

Re: Item No. 12.1

HALIFAX

Centre Plan Package A Public Hearing

Regional Council

September 17, 2019

PURPOSE AND CONTEXT




Overview

- New Plan and Land Use By-law that reflects and addresses the current context, including opportunities and challenges
- Based on strong vision and core concepts, research, community and stakeholder consultation and review
- Balances new economic growth, housing, culture and heritage, mobility, and environmental protection
- Supports other municipal investments
- First phase of Plan and By-law Simplification



HRM Planning – Strategic Projects



1996–2000	Determining organizational and planning structure under amalgamation
1998–2000	Downtown Dartmouth Plan and Land Use By-law
2000–2006	First Regional Plan
2007–2009	Downtown Halifax Plan and Land Use By-law
2010–2013	Early work on the Regional Centre Plan
2012–2014	Regional Plan First Review
2015–2019	Regional Centre SMPS and LUB and Integrated Mobility Plan

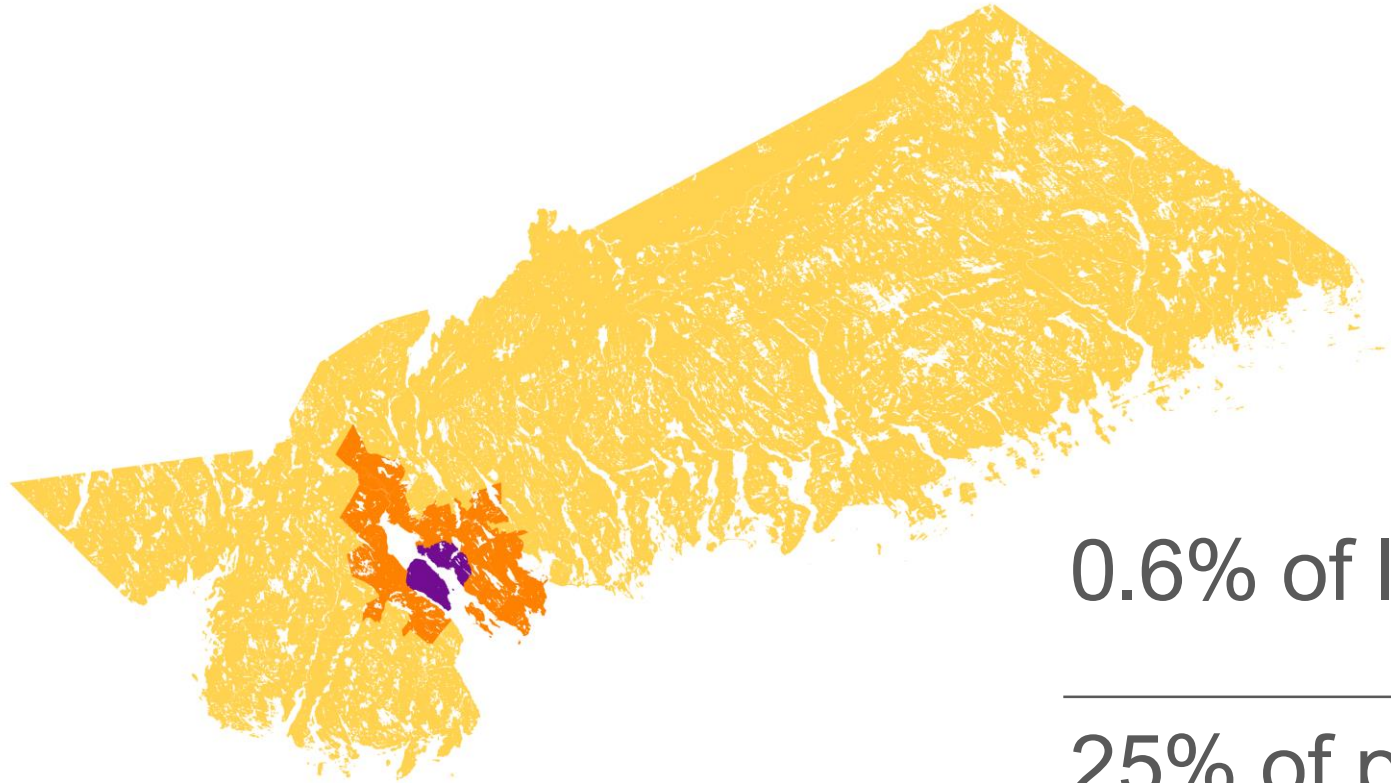
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The Regional Centre



- **Political, economic and cultural centre of the Municipality**
- **Population: 97,120 (2016)**

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0.6% of land area

25% of population



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The Regional Centre

36% of net housing starts
(2015-2017)

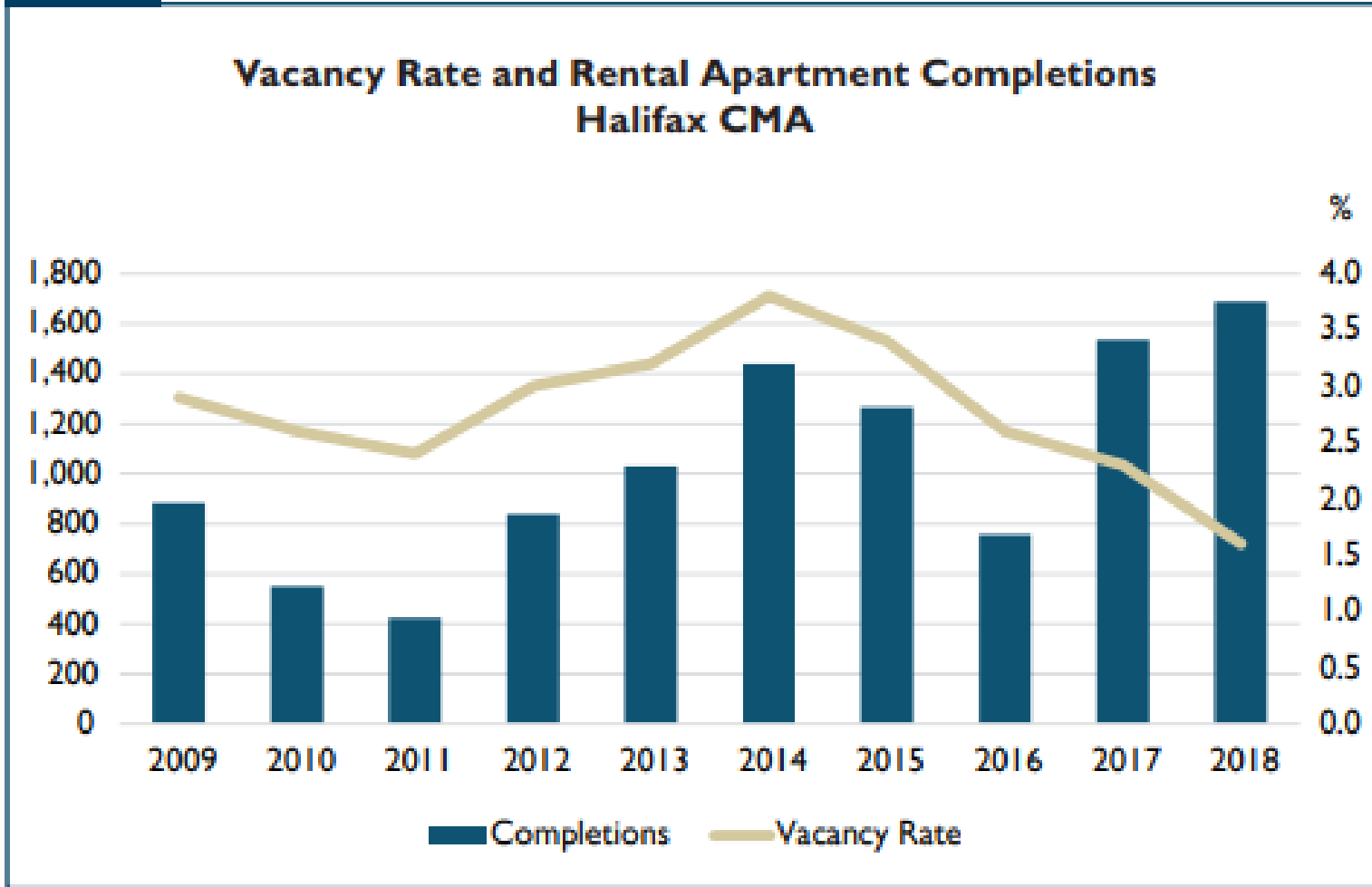


1.6% vacancy rate (HRM, 2018) with
1.1% on the Peninsula



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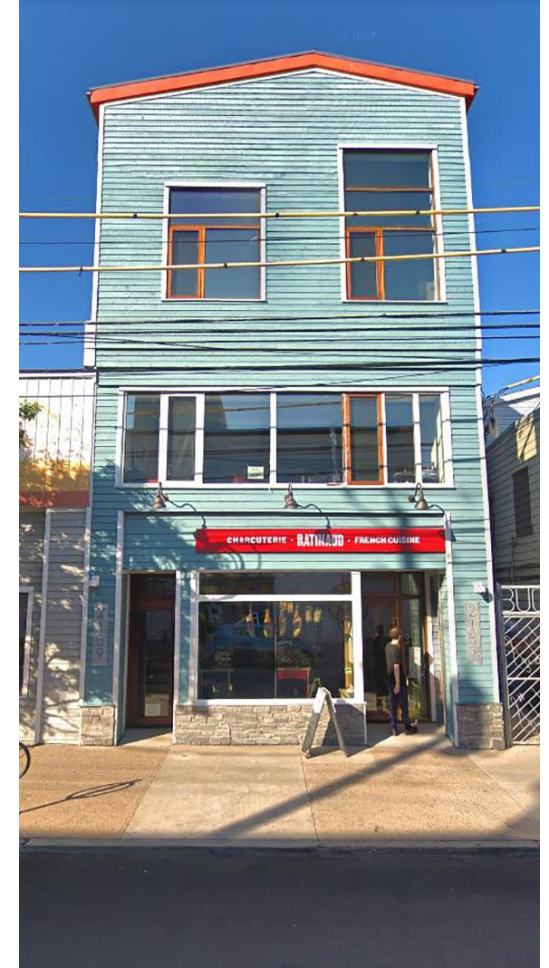
Figure 1



Source: CMHC

Note: Figures are for rental units completed between the rental market surveys, which includes the period from July of the year preceding a given survey to June of the following year.

