



**SECONDARY PLANNING  
STRATEGY  
FOR  
DOWNTOWN DARTMOUTH**

**THIS COPY IS A  
REPRINT OF THE  
DOWNTOWN DARTMOUTH  
SECONDARY PLANNING STRATEGY  
WITH AMENDMENTS TO  
NOVEMBER 30, 2019**

**SECONDARY PLANNING STRATEGY**  
**FOR**  
**DOWNTOWN DARTMOUTH**

**THIS IS TO CERTIFY** that this is a true copy of the Downtown Dartmouth Secondary Planning Strategy which was passed by a majority vote of the Halifax Regional Council at a duly called meeting held on the 11<sup>th</sup> day of July, 2000, and approved by Minister of Municipal Affairs on August 16, 2000, which includes all amendments thereto which have been approved by the Halifax Regional Municipality and are in effect as of the 30<sup>th</sup> day of November, 2019.

**GIVEN UNDER THE HAND** of the Municipal Clerk and under the seal of Halifax Regional Municipality this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

\_\_\_\_\_  
Municipal Clerk

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# **CHAPTER 1: INTRODUCTION - A NEW PLAN FOR THE DOWNTOWN**

## **Why a New Plan?**

This new plan breaks new ground for Downtown Dartmouth. Previous planning documents addressed the downtown only as a small portion of the larger community of Dartmouth. This approach did not enable full consideration of the unique issues and opportunities facing the downtown.

A “stand alone” plan for the area has allowed for public debate on the downtown as an important public resource, and is the first step in effecting real changes for a successful revitalization of the area.

The boundaries of the downtown have been expanded beyond the traditional focus on the commercial area, to properly recognize the common characteristics of age, street pattern and proximity to Halifax Harbour and the Shubenacadie Canal system. The close relationships between the five neighbourhoods and the central business district are also recognized with this approach. The downtown planning area as shown on Map 1, represents a distinctive district where appropriate policies and targets can be set.

## **Regional Context**

A plan for Downtown Dartmouth is an important component of a regional growth strategy for the Halifax Regional Municipality. Over the years substantial investments have been made by municipal, provincial, and federal levels of government in providing and upgrading urban services in the area. The Waterfront Development Corporation Limited estimates that it has invested approximately 10.8 million dollars in physical improvements and land acquisitions in Downtown Dartmouth between 1979 and 1989. Given these levels of investment, a strategy which encourages more people to live in downtown areas is a more cost effective alternative to further urban sprawl in the outlying areas of the region.

## **Community Involvement and This Plan**

In developing this plan, it was recognized the result must be a “community plan” - one that is truly based on public values and buy-in. In this spirit, a partnership approach was adopted with municipality working closely with key partners and stakeholders - the general public, neighbourhood groups, the business community, Dartmouth Downtown Development Corporation, and the Provincial Waterfront Development Corporation.

The process was officially launched by Halifax Regional Council in March, 1998. A community based committee of downtown residents, business people and stakeholders was appointed to “steer” the process. An extensive public consultation program was developed to provide a variety of ways in which people could participate, including a public opinion survey, public meetings and workshops, a “safety walk”, and neighbourhood meetings. Thousands of newsletters were distributed to all residents and businesses in the area, as well as local employees and ferry commuters. Information about the process was also posted on the municipality’s website in an

effort to get the message out.

Over ten public sessions were held throughout the process. Following initial public meetings to kick-off the process, targeted workshop sessions were held in the spring of 1998 which enabled a sharing of ideas and opinions. These led to the development of the community vision, and the objectives and policy directions for each section of the plan. A summary of the main planning directions was presented at an open house session in the fall of 1998. Subsequent meetings of the citizen steering committee and various neighbourhood meetings throughout 1999 and 2000 helped to further refine and shape the plan and land use by-law. The draft documents were presented to the public and community council in February of 2000. Numerous suggestions helped strengthen and improve the final documents. All meetings held throughout the process were well attended, in the spirit of a full and open public participation process.

## Organization of the Plan

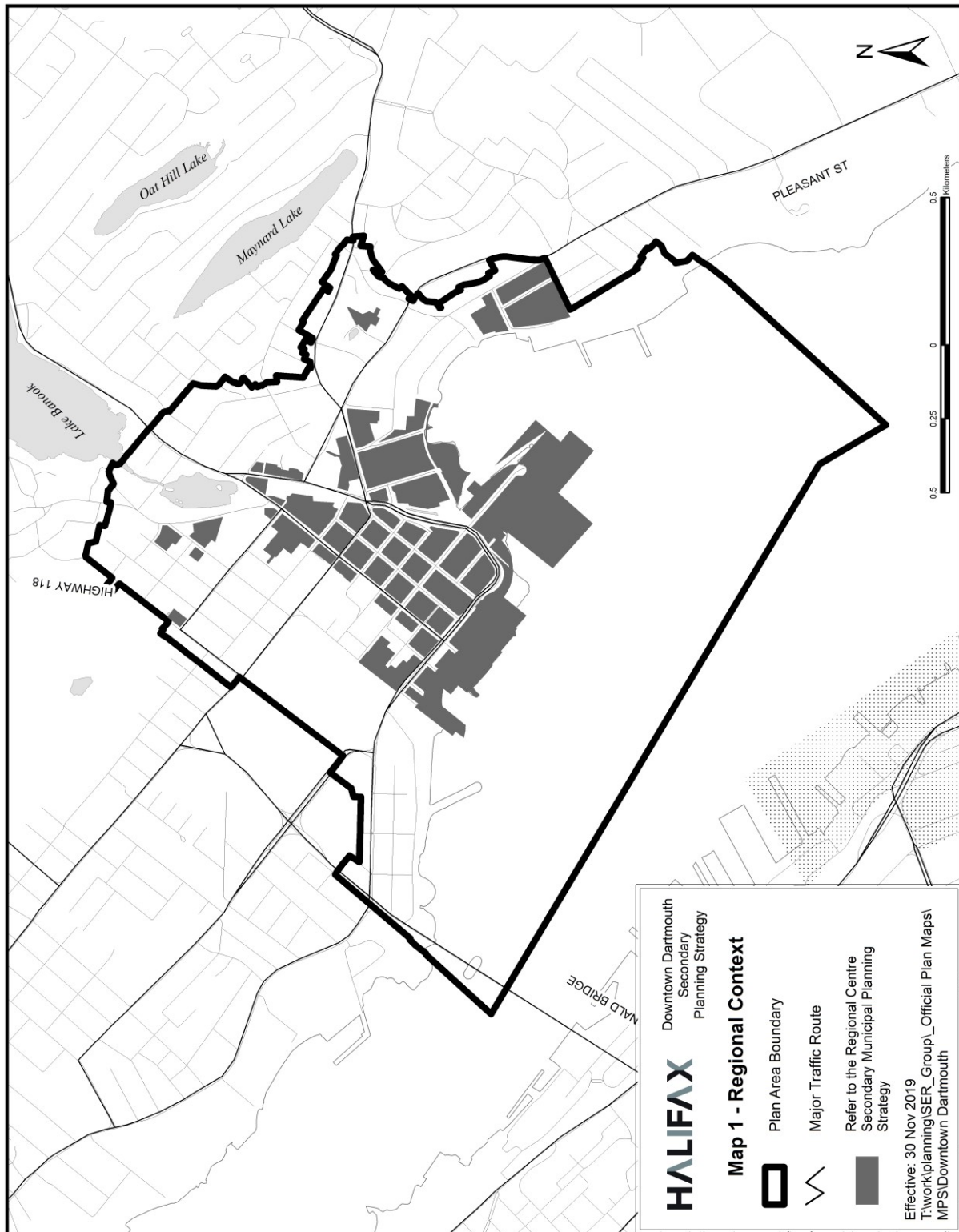
This plan is divided into 6 sections:

1. Introduction - This chapter outlines the purpose and rationale for the plan, and the process involved in its development.
2. Community Overview - This chapter gives a brief history of the downtown community, and outlines key demographic and economic features.
3. Development Concept - This chapter provides an overview of the vision for the community, and the main themes of the plan.
4. The Policies - This chapter includes the detailed discussion, objectives, and policies for future development and spending over the life of this plan. The section is organized under various land use headings.
5. Implementation - This chapter rolls out the ten year action plan to be followed by Council in implementing the various policies, programs, and projects recommended in this document.

## Lands Within the Boundary of the Regional Centre Secondary Municipal Planning Strategy (RC-Sep 18/19;E-Nov 30/19)

**The Downtown Dartmouth Secondary Municipal Planning Strategy shall not apply to those lands located within the Centres, Corridors, Higher-Order Residential, Future Growth Nodes, and Downtowns as shown on Map 1: Urban Structure – Municipal Planning Strategy for Regional Centre (Package A).**

**Map 1: Regional Context (RC-Sep 18/19;E-Nov 30/19)**





## CHAPTER 2: COMMUNITY OVERVIEW

### Context

Downtown Dartmouth is situated on the eastern side of Halifax Harbour in the historic core of Dartmouth. It has long been the centre of civic and business affairs in the community. Within the greater Halifax region, downtown is the second largest commercial node, next to Downtown Halifax, the centre of business and government administration for the Atlantic region (refer to Map 1).

Downtown Dartmouth is both a major employment and a residential node within the region. Approximately 6300 people live within its boundaries and another estimated 9000 people live within walking distance. There are about 400 businesses and a total of 4800 people working in the area. Consequently, for a relatively small geographic area, it is a major generator of tax revenue for the municipality, and represents a fairly high concentration of urban infrastructure.

### A Brief History

What we presently know as Downtown Dartmouth represents the beginnings of the Dartmouth community. The Mi'kmaq people were the first visitors to the area, travelling the Shubenacadie inland waterway to access Dartmouth's shores for fishing during the summer months. The first permanent European presence was established in 1749 when a government sawmill was built at Dartmouth Cove, where a large stream emptied from the Dartmouth lakes. The current business core of the area includes the eleven blocks which were laid out by Crown surveyors a year later in 1750 to accommodate some 350 settlers arriving aboard the H.M.S. Alderney. This initial town plot extended from Dundas Street down to the harbour, and from North Street to Dartmouth Cove. In 1783 some replotting and street extensions took place to accommodate the arrival of the Quaker whaling settlers.

As Dartmouth expanded over the next 200 years, the downtown area as we know it today went through many ups and downs, but with increasing development and investment typically following economic downturns. A strong retail and service sector catered to local residents and business, and significant employment was provided by various industries such as Starr Manufacturing and the Dartmouth Marine Slips.

Since the 1960's, however, the area has been perceived as being in a constant downturn. The opening of the Macdonald Bridge in 1955 fueled a period of rapid suburban growth during which many downtown residents relocated to the suburbs. Similarly, the development of major shopping malls and business parks on the periphery of Dartmouth has been to the detriment of the downtown retail and service sectors.

The 1966 "Central Dartmouth Urban Renewal Plan" was one of several efforts aimed at revitalizing the community. This plan called for major new collector and arterial roads, and intensive redevelopment of older and supposedly "blighted" neighbourhoods and streetscapes for housing, commercial and civic uses. Several subsequent plans and studies also called for major changes, but on a less drastic level. All presumed that massive government investment was the key to success. However, as evidenced by public spending on the Alderney Drive "waterfront expressway" and on physical improvements to Portland Street, these initiatives failed to attract

more businesses or residents to the area.

If the numbers of residents and business people involved in this planning process are any indication, there is considerable renewed interest in revitalizing downtown, however, in a manner which is sensitive, gradual, and self-sustaining. The time is now for downtown revitalization; across North America, people are rediscovering downtowns and all that they offer in terms of housing, services, open space, and history.

## Community Profile

### *People*

According to the most recent census data collected in 1996, the population for the whole of the downtown planning area<sup>1</sup> is 6,305 people, which represents about 10 % of Dartmouth's population. While the municipality as a whole has experienced population growth over the past decade, the number of people living in Downtown Dartmouth has been declining steadily. During the five year period between 1991 and 1996, the population of the downtown decreased by 7.9 %.

**Table 1: Downtown Population Change 1991-1996**

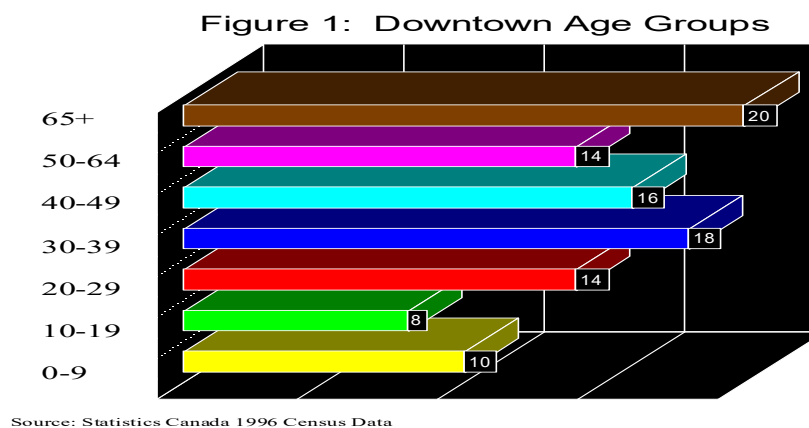
	1991	1996	% change
Downtown	6845	6305	-7.9%
Dartmouth	67798	65629	-3.2%
HRM	330845	342966	3.7

Also, the proportion and structure of families living in the downtown continues to change. There are less "traditional families" (a decrease of 11 % since the last census year), partly due to the fact that people are having fewer children, living in smaller households, and choosing to raise their children in single parent families. This decline can also be attributed to a movement of families out of the downtown, probably due to the availability of affordable housing alternatives in the suburbs. This is supported by the fact that HRM's population growth has been largely concentrated in the outlying suburban areas.

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<sup>1</sup>The downtown planning area includes the business district and five surrounding neighbourhoods.

**Figure 1: Downtown Population by Age Groups**



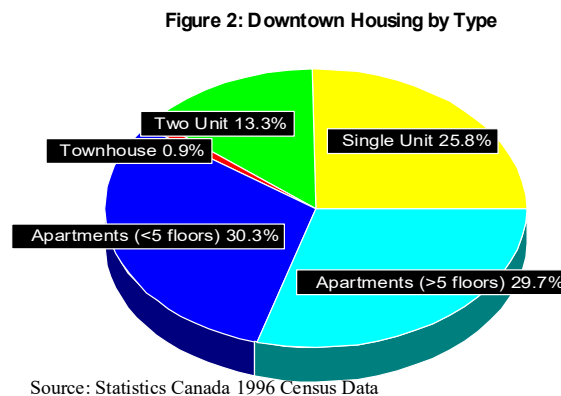
Both of these factors have contributed to declines in school enrollments within the downtown area, which if it continues, may threaten the viability of area schools. A substantial increase in downtown housing stock and in particular “family oriented housing” is needed to offset these trends if the area is to experience population growth in the near future and also sustain its schools. Recent population forecasts predict that the region as a whole will continue to see population growth over the next twenty years<sup>2</sup>. The challenge will be for the downtown to capitalize on this growth.

Figure 1 illustrates the age structure of the downtown area. Approximately half of residents are over the age of 40, with seniors representing the largest single age group at about 20% of the entire downtown population. Barring a large increase in the birth rate, or a substantial influx of young people and families, this trend is expected to continue over the next ten years. The burgeoning baby boom generation, who are now entering their 50's, will be in need of alternative accommodations to suit their changing lifestyles. The downtown with all it offers in terms of services, is ideally positioned to take advantage of this growing segment of the population.

Overall, these population trends point to the need for housing to accommodate young urban professionals and families seeking a downtown location, and also the aging baby boomers, who will be seeking alternative accommodations. This will enable the downtown to strengthen its family base and support a more diverse, balanced population.

<sup>2</sup> September, 1999 HRM Quarterly Economic Report

**Figure 2: Downtown Housing by Type**



### ***Housing Trends (RC-Sep 18/19;E-Nov 30/19)***

Overall, downtown appears to have a good mix of housing types (refer to Figure 2). The bulk of housing units are apartments and condominiums (60 %) which contrasts to Downtown Halifax where 90% of units are apartments. However, it is interesting to note that about one quarter of these apartment units are publicly operated seniors housing units, and not market units. It is also significant that the downtown is made up of a strong base of single and two family housing units (at 39 % of total housing units). For the most part, this housing is older, in keeping with the age and character of the neighbourhoods.

