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Item No. 10.1.1
Regional Centre Community Council
November 26, 2025
December 10, 2025

TO: Chair and Members of Regional Centre Community Council

FROM: Erin MacIntyre, Acting Executive Director of Planning and Development

DATE: November 3, 2025

SUBJECT: **Case 2025-02245: Community Services Use**

ORIGIN

Application from FBM Architecture Ltd on behalf of the North End Community Health Centre.

EXECUTIVE SUMMARY

Staff recommend amendments to the Regional Centre Land Use By-law (LUB) to establish a new community services use that will give not-for-profit organizations greater flexibility to deliver social services, health services, and housing within the Regional Centre by aligning several already permitted uses in one definition, allowing for greater certainty and improved administration.

This proposal emerged from a request from FBM Architecture Ltd. on behalf of the North End Community Health Centre to create a Community Health Centre use to accommodate a broader range of healthcare and social services in the Higher Order Residential (HR) zones. Under the current LUB, Community Health Centres are typically classified as medical clinics, which can limit the ability of organizations to provide wraparound and support services such as counselling rooms. Because other not-for-profits have experienced similar constraints when trying to offer multiple on-site supports, staff recommend creating a new *community services use* that includes healthcare, social services, community resources and supportive housing into a single, more flexible land use definition. To support the implementation of the proposed community services use, staff recommend the following changes to the LUB:

- Permitting the community services use in zones that allow for mixed-use development, well located relative to transit and active transportation networks, and where other institutional uses such as shelters, personal services and medical clinics are already allowed;
- Permitting office and personal service uses as accessory uses to the community services use in mixed-use zones to provide not-for-profit operators with additional flexibility but maintaining a 25% floor area limit on these accessory uses in Higher-Order Residential (HR) zones;
- Allowing the community services use to be located on the ground floor of buildings along pedestrian-oriented commercial streets, enabling institutional uses on the ground floor of other

multi-unit dwellings in higher density zones, and permitting the community services use on Landmark Building Sites in the Institutional zone through internal conversion; and

- Not requiring any minimum parking spaces for the community services use, but allowing not-for-profits to determine if and how much parking is required based on the needs of the community members that they serve.

RECOMMENDATION

It is recommended that Regional Centre Community Council:

1. Give First Reading to consider the proposed amendments to the Regional Centre Land Use By-law, as set out in Attachment A, and schedule a public hearing;
2. Adopt the amendments to the Regional Centre Land Use By-law, as set out in Attachment A.

BACKGROUND

The proposed amendments in this report respond to a request submitted by FBM on behalf of the North End Community Health Centre (NEHC). The request seeks to establish a new land use definition that better reflects the broad range of services offered by Community Health Centres, and to exempt this new use from parking requirements in HR zones. While the original request focuses on enabling greater flexibility for Community Health Centres in HR zones, staff recognize that other not-for-profit organizations offering comparable health, social, and housing services have faced similar challenges in various zones.

Currently, there is no land use definition that accurately captures the scope of wraparound services provided by not-for-profit organizations (i.e. housing support, outreach, legal services, community/cultural resources), even though these health and social services are permitted separately in higher-density mixed-use zones in the Regional Centre. As a result, these organizations are often required to apply under categories such as “medical clinic use,” “cultural use,” or “personal service use” to gain approval. These uses do not adequately support the operational needs of not-for-profit organizations and may present unintended barriers. To address this gap, staff recommend amendments to the Land Use By-law (LUB) that will simplify and clarify the regulatory framework for not-for-profits. These changes will help resolve the issues identified by NEHC and support the development and operation of other organizations delivering vital community services in the Regional Centre.

Original Request: 2445 Brunswick Street

The NEHC has applied for a six-storey addition to the St. Vincent De Paul supportive housing facility at 2445 Brunswick Street, located in the HR-1 zone. FBM's rationale letter (Attachment D) identifies that in addition to a medical clinic, the NEHC will offer social services on-site, including Housing First and Mobile Outreach Street Health (MOSH) teams, as well as space to accommodate external community service providers on the upper floors. Additionally, the floor plans (Attachment E) identify several meeting rooms, offices and administrative areas throughout the building. As offices are not permitted as a main use in the HR-1 zone, this proposal cannot be readily approved under the current regulations. A clearer land use definition that accommodates this type of service delivery model and provides flexibility for accessory uses such as offices is needed to support not-for-profits like the NEHC.

The applicant also requests that Community Health Centres be exempt from minimum parking requirements, noting that many service users travel primarily by active transportation or public transit rather than personal vehicles. The applicant also emphasizes that providing surface parking on small infill lots such as the subject site can be challenging, and the costs associated with underground parking construction can be prohibitively high for not-for-profit organizations.

Site Context	
Subject Site	2445 Brunswick Street (PID 00127985)
Location	Brunswick Street between Artz Street and Gerrish Street
Land Use By-Law Zone	Higher Order Residential 1 (HR-1)
Land Use By-Law	Regional Centre
Secondary Plan Designation	Higher Order Residential (HR)
Regional Plan Designation	Urban Settlement
Current Use	Supportive housing
Proposed Use(s)	Supportive housing, medical clinic, community programming, social services, offices
Surrounding Uses(s)	<ul style="list-style-type: none"> • Saint Vincent De Paul supportive housing (same PID) • Hope Cottage • Multi-unit dwellings (affordable housing under various ownership) • Adsum House • George Dixon Park • Cemetery
Additional Information	<ul style="list-style-type: none"> • Located in Brunswick Street proposed Heritage Conservation District (HCD) • Situated between Gottingen Street and Barrington Street transit corridors.

Enabling Policy

The proposed changes align with the policy intent articulated across multiple sections of the Regional Centre Secondary Municipal Planning Strategy (SMPS), such as:

- Walkable access to institutional uses such as medical clinics, social services and community programs is an important feature of complete communities, a Core Concept of the Regional Centre Plan (Section 1.4.2).
- The proposed amendments support improvements to community food security, safety and access to programs and help to address barriers to housing affordability and non-market housing (Policies H-5, H-8).
- Reducing minimum parking requirements to improve pedestrian movement and encourage alternative transportation modes to the private automobile are objectives identified in the SMPS (Section 3.8).

The following SMPS policies set out a clear vision for the HR zones and guide decisions on the type of land uses this designation is intended to support:

- **Policy HO-1** of the Regional Centre Secondary Planning Strategy designates the HR zones as primarily residential but encourages complete communities by enabling commercial and institutional uses compatible with the surrounding neighbourhood context. The policy also enables a broader range of uses in the HR-2 zone than the HR-1 zone because the HR-1 zone is typically applied to areas that abut Established Residential zoned lands.
- **Policy HO-2** requires 75% of the floor area in a HR-1 or HR-2 zoned mixed-use building to be dedicated to residential uses. Institutional uses are not subject to a maximum limit of 25% floor area in the HR zones.

In accordance with Policy G-14A of the Halifax Regional Plan, staff also considered the objectives, policies and actions of the priorities plans in making its recommendation to Council. Staff reviewed the proposal relative to all relevant policies and advise that it is consistent with the intent of these documents. The

following strategic directions were identified to be most relevant to this application, and as such were used to inform the recommendation within this report:

- Reducing parking requirements and promoting low carbon transportation methods are key directions described in the [Integrated Mobility Plan](#) and [HalifACT](#).
- The *Integrated Mobility Plan* and [Halifax's Inclusive Economic Strategy](#) identify the development of compact, inclusive and resilient complete communities as key to making Halifax a better place to live, work and play.
- Increasing housing stock to accommodate the growing population in Halifax is a strategic objective set out in *Halifax's Inclusive Economic Strategy*.
- [Halifax's Public Safety Strategy](#) outlines several relevant strategic priorities, including enhancing supports for people experiencing homelessness and expanding opportunities for mental health professionals and community-based resources.

A detailed evaluation of the proposed Land Use By-Law amendments in relation to relevant SMPS, Regional Plan and Priority Plan policies can be found in Attachment C.

LUB Context

Most institutional uses, including daycares, emergency services, libraries, medical clinics, religious institutions, schools, and shelters, are permitted in most mixed-use zones in the Regional Centre, as detailed in table 1A of the LUB. Similarly, these zones permit a range of commercial uses, including offices and personal services.

The Higher-Order Residential (HR) zones are somewhat less permissive with respect to commercial uses due to their residential nature and limit the scale of compatible commercial uses to a maximum of 25% of the floor area of a mixed use building. Compatible commercial uses include catering, personal services, restaurants and studios. The HR-1 zone permits home office uses, but not commercial office uses, while the HR-2 permits office uses at a limited scale.

The HR zones require a minimum number of parking spaces for a medical clinic use (one space per 300 square metres of floor area), however, there are several uses permitted in the HR zones that are not required to provide any parking spaces, including residential uses, restaurants, drinking establishments, offices, financial institutions, local commercial uses, university or college uses, and community recreation uses. Other mixed-use zones, including Downtown Dartmouth, Downtown Halifax, Centre and Corridor zones do not require a minimum number of parking spaces for most institutional uses and commercial uses.

DISCUSSION

Creation of a New Use

There are several commercial and institutional uses that are permitted broadly in mixed use zones, as noted above. They capture many of the wraparound services that are offered by not-for-profit organizations, including Community Health Centres, medical clinics, social services and housing providers. However, as the HR zones are less permissive, a new use that integrates these various services would better support the operational needs of these organizations while improving administration. This is also an opportunity to evaluate where else this new use can be permitted based on similar uses already permitted.

As noted above, an office use is not permitted as a main use in the HR-1 zone and may only occupy up to 25% of the floor area of a mixed-use building in the HR-2 zone. Offices are classified as a commercial use, even when the space is intended to support the administration or operation of a not-for-profit group. These organizations may be forced to lease or purchase office space outside of the residential communities that they serve, adding cost that may be prohibitive to organizations unable to afford a second location or compete amongst the wider commercial market.

Not-for-profit organizations operating affordable or supportive housing developments may also encounter challenges related to providing on-site wraparound supports to their residents due to the regulatory barriers described above. Enabling wraparound services to be provided alongside housing owned or operated by not-for-profit organizations could help to ensure that residents living in these developments are able to

access the support services they need. Similarly, allowing a portion of housing development owned or operated by a not-for-profit to be dedicated towards offices or personal services could greatly support the operations of these organizations. This would also enable flexibility for not-for-profits looking for alternatives to a shared housing with special care use.

There have been several instances where not-for-profit organizations in the Regional Centre encountered challenges when proposing multiple uses within a single development, as the LUB does not currently include a clearly defined use for community services. It is expected that a new, more inclusive definition will provide these organizations with greater certainty that their services will be permitted on-site and help to reduce the complexity of applications, potentially leading to faster approval times.