Source: CMHC Rental Market Report, November 2018



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Centre Plan

Phase 1 - Plan and Land Use By-law Simplification

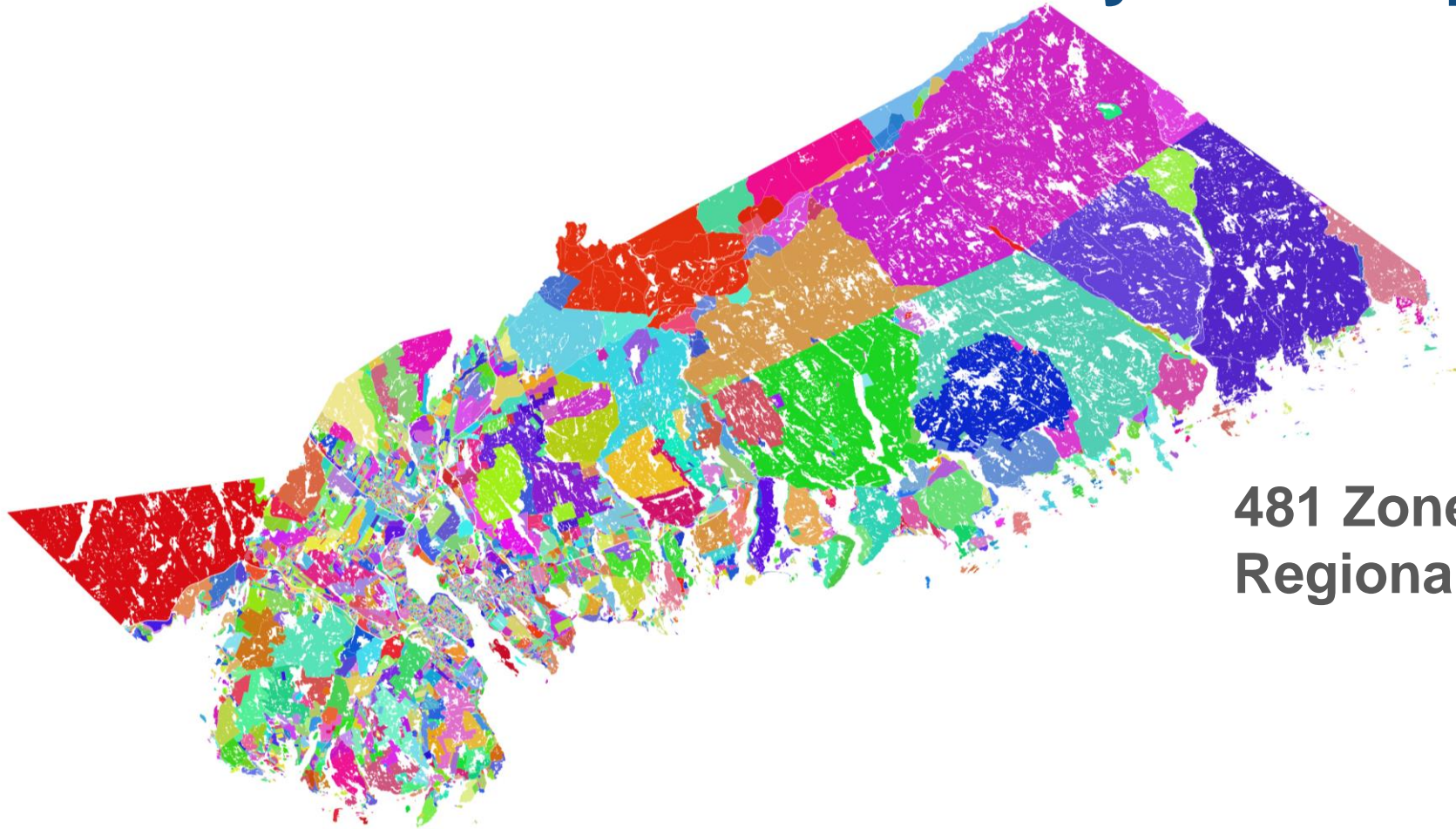


21 Plans and 22 LUBs
Regional Centre: 4 Plans & 4 LUBs

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Centre Plan

Phase 1 - Plan and Land Use By-law Simplification



481 Zones

Regional Centre: 57 Zones

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PLANNING PROCESS



Regional Plan

Envisions one Plan for the Regional Centre

Targets at least 25% of growth to the Regional Centre

1. **Adopt a Regional Centre Plan**, which achieves the vision statement and guiding principles endorsed by Regional Council;
2. **Adopt heritage plans and programs** that further preserve and enhance the viability of heritage properties, streetscapes, and districts;
3. **Prepare capital and operating expenditure programs** that enhance development within the Regional Centre, with emphasis of resources on downtown Halifax and Dartmouth, and take advantage of opportunities to strategically leverage other public and private sector investments; and
4. **Create financial and regulatory incentives** to stimulate desired growth.

Centre Plan Process (2015-2019)

Community Design Advisory Committee

Sept. 2015 – March 2016

Engage and define

Background Studies & Community Engagement Strategy

May 2016 – June 2017

Learn Together

Consultation on Centre Plan Framework document
Council direction

July 2017 – Nov. 2018

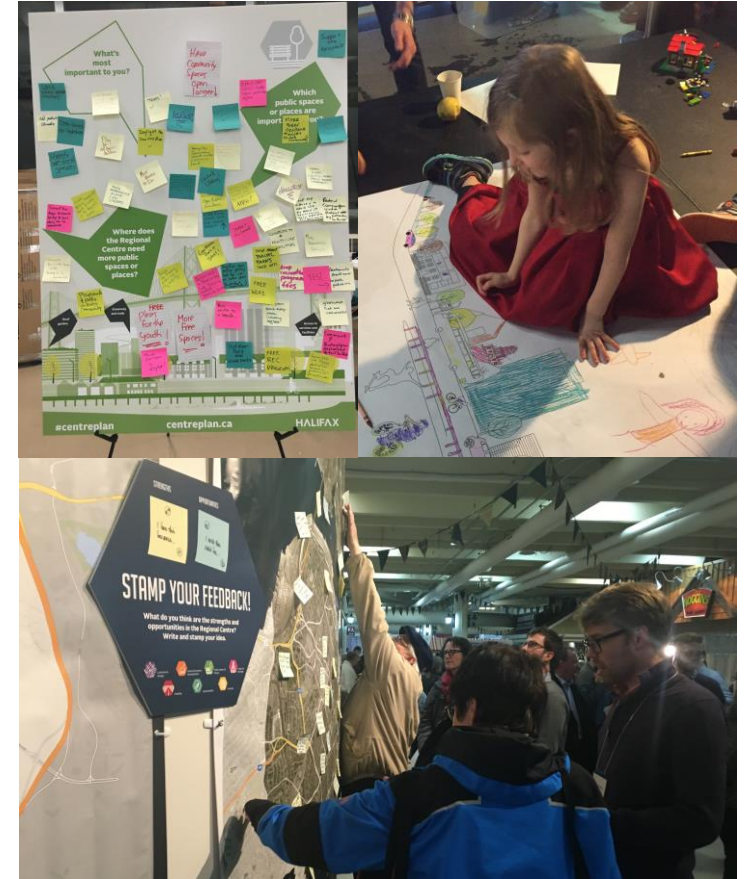
Check-In and Feedback

Package A Plan & LUB drafting
Public and stakeholder consultation

Dec. 2018 – Sept. 2019

Adoption

Package A final drafting
Committee and Council review
First Reading
Public Hearing



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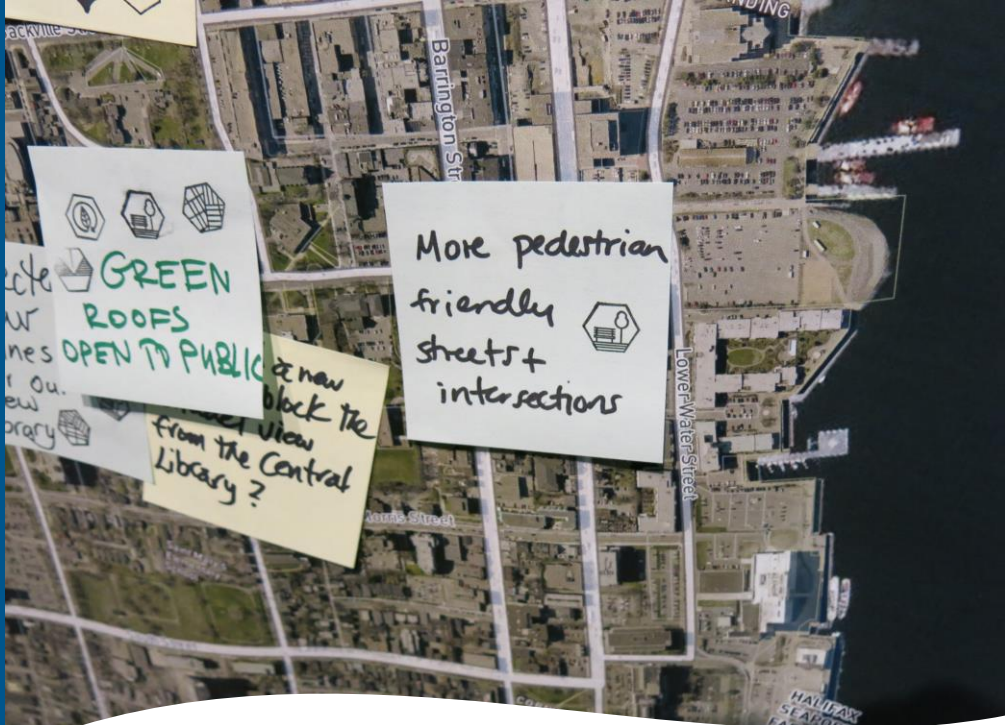
March 2016 to November 2018