Current market research by Canada Mortgage and Housing Corporation indicates high vacancy rates for rental accommodation in Dartmouth as a whole (in the range of ten percent). However, high vacancy rates in Highfield Park (a large high density apartment area which is outside of the downtown) is most likely altering the rental market picture for the downtown.

A municipal study of large apartment developments in the downtown (over 20 units) undertaken in 1998 within the downtown actually shows a low vacancy rate of under 3%, which is consistent with regional housing trends. This low vacancy rate, coupled with anticipated demand for apartments as the older age groups increase, indicates a growing market for new housing construction.

At present, the residential market within the region is very strong. Market indicators prove 1999 to be one of the strongest residential markets of this decade, with housing demand outweighing supply on the Halifax Peninsula during most of this year. Market analysts attribute this to low mortgage rates, and an overall improving economy within the region.

Historically, Downtown Dartmouth has been a marginal market for new housing construction. Developers have been reluctant to pursue developments in the area because of concern of safety and image, and because of past public opposition to apartment projects<sup>3</sup>.

*...it is reasonable to expect that Downtown Dartmouth could achieve a population of 10,000 residents by year 2020.*

<sup>3</sup> December 16, 1998 Focus Group with Development Sector

Canada Mortgage and Housing Corporation is expecting approximately 1800-2000 new housing starts in 1998/99 within the municipality<sup>4</sup>. While the majority of these will probably be constructed in outlying suburban areas, there will be potential for the downtown to capture this market. The 1991 Dartmouth Waterfront Plan predicted an additional 3051 residents could be attracted to the waterfront by 2010, to be housed in apartment or townhouse type developments. Based upon these market predictions, it is reasonable to expect that Downtown Dartmouth could achieve a population of 10,000 residents by year 2020.

## **Downtown Businesses – Deleted (RC-Sep 18/19;E-Nov 30/19)**

### **Issues & Opportunities**

These trends present both issues and opportunities for the downtown. Although at first glance past trends appear to paint a grim picture for the downtown, a clear vision and strategy will help build downtown's future. Downtown Dartmouth is strategically located to take advantage of future housing needs of young professionals and families seeking an urban location as well as the burgeoning baby boomers. This coupled with the synergy resulting from this planning process, and upcoming development projects (e.g., residential proposal for the Wentworth/Alderney site) will hopefully build momentum and create interest in future development in the downtown.

During the course of this planning process, a growing awareness has emerged that the Dartmouth community should not try to emulate Halifax or Bedford; it is a unique community in its own right and should build upon its unique character and community needs as a basis for its future direction.

#### ***Downtown Dartmouth is unique because....***

- *it boasts a prime harbourfront location and breathtaking views*
- *of its proximity and ease of access to major employment centres*
- *it still has much of the traditional street pattern & architecture*
- *has underutilized infrastructure which can accommodate substantial population growth*
- *the availability of ample redevelopment parcels to accommodate a mix of development types*

Downtown's strengths should be recognized and built upon as a starting point for future development. The next chapter elaborates more on how these opportunities shape the overall vision to take the downtown into the millennium.

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<sup>4</sup> 1999 Draft Dartmouth Cove Land use Plan; EDM.

## CHAPTER 3: THE DEVELOPMENT CONCEPT

### Community Vision

In May of 1998 a public survey was carried out to seek some direction from the community on what the future vision for the downtown area should be.

A clear consensus emerged as to what direction future development and improvements within the area should take.

The protection of existing stable neighbourhoods, the recognition of the waterfront as a valuable public asset, the enhancement of parks and recreation facilities, and encouragement of appropriate new housing are the main points which people feel will fulfill their goals for the area. There is a strong recognition that new, quality retail outlets and businesses will only come as the residential component of the area is strengthened and supported by the municipality.

Based on public input through the planning process, a vision statement has been prepared which reflects how people want the area to grow and develop. This statement provides the basis for this planning document, its policy and will guide the municipality in considering new development, and public expenditures within the area.

### The Main Ideas

The overall development concept has evolved from the vision and ideas generated through the public process. There are six strategic directions which are the main threads which weave this plan together.

#### **The Vision:**

**Downtown Dartmouth is an attractive & safe community with a lively business district, quiet and stable neighbourhoods, and an accessible and beautiful waterfront for all to enjoy. The community has retained a strong sense of its heritage and culture, provides a broad range of quality housing choices for all, and assures that all lifestyles can be met through an abundance of park and recreation facilities and employment opportunities.**

- 1. Community-Oriented Business Area – Deleted (RC-Sep 18/19;E-Nov 30/19)**
- 2. Increased Residential Development (RC-Sep 18/19;E-Nov 30/19)**

This plan sets out a clear and realistic strategy to encourage more housing in Downtown Dartmouth. Housing trends point toward a need for a variety of forms of residential development to house families and baby boomers attracted to a downtown location. This plan builds on the philosophy “if you build residential the businesses will come”. Repopulation of the downtown core will in turn support the development of a commercial sector aimed at serving first and

foremost the needs of the local community.

In terms of the form of housing desired, this plan will encourage a transition of housing from the centre outwards to the neighbourhoods. That is, lower and medium density housing will be encouraged within the neighbourhoods, whereas higher densities will be stimulated within waterfront areas. Table 2 provides guidance on how this plan defines low, medium, and high density housing, and the typical housing types that fall within these density ranges.

**Table 2: Density Benchmarks<sup>5</sup>**

Density Ranges	Units Per Acre	Comparable Housing Types
Low Density	12 units per acre	Single family (8-12) Semi-detached (10-12)
Medium Density	12-36 units per acre	Townhouses (12-20) Stacked Townhouses (25-40) Three storey walk up apartments (34-40)
High Density	36 units per acre	Six Storey apts (65-75) High Rise apts (85-95)

The strategy for residential development consists of:

- Vacant or underutilized buildings in the core will be encouraged to convert to residential use.

A strategy which seeks to strengthen the housing base of the downtown offers several benefits to the municipality and the local community:

- the development of vacant sites will help improve the appearance and strengthen the stability of existing neighbourhoods;
- will stimulate private sector interest in the downtown which will help in the revitalization of the downtown
- will improve sense of safety and help to create a vibrant, livable community downtown; and
- will more efficiently utilize existing municipal infrastructure where substantial investments have been made.

### **3. Build on Small Town Character**

As a traditional downtown, and as part of the oldest settled area in the region, Downtown Dartmouth is unique. It has retained its character, with a traditional street pattern and predominantly small scale development. The lack of redevelopment which has taken place - despite typical, massive and inappropriate 1960's and 1970's "urban renewal" plans - should now

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<sup>5</sup> Regional Municipality of Ottawa Carleton Regional Plan Review. "Understanding Residential Density": 1995.



be seen as fortunate. It is proposed that these assets be built upon through new design guidelines and protection of important public views to promote development that is of a human scale and reflects the traditional character of the downtown.

#### **4. Enhanced Image & Safety**

One of the major threats affecting the revitalization of the downtown is its negative image and perceived loss of safety. Although the business community has continued to grow, factors such as poor maintenance and vacant storefronts continue to plague people's sense of safety and further contribute to the decline of the business area. The plan proposes a focus on civic pride and beautification, and increasing "eyes on the street" surveillance through more housing and business that are open beyond 9 to 5, as well as a stronger police presence.

#### **5. A Vibrant Waterfront**

The Dartmouth waterfront is the heart of the community and an important resource for the whole of the region. In keeping with its public value, this plan mandates the water's edge to be maintained for public access and linked into the overall open space network. Marine related, dependent and enhanced uses will be encouraged along the waterfront, with an emphasis on high quality design of building and public spaces. In keeping with our maritime heritage, the working character of the waterfront will be maintained and enhanced.



#### **6. Distinctive Neighbourhoods**

Protecting the traditional flavour and stability of the five neighbourhoods that envelope the business area is seen as an important goal of this plan. A variety of housing types is desired, with an emphasis on family oriented housing and infill that is sensitive to the neighbourhood.

### **Policy Sections**

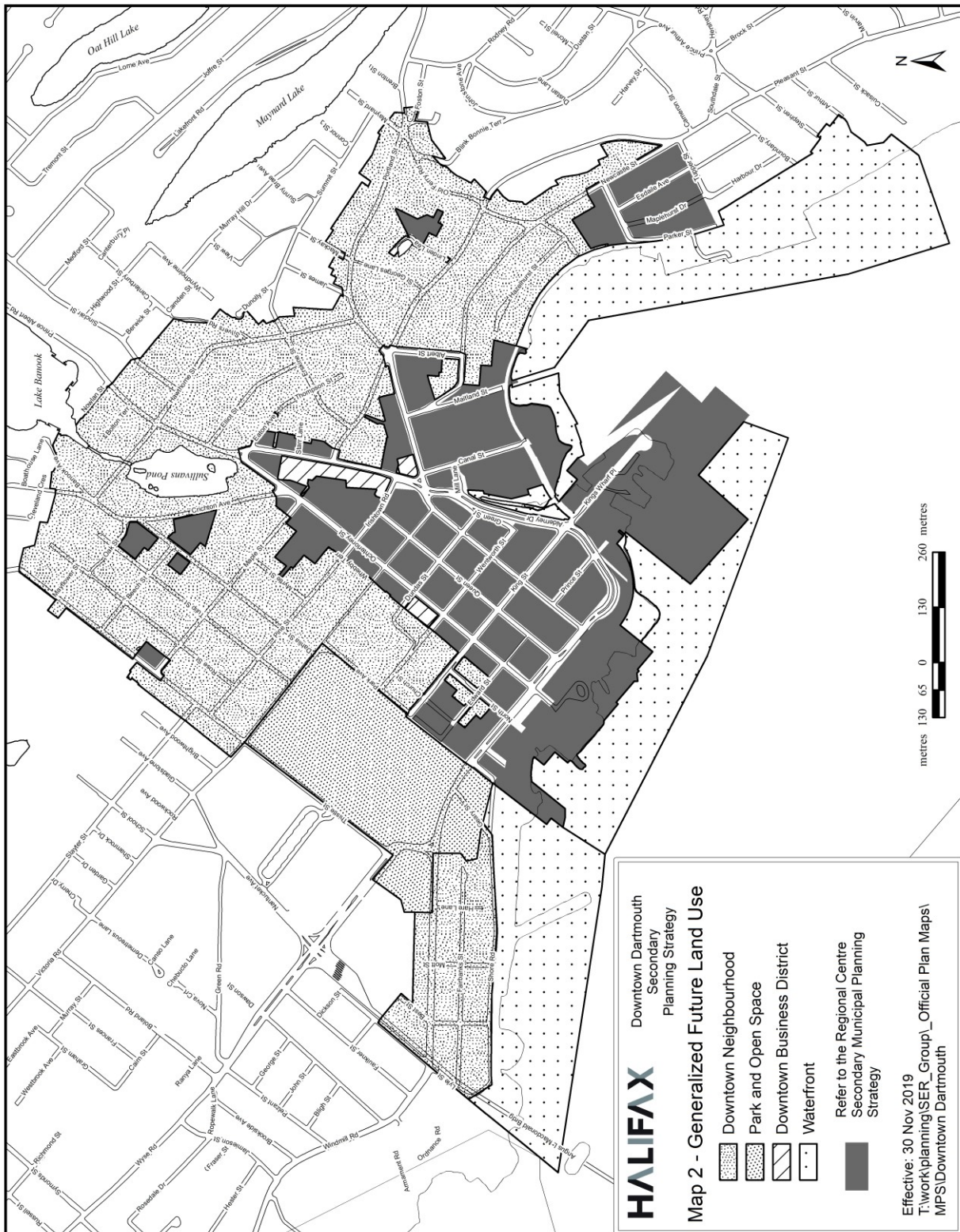
These main ideas provide the foundation for the policies that follow. The following chapter details the various policies under eight headings:

1. The Neighbourhoods
2. ~~The Business District~~ Deleted (RC-Sep 18/19;E-Nov 30/19)
3. The Waterfront



4. Urban Design
5. Heritage
6. Recreation, Open Space, & Environment
7. Transportation and Infrastructure and
8. Safety

**Map 2: Future Land Use (RC-Sep 18/19;E-Nov 30/19)**



## CHAPTER 4: THE POLICIES

### 4.1 The Neighbourhoods

The Downtown Dartmouth plan area encompasses five distinct neighbourhoods which surround the business district and house three quarters of the downtown's population (refer to Map 3 for location).



**Figure 3: The Neighbourhoods**

- The **Harbourview** neighbourhood, located between the harbour and Windmill Road, is an 1840's subdivision which contains many older homes. Its lands were originally part of the Dartmouth Common until 1840 when the area was divided into 41 buildings lots which were laid out west of Windmill extending to the harbour's edge. The neighbourhood takes its name from the sweeping views of the harbour it offers from many points.<sup>6</sup>
- The **Park Avenue** neighbourhood (also known as the “downtown neighbourhood”) forms part of the northern boundary of the original 1750 town plan, and is next door to the Dartmouth Common. It is one of the oldest downtown neighbourhoods, and still retains many historic houses. The large 22 room Seaview estate once stood at the corner of Church and Edward Streets until it was demolished in 1965 to make way for housing redevelopment<sup>7</sup>.
- **Austenville** is well known for its streets named after trees and flowers. It is named after the original developer, James Austen who acquired much of the area in the mid 1800's.
- The **Hawthorne** neighbourhood was developed on a number of former large estate properties in the mid 1800's, with the largest being that of Colonel Robert Bligh Sinclair. This area was historically home to a large black community, which still exists today.
- **Hazelhurst**, the area between Dartmouth Cove and Portland Street along Old Ferry Road, is named after the huge estate of John Prescott Mott which extended from Dartmouth Cove up to Portland Street. Mott operated large scale chocolate and soap factories in the area where Hazelhurst Street is now located.

Downtown's neighbourhoods were originally built before the turn of the century and still retain much of their historic character. They are laid out with grid iron street patterns as was the practice in the 18th and 19th centuries. Traditional housing on small lots are the prevalent form of

<sup>6</sup> Neighbourhood Improvement Program Harbourview Scheme; 1976.

<sup>7</sup> Images of Our Past: Historic Dartmouth; Mike Parker: 1998.

development.

Over the years, some lots have been consolidated to make way for medium and high density apartment buildings, resulting in the mix of housing types which now exists<sup>8</sup>. Much of this apartment development occurred during the 1960s and 70s, and was the catalyst for the formation of a number of residents' associations both in the downtown and in other areas of Dartmouth. Through the Neighbourhood Improvement Program (NIP) sponsored by senior levels of government and in close cooperation with local residents' groups, large scale downzonings occurred to slow the unchecked development of apartments. More recent concerns are with inappropriate commercial and industrial development on the periphery of neighbourhoods. There is also a desire to see properties better maintained and housing renovated to improve the appearance and encourage investment in the neighbourhoods.

Through a series of public meetings and workshops in spring of 1998, area residents were asked to provide direction on how they wish to see their neighbourhoods grow and develop.

Within the neighbourhoods, the consensus is to preserve the character, scale and mix of housing and amenities. Dramatic changes in this housing mix are not desired. The community would like to build upon traditional housing stock in the downtown in an effort to attract more families and young people into the area. This will help offset an increasingly aging population and declines in school enrollments.

The plan seeks to promote neighbourhood stability through the creation of the "Neighbourhood" land use designation and zone. The predominant form of housing enabled by the Neighbourhood Zone is lower density housing consisting of single, two unit dwellings and small scale townhousing. This plan also sets out a strategy for five "residential opportunity sites" within the neighbourhoods, to encourage innovative housing opportunities that would not be otherwise enabled by the zoning (Policy N-5).

Higher density housing and larger apartment development will be directed towards the waterfront, where the development process will be streamlined to stimulate private sector interest.

