



December 23rd, 2019

Planning Applications  
Planning & Development  
Alderney Gate Office  
PO Box 1749  
Halifax, NS B3J 3A5

RE: Proposal for a Development Agreement on PID 00421958 and 00496653

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Hekmat Jarrar is applying for a development agreement on PIDs 00421958 and 00496653, located at 5 and 7 Kingswood Drive to allow for a 19 unit seniors citizen housing development. Attached to this letter please find:

- Application form and fees;
- Traffic Impact Statement;
- Site plan;
- Registered encumbrances and deeds;
- Architectural plans including floor plans and elevations; and
- A planning rationale and policy analysis for this application.

## 1 Designation and Zone

	Current
Regional Plan Designation	Rural Commuter
MPS (Prospect) Designation	Residential
Zone	R-1
Lot size - PID 00421958	7815.62 sq. meters
Lot size - PID 00496653	6499.15 sq. meters
Adjacent Uses to Subject Properties	Low density residential and C-5

## 2 Proposed Future Use

The applicant intends to build a senior’s housing development. The development would include 19 townhouse dwellings and a small office space (approximately 900 square feet), accessory parking and landscaping.

Each unit would include the following elements:

- Barrier free washrooms;
- Single story unit with no stairs;
- An accessible access to the unit;
- Garage with an internal, flush transition doorway;
- 2 exterior parking spots to accommodate potential care givers or other supports (cleaners, VON, meals on wheels or other similar services);
- Visual and audible alarm systems;
- All doors will have flush transitions;
- Adaptable bathroom or kitchen fixtures;
- Lever style handles on all doors and plumbing faucets; and
- Easy to reach outlets, switches and thermostats.

The development provides one interior parking space, along with 2 exterior parking spaces in front of each unit. There are 6 additional spaces near the office building, one of which is mobility disabled parking.

### 2.1 Project Summary Chart:

Total Number of 2 bedroom units	19
Total property area for both lots	14314 square meters
Average Density	5.45 units per acre
Building form	Town houses
Square footage of each unit	Ranges between 1252-1455 square feet
Accessory buildings	900 square foot office
Total number of interior parking spaces	19
Total number of parking spaces for development	63 (including interior garage parking)
Water servicing	Municipal services
Sewer servicing	On site
Building height	20` 8”

### 3 Background and Current Condition

The proposed senior housing development includes PID 00421958 and 00496653, both of which are currently vacant. PID 00421958 is a flag lot with frontage on Kingswood Drive. PID 0496653 access is provided to Kingswood Drive by an easement over an adjacent parcel. The two properties (“subject property”) is located at the end of Kenwood Drive, but there is no access from Kenwood.

Kenwood Drive is zoned R-1 and is a single unit dwelling street. To the south of the subject site is the Upland Seniors home, which is a permitted use in the zone. Also located to the south is a commercial development with a small strip mall which has a variety of local commercial uses to serve the local neighbours and commuters.

An existing driveway to the Subject Property has been installed, including a culvert. At the end of the driveway, on Kingswood Avenue, are community mailboxes and a small park. Bus service can be accessed on Hammonds Plains Rd, less than 400 meters away. Kingswood Elementary is located to the east and provides a large amount of open space for use during non-school hours.

The Subject Property is currently tree covered and does not include any areas of significant slope, watercourses or other environmental areas.

#### 3.1 Meeting the Seniors Housing Need

Seniors housing is in demand. [CARP Nova Scotia](#), an organization dedicated dealing with aging issues, identifies the need to age-in-place and develop Age Friendly Communities. Senior’s housing is a key element for age friendly communities.

The federal government has also quantified senior’s housing needs. In 2016, Halifax had 38,755 senior led households, of which 15.6 percent were in core housing need, meaning that the housing was unsuitable in some way.<sup>1</sup> Compared to other cities, Halifax’s housing needs are on the higher end of the spectrum.

Key factors for seniors when considering housing options are affordability and suitability. These units will be market based and not subsidized but will provide a viable option for seniors to consider when seeking rental housing.

