



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

Item No. 15.1.5
Halifax Regional Council
December 13, 2022

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed

Caroline Blair-Smith, Acting Chief Administrative Officer

DATE: December 5, 2022

SUBJECT: **Case 24378: Municipal Planning Strategy amendments for 44, 44B, 46, and 48 Main Avenue, Halifax**

ORIGIN

Application by ZZap Consulting, on behalf of Noya Holdings Inc.

LEGISLATIVE AUTHORITY

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

RECOMMENDATION

It is recommended that Regional Council direct the Chief Administrative Officer to:

1. Initiate a process to consider amendments to the Halifax Municipal Planning Strategy and the Halifax Mainland Land Use By-law to allow mixed-use medium density development within the study area outlined within this report; and
2. Follow the public participation program for municipal planning strategy amendments as approved by Regional Council on February 27, 1997.

BACKGROUND

ZZap Consulting, on behalf of Noya Holdings Inc., are requesting that Regional Council (Council) amend the Halifax Municipal Planning Strategy (MPS) and Halifax Mainland Land Use By-law (LUB) to permit a six-storey apartment building with 75 residential units at 44, 44B, 46, and 48 Main Avenue.

This proposal cannot be considered under the existing Fairview Secondary Plan policies and, therefore, the applicant is seeking amendments to the Halifax MPS to enable their proposal.

Subject Site	44, 44B, 46, and 48 Main Avenue (PID 00180109, 00180091, 00180083)
Location	Main Avenue, Halifax
Regional Plan Designation	Urban Settlement
Community Plan Designation (Map 1)	Medium Density Residential Fairview Secondary Plan
Zoning (Map 2)	R-2P (General Residential) zone
Size of Site	2,471 square metres (26,600 square feet)
Street Frontage	45.72 metres (150 feet)
Current Land Use(s)	Low-density residential 1-2 units on each existing lot
Surrounding Use(s)	Low to medium density residential to the East High-density residential to the West, North and South Seniors residential complex to the North Commercial to the South

Proposal Details

The major aspects of the proposal are as follows:

- a net gain of 71 residential units;
- built form requirements similar to those provided for in Centre Plan;
- a reduction in required parking; and
- affordable units matched to tenants in need.

The three (3) properties currently contain a total of four (4) units (single unit dwellings and a duplex). To enable this development, the applicant intends to consolidate these properties and remove the existing buildings. In addition, the applicant would like the option to include a community office space for a non-profit or community organization and a daycare.

There is no zone in the Medium Density Designation that permits a proposal with this level of density.

Neighbourhood Context

The subject site is in close proximity to Dutch Village Road, Joseph Howe Drive, and the Bedford Highway, which connects this area to the Urban Core and surrounding suburban areas. Titus Smith Park and Centennial Arena are within a five-minute walk from the subject site and key services such as a grocery store are within a 15-minute walk. The area around Dutch Village Road provides a wide range of restaurants and local retail shops. There are several newer medium-density buildings in the Fairview area that were permitted under the Halifax MPS by development agreement in 2014-2015 such as 3569 and 3400 Dutch Village Road. Each application required an MPS amendment and policies 2.6.1 and 2.7.1 were added to enable Council to consider these requests. These policies do not currently exist in the Halifax MPS as the Plan Dutch Village Road section was amended in 2016 to enable mixed use medium-density developments through as-of-right zoning.

Regional Plan Context

The Regional Plan designates all three (3) properties as Urban Settlement. This designation includes areas with existing or proposed municipal water and wastewater servicing. Objective 3.1 (2), (3), and (4) from *Chapter 3 Settlement and Housing* outlines goals such as concentrating most new housing in serviced

areas (75%), creating complete communities with access to goods and services, and providing a range of housing types to meet different social and economic needs.

Policy G-9A requires mitigation of climate change to be incorporated in secondary planning strategy amendments. Staff have reviewed the requirements of G-9A and note no immediate concerns related to this proposal.

Priority Plan Context

Regional Plan Policy G-14A requires plan amendment applications to be assessed against the objectives, policies and actions of the priority plans, including the Integrated Mobility Plan, the Halifax Green Network Plan, HalifACT, and Halifax's Inclusive Economic Strategy 2022-2027. In this case, the following policies and actions were identified to be most relevant to this application, and were used to inform the recommendation within this report:

- designating areas for higher density residential development where there is an existing or proposed high level of transit service such as a proposed Transit Priority Corridor to support the development of walkable, affordable transit-oriented communities (Action 17 Integrated Mobility Plan);
- plan for higher-density mixed use development around Rapid Transit services and work to ensure that affordable housing and amenities are available near Rapid Transit (Policy Directions 1 & 2 of the Rapid Transit Strategy 2020);
- integrating climate change considerations into land use planning policies and process by reducing sprawl and efficiently using transportation systems (Action 23 HalifACT); and
- increasing housing stock to accommodate the growing population in Halifax (Strategic Objective 1.6 Halifax's Inclusive Economic Strategy 2022-2027).

MPS and LUB Context

Policy 1.3.2 in the Medium Density Residential designation for Fairview only allows up to 14 units in existing multi-unit buildings that have five (5) or more units (R-2AM General Residential Conversion Zone). Existing buildings with four (4) or less units are zoned for low-density uses. The subject site is zoned R-2P, which permits single and two-unit dwellings and secondary/backyard suites.

The area around the subject site is a mix of R-2P (General Residential), R-2AM (General Residential Conversion), R-3 (General Residential and Low-Rise Apartment), and C-2C (Dutch Village Road Mixed Use) properties, which include single family residential uses, multi-unit buildings, a senior complex, commercial uses, and community parks.

DISCUSSION

The MPS is a strategic policy document that sets out the goals, objectives and direction for long term growth and development in the Municipality. While the MPS provides broad direction, Regional Council may consider MPS amendment requests to enable proposed development that is inconsistent with its policies. Amendments to an MPS are a significant undertaking and Council is under no obligation to consider such requests. Amendments should only be considered within the broader planning context and when there is reason to believe that there has been a change to the circumstances since the MPS was adopted, or last reviewed.

Applicant Rationale

The applicant has provided the following rationale in support of the proposed amendment(s):

- the proposal would align with the new growth targets set in the Regional Plan and the Integrated Mobility Plan (90% of development in the Regional Centre and surrounding suburban areas);
- Main Avenue is a Potential Transit Priority Corridor in the Integrated Mobility Plan where higher densities and reduced parking requirements are encouraged; and
- the subject site is within 800 m of a Bus Rapid Transit Walkshed where medium-density residential development (six-storeys) is encouraged in the Rapid Transit Strategy;

Attachment A and B contains the applicant's application letter and conceptual building drawings.

Review

Staff have reviewed the submitted rationale in the context of site circumstances and surrounding land uses. Staff advise that there is merit to the request as the surrounding neighbourhood has many of the characteristics of a complete community and there is policy support for allowing higher densities within these communities. There are several key services within walking distance and Main Avenue is identified as a Potential Transit Priority Corridor, which would benefit from allowing higher densities to support increased transit service.

Policy Direction

The Regional Plan directs the majority of new housing to serviced communities. Policy T-9 in the Regional Plan requires mixed use residential and commercial areas to maximize access to public transit by enabling higher densities around key transit links. Several amendments and new policy direction have been approved near the area including Plan Dutch Village Road in 2016 and the Centre Plan in 2021.

The Themes and Directions report from 2021 for the Regional Plan Review identifies the building blocks of a complete community and directs the majority of future growth to complete communities:

Building Blocks	Community Assessment
Providing a range of housing types	<ul style="list-style-type: none"> The area has a mix of single, two-unit, townhouses and apartment buildings This proposal would add a larger density residential building increasing the range of housing types provided in the area
Including places to learn, work, and shop	<ul style="list-style-type: none"> The closest elementary and middle schools are a 20- 30-minute walk (based on google map estimates) Mount Saint Vincent University is a 30-minute walk or 10-minute bus ride Commercial businesses on Dutch Village Road, Titus St, and Joseph Howe Drive The Halifax Shopping Centre is within a 30 minute walk
Having access to play, nature and recreation	<ul style="list-style-type: none"> Titus Smith Park and Centennial Arena are within a five-minute walk
Preserving places to celebrate culture	<ul style="list-style-type: none"> There are no areas of cultural or heritage significance (as identified in the Halifax Green Network Plan)
Protecting important environmental areas	<ul style="list-style-type: none"> There are no important environmental areas (as identified in the Halifax Green Network Plan)
Accessing healthy affordable food	<ul style="list-style-type: none"> Grocery stores within a 10 to 15-minute walk
Connecting places with access to transit	<ul style="list-style-type: none"> Six (6) transit routes along Main Avenue Main Avenue is a Potential Transit Priority Corridor
Providing basic services such as water and sewer	<ul style="list-style-type: none"> This area is within the Urban Service Boundary

The surrounding Fairview area has many of the building blocks of a complete community making the subject site a suitable location to consider higher density development.

