



AGENDA

Heritage Advisory Committee Meeting

Monday, April 25, 2022 at 6:00 p.m.

Lunenburg Town Hall, 120 Townsend Street

(Agenda is subject to change due to additions and/or amendments)

1. Call to Order – Chair/Councillor Ernst
2. Acknowledgement of Mi'kma'ki the ancestral and unceded territory of the Mi'kmaq People – Chair/Councillor Ernst
3. Agenda – motion to approve

Motion: moved and seconded to approve the agenda.

4. Heritage Advisory Committee March 2, 2022 meeting minutes - motion to approve

Motion: moved and seconded to approve the March 2, 2022 meeting minutes.

5. Business Arising from the Minutes/Unfinished Business
6. New Business
 - a. 2022 Heritage Recognition Awards – Staff Report
 - b. HCD Plan and By-law Review Up-date
7. Next Meeting Dates – Call by the Chair
8. Adjournment – Chair.

HERITAGE ADVISORY COMMITTEE MEETING MINUTES

WEDNESDAY, MARCH 2, 2022 AT 6:00 P.M.

LUNENBURG TOWN COUNCIL CHAMBER

PRESENT: Councillor Stephen Ernst, Chair
Councillor Jenni Birtles
Faune Creaser
Nathalie Irving
Patricia MacDonald
Oliver Osmond
Mayor Matt Risser (ex-officio)

ALSO PRESENT: Mark Elsworthy, EVOQ Strategies
Chrystal Fuller, Brighter Community Planning & Consulting
Arthur MacDonald, Heritage Manager
Heather McCallum, Assistant Municipal Clerk
Katie Ollman, Brighter Community Planning & Consulting
Christophe Rivet, EVOQ Strategies

1. Call to order

The Chair called the meeting to order at 6:00 p.m.

A round of introductions

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

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

3. Agenda

Motion: moved and seconded to approve the agenda. Motion carried.

4. Heritage Advisory Committee November 29, 2021 meeting minutes

Motion: moved and seconded to approve the November 29, 2021 meeting minutes.
Motion carried.

5. Business Arising from the Minutes/Unfinished Business - Nil

6. New Business

a. 2022 Heritage Recognition Awards – Verbal update

The Heritage Manager reported that nominations are now open with a closing date of March 28, 2022. Committee members are welcome to submit nominations.

He reviewed the criteria and categories – available on the Town website here: <https://townoflunenburg.ca/heritage-recognition-awards.html>

b. Brighter Community Presentation – HCD Plan and By-law Review

Ms. Fuller introduced the Brighter Community/EVOQ team and noted that they have been in Lunenburg this week doing field work for their built form analysis. They will meet with the HAC again when the Background Study is completed and when the draft Plan and Bylaw documents are ready for review.

Mr. Rivet and Mr. Elsworthy reviewed their presentation (Schedule “A”).

Ms. Fuller noted that they will share the table of contents for the Background Study in advance to outline the scope.

7. Next Meeting Dates

The next meeting will be held on Monday, April 25, 2022 at 6:00 p.m.

8. Adjournment

There being no further business, the meeting was adjourned by the Chair at 7:12 p.m.

Heather McCallum, Assistant Municipal Clerk

Heritage Conservation Plan and Bylaw

March 2nd, 2022

Outline

- Context of the work: team, heritage policy
- Methodology
- Boundaries: HCD and ACA
- Broad themes
- Project specific questions: timeline, public participation
- Next steps

