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Planning Advisory Committee Meeting Agenda
Thursday, July 23, 2026 – 7:00 p.m.
MODL Council Chambers, 10 Allee Champlain Drive, Cookville NS
In Person and Via Audio and Video Conference

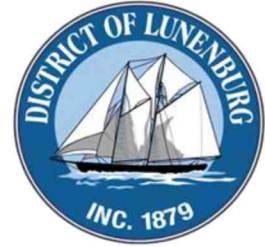
- 1. Call To Order**
 - 1.1 Mi’kma’ki Territorial Acknowledgement
- 2. Review of Procedure for Public to Address the Committee – Chairperson (below)**
- 3. Approval of Agenda** (any other items to be added)
- 4. Approval of Minutes of Tuesday, May 5, 2026**
- 5. Business Arising from Minutes**
 - 5.1. Municipal-Wide Land Use Planning Project Update
- 6. Planning Advisory Committee Matters**
 - 6.1. Proposed Rezoning of PID 60631009 in Osprey Village 1-17
- 7. Heritage Advisory Committee Matters – Nil**
- 8. Added Items**
- 9. In Camera - Nil**
- 10. Next Meeting Date: Thursday, September 24, 2026**
- 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

Memo

Report to: Planning Advisory Committee Meeting

Submitted by: Rosemary Young, Planner 1

Date: July 23, 2026

Re: Proposed Rezoning of PID 60631009 in Osprey Village

Recommendation

"That the Planning Advisory Committee recommends that Council approve the proposed amendments to the Osprey Village Secondary Planning Strategy (By-law No 020) and Secondary Land Use By-law (By-law No 021) dated July 15, 2026."

Executive Summary

On April 14, 2026, Council directed staff to initiate amendments to the Osprey Village Secondary Planning Strategy and Land Use By-law to permit commercial development serviced by on-site services on PID 60631009. The property is currently designated and zoned for high-density residential development; however, municipal servicing is no longer planned for the site, limiting its suitability for residential development at the densities required by the existing zoning.

Staff conducted public and stakeholder engagement to evaluate the proposed amendments. Feedback focused primarily on potential impacts related to wetlands, drainage, traffic, proximity to the nearby school, and the long-term development on the site.

This report reviews the proposed amendments, summarizes public and stakeholder input, and provides planning analysis and recommendations for the Planning Advisory Committee's consideration.

Background

PID 60631009 is a municipally owned parcel of land located behind the developing WellTide Health Centre. There has been recent interest from a developer in developing the property for commercial use with on-site services. The Municipality has the option to sell part of the property to the developer.

The property currently falls within the High-Density Residential Zone of the Osprey Village Land Use By-law, and the Residential Designation of the Osprey Village Secondary Planning Strategy and Generalized Future Land Use Map (GFLUM).

The property was initially zoned for High Density Residential as it was intended to be serviced by municipal water and sewer following Phase 3 of the Cookville Wastewater Facilities Expansion Project. However, a recent analysis demonstrated that a similar level of investment in Bridgewater's wastewater facility upgrades could support the creation of more residential units in Hebbville and Dayspring over time. With central servicing no longer a priority for the parcel at the time of this report, the site is unlikely to support the minimum density required under the High-Density Residential Zone – 25 units per hectare.

The General Commercial Zone of the Enterprise Designation provides for a wide variety of high-density residential, commercial, institutional and recreational opportunities. Rezoning a portion of the parcel to the General Commercial Zone would be more fitting as the property is located within a growing mixed-use area that includes educational facilities, commercial, and community uses. Amendments to the planning documents would allow for commercial development that can be accommodated by on-site services and enable the Municipality to retain some of the property as open space. If Council decides to sell part of this property to the interested developer, the following amendments would be required as a condition of the sale:

- Rezone PID 60631009 from High-Density Residential to General Commercial and Open Space in the Osprey Village Land Use By-law.
- Add a Section 6.1.4A to the Osprey Village Land Use By-law, stating: "Despite Section 6.1.4, PID 60631009 is exempt from the requirement to be serviced with both central sewer and water".
- Add a Section 6.3.1(ha) to the Osprey Village Land Use By-law, stating: "Despite Section 6.3.1h), PID 60631009 is exempt from the requirement that a residential use must meet the minimum density of 25 units per hectare".
- Change the land use designation of the PID(s) on the Future Land Use Map from the Residential Designation to the Enterprise Designation and the Community Designation.

