



**TOWN OF KENTVILLE
PLANNING ADVISORY COMMITTEE
AGENDA
June 10, 2026, 4:00 p.m.**

1. Call to order
2. Approval of the agenda
3. Approval of the minutes – May 13, 2026
4. Business arising from the minutes
 - a. Plan Review – Review of Flood Mapping
5. Presentations
 - a. None
6. New Business
 - a. Program-Based Housing – What We Heard
 - b. Heritage Bylaw – Review of Plaque Design
 - c. Plan Review – Provincial Statements of Interest – Introduction to Infrastructure and Drinking Water
7. Standing Items:
 - a. Heritage Planning (Item 6(b))
 - b. Plan Review (Item 4(a) & 6(c))
8. Next meeting date – July 8, 2026
9. Adjournment



TOWN OF KENTVILLE
PLANNING ADVISORY COMMITTEE
Meeting Minutes: May 13, 2026
Town Hall, 354 Main Street, Kentville Nova Scotia

CALL TO ORDER AND ROLL CALL

This meeting was held in Council Chambers and was called to order by Andrew at 4:01 pm.

PRESENT

Councillor Cathy Maxwell, Councillor John Andrew, Councilor Cate Savage, Jakub Ziolkowski, Ashley Hancock, and Carol Goodwin.

Staff Representatives: Recording Secretary Ben Croll, Planning Technician Kirsten Duncan, Director of Planning & Development Darren Shupe, Mayor Zebian, and Chief Administrative Officer Chris McNeill.

REGRETS

None

APPROVAL OF THE AGENDA

Approval of the agenda moved by Maxwell and seconded by Goodwin.

APPROVAL OF THE MINUTES

Approval of the minutes moved Maxwell and seconded by Goodwin.

BUSINESS ARISING FROM THE MINUTES

(a) Plan Review – Review of Assumptions on Growth re: Housing

Shupe provided a presentation on the proposed Development Growth Layer. The mapping was developed based on the Town’s road network, municipal servicing

infrastructure, and environmental constraints. Staff identified three anticipated growth periods: 0–10 years, 10–20 years, and 20–30 years.

During the presentation, Duncan displayed the mapping and explained how it should be interpreted.

Hancock inquired whether the identified growth areas included lands that were already developed. Duncan explained that not all lands within the 0–10 year growth area were expected to be developed immediately, as some properties already contain existing development.

Shupe concluded the presentation and invited comments from the Committee regarding any significant concerns with the proposed growth layer.

Goodwin expressed concern that the majority of anticipated growth was concentrated within the 0–10 year timeframe. Goodwin noted that rapid growth could place pressure on community infrastructure, including schools, community facilities, and parkland. Discussion followed regarding the Province’s responsibility for the education system.

Andrew inquired about the Town’s overall growth objectives. Shupe responded that the goal is to ensure growth occurs in an appropriate and sustainable manner. This includes understanding the rate and location of growth, municipal servicing capacity, community support infrastructure, and future transportation requirements, including the Donald E. Hiltz Connector.

Maxwell noted that growth in Kentville is expected to continue and emphasized the importance of proactively preparing for future development.

McNeill referenced the 2023 Housing Study, noting that Kentville is projected to require approximately 790 new housing units by 2032. McNeill highlighted the current housing shortfall and reiterated the importance of planning for anticipated growth.

Maxwell emphasized the importance of incorporating mixed-use development opportunities within growth areas to ensure access to neighbourhood commercial services, such as corner stores.

Andrew inquired about current housing trends. Discussion followed regarding housing demand, with staff noting that multi-unit residential development remains the predominant form of new housing construction. Staff reiterated the importance of updating municipal policies to encourage new housing development while still protecting the Town. Further discussion focused on balancing density with the Town’s lands.

Andrew requested that discussion on the Development Growth Layer continue at future meetings. Shupe advised that, with no significant concerns from the Committee, staff would proceed with the Plan Review process.

Andrew read the recommendation. Moved by Ziolkowski and seconded by Hancock.

The motion was put to a vote and carried unanimously.

NEW BUSINESS

(a) 172 Main Street Rezoning – Map Amendments to LUB

Shupe provided a presentation regarding a proposed Land Use Bylaw Map Amendment for 172 Main Street. The application proposes to rezone the property from the One and Two Unit Dwelling (R2) Zone to the Medium Density Residential (R3) Zone.

Andrew read the recommendation. Moved by Zebian and seconded by Goodwin.

This begun the discussion:

- Savage inquired about the maximum number of residential units that could be developed on the property. Shupe advised that, without a detailed site design that considers all applicable municipal regulations and environmental constraints, staff could not determine a maximum unit count.

- Maxwell expressed concern regarding the potential for the property to be developed as Program-Based Housing (PBH). Zebian noted that the proposed PBH amendments and the current rezoning application were separate matters and stated that it would be unfair to evaluate the rezoning based on a potential future PBH LUB amendment. This led to broader discussion regarding PBH.

The motion was amended to correct the reference from "Council Advisory Committee" to "Planning Advisory Committee."

The motion was put to a vote and was carried with 4 in favour and 1 opposed.

(b) Heritage Bylaw – Review of Heritage Property Map and Plaques

Shupe provided a presentation regarding the Town's designated heritage properties and proposed heritage mapping.

Maxwell suggested the creation of a heritage walking map that residents and visitors could access either in print or digitally to explore the Town's heritage properties.

Shupe continued the presentation by reviewing proposed heritage property plaques.

Discussion followed regarding the design, style, and content of the plaques.

Andrew read the recommendation. Moved by Maxwell and seconded by Hancock.

Andrew opened the floor for additional discussion.

- No further discussion was held.

The motion was put to a vote and carried unanimously.