Context - Team

Brighter Community Planning and Consulting

- Chrystal Fuller
- Katie Ollman

EVOQ Strategies

- Christophe Rivet
- Mark Elsworthy
- Valentina Samoylenko

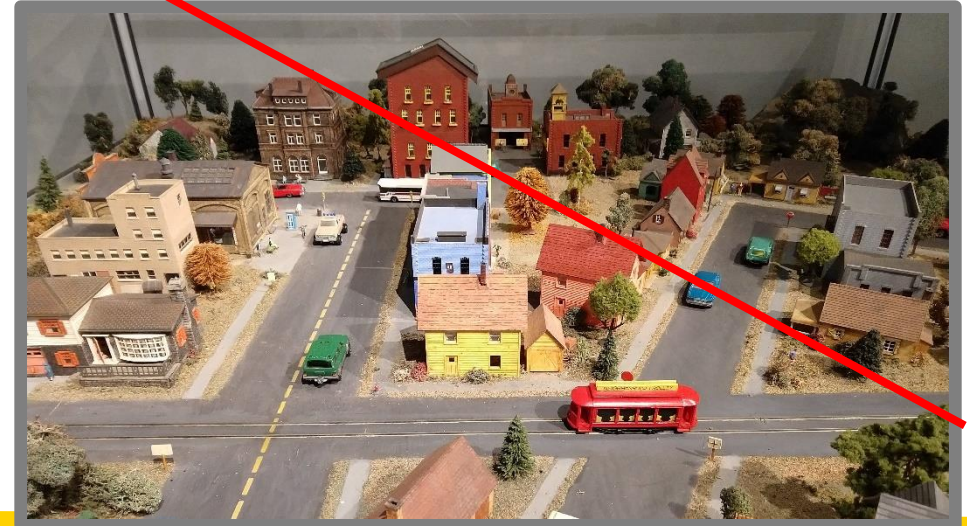
Context – Heritage policy

	World Heritage	National Historic Site	Heritage Conservation District
Designation	International	Federal (supported by provincial legislation)	Provincial / Municipal
Protective Legislation	Provincial	Provincial	Provincial Heritage Property Act Municipal HCD Bylaw
Policies	HCD Plan and Bylaw	HCD Plan and Bylaw* *for federal funding S&Gs	HCD Plan and Bylaw
What do they value	<ul style="list-style-type: none"> • Buildings or structures and their settings based upon their historic or architectural value; • The service infrastructure upon the heritage value of the district • Settings • Continuing vernacular architectural style 	<ul style="list-style-type: none"> • Colour • Large scale of waterfront buildings • Buildings based on historical or architectural value • Open spaces • Settings • Lot sizes 	<ul style="list-style-type: none"> • Buildings or structures and their settings based upon their historic or architectural value; • The service infrastructure upon the heritage value of the district • Settings • Lot sizes • Original elements • Trees, monuments, and urban furniture and elements
Gaps	<ul style="list-style-type: none"> • Function • Shape of grid pattern • Social and economic purpose 	<ul style="list-style-type: none"> • Function • Shape of grid pattern 	<ul style="list-style-type: none"> • Function • Visual character and views

Context – Heritage Policy

Goal of the Background Study and By-Law:

- To update the Heritage conservation By-laws, and bring them in line with the direction from the CCP;
- To foster change that reflects conservation practices and principles – **NOT** to put a dome over Old Town or live in a mythical community.



Context – Heritage Policy

- The HCD Area should reflect a clear narrative about Lunenburg Old Town;
- Boundaries need to be clear and justified;
- Many of the ingredients for the background study are already there, but there are some gaps:
 - The built form analysis is key to bolstering the background study, and the refining/development of policies and guidelines;
 - The notion of contributing and non-contributing properties may be explored.

Methodology

The methodology applied to develop the background study follows a standard of:

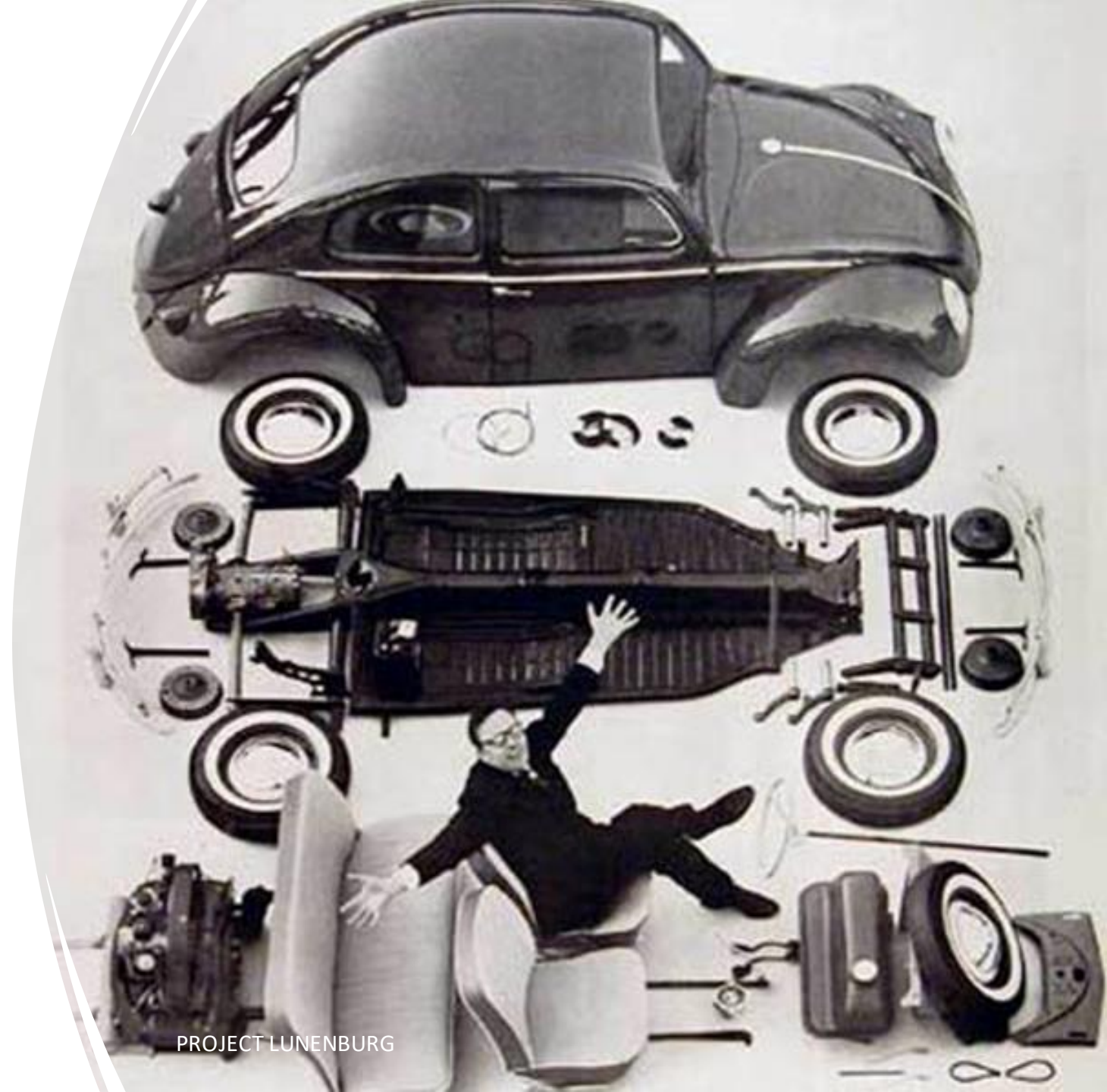
- Identifying the properties and the story that ties them together;
- Identifying the boundary to define the HCD;
- Identifying the context (social, economic, environmental, cultural) that might affect the proposed HCD;
- The relationship with the other planning tools;

Since this is an update, we are building upon the existing tools to assess the gaps, improvements, and strong points – objective is to ensure they are **efficient and relevant** for the Town in achieving the conservation of heritage and providing for its residents.

Research and fieldwork

The whole is greater than the sum of all parts

- Lunenburg Old Town's story is that of a planned town, with different urban components within clear boundaries
- Its built-form and landscape reflect the history and evolution of that whole



Those parts
reflect diverse
programs, uses
and stories





Neighbourhood



Civic Core



Main Streets



Working Waterfront



Surrounding Buffer

- They can set the stage for distinct approaches for policies and guidelines.
- All of the parts are important to the whole, yet each character area faces distinct realities and pressures.





