

Carriagewood Estates

Municipal Planning Strategy Amendment

Clayton Developments Limited
255 Lacewood Drive, Suite 100C
Halifax, NS
B3M 4G2

902.445.2000

www.clatondev.com

TABLE OF CONTENTS

| | |
|---|-----------|
| 1.0 INTRODUCTION | 2 |
| 2.0 SITE & SURROUNDINGS | 6 |
| 2.1 SITE | 7 |
| 2.2 AREA CONTEXT | 7 |
| 2.3 IMMEDIATE SURROUNDINGS | 9 |
| 2.4 TRANSPORTATION NETWORK | 10 |
| 2.5 SCHOOLS | 11 |
| 3.0 PROPOSAL | 12 |
| 3.1 CONCEPTUAL DESIGN | 13 |
| 3.2 SITE DATA | 14 |
| 3.3 REQUESTED AMENDMENTS | 14 |
| 3.4 REQUIRED APPROVALS | 14 |
| 4.0 POLICY & REGULATORY CONTEXT | 15 |
| 4.1 PROVINCIAL STATEMENTS OF INTEREST | 16 |
| 4.2 REGIONAL MUNICIPAL PLANNING STRATEGY | 17 |
| 4.3 BEAVERBANK, HAMMONDS PLAINS AND UPPER SACKVILLE MPS | 21 |
| 4.4 BEAVERBANK, HAMMONDS PLAINS AND UPPER SACKVILLE LUB | 22 |
| 5.0 PLANNING & URBAN DESIGN ANALYSIS | 27 |
| 5.1 PROVINCIAL STATEMENT OF INTEREST | 28 |
| 5.2 REGIONAL MUNICIPAL PLANNING STRATEGY | 28 |
| 5.3 BEAVERBANK, HAMMONDS PLAINS AND UPPER SACKVILLE MPS | 28 |
| 5.4 INTENSIFICATION | 29 |
| 5.5 SERVICING | 29 |
| 5.6 SCHOOLS | 29 |
| 5.7 PROTECTION OF NATURAL FEATURES | 29 |
| 5.8 LAND USE | 29 |
| 5.9 LAND USE COMPATIBILITY | 30 |
| 5.10 SPATIAL RELATIONSHIPS | 30 |
| 5.11 COMPATIBILITY OF LAND USE FORM | 35 |
| 5.12 AFFORDABILITY AND ATTAINABILITY | 36 |
| 6.0 CONCLUSION | 38 |
| APPENDIX A: Sample MPS Amendment | A |
| APPENDIX B: Sample LUB Amendment | B |
| APPENDIX C: Excerpts from HRCE Long Range Outlook 2019 | C |



| | |
|---|----------|
| APPENDIX D: TIS Addendum – February 2021 | D |
| APPENDIX E: Original TIS – October 2014 | E |
| APPENDIX F: Provincial Statement of Interest Regarding Housing | F |



1.0

INTRODUCTION



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

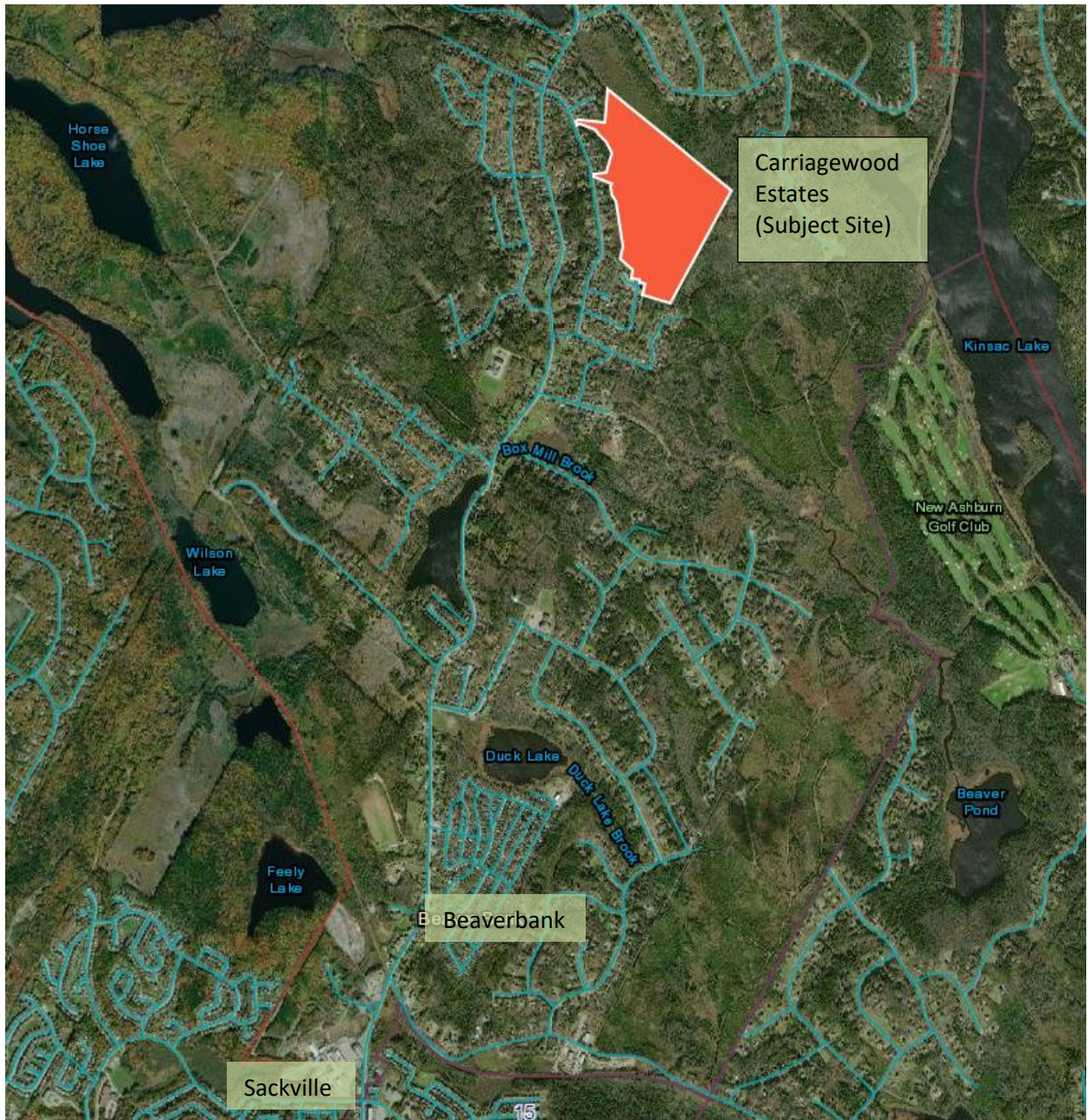


Figure 1 - Location Map

This Planning Rationale report has been prepared in support of an application by Clayton Developments Limited on behalf of Carriagewood Estates Development GP Limited for a Municipal Planning Strategy and Land Use By-law amendment for the Beaverbank, Hammonds Plains and Upper Sackville Plan area. The amendment is to enable site specific amendments to allow for smaller lots with 40 foot frontages on the subject site as shown on Figure 1 – Location Map.

The subject site has a developable area of 35.73 ha (88.31 acres) and is generally located on the eastern side of Beaverbank Road, east of Trinity Drive, north of Splinter Court. The subject site is currently unoccupied and vacant but partially under development via existing regulations. The site is serviced by municipal sewer and water and zoned for single unit dwellings with a minimum lot size of 6000 square feet. The first phase of a subdivision is under construction on a portion of the lands.

A previous request to amend the Land Use By-law is currently in progress which would broadly enable 40 foot lots in the Beaverbank area. The application has not proceeded to North West Community Council for first reading or decision to date.

During the review process for the existing application, several concerns with the proposal were identified by the community and municipal staff. These concerns included:

- Possibility of increased number of lots;
- Increased traffic;
- Impact on neighbourhood schools
- Impact on sewer and water infrastructure;
- Failure to protect existing low-density community;
- Proposal would significantly change the community; and
- Risk to onsite wetland

While significant evidence was provided to the contrary of the identified issues, municipal staff advised that a site-specific municipal plan amendment would eliminate many of the potential impacts.

Clayton Developments representing Carriagewood Estates Development GP Limited is therefore requesting:

- a site-specific amendment to the Beaverbank, Hammonds Plains and Upper Sackville Municipal Planning Strategy (MPS) be made which enables lots with 12.19 metres (40 feet) of frontage on PID# 00468694 and that the total number of lots permitted on the lands be limited to 270 lots to maintain and not exceed existing development rights. It is suggested that the potential amendments could be achieved by the attached Appendices A and B.
- that the current application (Case 23213) be placed on hold, pending the outcome of the afore requested MPS amendment.

The MPS amendment and subsequent amendment to the Beaverbank, Hammonds Plains and Upper Sackville MPS and Land Use By-law amendment would permit the redevelopment of the subject site in a modern, more affordable, and attainable development form while not exceeding existing densities on the subject lands enabled under current land use regulations for the property.

This rationale concludes that the proposal, limited to the site contributes to the achievement of numerous policy directions articulated in the NS Provincial Statement of Interest, the Regional Plan and local MPS while maintaining existing densities on the subject lands and not creating unexpected impacts in the surrounding community.



The subject site is one of the last large parcels of undeveloped serviced residential land in Beaverbank. This proposal will largely complete the serviced residential community and support local business and services, transit and community amenities.

From a design perspective, the proposal will result in a similar suburban form to existing development on the adjacent Splinter Court and Daisy Drive. While the proposal results in a denser suburban form, limits proposed for the development do not create additional lots greater than what is currently enabled under the existing R-1 zone. The relationships between existing and new homes remains the same as required in existing development regulations and the proposed single unit dwellings are compatible with the surrounding single unit dwellings which remain zoned R-1. The lot fabric of Beaverbank can be described as a patchwork with a mix of newer smaller lots and larger historic lot sizes, the proposal continues the trend of smaller lot sizes, a modern suburban characteristic which integrates well into the community.

Based on the above, this report concludes that the proposed development represents good planning and design and is supported by numerous policy directions of the Province and the Municipality. Further the form supports housing affordability which is a significant concern in the Halifax real estate market. Accordingly, it is our opinion that the proposed amendments to the MPS and LUB draft are appropriate, and desirable and should be approved.

Original Signed

Andrew Bone, MCIP, LPP
Director of Planning and Development
Clayton Developments Limited



2.0

SITE & SURROUNDINGS



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

2.1 Site

The subject site has a developable area of 35.73 ha (88.31 acres) and is generally located on the eastern side of Beaverbank Road, east of Trinity Drive, north of Splinter Court and Daisy Drive. The subject site is currently unoccupied and vacant. **(Figure 2 – Aerial Photo of Subject Site)**. The site has two vehicular access points, one to the northwest at Trinity Drive and the other to south at Daisy Drive. The site is generally triangular in shape and has a frontage of approximately 20 metres on Trinity Drive and 16.1 metres on Daisy Drive. The site is approximately 580 metres wide and 1000 metres long at its greatest measurements. The property abuts and contains a large wetland in the northwest corner.

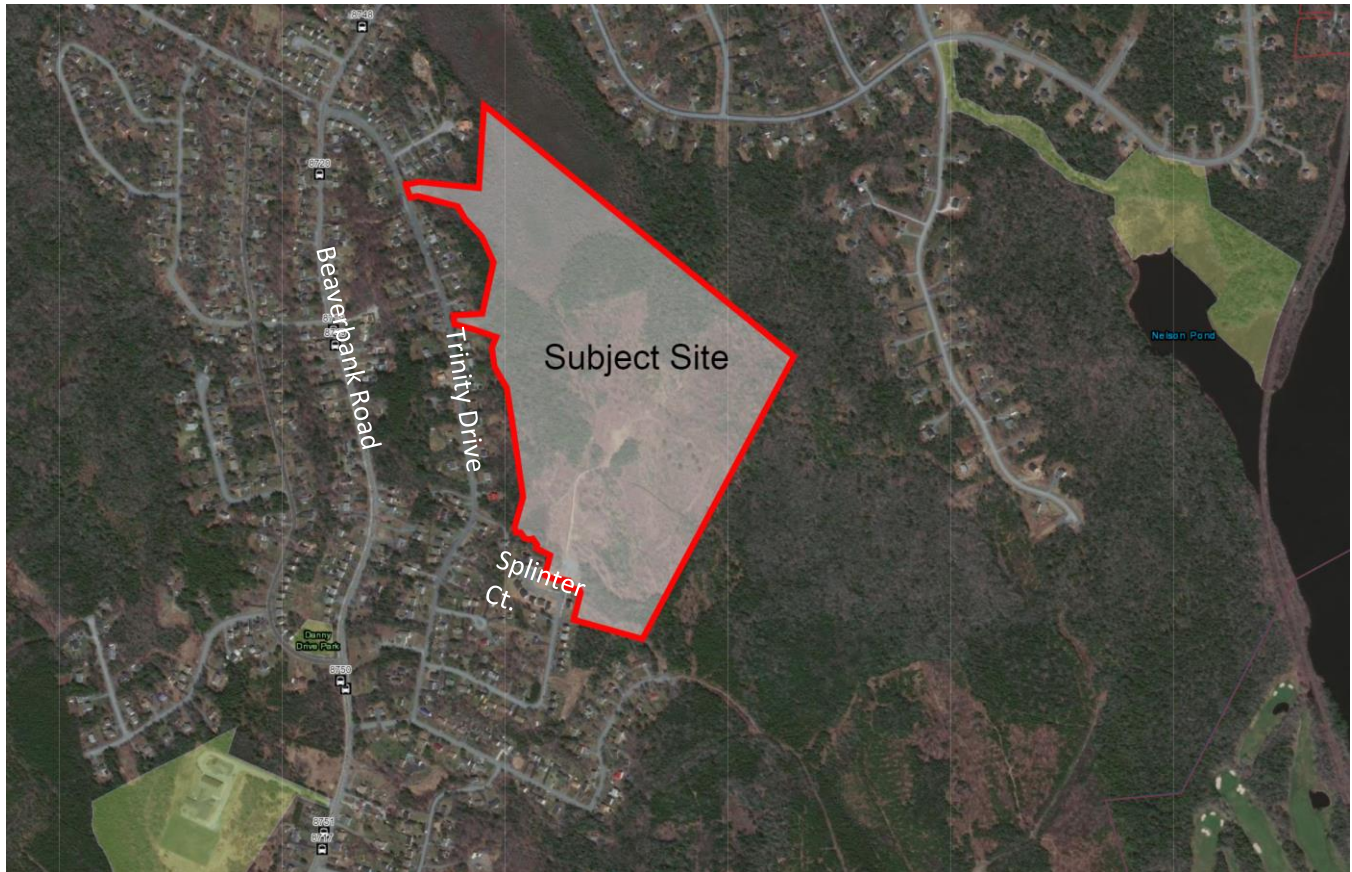


Figure 1 – Aerial Photo of Subject Site

2.2 Area context

The area surrounding the subject site (Figure 3 – Aerial Photo) is primarily suburban residential with a nearby family of Halifax Centre for Education English schools. Beaverbank - Monarch Drive Elementary,



Beaverbank Road, the major arterial road in the area connects Beaverbank to Rawdon, Hants East in the north and to Sackville in the south, eventually connecting to Highway 101. Beaverbank Road has experienced some capacity issues in its lower reached near Sackville and the municipality has limited development rights for lands outside the municipal sewer and water boundaries. The subject site is not subject to these development restrictions.

