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Planning Advisory Committee Meeting Agenda

Thursday, April 24, 2025 – 7:00 p.m.

MODL Council Chambers, 10 Allee Champlain Drive, Cookville NS

In Person and Via Audio and Video Conference

- 1. Call To Order**
 - 1.1 Mi'kma'ki Territorial Acknowledgement
- 2. Review of Procedure for Public to Address the Committee – Chair (below)**
- 3. Approval of Agenda** (any other items to be added)
- 4. Approval of Minutes of Thursday, February 20, 2025**
- 5. Planning Advisory Committee Matters**
 - 5.1. Eastwood Estates Cluster-Style Land-Lease Community Development Agreement
Lot FE-1 MacCulloch Road (PID 60709383) 1-23
- 6. Business Arising from Minutes**
 - 6.1. Osprey Village Secondary Planning Strategy and Land Use By-law Amendments 24-40
- 7. Heritage Advisory Committee Matters** (Nil)
- 8. Added Items**
- 9. In Camera** (Nil)
- 10. Next Meeting Date: Thursday, May 22, 2025**
- 11. Adjournment**

Procedure for Addressing the Committee

An opportunity will be provided to all citizens to address the Committee on each agenda item shown on this Agenda or added to the Agenda by the Committee. Individuals who wish to address the Committee are asked to note the following:

- On each matter on the Committee's Agenda, the Chair will seek public comment upon the completion of staff's presentation.
- Each person shall state their name.
- All statements and questions shall be directed to the Chairperson.
- Presentations shall be limited to 10 minutes. Persons wishing to address the Committee a second time will be given opportunity to do so once all others in attendance have had the opportunity to address the Committee. Persons addressing the Committee for a second time shall limit their presentations to 5 minutes.

Anyone wishing to address the Committee on a matter not included on this Agenda can have the matter added to the next meeting's Agenda by contacting Jeff Merrill, Director of Planning, at 902-541-1340 or by email at planning@modl.ca



The Municipality of the District of Lunenburg

Request for Decision

Report to: Planning Advisory Committee

Submitted by: Ella R. Gindi, Planner II

Date: April 24, 2025

Re: Development Agreement Review for Proposed Land Lease Community
on Lot FE-1 MacCulloch Road

Recommendation

That the Planning Advisory Committee recommend that Municipal Council enter into a Development Agreement for the land-lease cluster development on Lot FE-1 MacCulloch Road (PID 60709383), as it is consistent with the Development Agreement requirements outlined in the Municipal Planning Strategy.

Executive summary

The proposed Eastwood Estates modular single-family cluster development, located on Lot FE-1 MacCulloch Road in Cookville, Nova Scotia, is a land-lease community consisting of up to 23 units. This report outlines the development's background, planning policies, and input from stakeholders, including public feedback gathered during an information session held on March 19, 2025. The development adheres to municipal planning policies and addresses public concerns regarding environmental impact, fire protection, water flow, noise, and waste collection. The development agreement process allows for appropriate oversight and ensures that concerns raised by both the public and municipal staff are addressed in the planning and approval stages.

Background

The subject property is located on Lot FE-1 MacCulloch Road in Cookville, Nova Scotia (PID 60709383). The applicant proposes a modular single-family cluster development configured as a land-lease community with up to 23 units.

At the time the application was submitted, the site was unzoned and subject to the municipal-wide Cluster Development bylaw, which received its first reading on January 28, 2025.

Accordingly, the project was required to proceed through a development agreement (DA) process in accordance with the Municipal Planning Strategy (MPS).

An information session was held by planning staff on March 19, 2025, where the Development Agreement process and cluster development were presented to the public. The developer also shared details about the proposed development, and approximately 15 members of the public attended. The session provided an opportunity for the community to ask questions and voice concerns, which have been carefully considered in the planning process.

On March 25, 2025, Council directed staff to revise the cluster development regulations to allow exemptions for qualifying projects until December 31, 2026. However, due to the nature of the land-lease model—where units are only placed after purchase—the development is unlikely to meet the standard 12-month building permit window. The developer has therefore opted to proceed through the DA process, which offers a more suitable and streamlined path aligned with municipal oversight and future permitting.

Discussion

Policy Context and Evaluation

The proposal must comply with the relevant sections of the Municipal Planning Strategy (MPS), which set criteria for cluster developments and govern the development agreement process. Council may set conditions in the DA related to street networks, site access, emergency routes, water, sewer, environmental impacts, stormwater management, grading, erosion control, project phasing, and completion timelines.

Council may also require technical documents from the developer, such as a detailed site plan, hydrogeological assessments, environmental impact studies, and emergency access evaluations.

Site Plan Summary

The proposed development, named Eastwood Estates, is laid out in four phases and accessed by a private road (Eastwood Drive) ending in a cul-de-sac for emergency vehicle turnaround.

Phasing:

- Phase 1: 5 units
- Phase 2: 7 units
- Phase 3: 5 units
- Phase 4: 4 units (replacing the office and display homes)

Servicing and Infrastructure:

- **Private Road:** The private road, Eastwood Drive, will be 6 meters wide, designed to accommodate two-way traffic. It will end in a cul-de-sac to facilitate emergency vehicle access and safe turnarounds.
- **Water:** Connection to the existing 300 mm main on MacCulloch Road, with internal water lines and a heated meter chamber installed as per Public Service Commission requirements.
- **Sanitary:** Two on-site septic fields:
 - Field A: 1,778 m² (up to 16 units)
 - Field B: 556 m² (up to 5 units)
 - Dosing chambers and pumps will support zone-based distribution.
- **Stormwater:** Management includes a retention pond, rock-lined ditches, and street catch basins.

Utility Services:

- A 12 m-wide easement is provided for overhead electrical infrastructure in favour of Nova Scotia Power Incorporated (NSPI), including poles and future easement adjustments.

Floodplain and Stream Proximity:

- The site plan accounts for the 100-year floodplain. No residential units are located within the flood-affected area.

- Provincial setback guidelines are respected with 15 m and 30 m clearances from the stream to water-tight and non-water-tight septic components.

External Agency and Municipal Feedback

Emergency Services (RCMP, Fire, EHS): Confirmed the private road and turnaround bulb meet access requirements; no safety concerns noted.

Town of Bridgewater:

- **Engineering:** No objections if the developer secures approval from the Bridgewater Public Service Commission.
- **Town of Bridgewater planning staff:** Traffic impact is expected to be minimal with a signalized intersection in place.
- **Lunenburg County School Board:** No concerns.

Department of Public Works:

The Department expressed concerns regarding the proximity of proposed structures and the number of individual accesses fronting onto MacCulloch Road. Specifically:

- No structures—including septic tanks, retaining walls, or parking stalls—may be located within 5 meters of the road right-of-way (ROW).
- All entrance approvals are conditional on Sight Stop Distance (SSD) information and the intended use of each access point. Final entrance locations and approvals will depend on this data.

Environmental Review

a. Notification from Nova Scotia Environment:

The developer submitted a Notification Receipt under Part V of the Environment Act for proposed on-site sewage disposal work. This confirms the development must follow the Nova Scotia On-site Sewage Disposal Systems Standard. The notification must remain on-site, and compliance is the developer's responsibility. This submission does not replace the need for any other required municipal, provincial, or federal permits.

b. Species and Habitat Review by Planning Staff:

Planning staff conducted a desktop review using provincial mapping tools to assess the presence of species at risk or sensitive habitats. No species at risk were identified on the site.

The presence of a stream near the proposed road was also observed. Currently, there are currently no inland watercourse regulations prescribing a required setback for the road.

Public Input and Planner's Feedback

Septic Systems and Odour:

- Concern: Potential smells from septic systems impacting nearby units.
- Response: Engineer confirmed airtight system design eliminates odour risk.

Flooding and Vegetation:

- Concern: Previous developments removed vegetation, blocked streams, and contributed to flooding.
- Response: Engineer confirmed 100-year flood event has been factored into the design.

Water Flow and Fire Protection:

- Concern: Adequate water flow and fire hydrant availability.
- Response: Engineer confirmed sufficient water flow and fire protection have been included in the plans.

Green Space and Tree Preservation:

- Appreciation: Public welcomed inclusion of green spaces.
- Concern: Removal of large trees and loss of natural features.
- Response: Planner confirmed that minimizing tree removal will be considered during final approvals.

Road Access During Development:

- Concern: Potential road closures, particularly during lateral installation.
- Response: Developer clarified that any disruptions will be managed and communicated appropriately.

Waste Collection:

- Concern: How garbage collection will be handled on a private road.
- Response:
 - Seasonal collection available with 3 occupied homes.
 - Year-round eligibility at 7 occupied homes.
 - Developer must request garbage collection when thresholds are met.

Street Lighting and Fencing:

- Streetlights: Will be installed along the private road for safety.

Fencing:

- Nearby residents requested the developer to consider fencing for privacy.

Budget/Financial Implications

N/A

Climate Change/sustainability

Increasing housing density on the same property helps reduce urban sprawl, supports more efficient land use, and makes better use of existing infrastructure and services.

