

P.O. Box 1749 Halifax, Nova Scotia B3J 3A5 Canada

Item No. 12.1

Halifax Regional Council

March 22, 2022

April 12, 2022

TO: Mayor Savage and Members of Halifax Regional Council

**Original Signed** 

SUBMITTED BY:

Councillor Lindell Smith, Chair, Halifax and West Community Council

DATE: March 8, 2022

SUBJECT: Case 23166: Municipal Planning Strategy Amendments for 7 McIntosh Street,

Halifax

#### ORIGIN

Halifax and West Community Council February 22, 2022, Item 13.1.3. Halifax and West Community Council March 8, 2022, Item 8.1.

#### **LEGISLATIVE AUTHORITY**

Halifax Regional Municipality Charter, Part 1, Clause 25(c):

The powers and duties of a Community Council include recommending to the Council appropriate by-laws, regulations, controls and development standards for the community.

#### RECOMMENDATION

It is recommended that Halifax Regional Council:

- Give First Reading to consider the proposed amendments to the Halifax Municipal Planning Strategy and the Halifax Mainland Land Use By-law, as set out in Attachments A and B of the staff report dated December 23, 2021, to redesignate and rezone a portion of 7 McIntosh Street, Halifax from the Institutional Designation to the High-Density Residential Designation, and from the Park and Institutional (P) Zone to the Multiple Dwelling (R-4) Zone, and schedule a public hearing; and
- 2. Adopt the proposed amendments to the Halifax Municipal Planning Strategy and the Halifax Mainland Land Use By-law, as set out in Attachments A and B.

#### **BACKGROUND/DISCUSSION**

Halifax and West Community Council received a staff report dated December 23, 2021 respecting amendments to the Municipal Planning Strategy for 7 McIntosh Street, Halifax at their February 8, 2022 meeting. The Community Council deferred the case to their March 22, 2022 meeting.

Halifax and West Community Council considered the staff report dated December 23, 2021 at their March 22, 2022 and approved a recommendation to Halifax Regional Council as outlined in this report.

For further information refer to the attached staff report dated December 23, 2021.

#### FINANCIAL IMPLICATIONS

Financial implications are outlined in the attached staff report dated December 23, 2021.

#### **RISK CONSIDERATION**

Risk considerations are outlined in the attached staff report dated December 23, 2021.

#### **COMMUNITY ENGAGEMENT**

The Halifax and West Community Council March 8, 2022 meeting was livestreamed, and video recording is available at Halifax.ca. The agenda and reports of the Halifax and West Community Council are posted on Halifax.ca, and draft minutes of the meeting are made available on Halifax.ca. Members of the public are invited to address the Community Council via pre-registration for up to five minutes at the end of each meeting during Public Participation.

#### **ENVIRONMENTAL IMPLICATIONS**

Environmental implications are outlined in the attached staff report dated December 23, 2021.

#### **ALTERNATIVES**

Halifax and West Community Council did not provide any alternatives.

Alternatives are outlined in the attached staff report dated December 23, 2021.

#### **ATTACHMENTS**

Staff recommendation report dated December 23, 2021.

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Krista Vining, Acting Deputy Clerk, Municipal Clerk's Office 902.223.1046



P.O. Box 1749 Halifax, Nova Scotia B3J 3A5 Canada

# Item No. 8.1 Halifax and West Community Council March 8, 2022 February 22, 2022

TO: Chair and Members of Halifax and West Community Council

**Original Signed** 

SUBMITTED BY: \_\_\_\_\_

Jacques Dubé, Chief Administrative Officer

DATE: December 23, 2021

SUBJECT: Case 23166: Municipal Planning Strategy Amendments for 7 McIntosh

Street, Halifax

#### **ORIGIN**

Application by KWR Approvals

 December 17, 2020, Regional Council initiation of the MPS amendment process, to consider redesignating and rezoning a portion of 7 McIntosh Street in Halifax from the Institutional Designation to the High-Density Residential Designation, and the P (Park and Institutional) Zone to the R-4 (Multiple Dwelling) Zone.

#### **LEGISLATIVE AUTHORITY**

Halifax Regional Municipality Charter (HRM Charter), Part VIII, Planning & Development

#### **RECOMMENDATION**

It is recommended that Halifax and West Community Council recommend that Regional Council:

- Give First Reading to consider the proposed amendments to the Halifax Municipal Planning Strategy and the Halifax Mainland Land Use By-law, as set out in Attachments A and B of this report, to redesignate and rezone a portion of 7 McIntosh Street, Halifax from the Institutional Designation to the High-Density Residential Designation, and from the Park and Institutional (P) Zone to the Multiple Dwelling (R-4) Zone, and schedule a public hearing; and
- 2. Adopt the proposed amendments to the Halifax Municipal Planning Strategy and the Halifax Mainland Land Use By-law, as set out in Attachments A and B of this report.