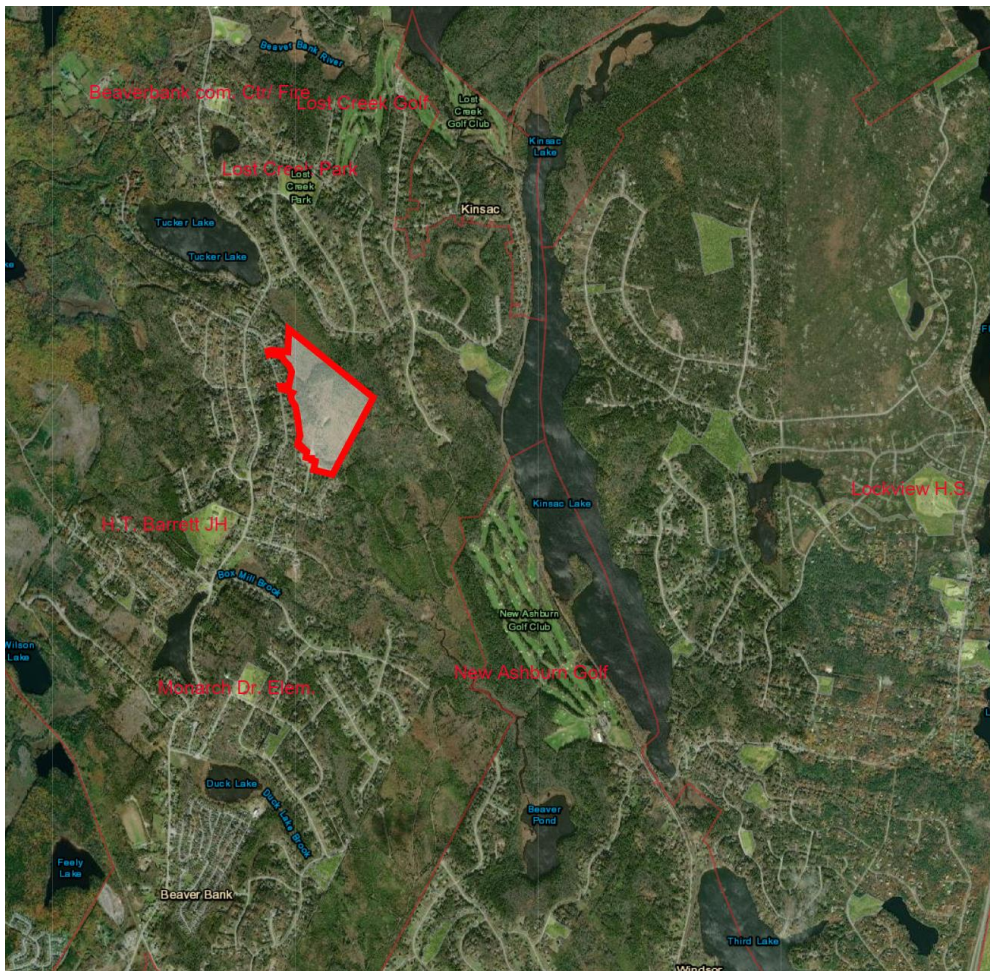


Figure 2 - Aerial Photo of grater Beaverbank/Fall River



CARRIAGEWOOD
ESTATES

**PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK**

2.3 Immediate Surroundings

Recent redevelopment has taken place to the immediate south of the subject site with the extension of Daisy Drive and the construction of Splinter Court. This residential subdivision was previously part of the subject lands. The subdivision is a development of small sized homes on typical 6000 square foot lots with 60 feet of frontage.



Figure 3 – Recent Daisy Drive Homes

To the immediate west of the subject site are residential lots on Trinity Drive. They are generally characterized as larger lots which appear to be created prior to municipal sewer and water being installed in the Beaverbank area. These lots are generally about 35,000 sq ft in size, however some have been subdivided into smaller lots more recently to match present day serviced lot standards. Generally, these lots contain homes located close to Trinity Drive and large separation distances to the subject site (~50-55m (165-180 feet)).



Figure 4 – Trinity Drive Homes

To the immediate north is a large wetland separating the site from the Lost Creek subdivision. Lost Creek is a large unserviced subdivision, served by well and septic on large lots (~ 1 acre plus) with



single unit dwellings. This subdivision makes up the western property line as well, however, it is separated by lands which are currently undeveloped. Crooked Stick Pass and Laurel Ridge Drive are the closest residential streets along these property lines.

2.4 Transportation Network

Beaverbank Road (Highway 354) functions as an Arterial Road. Halifax Regional Municipality does not have an official street hierarchy map, but Beaverbank Road is often referenced as an arterial in Regional planning documents. The local MPS references Beaverbank Road as a collector Highway. Portions of Beaverbank Road, especially those in the Sackville area have issues during peak hours. Several

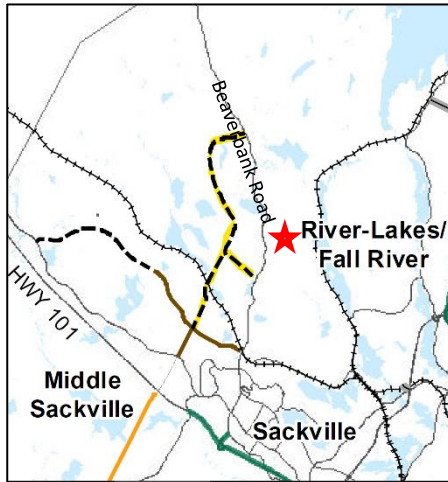


Figure 5- Beaverbank By-pass (yellow) excerpt from Regional MPS Transit and Transportation Map

proposed projects have previously been identified as long-term solutions to peak hour issues. One such project is the Beaverbank By-pass which was proposed in the late 1990's by the Province of N.S. Since that time little action has taken place by government to implement this proposed road or other improvements. The Regional Plan identifies this project as "Future Potential".

In response to long term risk to Beaverbank Road from primarily rural, large lot subdivisions, the Municipality in 2006 implemented growth controls in unserved areas of Beaverbank to limit unserved subdivision growth.

The subject site is not within the growth control area as the serviced suburban subdivisions

as proposed are considered appropriate suburban growth.

Metro Transit Bus Routes 86 and 186 provide transit along Beaverbank Road. 112 - The 86 route provides service from Lower Sackville (Walker Avenue Terminal) to the Beaverbank Fire Station at Kinsac Road and return. The bus generally operates in 30 minute intervals during the day and 60 minutes in non-peak hours. Saturday and Sunday service runs every 60 minutes all day. During peak hours the Route 186 provides service from or to downtown Halifax and the Summer Street area (Hospital District) at a 30 minute interval. Bus stops are located 375 metres from the northern entrance to the site on trinity Drive and 780 metres from the site at the Daisy Drive entrance.

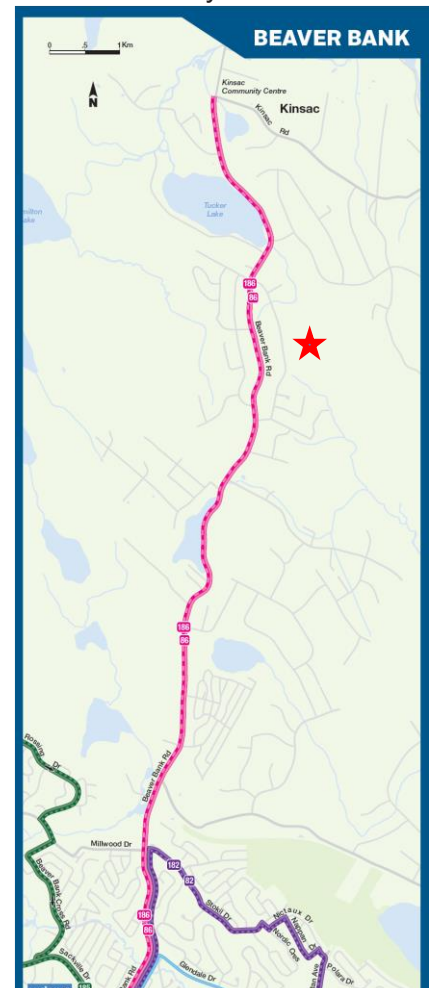


Figure 6- Excerpt from Metro Transit Route Map



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

2.5 Schools

English

Beaverbank - Monarch Drive Elementary, Harold T. Barrett Junior High and Lockview High School currently service English and immersion programs for the subject site.

The Halifax Regional Centre for Education (HRCE) identified the following breakdown of educational programs by school:

| Program Type | Grades/School |
|--------------------------|--|
| Elementary | PP - 5 Beaver Bank-Monarch Drive Elementary School |
| Junior High | 6 - 8 Harold T. Barrett Junior High School |
| Senior | 9 - 12 Lockview High School |
| Senior - Early Immersion | 9 - 12 Lockview High School |
| Junior - Late Immersion | 7 - 8 Harold T. Barrett Junior High School |
| Senior - Late Immersion | 9 - 12 Lockview High School |

Clayton Developments Limited discussed enrollment numbers and capacity issues with the HRCE. They identified that the Harold T. Barrett Junior High and Lockview High School were operating at approximately 80 percent capacity and that there were no issues with these schools. Beaverbank – Monarch Drive Elementary was operating close to or at capacity for their current configuration and that they anticipated declining enrollment due to demographic analysis.

Appendix C contains excerpts from the HRCE Long Range Outlook (2019) which provide maps of the school catchment areas and detailed specifics and data on each school.



3.0

PROPOSAL



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

3.1 Conceptual Design

The proposed design includes 270 lots, the majority of which will be 40 foot lot frontages and 4000 sq. ft in area.



Figure 7 - Conceptual Subdivision Design

3.2 Site Data

The following table includes summary statistics for the proposed subdivision and proposed lot requirements.

| | |
|-------------------------------|---|
| Proposed Lot Size | 4,000 sq. ft. (371.6 m ²) PROPOSED |
| Proposed Lot Frontage | 40 feet (12.19 m) PROPOSED |
| Proposed Side / Rear Yards | 8 feet (2.4 m) |
| Proposed Front Yards | 20 feet (6.1 m) |
| Proposed Lot Coverage | 35% |
| Proposed Maximum Height | 35 feet (10.7 m) |
| Total Number of Proposed Lots | 270 |
| Development Form | Single Unit Dwellings of varying widths |
| Parking | As per Land Use By-law |

3.3 Requested Amendments

The proposed amendments as shown in Appendix A and B are to:

- (a) Amend the Beaverbank, Hammonds Plains and Upper Sackville Municipal Planning Strategy to create a new zone, the R1-C (Small Lot Single Unit Dwelling) Zone which is based on the existing R-1 Zone with smaller lot frontage (40 feet) and lot area requirements of 4000 square feet. Further the zone would include provisions to limit the maximum number of lots enabled on the site to that enabled currently, 270 lots.
- (b) Amend the Beaverbank, Hammonds Plains and Upper Sackville Land Use By-law to add the new zone, the R1-C (Small Lot Single Unit Dwelling) Zone as described above.

3.4 Required Approvals

The requested amendments to the Beaverbank, Hammonds Plains and Upper Sackville MPS and LUB will require the following reviews and approvals from the following bodies to become effective:

| | |
|--|--|
| Regional Council | Initiation |
| North West Planning Advisory Committee | Committee Recommendation |
| North West Community Council | Recommendation to Regional Council |
| Regional Council | First Reading, Public Hearing and Decision |
| Province of N.S. | Review by Minister |

No appeals are permitted for MPS amendments and related LUB amendments.



4.0

POLICY & REGULATORY CONTEXT



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

As identified out below, the proposal is supportive of numerous policy directions set out in the Provincial Policy Statement, the Regional Plan and the Beaverbank, Hammonds Plains and Upper Sackville Municipal Planning Strategy, all of which promote the efficient use of infrastructure and land within serviced area.

4.1 Provincial Statement of Interest (Housing) (1998-2013)

The province of Nova Scotia has several areas where direction is provided to municipalities relating to development of land and water, agricultural lands and specific to housing. These statements made under the Municipal Government Act are relevant to the Halifax Regional Municipality Charter. The Statements (Appendix E) identify:

“Nova Scotia’s land and water resources are fundamental to our physical, social and economic well-being. But they are finite resources and using them in one way can mean the exclusion of other uses forever. Therefore, it is important that decisions about Nova Scotia’s land and water be made carefully. Ill-advised land use can have serious consequences for the physical, economic and social well-being of all Nova Scotians.

These statements of Provincial interest recognize the importance of our land and water resources. The statements also address issues related to the future growth of our communities. They are intended to serve as guiding principles to help Provincial Government departments, municipalities and individuals in making decisions regarding land use. They are supportive of the principles of sustainable development.

Development undertaken by the Province and municipalities should be reasonably consistent with the statements.

As the statements are general in nature, they provide guidance rather than rigid standards. They reflect the diversity found in the Province and do not take into account all local situations. They must be applied with common sense. Thoughtful, innovative and creative application is encouraged.”

The policies promote enabling higher densities, smaller lot sizes and reduced yard requirements that encourage a range of housing types.

The statement also identifies:

“Reasonably consistent is defined as taking reasonable steps to apply applicable statements to a local situation. Not all statements will apply equally to all situations. In some cases, it will be impractical because of physical conditions, existing development, economic factors or other reasons to fully apply a statement. It is also recognized that complete information is not always available to decision makers. These factors mean that common sense will dictate the application of the statements. Thoughtful innovation and creativity in their application is encouraged.”

It is our opinion that the proposal accommodates local conditions and provides a practical and common sense solution which enables the goals of the statement to enable higher densities, smaller lot sizes and reduced yard requirements that encourage a range of housing types.



4.2 Regional Municipal Planning Strategy (2014)

The Regional Plan came into effect in 2006 and was updated in 2014 and came into effect on October 18, 2014. The plan is currently under review and a revised plan is expected in the coming year.

The Regional Plan “establishes long-range, region-wide planning policies outlining where, when, and how future growth and development should take place between now and 2031.” The vision of the Regional Plan is to “enhance our quality of life by fostering the growth of healthy and vibrant communities, a strong and diverse economy, and sustainable environment. The plan seeks to address the needs and view of all sectors of the region, recognizing the diversity of its citizens, community and geography.”