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<sup>1</sup> <https://www.canada.ca/en/employment-social-development/corporate/seniors/forum/report-seniors-housing-needs.html#h2.8>.

Suitability includes shared space for social interaction, inclusion of accessibility and adaptive features, and proximity of transportation and amenities.<sup>2</sup> This proposed development seeks to provide market based housing options that provide accessibility and adaptive features in a location where there is nearby public transportation and a variety of community amenities.

## 4 Policy Review

### 4.1 The Regional Plan Policies

The Regional Plan designated the Subject Property as Rural Commuter, which encourages the protection of the character of rural communities by conserving open space and natural resources.

### 4.2 Beaver Bank, Hammonds Plains and Upper Sackville MPS and LUB

The Subject Property is designated Residential in the Beaver Bank, Hammonds Plains and Upper Sackville MPS, and zoned R-1 (Single Unit Dwelling) in the enabling bylaw. Mr. Jarrar is seeking a development agreement, as enabled by policy P-39.

The Municipal Planning Strategy establishes the Residential Designation with the intent of supporting and protecting existing low-density development. The area is characterized by low density housing on larger lots, often with onsite sewer and/or water. However, the MPS also recognizes that some other types of more intense uses are appropriate within a low-density neighbourhood. These other uses generally are located near residential neighbourhoods to allow residents to stay within their neighbourhood or community when sending their children to school or daycare, attending a church, renting a community hall or looking for alternate housing forms that provide community benefit. One of the housing forms that is permitted through a discretionary approval is senior's housing.

The Integrated Mobility Plan, although not explicitly referenced by the MPS, helps to clarify the reasons why allowing a variety of community uses within neighbourhoods are important. Council, through its adoption of the IMP, has provided clear guidance that Planning policies should be viewed through a complete communities' lens, and promote active transportation.

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<sup>2</sup> Summary of research conducted by Leviton-Reid, C. and Lake, A. Building Affordable Rental housing for Seniors: Policy Insights from Canada. Journal of housing for the Elderly 2016, 30(3), 253-270

The MPS is mindful that more intensive community uses, such as senior's housing, must consider the local context. Design, scale and layout are specifically mentioned in policy as important considerations when these types of developments are proposed. The MPS states:

*Senior citizen housing provides much needed accommodation for community residents. The Department of Housing selected a site in Uplands Park, to serve the Hammonds Plains area and the Municipality approved the required zoning to allow the project to proceed. Sites in other communities may be needed in the future. However, because of the more intensive residential use such facilities entail, there is a need to ensure that the design, scale, layout, and maintenance of such facilities is compatible with the surrounding lower density neighbourhoods.*

### 4.3 The Built Form

The proposal is for 19 units, within 3 townhouse configurations on two lots. Each townhouse will have an attached garage and two parking spots. The average density over the 2 lots is 5.45 per acre. The 19 townhouses are configured in 3 blocks as follows:

- Block 1: 9 units
- Block 2: 5 units
- Block 3: 5 units

There will also be a small 900 square foot office space that will house on-site staff and support personnel.

### 4.4 Architectural Design

The units will be marketed to seniors and as such will have features that will allow residents to age in place and accommodate a variety of mobility needs.

The exterior will be clad in vinyl shakes with accent colours. The buildings will be approximately 21 feet tall, with the 4/12 pitch roof line, which is considered a medium pitched roof. This roof pitch is consistent with many of the roof lines surrounding the subject site. Below are pictures of neighbouring homes showing the existing built form.



The front of each townhouse will be articulated with a pitched roof element to create a sense of individuality for each unit. The rear of each unit will have a patio door and windows to provide light and access to a rear garden area. The rear patios will create a community feel for residents and a sense of shared open space. The shared open space will provide a location for outdoor recreational activities and social interaction.

All units will include two bedrooms. The second bedroom can be used for care givers or for additional living space. The units will range in size between 1252-1455 square feet.