**Objectives:**

- *To protect and strengthen the traditional character and stability of the downtown neighbourhoods.*
- *To provide a variety of housing types to meet the needs of a diverse population base, with an emphasis on housing for family households.*
- *To ensure a high level of design in all housing development, which is sensitive and complements surrounding neighbourhoods*

**Policies**

***Policy N-1 (RC-Sep 18/19;E-Nov 30/19)***

*This plan establishes a "Downtown Neighbourhood Designation" to recognize and protect the character of residential neighbourhoods surrounding the downtown business district. Within the designation, a Downtown Neighbourhood Zone will control future development to ensure it is consistent with the traditional lot and housing patterns in the neighbourhoods. Lower density*

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<sup>8</sup>For details on population and housing stock within the downtown, refer to Chapter 2 - Community Overview.



*housing types such as one and two unit dwellings, small scale townhousing, and limited conversion of existing dwellings will be encouraged throughout the neighbourhoods.*

#### *Policy N-2*

*This plan encourages the retention and creation of dwelling units suitable for families with children in an effort to diversify the population and maintain area schools. This shall be achieved through the following means:*

- a) Deleted (RC-Sep 18/19;E-Nov 30/19);*
- b) standards set out in the Land use by-law for conversion of units to family type accommodation;*
- c) policies which encourage incentives for renovation of existing housing (Policy N-3).*

### **Housing Renovation**

There is a desire to see older housing stock in the neighbourhoods renovated and upgraded to improve the image of the area and stimulate further investment and repopulation. Housing renovation will be encouraged through several means. Additional development opportunities will be provided to encourage re-use of older housing, with added incentives for registered heritage properties. Other means include vigorous enforcement of minimum standards by-laws, public/private partnerships, and new incentive programs to be developed at the provincial level.

#### *Policy N-3*

*This plan shall foster the renovation of existing housing stock and improvements to the condition of properties within the neighbourhoods to enhance neighbourhood stability and image. The following means should be used to achieve the intent of this policy:*

- a) vigorous enforcement of HRM's land use and other by-laws, including the Noise and Minimum Standards By-laws. Where needed, such by-laws shall be revised or strengthened to ensure residents reasonable enjoyment of their properties.*
- b) incentives to upgrade older housing, in particular registered heritage properties (refer to expanded provisions for heritage properties in Policy H-11).*
- c) Partnerships with the private sector and senior levels of government and to encourage the development of HRM owned parcels for residential purposes and to explore other creative incentives aimed at fostering residential investment and renovation.*

### **Residential Opportunity Sites – Deleted (RC-Sep 18/19;E-Nov 30/19)**

### **Business Operations within the Neighbourhoods**

Past concerns have been expressed about inappropriate commercial activities within the neighbourhoods. Generally, the desire is to limit commercial uses within the neighbourhoods to neighbourhood oriented services and home based businesses.

### **Neighbourhood Convenience Outlets**

It is common in traditional urban areas to find neighbourhood oriented commercial services within walking distance of residential neighbourhoods. Such services include personal services, convenience stores, and daycares. They are an important component of the make-up and dynamic

of neighbourhood life, and should continue to be encouraged in a controlled manner to minimize intrusion on neighbouring residences.

*Policy N-6*

*Neighbourhood commercial uses shall be permitted to locate within the Neighbourhood designation subject to the approval of a site plan to ensure that adequate measures are incorporated to minimize the impact of business operations on adjacent residential properties. Requirements for site plan approval shall be set out in the Land Use By-law.*

## **Home Based Business**

The traditional separation of home and work life has changed in response to on-going technological advances which are giving people increased opportunity to work from home. This plan will accommodate these current lifestyle trends, ensuring that these home businesses blend into the neighbourhood fabric and do not detract from it. In general, businesses requiring external advertising and high customer traffic will be limited.

*Policy N-7*

*Home business uses shall be permitted within the Neighbourhood designation subject to appropriate controls on the nature of the business and the scale of operations to ensure compatibility with residential uses.*

## **Commercial Encroachment – Deleted (RC-Sep 18/19;E-Nov 30/19)**

### **St. George's Tennis Club**

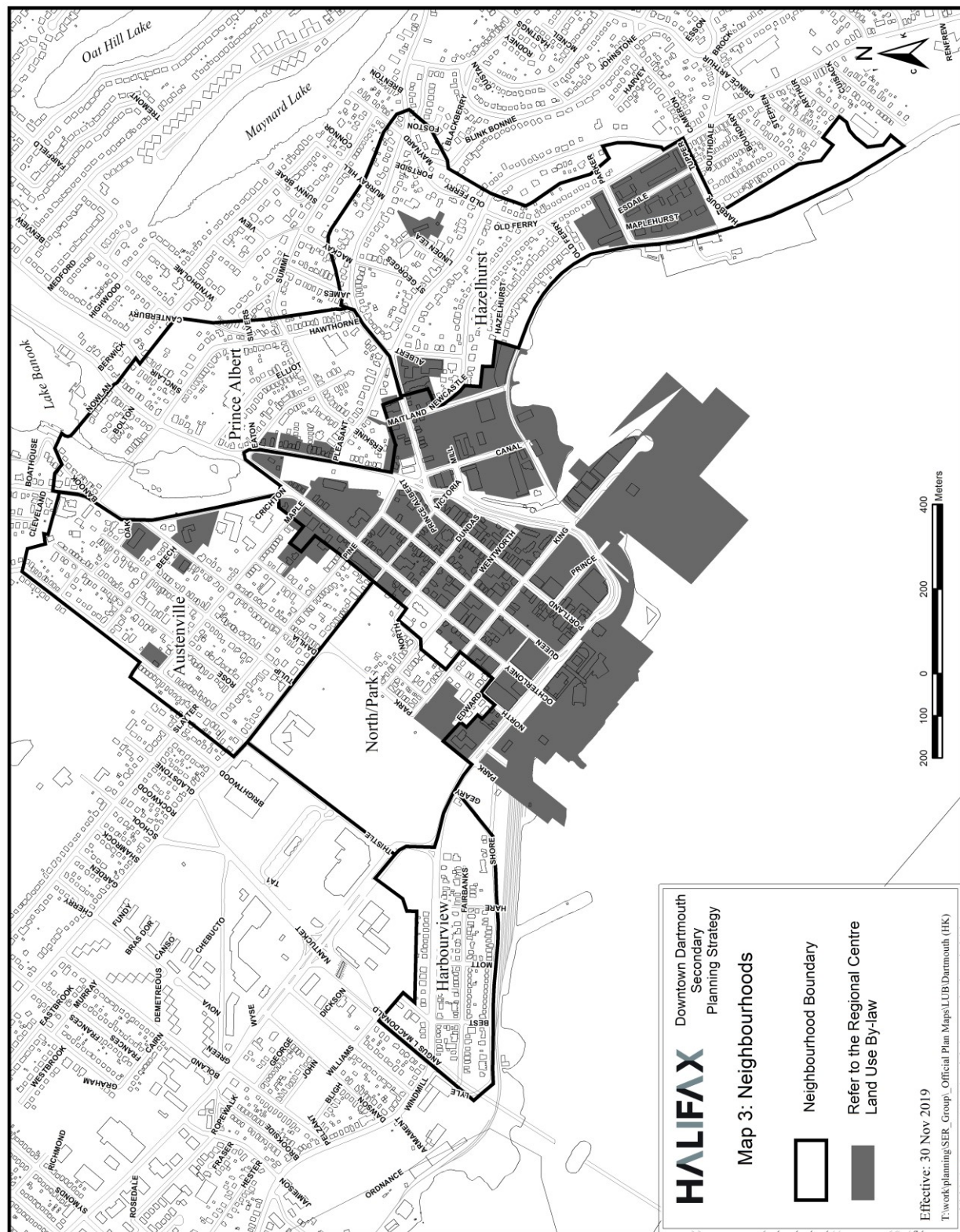
The St. George's Tennis Club has been in operation for over 100 years, on St. George's Lane off Portland Street and Pleasant Street. It is a popular club, and adds an interesting character to the Hazelhurst neighbourhood. The existing club is recognized as an existing use. Any expansion, however, such as a new or expanded clubhouse or an enclosed playing area, could raise concerns in terms of noise and aesthetics. To ensure continued compatibility with the surrounding housing, any expansion should only be considered through the development agreement process.

*Policy N-9*

*Expansions to St. George's Tennis Club may only be considered through the development agreement process. Expansions are considered to include a new or expanded clubhouse, or permanent or temporary indoor tennis courts. Any proposal for such expansion shall be evaluated in terms of:*

- a) architectural design for any new or expanded buildings;*
- b) appearance of any seasonal structure, and screening of this structure and the times when it may be in place;*
- c) hours of operation.*

**Map 3: Neighbourhood Residential Opportunity Sites (RC-Aug 9/16; E-Sep 10/16) (RC-Sep 18/19;E-Nov 30/19)**



## 4.2 The Business District – Deleted (RC-Sep 18/19;E-Nov 30/19)

### Map 4: Downtown Business District Proposals - Deleted (RC-Sep 18/19;E-Nov 30/19)

## 4.3 Waterfront Development

Dartmouth's waterfront lands are an invaluable resource, not only to local residents and those visiting the historic downtown core, but to the broader community and region. They provide an important linkage for the region's port activities, and reflect a shared heritage with the many other harbour communities.

For the purposes of this plan, the Downtown Dartmouth waterfront is defined as those lands on the west side of Alderney Drive and the Canadian National Rail line extending from the MacDonald Bridge to the Coast Guard lands within Dartmouth Cove.

Citizens have described the downtown waterfront as the “heart of their community” and hold strong views about its future development. A major theme emerging from this planning process was for future development in this area to build upon its unique character: its role in the history and settlement of old Dartmouth, the park-like setting and sweeping views of the harbour it offers, and ample opportunities for the development of cultural and family oriented recreation attractions. The Dartmouth waterfront means different things to different people; a place for recreation, a place to experience the working waterfront, opportunities to live and shop by the water, or a place for major public events. The strategy for development of this public resource should consider and provide for the broad diverse public interests in these lands.

### **Objectives**

- *Encourage a mix of high quality development which is dependent, related, or enhanced by a waterfront location*
- *Provide visual and physical public access to the land/water edge*
- *Capitalize upon the unique natural and cultural history of Dartmouth using it as a basis for future development of the waterfront*

### **Policies**

#### **Dartmouth Waterfront Development Plan (The Sperry Plan)**

Over the past number of years, several studies have provided guidance to Council on the use and development of its waterfront lands. Perhaps most notable is the Dartmouth Waterfront Plan completed in 1991 by Sperry Consultants. The Alderney Landing theatre/market project which has recently opened on the waterfront was one of the key initiatives implemented from this plan and subsequent more detailed reports<sup>13</sup>. With some exceptions, the public continues to support the concepts recommended in the Sperry Plan. Concerns have been raised in the community about certain aspects of this plan. Harbourview residents in particular have expressed concerned about the long term recommendation for medium to higher density housing on infill lands adjacent to

<sup>13</sup> City of Dartmouth Waterfront Development Proposal, Canada-Nova Scotia Co-operative Agreement on Economic Diversification: June 1995.



the neighbourhood. In general, people want to see the municipality focus on realizing some of the smaller, attainable projects, with projects such as the Canal island and west waterfront housing seen as unrealistic for the area. This plan sets out eleven projects which are seen as higher priorities to be implemented in the short to medium term (refer to figure 6). The overall principles of this plan are supported in particular the concept to reserve waterfront land for land uses which are related, dependent, or enhanced by a waterfront location. Projects considered on the waterfront should enhance the public's accessibility to the water's edge and create additional water related activities and attractions.

#### *Policy W-1*

*Council should continue to use the 1991 Dartmouth Waterfront Development Plan together with these planning documents as a basis for its land development strategy for the waterfront lands. Higher priority should be placed on the eleven initiatives indicated in Figure 6 to bring a community focus to the waterfront, and enhance connections to the water.*

### **Figure 6: Waterfront Priority Projects**

1. *Development of a multi-use linear trail and greenway system which extends along the waters edge from the MacDonald Bridge to the Downtown Ferry Terminal, through Dartmouth Cove to the Woodside Ferry Terminal.*
2. *Development of two “anchor” parks at either end of the waterfront*
3. *Re-establishment of the Dartmouth Common at the western edge of the waterfront on the Geary Street lands.*
4. *Construction of a children's activity centre within the Alderney Landing area to provide a family focus on the waterfront.*
5. *Development of two “anchor” parks at either end of the waterfront*
6. *Expansion and further development of the existing marina, including the development of required boating support services.*
7. *Development of additional public recreational docking space at the existing marina and the Dartmouth Cove area.*
8. *Attraction of small tour boat operators in the vicinity of the Ferry Terminal.*
9. *Implementation of a physical enhancement plan for public infrastructure and amenities in the Canal. Maitland Street area.*
10. *Development of interpretive opportunities related to the industrial heritage of the rail and shipyards.*
11. *Preparation of a Phase II plan for the relocation or alteration of the CN marshaling yards.*

### **Land Uses**

#### *Policy W-2*

This plan defines a special “Waterfront Designation” to recognize Downtown Dartmouth's waterfront lands. This designation shall be applied to lands extending from the MacDonald Bridge, on the water side of Shore Road and Alderney Drive to the Dartmouth Cove area including lands and water lots on the water side of the Canadian National Rail line extending to the Coast Guard lands. Within this area, a broad mix of land uses shall be encouraged, with a special emphasis on public and water related uses that are dependent, related, or enhanced by a waterfront location.

## **The Waterfront from the MacDonald Bridge to Ferry Terminal Park - Alderney Landing & West Waterfront Areas**

Currently, the most actively used public waterfront lands extend from the marina adjacent the Events Plaza to the southern end of the Ferry Terminal Park, including Alderney Landing and the Ferry Terminal building (refer to Map 5). This area, referred to as “Alderney Landing”, will remain the core public use area. Past initiatives proposed for this area have included an events plaza, the recently constructed theatre/market building, a marina expansion, an outdoor skating path, and a children’s activity centre. Private sector development of complementary residential and commercial projects has also been contemplated<sup>14</sup>.

Continuing along the west waterfront, the plan envisions a variety of small, pedestrian oriented uses and a secondary trail linkage extending to the Bridge. Over the longer term, additional development may be possible with the eventual relocation of the CN rail marshalling yards.

Development adjacent to the Harbourview neighbourhood will need special design considerations to be sensitively integrated with the neighbourhood. Area residents are particularly concerned about the development potential of lands on the water side of Shore Road. Many of these concerns originate from the Dartmouth Waterfront Plan which recommended the development of medium and higher density housing to replace the marshalling yards should they be relocated. Harbourview residents value their views of the harbour and ultimately would like these views protected. The plan concluded that some degree of development would be necessary to finance the relocation of the yards. The compromise reached during this process was to allow for some limited development under the zoning, however of a scale which would be sensitive to the neighbourhood. Although the plan does not mandate the protection of private views, with more analysis, design solutions may be possible which allow for development which is sensitive to the character of the neighbourhood. In general, larger buildings and greater densities should be directed towards the southern portion of the yards away from Shore Road residences. A detailed planning process is recommended to provide for public participation in the future use and development of these lands should the marshalling yards be re-located.

A waterfront segment of the Trans Canada Trail is also being planned for construction to connect all areas of the waterfront to the inland trail system which terminates at Sullivan’s Pond.

The strategy for land use and development will seek to encourage water dependent, related or enhanced uses within the Waterfront District, in particular those having a pedestrian focus. Mixed use projects are preferred, with public oriented uses located at the street level. The zoning on the main public portions of the waterfront will encourage a fine grain development pattern which is in keeping with the historic fabric of the downtown. Larger projects may be considered at the discretion of Council. A high quality of urban design will be required for all development.

### *Policy W-3*

*The “Waterfront Zone” will define the parameters for development within the main public portion of the waterfront extending from the MacDonald Bridge to the Ferry Terminal Park. This zone will encourage a small grain, traditional building pattern similar to the historic fabric of the downtown area. A mix of uses will be encouraged including residential, commercial, cultural, recreational, and water related land uses of a limited scale and intensity. As per Policy W-9, the*

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<sup>14</sup> Dartmouth Waterfront Plan: Sperry & Partners, 1991.