Inclusion Diversity equity and Accessibility (IDEA@MODL)

The proposed development will increase the affordable housing stock and is near employment opportunities and easy access to goods and services.

Strategic Communications

The development agreement process enables community members to hear directly from the developer and participate in meaningful dialogue. Planning staff held a public information session on March 19, 2025, which was attended by approximately 15 members of the public. Attendees provided valuable feedback, asked questions, and raised concerns about the proposed development. This input has been considered in staff's evaluation and is further detailed in the discussion section of this report.

Work plan

If the Planning Advisory Committee provides a positive recommendation to Council, staff will bring a draft Development Agreement forward to Council for first reading, followed by a public hearing and second reading.

Alternatives

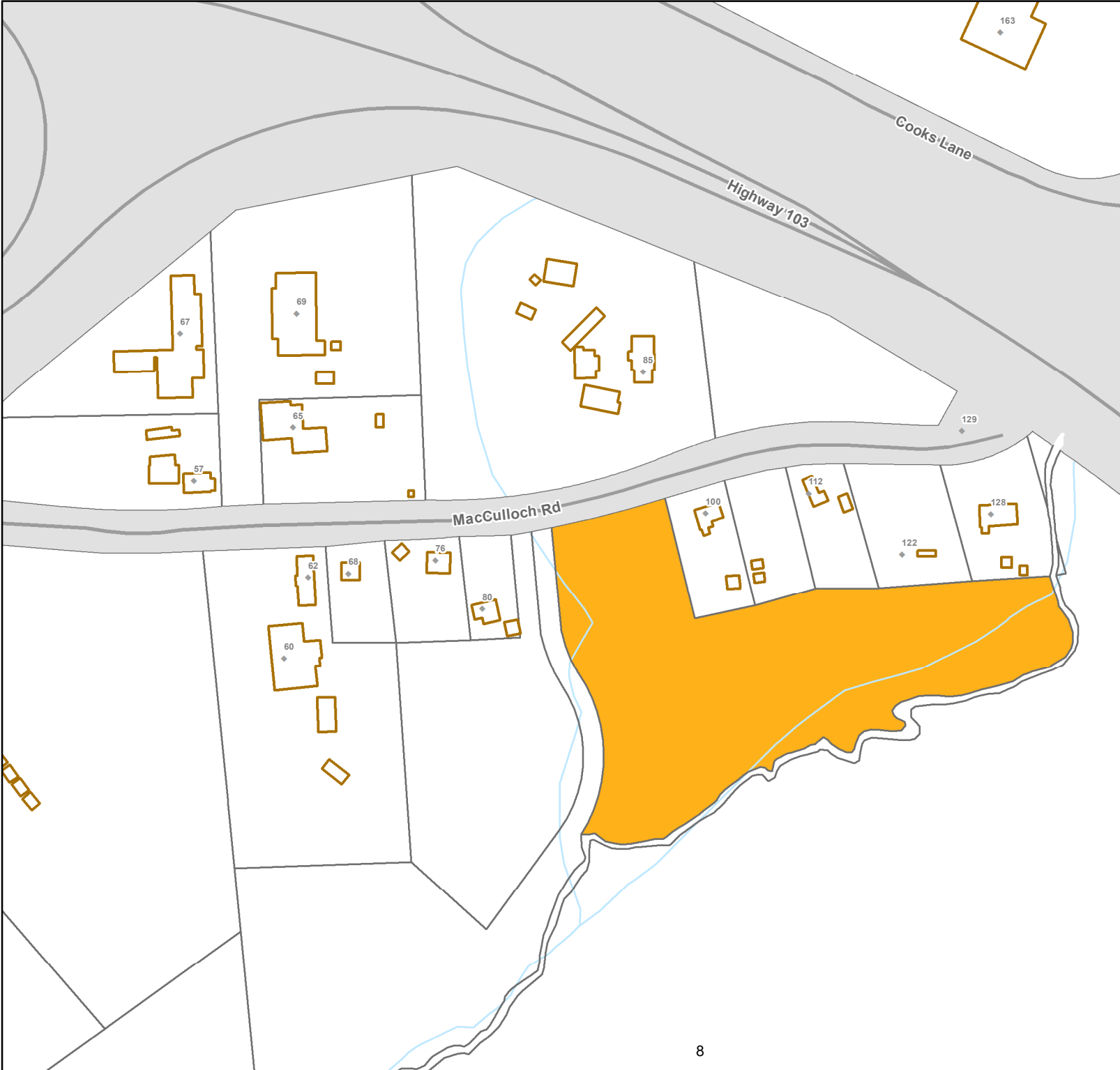
The Planning Advisory Committee can request additional information.

Conclusion

The proposed cluster development supports the objectives of the Statement of Provincial Interest on Housing by expanding affordable housing options within a serviced area of the Municipality. Its location—between the Town of Bridgewater and Osprey Village—improves access to employment, services, and essential amenities.

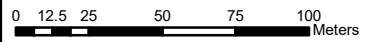
The decision to proceed through a development agreement reflects the specific nature of the land-lease model and accommodates a more flexible construction timeline. The project meets the intent of MODL planning policies and regulatory expectations and is supported by preliminary technical assessments and inter-agency feedback. The developer engaged with the community and considered their concerns and feedback during the information session.

Report Preparation	
Department	Planning and Development Services
Report Prepared by	Ella R. Gindi, Planner II
Report Approved by	
Date Reviewed by C.A.O.	



Lot FE-1 PID 60709383

- Civic Points
- Buildings
- Provincial Road
- Road Right-of-Way
- Properties (Jan 2025)
- Watercourse
- Waterbody
- 60709383



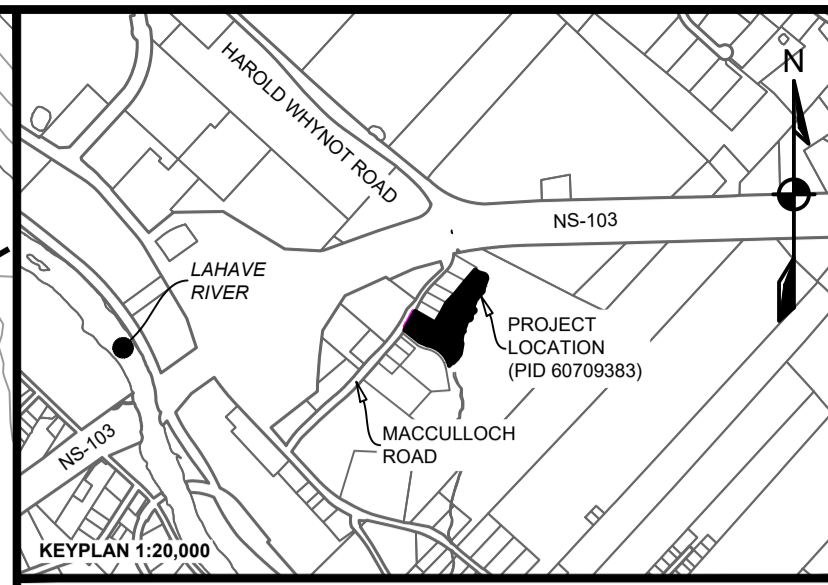
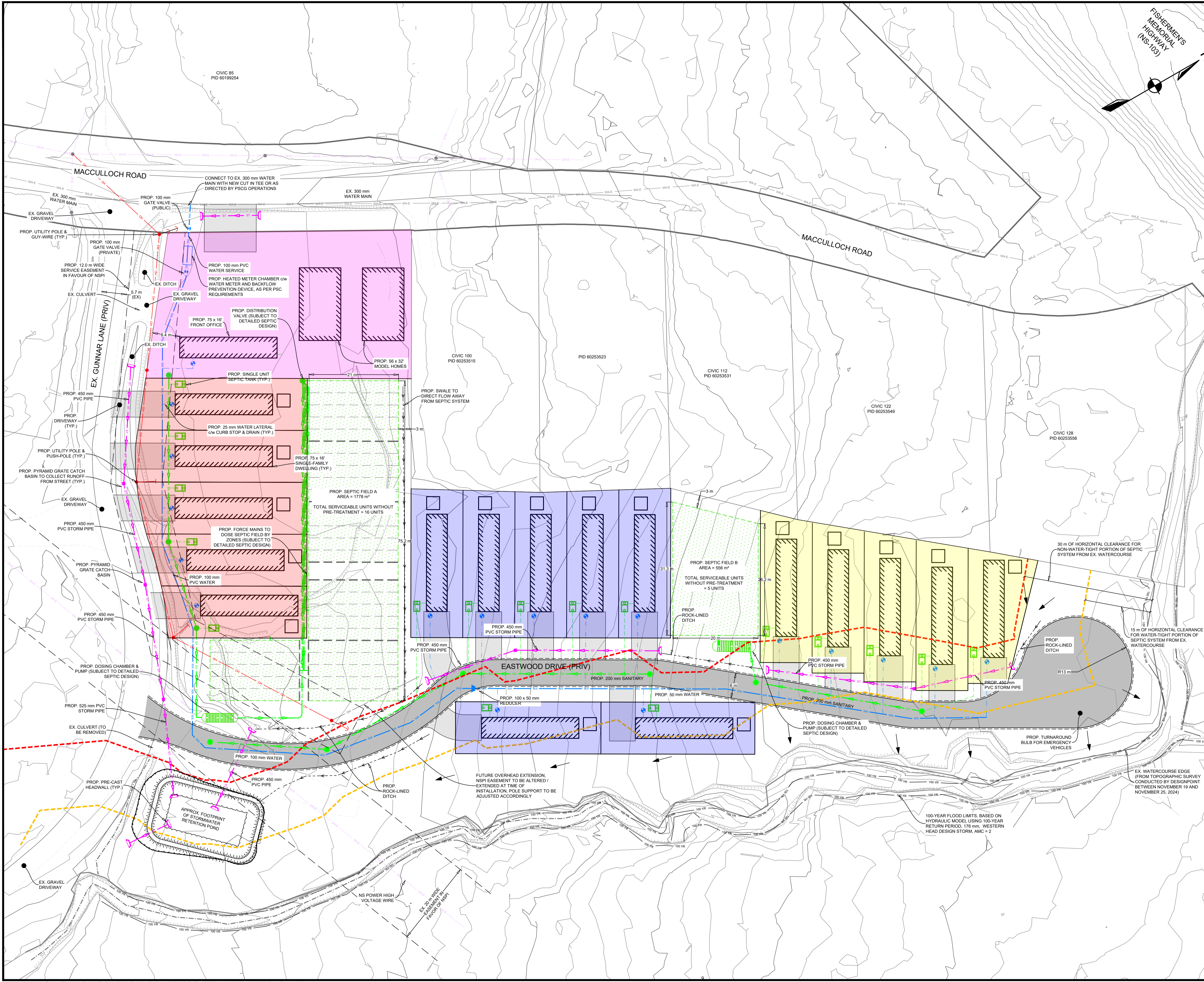
Sources: Digital Base Map Data from the Nova Scotia Geomatics Centre, Amherst, NS

