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**Item No. 15.1.2**  
**Halifax Regional Council**  
**November 18, 2025**

**TO:** Mayor Fillmore and Members of Halifax Regional Council

**FROM:** Brad Anguish, Acting Chief Administrative Officer

**DATE:** October 26, 2025

**SUBJECT:** **Amendments to Regional Centre SMPS and LUB - Grouped Site-Specific Applications for 2025/2026 (Cases MPSA-2025-01528, MPSA-2025-01629, MPSA-2025-01929, and MPSA-2025-02020)**

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#### **ORIGIN**

- MPSA-2025-01528 (1872-1874 & 1888 Brunswick Street, Halifax): Application by Zwicker Zareski Architecture & Planning (ZZAP) on behalf of 4593909 Nova Scotia Limited.
- MPSA-2025-01629 (63 Jackson Road, Dartmouth): Application by Upland Planning + Design Studio (Upland) on behalf of Now Developments Incorporated.
- MPSA-2025-01929 (4 Fernhill Drive, Dartmouth): Application by Zwicker Zareski Architecture & Planning (ZZAP) on behalf of LakeCity Works.
- MPSA-2025-02020 (Queen Street & Birmingham Street Block, Halifax): Application by Fathom Studio (Fathom) on behalf of ENQORE Developments Ltd.

#### **EXECUTIVE SUMMARY**

The Regional Centre Secondary Municipal Planning Strategy (SMPS) and Land Use By-Law (LUB), fully adopted in 2021 and updated in 2024, establish a clear and predictable framework for significant as-of-right development within the Regional Centre. The planning framework is based on four core concepts of complete communities, human-scale design, pedestrians-first, and strategic growth.

While the Regional Centre SMPS and LUB provide a modern planning framework, there are certain site-specific considerations that cannot be accounted for in a broad plan and that may merit adjustments. In the Regional Centre Plan Area, site-specific requests to the SMPS and the LUB are accepted on an ongoing basis but are brought forward for Council's consideration in groups that align with periodic review cycles of the Regional Centre SMPS and/or LUB. This grouped approach allows for better use of staff resources and a more holistic review of the requests in conjunction with broader proposed changes to the planning documents. Important site-specific requests can still be advanced outside of this batched process where project timing does not align with periodic review cycles.

This report recommends initiation of four site-specific requests to amend the Regional Centre SMPS and LUB. These requests represent over 500 new residential dwelling units in addition to providing additional flexibility for a nonprofit organization to expand an existing light industrial business use. The proposed requests include:

- a 15 storey mixed-use building with 219 dwelling units (1872-1874, and 1888 Brunswick Street, Halifax);
- a 9 storey mixed-use building with 168 dwelling units (vacant block at Queen St and Birmingham Street, Halifax);
- a 5 storey multi-unit building with 120 dwelling units (63 Jackson Road, Dartmouth); and
- the expansion of an existing non-profit light industrial use (Lake City Works, 4 Fernhill Drive, Dartmouth).

Staff recommend initiation of these requests as they are generally aligned with and support the overall vision, goals, and policy objectives established within the Regional Centre SMPS. Should Council support initiation, a more detailed technical review of the requests will be undertaken as well as public engagement before returning to Council with a final recommendation.

There are no financial implications for this report. Should Council choose to proceed with initiation, staff note risks for future requests to modify built form that may undermine the predictability and streamlined approvals established in the Centre Plan framework.

## **RECOMMENDATION**

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

1. Initiate a process to consider amendments to the Regional Centre Secondary Municipal Planning Strategy and Regional Centre Land Use By-law to reduce side and rear high-rise setback requirements for high-rise buildings in the Downtown Halifax Zone when the abutting property cannot achieve a high-rise building because of the Citadel Ramparts Sight Lines, as outlined in this report for MPSA-2025-01528.
2. Initiate a process to consider amendments to the Regional Centre Secondary Municipal Planning Strategy and Regional Centre Land Use By-Law to:
  - a. Change the urban structure designation from Established Residential to Higher-Order Residential;
  - b. Rezone from the Established Residential-3 Zone to the Higher-Order Residential-1 Zone;
  - c. Increase the maximum permitted height from 11 metres to 5 storeys; and
  - d. Reduce the minimum front yard setback from 4.0 metres to 1.5 metresfor the lands located at 63 Jackson Road (PID 00056218) in Dartmouth as outlined in this report for MPSA-2025-01629.
3. Initiate a process to consider amendments to the Regional Centre Secondary Municipal Planning Strategy and Regional Centre Land Use By-Law to enable a site-specific development agreement option for a light industrial use on lands located at 4 Fernhill Drive (PID 41079807) and 386 Windmill Road (PID 41079799) in Dartmouth as outlined in this report for MPSA-2025-01929.
4. Initiate a process to consider amendments to the Regional Centre Secondary Municipal Planning Strategy and Regional Centre Land Use By-Law to reduce the minimum side setback above the streetwall from 4.5 metres to 0.0 metres for the lands located between Queen Street and Birmingham Street (PID 00077313) in Halifax as outlined in this report for MPSA-2025-02020.
5. Follow Administrative Order 2023-002-ADM *Respecting Public Participation for Planning Documents, Certain Planning Applications, and Engagement with Abutting Municipalities* for the required public participation program and as outlined in this report.