14 Public Open Houses
15 Pop-up Meetings
141 Survey Participation
10+ Stakeholder Workshops

8 Community Workshops
20 Walking Tours
326 Submissions
50+ Road Show Presentations

Shape Your City Halifax Website: ~26,500 unique visitors with 24,300 Downloads

Storefront: 400 visits over 10 weeks + individual meetings



January – August 2019

- 15 Committee presentations
- 5 Council presentations
- 5+ Stakeholder presentations
- 4 Staff reports
- Citizen and stakeholder meetings & correspondence






Centreplan.ca Website: ~900 - 1,200 unique visitors per month

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Centre Plan Phases






Package 'A' : September 2019

- Apartment buildings (*low-rise to high-rise*)
- “Mixed-use” buildings
- Neighbourhood planning for large sites

-  Downtown (Dartmouth)
-  Centre
-  Corridor
-  Higher Order Residential
-  Future Growth Node

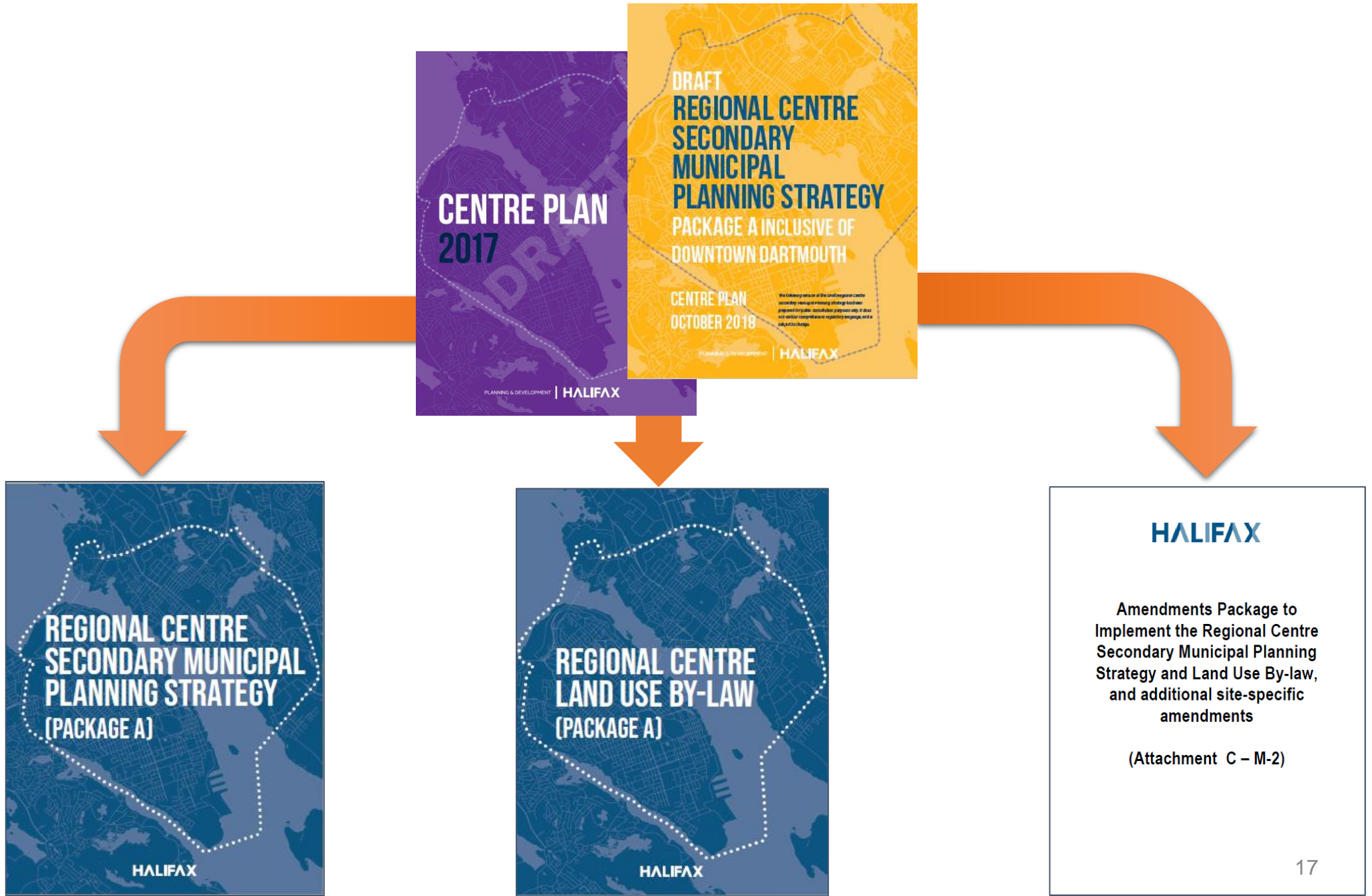
Package 'B': 2019 - 2021

- Small apartments (*max of 4 units*)
- Townhomes, Duplexes, Single Unit Homes
- Employment Lands

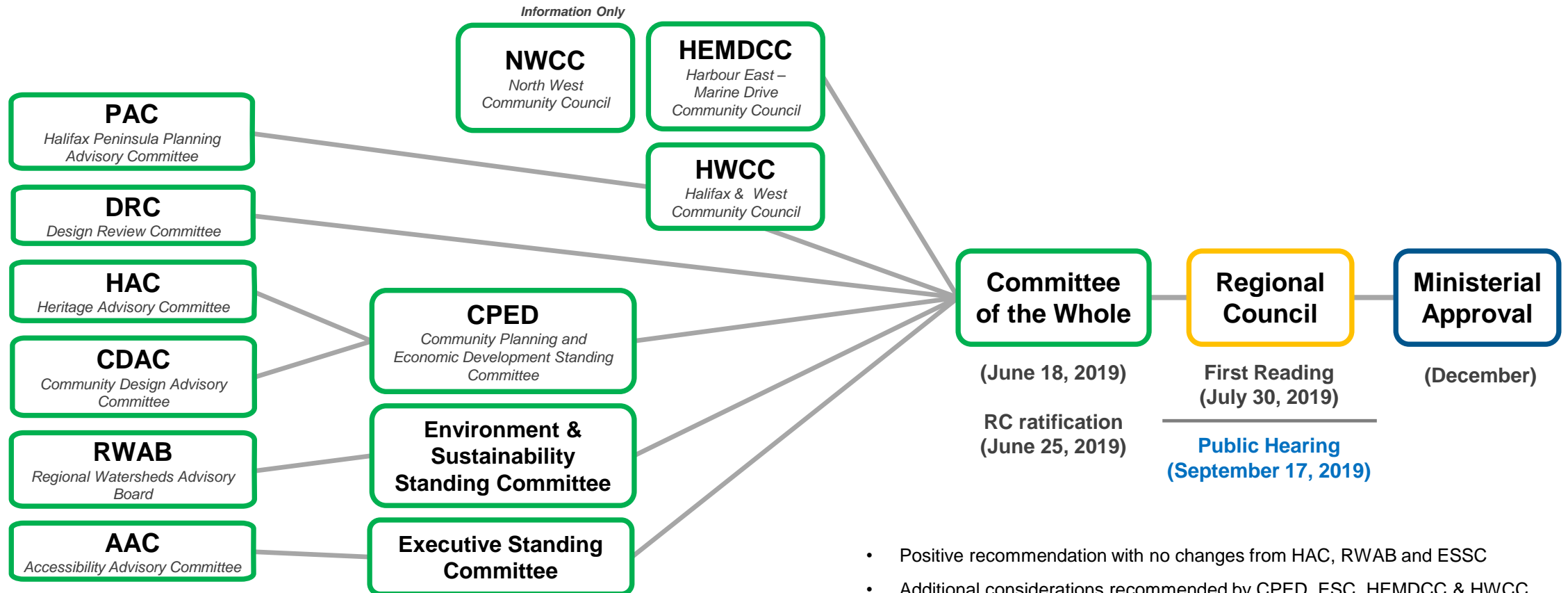
-  Downtown (Halifax)
-  Established Residential
-  Industrial
-  Park
-  Institutional

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Process and Milestones



Adoption Path



- Positive recommendation with no changes from HAC, RWAB and ESSC
- Additional considerations recommended by CPED, ESC, HEMDCC & HWCC
- Correspondence received through Clerk's Office