#### **BACKGROUND**

KWR Approvals Incorporated is applying to amend the Halifax Municipal Planning Strategy (MPS) and Halifax Mainland Land Use By-law (LUB) to re-designate and rezone a portion of 7 McIntosh Street (shown on Maps 1 and 2 and identified as Parcel B on Attachment C) from the Institutional Designation to the High-Density Residential Designation, and from the P (Park and Institutional) Zone to the R-4 (Multiple Dwelling) Zone. This proposal cannot be considered under existing MPS policies. The applicant is seeking these amendments to the Halifax MPS and Halifax Mainland LUB to enable as-of right development of 7 McIntosh Street and to upgrade portions of McIntosh Street from its current classification as a private road to a minor collector.

If approved, the proposed changes will allow for the relocation of parking spaces from the front yard of 7 McIntosh Street (existing 3 storey apartment house) to the rear yard. This change is being requested to allow for upgrades to portions of McIntosh Street from its current classification as a private road to a minor collector. This street upgrade is required for the development of Phase 2 of an approved subdivision, commonly referred to as McIntosh Estates.

Subject Property	7 McIntosh Street (formerly part of 530 Herring Cove Road), Halifax		
Location	The site is located northeast of the intersection of Herring Cove Road		
	and McIntosh Street, Halifax		
Community Plan Designation	INS (Institutional)		
(Map 1)			
Zoning (Map 2)	P (Park and Institutional) Zone		
Regional Plan Designation	US (Urban Settlement)		
(Map 3)			
Size of Site	~1.3 acres (0.52 hectares)		
Street Frontage	~68 metres (223 feet) along Herring Cove Road; and		
	~50 metres (164 feet) along McIntosh Street		
Current Land Use(s)	Vacant		
Surrounding Use(s)	Land uses surrounding the site include:		
	North: detached single-family and two-family dwellings		
	East: Multiple dwellings		
	South: Commercial development and existing detached		
	single-family dwellings		
	West: Multiple dwellings		

#### **Proposal Details**

The applicant proposes to amend the Halifax MPS and Halifax Mainland LUB to re-designate and rezone a portion of 7 McIntosh Street, identified as Parcel B on Attachment C, from INS (Institutional designation) to HDR (High Density Residential designation), and from P (Park and Institutional Zone) to R-4 (Multiple Dwelling Zone).

The 419 square metre parcel in question was previously part of 530 Herring Cove Road, a vacant HRM-owned property. The parcel was subdivided and consolidated with the abutting lot at 7 McIntosh Street in January 2021. 7 McIntosh Street is an existing 3-storey apartment house with parking spaces in front. The intent of consolidating Parcel B is to allow for the relocation of those parking spaces from the front yard of 7 McIntosh Street to the rear yard.

In exchange for Parcel B, the owner of 7 McIntosh Street has subdivided and transferred ownership of the 40.2 square metre (432.7 square foot) parcel currently used for parking spaces at the front of the building at 7 McIntosh Street (identified as Parcel A on Attachment C), to the applicant's client (Vanguard Developments Inc.). Vanguard Developments has consolidated the parcel with the existing McIntosh Street to enable widening of the street. This will allow McIntosh Street to be reclassified from a private road to a minor collector, and then serve as a second road access to McIntosh Estates Subdivision. The street

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upgrade is required for Phase 2 of this 5-phase approved subdivision which consists of approximately 348 units. A condition of subdivision approvals for Phases 2 through 4 of McIntosh Estates is that the property owner of McIntosh Street (Vanguard Developments Inc.) upgrade the street and deed it to the Municipality. The street is currently in poor condition, without sidewalks, and does not meet HRM Engineering standards for public roads.

Widening and upgrading the street to include sidewalks, better drainage and traffic calming measures would make the McIntosh Street safer for both vehicular and pedestrian traffic, as well as improve access in and out of Herring Cove Road. This work is occurring as-or-right as part of the McIntosh Estates subdivision development.

#### **MPS and LUB Context**

#### Regional Plan

The subject property, and surrounding area, is designated Urban Settlement under the Regional Municipal Planning Strategy (RMPS). The intention of the Urban Settlement designation is to support existing and future development of land uses serviced with municipal water and wastewater systems. The subject property is also located within the Spryfield Urban District Growth Centre. Under the RMPS, district growth centres are areas identified for a mix of low, medium and high density residential commercial, institutional and recreational uses. These areas are also intended to serve as a connecting point for transit routes to other centres and the Regional Centre.

#### Community Plan

Now that the subject property (Parcel B) has been consolidated with 7 McIntosh Street, the property has a split designation and split zoning. Parcel B is located within the Institutional Designation of the Mainland South Secondary Plan Area, which forms part of the Halifax MPS. The Institutional Designation is intended to support public and private institutional uses to serve the Mainland South area and greater region. Section 3.2 of the Mainland South Secondary Plan encourages existing institutional uses to remain in their present locations and encourages the re-use of such institutional areas and facilities.