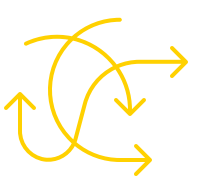
Boundaries

The issue of boundaries is critical:

- Multiple types of tools – HCD, Municipal Heritage Properties and ACA
- Boundaries should be tied to purpose and to tools
- Current boundaries – HCD, NHS, ACA, Municipal Heritage Properties, WHS – aim to streamline where there's a shared objective
- Character areas help define boundaries

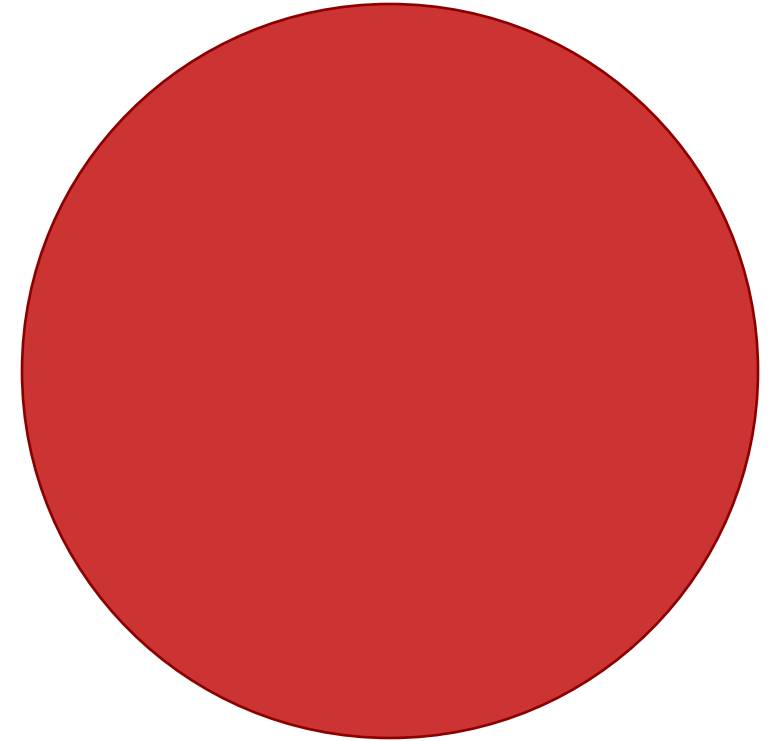
ACA and boundaries





Broad themes

- Climate change
- Boundaries have limits (Architectural Control Areas)
- Addressing a diversity of needs and pressures
- This work is one of many components of the overall CCP
- Materials, authenticity, styles, rehabilitation, restoration
- Built form and land form



Project specific questions

- Public participation
- Approval process
- Timelines
- Other issues to be aware of

Circulated: _____

Document No:
Meeting: HAC – April 25, 2021
Circulate To: HAC, Council, BR
File:

MEMORANDUM

TO: HERITAGE ADVISORY COMMITTEE

FROM: ARTHUR MACDONALD, HERITAGE MANAGER

DATE: APRIL 12, 2022

RE: HERITAGE RECOGNITION AWARDS

1. FACTS

A. Background

In keeping with the Town's Heritage Recognition Awards Program, the Town advertised for nominations on February 23rd and March 2nd, 2022. The nomination period closed on March 28th. Staff has identified two (2) projects that were deemed worthy of consideration. One nomination was received.

Civic Address:	Owner:	Nominator:
146 Bluenose Drive	Develop Nova Scotia	Staff
213 Montague Street	Susan Sanford and Brian Richardson	Staff
94 Townsend Street	Rector Warden St. John's Anglican Church	Stephen Ernst

The committee may wish to nominate additional projects for consideration. The categories as well as the criteria are enclosed in the Heritage Recognition Awards Program attached in **Attachment "A"**.

B. Proposal

The Heritage Recognition Awards is intended to recognize the fine work of property owners, craftsmen, and developers in enhancing Lunenburg as a UNESCO World Heritage Site and to heighten public awareness of Lunenburg's rich built heritage.

The owners of the nominations approved by Council will be invited to the Town's 269th Birthday Ceremony on June 7th, 2022, where they will be presented with their Heritage Recognition Certificates.

This year the Town is organizing a joint Birthday and Grand Opening of the Lunenburg Academy Heritage Classroom on June 7th on the grounds of the Lunenburg Academy. All are invited to attend.