The interior will include the following elements:

- Barrier free washroom in master bedroom;
- Single story unit with no stairs;
- An accessible access to the unit;
- Garage with an internal doorway;

- 2 exterior parking spots to accommodate potential care givers or other support personnel (cleaners, VON, meals on wheels or other similar services);
- Visual and audible alarm systems;
- All doors will have flush transitions;
- Adaptable bathroom or kitchen fixtures;
- Lever style handles on all doors and plumbing faucets;
- Easy to reach outlets, switches and thermostats;
- Laundry room;
- Seat in the shower; and
- Additional room in bedroom, kitchen and laundry room for mobility devices such as walkers or wheelchairs.

#### 4.5 Community Integration

The buildings are one storey and will comply with the R-1 zone height requirements. The development will be landscaped, and buffering will be provided between the townhouses and the neighbours. At this time, the buffering is vegetative and will be a minimum of six feet at time of planting. Opaque fencing will also be considered for property lines adjacent to existing residential development.

The properties surrounding the Subject Properties are generally large, with many of the existing structures located well away from a shared property line. The following chart summarizes the properties directly adjacent to the Subject Properties:

Address	Zone	Comments	Lot size	Subject property setback
15 Kingswood Ave (PID40586612)	R-1	Single dwelling located ~96 feet from shared property line.	56,718 square feet	In excess of 8 meters
9 Kingswood (PID 40586620)	R-1	Single dwelling located ~225 feet from shared property line.	54,896 square feet	-6.2 meters
38 Vrege Court (PID 004796711)	R-1	Single dwelling located ~150 feet from shared property line.	100,405 square feet	-6.1 meters
36 Vrege Court (PID 00496737)	R-1	Single dwelling located ~196 feet from shared property line.	62,947 square meters	-6.1 meters
5 Brenda Drive (PID 40586596)	R-1	Single dwelling located ~138 feet from shared property line	44,570 square feet	-12 meters to shared property line

Address	Zone	Comments	Lot size	Subject property setback
2 Woodlyn Drive	R-1	Seniors housing units owned by NS Housing (Upland)	2.6 acres	In excess of ~12 meters
Kingswood Elementary School	R-1	Elementary school and park	15 acres	~6 meters
Vacant lot (PID00420869)	R-1	Owned by NS Housing	6,528 square feet	
Commercial Development (PID 41185539)	C-5	Amity Development		

#### 4.6 Traffic and Access

Griffen Transportation Inc. conducted a qualitative Stage 1 Traffic Impact Assessment to review the proposal. This TIA is based on a 20-unit residential development plus an office building.

The report concludes that, “the existing vehicle demand on Kingswood Drive is well below the capacity of this street and that there is a notable amount of residual capacity to accommodate future traffic growth.”<sup>3</sup> This report based its conclusions on a higher density than what is planned or expected for this development. The report notes that the site stopping distances exceed the expected vehicle operating speed range of 50-70 km on Kingswood Drive.

The report also recommends that a review occur to assess pedestrian linkages to the commercial area. My client is open to these discussions.

Access to the site is proposed off Kingswood Drive and will try, as much as possible to remain on the subject property. However, the Subject Property has the benefit of an easement over PID 41185539, which is registered against title. This easement runs with the title of the property and therefore, provides guaranteed access to the property from Kingswood Ave.

The client also has frontage and potential access from Kenwood Avenue. However, the Kenwood Avenue access point is not preferred. While we believe the impact of

<sup>3</sup> Griffen transportation group in report dated October 25, 2019. Page 2

the proposed development would be minor on Kenwood, we understand that traffic is often a concern to the existing community members.

As much as possible, the driveway will be located on the Subject Property and the easement.



#### 4.7 Policy Analysis Summary

The following chart outlines all relevant policies related to this application.