Public Engagement

A notice of the potential amendments was sent to residents within a 30 m radius of the property, posted on the Municipality's Engage page, and the Municipality's website. A public information session was held on April 22, 2026, to discuss the amendment process and the proposed changes. The public information session was held in the Lee Nauss room of the Municipal Office at 10 Allée Champlain Drive in Cookville. In attendance were three members of the public, Councillors Pam Hubley and Edgar Burns, Chief Administrative Officer (CAO) Tom McEwan, and two municipal planning staff.

Planning staff provided a preliminary presentation outlining the proposed amendments, including the proposed rezoning of the property from High-Density Residential to General Commercial and Open Space. The CAO explained that the Municipality is considering selling part of the property for retail development, while retaining some land as open space.

Stakeholder Engagement

In alignment with Policy 4.0.7 of the Osprey Village Secondary Planning Strategy, planning staff acquired the opinions of outside departments and agencies by contacting the following stakeholders:

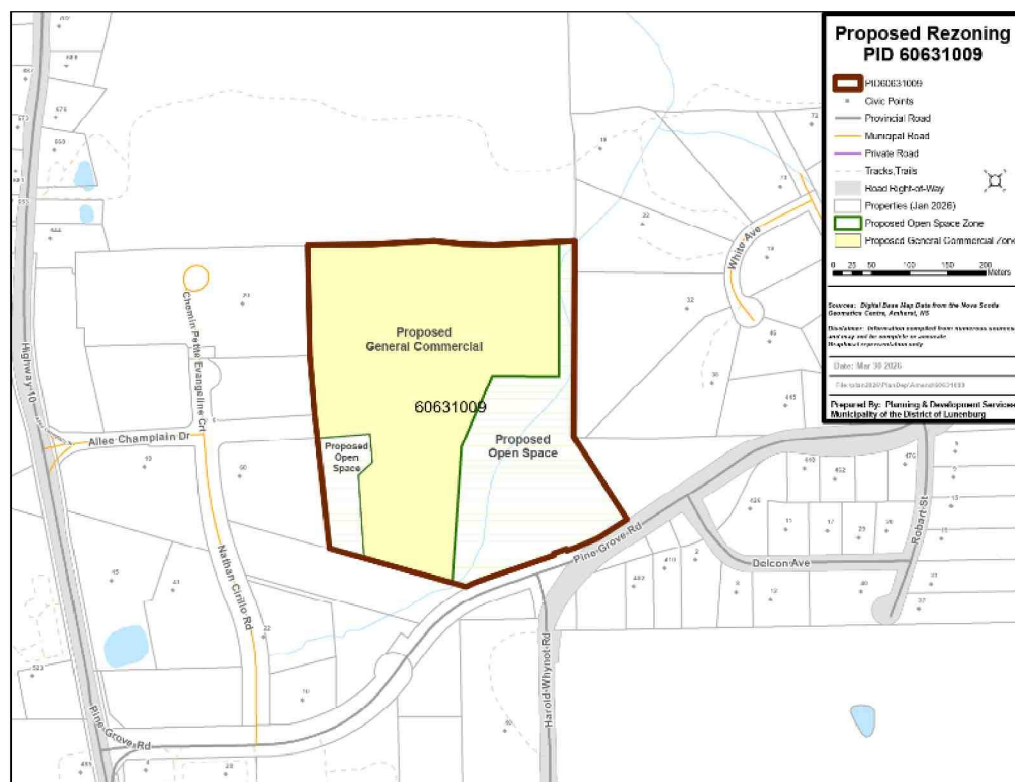
1. Conseil Scholaire Acadien Provincial (CSAP)
2. Emergency Health Services (EHS)
3. Northfield District Fire Department
4. Nova Scotia Health
5. South Shore Regional Centre for Education (SSRCE)
6. Royal Canadian Mounted Police (RCMP)
7. Nova Scotia Environment
8. Nova Scotia Public Works
9. MODL Department of Tourism, Parks and Recreation
10. MODL Department of Engineering
11. MODL Fire Services
12. MODL Department of Finance
13. MODL Department of Economic Development

The Discussion section details the input received from both external departments and agencies as well as from the public.