Parking Requirement Exemption

Policies set out in the Regional Centre SMPS, Regional Plan MPS, and several priority plans support the reduction of minimum parking requirements to promote pedestrian-oriented streetscapes and encourage the use of active transportation and transit. Most higher density residential, mixed use and institutional zones within the Regional Centre are characterized by their walkability to transit and other key services. Several institutional uses do not require a minimum number of parking spaces in any zone, including shelters, universities and colleges and major spectator venues. Residential uses and personal service uses are also exempt from parking requirements, as they are included in the local commercial use definition.

Staff support not requiring a minimum number of parking spaces for Community Health Centres and other community services to encourage active transportation and transit opportunities and to allow these organizations to determine the parking needs for the communities they serve. Municipal Transportation Demand Management staff were consulted and indicated support for this proposed direction.

Recommended Approach

Staff support the requested amendments and recommend expanding the proposed use to accommodate a broader range of social services and housing in addition to health-related services to simplify regulations, improve administration and support both health as well as social and housing services delivered by non-profit organizations.

Staff propose that parking not be required to support this new use in order to better accommodate the needs of these not-for-profit organizations as well as the residents accessing their services. These changes are proposed to apply broadly across the Regional Centre, as opposed to just the North End Community Health Centre site at 2445 Brunswick Street. Staff recommend following the approach outlined below to adopt these changes as detailed in Attachment A and Attachment B (comparison chart):

1 Add a new “community services use” definition.

Staff recommend amending Section 499 of the LUB to include the following definition:

Community Services Use means premises owned or operated by a not-for-profit organization where health care services, social services, and/or housing are provided and may include a shared housing use, shelter use or accessory uses related to the services provided, such as an office use or personal service use.

This use is intended to be limited to premises owned or operated by not-for-profit organizations, which is a term already defined in the LUB (see subsection 499(171)). To qualify for this use, not-for-profit organizations must provide at least one of the three main uses (health care services, social services or housing). Shared housing and shelter uses are already permitted as main uses in the zones proposed to allow this new use and are included in the definition to enhance flexibility for organizations that wish to provide a combination of services with a shelter or shared housing component.

Other uses related to the services provided, such as office space and personal services, may be provided on site as accessory uses to the community services use. Allowing these related uses to be

accessory to the main uses ensures that they are not the dominant use of the building, remain compatible and respectful to the surrounding neighbourhood and will be used to further support the operations or administration of the not-for-profit, or further support the residents of the community. To ensure alignment with policy in the SMPS, staff recommend limiting office and personal service uses accessory to the community services use to 25% of total building floor area in the HR-1 zone and HR-2 zones.

2 Permit the community services use in the HR zones, as well as other mixed-use zones in the Regional Centre.

Although their scale is limited in the HR zones, personal service uses are permitted across every zone identified as compatible with the proposed community service use. The office use, as discussed previously, is restricted to more commercially intensive areas of the Regional Centre, however, staff are supportive of permitting an office use accessory to a community services use for the reasons stated above. Staff propose adding a footnote to Table 1A to clarify that office and personal service uses that are accessory to a community services use are subject to a maximum of 25% of the total floor area in the HR-1 and HR-2 zones.

To maintain the consistency of the Regional Centre SMPS land use framework, and to enable greater certainty for not-for-profits, staff also propose adding the community services use as a permitted use to the Downtown Dartmouth (DD), Downtown Halifax (DH), Centre (CEN-2, CEN-1), Corridor (COR) zones.

3 Permit the community services use as a ground floor use along pedestrian-oriented commercial streets and in mixed use buildings, as well as through internal conversion of Landmark Buildings.

Staff recommend adding the community services use to the list of uses permitted on the ground floor of pedestrian-oriented commercial streets to encourage diverse pedestrian activity. This is supported by Policy UD-22 of the SMPS, which permits a range of commercial, cultural and institutional uses in these locations.

Staff also recommend adding institutional uses to the list of uses contained in Section 69. This would allow community services and other important institutional uses, such as daycares and medical clinics, to be located on the ground floor of multi-unit-dwellings in mixed use zones. This change is supported by the Urban Design Goals section of the SMPS, which promotes diverse and active ground floor uses and encourages complete communities.

To support the preservation and adaptive re-use of Landmark Building sites, the Regional Centre SMPS permits Landmark Buildings to convert to residential, mixed-use, and commercial uses provided that the size and design of the buildings are substantially maintained. Staff recommend adding the community services use to the list of uses permitted through the internal conversion of a Landmark Building by adding a footnote to the community services use in Table 1C.

4 Exempt the community services use from minimum parking requirements.

It is recommended that Table 15, which indicates the required minimum or maximum number of motor vehicle parking spaces per lot by zone and use, be amended to include the community services use and exempt it from required minimum parking spaces.

Conclusion

Staff have reviewed the proposal in terms of all relevant policy criteria and advise that the proposal is reasonably consistent with the intent of the SMPS. Community Health Centres and other not-for-profits offering similar services provide critical social infrastructure in our communities. Enabling these

organizations to integrate a diverse range of on-site services through a flexible new community services use expands opportunities to improve access to health care, social supports and affordable housing in compatible zones across the Regional Centre. Reducing barriers to affordable housing, enhancing access to community-based resources that support resident well-being and safety, promoting pedestrian-oriented mixed-use communities, and encouraging sustainable modes of transportation are all objectives articulated in planning strategies and priority plans that a community services use would help to support. Therefore, staff recommend that the Regional Centre Community Council approve the proposed LUB amendments.

FINANCIAL IMPLICATIONS

The HRM cost associated with processing this planning application can be accommodated with the approved 2025-2026 operating budget for Planning and Development.

RISK CONSIDERATION

There are no significant risks associated with the recommendations contained within this report. This application may be considered under existing MPS policies. Community Council has the discretion to make decisions that are consistent with the MPS, and such decisions may be appealed to the N.S. Regulatory and Appeals Board. Information concerning risks and other implications of adopting the proposed LUB amendments are contained within the Discussion section of this report.

COMMUNITY ENGAGEMENT

The level of community engagement was consultation, achieved through providing information and seeking comments through the HRM website. The engagement process is consistent with a website requirement as described in Clause 6(a) of the Public Participation Administrative Order which applies to general amendments. A public hearing must be held by the Regional Centre Community Council before considering an approval of the proposed LUB amendments. The HRM website will be updated to indicate notice of the public hearing.

ENVIRONMENTAL IMPLICATIONS

No environmental implications are identified.

LEGISLATIVE AUTHORITY

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

ALTERNATIVES

1. Regional Centre Community Council may choose to approve the proposed LUB amendment subject to modifications. Such modifications may require further discussion with the applicant and may require a supplementary report or another public hearing. A decision of Council to approve this proposed LUB amendment is appealable to the N.S. Regulatory and Appeals Board as per Section 262 of the *HRM Charter*.
2. Regional Centre Community Council may choose to refuse the proposed LUB amendment, and in doing so, must provide reasons why the proposed amendment does not reasonably carry out the

intent of the MPS. A decision of Council to refuse the proposed LUB amendment is appealable to the N.S. Regulatory and Appeals Board as per Section 262 of the *HRM Charter*.

ATTACHMENTS

Attachment A:	Proposed Amendments to the Regional Centre Land Use By-law
Attachment B:	Comparison Chart of Proposed Amendments
Attachment C:	Review of Relevant MPS Policies and Priority Plans
Attachment D:	Applicant's Letter of Rationale
Attachment E:	2445 Brunswick Street - Site Plan, Floor Plans and Elevations

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Attachment A
Proposed Amendments to the Regional Centre Land Use By-law

2024-02794

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

- 1** Subsection 38(1) is amended by adding the following new clause (na) after clause (n) and before clause (o):

(na) community services use;
- 2** Table 1A is amended

 - a)** by adding a new row titled “Community services use” before “Convention centre use” under the Institutional category;
 - b)** by adding a solid dot to the Row “Community services use” in Columns “DD”, “DH”, “CEN-2”, “CEN-1” and “COR”;
 - c)** by adding a circled number “30” to the Row “Community services use” in the columns “HR-2” and “HR-1”; and
 - d)** by adding a footnote (30) after footnote (24) “**30** Use is permitted, provided accessory office uses and accessory personal service uses must not exceed 25% of the total floor area of the building”.
- 3** Table 1B is amended by adding a new row titled “Community services use” before “Convention centre use” under the Institutional category, and leaving a blank space in columns “ER-3”, “ER-2”, “ER-1”, “CH-2”, and “CH-1”.
- 4** Table 1C is amended

 - a)** by adding a new row titled “Community services use” before “Convention centre use” under the Institutional category;
 - b)** by leaving a blank space in the columns “CLI”, “LI”, “HRI”, “UC-2”, “UC-1”, “DND”, “H”, “PCF”, “RPK” and “WA”;
 - c)** by adding a circled number “31” to the Row “Community services use” under the Column “INS”; and
 - d)** by adding a footnote (31) after footnote (27) “Use is permitted, including on lands identified as a landmark building site on Schedule 9 subject to the requirements of Section 43.”

- 5 Table 1D is amended by adding a new row titled “Community services use” before “Convention centre use” under the Institutional category, and by leaving a black space in the “HCD-SV” column.
- 6 Subsection 43(1) is amended by adding “or the number 31” after the text “containing the number 8” and by adding a circled number “31” after the circled number 8.
- 7 Section 69 is amended
- a) by striking out “or” after “work-live units;” in clause (f) and after “amenity spaces;” in clause (g);
 - b) by striking out the period in clause (h) and replacing it with “; or”; and
 - c) adding the following new clause (i) after clause (h):
 - (i) institutional uses.
- 8 Table 15: Required minimum or maximum number of motor vehicle parking spaces per lot, by zone and use is amended
- a) by adding a new row titled “Community services use” after “Minor spectator venue use; Cultural use” under the Design Requirements Column;
 - b) by adding “Not required” to the Row “Community services use” in Columns “DD, DH, CEN-2, CEN-1, CDD-2, CDD-1”, “COR”, “HR-2, HR-1”, “INS, UC-2, UC-1”; and
 - c) by adding “Not applicable” to the Row “Community services use” in Columns “ER-3, ER-2, ER-1”, “CH-2, CH-1”, “CLI, LI, HRI” and “PCF, RPK”.
- 9 Section 499 is amended by adding the following new subsection 61.5 after subsection 61:
- (61.5) Community Services Use** means premises owned or operated by a not-for-profit organization where health care services, social services, and/or housing are provided and may include a shared housing use, shelter use or accessory uses related to the services provided, such as an office use or personal service us

