordable and accessible housing, and maintains the heritage value
Old New Town School (17 Tannery Road)	Community rentals, museum	Visitor Information Centre	Sold as surplus
Angus Walters House (37 Tannery Rd)	Community rentals	Municipal Archive	Sold as surplus
CN Station (18 Dufferin St)	Community rentals	Visitor Information Centre	Sold as surplus
Community Centre (15 Green St)	Redevelop or renovate for recreation		
Arena (19 Green St)	Redevelop or renovate for recreation	Sold as surplus	
Armouries Building (117Cumberland St)	Municipal and community storage	Renovate for community rental	Sold as surplus to retrofit for residential use that includes affordable and accessible housing, and maintains the heritage value
Blue Building (93 Victoria Rd)	Redevelop for recreation	Sold as surplus	
Town Hall (119 Cumberland St)	Maintain for current use	Renovate for current use plus other uses	
Fire Hall (25 Medway St)	Maintain for current use	Relocate and renovate for community use	

Table 4.3
Potential Facility Scenarios

4.7 Public Works

The Public Works Department in the town is responsible for the systematic management and maintenance of much of the above- and below-ground infrastructure within the town. The Department manages infrastructure including roads, sewer and water, and snow clearing. The Town's Public Works Department and its equipment is spread across the community in many buildings, creating service and financial inefficiencies for the Town.

The 'Blue Building', Armouries Building and Old Fire Hall are all components of the Public Works Department. These buildings are located within residential areas or

future growth areas, were constructed for a different era of public works activity, and are also reaching the end of their lifespan, requiring more and more money for upkeep. The establishment of a purpose-built Public Works Building, located on the outskirts of town, would assist in consolidating several buildings in Lunenburg dedicated to Public Works. A new structure would rectify this disjointed approach to services in the town, and free up these properties to be sold or used for other uses. It would also enable an overall assessment of the best roles and responsibilities for the public works department in the coming decades.

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4.8 Community and Recreation Facilities



In addition to a new public works building, the Town will need to determine how to move forward with the existing community centre and arena, as well as potential for recreation use in other Town buildings. Many of the Town's current recreation assets are centralized around the community centre and arena facilities, and the property is identified as a current and future Recreation and Education Hub in section 2.0 Community Structure. A regional recreation needs assessment and concept plan for the site are identified in section 9.0 Parks and Recreation. The Town Hall could also be renovated or reconfigured to maximize usage of the building.

Old School, Angus Walters House and CN Station

These three buildings are high in value to the community, for their heritage significance and because of their role in providing space for important community organizations. However, these buildings are aging and are outside of the primary operational needs of the municipality. There may also be other locations for the Town to assist in accommodating community rentals. On the other hand, the Old School and Angus Walters House could also have potential as a municipal archive, town museum or visitor information centre (see section 7 Arts and Culture), contributing to the recreation and education hub and expanding visitor

destinations beyond Old Town. The CN Station is in good shape and could continue as a community rental; it might also be a good location for a visitor information centre, commercial uses related to the trail (cafe, bike shop, etc.) or sold as surplus. A decision is needed whether to renovate these buildings and develop a sustainable business case, or sell them as surplus.

Armouries Building and Old Fire Hall

Similar to the Old School, Angus Walters House, and CN Station, these two buildings have heritage significance, but are also currently playing a somewhat practical role in Town operations. With consolidation of public works, the Armouries Building could be converted to be a space for storage and interim uses displaced by the disposal of the Blue Building and Old Fire Hall, renovated for community rental, or it could be sold as surplus. The Old Fire Hall is in a prime location within the town, and could be desirable for many residential or commercial uses. However the UNESCO heritage designation highlights the use of the Townsend-Cumberland block for public institutions and open space. It may therefore be judicious to ensure this property remains within Town ownership, or that any sale includes restrictions to maintain some form of public or non-profit use, whether that be seeing out the life of the building and demolishing it later, or retrofitting it for another purpose.

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Current Fire Hall

The current Fire Hall building is relatively new and meets the needs of fire services, although its location is likely not the highest and best use of this prime property in the core of town, in close proximity to the waterfront. The large surface parking lot must remain vacant for emergency response, which restricts use or development of the site for other uses. As the building ages and a new public works building comes into consideration, the feasibility of relocating the firehall to a consolidated public works facility should also be assessed. This would enable a retrofit of the current Fire Hall to accommodate community and recreation uses that will be displaced from the current recreation and community facilities, such as the farmers' market, community rental spaces, gym and commercial kitchen. There may also be space to accommodate an outdoor performance venue or visitor information centre.

Town Hall

The municipal offices and Council chambers are located within a large heritage building in the centre of Old Town. Like any heritage building, it will require significant maintenance in the coming years. While the building continues to meet the needs of Town administration, there are likely inefficiencies in the allocation of spaces, as well as potential design and technology improvements that will help the Town maintain contemporary operation over the coming decades. An aging structure, Town Hall requires continual

building maintenance. A renovation and reconfiguration of space in Town Hall could improve access and usability of office and meeting space, foster a welcoming environment, and enable municipal archive and storage in the upper floors.

a) Continue to undertake a comprehensive inventory of recreation facilities in the region.

(Supports objectives SF1, SF2 and SF4)

S P

b) Building on the results of the regional recreation inventory and the public works needs assessment, undertake and communicate progress toward a municipal assets and facilities strategy, including renovation, replacement, lease and sale of municipal buildings.

(Supports objectives SF1, SF3 and SF5)

S O

c) Guide the community through a participatory process to develop a recreation and community facilities recapitalization strategy.

(Supports objectives SF1, SF2 and SF4)

S O

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4.9 Emergency Services



Through collaboration with different jurisdictions and agencies, the town is well-served by essential emergency services. Fire protection within Lunenburg is provided by the Lunenburg and District Fire Department which is led by a volunteer Chief, volunteer Deputy Chief and volunteer Assistant Deputy Chief, and has approximately fifty-five (55) volunteer firefighters. The fire department operates from the Lunenburg Fire Hall located within the town boundaries.

Policing in the Town of Lunenburg is provided by the Royal Canadian Mounted Police (RCMP). The RCMP has a detachment located just outside of the town boundary in Lunenburg County. This detachment serves the Town of Lunenburg and the wider county. Finally, Emergency Health Services (EHS) provides paramedic and emergency response services within Lunenburg. There is an ambulance base located within the town along Hall Street.

Fire Protection

a) Continue to work with the Lunenburg and District Fire Department to ensure it is able to efficiently and effectively respond to fires and other emergencies.

(Supports objectives SF2, SF3 and SF6)

P

Policing

b) Continue to work with the local RCMP detachment and other local police forces to ensure public safety is maintained within the town and surrounding community.

(Supports objectives SF2)

P

Ambulance

c) Work with Emergency Health Services to ensure their location and ability to tend to emergencies is not compromised by flood risks due to climate change.

(Supports objectives SF2, SF4, and SF6)

L P

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4.10 Solid Waste Management

Solid waste within Lunenburg is managed through the Solid Waste Management By-law and provides details on how waste is to be stored, sorted and disposed of. The Town, through a contracted solid waste collection company, operates a curbside pick-up for town residents during the year. Residents must sort their solid waste according to the four-stream practice of differentiating paper products, recyclables, organic waste, and non-reusable waste. To assist in solid waste collection and management, the Town provided each property with a composting cart. The Town also manages a compost collection site within the town boundary for organic waste such as tree limbs, grass clippings, and other yard waste, and is available to Town residents from April through to November. Hazardous household waste is not subject to curbside pickup and must be brought directly to a local waste collection facility by the property owner or resident. In the coming years, waste reduction will continue to be an important objective, contributing to overall waste diversion.

a) Continue to provide and provision for the safe collection of solid waste within the town boundary.

(Supports objectives SF1, SF3 and SF6)

L

b) Deepen work with neighbouring municipalities to ensure the town has access to solid waste collection and recycling facilities.

(Supports objectives SF2 and SF6)

P

c) Work with community groups to support waste reduction in homes and businesses.

(Supports objectives SF2 and SF5)

P

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4.11 Electricity

The Town of Lunenburg owns and operates its own electric utility providing residential and commercial services. Lunenburg is one of five municipalities (alongside Antigonish, Berwick, Mahone Bay, and Riverport) that operate their own municipal utilities, and purchases its electricity through an interconnection with Nova Scotia Power.

The Lunenburg Electric Utility distributes electricity in its service district extending to Mason's Beach and Blue Rocks in the Municipality of the District of Lunenburg and is divided into circuits.

a) Evaluate the potential of relocating electrical utility infrastructure underground when road works are undertaken.

Combine under-grounding of electrical infrastructure with pursuing service providers to relocate telecommunication cables underground.

(Supports objective SF2)

S

b) Enhance the resiliency of the electricity grid to withstand impacts of climate change.

(Supports objective SF2)

S

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4.12 Internet

Internet connection speeds are published on the National Broadband Internet Service Availability Map provided by Innovation, Science and Economic Development Canada. According to this Federal Source, Broadband Internet is available throughout the Town of Lunenburg at 50 Mbps.

The blanket-coverage availability of broadband internet puts Lunenburg in a much better position than many other rural areas within Nova Scotia.

However, online applications are developing quickly and 50 Mbps is already at the lower end of available internet speeds in Nova Scotia. Today, large internet service providers (ISPs) offer optical fibre connections with speeds between 100 and 1,500 Mbps.

Presumably, not all ISPs will be equally available on all streets in the Town, which can cause provider monopolies and affordability issues. The Town of Lunenburg will therefore need to seek active partnerships with Federal and Provincial governments as well as with private sector ISPs to maintain a high degree of internet connectivity for the Town.

Partnerships

a) Continue to work with provincial agencies, federal agencies, and private companies to ensure all residents and businesses are serviced with state-of-the-art high-speed internet.

(Supports objectives SF1, SF2 and SF3)

P

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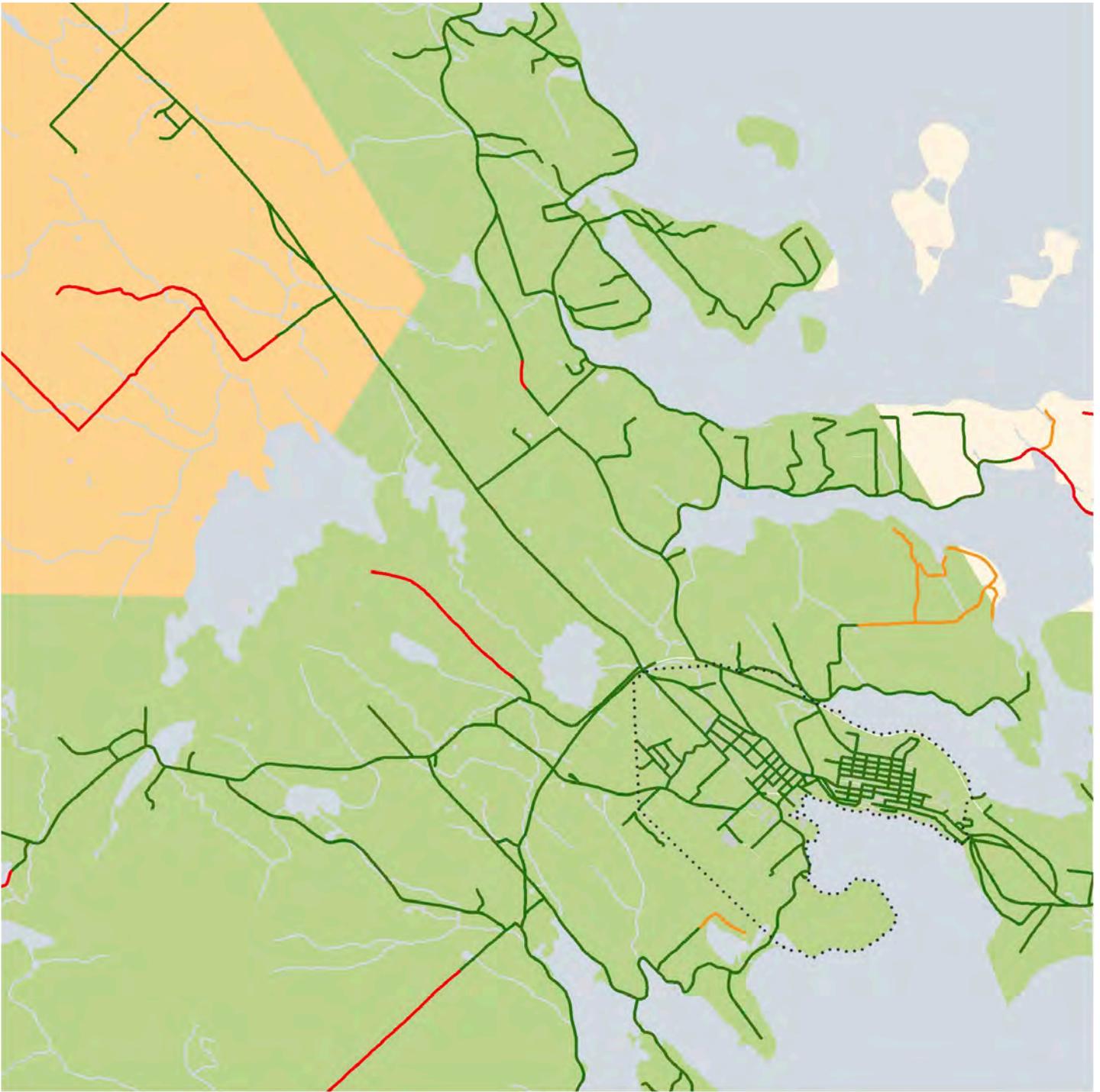
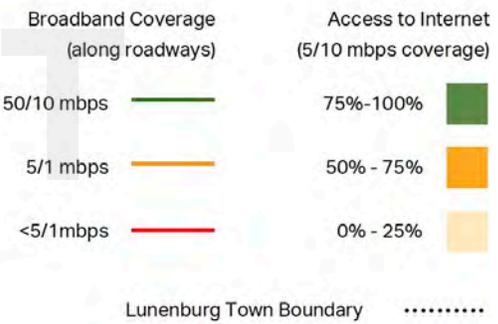


Figure 4.5
 Internet Provision
 (Source: Statistics Canada,
 National Broadband Data)

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Mobility



Transportation is an essential factor in the daily life of residents, and a major component of a visitor's travel experience. The ease of movement between different parts of town can have a significant bearing on the functionality of the town. Due to the town's compact form, Lunenburg residents can enjoy a very walkable community, although topography, gaps in the sidewalk network and a lack of on-street cycling facilities hinder more participation in active transportation. In addition, high automobile and pedestrian volumes during the tourist season can make movement through the town challenging. The search for parking spaces, particularly for locals running day-to-day errands, can be difficult during the summer months and drivers looking for parking contribute to congestion and irritation. Although, a bustling Old Town in particular is a sign of Lunenburg's vitality and popularity as a destination, infrastructure investments are needed to alleviate some of the current challenges of the mobility system.

Goal

A town with an integrated transportation system for all modes that can support the needs of residents and visitors without creating undue burden on the town.

Objectives

- M1** Balance the transportation and mobility needs of full-time residents and visitors.
- M2** Prioritize the needs of pedestrians followed by cyclists and those using private automobiles.
- M3** Ensure the town's streets, sidewalks, and public places can be used and accessed by everyone, regardless of age or ability.
- M4** Design and implement parking solutions and strategies to meet parking demand.
- M5** Support sustainable transportation options and design.
- M6** Utilize transportation infrastructure for public realm improvements.

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5.1 Connectivity

There are two distinct patterns of movement through the town which occur simultaneously in certain areas of the Town of Lunenburg. Residents of Lunenburg typically travel between one of the residential areas and an array of destinations providing employment, goods and services as well as recreational opportunities. These destinations are largely aligned along an axis reaching from the Stelia plant and its adjoining community facilities to the eastern part of Old Town. The trips of tourists typically begin outside of the community and are directly bound for the historic core of the Old Town.

a) Reduce peak-season vehicle travel by visitors in the Old Town.

(Supports objectives M1 and M4)



b) Provide visitors with attractive alternative options to visit Old Town.

(Supports objectives M1 and M4)



c) Facilitate good connectivity for residents to places of work, education, services and recreation facilities within the town.

(Supports objective M1)



d) Improve connectivity between Old Town and New Town for all modes of transportation.

(Supports objectives M1, M3 and M5)



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5.2 Roads

Active Transportation: Active Transportation (AT) aims to enhance quality of life, promote healthier lifestyles, reduce vehicle traffic and improve the experience of public roadways. AT includes walking and biking, as well as in-line skating, jogging, skateboarding, and the use of motorized personal mobility devices such as powered wheelchairs and medical scooters.

Access Management: Access Management is the proactive management of vehicular access points to land parcels adjacent to a roadway.

Road Improvements

Lunenburg features a great variety of street types. Each street's layout and design characteristics are closely tied to the period in Lunenburg's 267 year history in which it was developed. As a result, friction areas have been created where streets and areas of different time periods connect with one another and create problematic, in some cases dangerous traffic flows.

Some of the most challenging road designs and impediments to active transportation are compounded around the most frequented travel route of local residents between the community facilities around Bluenose Academy and the Old Town. Design improvements within the public right-of-ways can improve the safety of all travel modes, increase the usage of active transportation modes by town residents, and open up land for streetscape upgrades and development of public spaces.

a) Realign intersection of Falkland, Dufferin, and Lincoln Streets, and implement streetscape improvements and an extension of the Bay-to-Bay trail to the Lunenburg Harbourwalk.

(Supports objectives M2, M3, M5 and M6)

L

b) Optimize travel lane widths on Falkland Street and integrate cycle lanes, widened sidewalks or multi-use trail.

(Supports objectives M1, M2, M3 and M5)

L

c) Realign the intersection of Victoria Road, Falkland and Brook Streets to improve for vehicles and pedestrians.

(Supports objectives M2, M3 and M6)

L

d) Implement access management on Victoria Road to reduce the number of driveways and limit the frequency of potential collision points with pedestrians and other active transportation users.

(Supports objectives M2, M3 and M5)

S L

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New Roads

The Town of Lunenburg owns all but three roads within the confines of the town boundaries: Highway 332 (bypassing the community to the north) is owned by the Province and only a few roads are privately owned. Maintenance, cleaning, snow clearing, lighting and provision of underground infrastructure on municipal roads accounts for a significant part of the Town's budget. The creation of new subdivisions needs to be considered with the return on investment in mind. The community structure plan identifies locations for growth that increase efficiencies through development that either constitutes infill or that is contiguous to existing neighbourhoods.

e) Maximize internal and external connectivity of roads in new subdivisions.
(Supports objectives M2, M3 and M5)

L

f) Update Municipal Engineering Specifications and Subdivision By-law to optimize road cross sections, integrate active transportation facilities and reduce capital and operational costs.

(Supports objectives M2, M3 and M5)

S L

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Visual Cues:
Streetscape elements and design details that create a visually rich and inviting environment that signal to motorists that they are entering a pedestrian-friendly district.

Road Travel Speeds

Current maximum travel speeds of 50 km/h are problematic on many of Lunenburg's narrow streets. In addition, the 2009 Lunenburg Traffic and Parking Study also identified that vehicle speeds tend to exceed the 50 km/h speed limit on arterial roads leading in and out of town.

Prior to posting any speed limits, a municipality must obtain approval from the Provincial Traffic Authority pursuant to s.104 of the NS Motor Vehicle Act. Until the beginning of the last decade, it was a long-standing practice of the Provincial Traffic Authority not to approve posted maximum speeds below 50 km/h. This practice has started evolving since a 2016 report of the provincial Road Safety Advisory Committee¹, which acknowledges that "there are situations where the existing or planned road environment encourages lower speeds".

Speed limits play only a partial role in actually slowing down vehicles. Drivers of vehicles tend to be more responsive to visual cues than posted speed limits. When drivers approach narrow streets surrounded by a higher degree of activity, they are more likely to slow down than on a wider road.

g) Reduce speed limit to 30 km/h on Old Town streets without sidewalks to foster a shared street environment.

(Supports objectives M2 and M5)

Le

h) Identify speed limit reductions on residential roads throughout the town through consultation with residents.

(Supports objectives M2 and M5)

Le

i) Update Municipal Engineering Specifications and Subdivision By-law to enable narrower traffic lane widths and a more balanced utilization of public right-of-ways across all transportation modes.

(Supports objectives M2, M3 and M5)

S L

j) Redesign Victoria Road to support its conversion to a main street and to give drivers visual cues that they have entered the Town of Lunenburg.

(Supports objectives M2, M3 and M5)

L

k) Consult with the Department of Transportation and Infrastructure Renewal about requirements and conditions associated with lowering maximum speed limits in parts of the town.

(Supports objectives M1, M3 and M5)

P O

¹ https://novascotia.ca/tran/publications/RSAC_Recommendation_Low_Speed_Zones.pdf

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5.3 Active Transportation

Placemaking:

Placemaking is how we collectively shape our public realm to maximize shared value. Rooted in community-based participation, Placemaking involves the planning, design, management and programming of public spaces.

The 2016 Census data reveals that 77% of commutes to work by residents of the Town of Lunenburg were made by car while 20% of trips were made by walking. This is an increase of motorized commutes compared with 2011, when car-based work trips accounted for 69% of all trips. The transportation behavioural profile of Lunenburg suggests that travel patterns are dominated by short, local trips. The opportunity therefore exists to halt the trend towards auto dependence by improving the quality and availability of non-motorized mobility.

New Active Transportation Linkages

a) Link Bay-to-Bay Trail to Bluenose Drive via local street bikeway or shared street on Lower Street.

(Supports objectives M2, M3 and M5)



b) Implement bike lanes on Bluenose Drive.

(Supports objectives M2, M3 and M5)



c) Upgrade Falkland Street to create cycling and pedestrian link between recreation hub visitor parking area and Bay-to-Bay Trail.

(Supports objectives M2, M3 and M5)



d) Create a pedestrian link between Falkland Street and golf course.

(Supports objectives M2, M3 and M5)



e) Create a linear pedestrian plaza on King Street.

(Supports objectives M2, M3, M5 and M6)



f) Implement streetscape and placemaking improvements on Bluenose Drive, Falkland Street and Victoria Road.

(Supports objectives M2, M3, M5 and M6)



g) Work with Bay-to-Bay Trail Association to upgrade Bay-to-Bay Trail and its road crossings to a suitable cycling facility.

(Supports objectives M2, M3 and M5)



h) Provide amenities including pedestrian scale lighting, benches, washrooms, and drinking water along active transportation routes.

(Supports objectives M1, M2 and M3)



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Figure 5.1

Cycling and Pedestrian Key Connections

- - - Town Boundary
- Existing AT Connections
- New/ Improved AT Connections
- Streetscape/ Placemaking Improvements
- P Visitor Parking
- P Tour Bus Parking
- P RV Parking
- ✱ Tour Bus Drop-Off

Bicycle Facilities

i) Support bike share enterprises.

(Supports objectives M1 and M2)

P O

j) Provide ample bicycle parking at institutions, employment areas, and other destinations within the town.

(Supports objective M3)

L

k) Provide bicycle repair stations around town in publicly accessible areas.

(Supports objectives M1 and M2)

L

l) Consider the seasonal implementation of bicycle corrals in Old Town Lunenburg.

(Supports objectives M1 and M2)

L O

m) Set minimum bicycle parking requirements for new developments in the Land Use By-law.

(Supports objectives M2 and M5)

L

Pedestrian Infrastructure

Much of Old Town Lunenburg features sidewalks, while many of New Town's streets have gravel shoulders. A number of Old Town's upper streets have neither sidewalks nor gravel shoulders. Residential front lawns, vegetated ditches and front steps of houses however, create a charming edge along the narrow streets. The character of those streets should not be compromised by constructing hard edged concrete sidewalks. Instead, a 30km/h speed limit should be implemented and the streets should function as shared streets to create a safe pedestrian environment. King Street, with its exceptionally wide right-of-way, however, should be considered for a new sidewalk between Creighton Street and Townsend Street.

n) Treat Old Town's upper streets which have no sidewalks as shared streets and implement a 30km/h speed limit.

(Supports objectives M2, M3 and M5)

L Le

o) Construct sidewalk on King Street between Creighton Street and Townsend Street to complete pedestrian link to waterfront.

(Supports objectives M2, M3 and M5)

L

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p) Remove one lane of on-street parking from Linden Avenue and add sidewalks. (Supports objectives M2, M3 and M5)

L

q) Require either sidewalks or shared street design in new subdivisions. (Supports objectives M2, M3 and M5)

L

r) Provide continuous sidewalks on new Victoria Road/Falkand Street mixed-use corridor. (Supports objectives M2, M3 and M5)

L

s) Add boardwalk to Tannery Road. (Supports objectives M2, M3, M5 and M6)

L

t) Implement 30km/h speed limit on Tannery Road between Buenavista Crescent and Knickle Road and add painted line for on-street pedestrian movement.

(Supports objectives M2, M3 and M5)

L Le

u) Identify Old Town streets for temporary closures to vehicles during peak tourism season.

(Supports objectives M1, M2 and M3)

S O

v) Support festivals and workshops that pedestrianize streets on special occasions.

(Supports objectives M1, M2 and M3)

P O



Figure 5.2
Tannery Road Boardwalk

Accessibility

Over 30 percent of Nova Scotians aged 15 and older have at least one disability. Disabilities do not necessarily prevent these persons from fully participating in all aspects of life in their communities - but barriers in transportation, communication, and the built environment do. When accessibility is considered from the very beginning of any new project, it can be included into buildings or services at basically no cost. Recent changes in provincial legislation will facilitate the integration of accessibility aspects in any new designs.

By adopting the Accessibility Act, the Province has declared the goal of an accessible Nova Scotia by 2030. By April 1, 2021, municipalities are required to adopt accessibility plans which shall address strategies to remove - among other issues - barriers from the built environment in public spaces. The Provincial Accessibility Advisory Board also established the Built Environment Standards Development Committee in 2019. The committee is currently working on built environment standards, scheduled to be enacted in 2021 and to apply in 2022. These new legal requirements will have to be considered in all aspects of municipal governance and are important aspects of active transportation planning.

Lunenburg, like the rest of Nova Scotia, is aging. While an aging population results in a reduction of work trips, good quality active transportation and public transit infrastructure generally reduce the dependency on cars for both leisure and utilitarian trips. As a population ages, the mobility needs of the town's residents also changes. First, older adults are more likely to have disabilities than younger people. Secondly, older adults without disabilities also have different mobility needs, including resting opportunities to pause during long walks or better winter maintenance. More accessible public spaces may consequently convince more senior citizens to decrease the frequency of car trips.

w) Continue work in the Lunenburg County Joint Accessibility Advisory Committee to establish a (joint) Municipal Accessibility Plan to identify, remove and prevent barriers in the policies, programs, practices and services of the municipality.

(Supports objective M3)

S P O Le

x) Integrate accessibility in all active transportation projects outlined in this chapter.

(Supports objectives M2 and M3)

O

y) Ensure sidewalks, curb cuts and crosswalks are able to safely accommodate persons using mobility devices year-round.

(Supports objective M3)

L

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5.4 Parking and Visitor Arrival Strategies

Most of the town features permissive on-street parking. Some exceptions include total parking restriction on Green Street, and active parking management in the town core, which features time-restricted metered parking. There are also a number of parking lots with varying degrees of management and permissions.

The need for parking in the town varies greatly over the course of a year. On one hand, the Town seeks to accommodate the high tourist demand for parking in a manner that minimizes disruption of local activity and keeps the Town safe and pleasant. On the other hand, it cannot maximize facilities and infrastructure specifically for tourism and leave it underutilized for the rest of the year when only typical demand is experienced.

There is a total of 471 managed parking spaces for the general public in the vicinity of the Old Town core (see image below). This number includes 95 parking stalls in parking lots and further 376 designated parking spaces on streets. Some of these parking spots are metered or include limitations of the maximum parking duration. However, many on-street parking spaces feature either very generous time limits or no time restrictions at all.

Visitor Parking

a) Dedicate parking lot at Memorial Arena as a new primary visitor parking area and optimize layout as recreation hub gets revitalized.

(Supports objectives M1 and M4)

L

b) Install parking directional signage at town entrances to direct visitors to new visitor parking area.

(Supports objectives M1 and M4)

O

c) Promote new visitor parking area as free of charge as opposed to paid parking in Old Town.

(Supports objectives M1 and M4)

O

d) Expand metered parking and increase metered parking fees in Old Town to disincentivize visitors from looking for parking in Old Town.

(Supports objectives M1 and M4)

L

O

e) Create attractive streetscape and pedestrian link with clear signage directing visitors from parking lot to Old Town and back.

(Supports objectives M1 and M4)

L

O

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f) Work with private business to provide visitor shuttle service to Old Town.

(Supports objectives M1 and M4)

P **O**

g) Provide and promote free accessible parking spaces for visitors and residents throughout Old Town.