Disclaimer: Information compiled from numerous sources and may not be complete or accurate. Graphical representation only.

Date: February 2025

File:

Prepared By: Planning & Development Services
Municipality of the District of Lunenburg



LEGEND

EXISTING	MAJOR CONTOUR	PROPOSED
10	MAJOR CONTOUR	10
10	MINOR CONTOUR	10
	EASEMENT	
	RIGHT OF WAY	
	LOT LINE	
WAE	WATER PIPE	WA
SAE	SANITARY PIPE	SA
STE	STORM PIPE	ST
	WATER LATERAL	
	SANITARY LATERAL	
	STORM LATERAL	
	TOP OF SLOPE	
	BOTTOM OF SLOPE	
X	FENCELINE	X

BEARINGS ARE GRID DERIVED FROM GNSS OBSERVATION TO NSHPN 200833, REFERENCED TO THE NOVA SCOTIA 3rd MODIFIED TRANSVERSE MERCATOR PROJECTION, ZONE 5, CENTRAL MERIDIAN 64°30' W, BASED ON THE HORIZONTAL REFERENCE FRAME NAD83 (CSRS), EPOCH 2010.0.

ELEVATIONS ARE REFERENCED TO NSHPN 200833, HAVING AN ELEVATION OF 68.312 METRES (CGVD2013).

MINIMUM SLOPE FOR ALL CULVERTS HAS BEEN ASSUMED FOR THE PURPOSES OF PRELIMINARY SIZING. CULVERT SIZING SHALL BE RE-EVALUATED DURING DETAILED DESIGN AND UPDATED BASED ON ACTUAL SLOPES.

PHASING LEGEND

PHASE 1A (OFFICE / DISPLAY)	
PHASE 1 (5 - UNITS)	
PHASE 2 (7 - UNITS)	
PHASE 3 (5 - UNITS)	

Scale: 1:400

ISSUE	DATE	DESCRIPTION	INT.
3	FEB. 28, 2025	ISSUED FOR D.A. REVIEW	JW
2	FEB. 14, 2025	ISSUED FOR REVIEW	DS
1	JAN. 06, 2025	ISSUED FOR REVIEW	AK

CONSULTANT

DESIGNPOINT
engineering • surveying • solutions

902.832.5597 designpoint.ca

ISSUED FOR REVIEW, NOT FOR CONSTRUCTION

CLIENT

JAYLYNN ENTERPRISES LTD.

PROJECT DESCRIPTION

EASTWOOD ESTATES

COOKVILLE, NOVA SCOTIA

SHEET DESCRIPTION

PRELIMINARY CONCEPT PLAN A

Drawn A. KITSUTA	Engineer J. WYATT	Project No. 24-781	Drawing No. C-01
Scale 1:400	Filename 24-781_Base.dwg		1 of 2

January 7, 2025

Jaylynn Enterprises Ltd.
246 North Street
Bridgewater, NS B4V 2V7

RE: Eastwood Estates Cluster-Style/Land-Lease Community Design Services – Water Servicing Analysis
DesignPoint Project #: 24-781

Introduction

The subject property is located on Lot FE-1 MacCulloch Road, in Cookville, Nova Scotia (PID: 60709383), specifically within the Municipality of the District of Lunenburg (MODL) community service boundary. It is our understanding that the property owner intends to develop the lot with new modular single family residential units within the property, in the form of a “cluster-style/land-lease community”. The development has been assessed for up to 23 units total.

As part of the preliminary servicing review for the proposed development, DesignPoint has completed a water servicing analysis to estimate the hydraulic capacity of the existing water system in the project area. This letter summarizes the review DesignPoint has completed for this project.



Figure 1: Project Location

Water Servicing

There is an existing 300 mm diameter water main along MacCulloch Road, which is supplied via the existing 200 mm diameter water main along Highway 10, as shown on the attached Water System Schematic (Attachment A, WA-01). Water service for the proposed development is planned as a 100 mm diameter shared water line.

There are three main storage volumes which provide water for Bridgewater: the Aberdeen Reservoir, the Dufferin Reservoir, and the clear well near the Water Treatment Plant. The Aberdeen Reservoir and the adjacent booster station are closest to the project site, both located near 420 Aberdeen Road. The Dufferin Reservoir is south of the project site, on the opposite side of the LaHave River, located near the intersection of Dufferin and Centennial Street. Domestic servicing to the development location is provided via the system’s gravity pressure zone, which has an approximate hydraulic grade line (HGL) of 80 m (references vertical datum CGVD28).

It is understood that there is a pressure reducing valve (PRV) chamber near the northmost end of MacCulloch Road with pressure settings at approximately 37 psi. Based on the hydraulic results for the existing water system, these PRVs are supplied via the North High boosted zone through a 300 mm diameter water main, which is ultimately supplied by the existing booster station adjacent the Aberdeen Reservoir. The North High boosted zone has an approximate HGL of 110 m (references vertical datum CGVD28). These PRVs provide

supplemental flow to the gravity pressure zone via MacCulloch Road when pressures on MacCulloch Road are below 37 psi.

The existing master hydraulic water model for the Town of Bridgewater water system was used to assess water servicing capacity at the development location. The hydraulic model for the Public Service Commission of Bridgewater (PSCB) water system was originally created by another consultant and was previously supplied to DesignPoint by The Town of Bridgewater as part of a previous project. This model has been advanced and updated over time to reflect additional information provided by The Town of Bridgewater and PSCB.

Domestic Demands

The following criteria was used to determine additional domestic water demand for the development. Unless stated otherwise, these values were obtained from the 2020 edition of the Town of Bridgewater Design & Construction Standards.

- Average daily demand of 410 L/day/cap for residential dwellings;
- Maximum daily demand of 680 L/day/cap for residential dwellings;
- Maximum hourly demand of 1025 L/day/cap for residential dwellings;
- 3.35 people per Townhouse and Detached unit;
- 2.25 people per Multi-Unit Residential Unit.

Using the criteria previously outlined, domestic demands for the development as previously described were added to the existing hydraulic model. As per the Town of Bridgewater Design & Construction Standards, water systems shall be designed to maintain the following:

- Minimum residual pressure of 40 psi during maximum hourly demand conditions;
- Maximum water pressure of 90 psi during minimum demand periods;
- Maximum pipe velocity to not exceed 1.5 m/s during maximum hourly domestic flow.

Three domestic demand scenarios have been addressed in this analysis: average daily demand, maximum daily demand, and maximum hourly demand. It is noted that the model was run assuming hydraulic grade line (HGL) elevations of approx. 81.60 m at the Aberdeen Reservoir and 82.65 m at the Dufferin Reservoir (both referencing vertical datum CGVD28). Domestic water demand for the development has been applied to Junction FH-5021 in the model, which is noted on the attached water schematic (Attachment A).