The focus of the Regional Plan is to improve Urban and Rural Community Design by introducing new design standards that create more attractive and sustainable communities and more beautiful, walkable and complete communities. Further it intends to direct new growth to areas where infrastructure and services already exist and ensuring that new development pays its fair share to protect the tax rate.

| Excerpts from Regional Plan Principles | Notes relative to the proposal |
|--|--|
| Supports development patterns that promote a vigorous regional economy. | The proposal is an extension of the existing development pattern over lands where existing development rights exist. The requested variation provides housing options for attainable and more affordable housing than could be achieved through existing land use regulations while maintaining existing development densities. The proposed lot form enables housing options which activate a portion of the housing market which is severely limited by supply constraints. |
| Manages development to make the most effective use of land, energy, infrastructure, public services and facilities, and foster healthy lifestyles. | As the subject lands are currently serviced, the proposal for smaller lots is the most efficient use of road resources while maintaining overall site densities enabled within the sewer and water (service) boundary. Development of additional housing (which is already permitted) also enables effective use of municipal services (plowing, road maintenance, fire, police and school services) in the area. The reduction in road frontage will minimize the amount of new road, minimizing long term costs to the municipality. |
| Ensures opportunities for the protection of open space, wilderness, natural beauty and sensitive environmental areas. | The proposed reduction in lot size, minimizes the impact of the development on the on-site wetland by allowing the concentration of housing ways from sensitive areas. |



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

| | |
|---|--|
| Target at least 75% of new housing units to be located in the Regional Centre and urban communities with at least 25% of new housing units within the Regional Centre over the life of this Plan; | The Regional Plan recognizes that all development cannot take place in the Regional Centre and identifies that a portion of development will take place in the serviced suburbs. The proposal is part of this allotment for serviced suburban development. |
|---|--|

Settlement and Housing

The Settlement and Housing section of the Regional Plan identifies goals of the plan related to housing and settlement. The following table identifies some of the goals and corresponding note related to the proposed development.

| Excerpts from Settlement and Housing Objectives | Notes relative to the proposal |
|---|---|
| Direct growth so as to balance property rights and life style opportunities with responsible fiscal and environmental management. | Growth within the Regional Plan is spread around the Municipality, while the proposal does not enable new growth, as that growth is already enabled, it reconfigures the form to be more fiscally responsible by minimizing road frontage and long term carrying and maintenance costs. |
| Focus new growth in centres where supporting services and infrastructure are already available; | While the subject site is not within a centre as defined by the Regional Plan, growth is enabled and suburban style development is promoted as the lands have existing municipal sewer and water services. |
| Target at least 75% of new housing units to be located in the Regional Centre and urban communities with at least 25% of new housing units within the Regional Centre over the life of this Plan | See note above in previous table. |
| Design communities that: (a) are attractive, healthy places to live and have access to the goods, services and facilities needed by residents and support complete neighbourhoods as described in 6.2.2A (v) of this Plan; (b) are accessible to all mobility needs and are well connected with other communities; (c) protect neighbourhood stability and support neighbourhood revitalization; (d) preserve significant environmental and cultural features; (e) promote community food security; (f) provide housing opportunities for a range of social and economic needs and promote aging in place; | Highlights of the proposal include protecting adjacent neighbourhood stability by limiting the proposal to the subject lands, maintaining separation distances as required by existing regulations and maintaining development lot yields the same as current regulations. Further the proposal allows the protection of the wetland on the site. The most significant impact of the proposal is providing housing that is attainable and more affordable than the existing development rights on the subject lands. |
| Maintain the integrity of rural communities; | This proposal is in a service area where suburban development is enabled. The proposal maintains the integrity of rural lands located outside of this serviceable area. |



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

| | |
|---------------------------------------|---|
| Support housing affordability. | The proposed decrease in road frontages is directly correlated to the costs of development and thus will lead to the subject lands and associated lots being more affordable than if they were developed with the existing frontage requirements. |
|---------------------------------------|---|

Municipal Water Services, Utilities and Solid Waste

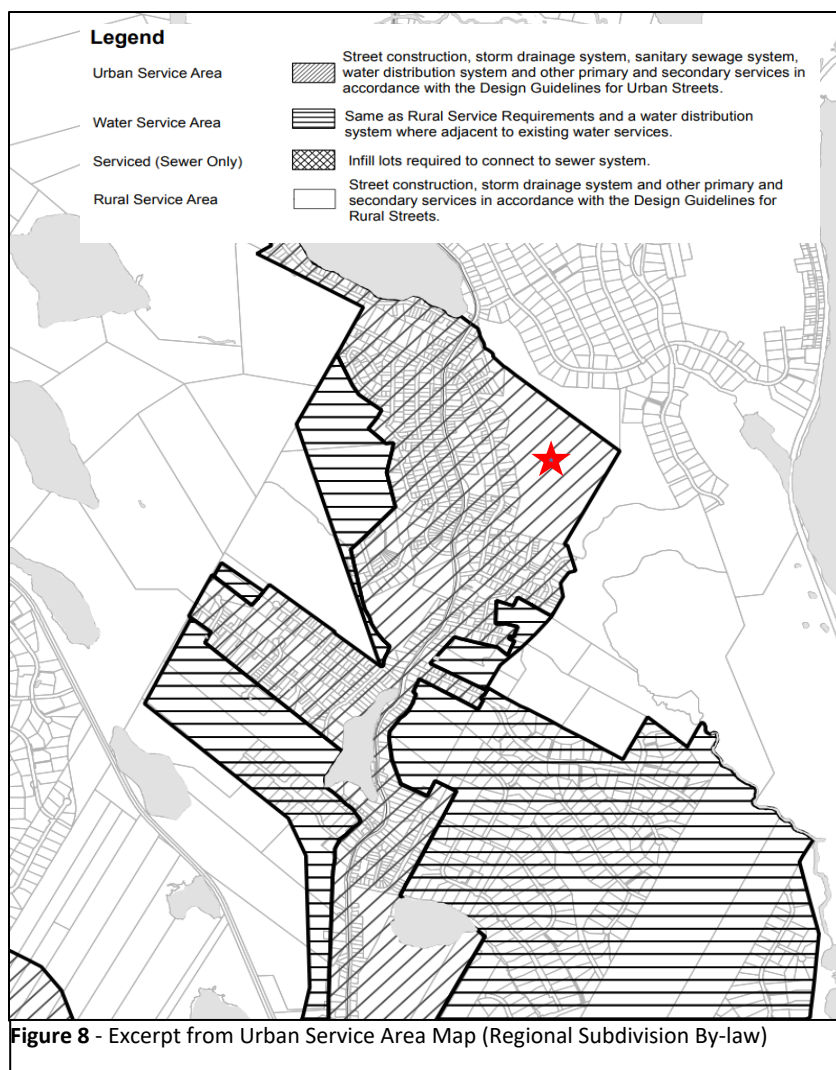
The Municipal Water Services, Utilities and Solid Waste section of the Regional Plan identifies goals of the plan related to servicing of development. The key takeaway from this section is that the Municipality should:

“Manage growth to make the best use of existing water, wastewater and storm infrastructure and avoid unnecessary or premature expenditures”

Further the Regional Plan identifies in Policy SU-2, establishes the Urban Service Area under the Regional Subdivision By-law to “designate those areas within the Urban Settlement Designation and the Harbour Designation where municipal wastewater collection and water distribution systems are to be provided. The Area shall initially include all lands within existing service boundaries established under secondary planning strategies at the time of adoption of this Plan. Lands within the Urban Service Area shall only be developed with municipal wastewater collection and water distribution systems.”

This policy states the Urban Service area “shall initially include all lands within existing service boundaries established under secondary planning strategies at the time of adoption of this Plan. Lands within the Urban Service Area shall only be developed with municipal wastewater collection and water distribution systems





Housing Diversity and Affordability

The Housing Diversity and Affordability Section identified that “HRM can also play an important role in supporting housing affordability”. Policy S-30 also identifies that “when preparing new secondary planning strategies or amendments to existing secondary planning strategies to allow new developments, means of furthering housing affordability and social inclusion shall be considered including: creating opportunities for a mix of housing types within designated growth centres and encouraging growth in locations where transit is or will be available...reducing lot frontage, lot size and parking requirements”. The proposed site is served with Transit and the proposal is seeking to reduce lot frontage and sizes.

Economy and Finance

The Economy and Finance section “focuses on policies and programs in support of the economic contributions of the Regional Centre, Halifax Harbour, business parks, growth centres and the rural areas of HRM.



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

The objectives of this section promote identify goals which support success of the city. One of these goals is to “prepare financial plans and strategies that support and encourage the outcomes of this Plan, including environmental conservation, housing affordability, economic competitiveness, revitalization of the Regional Centre and neighbourhood stability. The proposal seeks to create housing affordability which directly leads to making Halifax more economically competitive.

For the reasons set out in Section 5 of this report, it is our opinion that the proposal and, more particularly, the requested Zoning By-law Amendment confirms with the Growth Plan, and in particular policies encouraging intensification.

4.3 Beaverbank, Hammonds Plains and Upper Sackville Municipal Planning Strategy (MPS)

The Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy was approved by the Minister of Municipal Affairs on May 4, 2000.

The subject site is designated Residential (Map 1C – Beaver Bank, Hammonds Plains and Upper Sackville Generalized Future Land Use Map). The nearby Beaverbank Road is identified as a Collector Road (Map 2 Hammonds Plains, Upper Sackville and Beaver Bank Transportation).

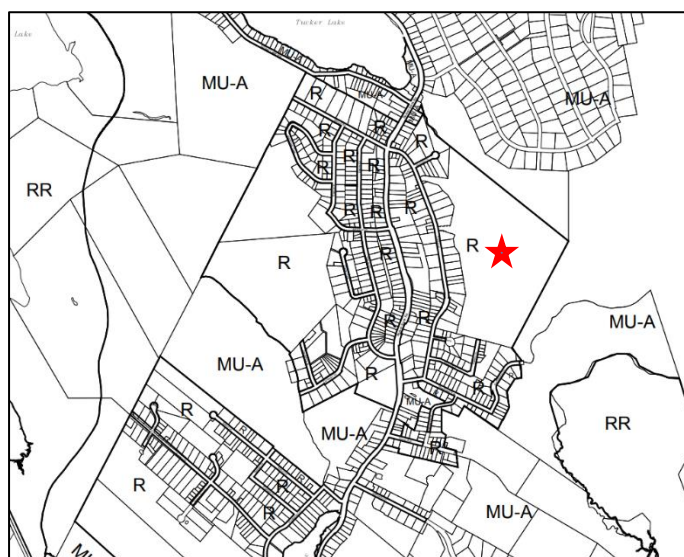


Figure 9 - Excerpt from Beaver Bank, Hammonds Plains and Upper Sackville Generalized Future Land Use Map

The MPS in its preamble identifies the Residential designation:

- has been applied to the larger suburban-type residential subdivisions. on local subdivision roads which extend back from the highway system.
- recognizes and supports the predominantly suburban residential character of these subdivision areas and supports their protection from non-residential land uses.
- desires to preserve and protect the low density environment by restricting new residential development to single unit dwellings.

Further to the preamble, detailed policies further articulate the goals of the designation directly and succinctly. The policies state:

P-33 It shall be the intention of Council to establish a Residential Designation as shown on the Generalized Future Land Use Maps. Within this designation, it shall be the intention of Council to support and protect the existing low

density residential environment.

P-34 Within the Residential Designation, it shall be the intention of Council to establish a residential zone which permits single unit dwellings, existing two unit and mobile dwellings, open space uses, offices and day care facilities operated by a resident of the dwelling, bed & breakfasts, as well as activities related to traditional arts and crafts and domestic arts, provided that controls are established on the scale of the business and that no outdoor storage or display are permitted and



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

signs are regulated through provisions of the Land Use By-law, in order to ensure that the external appearance is compatible with the residential environment.

Through the existing policies, Clayton Developments applied for an amendment to the Land Use By-law to amend the lot frontage requirement for the existing R-1 zone. While this process is not complete, we understand that staff may have issues with the statement “existing low density residential environment” in Policy P-33 and how the proposed change will create risks to the greater R-1 zoned area in Beaverbank. Despite significant attempt to quantify and identify that the risks were minimal and mostly perceived, concerns remain.

In discussions with Municipal staff, it was identified that an MPS amendment which enabled 40 foot lots on the subject property only, would significantly limit identified risks and likely be more acceptable to staff.

As a result, Clayton Developments Limited has decided to follow the direction of staff and request a site-specific MPS amendment to enable 40 foot/4000 sq. ft. lots on the subject lands with a control on density to ensure existing lot yields, under existing regulations, are not exceeded (270 lots).

4.4 Beaverbank, Hammonds Plains and Upper Sackville Land Use By-law (LUB)

The Beaver Bank, Hammonds Plains and Upper Sackville Land Use By-law was approved by the Minister of Municipal Affairs on May 4, 2000.

The subject site is zoned R-1 (Single Unit Dwelling) Zone on the Zoning Map (Map 1C – Beaver Bank, Hammonds Plains and Upper Sackville Zoning Map). The zone enables serviced subdivision lots with a minimum of 60 feet of lot frontage and 6,000 square feet of area on the subject lands. Further details on the existing zone can be found below.



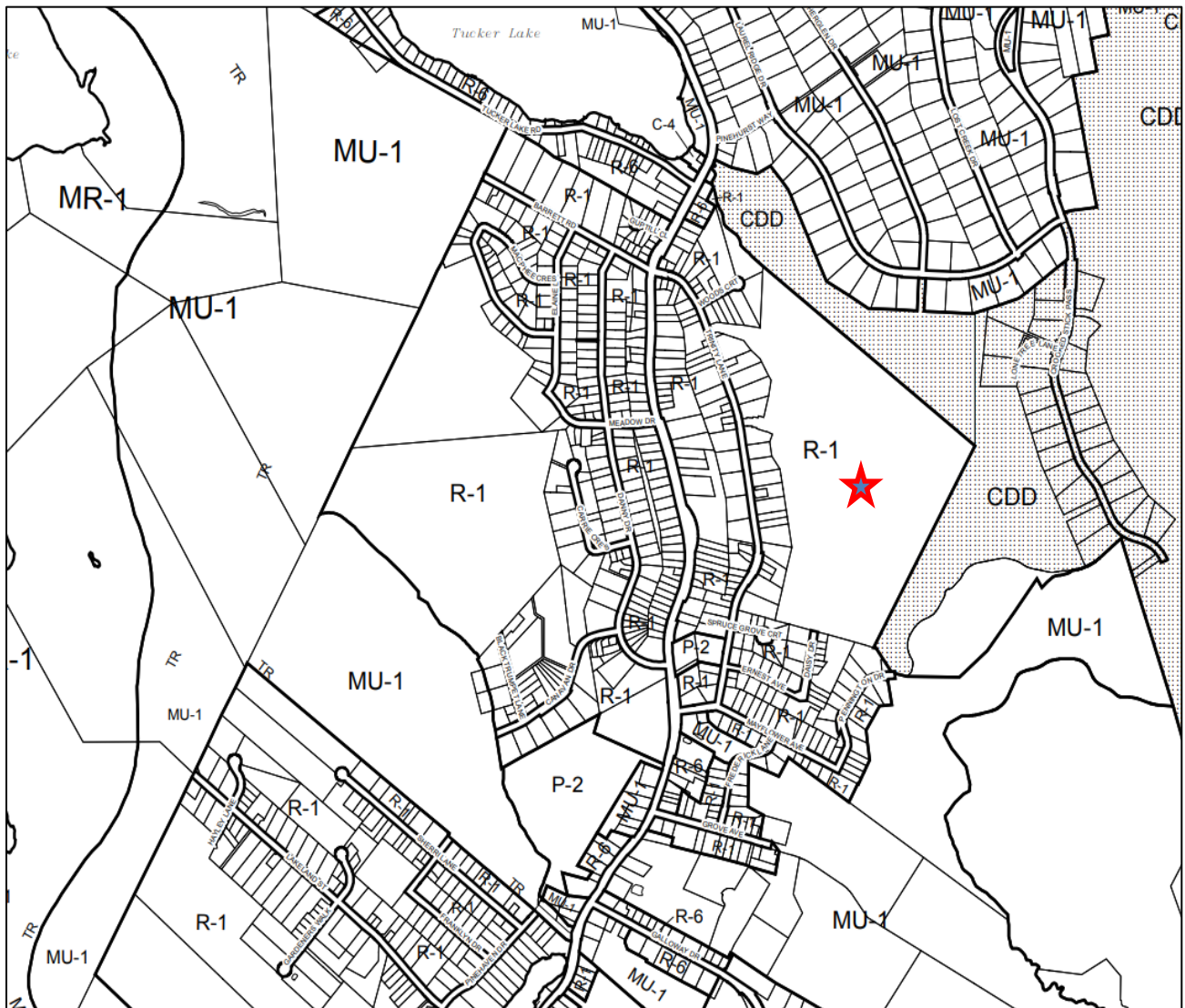


Figure 10 - Excerpt from Beaver Bank, Hammonds Plains and Upper Sackville Zoning Map



