



ᑲᑲᑲᑲ ᑲᑲᑲᑲ ᑲᑲᑲᑲ ᑲᑲᑲᑲ
Building *Nunavut* Together
Nunavut liuqatigiingniq
Bâtir le *Nunavut* ensemble

Consultation Report

Planning Act Review

**Government of Nunavut
Community and Government Services
April 2024**



Table of Contents

Introduction	4
The <i>Planning Act</i>	4
Why are we reviewing the <i>Planning Act</i> ?	4
Engagement overview	5
Why?	5
Who?	5
How?	5
When?	6
What we heard & how we are responding.....	6
How to better support orderly, safe, sustainable, resilient growth.....	7
How to better align with Inuit societal values, cultural norms, and authorities.....	10
How to honour the lifestyles and traditions of Nunavut residents.....	13
How to provide an open, fair, and transparent planning system.	16
How to reflect best practices and provide innovative and effective tools.....	18
Glossary	21



Introduction

The Government of Nunavut's Department of Community and Government Services is undertaking a review of the *Planning Act*. In this Consultation Report, we describe the public engagement process and summarize the public feedback received, or "What We Heard". We also respond to the feedback by explaining how we plan to—or why we do not plan to—follow through with what was heard.

The *Planning Act*

The *Planning Act* is the key piece of territorial legislation that provides the guiding framework for community planning and development activity across Nunavut. The *Planning Act* specifies the format and content of municipal planning documents such as general plans (also known as community plans), zoning by-laws, and development schemes that are adopted by municipal governments to determine how communities will change and develop over time. The *Planning Act* also establishes a development permitting system and has enforcement mechanisms.

Why are we reviewing the *Planning Act*?

The 1974 *Planning Act* was created by the Government of the Northwest Territories and adopted by the Government of Nunavut upon Nunavut's creation in 1999. Created before the *Nunavut Agreement*, the *Planning Act* is outdated, and we wish to repeal and replace it. Desired outcomes of this initiative include:

- Ensuring legislative compliance with the *Nunavut Agreement*, especially Article 11, Part 2 - Planning Principles, Policies, Priorities and Objectives;
- Better alignment with Inuit societal values and Inuit cultural norms as well as Inuit authorities and responsibilities;
- Providing more opportunities for Inuit participation in community planning processes, offering an expanded voice for Inuit to promote and protect their well-being;
- Being more responsive to the needs and capacities of Nunavut communities;
- Supporting communities by ensuring that development takes place in an orderly manner that protects human health and safety;
- Assisting in promoting sustainability in communities by fostering capacity building;
- Ensuring an open, fair, and transparent planning system for the territory by clearly articulating roles and responsibilities and providing more accessible legislative processes; and



- Providing the Government of Nunavut and municipalities with access to innovative and efficient tools to address contemporary land use planning issues across the territory by adapting Canadian best practices to be suitable for Nunavut.

Engagement overview

Why?

We engaged with people across Nunavut to discuss the *Planning Act* and how it is used, current issues, Inuit Qaujimagatuqangit, and potential solutions.

Who?

We met with **over 270 people** including elected officials, municipal staff, representatives from Inuit organizations and Hunters and Trappers Organizations, youth, and Elders.

How?

Feedback was collected through meeting notes, online comments, and email submissions.

In-person meetings were held in five communities, and “expert interviews” were also offered online with stakeholders from across Nunavut.

Advertisements for public meetings were distributed territory-wide and locally through online newspapers ads, Facebook ads, printed posters, and a Public Service Announcement.

Expert Interviews

Individuals with in-depth knowledge of planning and community development in Nunavut or who regularly work with the *Planning Act* were interviewed to provide feedback on specific sections of the *Planning Act*. These individuals included:

- Government employees;
- Inuit organizations;
- Non-governmental organizations; and
- Developers.

Over 120 representatives from communities, Inuit organizations, and government agencies received direct emails and phone calls inviting them to engage on this topic.

A webpage on our Planning and Lands website (<https://cgs-pals.ca/>) advertised the *Planning Act* review process and provided the general public with an opportunity to submit comments by e-mail or anonymously through a comment box.



When?