2. ISSUES AND OPTIONS ANALYSIS

- Council may approve the nominations as presented.
- Council may approve an alternative list of nominations.
- Council may refer the matter back to the HAC for further discussions.

3. FINANCIAL IMPACT

There is sufficient funding in the 2022/23 fiscal budget to cover the costs associated with manufacturing the certificates as well as holding the event.

4. STRATEGIC PLAN RELEVANCE

CCP Strategic Direction:

6. Heritage: Direction to protect and enhance existing heritage assets and to support a wider cultural narrative.

CCP Guiding Principal:

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

5. RECOMMENDATION AND DRAFT MOTION

It is recommended that Council approves the following nominations for the Town's 2022 Heritage Recognition Award.

Motion: Moved by seconded by that the following nominations for the Town's 2022 Heritage Recognition Award be approved.

Civic Address:	Category:
146 Bluenose Drive	Rehabilitating a building that contributes positively to the design of the original structure.
213 Montague Street	Rehabilitating a building that contributes positively to the design of the original structure.
94 Townsend Street	Preserving or restoring the original character of a building.

ATTACHMENTS:

- A.** Heritage Recognition Awards Program Complete with Criteria and Rating System.
- B.** Nominations for the 2022 Heritage Recognition Awards Review.

Acknowledged by:

Kevin Malloy
Interim CAO

ATTACHMENT “A”

Town of Lunenburg

Heritage Recognition Awards Program

Purpose:

To recognize property owners and developers for a “job well done” in outstanding restoration and/or rehabilitation work as well as well-designed infill developments that contribute positively to the streetscape in which they are located. It is intended the Program recognize small as well as large projects and consider nominations from throughout the Town.

Recognition Categories:

The Heritage Advisory Committee will accept nominations or will nominate from information provided by the Town’s Heritage Manager that fall under the following categories:

- preserving or restoring the original character of a building;
- rehabilitating a building, including successfully integrating modern elements that contribute positively to the design of the original structure;
- successfully blending an addition and/or adaptive reuse of a building that contributes positively to the design of the original structure;
- new infill developments that successfully blend into and contribute positively to the streetscape in which it is located; and
- the long term preservation stewardship of a building.

Review:

Nominations will be reviewed by Staff and forwarded to the Heritage Advisory Committee (HAC) for consideration. The HAC will provide their recommendations for Council’s consideration. Upon considering the HAC’s review, Council will approve those nominations they deem appropriate.

Heritage Recognition Awards Program

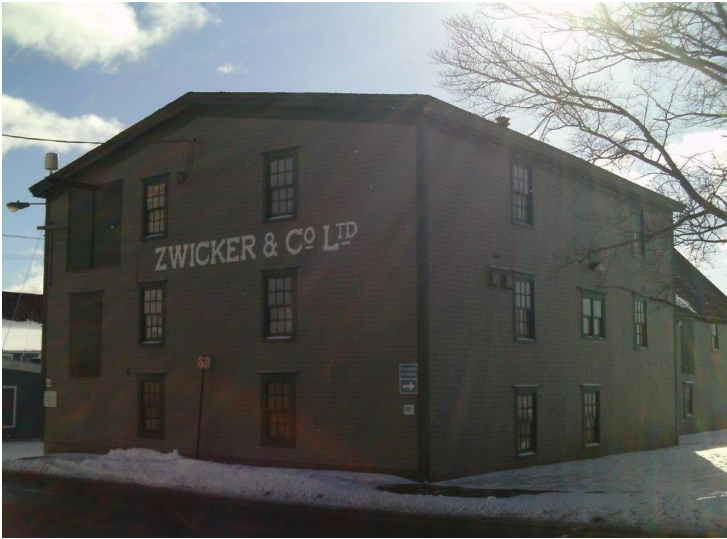
Criteria – Ranking System

Criterion:	Score: High - 2 Points; Low - 1 Point:
Registered Federal, Provincial or Municipal Heritage Property/Site: (Maximum 1 point)	
Located in Heritage Conservation District or the Architectural Control Area: (Maximum 1 point)	
Works contribute positively to Lunenburg's Architectural Traditions:	
Works contribute positively to the streetscape:	
Works enhances building's architectural style:	
Rating Score:	____ / 8
	Nominations should receive a score value of 4/8 or better to be considered for a Heritage Recognition Awards unless there is compelling evidence to consider otherwise.