Attachment B: Comparison Chart of Proposed Amendments

Existing provisions	Proposed provisions
<p>Subsection 38(1)</p> <p>In a DD or DH zone, along any pedestrian-oriented commercial street, as shown on Schedule 7, only the following uses may be located within the ground floor of a building abutting the streetline:</p> <p>(a) to (m) <i>omitted</i></p> <p>(n) cultural use;</p> <p>(o) university or college use; and</p> <p>(p) pedestrian entrances and lobbies for any other use permitted in the zone.</p>	<p>Subsection 38(1)</p> <p>In a DD or DH zone, along any pedestrian-oriented commercial street, as shown on Schedule 7, only the following uses may be located within the ground floor of a building abutting the streetline:</p> <p>(a) to (m) <i>omitted</i></p> <p>(n) cultural use;</p> <p>(na) community services use;</p> <p>(o) university or college use; and</p> <p>(p) pedestrian entrances and lobbies for any other use permitted in the zone.</p>
<p>Tables 1A to 1D</p> <p><i>New provision</i></p>	<p>Tables 1A to 1D</p> <p>Community services use</p> <p>Permitted in DD, DH, CEN-2, CEN-1 and COR</p> <p>Permitted with conditions under Footnote 30: HR-2, HR-1</p> <p>Permitted with conditions under footnote 31: INS</p>
<p>Table 1A</p> <p><i>New provision</i></p> <p>Footnotes</p> <p>(24) Use is permitted accessory to a residential use provided that the dwelling unit is the primary residence of the operator, in accordance with Section 53.</p>	<p>Table 1A</p> <p>Community services use in HR-2: (30)</p> <p>Community services use in HR-1: (30)</p> <p>Footnotes</p> <p>(24) Use is permitted accessory to a residential use provided that the dwelling unit is the primary residence of the operator, in accordance with Section 53.</p> <p>(30) Use is permitted, provided an accessory office uses and accessory personal service uses must not exceed 25% of the total floor area of the building.</p>
Table 1C	Table 1C

<p><i>New provision</i></p> <p>Footnotes</p> <p>(27) Use is permitted in conjunction with another permitted main institutional use except on the lands that is identified as a landmark building site on Schedule 9.</p>	<p>Community services use in INS: (31)</p> <p>Footnotes</p> <p>(27) Use is permitted in conjunction with another permitted main institutional use except on the lands that is identified as a landmark building site on Schedule 9.</p> <p>(31) Use is permitted, including on lands identified as a landmark building site on Schedule 9 subject to the requirements of Section 43.</p>
<p>Subsection 43(1)</p> <p>Subject to Subsections 43(2) and 43(3), landmark buildings, as shown on Schedule 9, may be internally converted to any use listed in the INS zone with a white circle containing the number 8 in black text ((8)), as shown in Table 1C, subject to the following requirements:</p>	<p>Subsection 43(1)</p> <p>Subject to Subsections 43(2) and 43(3), landmark buildings, as shown on Schedule 9, may be internally converted to any use listed in the INS zone with a white circle containing the number 8 or the number 31 in black text ((8), (31)), as shown in Table 1C, subject to the following requirements:</p>
<p>Section 69</p> <p>In any DD, DH, CEN-2, CEN-1, COR, HR-2, or HR-1 zone, where a lot:</p> <p>(a) contains a building with a multi-unit dwelling use;</p> <p>(b) does not abut a pedestrian-oriented commercial street, as identified on Schedule 7; and</p> <p>(c) has a minimum frontage of 8.0 metres on at least one street;</p> <p>a minimum of 50% of the total length of all ground floors of the buildings facing a streetline, excluding only one entrance to internal parking or a portal, shall be occupied by any of the following:</p> <p>(d) commercial uses;</p> <p>(e) grade-related dwelling units;</p> <p>(f) work-live units; or</p>	<p>Section 69</p> <p>In any DD, DH, CEN-2, CEN-1, COR, HR-2, or HR-1 zone, where a lot:</p> <p>(a) contains a building with a multi-unit dwelling use;</p> <p>(b) does not abut a pedestrian-oriented commercial street, as identified on Schedule 7; and</p> <p>(c) has a minimum frontage of 8.0 metres on at least one street;</p> <p>a minimum of 50% of the total length of all ground floors of the buildings facing a streetline, excluding only one entrance to internal parking or a portal, shall be occupied by any of the following:</p> <p>(d) commercial uses;</p> <p>(e) grade-related dwelling units;</p> <p>(f) work-live units; or</p>

(g) amenity spaces; or (h) residential lobbies.	(g) amenity spaces; or (h) residential lobbies.; or (i) institutional uses.
Table 15 <i>New provision</i>	Table 15 Community services use: Not required (DD, DH, CEN-2, CEN-1, CDD-2, CDD-1, COR, HR-2, HR-1, INS, UC-2 and UC-1); Community services use: Not applicable (ER-3, ER-2, ER-1, CH-2, CH-1, CLI, LI, HRI, PCF and RPK)
Section 499(61.5) <i>New provision</i>	Section 499(61.5) Community Services Use means premises owned or operated by a not-for-profit organization where health care services, social services, and/or housing are provided and may include a shared housing use, shelter use or accessory uses related to the services provided, such as an office use or personal service use.

Disclaimer: This table shows a consolidated copy of the proposed amendments. In an event of an inconsistency between a consolidated copy and the original amendment or a subsequent amendment as certified by the Municipal Clerk, the original amendment or subsequent amendment prevails to the extent of the inconsistency.

Attachment C: Review of Relevant MPS Policies and Priority Plans

Policy	Policy Text	Staff Comment
Regional Centre Secondary Municipal Planning Strategy		
Policy H-5	To support the maintenance and expansion of affordable non-market housing, the Municipality may: <ul style="list-style-type: none"> a) continue to work with a wide range of community and private sector stakeholders to monitor and support housing needs in the Regional Centre; c) continue to address barriers to housing affordability; 	The proposed community services use is intended to create flexibility for not-for-profit organizations providing affordable/supportive housing, shelters and shared housing uses.
Policy H-8	To support community and social development, the Municipality may partner with specific neighbourhoods and groups to support greater access to municipal and other services, including: <ul style="list-style-type: none"> d) encouraging improvements to food security; f) addressing community safety and access to programs; 	The proposed community services use is intended to support not-for-profit organizations that offer wraparound services such as those that improve food security and community safety.
Policy UD-26	The Land Use By-law shall establish parking and driveway requirements to: <ul style="list-style-type: none"> • control the location, number and configuration of parking spaces, off-street loading, landscaping, accesses, and pedestrian pathways 	The SMPS enables the LUB to establish minimum parking requirements for the proposed community services use.
Policy HO-1	The Land Use By-law shall establish two (2) zones within the Higher-Order Residential Designation as follows: <ul style="list-style-type: none"> a) The Higher-Order Residential 2 (HR-2) Zone shall apply to lands that contain or can support multi-unit dwelling uses, and that are located within self-contained blocks that do not abut Established Residential zones. This zone shall permit low to tall mid-rise buildings, and a range of commercial and institutional uses that are compatible with residential neighbourhoods; and b) The Higher-Order Residential 1 (HR-1) Zone shall apply to all remaining lands within the Higher-Order Residential Designation. Due to the proximity to low-rise residential areas, this zone shall permit all residential uses in low to mid-rise buildings, with tall mid-rise buildings only permitted in limited locations. This zone shall also permit a limited range of commercial and institutional uses, with more intensive commercial uses only permitted on corner lots. 	The SMPS establishes that the HR zones shall permit commercial and institutional uses compatible with residential neighbourhoods. Staff propose that the community services use, and its accessory uses, are compatible with the intent of the HR designation.
Policy HO-2	The Land Use By-law shall permit neighbourhood commercial uses in mixed-use buildings for lands zoned	Staff propose that personal service and office

	HR-1 and HR-2 within the Higher-Order Residential Designation, where at least 75% of a building's floor area is occupied by residential uses.	accessory uses, which are classified as commercial uses, be limited to 25% when in conjunction with the community service use to ensure compatibility with this policy.
Policy ED-4	To maintain and expand the concentration of jobs and services in the Regional Centre, the Land Use By-law shall: a) permit a concentration of office spaces in lands designated Downtown, Centre, and Corridor where frequent transit service is either present, or planned;	This policy directs the LUB to permit a concentration of office spaces within higher intensity commercial areas, specifically the Downtown, Centre and Corridor designations. For this reason, staff propose to limit office uses accessory to the community services use to 25% of the total building floor area.
Section 1.4.2	This Plan provides land use and design policies to promote pedestrian supportive, mixed-use developments that allow safe and convenient access to transit, and the goods and services needed in daily lives that are located within walking distance.	The SMPS encourages safe and convenient access to daily services, such as those permitted by the community services use, within walking distance of a person's residence.
Section 1.4.3	The Urban Design policies are intended to focus and implement the Vision and Core Concepts of this Plan. The following Urban Design Goals guide the urban design policies and Land Use By-law regulations applied to different contexts and areas within the Regional Centre. b) Civic Design Urban Design inspires civic pride and creates public realm that encourages openness, equity and diversity by: <ul style="list-style-type: none"> supporting the creation of vital street-life by promoting diverse and active ground floor uses; 	This urban design goal supports the proposed change to enable institutional uses on the ground floor of multi-unit dwellings in the Downtown, Centre, Corridor and HR zones.
Section 3.8	This Plan emphasizes pedestrian-oriented streetscapes and encourages alternative transportation modes to the private automobile. To support these objectives, this Plan reduces minimum parking requirements, establishes maximum parking requirements in some cases, and regulates the location and design of surface parking areas and parking structures to support pedestrian movements and limit the visibility of parking areas from the street.	This section supports exempting the proposed community services use from minimum parking requirements, instead encouraging residents to access everyday services such as these via alternative forms of transportation.