(c) Plan Review – Provincial Statements of Interest – Introduction to Flood Mapping

Shupe provided a presentation regarding the Provincial Statement of Interest on Flood Risk Areas. Staff advised that the Town received updated flood mapping from Dillon Consulting in 2023. Using both the updated data and previous mapping completed in 2015, three flood scenarios were presented to the Committee: Historical, 2050, and 2100.

Duncan reviewed each of the flood scenarios through a series of maps.

Hancock inquired whether the cumulative impacts of both fluvial and coastal flooding had been considered, noting that separate studies had been completed for each. Shupe advised that the Town had recently received funding to hire a consultant to undertake additional flood-related work and indicated that this question could be referred for further review.

Hancock also asked whether soil conditions had been incorporated into the flood modelling. Duncan advised that staff would investigate the matter and report back to the Committee.

Discussion followed regarding municipal infrastructure and key transportation routes that could be affected by future flooding, particularly routes serving the hospital.

Shupe noted that, due to the public safety implications associated with flood risk, it may be appropriate to implement flood-related policy and map changes before completion of the Plan Review. Shupe further advised that staff recommend using the most conservative flood projection, being the 2100 scenario.

Hancock expressed concern regarding the relationship between the Development Growth Layer and future flood risk, particularly how additional development could influence flooding impacts. Hancock further noted concerns regarding the potential

disproportionate effects on lower-income neighbourhoods, where residents may have limited financial capacity to undertake flood mitigation measures.

Andrew read the recommendation. Moved by Hancock and seconded by Maxwell.

The motion was put to a vote and carried unanimously.

NEXT MEETING DATE

The next meeting is scheduled for June 10, 2026 at 4pm.

ADJOURNMENT

Meeting was adjourned at 5:45 pm

Public Participation Meeting Summary Report: Program-Based Housing and Emergency Shelter Amendments

Planning Advisory Committee Staff Report

Meeting Date: June 10, 2026
Department: Planning and Development

RECOMMENDATION

THAT the Planning Advisory Committee:

Recommend that Council Give First Reading to the proposed Municipal Planning Strategy and Land Use Bylaw amendments respecting Program-Based Housing and Emergency Shelters, as revised and schedule a Public Hearing in accordance with the Municipal Government Act.

Purpose

The purpose of this report is to summarize the feedback received during the Public Participation Meeting (PPM) held on May 21, 2026 regarding the proposed Municipal Planning Strategy (MPS) and Land Use Bylaw (LUB) amendments respecting Program-Based Housing and Emergency Shelters, and to provide staff's recommendation regarding First Reading.

Background

Council directed staff to undertake public consultation on proposed amendments intended to establish a clearer regulatory framework for Program-Based Housing and Emergency Shelters within the Town of Kentville.

The proposed amendments seek to:

- Recognize Program-Based Housing as a residential form of housing within the Town's planning framework;
- Establish approval processes appropriate to the scale and intensity of Program-Based Housing developments;
- Distinguish Program-Based Housing from Emergency Shelters;
- Direct Emergency Shelters to the Institutional Zone through a Development Agreement process; and
- Provide greater clarity and predictability for residents, applicants, staff, and Council.

A Public Participation Meeting was held on May 21, 2026. A copy of the meeting minutes is attached as Appendix A.

Public Participation Meeting Summary

Discussion focused primarily on understanding the purpose and implementation of the proposed amendments.

Questions were raised regarding the rationale for permitting Program-Based Housing within the Medium Density Residential (R3) Zone, how Site Plan Approval and Development Agreement processes would apply, and the relationship between Program-Based Housing and existing residential care facility provisions.

Several participants sought clarification regarding how support services associated with Program-Based Housing are considered within land use regulation and whether the proposed framework would create administrative challenges. Staff explained that the amendments focus on the land use and built form characteristics of developments, while the delivery of support services generally falls outside the scope of municipal land use regulation.

Discussion also occurred regarding the distinction between Program-Based Housing and Emergency Shelters. One participant noted positive experiences living adjacent to an existing supportive housing development and expressed support for treating Program-Based Housing and Emergency Shelters as separate land uses with different regulatory approaches.

Additional questions related to broader planning matters, including residential growth, rezoning processes, future development opportunities, environmental planning initiatives, public engagement processes, and the relationship between provincial and municipal planning authority. Staff noted that many of these topics extend beyond the scope of the current amendments and are being considered through the Town's ongoing Municipal Planning Strategy and Land Use Bylaw Review.

Staff Discussion

Staff have reviewed all comments received during the Public Participation Meeting and do not recommend any substantive changes to the proposed amendments.

The comments received generally reflected a desire for greater understanding of the proposed framework rather than opposition to the direction of the amendments. Discussion reinforced the importance of clearly distinguishing Program-Based Housing

from Emergency Shelters and providing transparent approval processes that are proportional to the scale and intensity of proposed developments.

Staff are of the opinion that the proposed amendments continue to provide an appropriate framework for regulating these uses while balancing housing needs, neighbourhood compatibility, and public transparency.

Additional Definition Refinement – Sleeping Unit

As part of the final review of the proposed amendments, staff identified the need for a definition of **Sleeping Unit** within the Land Use Bylaw.

The concept of a Sleeping Unit was referenced throughout the draft amendment package as a means of regulating the scale and intensity of Program-Based Housing developments. However, a corresponding definition was inadvertently omitted from the previous report and draft amendments.

The proposed Program-Based Housing framework contemplates a variety of residential housing models that may contain either dwelling units, sleeping units, or a combination thereof. While a dwelling unit is already defined within the Land Use Bylaw, a definition of Sleeping Unit is necessary to provide clarity regarding forms of accommodation that do not contain all of the facilities required to constitute a dwelling unit.