**BACKGROUND**

**Proposal Overview**

This report recommends initiation of four site-specific requests. These requests require amendments to both the Regional Centre Secondary Municipal Planning Strategy (SMPS) and Land Use By-Law (LUB). The requests are outlined in Table 1 below. More detail is available in Attachments A to D.

**Table 1: SMPS Applications (2025)**

<b>Case #, Location &amp; Zone</b>	<b>Request</b>	<b>Proposal</b>	<b>Attachment</b>
MPSA-2025-01528 (1872-1874 & 1888 Brunswick Street, Halifax)  Downtown Halifax (DH) Zone	To reduce the tower setback from 11.5 metres to 6.0 metres when an abutting property is constrained in height by the Citadel Ramparts Sightlines	A 15-storey mixed-use building containing 219 dwelling units	More details, including applicant rationale and detailed staff review in Attachment A
MPSA-2025-01629 (63 Jackson Road, Dartmouth)  Established Residential 3 (ER-3) Zone	Redesignate property from Established Residential to Higher Order Residential, and rezone from Established Residential-3 to Higher-Order Residential-1; Increase the height from 11 metres to 5 storeys, and reduce the minimum front yard setback from 4.0 metres to 1.5 metres	A 5-storey residential building containing 120 dwelling units	More details, including applicant rationale and detailed staff review in Attachment B
MPSA-2025-01929 (4 Fernhill Drive, Dartmouth)  Corridor (COR) Zone	Create site-specific development agreement policy to allow for expansion of existing non-profit light industrial use	Expansion of existing light industrial use, including outdoor storage and flexibility for future additions	More details, including applicant rationale and detailed staff review in Attachment C
MPSA-2025-02020 (Queen Street & Birmingham Street, Halifax)  Downtown Halifax (DH) Zone	Reduce the side yard setback above the streetwall from 4.5 metres to 0.0 metres	A 9-storey mixed-use building with 168 dwelling units	More details, including applicant rationale and detailed staff review in Attachment D

In the Regional Centre Plan Area, site-specific requests to amend the SMPS and the LUB are accepted on an ongoing basis and are being brought forward for Council's consideration as a group that align with periodic review cycles of the Regional Centre SMPS and LUB. This method allows for better use of staff resources and a more holistic review of the requests in conjunction with broader proposed changes to the planning documents. Important or strategic site-specific requests can still be advanced outside of this batched process where project timing does not align with periodic review cycles. When initiated together, all effort will be made to progress the applications together, but should some proceed quicker than others they can also be presented to Council for decision at different times.

**Centre Plan Framework**

The properties at issue are subject to the Regional Centre planning documents, which were developed in two phases with Package A being approved in 2019, and Package B in 2021.

Staff have been regularly updating the Regional Centre SMPS and the LUB to improve administration, respond to changing housing and market trends, and consider site-specific requests as part of larger updates. Since the Regional Centre SMPS and LUB were first adopted, staff have undertaken several minor housekeeping reviews, and one major comprehensive review in 2024 as part of the Urgent Changes to Planning Documents for Housing initiative. The Regional Centre planning area experiences a significant amount of development activity and keeping the planning documents current and in good working order helps to streamline the development process while ensuring that new development is meeting broader goals and objectives established in the Regional Centre SMPS.