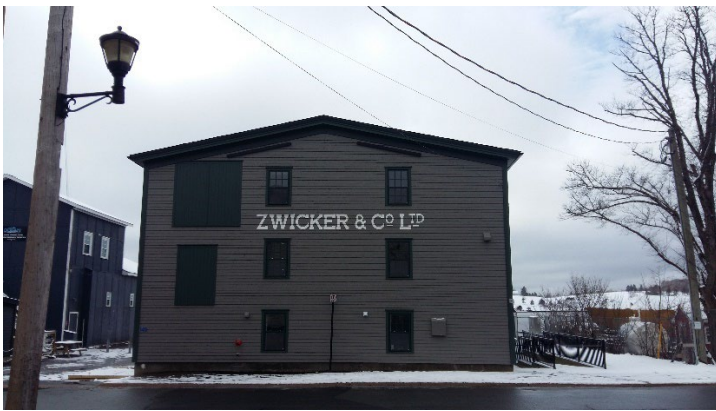
ATTACHMENT "B"
Nominations for the 2022 Heritage Recognition Awards

146 Bluenose Drive

Before Photo:



After Photos:



Heritage Recognition Awards Program Criteria – Ranking System

Criterion:	Score: High - 2 Points; Low - 1 Point:
Registered Federal, Provincial or Municipal Heritage Property/Site: (Maximum 1 point)	0
Located in Heritage Conservation District or the Architectural Control Area: (Maximum 1 point)	1
Works contribute positively to Lunenburg's Architectural Traditions:	2
Works contribute positively to the streetscape:	1
Works enhances building's architectural style:	1
Rating Score:	5/8
146 Bluenose Drive	Nominations should receive a score value of 4/8 or better to be considered for a Heritage Recognition Awards unless there is compelling evidence to consider otherwise.

213 Montague Street

Before Photo:



After Photos:



Heritage Recognition Awards Program Criteria – Ranking System

Criterion:	Score: High - 2 Points; Low - 1 Point:
Registered Federal, Provincial or Municipal Heritage Property/Site: (Maximum 1 point)	0
Located in Heritage Conservation District or the Architectural Control Area: (Maximum 1 point)	1
Works contribute positively to Lunenburg’s Architectural Traditions:	1
Works contribute positively to the streetscape:	1
Works enhances building’s architectural style:	2
Rating Score:	5/8
213 Montague Street	Nominations should receive a score value of 4/8 or better to be considered for a Heritage Recognition Awards unless there is compelling evidence to consider otherwise.

94 Townsend Street

Before Photo:



After Photos:



Heritage Recognition Awards Program Criteria – Ranking System

Criterion:	Score: High - 2 Points; Low - 1 Point:
Registered Federal, Provincial or Municipal Heritage Property/Site: (Maximum 1 point)	1
Located in Heritage Conservation District or the Architectural Control Area: (Maximum 1 point)	1
Works contribute positively to Lunenburg's Architectural Traditions:	2
Works contribute positively to the streetscape:	2
Works enhances building's architectural style:	2
Rating Score:	8/8
94 Townsend Street	Nominations should receive a score value of 4/8 or better to be considered for a Heritage Recognition Awards unless there is compelling evidence to consider otherwise.

To:	Lunenburg CCP Steering Committee #4
From:	Brighter Community Planning and Evoq
Date:	2022-04-020
Re:	HCD Boundary Recommendation

Introduction

This memo outlines the options for the Heritage Conservation District Plan (HCD) and bylaw boundary and how to potentially address Architectural Control Areas (ACA) within the context of the HCD.

The HCD Plan and Bylaw review is an initiative undertaken in response to the recently adopted Community Comprehensive Plan. The CCP establishes 10 strategic directions and nine guiding principles that guide the Town when making decisions. To implement the strategic actions and policies relating to heritage, the HCD Plan and bylaw require updating.