Engagement began in November 2023 and ran until January 2024. In-person community meetings were held on the following dates:

Rankin Inlet	November 15, 2023	Cambridge Bay	December 4, 2023
Iqaluit	November 20, 2023	Kugluktuk	December 7, 2023
Pond Inlet	November 25, 2023		

What we heard & how we are responding

During the engagement, we tried to ask questions that would help us understand how the *Planning Act* could better:



- Support communities in ensuring that development takes place in an orderly manner that fosters the growth of safe, sustainable, and resilient communities.



- Comply with the *Nunavut Agreement* and better align with Inuit societal values, Inuit cultural norms, and Inuit authorities and responsibilities.



- Honour the lifestyles and traditions of Nunavut residents in relation to planning, land administration, and community development.



- Provide an open, fair, and transparent planning system for Nunavut by clarifying roles and responsibilities and making the legislative process more accessible.



- Reflect national planning best practices and provide innovative and effective tools to address land use challenges.

The following sections summarize the feedback we received (“What We Heard”) and our responses to that feedback, divided into the five categories listed above. Our responses either describe how we propose to implement the feedback or why the feedback was not incorporated into our proposed amendments to the *Planning Act*.



How to better support orderly, safe, sustainable, resilient growth.

- 1a. Identify potential development areas by mapping known challenges. This may include completing studies** to identify areas prone to environmental hazards (e.g., landslides, flooding) and better understand infrastructure and servicing limitations.

We propose to implement this feedback by:

- Expanding the required content for general plans to include aspects related to protecting the natural environment.
- Adding the following recommended content options for general plans: sustainable development and good building practices, mapping landscape hazards that may impede land development (e.g., landslides and flooding), and managing wind conditions, snow drifting, and snow removal.

- 1b. More fully involve communities** and carefully consider the long-term implications of uses with negative health impacts or environmental contamination potential, such as landfills.

We propose to implement this feedback by:

- Adding provisions aimed at increasing Inuit and community participation in community planning initiatives, including:
 - Offering more public advertisement and engagement options.
 - Requiring councils to specify their public hearing format in their general plan.
 - Compelling municipalities to ensure their by-laws comply with official language requirements.
- Expanding the required content for general plans to include aspects related to protecting the natural environment.
- Adding the following recommended content options for general plans: condition of current infrastructure and future needs, sustainable development and good building practices, mapping landscape hazards that may impede land development, and managing wind conditions.

Note: The Department of Health's *Public Health Act* and its Regulations provide planning standards related to these issues. However, general plans do address health and environmental hazards in different ways. For instance, all general plans in Nunavut respect setbacks in the *General Sanitation Regulations*, such as the 450-metre setback around active solid and liquid waste disposal areas. Another common example is that some community councils use their general plan to note the presence of a contaminated



Planning Act Review Consultation Report

site and their policy intention to have the site remediated.

- 1c. Develop community plans to provide high-level guidance for decision-making** by outlining a vision and values of each community. May want to consider tying these values into Inuit societal values or territorial statements of interest, such as: protection of the environment, consideration of climate change, protection of public safety, etc.

We propose to implement this feedback by:

- Adding recommended content options for general plans that encourage community councils to outline their vision and values regarding important issues.
- Providing communities with the opportunity to reflect Inuit societal values in their planning documents by:
 - Requiring communities to formalize the format of their public hearings in their general plan.
 - Compelling municipalities to ensure their by-laws comply with official language requirements.
 - Allowing communities to establish their own dispute resolution methods in their general plan.

- 1d.** Help those less familiar with planning principles by **clarifying that development policies and building regulations come from larger goals** such as protecting public safety, preventing fires, or reducing the risk of environmental contamination; this should improve understanding and help guide decision-making.

We propose to implement this feedback by:

- Expanding the required content for general plans to include aspects related to protecting the natural environment.
- Adding the following recommended content options for general plans: mapping landscape hazards that may impede land development, and pedestrian safety, mobility, and accessibility.

Note: Reducing the risk of environmental contamination falls under the jurisdiction of the Department of Health's *Public Health Act* and its Regulations. General plans do, however, address health and environmental hazards in various ways. For instance, all general plans in Nunavut respect *General Sanitation Regulations* setbacks, like the 450-metre setback around active solid and liquid waste disposal areas. Also, community councils sometimes use their general plan to note the presence of a contaminated site and their policy intention to remediate the site.



Planning Act Review Consultation Report

- 1e. Identify and protect important areas** in communities such as drinking water sources, land and access routes to land used for traditional activities, existing shortcuts and snowmobile routes, and any areas valued for potential future community uses (e.g., waterfront areas).

