

Serenity Lodge: MPS and LUB Amendments and Substantial Development Agreement Amendment

Planning Advisory Committee

October 21, 2025
Planning & Development



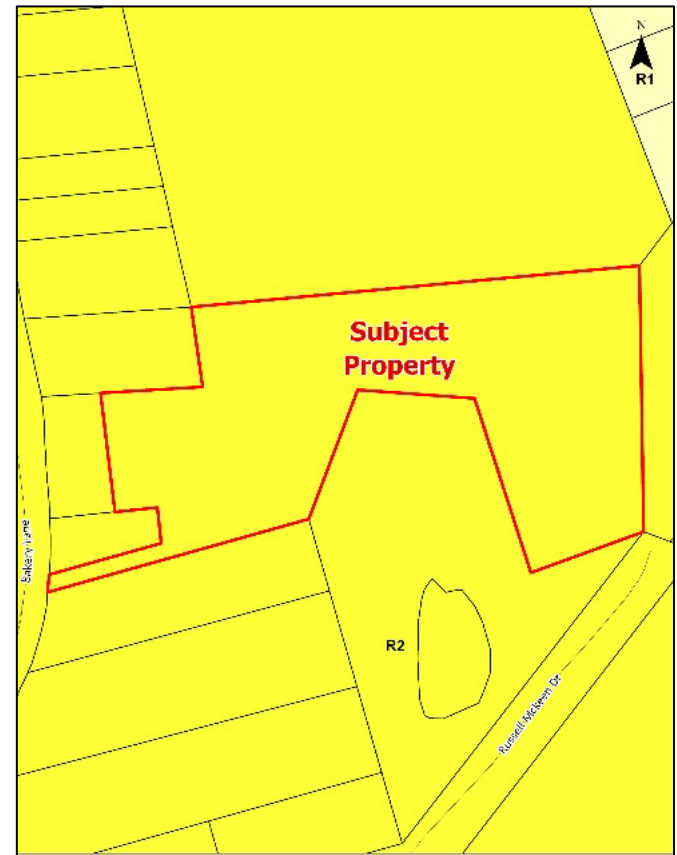
EAST HANTS

Background

- On March 26, 2025, Council passed Motion C25(95) to “...direct staff to find a way forward to assist Ms. MacAskill to separate her business and dwelling (two PIDs) through Development Agreement or an alternative. (Re: Serenity Lodge).”
- Under the current Land Use Bylaw regulations, the subdivision of land cannot take place on a right-of-way easement in the Growth Management Areas serviced by Municipal water and wastewater.

Subject Property

- The subject site is shown on the map to the right and is identified as PID 45287638. There are two civic points on the subject lands, 53 Bakery Lane, which is a single unit dwelling, and 39 Russell McKeen Drive, which is Serenity Lodge.
- The total area of the subject property is 1.44 hectares. The lot has 6 m of frontage on Bakery Lane.
- The subject property is zoned Two Dwelling Unit Residential (R2) Zone. Adjoining properties are also zoned R2.
- There is an existing development agreement on the subject lands that permits Serenity Lodge, which is a seniors care facility and considered an institutional use.
- Bakery Lane is owned by the provincial government and Russell McKeen Drive is a private right-of-way easement owned by the McKeen and extended family.







Development Proposal

- The following list of items have to be completed in order for the subdivision of land to take place:
- Amendments to the MPS and LUB are required. A new policy and regulation are required to be added to the Planning documents to permit Council to consider the subdivision of land for an Institutional Use (IU) Zone use on an existing right-of-way easement, in the Growth Management Areas on land that is zoned Two Dwelling Unit Residential (R2) Zone.
 - The MPS and LUB already contain a policy and regulation that permits Council to consider development agreements for Institutional Use (IU) Zone uses by development agreement.
- The existing development agreement, which currently permits Serenity Lodge, needs to be substantially amended so that the proposal can be considered under Council's new proposed policy.
- The property owner must acquire land and frontage from 35 Russell McKeen Drive (PID 45078912), in order to have frontage on Russell McKeen Drive (right-of-way easement). The lot currently has no frontage on Russell McKeen Drive.

DATED DECEMBER 1, 1982
APPROVED DECEMBER 1, 1982
(L.R.O. PLAN NO. 183)

PID 45078987
LOT E
Now or Formerly
JONATHAN E. CONROD
(L.R.O. DOC. NO. 108891239)

PID 45078979
LOT D
Now or Formerly
DOUGLAS GARDEN
(BOOK 741 PAGE 88)

PID 45078953
LOT 1
Now or Formerly
ADAM E.L. DAVID
(L.R.O. DOC. NO. 122058903)

PID 45078946
LOT 2
Now or Formerly
LUCAS R. DE SOUZA
& SHAWN STONE
(L.R.O. DOC. NO. 124133027)

PID 45078938
LOT A
Now or Formerly
REGINALD D. PURCELL
& DAWN D. JOSEY
(L.R.O. DOC. NO. 115747595)
SEE PLAN BY J. J. MCKENZIE, P.L.S.
DATED NOVEMBER 5, 1980, APPROVED NOVEMBER 8, 1982
(ATTACHED TO BOOK 236, PAGE 299)

PID 45287638
LOT FA-1
Lands Conveyed to
CHRISTINE A. MACASKILL
(L.R.O. DOC. NO. 112348728)