Results

At the development site, model results showed pressures of 46 psi during the average daily demand and maximum daily demand scenarios, and 45 psi for the and maximum hourly demand scenarios. These pressures are acceptable, as they exceed the minimum acceptable pressure of 40 psi as per the Town of Bridgewater Design & Construction Standards.

The model results for all domestic demand scenarios indicate the following pressure ranges at the proposed development and its surrounding area:

- 46-67 psi in the average daily demand scenario;
- 46-67 psi in the maximum daily demand scenario;
- 45-66 psi in the maximum hourly demand scenario.

It was observed that the additional domestic demand as a result of the development had a negligible impact on pressures in the surrounding area, with a maximum pressure difference of approximately -0.1 psi in comparison to existing demands only.

Detailed result tables for the development and surrounding area are enclosed in Attachment B (Water Results Tables).

Fire Flow

The Town of Bridgewater Design & Construction Standards indicate that fire flow demand is to be established in accordance with the latest edition of the Fire Underwriters Survey (FUS) Publication, “Water Supply for Public Fire Protection: A Guide to Recommended Practice”.

The following criteria were used to determine constraints during fire flow conditions. Unless stated otherwise, these values were obtained from the 2020 edition of the Town of Bridgewater Design & Construction Standards.

- Minimum residual pressure of 22 psi throughout the system;
- Maximum pipe velocity to not exceed 2.4 m/s during fire flow conditions.

To assess available fire flow at the development site and impacts on the surrounding area, the existing master model was run for the fire flow demand plus maximum daily demand scenario as per the Town of Bridgewater Design & Construction Standards.

Results

Model results show available fire flow for the proposed development to be 8,673 L/min. Low system pressures limit available fire flows at the development site. Detailed result tables are enclosed in Attachment B (Water Results Tables) and include model results for the development and the surrounding area.

To determine fire flow requirements for a development with a reasonable level of accuracy in accordance with the FUS, aspects of the detailed building design including the type of building construction and total floor area are required. Another reference for fire flow requirements is the Halifax Water Design Specifications (2023), which provide estimated fire flow requirements that are compiled from the Insurance Advisory Organization (now FUS). These fire flow requirements provide an opportunity to broadly apply the FUS requirements to different types of development based on conservative assumptions.

For reference, the Halifax Water Design Specifications specify that single-unit dwellings require a fire flow of 3,300 L/min for a duration of 1.5 hours. Based on this requirement, the available fire flow to the development is likely adequate, depending on the building design.

Available fire flow results in the project area were assessed for both existing demand conditions and including the additional demand as a result of proposed development. Available fire flow for junctions in the surrounding area decreased by approximately 0 to 43 L/min.

Conclusions and Recommendations

Model results indicate that adequate pressure is available at the project site to service the proposed development, with pressures at the development ranging from 45 psi to 46 psi during the maximum hourly demand and average daily demand scenario, respectively. It was also observed that the additional domestic demand from the proposed development has a negligible impact on domestic pressures for nearby existing development.

At the development location, the model showed an available fire flow of approximately 8,673 L/min. From experience, this fire flow is typically sufficient for these types of developments. As such, the existing system is likely capable of providing adequate fire protection to the proposed development as per the Town of Bridgewater Design & Construction Standards. This must be confirmed during detailed design of the buildings within the development. Certain design and construction strategies, such as selecting specific building materials and incorporating an automatic sprinkler system, can reduce fire flow requirements.

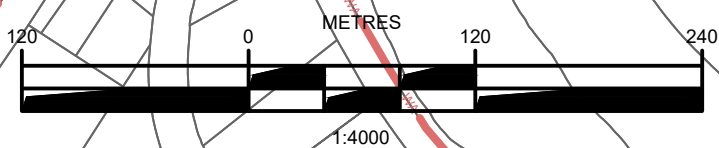
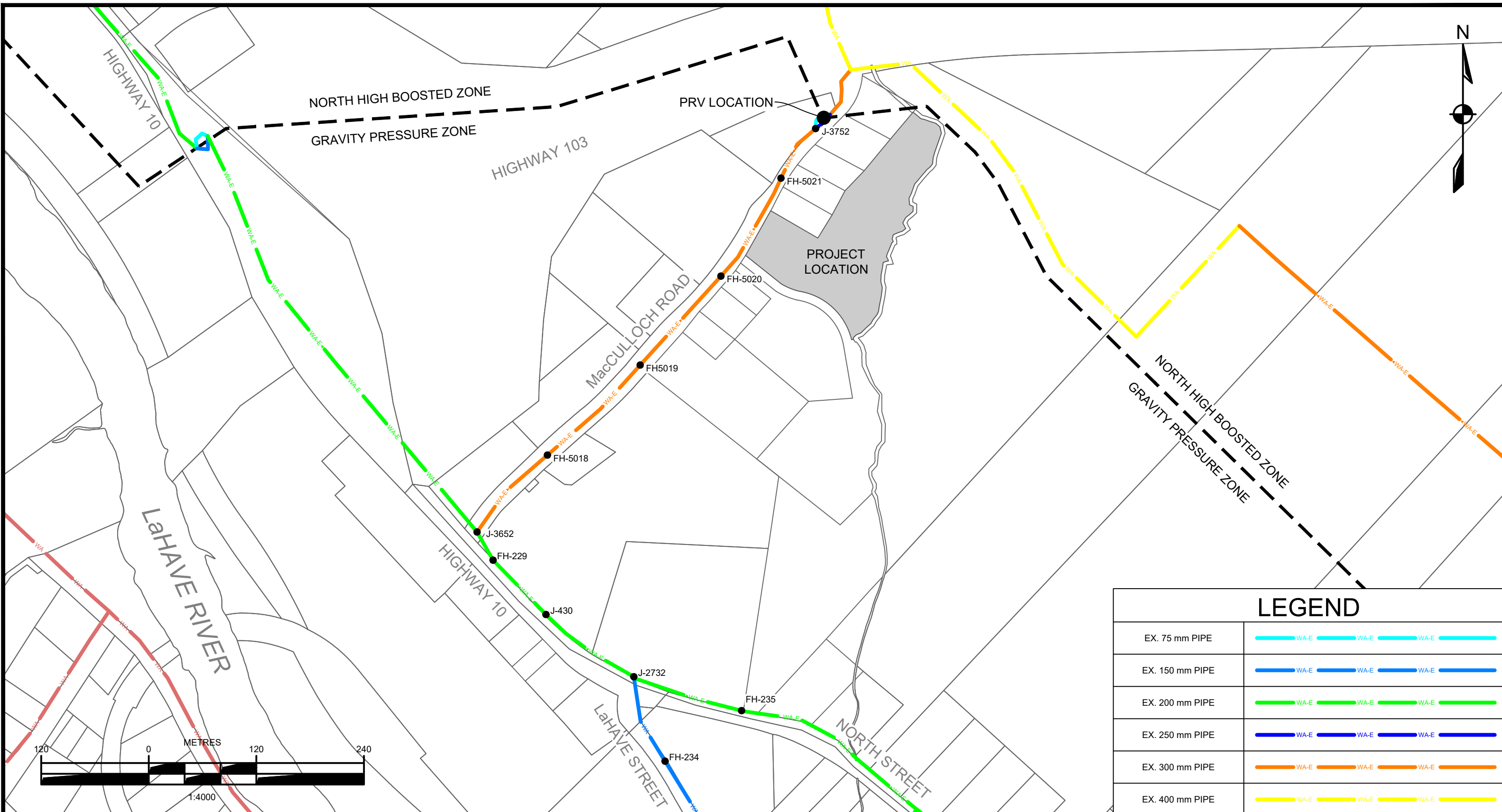
Closing

Please reach out should you have any questions or should you require any additional information.

Thank you,
DesignPoint Engineering & Surveying Ltd.