(Supports objectives M1 and M4)

L **O**

Parking for Residents

h) Introduce Old Town residential parking permits to allow for unlimited parking near primary residence.

(Supports objectives M1 and M4)

O

i) Introduce Old Town parking permit for all Town of Lunenburg residents that allows for 30-minute parking to facilitate errands and shopping from local merchants.

(Supports objectives M1 and M4)

O

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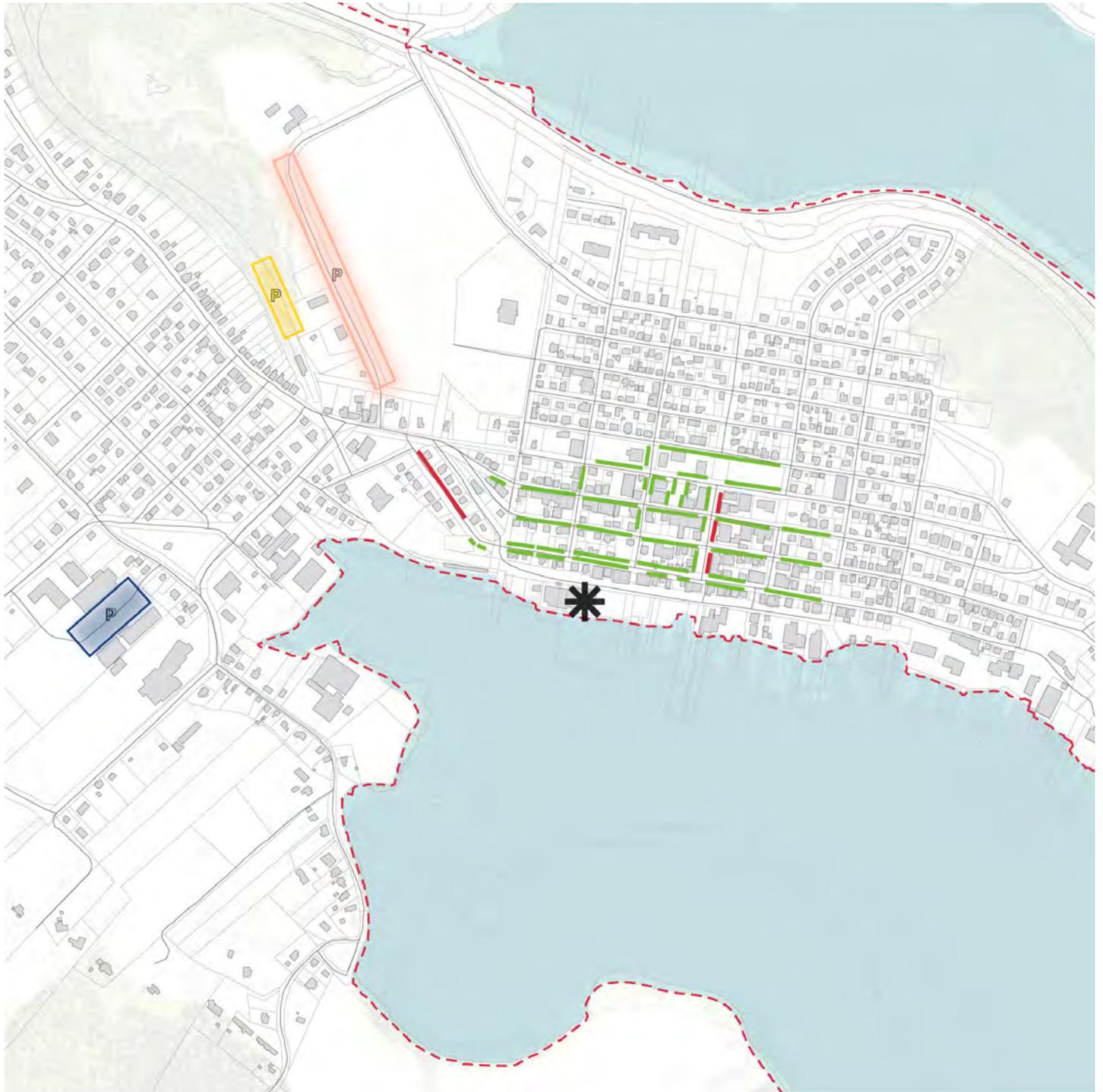


Figure 5.3
Parking Strategy

- - - Town Boundary
- Metered Parking
- Parking Removed
- P Visitor Parking
- P Tour Bus Parking
- P RV Parking
- * Tour Bus Drop-Off

Tour Bus and RV Parking

j) Create new tour bus parking lane along Starr Street and provide portable toilets for bus drivers, while maintaining vehicle and active transportation access.

(Supports objectives M1 and M4)

L O

k) Dedicate tour bus drop off at Bluenose Drive and permit tour buses to stop for drop-offs and pick-ups only.

(Supports objectives M1 and M4)

L

l) Provide RV parking in the former railway right-of-way behind the railway station building.

(Supports objectives M1 and M4)

L

m) Consider mobile tour guides to provide visitor information throughout the town.

(Supports objectives M1 and M4)

S O

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Figure 5.4
Green Street Visitor Parking Welcome
Plaza

Other Parking Provisions

n) Partner with business owners to encourage benefits for employees and customers who do not drive to their businesses/workplace.

(Supports objectives M1, M2 and M4)

P

o) Require short-term rental units to provide sufficient supply of on-site parking space for their guests. This should be regulated through the Short-Term Rental By-law and include ideally one parking space per rented unit or room. Rules on this item can vary between different areas of town.

(Supports objectives M1, M2 and M4)

Le

p) Allow but do not require on-site parking for new mixed-use developments in certain areas of Town such as Victoria Road. Compact development with residential and commercial space in the same buildings may have negative short-term effects on parking in the vicinity of the development, but will facilitate a car-free lifestyle in the long run.

(Supports objective M4)

L

q) Encourage the implementation of off-peak commercial delivery programs in Old Town Lunenburg for loading and unloading of commercial goods.

(Supports objectives M2 and M3)

P O

Future Parking Planning

Apart from short and mid-term measures mentioned in the previous sections of this chapter, a long-term parking plan needs to be devised for the Town of Lunenburg. The issue of parking is of fundamental importance to the community and requires a systemic plan for the next decades to come. The first step to a parking plan is a better understanding of the current parking utilization and parking behaviour of both residents and visitors.

r) Study utilization of parking spaces at different times of year, days of the week and time of day.

(Supports objectives M4 and M5)

S

s) Develop a long-term parking plan for the town to improve parking efficiency but also to reduce the demand for parking.

(Supports objectives M1 and M4)

S

t) Explore innovative strategies, such as a shuttle service to shuttle tourists to and from tour buses parked outside of the main core.

(Supports objectives M1, M2, M3 and M4)

P O

u) Continue to update and review parking requirements when technologies such as autonomous vehicles become available.

(Supports objective M4)

L

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Large Vehicles

Large vehicles such as tour buses and recreational vehicles can be particularly disruptive to traffic flows in Old Town. The narrow network of streets with steep inclines makes some turns difficult to execute and causes large vehicles occasionally to get stuck. Strategies to deal with large vehicles therefore play a vital role in balancing the needs of residents and visitors in the Town of Lunenburg.

v) Create clear and easy-to-follow signage for drivers of large vehicles, guiding them through streets that are navigable for their purposes.

(Supports objective M1)

O

w) Limit tour buses to a dedicated street in Old Town Lunenburg to access the dedicated Starr Street bus parking spaces.

(Supports objective M1)

L O

x) Ensure horse-drawn transportation is considered in all transportation related decisions.

(Supports objective M1)

L

y) Continue to update the Hack and Trolley By-law to ensure the safety of the public is maintained.

(Supports objective M1)

Le

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5.5 Design Details

A mobility network must be designed in a manner that facilitates safe, comfortable, and enjoyable transportation. Macro-level design such as bicycle routes, sidewalk networks, and automobile parking must be complemented with more fine-grained design elements that enrich individual spaces.

Visitor Parking

a) Identify locations for sidewalk 'bump-outs' at crosswalks to improve pedestrian safety at sensitive locations.

(Supports objectives M2, M3 and M5)

S **L**

b) Shorten the crossing distance of long crosswalks using pedestrian safety islands and midblocks.

(Supports objectives M2 and M5)

L

c) Right-size vehicle roadways and dedicate surplus lands to other modes of transportation.

(Supports objectives M5 and M6)

L

d) Use low-cost, interim design strategies to test new concepts on streets and intersections. When there is uncertainty if an intersection redesign will work in practice, use planters, boulders, paint and see how ideas work in practice without spending much money.

(Supports objectives M5 and M6)

L

e) Integrate 'green street' technologies including bioswales, permeable pavement, and bioretention areas to reduce net runoff from streets.

(Supports objective M5)

L

f) Discourage the development of multi-level parking structures in the town, and:

i) support businesses in providing valet parking options

ii) carefully assess and mitigate impact of scale, facade design and access/egress of parking structures

iii) apply standards for infill development as per Section 7.4 Infill and New Development

(Supports objectives M1 and M4)

L

g) Ensure that surface parking lots are landscaped with trees and bushes that define the street edge, visually screen the parking lot and reduce the number of collision points with pedestrians by managing access and egress.

(Supports objectives M1 and M4)

L

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5.6 Public Transit and Regional Connections

The Town of Lunenburg does not currently have access to a transit system. Two studies have been undertaken exploring the feasibility of a regional transit system (Municipality of the District of Lunenburg, Public Transportation Feasibility Study, 2009; and the Joint Transportation Committee 2014 Public Transportation Study). Consultations for these studies clearly demonstrated a community need for a publicly funded transit service. A key challenge for transit through the region is the size and extent of the service area, where many residents travel long distances to their destinations.

a) Investigate and explore the feasibility of a local public transit system.

(Supports objectives M1 and M2)

S

b) Work with regional partners and municipalities on the potential of a regional public transportation system.

(Supports objectives M1 and M2)

P O

c) Systematically monitor opportunities to obtain funding for rural transit through opportunities such as the Public Transportation Assistance Program (PTAP) managed by the Department of Communities, Culture and Heritage.

(Supports objectives M1 and M2)

F O

d) Monitor the progress of provincial legislation related to ride-hailing apps. Consider the establishment of a 'call a ride' app with neighbouring municipalities.

(Supports objective M5)

P O

e) Liaise with Maritime Bus to support the company in maintaining scheduled bus service to Halifax.

(Supports objective M5)

P O

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Economic Development



Placemaking: A process that involves a collaborative approach to re-imagining and reinventing public spaces.

Circular Economy: A circular economy is one that focuses on reducing waste, ensuring the continued use of products, and allowing the natural environment to regenerate.

The Town of Lunenburg has a diverse economy, one that has adapted to changing micro- and macro-economic conditions throughout its history. Farming, fishing, shipbuilding and ocean-based commerce formed the foundation of the early economy. Today, tourism, accommodation, manufacturing, and creative and service industries play an important role in Lunenburg's economy. Exploring ways to develop and innovate how the town's economy functions will be critical to the prosperity of the town. Economic development and innovation can create an environment where people want to invest, live, and work.

A resounding message that arose throughout Project Lunenburg was the desire to ensure a balanced economy that provides more year-round employment. Currently, there is a strong representation in the accommodation, food services, arts and entertainment, and retail trade industries - primarily associated with the town's popularity as a tourist destination. While extremely valuable to the local economy, many in the community want to see a greater variety of employment opportunities across all sectors. Greater balance in the types and scales of businesses that operate will benefit the community and provide a greater diversity of employment opportunities.

Changing demographic trends in Lunenburg must be considered for economic development purposes. Lunenburg is challenged with an aging, shrinking population, with a greater number of individuals leaving the workforce compared to the number of young persons entering into the job market. Economic development that prioritizes year-round employment may begin to reverse these trends.

There are many factors outside of the scope of municipal governance that contribute to economic development. Educational and technological trends are in part driving economic changes, and increased globalization is reducing the significance of traditional barriers. However, municipalities are still able to play a key role in local and regional economic development. In small towns like Lunenburg, the main underpinning of successful economic development is the inclusion of local residents and stakeholders, providing them with ownership and responsibility in decision making. Leveraging the existing social and human capital in addition to Lunenburg's proximity to Bridgewater and Halifax, its highly educated population, strong built and natural environment, and excellent arts, cultural and recreational assets positions the town to facilitate and sustain a healthy, safe, and diverse economy.

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Goal

A town where year-round, well-paying employment is available to all residents.

Objectives

ED1 Promote economic development that permits and encourages high-quality, resilient employment opportunities within the town.

ED2 Create a regulatory framework that ensures clarity and consistency for current and future businesses and industries.

ED3 Ensure economic development is conducted in harmony with the environment.

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6.1 General

The future economy of Lunenburg will be dependent on the ability to ensure the town remains an attractive destination for business and residents. Supporting existing businesses while encouraging new businesses to locate in Lunenburg can be achieved by establishing clear and consistent frameworks and regulations for businesses to follow. Throughout Project Lunenburg, the business community and population more broadly emphasized the need for the Town to take on a greater role in economic development. Facilitating economic development through strategic partnerships and collaboration could help to strengthen Lunenburg's regional presence.

Municipal Initiatives

a) Establish a staff position that can support economic and community development initiatives. This could also be achieved by entering a cost-sharing model with a regional partner, with responsibilities for business and workforce attraction/retention, tourism and destination management, among other economic development management operations.

(Supports objective ED1)

O P

b) Explore the feasibility and potential partnerships for a community development and investment fund, intended to provide local businesses and organizations with resources to increase their operating capacity.

(Supports objectives ED1)

F P

c) Create and maintain a detailed inventory of community economic data including, but not limited to labour market statistics, a businesses directory, vacant land and storefront inventory, and a 'development ready' land inventory.

(Supports objectives ED1)

O

d) Support local retailers and operators by creating a Town policy to purchase from local sources where possible and in accordance with the Public Procurement Act.

(Supports objective ED1)

Le

e) Coordinate infrastructure and streetscaping improvements to minimize disruption to businesses.

(Supports objective ED2)

O

f) Continue to operate the municipal internship program to help attract and retain young people in Lunenburg.

(Supports objective ED1)

O

g) Continue to monitor the town's taxation structure to ensure it is adequately balanced for fairness and effectiveness.

(Supports objectives ED1 and ED2)

O

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Satellite Campus: An educational campus that is removed from the main campus. A satellite campus can be located in a different municipality, province, or country, and is usually smaller in scale than the main campus.

Location-independent business: A business that does not require a fixed, or particular location to operate successfully. A call-centre would be an example of this type of business.

h) Continue to liaise between Town Council and the private sector through formalized communication channel.

(Supports objective ED1)

P

i) Enhance relationships with surrounding communities and municipalities to promote Lunenburg and the South Shore as a place to reside.

(Supports objective ED1)

P

j) Continue to communicate with Nova Scotian, Canadian, and global educational institutions about developing satellite campuses in Lunenburg.

(Supports objective ED1)

P

Land Use

k) Develop zoning handouts available at Town Hall and online to explain what is allowed, as well as planning and development processes.

(Supports objective ED2)

L O

l) Conduct a review of the building and development permitting and approval processes and identify room for improvement regarding general permit and approval process clarity, cost, and creating efficiencies to expedite the process.

(Supports objective ED2)

L Le

Town Identity and Marketing

m) Work with residents, community members, businesses and other stakeholders to develop a renewed brand for Lunenburg, focused on attracting full-time residents and visitors.

(Supports objective ED1)

P O

n) Support local placemaking initiatives through financial, policy, and regulatory initiatives.

(Supports objective ED1)

O F Le

o) Recognize and promote the importance of the cultural industry in Lunenburg's identity.

(Supports objective ED1)

O

p) Promote the development of Lunenburg as an innovation hub through partnerships, regulations, and financing.

(Supports objectives ED1 and ED2)

P Le F

q) Actively promote Lunenburg as a town for location-independent businesses.

(Supports objective ED1)

O

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Innovation Hub: Try to serve as a gathering space for like-minded individuals interested in technology and innovation. They foster communities of technologically forward-thinking people, providing them with tools they can use to start collaborating and innovating.

Circular Economy: Is based on the principles of designing out waste and pollution, keeping products and materials in use, and regenerating natural systems.

Business & Employee Attraction and Retention

r) Work with the Fisherman’s Memorial Hospital and industrial and technology businesses to support their continued success as major employers within the town.

(Supports objective ED1)

P

s) Consider establishing town ‘ambassadors’ that assist in promoting Lunenburg for business opportunities

(Supports objective ED1)

O

t) Actively promote Lunenburg as a destination for new immigrants.

(Supports objectives ED1)

O P

Entrepreneurship

u) Support small businesses and entrepreneurs through land use regulation, programs, and other initiatives.

(Supports objectives ED1 and ED2)

L O

v) Support the creation of live/work units within residential areas through land use regulations.

(Supports objective ED1)

L

w) Encourage the creation of maker spaces within commercial areas throughout Lunenburg to encourage entrepreneurial activities.

(Supports objective ED1)

L

x) Support home occupations throughout Lunenburg through land use regulations.

(Supports objectives ED1 and ED2)

L

Green Economy

y) Support green economic development through local research programs, technology hubs, business incubators, and networking opportunities.

(Supports objectives ED1 and ED3)

O

z) Develop a circular economy storefront in partnership with residents, businesses, and waste diversion experts aimed at collaborating to reduce waste in Lunenburg.

(Supports objective ED3)

O P

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6.2 Commercial Streets

For over two centuries, Old Town Lunenburg has been the bustling central business district of the community. The architectural heritage and small lots create ideal conditions for high foot-traffic from passersby. Future commercial activities in Lunenburg should continue to leverage the advantages inherent to the built form of the Old Town area, but also establish conditions conducive to economic prosperity in other areas of Lunenburg. Successful and economically productive commercial areas can be facilitated through land use regulations, programming, and the creation of walkable streets, that is, those that are safe, convenient, and enjoyable.

a) Support commercial streets through land use regulations.

(Supports objectives ED1 and ED2)



b) Support commercial and mixed use development in New Town.

(Supports objectives ED1 and ED3)



c) Encourage and permit commercial activities within the street right of way, including sidewalk cafés, through land use regulations.

(Supports objectives ED1 and ED2)



d) Enable the conversion of Old Town residential structures into first-floor commercial uses.

(Supports objectives ED1)



e) Encourage commercial events on temporarily closed streets and parklets including:

i) pop-up spaces

ii) craft fairs

iii) street markets

iv) festivals and events.

(Supports objectives ED1 and ED3)



f) Create a program to enable the rental of vacant first-floor commercial space for retail, bar, restaurant and event pop-ups.

(Supports objective ED1)



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6.3 Tourism

One of the best intact examples of British colonial settlement in North America – earning it UNESCO World Heritage Site designation – Lunenburg attracts people from near and far, injecting money into the local economy. Tourism has played a key role in Lunenburg’s economy, with many of the local shops and businesses oriented towards serving the traveling public. One of the primary messages delivered by the community through Project Lunenburg was to find more of a balance between tourism uses and other types of services. The following policy directions are intended to ensure tourism is still supported in Lunenburg but that the economy is primarily meant to serve residents and employees within the town.

a) Encourage the continued expansion of the shoulder season through housing and accommodations which cater to employees and visitors.

(Supports objective ED1)

L

b) Support the artistic, cultural, and heritage sectors of the economy through promotion, financial incentives and land use regulations such as waiving floor area requirements for home-based businesses within confines of Building Code.

(Supports objectives ED1 and ED2)

O P F L

c) Promote and encourage eco-tourism and cycle-tourism throughout Lunenburg and the South Shore in partnership with organizations including Bicycle Nova Scotia and surrounding municipalities.

(Supports objectives ED1 and ED3)

P

d) Explore opportunities to establish a centralized online location for community events and attractions. This may require partnership and collaboration with organizations including, but not limited to:

i) Develop Nova Scotia

ii) Tourism Nova Scotia

iii) Lunenburg Board of Trade

iv) Neighbouring municipalities.

(Supports objective ED1)

O P

e) Develop and implement a communications plan in partnership with local, regional, and provincial agencies, to create a cohesive message for the tourism and cultural industries.

(Supports objective ED1)

O P

f) Promote collaboration between tourism and working waterfront uses.

(Supports objective ED1)

P

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g) Promote collaboration among businesses to effectively use resources for events, festivals, and attractions.
(Supports objective ED1)

P

h) Partner with local and provincial agencies including, but not limited to Tourism Nova Scotia and Develop Nova Scotia to create winter opportunities for residents and visitors.
(Supports objective ED1)

P

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6.4 Retail Trade

A large portion of businesses in Lunenburg take part in the retail trade sector. These businesses provide local residents and visitors access to goods throughout the year - with many of the retail trade businesses located in Old Town Lunenburg. Although chain-retailers exist in Lunenburg, many of the businesses in Lunenburg are individually owned, and contribute to the Town's vibrant streetscapes. The future economy of Lunenburg should be based upon a balance, including the size, scale, and location of small- and large-businesses in Lunenburg. Where new commercial development is proposed, it should be integrated into the traditional development pattern of Lunenburg, where possible. This includes consideration for the siting and orientation of structures.

Small Businesses

a) Continue to promote small business in Lunenburg through land use regulations.

(Supports objective ED1)

L

b) Partner with small businesses to establish knowledge sharing for existing and potential businesses.

(Supports objective ED1)

P O

Commercial

c) Develop land use regulations to ensure commercial developments can be integrated into traditional development patterns and new mixed-use developments.

(Supports objectives ED1 and ED2)

L

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6.5 Industrial and Waterfront Activity

Lunenburg's waterfront has long been one of the principal assets in its harbour. Traditional shipbuilding structures, wharves, and piers frame the front harbour, while shipbuilding and accessory production, aeronautics, fish processing and metal fabrication have considerable representation as town employers. These industries have an important role in the cultural identity of Lunenburg. Economic development policies and planning must consider the role these industries play and attempt to support and enhance their prominence in the town.

Industrial

a) Support the expansion and continued operation of industrial waterfront activities through land use regulations.

(Supports objectives ED1 and ED2)

L

b) Support industrial areas on the periphery of Town.

(Supports objective ED1)

L

c) Provide for the future expansion of employment opportunities through the protection of industrial zoned land.

(Supports objective ED1)

L

d) Partner with local industrial and marine industries to promote knowledge sharing and grow public interest in these industries.

(Supports objective ED1)

P

e) Ensure local industrial and waterfront uses are adequately serviced with water, sewer, and other services they require.

(Supports objective ED1)

L

f) Actively recruit companies in the marine industrial sector to operate in Lunenburg.

(Supports objective ED1)

O

g) Continue to improve marine and harbour infrastructure to enhance marine economic activities.

(Supports objective ED1)

L

P

Commercial Fishing

h) Continue to support off-shore commercial fishing operations in Lunenburg.

(Supports objective ED1)

O

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Waterfront and Ocean Based Commerce

i) Continue to work with the Lunenburg Harbour Authority to support the operations of fishing industry and access around the inshore wharves.

(Supports objectives ED1 and ED3)

P O

j) Enhance boat infrastructure for pleasure crafts.

(Supports objective ED3)

L P

k) Consider the development of a 'Sea Level Rise Succession Plan' for businesses and industries that will be most impacted by sea level rise.

(Supports objectives ED1 and ED3)

S L P

l) Explore potential partnerships to leverage Canadian Ocean Supercluster opportunities and affiliation with the Centre for Ocean Ventures and Entrepreneurship (COVE) Satellite Site with Regional Specialization.

(Supports objectives ED1 and ED3)

P

m) Continue to work with Develop Nova Scotia to accomplish the goals established within the *Lunenburg Waterfront Master Plan*.

(Supports objective ED1)

P O

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Heritage

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Conservation:

An overarching term that includes all the actions needed to safeguard and extend the life of the significant heritage resources. Conservation includes three different approaches (preservation, rehabilitation, and restoration) that singly or in combination may be used to ensure that the heritage values and the character-defining elements are protected.

Preservation:

A conservation approach that focuses on protecting, maintaining and stabilizing the existing heritage resources without accommodating a great deal of change.

The history of Lunenburg and the surrounding land begins long before the arrival of European settlers. The Mi'kmaq have been present in what is now called "Nova Scotia" for at least 10,000 years, traditionally practicing seasonal habitation and relying on the land to fish, hunt and gather. When French settlers arrived in Lunenburg in the 17th century, they relied on Mi'kmaw knowledge of the land to access rich natural resources. European settlement continued under British rule, bringing German and other European colonizers in the eighteenth and nineteenth centuries. Throughout Nova Scotia, Mi'kmaq people experienced illness and forced displacement from unceded territory, despite the Treaties of Peace and Friendship. The legacies of colonial structures persist today, in what is now understood to be a genocide on First Nations people (*Article II Genocide Convention, United Nations*), and which continues throughout Mi'kma'ki and Turtle Island (or North America). As the 2019 National Inquiry into Missing and Murdered Indigenous Women and Girls states, "this genocide has been empowered by colonial structures evidenced notably by the Indian Act, the Sixties Scoop, residential schools and breaches of human rights and Indigenous rights".

Today, First Nations reservations are spread across the province, and the Acadia First Nation has ties to traditional territory across the south shore. Much of Lunenburg's popularly recognized and preserved heritage tells a story of colonial European legacies of fishing, farming and shipbuilding, but the cultural history of the Mi'kmaq remains crucial to an understanding of the land. Since the mid 18th century, Lunenburg has been covered under the Peace and Friendship Treaties which extend across the Maritime Provinces and northern Quebec, securing land use rights for Indigenous descendants.

Lunenburg's cultural heritage landscape is continually evolving. The prosperity of European Lunenburg settlers is evident in the town's extensive collection of historic colonial buildings, the working waterfront and the overall pattern of town development, all concentrated on the slope overlooking the sheltered harbour of Lunenburg. The character-defining elements of Lunenburg's architecture, streetscapes, waterfront features, and open spaces have undergone many changes and yet the overall visual character has remained remarkably intact since the original 18th century grid was laid out.

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Rehabilitation:

A conservation approach that looks to the future by accommodating continuing or compatible contemporary uses. These new uses may be inserted in the historic place with the direction that they do not remove or adversely impact the heritage resources

Condition:

A description of the existing state of the heritage resources. Sites that may be in poor physical condition may still have immense heritage value. Condition is generally reversible by appropriate maintenance, repair and conservation actions aimed at stabilizing and restoring the heritage fabric.

Lunenburg has been identified as a community with universal value, as a World Heritage Site (WHS), recognized in 1995, and a National Historic Site (NHS), recognized in 1991. These recognitions provide an overarching policy direction for the conservation of heritage resources. The day-to-day management of the built heritage, cultural heritage landscape and archaeological features of Lunenburg is primarily the responsibility of the Town and is embodied in the Heritage Conservation District Plan, written in 2000 and reviewed in 2019. The Heritage Conservation District Plan lays out an approval process that guides all types of undertakings in the Heritage District.

The primary goal of heritage conservation is to ensure that future generations will understand the historic processes that shaped the environment and our society. Through heritage conservation and interpretation, it is possible to observe the physical evidence of the buildings, structures and landscape features, and understand how our communities have evolved over the last 10,000 years. In the case of Lunenburg, the extensive collection of nineteenth and 20th century heritage buildings and cultural landscape resources provide the setting for a living community.

These policy directives aim to guide future actions and not only safeguard the heritage

resources but also enhance the social fabric and economic health of the community. The directives focus on a comprehensive definition of heritage values by embracing inevitable change, responding to new concerns, recognizing both tangible and intangible assets, consciously working towards reconciliation with Indigenous peoples and recognizing all cultures that make up Lunenburg's history.

Goal

A town which continues to evolve as a living heritage site and recognizes a holistic view of its diverse history.

Objectives

HE1 Preserve the valuable heritage resources of Lunenburg while embracing an ongoing evolution of the landscape.

HE2 Update and clarify heritage management frameworks to respond to current needs and follow best practices.

HE3 Expand the classification of heritage resources to include a range of elements with tangible and intangible heritage value.

HE4 Expand heritage recognition beyond European colonial landscapes to include perspectives of Nova Scotia's First Nations and Black communities, and other cultural groups.

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7.1 General

Heritage Value:

The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or generations. The heritage value of the historic place is found in the character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings. Heritage values may be tangible evidence on the ground or intangible evidence in the oral history and memories of the community.

Planning for future change within Lunenburg requires a process that balances heritage conservation priorities with considerations of current and future needs. Following a process that moves from the initial idea to implementation will ensure that best practices in heritage conservation are applied and integrated in the decision-making.

While Lunenburg has focused on preservation in the past, the most appropriate approach to conservation moving forward is a combination of preservation and rehabilitation. These approaches will ensure that the historic fabric is safeguarded and any changes do not remove, alter or adversely affect heritage resources. Understanding the heritage values, both tangible and intangible, requires community engagement, historical research and an evaluation of the physical resources in the historic place, in order to ensure that the plans for continuity and change respect the reasons for designation.