Staff recommend the following definition:

***Sleeping Unit** means a room used or intended to be used for sleeping and living accommodation by one or more persons and which does not contain all of the facilities necessary to constitute a Dwelling Unit.*

The addition of this definition will improve interpretation of the proposed Program-Based Housing provisions and provide a consistent basis for administering future developments that contain individual sleeping accommodations with shared facilities.

Staff are of the opinion that the addition of this definition is administrative in nature and does not alter the overall policy direction presented through the Public Participation Meeting.

Conclusion

The Public Participation Meeting provided an opportunity for residents to seek clarification and provide feedback regarding the proposed amendments. While several questions were raised regarding implementation and broader planning considerations,

no significant concerns were identified that would warrant a change in the overall policy direction.

Staff therefore recommend that Council proceed with First Reading of the proposed Municipal Planning Strategy and Land Use Bylaw amendments respecting Program-Based Housing and Emergency Shelters.

Sincerely,

Darren Shupe, Director of Planning and Development

Appendices:

Appendix A: Public Participation Meeting Minutes

Appendix B: Staff Report – April 15, 2026 (full proposed amendments)

Appendix A: Public Participation Meeting Minutes May 21, 2026

Kentville Volunteer Fire Hall, Kentville, Nova Scotia
Fire Hall was open to the public

Meeting began at 6pm

STAFF PRESENT

Staff in attendance included Director Darren Shupe, Development Officer Kirsten Duncan, Development Officer Ben Croll and Economic Development Officer and Moderator, Lindsay Young

OPENING REMARKS

Lindsay Young gave an overview of how the meeting will be held. Set expectations, informed public in attendance of speaking time limits and to keep comments germane to the topic.

PRESENTATION

Director Shupe provided an overview of the proposed amendments.

PUBLIC COMMENTS

Question: A member of the public requested clarification regarding the purpose of permitting Program-Based Housing (PBH) within the Medium Density Residential (R3) Zone.

Staff Response: Staff provided an overview of the rezoning process, as well as the Site Plan Approval (SPA) and Development Agreement (DA) approval processes.

Question: A member of the public asked whether Council and staff were aware of how many properties were currently being rezoned to R3, whether any residential zone could be rezoned to R3, and whether the Province or Town had established a target number of R3-zoned properties.

Staff Response: Staff advised that all rezoning applications are publicly available and can be viewed on the Town's website. Each application is reviewed for compliance with the policies and requirements of the Town's planning documents. Staff noted that, while they

could not speak on behalf of the Province, they were unaware of any quota or target for R3 zoning.

Question: A member of the public asked how closely the Province regulates municipal zoning requirements. They noted that the current R3 Zone already permits a broad range of uses and questioned whether introducing a broad term such as PBH would make administration more difficult. They also asked whether the proposed amendments formed part of a broader integrated planning initiative or other municipal plans, such as the Municipal Climate Adaptation Plan (MCAP).

Staff Response: Staff stated that the R3 Zone was considered the most appropriate zone due to its permitted uses and its density purpose. Staff reiterated that PBH is considered a residential use and that the approval process may vary depending on the scale and density of the proposal, requiring either SPA or DA approval. Staff further noted that at higher densities a use may be more appropriately classified as institutional rather than residential.

Question: A member of the public inquired about which lands are currently zoned Institutional and what lands could potentially be rezoned to an Institutional designation.

Staff Response: Staff reviewed the Town's Zoning Map to identify existing Institutional Zones and subsequently reviewed the Generalized Future Land Use Map (GFLUM), noting that there is currently no intention to create additional Institutional zones. Therefore, any future Institutional zone would require both a redesignation and rezoning in compliance with the Town's planning documents.

Comment: A member of the public stated that they reside adjacent to a larger supportive housing establishment and have experienced no issues. They further noted that there is a distinction between PBH and Emergency Shelters, and expressed support for the proposed amendments, agreeing that the two uses should be treated and regulated differently.

Question: A member of the public asked whether PBH is currently permitted within the R3 Zone.

Staff Response: Staff reviewed the definition of a Residential Care Facility from the Town's Land Use Bylaw (LUB) and explained that the use is currently permitted within the R3 Zone for up to six rooms.

Question: A member of the public, after reviewing the GFLUM and Zoning Map, expressed concerns regarding the amount of land designated for residential development and

questioned whether this reflected the Town’s intended direction. They also asked how many PBH developments currently exist in Kentville.

Staff Response: Staff explained that much of the residentially designated land has not yet been developed and that additional parkland will be dedicated as development occurs, in accordance with the Subdivision Bylaw. Staff also noted that the Town recently hired a Climate Action Coordinator who is reviewing municipal planning documents, undertaking public engagement, and developing recommendations to ensure long-term environmental protection. Staff further identified at least four different forms of PBH currently operating within the Town.

Question: A member of the public asked how much support would be provided within PBH developments.

Staff Response: Staff advised that support services falls outside the scope of the LUB. From a land-use perspective, PBH is primarily considered a residential use regardless of the support services provided.

Question: A member of the public asked about the process for rezoning a property from R2 to R3 and whether potential future development is considered as part of rezoning applications.

Staff Response: Staff advised that any property owner may apply to rezone their property. Applications are reviewed against applicable municipal policies, and both staff and Council consider potential future development as part of their evaluation.

Question: A member of the public asked whether the Town is adequately planning for future growth, particularly commercial growth, and how development surrounding the Donald E. Hiltz Connector would be regulated.

Staff Response: Staff advised that the Town is currently undertaking a Plan Review, which will examine future growth opportunities throughout the community, including areas surrounding the Donald E. Hiltz Connector. Staff further noted that the review process provides an opportunity to consider permitting mixed-use developments.

Question: A member of the public requested clarification regarding the meaning of “public review” and expressed concern that the public engagement process may be insufficient. They questioned whether there was adequate justification for the proposed PBH language and asked whether comments submitted before May 31 would receive a response.