Jeremy Wyatt, P.Eng.
Civil/Water Resources Engineer

Enclosures: Attachment A: WA-01 – Water System Schematic
Attachment B: Water Results Tables



LEGEND	
EX. 75 mm PIPE	
EX. 150 mm PIPE	
EX. 200 mm PIPE	
EX. 250 mm PIPE	
EX. 300 mm PIPE	
EX. 400 mm PIPE	

CONSULTANT	CLIENT	PROJECT DESCRIPTION	SHEET DESCRIPTION	Engineer J. WYATT	Drawn H. SAMPSON
 902.832.5597 designpoint.ca	JAYLYNN ENTERPRISES LTD.	MacCULLOCH ROAD BRIDGEWATER, NOVA SCOTIA	WATER SYSTEM SCHEMATIC	Scale 1:4000	Date DEC. 12, 2024
				Project No. 24-781	Drawing No. WA-01
				Filename 24-781_WA-01.dwg	1 OF 1

Existing Conditions - Average Daily Demand

Junction	Elevation (m)	Demand (L/h)	Hydraulic Grade (m)	Pressure (psi)
FH-229	40.0	69	82.4	60
FH-234	39.0	78	82.4	62
FH-235	35.0	30	82.4	67
FH-5018	39.0	54	82.4	62
FH-5020	47.0	21	82.4	50
FH-5021	50.0	5	82.4	46
FH5019	45.0	43	82.4	53
J-430	40.0	0	82.4	60
J-2732	40.0	133	82.4	60
J-3652	40.0	164	82.4	60
J-3752	50.0	5	82.4	46

Including Future Development - Average Daily Demand

Junction	Elevation (m)	Demand (L/h)	Hydraulic Grade (m)	Pressure (psi)
FH-229	40.0	69	82.4	60
FH-234	39.0	78	82.4	62
FH-235	35.0	30	82.3	67
FH-5018	39.0	54	82.4	62
FH-5020	47.0	21	82.4	50
FH-5021	50.0	1322	82.4	46
FH5019	45.0	43	82.4	53
J-430	40.0	0	82.4	60
J-2732	40.0	133	82.4	60
J-3652	40.0	164	82.4	60
J-3752	50.0	5	82.4	46

Existing Conditions - Maximum Daily Demand

Junction	Elevation (m)	Demand (L/h)	Hydraulic Grade (m)	Pressure (psi)
FH-229	40.0	93	82.1	60
FH-234	39.0	105	82.2	61
FH-235	35.0	41	82.1	67
FH-5018	39.0	73	82.1	61
FH-5020	47.0	28	82.1	50
FH-5021	50.0	7	82.1	46
FH5019	45.0	58	82.1	53
J-430	40.0	0	82.1	60
J-2732	40.0	180	82.1	60
J-3652	40.0	222	82.1	60
J-3752	50.0	7	82.1	46

Including Future Development - Maximum Daily Demand

Junction	Elevation (m)	Demand (L/h)	Hydraulic Grade (m)	Pressure (psi)
FH-229	40.0	93	82.1	60
FH-234	39.0	105	82.1	61
FH-235	35.0	41	82.1	67
FH-5018	39.0	73	82.1	61
FH-5020	47.0	28	82.1	50
FH-5021	50.0	2190	82.1	46
FH5019	45.0	58	82.1	53
J-430	40.0	0	82.1	60
J-2732	40.0	180	82.1	60
J-3652	40.0	222	82.1	60
J-3752	50.0	7	82.1	46

Existing Conditions - Peak Hourly Demand

Junction	Elevation (m)	Demand (L/h)	Hydraulic Grade (m)	Pressure (psi)
FH-229	40.0	172	81.4	59
FH-234	39.0	195	81.4	60
FH-235	35.0	76	81.4	66
FH-5018	39.0	136	81.4	60
FH-5020	47.0	51	81.4	49
FH-5021	50.0	13	81.4	45
FH5019	45.0	107	81.4	52
J-430	40.0	0	81.4	59
J-2732	40.0	333	81.4	59
J-3652	40.0	411	81.4	59
J-3752	50.0	13	81.4	45

Including Future Development - Peak Hourly Demand

Junction	Elevation (m)	Demand (L/h)	Hydraulic Grade (m)	Pressure (psi)
FH-229	40.0	172	81.4	59
FH-234	39.0	195	81.4	60
FH-235	35.0	76	81.4	66
FH-5018	39.0	136	81.4	60
FH-5020	47.0	51	81.4	49
FH-5021	50.0	3304	81.4	45
FH5019	45.0	107	81.4	52
J-430	40.0	0	81.4	59
J-2732	40.0	333	81.4	59
J-3652	40.0	411	81.4	59
J-3752	50.0	13	81.4	45

Fire Flow Results
Maximum Daily Demand Scenario

Existing Conditions - Maximum Daily Demand + Fire Flow

Label	Fire Flow (Available) (L/min)	Pressure (Calculated Residual) (psi)	Velocity of Maximum Pipe (m/s)	Pipe w/ Maximum Velocity	Pressure (Calculated System Lower Limit) (psi)	Junction w/ Minimum Pressure (System)
FH-229	6949	48	2.4	P-11021	22	J-102
FH-234	4158	45	2.4	P-9141	22	J-102
FH-235	8706	39	2.4	P-9181	22	J-102
FH-5018	9498	48	1.3	P-11161	22	J-102
FH-5020	8912	39	1.2	P-11061	22	J-3432
FH-5021	8710	36	1.0	P-11161	22	J-102
FH5019	9183	41	1.2	P-11161	22	J-3432
J-430	7986	41	2.4	P-11021	22	J-102
J-2732	9907	32	2.4	P-11021	22	J-102
J-3652	9716	46	1.4	P-11161	22	J-3432
J-3752	8596	37	0.9	P-11161	22	J-102

Including Future Development - Maximum Daily Demand + Fire Flow

Label	Fire Flow (Available) (L/min)	Pressure (Calculated Residual) (psi)	Velocity of Maximum Pipe (m/s)	Pipe w/ Maximum Velocity	Pressure (Calculated System Lower Limit) (psi)	Junction w/ Minimum Pressure (System)
FH-229	6948	48	2.4	P-11021	22	J-102
FH-234	4161	45	2.4	P-9141	22	J-102
FH-235	8706	39	2.4	P-9181	22	J-102
FH-5018	9455	48	1.3	P-11161	22	J-102
FH-5020	8874	39	1.2	P-11061	22	J-3432
FH-5021	8673	36	1.0	P-11161	22	J-102
FH5019	9145	41	1.2	P-11161	22	J-3432
J-430	7987	41	2.4	P-11021	22	J-102
J-2732	9907	32	2.4	P-11021	22	J-102
J-3652	9673	46	1.4	P-11161	22	J-3432
J-3752	8568	37	0.9	P-11161	22	J-3432



Municipality of the District of Lunenburg

Request for Decision

REPORT TO: Municipal Council
SUBMITTED BY: Carin Mahon, Planner I
DATE: April 24, 2025
RE: Osprey Village Plan Amendments

RECOMMENDATION

That the Planning Advisory Committee respectfully recommend to Municipal Council that:

1. Council approve the proposed amendments to the Osprey Village Land Use Bylaw to allow lower density residential development on the 4 unserviced properties of PID 60431913, 60582566, 60253374, and 60487824.
2. Council approve the proposed amendments to the Osprey Village Secondary Planning Strategy and Land Use Bylaw to rezone and redesignate the property of PID 60730413 from the Institutional (IN) Zone to the General Commercial (GC) Zone under the Enterprise Designation.
3. Council approve the proposed amendments to the Osprey Village Secondary Planning Strategy and Land Use Bylaw to rezone and redesignate the property of PID 60727641 from the High Density Residential (R-3) zone to the Open Space (OS) Zone under the Community Designation.

SUMMARY

Osprey Village is emerging as a key growth area, however certain sections of its planning documents are outdated and inconsistent, hindering suitable development. This stems from merged or obsolete strategies that no longer meet current lot needs. This report outlines proposed amendments to the Secondary Planning Strategy (SPS) and Land Use Bylaw (LUB) to enable appropriate development by right and reduce delays caused by case-by-case approvals.

The Background and Analysis section considers how the Osprey Village Secondary Planning Strategy and Land Use By-law can be altered to permit a wider variety of land uses better tailored to the constraints and potential of specific properties.

Council has directed staff to review the proposed amendments with the Planning Advisory Committee (PAC). Notice of the amendment was sent on February 4th, 2025, public postings were also made on MODL’s website, Facebook page, and engage website. A public information session was held on February 5th and 10 members of the public attended.

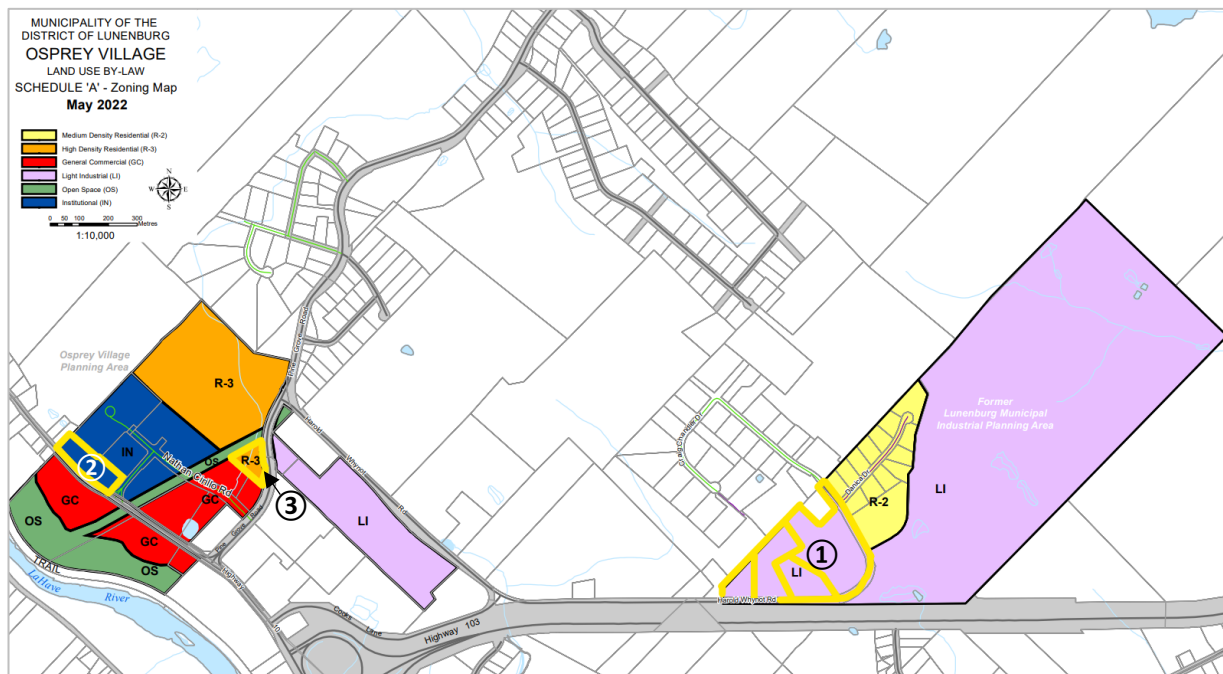
The first PAC meeting was held on February 20th, 2025, to review the proposed amendments. PAC at this meeting motioned to defer recommending the proposed amendments and requested further clarification from staff on the following points:

- List the 4 PIDs (Included in Area 1) in the Light Industrial Zone that are being proposed to be exempt from the 25units/hectare high-density residential requirement
- Clarify the 2 options for permitting commercial and residential uses in Area 2
- Wait to hear outstanding feedback from external agencies on the planning implications of the proposed amendments.

BACKGROUND AND ANALYSIS

There are three areas identified within Osprey Village where the current designation and zoning hinder the potential for suitable development, that are the catalyst for the recommendation to amend the planning documents.

Map 1: Three areas identified requiring amendments to the Osprey Village Plan



Area 1 on Harold Whynot Road

Area 1 contains 4 properties (PIDs 60431913, 60582566, 60253374, and 60487824) designated under Industrial in the Future Land Use Map of Osprey Village, and zoned Light Industrial (LI) under its Secondary Planning Strategy (SPS) and Land Use Bylaw (LUB). The properties make up a total of approximately 98,900 square meters (1,064,551 square feet) and located at the corner of Harold Whynot Road where it turns to intersect with Danica Drive as shown in Map 1. There has been recent interest specifically for PID 60487824 from developers to develop the property for residential use. These properties were originally part of the Lunenburg Municipal Industrial Planned Area – where much of the land is unserviced – before they were consolidated with the Osprey Village SPS and LUB in 2022. When it comes to residential use, the Osprey Village SPS encourages high-density residential development throughout their policies to best use the existing central water and sewer infrastructure. The SPS cites the Statements of Provincial Interest for this approach:

- ***Policy 3.4:*** *To be consistent with the Statements of Provincial Interest Regulations, to encourage the most efficient use of existing infrastructure, and to accommodate the high demand of high-density residential use, the Municipality establishes a residential designation to create a vibrant community where residents will have access to affordable, attainable, and rental housing.*

The LUB regulations support this objective by setting a minimum residential density of 25 units per hectare, effectively preventing single-detached dwellings. However, this high-density standard did not change when the Osprey Village and Lunenburg Municipal Industrial Planning Areas merged. Because of this, this standard is also applied to unserviced properties within the Planned Area, such as the properties along Harold Whynot Road.

Area 1 Analysis

While promoting high-density development in serviced areas makes efficient use of existing infrastructure, applying the same standard to unserviced areas can hinder housing development where lower-density residential development may currently be the only viable option. Amending the Osprey Village LUB to remove the minimum density requirement of 25 units per hectare for the unserviced PIDs 60431913, 60582566, 60253374, and 60487824 will support more feasible residential development. These properties at the time of this report have no future plans for access to central water and sewage infrastructure. Removing the density requirement allows development to better reflect the limitations of these unserviced lands. The specific language and method of this amendment can be found in appendices A and B.

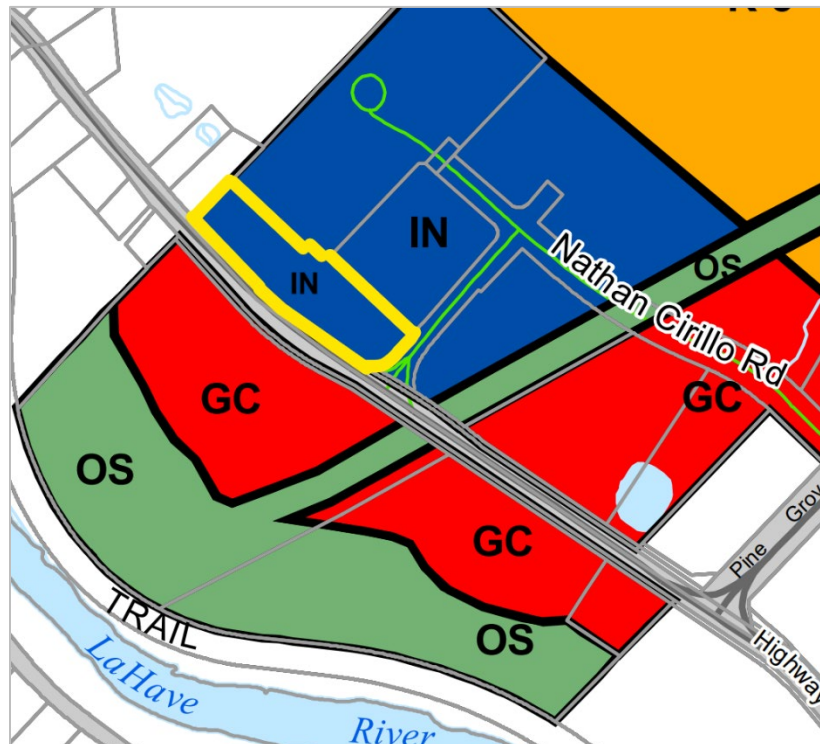
Area 2 on Allée Champlain Drive

Area 2 is a Municipally owned undeveloped property of approximately 143,748 square meters (1,547,291 square feet) at the corner of Highway 10 and Allée Champlain Drive as shown in

Map 1 and is currently designated under Community Use in the Future Land Use Map, and zoned Institutional (IN) under the SPS and LUB. Area 2 and the surrounding properties zoned IN were originally designated and zoned in anticipation of a large recreation facility, however the site for this development was moved elsewhere. Because the designation and zoning of this area was chosen specifically for a development that ultimately will not exist at this location, in addition to the permitted uses being very restrictive, it has become a hinderance for the growth of other potential developments such as residential or commercial uses.

Map 2: Ownership and existing uses of properties around area 2.

Other properties zoned Institutional (IN) that surround area 2 (highlighted in yellow) are the French Language School, Centre Scolaire de la Rive Sud I at the end of Chemin Petite Évangéline Court; the Municipal Services Building at 10 Allée Champlain Drive; a provincially owned vacant lot along Allée Champlain Drive and along Chemin Petite Evangeline Court; and the Lumia Health Centre at the corner of Nathan Cirillo Road and Allée Champlain Drive owned by a numbered company.



Area 2 Analysis

To accommodate the flexibility to allow residential and commercial in area 2, two options are available:

- Option 1: Rezone area 2 (PID 60730413) from Institutional (IN) to General Commercial (GC) which permit commercial and residential uses as of right. This option would require amendments to both the SPS and LUB in order to change both the designation and zone of area 2.
- Option 2: Amend the Osprey Village LUB and add commercial and residential uses in the Institutional (IN) Zone permitted uses list.

Option 2 would only require amendments to the LUB, specifically to add commercial and residential uses to the list of permitted uses. However, this change would apply to all properties within the IN zone, including lands currently used for institutional purposes. Upon further review since the first PAC meeting on February 20, 2025, staff have determined that applying a blanket amendment to the entire IN zone to permit non-institutional uses would reduce clarity for those interpreting the planning documents and undermine the original intent of the IN zone.

Option 1 offers the most straightforward approach to allowing commercial and residential uses in Area 2 by rezoning it to the GC zone, which is better suited for these uses. In addition, this change would not directly impact the existing institutional uses surrounding the area the way option 2 would. The specific language of this amendment can be found in Appendices B and C, along with the proposed changes to the zoning map and future land use map.

Area 3 on Pine Grove Road

Area 3 is a triangular property of approximately 18,286 square meters (196,829 square feet) near the corner of Nathan Cirillo Road and Pine Grove Road as shown in Map 1 that is currently designated under Residential in the Future Land Use Map, and zoned High Density Residential (R-3) under the SPS and LUB. While there have been discussions to develop this property under the R-3 Zone regulations, several constraints on the lot such as its size and soil make high-density residential development difficult.

Area 3 Analysis

As the property has been largely undisturbed and contains natural features, its use could be better reflected by rezoning to Open Space (OS). Much like option 1 for area2, changing this third property would require a re-designation from the Residential Designation to the Community Use Designation which the OS Zone falls under in addition to the rezoning process, requiring amendments to both the SPS and LUB. The specific language of this amendment can be found in Appendices B and C, along with the proposed changes to the zoning map and future land use map.