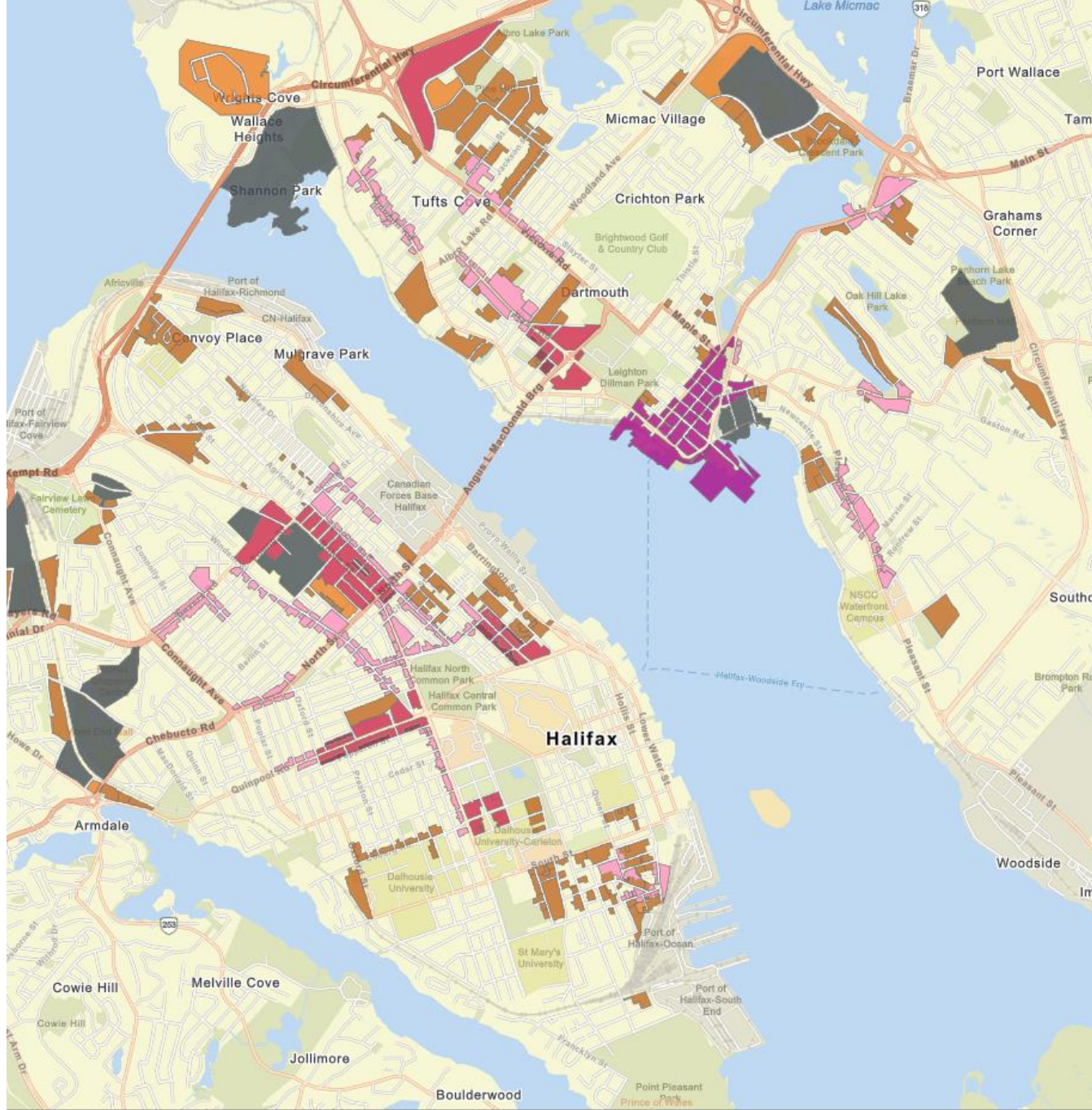
CENTRE PLAN CORE CONCEPTS



URBAN STRUCTURE



Urban Structure



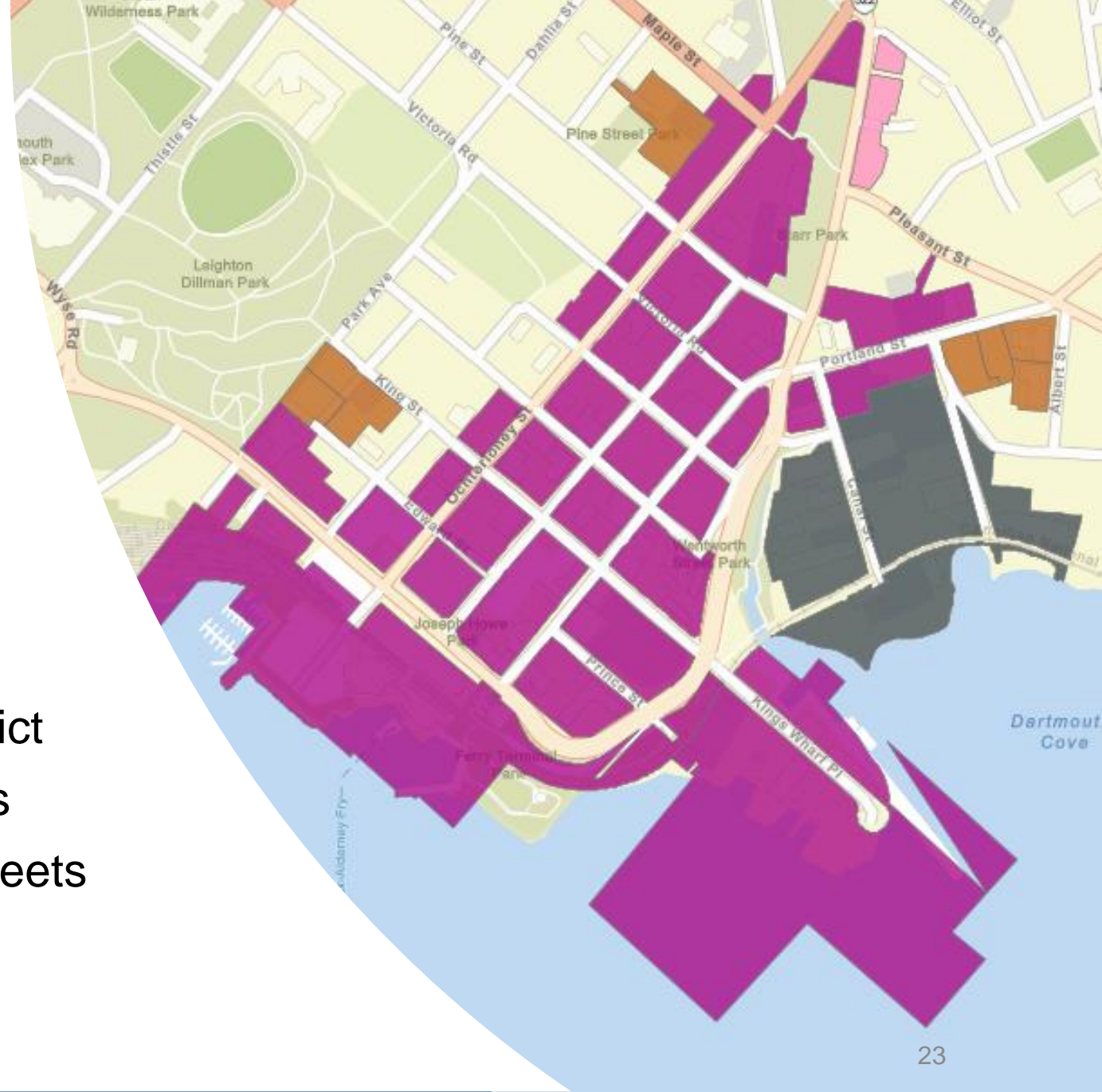
Package 'A'

-  Downtown (Dartmouth)
-  Centre
-  Corridor
-  Higher Order Residential
-  Future Growth Node

Urban Structure

Downtown Designation

- In Package A, applies to Downtown Dartmouth only
- Major growth area
- Wide mix of uses and large-scale developments
- 4 character precincts
- Proposed Heritage Conservation District
- Transitions to low-rise neighbourhoods
- 2 Pedestrian Oriented Commercial Streets
- One Zone: D Zone



Urban Structure

Centre Designation

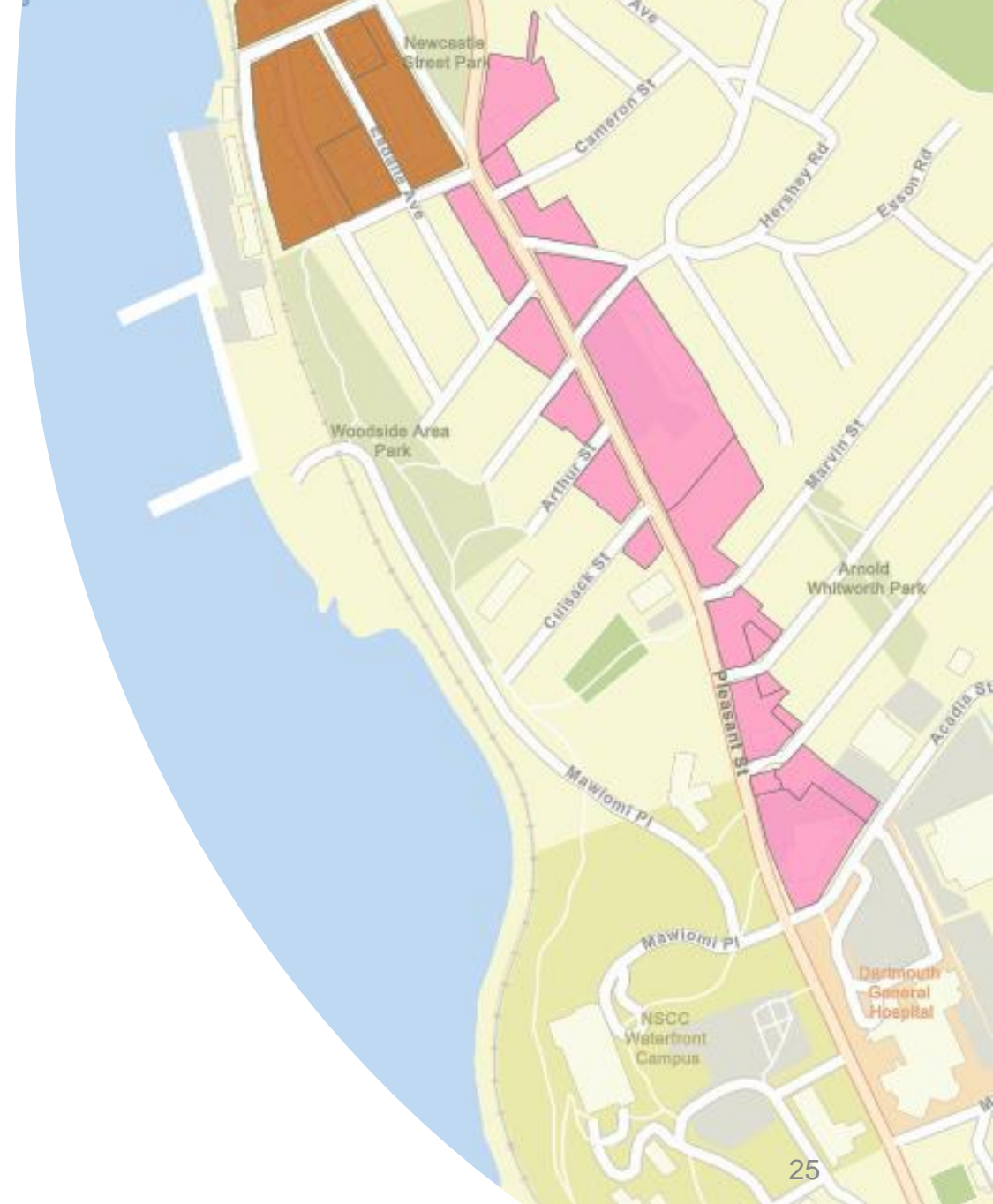
- Applied on existing nodes of commercial and mixed-use areas near transit lines that typically do not abut low-rise residential areas
- Major growth areas where low-rise to high-rise buildings are accommodated
- 6 Centres
- Two zones:
 - CEN-2 which allows the broadest range of uses and forms from low-rise to high-rise;
 - CEN-1 acts as a transition and allows less intensive uses and forms