Staff Response: Staff provided a detailed overview of the application and public consultation process, noting that members of the public may participate through public meetings or by submitting written comments. Staff acknowledged the complexity of PBH and the extensive research, drafting, and review required to develop the proposed amendments. Staff explained that the proposed language was developed specifically within the scope of land-use regulations, as set out in the Municipal Government Act, and confirmed that all public comments would be reviewed, considered, and addressed within the staff report.

Question: A member of the public asked what authority the Town has over housing developments initiated by the Province.

Staff Response: Staff advised that, while they could not speak on behalf of the Province, provincial legislation grants the Province authority over municipal planning documents. Staff noted that the Province may work collaboratively with municipalities, however, the Province has the ability to override the requirements of the Town's LUB.

Question: A member of the public asked whether Kentville is the first municipality to undertake this type of regulatory initiative.

Staff Response: Staff advised that PBH developments are established throughout the province and that Kentville is not unique in experiencing these forms of housing. However, staff noted that the Town is among the first municipalities to proactively develop regulations specific to PBH within its jurisdiction. Staff explained that this presents challenges, including the development of appropriate definitions, as there is currently no standardized provincial language for PBH.

Meeting Adjourned at 8pm.

Appendix B: April 15, 2026 Staff Report

Reconsideration of Amendments to the Municipal Planning Strategy and Land Use By-law — Program-Based Housing and Emergency Shelters

Planning Advisory Committee Staff Report

Meeting Date: April 15, 2026
Department: Planning and Development
Strategic Priority: Housing and Planning

RECOMMENDATION

THAT the Planning Advisory Committee:

Recommend that Council endorse the revised policy direction outlined herein and direct staff to prepare revised amendments to the Municipal Planning Strategy and Land Use By-law, undertake a Public Participation Meeting, and return the amendments to the Planning Advisory Committee prior to consideration by Council for First Reading.

Purpose

The purpose of this report is to revisit and refine Town-initiated amendments to the Municipal Planning Strategy (MPS) and Land Use By-law (LUB) respecting Program-Based Housing and Emergency Shelters. These amendments previously received First Reading from Council and were anticipated to proceed directly to Public Hearing.

Following First Reading, staff undertook additional analysis informed by feedback received through the Public Participation Meeting, internal review, and legal input. Through this process, it became evident that refinements to both the definitions and the regulatory structure would improve clarity, consistency, and defensibility. As a result, staff are recommending that the Town step back in the process to allow for a revised approach to be considered by both PAC and Council prior to undertaking further public engagement.

This approach reflects a refinement of the Town's original initiative and is intended to ensure that the final amendment package is clear, implementable, and aligned with the Town's authority under the Municipal Government Act.

Background

Kentville's current planning framework does not clearly define or regulate housing forms that include structured supports or program-based living arrangements. As a result, such

uses have historically been interpreted through existing residential or institutional categories, which has at times led to uncertainty and inconsistent application.

To address this gap, the Town initiated amendments to define Program-Based Housing and related uses, clarify institutional definitions, and enable these housing forms within the Medium Density Residential (R3) Zone. The initial framework introduced distinctions between Supportive Housing, Transitional Housing, and Emergency Shelters, and proposed a combination of Site Plan Approval and Development Agreement controls.

Council provided First Reading to these amendments based on that framework, with the intention of proceeding to Public Hearing.

Rationale for Reconsideration

Following First Reading, further review identified several areas where the proposed framework would benefit from refinement.

The distinction between Supportive Housing, Transitional Housing, and Emergency Shelters relied in part on factors such as duration of stay and the circumstances of occupants. These distinctions proved difficult to define in a clear and enforceable manner and created overlap between use categories. This raised concerns regarding the ability of staff to consistently interpret and apply the definitions and introduced the potential for the framework to be perceived as regulating occupants or program characteristics rather than the use of land and buildings.

In addition, the original amendments proposed regulatory standards for Program-Based Housing that differed from those applied to other multi-unit residential development in the R3 Zone. Upon review, this approach was found to introduce inconsistency where the built form, scale, and function of development are otherwise comparable. A more consistent approach to residential uses is considered more appropriate and defensible.

The classification of Emergency Shelter was also reconsidered. It was determined that Emergency Shelter is more appropriately categorized as an Institutional Use, reflecting its service-oriented nature and operational characteristics. This distinction allows for more appropriate siting and review through the Development Agreement process.

Legal review reinforced the importance of ensuring that land use regulations focus on the physical use of land and buildings and avoid reliance on subjective or operational characteristics. The revised approach responds directly to this guidance.

Revised Policy Direction

The revised approach simplifies and clarifies the framework while maintaining the Town's original objective of enabling a broader range of housing options.

Program-Based Housing is defined as a residential use and is no longer divided into sub-categories for regulatory purposes. It is proposed to be permitted within the Medium Density Residential (R3) Zone and subject to the same Site Plan Approval requirements that apply to other multi-unit residential development. Development Agreements are required only where development exceeds eight units or sleeping rooms, ensuring that additional review is focused on larger-scale proposals.

Emergency Shelter is defined separately and categorized as an Institutional Use. It is proposed to be permitted within the Institutional (I) Zone and subject to Development Agreement. This ensures that site-specific considerations such as scale, access, and compatibility with surrounding uses can be addressed.

Additional refinements to the Institutional policies clarify that not all Institutional Uses are of the same scale or intensity and that certain uses may be directed to specific zones or approval processes.

Proposed Process Moving Forward

Given the extent of the revisions, staff recommend that the Town adjust the amendment process to ensure that the revised framework is fully considered prior to adoption.