Lunenburg's approach to heritage conservation can be updated by expanding the inventory of heritage assets and exploring how these values can coexist with contemporary concerns such as energy efficiency and accessibility.

a) For all future work and reviews relating to heritage, refer to The Standards and Guidelines for the Conservation of Historic Places in Canada (Second Edition, 2011) by Parks Canada.

(Supports objectives HE1 and HE2)

O

b) Conduct a review of the Municipal Heritage Conservation District and Municipal Heritage Designation and identify potential improvements related to:

i) Energy efficiency

ii) Accessibility

iii) Safety

iv) New development.

(Supports objective HE2)

Le

c) Explore funding options related to:

i) Routine maintenance and repairs of heritage properties

ii) Barrier-free retrofits.

(Supports objective HE2)

F

d) Complete an inventory and evaluation of built heritage resources added after the 1940's, including the bank buildings, and Olde Poste Centre.

(Supports objective HE3)

S

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Public View:

Views that generally focus on the frontage of the building visible from a public street or open space. In the case of Lunenburg, there are many structures set on the steep slope where the rear or side elevations are also visible from the lower streets. These views are sensitive to alteration. Locations where the side and rear elevations of buildings are not visible from a public viewpoint may be considered less sensitive to change.

e) Work with other Nova Scotia UNESCO Heritage Sites on joint marketing and round-table discussions.

(Supports objectives HE1 and HE2)

P

f) Complete mapping analyses of the town including:

i) Topography

ii) Street layout

iii) Views and vistas.

(Supports objective HE3)

S

g) Create policy within the Land Use By-law relating to the reconstruction and renewal of heritage properties and resources following damage such as that related to fire, flooding, and high winds.

(Supports objectives HE1 and HE2)

L

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7.2 Cultural Landscape Elements

Integrity:

Integrity involves considering the degree to which a historic place's original use, surviving physical resources and meaning are still present, complete and able to support the heritage value of the site. The integrity of the historic place is generally non-reversible. Maintaining the integrity of the heritage resources is a key goal of conservation planning.

Cultural Heritage Landscapes are complex combinations of features that have associated heritage values. The Standards and Guidelines for the Conservation of Historic Places in Canada (S and G) contain a section specifically describing the various components that may be part of a cultural heritage landscape. Other categories of cultural heritage landscape resources include: evidence of land use and traditional practices, land patterns, spatial organization, visual relationships (views), circulation, ecological features, vegetation, landforms, water features and Built Features.

Most of these potential components are found in and adjacent to the designated historic place. Consideration of identifying and protecting the cultural heritage landscape setting of the built features will ensure the continuity of the integrity of the historic place.

There are also indications of an associative landscape in Lunenburg, related to the pre-colonial landscape and Mi'kmaw inhabitation. Associative landscape features refer to intangible associations with the physical components of a landscape. The landscape connects with intangible elements through experience, perception and interpretation of landscape meaning. Associative landscapes provides mental connections between the physical elements of a landscape and intangible heritage. It is distinct from a cultural heritage landscape in that material cultural evidence may be minimal or entirely absent.

Views are an important element of the Lunenburg Cultural Landscape. The key historic views are defined by visual relationships. Many of these views extend beyond the defined limit of the HCD and the WHS and at the present time there is little guidance for changes to the views outside the boundary. However, the changes in these neighbouring lands have the potential to affect the character-defining views.

Streetscapes are another key component of Lunenburg's historic value, and the pedestrian scale streets and open spaces help to preserve this character. The placement and design of utilities and parking contribute to these historic streetscapes and should be taken into consideration.

a) Continue to protect historic views through the Heritage Conservation District and World Heritage Site as per the Views of Heritage Value Map (Figure 7.1).

(Supports objectives HE1 and HE3)

L

b) Monitor and enter into discussion additional views as per the Views of Heritage Value Map (Figure 7.1) for protection through the MPS and LUB. Key views to protect include:

i) views within the District

ii) views from the District

iii) views into the District.

(Supports objectives HE1 and HE3)

L

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c) Undertake a study and public engagement of the associative landscape elements in Lunenburg, with particular focus on the inhabitation by Acadian and Mi'kmaq communities, as well as the pre-settlement natural environment.

(Supports objectives HE1 HE2 HE3 and HE4)

S

d) Ensure beautification efforts retain the scale and pedestrian nature of the historic streetscapes.

(Supports objectives HE1 and HE3)

S

e) Avoid large surface parking lots.

(Supports objectives HE1 and HE3)

L

f) Consider seasonal street closures to enhance pedestrian experience.

(Supports objectives HE1 and HE3)

O

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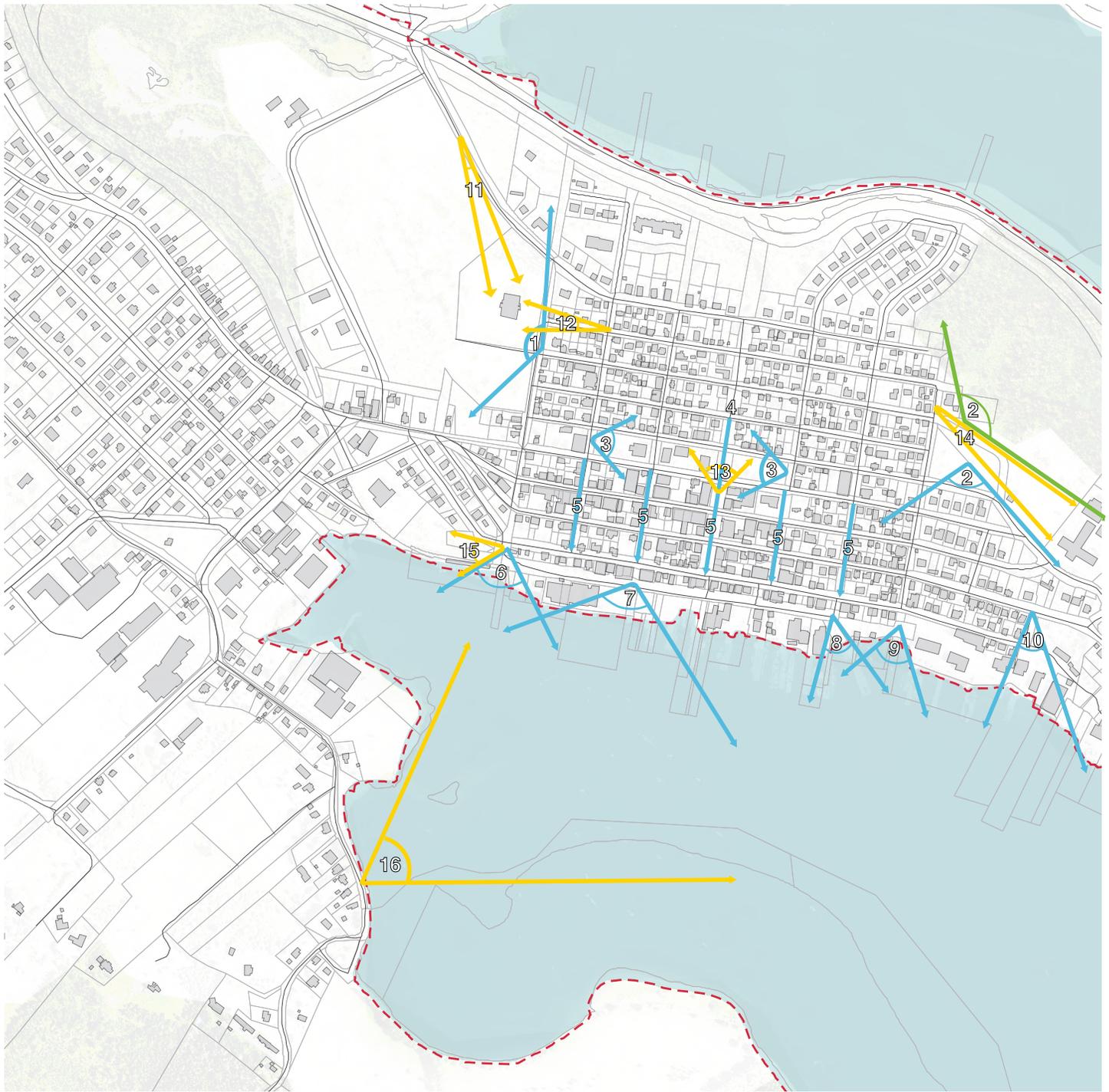


Figure 7.1
Views of Heritage Value

- - - Town Boundary
- Existing Views as per Schedule "C"
- Proposed Views
- Removed Views

- 1)** Gallows Hill Panorama
- 2)** Blockhouse Hill Panorama
- 3)** Parade Square
- 4)** King Street: town centre to harbour
- 5)** North-south streets; harbour view
- 6)** Foot of Kaulback to harbour
- 7)** Foot of Duke & King to harbour
- 8)** Government Wharf to harbour
- 9)** Foot of Kempt to harbour
- 10)** Shipyards
- 11)** Lunenburg Academy from Kissing Bridge Rd.
- 12)** Lunenburg Academy from Lawrence Street
- 13)** Park and Bandstand from King Street
- 14)** Block House Hill earthworks
- 15)** French Cemetery
- 16)** Tannery Road to Old Town

7.3 Built Heritage

Restoration:

A conservation approach that reflects past work by accurately revealing, recovering or representing the historic resource as it was at a point in time. The key goal of restoration activities is not the wholesale reconstruction or replication of historic features but rather accurate replacement of missing features or elements in such a way that the new work is distinguishable from the original upon inspection.

Built heritage includes all the buildings, residential, commercial and industrial, as well as, outbuildings used for storage. It also includes structures and features that support the past activities in Lunenburg such as the wharves and docks.

Any changes to existing built heritage resources must be carefully considered, and should balance both the practical needs of the present day while minimising negative impacts on the heritage value of the resource and its surrounding land.

a) Review the Design Guidelines with an intention to conserve the public view of the structures, taking into consideration topography as well as scale, form and materials.

(Supports objective HE1)

L

b) Accommodate new additions to heritage structures such as solar panels to minimize visibility and impacts to heritage value during both installation and removal.

(Supports objective HE1)

L

c) Encourage accessibility improvements such as ramps, and provide design guidance to ensure the new structures complement the existing visual character.

(Supports objective HE1)

L

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Significance:

Significant heritage resources and their heritage values make an important contribution to our understanding of past people, events and places. Determining significance is generally based on the consideration of whether the heritage resource is rare, unique, representative or a landmark.

The recommended process for determining the appropriateness of a proposed change is as follows:

- 1) Documentation and evaluation of the existing heritage resources, the setting and significance, noting any changes that have occurred over time that may have heritage value. This includes constructed works added after the 1940s, streetscape characteristics that contribute to the visual character and the resources found in the WHS buffer zone or visible from the historic place.
- 2) Consideration of minimal intervention actions such as repairs rather than replacement.
- 3) Consideration of the reversibility of changes so that if removed at some point in the future, there will not be any adverse impact on the heritage fabric.
- 4) Application of guidance provided in the S and G Standards 1-9 provide General Standards for Preservation, Rehabilitation and Restoration. Standards 10-12 provide guidance for Rehabilitation and Standard 13 and 14 provide guidance for Restoration.
- 5) Consideration of the many components of the cultural heritage landscape setting of the designated historic place and its neighbouring lands. The landscape context includes the landform, the original street pattern and circulation, vegetation, scale and massing of buildings and the significant historic views of Lunenburg's landmarks and from the Old Town to the sheltered harbour bordered by the green open space of the golf course.
- 6) Consideration that there are both anticipated changes that occur as new uses are added to the historic place and there are also random changes that may occur such as fire, flooding and storm damage. Use the planning process and the guidance of the S and G to respond to the changes to protect the integrity and authenticity of the resources.

7.4 Infill and New Development

Authenticity:

A historic place that is intact and where the heritage values of the resources are still evident in their use. Sustaining the authenticity of the historic place requires retaining the heritage resources and ensuring that changes do not detract from the historic place. There must also be consideration of the extent that the original use and components have been retained as well as the form, design, materials, etc.

The best practices for new additions in heritage areas are based on the principle that as historic places evolve over time, it is valuable to show changes added in different periods. Lunenburg is an example of such a place, where the evolution is visible in its variety of architectural styles. Despite the changes in tastes and economics over time that resulted in additions such as the “Lunenburg bump”, and the Arts and Crafts residences, there remains a harmonious cohesion to the varied architectural collection.

There are numerous opportunities in Old Town Lunenburg for infill development. It is on these vacant lots where the scale, form and setback of new dwellings can be managed to conserve the streetscape. Wholesale replication of buildings or features is not necessary and if implemented, the public may be confused as to the authenticity and integrity of the feature.

This approach is relevant to Lunenburg as a living heritage site with an active community of residents and business owners who want to ensure that historic properties and sites remain in use. This also provides direction for new initiatives that are part of contemporary construction, primarily barrier free accessibility for people with a range of abilities, and sustainability initiatives. Keeping the waterfront as a place of employment is another example of the need for flexible heritage preservation, as industrial spaces often require unique materials and technologies but can respect heritage values by adapting existing buildings and maintaining local aesthetics.

The S and G do not recommend replication of missing historic features or buildings. Rather it suggests that an interpretation of the historic scale, form and massing in new construction is appropriate to ensure that new work is compatible and sympathetic to the historic resources. To accomplish this, an appropriate balance must be struck between mere imitation of the existing form and pointed contrast. This approach is relevant to Lunenburg as a living heritage site with an active community of residents and business owners who want to ensure the building collection remains in use. This Standard also provides direction for new initiatives that are part of contemporary construction, primarily barrier free accessibility for people with a range of abilities, and sustainability initiatives.

a) Guide the evaluation of infill and new development proposals in accordance with Standard 11 Rehabilitation found in The Standards and Guidelines for the Conservation of Historic Places in Canada.

(Supports objective HE2)

L

b) Conserve the heritage value and character-defining elements when creating any new additions to a historic place or any related new construction.

(Supports objective HE1)

L

c) Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

(Supports objective HE2)

L

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Industrial properties often experience pressure to accommodate rapid changes in technology and processes. This change may require additions to existing infrastructure or new development for continuing production. Since the working waterfront is a key heritage feature of the designated place, the review and approval process when applied to industrial projects should consider the requirements of the industry. The design of new facilities should follow the guidance of Standard 11 ensuring that new

work is compatible with, subordinate to and distinguishable from the historic place. This may mean using materials and forms not found within Old Town but rather are similar to the existing built fabric of the industry.

Balancing conserving the industrial uses in the waterfront area by reusing the existing buildings is recommended. Where changes to the built form are proposed, evaluate the impact on the historic views and the visual character of the area.

7.5 Historical Interpretation

There is recognition today in Canada, especially since the findings of the Truth and Reconciliation Commission, that reconciliation with Indigenous peoples is greatly needed. One of the first steps that communities may make to advance reconciliation is to acknowledge the First Peoples on whose traditional territories we live and work. The Mi'kmaq people have been present in E'se'katik (Lunenburg) long before the arrival of European settlers, and the territory falls within the area covered by the Treaties of Peace and Friendship.

The WHS and NHS designation processes focus on the British colonial period and its built form as the significant part of Lunenburg's history to be safeguarded and commemorated. Current best practice is to respect and acknowledge the earlier layers of the past and the value associated with traditional Indigenous use of the land. Many Indigenous practices such as harvesting, fishing and hunting left little physical evidence in the archaeological record. These practices were nearly lost, and the next generation of indigenous people are striving to maintain land rights, and preserve and pass on the cultural traditions of their ancestors.

a) Build relationships with local Mi'kmaq community members and organizations and Black Nova Scotian community members and organizations, to inform how best to broaden the historic narrative and commemoration of Lunenburg through an anti-racism and decolonization lens.

(Supports objective HE4)

P

b) Create a framework of cross-cultural analysis to be used in all municipal heritage work related to policy, regulations, funding and interpretation.

(Supports objective HE4)

O

c) Develop an action plan for identifying and safeguarding intangible cultural heritage.

(Supports objective HE3 and HE4)

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Parks Canada plays a key role in the management of the WHS and NHS designations. A recent publication by Parks Canada “Framework for History and Commemoration, National Historic Sites Systems Plan, 2019” is relevant to the future planning process in Lunenburg. This document contains up to date guidance on the issue of revising the heritage values associated with a historic place to address voices and stories that may not have been part of the original recognition. It provides insights into the challenge of ensuring stories of conflict and controversy are shared as well as a process for reviewing existing designations. It also outlines several aspects of best practices for Public History at Heritage Places. The key directions included

in the document include:

- 1) Emphasize a full range of voices, perspectives, and experiences,
- 2) Explore the spectrum of powerful memories and meanings attached to heritage places
- 3) Appreciate that interpretations of the past are constantly evolving.

Integrating these activities in future planning will ensure that the heritage values associated with Lunenburg are comprehensive and inclusive and effectively interpreted for the public.

Urban Design

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Urban Design:

A creative, collaborative process that involves shaping the forms of a community, enhancing the experience of it, and improving its function as a habitat for human life. Urban Design exists at the intersection of architecture, landscape architecture and landscape and urban planning.

Lunenburg is world renowned for its historic architecture, colourful streetscapes, and working waterfront. While the municipality has changed significantly from the original 18th century colonial town blocks, the original character of the Old Town remains remarkably intact. As Lunenburg evolves over the next decades, good urban design can shape the three-dimensional spaces of the town with the intention to improve not just the beauty of Lunenburg, but to allow better interaction between people and between people and their environment.

Goal

A town that is shaped by cohesive design and supported by amenities that creates an attractive, enjoyable, and sustainable urban environment for residents and visitors.

Objectives

- U1** Provide for the safety and comfort of pedestrians, bicyclists, freight and other vehicles.
- U2** Reinforce the sense of place and give structure and orientation to the urban experience.
- U3** Contribute positively to the fabric of the town and the unique qualities of its neighbourhoods.
- U4** Contribute to the sustainability of the urban environment.

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8.1 Streetscapes

The way people experience a street is closely tied to the attributes of the terrain and elements within the built environment. Certain physical qualities are required to make good streets - streets that feel comfortable, safe, have high aesthetic values, and define the character of a place. These qualities are few in number and appear to be straightforward, but in practice the design of streetscapes is not so simple. The most important qualities are directly related to social and economic criteria for good city building and placemaking, including: lighting, materials, waste management, amenities, and accessibility. Lunenburg features a great variety of street types and each layout closely ties to the period in Lunenburg's 267-year history in which it was developed. By working with these street typologies, purposeful design interventions can give distinction to peoples' experiences of moving through Lunenburg's streets.

Lighting

Although the primary purpose of lighting is nighttime visibility for security and safety, successful street lighting takes into account the human users and design of the street. Lighting is important as it not only increases safety for people and the built environment, but also aids in geographic orientation, and highlights the identity of the area. Lunenburg is currently replacing its street-lights with 4,000K LED bulbs in response to changes in provincial regulations. The community

engagement revealed a strong interest in approaches to street lighting that is deliberate and balanced.

a) Minimize the intensity and location of light for parking and pedestrian areas to the minimum necessary to provide safe and visible spaces.

(Supports objectives U1, U3 and U4)

L

b) Maintain the heritage identity of Lunenburg while meeting the provincial streetlight standards.

(Supports objectives U2 and U3)

L

c) Consider installing softer lighting where permitted to create an inviting atmosphere.

(Supports objectives U2 and U3)

L

d) Develop a dark sky policy to reduce energy consumption, recognize health benefits for humans and all species, and reduce light pollution.

(Supports objectives U4)

Le

e) Coordinate the placement of lighting with landscaping elements to avoid the screening of illumination and shadow effects.

(Supports objectives U1, U2 and U3)

L

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f) Add lighting scaled to the pedestrian realm in addition to overhead lighting for vehicles on Old Town streets with high pedestrian volumes.

(Supports objectives U1, U2 and U3)

L

g) Implement attractive lighting designs on historical facades of key civic structures, using a variety of fixtures to accent the architecture.

(Supports objectives U2 and U3)

L

h) Develop a town-wide lighting strategy to tailor brightness and lighting design to neighbourhood context and establish energy reduction and light pollution targets.

(Supports objectives U1, U2 and U4)

S L

Materials

Lunenburg's buildings work together to create a cohesive environment and interesting pedestrian experience. Detailed workmanship and high quality, long-lasting materials define many of the streets in the Old Town. Any repairs, renovations, new construction, or infill should include like-materials to reflect Lunenburg's history and recognize the Town's overall aesthetic.

i) Consider the adoption of design guidelines for areas within the town.

(Supports objectives U2 and U3)

L

j) Encourage facade material or colour variety from building to building to highlight the fine grain of the traditional development pattern.

(Supports objectives U2 and U3)

L

k) Use original or similar materials for repairs and renovations of historic buildings.

(Supports objectives U2 and U3)

L

l) Respect the neighbouring historic material choices by using similar or complementary materials and form/character in the construction of infill projects.

(Supports objectives U2 and U3)

L

m) Embrace contemporary vernacular design.

(Supports objectives U2 and U3)

L

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Amenities

Community amenities are items that the community sees as important and desirable additions to the Town. These can include a range of fixtures and actions, including park benches, sidewalk upgrades, public art, new parks and trails, and the preservation or development of heritage features. Currently Lunenburg has a variety of amenities concentrated in specific areas around the Town, such as the waterfront. Additional recommendations include:

n) Provide amenities to shield pedestrians from the weather (bus shelters, awnings, covered areas within parks).

(Supports objectives U1 and U2)

L

o) Beautify streetscapes through planters, benches, and signage.

(Supports objectives U1, U2 and U3)

L

p) Establish new formal and informal seating to offer places to rest, relax, and enable chance encounters.

(Supports objectives U1, U2 and U3)

L

q) Consider widening sidewalks with good sun exposure (east side and north side of Old Town streets) to create additional amenity space.

(Supports objectives U1, U2, U3 and U4)

L

r) Enable temporary street closures for events and integrate design features such as power outlets into street redesigns.

(Supports objectives U3 and U4)

L

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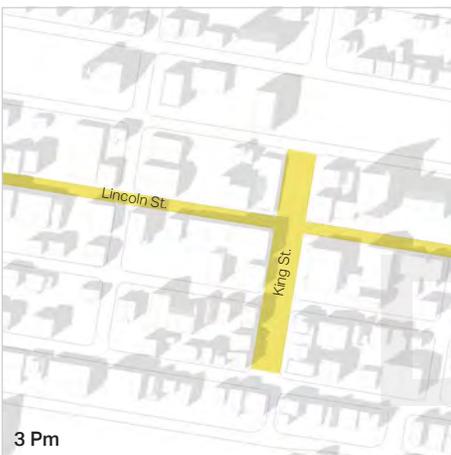
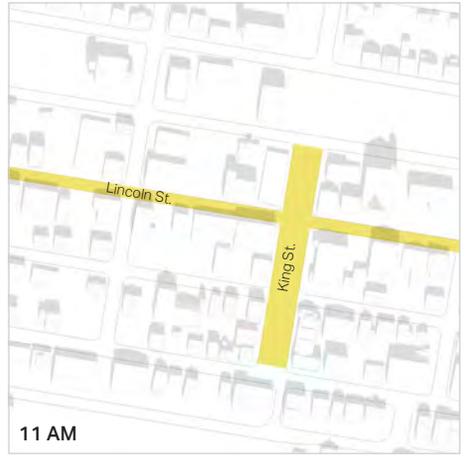
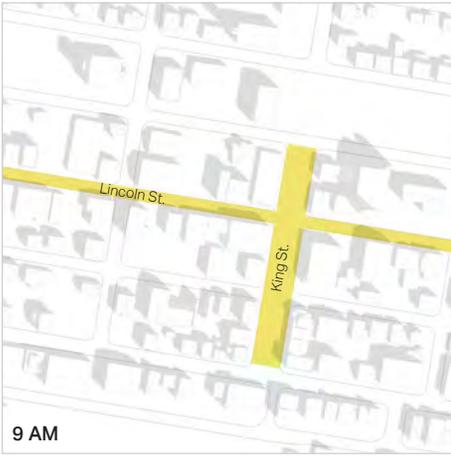


Figure 8.1
Old Town Sidewalk Sun Exposure
Spring Equinox, March 20

Accessibility

The small block structure, provision of sidewalk space, beautiful building frontages, and the human scale of the built form all combine to create a successful pedestrian environment in Lunenburg. Due to Lunenburg's hilly topography, accessibility can be a challenge, but through a series of design interventions access within the Town can be significantly improved.

s) Provide accessible parking spaces in close proximity to barrier free access ways.

(Supports objective U1)

L

t) Consider implementing additional accessible parking spaces in key locations.

(Supports objectives U1 and U3)

L

u) Ensure that main entrances are directly accessible from public sidewalks.

(Supports objectives U1 and U2)

L

v) Locate public art where it is visibly and physically accessible.

(Supports objective U3)

L

w) Provide sidewalk and interior finish floor elevations close enough that steps will not be necessary to enter the building, and wherever possible is flush to allow for wheelchair access.

(Supports objective U1)

L

x) Ensure that sidewalks are without major gaps or deformities that would make them non-traversable for wheelchairs and other mobility devices.

(Supports objective U1)

L

y) Maintain sidewalks at-grade through conflict zone at driveways.

(Supports objectives U1, U2 and U4)

L

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Sidewalks

The presence of sidewalks greatly enhances the safety of pedestrians walking along streets. Motorists keep their distance from sidewalks because the latter are raised. The distance in turn increases pedestrian comfort and safety. At very low speeds, such as during a parking manoeuvres, the vertical edge of a sidewalk also serves as a stopping mechanism. As public spaces, sidewalks serve as the front steps to a community, activating streets socially and economically. Safe, accessible, and well-maintained sidewalks are fundamental and necessary, and can enhance general public

health and maximize social capital. Not all streets however, require or are suitable for sidewalks. On a number of Old Town's upper streets without sidewalks, residential front lawns, vegetated ditches and front steps of houses create a charming edge along the narrow streets. On several New Town streets, wide right-of-ways and gravel shoulders accommodate pedestrians reasonably well. With lower speed limits and minimal design interventions, those streets can function as shared streets with comfortable pedestrian experiences.



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Figure 8.2
Shared Street Candidate
Brook Street, New Town

z) Update Municipal Engineering Specifications and Subdivision By-law to include context-specific sidewalk standards.

(Supports objectives U1, U2, U3 and U4)

L

aa) Create sidewalk standard for mixed-use streets that include the following zones:

- i) frontage zone,**
- ii) pedestrian through zone,**
- iii) street furniture zone, and**
- iiii) enhancement/buffer zone.**

(Supports objectives U1, U2 and U3)

L

bb) Require new subdivisions to have either sidewalks, shared street design or shared-use path adjacent to the roadway.

(Supports objectives U1, U2, U3 and U4)

L

cc) Consider designating or upgrading existing streets without sidewalks to shared streets, if traffic volumes are sufficiently low. This requires the addition of specific traffic calming devices and regulations that offset potential conflicts with traffic accessing local properties.

(Supports objectives U1, U2, U3 and U4)

L

dd) Relocate fixed objects such as utility poles and light fixtures that impinge on or restrict a sidewalk as opportunities arise.

(Supports objectives U1 and U2)

L

ee) Integrate benches and other seating platforms within the frontage zone of sidewalks.

(Supports objectives U1 and U2)

L

ff) Allow sidewalk cafes to foster street life and to increase business along a street. Where provided, sidewalk cafes should not impinge upon the accessible pedestrian pathway.

(Supports objectives U1, U2 and U3)

L

gg) Remove angled parking on east side of King Street and widen sidewalk between Cumberland Street and Montague Street.