Urban Structure

Corridor Designation

- Applies to lands which abut transit routes and connect major nodes such as Centres or parks
- Typically abut low-density residential to the rear
- Meant to provide a mix of uses to surrounding neighbourhoods
- Typically low to mid-rise forms with limited tall mid-rise forms
- Transitions to low-rise areas
- 15 corridors
- One Zone: COR



Urban Structure

Higher Order Residential Designation

- Low-rise to tall mid-rise buildings supported, with tall mid-rise restricted to larger lots
- Applied to existing multi-unit residential neighbourhoods and larger sites on the periphery of Centres and Corridors
- Supports a limited mix of uses, but less intense than CEN and COR
- Two Zones: HR-1 and HR-2



Urban Structure

Future Growth Node Designation

- Applied on larger commercial, vacant and underutilized lands
- Intent is to accommodate significant mixed-use growth
- Some growth nodes have neighbourhood planning completed, others will require detailed planning in the future
- 10 Future Growth Nodes
- Proposals proceed via Development Agreement
- One Zone: Comprehensive Development District Zone (CDD)



POLICIES AND REGULATIONS



Built Form and Urban Design

- Urban Design Goals
- Historic View Planes and Ramparts
- Waterfront View Corridors
- View Terminus Sites and View Lines
- Protection from Wind and Shadow
- Site and Landscape Design



Building Design

- Maximum Floor Area Ratio (FAR)
- Maximum Height
- Building envelope
- Front and flanking yards
- Side and rear setbacks
- Maximum building dimension
- Streetwall heights and stepbacks
- High-rise tower dimension and tower separation distance
- Design requirements



Pedestrian Oriented Commercial Streets

- Parts of seven streets identified
- Require active ground uses
- Fine-grained storefronts & ground floor design requirements
- Non-conforming uses can continue to exist and expand through development agreement



Maximum Building Height



- Map 3 of the Plan and Schedule 7 of LUB provide maximum building heights in metres
- Corridors, and Higher Order Residential have height limits and do not have FAR
- Some exemptions to maximum height apply

Transition to Low-Rise Neighbourhoods

- 6 metre minimum setback from transition line
- 2.5 metre side and rear stepback for mid-rise buildings above streetwall
- Landscaped buffers
- Balconies cannot protrude into yards, setbacks or stepbacks facing a transition line



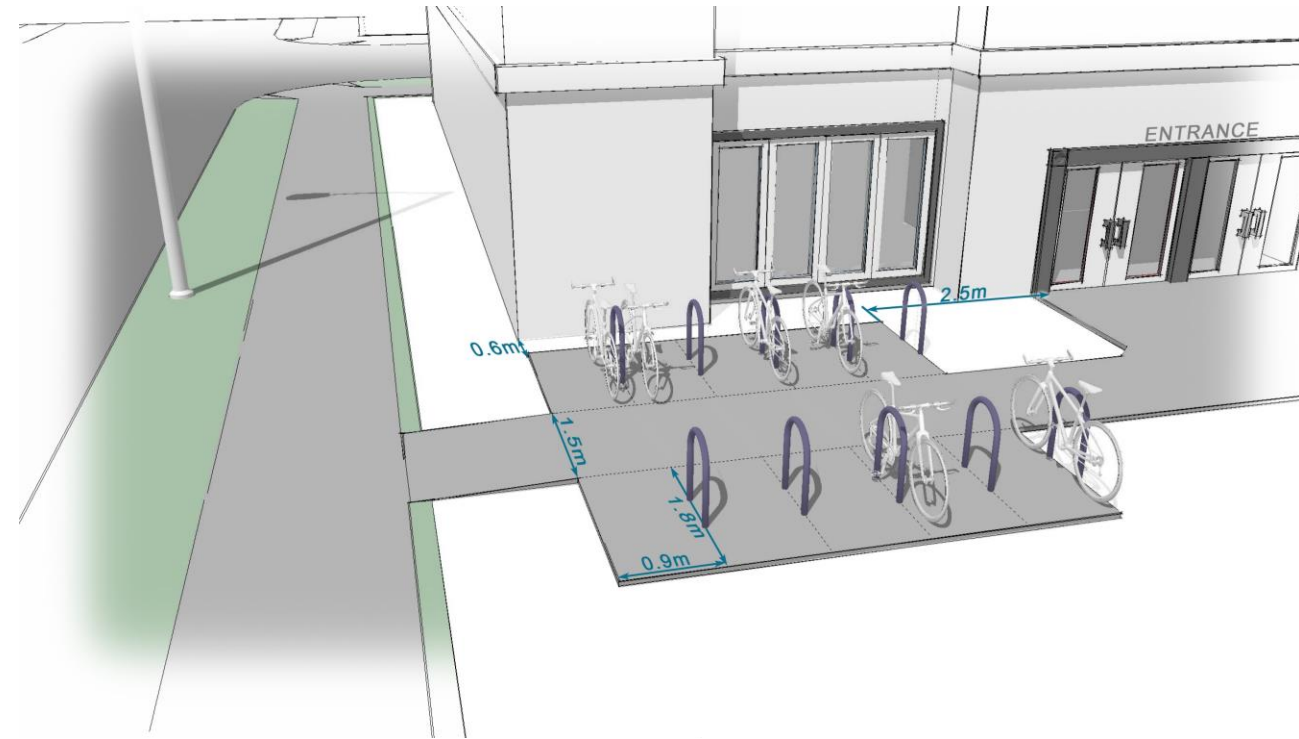
HR-1 and 2 abutting low-rise residential



COR abutting low-rise residential

Parking Requirements

- Reduced or no parking requirement for multi-unit dwellings, and most other housing forms
- Downtown, Centre and CDD zones have no parking requirements for any use
- HR zones include parking requirements
- Enhanced bicycle parking requirements