The proposed process is as follows:

- Consideration of the revised approach by the Planning Advisory Committee;
- A Public Participation Meeting to present the refined framework;
- Return to the Planning Advisory Committee with final proposed amendments;
- Consideration by Council and First Reading of the revised amendments;
- Public Hearing; and
- Second Reading.

This process ensures that both PAC and Council have the opportunity to consider the revised approach prior to public engagement, and that the public is engaged on a clear and refined framework.

Discussion

The revised approach represents a refinement of the Town's original initiative rather than a change in direction. The objective remains to enable Program-Based Housing as a form of residential development while ensuring compatibility with surrounding uses.

By simplifying the definitions, aligning Program-Based Housing with other residential uses, and clearly distinguishing Emergency Shelter as an Institutional Use, the Town improves clarity, consistency, and defensibility. This approach supports more predictable outcomes for applicants, staff, and the public.

The proposed process also enhances transparency by ensuring that the revised framework is clearly communicated and understood prior to formal adoption.

Conclusion

The Town-initiated amendments represent an important step in addressing housing needs within Kentville. Further review has demonstrated the value of refining the framework to improve clarity, consistency, and defensibility.

Staff recommend that the Planning Advisory Committee consider the revised approach and support advancing the amendments through the updated process prior to returning to Council for First Reading.

Respectfully Submitted,

Darren Shupe
Director of Planning and Development

Attachments

Appendix A – Proposed Municipal Planning Strategy Amendments

Appendix B – Proposed Land Use Bylaw Amendments

Appendix A — Proposed Municipal Planning Strategy Amendments

Section 5.14 is amended to introduce policies respecting Program-Based Housing.

5.14 Program-Based Housing

Program-Based Housing represents a form of residential development that may incorporate shared or grouped living arrangements and may be associated with the provision of supports or services. While these features may distinguish such developments operationally, they do not alter the fundamental land use characteristics of the development as residential in nature.

It is the intent of Council that Program-Based Housing be regulated as a residential use and not be distinguished or differentiated based on the characteristics of occupants, the nature of services provided, or the organizational structure of the operator. Regulation shall instead be grounded in the physical use of land and buildings, including built form, scale, site design, and compatibility with surrounding development.

This approach is intended to ensure that the Land Use By-law is applied consistently and fairly across comparable forms of residential development, while providing clear and enforceable standards that support predictable outcomes for applicants, staff, and the community.

Policy RS-28 It shall be the intention of Council to recognize Program-Based Housing as a residential use providing accommodation within a shared or grouped living arrangement, which may include the provision of supports or services.

Policy RS-29 It shall be the intention of Council to enable Program-Based Housing within the Medium Density Residential (R3) Zone, subject to the requirements of the Land Use By-law. Program-Based Housing shall be subject to Site Plan Approval in accordance with the same thresholds and provisions applicable to other multi-unit residential development, in order to ensure compatibility of form, scale, and site design with surrounding development.

Policy RS-30 It shall be the intention of Council to require the Land Use By-law to establish provisions regulating the form, scale, and site design of Program-Based Housing to ensure compatibility with adjacent residential uses.

Policy RS-31 It shall be the intention of Council to require a Development Agreement for Program-Based Housing developments exceeding eight (8) dwelling units or sleeping units.

Chapter 9 shall be amended to include additional Institutional policies.

9.2.4 Institutional Use Differentiation

While Institutional Uses are generally encouraged within the Town, it is recognized that such uses may vary significantly in scale, intensity, and operational characteristics. As a result, not all Institutional Uses are appropriate in all locations or subject to the same approval processes.

It is the intent of Council to provide for a range of Institutional Uses while ensuring that those with greater potential for land use impact are appropriately located and subject to additional review where warranted.

Policy I-9 It shall be the intention of Council to recognize that Institutional Uses vary in scale and intensity, and that certain uses may be limited to specific zones or subject to additional approval requirements in accordance with the Land Use By-law.

Policy I-10 It shall be the intention of Council to permit Emergency Shelter uses within the Institutional (I) Zone by Development Agreement.

Section 4.2.4 Development Agreements shall be amended to include Emergency Shelters within the Institutional (I) Zone and Program-Based Housing exceeding eight (8) units within the R3 Zone as uses requiring Development Agreement.

Policy GD-5

It shall be the intention of Council that the following uses be permitted only by Development Agreement in accordance with the Municipal Government Act, the applicable provisions of this Strategy, and the evaluation criteria set out in Policies IM-10 and IM-11:

- f) Emergency Shelter uses within the Institutional (I) Zone.
- g) Program-Based Housing developments exceeding eight (8) dwelling units or sleeping units within the Medium Density Residential (R3) Zone.

Appendix B — Proposed Land Use By-law Amendments

PART 1 — DEFINITIONS

Add New Definition — Program-Based Housing

Program-Based Housing means a residential use providing accommodation within a shared or grouped living arrangement, which may include the provision of supports or services to residents, and may include individual or shared sleeping units, shared common areas, and accessory administrative or support functions. For the purposes of this By-law, Program-Based Housing shall be considered a residential use.

Add New Definition — Emergency Shelter

Emergency Shelter means a building or part thereof used to provide short-term accommodation and associated services for individuals requiring immediate shelter or protection, and may include accessory services, administrative offices, and support spaces.

Amend Definition — Institution

The definition of Institution shall be deleted and replaced with the following:

Institution means the use of land or buildings for the provision of public, community, health, educational, or social services, including but not limited to hospitals, schools, nursing homes, residential care facilities, treatment and rehabilitation centres, community living arrangements, and similar uses.

PART 4 — GENERAL PROVISIONS

Amend Section 4.1.27 — Site Plan Approval

Section 4.1.27 is amended by adding the following clause:

d) Program-Based Housing developments within the Medium Density Residential (R3) Zone, in accordance with the requirements of the applicable zone provisions.