Housing

Housing has become a top priority as the population in Halifax Regional Municipality (HRM) has grown by 9% from 2016 to 2021¹. In a 2021 rental market survey, Canada Mortgage and Housing Corporation indicated that HRM has a vacancy rate of 1% and this area of Halifax, defined as Mainland North, has a vacancy rate of 0.7%². More housing is needed, particularly in areas where supporting services such as food retailers, and transit already exist such as Fairview.

On September 14, 2021, Regional Council initiated a process to establish an Interim Incentive or Bonus Zoning program in suburban and rural areas outside of the Regional Centre. This requirement once approved by Council is proposed to apply to municipal planning strategy amendments. To ensure a consistent approach, provisions for incentive or bonus zoning will be considered as part of this application in coordination with the interim bonus zoning work.

Medium Density

The term medium density is based on the local context and the era in which the term is described. Here is a comparison of the definitions used in Halifax:

- Halifax MPS Fairview (1985) a maximum of 14 units and 35 feet (10.66 metres) (R-2AM zone)
- Halifax MPS Plan Dutch Village Road (2016) 11 to 19.5 metres in most areas, up to 25.5 metres
- The Integrated Mobility Plan (2017) up to six (6) storeys
- Regional Centre (2021) Mid-Rise buildings 11 to 20 metres

Taller medium density buildings can work well with low density uses when building transition requirements apply. The C-2C zone in Plan Dutch Village Road and many of the zones in Regional Centre require setbacks for the taller portions of the building above the streetwall and increased landscaping requirements along the property line to ensure the higher density residential use remains compatible.

Parking

The Integrated Mobility Plan (Action 15 and 21) and the Regional Parking Strategy Functional Plan recommend lower parking requirements, especially near transit priority corridors. The Regional Parking Strategy Functional Plan suggest parking minimums ranging from 0.5 to 1.2 per unit in the Outer Urban areas depending on the type of unit proposed. Currently one (1) space is required per unit in this plan area. The C-2C Zone requires 0.5 to 0.8 parking spaces in multi-unit buildings depending on the type of unit proposed, which aligns with policy objectives.

Site Specific Building Design Requirements

The applicant requested Council consider a plan amendment, which would allow for a development agreement to enable the use and built form proposed. A development agreement is a legal contract between the property owner and the Municipality to allow for a use that is not permitted in the zone. However, there are several policy tools available to achieve the applicant's objectives. This proposal is for a small-scale development and does not have specific heritage value, environmental concerns, or unique features that would warrant a development agreement.

Expanded Study Area

Based on this initial review, the Plan Dutch Village Road requirements would likely best reflect the way medium density is regulated in modern planning, and the most efficient amendment option would be to expand the abutting Commercial Designation of the Plan Dutch Village Road Area and apply the C-2C (Dutch Village Road Mixed Use) Zone to the subject site. This zone would enable the uses and built form requested while reducing parking requirements. Council is considering a similar request for 60 and 62 Main Avenue Case 22816 and 23245 to apply the same designation and zone. However, if Council initiated the process for just the subject sites in this application it would result in five (5) properties between these two projects having a different designation. This would not align with the policy objective of the Plan Dutch

¹ Statistics Canada. 2022. [2021 Census](#).

² CMHC. 2022. [2021 Rental Market Survey \(CMHC\)](#)

Village Road area to establish a more defined commercial node (Objective 8 Plan Dutch Village Road Halifax MPS).

To avoid the break in the designation on Main Avenue, staff recommend expanding the study area for considering a Commercial Designation and applying the C-2C zone to the remaining five properties (50-58 Main Avenue) as shown on Map 1 and Map 2 as “Expanded Study Area” in addition to the subject site to ensure the commercial designation remains a defined area. These properties contain multi-unit dwellings and one semi-detached dwelling. The C-2C Zone would permit the existing uses and enable more housing opportunities.

Plan and By-law Simplification Program:

HRM currently has 22 MPSs and LUBs that apply to different areas of the Municipality. Most of these documents were adopted prior to the 1996 amalgamation, with some dating back to the 1970s and 1980s including the Halifax MPS, which was approved in 1978. The Plan and By-law Simplification Program aims to reduce the number of planning documents, clarify inconsistent land use controls and respond to current planning challenges, by consolidating, simplifying, and modernizing all secondary planning documents in the Municipality.

With the Centre Plan completed, the next phases will focus on updating and simplifying both the rural and the suburban planning frameworks. The completion of the Suburban Plan was identified as a top Regional Planning priority in the 2022-2023 Business and Budget Plan. Council has also provided direction to consider the process and resources needed to allow higher densities within walksheds of all proposed bus rapid transit routes. However, it will likely take several years to complete both of these initiations. Considering an MPS amendment as a separate project could allow for a faster increase in the number of residential units permitted in this area, which would help address the need for housing in complete communities.

Review Items

A full review would consider the following:

- the scope and appropriateness of amendments in coordination with the Secondary Plan and By-law Simplification program;
- the policy direction in the Regional Plan Review, Centre Plan, and Council priority plans;
- the expanded study area that includes additional properties on Main Avenue;
- demographic and housing market trends;
- feedback received through community engagement;
- bonus zoning provisions in coordination with the interim bonus zoning project; and
- input from other HRM business units and teams.

Conclusion

Staff have reviewed the proposed MPS amendment and advise that there is merit to the request. The Regional Plan Review identifies creating complete communities as a major theme for the review and encouraging higher density development within walking distance of transit priority corridors. The subject site has many of the factors of a complete community and Main Avenue is a potential transit corridor. Therefore, staff recommend that Council initiate the MPS amendment process to consider mixed-use medium density development within the study area outlined within this report.

COMMUNITY ENGAGEMENT

Should Regional Council choose to initiate the MPS amendment process, the *HRM Charter* requires that Regional Council approve a public participation program. In February of 1997, Regional Council approved a public participation resolution, which outlines the process for proposed MPS amendments that are considered to be local in nature. This requires a public meeting to be held, at a minimum, and any other measures deemed necessary to obtain public opinion.

On August 9, 2022 Regional Council approved recommendations to direct the Chief Administrative Officer to develop a new Administrative Order on Public Participation and draft a Public Participation Program. Until the Administrative Order is approved, the 1997 public participation resolution is still effective. However, the Planning and Development Engagement Guidebook attached to the August 9th staff report encourages staff to review potential engagement needs for the community.

Staff used Statistics Canada data and online resources from community groups in the Fairview area to determine if there are any specific accommodations that would make the engagement more inclusive. The majority of immigrants in this community would be considered recent immigrants as they arrived between 2016 to 2021 (50%). For residents who do not speak an official language at home, the largest portion (23%) speak Arabic³. The Fairview Resource Centre which provides a wide variety of community activities offers their calendar of events in English and Arabic.

The Immigration Strategy 2022-2026 encourages:

- incorporating diverse voices into the development of new planning policies (Action 4)
- identifying new opportunities to work with community partners to create an accessible, welcoming, and inclusive Municipality (Action 23); and
- scheduling consultation meetings in spaces immigrants are comfortable to accommodate their diverse needs (Action 7).

Should Council initiate the MPS amendment process, the proposed level of community engagement is consultation, achieved by:

- placing a sign on the subject properties;
- sharing information via mail to surrounding properties and the HRM website and Shape Your City site;
- exploring opportunities to reach the recent immigrant community (in collaboration with the Office of Diversity and Inclusion Office and Corporate Communications based on resources available); and
- a public information meeting, subject to all public health protocols in force and contingent upon public gatherings of the necessary size being permitted.

Regional Council must hold a public hearing before considering approval of any amendments.

Amendments to the Halifax Plan Area will potentially impact the following stakeholders: residents and nearby property owners.

FINANCIAL IMPLICATIONS

There are no financial implications. The HRM costs associated with processing this planning application can be accommodated within the approved 2022-2023 operating budget for Planning and Development.

RISK CONSIDERATION

There are no significant risks associated with the recommendations contained within this report. This application involves proposed MPS amendments. Such amendments are at the discretion of Regional Council and are not subject to appeal to the N.S. Utility and Review Board. Information concerning risks and other implications of adopting the proposed amendments are contained within the Discussion section of this report.

³ Statistics Canada. 2021. [2021 Census Tract 2050025.01, 2050025.02, 2050024.00 and HRM Census Subdivision](#).

ENVIRONMENTAL IMPLICATIONS

No environmental implications are identified at this time.

ALTERNATIVES

1. Regional Council may choose the consideration of potential policy that would differ from those outlined in this report. This may require a supplementary report from staff.
2. Regional Council may choose not to initiate the MPS amendment process. A decision of Council not to initiate a process to consider amending the Halifax Municipal Planning Strategy is not appealable to the NS Utility and Review Board as per Section 262 of the HRM Charter.