We propose to implement this feedback by:

- Adding the following recommended content options for general plans: protection of traditional harvesting and recreational land uses and areas, such as hunting, fishing, berry picking, clam digging, defeathering birds, keeping dog teams, camping, launching and storing boats, waterfront areas, drinking water sources, and access trails and pathways to the land, and protection of views of landmarks and scenery.

- 1f.** Consider **simplifying planning by-laws**, particularly for smaller communities, by potentially removing land use designations from community plans or combining them with zoning by-law land use districts; or combining community plans and zoning by-laws into one by-law.

We propose to implement this feedback by:

- Allowing general plans and zoning by-laws to be merged into one by-law to reduce the administrative requirements for communities that request it without reducing municipal control of Municipal Lands.

- 1g.** Clarify **how cabins and storage sheds should integrate into communities.**

We propose to implement this feedback by:

- Adding the following recommended content option for general plans: managing cabins and storage sheds.

- 1h. Review applications and fees** required for residents to make home improvements and construct small accessory buildings in order to help minimize barriers to property use and development.

We propose to implement this feedback by:

- Mandating that development permit fees for residential property improvements be lower than other development permit applications.



Planning Act Review Consultation Report

- 2c. Use roundtable discussions** to discuss community planning, including development applications or appeals.

We propose to implement this feedback by:

- Adding provisions aimed at increasing Inuit and community participation in community planning initiatives, including:
 - Requiring councils to specify their public hearing format in their general plan. (Through this process, councils can choose to use roundtable discussions or particular seating arrangements.)
 - Providing councils with the option to front-end public consultation for development permits and/or sketch plans.

- 2d.** Consider holding **community-wide voting to gain consensus** in support of certain types of development approvals.

This suggestion falls under the jurisdiction of the *Plebiscites Act*. Under the *Plebiscites Act*, councils can choose to hold a municipal plebiscite for community planning initiatives.

- 2e. Incorporate Inuit organizations or Elders into formal review processes** so they can share their traditional knowledge and help inform better decision-making. This could include creating advisory boards wherein they would provide recommendations to council based on their reviews.

We propose to implement this feedback by:

- Adding provisions aimed at increasing Inuit and community participation in community planning initiatives, including:
 - Offering more public advertisement and engagement options, including engaging community Elders.

Note: Designated Inuit Organizations have the opportunity to participate in public hearings or other public consultation processes, and municipalities may formally request their involvement in review processes. Further, Designated Inuit Organizations are often invited for comment during Nunavut Impact Review Board project screenings. Given these existing consultation opportunities, along with the fact that the *Planning Act* addresses municipal planning rather than regional planning, and Designated Inuit Organizations are regional organizations, the *Planning Act* will maintain municipal autonomy to determine how Designated Inuit Organizations are included in municipal review processes for community planning initiatives.



2f. Clarify rules, regulations, and authorities for Inuit Owned Lands and cabins within municipal boundaries.

We propose to implement this feedback by:

- Adding the following recommended content option for general plans: managing cabins and storage sheds (that are within municipal boundaries and not on Inuit Owned Lands).

Note: The *Nunavut Agreement*, specifically Articles 17, 18, and 19, govern the ownership and management of Inuit Owned Lands, which includes administration of Inuit Owned Lands within municipal boundaries and regulating cabins on Inuit Owned Lands.

2g. Introduce community planning to youth and other community members to help people understand what it is, encourage them to get involved during engagement, and/or pursue it as a career. This could be done through educational programs, informational pamphlets, videos, commercials, Facebook ads, radio call-in shows, or offering training opportunities.

We propose to implement this feedback by:

- Adding provisions aimed at increasing Inuit and community participation in community planning initiatives, including:
 - Offering more public advertisement and engagement options, including most of these ideas.

How to honour the lifestyles and traditions of Nunavut residents.

- 3a. Recognize that Inuit were moved off the land** and deserve autonomy to determine how they want to live in communities.

We propose to implement this feedback by:

- Reflecting the *Nunavut Agreement* through better alignment with Inuit societal values, Inuit cultural norms, and Inuit authorities and responsibilities as well as providing more opportunities for Inuit participation by:
 - Offering more public advertisement and engagement options.
 - Requiring communities to formalize the format of their public hearings in their general plan.
 - Compelling municipalities to ensure their by-laws comply with official language requirements.
 - Allowing communities to establish their own dispute resolution methods in their general plan.