The remainder of 7 McIntosh Street is designated HDR (High Density Residential) under the Halifax MPS. The HDR designation permits low- and medium-density residential uses, apartment buildings over four storeys, and neighbourhood commercial in buildings over 100 units.

Properties south of the subject site are designated MNC (Minor Commercial) and zoned C-2A (Minor Commercial). The C-2A zone permits a variety of commercial uses, including: stores for retail trade and rental; appliance repair shops; personal service uses; service stations; offices; banks; restaurants and community facilities. Lower density forms of residential development (up to 14 units) are also permitted.

Properties north of the subject property are designated LDR (Low Density Residential) and zoned R-2 (Two-Family Dwelling), which permits detached single-family, semi-detached and duplex dwellings. Also, north of the subject property are undeveloped lands designated and zoned RDD (Residential Development District). These lands form part of Phase 2 of the McIntosh Estates Subdivision (see Concept Plan in Attachment D) and are approved for future townhouse development.

#### Land Use By-law

The subject property is zoned P (Park and Institutional) and R-4 (Multiple Dwelling) under the Halifax Mainland LUB. The P Zone permits park and institutional uses including but not limited to: public parks; recreation fields; community facilities; public schools; churches and day care facilities. The R-4 Zone permits apartment houses with a maximum density of 75 persons per acre. Apartment houses are also subject to minimum lot and frontage requirements, minimum open space requirements and parking requirements.

Plan policies do not exist that would enable the consideration of multiple family dwellings, or associated uses like parking, on the 419 square metre portion that is the subject of this application (Parcel B on Attachment C). As such, an amendment to the MPS and LUB is required to enable the requested land use.

#### **COMMUNITY ENGAGEMENT**

The community engagement process is consistent with the COVID-19 Administrative Order (AO), which provides that a public participation program adopted by Council pursuant to section 219 of the *Charter* may be comprised of, wholly or in part, alternative public engagement. Alternative public engagement means public engagement facilitated through one, or a combination of written correspondence, the internet, telephone, or meetings held virtually. In the case of this application, the level of community engagement was consultation, and the engagement program Council approved included:

- providing information and seeking comments through the HRM website;
- posting a sign on the subject property; and
- mailing letters and a short survey to residents and property owners in the notification area.

In September 2020, a notice and short survey was sent to property owners within a 100 metre radius, and all property owners along McIntosh Street – a total of 204 recipients. The survey asked for opinions on changes to the designation and zoning; the relocation of parking stalls to the rear of 7 McIntosh Street, and upgrades to McIntosh Street to make it a minor collector road. No responses were received. A sign has also been located on the site since April 2021 with details about the project and contact details for HRM Planning and Development. No phone calls or emails have been received about the proposal.

A public hearing must be held by Regional Council before they can consider approving any amendments to the MPS and LUB. Residents and property owners surrounding the subject property will be notified of the hearing by mail, and ads for a hearing will be published in a local newspaper.

#### **DISCUSSION**

The MPS is a strategic policy document. It sets out the goals, objectives and direction for the long-term growth and development of Halifax. Amendments to an MPS are significant undertakings. Council is under no obligation to consider such requests.

Staff have reviewed the applicant's proposal and rationale and have considered surrounding land uses, Regional Plan policy, and the site's planning history. Staff advise that the request to redesignate and rezone a portion of the property is reasonably consistent with Regional Plan policy and good planning principles. Staff's reasoning is laid out below.

#### Recreational Space

Policy 7.9 of the Halifax MPS states that subdivision, consolidation and rezoning applications shall consider the availability of adequate recreational open space, and Policy 7.10 states that the City shall not release park lands or public open spaces for non-recreational uses unless alternative recreational space within the neighbourhood have been provided. HRM Parks and Recreation reviewed the availability of recreational space in the neighbourhood prior to subdividing Parcel B from 530 Herring Cove Road, and declared it surplus to municipal needs. The consolidating deed for Parcel B from HRM to Vanguard has already been filed, and the remainder of 530 Herring Cove Road is currently listed for sale. There is a municipally-owned park with a basketball court and playground 230 metres away at 546 Herring Cove Road (Roaches Pond Park), and Lynnett Road Park with a playground and open space 350 metres away. J.L. Ilsley High School and the Spryfield Lions Arena are 1.2 km away, providing a large sport field, 3 basketball courts, and a playground. The McIntosh Run Active Transportation Greenway is also accessible from several points nearby.

Even though it is surplus to municipal needs and is not currently developed or programmed, the majority (91%) of 530 Herring Cove Road has remained designated Institutional and zoned Park, allowing for its potential institutional or recreational re-use.

#### Land Use By-Law Compliance

The Halifax Mainland Land Use By-law requires one parking space per unit in R-4 buildings, and that those parking spaces be at least 5 feet away from the official street line and 5 feet away from any door or window serving a habitable room. The current parking situation at 7 McIntosh Street does not meet these requirements, as there is no separation between the front yard parking for 7 McIntosh Street and the street line, and also less than 5 feet between the parking and building windows (see Attachment E: Parcel A Streetview).