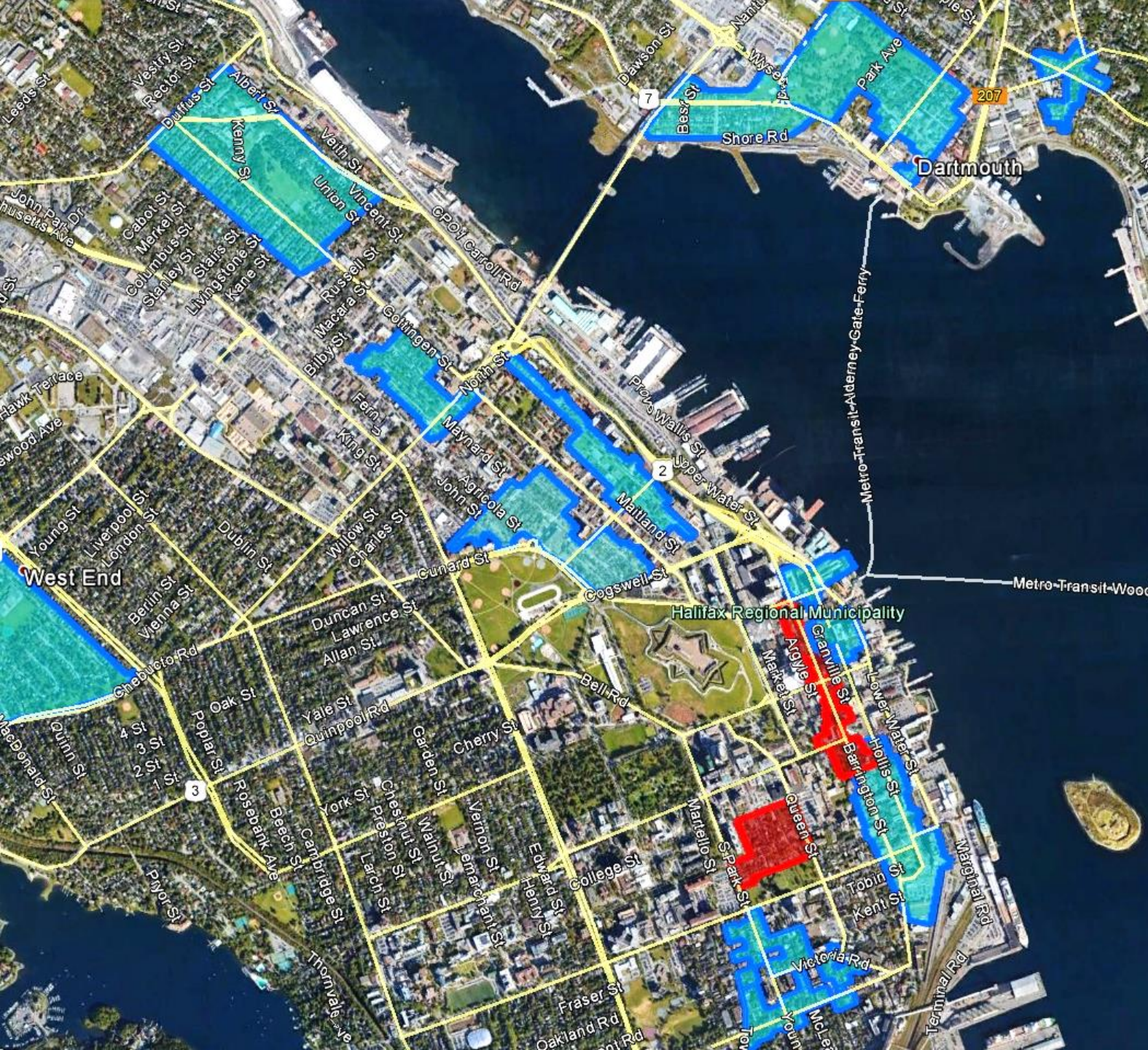


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Culture and Heritage

- Policies related to the identification, registration and stewardship of heritage and cultural resources
- Reduced heights and FAR for:
 - registered heritage properties; and
 - 9 proposed Heritage Conservation Districts (HCDs)
- Development Agreement options on registered heritage properties
- Incentive or bonus zoning for heritage conservation, and affordable cultural and community indoor spaces
- Heritage design requirements for registered heritage and abutting properties





Proposed Heritage Conservation Districts Regional Centre



Housing

- New and infill developments concentrated in areas served by transit
- Mix of unit types required in high-density developments but no maximum unit counts
- Shared housing, work/live units, home offices, secondary suites and backyard suites for low-density dwellings
- Majority (60%) of density bonus targeted to affordable housing money-in-lieu
- Partnerships and other municipal tools to address affordable housing targets and the Affordable Housing Work Plan

Housing Growth and Capacity

- Target: 40% of regional growth (18,000 units and 33,000 residents until 2031 based on 1.5% population growth rate)
- Preliminary analysis of capacity was conducted for Centres and Future Growth Nodes ONLY
- These areas can accommodate **approximately 3 times** the housing and population growth to 2031
- Analysis in the D, COR, HR and Package B areas was not conducted but these areas will contribute additional capacity
- Good planning practice is to include several times the potential development capacity to reflect current rights and provide for flexibility
- The Centre Plan is a long-term plan and will be updated beyond 2031
- Current capacity provides a long-term outlook and is aligned with infrastructure studies



Economic Development

- Development certainty and streamlined processes
- Wide range of permitted uses and built forms
- Opportunities for smaller-scale property owners
- Focused areas for commercial activity and knowledge economy
- Urban design and heritage protection supports tourism industry
- Support for enclaves of innovation, incentives and partnerships



Mobility

- Reduced car parking requirements
- Modernized bicycle parking requirements
- Expanded accessibility provisions in regulations
- Growth focused near current and proposed high frequency transit
- Policies and design requirements to encourage traditional street-grid and pedestrian connections
- Dundas Street Extension Transportation Reserve (TR) Zone



HALF
of Regional Centre
residents **WALK**,
BICYCLE or use
TRANSIT to get to work.

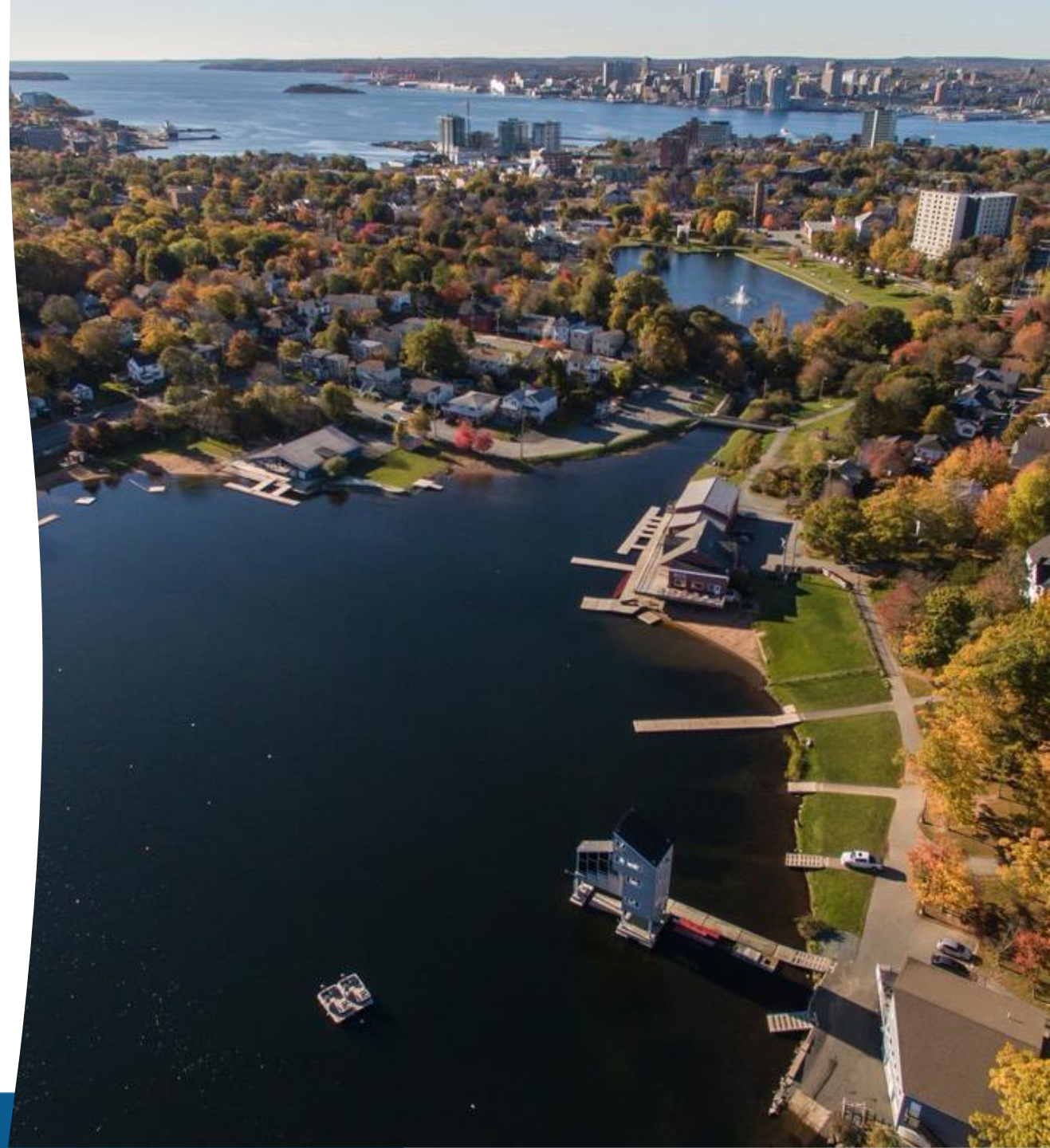
2011 CENSUS

A blue oval graphic containing three white icons: a person walking with a bag, a person on a bicycle, and a bus. The text is in white and bold, with the word 'HALF' being the largest. At the bottom, it says '2011 CENSUS'.

Environmental Regulations

The following environmental regulations from the Regional Plan have been incorporated into the Land Use By-law:

1. Coastal area elevation requirement
2. Watercourse buffer
3. Wetland protection



Sustainability

- Focus of growth in areas best served by transit
- Focus on food security and urban agriculture uses
- Requirements for 'Green Roofs'
- Landscaping to reduce stormwater runoff
- Reduced Parking Requirements
- Open Space policies aligned with Green Network Plan



PLANNING TOOLS



Development Permit

1. 9 exempt categories
2. Expires 24 months from the date issued
3. Clear application requirements
4. Approved if LUB requirements are met



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Site Plan Approval

1. Applies to all Package A lands
2. Three levels of Site Plan Approval based on scale of developments
3. Some exempt categories (e.g. low density dwellings)
4. Considers design requirements and variations
5. Approval by the Development Officer
6. Council may consider appointing a Design Advisory Committee (DAC) to review Level II and Level III applications
7. Appeals heard by Council
8. Streamlined development review process

Site Plan Approval Requirements

- Contained in the Land Use By-law
- 44 site and building design requirements



Level I Site Plan Approval

a new building of 2,000 sm or less or addition of 1,000 sm or less

✓ **Development Officer decision;**

X DAC review;

X Sign on the property;

X Website;