PUBLIC ENGAGEMENT

A public information session was held on February 5th, 2025, at 6:30 p.m. in person and through a You Tube Livestream. The planning staff discussed the proposed amendments and the areas to be affected, ending with a question period for attendees.

One comment was received during the question period, inquiring how the rezoning and redesignation of the areas highlighted in Map 1 would affect the retention of open space. In relation to the proposed amendments specific to this report, the rezoning of PID 60727641 would be an example of identifying land that would be most valuable as open space. Outside of the proposed amendments affecting this specific property however, open space dedication is done through the MODL Subdivision Bylaw which will not be affected by the amendments. Nevertheless, the question did highlight the concern towards ensuring adequate open space is protected for the growing community of Osprey Village as a whole.

STAKEHOLDER ENGAGEMENT

On January 31st, 2025, staff inquired professional opinions on this plan review by contacting the following stakeholders:

1. NS Environment & Climate Change;
2. NS Public Works;
3. NS Health;
4. Royal Canadian Mounted Police;
5. Emergency Health Services;
6. Bridgewater Public Services Commission;
7. Northfield District Fire Department;
8. Oakhill District Fire Department;
9. South Shore Regional Centre for Education
10. CSAP (Conseil Scolaire Acadien Provincial)
11. MODL Department of Recreation
12. MODL Department of Engineering
13. MODL Fire Services

IMPLICATIONS

After stakeholder consultation, staff addressed several implications of the proposed amendments, such as adequacy of municipal services, community facilities for education, recreation and emergency services as well as other amenities.

Environmental Implications

A key consideration when developing in Osprey Village is sulphide bearing materials, also known as acid rock drainage. This general area of the municipality is known for having naturally occurring sulphide bearing materials present. Construction may disturb sulfide minerals in rocks which are harmful to aquatic habitats, which must be carefully considered due to the proximity to LaHave River. Staff has been advised to require future developers to hire a consultant to conduct an Environmental Site Assessment to obtain this information as it relates to specific properties when being developed, so as to not disturb the local environment.

There are other general recommendations received from the Department of Environment & Climate Change, such as identifying all wetlands and watercourses early in a planning stage and confirming approvals for sewer line extension on serviced land or on-site sewage disposal systems for unserviced land respectively.

Health Implications

The changes to land use planning in Osprey Village can lead to several health outcomes related to mental health, physical activity, social connectedness and inclusion, improved access to housing and amenities, among others. NS Health staff reviewed the proposed amendments with these outcomes in mind. In terms of housing accessibility, new housing developments that could come from the amendments would increase the local housing supply but may not be suitable for affordable housing, especially in areas lacking public transit and walkability which Osprey Village is still lacking. NS Health suggested that a comprehensive Housing Strategy could help assess and plan for adequate housing options. While permitting low-density residential in unserviced areas may have a lower environmental impact than other uses, NS Health still recommended conducting environmental assessment for future development that would happen on currently vacant land. In addition, any level of development will increase traffic, requiring plans for road maintenance, safety, and noise mitigation. As well, potential conflicts with neighboring industrial uses in the Industrial (LI) zone should be considered, ensuring protections for residents, such as traffic safety measures.

In response to the proposed amendments of area 2, NS Health recommended maintaining the 500m restriction on licensed drinking establishments near institutional uses that exists in the Osprey Village LUB and prohibiting the sale and advertising of tobacco, vaping products, and cannabis to reduce youth exposure in the area. Future development in area 2 should involve consultation with the school community, prioritizing health-promoting spaces while restricting harmful influences. Pedestrian safety should be a priority with crosswalks, sidewalks, and lighting.

In response to the proposed amendments of area 3, NS Health noted that parking lots are permitted within the Open Space (OS) zone in the Osprey Village LUB. If parking lots are

developed in area 3, the Municipality should assess environmental impacts and implement protections to preserve green space, ensuring accessibility meets or exceeds provincial standards. Additionally, as Osprey Village develops, including nearby high-density housing, active transportation networks should be enhanced to promote safe and convenient access to green spaces through connected sidewalks and trails.

Fire protection implications

Fire protection services to Osprey Village are shared by the Oakhill Fire Department and Northfield Fire Department. The chiefs of the fire departments stated that the level of development that could come from the amendments will not affect the service level, as long as new development provides road access for fire trucks. The municipal fire services coordinator also supported the feedback from the fire chiefs.

Transportation, Traffic Implications

Comments received from the Department of Public Works stated that the current road network in Osprey Village should have the capacity to support future development brought on by the amendments, and details can be confirmed through a Work Within Highway Right-of-Way Permit approved by Public Works and a transportation impact study process at the time of the development application. Additionally, staff received comments that area 2 should be accessed from Allée Champlain Drive and not Trunk 10.

While the municipal engineering department agreed with these comments for area 1 and 3, they did note that increased vehicle and pedestrian traffic is expected in area 2 with further higher density development such as the recent Stonemont development. While the roads themselves are adequate, increased traffic may result in the need for traffic lights at Pine Grove/Nathan Cirillo Road as well as at Champlain Drive and Highway 10, pursuant to traffic studies. They also noted that sidewalks around the perimeter of area 2 are also planned and will improve pedestrian safety in response to the increased residential density.

Recreational Implications

As residential development is expected to continue to grow in Osprey Village, the retention of adequate open space to provide community character and recreational opportunities for residents is a key consideration moving forward. While the municipal recreation department agreed with the proposed amendment to rezone area 3 as Open Space (OS), they also noted that areas encouraging multi-unit housing developments and commercial businesses should require a percentage of green space in the design plans of the development – if not for public use, at least for the residents occupying the multi-unit dwellings to support their recreational needs and good neighbourhood design.

Outstanding feedback

At the time of the previous February 20th, 2025 PAC meeting, staff was awaiting feedback from the Bridgewater Public Services Commission (PSC), South Shore Regional Centre for Education, Emergency Health Services (EHS), and CSAP (Conseil Scolaire Acadien Provincial). At the time of submitting this report for the April 24th, 2025 PAC meeting, the Bridgewater PSC, South Shore Regional Centre for Education, and EHS have provided their comments as follows:

Bridgewater PSC

Water capacity for fire protection

- Fire flow is the amount of water available to fight fires, and is one of the primary concerns when determining development capacity in a serviced area.
- The current agreement for water servicing in Osprey Village between MODL and the PSC is lower than the required fire flow for the full development of Osprey Village which is 75,000 igpd (imperial gallons per day).
- New developments in the area will be restricted by this limited fire flow capacity rather than a specific type of development.
- MODL has plans to build a water tower to increase fire flow in Osprey Village and lift development restrictions, but until it is finished, new development may be restricted.

Area specific feedback

- Area 1 is not within the PSC service area and is not covered by any current water agreements between MODL and the PSC and will not impact the water servicing capacity.
- Within the service area, MODL's water agreement capacity with the PSC permits mixed residential, commercial, and institutional use. The proposed usage changes to Areas 2 and 3 still fall within the agreed-upon usage provided their water demand remains within the stipulated total daily usage of 75,000 igpd and fire flows can be met.

South Shore Regional Centre for Education

“We have reviewed the proposal, and we do not have any objections. We will consider any new developments or changes in our enrollment projections once they are finalized. We do not anticipate any negative impacts to our system.”

Emergency Health Services (EHS)

“Please be advised that EHS has no input or concerns regarding the Osprey Village plan amendments.”

Comments from the CSAP (Conseil Scolaire Acadien Provincial) are still outstanding. The PAC may choose to proceed with their recommendations to Council without their comments, in

which case these comments will be reviewed by Council during the First Reading Stage of the amendment process as shown in Table 1.

CONCLUSION

Osprey Village SPS and LUB Amendments. Staff’s recommendation to the PAC is to remove the 25 units per hectare requirement for residential developments on the unserved properties of PID 60431913, 60582566, 60253374, and 60487824, rezone PID 60730413 from Institution (IN) to General Commercial (GC), and rezone PID 60727641 from High Density Residential (R-3) to Open Space (OS). Both the SPS policies and the LUB regulations of Osprey Village will require amendments to rectify the aforementioned three cases. This will permit appropriate residential development on unserved land, expand areas that permit residential and commercial uses, and protect open space that is otherwise undevelopable.

WORK PLAN

Table 1 shows a tentative work schedule for the proposed amendments process.