The LUB also states that parking spaces in the front of a building shall be screened from the street by hedging, fencing, or other means. Currently, there is no such screening in place. Moving the parking stalls to the rear of the building will provide the required separation and screening from the street, bringing the building into compliance with the LUB parking requirements.

#### Consolidated Zoning

Since Parcel B was consolidated with 7 McIntosh Street in February 2021, the property has split zoning: R-4 and P. Redesignation and rezoning will resolve this discrepancy and bring the entire lot under one designation and zone. Policy G-16 of the Regional Plan enables this through an MPS amendment, to allow a use that is permitted on a neighbouring property with a different designation/zone. In this case, the parcel abuts both HDR and LDR designations, and R-4 and R-2 zones. All of these allow parking. The recommendation is to apply the HDR designation and R-4 Zone that is already in place on part of the property.

#### Conclusion

Staff have reviewed the applicant's proposed MPS amendment and rezoning request and advise that it adheres to good planning principles and recent Council policy direction. Staff recommend the amendment and rezoning because:

- There is already sufficient recreational space in the neighbourhood;
- It will bring the parking arrangement at 7 McIntosh Street into compliance with LUB requirements;
   and
- It will consolidate the zoning on the property.

Staff recommend that the Halifax and West Community Council recommend that Regional Council approve the proposed amendments to the Halifax MPS and Halifax Mainland LUB.

#### FINANCIAL IMPLICATIONS

The HRM costs associated with the processing of this planning application can be accommodated within the approved 2021-2022 operating budget for C320 Regional Planning Program.

#### **RISK CONSIDERATION**

The risks associated with the recommendations contained within this report are low. This process involves the consideration of MPS amendments. Such amendments are at the discretion of Regional Council and are not subject to appeal to the N.S. Utility and Review Board. Information concerning risks and other implications of amending the MPS are contained within the Discussion section of this report.

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#### **ENVIRONMENTAL IMPLICATIONS**

No additional concerns were identified beyond those raised in this report.

#### **ALTERNATIVES**

Halifax and West Community Council may choose to recommend that Regional Council:

- Modify the proposed amendments to the MPS and Mainland LUB for Halifax by proposing an alternate designation and zone. If this alternative is chosen, specific direction regarding the requested modifications is required. A decision of Council to approve or refuse the proposed amendments is not appealable to the N.S. Utility & Review Board as per Section 262 of the HRM Charter.
- 2. Refuse the proposed amendments to the MPS and Mainland LUB for Halifax. A decision of Council to approve or refuse the proposed amendments is not appealable to the N.S. Utility & Review Board as per Section 262 of the *HRM Charter*.

#### **ATTACHMENTS**

Map 1: Generalized Future Land Use

Map 2: Zoning

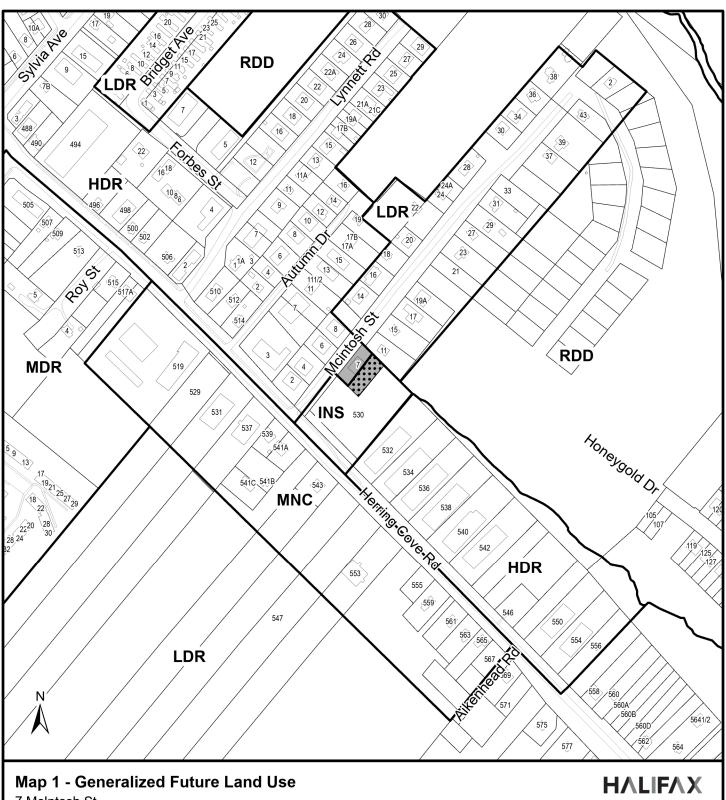
Attachment A: Proposed MPS Amendments
Attachment B: Proposed LUB Amendments