Amend Section 4.1.9 — Development Agreements

Section 4.1.9 is amended by adding the following clause:

f) Program-Based Housing developments exceeding eight (8) sleeping units or dwelling units within the Medium Density Residential (R3) Zone.

PART 5 — RESIDENTIAL ZONES

Amend Section 5.4.1 — Permitted Uses (R3 Zone)

Section 5.4.1 is amended by adding the following use:

- Program-Based Housing

Amend Section 5.4.3 — Permitted Uses by Site Plan Approval (R3 Zone)

Section 5.4.3 is amended by adding the following use:

- Program-Based Housing, up to eight units

Add New Section — Additional Provisions for Program-Based Housing

The following section shall be added to Section 5.4:

5.4.3a Program-Based Housing

- a) Program-Based Housing shall be subject to the same zone requirements applicable to multi-unit residential development.
- b) Program-Based Housing shall not be regulated based on the characteristics of occupants or the nature of services provided.
- c) Program-Based Housing developments exceeding eight (8) sleeping units or dwelling units shall only be permitted by Development Agreement in accordance with Section 4.1.9 of this By-law.

PART 8 — INSTITUTIONAL ZONE

Add New Subsection — Permitted Uses by Development Agreement

Section 8.1 is amended by adding the following subsection:

8.1.1a Permitted Uses by Development Agreement

- Emergency Shelter

Add New Provision — Emergency Shelter

The following provision shall be added to Section 8.1a:

Emergency Shelters shall be considered only by Development Agreement and shall be evaluated having regard to site-specific considerations including scale, access, compatibility with adjacent uses, and operational characteristics.

Natural Assets, Municipal Infrastructure, and Source Water Protection

Understanding the Planning Framework and Opportunities for the Plan Review

Planning Advisory Committee Staff Report

Meeting Date: June 10, 2026
Department: Planning and Development

Recommendation

THAT the Planning Advisory Committee receive this report for information and provide feedback to staff regarding source water protection, natural assets, and municipal infrastructure considerations as part of the ongoing Municipal Planning Strategy and Land Use Bylaw Review.

PURPOSE

The purpose of this report is to provide the Planning Advisory Committee (PAC) with an overview of the relationship between natural assets, municipal infrastructure systems, source water protection, and municipal planning.

This report examines how natural assets, water and wastewater infrastructure, the Source Water Protection Plan (SWPP), Statements of Provincial Interest (SPI), Municipal Planning Strategy (MPS), and Land Use Bylaw (LUB) work together to support environmental stewardship, infrastructure investment, and sustainable community growth.

The report also identifies opportunities for discussion and future consideration as part of the ongoing Municipal Planning Strategy and Land Use Bylaw Review.

BACKGROUND

Kentville's growth and development are supported by a combination of natural assets and municipal infrastructure systems. Natural assets such as aquifers,

groundwater recharge areas, wetlands, watercourses, and forests provide important environmental functions and support essential municipal services. Built infrastructure systems, including water, wastewater, stormwater, transportation, and other municipal services, enable residential, commercial, institutional, and industrial development throughout the community.

The Town's municipal water supply is derived from a wellfield located in the northwestern portion of the municipality. The wellfield and associated recharge areas form part of a broader natural asset system that supports the Town's drinking water infrastructure. Water and wastewater infrastructure systems represent significant public investments and play an important role in supporting existing development and accommodating future growth.

The Source Water Protection Plan (SWPP), originally developed in 2005 and updated in 2016, provides the scientific and technical foundation for protecting the Town's drinking water supply. The SWPP identifies aquifers, delineates source water protection areas, identifies potential contamination risks, and establishes monitoring and contingency planning measures.

While the SWPP identifies risks and recommended protection measures, municipal planning documents provide the primary land use tools available to guide development, manage land use impacts, and support the long-term sustainability of natural assets and municipal infrastructure systems.

The Municipal Government Act requires municipal planning documents to be reasonably consistent with the Statements of Provincial Interest (SPI). Of particular relevance to this discussion are the Drinking Water SPI and Infrastructure SPI, which recognize the importance of protecting drinking water resources, supporting sustainable infrastructure investment, and coordinating growth with municipal servicing capacity.

As part of the ongoing Municipal Planning Strategy and Land Use Bylaw Review, there is an opportunity to consider how natural assets, municipal infrastructure systems, source water protection, and future growth can be addressed through an integrated planning framework.

Municipal Infrastructure Systems

While source water protection is often associated with municipal drinking water supplies, it is important to recognize that drinking water infrastructure operates as part of a broader network of municipal infrastructure systems that support the community.

The Town's infrastructure systems represent significant public investments and support residential, commercial, institutional, and industrial development throughout the municipality. These systems include water supply infrastructure, wastewater collection and treatment infrastructure, stormwater management systems, transportation networks, parks and recreation facilities, and other municipal services that contribute to community well-being and economic development.

The Infrastructure Statement of Provincial Interest recognizes the importance of coordinating land use planning with the efficient use, long-term sustainability, and resiliency of public infrastructure systems. Decisions regarding growth, development patterns, servicing extensions, land use intensity, and infrastructure investment can have implications for municipal infrastructure capacity, operational efficiency, and long-term financial sustainability.

From a planning perspective, natural assets, source water protection, water servicing, wastewater collection, stormwater management, transportation systems, and future growth are closely interconnected. The ability to accommodate new development depends not only on the availability of land but also on the capacity, condition, and resiliency of municipal infrastructure systems and the natural assets that support them.

As part of the Plan Review, there may be opportunities to further examine how future growth areas, servicing strategies, infrastructure investment priorities, natural asset management, and environmental objectives can be coordinated to support long-term community sustainability and resilience.

Mapping of the Town's water and wastewater infrastructure systems is provided in Appendix A.