Under Policy IM-3 of the Regional Centre SMPS, Council can consider topic-based, neighbourhood, or site-specific amendments to the SMPS as a response to the changing priorities and circumstances of the community. This policy provides a flexible framework for adapting the planning process to emerging municipal, provincial, and federal priorities such as new programs, economic shifts, social conditions, and opportunities for innovative development. In the context of Halifax's housing market, currently characterized by increasing demand, rising costs, and a need for greater housing diversity, Policy IM-3 enables Council to consider site-specific amendments that support higher-density development, affordable housing initiatives, and the re-use of underutilized or institutional lands. Council has applied this policy framework in the past to enable mixed-use redevelopment of strategic sites, incorporation of affordable housing measures, and advancement of development in Future Growth Nodes to support this shift in market conditions.

### **Regional Plan Context**

Chapter 6A of the Regional Municipal Planning Strategy (RMPS) outlines objectives for the Regional Centre.

Policy G-14A requires HRM to consider the objectives, policies and actions of the priorities plans, including the Integrated Mobility Plan, when considering amendments to any secondary municipal planning strategy and land use by-law. A more detailed review of relevant Regional Plan Policies and Priority Plan objectives is included in relevant Attachment for each application.

## **DISCUSSION**

### **Municipal Planning Strategy Amendment (MPSA) Process**

The Regional Centre SMPS is a strategic policy document that sets out the goals, objectives and direction for long term growth and development in Municipality. While the SMPS provides both broad and specific direction to the Land Use By-law, Regional Council may consider amendment requests to enable proposed development that is not contemplated by policy, but is still consistent with the broader vision, goals, and objectives of the plan. This may include minor changes to land uses and built form to respond to site specific conditions, as well as more significant strategic changes. Amendments to the Regional Centre SMPS are significant undertakings and Council is under no obligation to consider such requests. Amendments should be only considered within the broader planning context such as the Regional Plan and Priority Plans, and when there is reason to believe that there has been a change to the circumstances since the plan was adopted or last reviewed. The MPS Amendment (MPSA) is a planning process by which Council can consider changes to the policies of a Municipal Planning Strategy.

Requests for MPSAs are typically received through an application and are first evaluated by staff to determine their general alignment with existing planning frameworks and municipal objectives. Initiation of an amendment process by Council does not imply support for or approval of the proposed amendment;

rather, it authorizes staff to undertake a detailed technical review, interdepartmental consultation, and public engagement process. Unlike as-of-right development, MPSA requests are discretionary and require Regional Council to determine whether a policy change is appropriate, which is typically accompanied by LUB amendment and/or development agreement. Following the internal staff review process and community engagement, staff provide a recommendation on the application and the legal adoption process as set out in the *HRM Charter* is followed, which includes a public hearing.

### **Staff Review**

Staff have reviewed the submitted applicant rationale in the context of the site circumstances, surrounding land uses, and the enabling planning policies of the Regional Centre SMPS. In doing so, staff have also considered the broader planning context across the municipality, including how the proposal aligns with established regional growth objectives and the overall planning framework guiding development in the region. While the Regional Centre SMPS provides a modern planning framework, a plan cannot account for every circumstance on every lot. Discretionary plan amendments provide an opportunity for site-specific consideration of the rules, allowing some flexibility while maintaining overall consistency with broader planning objectives. The reviews also support increasing the supply of safe, sustainable and affordable housing in the Municipality as per the *Minimum Planning Requirements Regulations*.

Staff advise there is merit to consider amendments to the Regional Centre SMPS and LUB to support these applications because the applications are generally aligned with the vision, core concepts, and policy objectives established in the Regional Centre SMPS. If initiated, staff will undertake a detailed technical review of the proposals that will consider servicing, traffic, and other potential impacts of the development. This review will also include community feedback on the proposals.

Although staff are recommending in favour of initiation, staff note risks associated with undermining the predictability and streamlined approvals established by the Regional Centre planning framework, as well as increasing property speculation associated with an increase in density. For example, 3 of the 4 requests in this report have an as-of-right pathway for development, but are seeking discretionary approvals for additional density as opposed to moving forward with the as-of-right density allocation.

### **Conclusion**

Staff advise that there is merit to these requests, and that the proposals are generally aligned with the overall intent of the Regional Centre SMPS and LUB.

### **FINANCIAL IMPLICATIONS**

The applicant will be responsible for all costs, expenses, liabilities and obligations imposed under or incurred in order to satisfy the terms of a development agreement, should one be recommended in future. The administration of this process can be carried out within the approved 2025-2026 operating budget for Planning and Development.