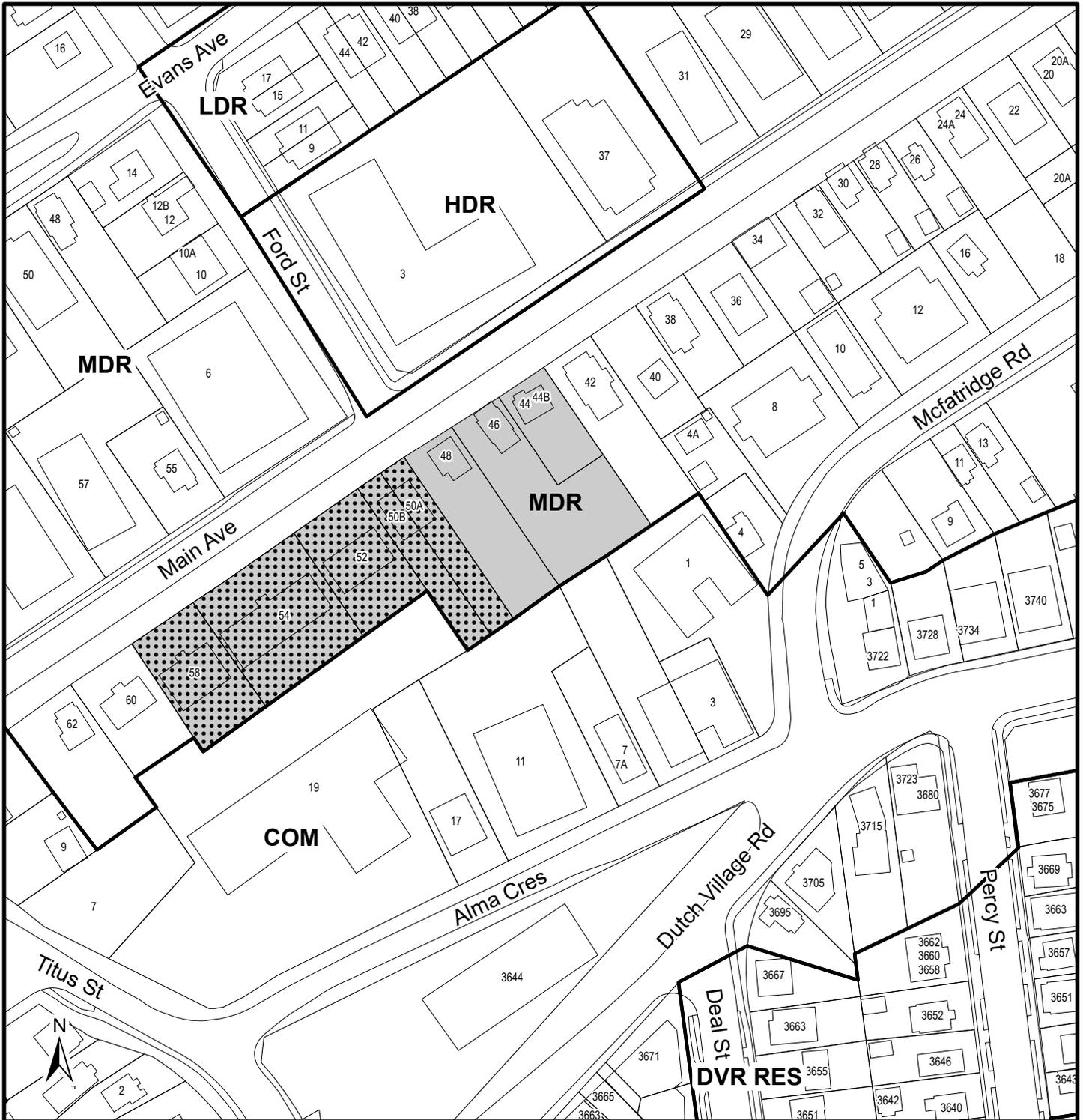
ATTACHMENTS

Map 1: Generalized Future Land Use
Map 2: Zoning

Attachment A: Application Letter
Attachment B: Concept Drawings

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

Report Prepared by: Saira Smith, Planner II, 782.640.9641



Map 1 - Generalized Future Land Use
 44-58 Main Avenue,
 Halifax

HALIFAX

-  Expanded Study Area
-  Subject Site

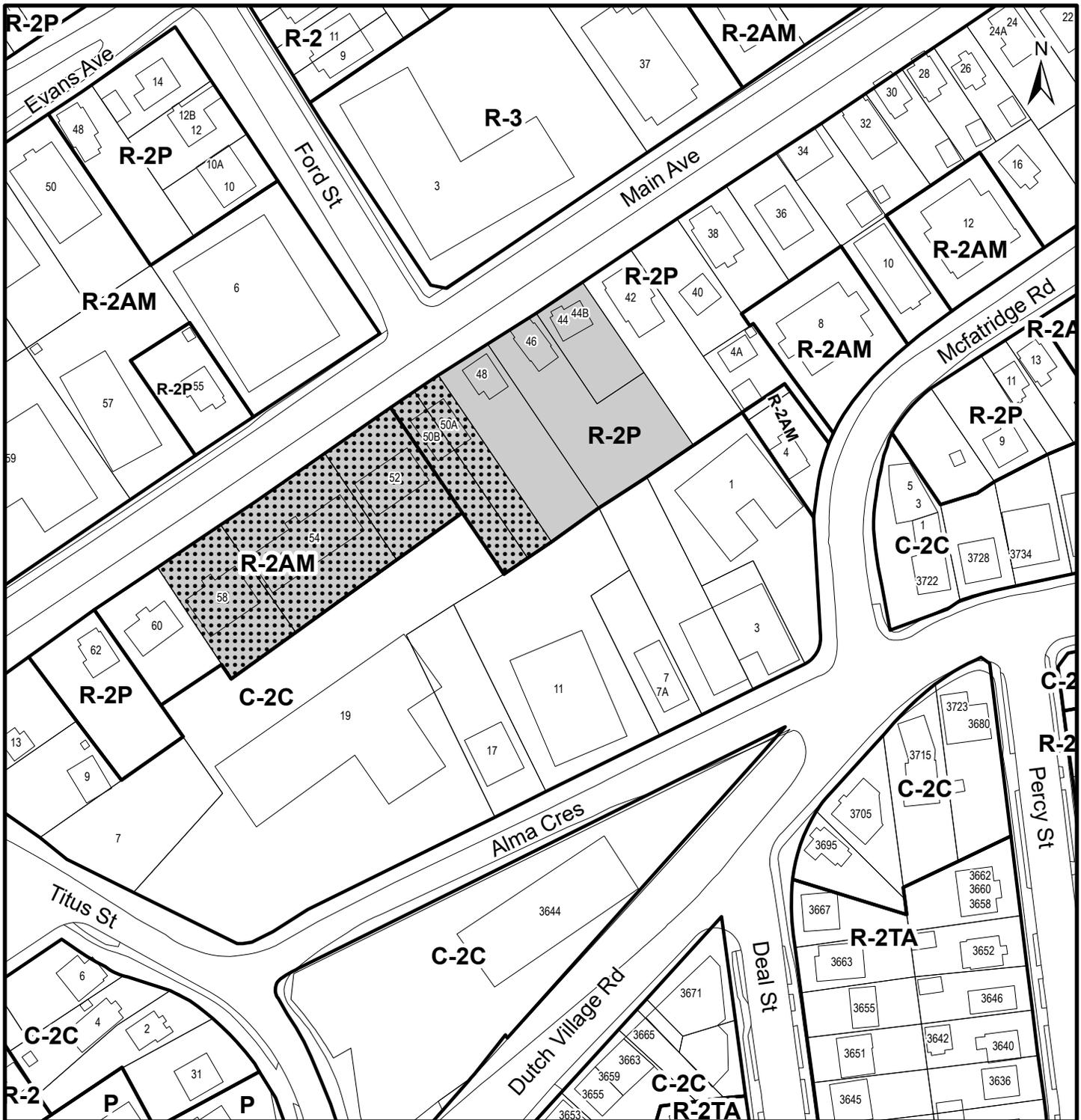
- Designation**
- LDR Low Density Residential
 - HDR High Density Residential
 - MDR Medium Density Residential
 - COM Commercial
 - DVR RES Dutch Village Road Residential



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

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

Halifax Mainland
 Land Use By-Law Area



Map 2 - Zoning

44-58 Main Avenue,
Halifax

-  Expanded Study Area
-  Subject Site

Zone

- R-2AM General Residential Conversion
- R-2P General Residential
- R-2 Two Family Dwelling
- R-3 Low-Rise Apartment
- C-2C Dutch Village Road Mixed Use
- R-2TA Dutch Village Road Townhouse

HALIFAX



This map is an unofficial reproduction of a portion of the Zoning Map for the plan area indicated.

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

June 15, 2022

Halifax Regional Municipality
Planning & Development
Via email: planningapps@halifax.ca

Re: Application for Municipal Planning Strategy Amendment, 44B-48 Main Avenue (PIDs: 00180109, 00180091, and 00180083)

On behalf of our client, Noye Holdings Inc., zzap Consulting Inc. (zzap) is pleased to submit a site-specific Municipal Planning Strategy (MPS) amendment application for a residential infill development located within the Halifax Mainland Plan Area at 44B, 46, and 48 Main Avenue (PIDs: 00180109, 00180091, and 00180083). To support this application submission, the following materials are included as appendices:

- Completed Planning Application Form
- Appendix A: Conceptual Building Drawings and Site Plan

Many of the supporting documents included with our application reflect discussions we have had with various HRM planning staff. We remain open to further revisions and improvements to the development plan as we move forward with a more detailed design in a collaborative manner with you and your colleagues.