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

PART 6: R-1 (SINGLE UNIT DWELLING) ZONE

6.1 R-1 USES PERMITTED

No development permit shall be issued in any R-1 (Single Unit Dwelling) Zone except for the following:

- Single unit dwellings
- Existing two unit dwellings
- Existing mobile dwellings
- Day care facilities for not more than seven (7) children and in conjunction with permitted dwellings
- Offices in conjunction with permitted dwellings
- Bed & Breakfasts
- Open space uses

6.2 R-1 ZONE REQUIREMENTS

In any R-1 Zone, no development permit shall be issued except in conformity with the following:

| | | |
|---------------------------------|--------------------------|-------------------------------|
| Minimum Lot Area: | on-site services | 29, 064 square feet (2700 m2) |
| | central water | 12,000 square feet (1118 m2) |
| | central sewer | 10,000 square feet (929 m2) |
| | Sewer and water services | 6,000 square feet |
| Minimum Frontage: | on-site services | 100 feet (30.5 m) |
| | central sewer | 75 feet (23 m) |
| | Sewer and water services | 60 feet |
| Minimum Front or Flankage Yard | | 20 feet (6.1 m) |
| Minimum Side or Rear Yard | | 8 feet (2.4 m) |
| Maximum Lot Coverage | | 35 per cent |
| Maximum Height of Main Building | | 35 feet (10.7 m) |

6.3 R-1 ZONE REQUIREMENTS: OPEN SPACE USES

In any R-1 Zone, where open space uses are permitted, no development permit shall be issued except in conformity with the provisions of Part 22.

6.4 OTHER REQUIREMENTS: OFFICE USES

Where offices are permitted in any R-1 Zone, the following shall apply:

- (a) Any office shall be wholly contained within the dwelling which is the principle residence of the operator of the office.
- (b) No individuals who are not residents in the dwelling shall be employed in the office.
- (c) No more than twenty-five (25) per cent of the gross floor area shall be devoted to any office, and in no case shall any office occupy more than three hundred (300) square feet (28 m).
- (d) No open storage or outdoor display shall be permitted.
- (e) Not more than one (1) business sign shall be permitted and no such sign shall exceed two (2)



square feet (0.2 m²) in area. The height of the sign shall be restricted to eight (8) feet or less and not be attached to a dwelling. (RC-Jun30/09;E-Sep 5/09)

- (f) One off-street parking space, other than that required for the dwelling, shall be provided for every one hundred and fifty (150) square feet (14 m²) of floor area devoted to any office.

6.5 OTHER REQUIREMENTS: DAY CARE FACILITIES

Where day care facilities are permitted in any R-1 Zone, the following shall apply:

- (a) With the exception of outdoor play space, any day care facility shall be wholly contained within the dwelling, which is the principle residence of the operator of the facility.
- (b) No open storage or outdoor display shall be permitted.
- (c) Not more than one (1) business sign shall be permitted and no such sign shall exceed two (2) square feet (0.2 m²) in area. The height of the sign shall be restricted to eight (8) feet or less and not be attached to a dwelling. (RC-Jun 30/09;E-Sep 5/09)
- (d) One off-street parking space, other than that required for the dwelling, shall be provided.

6.6 OTHER REQUIREMENTS: BED AND BREAKFASTS

Where a bed & breakfast is permitted in any R-1 Zone, the following shall apply:

- (a) The bed & breakfast shall be wholly contained within the dwelling which is the principle residence of the operator of the establishment;
- (b) Not more than three (3) rooms may be let;
- (c) No window display and not more than one (1) business sign shall be permitted and no such sign shall exceed two (2) square feet (0.2 m²) in area; and
- (d) One off-street parking space in addition to that required for the dwelling shall be provided for each room to be let.

6.7 OTHER REQUIREMENTS: COMMERCIAL MOTOR VEHICLES

In any R-1 Zone, not more than one commercial vehicle shall be kept on any lot and no such commercial motor vehicle shall exceed a registered vehicle weight of five (5) tons nor be kept less than ten (10) feet from any front lot line.

6.8 EXISTING HOME BUSINESS USES

Notwithstanding Section 4.9 and 6.1, the existing home businesses identified in Appendix B shall be permitted to the extent they are in existence at the time the land use by-law is adopted.

6.9 EXISTING TWO UNIT DWELLINGS

Notwithstanding Section 4.9, any existing two unit dwellings shall not be permitted to convert into a multi-unit dwelling.

6.10 SENIOR CITIZENS HOUSING

Notwithstanding Section 6.1, senior citizens housing shall be permitted within the R-1 zone on the property in Uplands Park identified by LIC Property Number 420927.

6.11 FRONTAGE ON A STREET



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

No development permit shall be issued in an R-1 Zone unless the lot or parcel intended to be used or upon which the building or structure is to be erected abuts and fronts upon a public street or highway.

6.12 SUBDIVISION OF EXISTING TWO UNIT DWELLINGS - UPLANDS PARK

Notwithstanding Section 6.2, the minimum lot area per dwelling unit for existing two unit dwellings on the following properties shall be 3,000 square feet and the minimum lot frontage shall be 30 feet: Patricia Foran, LIC Number 420265; Lawrence Leslie, LIC Number 420224; Sarah Martin, LIC Number 420398.



5.0

PLANNING & DESIGN ANALYSIS



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

5.1 Provincial Statements of Interest

The Province of Nova Scotia has several areas where direction is provided to municipalities relating to development of land and water, agricultural lands and specific to housing. These statements made under the Municipal Government Act are relevant to the Halifax Regional Municipality Charter.

The housing statement (Appendix E) is relevant to decisions by the municipality. The policies promote enabling higher densities, smaller lot sizes and reduced yard requirements that encourage a range of housing types. While the existing Beaverbank, Hammonds Plains and Upper Sackville MPS, theoretically enables the consideration of many of these themes, the risks of densifying to existing residential neighbourhoods has been a strong underlying concern.

The proposed amendment substantially limits, if not totally manages the risk to the greater community, and further achieve the statement of interest goal of ensuring “new municipal planning documents as well as amendments made after these statements come into effect must be reasonably consistent with them.” Further the statement encourages Councils to “amend existing planning documents to be reasonably consistent with the statements.”.

It is our opinion that the proposal accommodates local conditions and provides a practical and common-sense solution which enables the goals of the statement to enable higher densities, smaller lot sizes and reduced yard requirements that encourage a range of housing types.

5.2 Regional MPS

The Regional Plan’s long-range policies support the proposal by supporting:

- The introduction of new design standards that create more attractive and sustainable communities and more beautiful, walkable and complete communities;
- Directing new growth to areas where infrastructure and services already exist and ensuring that new development pays its fair share to protect the tax rate and is fiscally responsible;
- intensification via modern lot standards to make the most effective use of land, energy, infrastructure, public services and facilities, and foster healthy lifestyles;
- Expanding opportunities for the protection of sensitive environmental areas;
- The placement of housing in a variety of urban, suburban and rural locations;
- The focusing of growth in areas where existing infrastructure exists; and
- Housing affordability

It is our opinion that the Regional Plan generally supports the proposed amendments.

5.3 Beaverbank, Hammonds Plains and Upper Sackville MPS

The MPS supports existing low density residential environment in policy. The preamble goes on to identify that the goal is to be achieved by restricting new residential development to single unit dwellings.

The policy is not explicit in identifying what form of single unit dwellings is considered acceptable, however the policy has enabled a reduction from large unserviced lots to the existing standard for serviced lots when services were brought into the Beaverbank area in the early 2000’s. Through the review of the previously proposed LUB amendment, staff identified they had issues with the proposal affecting a large area of Beaverbank. Thus a site specific MPS amendment is being requested to isolate the request to the subject lands and reduced the perceived risk.



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

5.4 Intensification

While the proposal is to reduce lot frontages and sizes which would typically lead to intensification, the proposal includes a cap on development rights to limit the number of lots that can be developed to 270 lots/dwelling units, the existing development rights. The proposed lot sizes and frontages are commonplace in modern serviced subdivisions.

As the proposed change in lot size will not impact the number of lots that can be approved, no impact over and above existing development rights is expected.

5.5 Servicing

The local sewer and water system was designed to handle the existing and proposed densities of development. There does not appear to be any servicing issue which would preclude the development of the proposal.

5.6 Schools

In discussions with the HRCE, they identified that secondary and high schools in the area are under capacity and capable of handling the proposed development. They identified that the local elementary school is near capacity, but demographic projections showed that enrollment was projected to decrease on a go forward basis.

Should there be issues with enrollment numbers, the HRCE has protocols to ensure the safe and effective education of students. Some techniques the HRCE uses include, adjusting school boundaries to even out the distribution of students, adding portable classrooms, redistribution of students between schools in a family of schools or in severe case, busing students to non-local schools. Based on discussions with HRCE, it is not anticipated that extreme measures will be required and that only routine measures for managing school capacities would be used if required.

Given the smaller percentage of students that attend CSAP schools, no issues are anticipated.

5.7 Protection of Natural Features

Existing Land Use By-law rules require riparian buffers (setbacks and non-disturbance) around wetlands and watercourses. There is a watercourse and a large wetland known to be on the site and the existing regulations provide protection of these features.

The implementation of the proposed lot frontages and sizes will allow more flexibility when designing the lot fabric and siting homes on the site so that greater setbacks may be able to be achieved than with the existing regulations.

5.8 Land Use

The proposal proposes the same land use as exists in much of the Beaverbank area. Residential single unit dwellings are the permitted land use that is predominately available in Beaver Bank. The R-1 Zone is how this has been established. Policy P-33 and P-34 set up the primary area where single unit dwellings are enabled.

P-33 It shall be the intention of Council to establish a Residential Designation as shown on the Generalized Future Land Use Maps. Within this designation, it shall be the intention of Council to support and protect the existing low density residential environment.

P-34 Within the Residential Designation, it shall be the intention of Council to establish a residential zone which permits single unit dwellings, existing two unit and mobile dwellings, open space uses, offices and day care facilities operated by a resident of the dwelling, bed & breakfasts, as well as activities related to traditional arts and crafts and domestic arts, provided that controls are established on the scale of the business and that no outdoor storage or display are permitted and signs are regulated through provisions Beaver Bank, Hammonds Plains and Upper Sackville MPS Page 48 of the Land Use By-law (RC-Jun 30/09;E-Sep 5/09), in order to ensure that the external appearance is compatible with the residential environment.

Within the residential designation, single unit dwellings are undeniably the predominant land use. While the land use is consistent, the manner in which single unit dwellings are situated is variable. While parameters establish minimums, there is great variety in how single unit dwellings have been established over the landscape.

5.9 Land Use Compatibility

In terms of land use compatibility, the proposed residential development does not affect the current residential land use form as the existing and proposed form are single unit dwellings, the same form.

In discussing compatibility, six key factors are usually reviewed, they are noise, vibration, air quality, safety, wind and sun shadowing. It is anticipated that there will be no adverse impact in regard to noise, vibration, air quality, safety, wind and sun shadowing.

- Noise: Noise levels are anticipated to be similar to the surrounding residential area once constructed.
- Vibration: No adverse vibration is anticipated to be created as uses generating non-compatible vibration is not being proposed.
- Air quality: No adverse air quality is anticipated to be created as uses generating poor air quality is not being proposed.
- Safety: The proposed development is somewhat secluded from adjacent developments. The siting of the dwellings will ensure “eyes on the street” i.e. natural surveillance, No other safety issues were identified.
- Wind: No abnormal or adverse wind effects are anticipated due to the proposed height, scale and massing of the buildings.
- Sun shadowing: The height and bulk of the buildings, as well as their separation distances from neighbouring buildings, will mitigate sun-shadow impacts.

5.10 Spatial Relationships

Minimum relationships between a home and neighbouring homes, and the street, are one of the most important elements to regulate. The Land Use By-law only regulates minimum relationships only preventing a new building from getting too close to encourage privacy and enhance the equitable enjoyment of individual properties.

Below is a discussion of each individual relationship which can be expected with the proposal.

Minimum Front Yard Setbacks

The front yard setback of buildings from the property line influences a range of issues that give an area a particular character. These include the perception of the streetscape and the experience of being in that street, the level of activity conveyed by the building onto the street, and the relationship of building's occupants to the street (i.e. the privacy of internal spaces and the potential for occupants to overlook the street).

Setbacks help to maintain and enhance an area's character. In new areas it will help to establish the character of the street by providing a consistent building line for adjacent buildings to align with. In residential streets front yards provide privacy for the dwelling. Passersby and vehicles are kept away from windows and the front yard allows for some landscape screening. Minimum setbacks can also ensure there is adequate parking in front of a dwelling unit.

Existing: In Beaver Bank there is great variation among front yard setbacks. On newer smaller lots, the front yard setbacks are more consistent with the minimum and older properties are quite variable and, in many cases, significantly exceed minimum setbacks.

Proposed: The proposal does not change the minimum front yard setbacks for future dwellings and maintains minimum yards required in the R-1 (Single Unit Dwelling) Zone under the existing Land Use Bylaw. With the proposal, existing and new properties generally are not located across from each other. The proposal will have no impact on these matters and thus has no impact on this element of neighbourhood character.

Minimum Side Yard Setbacks: The side yard serves several important functions. It maintains light, air, sun and privacy; can provide a space for landscaping between developments; allows windows and articulation on the side of the building; and provides a transition space between different buildings, particularly if they are different heights. This helps to prevent the dominance of larger buildings over smaller ones.

The setback can also continue or create a pattern of development that positively defines the rhythm of the streetscape. Ideally, the spaces between buildings should be designed to be organized and coherent, and not determined by what is left over around the building form.