Section 7.1	<p>Objectives:</p> <p>5. Balance parking demand with the needs of other transportation modes by reducing minimum parking space requirements and controlling the design and location of surface parking lots.</p>	<p>This section supports staff's recommendation to exclude the proposed community services use from minimum parking requirements to address the needs of those accessing these services.</p>
Regional Municipal Planning Strategy (2014)		
Section 3.1	<p>Objectives</p> <p>4. Design communities that:</p> <ul style="list-style-type: none"> (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; (f) promote community food security; (g) provide housing opportunities for a range of social and economic needs and promote aging in place; 	<p>Enhancing access to community services such as those permitted under the proposed community services use can help to support complete neighbourhoods, as well as improve food security and housing opportunities for a range of social and economic needs.</p>
Section 4.1	<p>Objectives</p> <p>2. Promote land settlement patterns and urban design approaches that support fiscally and environmentally sustainable transportation modes;</p>	<p>Exempting the proposed community services use from minimum parking requirements promotes land use and urban design approaches to support active transportation and transit use.</p>
Policy S-30	<p>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:</p> <ul style="list-style-type: none"> a) creating opportunities for a mix of housing types within designated growth centres and encouraging growth in locations where transit is or will be available; b) reducing lot frontage, lot size and parking requirements; 	<p>The Regional Plan supports opportunities to further housing affordability and social inclusion by creating opportunities for a mix of housing types. The proposed community services use provides flexibility for affordable housing projects and is permitted in high-density, mixed-use areas well serviced by transit.</p> <p>This policy also supports the reduction of parking requirements, as recommended by staff through these proposed amendments.</p>

Section 6.2.2A	<p>Regional Centre: Guiding Principles</p> <p>IV Movement</p> <ul style="list-style-type: none"> • Integrate land use planning with transportation planning in such a way that alternatives to driving become an easy choice. Transportation options should be efficient, pleasant and readily available. • The Regional Centre, in all ways, should be conducive to, and supportive of, active transportation movement. It should provide people with choices that are viable alternatives to driving. <p>V Complete Neighbourhoods</p> <ul style="list-style-type: none"> • Support safe, mixed-use, and diverse neighbourhoods, including: <ul style="list-style-type: none"> - affordable housing and a variety of tenures; • Encourage the public services and amenities necessary to support quality of life, cohesive communities and creative places. 	<p>Decentres driving as the main form of transportation in the Regional Centre by encouraging alternative modes – one way this is achieved through reducing or eliminating parking requirements, as proposed through these amendments.</p> <p>Directs the Regional Centre Plan to support mixed-use neighbourhoods through encouraging public services and amenities necessary to support quality of life, as well as affordable housing. The proposed community services use supports these objectives.</p>
Section 6.2.3A	<p>Regional Centre: Core Concepts</p> <p>Complete Communities</p> <ul style="list-style-type: none"> • Support people of all ages, abilities and backgrounds to live, work, shop, learn, and play within a short journey. • Promote mixed use neighbourhoods with safe and convenient access to goods and services needed in daily life. <p>Pedestrians First</p> <ul style="list-style-type: none"> • Encourage land use, transportation and design policies that prioritize walking, cycling and transit over private vehicles. 	<p>Promotes mixed use neighbourhoods with safe and convenient access to daily services, such as those permitted through the proposed community services use.</p> <p>Prioritizes walking, cycling and transit over private vehicles. Not requiring minimum parking requirements for the proposed community services use supports this goal.</p>
<p style="text-align: center;"><u>Integrated Mobility Plan</u></p>		
A21	<p>Amend Municipal Planning Strategies and land use by-laws as necessary to implement the reduced parking requirements recommended in the Halifax Regional Parking Strategy.</p>	<p>Halifax Regional Parking Strategy recommends reduced parking requirements to support transit-oriented development, infill development and affordable housing. This aligns with not requiring minimum parking spaces for the proposed community services use.</p>

A22	Amend Municipal Planning Strategies, the Subdivision By-Law and land use by-laws as necessary to require developers to: ...Locate public facilities, shops and offices in walkable areas.	Encourages complete communities by locating services in walkable areas. The proposed community services use will be permitted in zones that are supportive of active transportation.
<u>HalifACT</u>		
Section 1.4.1	Healthy Vibrant Communities	Promotes the reduction of GHG emissions, including through reduced dependence on personal vehicles, to build safe and connected, vibrant and healthy communities. The proposed community services use supports these objectives.
Section 5.2.3	Decarbonizing Transportation	Supports providing options for community members to choose lower-carbon transportation methods. These amendments support this through not requiring minimum parking spaces for the proposed community services use.
Action 23	Integrate climate into land use planning policies and processes	The proposed amendments promote a reduced dependence on personal vehicles, encouraging a reduction of greenhouse gases.
Action 35	Improve food security and food systems resilience	Promotes building food security for those most vulnerable to the impacts of climate change. The proposed community services use supports this by permitting services that address food insecurity across the Regional Centre.
<u>Halifax's Inclusive Economic Strategy – 2022-2027</u>		
Strategic Objective 3.3	Make it easier for people and goods to move throughout Halifax and the region. Halifax continues to be a great place to live and work according to several quality-of-life measures including	Supports the promotion of active transportation and public transit options to improve community wellbeing. This aligns with

	public transit, sense of community, and environmental sustainability. However, we must continue to invest in cultural and recreational amenities; safe, inclusive, resilient, and complete communities; family-friendly policies and services; and active and efficient transportation options.	not requiring minimum parking spaces for the proposed community services use. Recommends investment into safe, inclusive, resilient, and complete communities. The proposed community services use permits community services and programming that contribute to this objective.
Strategic Objective 1.6	Increase housing stock.	The proposed community services use provides flexibility for not-for-profits providing affordable or supportive housing and wraparound services.
<u>Public Safety Strategy</u>		
Strategic Priority 3	Promote healing from trauma	Prioritizes ensuring that resources are in place to support healing for individuals and communities who have experienced trauma. The proposed community services use is intended to support programming that advances this priority.
Strategic Priority 4	Enhance supports for people experiencing homelessness	Emphasizes the role of the municipality in connecting people experiencing homelessness to available supports and services as well as in expanding the kinds of supports that are available. The proposed community services use supports programming and services that seek to address homelessness.
Strategic Priority 5	Broaden the spectrum of emergency and crisis response	Encourages establishing a wider spectrum of response options, including mental health professionals and community-based resources. The proposed community services use provides greater certainty

		and flexibility for the spectrum of resource providers described in this section.
Strategic Priority 6	Reduce harms associated with alcohol and drugs	Encourages the municipality to enhance preventative and responsive harm reduction capacity in the municipality. The proposed community services use supports this by enhancing access to programs that reduce harms associated with alcohol and drugs.



October 10th, 2025

Eleanor Fierlbeck
Planner II – Regional & Community Planning
Planning & Development
Halifax Regional Municipality

Re: North End Community Health Centre – Regional Centre Land Use By-law Amendment (PLANAPP-2025-02245)

Dear Eleanor,

I am writing to outline the need for an amendment to the Regional Centre Land Use By-law to better support the development and operation of Community Health Centres within the Regional Centre. The requested amendment includes two key components:

1. the creation of a specific definition for Community Health Centres;
and
2. the removal of minimum parking requirements for this use.

These two items are explained in more detail below, followed by a discussion of supporting policy direction under the Regional Centre Secondary Municipal Planning Strategy (SMPS).

Community Health Centre Definition:

Currently, the Regional Centre Land Use By-law does not have a definition for a Community Health Centre, and as a result, this important institutional use is categorized and regulated as a Medical Clinic Use¹. While this definition encompasses some services provided by a Community Health

¹*Medical Clinic Use means premises used for the medical examination and treatment of patients on an outpatient basis, for purposes such as family medicine, primary health care, walk-in clinic, dentistry, optometry, podiatry, nutritional counselling, psychiatry, psychological counselling, crisis intervention, physiotherapy, chiropractic, osteopathy, harm reduction, massage therapy, and other similar uses. - Regional Centre Land Use By-law, Section 499(152)*

Centre, it does not capture the full range of programming these centres deliver.

Community health centres provide a broad range of non-medical services such as housing assistance, food access, and legal support, alongside health promotion and clinical care, with a particular focus on serving marginalized and underserved communities. However, the lack of a specific definition for this holistic model of community health promotion has already presented limitations for the North End Community Health Centre (NECHC). During development permit application DEVONLY-2025-11745, the absence of a clear definition has prohibited the provision of legal aid services to at-risk populations. There is additional concern that relying on the Medical Clinic definition may present other yet unforeseen barriers to the comprehensive delivery of community-based services by community health centres.

To address this, we are requesting that a new specific definition for a Community Health Centre use be added to the Regional Centre Land Use By-law.

Parking Requirements

We further request that community health centres not be subject to minimum parking requirements in the HR-1 and HR-2 zones for the following reasons:

- a) Many community members who access these services rely primarily on active or public transportation,
- b) Requiring on-site vehicle parking creates unnecessary barriers,
- c) Other land uses in these zones, including university or college, office, financial institution, restaurant, drinking establishment, work-live unit, home occupation, and residential uses, are not subject to minimum parking requirements.

While surface parking can be relatively easily provided on sites with excess lot area, on in-fill sites such as 2445 Brunswick Street (future NECHC site), underground parking is the only feasible option. Altus Group's 2024 Cost Guide estimates underground parking construction in Halifax at up to \$200 per square foot, representing a prohibitive cost and a significant barrier to project feasibility.

Policy Support

The Regional Centre SMPS provides policy direction for a wide range of institutional uses within the Higher Order Residential Designation:

- **HO-1** directs that the HR-2 Zone permit multi-unit dwellings as well as a range of compatible commercial and institutional uses.
- **HO-1(b)** directs that the HR-1 Zone permit all residential uses and a limited range of commercial and institutional uses compatible with adjacent low-rise areas.

A Community Health Centre, which provides many of the same services as a Medical Clinic but with a broader focus on social determinants of health, is equally appropriate in these neighbourhood contexts.

Section 3.8 of the SMPS also establishes objectives to encourage active transportation and reduce reliance on motor vehicles, in part by reducing or eliminating minimum parking requirements. Requiring no minimum number of spaces for Community Health Centres would be consistent with this direction and with recent amendments to the Regional Centre LUB.

Conclusion

In conclusion, we request amendments to Table 1A, Table 15, and Section 499 of the Regional Centre Land Use By-law to:

1. Add a new definition for Community Health Centre;
2. Permit this use in the HR-1 and HR-2 zones; and
3. Apply no minimum parking requirements for this use.

These changes will provide clarity for the categorization of Community Health Centres, eliminate unnecessary regulatory barriers, and better align the Land Use By-law with the policy objectives of the Regional Centre SMPS.