Table 1: Tentative* work schedule for Osprey Village Plan Amendments

Legislative authority	Provision	Scheduled Date
MGA s. 205(1)	Council initiates a by-law amendment	January 14 th , 2025
MGA s. 205(4) Policy 66	Staff holds a public information session.	February 5 th , 2025
MGA s. 205(4)	Staff holds a Planning Advisory Committee (PAC) meeting	February 20 th , 2025 April 24 th , 2025
Policy 90	PAC recommends Council	TBA
MGA s. 205(2)	Council passes a first reading	TBA
MGA s. 206	Clerk publishes a notice of public hearing	TBA
MGA s. 205(2)	Council holds a public hearing	TBA
MGA s. 205(8)	Council passes a second reading	TBA
MGA s. 208(10)	Clerk publishes a notice of approval	TBA

ALTERNATIVES

Instead of passing the recommended motion, the Planning Advisory Committee may recommend the Municipal Council to

1. decline this plan review and keep the existing plan;
2. defer this plan review and request additional information from staff; or

3. approve the proposed review with conditions.

Report Preparation	
Department	Planning & Development
Report Prepared by	Carin Mahon, Planner I
Report Approved by	Jeff Merrill, MCIP, LPP, Director of Planning & Development Services

Appendix A: proposed Land Use By-law amendments (Line by line edits)

5.2 LIGHT INDUSTRIAL ZONE

5.2.1 Permitted Developments

A lot within the Light Industrial (LI) Zone may be used for one or more of the following uses:

- a) any activity connected with the automotive trade, including service stations, auto sales, automobile repair shops, auto body repair shops, but excludes salvage operations;
- b) automobile washing establishments;
- c) *repealed*;
- d) construction equipment storage, rental and repair;
- e) crematoria;
- f) *repealed*;
- g) *repealed*;
- h) *repealed*;
- i) *repealed*;
- j) landscaping business including equipment and material storage;
- k) machinery and motor vehicle repair shops;
- l) *repealed*;
- m) recreation facilities;
- n) recreation vehicle sales;
- o) repair shops;
- p) self storage facilities;
- q) supply and distribution centres;
- r) *repealed*;
- s) trucking and transport depots;
- t) *repealed*;
- u) veterinary clinics;
- v) wholesale and warehousing facilities;
- w) manufacturing, processing, assembly or production development;
- x) a use permitted in the General Commercial (GC) Zone, including a use permitted in the Institutional (IN) Zone.

5.2.1.1 Despite the uses permitted in Section 5.2.1(x) under the requirements of Section 6.3.1, the following lands listed by PID are exempt from a residential use meeting the High Density Residential minimum of 25 units per hectare:

PID	Civic Address
60431913	371 Harold Whynot Road
60582566	391 Harold Whynot Road
60253374	417 Harold Whynot Road

60487824	Harold Whynot Road
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6.3 GENERAL COMMERCIAL (GC) ZONE

6.3.1 Permitted Developments

A lot within the General Commercial (GC) Zone may be used for one or more of the following uses:

- a) a retail use;
- b) an office use;
- c) a food establishment use;
- d) subject to being 500 metres away from a structure with an institutional use listed under subsection 7.2.5., a drinking establishment use;
- e) a short term rental use;
- f) a bakery, crafting, creative, and printing establishment use;
- g) other commercial uses except adult entertainment, wholesale, warehousing, and vehicle sale uses;
- h) a residential use, with the minimum density of 25 units a hectare;
- i) uses permitted in the Institutional Zone.

Appendix B: proposed Land Use By-law amendments (By-law 021I)

Amending By-law Details	
Name	Amendments to the Osprey Village Land Use By-Law 2025
Number	021I
Legislative Authority	Municipal Government Act, Section 205
Effective Date	

Be it enacted by the Council of the Municipality of the District of Lunenburg, under the authority of Section 205 of the **Municipal Government Act**, as follows:

Title

- 1 This By-law is titled the Amendments to the Osprey Village Land Use By-law and may be cited as the Osprey Village Plan Amendment By-Law(2025).

Amendments to the Land Use By-law (By-law 021)

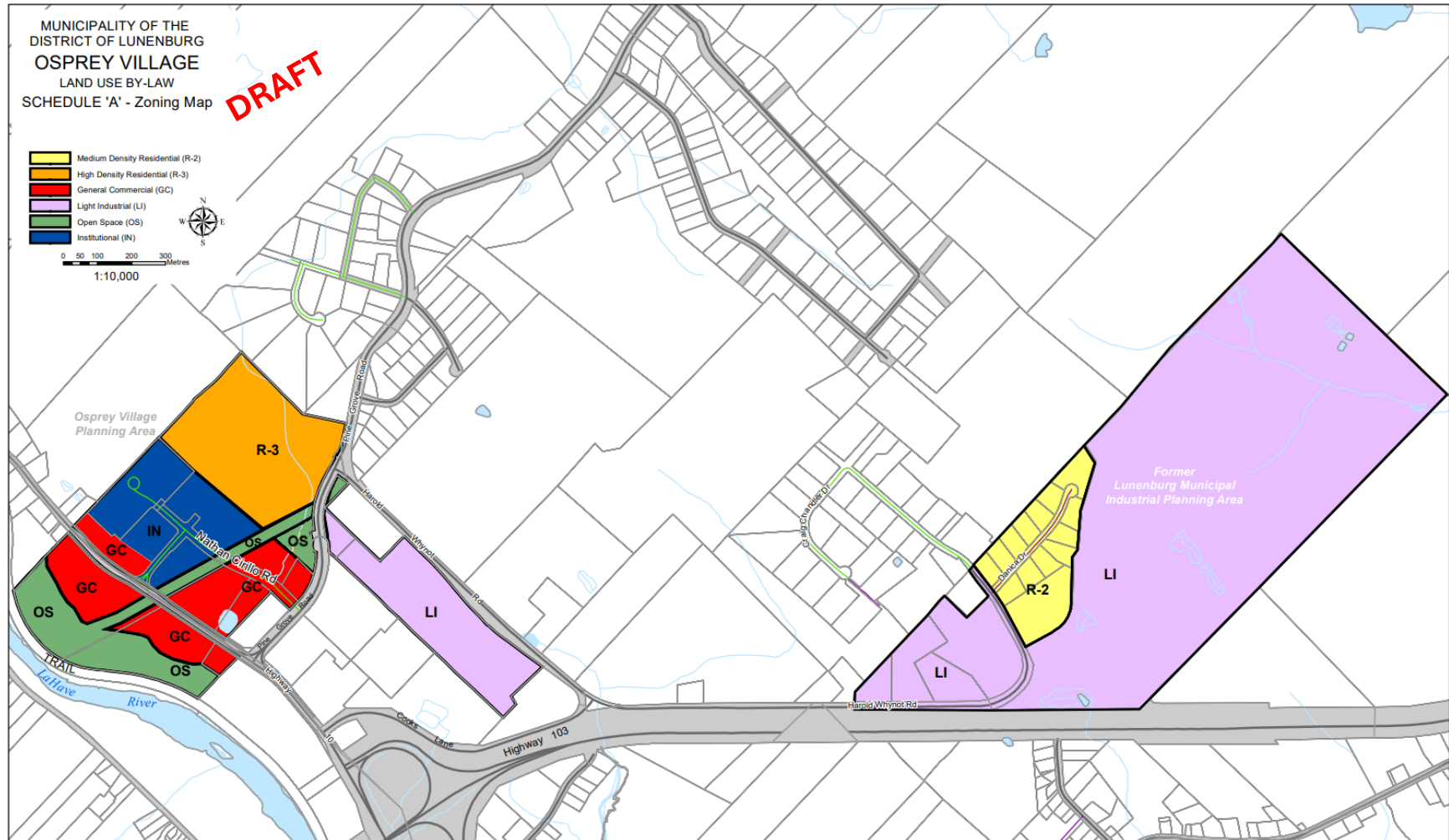
- 2 Part 5 of By-law 021 is amended by adding immediately after subsection 5.2.1 the following subsection:

5.2.1.2 Despite the uses permitted in Section 5.2.1(x) under the requirements of Section 6.3.1, the following lands listed by PID are exempt from a residential use meeting the High Density Residential minimum of 25 units per hectare:

PID	Civic Address
60431913	371 Harold Whynot Road
60582566	391 Harold Whynot Road
60253374	417 Harold Whynot Road
60487824	Harold Whynot Road

- 5 Schedule A of By-law 021, the zoning map, is amended as attached in Schedule A of this By-law.

Schedule A Zoning Map - Amendments to the Osprey Village Land Use By-Law 2025 (By-law 021I)



Appendix C: proposed Secondary Planning Strategy amendments (By-law 020F)

Amending By-law Details	
Name	Amendments to the Osprey Village Secondary Planning Strategy 2025
Number	020F
Legislative Authority	Municipal Government Act, Section 205
Effective Date	

Be it enacted by the Council of the Municipality of the District of Lunenburg, under the authority of Section 205 of the **Municipal Government Act**, as follows:

Title

- 1 This By-law is titled the Amendments to the Osprey Village Secondary Planning Strategy and may be cited as the Osprey Village Plan Amendment By-Law(2025).

Amendments to the Secondary Planning Strategy (By-law 020)

- 2 Map 1 of By-law 020, the generalized future land use map, is amended as attached in Schedule A of this By-law.

Map 1 Generalized Future Land Use Map - Amendments to the Osprey Village Secondary Planning Strategy 2025 (By-law 020F)