- 3b. Encourage communal living** such as having kids' spaces or spaces where you can do group activities and share resources (e.g., sewing, skinning, fixing equipment).

The *Planning Act* currently requires land to be set aside for recreational and other public and community purposes, which municipalities can choose to develop in ways that support the activities listed above. This requirement will be maintained in the new act.

- 3c. Identify and protect important areas** such as local drinking water sources, archaeological sites, land and access routes to land used for traditional activities (e.g., berry picking, hunting, putting boats in, clam digging, fishing, keeping dog teams, defeathering birds). This should also include considering the enjoyment of the areas such as protecting views.

We propose to implement this feedback by:

- Adding the following recommended content options for general plans: protection of harvesting and recreational land uses and areas, such as hunting, fishing, berry picking, clam digging, defeathering birds, keeping dog teams, camping, launching and storing boats, waterfront areas, drinking water sources, and access trails and pathways to the land, and protection of views of landmarks and scenery.



- 3d. Require all plans and designs to consider local climate and weather patterns.** For example, orient buildings to prevent snowdrifts, which can trap people indoors and cause mold issues.

We propose to implement this feedback by:

- Adding the following recommended content options for general plans: sustainable development and good building practices as well as managing wind conditions, snow drifting, and snow removal.

- 3e.** Recognize the importance of having **ample storage space** for residents' boats/ ATVs/ snowmobiles/ trucks.

We propose to implement this feedback by:

- Adding the following recommended content options for general plans: desired housing forms and architectural styles that reflect Inuit and northern needs and styles of living (e.g., need for ample storage space), protection of traditional harvesting and recreational land uses, including storing boats, and managing storage sheds.
- Establishing criteria for minor variances, which will contribute to managing parking. If a development proposal includes a variance request for reduced parking requirements, the minor variance criteria will ensure that the impact of the request is adequately reviewed. As a result, there should be sufficient parking for new developments.

- 3f.** Consider **year-round accessibility of community spaces for Elders**, including the implications of building on piles.

We propose to implement this feedback by:

- Adding the following recommended content option for general plans: pedestrian safety, mobility, and accessibility.

Note: Regarding the implications of building on piles, it is understood that this feedback is referring to the fact that buildings on piles may be elevated high off the ground and, therefore, may be difficult to enter and exit for people with mobility issues. Pile foundations are not necessarily higher than other foundation types, however, accessibility is important, and the proposed recommended content option above can help address this issue.



Planning Act Review Consultation Report

- 3g.** Consider **prioritizing local residents** during lot sales or for other development opportunities.

Under the *Cities, Towns and Villages Act* and *Hamlets Act*, municipalities have power to determine their land disposal process through their Land Administration By-law. However, prioritizing local residents in a municipal Land Administration By-law would likely be considered administrative discrimination under the Canadian *Human Rights Act*.



- 4c. Give local governments, and delegated authorities such as development officers, more authority to make decisions** by removing some of the requirements for obtaining Ministerial approval. This may include no longer requiring ministerial approval for applications that are in alignment with already-approved by-laws or other plans, “minor” or “major” amendments to by-laws, extensions to application timelines and appeals, or granting of variances.

We propose to implement this feedback by:

- Streamlining processes by:
 - Delegating authority to the Director of Planning to approve survey plans and *Planning Act* by-laws (i.e., general plans, development schemes, and zoning by-laws), thus removing the need for Ministerial review.
 - Increasing the amount of time to survey a sketch plan from one year to two years.

- 4d. Consider and clarify what the most appropriate role of municipal planning authorities are.** This could mean giving strategic decision-making to council, technical review and compliance to those trained in the relevant professional field (e.g., engineers, planners, archaeologists), and permit processing or administrative reviews to lesser-trained staff.

We propose to implement this feedback by:

- Granting councils the authority to specify alternative officials who, in the absence of a council-appointed and/or trained development officer, can review and approve development permit applications.

- 4e. Design more meaningful appeal processes** that increase community understanding about the applications and allow for thoughtful, informed reconsideration; this could also speed up the process by removing the requirement to form an appeal board.