*Waterfront Zone shall also be applied to lands in Dartmouth Cove to create a transitional area between marine businesses and adjacent residential neighbourhoods.*

*Lands within the Waterfront Zone shall be subject to the approval of a site plan for all development involving the construction of new buildings. Controls shall be set out in the Land Use By-law to ensure the provision of a high quality pedestrian environment, addressing issues related to building and site design. Further height restrictions shall be set out for waterfront lands below the Harbourview neighbourhood to ensure compatibility of development with adjacent residences.*

#### *Policy W-4*

*Within the Waterfront District larger scale development may be considered by Council through the development agreement process. In assessing such proposals, Council shall give consideration to the following:*

- 1. Water-related uses and mixed use developments are encouraged including water related, commercial, cultural, and residential components. Generally commercial recreational uses that consume large amounts of land for parking and building areas are not a suitable use of waterfront land.*
- 2. The preferred scale of development is five stories or less, stepping down towards the water's edge.*
- 3. Residential proposals should not exceed a density of 75 units per acre, and should incorporate adequate soundproofing measures to buffer residents from nearby waterfront events.*
- 4. A high quality of urban design is encouraged and adequate consideration is given to Policy D-1.*
  - a) Special consideration should be given to building materials in proximity to the water's edge. Wood frame building construction is preferred to reflect traditional maritime architecture.*
  - b) The proposal should impart a sense of history to the area and contribute to the area's evolving history.*
  - c) Proposals should respect that the waterfront is a pedestrian precinct. Wherever possible, buildings should be designed to create public spaces, and appropriate consideration should be given to weather protection for pedestrians.*
- 5. Visual access to the harbour shall be provided through the incorporation of street corridor views leading to the water and through the use of urban design features. The height of any proposed building should respect the viewplanes from the Dartmouth Common as shown on Map 7. Where feasible, the design of buildings proposed for waterfront lands adjacent to the Harbourview or Hazelhurst neighbourhoods should consider opportunities to minimize impact on adjacent properties. Greater building heights may be considered on the southern portion of the marshalling yards through a detailed planning process referenced in Policy W-7.*
- 6. The water's edge shall remain accessible to the public.*
- 7. Special consideration should be given to traffic access and parking to ensure that proposals are designed with pedestrian orientation in mind. Where parking is needed it should be enclosed within a building, and surface parking areas should be limited. A new internal street may be needed to provide access to development sites. Alternative street design standards should be considered for any new streets which are in keeping with the historic and pedestrian character of the downtown.*

*Policy W-5*

*In considering future recreational facilities and programming on the waterfront, special emphasis shall be placed on family-oriented activities.*

***Policy W-6 – Deleted (RC-Sep 18/19;E-Nov 30/19)***

*Policy W-7*

*The municipality together with appropriate stakeholders should prepare a land use plan for the marshalling yards site, should the yards be relocated from the Dartmouth waterfront. The municipality will encourage participation of the public in this process.*

***Dartmouth Cove - East Waterfront – Deleted (RC-Sep 18/19;E-Nov 30/19)***

***Coast Guard Lands (RC-Sep 18/19;E-Nov 30/19)***

In April of 2000, the federal government announced plans to relocate the Coast Guard facility from Dartmouth Cove to the Bedford Institute of Oceanography and declare these lands as surplus. The municipality has an interest in these lands as a site for the Dartmouth sewage treatment facility, and also to reserve a corridor for a waterfront trail which would extend from Dartmouth Cove to Woodside Ferry Terminal (refer to Map 6).

These planning documents apply the Marine Business Zone to most of the Coast Guard site because of its proximity to the Woodside Industrial Park, and the site's suitability for marine related activities. Nearby residents along Harbour Drive have expressed some concern about the potential redevelopment of these lands and the impact on their properties. This plan addresses these concerns by requiring an existing buffer area between the Coast Guard site and Harbour Drive residences to be maintained. These lands are currently vacant and wooded, and have limited development potential because of steep terrain. In anticipation of these lands remaining in public ownership, the Park and Open Space Zone will be applied to create a buffer from any future marine activities that could occur on this site (Policy W-10). The plan provides flexibility for Council to consider other uses such as residential or mixed use proposals which may also be suitable on the site (refer to Policy W-6). To address the development concerns on this site, the municipality will seek to provide opportunities for public involvement in the development of these lands.

*Policy W-8*

*In recognition of the long history of industry and more recent growth in marine based activities in the Cove, Council shall establish a Marine Business Zone which applies to the majority of water based properties within this area. The Marine Business Zone shall permit the development of a limited range of low impact marine business, commercial, recreation, and light industrial uses compatible with the adjacent residential neighbourhood.*

*The Marine Business Zone shall set out restrictions on obnoxious uses, landscaping, working and storage yards, and exterior materials of buildings to ensure that development in this area will not negatively impact on adjacent residential areas. Special provisions will be established in the Land Use By-law for existing industrial operations that do not meet these requirements to enable expansions provided they are in conformance with the Marine Business Zone.*

*Policy W-9*

*Any development of marine business uses on the water side of the CN Rail line in the Dartmouth*

*Cove area shall be regulated under a Site Plan Approval Process. Site standards shall be set out in the Land Use By-law to address such items as screening of outdoor storage, exterior lighting, maintenance, and requirements for landscaping.*

#### **Policy W-9B – Deleted (RC-Sep 18/19;E-Nov 30/19)**

##### *Policy W-10*

*This plan ensures that adjacent residential neighbourhoods are adequately buffered from marine business uses in Dartmouth Cove through the following regulatory means as shown on Map 6:*

- a) The Waterfront (WF) Zone will be applied to portions of the Maitland Street area as a transition to the adjacent Hazelhurst neighbourhood.*
- b) The Downtown Neighbourhood Zone will be applied to the water lot located adjacent to Hazelhurst, recognizing its proximity to neighbouring low density residential uses.*
- c) The Park and Open Space Zone will be applied to federally owned lands on the upper portion of the Coast Guard site to create a buffer from adjacent Harbour Drive residential properties. These lands should be acquired by the municipality to provide opportunities for open space, and a secondary trail link. If the municipality does not acquire these lands within the timeframe allowed by the Municipal Government Act, this site shall revert to the Downtown Neighbourhood Zone.*

##### *Policy W-11*

*To implement the findings of the Dartmouth Cove Plan, HRM in cooperation with the Waterfront Development Corporation and the private sector should:*

- a) Allocate funds to beautify and upgrade the public infrastructure in the Canal/Maitland Street area;*
- b) Commence site planning for the proposed harbour walkway. The preferred routing of this trail is shown on Map 6. The trail should capitalize on area attractions such as the Shubenacadie Canal, historic shipbuilding activity, Evergreen House, access to ferries, spectacular harbour views, and wild flora;*
- c) Continue efforts to cooperatively address ways for existing industry to improve the appearance and minimize the impact of their operations on residential neighbourhoods;*
- d) Consult with local residents groups on planned developments of public lands in the area.*

##### *Policy W-12*

*The unique role the Shubenacadie canal plays as an historic and open space linkage from the waterfront to the Dartmouth lakes system should be recognized through heritage promotion, interpretive displays, and through the continuation of the trail system along this corridor. In particular, HRM in cooperation with the Shubenacadie Canal Commission shall develop the canal lands located at the mouth of the Dartmouth Cove as a major community and tourist destination through the re-establishment of an interpretive centre in this area.*

##### *Policy W-13*

*Council shall endeavour to maintain all waterfront lands on the harbour side of the CN rail line in public ownership, with the water's edge to be reserved for a greenway corridor. The municipality in partnership with the Waterfront Development Corporation, Canadian National Rail, and the private sector should develop a continuous secondary greenway along the waterfront which extends from the MacDonald Bridge to the Woodside Ferry Terminal. This trail link will*



*be integrated into the overall open space system of parks and trails (refer to Policy O-6 in the Open Space section and Maps 5 & 6).*

#### *Policy W-14*

*If the municipality is successful in its negotiations to acquire the Coast Guard lands for the purposes of siting a sewage treatment facility, the public and neighbouring residents should be involved in the future development of these lands.*

### **Public Participation**

As past waterfront projects have shown, waterfront development generates both public interest and controversy. For waterfront projects to be successful in the future, all groups having a stake in the waterfront must be involved. One suggested strategy is to create an umbrella “waterfront advisory group” for government agencies, industry representatives, and citizens to consult on important development issues on the waterfront.

#### *Policy W-15*

*The Municipality and Waterfront Development Corporation Limited shall ensure on-going public input into the development and planning of the waterfront through communication and consultation with resident, business, and cultural groups. The proposal to establish an umbrella “waterfront advisory group” made up of various interest groups should be considered for all levels of government, industry representatives citizen groups and the general public to consult on issues related to waterfront development.*

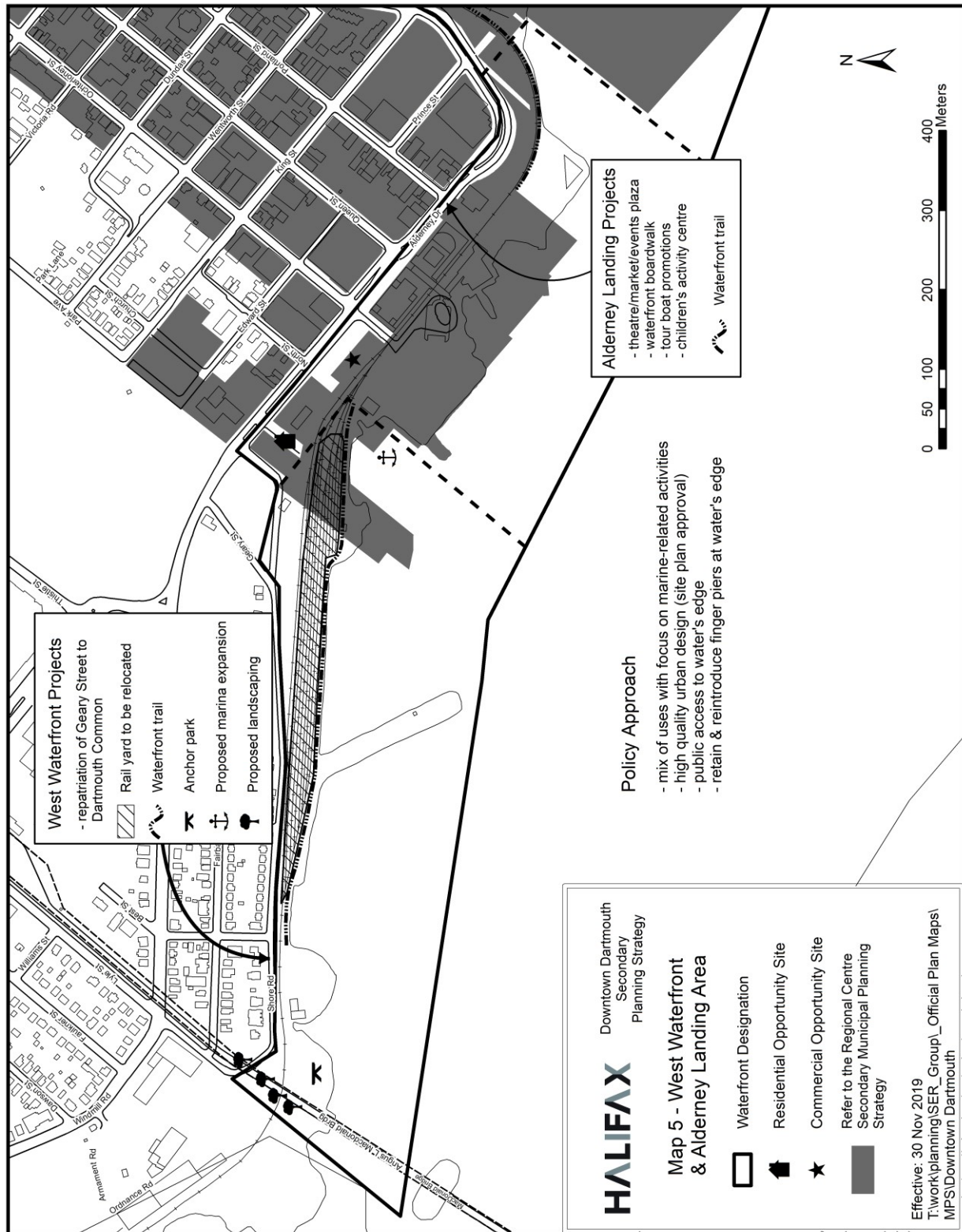
#### *Policy W-16*

*In future planning efforts both regionally and at the community level, Council in cooperation with the Waterfront Development Corporation Limited and other agencies should consider a public visioning process for the whole of the harbourfront within HRM to establish a comprehensive strategy for public investment and development within this area.*

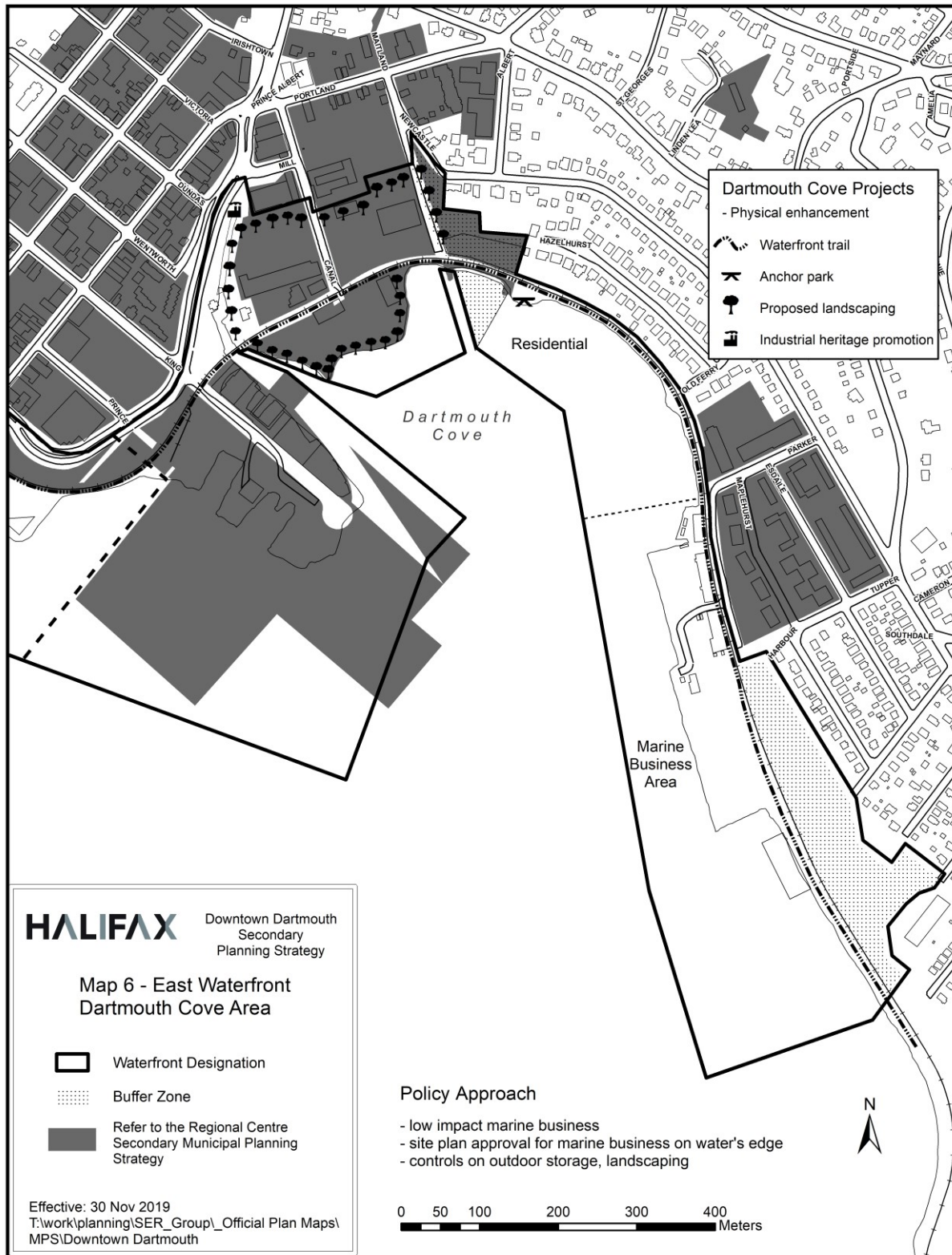
#### *Policy W-17*

*Council should encourage the appropriate federal and provincial authorities to undertake public consultation and environmental impact studies prior to authorizing any infilling of the harbour.*

# Map 5: West Waterfront & Alderney Landing Area (RC-Sep 18/19;E-Nov 30/19)



# Map 6: East Waterfront Dartmouth Cove Area (RC-Sep 18/19;E-Nov 30/19)





## **4.4 Urban Design**

**(RC-Sep 18/19;E-Nov 30/19)**

### **Protected Views**

One of the key physical attributes of the downtown community is its physical and visual ties to the harbour. Dartmouth was founded largely because of its waterfront location, and much of its history is tied to the harbour. The preservation of important public views of the harbour is therefore an important aspect of its community identity. Past studies have identified the most significant views as those from key points on the Dartmouth Common and numerous views of the harbour along street corridors. It is therefore important that a range of public views be protected. Views from private property will not be protected.

