

Subject: Rezoning of the Salt Meadows Subdivision
From: Marc Kiely, Director of Community Development
Date: Sept. 24, 2025



Synopsis

- Council requested that Staff initiate the process for consideration to rezone Salt Meadows in response to concerns raised regarding the density of development and associated issues such as traffic congestion and parking.
- This neighbourhood has an existing lot fabric that was subdivided under a previous subdivision by-law and land use-by-law, and it is felt that the currently allowed density (4 dwelling units plus an accessory dwelling unit) exceeds what the lot fabric can support or was intended to support.
- The rezoning to lower density residential use would limit dwelling units to 2 per lot plus an accessory unit, bringing this area of New Town in line with the character of rest of the neighbourhood.

Background

Current Planning Context

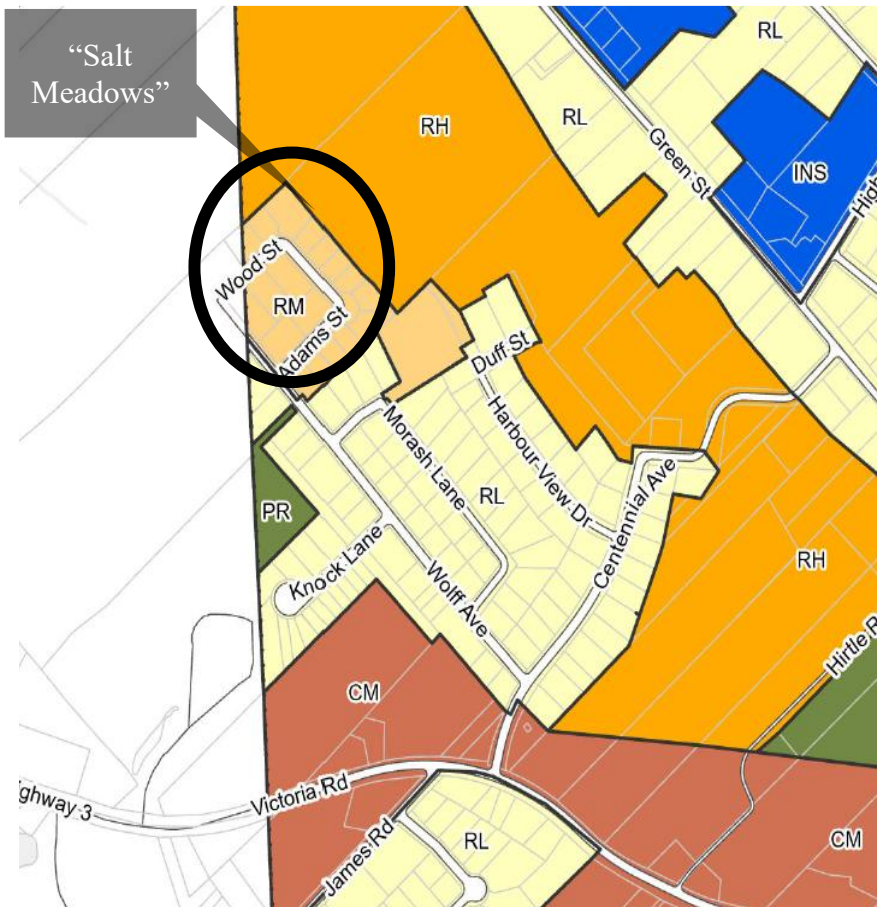


Figure 1 – Context Map showing the current Use Zoning

The MPS and Land-Use Bylaw (LUB) designate the subdivision as 'Residential' and 'medium density residential use' (RM). The remainder of the subdivided area northwest of Centennial Avenue is zoned 'lower density Residential' (RL). There is a portion of RM accessed from Harbour View Drive that is not part of the Salt Meadows subdivision area and is not being proposed to be rezoned.

The RM zoning is described in Policy 4-1 of the MPS, which states that it is intended to enable dwellings up to 4 units, B&B's with up to 6 units, home-based businesses, rooming houses, residential care facilities, and neighbourhood amenities, such as parks and trails.