X Public meeting; and

✓ **Appeal process**

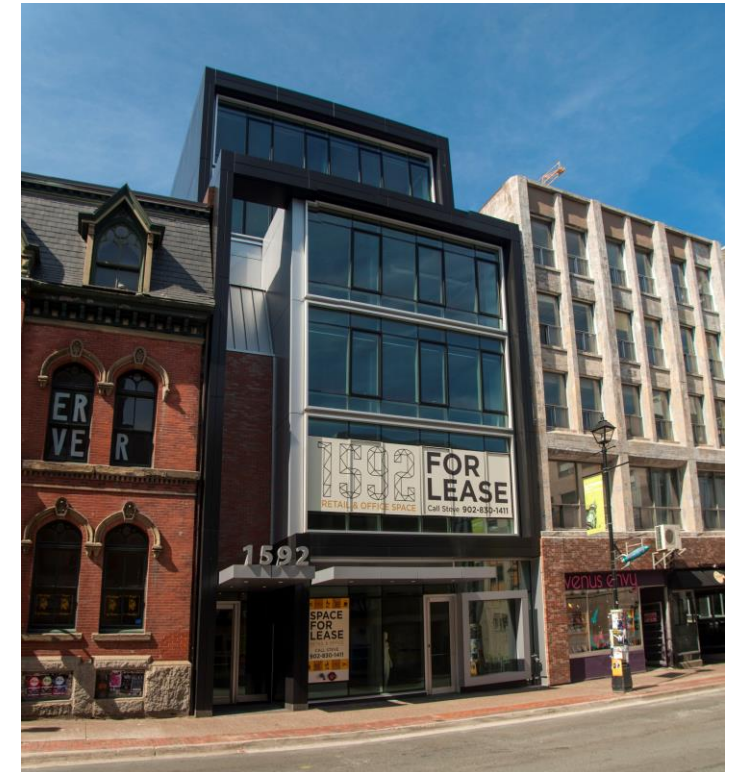


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Level II Site Plan Approval

a new building of more than 2,000 sm but less than 5,000 sm or addition of more than 1,000 sm but less than 3,000 sm

- ✓ Development Officer decision;
- ✓ DAC review;
- ✓ Sign on the property;
- ✓ Website;
- X Public meeting; and
- ✓ Appeal process



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Level III Site Plan Approval

larger new buildings or additions

- ✓ Development Officer decision;
- ✓ DAC review;
- ✓ Sign on the property;
- ✓ Website;
- ✓ Public meeting; and
- ✓ Appeal process



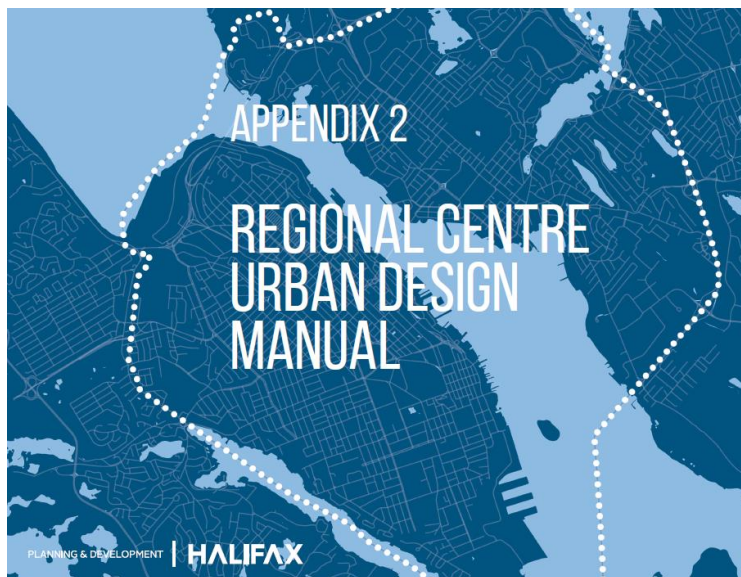
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Site Plan Approval Variations to LUB Requirements

1. Roof edge setbacks of height-exempted rooftop features
2. Location of a structure on a lot respecting maximum front and flanking yards
3. Minimum streetwall height for one streetline on sloping conditions
4. Maximum streetwall height on sloping conditions (up to 5%)
5. Side and rear setbacks for portions of a high-rise building above the streetwall
6. Side and rear setbacks for portions of a tall mid-rise building above the streetwall
7. Maximum width of a building below the height of the streetwall
8. Side yard setback for pedestrian access

Development Agreement Options

1. Development in a Comprehensive Development District (CDD) Zone within the Future Growth Node Designation
2. Large lots 1 ha or greater at the time of adoption
3. Development of a registered heritage property
4. Expansion of non-conforming uses
5. Change to less intensive non-conforming uses
6. Development in the King's Wharf (KW) Special Area
7. Robie Street Special Area



Urban Design Manual

Appendix 2 of the SMPS

- Implement Urban Design Goals
- Provide criteria to consider in development agreements for large lot developments, CDDs, and heritage development agreements, and
- Encourage design excellence in the Regional Centre through programs such as the Urban Design Awards program




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Incentive or Bonus Zoning

Money-in-lieu for:

- affordable housing
- heritage conservation
- public art
- improvements to municipal parks
- affordable community or cultural indoor spaces

On-site option: public art and heritage preservation



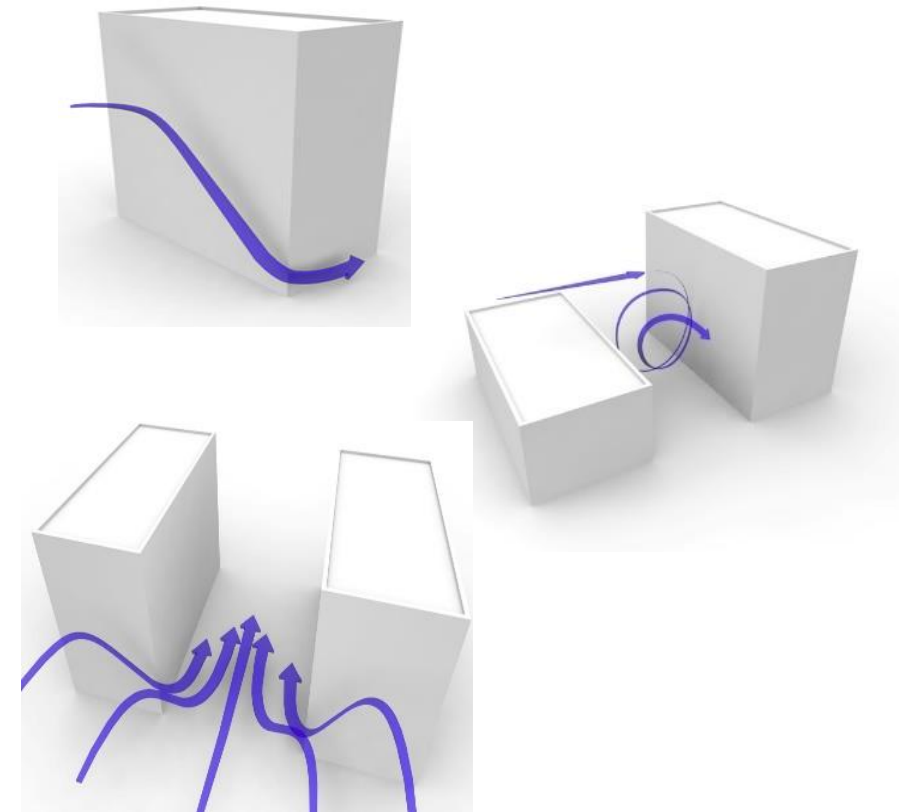


Incentive or Bonus Zoning

- Up to 75% of Package A properties will have development rights increased
- Standard 2,000 sq m pre-bonus floor area
- 20% of the remaining total floor area after 2,000 sq m is used to calculate value of bonus and public benefits
- Approximately 12% land value uplift capture rate
- Seven bonus rate areas
- Land value appraisal for each Future Growth Node
- Recent studies indicate minimal impact on development potential (*Turner Drake & Partners, 2018 & 2019*)

Pedestrian Wind Impact Performance Standards

- Consistent guidance for the preparation and review of pedestrian wind impact assessments
- Detailed assessment methodologies based on local wind climate data and height of building
- Wind comfort and safety performance standards, and
- Requirement for wind mitigation measures.



Shadow Impact Performance Standards

- Required for any new building or addition to a building located:
 - within 100 metres of identified park area, or higher than 26 metres beyond 100 metres
- Development cannot result in any point within the identified park boundary to have on September 21 between 8:00 am and 6:00 pm:
 - less than 6 hours of sunlight, and
 - more than 4 continuous hours of shade