DISCUSSION

1. Natural Assets, Municipal Infrastructure, and Community Growth

Natural assets are naturally occurring features that provide environmental, social, and economic benefits. Examples include aquifers, groundwater recharge areas, wetlands, forests, streams, rivers, and floodplains.

Historically, municipal infrastructure planning has focused on built assets such as roads, watermains, reservoirs, treatment facilities, pumping stations, stormwater systems, and other municipal infrastructure. Increasingly, municipalities are recognizing the importance of natural assets that provide essential services to communities and support the operation of municipal infrastructure systems.

Municipal planning has often considered these systems separately. However, they function as an interconnected network. Natural assets such as aquifers, recharge areas, wetlands, forests, and watercourses support municipal infrastructure systems, while water, wastewater, stormwater, transportation, and other municipal infrastructure systems support residential, commercial, institutional, and industrial development throughout the community.

As part of the Plan Review, staff are seeking to better understand how these systems interact and how municipal planning policies can support their long-term sustainability. The appendices to this report provide mapping of source water protection areas, municipal infrastructure systems, natural assets, and growth-related considerations to assist PAC in understanding these relationships.

Understanding these relationships provides important context for considering the role of the Source Water Protection Plan, Municipal Planning Strategy, and Land Use Bylaw in supporting environmental stewardship, infrastructure investment, and sustainable community growth.

As part of the Plan Review, there may be opportunities to further integrate natural asset considerations into planning policy and to better recognize the role that natural assets and municipal infrastructure systems play in supporting community growth and resilience.

The appendices to this report provide mapping of natural assets, municipal infrastructure systems, source water protection areas, and growth-related considerations to assist PAC in understanding these relationships.

2. Provincial Interest Context

The Municipal Government Act requires municipal planning documents to be reasonably consistent with the Statements of Provincial Interest (SPI). While source water protection is often associated with the Drinking Water Statement of Provincial Interest, it is also closely connected to the Infrastructure Statement of Provincial Interest.

The Drinking Water SPI seeks to protect the quality of drinking water within municipal water supply watersheds and recharge areas. The Infrastructure SPI seeks to promote the efficient use of municipal infrastructure, encourage coordinated growth and servicing decisions, and protect public investments in infrastructure systems.

Together, these Statements recognize that drinking water systems are both environmental resources and essential public infrastructure assets. Protecting groundwater quality and recharge areas helps safeguard the Town's long-term investment in wells, treatment facilities, storage reservoirs, pumping stations, and distribution systems while supporting reliable service for existing and future residents and businesses.

As a result, source water protection should be viewed within a broader framework of natural asset management, infrastructure planning, asset management, and long-term community sustainability. Together, the Drinking Water and Infrastructure Statements of Provincial Interest encourage municipalities to consider how environmental resources, municipal infrastructure systems, and future growth are interconnected.

The mapping provided in the appendices illustrates the relationship between natural assets, municipal infrastructure systems, and areas anticipated to accommodate future growth.

3. Planning Framework

The management of natural assets, municipal infrastructure systems, and source water protection in Kentville is supported through a hierarchy of planning, policy, and operational tools.

Provincial Interests

The Province of Nova Scotia has identified drinking water protection and infrastructure as matters of provincial interest.

The Drinking Water Statement of Provincial Interest seeks to protect the quality of drinking water within municipal water supply watersheds and recharge areas. The Infrastructure Statement of Provincial Interest seeks to ensure the efficient use of municipal infrastructure and public investment.

Together, these Statements establish a provincial expectation that municipalities consider both drinking water protection and infrastructure sustainability through their planning documents.

Source Water Protection Plan

The Source Water Protection Plan serves as the technical foundation for protecting Kentville's water supply.

The SWPP identifies:

- Municipal well locations;
- Aquifer characteristics;
- Source water protection areas;
- Groundwater recharge areas;
- Potential contamination risks;
- Monitoring requirements; and
- Contingency planning measures.

The SWPP answers the question: "What are we protecting and why?"

Municipal Planning Strategy

The Municipal Planning Strategy establishes Council's policy direction regarding land use and development.

The MPS answers the question:
"What should the Town's planning response be?"

Land Use Bylaw

The Land Use Bylaw implements the policies contained within the Municipal Planning Strategy.

The LUB answers the question:
"What land uses and development should occur within these areas?"

Development Review

Development applications are reviewed against the requirements of the Land Use Bylaw and Municipal Planning Strategy. Through this process, municipal planning becomes one of the primary tools used to manage the relationship between natural assets, municipal infrastructure systems, and future growth.

Additional Supports

In addition to the planning framework, the following tools contribute to implementation:

- Public Works Operations;
- Asset Management;
- Environmental Regulation; and
- Monitoring and Stewardship Programs.

4. Natural Assets and Infrastructure Planning

Municipal infrastructure systems and the natural assets that support them represent some of the most significant long-term investments and resources within a community. Water, wastewater, stormwater, transportation, and other

municipal infrastructure systems depend upon both built infrastructure and the continued function of natural systems.

While the Source Water Protection Plan is primarily concerned with protecting groundwater quality and managing risks to the water supply, the Infrastructure Statement of Provincial Interest introduces an additional planning perspective. Protecting source water resources also protects the infrastructure systems that depend upon those resources.

From a planning perspective, decisions regarding growth, land use, servicing, stormwater management, infrastructure investment, and environmental protection are closely interconnected. Development patterns that place additional pressure on municipal infrastructure systems, increase risks to natural assets, or require costly infrastructure expansion may have implications for both the Drinking Water and Infrastructure Statements of Provincial Interest.

As part of the Plan Review, there may be an opportunity to consider source water protection through both lenses: protecting drinking water quality and supporting the long-term sustainability, resiliency, and efficiency of municipal infrastructure systems.