SEE PLAN BY MICHAEL G. WILLIAMS, N.S.L.S.,
DATED AUGUST 8, 2016,
APPROVED SEPTEMBER 27, 2016,
(L.R.O. PLAN NO. 109559947)

PID 45078912
LOT K-2A-1
Lands Conveyed to
KEVIN R. SHAW &
KAREN L. SHAW
(L.R.O. DOC. NO. 109758319)

SEE PLAN BY MICHAEL G. WILLIAMS, N.S.L.S.,
DATED AUGUST 8, 2016,
APPROVED SEPTEMBER 27, 2016,
(L.R.O. PLAN NO. 109559947)

LOT K-2A-1Y
AREA = 9,319 SQ.M.±

PARCEL X
AREA = 6,074 SQ.M.±

LOT XY
AREA = 6,720 SQ.M.±

PARCEL Y
AREA = 845.6 SQ.M.±

PID 45336849
LOT KW-1B
Now or Formerly
STACI M. BILLARD &
KENDALL W. MACASKILL
(L.R.O. DOC. NO. 92899052)

SEE PLAN BY HAROLD S. LVELY, N.S.L.S.,
DATED JUNE 19, 2001,
APPROVED NOVEMBER 20, 2001
(L.R.O. PLAN NO. 8593)

PID 45336831
LOT AM-AC
Now or Formerly
LOUISE B. MCKEEN
and ALAN J. MCKEEN
(BOOK 538 PAGE 427)
(BOOK 538 PAGE 428)
(BOOK 538 PAGE 588)

SEE PLAN BY HAROLD S. LVELY, N.S.L.S.,
DATED NOVEMBER 20, 2001,
APPROVED NOVEMBER 20, 2001
(L.R.O. PLAN NO. 8593)

EXISTING DWELLING (CIVIC 37)

EXISTING DWELLING (CIVIC 37)

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EXISTING DWELLING (CIVIC 37)



Development Proposal

- The proposal does not enable other lots to be subdivided with frontage on Russell Mckeen Drive for other purposes.
- If the existing land owners are interested in developing their lands in the future, Russell Mckeen Drive will have to be upgraded to a public road so that it may be taken over by the Municipality.
- The amendments to the Planning documents and the substantial development agreement amendment can run concurrently; however, the MPS amendments will have to be in effect prior to the development agreement being entered into and registered on the subject lands.

Proposed Amendments

- The following amendments are proposed to be added to Policy RD23 of the Municipal Planning Strategy:
- RD23. Council shall consider the following by development agreement in the Two Dwelling unit Residential (R2) Zone:
 - a) Accessory buildings in excess of the applicable zone requirements.
 - b) Institutional Use (IU) Zone uses
 - c) Zero Lot Line Developments subject to the requirements of the Municipal Planning Strategy.
 - d) *The subdivision of land on an existing right-of-way easement in a Growth Management Area to permit an Institutional Use (IU) Zone use.*
- The following amendment is proposed to be added to the Section 6.6 of the Land Use Bylaw:
- R2 Zone: Conditional Uses by Development Agreement
 - Accessory buildings in excess of the applicable zone requirements.
 - Institutional Use (IU) Zone uses
 - *The subdivision of land on an existing right-of-way easement in a Growth Management Area to permit an Institutional Use (IU) Zone use.*
 - Zero Lot Line Developments subject to the requirements of the Municipal Planning Strategy.



Citizen Engagement

- An advertisement outlining the proposal was placed in the *Chronicle Herald* in May 2025.
- A Public Information Meeting for the proposed amendments was held on July 14, 2025. Notes from the meeting have been attached as Appendix C.
- A questionnaire was sent to property owners and residents within 300 m of the subject property. A total of 179 questionnaires were mailed, with 12 responses received. The results have been shared with members of the Planning Advisory Committee for their review.
- Overall, the feedback was varied. Some residents viewed the proposed changes positively, others were opposed, and some commented on matters unrelated to the proposal.

Citizen Engagement

- A notice advising the public of the October 29, 2025, hearing will be placed in the October 15th and 22nd editions of the Chronicle Herald for two consecutive weeks prior to the hearing.
- The notice will also be placed on social media and on the Municipal website.
- As well, the date and time of the public hearing were hand-delivered to all properties within 300 m of the subject property. Staff moved forward with hand delivery of the letters due to time constraints imposed by the province on the applicant.

Recommendation

- That Planning Advisory Committee recommends that Council give second reading and approve the proposed Municipal Planning Strategy and Land Use Bylaw amendments and give approval to the development agreement.

Recommended Motion

Planning Advisory Committee recommends that Council:

- *give second reading and approve the proposal to amend the MPS and LUB by adopting policies that will permit Council to consider entering into a development agreement on lands zoned Two Dwelling Unit Residential (R2) Zone to permit Institutional Use (IU) Zone uses to be subdivided on an existing right-of-way easement in a Growth Management Area.*
- *And*

Planning Advisory Committee recommends that Council:

- *give final consideration and approve entering into a development agreement to permit PID 45287638 to be subdivided on an existing right-of-way easement, signed within one year of Council's approval, and contingent upon approval of the MPS and LUB amendments by the Minister of Municipal Affairs and Housing.*