(Supports objectives U1, U2 and U3)

L

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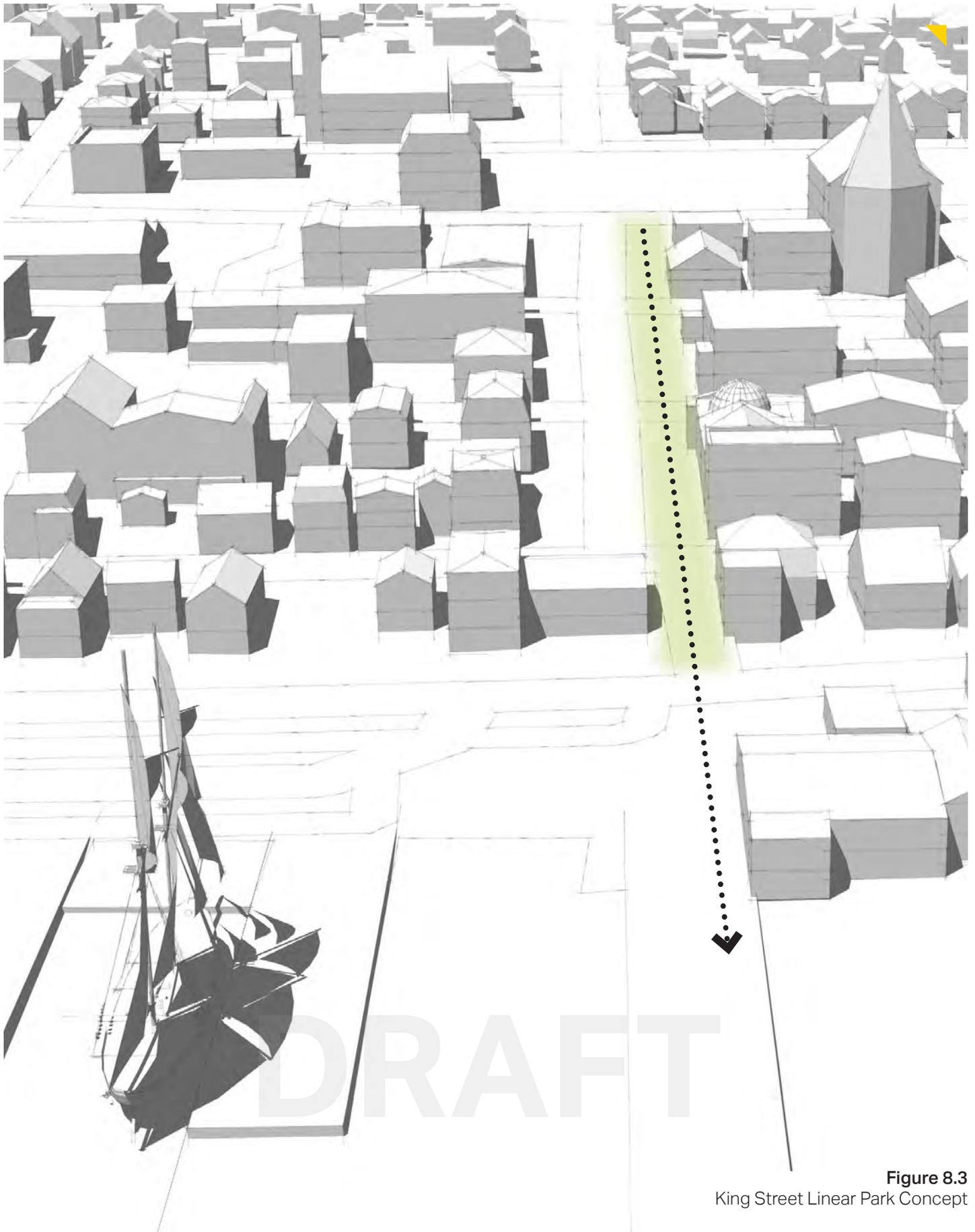


Figure 8.3
King Street Linear Park Concept



Figure 8.4
King Street Widened Sidewalk /
Linear Park

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8.2 Urban Forest

A connected urban forest system is essential to both human health and the life of the plant environment. Taking a cohesive, systems approach to landscaping in the Town also enables the development of inter-connected habitat corridors that benefit terrestrial and avian species.

A creative landscaping approach is encouraged, one that makes use of varying topography, natural areas, and gathering spaces in the built environment. Focal points can include hard entrance surfaces and plantings at storefronts, corner landscaping, the development of courtyards and gathering spaces, and introduced landscaping adjacent to parking areas at the rear of buildings.

Currently Lunenburg has 1025 municipal trees, of which most are in good to fair condition. These trees are working trees, serving the community by delineating roadways, calming traffic, reducing street noise, extending the life of asphalt, shading pedestrians, welcoming visitors, filtering pollutants, reducing energy consumption, and minimizing stormwater runoff. Improvements to the green environment of Lunenburg include:

a) Use planting and consistent landscape treatments to visually unify different streets or areas.

(Supports objectives U3 and U4)

L

b) Provide additional tree planting within the streetscape to provide opportunities for shade and micro-climate relief in summer months.

(Supports objectives U1, U2 and U4)

L

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c) Develop a maintenance schedule that will keep cost down and replenish aging trees with new trees.

(Supports objective U4)

O

d) Use native plants that are both indigenous and historically ecologically matched to the site.

(Supports objectives U2, U3 and U4)

L

e) Maintain diversity in the species of trees to avoid diseases.

(Supports objective U4)

L

Street Trees

f) Establish a tree planting program to expand the current urban forest while replacing those trees that are lost to disease.

(Supports objective U4)

O

g) Explore an adopt-a-tree program for local tree street planting.

(Supports objectives U3 and U4)

O

h) Encourage tree planting on private lots through land use regulations.

(Supports objectives U3 and U4)

L

8.3 Wayfinding

Wayfinding is not just about signs and sign systems, it involves using many kinds of spatial and environmental information, from the logic of building and space arrangements, to naming and numbering systems, and directions given by residents. A clear, organized set of sign elements strategically arranged to aid the wayfinding process is a key part of the overall system.

a) Design and implement a uniform wayfinding system for roads, pedestrian routes, parking, trails, and major attractions.

(Supports objectives U1, U2 and U3)



b) Implement a parking wayfinding system at key entrance points to the town to minimize vehicular traffic in Old Town.

(Supports objectives U1, U2 and U4)



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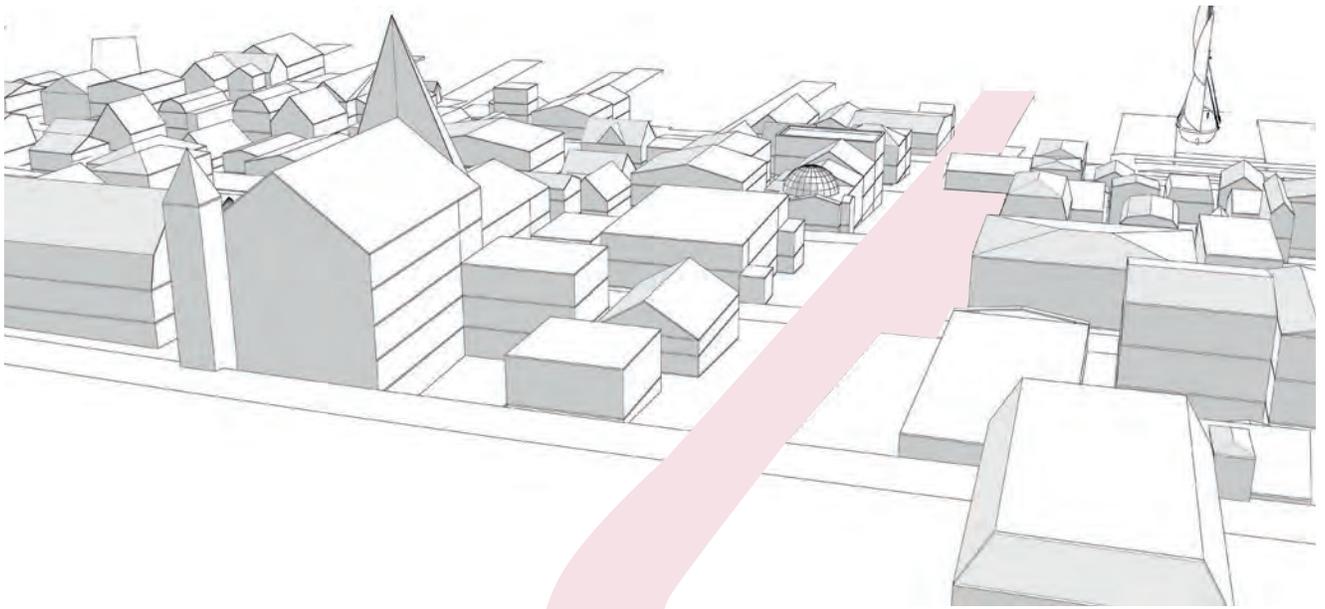


Figure 8.5
King Street Linear Park Concept

Environment and Sustainability

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Climate Change:

Climate change refers to the long-term shift in global or regional climate patterns.

Despite its small footprint, the Town of Lunenburg exhibits vast topographical and geomorphological variability. Old Town Lunenburg is situated upon a drumlin, a geological landmass formed under moving glaciers that often manifest as oval hills, which runs to the water's edge. On the other hand, New Town is situated in the more low-lying, flat areas of Lunenburg that are prone to seasonal flooding. This variability connects Lunenburg to the wider region and has played a role in ecosystem services and the availability of natural resources within the town boundaries. The natural environment has shaped how Lunenburg has developed and changed over time and will continue to do so.

Within Lunenburg, there are few sources of fresh water, but immediately outside of the town's boundaries, there are plentiful sources. The most dominant environmental feature, that is also essential to the town's identity and economy, is Lunenburg Harbour. The harbour played a key role in connecting Lunenburg to the rest of the world through trade, a legacy that is still seen today in many of the structures and businesses that are oriented toward the ocean. However, changing environmental conditions, particularly climate change and sea level rise could begin to threaten much of the coastal infrastructure and how the town functions as a whole.

Fundamental to the future of Lunenburg will be adapting to changing environmental conditions. The people that have inhabited the region of Lunenburg have continuously adapted, and adapted to, the environmental conditions throughout history. Beginning with the Mi'kmaq people who inhabited the land more than 10,000 years ago, to the Acadians, to the British, and now to the people who inhabit the town today, the community has emerged to relative stability over the past 30 years. Now, faced with climate change, the resiliency that has been built into the fabric of the community will usher the town into the future and its endeavours to adapt to and mitigate the impacts of climate change.

Goal

A town that is ecologically diverse and climate resilient that has adapted to a changing climate while also reducing its overall footprint on the natural environment.

Objectives

E1 Increase the town's resilience to the impacts of climate change including sea level rise, drought, and increased storm frequency.

E2 Implement strategies to mitigate climate change, through direct and indirect actions.

E3 To promote the restoration of the natural environment.

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9.1 Sea Level Rise

Land Subsidence: Land subsidence describes the process in which the land surface gradually sinks and can be the result of natural and/or human impacts on the environment.

There is overwhelming evidence that suggests the earth’s climate is changing. A key indicator of climate change is the increase in the global mean sea level. Global sea levels rose through the 20th century and are predicted to continue to rise through the 21st century and beyond. Much of the rise in sea levels can be attributed to the melting of glaciers, ice sheets, and ice caps, and the thermal expansion of oceans (as water is warmed, it takes up a greater volume).

Sea level rise threatens to increase flooding in coastal communities around the world. The south coast of Nova Scotia has been shown to have significant sensitivity to sea level rise and associated storm impacts due to its position in the Gulf Stream. This will affect coastal communities like Lunenburg and its infrastructure and industries.

Land subsidence could exacerbate the effects of sea level rise along Nova Scotia’s coastline. Land subsidence results from the process in which the earth’s surface gradually rebounds from the melting of the North American ice sheets. As areas of the earth’s crust rebound upward where the ice sheets once sat, regions on the periphery, including Nova Scotia, subside downwards. The combined effects of global sea level rise and crustal subsidence determine the local sea level rise of 0.30 m in Nova Scotia over the 20th century.

Finally, storm surge will further the impacts of sea level rise. Storm surge describes the difference between the predicted tide and what is actually observed at a location. Storm surge is often caused by onshore winds and storms that result in a higher than predicted tide. The intensity of a storm surge also depends on the orientation of the coastline with the storm track. Although storm surges are temporary, they can cause extensive damage. As extreme weather hazards such as storm surges become more prevalent, coastal communities must learn to adapt and mitigate impacts.

Sea Level Rise

a) Develop an emergency preparedness plan in the event of significant sea level rise damage to infrastructure.

(Supports objective E1)

O P

b) Work with the Departments of Fisheries and Oceans and Environment and Climate Change Canada to establish methods to more accurately measure changes in sea level over time within Lunenburg Harbour such as the implementation of a tidal gauge.

(Supports objective E1)

S P

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Sea Level Rise Adaptation

c) Work with the Province and Federal Government to implement living shorelines, living reefs, and wave breaks along the coast to filter bacteria and limit coastal erosion.

(Supports objectives E1, E2 and E3)

P

d) Permit structures and land, through land use regulations, to be raised to accommodate rising sea levels.

(Supports objective E1)

L

e) Use conservation land use zoning to protect critical and environmentally sensitive areas along the shoreline.

(Supports objective E3)

L

f) Develop land use regulations controlling how close structures may be placed to the coastline.

(Supports objective E1)

L

Future Studies

g) Conduct a comprehensive sea level rise analysis, as influenced by tides, wind and rainfall for Lunenburg Harbour and the Back Harbour.

(Supports objective E1)

S

h) Update coastal hazard maps to reflect updates in sea level rise projections and improvements in data measurement techniques.

(Supports objective E1)

O

i) Ensure new critical infrastructure is placed outside of coastal floodplains and high risk areas.

(Supports objective E1)

L

Documentation and Education

j) Create an online documentation platform to upload images and stories of significant storm and sea level rise events.

(Supports objective E1)

O

k) Consider hosting regular community workshops (e.g. biannual) updating the community of sea level rise and climate change projections.

(Supports objective E1)

O

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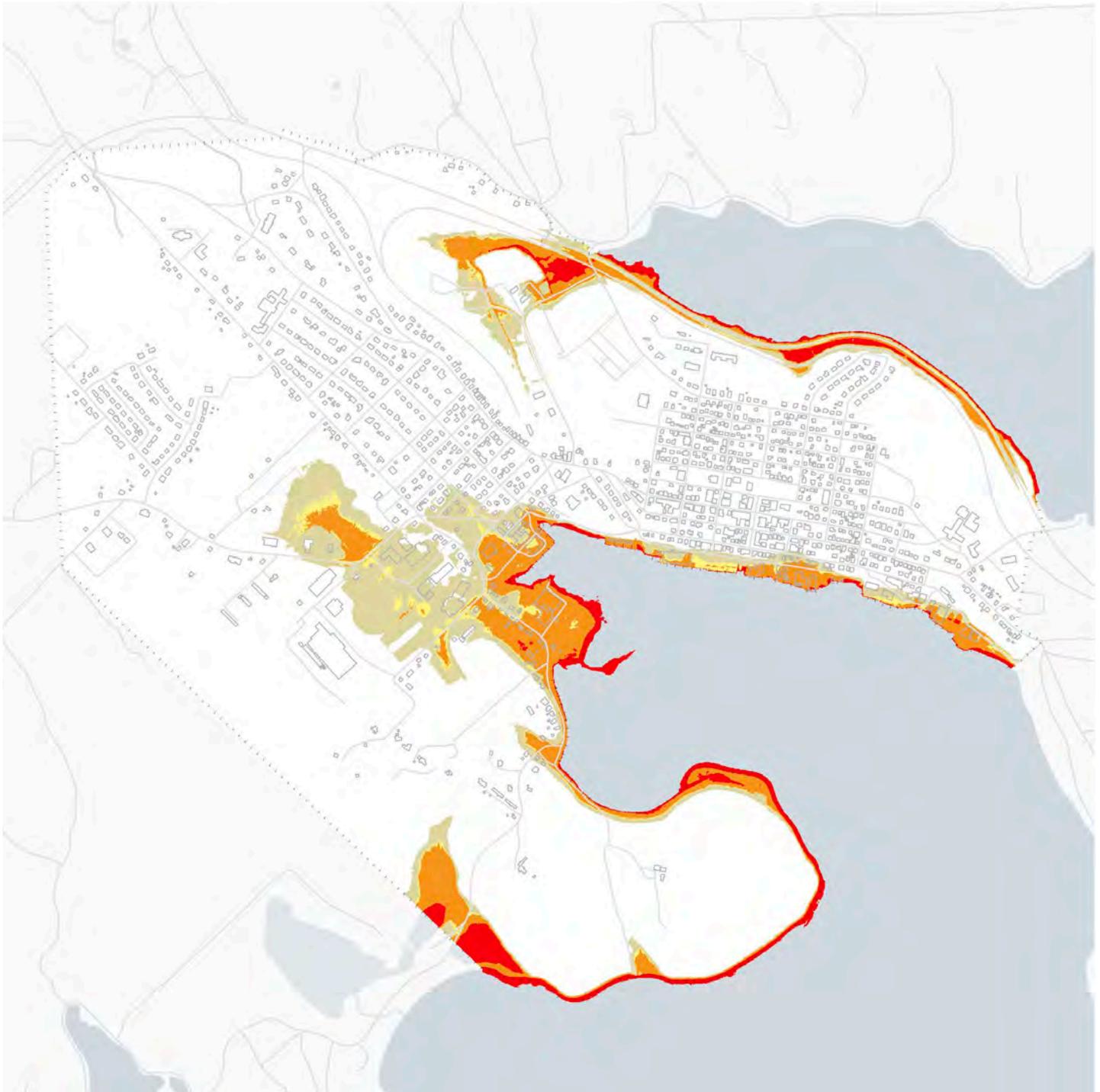


Figure 9.1
2050 and 2100 Projected
Sea Level Rise

Scenario	Increase
2050 Extreme sea level rise	1.62 m
2100 Extreme sea level rise	2.17 m
2050 Extreme sea level rise + storm surge	3.25 m
2100 Extreme sea level rise + storm surge	3.80 m

9.2 Renewable Energy

Energy Poverty:

A situation whereby individuals, households, or communities are unable to afford the energy to meet their basic needs.

Smart Grid:

A Smart Grid is an electric grid enhanced by information technology that allows two-way communication of electricity data making monitoring, generation, consumption and maintenance more efficient.

There are significant benefits to adopting renewable energy production practices within a community. Reduced reliance on energy produced through the burning of fossil fuels can help mitigate the impacts of climate change all the while reducing energy costs associated with 'energy poverty'. Renewable energy production can be adopted at multiple scales, from the individual level to municipal and regional renewable energy production. Renewable energy initiatives at the municipal level are typically supported by provincial and federal programs

Solar

a) Permit, through land use regulations, on-building solar as an accessory use.

(Supports objectives E1 and E2)

L

b) Explore the feasibility and appropriateness of permitting on-building solar within the heritage conservation district.

(Supports objectives E1 and E2)

S L

c) Encourage the development of on-building solar through financial incentives such as interest-free loans in unison with provincial and federal programs.

(Supports objectives E1 and E2)

F L O

d) Explore community solar options within the town as a means to reduce the reliance on conventional power generation.

(Supports objectives E1 and E2)

O

Town Properties

e) Encourage the uptake of solar energy and other renewable sources through the retrofits of municipal facilities.

(Supports objectives E1 and E2)

O

Wind Energy

f) Consider wind energy projects, including those in partnership with other organizations or municipalities, to supplement power purchased from Nova Scotia Power.

(Supports objectives E1 and E2)

O P

Smart Grid Technology

g) Explore the potential for new subdivision development to require 'smart grid' capabilities.

(Supports objectives E1 and E2)

L O

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9.3 Waste Reduction

There is a growing movement towards waste reduction, and plastics in particular. Waste reduction, however, includes more than limiting single-use items such as plastics, but it involves a collective approach to reducing and diverting all waste from our landfills.

Waste Diversion

a) **Develop a construction, renovation, and demolition waste by-law intended to reduce construction waste.**

(Supports objectives E2 and E3)

O **Le**

b) **Require all municipal waste bins to include recycling and organic composting.**

(Supports objective E3)

O

Single Use Items

c) **Introduce bottle-fill stations within Lunenburg to reduce single use plastic purchases.**

(Supports objectives E2 and E3)

O

d) **Pilot a single use items ban within Lunenburg, documenting lessons learned with the intention to develop a strategy to eliminate single use items from the town.**

(Supports objectives E2 and E3)

O **Le**

Former Municipal Waste Site

e) **Conduct a site evaluation of the former dump site for use as a community solar farm. This includes examining drainage and potential future uses for the site.**

(Supports objectives E1 and E2)

S

Sharing Economy

f) **Encourage and develop a 'sharing library' or event where community members are able to swap and borrow items from other residents.**

(Supports objectives E1 and E2)

P **O**

g) **Establish a 'safe swap area' where community members can swap items found on online classified sites in a safe location.**

(Supports objectives E1 and E2)

O

Education

h) **Continue to host and promote educational events and seminars intended to educate the public, and showcase case studies and best practices already happening in the community and region.**

(Supports objective E1)

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9.4 Energy Efficiency

Leadership in Energy and Environmental Design (LEED):

An independent, third party certification verifying that a structure or community was designed and built using strategies for achieving high performance in key areas of human and environmental health: location and transportation, sustainable site development, water savings, energy efficiency, materials selection and indoor environmental quality.

Passive House:

The most rigorous voluntary energy-based standard in the design and construction industry. Passive Houses consume up to 90% less heating and cooling energy than conventional buildings.

Energy efficiency is not only beneficial for the environment, but it can provide significant cost savings to homeowners and building owners. Increasingly, the impact that energy costs have on an individual, household, or community have led to the development of local strategies in an attempt to reduce energy poverty. Implementing energy efficiency measures, in conjunction with renewable energy production, represents a significant step in reducing the cost of energy for an individual, household, or community. There are two common approaches to improving energy efficiency for a building: reducing energy use and eliminating waste energy, and throughout the province, Efficiency Nova Scotia finances and delivers energy efficiency programs

Partnerships

a) Partner with Efficiency Nova Scotia to promote energy audits within Lunenburg to inform residents of ways to reduce energy use and eliminate waste energy.

(Supports objectives E1 and E2)

P

New Builds

b) Encourage the development of new structures to adopt energy efficiency principles and standards such as those established by Leadership in Energy and Environmental Design (LEED).

(Supports objectives E1 and E2)

O

c) Require new municipal buildings to achieve LEED or Passive House certification or LEED/Passive House comparable energy efficiency performance.

(Supports objectives E1 and E2)

O

Retrofits

d) Partner with other levels of government to explore incentives for energy efficiency retrofits.

(Supports objectives E1 and E2)

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9.5 Urban Agriculture

Urban agriculture can include backyard gardens and the keeping of small livestock such as fowl, rabbits, and bees, on residential properties. Where urban agriculture is permitted, it must come with careful restrictions to enable on- and off-site sales, and roadside vending offers more flexibility for the sale of farm, fish or forestry products. Community gardens sometimes also include a retail component, and use both individual and shared plots, available to all local residents. In Lunenburg, there is a community garden, which is operated by a not-for-profit organization on the Lunenburg Academy grounds.

Urban agriculture has been increasing in popularity in recent years, and communities across Canada are incorporating allowances for urban agriculture and community gardens into their land use regulations. In 2020, the COVID-19 pandemic has further highlighted the benefits of local food production, threatening supply chains and leaving local businesses and economies at risk.

With our continued dependence on industrial food production, small-scale urban agriculture has only minimal influence on food security and nutrition, but there are many additional reasons to encourage these activities. By supplementing local diets, urban agriculture of various forms has the ability to reduce carbon emissions, stimulate

the economy, improve biodiversity, educate participants and improve connections with nature, as well as provide environmental benefits associated with green space such as aesthetic and mental health impacts, reduction in stormwater runoff and the urban heat island effect. Small-scale agriculture (and particularly community gardens) work to reduce social isolation and strengthen community, though it is important that all residents be consulted and empowered in the leadership of these projects so benefits may be shared equitably.

Backyard Gardening

a) Enable the on-site sale of agricultural products grown on residential properties through the Land Use By-law, with no development permit required.

(Supports objectives E1 and E2)

L

b) Permit and regulate the use of accessory structures to support urban agricultural use through the Land Use By-law.

(Supports objectives E1 and E2)

L

The Keeping of Animals

c) Regulate beekeeping as an accessory use within residential areas, through the Land Use By-law.

(Supports objectives E1, E2 and E3)

L

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d) Enable the keeping and raising of animals suitable for urban agriculture through the Land Use By-law.

(Supports objectives E1 and E2)

L

e) Regulate factors including the number of animals by type and lot size, through the Land Use By-law.

(Supports objectives E1 and E2)

L

Community Gardens

f) Continue to support existing community gardens and promote the benefits of local food production.

(Supports objectives E1 and E2)

O

g) Encourage the development of community gardens throughout the Town.

(Supports objectives E1 and E2)

O

h) Regulate associated structures, water sources and waste disposal, and other needs associated with community garden uses, through the Land Use By-law.

(Supports objectives E1 and E2)

L

Roadside Vending

i) Permit the sale of products by those engaged in their harvest or production, within small unenclosed structures such as farm or fish stalls, with no development permit required, through the Land Use By-law.

(Supports objectives E1 and E2)

L

j) Regulate the size, rear and side setback of associated structures, through the Land Use By-law.

(Supports objectives E1 and E2)

L

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9.6 Electric Vehicles

There is a growing uptake of electric powered vehicles across North America. Electric vehicles are automobiles that run completely or partially on electrical energy as opposed to internal combustion engines that burn fossil fuels. Many electric vehicles require an external source of energy to charge batteries that provide the automobile propulsion; however, charging stations differ from traditional gasoline or diesel fueling as it is possible for chargers to be either personal in nature (at home or at work), or operate as a commercial business (where travelers pay a fee to charge their vehicle).

Electric Vehicle Charging Stations

a) Permit and encourage personal charging stations across Lunenburg through the land use regulations.

(Supports objective E2)

L

b) Require large developments to provide a certain number of electric vehicle charging stations through land use regulations.

(Supports objective E2)

L

c) Explore the potential of providing electric vehicle charging stations at Town Hall or other locations in Lunenburg.

(Supports objective E2)

L O

d) Provide and promote electrical vehicle charging stations at new central visitor parking lots.

(Supports objective E2)

L O

Carshare

e) Explore the potential for an electric vehicle carshare program to serve residents of Lunenburg.

(Supports objective E2)

S

f) Provide free carshare on-street parking spots throughout the town.

(Supports objective E2)

O

Municipal Fleet

g) Encourage the transition of the Town of Lunenburg's fleet to electric vehicles, where possible.

(Supports objective E2)

O

Idle-free Lunenburg

h) Develop a Vehicle Idling By-law aimed at reducing personal and commercial vehicular idling in the town.

(Supports objective E2)

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9.7 Coastal Water Quality

The ocean is, of course, the most significant water body in Lunenburg, impacting the weather, climate, and contributing to the identity, character, and economy of the town. However, studies have determined there are periodic water quality issues in the harbour. The future of the harbour and its water quality will require advocacy and cooperation between the town and other levels of government, community groups, land owners and harbour users to ensure it remains an asset in the town.

a) Continue to explore and enhance relationships and cooperation with other levels of government, community groups, land owners and harbour users to monitor and improve water quality in Lunenburg Harbour.

(Supports objective E3)

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9.8 Conservation



Prior to human settlement, Lunenburg was a completely natural environment. As humans have developed the area, natural ecosystems and processes have been altered and impacted plant and animal species, placing many species at risk. While direct protection of species at-risk is the responsibility of provincial and federal agencies, the Town can play a role when considering development proposals in areas with known species-at-risk habitat, and through education of developers and property owners.

Conservation

a) Promote conservation zoning through a clear regulatory framework to protect ecologically sensitive and important areas.
(Supports objective E3)

L

b) Explore implementing Wildlife Corridors through the town to ensure wildlife can safely connect to natural areas outside of the town.

(Supports objective E3)

S L P

c) Encourage the planting of native species through tree and landscaping requirements.

(Supports objective E3)

L O

Indigenous Communities

d) Work with local Indigenous communities to share knowledge about practices to improve conservation efforts and environmental health.

(Supports objective E3)

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Culture and Recreation

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The Arts:

The term arts can refer to architecture, sculpture and painting, film and media arts, music, theatre, dance and literary arts, and there are variations of terms used that can expand this list, such as craft, artisan, or maker.

Culture:

The term culture fundamentally refers to the 'way of life' of groups of people. It can mean different things according to context and user intent, including the economic sector, physical cultural heritage, diversity and identity.

Lunenburg has a large variety of cultural and recreation assets and amenities, with further opportunities in the greater region. These spaces and activities are a vital component to the community. Recreation, parks, sports, fitness, leisure, active living, social gathering, activism, arts, and cultural services are all essential to personal health and well-being, building strong communities, reducing health care, social service, and justice costs as well as being significant economic generators.

Arts and culture in particular are a significant economic industry as well as a source of recreational experiences, engagement in new ideas, and administration of public institutions. They provide opportunities to bring people together, and support social and individual well-being by promoting self-expression, offering educational experiences and building civic engagement, while also building livelihoods. Cultural vibrancy attracts creative workers, and the town is well known as an attractive place for artists. There are significant arts and cultural assets in the community, and these resources can help Lunenburg to achieve its broader civic goals.

The cultural appeal of Lunenburg is the result of an authenticity that can be found in the town, with a unique sense of place, a distinct identity and strong cultural heritage. At the same time, the diversity of cultural backgrounds is increasing, and a fuller awareness of cultural heritage is emerging, in particular to include the

contributions and hardships of Mi'kmaq, Black, and Acadian peoples. With this awareness comes the need to reassess how history is commemorated, and foster greater complexity in the resounding cultural narrative. This direction in the evolution of how Lunenburg chooses to remember the past is a reflection of current publicly held values of inclusion and equity, and does not seek to erode any sense of pride in the accomplishments of settler families. Rather the goal is to acknowledge the centrality of Mi'kmaq, Black, and Acadian people in history, to foster dialogue, build a sense of belonging, and strive toward more tolerant and just relationships.