The RL zone, under the same policy, is described similarly, but intending to enable dwellings up to 2 units, with rooming houses and residential care facilities removed.

The RL zone, as described, is consistent with the existing character and lot fabric of the neighbourhood.

Discussion

When the current LUB was adopted, the lot fabric was already established under the previous subdivision by-law:



Figure 2 – Google Earth Image from August 2021.

Since that time, two additional multi-unit buildings have been constructed on the existing fabric. These dwellings contain 4 dwelling units, plus an accessory unit each.

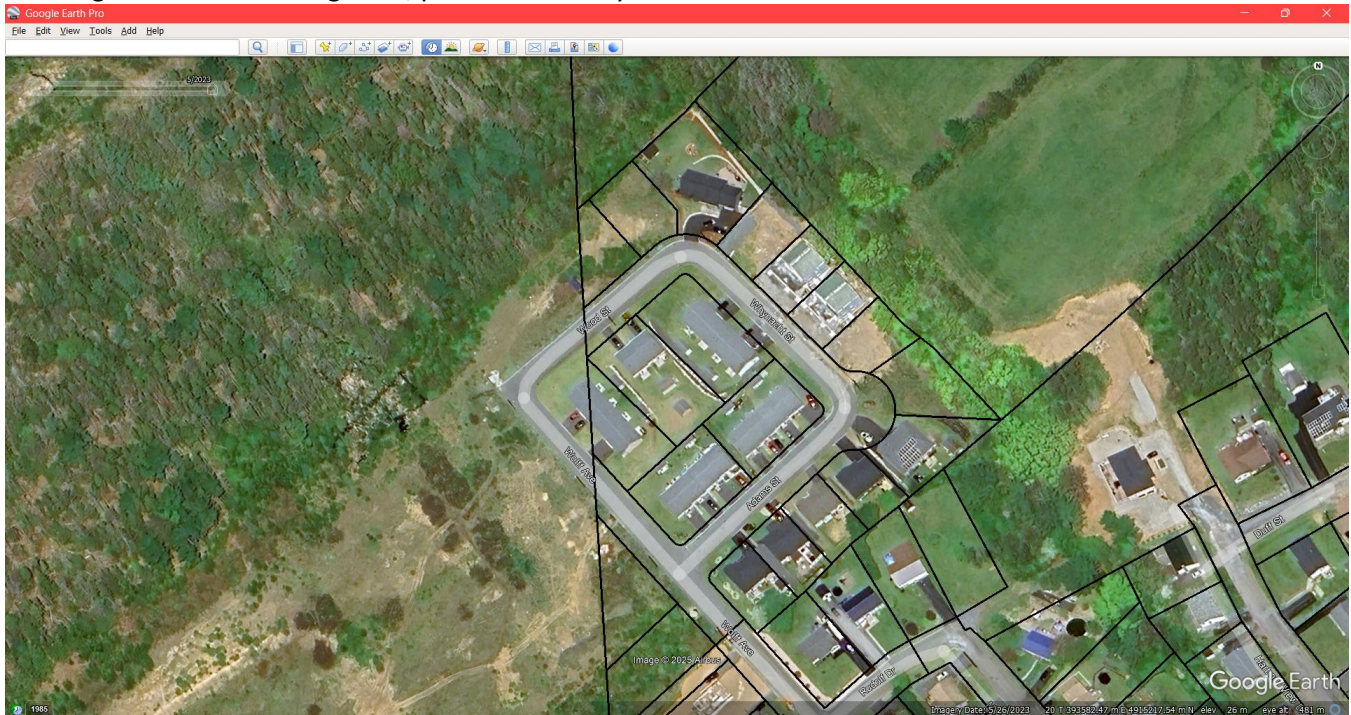


Figure 3 – Google Earth Image showing current build-out (May 2023)

Staff acknowledge that the density in this area was likely set too high when the LUB was adopted, given that the lot fabric was already in existence with smaller lots. It should be noted that under the previous LUB, there was no distinction between lower, medium, and higher density residential zones, and that development agreements were the tool to negotiate multi-unit development on any land zoned residential. The current LUB, on the other hand, has set area densities for different zones.