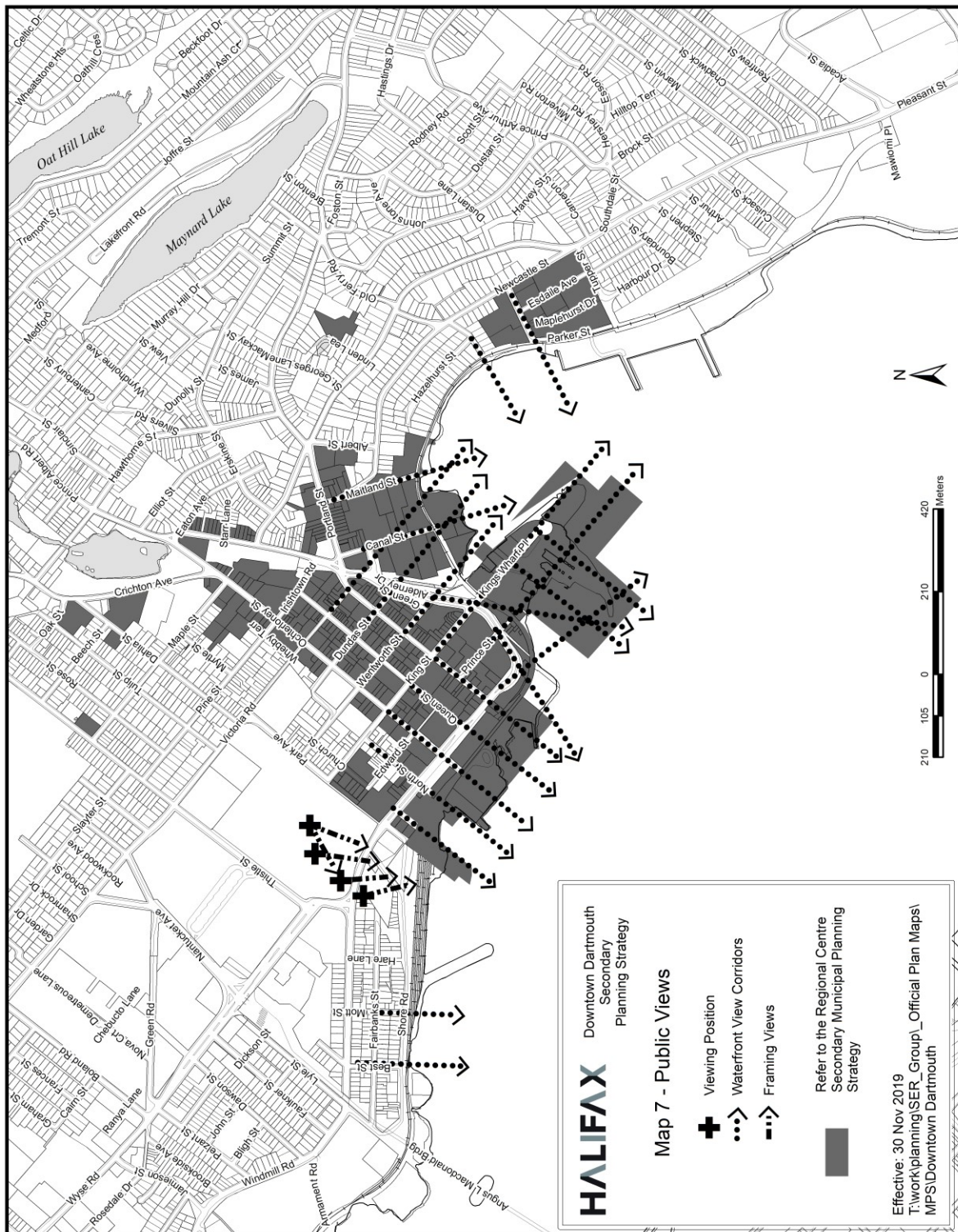
#### **Policy D-4A**

As identified by the Regional MPS, scenic views from the Dartmouth Common are an important component of the region's cultural heritage. Significant views shall therefore be protected, as shown on Map 7. This will ensure protection of a variety of public views from the Common. The Land Use Bylaw shall contain schedules establishing detailed geometry for each view plane, and appropriate provisions to ensure that development does not intrude into any view plane.

#### **Policy D-4B**

To maintain continued visibility of the harbour throughout the downtown, views of the harbour from public streets as shown on Map 7 shall be protected through the Land Use Bylaw as Waterfront View Corridors.

## Map 7: Public Views (RC-Sep 18/19;E-Nov 30/19)



## 4.5 Heritage

### Introduction

During the course of preparing this plan, it was made clear by the majority of citizens that the heritage of Downtown Dartmouth is a key factor in the area's unique character and identity. While heritage means different things to people, it is seen to include not just historic buildings, but also traditional streetscapes, a small town atmosphere based on small scale development, important public views of the harbour, community culture, and natural history.

The desire to protect what is important, is balanced against the objective of encouraging new development which blends into the community. A public opinion survey indicated that 93% of respondents supported measures to protect heritage features in the area, however there were varying opinions on the appropriate means of protection. Individual building registration topped the list of protection options at 52%, and the creation of one or more heritage conservation districts was chosen by 45.5 % of respondents. Consistently, Christ Church, Greenvale School, the Shubenacadie Canal system, and Starr Manufacturing were cited as important historic sites. However, strong concerns were also heard about the physical and aesthetic condition of some heritage properties, and the long term financial viability of preservation by the public sector.

#### **Objectives:**

- *To foster the recognition, protection and enhancement of historically-significant properties.*
- *To preserve and enhance, buildings, streetscapes, areas and views that are of historical or cultural significance.*

### **Policies**

#### **Heritage Properties and Streetscapes**

There are a large number of heritage properties in the community, many significant because of their age, architecture, or because of associations with important people or events. As of late 1998, there are about 60 municipally registered heritage properties and one provincially registered heritage property in the downtown (Nantucket Whaler House) (see Map 8).

The registration of individual properties under the provincial Heritage Property Act remains as an important tool in encouraging the retention and rehabilitation of such properties. In conjunction with registration of individual properties, there is a need to develop financial or other appropriate incentives which increase the feasibility of retaining a higher proportion of significant properties. Providing for increased re-use opportunities is one means by which this can be accomplished, provided that adjacent and nearby properties are protected from inappropriate uses or building additions or site conditions.

In many areas of the downtown, the presence of heritage properties along with other traditional development creates streetscapes which are also significant. This is not just within the commercial area, but also in many of the neighbourhoods in the downtown community. These streetscapes are perceived to be as important as individual properties. The use of heritage conservation districts is an appropriate tool to preserve and enhance these areas.

#### *Policy H-1*

*The Municipality shall seek the retention, preservation, rehabilitation and restoration of those areas, sites, streetscapes, structures, and conditions such as views which impart a sense of the community's heritage, particularly those which are relevant to important occasions, eras, or personages, which are architecturally significant, or are of a significant age. Where appropriate, in order to assure the continuing viability of such areas, sites, streetscapes, structures, and/or conditions, suitable re-uses shall be encouraged.*

#### *Policy H-2*

*The municipality should use a variety of means to protect historic buildings and sites in the downtown, including tools enabled under the Heritage Property Act, and the use of public/private partnerships and other incentives to encourage the protection and restoration of heritage.*

#### *Policy H-3*

*Appropriate criteria shall be maintained by which the municipality shall continue to identify such areas, sites, structures, streetscapes and/or conditions identified in Policy H-1.*

#### *Policy H-4*

*The Municipality should seek to register those properties which meet the adopted criteria as registered heritage properties and protect them within the terms of the Heritage Property Act.*

#### *Policy H-5*

*The municipality should investigate the use of a heritage conservation district as a means to protect and promote the unique built and visual heritage features of the downtown.*

#### *Policy H-6*

*Urban design guidelines and controls shall be adopted in this plan and Land Use By-law to encourage development that is compatible and complementary to the heritage resources of the Downtown Dartmouth community (refer to Policy D-1).*

#### *Policy H-7*

*All proposals for development agreements involving exterior alterations on properties adjacent to registered heritage properties shall be forwarded to the Heritage Advisory Committee for review and comment on how the proposal impacts on local heritage resources.*

#### *Policy H-8*

*The demolition and exterior alterations of registered heritage properties shall be regulated under the provisions of the Heritage Property Act.*

#### *Policy H-9*

*Prior to selling or otherwise disposing of any surplus municipal property which may have heritage significance, an evaluation of the property shall be carried out to determine the level of significance, if any. Where the surplus property is of significance, measures shall be undertaken to ensure the retention of the building to the greatest reasonable extent through heritage registration, restrictive covenants or other appropriate means.*

#### *Policy H-10*

*Council should encourage the reuse, restoration and retention of registered heritage properties within the downtown. One means through which this will be encouraged is by allowing for an*



*increase in development rights for registered heritage properties, where it can be demonstrated that the current use is an impediment to its reuse. Internal conversions of registered heritage properties to accommodate uses not otherwise permitted may be considered through the development agreement process. In considering any requests, the following criteria shall be addressed:*

- a) the present use is an impediment to the building's retention;*
- b) that the building is suitability for conversion, in terms of building size, the size of proposed individual residential units, and/or the nature of the proposed use;*
- c) that adequate measures are proposed to ensure the continued protection of the building as a registered heritage property, and that renovations and additions to the building are consistent with the intent of HRM's "Heritage Building Conservation Standards" as updated from time to time;*
- d) that no additions of greater than ten percent (10%) of the footprint area of the building are proposed; and that all additions including wheelchair ramps, fire escapes and emergency exits are designed to be as compatible as possible with the exterior of the building;*
- e) that adequate measures are proposed to minimize impacts on abutting properties and the streetscape as a whole as a result of traffic generation, noise, hours of operation, parking requirements and such other land use impacts as may be generated as part of a development;*
- f) that the placement and design of parking areas, lighting and signs, and landscaping is in keeping with the heritage character of the building;*
- g) where applicable, the proposal should include an assessment and strategy to protect significant on-site archeological resources which may be impacted by the proposed development.*

### **Industrial Heritage – Deleted (RC-Sep 18/19;E-Nov 30/19)**

#### *Policy H-11*

*The Municipality together with the Shubenacadie Canal Commission should endeavour to retain, restore, and interpret elements of the Shubenacadie Canal system, due to its significance to the industrial heritage of Downtown Dartmouth and as a major recreation link. Other sites of past industrial history in the community should also be commemorated.*

#### **Policy H-12 – Deleted (RC-Sep 18/19;E-Nov 30/19)**

### **Heritage Interpretation Programs**

In addition to protecting existing heritage features of the community, a complementary interpretive program is needed. Such a program can provide background, detail and interpretation of not just the built heritage of the area, but also on the area's diverse cultural, industrial and natural histories.

In the past this function has been served by the Dartmouth Heritage Museum, which was renamed the Regional Museum of Cultural History following amalgamation in 1996. The museum provided a valuable resource to residents, schools and tourists through the provision of displays and artifacts, and as a storehouse of historic items and documents. Also, the museum operated Quaker House on Ochterloney Street and Evergreen on Newcastle Street as historic houses and interpretation facilities. Due to budget concerns, there is a risk that all of these facilities may be lost to the community. This is seen as unacceptable, and all possible means should be explored to save them.

The Downtown Dartmouth community is still rich in historic sites and buildings despite wholesale demolition during the 1960s and 1970s. A heritage trail with consistent interpretive signs and brochures could be developed to capitalize on these resources and to serve as a means by which to educate the community and tourists alike about local heritage resources.

*Policy H-13*

*In order to ensure the presence of a continued heritage display and interpretation program in the community, all possible means to maintain the Dartmouth Museum, Nantucket Whaler House and Evergreen House shall be explored.*

*Policy H-14*

*A Heritage walk shall be developed within the community which provides appropriate directional and interpretive signs and promotional materials pertaining to the built heritage, and the cultural, industrial and natural histories of the community.*

Downtown Dartmouth Secondary Planning Strategy



## 4.6 Recreation, Open Space and Environment

Downtown Dartmouth is enhanced by several open space assets, from regional parks and open spaces such as the Common, the Shubenacadie Canal, and the recently designated Trans Canada Trail, to more neighbourhood oriented parks and active play areas. Clearly, the community values these resources and supports ongoing municipal investment in them: parks rated second in the top three choices for public expenditures in the downtown community survey, and proximity to parks and open spaces were frequently cited as an asset of living in Downtown Dartmouth.

The provision of a diverse range of recreational facilities, programs and open spaces within the downtown contributes to the well-being of its citizens, has economic spin-offs as a draw for tourists, and adds to the overall vitality of the downtown. The provision of adequate open space is particularly important in downtown areas as a means of accommodating the open space needs of urban dwellers and also to provide a source of visual relief and relaxation within the urban environment. This plan reflects a broad notion of open space encompassing more than just parks and playing fields, to include the protection of naturally and culturally significant features, the establishment of greenways through downtown, and landscaping and beautification of major boulevards and entryways to the downtown community.

### **Objectives:**

- *to ensure the provision of adequate, diverse, and accessible open space and recreational opportunities, both passive and active, to meet the needs of downtown citizens and visitors*
- *to promote a visually pleasing downtown environment through the protection of important views, controls on development, landscaping, and beautification initiatives*
- *to promote environmental responsibility & stewardship in the maintenance of an attractive downtown environment*

### **Policies**

#### **Recreation & Open Space Resources**

Over the past decade, the 1987 Dartmouth Parks and Recreation Master Plan has provided guidance on the provision and development of recreational lands and facilities within the downtown area and the whole of Dartmouth. While this plan has generally served the community well, it should be reviewed to determine whether or not its recommendations are still valid and to measure its outcomes. Furthermore, a more focused master plan is needed that examines the unique open space needs and opportunities of the downtown community.

Throughout the public consultation process employed to develop this plan, citizens were asked to identify recreation and open space needs within the downtown area. The following needs were identified:

- planned programs and facilities for youth of all ages and in particular, a skateboarding facility for teens
- recreational activities for seniors
- childrens' outdoor play attraction on the waterfront
- facilities to support winter recreational activities recognizing historical importance of



- skating
- upgrades and expansions of existing open space areas: basketball courts on Park School site, Geary Street parkette, lighting in the Waterfront Park, Pine Street tennis courts.

These needs should be examined in the context of a broader plan for the downtown's open space resources.

#### *Policy O-1*

*Council shall direct its Parks Planning staff to prepare a Recreation and Open Space Master Plan for the downtown community, ideally to be completed by Spring 2001. The following issues should be addressed as part of the terms of reference for this study:*

- *measurement of outcomes from the 1987 Dartmouth Recreation Master Plan*
- *recreation needs identified during the public consultation to prepare this plan*
- *integration of the municipality's park planning guidelines*
- *inventory and recommendations on the open space resources within the downtown area*
- *a plan to complete remaining greenway links through the downtown*
- *opportunities to establish a bicycle-friendly environment within the downtown*
- *maintenance standards for downtown parks and open spaces, with particular attention to personal safety hazards*
- *priorities for land acquisition*
- *opportunities for public/private partnerships or other alternative management arrangements*

#### *Policy O-2*

*Partnerships with community associations and the private sector should be sought as means to enhance maintenance of downtown's public spaces and foster civic pride in the downtown area.*

#### *Policy O-3*

*Municipally owned parks within the downtown should continue to be monitored to identify and correct any environmental or public safety hazards such as burned out lighting, damaged public amenities (benches, planters, waste facilities), and overgrowth of vegetation.*

### **Public Advisory Committee**

#### *Policy O-4*

*The municipality should investigate the establishment of a public advisory committee to provide advice on matters related to recreation and open space facilities and programs within the downtown area.*

### **Greenways**

Recreation facilities, open space, or cultural points of interest need to be linked into an overall open space system, to allow for convenient, comfortable access by pedestrians, cyclists and motorists alike. An integrated network of parks and open space facilities is needed to maximize recreational, commercial, and cultural resources within the downtown. A network could be created by designating a series of trails, boulevards and greenway corridors of various levels of hierarchy that would provide inviting routes to link neighbouring communities.