Discussion

Public Engagement

Planning staff received two written comments from the public. One expressed direct opposition to the potential rezoning. The comment was written on behalf of a couple residing within 30 m of the property in question. They expressed that their subdivision is quiet and peaceful, and they are concerned about a commercial development impacting this perception. They also raised concerns about how construction would impact the drainage of surface water on their property, especially given the swampy topography of the property and surrounding area. The second comment indicated that the proposed plan does not protect all the marshland on the property, stating “You clobbered the marshland exit”, when referring to the map below.



This feedback aligns with what was shared at the public information session. Residents at the public information session shared a concern that the proposed rezoning would not protect all the wetlands on the property. Additionally, residents felt that the proposed retail use does not align with the Municipality's Beautification Plan and were concerned about the property turning into another box-like development like Walmart. There was apprehension that a new retail use may contribute to a further lack of green space in the area as well as create more large parking lots with inadequate landscaping. A resident questioned if the architectural

controls in the Osprey Village Land Use By-law would do enough to address these concerns, indicating that they were not impressed with the design of the WellTide Centre. A resident urged planning staff and Council to consider what the sale of the property would do for the community and the Municipality 10-15 years in the future.

Stakeholder Engagement

A letter was sent to internal and external stakeholders outlining that Council would be considering amendments to the Osprey Village Secondary Planning Strategy and Land Use By-law. The letter noted that PID 60631009 would be redesignated and rezoned through the amendment process from the High-Density Residential Zone to the General Commercial Zone and the Open Space Zone. The responses from these departments and agencies have been organized according to the criteria in Policy 4.0.7 of the Osprey Village Secondary Planning Strategy, which states:

“In assessing an amendment application for a rezoning...”

“The planning implications that shall be considered by Council include, but are not limited to, the following:

- a) the impact of the proposed use and uses permitted in the zone on traffic with respects to traffic hazards, congestion, and pedestrian hazards;
- b) the impact on the natural environment;
- c) the ability of the Municipality to absorb costs related to the development;
- d) the adequacy of municipal services;
- e) the adequacy and proximity of community facilities for education, recreation and emergency services as well as other amenities;
- f) the adequacy of the street networks; and
- g) the suitability of the site regarding grades, soils, geological conditions, location of watercourse, flooding, marshes, bogs, swamps, and proximity to natural or man-made hazards or land uses that could present a health risk or result in a poor quality living environment”.

Suitability & natural environment

Nova Scotia Environment and Climate Change noted the following environmental considerations for the property:

- **Drainage and Groundwater:** The property is sloped, with substantial development located upslope. This topography increases the likelihood of elevated overland flow onto the site. Any future development would need to address potential changes to natural drainage patterns and groundwater absorption, likely requiring stormwater management measures.
- **Wetland Indicators:** Clear signs of wetland were observed along the northern, downslope boundary. Any alteration of this wetland—or any additional wetlands identified on the property—would require notification to or approvals from Nova Scotia Environment and Climate Change.
- **Species Observations:** Due to the early time of year, identification of key indicator plant species was limited. However, evidence of woodpeckers, other nesting birds, and deer was noted throughout the site.
- **Hazards:** There were no hazards evident at the time of inspection. For a full assessment, a historical review of the property and its uses would be required.

Nova Scotia Environment and Climate Change further clarified that their comments do not reflect an official Environmental Site Assessment. If the property proceeds toward development, any work affecting wetlands or drainage would require further assessment by a qualified environmental consultant. Nova Scotia Health also noted that future development on the property should undergo an environmental impact assessment. Nova Scotia Health stated that the Municipality should be working with developers to ensure they are meeting or exceeding environmental and climate standards and accessibility standards.

Ability of the Municipality to absorb costs related to the development

As the interested developer is looking at commercial development serviced by on-site services, the Municipality would not have to absorb servicing costs related to the development. MODL's Department of Finance noted that any future development of the open space part of the property would need to be planned for in the municipal budget.

Adequacy and proximity of community facilities and services

This parcel of land falls within the jurisdiction of the Northfield Fire Department. The Northfield Fire Department does not foresee any issues with the proposed rezoning. Additionally, the Municipality's Fire Services Coordinator mentioned that the Northfield Fire Department would be able to handle fire protection for new development in this area.

The RCMP reviewed the proposed rezoning in relation to the adequacy and proximity of community facilities for education, recreation, and emergency services. It was noted that the

property is in proximity to the school, and depending on the intended use, consideration should be given to traffic control or traffic calming measures should the development bring an increase in commercial traffic to the roadways that service the school.