The future of culture and recreation in Lunenburg must also consider the real and perceived barriers to participation. Many barriers are intersectional, whereby the multiple identities of an individual may create discrimination or disadvantage. While any types of disadvantage require attention and action, addressing gender and financial equity issues continue to be a key component of inclusion.

As trends in leisure activity have evolved, the design of facilities and users' needs have also changed. Generally, activity has shifted from formally organized, group activities, to informal, individual or small group activities. Trends in sport and fitness indicate a movement towards less competitive and more spontaneous activities, such as drop-

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in yoga or on-off workshops. Due to these changing trends and choices, multipurpose facilities and spaces that support greater options and flexibility have begun to replace more prescriptive spaces that serve fewer functions.

The primary purpose of planning for culture and recreation is to strengthen Lunenburg's identity and economy and improve the quality of life for residents and visitors. Culture and recreation exist throughout the town and beyond, in a network of places, experiences and people. In this context, it is essential that the task of planning and development be viewed as a shared effort among a range of community stakeholders including local government, not for profits, and general citizens. This can be achieved by starting with a mutual understanding of the assets, goal, objectives and opportunities for action. Exactly what actions are implemented at what time will flow from the relationships, resources and circumstances of the moment.

Goal

A town where all community members have access to cultural and recreation experiences.

Objectives

CR1 Promote and cultivate inclusivity in culture and recreation.

CR2 Promote culture and recreation as a critical pillar for the social, physical, and mental well-being of Lunenburg's residents.

CR3 Expand and improve the quality, connectivity, and access to parks and trail spaces within the town.

CR4 Continue to build connections, understanding and equity between ethno-cultural communities..

CR5 Develop and promote Lunenburg as an arts and cultural hub of the South Shore and Nova Scotia.

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10.1 Identity

The high quality and quantity of arts activity in Lunenburg is underpinned by the unique North Atlantic maritime culture, both traditional and contemporary. Lunenburg's traditional marine industries hold major significance, providing not only economic activity but also a strong sense of identity in the lifestyles, values and skills that evolved from these practices. This identity is unique and warrants protection from forces of cultural homogenization.

However, Lunenburg's marine culture does not exist in isolation. Newcomers from many different backgrounds are forging new paths in community identity. Furthermore, the narrative of colonial settlement has largely omitted the experiences of Mi'kmaq, Black and Acadian people, which contributes to a perpetuation of exclusion, injustice and racism. Over the next generation, the traditional identity of Lunenburg will be reframed and expanded, while maintaining the core elements of the maritime culture.

a) Create learning programs, workshops, or lectures that ensure the transfer of traditional crafts and skills to the next generation.

(Supports objectives CR1 and CR4)

O

b) Create learning programs, workshops, or lectures that illuminate the more recently arrived identities that are present in Lunenburg.

(Supports objectives CR1 and CR4)

O

c) Build relationships between the Town and Mi'kmaq residents and organizations, and the Town and Black residents and organizations in the area.

(Supports objectives CR1 and CR4)

P

d) Create or promote learning programs to deepen understanding of the histories of Mi'kmaq and Black people in Nova Scotia and Lunenburg.

(Supports objectives CR1 and CR4)

P O

e) Create a special committee or action group to promote anti-racism and decolonization, with particular emphasis on the lived experiences and aspirations of Black, Indigenous and people of colour in Lunenburg.

(Supports objectives CR1 and CR4)

P O

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10.2 Arts Facilities

The vitality of the arts is closely linked to the quality and availability of facilities and locations where these activities take place. Facilities include a wide range of public, private and community-based spaces, both indoor and outdoor. Lunenburg already has many excellent arts and cultural facilities, including museums, galleries and performance venues. Protecting these spaces, as well as creating and enabling new ones, will be an essential part of achieving the town's objectives.

Universal Design:

Design that prioritizes making spaces comfortable, safe and accessible for people of all abilities and identity.

a) Ensure that all current and future arts facilities are universally accessible.

(Supports objectives CR1 and CR2)

L O

b) Create an outdoor amphitheatre for live performance, potentially behind the Fire Hall, Lunenburg Academy, on Blockhouse Hill, at the waterfront, or at the Recreation Hub.

(Supports objectives CR3 and CR5)

L O

c) Permit the sale of art in residential structures through the Land Use By-law.

(Supports objective CR5)

L

d) Permit the creation of live/work studio spaces through the Land Use By-law.

(Supports objectives CR2 and CR5)

L

e) Maintain or develop use agreements with other municipalities or institutions.

(Supports objectives CR1 and CR4)

P

f) Identify space needs and feasibility of converting an underutilized municipal building to a multi-purpose community arts space and studios, as part of a broader recreation needs assessment and municipal facilities strategy.

(Supports objectives CR2 and CR5)

S L

g) Evaluate the effect of commercial property taxes on arts and cultural businesses and facilities and consider a tax grant program.

(Supports objectives CR1, CR2 and CR5)

S

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10.3 Sport and Leisure Facilities

Lunenburg's Recreation Department is responsible for a number of facilities in the town for individual and community use with the overarching goal to provide adequate built environments for all members of the community to enjoy. The Library in the Lunenburg Academy is a significant facility, recently renovated and well positioned to meet user needs in the years to come. The other two key facilities are the Lunenburg Community Centre (which features an auditorium, studio/meeting rooms, a fully equipped kitchen, weight room, bouldering wall, baseball field, soccer field, 400 metre track, and a skate park) and the Lunenburg War Memorial Arena, operating from the start of October to the end of March for all skating needs. Both of these facilities are dated and aging, and will require significant investment or replacement over the life of the Comprehensive Community Plan. Sport and leisure trends are also shifting, and the facilities will need to adapt to these new needs and community interests. Recreation buildings are also a part of the directions outlined in sections 2.9 Community Structure and 4.0 Servicing and Facilities.

a) Ensure all current and future recreation facilities are designed for universal accessibility.

(Supports objectives CR1, CR2 and CR3)

L O

b) Implement an electronic parks and recreation software that can perform program and facility bookings and track user data and trends.

(Supports objectives CR2 and CR3)

O

c) Maintain or develop use agreements with other municipalities or institutions.

(Supports objective CR3)

P

d) Conduct a regional recreation inventory to understand how current infrastructure is meeting recreation and community needs and what infrastructure is missing or surplus, with the purpose of identifying future investment.

(Supports objective CR3)

S P

e) Based on the results of a recreation needs assessment, develop a redevelopment concept plan for the Recreation and Education Hub and potentially other Town buildings, to revitalize and improve the Town's current stock of recreation facilities.

(Supports objective CR3)

L O S

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Figure 10.1
Recreation Facilities

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- Indoor Recreation Facilities ○
- Outdoor Recreation Facilities and Open Spaces ●

10.4 Parks and Outdoor Public Spaces

Parks and outdoor public spaces are important assets of the recreation and community space network. This can include green spaces, plazas, seating areas, playgrounds, fields and environmental features such as reservoirs, flood barriers, watersheds, waterways and wetlands. Other spaces include school grounds, cemeteries and underdeveloped lands. A body of growing research has examined the benefits of spending time in natural settings and its impact on health psychological well-being. As Lunenburg moves into the future, it is critical that an adequate number and quality of outdoor spaces are provided for the community.

a) Explore feasibility of creating a new playground and green space in the New Town area.

(Supports objectives CR1, CR2 and CR3)

S L

b) Develop an outdoor skating rink during the winter months, in partnership with community.

(Supports objectives CR1, CR2 and CR3)

P L

c) Implement the Lot Development Plan for the Lunenburg Academy.

(Supports objectives CR1 and CR2)

L O

d) Maintain the open space surrounding the Lunenburg Academy as a character defining element of the site.

(Supports objectives CR1 and CR2)

L O

e) Ensure all parks and open spaces incorporate universal design principles that ensure accessibility.

(Supports objectives CR1, CR2 and CR3)

L O

f) Explore partnerships and feasibility of developing a wetland park with boardwalks in the marshy area near Victoria Road, as shown in Chapter 2, Community Structure.

(Supports objectives CR1 and CR3)

S L P

g) Protect Blockhouse Hill open space bound by Blockhouse Hill Road, Townsend Street and Kempt Street.

(Supports objective CR3)

L

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Waterfront

Lunenburg features a lively working waterfront, lined by distinctive wooden-clad warehouses and commercial structures. As the hub of the town, the waterfront plays many different roles - it is an employment centre for residents of Lunenburg and the region; it is one of the primary points of interest for visitors to Lunenburg, and it is one of the most visited public places for members of the community. The waterfront and the coast not only plays a significant role in the identity and character of the town, but it is deeply tied to the identity of local residents. Ensuring the waterfront remains a critical asset in the open space network is integral to the future of Lunenburg. The Town owns a limited number of properties along the Old Town waterfront, meaning integrated planning with government and non-government land owners will be integral for the continued success of the Lunenburg waterfront. The following policies were developed through the Comprehensive Community Planning process which reinforce the goals of the 2019 Lunenburg Waterfront Master Plan completed by Develop Nova Scotia.

h) Implement land use regulations that promote improved waterfront access, including but not limited to:

- i) limiting the use of fencing**
- ii) ensuring adequate and appropriate pedestrian corridors**
- iii) promoting streetfront activities.**

(Supports objectives CR1, CR2 and CR3)

L

i) Explore opportunities to increase physical connectivity with the shoreline and ocean, including implementing areas where people can interact with the water.

(Supports objectives CR1, CR2 and CR3)

L

j) Work with landowners along the waterfront to ensure wharves are used to their full potential.

(Supports objectives CR3 and CR4)

L P

Cemeteries

k) Continue to ensure town operated cemeteries remain the focus and part of the Town's open space network.

(Supports objective CR4)

L O

l) Partner with organizations, community members and other levels of government in order to retain and acquire additional outdoor parks and open space within the town.

(Supports objectives CR3)

L P

m) Partner with organizations within the community to increase the use of existing facilities and structures including, but not limited to churches, schools and vacant lots.

(Supports objectives CR1, CR4 and CR5)

L P

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Figure 10.2
Victoria Road Wetland Park

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10.5 Trails

Within Lunenburg, there is an excellent collection of trails and paths that serve recreational and leisure purposes, but also perform more practical purposes. Trails and pathways connect people within the town to amenities, businesses, and people, in addition to other trail networks outside of Lunenburg. The Front Harbour and Back Harbour Trails both provide excellent user experiences with their scenic views of the coastline, and there are also several trails inland; however, many of the town's trails are disjointed from one another. Trail connections are further elaborated in the Community Structure and Mobility chapters.

Trail Network and Design

a) Encourage active transportation through trail connectivity and continuity within the town and the greater region.

(Supports objectives CR2 and CR3)

P O

b) Integrate off-street trail network with on-street active transportation network.

(Supports objectives CR2 and CR3)

L O

c) Realign the Bay to Bay Trail where it crosses Maple Avenue.

(Supports objectives CR2 and CR3)

L

d) Improve trail connections between Old and New Town through the Front Harbour Trail.

(Supports objectives CR2 and CR3)

L

e) Work with the Municipality of the District of Lunenburg to connect open space destinations outside of Lunenburg with the town via an integrated trail network.

(Supports objectives CR2 and CR3)

L P

f) Extend a trail past King Street to connect it to the Back Harbour Trail.

(Supports objectives CR2 and CR3)

L O

g) Implement Tannery Road boardwalk trail.

(Supports objectives CR2 and CR3)

O

h) Create a new access point to the Back Harbour Trail from the base of Kinley Drive.

(Supports objectives CR2 and CR3)

L O

i) Develop and foster partnerships with landowners along the harbourfront to determine how to create a harbourfront walking path.

(Supports objectives CR2, CR3 and CR4)

L P

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Trail Amenities

j) Ensure adequate provision of amenities along trails within the town such as the provision of benches, tables, and waste receptacle.

(Supports objectives CR1, CR2 and CR3)



k) Develop a cohesive and consistent wayfinding program for the town's parks, trails, and open space network, building on the existing signage program.

(Supports objectives CR2 and CR3)



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Proposed Trail Improvements:

- 1 Maple Avenue Crossing
- 2 Kinley Drive - Back Harbour Trail Connection
- 3 King Street - Back Harbour Trail Connection
- 4 Front Harbour Trail Extension
- 5 Tannery Road Boardwalk

Open Space

Trail or Path

- 1 Bay-to-Bay Trail to Mahone Bay
- 2 Bay-to-Bay Trail
- 3 Bay-to-Bay Trail (Back Harbour Trail)
- 4 Hillcrest Cemetery Paths
- 5 Cumberland St to Townsend St Connections
- 6 Front Harbour Trail
- 7 Bluenose Dr to Montague St Connections
- 8 Waterfront Boardwalk

Figure 10.3
Trail Network

10.6 Programming

The Recreation Department of the Town plans and facilitates a wide variety of recreation programming for residents and community members. The programs are advertised in the Town's quarterly recreation guide, giving residents an opportunity to embrace a physically active lifestyle, take part in educational workshops, volunteer, and discover what is going on in the town. The guide also includes important dates throughout the season and information on rentals in the Community Centre. The guide features a variety of activities such as badminton, morning walks, pickleball, and community events such as the raising of the pride flag, Lunenburg's birthday, and concerts.

Public Art and Collections

Public art is distinguished by how it is made, where it is, and what it means. Public art can express community values, enhance our environment, transform a landscape, heighten our awareness, or question our assumptions. Placed in public sites, this art is there for everyone, a form of collective community expression. Lunenburg has a number of public art works, and there is potential for more. The Town, and many residents, also possess a wide variety of historic artefacts, documents and relics. With a clear mandate, these disparate collections have the potential to form a relevant public collection that can be interpreted as a cohesive component of Lunenburg's cultural identity.

a) Establish a Public Art Advisory Committee of Council to develop the Town collection and create public works.

(Supports objectives CR1, CR2 and CR5)

P **O**

b) Undertake an inventory of art and significant cultural artifacts owned by the Town and in private collections.

(Supports objective CR5)

S

c) Develop a management policy and curation strategy for the Town's collection, taking future maintenance needs into consideration.

(Supports objectives CR4 and CR5)

S **O**

Community Access

Culture and recreation are an important feature of quality of life, and many local residents engage with these activities in a variety of ways. However, young, elderly and low-income families are less likely to take part. Women, girls and LGBTQ+ individuals are also less likely to participate in sport and physical activity. Inclusive community programs and events are designed to reduce or eliminate barriers to participation, including attending events and engaging in leisure and hobbies that contribute to high quality of life.

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d) Develop and implement strategies and policies to ensure no individual or family is not able to participate in public recreation for economic reasons.

(Supports objectives CR1, CR2 and CR3)



e) Create mechanisms for sponsorship or pay-what-you-can participation in any for-fee programs and events.

(Supports objectives CR1, CR2 and CR3)



f) Continue to implement the Positive Recreation Opportunities for Kids program.

(Supports objectives CR1, CR2 and CR3)



g) Enable low-cost culture and recreation programs for children and youth, for seniors, and for intergenerational groups.

(Supports objectives CR1, CR2, CR3 and CR4)



h) Encourage community events in public open spaces and within streets which can accommodate a wide range of participants.

(Supports objectives CR1, CR2, CR4 and CR5)



i) Explore greater drop-in and flexible culture and recreation programming for youth and young families in Lunenburg.

(Supports objectives CR1 and CR2)



j) Enable and encourage women, girls, LGBTQ+ and racialized individuals to participate in recreation through the development and implementation of strategies and policies.

(Supports objectives CR1 and CR2)



Events and Activities

The development of innovative, inclusive and desirable events and activities is an ongoing effort. What is of interest to residents will continue to evolve over time, and will be impacted by broader trends.

k) Carry out annual engagement with residents to co-create and implement new events and activities.

(Supports objectives CR1 and CR4)



l) Continue integrating education and learning into culture and recreation programming.

(Supports objectives CR2 and CR4)



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m) Develop an arts and recreation library or borrowing program where community members have free access to tools, games or equipment.

(Supports objectives CR1 and CR2)

O

n) Work with the Bluenose Golf Course to establish cross-country skiing and snowshoeing activities on the golf course during the winter months.

(Supports objectives CR3 and CR4)

P O

o) Introduce additional methods to promote recreation programming.

(Supports objectives CR1 and CR2)

O

Waterfront Programming

p) Explore opportunities for cold weather/ rainy day programming for the Lunenburg waterfront.

(Supports objectives CR1, CR2 and CR5)

L O

q) Continue to promote local art and music through waterfront shows and exhibits.

(Supports objectives CR2 and CR5)

L O

r) Continue to partner with provincial and federal agencies for the expansion of programmed activities on the Lunenburg waterfront.

(Supports objective CR5)

L P

s) Develop year round activities and programming opportunities along the Public Waterfront.

(Supports objectives CR2 and CR5)

L O

t) Utilize waterfront surface parking lot for seasonal outdoor events

P O

Volunteerism

u) Continue to promote volunteer opportunities and openings in Lunenburg.

(Supports objectives CR1 and CR2)

O

v) Develop and host seasonal volunteer training workshops.

(Supports objectives CR1 and CR2)

O

w) Establish criteria for providing no-cost community group access to meeting rooms, to ensure that financial barriers are not an impediment to participation in community building efforts.

(Supports objectives CR1 and CR2)

O

x) Develop and host regular volunteer appreciation events.

(Supports objectives CR1 and CR2)

O

y) Review the terms of the Recreation Advisory Committee to ensure representation of equity-seeking groups.

(Supports objectives CR2 and CR5)

P O

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10.7 Arts Management and Promotion



Maximizing the development of arts and culture requires focused and intentional management and promotion geared toward building community capacity. Unlike sport, leisure and conventional recreation offerings, arts and culture are also a significant local economic sector. Further development of this sector is an indirect responsibility of a municipality and leadership is most effective when shared among the local government and community leaders. Partnerships and shared management will better enable the delivery of inclusive programming and arts-based tourism, and ensure the conditions that enable working arts are in place, contributing to a robust overall system of arts that will benefit all residents.

a) Establish a staff position that can support arts and cultural management, as part of a broader strategy for municipal community development resources.
(Supports objectives CR2 and CR5)

O

b) Clarify and formalize a collaborative group of diverse stakeholders including Town representation, to lead advancement of arts and culture in Lunenburg and throughout the region, including designated positions for equity seeking groups.

(Supports objectives CR2 and CR5)

P

c) Develop communications and marketing campaigns that leverage the arts and cultural sector.

(Supports objectives CR2 and CR5)

O

d) Monitor the economic impact of arts and cultural industries over time, as part of a broader community metrics monitoring program.

(Supports objective CR2)

S

e) Identify resources to centralize and coordinate communications with formal and informal systems for sharing information within the sector.

S

P

DRAFT

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Governance

DRAFT



Governance:

The processes by which public decisions are made, the use of public and private resources to implement them, and the evaluation of outcomes.

Traditionally, good municipal governance has been understood as efficient delivery of public services. While this is an essential component, it forecloses understanding whether the actions of the municipality are having a positive impact on social, economic and environmental aspects of the community. As the goals and objectives of the Comprehensive Community Plan demonstrate, the coming decades will have an expanded view of good municipal governance that will involve a wider range of democratic process and community outcomes, including some important qualities that are difficult to quantify and fall within the scope of many different stakeholders, both public and private. Furthermore, good governance will also come to be defined by not only community access to decision making, but community participation in the implementation of those decisions.

The evaluation of governance is a systematic process of measuring successes and shortcomings that should involve input from the community. Assessments of a governance system should involve

meaningful public input, but should not be left to emerge from individual voices and perception. It is important to establish protocols for gathering and tracking information about the impact of actions toward many aspects of the community. Assessments should evaluate the specific actions and the collaborative impact of the municipality, citizens and other stakeholders. Metrics for evaluation can be wide ranging; ice arena user statistics, residents' confidence in Town Council, and commercial vacancy rates are all examples of ways to assess impact. The best metrics have clearer attribution to the action under evaluation, and are able to illuminate any barriers or opportunities for improvement.

This chapter of the Comprehensive Community Plan is not a substitute for the multitude of systems, policies and procedures that already exist within the Town of Lunenburg. Rather, it should be viewed as key guidance for determining what assessments and changes are needed in order to ensure the Town has the governance capacity to achieve its long term goals and objectives.

DRAFT

Goal

A town where positive relationships, communication, continual engagement, and shared vision are the foundation to municipal decision-making.

Objectives

G1 Facilitate and grow engagement between the Town and the community with flexible and innovative approaches.

G2 Promote and enhance communication based on transparency and inclusion.

G3 Identify measurable metrics and targets to evaluate progress made through the actions of the Town and community.

G4 Continue to collaborate with regional partners and communities.

G5 Continue to build and maintain a system of municipal administration that can adapt to changing community needs and aspirations.

DRAFT

11.1 Internal Operations

Implementation of the Comprehensive Community Plan over the next 40 years will likely require some new ways of working within the Town administration. Continuing to carefully assess and challenge the status quo is invaluable for ensuring high quality, modern service delivery. Adapting to new circumstances means looking inward to evaluate internal operations. An operational review means taking an in-depth, objective big picture look at the municipal organization as a whole. It would include identification of opportunities that would maintain or improve core services, while also enabling support for broader community goals.

The work of the municipality can also be more clearly demonstrated with results-based targets and reporting. In addition to communicating the task, projects or other actions undertaken each year, it is important to measure the effect of that work. This will help to ensure the municipality is progressing in the desired ways, and will provide clearer rationale for modifying or maintaining aspects of the internal operations.

a) Undertake an organizational review (including an evaluation of operational performance, assessment of staff roles and responsibilities, etc.) with the purpose of identifying changes that will be required to enable implementation of the CCP and other goals of the Town.

(Supports objective G5)

S **O**

b) Undertake a policy, procedure and bylaw review to enable implementation of CCP.

(Supports objective G5)

S **O**

c) Scan and assess for issues that may need to be addressed on a routine basis, driving a culture of continuous improvement.

(Supports objective G5)

O

d) Continue to provide staff training and development on change management, and leadership through change.

(Supports objective G5)

O

e) Identify performance indicators and appropriate measurements to annually identify activities of the municipality, and assess the impact and value of those activities for residents.

(Supports objectives G3 and G5)

O

f) Undertake a demographic monitoring study after each Canadian Census to evaluate socio-economic impacts.

(Supports objectives G3 and G5)

S

g) Reshape technology and equipment investments to meet contemporary standards, including cloud-based data management and digital information administration.

(Supports objective G5)

O

h) Create processes that empower all appropriate staff to take ownership of matters in their area of work, and undertake collaboration with regional and community stakeholders.

(Supports objectives G1 and G4)

O **P**

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

11.2 Local Engagement

Commitment to good governance is demonstrated by engaging the full range of community interests in a number of ways. Engagement of the community most often focuses on gathering input in a decision making process, but it also includes the community involvement in implementing those decisions. It also involves two way communication, keeping citizens informed while also continually acquiring knowledge of the social and economic conditions of the community. Like any municipality, there are several committees and boards that support the Town. These committees and boards have potential to expand and evolve in scope and function to provide an avenue for continual local engagement.

a) Expand the Town’s communication plan to include public participation strategy to guide protocols for involving the public in decision making and implementation of relevant initiatives.

(Supports objectives G1, G2 and G3)

O P

b) Continue and expand staff training for skills development in negotiation, communication, and facilitation.

(Supports objectives G1 and G2)

S O

c) Enhance centralizing information and services to provide a “one-stop-shop” service point that is integrated with a simplified online portal, to facilitate easy citizen interaction with the Town.

(Supports objective G2)

O

d) Develop educational materials to inform citizens about key municipal policies, in particular land use and heritage regulations.

(Supports objectives G1 and G2)

O

e) Reform municipal committees to build a culture of inclusion, with a particular focus on involvement of individuals from groups who are outside of mainstream power and influence.

(Supports objectives G2 and G3)

O

f) Pursue establishment of committees, task-forces, working groups or other participatory entities, including but not limited to the following issues:

i) Youth Leadership

ii) Anti-Racism and Decolonization

iii) Accountability and Engagement

iv) Housing.

(Supports objectives G1 and G2)

O P

DRAFT

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

11.3 Regional Cooperation



The need for collaborative regional governance is driven by a number of factors, including the complexity of the issues local communities face, such as climate change and housing. On a more basic level, small municipalities will increasingly struggle to afford working primarily in isolation. Regional partnerships are fundamental to achieving better outcomes within a fiscally restrained environment. The communities of Lunenburg, Lunenburg County, and the other towns in the area are deeply connected to one another; in the years to come this will only increase, and municipal regional cooperation should continue to reflect this reality.

a) Recommit to establishing frameworks and resources for ongoing relationship building between municipal and local leaders and regional stakeholders, even in the absence of specific projects.

(Supports objectives G1, G2 and G4)

O P

b) Continue to assess potential for sharing information technologies and software among municipalities.

(Supports objectives G4 and G5)

O P

c) Ensure consistency in land use planning policies where municipal boundaries meet.

(Supports objectives G4 and G5)

O P

d) Continually reevaluate and monitor the benefits and deterrents for annexation of areas adjacent to the Town, regional amalgamation with the surrounding municipality or other options for merging or restructuring municipal boundaries.

(Supports objectives G4 and G5)

O P

e) Advocate for a review of the roles and responsibilities of the Province and Municipalities, and the disparities between municipal units across the province.

(Supports objectives G4 and G5)

O P

DRAFT

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

11.4 Joint Services

Shared (Joint) Services:

The processes by which public decisions are made, the use of public and private resources to implement them, and the evaluation of outcomes.

Joint and shared services is a common approach to municipal governance in Nova Scotia. Shared services are facilitated and administered through formal agreements between municipal governments that allow municipalities to pool resources to improve the provision of services at a reduced cost. The sharing of services between municipalities also allows municipal governments to build their capacity and offer new services. For a shared services model to work, it must be based upon and satisfy the following three principles¹:

- 1) Common Interest: the objectives of all parties involved in a shared service are aligned.
- 2) Mutual Benefit: all parties must benefit, it must be proportional to contribution, and the arrangement must be perceived as fair.
- 3) Cost Effectiveness: there must be cost benefits associated with the shared service, and managing and administering the service must not eliminate any financial benefits gained.

Like many other municipalities in Nova Scotia, the Town of Lunenburg is also engaged in joint and shared services with nearby municipalities. The Town is partnered

with several communities along the South Shore to share fire fighting, emergency first response, emergency management, and solid waste management, among others. As further detailed in the Servicing and Facilities chapter of the Plan, municipal water, wastewater and electric utility connections extend to various degrees into the District of Lunenburg.

To ensure the Town can provide adequate services to the community, all the while exploring new series, a shared service lens should be applied to decision making.

a) Deepen work with local and regional partners in the provision of shared services.

(Supports objectives G4 and G5)

P

b) Monitor and evaluate existing joint and shared service agreements to ensure they are adequately designed and administered.

(Supports objective G4)

O P

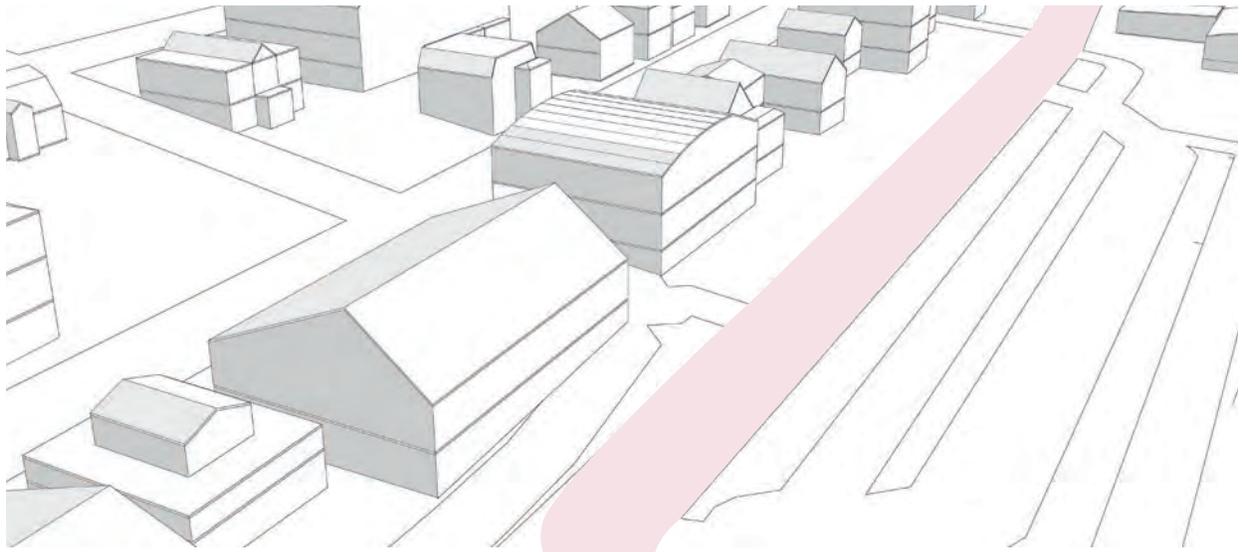
c) Explore and seek out additional joint and shared services opportunities for the Town.