Yours very truly,

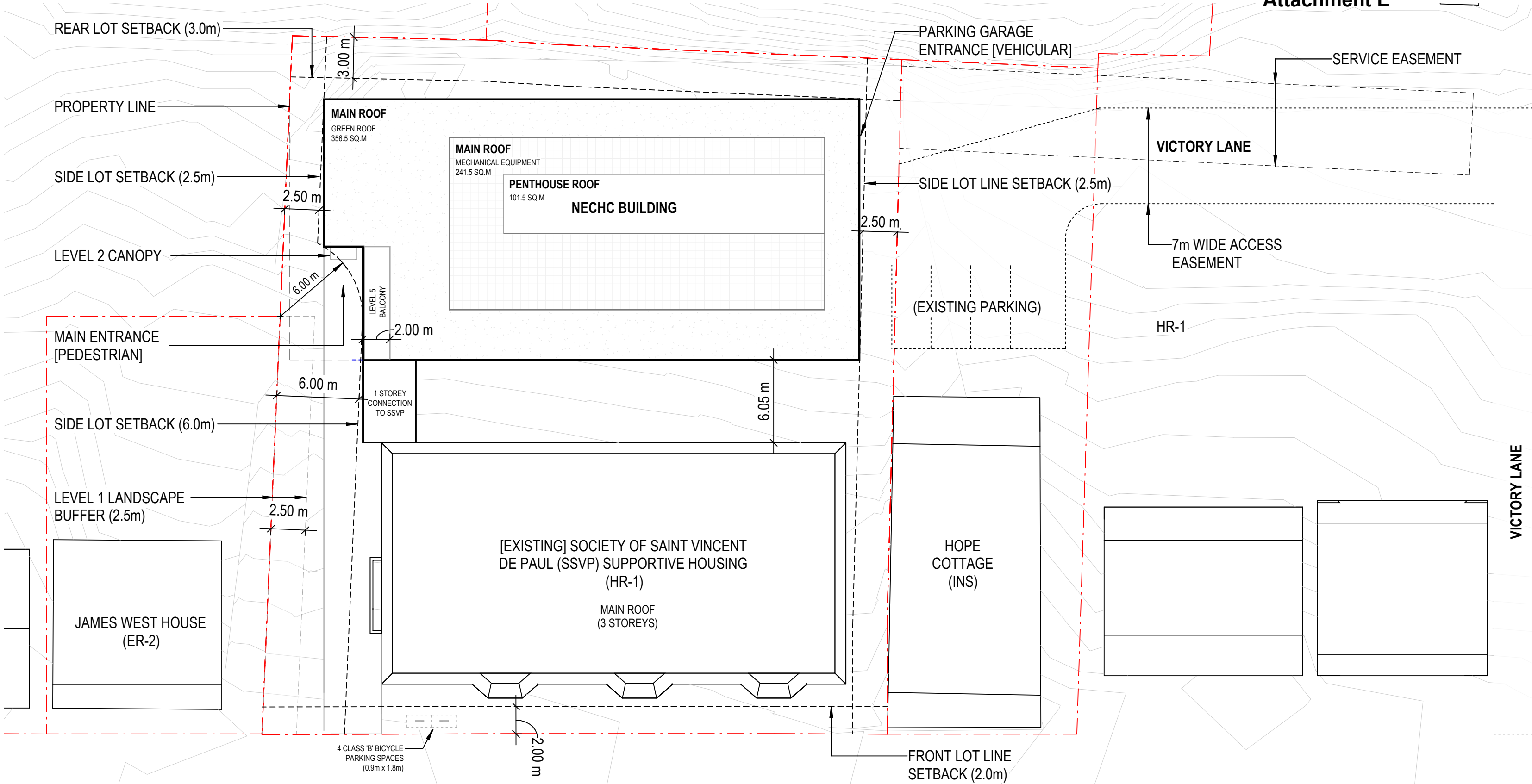
Fowler Bauld & Mitchell Ltd.


James Coons, MCIP, LPP



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ARCHITECTURAL SITE PLAN

NORTH END COMMUNITY HEALTH CENTRE

2445 BRUNSWICK STREET

NOTES:

1. MIN. 40% GREEN ROOF REQUIRED
2. MIN. 50% OF REMAINING OPEN SPACE (EXCLUDING BUILDING, DRIVEWAYS, AND WALKWAYS) MUST BE SOFT LANDSCAPING (R ef: 420(4))
3. LANDSCAPE BUFFER (HR TO ER): 2.5M WIDE SOFT LANDSCAPING REQUIRED, WITH PLANTING AT 1 SHRUB PER 2M OR 1 TREE PER 4.5M

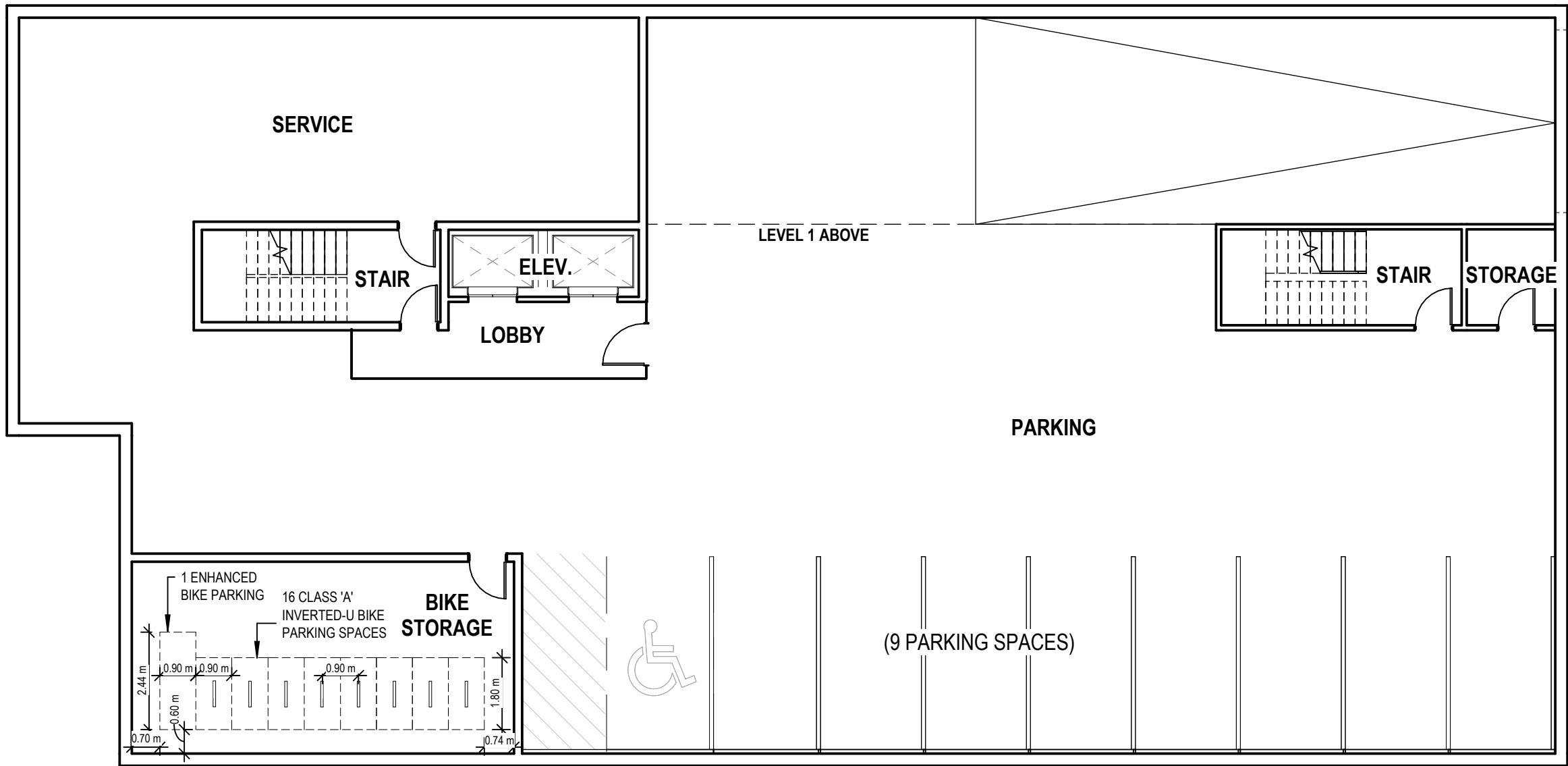
PLANNING & BYLAW INFORMATION:

PID: 00127985
ZONE: HR-1
APPROX. LOT AREA = 24, 280 SF
TYPOLOGY: MID-RISE
MAX BUILDING HEIGHT: 5 STOREYS
FRONT LOT LINE MIN. SETBACK: 2m
SIDE LOT LINE MIN. SETBACK: 2.5m, 6m abuts ER-2
REAR LOT LINE MIN. SETBACK: 3m
SIDE & REAR STEPBACKS: 2m

08/26/2025

DEVELOPMENT PERMIT APPLICATION

FBM



PARKING REQUIREMENTS:

THE NECHC IS A COMMUNITY HEALTH CENTRE BASED ON THE USES OUTLINED IN CENTRE PLAN. WE HAVE CLASSIFIED IT AS 'MEDICAL CLINIC USE'. THIS USE REQUIRES 1 (ONE) PARKING SPACE PER 300 sq.m. IN THE HR-1 ZONE.

MEDICAL CLINIC AREA: 4,190 sq.m.
4,190 sq.m / 300 sq.m. = 13 SPACES

CAN BE REDUCED TO 9 SPACES WITH EXTRA BIKE PARKING (Ref: 433(3) & 433(4))

BIKE PARKING REQUIREMENTS:

CLASS 'A': 50%
CLASS 'B': 50%

1 BIKE PARKING SPACE FOR EVERY 500 sq.m.

REQUIRED: 4,190 sq.m. / 500 sq.m. = 8 SPACES

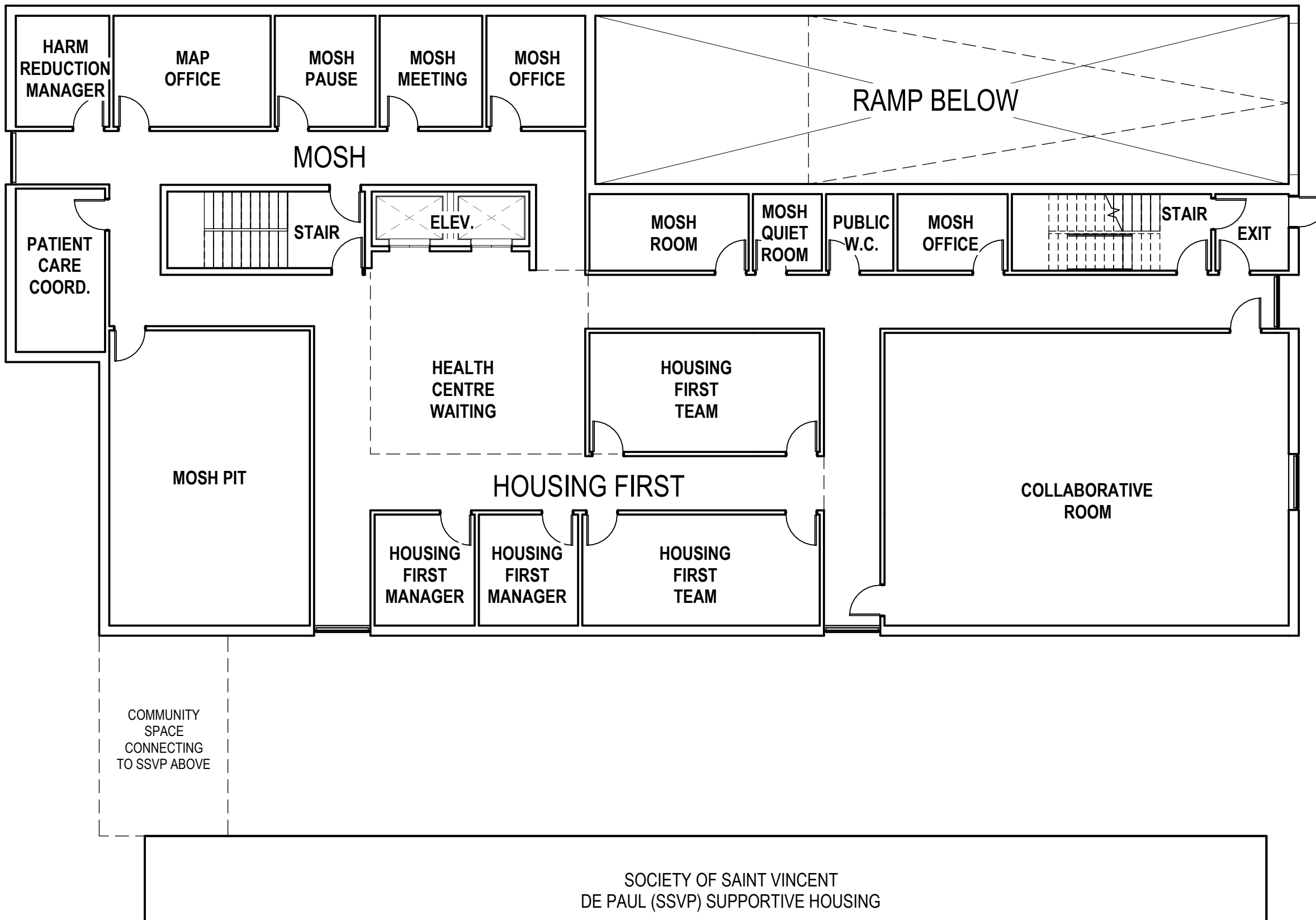
PROVIDED: 21 SPACES (17 CLASS 'A', 4 CLASS 'B')

FLOOR PLAN - PARKING

NORTH END COMMUNITY HEALTH CENTRE

2445 BRUNSWICK STREET





The North End Community Health Centre (NECHC) provides vital, integrated services for unhoused and at-risk community members. Its medical clinic—aligned with the Centre Plan’s definition—offers outpatient care including primary health, harm reduction, and mental health support. These services, along with programs like MOSH (Mobile Outreach Street Health) and Housing First, work together to deliver holistic, accessible care.