Existing: In Beaver Bank there is variety in side yard setbacks. On newer smaller lots which are adjacent to the site, the side yard setbacks are more consistent and closer to the minimum. On older properties (Trinity Drive) the side yards are quite variable and, in many cases, exceed minimum setbacks. An example below demonstrates the relationships anticipated (Figure 3 and 4).



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

Figure 11 - 40 ' lots Westfield Dr, Dartmouth Figure 4 – 60 ' lots Danny Drive, Beaver Bank

Proposed: The proposal does not change the minimum side yard relationship between any future dwellings and maintains minimum yards required in the R-1 (Single Unit Dwelling) Zone under the existing Land Use Bylaw. The proposal will have no impact on these matters and thus has no impact on spatial relationships.

Minimum Rear Yard Setbacks : The 'back to back' distance between buildings should maximize sunlight, privacy and the amount of usable open space appropriate to the desired development. A large rear setback allows for more planting, including mature trees.

Existing: In the immediate area there is variety in rear yard setbacks. On newer smaller lots, the rear yard setbacks are more consistent with the minimum and older properties they are quite variable and, in many cases, greatly exceed minimum setbacks. Properties on Trinity Drive typically have about a 60m (200 ft) setback to the closest property line provided much built in protection from close neighbours.

Proposed: The proposal does not change the minimum rear yard setbacks between any future single unit dwelling and maintains existing yards required in the R-1 (Single Unit Dwelling) Zone under the existing Land Use Bylaw. For reference the concept design anticipates approximately a 20 m (66 feet) setback which in total exceeds the minimum combined required setback of 40 feet by 226 feet.

Maximum Building Height:

The height of a building in relation to its overall configuration or massing is one of the more significant factors in determining the impact a building will have on its surrounding environment. Building height for the R-1 Zone and the proposed zone is the same and is set at a maximum of 35 feet.

Existing: In Beaver Bank most single unit dwellings in residential areas of HRM vary between 1 and 2 storeys. Beaver Bank has a variety of these heights and the heights vary from lot to lot based on the preferences of the day or the preferences of the original builder.

Proposed: It is anticipated that proposed buildings will be typically 2 storeys which is in the accepted norm for the Beaver Bank area or any residential subdivision. The proposal does not change the maximum height of single unit dwellings and has no impact on heights proposed for any future single unit dwelling as required in the R-1 (Single Unit Dwelling) Zone under the existing Land Use Bylaw or the proposed zone. The proposal will have no impact on these matters and thus has no impact on surrounding properties.

Maximum Lot Coverage (Massing):

Lot coverage is essentially the building footprint and is measured as a percentage of the site. This standard ensures the site has an appropriate physical built form density. Building coverage may vary from zone to zone. Along with height limits, it manages the bulk or size of buildings and therefore influences the character and appearance of an area.

35 percent is the lot coverage enabled under the R-1 Zone in the Land Use By-law. While the proposal does not change the lot coverage requirement, lot coverage directly relates to minimum lot size. The smaller the lot, the smaller the size of building that would be enabled. As the proposal is to reduce the

lot size to 4000 square feet, it is reasonable to ask what the impact would be. See the table below for a comparison of a 60000 square foot lot and a 4000 square foot lot:

| | Proposed Zone | Existing Zone |
|------------------|---------------|---------------|
| Lot Size | 4000 sq ft | 6000 sq ft |
| 35% lot coverage | 1400 sq ft | 2100 sq ft |

Essentially the impact of the change in lot size is that the maximum buildable area on the smallest lot (4000 sq. ft./ 40 feet frontage) would force a smaller footprint. Typically, a two-storey building is built on the proposed lot size. The scale of house is consistent with what you would see built in the Beaver Bank area today.

Existing: Beaver bank has a range of lot sizes, and therefore a range of building sizes and coverage formats. The larger lots (Trinity Drive) tend to have lower coverages; however the building forms and coverages vary considerably throughout the community. See Appendix A for a variety of house examples, ranging from approximately 23 feet to 40 feet wide; some set back and buffered from the street and other homes, and others placed in close proximity.

Proposed: The proposal does not change the maximum lot coverage of single unit dwellings and has no impact on lot coverages for any future single unit dwelling as required in the R-1 (Single Unit Dwelling) Zone under the existing Land Use Bylaw or the proposed zone. While the proposal will reduce the maximum lot size, the footprint of any homes constructed will be within a range that you would typically see in the greater community. The proposal will have no impact on the surrounding area.

Minimum Lot Width and Lot Area:

Minimum lot width and area contribute to the character by limiting the density of residences along a given length of street. Narrower lots result in a relatively fine-grained built form. Though a larger minimum lot width does not preclude the construction of narrow homes, those homes would have larger than minimum side yards as a result, than the same home placed on a narrower lot.

Existing: The Beaver Bank area is comprised of diverse lot forms, which have emerged as a result of evolving lifestyles of residents and local regulations over a span of many decades. While there does not appear to be lots narrower than 40 feet wide, or smaller than 4000 square feet at present, there is no consistent size that characterizes the area. Immediate properties are characterized in the photos below.



Figure 12 - Splinter Court



Figure 13 - Daisy Drive



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK



Figure 14 – Trinity Drive Homes

Proposed: The proposal is to reduce minimum lot width from 60 feet to 40 feet and reduce lot area from 6000 sq. ft. to 4000 sq. ft.

Where widely implemented, the intensity of development would likely feel greater with a consistent 40' lot fabric, despite physical built form density (size of homes) being less when compared to a similar street with 60' lots. The proposal does not seek to extend the proposed smaller lots outside of the subject lands and given the relationship with Trinity Drive (backing on) the form would only be substantially noticeable within the subject lands. Along Daisy Drive and adjacent to Splinter Court the transition is more subtle and would be considered a minor impact. Residents of the proposed subdivision would choose to live with this form of housing.

5.11 Compatibility of Land Use Form

This section provides a discussion on design compatibility and the discussion evolves around the issues of built form and building quality.

As far as existing built form, the history of development in Beaverbank is relevant to today's current built form.

History of Development in Beaver Bank

The Beaver Bank area is comprised of a mix of land uses within a serviced, semi-urban, and suburban form. Historically the area developed in a rural form along Beaver Bank Road. This type of development was characterized by large tracts of land and single unit dwellings as part of the homestead. Traditional farming and resource-based activities were the main economic drivers. Over time, these tracts of land were further subdivided into smaller parcels typically to provide housing to family members.

Beaver Bank and surrounding areas became attractive to others because of the ease of access to employment areas, the areas scenic value, its availability of land for development and the value or affordability of the land.

Up until the early 2000's, all development in the Beaver Bank area was through unserviced lots of various sizes on well and septic. In 2001/2002 services were extended to the Beaver Bank area in response to issues identified with older septic technology on smaller lots (typically 20-30,000 sq feet in area) used in the area. A service area was established where sewer and water services would be installed, and in some instances lands for future development were included. Beyond this area, a water only services area was established. New lots in the water only area reflected newer septic regulations which typically require a minimum area of 29,063 sq. ft. up to 96,878 sq. ft.

After the installation of sewer and water services, the expectation was that the Beaver Bank area would further develop. The availability of services brought with it the ability to develop lots in a serviced urban form where the zone so permitted. The serviced lot sizes permitted in Beaver Bank are identical to minimum lot sizes enabled in many other urban areas of the plan such as Halifax, Dartmouth, Bedford and Sackville (minimum 6000 sq. ft. and 60 'frontage).

The continued build out of the newly serviced areas progressed in form typical to the urban serviced area with sewer and water. Existing development gradually saw infill of a smaller scale creating a mix of lot sizes and new communities were uniformly urban residential. This process has been gradual over the past 20 years.

There is no singular style of housing form that make up the surrounding Beaverbank area except that they are all generally single unit dwellings. It is noted that buildings in the surroundings neighbourhoods range in size and style based on the preferences of home buyers and the style in fashion when the lot was created or built upon. Lots in Beaverbank can be described as a patchwork of single unit dwellings styles, sizes and lot sizes.

The proposed subdivision and homes will be developed using best current practices of development. The proposed forms will be consistent within the development and reasonably comparable with homes found within the greater community. A smaller lot housing form will see narrower and possibly smaller footprint homes of high-quality materials and construction.

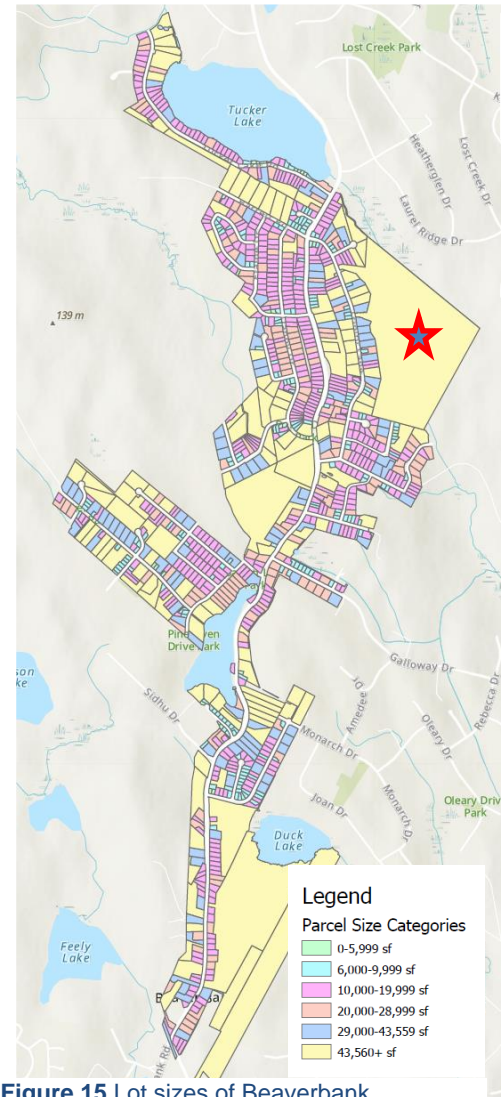


Figure 15 Lot sizes of Beaverbank
Source: zzap Architecture and Planning

5.12 Affordability / Attainability

One of the greatest impacts of the proposal is an increase in the affordability and attainability of the proposed subdivision lots and homes. A decrease in road frontage specifically is directly linked to a decrease in associated costs of a lot and the home which is built upon it.

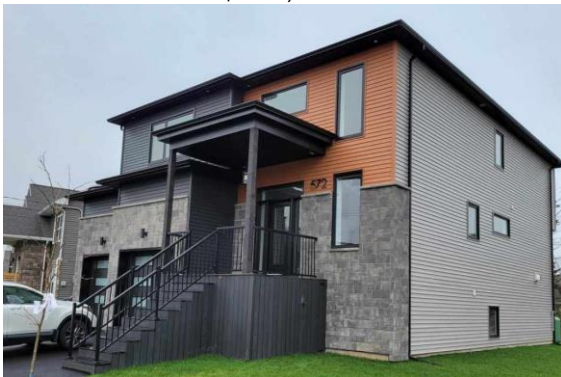
Based on historical market sales data, 60' status quo lots, will result in a home that is between **\$550,000** and **\$650,000**. The following are recent sales for suburban serviced lots with 60-foot frontages:



514 Astral Drive \$559,000



593 Astral Drive \$679,000



572 Astral Drive \$649,000

Historically a home with reduced frontage (40 feet), such as is being proposed, could be significantly lower in price than a home with 60 feet of frontage. 40' lots would result in a home at approximately **\$350,000** and **\$400,000**.

Given the current real estate home and lot supply shortage, increased demand and dramatically increased average house price, the affordability impacts should not be discounted. It is anticipated that these homes would be \$200,000 to \$250,00 more affordable than homes with larger street frontages.



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

6.0

CONCLUSION



CARRIAGEWOOD
ESTATES

PLANNING & DESIGN RATIONALE
CARRIAGEWOOD ESTATES
BEAVERBANK

6.1 Conclusion

The proposed changes:

- are supportive of numerous policy directions articulated in the Provincial Statements of Interest relating to housing, the Regional Plan, and the Beaverbank, Hammonds Plains and Upper Sackville MPS;
- are compatible in massing, bulk and scale;
- are compatible in building form;
- supports the greater protection of natural features such as wetlands and watercourse;
- maintains minimum required building relationships;
- enables development capable of being serviced by existing sewer and water within existing capacities;
- are of a development density which is the same as existing development rights;
- creates a housing form which improves the affordability and attainability of single unit dwellings; and
- has limited impact on surrounding suburban and rural neighbourhoods.

The subject site is one of the last large parcels of undeveloped serviced residential land in Beaverbank. This proposal will largely complete the serviced residential community and will provide Beaverbank with a new community to support local business and services, transit and amenities.

The proposed Carriagewood Estates will be a valuable addition to the Beaverbank community. It creates a compatible community which will enhance the neighbourhood, causes no new adverse impacts, and will provide more affordable and attainable single unit housing.

Based on the above, this report concludes that the proposed development represents good planning and design and is supported by numerous policy directions. Further, the lot form supports housing affordability which is a significant concern in the Halifax real estate market. Accordingly, it is our opinion that the proposed amendments to the MPS and LUB draft are appropriate, desirable and should be approved.

APPENDIX A:

Sample MPS Amendment

A large, bold, yellow capital letter 'A' is positioned in the bottom right corner of the page. It is set against a dark blue rectangular background that occupies the right side of the page.

Appendix A:
Sample Amendment to the Municipal Planning Strategy for Beaverbank, Hammonds
Pains and Upper Sackville

BE IT ENACTED by the Regional Council of the Halifax Regional Municipality that the Municipal Planning Strategy for Beaverbank, Hammonds Plains and Upper Sackville is hereby further amended as follows:

1. Within Section II, Residential Designation Sub-section, the text shown below shall be added immediately after policy P-41 and before the Glen Arbour Integrated Golf Course and Residential Community Sub-section:

Within the Residential Designation and within the Beaverbank area there is a parcel of land, east of Trinity Drive, where a small-lot single unit dwellings subdivision is appropriate to promote appropriate use of infrastructure, protection of adjacent wetlands and housing affordability. To limit the impact on the surrounding community, the development shall be limited to 270 lots to maintain the previously existing development yield and not increase the impact of development on the greater community.

P-42 Within the Residential Designation, and within lands shown on Schedule Res-1, it shall be the intention of Council to establish a residential zone which permits small lot single unit dwellings, open space uses, offices and day care facilities operated by a resident of the dwelling, bed & breakfasts, as well as activities related to traditional arts and crafts and domestic arts, provided that controls are established on the scale of the business and that no outdoor storage or display are permitted and signs are regulated through provisions in order to ensure that the external appearance is compatible with the residential environment. The maximum number of permitted lots on the lands shall be 270.