(Supports objectives G4 and G5)

P

¹ Municipal Finance Officers' Association of Ontario. (n.d.). Shared services in Ontario's local public sector: localizing accountability.

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Implementation and Monitoring

This section provides a five-year Implementation Plan for the CCP, outlining the steps to achieving 35 priority recommendations, and the process for continually updating actions. Standards for an annual review of the CCP priorities are included, with a detailed scoring process allowing Town staff to review other possible projects from the CCP and new initiatives that will emerge over time. The priorities included in this section will inform Town budgets and Council priorities for the next five years, and kick off implementation of the CCP.

The implementation of this CCP can not be achieved by the Town alone. In order to strengthen relationships and tackle complex issues, the public must continue to be involved in the participatory process of implementing these stated desires. A collective impact approach will be necessary to collaborate among all stakeholders on this common agenda, and consistent communication and shared evaluation is key to this process.

Prescreening

The action prioritization process was divided into two parts. First, all the actions included in this CCP were prescreened for: 1) community desire and 2) fundamental qualities.

To determine community desire, the top five¹ ranked actions in each topic² from the Project Lunenburg Draft CCP Community Survey were compiled, forming the first criteria, "Community Desire". A further review of all recommendations included in this CCP ensured no actions were missed which were favoured by engagement participants throughout the plan development but not reflected in the survey.

This prescreening review also assessed and identified actions that have fundamental qualities. More fundamental actions are prerequisite or capacity building, and enable other actions. Fundamental recommendations were then added to the prescreened list, and included actions which may not have been explicitly stated in the CCP process, or have benefits that are not obvious, but are nonetheless fundamental.



Prioritization

This prescreened list of actions included a total of 65 action items that were then further evaluated. This exercise considered six criteria (including a more detailed evaluation with the two used in the prescreening process). These six criteria are:

- ▶ Capacity Building
- ▶ Community Benefit
- ▶ Equity Benefit
- ▶ Immediacy of Impacts
- ▶ Community Desire
- ▶ Fundamentals

Each criteria used a range of weighted values, and was determined by a qualitative description of each potential value:

Capacity Building scored an action on the extent to which it can be accomplished using existing local resources (including Town staff capacity), and its ability to expand these capacities.

Community Benefit examined an action on the urgency of the issue it addresses, the proportion of the population affected, and its ability to positively impact Lunenburg's sustainability.

Equity Benefit assessed whether an action specifically targets or addresses an equity seeking group, such as low-income households or new immigrants.

Immediacy of Impacts scored an action on the immediacy of its impact, with categories for impacts felt within 1 year, 5 years, or longer. In scoring, this criteria is grouped with the previously mentioned Capacity Building, Community Benefit and Equity Benefit, collectively labeled "Community Building" throughout this chapter.

Community Desire divides actions which are supported by the majority of the community (though this does not imply a true consensus), actions that are supported by only some of the community, and actions which have limited support but may not have been explicitly considered in the engagement process or have less obvious benefits (many actions that fall within this category of limited community support score high in the "Fundamental" criteria).

Fundamentals are defined here as actions without which, many other actions would not be possible (such as data collection), but partial points were also gained by actions which enable some other actions but may not be essential.

Resulting scores were ranked, and the top scoring 35 actions were selected for this Implementation Plan. They were then assessed by the Project Team for consistency with expert opinion and lived experience.

This prioritization process will be repeated by Town staff every five years, in conjunction with a public review of the CCP. At this time, the review will be conducted alongside public engagement in order to identify new action items which have emerged in the preceding five years.

Action Sheets

The action sheets detailed in the chapter outline the process for implementing priority actions, with details on cost (Figure 12.1 outlines the costing continuum included in the project sheets), steps, and potential partners. The action's scores from the three criteria groupings in the prioritization are also illustrated.

Action items included in the Draft CCP Community Survey were in some cases amalgamations of multiple CCP recommendations. The priority action items included in this section have been adjusted to best reflect groupings which follow a clear and distinct implementation process.

Some first steps to consider prior to the implementation of these actions include:

- ▶ Ensure sufficient staff resources
- ▶ Reach out to potential partners
- ▶ Review relevant policy or documents

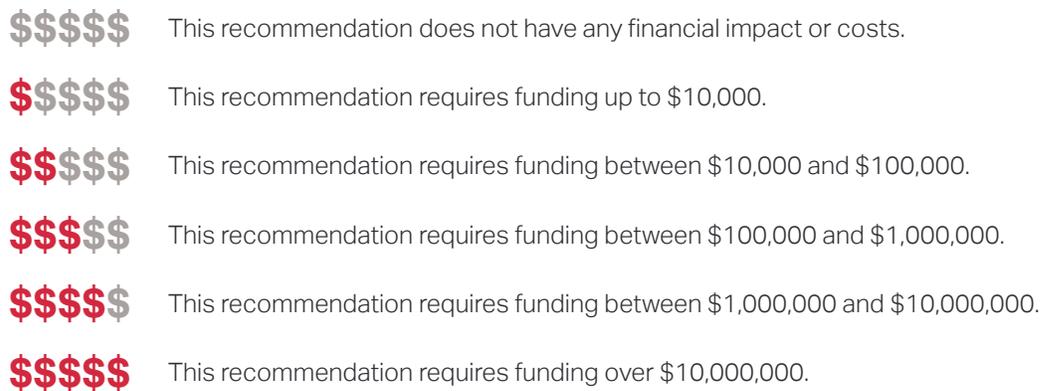


Figure 12.1
Estimated cost groupings for action sheets



Evaluation Metrics

Evaluation metrics are included in the introduction of each subsection, intended to measure the prioritized actions against the goal for that topic. Evaluation metrics should be collected and analyzed on an ongoing or annual basis, reflecting the importance of consistent data collection and data sharing.

These metrics draw from the principles of Developmental Evaluation, a framework best suited for initiatives characterized by uncertainty, innovation, and social complexity, such as a Comprehensive Community Plan. This is a flexible approach to evaluation, and allows new metrics or mechanisms to emerge as community goals shift or evolve. This flexibility should reflect an ever deepening understanding of the context and respond to community needs and values.

These evaluation metrics are intended to track the benefits of the action items and the outcomes they enable. While these metrics are derived from the goals set out in each chapter of this CCP, they are not accompanied by a measurable target. Targets fail to capture the consideration that any progress is not failure; progress is not linear, and these comprehensive and unique action items lend themselves to a more adaptive evaluation approach.

Annual Review

Appendix A includes a matrix which can be used by Town staff to score and prioritize potential projects on an annual basis. The annual review matrix is more detailed than the prioritization matrix used within this section, and provides information on financing, action assessments such as community wellbeing and public health, economic assessment, as well as the criteria included in the five-year prioritization matrix (Appendix A).

This review process will help staff and Council to align CCP guidelines with the Town budget, and make room for new recommendations as the existing conditions change, and new issues or values arise.



12.1 Community Structure



As Lunenburg readies itself for the future, decisions about spatial growth, organization of movement and the design of buildings and public space should be made in a comprehensive way. The community structure elements of this Plan provide a comprehensive framework to guide and influence the development of individual buildings, spaces or infrastructure. The structure forms the foundation for the detailed design and planning of each element within the Town of Lunenburg and strives to ensure its future as a well-planned, livable small community.

The priorities included in this five-year Implementation Plan deal with two large tracts of land that can be utilized to accommodate residential growth and chart the course for a sustainable energy future of the Town's utility.

Goal

A town that accommodates growth and change in a well-planned way that is respectful of its layered past and creates opportunities for its long-term future.

Evaluation Metrics

Number and mix of new housing units.

Housing unit density per residential acre.

Number of secondary and backyard suites.

Population, number of households and youth population.

Capital and operating costs of roads and services relative to number of new housing units.

Area of public open space per resident and maximum walking distance from residences to public open space.

Number of live/work units and home-based businesses.

Proportion of renewable energy in utility's energy mix.

2.10a,b

Study and planning for a sustainable energy district.

The former municipal waste site along Starr Street represents significantly underutilized land within the town boundary. The area is also home to the Town’s wastewater treatment facility, critical power infrastructure and continues to operate as a compost collection area for Lunenburg residents. With remediation being cost prohibitive and soils not structurally sound, the area could potentially host a solar farm for renewable energy generation by either the Town’s utility or through private sector investment. Further study is required to assess the viability of the site, and the potential for municipal energy generation at other locations within or beyond the municipal boundary.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Define scope of work and create RFP.
2. Partner with external consultant to undertake study.
3. Determine feasibility and plan for implementation.

Potential Partners

Private Investors, Smart Cities, Province of Nova Scotia, Other Municipalities

2.4d

Site planning for Blockhouse Hill.

The Blockhouse Hill lands are comprised of 21 acres of largely undeveloped land located at the north-western corner of Old Town sloping towards the Lunenburg Back Harbour. Approximately 3 acres of the town-owned lands are home to the Lunenburg Board of Trade campground.

As lands adjacent to an established residential area, close to existing services and located on lands generally suitable for development, Blockhouse should be prioritized when residential expansion occurs. As the current landowner of this key municipal asset, the Town should seize the unique opportunity to shape the development character, housing variety and housing affordability. Tools that should be explored include conditions of sale, a municipal land bank or a community land trust. These models improve affordability by separating the cost of housing from the cost of land, and could create a community based alternative to conventional market housing.

Like all residential expansion areas, Blockhouse Hill should be developed in a comprehensive manner by coordinating various development interests through a Town-led planning and design process.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Relocate campground and offset lost Board of Trade revenue by increasing Old Town visitor parking fees.
2. Rezone Blockhouse Hill for comprehensive development.
3. Initiate feasibility study to explore conditions of sale, municipal land bank or community land trust as preferred model to ensure inclusion of affordable housing.
4. Commence Blockhouse Hill master planning study.

Potential Partners

Developers, Housing Nova Scotia, Housing Advocacy Groups

12.2 Housing

Engagement showed that housing is a critical topic for Project Lunenburg, and the Comprehensive Community Plan aims to ensure access to housing that is affordable, suitable, sustainable, and puts the needs of residents before tourists and investors.

The priorities included in this section aim to encourage long-term residency through short-term rental regulation and a feasibility study for tax mechanisms. These actions also aim to improve housing options by placing importance on partnerships among other government sectors, a flexible regulatory framework, and continued data monitoring.

Goal

A town that offers a wide range of high quality and affordable housing options.

Evaluation Metrics

Number of units constructed and offered for 30% or less of the median household income for the census DA (permit records, census data).

Single-detached dwelling units as a proportion of new construction (permit records over time).

Number of affordable housing developments funded in part by the Town (financial records).

Proportion of renters to owners (census data over time).

Proportion of renter and owner households spending over 30% of their income on shelter (census data over time).

Number of accessibility-related retrofits (permit records).

3.5a-d

Regulate Short-term rentals.

Short-term rentals (or STRs) are one housing form that can enable affordable home ownership and bolster tourism, but they are also a threat to the availability of long-term rentals and the prosperity of traditional hospitality sectors. It will be important to balance these benefits and challenges to maintain a housing market suitable for long-term local residents. This action item aims to create clear and enforceable enabling policy which allows STRs where appropriate.

Recommendations for regulating STRs include incorporating STR policies into the existing Municipal Planning Strategy and Land Use Bylaw; creating a standalone Short-term Rental Bylaw which regulates the use of secondary and primary residences as STRs, classifying secondary residences hosted as STRs as a commercial use, and requiring Municipal registration of primary residences hosted as STRs; and allocating funds acquired from STR registration and taxation (and potentially non-resident owners taxes) for policy enforcement and affordable housing initiatives. Capital costs for this item cover the expenses of consulting services to conduct further engagement and create a Short-term Rental Bylaw.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Incorporate STR policy in upcoming MPS and LUB review
2. Issue an request for tender (RFT) for consulting services to complete a Short-term Rental Bylaw
3. Create a Municipal fund(s) to allocate income acquired from STR registration and taxation to enforcement and affordable housing initiatives

Potential Partners

Local short-term rental operators, the Province of Nova Scotia

How would this approach ensure hosts aren't purchasing homes for short-term rental?

A primary residence is the dwelling where an individual lives more than half the year as an owner or tenant, and is the residential address for bills, identification, taxes, and insurance. By restricting short-term rental to primary residences (hosts will be required to present government-issued ID upon registration), this Bylaw would allow properties to be listed only as a room within a home or as a full home while the host is away on vacation or otherwise. This approach attempts to avoid the removal of homes from the long-term rental market, encouraging long-term residency and stable neighbourhoods. Under the proposed regulations secondary residences could not be hosted as short-term rentals but may be registered as tourist accommodations where zoning allows.

3.6f

Conduct a feasibility study of mechanisms to encourage long-term residency.

Affordability of housing is a major concern for both renters and home owners, though renters also face the challenge of limited housing availability. In Lunenburg, seasonal residents and international buyers impact housing supply, making it harder for local residents to find suitable housing. In 2016, 14% of Lunenburg’s residences were seasonal, and the Town has one of the highest rates of non-resident and international ownership in Nova Scotia, and international owners make up half of all temporary residents. Construction has been slowing to near-record lows since 2015, and while the market typically moves in cycles, the current conditions do not favour long-term residency.

With an aging population, many homes will be entering the market in coming years, and this is a crucial time to ensure this supply is accessible for long-term residency and favours residents over visitors and investors. This feasibility study will analyze potential mechanisms for encouraging long-term residency among property owners through new tax programs.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Issue a request for proposals for consulting services that would include a Feasibility Analysis of the following mechanisms:
 - International/national buyer tax
 - Other non-resident owners tax
 - Empty homes tax
 - Lower owner tax credit (or augment provincial assessment cap)
2. Work with consultant to develop an implementation plan.

Potential Partners

Housing / Planning consultant, Province of NS, local homeowners.

3.1h,i

Continue to foster relationships with housing stakeholders to foster collaboration and data sharing.

Municipal governments are slowly starting to recognize their role in providing affordable housing as a part of creating equitable communities, but housing is primarily under Provincial jurisdiction. The responsibility also extends to housing providers and funders who include Provincial and Federal governments, non-profit housing providers, and private developers. It will be crucial to develop strong relationships with stakeholders in order to coordinate strategies, enable data sharing, and collaborate on shared goals.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Consult with Housing Nova Scotia on how their 2019-2022 Housing Action Plan could impact CCP recommendations.
2. Establish protocols for communicating with housing stakeholders on related policy, funding, and development work.

Potential Partners

Canadian Mortgage Housing Corporation, Housing Nova Scotia, South Shore Housing Action Coalition, the Affordable Housing Association of Nova Scotia, regional non-profit housing providers, local home owners and renters, local landlords, private developers.

3.4a-o

Study, policies and other actions toward alternative housing models.

Changing market trends can lead to a demand for alternative housing models which better suit emerging housing needs, compared to conventional market housing. This includes models which target demographics with unique needs like home share, supportive housing, or boarding housing; financial models such as rent-to-own or rent-geared-to-income; alternative development forms such as cohousing or grouped housing; and cooperative ownership models that enable affordable housing by removing the cost of land from the equation, like cooperative housing and community land trusts, often enabled by a Municipal Land Bank.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Enable alternative housing options through a review of Municipal land use documents.
2. Promote alternative housing options through programs and educational materials.
3. Work with housing stakeholders to develop financial incentives for alternative housing models.
4. Work with interested local housing advocates or non-profits within the region to conduct a feasibility study into establishing a Municipal land bank and community land trust.

Potential Partners

Planning Consultants, Canadian Mortgage Housing Corporation, Housing Nova Scotia South Shore Housing Action Coalition, the Affordable Housing Association of Nova Scotia, regional non-profit housing providers, local home owners and renters, local landlords, private developers.

3.1f,g

Continue to monitor and analyze housing demand and supply, demographic indicators and relevant development trends.

Data monitoring is essential both to understanding current housing needs and opportunities, and to developing a baseline from which to measure success. An analysis of housing demand and supply should form the basis of all housing work, to ensure actions address the identified gaps in the housing continuum. Tracking market trends and demographic data through permitting and census profiles will add another layer of detail and provide important context.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Establish baseline data for housing demand and supply using population trends and characteristics, household trends and incomes, and an analysis of both market and non-market housing units.
2. Conduct annual reviews of development permit data.
3. Create local summary reports upon the release of the national census profiles (every five years).

Potential Partners

Statistics Canada, Housing Nova Scotia, the Affordable Housing Association, the South Shore Housing Action Coalition.

12.3 Servicing and Facilities

The servicing and facility duties of the Town of Lunenburg constitute a tremendous responsibility. Over the course of the next 40 years the facility, service, and infrastructure needs will be constantly changing and adapting, requiring a continuous approach to monitor, evaluate, and invest in facilities and services. Any future development scenarios for the town will need careful consideration of municipal water and sewer service provision.

The short- and long-term financial costs of providing high quality facilities and services is one of the primary factors, and challenges, in municipal operations. The Town must carefully consider and plan, including with local and regional partners, how to efficiently and effectively ensure financial burdens are not placed onto taxpayers when decisions to invest are made.

The priorities included in this five-year Implementation Plan deal with necessary upgrades to the Town's Wastewater Treatment Plant and wastewater collection system as well planning for the future of municipally owned buildings.

Goal

A town where the long-term infrastructure needs of the community are met through strategic management and incremental, well-phased upgrades that are financially sustainable.

Evaluation Metrics

Operating costs for provision of water, wastewater and stormwater services per resident.

Total length of separated stormwater and wastewater services.

Reported incidents of infiltration and seawater intrusion.

Length of underground electrical services.

Amount of cost contribution collected from private developers.

Total costs for fire services per resident.

Operating costs of municipal buildings.

Cost savings from inter-municipal facility and programming cost share arrangements.

Amount of annual waste diversion and reduction.

4.2a-d

Upgrades to the wastewater treatment plant.

The Town's Wastewater Treatment Plant (WWTP) was constructed in 2003 and is designed to treat an average dry weather flow of approximately 2.9 million litres per day and a peak wet weather flow of 11.4 million litres per day. Due to inflow and infiltration throughout the wastewater treatment system, the plant has aged at an accelerated rate and the seawater interferes with the proper functioning of the plant. Additionally, the flow rates from the plant are relatively high and come close to the plant's capacity, especially during rainfall events.

Should development in the identified expansion areas drive an increase in population or commercial activity, or should groundwater infiltration increase, the Average Dry Weather design flow may be exceeded, requiring significant work to control infiltration, or increase treatment capacity.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost
\$\$\$\$\$

Score	Community Building	Community Desires	Enabling Fundamentals

Steps to Implementation

1. Conduct appropriate studies, design and budgeting for upgrades for the Wastewater Treatment Plan.
2. Clearly communicate the plans, costs, challenges and benefits to citizens.

Potential Partners

Infrastructure Canada, Service Nova Scotia

4.2e-h

Plan and make upgrades to the wastewater collection and discharge system.

Challenges with the wastewater treatment plant (WWTP) can be mitigated somewhat by several modifications to the wastewater collection system. Because of the hilly terrain, there are nine pump stations which move wastewater through the town to the treatment plant. The pump stations at sea level lack back-flow prevention, allowing seawater into the stations during very high tides and storm surges, which has caused temporary shut down of the treatment plant in the past, and has caused undue damage to the pumping stations. Installation of backflow prevention at these pumping stations would reduce the risk of this occurring, and would reduce damage to and the resulting need for maintenance of the pumping stations in the future.

Additional stress is put on the WWTP from the high inflow of groundwater and stormwater to the system. While the costs of a one-time replacement of all sewer lines within Town boundaries are prohibitive, this should be pursued whenever opportunities arise (e.g. during recapitalization of streets). New development should also manage stormwater as much as possible on-site, and planning documents should include net-zero runoff policies.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Conduct capital maintenance on the pump stations (replace if necessary), as per the 2019 Lunenburg Process Support - Lift Station Capital Maintenance memorandum.
2. Separate stormwater and wastewater sewers at every opportunity when streets are being recapitalized.

Potential Partners

Infrastructure Canada, Service Nova Scotia

4.6a
4.8c

Plan for long-term of all municipal facilities, including renovation, sale, or lease.

The Town currently owns a number of buildings and facilities that can be leveraged toward future goals. There are two primary facility needs for the Town of Lunenburg: A centralized, modern public works building; and new spaces for community and recreation events and programs, including meetings space and arts and cultural space.

There are many structures which have had changing roles over the last several years and may be surplus to the core requirements of the Town. Others yet are being underutilized and could be adapted to serve unmet needs in the community. These facilities include but are not necessarily limited to: Old School, Angus Walters House, CN Station, Armouries Building, Old Fire Hall, Current Fire Hall and the Town Hall. There are a few scenarios whereby the town could adapt, sell, or lease these properties in a manner that will meet the core facility needs and generate revenue to finance construction and renovations. Planning should start with a full understanding of the Town’s current inventory of facilities and maintenance needs, as well as how these spaces are used by staff and community.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost
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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Undertake a comprehensive asset management analysis and create a plan for how the Town will manage these assets to continue to provide adequate services to the community.
2. Establish a participatory process to engage community representatives in undertaking a comprehensive facilities recapitalization strategy, including public engagement, for renewal and sale of surplus municipal buildings.

Potential Partners

Community groups, real estate experts

12.4 Mobility

The Comprehensive Community Plan aims to improve mobility options for all residents and community members in Lunenburg, putting the needs of pedestrians first while also balancing the needs of residents and visitors that use automobiles.

Within this five-year Implementation Plan for mobility, the priorities cover two primary topics:

1. Improving connectivity between Old Town and New Town, and,
2. Planning for new visitor, employee and bus parking areas outside of Old Town.

Goal

A town with an integrated transportation system for all modes that can support the needs of residents and visitors without creating undue burden on the town.

Evaluation Metrics

Length (m) of sidewalks in town.

Length (m) of bicycle or mixed-use trails in town.

Number of automobile collisions.

Number of pedestrian collisions.

5.1d

Improve connectivity between Old Town and New Town for all modes of transportation.

Residents of Lunenburg typically travel between one of the residential areas and an array of destinations and recreational opportunities which are largely aligned along an axis reaching from the Stelia plant and its adjoining community facilities to the eastern part of Old Town. The trips of tourists typically begin outside of the community and are directly bound for the historic core of the Old Town. Despite a relatively dense and compact road system, Lunenburg is challenged by a lack of connectivity between Old Town and New Town.

For vehicle travel, intersection realignment at key intersections between Old Town and New Town (particularly Falkland and Lincoln) as well as reduced travel speeds along some streets will create a safer, more enjoyable environment for drivers as well as pedestrians. Creating or improving active transportation infrastructure along Victoria Road and Falkland Street connecting to the Front Harbour Trail and the Bay to Bay Trail will improve the connectivity for active transportation users between many of Lunenburg’s residential areas and destinations. Maintenance of active transportation connections, such as the Front Harbour Trail, is also critical in the winter months.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Issue an RFP and work with a consultant to conduct an intersection realignment study for Lincoln St and Falkland St.
2. Issue an RFP and work with a consultant to create a detailed design for active transportation infrastructure improvements along the Victoria-Falkland-Lincoln axis.
3. Allocate municipal funds to conduct regular winter trail maintenance on the Front Harbour trail and associated active transportation connections.

Potential Partners

Other levels of government; funding.

5.4a-y

Plan for new visitor, employee and bus parking areas outside of Old Town and associated programs.

Throughout the initial engagement for Project Lunenburg, parking availability was a concern for many residents and community members. A coordinated approach to parking management will help to eliminate congestion that is experienced during the tourist season. Dedicated, free visitor parking at the Memorial Arena parking lot, tour bus parking along Starr St, and RV Parking behind the railway station building will reduce traffic coming into Old Town and help to reduce congestion along streets.

A comprehensive signage plan directing traffic arriving in Lunenburg to the appropriate locations will be necessary. Associated amenities and services such as active transportation and transit/shuttle-bus connections between parking areas in New Town and destinations in Old Town, and public washrooms for tour bus drivers will also be necessary in order to make this strategy functional.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Make improvements to Starr St, the lot behind the railway station, and to the Memorial Arena parking lot as necessary for their new uses (e.g. expand shoulder along Starr St.).
2. Issue an RFP and work with a consultant to create a signage plan to direct arrival traffic and identify dedicated parking areas.
3. Work with private businesses to establish transit within the Town to transport visitors and residents from parking areas to destinations.

Potential Partners

Private sector operators, community groups, Tourism Nova Scotia, external consultant.

12.5 Economic Development

With regard to economic development, the Comprehensive Community Plan looks to ensure Lunenburg is a place where people want to invest, live and work. Throughout the engagement, residents and community members expressed their desire to see a more diverse, balanced economy in the town.

The priorities included in this five-year Implementation Plan support strengthening the Town's ability to conduct economic development including enhancing relationships with surrounding municipalities and establishing a staff position to spur economic development.

Goal

A town where year-round, well-paying employment is available to all residents.

Evaluation Metrics

Number of new businesses established.

Number of new businesses established by town residents.

Number of jobs in the town.

Employment and unemployment rate.

Number of vacant storefronts.

Number of businesses located in Lunenburg.

Median income of residents.

6.1i

Enhance relationships with surrounding communities and municipalities.

Although Lunenburg has a strong regional presence, there are many factors outside of the scope of municipal governance that contribute to economic development. Trends in education, technology and globalization are driving economic changes; however, municipalities are still able to play a role in local and regional economic development. To support economic development locally and regionally, the Town should enhance its relationships with surrounding communities and municipalities.

Regional economic development should not only consider the number and types of businesses that can be created, but it should also consider promoting the Town and the South Shore as a place to reside. To promote stable economic growth, growth in the region's permanent population should go hand in hand with growth in industry.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Reach out to surrounding communities and municipalities to explore potential economic development opportunities especially as it relates to attracting permanent residents to the South Shore.
2. Explore potential strategies to attract and retain residents along Nova Scotia's South Shore.

Potential Partners

Municipality of the District of Lunenburg, Town of Bridgewater, Town of Mahone Bay, Region of Queens Municipality, Municipality of the District of Chester.

6.1a

Establish a staff position that can support economic development initiatives.

Throughout Project Lunenburg, the community emphasized the need for the Town to take on a greater role in economic development. One of the ways in which the Town can support economic development is to establish a staff position to support economic development initiatives. Currently, the Town does not have a dedicated staff person that supports economic development. An economic development officer, or similar position, could help the Town complete actions and initiatives related to business attraction and investment, business retention and expansion, land marketing and sales, and relationship building between public and private entities. Alternatively, if capacity does not exist within the Town to establish a dedicated staff person, the Town could also pursue a cost-sharing model with a regional partner.

Action Type

S Study
 F Funding
 L Land Use
 P Partnerships
 O Organization
 Le Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Allocate funds for a Town employee or cost-shared employment position that supports economic development initiatives.
2. Hire a person to fill the role.

Potential Partners

Municipality of the District of Lunenburg, Town of Bridgewater, Town of Mahone Bay, Municipality of the District of Chester, Lunenburg Board of Trade, Develop Nova Scotia

<p>6.1c</p>	<p>Create an inventory of economic information, including vacant and available land or storefronts, as well as other economic data.</p>		
<p>In order to support data-driven decision making with respect to economic development, the Town should establish a public inventory of economic information. An inventory of public data that reports information including the location of vacant storefronts, available land, and other economic data can help the Town measure its economic health, but it can also support business attraction and retention. Completing this action will require the Town to reach out to different stakeholders and sources of data to create a comprehensive inventory of data.</p>			
<p>Action Type</p> <p> S Study F Funding L Land Use P Partnerships O Organization Le Legislative </p>			
<p>Estimated Cost</p> <p>\$\$\$\$\$</p>	<p>Score</p> <p>Community Building</p> <p>Community Desires</p> <p>Enabling Fundamentals</p>		
<p>Steps to Implementation</p> <ol style="list-style-type: none"> 1. Establish a publicly available, online, repository to store economic data. 2. Establish economic data and indicators that will be shown in the inventory. 3. Collect, and continue to update inventory as new economic data becomes available. 		<p>Potential Partners</p> <p>Lunenburg Board of Trade, Department of Finance Canada, Develop Nova Scotia</p>	

12.6 Heritage

Much of Lunenburg’s popularly recognized and preserved heritage tells a story of colonial European legacies of fishing, farming and shipbuilding, but the cultural history of the Mi’kmaq remains crucial to an understanding of the land. Since the mid 18th century, Lunenburg has been covered under the Peace and Friendship Treaties which extend across the Maritime Provinces and northern Quebec, securing land use rights for Indigenous descendants.

Lunenburg’s cultural heritage landscape is continually evolving. The prosperity of European Lunenburg settlers is evident in the town’s extensive collection of historic colonial buildings, the working waterfront and the overall pattern of town development, all concentrated on the slope overlooking the sheltered harbour of Lunenburg. The character-defining elements of Lunenburg’s architecture, streetscapes, waterfront features, and open spaces have undergone many changes and yet the overall visual character has remained remarkably intact since the original 18th century grid was laid out.