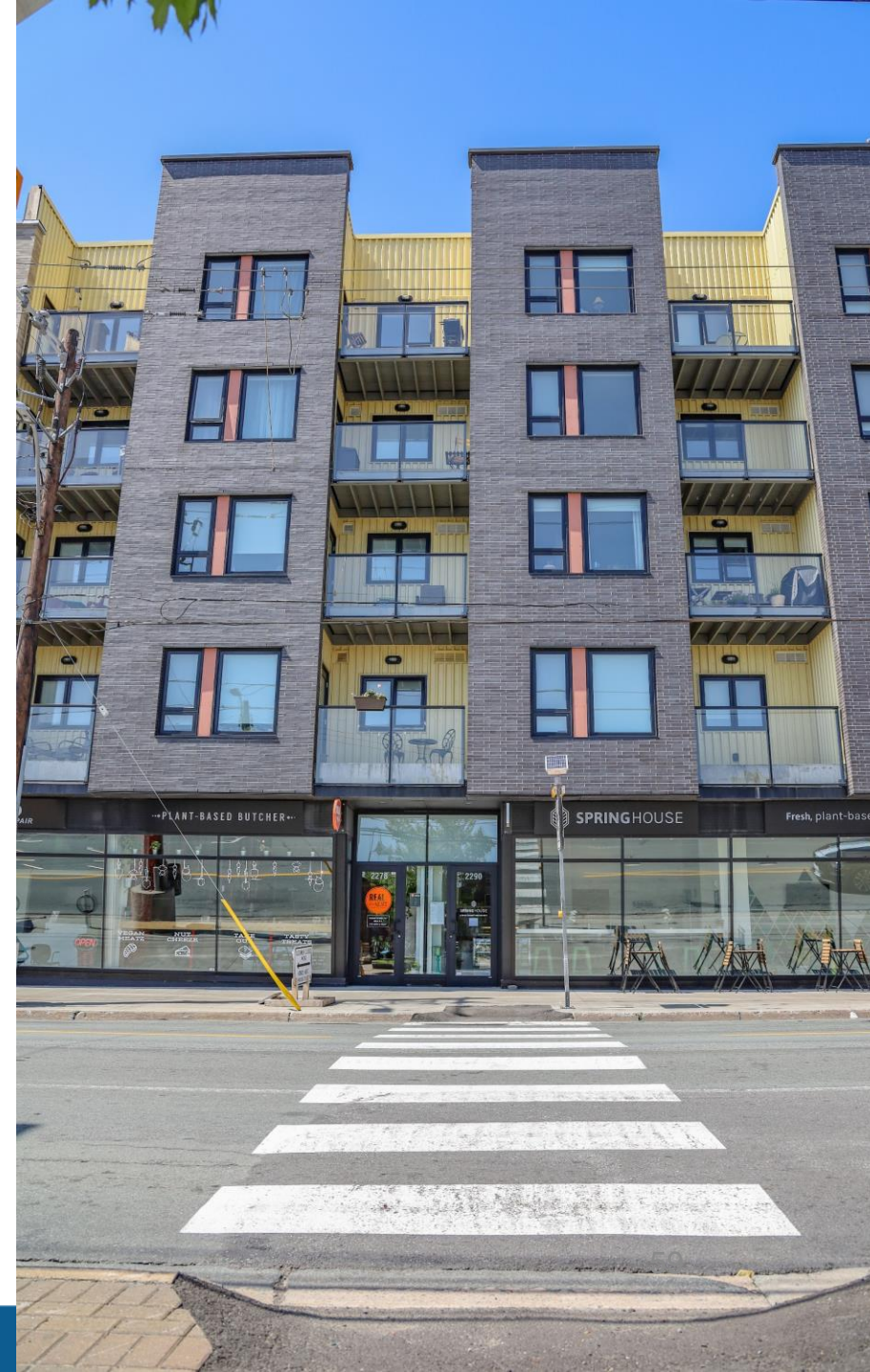
TRANSITION TO CENTRE PLAN



Transition to the Plan Policies

Policies 3.9, 10.25-10.28

- Provision for complete development agreement (DA) applications on file on the date of first notice of intention to adopt the Plan to be considered under policies in effect on the date of that notice, within certain timeframes.
- One-time provisions for applications to extend start and completion timelines
- Provision for non-substantive amendments to existing DAs can be considered under policies in effect when the DA was approved.



Construction Permits

HRM Charter Provisions

- Construction permits issued prior to publication of first notice do carry over development rights
 - construction must commence within 1 year of first notice, and
 - be completed in a reasonable time

Non-conforming Uses and Structures

- Charter protections exist
- Additional flexibility for non-conforming structures if non-conformity is not worsened
- Development agreement option for:
 - expansions of structures with non-conforming uses
 - change to a less intensive non-conforming use



IMPLEMENTATION



Investments in Growth

Supporting policies to consider ongoing investments in:

- Parks
- Streets and streetscaping
- Heritage incentives in new Heritage Conservation Districts
- Local urban design plans
- Pilot projects
- Urban design awards
- Affordable housing initiatives
- Infrastructure needs



Governance

- Design Advisory Committee
- Regional Centre Community Council
- Incentive or Bonus Zoning Reserve and Administrative Program



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ADOPTION



Amendments Package

- Removes all areas, including site specific policies, covered by Centre Plan Package A
- Remaining areas will continue under current plans and by-laws until the adoption of Package B

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**Amendments Package to
Implement the Regional Centre
Secondary Municipal Planning
Strategy and Land Use By-law,
and additional site-specific
amendments**

(Attachment C – M-2)

Changes to planning documents implemented following First Reading on July 30, 2019

- Policy 10.29 (f) - Robie Street Special Area as directed by Council
- Clarification to Maps and Schedules regarding 5 Glenwood Ave (part of consolidated PID 00112110) back in Package A to implement previous Council direction

Change to June 25, 2019 Committee of the Whole motion #20

- Add the Design Review Committee as a review body for Package B, which will include Downtown Halifax

Summary

- New Plan and Land Use By-law that addresses the current context
- Model for Plan and By-law Simplification
- Based on strong core concepts, community and stakeholder consultation, and extensive review
- Balances new economic growth, housing, culture and heritage, mobility, and environmental protection
- Strong policies and regulations for urban design, heritage, complete communities, and protection for established neighbourhoods
- Supports other municipal investments



Next Steps

- Ministerial decision
- Implementation tools (e.g. Administrative Orders, Bonus Zoning Reserve)
- Package B Community Engagement, inclusive of Downtown Halifax and Cogswell
- Simplified adoption process for Package B



Recommendation

It is recommended that Halifax Regional Council:

1. Adopt the Regional Centre Secondary Municipal Planning Strategy and the Regional Centre Land Use By-law as contained in Attachments A and B of the supplementary staff report dated July 25, 2019 with the following amendments:
 - a. policy 10.29 (f) included in Attachment 1 of this report, and
 - b. Maps 1, 3 and 10 and Schedules 1,2,3,4,7,9,10, 24, 25 and 26 are replaced with Attachments 2-14 of this report;
2. Adopt the proposed amendments to the Regional Municipal Planning Strategy, the Regional Subdivision By-law, the Dartmouth Municipal Planning Strategy, the Dartmouth Land Use By-law, the Downtown Dartmouth Secondary Municipal Planning Strategy, the Downtown Dartmouth Land Use By-law, the Halifax Municipal Planning Strategy, the Halifax Peninsula Land Use By-law, and the Downtown Halifax Land Use By-law as contained in Attachments C to M-2 of the July 25, 2019 staff report.
3. Suspend section 142 of Administrative Order One and ratify items 16 through 20 of the June 18th, 2019 motion of Committee of the Whole, as follows:

Recommendation

Pending the outcome of the public hearing it is further recommended that Regional Council:

16. Direct the Chief Administrative Officer to develop and return to Council with proposed amendments to Administrative Order Number 48 to remove the lands within Package A from the jurisdictional authority of the Halifax Peninsula Planning Advisory Committee, the Harbour East – Marine Drive Community Council, and the Halifax and West Community Council, to provide for the creation of a new Regional Centre Community Council to review, address and deal with matters relating to appeals of site plans and variances and land use by-law amendments over those lands following the adoption of the Regional Centre Plan Secondary Municipal Planning Strategy and Land Use By-law;
17. Direct the Chief Administrative Officer to develop a new Administrative Order establishing a Design Advisory Committee for the Regional Centre Package A lands, and return to the Council for consideration;
18. Rescind the Regional Council December 13, 2016 motion, Item 9.2.2, Parts 1 and 2, with respect to developing an incentive or bonus zoning program for affordable housing benefits and negotiating with Housing Nova Scotia a Memorandum of Understanding, as outlined in staff report dated September 6, 2016;

Recommendation

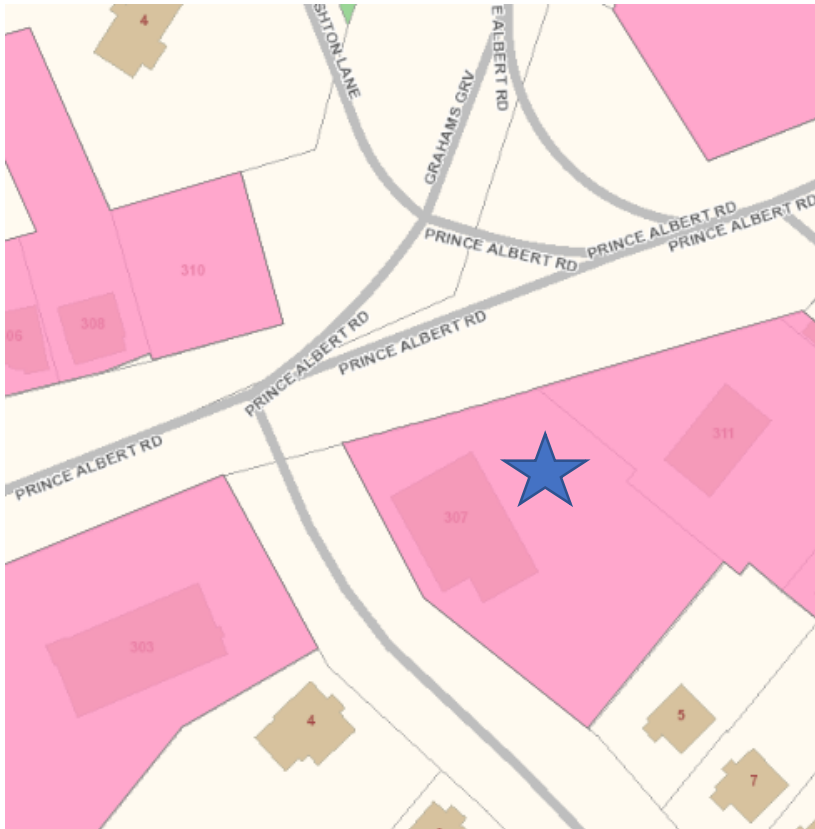
19. Direct the Chief Administrative Officer to develop a business case for a Regional Centre Incentive or Bonus Zoning Reserve, and an Administrative Order to direct future spending from the reserve within the Regional Centre and return to Council for consideration; and
20. Direct the Chief Administrative Officer to prepare amendments to the various committee Terms of Reference as appropriate, to establish the Community Design Advisory Committee, the Community Planning and Economic Development Standing Committee, the Heritage Advisory Committee, the Halifax and West Community Council, and the Harbour East – Marine Drive Community Council as the only advisory bodies to the planning process for the Regional Centre Plan Package B area, and return to the Council or the necessary body for consideration, with an amendment to add “the Design Review Committee” after “Community Design Advisory Committee;”.

Thank you
centreplan.ca

The logo features the words "CENTRE PLAN" in a bold, white, distressed sans-serif font. The text is centered within a dark blue rectangular background that contains a faint, light blue street map pattern. The overall design is clean and professional.

CENTRE PLAN

307 Prince Albert Road / 5 Glenwood Ave



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