We respectfully request that you provide us with an anticipated schedule for the plan amendment and development agreement process.

Please advise if you require any further information at this time in order to prepare the initiation report for this project.

Kind Regards,

Original Signed

Connor Wallace MCIP, LPP
Principal
ZZap Consulting

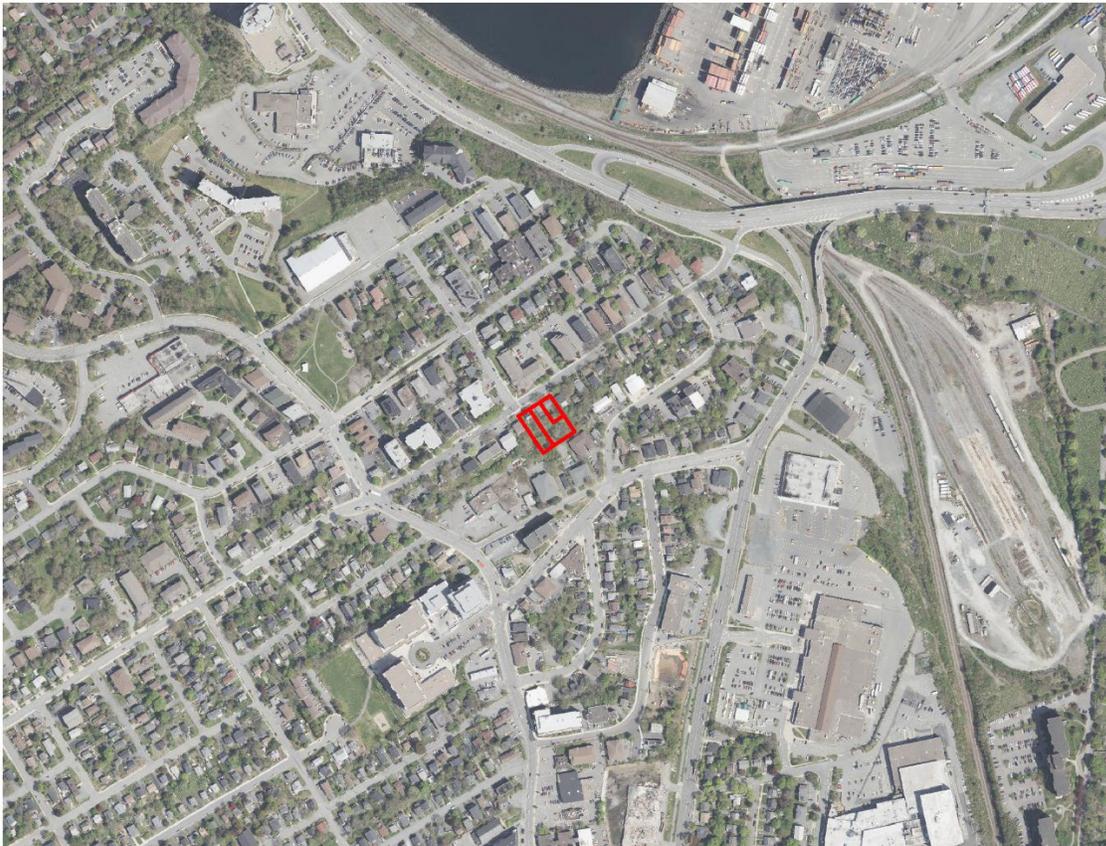
Plan Amendment Rationale

1.0 Site Description and Location

The subject site (Figure 1) is comprised of three properties with direct frontage on Main Avenue. When consolidated, the total area would be approximately 2471 m² (26, 600ft²).

The site is designated 'Medium Density Residential' and lies within the Fairview Plan Area Boundary of the Halifax Municipal Planning Strategy (MPS) and is zoned R-2P (General Residential) within the Halifax Mainland Land Use By-law (LUB). This zone allows for a maximum of four units per lot subject to lot area and frontage restrictions.

Figure 1 Subject Site

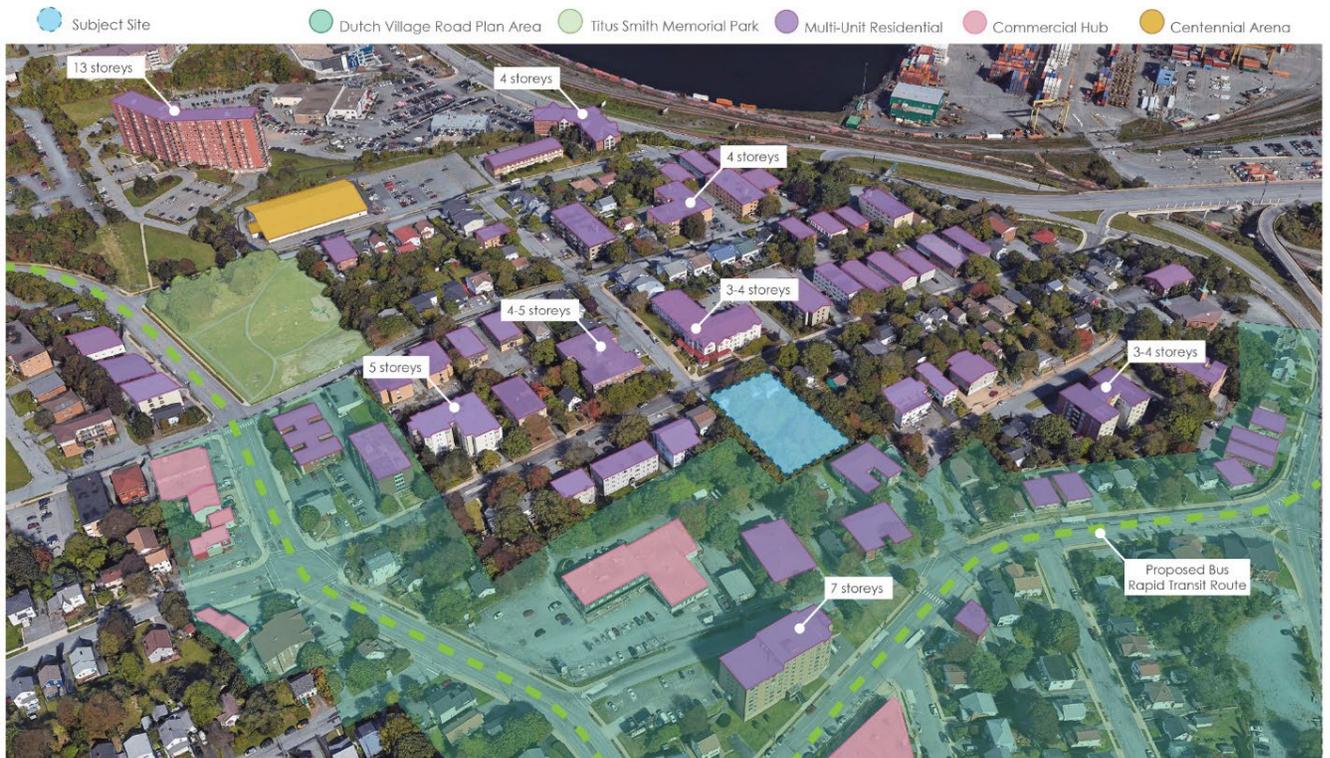


1.1 Site Context

The site is within walking distance of a suite of amenities located along Dutch Village Road as well as two elementary schools (Duc D'Anville and Burton Ettinger), Clayton Park Junior High School, and Titus Smith Memorial Park. A bus stop is located directly in front of the site and a proposed Bus Rapid Transit Route is planned for Dutch Village Road that will connect the site to a broad range of shops, services, employment areas and the downtown core.

The eclectic mix of housing currently found in this community establishes a diverse built environment as there is no single dominant housing typology. Instead, there is a broad range of housing types and densities. Interspersed within single dwelling units are older four to six storey residential buildings and multi-unit conversions. It is not uncommon to see older multi-unit residential and multi-storey buildings abut single unit dwellings without any significant transition or buffer to mitigate the impact of differing densities. The street pattern creates a relatively well-connected grid pattern making non-vehicular trips more viable (Figure 2).

Figure 2: Surrounding Area and Site Context



2.0 Summary of Development Proposal

Noye Holdings Inc. is seeking to develop a new six storey residential building (including one level of underground parking) by consolidating three existing parcels to create one 26, 600ft² (2471m²) lot. The applicant also wishes to incorporate an affordable housing component into the development with a potential partnership with a local non-profit organization. In conjunction with this partnership, the applicant is proposing a community office space be provided within the building to support both residents of the development and the broader surrounding neighbourhood. In order to achieve this, the applicant is proposing a site specific Municipal Planning Strategy amendment and Development Agreement to accommodate both the building form and the community use.