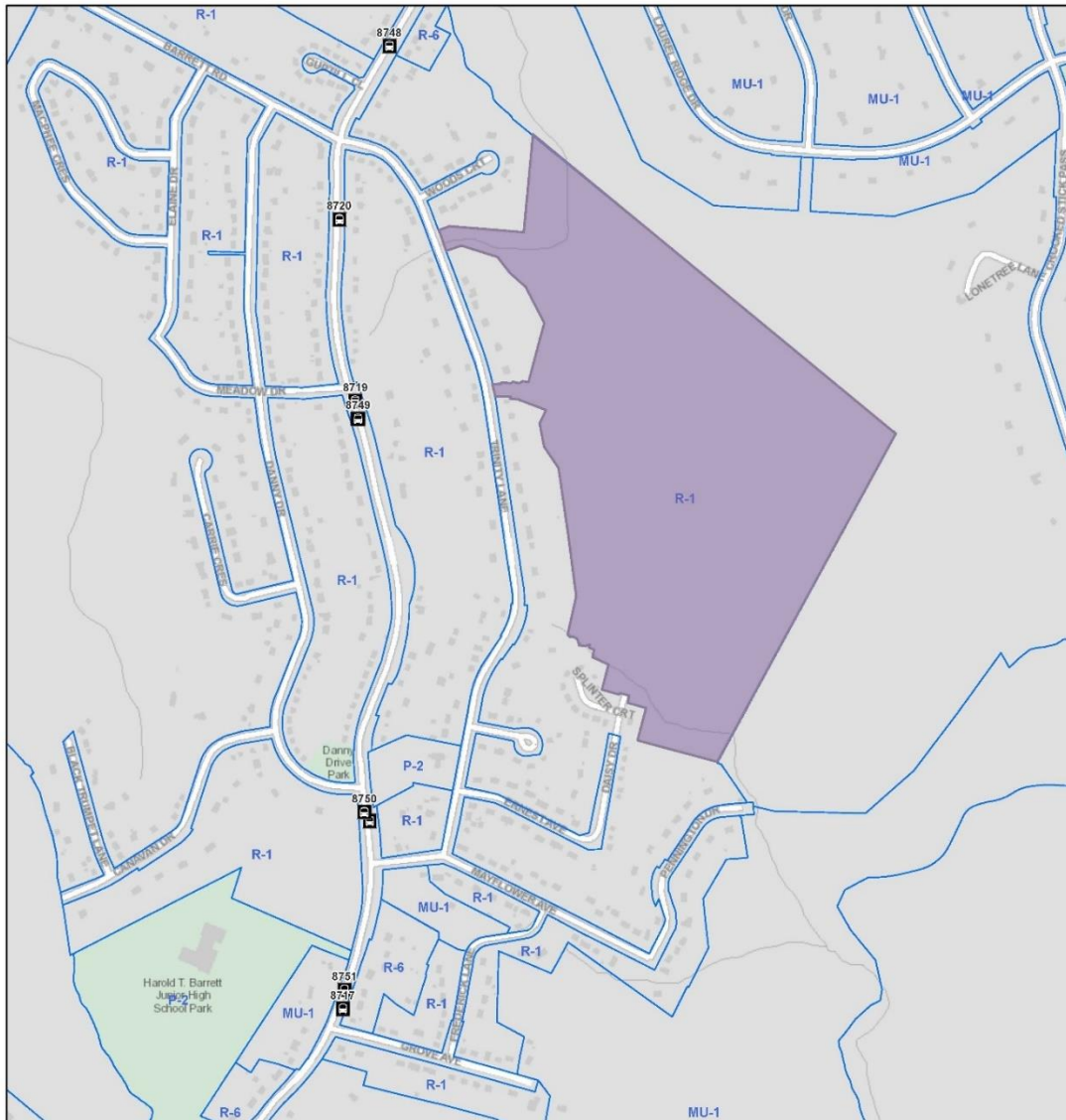
2. Within Section II, Residential Designation Sub-section, Schedule Res-1 shall be added after Policy P-42, as shown on the attached Schedule A.

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

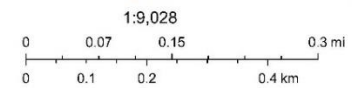
Iain MacLean
Municipal Clerk

Schedule A

Schedule Res-1 - Small Lot Single Subdivision



1/5/2022, 4:22:44 PM



Halifax Regional Municipality

Halifax Regional Municipality |

APPENDIX B:

Sample LUB Amendment

A large, bold, yellow capital letter 'B' is positioned in the bottom right corner of the page. It is set against a dark blue rectangular background that extends from the right edge of the page.

Appendix B:
Sample Land Use By-law Amendment

BE IT ENACTED by the Regional Council of the Halifax Regional Municipality that the Land Use By-law for Beavertown, Hammonds Plains and Upper Sackville is amended as follows:

1. Adding the Part 7B, R-1C (Single Unit Dwelling) Zone after Part 7A and before Part 8 as follows:

PART 7B: R-1C (SMALL LOT SINGLE UNIT DWELLING) ZONE

7B.1 R-1C USES PERMITTED

No development permit shall be issued in any R-1C (Small Lot Single Unit Dwelling) Zone except for the following:

Single unit dwellings
Day care facilities for not more than seven (7) children and in conjunction with permitted dwellings
Offices in conjunction with permitted dwellings
Bed & Breakfasts
Open space uses

7B.2 R-1C ZONE REQUIREMENTS

In any R-1C Zone, no development permit shall be issued except in conformity with the following:

| | | |
|---------------------------------|--------------------------|-------------------|
| Minimum Lot Area: | Sewer and water services | 4,000 square feet |
| Minimum Frontage: | Sewer and water services | 40 feet |
| Minimum Front or Flankage Yard | | 20 feet (6.1 m) |
| Minimum Side or Rear Yard | | 8 feet (2.4 m) |
| Maximum Lot Coverage | | 35 per cent |
| Maximum Height of Main Building | | 35 feet (10.7 m) |

7B.3 R-1C ZONE REQUIREMENTS: OPEN SPACE USES

In any R-1C Zone, where open space uses are permitted, no development permit shall be issued except in conformity with the provisions of Part 22.

7B.4 OTHER REQUIREMENTS: OFFICE USES

Where offices are permitted in any R-1C Zone, the following shall apply:

- (a) Any office shall be wholly contained within the dwelling which is the principle residence of the operator of the office.
- (b) No individuals who are not residents in the dwelling shall be employed in the office.
- (c) No more than twenty-five (25) per cent of the gross floor area shall be devoted to any office, and in no case shall any office occupy more than three hundred (300) square feet (28 m).
- (d) No open storage or outdoor display shall be permitted.
- (e) Not more than one (1) business sign shall be permitted, and no such sign shall exceed two (2) square feet (0.2 m²) in area. The

height of the sign shall be restricted to eight (8) feet or less and not be attached to a dwelling.

- (f) One off-street parking space, other than that required for the dwelling, shall be provided for every one hundred and fifty (150) square feet (14 m²) of floor area devoted to any office.

7B.5 OTHER REQUIREMENTS: DAY CARE FACILITIES

Where day care facilities are permitted in any R-1 Zone, the following shall apply:

- (a) With the exception of outdoor play space, any day care facility shall be wholly contained within the dwelling, which is the principle residence of the operator of the facility.
- (b) No open storage or outdoor display shall be permitted.
- (c) Not more than one (1) business sign shall be permitted, and no such sign shall exceed two (2) square feet (0.2 m²) in area. The height of the sign shall be restricted to eight (8) feet or less and not be attached to a dwelling.
- (d) One off-street parking space, other than that required for the dwelling, shall be provided.

7B.6 OTHER REQUIREMENTS: BED AND BREAKFASTS

Where a bed & breakfast is permitted in any R-1C Zone, the following shall apply:

- (a) The bed & breakfast shall be wholly contained within the dwelling which is the principle residence of the operator of the establishment;
- (b) Not more than three (3) rooms may be let;
- (c) No window display and not more than one (1) business sign shall be permitted and no such sign shall exceed two (2) square feet (0.2 m²) in area; and
- (d) One off-street parking space in addition to that required for the dwelling shall be provided for each room to be let.

7B.7 OTHER REQUIREMENTS: COMMERCIAL MOTOR VEHICLES

In any R-1C Zone, not more than one commercial vehicle shall be kept on any lot and no such commercial motor vehicle shall exceed a registered vehicle weight of five (5) tons nor be kept less than ten (10) feet from any front lot line.

7B.8 FRONTAGE ON A STREET

No development permit shall be issued in an R-1C Zone unless the lot or parcel intended to be used or upon which the building or structure is to be erected abuts and fronts upon a public street or highway.

7B.8 MAXIMUM DENSITY ON PID#00468694

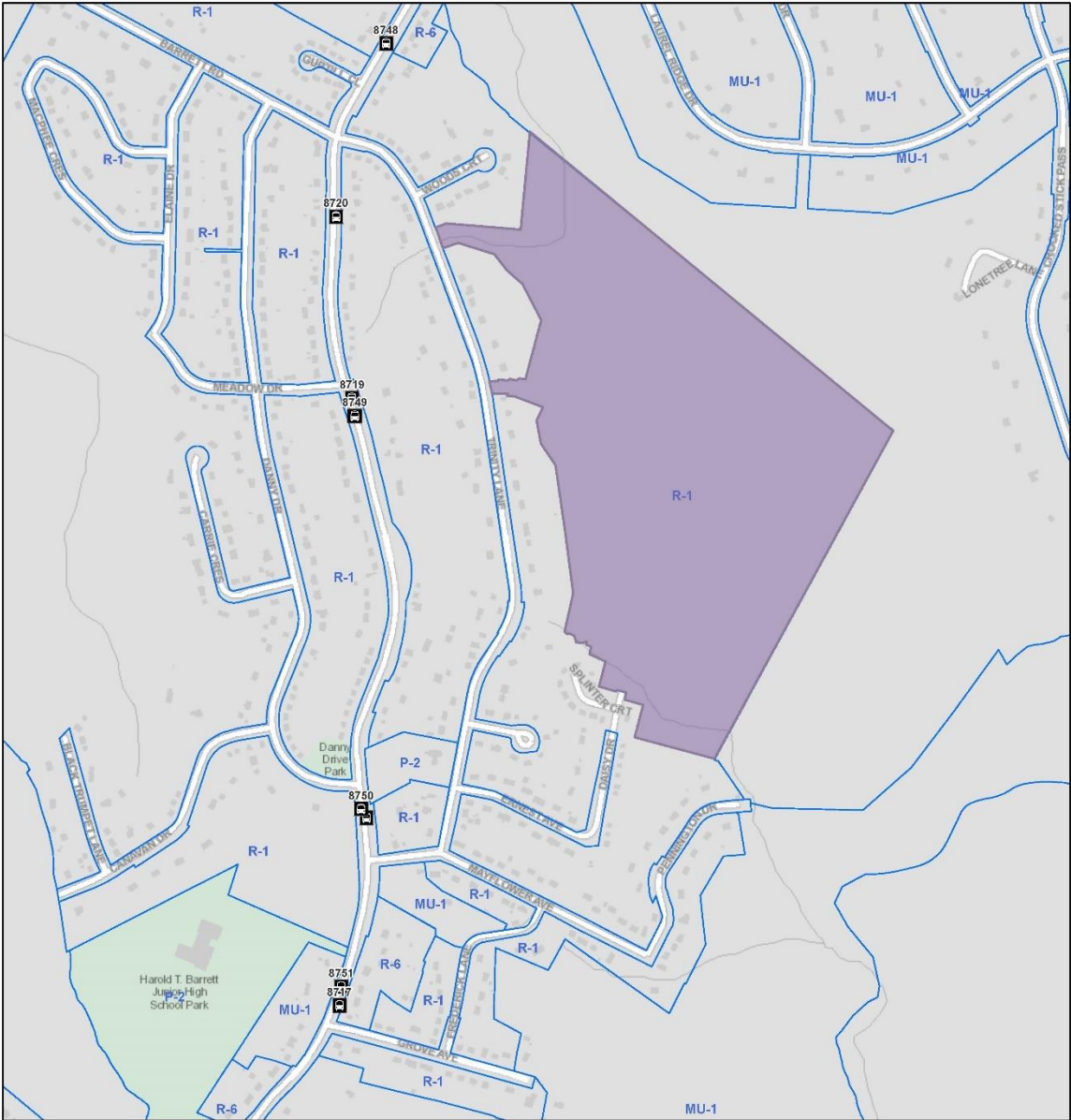
No development permit for greater than 270 lots shall be issued in an R-1C Zone and within the area identified on Schedule I.

2. The Zoning Map, shall be amended by rezoning specific lands in Beaverbank from R-1 (Single Unit Dwelling) Zone to R-1C (Small Lot Single Unit Dwelling) Zone, as shown on the attached Schedule A.

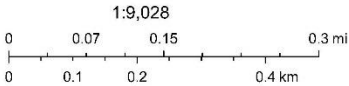
3. Schedule I – Lands of Pid # 00468694 shall be added after Schedule H:
Wind Energy Zoning, as shown on the attached Schedule B.

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 Regional Council held on [DATE], 2022.