The Conseil Scolaire Acadien Provincial (CSAP) does not support the proposed rezoning. It was noted that a commercial zone would likely drive a significant increase in vehicle traffic, creating an elevated safety risk for students, particularly during school arrival and dismissal times. CSAP also explained that it is important to establish a buffer zone between the school property and non-residential development. Lastly, CSAP expressed concern that residential development may no longer be planned for the property. CSAP mentioned that schools are planned with the expectation that residential development will follow. The Centre Scolaire de la Rive-Sud site was meticulously selected based on its suitability as a safe school environment and potential for future expansion, with the expectation that residential development was planned for the area.

Some of these points were reiterated by the Public Health Services team of the Western Zone at Nova Scotia Health. The team communicated that future development in the area could have significant implications for those who use the school, and that development conversations should prioritize putting the health and well-being of children and youth at the center of any decision-making. Nova Scotia Health proposed the idea of a 'healthy school zone', a geographical area around a school that creates health-promoting spaces (such as parks and other recreational uses), and restricts health-harming spaces, like the sale of alcohol, other substances, unhealthy food, and polluting industries. This would involve ensuring that there is an adequate green space buffer between the school and any commercial property.

The South Shore Regional Centre for Education (SSRCE) had no concerns about the proposed rezoning. Given that the property is quite a distance from their schools, they did not foresee any significant impact on the SSRCE.

[Adequacy of street networks and impact of proposed use on traffic](#)

Emergency Health Services noted there should be a second exit and entrance point to the commercial property. Nova Scotia Public Works acknowledged that any access or work within the right-of-way would require a Work Within Highway Right-of-Way Permit. However, access to the site is from a municipal public road. As a result, there were no concerns from Nova Scotia Public Works.

Nova Scotia Health also indicated that it would be important to prioritize connectivity and access to transportation as well as transit services. The Municipality should work with community partners to improve and enhance access to public transportation services.

Other comments

The Department of Engineering noted that it is difficult to evaluate some of the criteria laid out in the Secondary Planning Strategy without qualification, and that substantive comments would depend upon the specific future development. For example, the Department of Engineering stated that the Municipality does not have criteria to evaluate traffic hazards, congestion, and pedestrian hazards. This type of evaluation is typically done by a traffic engineer in a traffic study. According to the Department of Engineering the change from High-Density Residential Zone (R-3) to Open Space (OS) should not pose a problem. The change to General Commercial (GC) Zone, however, could present problems depending on the nature of the development. Recreation, Parks & Tourism were pleased to see that this proposal would result in more land being designated for parks and open space.

Analysis

While public input was generally negative towards the proposed amendments, most of the comments received at the public information session reflected concern about the future development on the site, rather than the proposed change in zoning itself. The proposed amendment – from High Density Residential to General Commercial and Open Space – would, in part, function to preserve additional open space on the property. However, residents expressed concern that the change would not adequately protect all wetlands on the site and raised broader apprehension about how the property may be developed both in the near term and over the long term, including after any conditions of sale are satisfied.

While the Conseil scolaire acadien provincial (CSAP) was opposed to the rezoning, it is noteworthy that the High-Density Residential Zone no longer appears to be suitable for the property from a planning perspective. As indicated earlier in the report, there are no current plans to extend municipal servicing to the site. In the absence of these services, the property is unlikely to support high-density residential development.

In considering the proposed amendments, the Planning Advisory Committee and Council should note that development within the General Commercial Zone is subject to Site Plan Approval under the Osprey Village Land Use By-law.

The Land Use By-law lays out a series of site plan requirements specific to the General Commercial Zone, including parking requirements, pedestrian walkways, landscaping requirements and requirements around stormwater management. These requirements could help address the concerns of residents and stakeholders. For example, with regards to parking, the Land Use By-law indicates that landscaping shall be incorporated into the parking lots with

more than 4 parking spaces to reduce the visual impact of large open parking areas. It also states that vehicular access locations on a lot shall be approved by the traffic authority.