Attachment C: Parcels A, B and C

Attachment D: McIntosh Estates Concept Plan
Attachment E: 7 McIntosh Street Parcel A Streetview

A copy of this report can be obtained online at <u>halifax.ca</u> or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Anne Totten, Planner II, 902-476-8245



7 McIntosh St. Halifax



Subject Property



Area proposed to be re-designated from INS (Institutional) to HDR (High Density

Residential)

Halifax Plan Mainland South

#### Designation

LDR Low Density Residential **MDR** Medium Density Residential **HDR** High Density Residential Residential Development District **RDD** 

MNC Minor Commercial

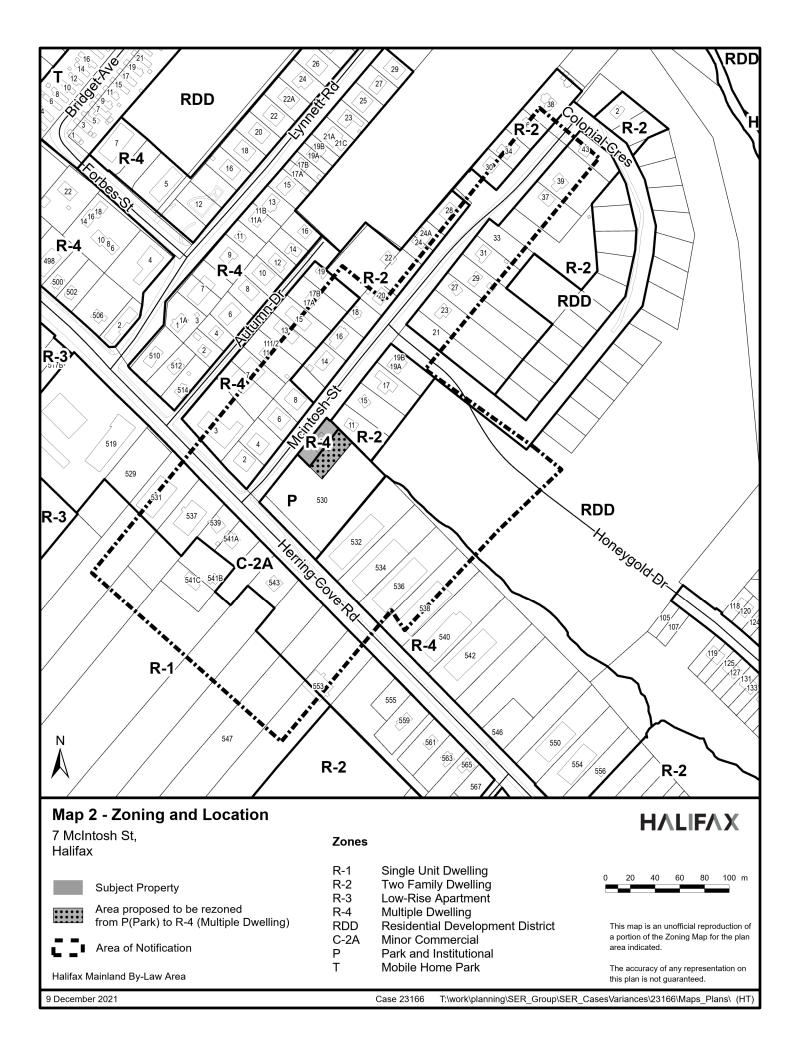
INS Institutional





This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the plan area indicated.

The accuracy of any representation on this plan is not guaranteed.



#### **ATTACHMENT A**

#### **Proposed Amendment to the Municipal Planning Strategy for Halifax**

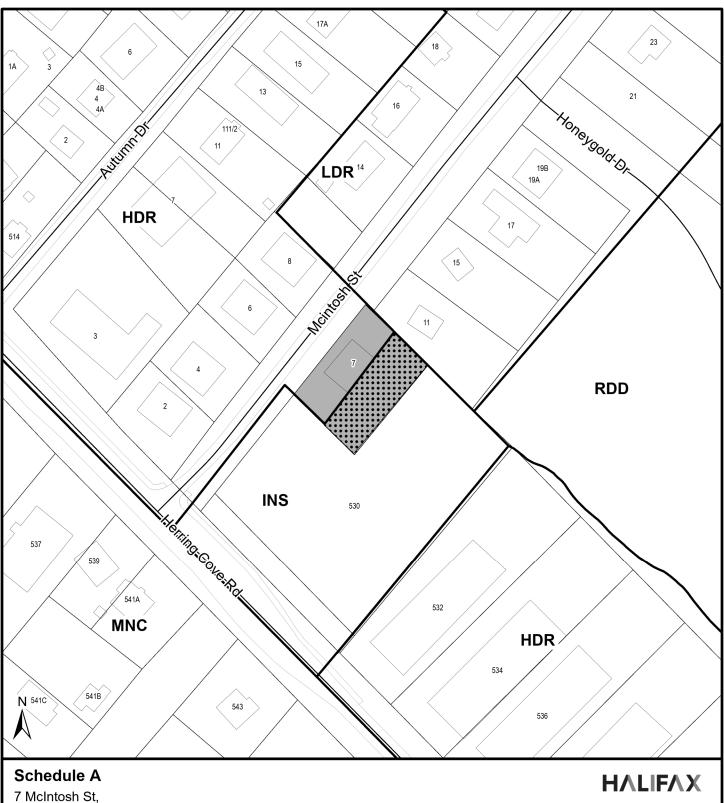
BE IT ENACTED by the Regional Council of the Halifax Regional Municipality that the Municipal Planning Strategy for Halifax is hereby further amended as follows:

1. Map 9F – Mainland South Generalized Future Land Use shall be amended to re-designate certain land on McIntosh Street from Institutional to High Density Residential as shown on Schedule A attached hereto.

I, Iain MacLean, Municipal Clerk for the Halifax Regional Municipality, hereby certify that the above-noted amendment was passed at a meeting of the Halifax Regional Council held on [DATE], 2022

\_\_\_\_\_\_

lain MacLean Municipal Clerk



7 McIntosh St, Halifax



Subject Property



Area to be re-designated from INS (Institutional) to HDR (High Density Residential)

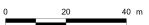
Halifax Plan Mainland South

#### Designation

LDR Low Density Residential
MDR Medium Density Residential
HDR High Density Residential
RDD Residential Development District

MNC Minor Commercial

INS Institutional



This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the plan area indicated.

The accuracy of any representation on this plan is not guaranteed.

#### **ATTACHMENT B**

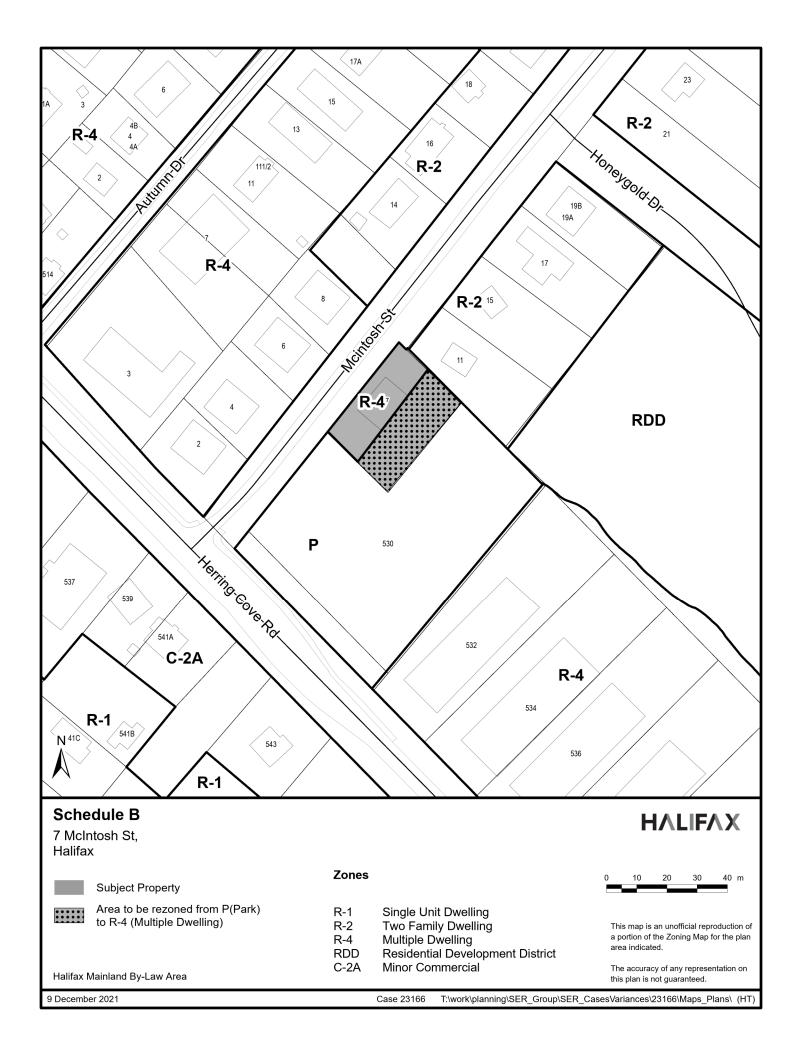
#### Proposed Amendment to the Land Use By-law for Halifax Mainland