Schedule A - Lands to be rezoned from R-1 to R-1C



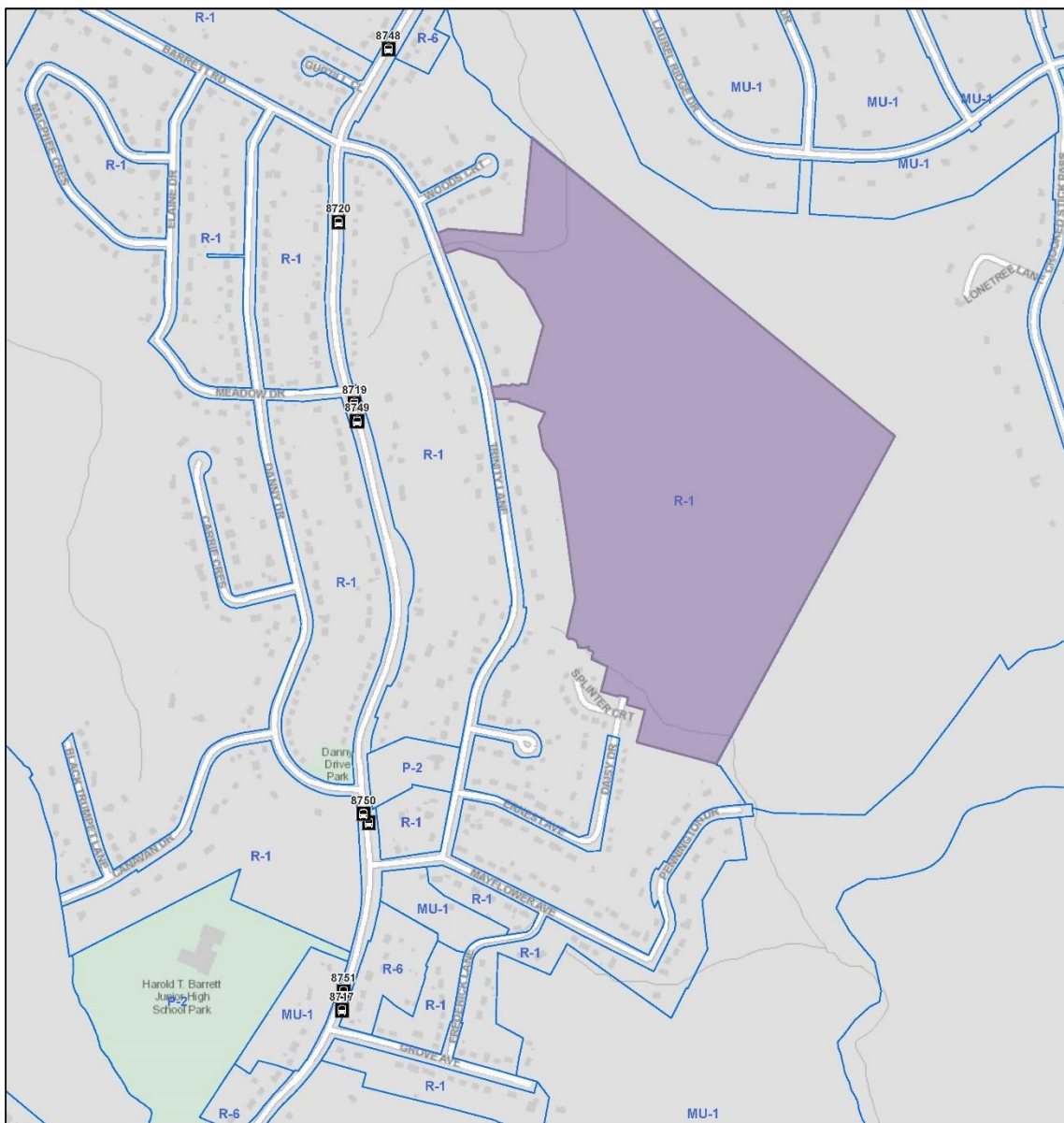
1/5/2022, 4:22:44 PM



Halifax Regional Municipality

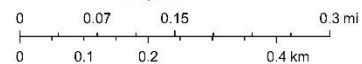
Halifax Regional Municipality |

Schedule B – Schedule I – Lands of Pid # 00468694



1/5/2022, 4:22:44 PM

1:9,028



Halifax Regional Municipality

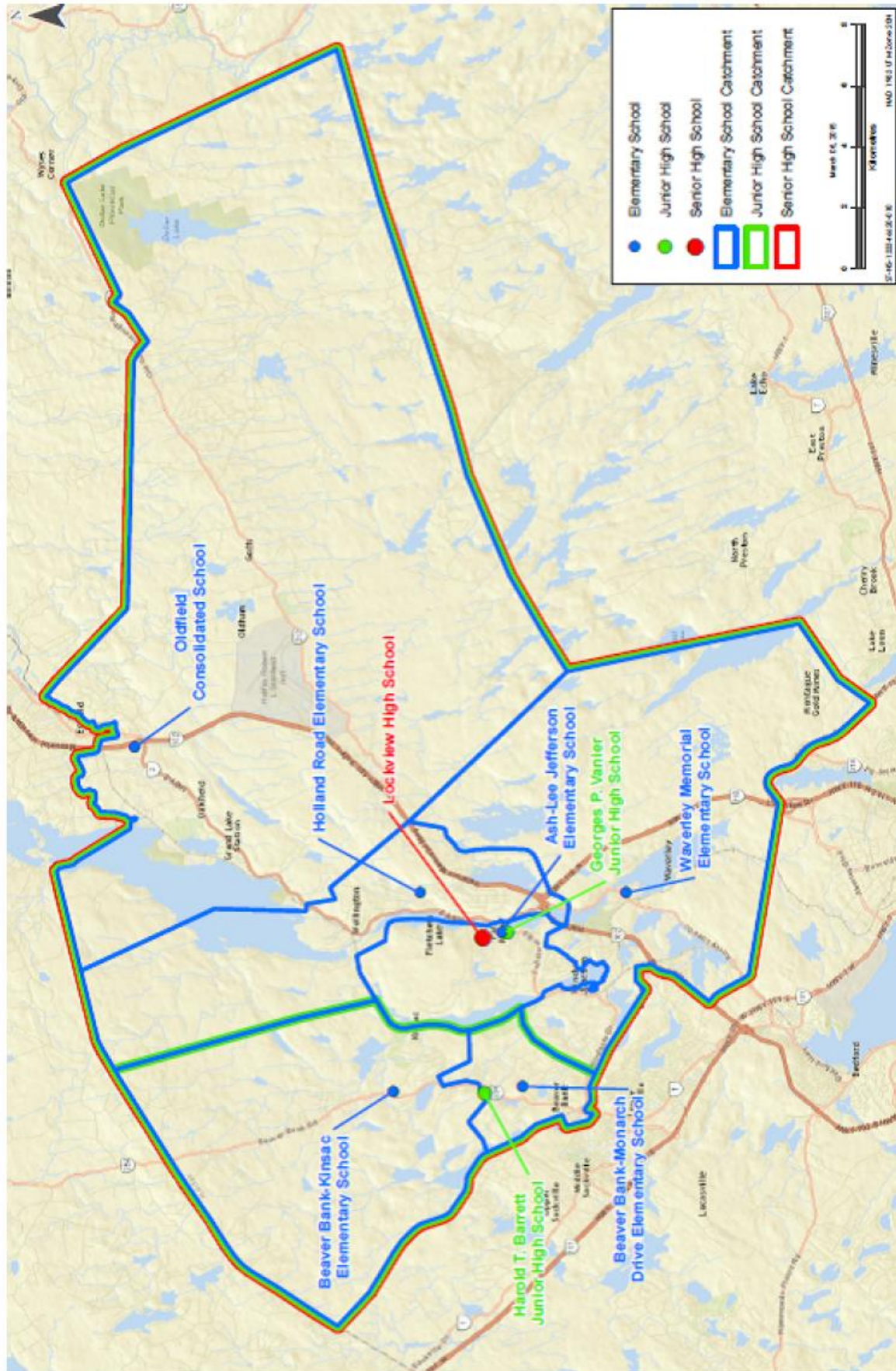
Halifax Regional Municipality |

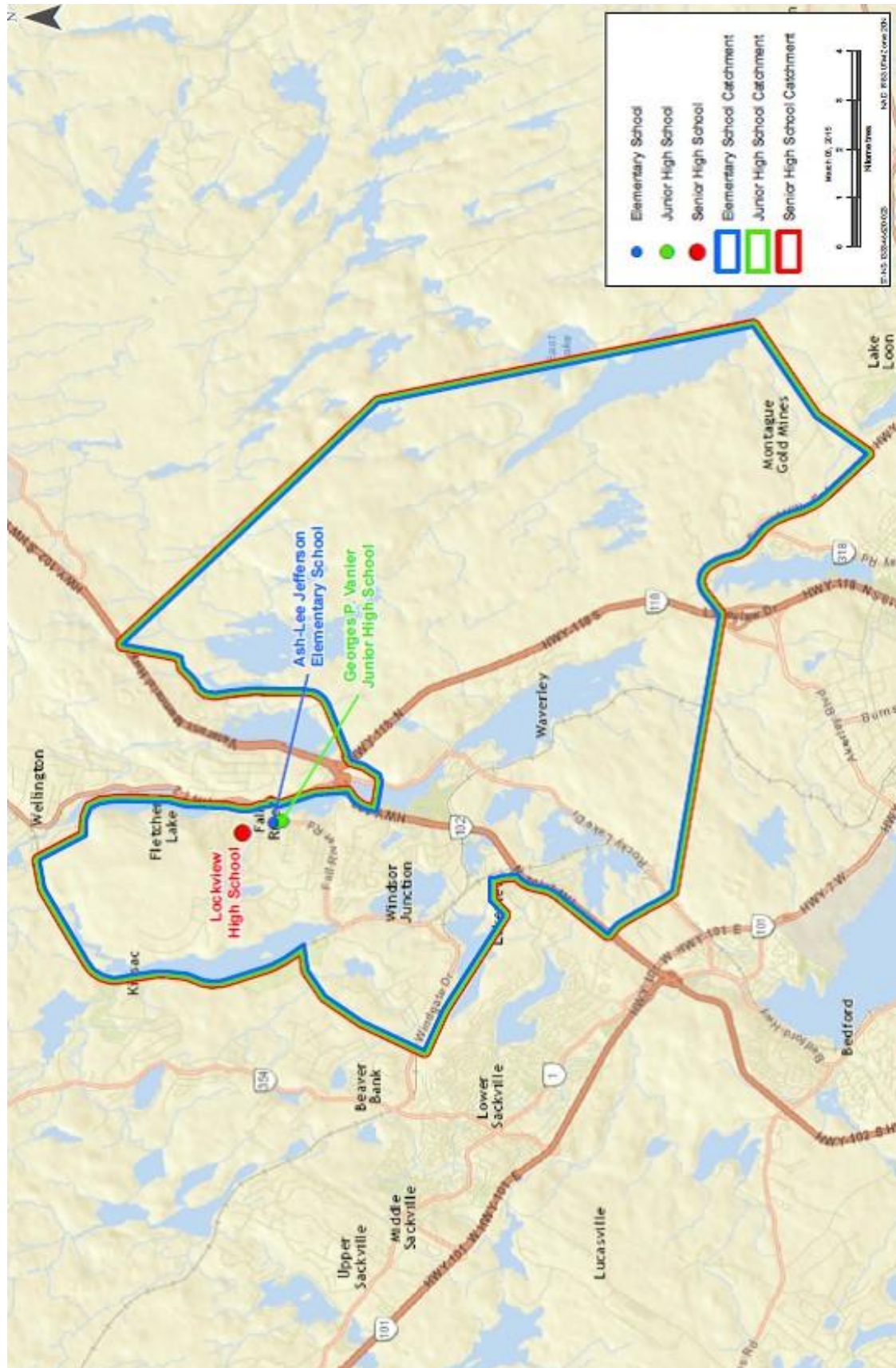
APPENDIX C:

Excerpts from HRCE Long Range Outlook 2019

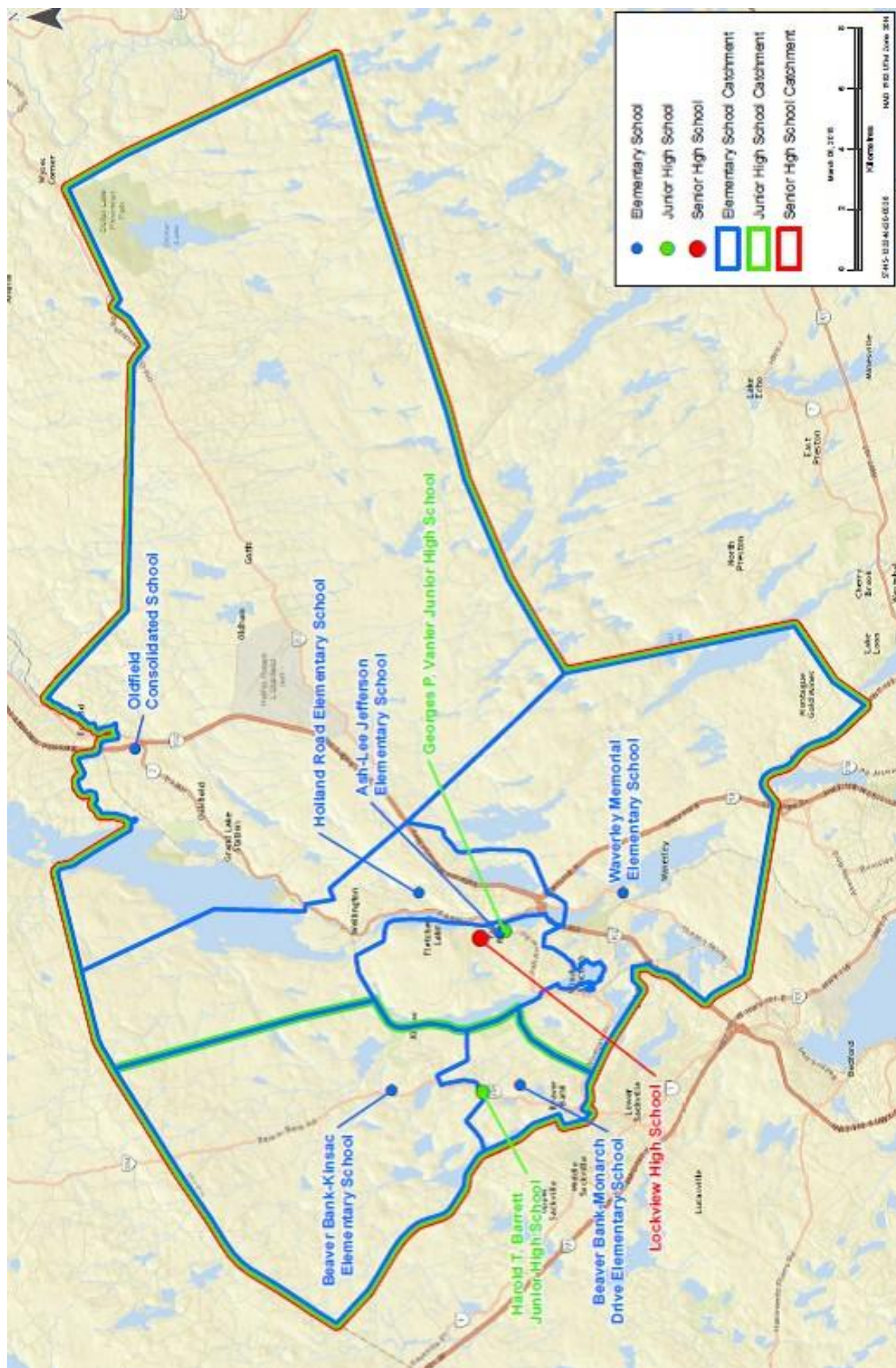
A large, bold, yellow capital letter 'C' is positioned in the bottom right corner of the page. It is set against a dark blue rectangular background that extends from the right edge of the page.