In 1996, construction was completed on the Dartmouth multi-use trail to provide a greenway from the Graham's Grove on Prince Albert Road to Sullivan's Pond for cyclists, walkers and other non-motorized users. This trail has recently been designated as the Trans Canada Trail and will be the route for the Relay 2000 Millennium celebration in June 2000. In this particular study area, the missing link in the greenway is the connection from Sullivan's Pond to the Dartmouth waterfront and then on to the bridgehead. Map 9 illustrates the preferred route for this remaining link as well as priorities for additional greenways in and around the downtown area.

#### *Policy O-5*

*The municipality should endeavour to complete the Trans-Canada trail system from the Sullivan's Pond/Lake Banook section to the Dartmouth waterfront by year 2004. The primary alignment should follow from Sullivan's Pond through the intersection of Maple and Ochterloney across the Starr Manufacturing site and continue as closely as possible the route of the Shubenacadie Canal. In planning for future pedestrian and cyclist greenways within the downtown area, consideration should be given to routes shown on Map 9.*

#### *Policy O-6*

*The municipality through partnership with the private sector, CN and other land owners should make every effort to develop the remaining greenway linkages in the waterfront trail, including the development of anchor parks at the Dartmouth Cove and bridge trail termination points. Should the CN marshalling yards be relocated, portions of this land should be reclaimed for open space use (refer to Policy W-1).*

### **Beautification**

#### *Policy O-7*

*The municipality should continue to beautify the Downtown Dartmouth area with special emphasis on landscaping its entranceways, boulevards, and treeplanting along major public streets. As a priority plantings should be encouraged along Ochterloney, Alderney and Portland Streets to reinforce their role as major pathways through the downtown area.*

#### *Policy O-8*

*The Land Use By-law shall set out standards for private property requiring landscaping of vacant lots and minimum levels of landscaping for new development (refer to section 4.8 Policy S-8 for additional requirements related to landscaping & beautification).*

#### *Policy O-9*

*The municipality in cooperation with the Downtown Dartmouth Development Corporation, should investigate and if feasible, implement a program of continued relocation of overhead wiring underground on priority streets within the downtown. Priority should be placed on highly visible public streets any remaining portions of Portland Street **where undergrounding has not occurred (RC-Sep 18/19;E-Nov 30/19).***

#### ***Policy O-10 (RC-Sep 18/19;E-Nov 30/19)***

*The municipality shall recognize public views and landscapes of historic and cultural significance, as important components of the open space resources of the downtown and shall endeavour to protect them through appropriate means.*

## **Dartmouth Common**

The Dartmouth Common is a regional resource that the community has actively lobbied to protect over the last number of years. In the early days of Dartmouth, lands were set aside as common for the enjoyment of the community as a whole. The original land grant encompassed 150 acres extending from Park Avenue North to Boland Road and from Victoria to the Harbour.

Over the past several decades, the original land grant has been eroded through the development of shopping centres, schools, and community facilities. In 1986, a Dartmouth Common Act was enacted to protect the remaining Common lands from further encroachment of development. This legislation prevents any further disposition and building on common lands, with provisions established for existing uses. This legislation is now part of the new Municipal Government Act. A community based committee of council called the “Dartmouth Common Committee” is responsible to administer these regulations and in conjunction with Council, plan for the future of the Common.

A 1989 Dartmouth Common Enhancement Plan has guided public investment in the Common over the past several years. Some its recommendations include: promotion of the original Common boundary, improved accessibility for physically challenged users, and the need for a strategy for municipal maintenance and management of these lands.

Only a small portion of the original common land grant is within the planning area for the downtown planning strategy. However, the Common plays a special role for the downtown community: it serves as an open space resource for the many people who live, work and visit the downtown, it provides economic benefits to the region through tourism and quality of life spin-offs, and is a dominant feature of the urban landscape: shaping its visual character and forming a impressive gateway into the downtown.

Policies in this plan will recognize and ensure the continued protection of this resource by integrating the objectives and priorities of the Dartmouth Common Enhancement Plan and the Dartmouth Common Committee into the overall strategy for the downtown area.

### *Policy O-11*

*A Dartmouth Common Designation shall be applied to all reclaimed lands of the original commons grant that fall within the downtown planning area. Future development within this portion of the Common District shall conform to legislation pertaining to the Common. A Park Zone shall be applied to public lands of the Dartmouth Common and any existing community parks lands within the downtown to reflect this intent.*

### *Policy O-12*

*Council in consultation with the Dartmouth Common Committee should use the Common Enhancement Plan as a basis to establish priorities with respect to management and enhancement of the Common lands. As a priority the Geary street lands on the waterfront, shall be repatriated to Common use.*

## **Recreation Facilities**

In conjunction with other nearby community facilities, the Findlay Community Centre is an important resource for the residents of the downtown Dartmouth area. In addition to providing

important space to local clubs and organizations, the municipality provides direct recreational programs from this facility. Because of the high demands placed on this centre, expansions or additional recreational facilities may be necessary. It is important that an adequate recreation facilities and service is maintained for the downtown community.

*Policy O-13*

*Council shall endeavour to maintain community based recreation service to the downtown Dartmouth area.*

## **Schools**

The provision of adequate and well maintained school space is a vital component of any healthy community. Schools provide opportunities for indoor and outdoor recreational activity and therefore, could be utilized for community centres in addition to their contribution to the learning process. There are three schools within the boundaries of the downtown; these being Dartmouth High, Bicentennial Elementary/Junior High, and Hawthorne Elementary. In addition to serving the downtown population, other neighbourhoods of Dartmouth also utilize these schools. The student population of these schools is illustrated below in Table 1.

**Table 3: Downtown School Enrollments**

<b>School (Capacity)</b>	<b>1998-99</b>	<b>1992-93</b>	<b>1989-90</b>
Dartmouth High (1260)	1113	1120	1086
Bicentennial Junior High (560)	347	412	348
Bicentennial Elementary	123	n/a	122
Hawthorne Elementary (475)	318	311	290

With the financial concerns that have faced the school board in recent years, there are fears in the community that schools and elementary schools in particular, may face cutbacks or closures. Maintaining or increasing enrollment levels is the best means to prevent such a serious community loss. Encouraging more family-oriented housing, maximizing the use and availability of schools throughout the year, and making the downtown more inviting to families in general, is the preferred policy approach (refer to the residential policies in the Neighbourhood & Business District sections of this plan for a detailed discussion of the residential strategy).

*Policy O-14*

*The maintenance of existing schools in the downtown community should be a priority of the municipality. The municipality shall seek to increase the viability of downtown schools by investigating opportunities to maximize use of schools throughout the year, by encouraging the construction of family oriented housing as a component of new development, and by enhancing the area as a quality family environment.*

## **Environment**

### **Harbour Clean-up**

#### ***Policy O-15 – Deleted (RC-Sep 18/19;E-Nov 30/19)***

#### ***Policy O-16***

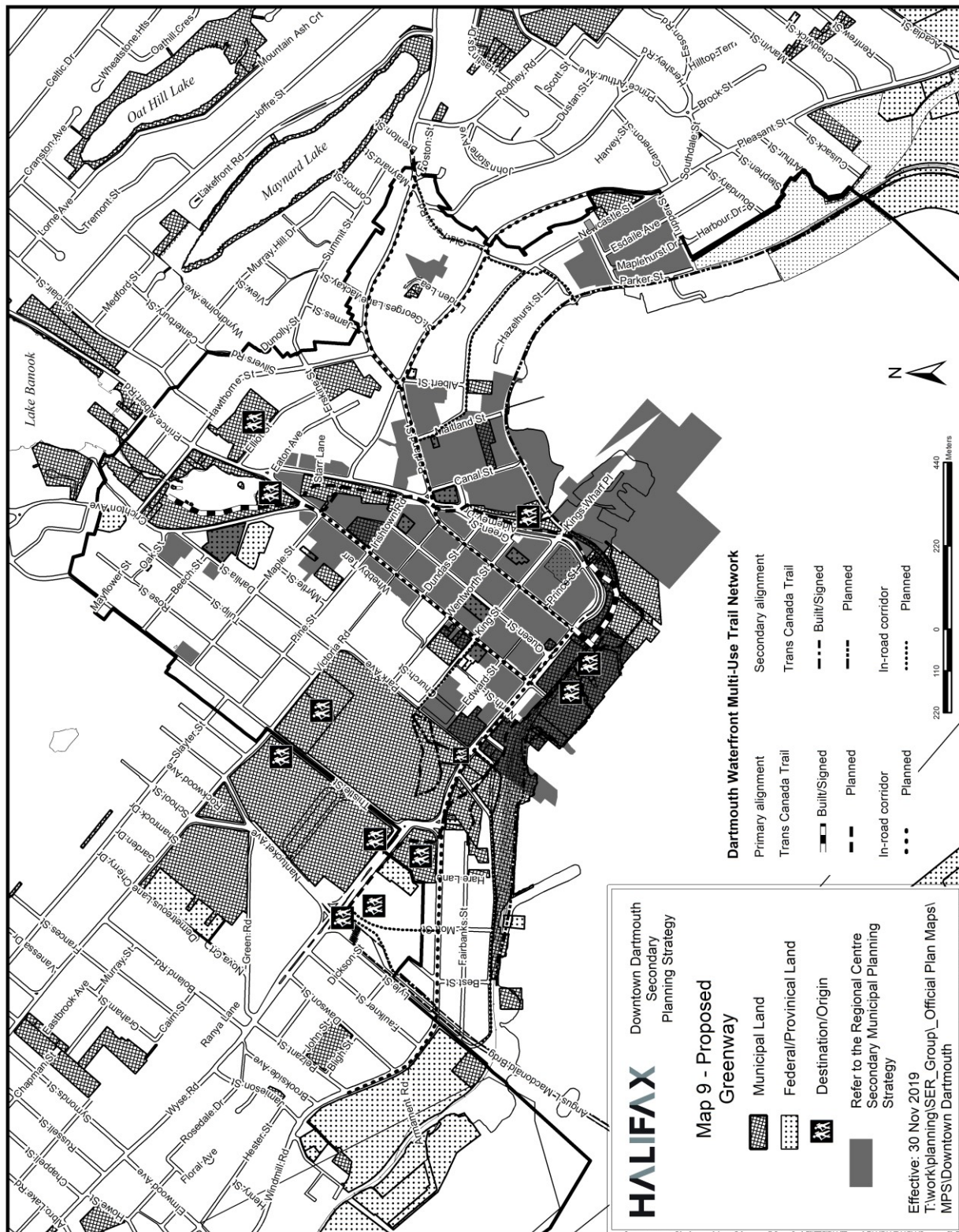
*To provide opportunities for downtown citizens to experience nature, the municipality should support the establishment of community gardens, composting and naturalization projects within existing parks, vacant lots, and publicly owned lands where appropriate. In addition, amenities such as roof top gardens shall be encouraged within new development in the downtown area.*

#### ***Policy O-17***

*Together with the DDDC, the municipality shall support efforts to promote waste reduction, reuse, and recycling in the downtown business sector and residential areas.*



**Map 9: Proposed Greenway (RC-Sep 18/19;E-Nov 30/19)**





## 4.7 Transportation & Infrastructure

Over the past several decades, the Downtown Dartmouth area has seen significant changes to traffic flows, and modes of travel. From the early days of settlement, Dartmouthians have relied heavily on the ferry service for transportation to Halifax markets; in fact the Dartmouth ferry is known as the oldest operating salt water ferry service in North America. With the opening of the MacDonald bridge in 1955 the emphasis has shifted from ferry service and transit to roads and automobiles. The bridge construction led to rapid suburbanization of Dartmouth, which in turn saw increased commuter car traffic on the downtown's older streets.

In response to this rapid growth, the 1960's ushered in an "expressway era" of road building in Dartmouth. A 1966 traffic study recommended several major arterial and freeway projects within the downtown core, the most significant of which saw the construction of Alderney Drive as a major "waterfront expressway" to reroute traffic away from congested streets of the downtown core. Another recommendation was to develop a crosstown arterial along Victoria Road, with interchanges on the Starr Manufacturing site and at the bridgehead. Perhaps symbolically, also at about this time the main city bus terminal was relocated further away from downtown to the Dartmouth Shopping Centre. Fortunately for the downtown, all of these road building plans were not realized and the original grid iron street pattern remained intact within the downtown. Some street closures have occurred over the years to enable various land assembly projects. However, most of the traditional street pattern remains, continuing to reinforce the historic small grain development pattern of the downtown, which was based upon needs of people rather than cars.

More recently there has been a growing public awareness that the transportation network in the downtown inevitably involves a balance between pedestrians, car and transit users within an emphasis on creating a pedestrian oriented environment. Commuters, local employees, residents, and tourists alike are all significant users of the transportation network, traveling by car, bus, ferry, bicycle, wheelchair or on foot. The following policies therefore, strive to achieve a balanced and safe transportation network which makes the community accessible and useable by all.

### **Objectives:**

- *To provide a safe and balanced transportation network for pedestrians, cyclists, automobiles and transit users.*
- *To maximize accessibility for persons with disabilities*
- *To maintain the traditional street pattern.*
- *To promote increased use of the ferry and bus system.*
- *To provide accessible and well-promoted parking.*

### **Policies**

#### **Public Traffic Concerns**

Through the public consultation process, a large number of traffic issues arose, which require further consideration and design solutions. Each are discussed in further detail in the following sections.

## **Intersections**

There are several intersections which cause confusion among motorists, or are seen as dangerous to pedestrians. Foremost is the Portland Street/Alderney Drive/Prince Albert Road intersection, where the roads meet at odd angles. This area is seen as dangerous by many pedestrians because of the number of lanes and volume of traffic with several left and right turn possibilities, awkward intersection alignments, and incomplete sidewalks which inhibit crossings. Access to the Shubenacadie Canal park along the waterfront is a major problem, and the intersection is an obstacle to completing the multi use trail between the waterfront and Sullivan's Pond.

Other intersections which do not function well are at Prince Albert Road/Ochterloney Street, Crichton Avenue/Ochterloney Street, Victoria Rd/Thistle Street, Five Corners (Portland/Pleasant/Albert) and many intersections along the length of Ochterloney Street between Pine Street and Alderney Drive where grades impede driver's visibility. Possible solutions include redesign and reconstruction, a potential reduction of traffic turning movements, or improvements to pedestrian and vehicular signage.

## **Shortcutting**

Shortcutting by commuter traffic through residential streets is perceived as a problem in two areas of the downtown. The largest concern is the typical morning rush hour traffic which causes some congestion on Maple Street and Thistle Street en route to the Macdonald Bridge. Possible solutions include directing traffic down Ochterloney or Prince Albert to Alderney Drive. Recent changes to the intersection of Ochterloney and Maple are intended to encourage motorists to follow the preferred route.

Another traffic problem occurs where vehicles turn onto Edward Street from Ochterloney Street, and cut down North Street to Alderney Drive to avoid traffic signals at Ochterloney and Alderney.

## **Portland Street**

The common suggestion of permanently closing off all or part of Portland Street to create a pedestrian mall enjoys little public or business support. It is recognized by all, however, that Portland Street does not function well in its current configuration due to narrow pavement width, the parking of delivery vehicles, raised parking, poorly placed planters, and poor traffic connections with Alderney Drive. There are a number of changes which could be considered, including one way traffic, angled parking, improved access from Alderney Drive, and resurfacing with more durable materials. In any event, changes to loading and parking are required. In keeping with efforts to restore the street as a traditional shopping street, any redesign or reconstruction should emphasize pedestrian use.