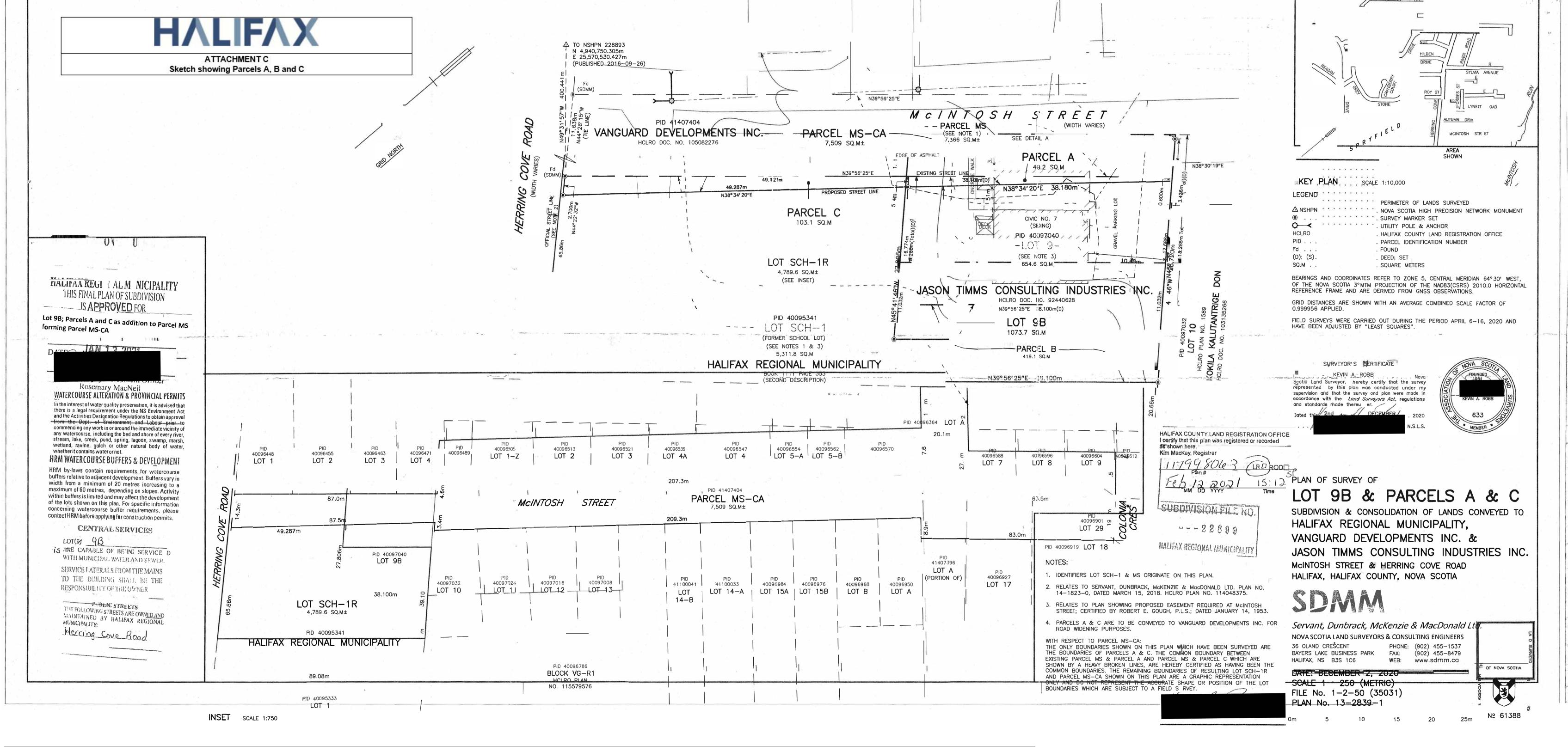
BE IT ENACTED by the Regional Council of the Halifax Regional Municipality that the Land Use By-law for Halifax Mainland is hereby further amended as follows:

1. Map ZM-1: Zoning (South Section) shall be amended to rezone the portion of 7 McIntosh Street from P (Park and Institutional) to R-4 (Multiple Dwelling) Zone as shown on Schedule B attached hereto.

I, Iain MacLean, Municipal Clerk for the Halifax Regional Municipality, hereby certify that the above-noted by-law was passed at a meeting of the Halifax Regional Council held on [DATE],