Lockview High School Family of Schools English Boundary Map





Lockview High School Family of Schools Early French Immersion Boundary Map



Lockview High School Family of Schools Late French Immersion Boundary Map

| Lockview High | |
|--------------------------------------|---------|
| 148 Lockview Rd, Fall River, B2T 1J1 | |
| Grade configuration: | 9-12 |
| Year of Construction/Renovation: | 2000 |
| Total Floor Area (ft2): | 152,153 |
| Number of storeys: | 2 |
| Number of portable classrooms: | 0 |
| Current school capacity: | 1479 |
| School utilization: | 83% |



Historic enrollment (past 10 years):

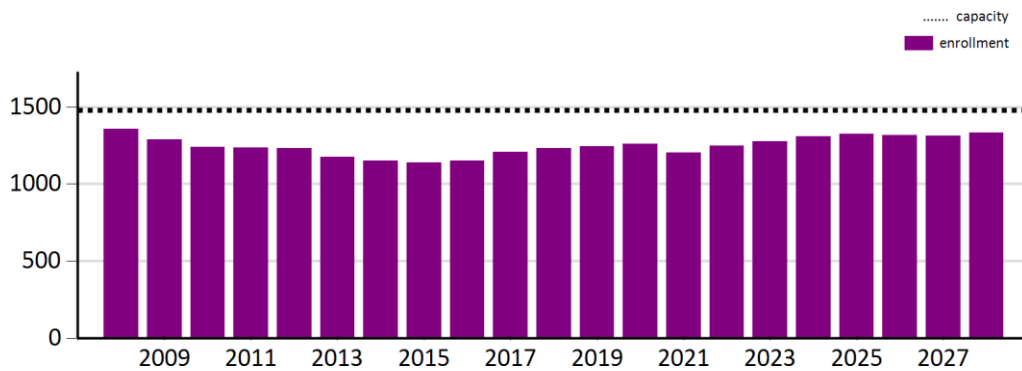
| Year | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 |
|------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Enrollment | 1,356 | 1,289 | 1,241 | 1,237 | 1,232 | 1,176 | 1,151 | 1,140 | 1,153 | 1,207 |

Current enrollment (as of Sept. 30):

| | |
|------------|-------|
| Year | 2018 |
| Enrollment | 1,234 |

Enrollment Projection (next 10 years):

| Year | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | 2028 |
|------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Enrollment | 1,244 | 1,261 | 1,205 | 1,247 | 1,278 | 1,309 | 1,324 | 1,318 | 1,315 | 1,332 |



Specific (specialized) programming offered at the school:

| Program | Yes/No | Comment |
|------------------------------|--------|---------------------------------|
| Advanced Placement | yes | |
| International Baccalaureate | no | |
| French Immersion | yes | Early and Late French Immersion |
| Schools Plus or Early Years | no | |
| Co-op | yes | |
| Auto Body/ Auto Maintenance | no | |
| Options & Opportunities (O2) | yes | |
| Breakfast Program | no | |
| Excel | no | |
| Skilled Trades | no | |
| Other: | no | |

Provincially approved Addition and Alteration Projects or other major capital upgrades, including dates completed (if applicable):

- N/A

Future considerations related to building condition:

A summary of building systems is provided in the table below. This summary is intended as a preliminary indication of the state of the physical building and is not intended as a comprehensive evaluation of the facility. A projection of the need for upgrades in the next 10 years is provided with each system.

| Building System: | Required | Recommended | Not Required | More Data Required | Comments |
|---------------------------------|-----------------|--------------------|---------------------|---------------------------|--|
| Roof | | | X | | |
| Exterior Walls | | X | | | Mortar upgrades |
| Windows/Doors | | | X | | |
| Driveway/Parking Lot | | | X | | |
| Electrical | | | X | | |
| Security Systems | | X | | | Security alarm system upgrade |
| Plumbing | | | X | | |
| Heating | | | X | | |
| Ventilation | | | X | | wood shop dust collection system completed 2015-16 |
| Interior Finishes | | | X | | |
| Elevator/Wheelchair Lift | | | X | | |

Information about reviews of the school previously conducted:

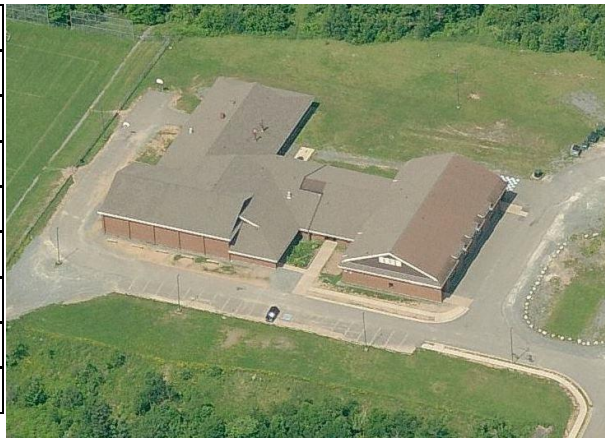
- N/A

Any other factors relevant to the school:

- Lockview High is a P3 school operated by Scotia Learning Centers.
- The school is approaching the end of the 20 year lease between EECD and Scotia Learning Centres Inc.
- The province has announced that this P3 school will be purchased at the end of its lease term.

| Factor | Data | Comment |
|---|------|----------------------------------|
| Auditorium | No | |
| Cafeteria | Yes | Cafetorium (with stage) |
| Community Space | No | |
| Daycare | No | |
| Department office e.g. Student Services/Apsea | No | |
| Other: | No | |
| Sports Field | Yes | Soccer field |
| Students bussed | 81% | Based on the 2018-19 school year |
| Total annual "after hours" booked | 934 | Based on the 2017-18 school year |

| Harold T. Barrett Junior High | |
|--|--------|
| 862 Beaver Bank Rd, Beaver Bank, B4G 1A9 | |
| Grade configuration: | 7-8 |
| Year of Construction/Renovation: | 1984 |
| Total Floor Area (ft2): | 40,837 |
| Number of storeys: | 2 |
| Number of portable classrooms: | 0 |
| Current school capacity: | 270 |
| School utilization: | 64% |



Historic enrollment (past 10 years):

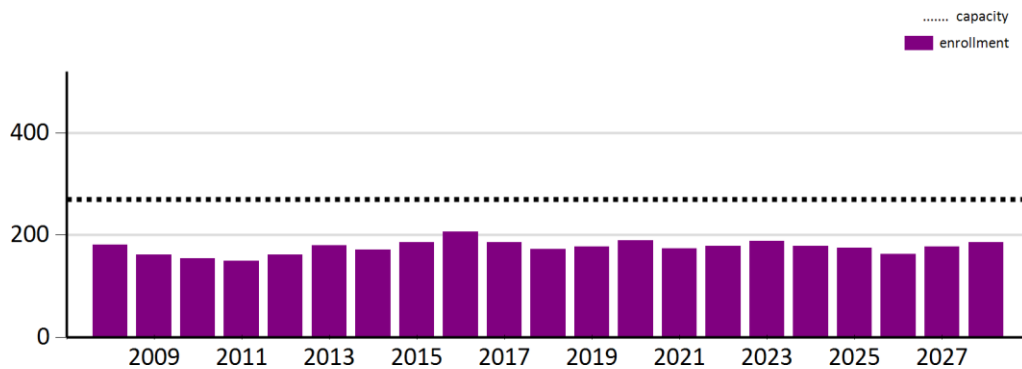
| Year | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 |
|------------|------|------|------|------|------|------|------|------|------|------|
| Enrollment | 181 | 161 | 154 | 149 | 162 | 180 | 171 | 186 | 207 | 186 |

Current enrollment (as of Sept. 30):

| | |
|------------|------|
| Year | 2018 |
| Enrollment | 172 |

Enrollment Projection (next 10 years):

| Year | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | 2028 |
|------------|------|------|------|------|------|------|------|------|------|------|
| Enrollment | 177 | 189 | 174 | 178 | 188 | 179 | 175 | 163 | 177 | 186 |



Specific (specialized) programming offered at the school:

| Program | Yes/No | Comment |
|------------------------------|--------|-----------------------|
| Advanced Placement | no | |
| International Baccalaureate | no | |
| French Immersion | yes | Late French Immersion |
| Schools Plus or Early Years | no | |
| Co-op | no | |
| Auto Body/ Auto Maintenance | no | |
| Options & Opportunities (O2) | no | |
| Breakfast Program | yes | |
| Excel | no | |
| Skilled Trades | no | |
| Other: | no | |

Provincially approved Addition and Alteration Projects or other major capital upgrades, including dates completed (if applicable):

- Energy upgrades were completed 2012-16.

Future considerations related to building condition:

A summary of building systems is provided in the table below. This summary is intended as a preliminary indication of the state of the physical building and is not intended as a comprehensive evaluation of the facility. A projection of the need for upgrades in the next 10 years is provided with each system.

| Building System: | Required | Recommended | Not Required | More Data Required | Comments |
|--------------------------|-----------------|--------------------|---------------------|---------------------------|-----------------------------|
| Roof | X | | | | Upgrade one section of roof |
| Exterior Walls | | | X | | |
| Windows/Doors | X | | | | Upgrade windows |
| Driveway/Parking Lot | X | | | | Resurface asphalt |
| Electrical | | | X | | |
| Security Systems | | | X | | |
| Plumbing | | | X | | |
| Heating | | | X | | |
| Ventilation | | | X | | |
| Interior Finishes | | | X | | |
| Elevator/Wheelchair Lift | | | X | | |

Information about reviews of the school previously conducted:

- N/A

Any other factors relevant to the school:

| Factor | Data | Comment |
|---|------|-----------------------------------|
| Auditorium | No | |
| Cafeteria | yes | |
| Community Space | No | |
| Daycare | No | |
| Department office e.g. Student Services/Apsea | No | |
| Other: | No | |
| Sports Field | Yes | Soccer field and basketball court |
| Students bussed | 55% | Based on the 2018-19 school year |
| Total annual "after hours" booked | 639 | Based on the 2017-18 school year |

| Beaver Bank-Monarch Drive Elementary | |
|---|--------|
| 38 Monarch Dr, Beaver Bank, B4E 3A5 | |
| Grade configuration: | P-6 |
| Year of Construction/Renovation: | 1988 |
| Total Floor Area (ft2): | 33,700 |
| Number of storeys: | 2 |
| Number of portable classrooms: | 1 |
| Current school capacity: | 337 |
| School utilization: | 96% |



Historic enrollment (past 10 years):

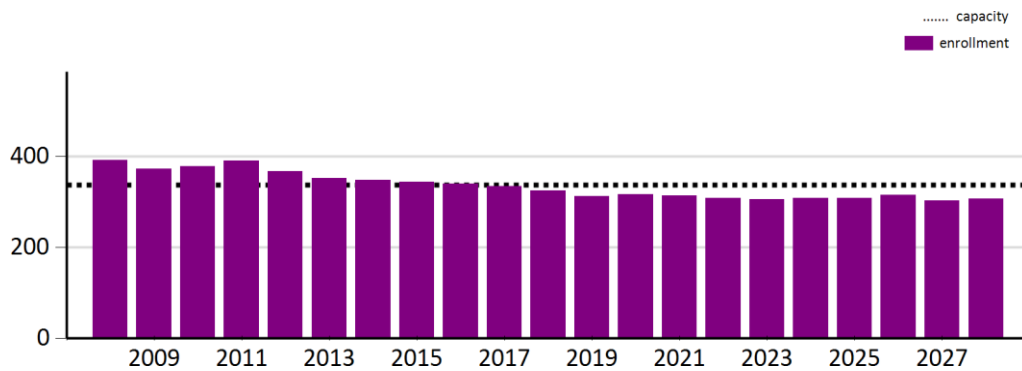
| Year | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 |
|------------|------|------|------|------|------|------|------|------|------|------|
| Enrollment | 392 | 373 | 378 | 391 | 367 | 353 | 349 | 344 | 340 | 335 |

Current enrollment (as of Sept. 30):

| | |
|------------|------|
| Year | 2018 |
| Enrollment | 325 |

Enrollment Projection (next 10 years):

| Year | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | 2028 |
|------------|------|------|------|------|------|------|------|------|------|------|
| Enrollment | 313 | 317 | 314 | 309 | 306 | 309 | 308 | 316 | 303 | 307 |



| Program | Yes/No | Comment |
|------------------------------|--------|---------|
| Advanced Placement | no | |
| International Baccalaureate | no | |
| French Immersion | no | |
| Schools Plus or Early Years | no | |
| Co-op | no | |
| Auto Body/ Auto Maintenance | no | |
| Options & Opportunities (O2) | no | |
| Breakfast Program | yes | |
| Excel | yes | |
| Skilled Trades | no | |
| Other: | no | |

Provincially approved Addition and Alteration Projects or other major capital upgrades, including dates completed (if applicable):

- Upgrades to building automation system were completed 2015-16

Future considerations related to building condition:

A summary of building systems is provided in the table below. This summary is intended as a preliminary indication of the state of the physical building and is not intended as a comprehensive evaluation of the facility. A projection of the need for upgrades in the next 10 years is provided with each system.

| Building System: | Required | Recommended | Not Required | More Data Required | Comments |
|--------------------------|-----------------|--------------------|---------------------|---------------------------|--------------------------|
| Roof | | X | | | Roof section replacement |
| Exterior Walls | | | X | | |
| Windows/Doors | | | X | | |
| Driveway/Parking Lot | | X | | | Resurface asphalt |
| Electrical | | | X | | |
| Security Systems | | | X | | |
| Plumbing | | | X | | |
| Heating | | | X | | |
| Ventilation | | | X | | |
| Interior Finishes | | | X | | |
| Elevator/Wheelchair Lift | | | X | | |

Information about reviews of the school previously conducted:

N/A

Any other factors relevant to the school:

| Factor | Data | Comment |
|---|------|----------------------------------|
| Auditorium | No | |
| Cafeteria | No | |
| Community Space | No | |
| Daycare | No | |
| Department office e.g. Student Services/Apsea | No | |
| Other: | No | |
| Sports Field | Yes | Soccer field |
| Students bussed | 51% | Based on the 2018-19 school year |
| Total annual "after hours" booked | 614 | Based on the 2017-18 school year |

APPENDIX D:

TIS Addendum



D

APPENDIX E:

Original TIS

A large, bold, yellow capital letter 'E' is positioned in the bottom right corner of the page. It is set against a solid dark blue rectangular background that occupies the right side of the page.

APPENDIX F:

Provincial Statement of Interest Regarding Housing

A large, bold, yellow letter 'F' is positioned in the bottom right corner of the page. It is set against a dark blue rectangular background that occupies the right side of the page.

Statement of Provincial Interest Regarding Housing

Goal

To provide housing opportunities to meet the needs of all Nova Scotians.

Basis

Adequate shelter is a fundamental requirement for all Nova Scotians.

A wide range of housing types is necessary to meet the needs of Nova Scotians.

Application

All communities of the Province.

Provisions

1. Planning documents must include housing policies addressing affordable housing, special-needs housing and rental accommodation. This includes assessing the need and supply of these housing types and developing solutions appropriate to the planning area. The definition of the terms affordable housing, special-needs housing and rental housing is left to the individual municipality to define in the context of its individual situation.
2. Depending upon the community and the housing supply and need, the measures that should be considered in planning documents include: enabling higher densities, smaller lot sizes and reduced yard requirements that encourage a range of housing types.
3. There are different types of group homes. Some are essentially single detached homes and planning documents must treat these homes consistent with their residential nature. Other group homes providing specialized services may require more specific locational criteria.
4. Municipal planning documents must provide for manufactured housing.

Implementation

1. These statements of provincial interest are issued under the *Municipal Government Act*. The Minister of Housing and Municipal Affairs, in cooperation with other provincial departments, is responsible for their interpretation.
2. Provincial Government departments must carry out their activities in a way that is reasonably consistent with these statements.
3. New municipal planning documents as well as amendments made after these statements come into effect must be reasonably consistent with them.
4. Councils are encouraged to amend existing planning documents to be reasonably consistent with the statements. Where appropriate, the preparation of intermunicipal planning strategies is encouraged.
5. Reasonably consistent is defined as taking reasonable steps to apply applicable statements to a local situation. Not all statements will apply equally to all situations. In some cases, it will be impractical because of physical conditions, existing development, economic factors or other reasons to fully apply a statement. It is also recognized that complete information is not always available to decision makers. These factors mean that common sense will

dictate the application of the statements. Thoughtful innovation and creativity in their application is encouraged.

6. Conflicts among the statements must be considered and resolved in the context of the planning area and the needs of its citizens.

7. The Department of Housing and Municipal Affairs, with other Provincial departments, may prepare guidelines and other information to help municipalities in implementing the statements. Provincial staff are available for consultation on the reasonable application of the statements.