## **Accessibility**

A 1998 safety audit of the area indicated a number of problem areas for persons with disabilities. These include lack of curb cuts at corners, poor surface conditions of roads and streets, slippery surfaces such as bricks, and poor access to private property and parking lots. The findings and recommendations of this audit should be a key part in any program of traffic and street improvements.

## **Alderney Drive**

Alderney Drive is generally seen as a visual and physical barrier to the waterfront. Its width of four to six lanes, short pedestrian crossing times, and relatively high vehicle speeds are the main contributing factors. While it is necessary for this street to continue to function as an arterial street carrying high volumes of traffic, some changes may be appropriate, such as off-peak parking along the street, reduced speed limits, and longer pedestrian crossing times.

At first glance, there appears to be potentially straight forward solutions to each of the problems noted above. However, the street network as a whole must be considered to avoid creating problems in other areas. The plan therefore recognizes the need to undertake a transportation study for the area.

### *Policy T-1*

*The municipality in cooperation with the Downtown Dartmouth Development Corporation shall undertake a transportation study of the downtown by 2002 to determine the need and priority for capital improvements to streets and intersections in the downtown, to address possible traffic pattern changes, pedestrian and cyclist needs, and on-street parking. In particular, the study shall address the following issues:*

- *intersection improvements at Five Corners; Portland/Alderney/Prince Albert; Ochterloney/Prince Albert; and Crichton/Maple/Ochterloney, Victoria Road south; and any others as determined by the study;*
- *traffic calming measures for Maple Street and Thistle Street, and other areas as determined by the study;*
- *Portland Street improvements, with consideration given to one way flows, angled or parallel parking, the need for parking metres, resurfacing and reconstruction needed to accommodate pedestrians and cyclists, and the intersection with Alderney Drive at the waterfront;*
- *traffic speeds, on-street parking, bicycle needs, and pedestrian crossing times on Alderney Drive;*
- *opportunities to filter traffic through the main east-west streets of the downtown;*
- *closure of Thistle Street between Wyse Road and Victoria Road bearing in mind transit routing needs;*
- *accessibility issues for persons with disabilities*
- *pedestrian and cyclist access to the ferry terminal.*

### *Policy T-2*

*In considering any future changes to the street network, the traditional gridiron street pattern of the downtown shall be retained, and restored where appropriate through redevelopment.*

## **Parking – Deleted (RC-Sep 18/19;E-Nov 30/19)**

## **Transit**

In collaboration with the Federation of Canadian Municipalities, HRM has joined with other communities in seeking a 20% reduction in Carbon Dioxide emissions believed to contribute to global warming. Downtown Dartmouth is currently ahead in the alternatives to the car. Specifically, its ferry service is an key asset not only from an environmental perspective, but also as one of the

key heritage, commuter, tourism and recreation features of the downtown. There is considerable public concern that changes to the system, such as increased fares and decreased visibility due to construction of new developments, could lead to a decline in the viability of the service. This could result in lost opportunities for tourism and for potential new residents to the area. Other concerns include decreases in the quality of customer service, and the loss of parking for ferry riders.

Since transit service operates on a cost recovery basis, routes and services which drop below a certain threshold face the risk of reductions or cancellation. Such cuts to transit could be very detrimental to the downtown area. As part of encouraging a program of continuing downtown revitalization, all reasonable efforts need to be made to maintain and improve levels of service.

A number of bus routes serve the nearby Sportsplex, providing excellent linkages to Halifax and other areas of Dartmouth, Cole Harbour/Westphal and Eastern Passage. However, bus connections to the ferry terminal are more limited and residents of Bedford and Sackville are currently not able to obtain easy access to downtown by bus. To ensure that the downtown as a vibrant business, recreation, and residential community is accessible to other areas of the region, bus routes and terminals should be examined and changed as needed.

#### *Policy T-5*

*Continued investment in public transit should continue and be increased as a means of enhancing the efficiency of the street network, improving access to the downtown, and reducing environmental impact.*

#### *Policy T-6*

*Efforts should be undertaken to encourage greater use of the transit system, and the ferry service in particular, through increased promotion, public/private partnerships, upgrades to facilities, route changes and connections, and any other appropriate means.*

### **Dartmouth Ferry Service**

#### *Policy T-7*

*Council shall maintain and enhance the ferry service between Dartmouth and Halifax in recognition of the longstanding tradition of ferry usage in Dartmouth, its potential for reducing road congestion, its role in attracting tourism and commuters to Dartmouth's waterfront area and its environmental benefits. Council should investigate the following proposals brought forward by the community:*

- a) reductions in ferry travel costs to make it on par with bridge fare;*
- b) development of tourism, retail, and food services within the ferry terminal to provide needed facilities to those using the ferry;*
- c) removal of the exact change policy;*
- d) The use of short term travel cards for tourists;*
- e) reorientation of bus routes and timings to facilitate connections with the ferry.*

### **Pedestrian and Bicycle Systems**

While vehicle access and circulation are important to the success of a downtown, the availability of convenient and safe walking and cycling routes are also key. People need to be able to circulate within the area, access the district from other areas, and travel through in a convenient manner.

The Trans Canada trail from Sullivan's Pond to the Port Wallace area, developed in 1995, is very well used and there is unanimous desire to extend the trail to the Macdonald Bridge, and along the waterfront.

*Policy T-8*

*The completion of the Trans Canada Trail from Sullivan's Pond to the Bridge, and along the harbour should be a priority to encourage increased pedestrian and bicycle traffic (refer to open space policies).*

## **Accessibility**

*Policy T-9*

*Improvements to curb cuts, sidewalks, traffic signals, crosswalks and other public facilities and infrastructure should be undertaken to ensure proper access for pedestrians, cyclists and those who are mobility disabled.*

## **Public Participation**

There is an expressed community desire that the widening of existing roads not be undertaken at the expense of community character. This concern particularly relates to the Prince Albert Road corridor. Where widenings are seen as necessary, area residents should have full opportunity to consult with municipal staff and councillors in a public forum.

*Policy T-10*

*Prior to undertaking any road widenings, public consultation should be undertaken to ensure local input. Road widening shall be discouraged where it is not compatible with the area, or where improved transit would be a viable alternative.*

## **Rail Service**

The presence of the Canadian National Railway in the community is part of the heritage of Downtown Dartmouth. It provides another level of interest to the working waterfront, has potential for increased use in the Dartmouth Cove marine business area, and offers a longer term opportunity for the establishment of commuter rail service or tourist trains to the Woodside Ferry Terminal. While efforts will continue to be made to relocate the marshalling yards, the overall value of the service is recognized.

*Policy T-11*

*The municipality should investigate through partnerships with CN and the private sector, financial strategies to relocate the CN marshalling yards off of the waterfront as well as alternative uses for the waterfront rail line, including opportunities for tourist or commuter rail service to Woodside, and continued service to the Dartmouth Cove marine business area (refer to waterfront policies).*

## **Underground Infrastructure**

As the oldest permanently settled area on the east side of the harbour, Downtown Dartmouth also has some of the oldest domestic water and sanitary sewerage systems.



After a number of attempts, the first large scale installation of a public water supply began in 1891, continuing for several years until most of community was serviced with central water. Many of the water lines on local streets are now old, and there are concerns about the state of the pipes and the quality of the water that runs through them.

Although the sewer system has seen a number of upgrades over the years, currently, raw sewage from Dartmouth is piped to a number of outfalls which empty directly into the Halifax Harbour without treatment of the raw sewage. The municipality has recently released a strategy to clean-up the Halifax Harbour through a number of smaller, decentralized sewage treatment plants located in various areas of the municipality. The “Harbour Solutions” strategy calls for up to two treatment plants on the Dartmouth side to be located on the Dartmouth waterfront, possibly in the area below the bridge and/or Dartmouth Cove. The municipality is now launching the siting process for these plants in conjunction with a private partner (to be selected) who will eventually construct and possibly manage these facilities. During the process to develop this plan, the public was asked to identify any concerns it had about the possibility of siting these plants on the waterfront. Most agreed that clean-up of the harbour is long over due, and instead their comments focused on the design of these facilities, suggesting that they be sensitively designed to fit into their community context, with opportunities to showcase alternative technologies and integrate community needs.

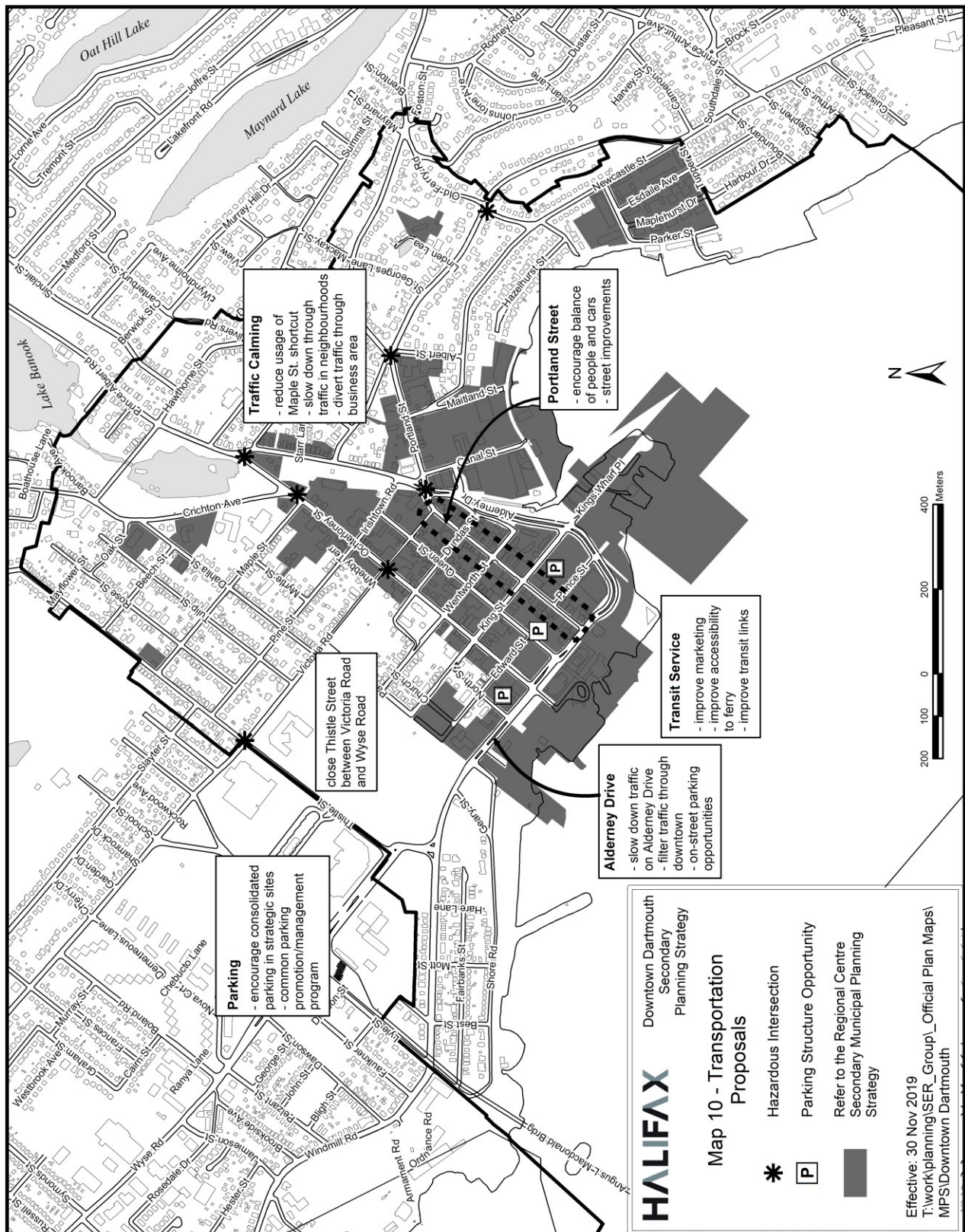
#### *Policy T-12*

*The Halifax Regional Water Commission shall be encouraged to carry out an ongoing program of pipe maintenance and rehabilitation in order to ensure an adequate supply and quality of water.*

#### *Policy T-13*

*Recognizing that a sewage treatment plant will likely be sited in the Dartmouth Cove area, the municipality shall give special consideration to the design and locating of such facilities. The Marine Business Zone shall permit the establishment of a sewage treatment facility. The feasibility of designing these facilities to showcase alternative treatment technologies and to integrate community needs should be investigated (refer to Policy O-15).*

**Map 10: Transportation Proposals (RC-Sep 18/19;E-Nov 30/19)**



## 4.8 Community Safety

Crime rates in downtown Dartmouth are relatively low. However, concern about public safety and fear of crime is increasing, it is one of the main concerns facing residents and business people within the downtown area. Approximately 52 % of respondents of a recent community survey, highlighted concerns of personal safety as an important problem threatening the future development of the downtown area. When asked where public monies should be spent in the downtown, approximately 45 % of survey respondents indicated safety patrols and other crime prevention initiatives as their top choices. Issues related to the physical appearance and maintenance in the downtown also ranked strongly as factors which affect the public's sense of safety.

Often neglecting the small details of broken windows, graffiti, garbage, poor maintenance, vacant buildings, and lighting can send the message that a place is not cared for, and in turn can attract crime to an area. Further adding to these concerns, is the recent relocation of the community policing office out of the downtown, which the community believes has reduced the visibility of policing in the downtown, and negatively affected service levels to the area. There is an increasing awareness that fear of crime and perceived loss of safety affect people's quality of life and enjoyment of their community, and that over time these factors can deter people from using the downtown, potentially resulting in financial loss for downtown businesses.

In recognition of this, the community has mobilized to proactively address these issues. A citizen safety committee was re-established by the Downtown Dartmouth Development Corporation representing residents, business people, and members from the Fire, Police, Planning and Development Services departments of the Halifax Regional Municipality. This committee has focused on the implementation of two priority initiatives aimed at the prevention of crime in the area. The first one involved an evening "safety walk" was carried out in the spring of 1998 with citizen volunteers, who audited problem areas in the physical environment, such as, poor lighting and visibility, entrapment areas, litter, graffiti and other maintenance concerns. Participants prioritized their recommended improvements and an action plan has been developed targeting certain departments within HRM, Downtown Dartmouth Development Corporation, and private property owners. To date, half of the recommended improvements have been completed and a committee has been struck to monitor the remainder of this plan. The second initiative which was implemented during the fall of 1998, was a citizen safety watch program which will involve volunteers working with the Police as the "eyes and ears" of the street to increase surveillance in the area.

To build on the success of these initiatives, the Downtown Dartmouth Development Corporation and the Safety Committee would like to see a program established to address crime prevention issues in a comprehensive fashion in the downtown including a public awareness and communications campaign. Application has been made under the National Crime Prevention Strategy to obtain the funding needed to carry this out. It is evident that a cooperative effort is needed between, HRM, the community and the DDDC to implement the community's goals with respect to safety.