The Land Use By-law notes that the lot shall be landscaped using a variety of kinds and height of vegetation, and that landscaping and/or fencing shall be used to provide an adequate buffer between adjacent land uses. Section 6.3.3.2c)iv) notes that landscaping in the form of vegetation at least 1.5 metres (5 feet) in height and/or opaque fencing at least 1.5 metres in height shall screen outdoor storage areas from the street and neighboring properties. The Storm Water Management provision states that lots shall be provided with a drainage system that achieves zero increase in peak flow discharge from the fully developed site as well as water quality controls that result in no net increase in total nitrogen and phosphorous daily loading to the LaHave River Watershed. This may help address the concerns of some neighbors who are worried about the drainage of surface water onto their property.

The Planning Advisory Committee and Council should also consider that the General Commercial Zone includes a section on Architectural Controls. These state:

- a) The principle façade and main entry way shall face the street upon which the lots principle access is located;
- b) The public façade shall incorporate architectural details similar to historic commercial and residential buildings found in Lunenburg County. The architectural elements that shall be incorporated into the design are shown on Schedule B and include:
 - i) roof shape,
 - ii) architectural details and trim;

Should Council wish to exert further control over the development of the property beyond the Site Plan Approval requirements, it may do so through the conditions of sale. Given that the Municipality is the property owner, Council can influence the long-term outcome of the site. Potential conditions could include enhanced buffering adjacent to sensitive uses such as the school; traffic calming measures; and/or the incorporation of green infrastructure or nature-based stormwater solutions (e.g., bioswales, permeable paving). These measures could help address community concerns while improving environmental performance and site aesthetics.

Strategic Focus

Not applicable.

Budget/Financial Implications

Not applicable.

Climate Change/sustainability

Not applicable.

Inclusion, Diversity, Equity and Accessibility (IDEA@MODL)

Not applicable.

Strategic Communications

Not applicable.

Work plan

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

Legislative Authority	Provision	Scheduled Date
MGA s. 205(1)	Council initiates a by-law amendment	April 14, 2026
MGA s. 205(4) Policy 66	Staff holds a public information session	April 22, 2026, 6 pm
Policy 90	Planning Advisory Committee recommendation to Council	July 23, 2026
MGA s. 205(2)	Council holds first reading	September 8, 2026 (TBD)
MGA s. 205(2)	Council holds a public hearing	TBD
MGA s. 205(8)	Council passes a second reading	TBD
MGA s. 208(10)	Clerk publishes a notice of approval	TBD

Alternatives

The Planning Advisory Committee could defeat the motion and recommend against the proposed amendments.

Conclusion

Planning staff's recommendation to the Planning Advisory Committee (PAC) is for the PAC to recommend to Council that:

- Council approve the proposed amendments to the Osprey Village Secondary Planning Strategy and Land Use By-law to redesignate and rezone PID 60631009 from the High-Density Residential Zone to the General Commercial Zone under the Enterprise Designation and the Open Space Zone under the Community Designation.
- Council approve the proposed amendments to exempt PID 60631009 from the requirement for central services in Section 6.1.4 of the Osprey Village Secondary Land Use By-law.
- Council approve the proposed amendments to exempt PID 60631009 from the requirement of the General Commercial Zone that a residential use meets the minimum of 25 residential units per hectare.
- Council consider incorporating conditions of sale that promote nature-based stormwater management solutions.

Report Preparation	
Department	Planning & Development Services
Report Prepared by	Rosemary Young, Planner 1
Report Approved by	Jeff Merrill, LPP, MCIP, Director
Date Reviewed by C.A.O.	

Municipality of the District of Lunenburg

Amending By-law Details	
Name	Amendments to the Osprey Village Secondary Planning Strategy 2026
Number	020H
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:

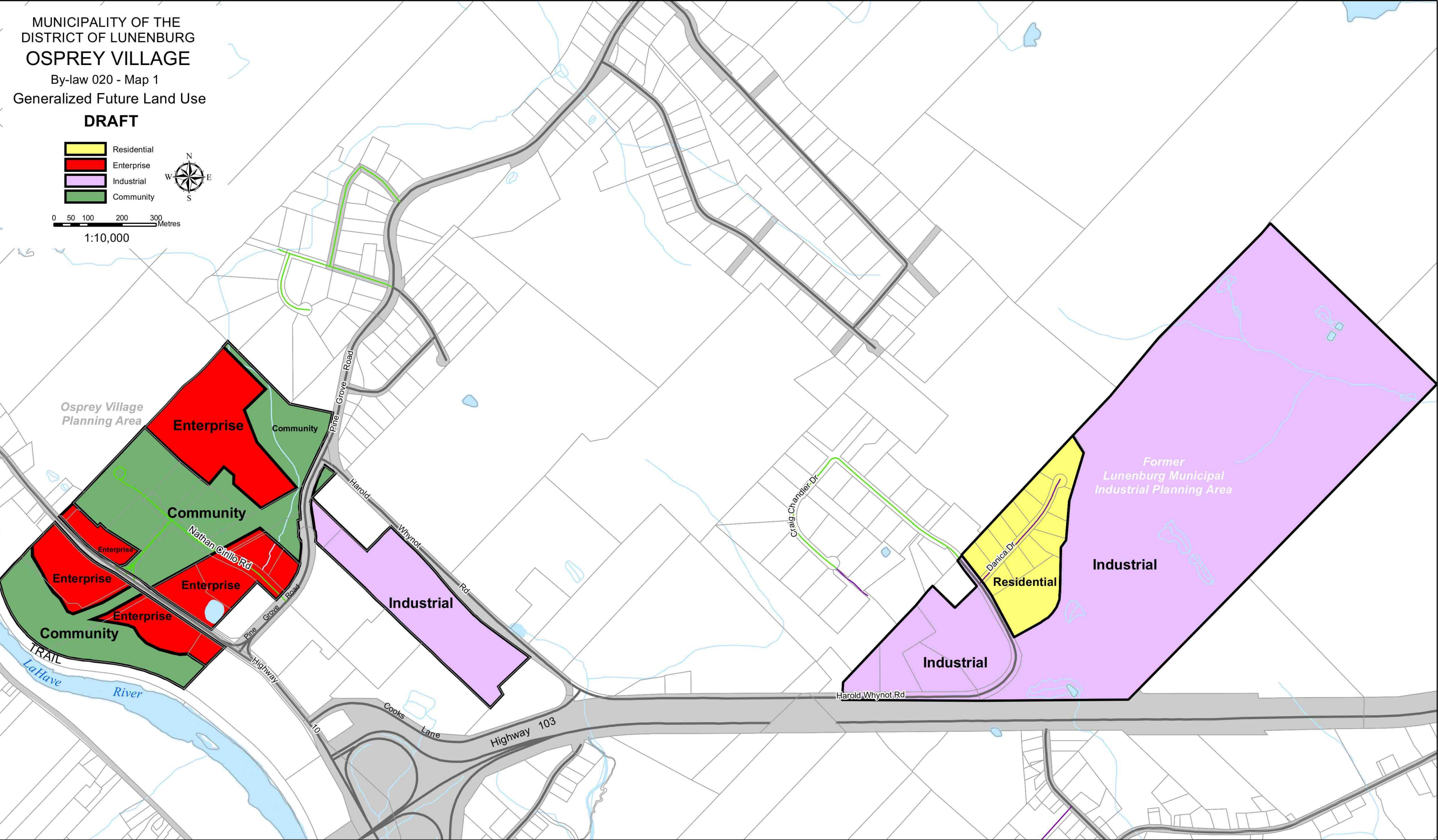
Title

- 1** This By-law is titled the Amendments to the Osprey Village Secondary Planning Strategy 2026 and may be cited as the Osprey Village Plan Amendment By-Law (2026).

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.

SCHEDULE A



Municipality of the District of Lunenburg

Amending By-law Details	
Name	Amendments to the Osprey Village Land Use By-Law 2026
Number	021J
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 2026 and may be cited as the Osprey Village Plan Amendment By-Law (2026).

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

- 2** Schedule A of By-law 021, Zoning Map, is amended as attached in Schedule A of this By-law.
- 3** Part 6 of By-law 021 is amended by adding a new section 6.1.4A stating: “Despite Section 6.1.4, PID#60631009 is exempt from the requirement to be serviced with both central sewer and water”.
- 4** Part 6 of By-law 021 is amended by adding within clause 6.3.1h) a subclause (ha) stating: “Despite Section 6.3.1h), PID#60631009 is exempt from the requirement that a residential use must meet the minimum density of 25 units per hectare”.

SCHEDULE A

MUNICIPALITY OF THE
DISTRICT OF LUNENBURG
OSPREY VILLAGE
LAND USE BY-LAW
SCHEDULE 'A' - Zoning Map
DRAFT