We propose to implement this feedback by:

- Offering new processes to manage disputes aimed at reducing conflict during development appeal proceedings and preventing conflict in the first place, including: front-ending consultation for development permits and allowing requests for reconsideration, mediation procedures, and alternative dispute resolution methods.



How to reflect best practices and provide innovative and effective tools.

5a. Speed up approval processes by:

- Encouraging on-going communication and collaboration between local authorities and applicants;
- Creating easy-to-use application review checklists or templates;
- Modifying what types of applications require Ministerial approval;
- Streamlining councils’ by-law reading process; and
- Giving development officers more authority.

We propose to implement this feedback by:

- Offering new processes to manage disputes aimed at reducing conflict during development appeal proceedings and preventing conflict in the first place, including: front-ending consultation for development permits and allowing requests for reconsideration, mediation procedures, and alternative dispute resolution methods.
- Streamlining processes by:
 - Delegating authority to the Director of Planning to approve survey plans and *Planning Act* by-laws (i.e., general plans, development schemes, and zoning by-laws) thus removing the need for Ministerial review.
 - Increasing the amount of time to survey a sketch plan from one year to two years.

Note: Templates and checklists are currently used in communities, including the application and approval forms in zoning by-laws. For instance, the development permit application template includes a checklist of requirements for submission to the municipality. Municipalities can amend these checklists and templates as required to meet their needs.

Note: The *Planning Act* currently grants municipal councils the power to determine how much authority to delegate to development officers, which councils specify in their general plan and/or zoning by-law. For instance, some councils have chosen to allow development officers to approve development permits for single-family dwellings and some councils have chosen to not delegate this authority (thus requiring full council approval of these applications). This provision will be maintained in the new *Planning Act*.



5b. Prepare for the prioritized development of new housing (Nunavut 3000) by:

- Undertaking any studies or additional work necessary to identify development-ready areas for housing;
- Updating servicing studies and upgrading infrastructure as necessary;
- Amending zoning by-laws or re-zoning areas of communities anticipated for housing; or
- Providing municipalities with trained staff to help with their review and approvals, at least in the short term.

The *Planning Act* currently requires general plans to reserve land for future development, including housing, and councils must review their general plans following the timeline specified in the Act. The main purpose of this scheduled review is to ensure there is enough land for projected needs.

Although Nunavut 3000 is a key component of the Government of Nunavut's *Katujjiluta* mandate priority to expand the housing continuum by building 3,000 housing units in 10 years, it is a time-specific project and, therefore, not suitable to be added to legislation. Indeed, the commenters' proposals, including studies, work, and re-zonings to provide land for housing development under Nunavut 3000, are currently underway by the Nunavut Housing Corporation, our Department, and municipalities.

5c. Require all communities have policies and regulations that will be applied in a fair and equitable manner. These policies/regulations should be based in best practices, reflect the local community's unique challenges and preferences, and be prepared by professionals.

Councils are responsible for developing, implementing, and enforcing their by-laws, and the existing processes in the *Planning Act* for approvals (e.g., sketch plan and by-law approvals by our Department) and appeals (e.g., development appeal board) help ensure that the policies and regulations in general plans and zoning by-laws are applied in a fair, equitable, and transparent manner.



- 5d.** Develop practical **enforcement tools for municipal governments** that do not require involving courts or causing significant conflict in communities.

We propose to implement this feedback by:

- Establishing higher fines for building without a development permit and for non-compliance with the conditions of a development permit.
- Allowing municipalities to:
 - Require developers to post securities (i.e., letter of credit, performance bond, or other form of assurance) to ensure compliance with development permits.
 - Levy fines for building without a development permit and for non-compliance with the conditions of a development permit.

- 5e.** Consider **developing engineering standards** that could be used by communities throughout Nunavut.

The *Building Code Act* adopts the *National Building Code of Canada*, which provides standards for the design and construction of buildings in Nunavut. Developing engineering standards is outside the jurisdiction of the *Planning Act*.

- 5f.** Consider allowing **different standards of regulations or processes for Iqaluit**, and potentially other larger communities with more complex needs, than is required for the smaller communities.

The *Planning Act's* provisions must be equally available to all of Nunavut's municipalities. Rather than stipulating different processes based on whether a municipality is incorporated as a city or hamlet under either the *Cities, Towns and Villages Act* (City of Iqaluit) or the *Hamlets Act* (24 hamlets), the new *Planning Act* will provide municipalities with a range of choices that will allow them to manage land development in ways that work best for each community. Proposed amendments to meet this aim include giving municipalities choices about content to include in their general plans as well as options to advertise public consultations, engage with community members, and manage disputes.