It is Noye Holding's desire to efficiently maximize the potential of the site through carefully planned urban infill. Appendix A illustrates a potential development scenario that, in our opinion, effectively meets the goals of the Halifax MPS using modernized development controls based on urban design principles. The proposal provides for a total of approximately seventy-five new residential apartment units and includes driveway access off Main Avenue. The building would be carefully designed to integrate into the area's existing development by incorporating appropriate massing and siting by:

- Working with the site's grade change to mask the lower two storeys from the building's front (street) view;
- providing a maximum streetwall height of three storeys (approximately 33 ft [10 m]);
- Stepping back the upper four storeys by 22 ft (6.7 m);
- Siting the building a minimum of 29 ft (8.8 m) from the eastern side lot line and 22 ft (6.7m) from the rear lot line; and,
- Enclosing the parking within the building, with access located on the western portion of the proposed lot.

The applicant recognizes that HRM staff are mid-way through a Regional Municipal Planning Strategy Review process and changes to future land use designations and zoning may be proposed for this area. However, given the uncertain timeline of the completion of the next phase of Municipal Plan review, Noye Holdings Inc. requests that Regional Council consider changes to the Halifax MPS to allow the property owner to develop the property using modernized development and land use controls. This includes:

1. Site-specific massing and building form regulations;
2. Reduction of parking requirements; and,
3. A mix of residential and community facility uses.

3.0 Planning Background

The Halifax MPS is more than four decades old. The newly adopted Regional Centre Land Use Bylaw updated regulations for HRM's Regional Centre to better reflect modern planning approaches and the desires of the current residents of the area. However, this site was not included in the Regional Centre area. In 2016 Council adopted the Dutch Village Road Plan to guide commercial and residential development along this quickly redeveloping corridor. However, the plan boundary lies just south of the subject site and, therefore, does not include these lands. The Fairview Area Plan was adopted in 1985 and, as stated above, the existing MPS and LUB designate the subject properties as Medium Density Residential. Any future development on this site would be guided by the LUB from a time when less acute housing and development pressures existed, and land use paradigms favoured lower density development patterns.

The applicant, in consultation with zzap planning staff, have reviewed various plan amendment scenarios (i.e. rezoning to C-2C Dutch Village Road Mixed Use Zone or R4-A Dutch Village Road Multi-Unit Zone) to allow for a higher density residential use and concluded that compliance with these zones, particularly the associated parking requirements, results in an inability to yield a viable housing product with an affordable unit component. Secondly, building size requirements are incompatible with the development envisioned for this site as the maximum building depth and height are not feasible.

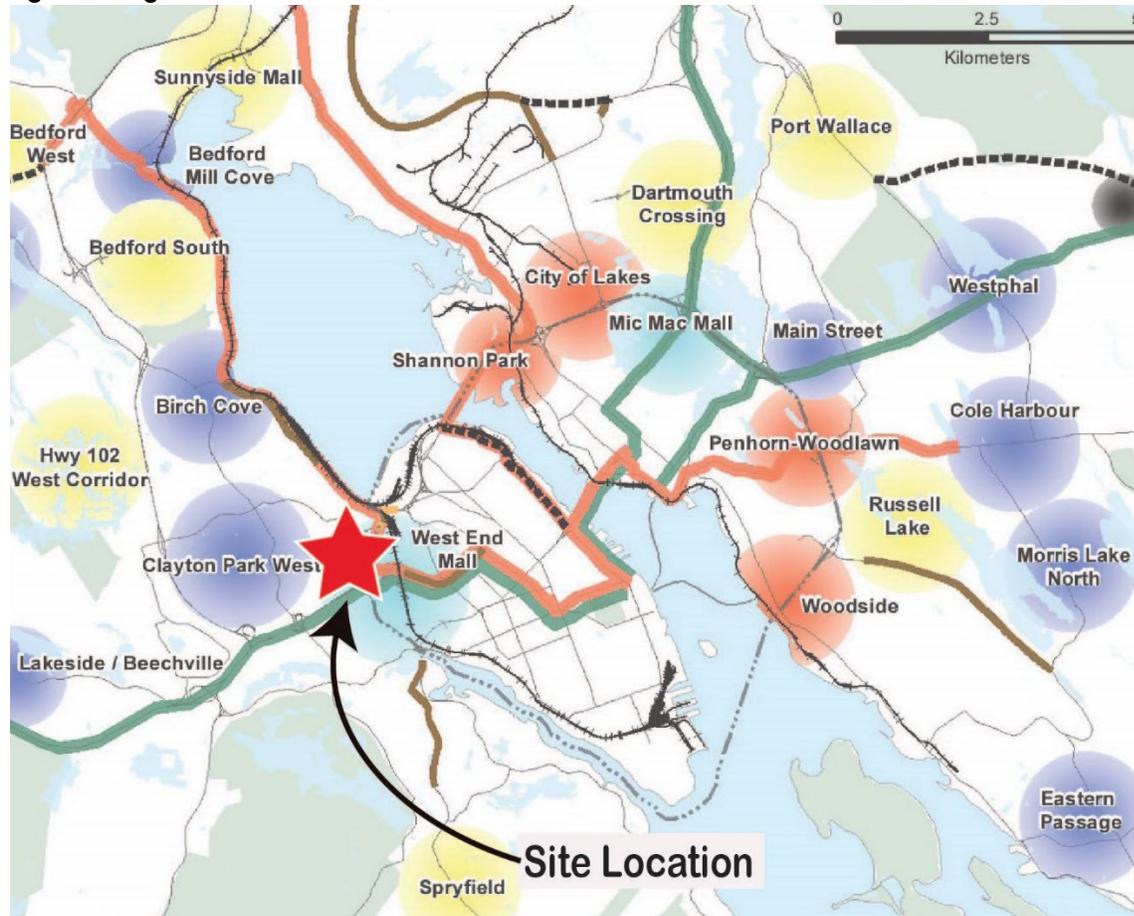
4.0 Rationale for Application Request

4.1 Population Growth Targets

The Regional Plan (RMPS) chapter on settlement and housing includes objectives that focus new growth in centres where supporting services and infrastructure are already available. The objectives also aim to design communities that support complete neighbourhoods (mixed-use, diverse, affordable, accessible). The subject site is located between two growth centres: West End Mall Regional District Growth Centre and Clayton Park West Urban Local Growth Centre (Figure 2). The planning principles that pertain to directing growth to these centres is relevant to this amendment application because these same principles are applicable. Existing

supporting services and infrastructure such as municipal services, commercial amenities, schools, parks, and transit are available. Furthermore, these two growth centres are linked by the high level of transit service available on Main Avenue and Dutch Village Road.

Figure 2: Regional Plan Growth Centres



HRM is one now one of the fastest growing municipalities in Canada and the resulting demand for new housing is considerable. The RMPS directs growth by maximizing development around existing services. The Regional Plan targets state that seventy-five percent of new growth should be directed to both the “regional centre” and “suburban” geographies (25% and 50% respectively). However, more recent planning suggests that these targets may be insufficient to meet HRM growth trajectories. Centre Plan targets increased the share of population growth to forty percent for the Regional Centre and growth scenarios that emerged from the Integrated Mobility Plan (IMP) contemplate targets nearer ninety percent (see Transportation Modelling,

Page 20 of the IMP). Therefore, strong evidence exists that more of region's population growth will be directed to these two geographies compared to the targets set in the RMPS when it was adopted in 2006 and subsequently updated in 2014.

The proposed amendments to the MPS would enable a development scenario that recognizes the need to increase the percentage of population growth within HRM's "suburban communities".

4.2 Residential Development and Housing Affordability

There is a housing affordability crisis in many Canadian municipalities. All three levels of government have recognized this urgency and responded with specific policy actions. Examples of these actions include:

- National Housing Strategy (Federal, announced 2017),
- Special Planning Areas (Provincial, announced 2022)
- Affordable Housing Work Plan (Municipal, adopted 2018)

At the municipal plan level there are several key policies that work to address housing affordability. A high-level objective of the MPS is to provide diverse and high-quality housing at prices which residents can afford. More specific policy action appears in the newly adopted Regional Centre Secondary Municipal Planning Strategy through tools such as the density bonus program. The need for action is growing increasingly acute; data from CMHC Housing Market Assessment (December 2020) show that "housing prices in the region are moving beyond what is considered affordable for current residents." While it is true that there is a diverse range of housing types in the Fairview community, it may not be affordable. City-wide, rental prices for one and two bedroom units have increased 17.4% and 16.4% respectively¹ where the average price of a one bedroom unit is now \$1,473/month. According to 2016 Census Data, residents of Fairview had an average household income of \$54,800 (compared to an HRM average of \$86,800). When analyzing these data a clear picture emerges: there is a demand for affordable housing in general and in Fairview in particular.

4.3 Land Use and Transportation

There are several plans, policies and actions that apply to the subject site and provide a strong rationale for increased densities at this location. First, as part of the

¹ Rentals.ca/national-rent-report, April 2022

Regional Plan review process a Themes and Directions “What We Heard” report was presented to Regional Council on January 25th, 2022. In that report, staff recommended that a separate study be conducted to direct growth toward mixed-use, transit-oriented communities that can be served by transit, walking, wheeling and cycling. At that meeting, Regional Council approved a motion to direct the CAO to prepare a staff report outlining the process to initiate updated secondary plans for the areas identified as Bus Rapid Transit (BRT) Walksheds and consider prioritizing BRT corridors for rezonings that support transit oriented complete communities. This proposal aligns with Council’s motion and would direct growth to these specific areas.