### **Objectives:**

- *to improve the public's sense of safety and promote a positive image of the downtown as a safe, friendly and clean place*
- *to reduce potential for crime through proactive crime prevention efforts involving the cooperation of the municipality, and business and residential communities*
- *to increase public awareness about safety and enhance community involvement in downtown crime prevention efforts*

### **Policies**

#### *Policy S-1*

*The Halifax Regional Municipality in cooperation with the Downtown Dartmouth Development Corporation shall develop a program of crime prevention in the downtown area. Social issues such as youth crime, graffiti, panhandling, prostitution, and drug trafficking shall be addressed in the context of such a strategy.*

#### *Policy S-2*

*HRM and the Downtown Dartmouth Development Corporation shall continue to support and promote the Downtown Citizen Safety Watch as a means to increase surveillance in the downtown.*

#### *Policy S-3*

*The Police presence and visibility in the downtown should be strengthened through such means as foot and bike patrols, enhanced response times, and consideration of a downtown satellite police office.*

#### *Policy S-4*

*Council shall continue to monitor and implement the results of the Downtown Dartmouth Safety Walk and in particular, shall undertake all appropriate measures to ensure adequate safety on public property. A program should be established to provide support to carry out future safety audits in other neighbourhoods at different times of the day. Priority shall be given to safety walks in the residential neighbourhoods surrounding the downtown and for public areas such as parks and schools.*

#### *Policy S-5*

*HRM shall endeavour to provide a consistent and appropriate level of lighting within the downtown through the following means:*

- *in cooperation with Nova Scotia Power Inc., the implementation of consistent level of street lighting;*
- *the development of standards to regulate the level of lighting on private property, in particular on privately owned parking areas and alley ways;*
- *In cooperation with the DDDC, and NSP, the development of a program encouraging residents and businesses to leave their building lights on after dark.*

### **Land Uses**

#### *Policy S-6*

*To encourage after hours activity and in turn enhance the public's sense of safety within the*



*business district, this plan shall seek to increase the number of residents living in the downtown and foster the development of ground oriented business uses that are open into the evening hours.*

#### *Policy S-7*

*The Land Use By-law Council shall set out restrictions for certain types of land uses such as pawn shops and adult entertainment businesses which, if permitted to proliferate, can detract from the overall image of the business district.*

### **Image**

#### *Policy S-8*

*To enhance civic pride, control litter, and generally improve the physical appearance of the downtown area, the following initiatives shall be considered through cooperative efforts between the municipality and the Downtown Dartmouth Development Corporation:*

- *programs to promote environmental responsibility in terms of litter cleanup including those aimed at promoting the use of outdoor ashtrays, litter education, and a volunteer street sweep litter program;*
- *programs to encourage civic pride and beautification through the use of flower boxes, planters, public art, and other public amenities;*
- *standards and programs to encourage landscaping of vacant properties;*
- *higher minimum standards for the maintenance of properties in particular, registered heritage properties.*

#### *Policy S-9*

*To effect visible action on safety improvements in the downtown, the municipality shall consider opportunities to proactively target both Police and By-law enforcement efforts to properties where there are suspect minimum standards deficiencies and criminal activities.*

### **Crime Prevention Through Environmental Design**

#### *Policy S-10*

*Council should ensure that the design of new buildings and open space areas within the downtown area does not contribute to crime and safety problems. A checklist of safety concerns shall be used by planners and development officers in reviewing concept plans for new development. In major redevelopment projects, Police Services shall be consulted to gain their input on potential safety issues.*

### **Community Involvement**

#### *Policy S-11*

*Through public awareness campaigns, HRM together with the Downtown Dartmouth Development Corporation shall encourage the reporting of criminal activity and other safety hazards by promoting the appropriate contact numbers.*

#### *Policy S-12*

*HRM should consult with the Downtown citizen Safety Committee before making any policy or infrastructure changes that may significantly alter public safety in the downtown area.*



*Policy S-13*

*The municipality together with the Downtown Dartmouth Development Corporation shall seek to involve businesses and residents in efforts to prevent crime and heighten awareness of safety issues. The following means shall be considered:*

- *public forums on safety*
- *recruitment of volunteers to carry out specific programs*
- *seminars on home and business security*
- *school presentations*

## CHAPTER 5: IMPLEMENTING THE PLAN

The success of this plan will be measured by its ability to make the ideas and concepts a reality. It serves as the public policy framework for both municipal investment and private development in the downtown over the next twenty years, and is implemented through a variety of means. The land use objectives and policies of this plan are implemented through the accompanying Land Use By-law, which will serve as the regulatory framework for development. A ten year action program also accompanies this plan (table 2) detailing a number of key initiatives which are intended to have a visible impact contributing to the revival of the downtown area. The action program includes a balance of recommended improvements to the public spaces of the downtown as well as private development opportunities. The action program relies on a number of small high profile projects to create the synergy needed to turn the downtown around.

### **Objectives:**

- *To effectively implement this plan on an ongoing basis with a focus on a number of visible high profile initiatives*
- *To ensure all development, capital expenditures, and decisions of Council affecting the downtown are consistent with the plan*
- *To facilitate a planning approval process is open and consultative, providing for heightened public awareness and a variety of opportunities for ongoing public participation.*

### **Policies**

#### **5.1 The Plan**

This plan provides council, its staff and the community with a framework for managing change and development in the downtown over the next ten to twenty years. It is acknowledged that the “status quo” is not an option if the downtown is to see further growth and revitalization. However, at the same time the integrity of this plan should be respected, and not changed without serious justification.

##### *Policy I-1*

*The Plan shall be the primary policy document to guide future development and investment in the downtown area. It shall be implemented through adoption and enforcement of its Land Use By-law and other By-laws of Council, and through Council’s annual capital and operating budgets.*

##### *Policy I-2*

*The Plan shall provide a framework for making decisions about development approvals, including amendments, development agreements, and site plan approvals.*

##### *Policy I-3*

*The Plan is a flexible document adaptive to change. Requests to amend to the Plan should demonstrate that such an amendment is consistent with the overall intent of the planning strategy or changing circumstances warrant such a change. Adequate research and analysis shall be presented by individuals requesting a change to justify the amendment.*

## **A Focus on the Downtown**

This plan sets out clear direction for Downtown Dartmouth over the next 10 to twenty years based on a common vision held by both residents and business. To achieve this vision and to stimulate investment an infusion will be needed in terms of public monies, staff resources, and private sector improvements. For the municipality's part, the emphasis needs to be on recognizing the downtown as a priority for public expenditure over and above its industrial parks and other suburban commercial areas.

### *Policy I-4*

*In recognition of the role downtowns play in the economic and social health of the region, Downtown Dartmouth should be a priority for expenditure of capital funds within the municipality. The action plan presented in this document should be used as a basis for setting capital budget priorities and guide major public works and capital expenditures.*

## **Downtown Action Program**

A total of 50 items are contained within the ten year action plan containing a mix of action items including projects requiring capital expenditures, programs which tend to on-going and come out of operating budgets, studies for initiatives requiring more research and analysis, and regulations which involve land use, development review or other municipal policies or processes which may need to be implemented. The action items are presented under the various sections of this plan, and cross references are included for the specific policies. Three timeframes are set out which reflect the relative priority levels: short term (1-3 years), medium (4-6 years), long (7 or longer). Ongoing refers to initiatives already underway.

### **Key high priority initiatives are: (RC-Sep 18/19;E-Nov 30/19)**

- Completion of the Multi-use trail
- Waterfront trail and physical improvements in Dartmouth Cove area

## **Financing the Action Program**

In times of fiscal restraint, creative solutions will be needed to fund the various programs, projects and studies required to implement the downtown action program.

Previously streetscape improvements referenced in section 4.2 of this plan were funded directly through Provincial Main Street programmes which no longer exist. Starting in the 1999 budget year, limited municipal funds will be made available on a project basis to be shared between all downtown business organizations within HRM for streetscape improvements. Downtown Dartmouth Development Corporation should seek to obtain a portion of these funds to undertake the streetscape improvements identified by this plan. The 1999-2000 capital budget contains a total of 150,000 for all projects within the municipality for this budget year.

Many jurisdictions employ techniques such as "tax increment financing" which allows local governments to fund projects by keeping the increase in property tax collections that normally results from new construction and rising assessments in an area. This money is used for funds needed to upgrade buildings, acquire properties, institute public capital improvements, create incentives for the private sector to redevelop vacant or underutilized properties. In effect, the tax

rate is frozen for the benefit of local governments and any tax revenues that result from increases in the tax base flow from the collection office to a designated redevelopment agency, rather than to general revenues. Unfortunately, in this province, legislation precludes municipalities from using this tool, however discussions should be undertaken to explore this option possibly through provincial programs.

Another option which would be immediately available to Council is to implement an area rate applied to a larger area encompassing for example, the former city of Dartmouth which would mean overall the impact would be relatively small, with the larger community (who benefits) paying for the physical improvements needed.

Partnerships with other public agencies, the private sector and various community groups will be another means by which this action program will be implemented.

Although not desirable, Council may choose to distribute the action program over several additional budget years to minimize the impact on the public at large.

#### *Policy I-5*

*Council should investigate alternative financing strategies to fund the initiatives included in its action plan. The following measures should be considered: tax increment financing, area rates, partnerships with the community and private sector, and if deemed necessary extension of the action plan over a longer implementation period.*

## **5.2 Plan Monitoring: How success will be measured**

### **Downtown Organizations**

To assure that this new plan is a success, municipal staff must work closely with local residents and business associations, and draw on the extensive skills and knowledge of local people. The Dartmouth Downtown Development Corporation represents all businesses in the area. Its main goal is to promote and improve the area as a place to do business, live and visit - an objective which is shared by HRM.

Another key player, the Waterfront Development Corporation Limited is a provincial agency with the mandate to facilitate and support quality developments along the Halifax Harbour waterfront. Land assembly and resale projects, such as that which led to the development of the Admiralty Place condominium project are one means; funding of public infrastructure like the waterfront park is another. Close coordination is needed with this important agency to realize the vision of this plan.

Also, there are several active neighbourhood associations which participate heavily on planning and other important local issues. In addition, the recently formed Central Dartmouth Neighbourhoods Association has the potential to grow as an important larger group which can provide a voice for all neighbourhoods.

These and other groups with an interest in the downtown need to band together with a common mission to carry out the objectives of this plan.

Although there are many players in revitalization of the downtown, one body needs to be appointed

to take ownership and monitor the implementation and effectiveness of this plan. It is suggested that the steering committee appointed to develop this plan convene once a year in conjunction with staff from HRM, WDCL and the DDDC to review the progress and effectiveness in achieving the plan's recommendations. This body could recommend changes to Council on an annual basis for any needed changes.

The measures on which success will be benchmarked include quantitative measures such as the amount of tax dollars generated, housing starts, vacancy rates, employment and residential population, the number of trees planted. Although perhaps less measurable, more qualitative indicators such as the stronger sense of community and sense of place, the level of public involvement, and the increased life and activity in the streets, will also represent success.

#### *Policy I-6*

*Council should monitor the effectiveness of this plan through an annual review of the targets set forth in this plan.*

### **5.3 Public Participation**

#### *Policy I-7*

*Council shall ensure that the planning process is open and consultative and provide a variety of opportunities to increase public awareness on planning issues and have input in the process including mechanisms such as:*

- *public notice of major capital infrastructure works;*
- *public information meetings held on major development proposals*
- *Public meetings before the sale of publicly owned land parcels, in particular on the waterfront.*

### **Relationship to Other Plans**

The driving force behind this process was to create a “stand alone” plan which would clearly articulate the values and attributes which are unique to the downtown Dartmouth community. Bearing this in mind however there may be a need to establish a connection or relationship with the overall Dartmouth municipal planning strategy to link into broader community issues such as commercial development, open space and transportation. While the Dartmouth plan is outdated and perhaps lacks clear overall direction, there are some areas where a relationship is needed.

Ideally, there should be a “hierarchy of plans” addressing regional, community, and local interests. On matters specific to local downtown needs, the policy in this plan should take precedence. However, on broader regional or community matters, other relevant plans should be referenced including the Dartmouth Municipal Planning Strategy and any regional policy which may come into effect in the future.

#### *Policy I-8*

*This plan shall be adopted as a secondary plan of the Dartmouth Municipal Planning Strategy, and will take precedence over any issues local in nature affecting the downtown Dartmouth community. Reference shall be made to the Dartmouth Municipal Planning Strategy or any relevant regional policy on issues general in nature or affecting broader community or regional needs.*



**Table 4: Downtown Action Program - Deleted (RC-Sep 18/19;E-Nov 30/19)**

## **Downtown Dartmouth Plan Preparation – List of Committee Members & Staff**

### **Steering Committee**

- Bill Campbell, Waterfront Development Corporation
- Ross Cantwell, Resident, Harbourview neighbourhood
- Danny Chedrawe, Developer
- John Cunningham, District Councillor
- Marion Currie/Beatrice MacGregor Downtown Dartmouth Development Corporation
- Marjorie Gibbons, Resident, Newcastle/Hazelhurst neighbourhood
- Brenda Gorman Wright, Resident, Park Avenue neighbourhood
- Ruth Green, resident, Ochterloney Seniors Centre
- Jack Leedham, resident Newcastle/Hazelhurst neighbourhood, Board member Downtown Dartmouth Development Corporation
- Maureen MacKay, Resident Prince Albert/Hawthorne neighbourhood
- Tim Olive, Business Operator, James F. Lahey, resident Newcastle/Hazelhurst neighbourhood, Dartmouth South MLA
- Jody Wood, resident, Austenville neighbourhood, President Central Dartmouth Neighbourhoods Association

### **Staff**

#### *Project Managers*

Mitch Dickey, Planner, Planning & Development Services

Jacqueline Hamilton, Planner, Planning & Development Services

#### *Technical Support*

Hilary Campbell, Planning Technician, Planning & Development Services

Maria Jacobs, Planning Technician, Planning & Development Services

#### *Administrative Support*

Connie Moore, Administrative Assistant, Planning & Development Services

Dorothy Evans, Administrative Assistant, Planning & Development Services

#### *Supervisors*

Donna Davis-Lohnes, former General Manager, Planning Services

Austin French, Regional Coordinator, Planning & Development Services

#### *Interdepartmental Support*

Rob Jahncke, Parks Planning Division, Recreation Services

David McCusker, Transportation Services

Paul Connors, Transportation Services

Cathy Spencer, Development Services

## Downtown Dartmouth Secondary Planning Strategy Amendment Index

Amendment Number	Policies/Maps	Subject	Council Adoption Date	Effective Date
1	Deleting sentence two under heading Site C- Tulip Street, Deleting the words “private roads and” from footnote 11, Deleting sentence two from clause (I) of subsection (b) of Policy N-5 & Deleting sentence four under heading Site D- King Street/Alderney Drive/Wentworth in Fig5	Regional Plan Amendments	C - June 27, 2006	E - August 26, 2006
2	Adding Policy D-3A: Temporary Signage	Project 00327	C - September 26, 2006	E - November 18, 2006
3	Adding Policy D-5a & D-5b: Viewplanes for Brightwood and Dartmouth Common	Case # 00798	RC - July 8, 2008	E - July 26, 2008
4	Adding Preamble for Policy W-8 and added Policy W-9a for Dartmouth Marine Slips	Case # 00798	RC - July 8, 2008	E - July 26, 2008
5	Replaced Map 3, 4 and 6 and added wording to Figure 5 of Section 4.2	Case # 15781	RC – Dec 7 2010	E 0 Feb 5 2011
6	Replaced Map 2 – Generalized Future Land Use	Case # 16687	RC – October 4, 2011	E – November 26, 2011
7	Replaced Map 7 – Deleted Section 4.4 “view” and added “protected views”	Case # 01367	RC – July 23, 2013	E – October 5, 2013
8	Amending Map 3: Neighborhoods, Adding Site F – Linden Lea to section 4.1, Amending the text in Policy N-5 by deleting the word “Five” and replacing it with “Six”	Case # 19258	RC – August 9, 2016	E – September 10, 2016
9.	<b>Amend</b> Introduction, Ch 3 – Increased Residential Development / Policies, Ch 4 – Section 4.1 / Policy N-1 / N-2 /, Section 4.4 / Section 4.6 – Policy O-9/O-10/O-15, Section 5.1 – KIPs, All maps and schedules to	Regional Centre Plan – Pkg A	RC – September 18, 2019	E – November 30, 2019

	<p>remove areas within the Urban Structure; <b>Delete</b> Ch 2 – Housing Trends – 6<sup>th</sup> para / Downtown Businesses, Ch 3 – Community-Oriented Business Area / Increased Residential Development - 4<sup>th</sup> para, Ch 4 – Residential Opportunity Sites / Commercial Encroachment / Section 4.2 / Section 4.3 – Policy W-6 / Section 4.3 - Dartmouth Cove – East Waterfront / Coast Guard Lands – 3<sup>rd</sup>/4<sup>th</sup>/5<sup>th</sup>/9<sup>th</sup>/10<sup>th</sup>/11<sup>th</sup>/12<sup>th</sup> paras – Policy W-9B / Section 4.5 – Industrial Heritage – Policy H-12, Parking, Maps 4/6/Table 4.</p>			
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