Policy -39	
Within the Residential Designation, it shall be the intention of Council to consider permitting senior citizen housing by development agreement and according to the provisions of the MGA. In considering a development agreement Council shall have regard to the following:	
a) That the architectural design, including the scale of any building(s) and its exterior finishes are compatible with adjacent land uses;	Buildings will be one story with a roof pitch similar to nearby. Each townhouse unit will have additional articulation to create an individual unit feel.
b) That adequate separation distances are maintained from low density residential developments and that landscaping measures are carried out to reduce visual effects;	Development is surrounded by larger lots which provide a natural buffer.
c) That open space and parking areas are adequate to meet the needs of senior citizens and that they are attractively landscaped;	On-site open space is provided, including rear gardens accessed by a patio and open lawned areas in the middle of the development.
d) Preference for a site which has access to commercial and community facility uses.	Nearby parks, mailboxes, school (with significant open space) and commercial development.
e) General maintenance of the development.	On site staff will provide on going maintenance, snow clearing and garbage removal.
f) Preference for a development which serves a local community needs;	Senior's housing is in demand, especially housing that includes features that encouraging aging in place. Accessibility is a prime feature of each unit.
g) The provisions of Policy P-137	See below
P-137 In considering development agreements and amendments to the land use by-law, in addition to all other criteria as set out in various policies of this Plan, Council shall have appropriate regard to the following matters:	
a) that the proposal is in conformity with the intent of this Plan and with the requirements of all other municipal by-laws and regulations;	The plan permits seniors housing in the R1 zones. Seniors housing is recognized as a housing form that creates community benefit.
b) that the proposal is not premature or inappropriate by reason of:	
(i) the financial capability of the Municipality to absorb any costs relating to the development;	No financial impact on municipality. This is an infill site. HRM will not assume any additional infrastructure and no upgrades to road systems are required.
(ii) the adequacy of central or on-site sewerage and water services;	Sewer will be treated on-site and the is adequate water servicing ability.

(iii) the adequacy or proximity of schools, recreation or other community facilities;	Senior's development does not require schools. There are a number of local parks and community recreation amenities in the area.
(iv) the adequacy of road networks leading or adjacent to or within the development; and	Kingswood Ave. has sufficient capacity to accommodate the development. See traffic impact assessment.
(v) the potential for damage to or for destruction of designated historic buildings and sites.	No historic buildings or sites are impacted.
c) that controls are placed on the proposed development so as to reduce conflict with any adjacent or nearby land uses by reasons of:	
(i) type of use	19 senior's units.
(ii) height, bulk and lot coverage of any proposed building.	Height is limited and lot coverage of development will meet the minimum lots standards for the zone.
(iii) traffic generation, access to and egress from the site, and parking;	Each unit will have a garage and space for 2 cars to park to accommodate care givers, guests and other support services. Access provided by a private driveway off Kingswood Avenue. Stop siting distances are adequate.
(iv) open storage;	Storage will occur within the office building on site.
(v) signs; and	
(vi) any other relevant matter of planning concern.	
d) that the proposed site is suitable in terms of the steepness of grades, soil and geological conditions, locations of watercourses, marshes or bogs and susceptibility to flooding.	No areas of steep grades, no known water courses, marshes or bogs. All storm water will be managed on site or directed to appropriate storm water management systems.

## 5 Summary

Policy P-39 permits senior's housing by development agreement, if the proposed development complies with the criteria established in the MPS. After reviewing the plan policies, the following factors demonstrate congruity with plan policy:

- The road network has enough capacity to support the development;
- There are a variety of community services and amenities within the area that residents can access and use;
- The development is located next to commercial services;
- The one storey units will be constructed to include accessible features;



- Housing for seniors is required to meet the aging population of Nova Scotia. Senior's housing should be integrated into residential communities to provide opportunities for people to age in place. Senior's housing, such as what is proposed, is part of the continuum of care model, which provides housing options with varying levels of support as people age;
- A bus stop is located with 500 meters of the subject site.

If you have any questions, please contact me at [chrystal@brighterplanning.ca](mailto:chrystal@brighterplanning.ca) or by phone at 902-790-0664.

Sincerely,

**ORIGINAL SIGNED**

Chrystal Fuller, LPP, MCIP  
Brighter Community Planning & Consulting