Second, Dutch Village Road is identified in the Rapid Transit Strategy (May 2020) as a proposed Bus Rapid Transit route. The Rapid Transit Strategy states that the highest mixed-use densities should be directed to areas within 400 metres of Rapid Transit stations, with moderate densities up to 800 metres (Bus Rapid Transit Plan pg. 41). The subject site lies within the 800 metre walkshed of this proposed BRT route.

Main Avenue is identified within the Integrated Mobility Plan as a Potential Transit Priority Corridor where transit-oriented development should be prioritized (IMP, 2.2.5 Action 17). Currently, Main Avenue is serviced by a total of six transit routes that provide access to key destinations on the peninsula and in Dartmouth resulting in a high level of transit service for the subject property. Adopting a transit-oriented development approach to this site supports the goals of the IMP. The Moving Forward Together Plan designates routes by service type; the subject site is served by three “Corridor Routes” (defined by a sustained ridership demand throughout the day) and three Express Routes as follows:

- Route 2 to from Lacewood Terminal to Downtown Halifax
- Route 3 to from Lacewood Terminal to Dartmouth
- Route 4 to Dalhousie and Saint Mary’s Universities
- Express Routes 135 to Scotia Square, Dalhousie and Saint Mary’s Universities
- Express Route 136 to Scotia Square, Dalhousie and Saint Mary’s Universities
- Express Route 138 to From Dunbrack Street to Scotia Square, Dalhousie and Saint Mary’s Universities via Lacewood Terminal

Transit-oriented development not only includes higher densities near transit but also reduced parking ratios. The parking requirements for residential uses within the Dutch Village Road Plan area are no longer consistent with Council’s direction to shift away from single-occupancy vehicle use and towards trips made via active transportation and public transit. For example, fifty-two spaces would need to be provided if this site were developed using the Dutch Village Road Mixed Use

Zone. Given the site's high level of transit service and its access to amenities, that level of parking supply makes little sense from a land use and affordability standpoint.

Lastly, from a geographic perspective, Fairview, while considered 'suburban' in the Regional Plan, is relatively central and is close to destination shopping at both the Halifax Shopping Centre and Bayer's Lake, the Bedford Highway, and the commercial node on Joseph Howe Drive. Given this high level of accessibility to both city-wide and local amenities, higher densities on this site align well with the goals and objectives of the Integrated Mobility Plan (IMP) which links transportation goals to land use.

5.0 Impact on Local Community and the Broader Region

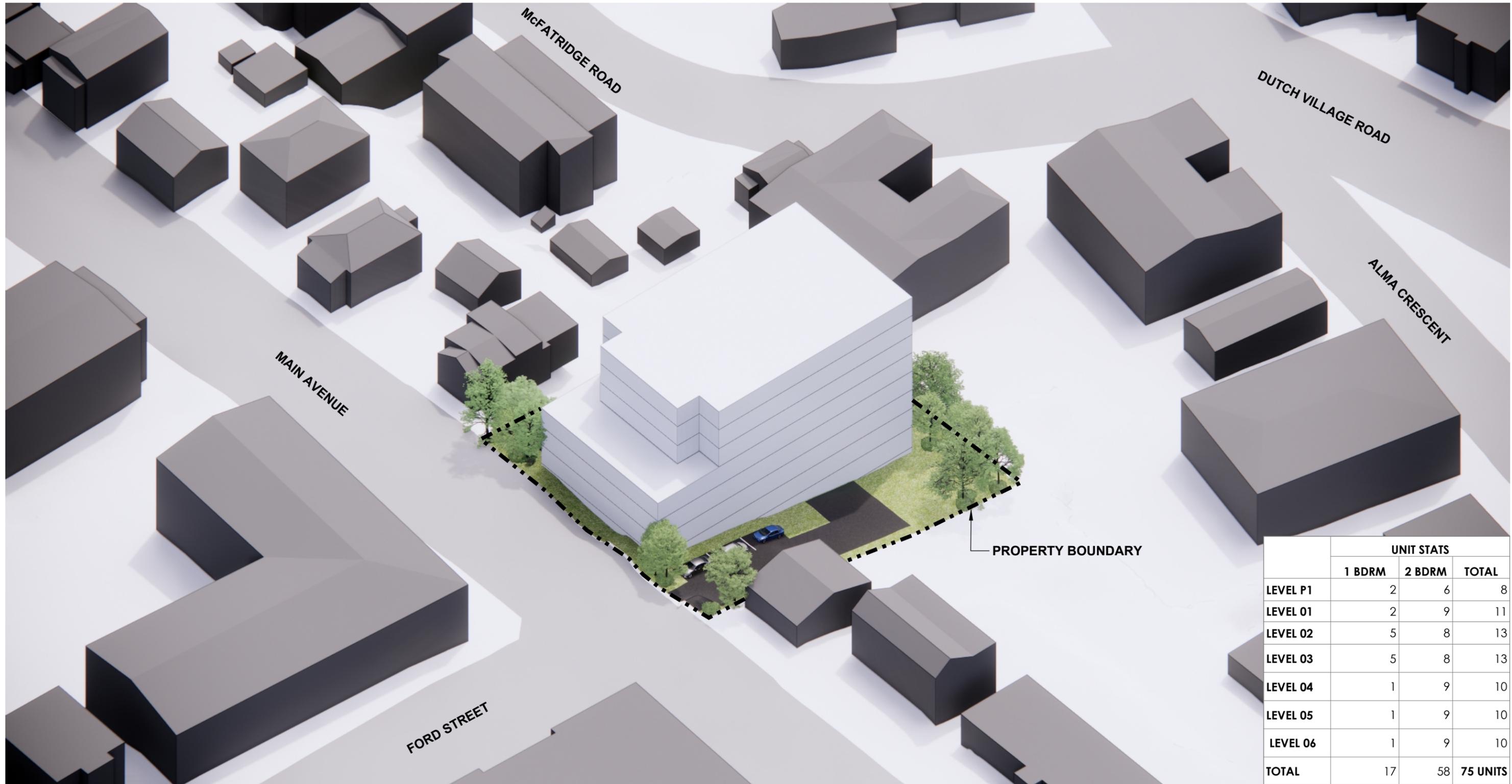
As discussed, Fairview's existing built form is extremely diverse and the addition of a medium density building would not be out of character for the area. In fact, there is an opportunity to design the building and the site to integrate well into area by incorporating best practices and design concepts found in Regional Centre LUB. Using setbacks and setbacks to reduce the building massing will provide a gentle transition to adjacent properties; to promote pedestrian-oriented and human scale design, ground floor units will be accessed from the street and all parking will be enclosed.

Not only will the amendments have a minimal impact on the local community but we believe that the development will enhance the community through both a high level of attention to building design and its positive impact on the social support networks available to neighbourhood residents.