Glossary

City, town, or village: A municipality in Nunavut that is incorporated under the *Cities, Towns and Villages Act*. The City of Iqaluit is currently the only municipality in Nunavut to which the designation of “city” applies.

Community planning initiative(s): A catch-all term used in this report to describe any activities that are carried out under the authority of the *Planning Act* (e.g., general plans, development schemes, zoning by-laws, by-law amendments; development permits; enforcement of development permits; development appeal boards, public hearings, public consultation, etc.).

Council: The ruling body of elected representatives in a municipality, who vote and pass by-laws, motions, and resolutions that bind the municipal corporation. The council is chaired by the Mayor, who is the chief executive of the municipality.

Development: The carrying out of any construction or excavation or other operations in, on, over or under land, or the making of any change in the use or intensity of use of any land or building (see *Planning Act*, Section 1).

Development appeal board: An administrative tribunal established under Sections 21 to 23 of the *Planning Act* to review and rule on appeals of development permit decisions made by council or a development officer.

Development officer: A municipal official established under Section 16 of the *Planning Act*, who is appointed by council under their zoning by-law. The development officer has the authority to review and oversee development permit applications and may also be delegated some council authorities including deciding on certain types of development permits and enforcing compliance with development permits.

Development permit: An authorization from the municipality that a proposed development has been fully reviewed by the development officer and the development conforms to the zoning by-law. Before construction can begin, a development permit from the municipality is required prior to obtaining a building permit from the Department of Community and Government Services under the *Building Code Act*.

Development permit fee: A fee paid by an applicant to a municipality as part of a development permit application. The fee is intended to offset the cost to the municipality of reviewing and approving the development permit.

Development scheme: A type of municipal by-law, enacted under Sections 7 to 12 of the *Planning Act*. A development scheme guides the development of a specified area of the municipality. Development schemes may be seen as a hybrid of general plans and zoning by-laws because they can include special policies and regulations that apply to a specified area but are not applied elsewhere in the municipality. The City of Iqaluit currently uses development schemes to design large subdivisions.



Planning Act Review Consultation Report

Director of Planning: An official within the public service that is established by Section 49 of the *Planning Act* and has delegated authorities described in the Act.

General plan: A type of municipal by-law, established under Sections 2 to 6 of the *Planning Act*, describing the manner in which the development or redevelopment of a municipality may best be organized and carried out, with considerations of orderliness, economy, and convenience. General plans contain the policies of council for how development in the community must take place, and development schemes and zoning by-laws must follow these policies. Most general plans in Nunavut are called “community plans”.

Hamlet: A municipality in Nunavut that is incorporated under the *Hamlets Act*. All communities in Nunavut, except for Iqaluit, are hamlets.

Minor variance: A minor deviation from zoning by-law requirements that is granted by council.

Public hearing: A public meeting for community consultation about proposed general plans, development schemes, and zoning by-laws and amendments to these by-laws. Established under Section 25 of the *Planning Act*, public hearings must be held between First Reading and Second Reading of the by-law or by-law amendment, must be advertised in the community at least 10 days in advance, and public representations made during the public hearing must be considered and ruled on by council prior to Second Reading.

Recommended content options: Standards that may be included on an optional basis. In the context of the *Planning Act*, recommended content options refer to issues and items that, as listed in the *Planning Act*, may be included in general plans, development schemes, and zoning by-laws.

Sketch plan: A common term for what is formally called a “plan of subdivision” in Sections 39 to 42 of the *Planning Act*. A sketch plan is a top-down drawing that is prepared to graphically show a proposed survey of land, including how land parcels will be located, oriented, dimensioned, and placed relative to each other. A sketch plan is approved by the Director of Planning and subsequently given to a land surveyor to prepare a legal plan of survey.

Zoning by-law: A type of municipal by-law, established under Sections 13 to 19 of the *Planning Act*, to regulate the use and development of land within a municipality, including dividing land into zones of permitted land use classes, specifying the purpose for which buildings and land may be used, and regulating or prohibiting the use of buildings and lands. The zoning by-law implements the general plan “on the ground” by establishing specific rules for development that must be followed and enforcement mechanisms to make sure they are followed.