5. Current Planning Approach

Kentville currently employs a layered approach to managing natural assets and municipal infrastructure systems.

Public Works infrastructure planning, asset management programs, utility operations, and provincial environmental regulations provide additional layers of protection and management that complement the planning framework.

The Source Water Protection Plan identifies natural assets and associated risks. The Municipal Planning Strategy establishes policy direction for protection, stewardship, and growth management.

The Land Use Bylaw implements specific regulatory controls through wellfield protection overlays, zoning regulations, and development requirements. Together, these tools help manage the relationship between natural assets, municipal infrastructure systems, and future growth.

This framework has successfully provided a coordinated approach to protecting the Town's drinking water supply while accommodating growth and development. The framework also supports the protection of natural assets, the management of municipal infrastructure systems, and the coordination of growth with servicing capacity and long-term infrastructure investment.

The appendices demonstrate how source water protection areas, municipal infrastructure systems, and growth patterns intersect spatially across the community.

APPENDICES

The following appendices provide mapping and supporting information referenced throughout this report. Together, these materials illustrate the relationship between natural assets, municipal infrastructure systems, source water protection areas, and future growth considerations within the Town of Kentville.

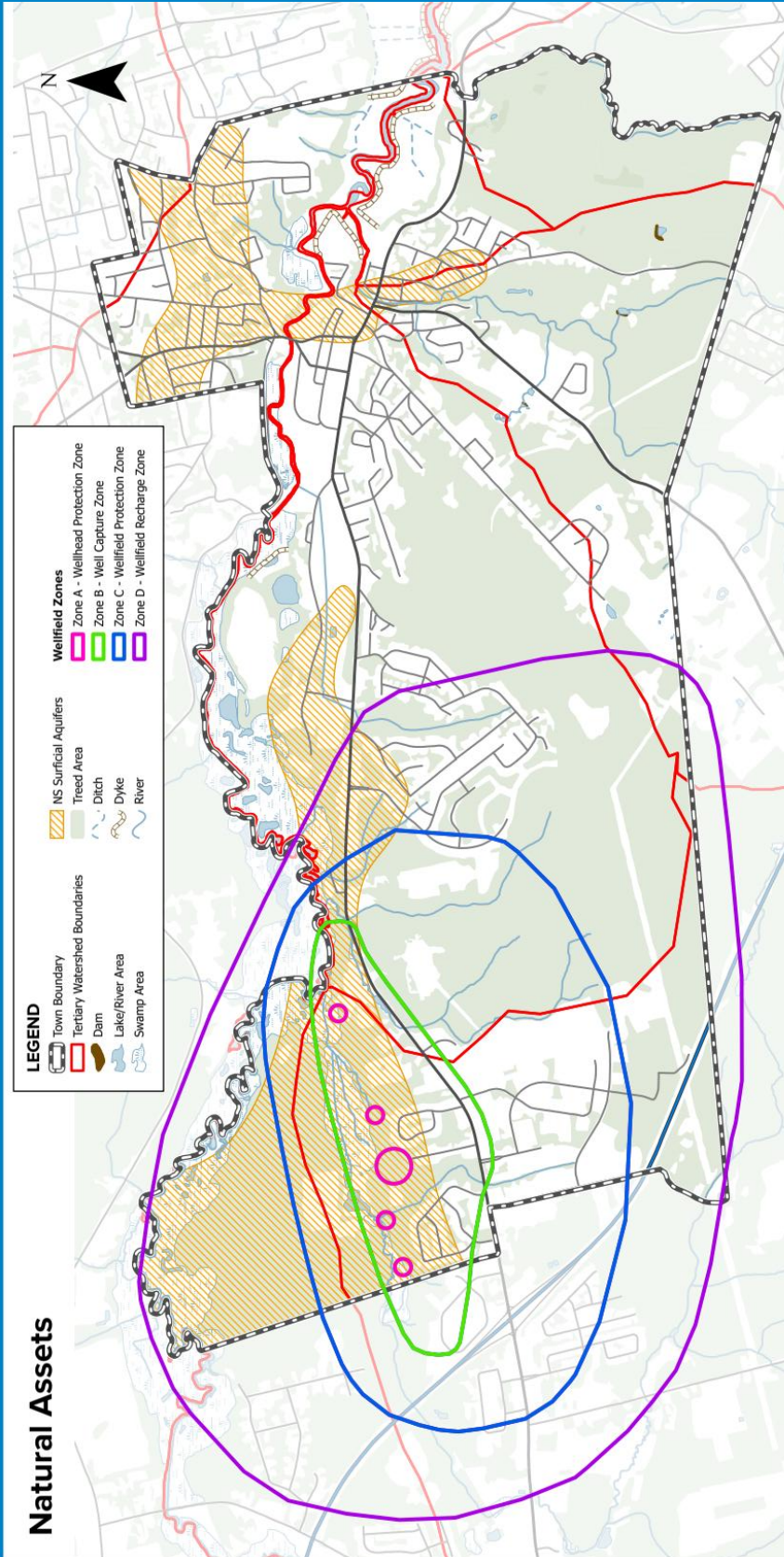
Appendix A

Built Infrastructure

Appendix B

Natural Assets

Natural Assets



This map is a graphical representation of property jurisdictions which approximates the site, configuration and location of parcels. Any interpretation of this map should be done in consultation with the Municipality in which the parcels are located. It is recommended that interested parties contact the Town of Kentville Planning and Development Department. Property Source: Nova Scotia Property Records Database (NSPRD), Components of the Nova Scotia Geomatics Centre (NSGC), Service Areas and Municipal Boundaries, 100 Willow Street, Antigonish, Nova Scotia, Canada

Statements of Provincial Interest Review - Infrastructure & Drinking Water
June 10, 2026, Planning Department