This neighbourhood has previously been identified as a gentle growth area (infill development), that, at the time, was intended to address future housing needs. Reducing the density of this area will reduce the number of homes that can potentially be made available in the future, in this area of town.

Proposed Mapping Change

The proposed mapping change to the Use Zone Map of the LUB can be found in Attachment C.

The proposal is a rezoning only, requiring no text changes to the LUB. The required change would be considered a 'mapping change' to the Use Zone Map in the LUB affecting only PID 60696663.

Policy 6-10 (Attachment B) anticipates requests like this one. This policy identifies three avenues to rezone properties notwithstanding Policy 4-2. This application satisfies Policy 6-10 (c).

Policy 6-11 of the MPS allows Council to consider an amendment to the Use Zoning Map, Schedule C, of the Land Use By-law (LUB) if the proposed amendment is consistent with this MPS and the general evaluation criteria for amending the LUB, as set out in Policy 6-19. Policy 6-10, 6-11 and 6-19 are reviewed in Attachment D.

Relevant Legislation

The *Municipal Government Act* (MGA) outlines the required process for amendments to the Land Use By-law.

Financial

The Town has initiated this process, and all costs relating to the rezoning are to be borne by the Town.

Attachments

- A. Policy 4-2
- B. Evaluation of Policy 6-10, 6-11 and 6-19
- C. Amendments to the LUB – Use Zone Map
- D. Review of Provincial Interest Statements and Lunenburg Accessibility Plan

Attachment A

MPS Policy 4-2

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

(a) The Residential Land Use Designation permits:

- i. Lower Density Residential Use (RL) Zone
- ii. Medium Density Residential Use (RM) Zone
- iii. Higher Density Residential Use (RH) Zone
- iv. Rural Use (RUR) Zone
- v. Institutional Use (INS) Zone
- vi. Parks and Recreation Use (PR) Zone

(b) The Main Street Land Use Designation permits:

- i. Commercial Mixed Use (CM) Zone
- ii. Institutional Use (INS) Zone
- iii. Parks and Recreation Use (PR) Zone

(c) Downtown Commercial Land Use Designation permits:

- i. General Commercial Use (CG) Zone
- ii. Institutional Use (INS) Zone
- iii. Parks and Recreation Use (PR) Zone

(d) Waterfront Designation permits:

- i. Waterfront Use (W) Zone
- ii. Marine Industrial Use (MM) Zone
- iii. Parks and Recreation Use (PR) Zone

(e) Industrial Designation permits:

- i. Industrial Use (M) Zone
- ii. Institutional Use (INS) Zone
- iii. Parks and Recreation Use (PR) Zone

(f) Parks and Institutional Designation permits:

- i. Institutional Use (INS) Zone
- ii. Parks and Recreation Use (PR) Zone

Attachment B
Evaluation of Policy 6-10, 6-11 and 6-19

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

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

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

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

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

Evaluation: The proposed Use Zone Change will be enabled by this Plan in keeping with Policy 6-10(a).

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

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

Evaluation: The proposed rezoning meets the general criteria for amending the Land Use By-law, set out in Policy 6-19 as reviewed below:

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

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

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

- (a) is consistent with the intent of this Municipal Planning Strategy;
The proposed rezoning are considered to be consistent with the intent of the MPS pursuant to Policy 6-10 (a).
- (b) does not knowingly conflict with any Town or Provincial programs, by-laws, or regulations in effect in the municipality;
Staff do not believe the amendment is in any conflict with the above.
- (c) is not premature or inappropriate due to:
 - i. the ability of the Town to absorb public costs related to the proposal;
No public costs are anticipated with the proposed amendments.
 - ii. impacts on existing drinking water supplies, both private and public;
No new development proposals are anticipated at this time.
 - iii. the adequacy of central water and sewage services or, where such services are not available, the suitability of the site to accommodate on-site water and sewage services;
The proposal is not premature or inappropriate due to the adequacy of central water and sewage services.
 - iv. the creation of excessive traffic hazards or congestion on road, cycling, and pedestrian networks within, adjacent to, or leading to the proposal;
The proposed rezoning is considered a less intensive use of land and will have less of an impact than development proposals permitted as-of-right under the current Medium Density Residential (RM) use zone.
 - v. the adequacy of fire protection services and equipment;
The proposal is not premature or inappropriate due to the adequacy of fire protection services and equipment.
 - vi. the adequacy and proximity of schools and other community facilities;
The proposal is not premature or inappropriate due to the adequacy and proximity of schools and other community facilities.
 - vii. impacts on UNESCO World Heritage Site statements of outstanding value;
The rezoning is reasonably expected to have negligible impact on the Statements of OUV.