The priorities included in this five-year Implementation Plan deal primarily with updates to the Town’s heritage frameworks that will allow practical adaptations to accommodate contemporary needs without compromising Lunenburg’s heritage integrity.

Goal

A town which continues to evolve as a living heritage site and recognizes a holistic view of its diverse history.

Evaluation Metrics

Number of projects, monuments or interpretive panels recognizing Mi’kmaw and Black Nova Scotian history.

Number of registered heritage buildings.

Number of energy and accessibility retrofits to heritage buildings.

Value of construction permits in heritage district.

7.3c

Policy to encourage accessibility and provide heritage design guidance.

One of the defining characteristics of Lunenburg is the built heritage and architecture in the town. This includes all buildings, outbuildings and structures and features that support past activities such as wharves and docks; however, many of these structures do not possess features that make them fully accessible to the wider community. As many of these buildings still function today as homes and businesses, it is important they are fully accessible to the community and visitors to the town.

This action seeks to develop policies that permit and encourage accessibility improvements, such as wheelchair ramps, and to provide guidance to ensure any accessibility improvements complement the existing heritage character. When considering changes to the existing built heritage, the practical needs of the changes should be balanced with any potential negative impacts on the heritage value of the resource and any surrounding areas.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Review existing design guidelines for the Heritage Conservation Area and any applicable town policies and by-laws that could impact accessibility improvements such as wheelchair ramps.
2. Develop a design standard for accessibility improvements.
3. Update any design guidelines and/or town policies or by-laws, where necessary.

Potential Partners

Lunenburg County Joint Accessibility Advisory Committee

7.3b

Accommodate new additions to heritage structures such as solar panels without detrimental impacts to heritage value.

Lunenburg’s approach to heritage conservation should be updated by exploring how heritage values can coexist with contemporary concerns such as energy efficiency and production. Energy efficiency and renewable energy generation are not only beneficial for the environment, but can provide significant cost savings to homeowners and building owners. In addition, the emergence of electric vehicles will make it increasingly palatable for homeowners to produce energy at their residences. By enabling renewable energy generation by owners of heritage homes, the Town can work towards reducing the overall environmental footprint of its residents.

Any changes to existing built heritage resources must be carefully considered, and should balance both the practical needs of the present day while minimizing negative impacts on the heritage value of the resource and its surrounding land.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Conduct a review of the Municipal Heritage Conservation District and Municipal Heritage Designation and identify potential improvements related to energy efficiency and renewable energy generation.

Potential Partners

Efficiency Nova Scotia

7.4c

Ensure infill and new development is visually compatible with, subordinate to, and distinguishable from the historic place.

The best practices for new additions in heritage areas are based on the principle that as historic places evolve over time, it is valuable to show changes added in different periods. Lunenburg is an example of such a place, where the evolution is visible in its variety of architectural styles. There are numerous opportunities in Old Town Lunenburg for infill development. It is on these vacant lots where the scale, form and setback of new dwellings can be managed to conserve the streetscape without mimicking previous architectural styles. The Comprehensive Plan aims to ensure that new development and additions to historic buildings are carefully considered to ensure the evolution of Lunenburg’s built form.

Lunenburg’s heritage management frameworks should be updated and clarified to respond to current needs and follow best practices in accordance with Standard 11 of The Standards and Guidelines for the Conservation of Historic Places in Canada (Second Edition, 2011) by Parks Canada.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Conduct a review of the Municipal Heritage Conservation District and Municipal Heritage Designation and identify potential improvements related to infill and new development.

Potential Partners

Other Nova Scotia UNESCO Heritage Sites

12.7 Urban Design

Throughout Project Lunenburg, residents and community members commented on public spaces within the town and their experiences within these spaces. Engagement results showed that improvements to the public realm could allow better interaction between people and between people and the environment.

The priorities included in this five-year Implementation Plan deal with the public spaces that people use such as policies to improve accessibility and implementations to improve streetscaes in Lunenburg.

Goal

A town that is shaped by cohesive design and supported by amenities that creates an attractive, enjoyable, and sustainable urban environment for residents and visitors.

Evaluation Metrics

Dollars (CAD) spent on streetscaping.

Number of street trees.

Accessibility standards (such as those developed by the Rick Hansen Foundation).

8.1s-y

Policies and other actions to improve accessibility throughout the town.

The built environment, which includes streets, sidewalks and other public places, must be designed to enable desired and intended use by all members of the community. One of the best ways to ensure this is to design and improve public spaces so they are accessible for all people. While, especially in Old Town, the small block structure and provision of sidewalks creates a successful pedestrian environment, the hilly topography often creates challenges when navigating the town's streets.

This action supports initiatives that reduce barriers that exist in Lunenburg and will enable more residents and visitors to enjoy the town's public spaces. Improvements in the number and allocation of accessible parking spaces, ensuring that main entrances are accessible, and providing sidewalks that are designed so steps are not required to enter a building are three recommendations to support improved accessibility throughout the town.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost
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Steps to Implementation

1. Evaluate the number of accessible parking spaces within the town and consider implementing additional spaces, where possible.
2. Review standards and guidelines for sidewalks to ensure they are fully accessible.

Potential Partners

Lunenburg County Joint Accessibility Advisory Committee, Nova Scotia Accessibility Advisory Board

**8.1a-r
8.1z-gg**

Activate streetscapes through design and programming.

The built environment plays an important role in the way in which people experience a street, and Lunenburg features many different types of streets that have been developed over the town’s history. Qualities like how safe someone feels, one’s comfort level and the aesthetic value of a street can all be influenced by the design of certain street elements. Whether by choice or coincidence, streets are often the public space we spend most of our time, and well-designed streets can have significant social and economic benefits.

This action supports the town to design and program its streets in a manner that are safe, comfortable, enjoyable and accessible to all residents and community members. Features and amenities that improve a street such as street lighting, places to sit, vegetation and widened sidewalks can all improve how someone experiences a street.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost
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Score	Community Building
	Community Desires
	Enabling Fundamentals

Steps to Implementation

1. Identify potential streetscapes or streetscaping elements to be upgraded or implemented.
2. Conduct any potential studies, if necessary.
3. Develop a tendering process for the design and installation of any streetscaping projects.

Potential Partners

Develop Nova Scotia, Lunenburg Board of Trade

8.2a-h

Policies and programs for street trees and urban forest

Lunenburg has a well-connected, healthy urban forest. But to ensure street trees and the urban forest continue to thrive, the Town should prioritize the maintenance and upkeep of these trees. These trees bring many benefits to the community including calming traffic, reducing street noise, shading pedestrians, reducing energy consumption and minimizing stormwater runoff.

This action looks to support street trees and the urban forest through policies and programs for existing trees as well as new trees planted in the future. Planting additional trees and developing a maintenance and replacement program for existing street trees are two potential mechanisms to ensure Lunenburg’s urban forest remains healthy. As part of any maintenance and replacement program, a comprehensive inventory of street trees should be established. Special consideration should be given to the diversity and types of tree species that are planted which may require consultation with a forestry or urban forest expert .

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Consult with a forestry expert to understand types of tree species that should be planted in the town.
2. Establish a comprehensive urban forest inventory to track the condition of existing and future trees.
3. Review and update land use policies and regulations as they relate to landscaping and tree planting on private lots.

Potential Partners

Forest Nova Scotia, Department of Lands and Forestry, Canadian Urban Forest Research Group

12.8 Environment and Sustainability

The natural environment has played a critical role in shaping Lunenburg, and throughout Project Lunenburg, residents and community members expressed the need to ensure the town is prepared for the impacts of climate change but also to develop in more succinct harmony with the environment.

Included within the five-year Implementation Plan for the environment and sustainability are actions that support both climate change adaptation and mitigation.

Goal

A town that is ecologically diverse and climate resilient that has adapted to a changing climate while also reducing its overall footprint on the natural environment.

Evaluation Metrics

Number of households and businesses that adopt energy efficiency retrofits.

Kilowatts of energy produced through clean energy (wind, solar, etc.) sources.

9.4d

Partnerships to encourage energy efficiency retrofits.

Energy efficiency retrofits are upgrades to a building or structure that reduce its energy consumption needs. A large portion of a building’s energy needs are used to heat, cool and light it, but as technologies improve, there are an increasing number of options to improve a building’s energy efficiency. Energy efficiency retrofits can range in scale from minor change such as improving the insulation around windows and doors to larger retrofits that could see windows or heating/cooling systems replaced. Reducing energy demand not only creates benefits for the environment, but it also creates energy savings for consumers.

This action is aimed at facilitating partnerships that can help residents and business owners reduce their energy needs. The partnerships should explore potential funding and financial incentives that can be offered to residents and business owners in Lunenburg to install energy efficiency retrofits.

Action Type

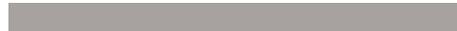
S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Partner with Efficiency Nova Scotia and Nova Scotia Power to promote home and business energy audits. Also explore potential partnerships at the federal and regional level.
2. Explore potential partnerships and funding opportunities that enable residents and business owners to conduct energy efficiency retrofits.

Potential Partners

Efficiency Nova Scotia, Nova Scotia Power, Department of Natural Resources, Department of Energy and Mines, Infrastructure Canada

9.2a-f

Policies for wind and solar energy at multiple scales.

There is growing uptake of renewable energy sources, including wind and solar, across Nova Scotia and beyond. What were once expensive and inefficient technologies have improved considerably to the point where the cost to produce energy through renewable energy sources is comparable, if not less expensive, than producing energy through the burning of fossil fuels. Renewable energy production not only reduces a consumer’s demand for energy produced through the burning of fossil fuels, but it also reduces the need to purchase power, thus reducing one’s energy costs.

This action is aimed at supporting wind and solar energy production at multiple scales in the town, including at the individual and municipal levels. Enabling and encouraging the uptake of solar at the individual level in addition to exploring community solar options may help to reduce the overall electricity demand in Lunenburg. This action also encourages the Town to explore wind energy projects that could supplement power purchased from Nova Scotia Power.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Review regulations as they relate to on- and off-building solar collector systems in Lunenburg.
2. Make appropriate changes to regulations to permit a greater uptake of solar in the community.
3. Explore funding opportunities in unison with provincial and federal programs for on-building solar projects.

Potential Partners

Nova Scotia Power

9.1c-f

Policies to regulate buildings near the shoreline as part of sea level rise adaptation.

As a coastal community, Lunenburg will be impacted by climate change, including sea level rise, now and into the future. As the sea levels rise and the potential for extreme weather increases, the need to ensure buildings and structures within the town are located at an elevation or distance from the shoreline that keeps people and their properties safe will be required. This action specifically looks to establish regulations that regulate where buildings can be located with regards to the shoreline. Any regulations that are established should consider the regulations within the Coastal Protection Act that will be released in the future.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Establish regulations to control the location of buildings within the Land Use By-law.
2. Update, if necessary, the Land Use By-law so regulations are consistent with the Coastal Protection Act.
3. Continue to review sea level rise projections and update regulations, as necessary.

Potential Partners

Nova Scotia Environment, Department of Municipal Affairs and Housing, Bluenose Coastal Action Foundation, Fisheries and Oceans Canada, Environment and Climate Change Canada

9.1j,k

Facilitate ongoing community learning and dialogue about sea level rise and climate change projections and adaptation measures.

Although climate change and sea level rise are of immediate concern for many residents and community members in Lunenburg, the relatively slow onset of climate change’s impact can create feelings of indifference. This action looks to ensure the community remains vigilant towards climate change and its impacts. One of the potential ways to support this vigilance is through the establishment of an online documentation platform for residents and community members to share their experiences with climate change and sea level rise. A platform like this may help to create a continuous dialogue in the community.

Another potential way to support climate change vigilance is for the Town to host workshops or other community events whereby residents are actively updated with sea level rise projections and measures the Town is taking to protect its residents and infrastructure.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Establish an online platform for residents and community members to share their experiences and stories that relate to climate change and sea level rise.
2. Continue to update sea level rise projections for the Town.
3. Host regular (e.g. biannual) community workshops to update the community of sea level rise projections and adaptation measures.

Potential Partners

Residents of Lunenburg, Nova Scotia Environment, Department of Municipal Affairs and Housing, Bluenose Coastal Action Foundation, Fisheries and Oceans Canada, Environment and Climate Change Canada

12.9 Culture and Recreation

Lunenburg has a wide breadth of culture and recreation opportunities within the town, and residents take advantage of regional offerings as well, often travelling throughout the county or the province for activities. Recreation, parks, sports, fitness, leisure, active living, social gathering, activism, arts, and cultural services are all essential to personal health and well-being, building strong communities, reducing health care, social service, and justice costs as well as being significant economic generators.

The actions included in this section aim to address inequities in Lunenburg through leadership, recreation and culture programming, heritage interpretation and preservation, and wider cultural actions. Other actions focus on facilities for recreation and culture, including waterfront trails and open spaces, as well as indoor and outdoor venues and services.

Goal

A town where all community members have access to cultural and recreation experiences.

Evaluation Metrics

Visitors travelling to Lunenburg for the purpose of arts, culture, or recreation (Annual Nova Scotia Visitor Exit Survey).

Number of visiting artists per year (Schedule records from local arts organizations).

Number of people participating in municipal and community arts and recreation programs. (records from Municipal programs and local arts and recreation organizations).

Number of recreation facilities per number of residents (Measured against Ontario Ministry of Culture and Recreation standards).

Mental and physical health outcomes by health district (Statistics Canada).

Diversity of age, gender, race, Indigenous status, sexuality, ability, among Municipal culture and recreation service users (Municipal user data).

Diversity of age, gender, race, Indigenous status, sexuality, ability, among Municipal council and committee members (self-declaration on application forms).

Measuring Inclusion Tool for Municipal Governments score card (Tool published by Alberta Urban Municipalities Association).

10.1b
10.6g
10.7b

Foster inclusivity in programming and leadership.

Although maritime culture underpins much of the high quality and quantity of arts activity in Lunenburg, it does not exist in isolation. Newcomers from many different backgrounds are forging new paths in the local community identity. Furthermore, the narrative of colonial settlement has largely omitted the experiences of Mi'kmaq, Black and Acadian people, which contributes to a perpetuation of injustice and racism. Like arts and culture, recreation is also an important component of quality of life, and many residents engage with these offerings in a variety of ways. However, women, girls, LGBTQ+ individuals, and racialized people are less likely to participate in sport and physical activity in particular, for a variety of reasons.

Over the next generation, the traditional identity of Lunenburg will be reframed and expanded, and partnerships and shared management will better support diverse leadership and enable the delivery of inclusive programming, designed to reduce or eliminate barriers to participation.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Establish a regional arts council or committee with designated positions for equity-seeking groups.
2. Work with diverse stakeholders to host a series of events highlighting the various cultural identities and histories of Lunenburg.
3. Implement strategies and policies to improve inclusivity in recreation, including gender-neutral spaces, programming dedicated to women and trans individuals, inclusive terminology, visual diversity in promotional materials, and staff diversity & inclusion training.

Potential Partners

Lunenburg Foundation for the Arts, local artists, South Shore Multicultural Association, ISANS, Black Loyalist Heritage Centre, Acadia First Nation, Native Council of Nova Scotia, South Shore Sexual Health Centre, Bridgewater Junior Senior High School Project Rainbow, Lunenburg Pride.

10.1 c

Build relationships between the Town and Mi'kmaw residents and organizations, and the Town and Black residents and organizations in the area.

Prior to the arrival of Europeans, the area which is now considered the Town of Lunenburg was the ancestral land of the Mi'kmaq people. The colonial heritage and history for which Lunenburg is renowned has coincided with centuries of harm for Indigenous community members. Additionally, heritage and culture throughout Canada has erased the history of systemic anti-Black racism that continues today, including the history of slavery that brought Black and Indigenous bodies under the rule of white European authority. Building relationships between local residents and organizations is the first step in the continual process of anti-racism and decolonization.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Establish Municipal protocol for engaging and collaborating with Indigenous and Black residents and organizations.
2. Budget resources to enable collaboration and sharing of knowledge and information.
3. Practice open dialogue, cooperation and collaboration on topics of common interests, challenges, and opportunities.
4. Regularly consider and acknowledge harm done by settler governments and colonial practices, and consider the impacts this has today on relationship building.

Potential Partners

South Shore Multicultural Association, Black Loyalist Heritage Centre, Acadia First Nation, Native Council of Nova Scotia, Indigenous and Black residents within the South Shore region.

10.1 e

Create a special committee or action group to promote anti-racism and decolonization, with particular emphasis on the lived experiences and aspirations of Black, Indigenous and people of colour in Lunenburg.

This action runs parallel to actions focused on inclusion and relationship building, and also serves as one starting point for this work. Creating a special committee will bring together residents with lived experience of racism and colonization to inform Municipal work as well as independently take steps towards anti-racism, decolonization, and inclusion, through the support of Council. The committee may play an advisory role in municipal heritage development, including heritage interpretation and the upcoming review of the Heritage Bylaw.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

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Score

Community Building



Community Desires



Enabling Fundamentals

**Steps to Implementation**

1. Establish a committee or action group that represents diverse identities and perspectives from Black, Indigenous, and racialized community members, and advocates.
2. Budget resources to support the committee's work.
3. Work with the committee to develop a racial equity lens for Municipal work.

Potential Partners

South Shore Multicultural Association, Black Loyalist Heritage Centre, Acadia First Nation, Native Council of Nova Scotia, ISANS, Indigenous and Black residents within the South Shore region.

What is meant by decolonization?

The 2019 National Inquiry into Missing and Murdered Indigenous Women and Girls defines decolonization as, "a social and political process aimed at resisting and undoing the multi-faceted impacts of colonization and re-establishing strong contemporary Indigenous Peoples, Nations, and institutions based on traditional values, philosophies, and knowledge systems." The Inquiry adds that, "a decolonizing mindset requires people to consciously and critically question the legitimacy of the colonizer and reflect on the ways we have been influenced by colonialism."

**10.5
d-i**

Facilitate partnerships and opportunities to increase waterfront access, including boardwalks and walking paths.

Lunenburg’s working waterfront forms the hub for the town, and plays a major role in local identity, employment, and tourism. The balance between the working and public waterfront is delicate, and this corridor is an integral asset in the town’s open space network. In order to improve the experience for community members and tourists who visit the waterfront, it will be important to connect open spaces, boardwalks, trails, and amenities to improve the pedestrian experience.

Recommendations include improvements to the Front and Back Harbour Trails, as well as a Tannery Road boardwalk trail, regional trail connections, and a harbourfront walking path.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost
\$\$\$\$\$

Score	Community Building

Steps to Implementation

1. Consult and collaborate with regional partners and waterfront land owners on trail development opportunities.
2. Submit a request for proposals for Architecture, Engineering, and Landscaping (AEL) services that will include detailed design drawings for improvements to the waterfront active transportation network, as well as a phased development plan.
3. Hire a contractor(s) to make improvements and additions to the waterfront active transportation network.

Potential Partners

Municipality of the District of Lunenburg, waterfront land owners and businesses, Develop Nova Scotia, Tourism Nova Scotia, AEL consultants, construction contractors.

**10.3
d,e**

Study and assess the regional arts and recreation facility needs, and develop an integrated strategy for renovation or new construction.

The quality of arts and recreation is dependent on adequate facilities, which may serve multiple purposes, or may need to be designed for one particular purpose. This task must incorporate findings from a Recreation Needs Assessment and input from local arts bodies before contributing to the development of a Municipal Assets and Facilities Strategy, and a Recreation and Community Facilities Recapitalization Strategy. This will be a participatory process in collaboration with the local community, in order to ensure the needs of all residents are met by arts and recreation facilities. Inclusion and accessibility principles will be incorporated throughout the planning stages.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost
\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Submit a request for proposals for planning and design services that includes community consultation and the development of a Recreation Needs Assessment.
2. Incorporate findings into the Municipal Assets and Facilities Strategy, and the Recreation and Community Facilities Recapitalization Strategy.
3. Submit a request for proposals for planning and design services that include the development of a concept plan for the recreation and education hub, among others.

Potential Partners

Planning and design consultant, Municipality of the District of Lunenburg, Town of Bridgewater, Lunenburg Foundation for the Arts, local artists, local arts and recreation facilities.

12.10 Governance

As the goals and objectives of the Comprehensive Community Plan demonstrate, the coming decades will have an expanded view of good municipal governance that will involve a wider range of democratic process and community outcomes. The 5-year governance actions lay a foundation for many other efforts in the progress of Lunenburg. Most importantly, these actions will help to empower the Town and community to grapple with the complexity of issues and the unknowns that the next decades will bring.

Goal

A town where positive relationships, communication, continual engagement, and shared vision are the foundation to municipal decision-making.

Evaluation Metrics

Municipal financial condition indicators, as per Province of Nova Scotia.

Number of community-based projects in Lunenburg.

Number of regional partnerships.

Number of candidates for municipal committees and Council.

Diversity of committee and Council membership.

<p>11.2e</p>	<p>Reform municipal committees to build a culture of inclusion.</p>		
<p>The future of good governance in Lunenburg will be dependent on the town’s ability to engage with a full range of residents and community members with diverse values, interests and backgrounds. One of the ways that the Town can include more perspectives, especially from individuals who are from groups outside of mainstream power and influence, is to reform the structures, practices and conventions of all municipal committees. As a first step, committees can be reformed to ensure there is representation from diverse groups and communities. It is important to note that a “diverse” committee member will have both identity-linked perspectives as well as subject-matter expertise related to the mandate of the committee. Other measures can include optimal scheduling, provision of meals, transportation or childcare, and facilitation and management of group dynamics. It is essential that committee members, Council and staff are all part of building a culture of inclusion. Committees benefit from consciously building their capacity for recognizing, understanding and responding to less common perspectives, and the complex intersections (or lack thereof) among identities, experiences, skills, interests and expertise.</p>			
<p>Action Type</p> <p> S Study F Funding L Land Use P Partnerships O Organization Le Legislative </p>			
<p>Estimated Cost</p> <p>\$\$\$\$\$</p>	<p>Score</p> <p>Community Building</p> <p>Community Desires</p> <p>Enabling Fundamentals</p>		
<p>Steps to Implementation</p> <ol style="list-style-type: none"> 1. Examine the diversity of municipal committee members to identify segments of the local population that are not represented. 2. Ensure all committee members receive training and support about inclusion. 3. Designated resources to overcome practical barriers to committee participation. 4. Build relationships with a broad range of community members to help identify new committee members. 		<p>Potential Partners</p> <p>Union of Nova Scotia , other municipalities, Province of Nova Scotia, external consultant</p>	

**11.4
a-c**

Deepen work with local and regional partners in the provision of shared services.

Lunenburg is advantageously located in close proximity to several other municipalities. The Municipality of the District of Lunenburg, Town of Bridgewater and Town of Mahone Bay are all a short drive from the Town of Lunenburg and represent potential partners for joint or shared services. Joint and shared services are facilitated through formal agreements between municipalities whereby they agree to pool resources to improve the provision of services at a reduced cost. While the Town already has a number of joint services, it should continue to explore opportunities to deepen this work with surrounding municipalities, to ensure it can continue to provide adequate services to residents and business. Even in the absence of specific projects, the Municipalities can continue to build relationships and solidify shared goals, to strengthen capacity for building shared service agreements as opportunities and needs emerge.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Reach out to surrounding municipalities to routinely discuss shared experiences, challenges and opportunities, and potential joint and shared services.
2. Where opportunities exist, develop the appropriate agreements to facilitate the service.
3. Continue to apply a joint and shared service lens to decision making.

Potential Partners

Municipality of the District of Lunenburg, Town of Bridgewater, Town of Mahone Bay, Region of Queens Municipality, Municipality of the District of Chester.

<p>11.1a</p>	<p>Undertake an organizational review that will identify changes required for enabling implementation of the CCP.</p>	
<p>An organizational review means taking an in-depth, objective big picture look at the municipal organization as a whole, in the positive spirit of continuous improvement and capacity building for the years to come. It engages an independent perspective and results in advice on future organizational changes that would enable alignment for long term future success. It would include identification of opportunities that would maintain or improve core services, while also enabling support for broader community goals, all with the purpose of identifying changes that will be required to enable implementation of the CCP and other goals of the Town.</p> <p>A review can include, but may not be limited to: evaluation of operational performance; assessment of staff job description roles and responsibilities; separation and clustering of work; supervisory spans; organizational culture; budgeting procedures, and more. The overall objective is to clearly understand the current organization and compare it to the organizational needs that are anticipated for implementing the CCP.</p>		
<p>Action Type</p> <p> S Study F Funding L Land Use P Partnerships O Organization Le Legislative </p>		
<p>Estimated Cost</p> <p>\$\$\$\$\$</p>	<p>Score</p> <p>Community Building</p> <p>Community Desires</p> <p>Enabling Fundamentals</p>	
<p>Steps to Implementation</p> <ol style="list-style-type: none"> 1. Detail the scope of work and include item in annual budget. 2. Issue Request for Proposals and select an external consultant. 3. Facilitate full participation of staff and Council. 	<p>Potential Partners</p> <p>External consultant</p>	

11.2a

Expand Town’s communication plan to include a public participation strategy.

Currently, the Town’s communication plan guides internal operations, setting guidance for providing the public with accurate and timely information, and ensuring compliance with the Municipal Governance Act. Expanding the Town’s communication plan to include a public participation strategy will guide frameworks for involving the public in decision making and implementation of relevant initiatives. The Project Lunenburg process illuminated a strong enthusiasm for public life and community building among citizens. Lunenburg is well positioned to take on co-implementation of the Comprehensive Community Plan in collaboration with community, and will need to do so in order to achieve many of the goals and objectives. As such, a public participation strategy must go beyond conveying information, and strive to build the structures for community-wide mobilization and a mainstream culture of participation. The engagement strategy should conceptualize citizens and business owners as co-producers of municipal projects, and not as heroes, consumers or advocates. This will require new structures and supports for participation that run alongside conventional committees of council.

Action Type

S Study
 F Funding
 L Land Use
 P Partnerships
 O Organization
 Le Legislative

Estimated Cost

\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Review existing communication plan to understand gaps in the document.
2. Undertake research on best innovations in public participation, and develop the strategy.
3. Allocate resources for putting the strategy in place.
4. Review and evaluate outcomes on a continuous basis.

Potential Partners

Community Sector Council of Nova Scotia, Inspiring Communities, external consultant

11.1e

Identify performance indicators and appropriate measurements to annually evaluate activities of the municipality.

The Town of Lunenburg currently reports annually to the Province on key financial indicators, and to the community on work accomplished toward the *Strategic Plan*. The gap in the current evaluation structure is in relation to the impacts of the well-managed finances and work completed. The efforts of the municipality can be more clearly demonstrated with results-based evaluation and reporting. In addition to communicating the task, projects or other actions undertaken each year, it is important to measure the effect of that work. This will help to ensure the municipality is progressing in the desired ways, and will provide clearer rationale for modifying or maintaining aspects of the internal operations. Evaluations can be undertaken in a number of ways, using a wide range of data sources, including stakeholder interviews, citizen perception surveys, program participation data collection, permit and application data collection, kilometres of infrastructure and operating cost per kilometer, and others, as possible. It is important to identify the general desired direction for a metric, such as more girls participating in physical activity, but specific targets are often arbitrary and create a false pass/fail dichotomy that can undermine progress. Rather, a developmental evaluation approach should be applied, where ongoing adaptation is the goal.

Action Type

S Study **F** Funding **L** Land Use **P** Partnerships **O** Organization **Le** Legislative

Estimated Cost

\$\$\$\$\$

Score

Community Building



Community Desires



Enabling Fundamentals



Steps to Implementation

1. Seek out training or other education resources on results-based developmental evaluation.
2. Meet internally with staff to identify existing data that can be used for performance measurements, as well as new data collection practices.
3. Assign responsibility for collecting, compiling and analyzing to appropriate staff, working with external advisors.
4. Repeat annually.