The process for the HCD review is as follows:

- Inventory of Build form within the HCD and ACAs
- Background Report - Approval by Council and Submission to the Province
- Drafting of HCD Plan and Bylaw and Public Participation
- Council approval of HCD Plan and Bylaw

The Building Inventory is completed, and the consulting team is currently drafting the Background report, which will include conclusions from the analysis of the building inventory. The Consulting Team requires guidance from the Steering Committee before finalizing the draft Background study, particularly the issue of the HCD boundary.

The Steering Committee has expressed a desire for the Architectural Control Areas, established in the Municipal Planning Strategy, to be included in the HCD bylaw review process. This could include incorporating them into the HCD, eliminating the ACAs altogether or amending the ACAs somehow.

Our analysis and recommendations, however, must be considered within the context of the 10 Strategic Directions with particular attention paid to the two Strategic Directions relating to heritage:

- Heritage: Direction to protect and enhance existing heritage assets and support a wider cultural narrative.
- 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, supports and other activities.

The ACAs are currently written in a prescriptive manner based on the form and detailing of pre-1940 properties found within those areas. Furthermore, this planning tool is not seated in heritage conservation principles. As an HCD tells the heritage “story” and any new elements incorporated into the HCD must support and enhance that narrative. The discussion and recommendations that follow integrate the CCP strategic directions with heritage planning best practice approaches.

Purpose of this report

Before providing a draft of the background study, the consulting team is seeking direction from the Steering Committee regarding the boundary of the HCD.

CCP

There has been discussion at the Steering Committee level encouraging the consulting team to consider how the Architectural Control Areas established in the MPS relate to the HCD and specifically if the ACAs should be included in the HCD. The Steering Committee has also directed the consulting team to be consistent with and support the implementation of the CCP.

There is no specific direction within the CCP regarding how to address ACAs; however, there is an objective within the CCP (G5) which states, “Continue to build and maintain a system of municipal administration that can adapt to changing community needs and aspirations.” This objective is to be implemented through 11.1 b) of the CCP which states that the Town will undertake a policy, procedure and bylaw review to enable implementation of the CCP.

Other important objectives from the CCP relating to heritage are:

C1 Protect and maintain the Town’s character-defining elements

HE1: Preserve the valuable 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.

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.

Objective C1 has several action items that are relevant to this discussion. These are

- Foster a vibrant downtown in the Old Town Core area through a broad mix of land uses, supporting infrastructure and necessary critical mass
- Maintain the distinctive Old Town character by preserving and reinforcing the elements that impact a sense of history, culture and unique natural setting.
- Ensure that new development in the Old Town Core respects and complements the surrounding context

Objective U3 also has a number of action items to support its implementation. These are:

- Consider the adoption of design guidelines for areas within the Town.
- Encourage façade material or colour variety from building to building to highlight the fine grain of the traditional development pattern.
- Use original or similar materials for repairs and renovations of historic buildings.
- Respect the neighbouring historic material choices by using similar or complementary materials and form/character in the construction of infill projects.
- Embrace contemporary vernacular design.

CCP and HCD

The HCD is a designation applied to an area of Town to retain and support the heritage values of Old Town Lunenburg. It is the combination of the street grid layout, lot configurations, buildings and the civic function it plays that tells the Lunenburg HCD story.

An architectural control area is a tool used within a Land Use Bylaw that protect streetscapes by closely regulating the exterior form of a building. The use of the building is not as important to the ACA regulations as is the exterior form.

Options

1. **Remove Tannery Row ACA and add a portion of the Dufferin Street ACA into Boundary (Recommended Option)** - With this option, a portion of the Dufferin Street ACA would be included in the HCD. Dufferin Street acts as the ceremonial entrance into Old Town Lunenburg, creating a sense of entry, transition and continuity. Dufferin Street is also the historical expansion area to Old Town, and is part of the historical evolution from the Old Town street grid to an area that accommodated the next stage of Lunenburg's growth once Old Town could not accommodate the population. This corridor's history, function, and form can all be tied to the story of Old Town Lunenburg

in a way that meets the expectation for an HCD to have a clear and coherent narrative.