6.0 Conclusion

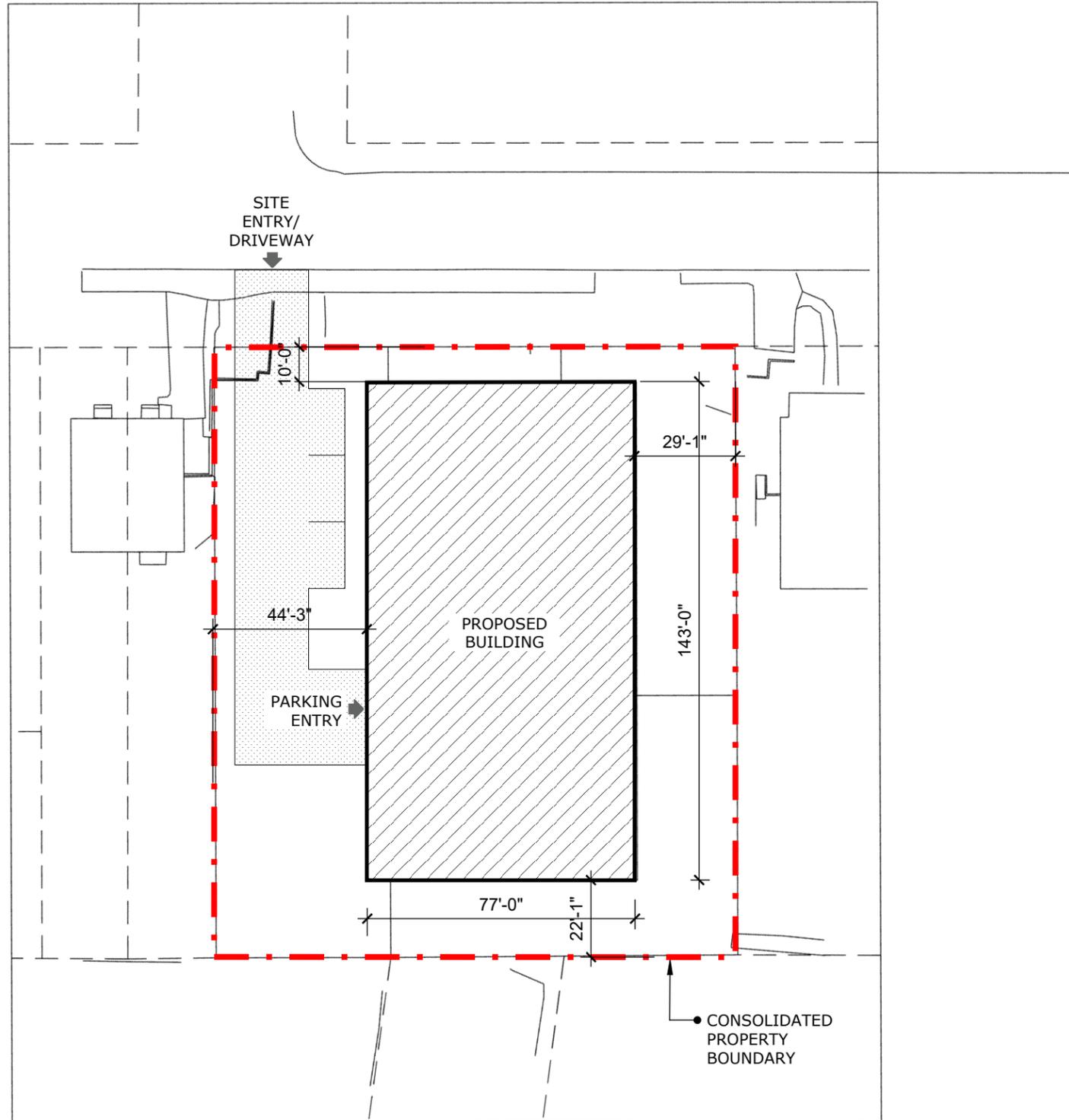
Based on the current land use planning context, demand for new housing, and intended Regional Plan review direction, the amendments requested for this property are keeping in line with land use planning best practices as well as the policy guidance provided by Halifax Regional Council to HRM staff. Approving the proposed amendments would assist in carrying out the will of Regional Council, the Regional Plan, and the Regional Plan's supporting functional plans.

Attachment B

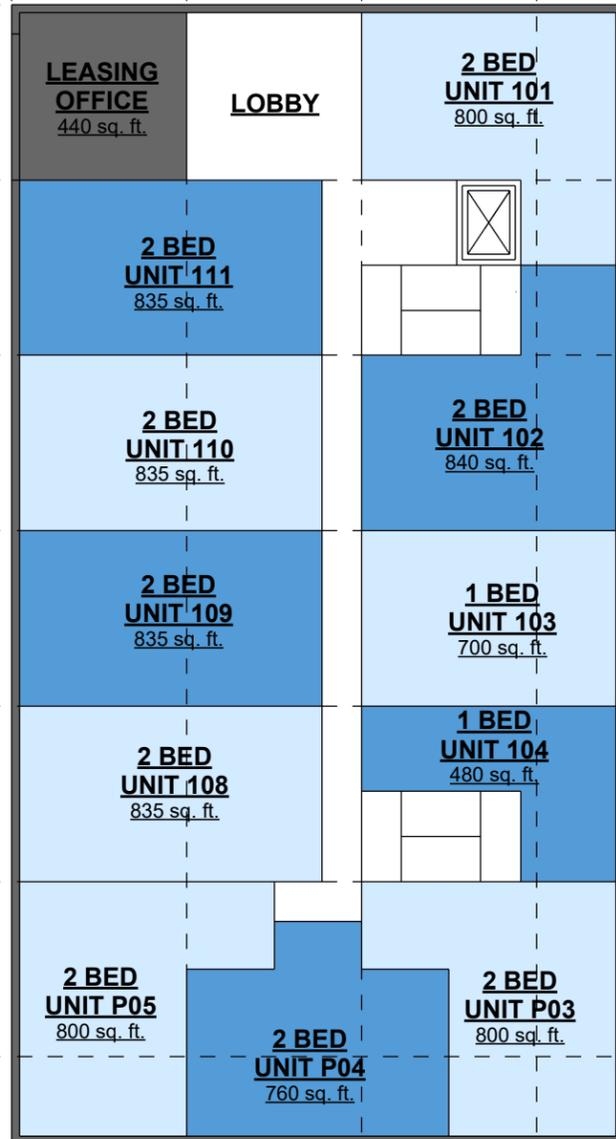


	UNIT STATS		
	1 BDRM	2 BDRM	TOTAL
LEVEL P1	2	6	8
LEVEL 01	2	9	11
LEVEL 02	5	8	13
LEVEL 03	5	8	13
LEVEL 04	1	9	10
LEVEL 05	1	9	10
LEVEL 06	1	9	10
TOTAL	17	58	75 UNITS