- viii. the creation of a new, or worsening of a known, pollution problem in the area, including, but not limited to, soil erosion and siltation of watercourses;
The proposed rezoning will not cause any new, or worsening of any known, pollution problems.
- ix. site-specific climate change risks;
The proposed rezoning will not cause or increase any known site-specific climate change risks.
- x. the potential to create flooding or serious drainage issues, including within the proposal site and in nearby areas;
The rezoning will not cause any known flooding or drainage issues.
- xi. impacts on known habitat for species at risk;
The proposed rezoning will not have any impact on known habitat.
- xii. impacts on the navigability and environment of Lunenburg Harbour;
The proposed rezoning will not have any impact on navigation or have any impact on Lunenburg's Harbour.
- xiii. the suitability of the site in terms of grades, soil and geological conditions, the location of watercourses and wetlands, and proximity to rights-of-way; and
The proposal is not premature or inappropriate due to the suitability of the site in terms of grades, soil and geological conditions, the location of watercourses and wetlands, and proximity to rights-of-way.
- xiv. land use conflicts that could place limits on existing operational procedures at existing businesses.
The proposed rezoning are considered a type of "downzoning" from "Medium Density Residential" to "Lower Density Residential". As of a result, the proposal should have less land use conflicts through a lower development density.

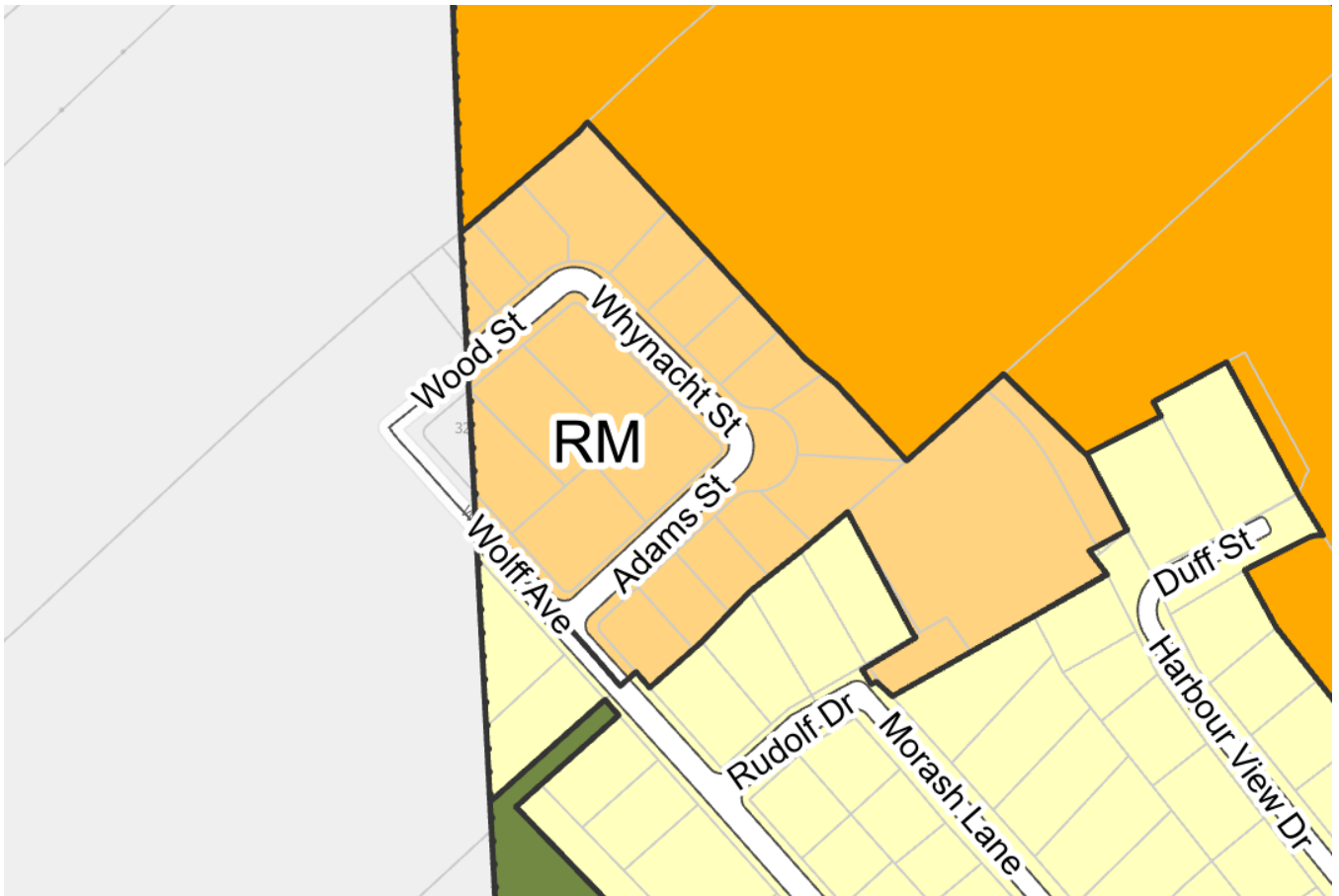
Attachment C

Amendments to Land Use By-law – Use Zone Map, Schedule “C”

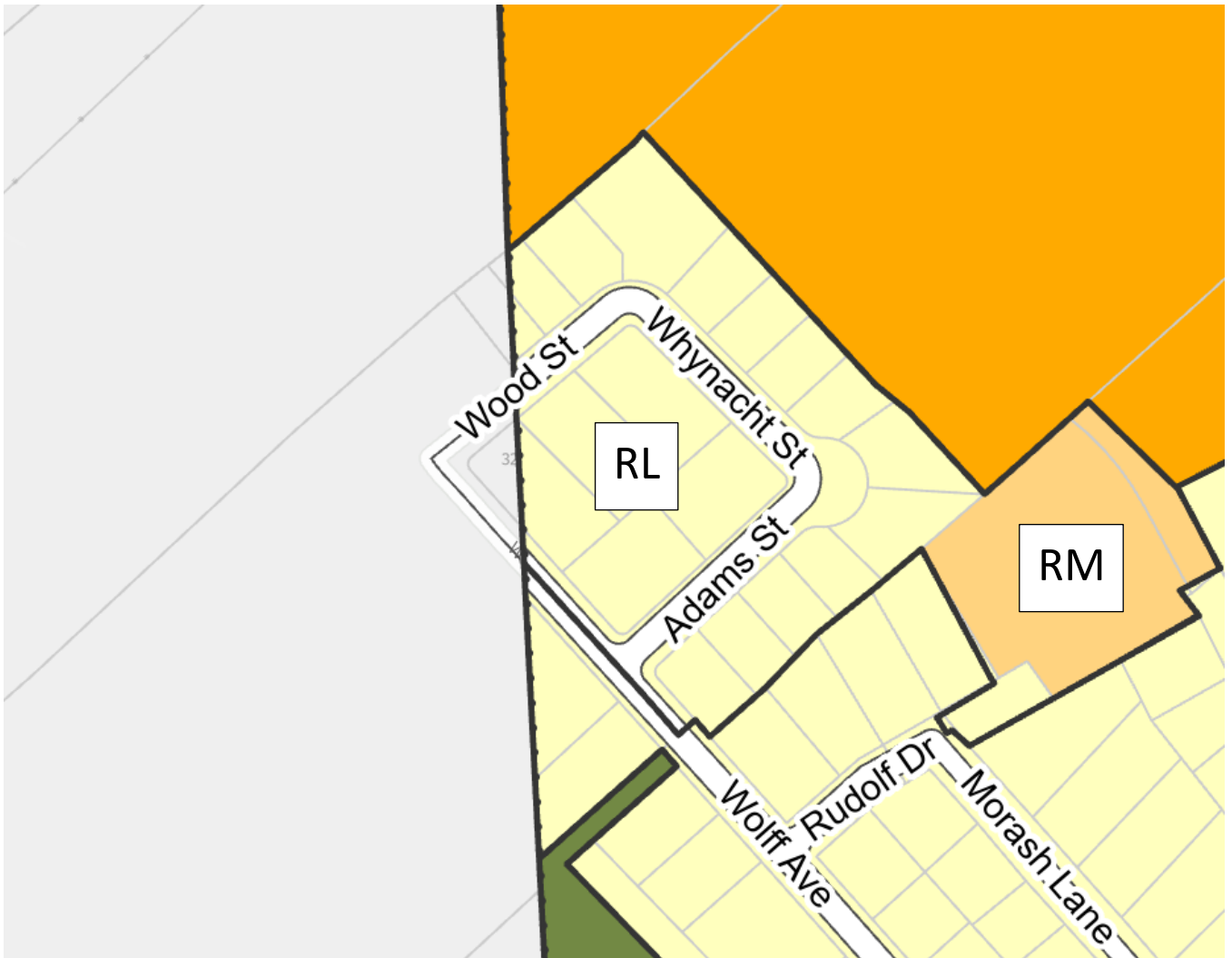
- 1) An amendment to the Land Use By-law, in particular the Use Zoning Map, Schedule “C”, thereby rezoning the lands as per table and maps shown below:

Property:	Application:
All of Salt Meadows Neighbourhood	Rezone from the Medium Density Residential (RM) Use Zone to the Lower Density Residential (RL) Use Zone

Existing Use Zoning Map, Schedule “C”:



Proposed Use Zoning Map, Schedule "C":



Attachment D

Review of Provincial Interest Statements and Lunenburg County Accessibility Plan

Provincial Interest Statements	
<p>Statement 1: Drinking Water</p> <p>Goal: To protect the quality of drinking water within municipal water supply watersheds.</p>	<p>The proposed rezoning of the subject lands will not affect Provincial Interest Statement 1. The quality of Dares Lake Watershed will not be affected by the proposed rezoning.</p>
<p>Statement 2: Flood Risk Areas</p> <p>GOAL: To protect public safety and property and to reduce the requirement for flood control works and flood damage restoration in floodplains.</p>	<p>The proposed rezoning will not have a direct impact on the Flood Risk Areas as identified on the Flood Risk Area Map, Schedule E, of the Land Use By-law and will not affect Provincial Interest Statement 2. The lands are located outside of the Flood Risk Area as identified on the Flood Risk Area Map.</p>
<p>Statement 3: Agricultural Land</p> <p>GOAL: To protect agricultural land for the development of a viable and sustainable agriculture and food industry.</p>	<p>The proposed rezoning of the subject lands will not affect Provincial Interest Statement 3.</p>
<p>Statement 4: Infrastructure</p> <p>GOAL: To make efficient use of municipal water supply and municipal wastewater disposal systems.</p>	<p>The proposed rezoning will not affect Provincial Interest Statement 4. The rezoning to “residential” is considered a less intensified use of land and should have less of an impact on Town infrastructure, with regards to water supply and wastewater disposal.</p>
<p>Statement 5: Housing</p> <p>GOAL: To provide housing opportunities to meet the needs of all Nova Scotians.</p>	<p>The rezoning is to reduce future residential housing density, potentially limiting future housing opportunities in this specific area.</p>

Review amendment through an accessible lens	
<p>Review amendment with a focus on equity, diversity, and inclusion.</p>	<p>This amendment is a rezoning of the density of land.</p>