Although the Tannery Road ACA has some significant historic buildings, this part of Lunenburg is more difficult to link to the Old Town story. There has been a great deal of development in this area that makes the streetscape lacking in cohesion, with heritage homes alongside more recent structures, and gaps in the coverage along Tannery Road. The lot pattern, the built form and the pattern of development is not directly connected to that of Old Town.

Based on a revision of the boundary, this option could also consider the removal of properties from the north side of Creighton Street from the HCD. Individual property designations are a potential solution for properties that have value as heritage resources that would now fall outside of the boundaries of the HCD.

Pro	Cons
<ul style="list-style-type: none"> Eases administrative processes by removing ACAs and integrating a portion of Dufferin Street into the HCD. The Dufferin Street area of protection would be smaller than the existing ACA (supports Objective HE1). 	<ul style="list-style-type: none"> Some properties that are neither within the HCD or the ACA will be added to the HCD. This may cause concern by the impacted property owners.
<ul style="list-style-type: none"> Recognizes the Dufferin Street Area's contribution to Old Town as the ceremonial entrance. 	<ul style="list-style-type: none"> Some property owners may be concerned with the elimination of the Tannery Road ACA.
<ul style="list-style-type: none"> Supports Objective U2, regarding reinforcing a sense of place by linking the entrance to Old Town to the actual Old Town street grid. 	<ul style="list-style-type: none"> There may be a need for additional public consultation to ensure all impacted property owners are informed of any changes. This is because some property owners are neither in the ACA or HCD would now be impacted, and it would be important to ensure they understood the impacts of being with the HCD.
<ul style="list-style-type: none"> Some residents may be concerned about losing the ACA requirements, particularly along Falkland 	<ul style="list-style-type: none"> Community concerns about the removal of the ACA for Falkland Street
<ul style="list-style-type: none"> The Land Use Bylaw alone would guide all future development outside the HCD, eliminating additional steps for property owners. (supports Objective G5) 	
<ul style="list-style-type: none"> New types of architecture would be permitted in the areas where the HCD and ACAs are not in force (supports Objectives 	

HE2 and HE1)	
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2. **Updated status quo** - Currently there are two ACA areas and the HCD. It would be possible to adapt the ACA criteria in the By-law to simplify criteria to focus more on form than on details, while still maintaining design controls. The existing situation can continue, while simplifying the ACA criteria so that it is more flexible for new construction and alterations. However, by maintaining a modified version of the status quo, the Steering Committee will have to assess if it feels the CCP Objective G5 is being met adequately.

Pro	Cons
<ul style="list-style-type: none"> • no new impacts to landowners. 	<ul style="list-style-type: none"> •By having two separate tools, ACA and HCD, there is a perceived administrative burden to the town.
<ul style="list-style-type: none"> • Simplified ACA criteria will make renovations, additions and new construction more flexible, while maintaining certain key elements such as massing, materials and setbacks. 	<ul style="list-style-type: none"> •There is confusion about what constraints apply, which remains unresolved

Impact to Property Owners

If the Steering proceeds with the recommended option, the impact on property owners will be as follows:

Added to the HCD (not currently in an ACA)	12
Added to the HCD (currently in Dufferin ACA)	32
Removed from HCD (Creighton, 82 Kempt, 18 Blockhouse Hill Road)	7
Removed from ACAs and not included in HCD	35

Given that with this option, there will be 12 properties added to the HCD who are not currently covered by any kind of heritage regulations, and 35 properties that will be removed from the ACAs and not included in the HCD, there may be some concerns on the part of the public or properties.

The Steering Committee may wish to consider how it wishes the Town of Lunenburg to notify property owners of the changes and if the public consultation process of holding one PPM is sufficient. At a minimum, all property owners whose properties are impacted by either being removed from an ACA or the HCD, or added to the HCD should be notified by mail of the proposed change.

Recommendation

Given the directions from the CCP, the inventoried heritage assets, a review of a variety of plans and background materials related to Lunenburg and the building form analysis preliminary results, we recommend the following boundary adjustment to the HCD. In addition, we are recommending that the Town, , notify all impacted property owners by mail of the proposed boundary change.