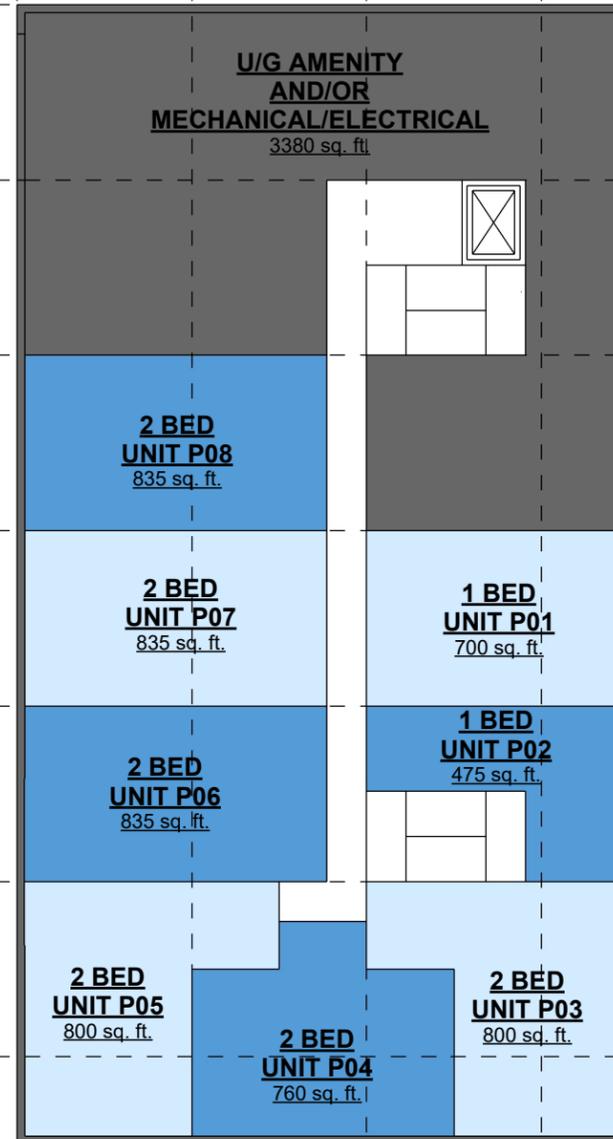
22-003_Feasibility Layout File v3



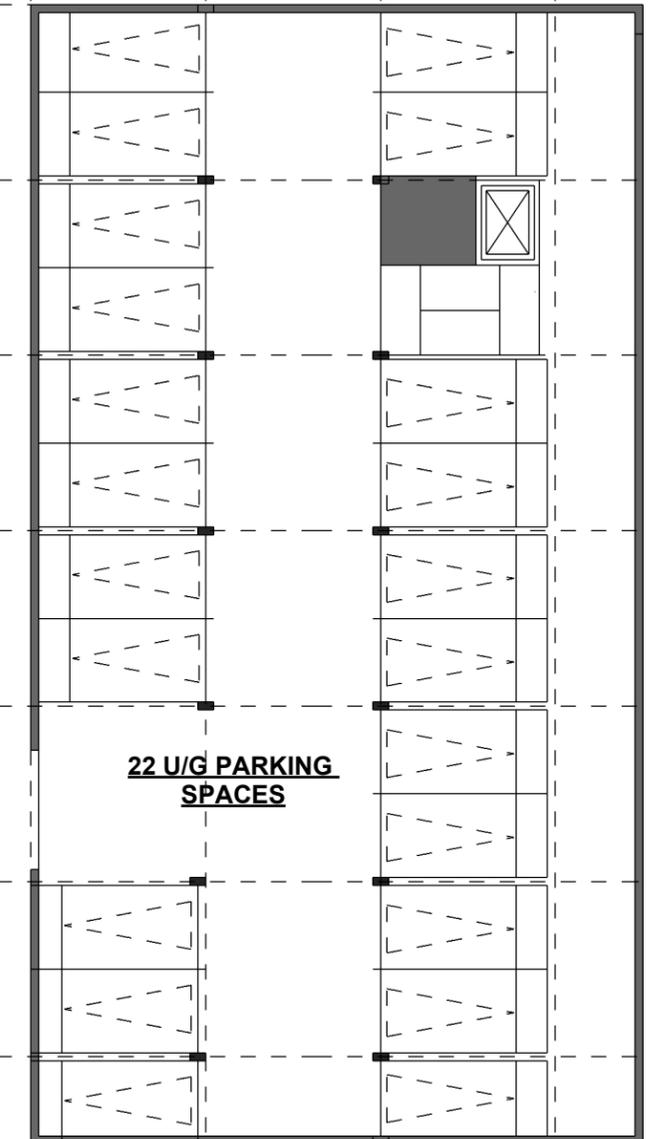
22-003_Feasibility Layout File v3



LEVEL 1

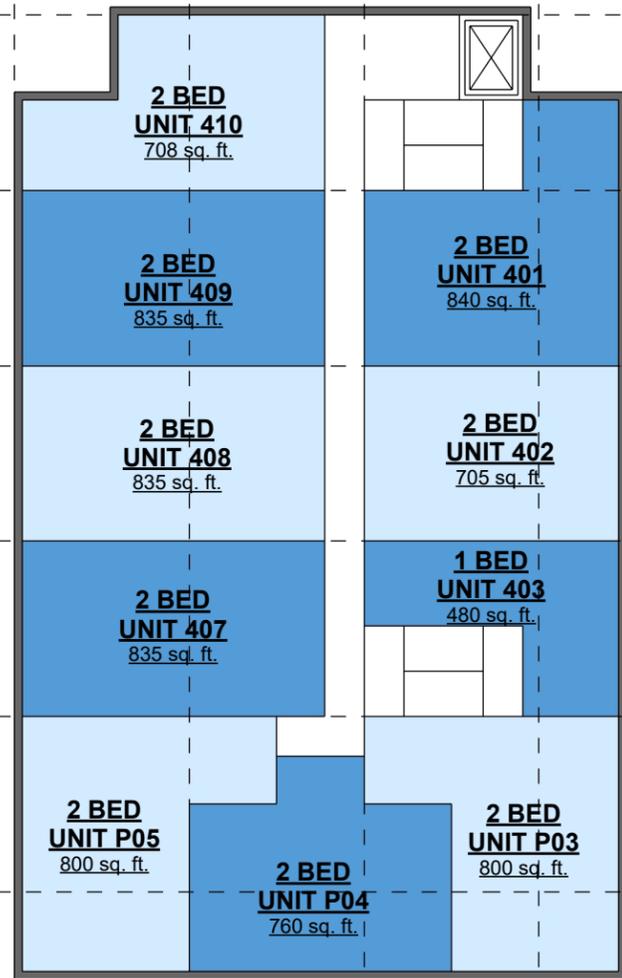


LEVEL P1

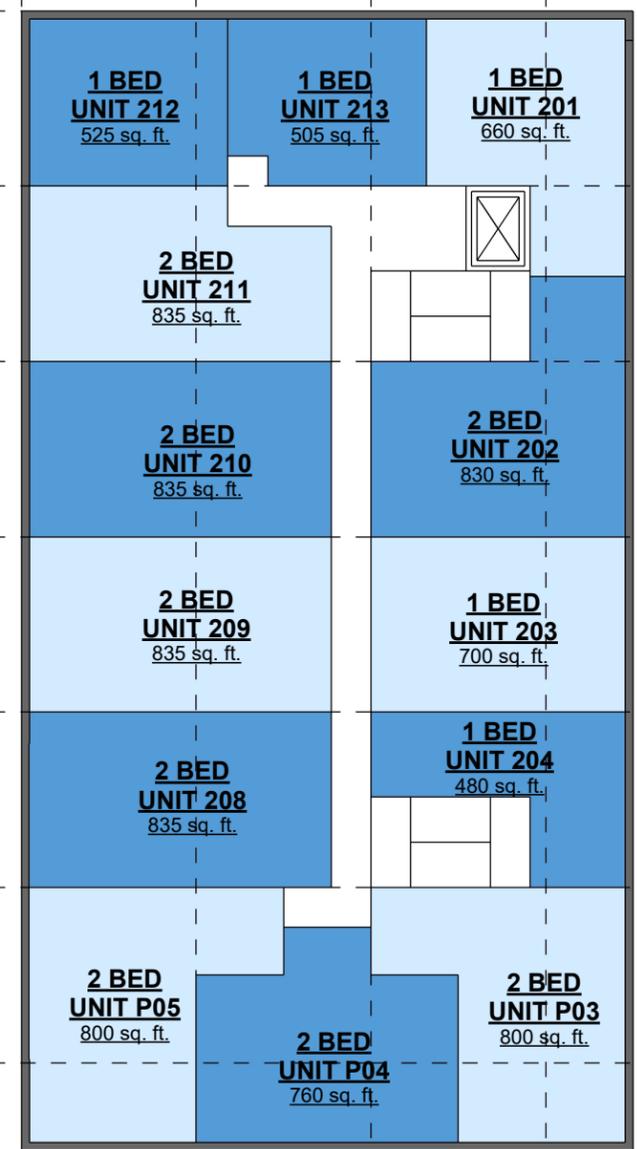


LEVEL P2

22-003_Feasibility Layout File v3

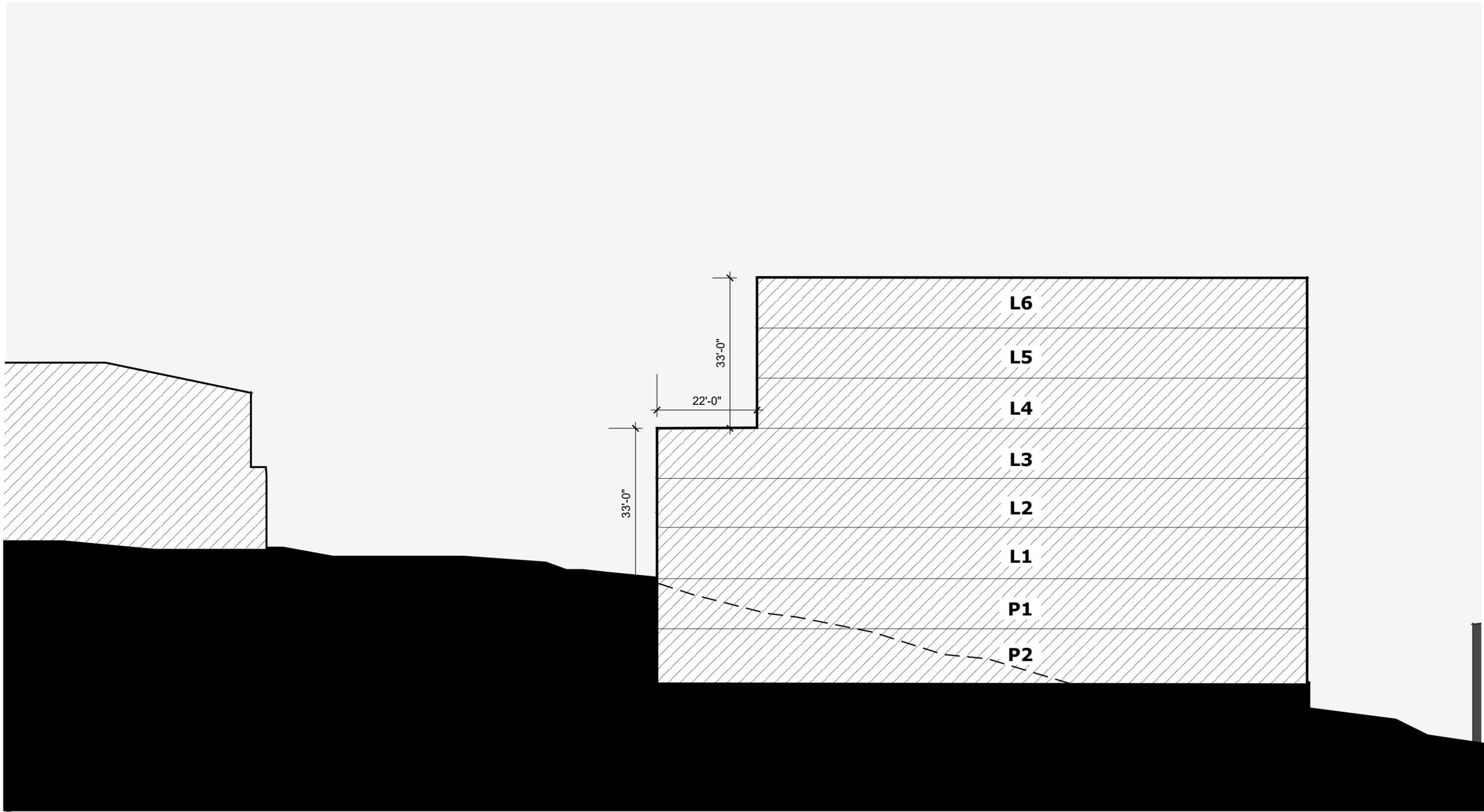


LEVEL 4-6



LEVEL 2-3

22-003_Feasibility Layout File v3



22-003_Feasibility Layout File V3



22-003_Feasibility Layout File v3