Iain MacLean Municipal Clerk





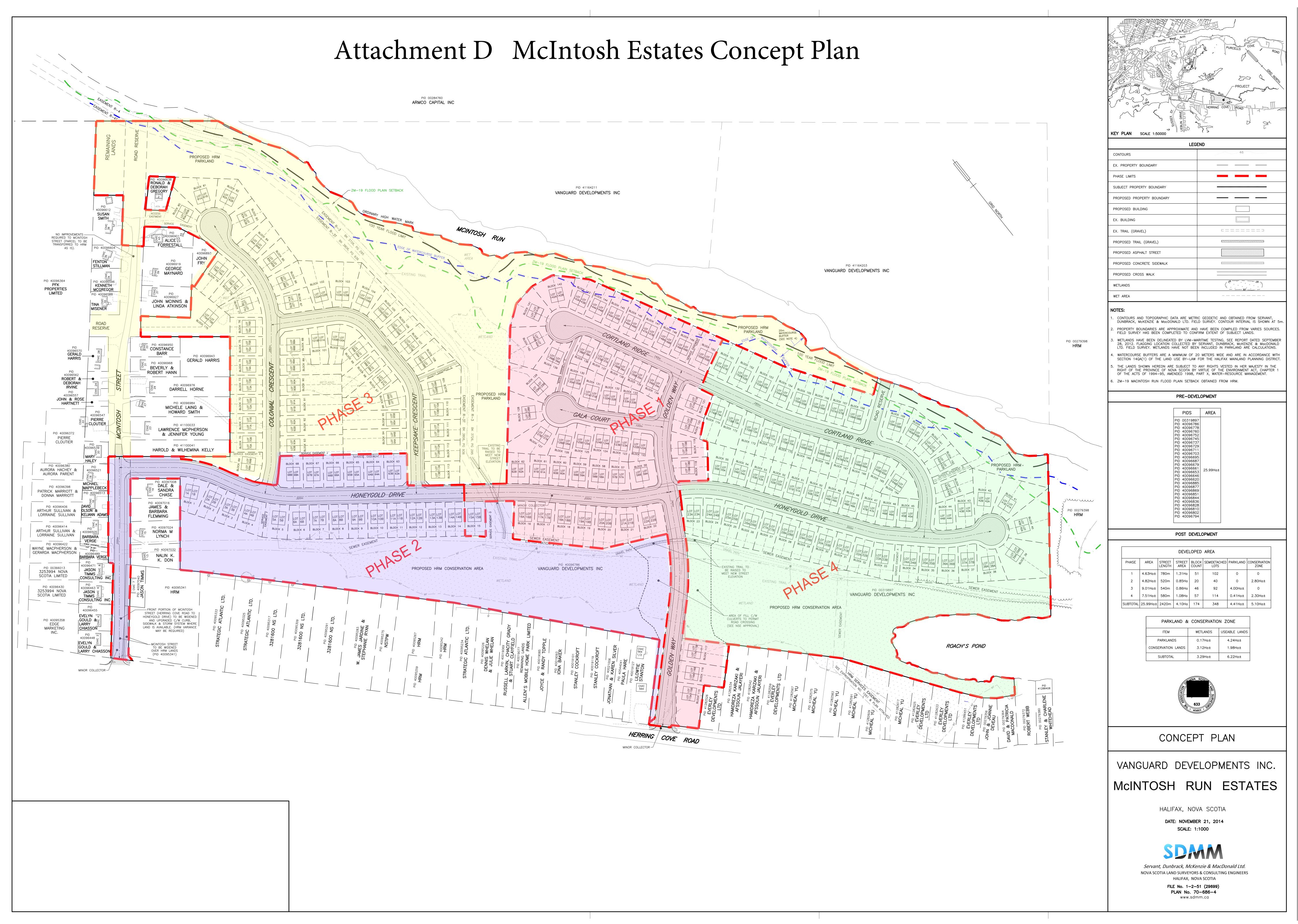
### Form 28

## Purpose: to record a non-enabling document in a parcel register

Registration District:

For Office Use

Registration District:		HALIFAX	K COUNTY				
Submitter's User Number:		ber: 2766	2766				
Submitter's Name:		HFX RE	GIONAL MUN - HALIFAX				
Take parce	notice that the a ls registered und	attached plan/docu er the Land Regist	ment relates to the following ration Act	ng .			
PID: 4	D: 40095341 PID: 40097040		PID: 41407404				
Munic pre app	<b>cipal file numbe</b> proval): <u>MF22899</u>	r or land registrat REVISED	ion file number (insert file	e number used when PIDs were originally assigned during			
In the X	matter of the rec	cording of the follow	ing non-enabling instrument	(select one):			
	•.	boundary line agreement					
<u> </u>		instrument of subdivision					
_		statutory declaration regarding de facto consolidation condominium declaration					
_	initial condominium bylaws						
_ _	condominium plan						
<u> </u>		repeal of subdivision					
- -		of condominium					
<b>-</b>		-					
	other (specif	- 1					
and in	ODMENTS INC	egistered owner (inse	ert name): HALIFAX REGIO	ONAL MUNICIPALITY, VANGUARD			
JEVEL	LOPMENTS INC	., AND JASON TIM	MMS CONSULTING INDU	ISTRIES INC.			
Note: A	An amending Parc	el Description Certif	ication Application may be r	equired.			
ated	at <b>HALIFAX,</b> in th	ne County of <b>HALIF</b>	AX, Province of Nova Scot	ia, <b>Jan 13, 2021.</b>			
			,	,			
			Signature	of applicant/municipal official/owner/agent			
			Name:	HFX REGIONAL MUN - HALIFAX			
			Address:	PO BOX 1749 HALIFAX NS CA B3J 3A5			
			Phone:	902.490.4650			
			Email:	WESTREG@HALIFAX.CA			
			Fax:	902.490.4645			



## Attachment E 7 McIntosh Street (Parcel A) Streetview