Potential Partners

Union of Nova Scotia, other municipalities, St. FX's Coady International Institute, external consultant

12.11 Implementation Summary

Strategic Direction	Strategic Direction Goal	Action	CCP Section	Objectives Supported by Action
Community Structure	A town that accommodates growth and change in a well-planned way that is respectful of its layered past and creates opportunities for its long-term future.	Study and planning for a sustainable energy district.	2.10 Waste and Sustainable Energy District (a,b)	C2
		Site planning for Blockhouse Hill.	2.4 Residential Expansion (d)	C3
Housing	A town that offers a wide range of high quality and affordable housing options.	Regulate Short-term rentals.	3.5 Short-term Rentals (a-d)	H1 and H2
		Conduct a feasibility study of mechanisms to encourage long-term residency.	3.6 Housing Programs (f)	H1 and H2
		Continue to foster relationships with housing stakeholders to foster collaboration and data sharing.	3.1 General (h,i)	H1, H2 and H3
		Study, policies and other actions toward alternative housing models.	3.4 Alternative Housing Models (a-o)	H1, H2 and H3
		Continue to monitor and analyze housing demand and supply, demographic indicators and relevant development trends.	3.1 General (f,g)	H1, H2 and H3
Servicing and Facilities	A town where the long-term infrastructure needs of the community are met through strategic management and incremental, well-phased upgrades that are financially sustainable.	Upgrades to the wastewater treatment plant.	4.2 Wastewater (a-d)	SF1, SF3 and SF6
		Plan and make upgrades to the wastewater collection and discharge system.	4.2 Wastewater (e-h)	SF1, SF2, SF4 and SF6
		Plan for long-term of all municipal facilities, including renovation, sale, or lease.	4.6 Potential Facilities Scenarios (a) and 4.8 Community and Recreation Facilities (c)	SF1, SF2, SF4 and SF6
Mobility	A town with an integrated transportation system for all modes that can support the needs of residents and visitors without creating undue burden on the town.	Improve connectivity between Old Town and New Town for all modes of transportation.	5.1 Connectivity (d)	M1, M3, M4 and M5
		Plan for new visitor, employee and bus parking areas outside of Old Town and associated programs.	5.4 Parking and Visitor Arrival Strategies (a-y)	M1, M2, M3, M4 and M5
Economic Development	A town where year-round, well-paying employment is available to all residents.	Enhance relationships with surrounding communities and municipalities.	6.1 General (i)	ED1
		Establish a staff position that can support economic development initiatives.	6.1 General (a)	ED1
		Create an inventory of economic information, including vacant and available land or storefronts, as well as other economic data.	6.1 General (c)	ED1



Strategic Direction	Strategic Direction Goal	Action	CCP Section	Objectives Supported by Action
Heritage	A town which continues to evolve as a living heritage site and recognizes a holistic view of its diverse history.	Policy to encourage accessibility and provide heritage design guidance.	7.3 Built Heritage (c)	HE1
		Accommodate new additions to heritage structures such as solar panels without detrimental impacts to heritage value.	7.3 Built Heritage (b)	HE1
		Ensure infill and new development is visually compatible with, subordinate to, and distinguishable from the historic place.	7.4 Infill and New Development (c)	HE2
Urban Design	A town that is shaped by cohesive design and supported by amenities that creates an attractive, enjoyable, and sustainable urban environment for residents and visitors.	Policies and other actions to improve accessibility throughout the town.	8.1 Streetscapes (s-y)	U1, U2, U3 and U4
		Activate streetscapes through design and programming.	8.1 Streetscapes (a-r and z-gg)	U1, U2, U3 and U4
		Policies and programs for street trees and urban forest	8.2 Urban Forest (a-h)	U1, U2, U3 and U4
Environment and Sustainability	A town that is ecologically diverse and climate resilient that has adapted to a changing climate while also reducing its overall footprint on the natural environment	Partnerships to encourage energy efficiency retrofits.	9.4 Energy Efficiency (d)	E1 and E2
		Policies for wind and solar energy at multiple scales.	9.2 Renewable Energy (a-f)	E1 and E2
		Policies to regulate buildings near the shoreline as part of sea level rise adaptation.	9.1 Sea Level Rise (c-f)	E1, E2 and E3
		Facilitate ongoing community learning and dialogue about sea level rise and climate change projections and adaptation measures.	9.1 Sea Level Rise (j,k)	E1

Strategic Direction	Strategic Direction Goal	Action	CCP Section	Objectives Supported by Action
Culture and Recreation	A town where all community members have access to cultural and recreation experiences.	Foster inclusivity in programming and leadership.	10.1 Identity (b), 10.6 Programming (g) and 10.7 Arts Management and Promotion (b)	CR1, CR2, CR3, CR4 and CR5
		Build relationships between the Town and Mi'kmaw residents and organizations, and the Town and Black residents and organizations in the area.	10.1 Identity (c)	CR1 and CR4
		Create a special committee or action group to promote anti-racism and decolonization, with particular emphasis on the lived experiences and aspirations of Black, Indigenous and people of colour in Lunenburg.	10.1 Identity (e)	CR1 and CR4
		Facilitate partnerships and opportunities to increase waterfront access, including boardwalks and walking paths	10.5 Trails (d-i)	CR2, CR3 and CR4
		Study and assess the regional arts and recreation facility needs, and develop an integrated strategy for renovation or new construction.	10.3 Sport and Leisure Facilities (d,e)	CR3
		Reform municipal committees to build a culture of inclusion.	11.2 Local Engagement (e)	G2 and G3
Governance	A town where positive relationships, communication, continual engagement, and shared vision are the foundation to municipal decision-making.	Deepen work with local and regional partners in the provision of shared services.	11.4 Joint Services (a-c)	G4 and G5
		Undertake an organizational review that will identify changes required for enabling implementation of the CCP.	11.1 Internal Operations (a)	G5
		Expand Town's communication plan to include a public participation strategy.	11.2 Local Engagement (a)	G1, G2 and G3
		Identify performance indicators and appropriate measurements to annually evaluate activities of the municipality.	11.1 Internal Operations (e)	G3 and G5



COMPREHENSIVE COMMUNITY PLAN

SEPTEMBER 18, 2020

UPLAND

Appendix

Appendix A

Five Year Prioritization Framework

Criteria	Description	Max Value	Scoring Description	Weight	Score
Community Building					
Capacity Building	Local implementation and spin-off impacts of an action.	100	The community is able to undertake the action and builds upon local resources.	10%	
		50	The community is partially able to undertake the action and will marginally build upon local resources.		
		0	External resources are wholly required to complete the action.		
Community Benefit	The overall impact on the Lunenburg community including the impact on health and well-being, and social determinants of health.	100	The action addresses an urgent issue and will benefit the physical and mental well-being of the majority of the community. The action will lead to greater sustainability of the community and impact future generations.	10%	
		75	The action addresses an urgent issue but will only benefit the physical and mental well-being of a portion of the community. The action may lead to greater sustainability of the community and may impact future generations.		
		50	The action does not address an urgent issue but will benefit a large portion of the community. The action will positively impact the sustainability of the community and the physical and mental well-being in Lunenburg.		
		25	The action does not address an urgent issue and benefits a small portion of the community. Marginal positive impacts on the community's sustainability, physical and mental well-being, and impacts on future generations.		
		0	The action does not address an urgent need and does not benefit the larger community. There are limited, if any, positive benefits on the community's sustainability and well-being.		
Equity Benefit	The action's benefit for a marginalized or an equity-seeking group in the community.	100	An action addresses an equity-seeking group in the community (low-income, seniors, youth, new immigrants).	15%	
		0	An action does not address an equity-seeking group in the community (low-income, seniors, youth, new immigrants).		
Immediacy of Impact	The level of 'instantaneous' impact in the community.	100	Completing the action will bring an immediate impact (<1 year) in the community.	10%	
		50	Completing the action requires some level of 'ground laying', with the impact in the community felt between 1 and 5 years after implementation.		
		0	The impact of the action will be felt 5 or more years after its implementation.		
Community Preference					
Community Desire	The action has been specified by the community. Despite any level of support for an action, the community may still have concerns, and there may be details to resolve during implementation.	100	An action is supported by the majority of the community, but individuals or groups may still disagree with the action.	35%	
		50	An action is supported by some, but not all of the community.		
		10	An action is supported by only a handful of the population or a limited number of community groups. This may include prerequisite actions that may not have been explicitly considered throughout the CCP process, or actions that may have benefits that are not obvious.		
Enabling Fundamentals					
Fundamentals	The action is a fundamental mechanism for future planning initiatives and enables other actions within the CCP.	100	This action is an underlying essential; without it, many other actions will not be possible.	20%	
		50	This action will help to enable some other actions but may not be essential.		
		0	This action is not relevant as an essential; without it, most other actions would still be possible.		
				100%	

Annual Prioritization Framework

Criteria	Description	Max Value	Scoring Description	Weight	Score
Community Building					
Capacity Building	Local implementation and spin-off impacts of an action.	100	The community is able to undertake the action and builds upon local resources.		
		50	The community is partially able to undertake the action and will marginally build upon local resources.		
		0	External resources are wholly required to complete the action.		
Community Benefit	The overall impact on the Lunenburg community including the impact on health and well-being, and social determinants of health.	100	The action addresses an urgent issue and will benefit the physical and mental well-being of the majority of the community. The action will lead to greater sustainability of the community and impact future generations.		
		75	The action addresses an urgent issue but will only benefit the physical and mental well-being of a portion of the community. The action may lead to greater sustainability of the community and may impact future generations.		
		50	The action does not address an urgent issue but will benefit a large portion of the community. The action will positively impact the sustainability of the community and the physical and mental well-being in Lunenburg.		
		25	The action does not address an urgent issue and benefits a small portion of the community. Marginal positive impacts on the community's sustainability, physical and mental well-being, and impacts on future generations.		
		0	The action does not address an urgent need and does not benefit the larger community. There are limited, if any, positive benefits on the community's sustainability and well-being.		
Equity Benefit	The action's benefit for a marginalized or an equity-seeking group in the community.	100	An action addresses an equity-seeking group in the community (low-income, seniors, youth, new immigrants).		
		0	An action does not address an equity-seeking group in the community (low-income, seniors, youth, new immigrants).		
Immediacy of Impact	The level of 'instantaneous' impact in the community.	100	Completing the action will bring an immediate impact (<1 year) in the community.		
		50	Completing the action requires some level of 'ground laying', with the impact in the community felt between 1 and 5 years after implementation.		
		0	The impact of the action will be felt 5 or more years after its implementation.		
Community Preference					
Community Desire	The action has been specified by the community. Despite any level of support for an action, the community may still have concerns, and there may be details to resolve during implementation.	100	An action is supported by the majority of the community, but individuals or groups may still disagree with the action.		
		50	An action is supported by some, but not all of the community.		
		10	An action is supported by only a handful of the population or a limited number of community groups. This may include prerequisite actions that may not have been explicitly considered throughout the CCP process, or actions that may have benefits that are not obvious.		
Enabling Fundamentals					
Fundamentals	The action is a fundamental mechanism for future planning initiatives and enables other actions within the CCP.	100	This action is an underlying essential; without it, many other actions will not be possible.		
		50	This action will help to enable some other actions but may not be essential.		
		0	This action is not relevant as an essential; without it, most other actions would still be possible.		

Criteria	Description	Max Value	Scoring Description	Weight	Score
Financial					
Capital Costs Financing	How the capital costs for the action will be financed.	100	Financed entirely from external sources or there are no associated capital costs for the action.		
		75	75-99% financed from external sources		
		50	50-74% financed from external sources.		
		25	25-49% financed from external sources.		
		10	Less than 25% financed from external sources.		
		0	Financed entirely from debt, reserve, or unknown.		
Impact on Operating Budget	The action's impact on the annual operating budget of the Town.	100	Significant decrease in annual operating costs (\$10,000 or greater).		
		50	Moderate decrease in annual operating costs (\$1,000 – \$9,999).		
		25	Marginal decrease in annual operating costs (\$0 - \$999).		
		0	Little to no impact on annual operating costs.		
		-25	Marginal increase in annual operating costs (\$0 - \$999).		
		-50	Moderate increase in annual operating costs (\$1,000 – \$9,999).		
-100	Significant increase in annual operating costs (\$10,000 or greater).				
Action Assessment					
Community Well-being and Public Health	The extent to which the action will address/mitigate risk to public health and community well-being.	100	The action is expected to have a significant positive impact on community well-being and public health.		
		50	The action is expected to have a moderate positive impact on community well-being and public health.		
		10	The action is expected to have a limited positive impact on community well-being and public health.		
		0	The action is not expected to have an impact on community well-being and public health.		
Environmental Impact	Level of environmental impact can be measured according to an action's impact on the physical environment or an action's impact on one's ability to derive personal, spiritual or other meaning from the environment.	100	An action has positive direct impacts on the environment.		
		90	An action has positive indirect impacts on the environment.		
		50	An action does not have an impact on the environment.		
		-10	An action has negative indirect impacts on the environment.		
Project Risk Assessment	The level of real and/or perceived risk with undertaking a specific action.	100	There is a low degree of real or perceived risk with undertaking this action. The likelihood of failure is low, there is a low degree of difficulty and it will likely stay on budget.		
		-50	Unknown or moderate level of risk.		
		-100	There is a high degree of real or perceived risk with undertaking this action. The action exhibits a high degree of difficulty, likelihood of failure, and/or cost overrun.		
Strategic Alignment	The action aligns with strategic goals and guiding principles established in the CCP.	100	The action is directly aligned with CCP goals and guiding principles.		
		50	The action is indirectly linked with CCP goals and guiding principles.		
		0	No alignment with any CCP goals and guiding principles.		

Criteria	Description	Max Value	Scoring Description	Weight	Score
Action Assessment					
Service Levels	An action's impact on the service levels the Town is able to provide.	100	The action addresses a current service level deficiency and/or increases level of town services.		
		90	The action is required as a prerequisite to addressing a service level deficiency and/or to increase level of town services. (E.g. Sewer Capacity Study)		
		0	The action does not increase the level of town services.		
Economic Assessment					
Economic Impact	The action's economic impact on the community and businesses in terms of revenue generation. An economic benefit can include those that increase the Town's capacity to provide services.	100	The action has the potential to generate a significant economic and community benefit.		
		50	The action has the potential to generate a moderate economic and community benefit.		
		10	The action has the potential to generate a limited or minimal economic and community benefit.		
				100%	

Ann Covey

From: Bea Renton
Sent: November-17-20 2:46 PM
To: Ann Covey
Subject: Fwd: Postponement request for vote on Municipal Plan

Bea Renton
Town of Lunenburg, NS
(902) 527 7604/c

Begin forwarded message:

From: Paula Howatt <phowatt@ns.sympatico.ca>
Date: November 17, 2020 at 2:40:20 PM AST
To: lunenburgmla@eastlink.ca, Matt Risser <MRisser@explorelunenburg.ca>, Jenni Birtles <jBirtles@explorelunenburg.ca>, "Melissa Duggan." <MDuggan@explorelunenburg.ca>, Stephen Ernst <SErnst@explorelunenburg.ca>, ED Halverson <EHalverson@explorelunenburg.ca>, Peter Mosher <PMosher@explorelunenburg.ca>, Susan Sanford <SSanford@explorelunenburg.ca>
Cc: Dawn Sutherland <DSutherland@explorelunenburg.ca>, Bea Renton <brenton@explorelunenburg.ca>
Subject: Postponement request for vote on Municipal Plan

Good afternoon Minister, Mayor Risser and Town Councillors

I am requesting a postponement of the vote scheduled for this evening on the Municipal Plan

I wrote each of you on Nov. 14, 2020, outlining concerns

Since that time, I have been following up and in contact with a number of provincial government officials, and

yesterday I had a number of email exchanges with Dawn Sutherland and Bea Renton

I understood my postponement request had been forwarded by them however I have received no communication, so

am sending this email to each of you directly

The requested postponement will provide additional time for my concerns to be reviewed by a number of provincial departments and give you an opportunity to orient yourselves as new council members with this large, significant piece of legislation which

will have long term effects to the town

Thank you

Paula K. Howatt
902 670 8805 (cell)

From: [Bea Renton](#)
To: [Dawn Sutherland](#); [Matt Risser](#)
Cc: [Kelly Jardine](#); [Ann Covey](#)
Subject: FW: Nov. 17, 2020 meeting, agenda item, Lunenburg Plan - concerns relating to Heritage and short term rentals
Date: November 17, 2020 10:32:49 AM
Attachments: [town of lunenburg NOv 14, 2020 letter.docx](#)
[Oldest House Academy school article. final.docx](#)
[image001.png](#)
[image003.png](#)
Importance: High

Hello! Kelly will add this to the agenda package for tonight's meeting unless you indicate otherwise.

Thanks everyone! b

Bea Renton
Chief Administrative Officer
Town of Lunenburg
119 Cumberland Street
PO Box 129
Lunenburg, NS, B0J 2C0
902-634-4410, 228
902-634-4416/fax
brenton@explorelunenburg.ca
www.explorelunenburg.ca

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From: Dawn Sutherland
Sent: November 17, 2020 9:08 AM
To: Bea Renton <brenton@explorelunenburg.ca>
Subject: FW: Nov. 17, 2020 meeting, agenda item, Lunenburg Plan - concerns relating to Heritage and short term rentals
Importance: High

Bea:

So sorry – I did not realize that you were not copied. Council was copied . I have hardly had time to read this.

Dawn M. Sutherland, MCIP, LPP
Manager of Planning and Development
Town of Lunenburg
119 Cumberland Street

PO Box 129
Lunenburg, Nova Scotia
Canada B0J 2C0

Email: dsutherland@explorelunenburg.ca

Tel: 902-634-4410, ext 255

Fax: 902-634-4416

www.explorelunenburg.ca www.projectlunenburg.ca



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Please note: Only the issuance of a development permit guarantees that your proposed development is in compliance with requirements of the Land Use By-law. In the absence of an application with detailed information regarding your proposal, I am unable to warrant the above.

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From: Paula Howatt [<mailto:phowatt@ns.sympatico.ca>]

Sent: November-14-20 11:01 AM

To: lunenburgmla@eastlink.ca; Matt Risser <MRisser@explorelunenburg.ca>; Jenni Birtles <jBirtles@explorelunenburg.ca>; Melissa Duggan. <MDuggan@explorelunenburg.ca>; Stephen Ernst <SErnst@explorelunenburg.ca>; ED Halverson <EHalverson@explorelunenburg.ca>; Peter Mosher <PMosher@explorelunenburg.ca>; Susan Sanford <[SSanford@explorelunenburg.ca](mailto:ssanford@explorelunenburg.ca)>

Cc: Dawn Sutherland <DSutherland@explorelunenburg.ca>

Subject: Nov. 17, 2020 meeting, agenda item, Lunenburg Plan - concerns relating to Heritage and short term rentals

Good morning Minister, Mayor and Councillors

Please find two attachments relating to my concerns about the proposed plan

Paula K. Howatt

phowatt@ns.sympatico.ca

902 670 8805

From: Paula K. Howatt, phowatt@ns.sympatico.ca

Nov. 14, 2020

To: Hon. Suzanne Lohnes-Croft, NS Minister of Heritage and MLA Lunenburg
(lunenburgmla@eastlink.ca)

Town of Lunenburg, Mayor Matt Risser, mrisser@explorelunenburg.ca

Councillor Jenni Birtles, jbirtles@explorelunenburg.ca

Councillor Mellissa Duggan, mduggan@explorelunenburg.ca

Councillor Stephen Ernst, sernst@explorelunenburg.ca

Councillor Ed Halverson, ehalverson@explorelunenburg.ca

Councillor Peter Mosher, pmosher@explorelunenburg.ca

Councillor Susan Sanford, ssanford@explorelunenburg.ca

Re: Comprehensive Community Plan- Heritage Property – short term rentals

Dear Minister, Mayor Risser and Councillors for the Town of Lunenburg

I congratulate the new Mayor and Councillors on their recent election.

I am the owner of a registered Nova Scotia heritage property, in the Town of Lunenburg, which has been owned by my family for seven generations. I am concerned with significant changes proposed under the Lunenburg Plan particularly to short term rentals. (Page 52, 3.5)

Our home at Pelham street is formally recognized as the oldest in the town and one of the oldest in Canada. It is located in the center of Lunenburg's UNESCO heritage conservation district, so subject to structural restrictions. I am attaching a separate article to outline the significant history of our property in the Town's development and the provincial awards and recognition the home has received.

The proposed changes will impact the economic viability of maintaining our historic property. There appears a perception that if stronger restrictions are put in place to limit short term rentals that this housing stock will be placed in the long term rental market. We have learned from former experiences long term rentals are not a viable option. Affordable housing issues are complex, though important, it is a different issue than the one being presented. Realistically the buildings in "Old Town Lunenburg" do not fit the criteria of affordable as defined by the Plan (page 39) nor are they easily accessible or is this the best use of these properties.

The Lunenburg Plan acknowledges the restrictive nature that heritage property owners face and the additional financial burden maintaining these aging buildings. The Plan proposes to create further inequities and restrictions, for me, including implementation of a two tier tax, as a secondary resident. The Plan fails however to provide any real economic relief for owners to assist with escalating costs maintaining these famed historic properties.

Our Nova Scotia economy, especially Lunenburg benefits from tourism. Tourism Nova Scotia is partnering with Airbnb to promote areas like Lunenburg. To assist owners of heritage properties, which are already subject to structural restrictions, these properties should be exempt from further

restrictions that cannot be met. As there are a very small number of properties in Lunenburg that are formally registered as Nova Scotia heritage properties, an exemption of these properties from the proposed restrictions, would have little impact. Heritage tourism needs to be promoted as it builds the economy and supports built heritage.

My efforts have been to continue my family's generational stewardship. My husband and I have recently undertaken a private restoration, which took over two years, for which we did not receive any public funding. Before my husband and I became owners and directly involved with this ancestral property, the house had fallen into desperate need of repair, and demolition was recommended. Because the property was within the protected UNESCO conservation district Town officials directed that demolition was not permitted. Although our Lunenburg residence has been part of my life for almost sixty-five years, presently it is not our primary dwelling. My husband is a medical specialist who has been a very active member of the South Shore and Western zone medical community for many years. Our home in Lunenburg is our residence when providing professional services to the area and additionally we frequently stay throughout the year welcoming local friends and family. Our experience is that short term rentals barely break even in normal times to offset the large expense of maintaining this heritage property. It is particularly troublesome that these business unfriendly measures are contemplated at a time when so many tourism operators are negatively impacted by the adversities associated with the COVID-19 pandemic.

The secondary resident distinction negatively discriminates against many present property owners, who, like myself have historical, business or other connections to the town. The Plan fails to make allowances; for generational home ownership, actually assist with escalating maintenance costs of heritage homes, or consider those who over the years have provided value enhancing the community.

I ask that consideration be made so present heritage property owners, regardless of their residency should not be hit with additional detrimental burdens, tax restrictions or other strict regulations that practically are not possible, and negative impact on the Town.

The history of our home, includes the seven generations of my family's care. There is a growing global trend, increasing in popularity, featuring on-line special travel experiences. Lunenburg should embrace this heritage tourism market segment. Having made significant investments personally in time and money to restore our property our desire is to continue to protect and preserve. I appreciate some adjustments to encourage safety of short term rentals within existing frameworks through enforcement of zoning or other controls. It is concerning however that the proposals only serve to increase tax without any additional services. There is increased dialogue with the province, Airbnb and other stakeholders, like ourselves to encourage this tourism market. As our heritage property is located in the downtown commercial area it is not subject to the traditional zoning restrictions to protect residential neighborhoods. Short term rentals should be allowed for heritage properties, without any restriction, as a way to provide important additional revenue to immediately help offset the restrictions and significant real costs associated with maintaining our priceless built heritage. By enhancing and promoting this Heritage tourism type of accommodation, it would appear, these measures at the end of the day provide greater benefits to communities and the province.

Thank you for your consideration. I am happy to discuss and ask for an opportunity to present my concerns publicly before Council.

Lunenburg's Oldest House (Altestes Haus)



Lunenburg has a very rich and interesting history. This legacy as an iconic seaside town is now internationally recognized by the UNESCO World Heritage status attracting visitors from all over the globe.

A couple of important anniversaries of the Town were celebrated with Lunenburg Dollars and for a limited time accepted as money-legal tender within Lunenburg. One of the best-known buildings is the magnificent Lunenburg Academy school. In 1985 an Academy coin was issued to commemorate 90 years from 1895, since the opening. In 1978, to celebrate the 225th Anniversary of the Town's incorporation, a special coin was minted which featured our property. This home has long been recognized as the Oldest House in Lunenburg. Both coins have the famous Bluenose on one side built in Lunenburg in 1921. This gaff rig schooner, the most famous ship in Canadian history designed to fish and race will celebrate 100 years in 2021.

Our historic house presents only a modest façade on Pelham street but has three open levels on the Montague/harbour side. The inside is bright, airy and roomy featuring many fireplaces, metal ceilings, hand hewn beams, large wooden planks and "bake oven" in the traditional summer kitchen, which still exist. Centrally located, this geographic location, set into the steeply pitched hill, with vistas in all directions of the harbour, was important for defense and common practice for the earliest homes, as the earth provided added warmth and support. Built of logs fastened together with wooden pegs, originally it had a thatched roof. Although the exact age of the house is unknown, various experts have examined the construction and materials. The creation of an internal staircase when I was a Lunenburg

high school student, revealed a primitive, much older structure of Acadian design. This dates parts of the house to the Acadian period of the 1600's more than 100 years prior to the settlement of the German and French Huguenot immigrants in 1753. The property is thus one of the oldest known sites in Nova Scotia and our country.

My Great Grandfather, John Bruno Young or Jung was descended from the group of settlers in 1753. As there were only a few settlers at this time, so many Lunenburgers, like our family can trace their ancestral roots on both sides to these people. The formal written title documents to the Oldest House start with a Crown grant in the German/French settlement period.

In the late 1700's, the house was sold to Colonel Anderson, a United Empire Loyalist from Pennsylvania. He and his family lived in the house while he was building or had built other houses along Pelham Street which even today are known as "Anderson Houses". Anderson changed the structure of the house to an American style, known as "New York Dutch", which format remains today.

An article about the house was published in 1941 in the Acadamey yearbook, the "Seagull" written by my father before he graduated from the school in 1943. He writes that before 1783 a relative of James A. Anderson and his family occupied part of the house and in the east room had a tailor shop, with a front "like an old fashioned store". My father records that later this tailor shop was run by Alexander Cummings who lived in half the house with his family. Alexander's daughter, Anne, worked with him in the shop. She later married James Dowling, a son of Edward Dowling, my paternal Great Great Grandfather and future owner of the house. At this time the western half of the home was occupied by Colonel Anderson's granddaughter Eliza Anderson Burns who was married in the house to John Christopher Burns. They occupied parts of the home for many years with two of their children who were born in the house.

Edward Dowling, purchased the property in the 1860's with four town-lots. Edward and his wife Mary Ann Burns (sister to the above mentioned John Christopher Burns) are listed on the 1871 Census living at the Pelham street address with six of their seven children. Edward is recorded as a Collector of Customs. The doors closest to the Duke Street side of the house, originally the tailor shop, allowed entry to the Customs Office. Edward and Mary Ann's grave and family plot is adjacent to the Academy school, on the south side. A metal photo contained in an old family album was discovered in a recent restoration which is thought to be Edward Dowling.

My Great Grandfather, John Bruno Young married Edward's daughter Mary Eliza Dowling. My Great Grandmother, Mary Eliza studied piano at the New England Conservatory of Music in the United States where she purchased a piano. Returning home she brought the piano and taught music to local Lunenburg children. Her piano is still in the house. John Bruno, orphaned at 9 years old, like other settlers was hardworking and resilient. He became a prominent shipbuilder and merchant in the Town. His shipyard is now the site of Lunenburg's Fisheries Museum. Their oldest daughter, Lila, married John James Kinley, the oldest son of Captain James Francis Kinley a large, well known and industrist family in the town's history.

Edward's daughter, Ella, married William Romkey in 1892 and title to the house was transferred to them. In modern day the house is often referred to as the "Romkey House". On the death of my Great Uncle Will and Great Aunt Ella the house was willed to their only daughter, Ina Romkey, who I affectionately called, "Niney". Ina lived in the eastern part of the house and rented other parts, each

with their own civic number. During the War, Norwegian naval and army officers and their wives rented parts of the house. My Grandfather Kinley and Father received medals from the King of Norway for their assistance setting up a training camp in the town, known as "Camp Norway" to help Norwegian seamen after the German invasion. Our house became a gathering place for these Norwegians during this period. After the War part of the house was taken over by Canadian naval personnel and rented by the commanding officer, Lt Cdr Thomas Barbour and his wife. After Ina's death in 1972 my father inherited from Ina and was the owner of the Oldest House until, in accordance with his wishes, I received it by deed. Proudly, the ownership of this home has remained in my family for many consecutive generations. Our family connections go back through Mary Burns, Edward Dowling's wife, to the Burns and Anderson families, and to James Dowling's, wife, Anne Cummings, seven generations to the 1700's.

On July 6, 2019, my husband Eric and I were honoured to receive a Nova Scotia Built Heritage Award, "The Joyce McLulloch Residential Award for outstanding achievement in the conservation" of this house. When we became owners, the property was in desperate need of repair and was a large personal undertaking which took over two years, with work still to be done. We tried where ever possible to work with local trades in our restoration and to maintain the home's historical significance. With the helpful assistance of these experienced crafts people, we completed work in every room, inside and out.

Our home has been featured in Atlantic Canada Saltscapes magazine and chosen as one of 150 historical Nova Scotia pre Confederation buildings in the Canada 150 photo exhibit that travelled the province and is now a book. The house is now formally protected as a registered Provincial Heritage property, known as the "Oldest House", or Altestes Haus (meaning "Oldest House" in German) which is how my father referred to this property on the plaque he had made and placed on the outside of the house.

Paula E. K. Howatt