FLOOR PLAN - LEVEL 1

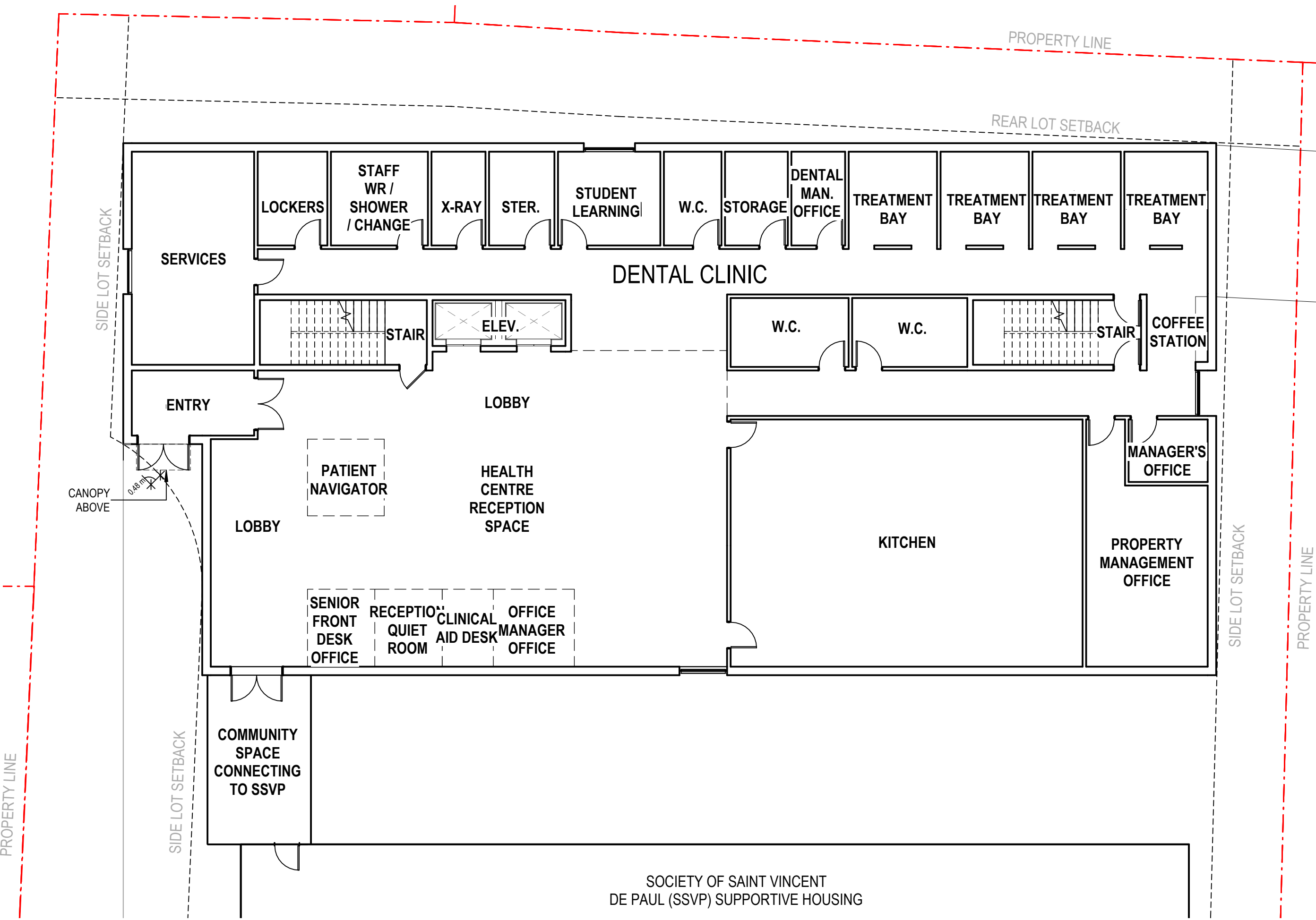
NORTH END COMMUNITY HEALTH CENTRE

2445 BRUNSWICK STREET

FBM

08/26/2025

DEVELOPMENT PERMIT APPLICATION



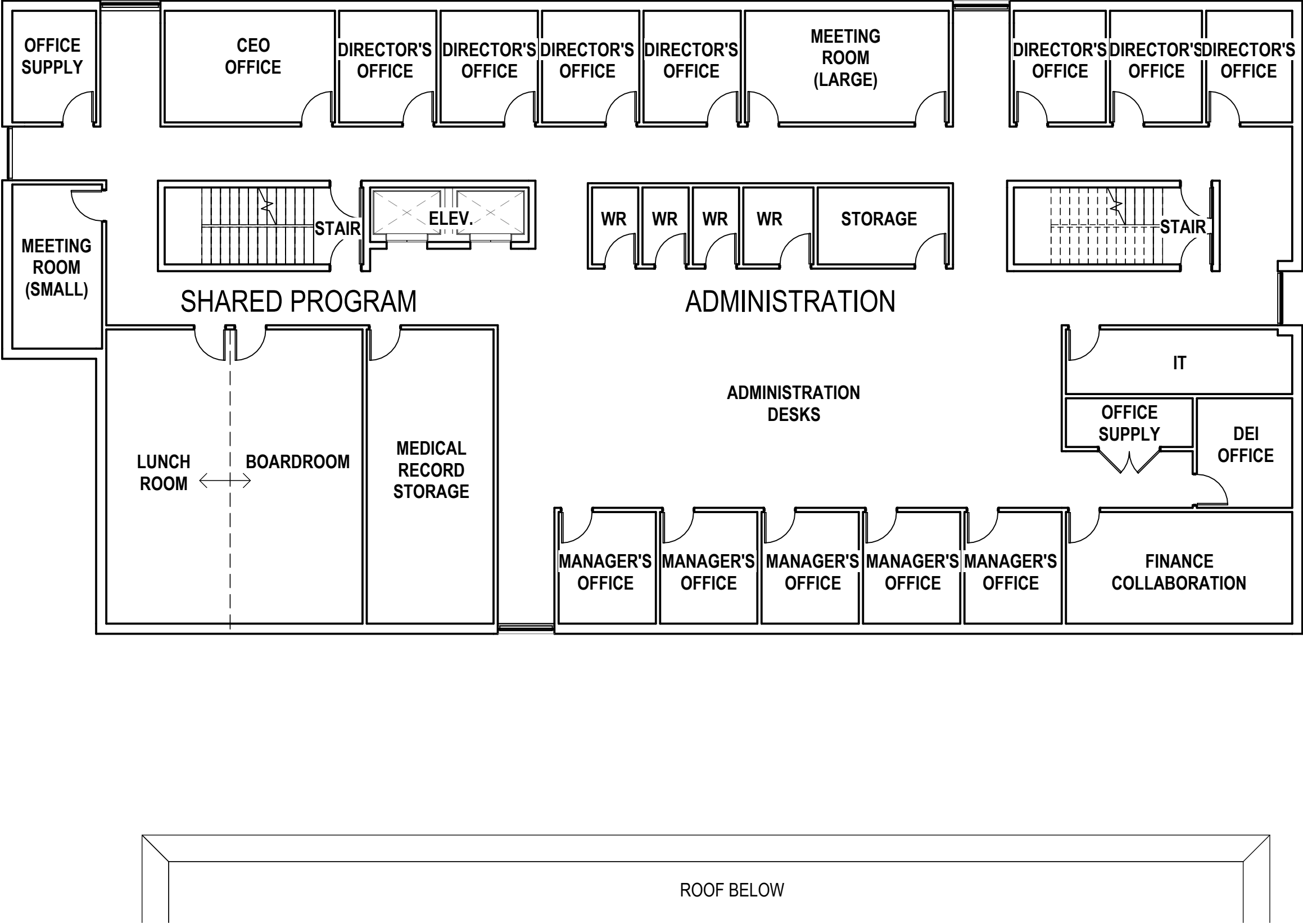
FLOOR PLAN - LEVEL 2

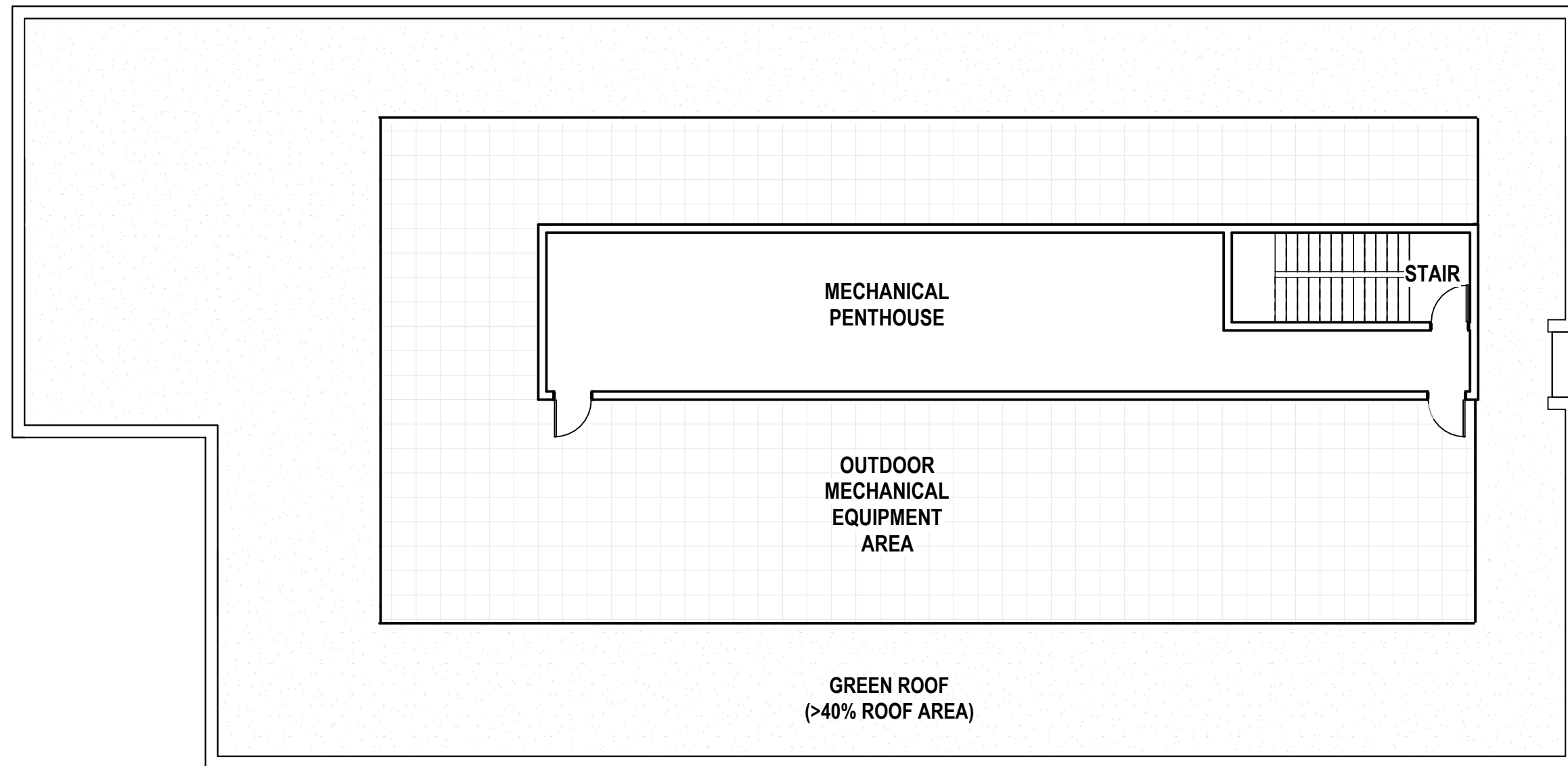
NORTH END COMMUNITY HEALTH CENTRE

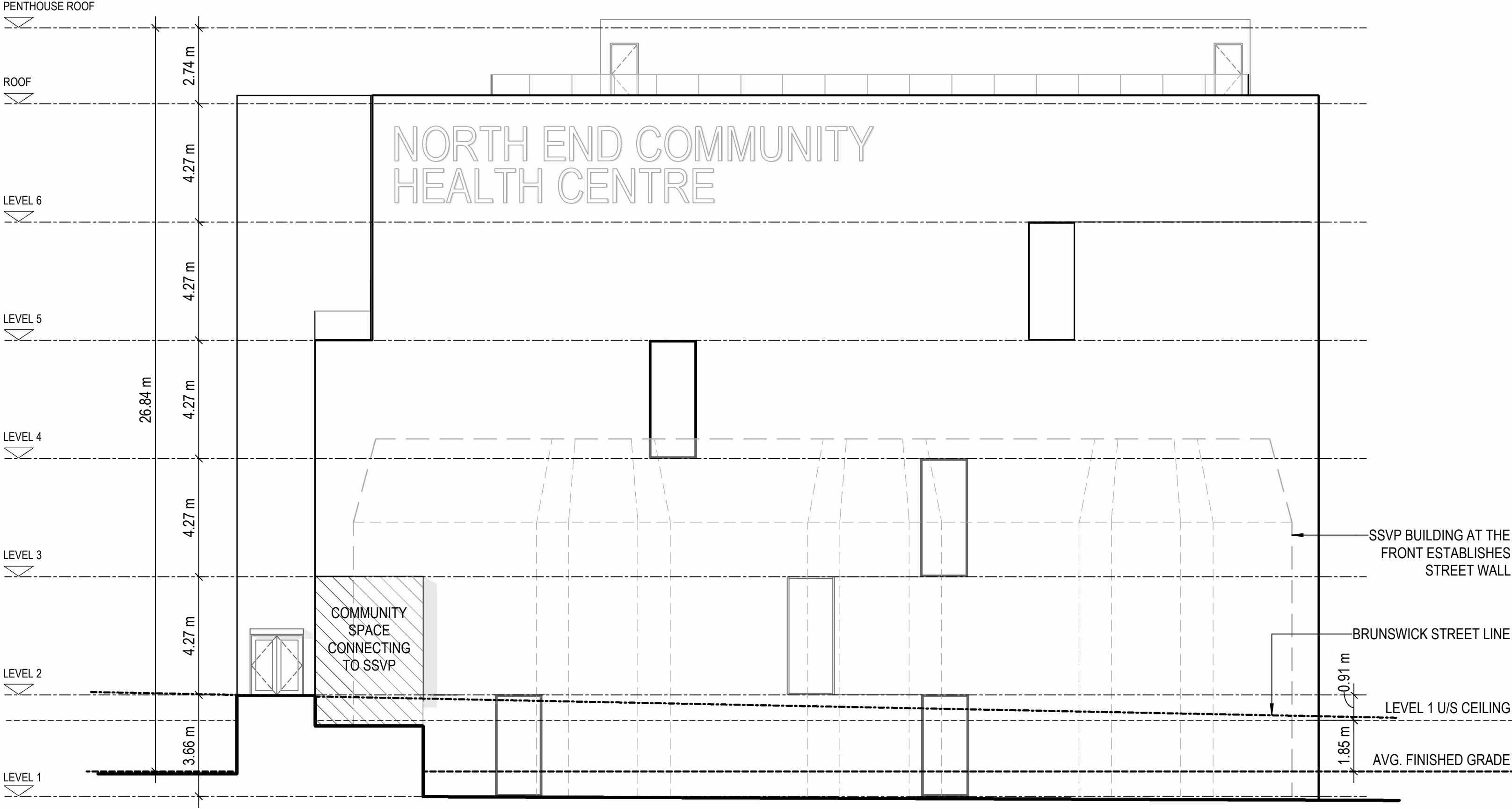
2445 BRUNSWICK STREET

SOCIETY OF SAINT VINCENT
DE PAUL (SSVP) SUPPORTIVE HOUSING









BUILDING ELEVATION - SOUTH

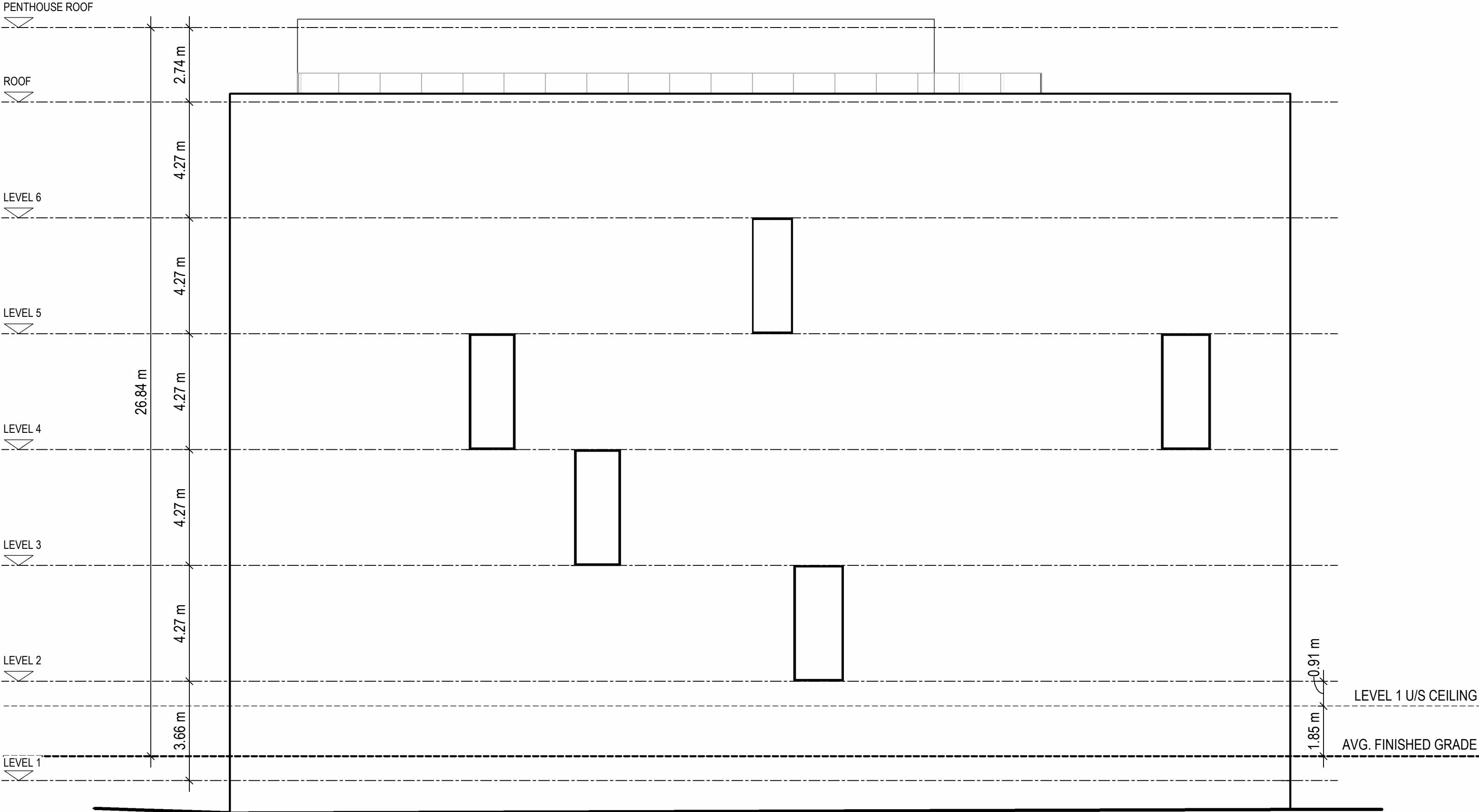
NORTH END COMMUNITY HEALTH CENTRE

2445 BRUNSWICK STREET

NOTES:

- 1. WINDOW SIZE AND LOCATIONS TBD.
- 2. CLADDING MATERIALS TBD; NO MATERIALS PROHIBITED UNDER 91(1) (b) WILL BE USED
- 3. STREETWALL HEIGHT IS 3-STOREYS, AS ESTABLISHED BY ST.VINCENT DE PAUL SUPPORTIVE HOUSING (EXISTING)





BUILDING ELEVATION - NORTH

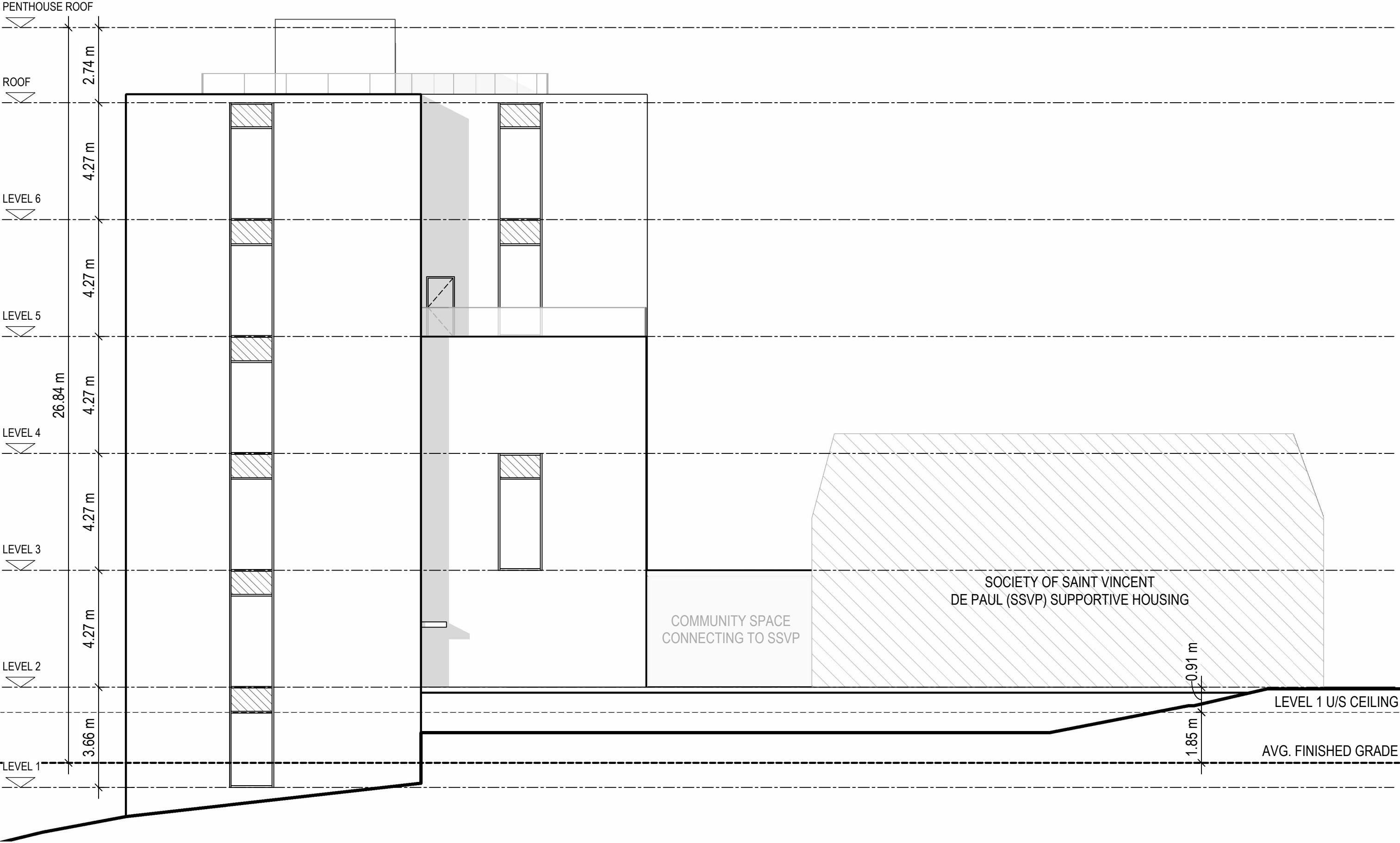
NORTH END COMMUNITY HEALTH CENTRE

2445 BRUNSWICK STREET

NOTES:

- 1. WINDOW SIZE AND LOCATIONS TBD.
- 2. CLADDING MATERIALS TBD; NO MATERIALS PROHIBITED UNDER 91(1) (b) WILL BE USED
- 3. STREETWALL HEIGHT IS 3-STOREYS, AS ESTABLISHED BY ST.VINCENT DE PAUL SUPPORTIVE HOUSING (EXISTING)



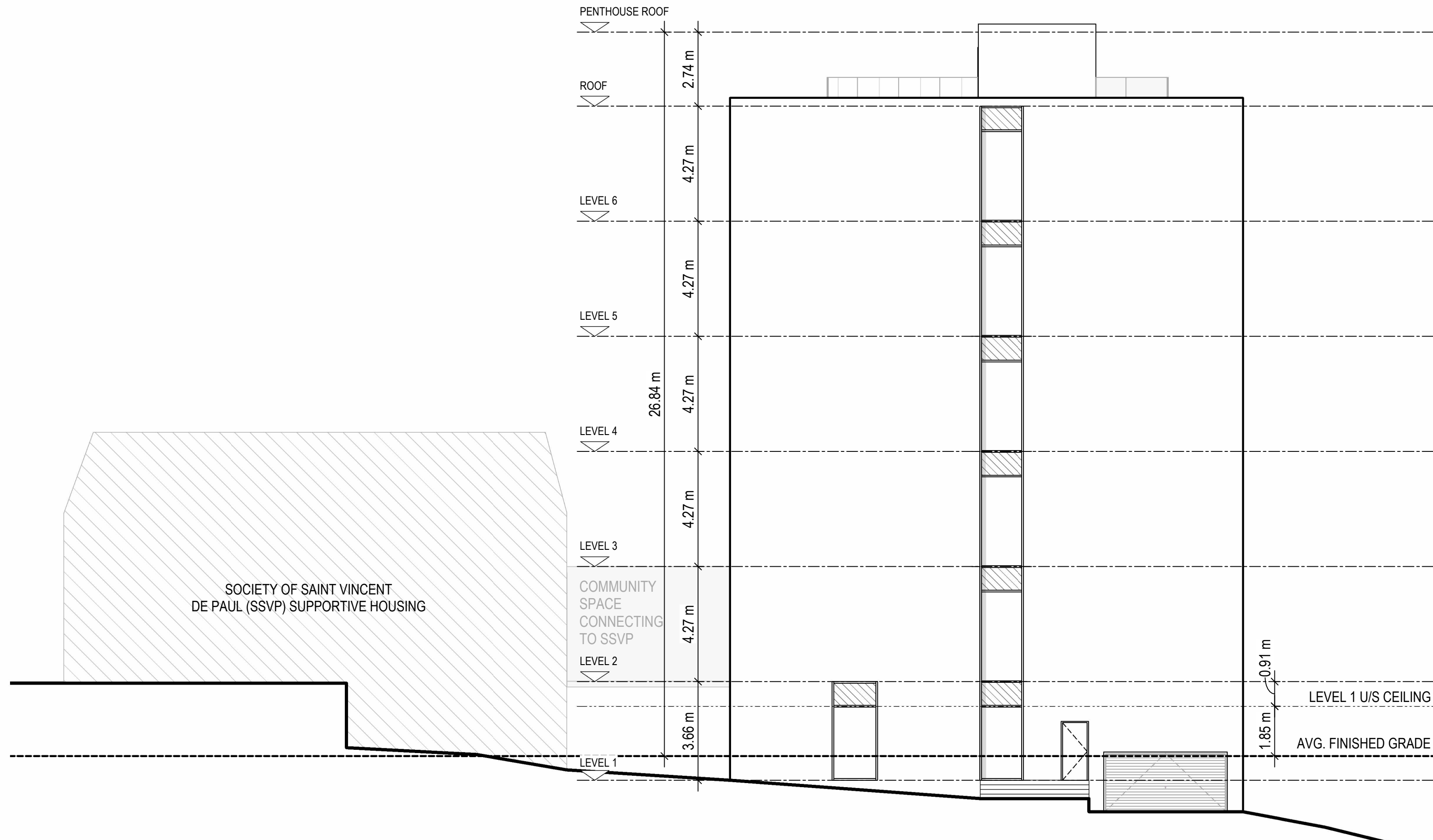


BUILDING ELEVATION - WEST

NORTH END COMMUNITY HEALTH CENTRE

2445 BRUNSWICK STREET

- NOTES:**
1. WINDOW SIZE AND LOCATIONS TBD.
 2. CLADDING MATERIALS TBD; NO MATERIALS PROHIBITED UNDER 91(1) (b) WILL BE USED
 3. STREETWALL HEIGHT IS 3-STOREYS, AS ESTABLISHED BY ST.VINCENT DE PAUL SUPPORTIVE HOUSING (EXISTING)



BUILDING ELEVATION - EAST

NORTH END COMMUNITY HEALTH CENTRE

2445 BRUNSWICK STREET

- NOTES:**
1. WINDOW SIZE AND LOCATIONS TBD.
 2. CLADDING MATERIALS TBD; NO MATERIALS PROHIBITED UNDER 91(1) (b) WILL BE USED
 3. STREETWALL HEIGHT IS 3-STOREYS, AS ESTABLISHED BY ST.VINCENT DE PAUL SUPPORTIVE HOUSING (EXISTING)