### **RISK CONSIDERATION**

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. Regulatory and Appeals Board. Information concerning risks and other implications of adopting the proposed amendments are contained within the Discussion section.

## **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 June of 2023, Regional Council approved the Public Participation Administrative Order (2023-002-ADM), which staff are proposing to follow for each individual application. The proposed level of community engagement is consultation, achieved through HRM's website, signage posted on the subject sites, letters mailed to property owners within the notification area, and through public information meetings early in the review process prior to Regional Council considering approval of any proposed amendments. For more information on individual notification areas for the proposed site-specific requests, refer to Attachment A, Attachment B, Attachment C, and Attachment D.

## **ENVIRONMENTAL IMPLICATIONS**

No additional concerns were identified.

## **ALTERNATIVES**

Regional Council may choose to:

1. Refuse to initiate a process to consider amendments to the Regional Centre Secondary Municipal Planning Strategy and Regional Centre Land Use By-law to reduce side and rear high-rise setback requirements for high-rise buildings in the Downtown Halifax Zone when the abutting property cannot achieve a high-rise building because of the Citadel Ramparts Sight Lines.
2. Refuse to initiate a process to consider amendments to the Regional Centre Secondary Municipal Planning Strategy and Regional Centre Land Use By-Law to
  - a. Change the urban structure designation from Established Residential to Higher-Order Residential;
  - b. Rezone from the Established Residential-3 Zone to the Higher-Order Residential-1 Zone;
  - c. Increase the maximum permitted height from 11 metres to 5 storeys; and
  - d. Reduce the minimum front yard setback from 4.0 metres to 1.5 metres

for the lands located at 63 Jackson Road (PID 00056218) in Dartmouth.

3. Refuse to initiate a process to consider amendments to the Regional Centre Secondary Municipal Planning Strategy and Regional Centre Land Use By-Law to enable a Site-Specific development agreement option for a light industrial use on lands located at 4 Fernhill Drive (PID 41079807) and 386 Windmill Road (PID 41079799) in Dartmouth.
4. Refuse to initiate a process to consider amendments to the Regional Centre Secondary Municipal Planning Strategy and Regional Centre Land Use By-Law to reduce the minimum side setback above the streetwall from 4.5 metres to 0.0 metres for the lands located between Queen Street and Birmingham Street (PID 00077313) in Halifax.

## **LEGISLATIVE AUTHORITY**

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

**ATTACHMENTS**

Attachment A: Supplementary Information, MPSA-2025-01528: 1872 – 1874 & 1888 Brunswick Street, Halifax

Attachment A1: Letter of Rationale

Attachment A2: Relevant Policies

Attachment A3: Generalized Future Land Use Map

Attachment B: Supplementary Information, MPSA-2025-01629: 63 Jackson Road, Dartmouth

Attachment B1: Letter of Rationale

Attachment B2: Relevant Policies

Attachment B3: Generalized Future Land Use Map

Attachment B4: Notification Area

Attachment C: Supplementary Information, MPSA-2025-01929: 4 Fernhill Drive, Dartmouth

Attachment C1: Letter of Rationale

Attachment C2: Relevant Policies

Attachment C3: Generalized Future Land Use Map

Attachment C4: Notification Area

Attachment D: Supplementary Information, MPSA-2025-02020: Queen & Birmingham Streets, Halifax

Attachment D1: Letter of Rationale

Attachment D2: Relevant Policies

Attachment D3: Generalized Future Land Use Map

Attachment D4: Notification Area

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**Attachment A:**  
**MPSA-2025-01528: 1872 –1874 Brunswick Street and 1888 Brunswick Street, Halifax**

**ORIGIN**

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Application by Zwicker Zareski architecture + planning (ZZAP) on behalf of 4593909 Nova Scotia Limited.

**BACKGROUND**

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ZZAP on behalf of 4593909 Nova Scotia Ltd. applied to amend the Regional Centre Secondary Municipal Planning Strategy (SMPS) and Land Use By-law (LUB) to a permit a reduced side yard setback requirement for the portion of a building above 33.5 metres when an abutting site cannot be developed as a high-rise building due to the Halifax Citadel Ramparts Sight Lines.

<b>Subject Site</b>	1872-1874 Brunswick Street, Halifax (PID 00002030) 1888 Brunswick Street, Halifax (PID 00002022)
<b>Location</b>	The North-West corner of Brunswick Street and Gottingen Street
<b>Regional Plan Designation</b>	Urban Settlement (US)
<b>Community Plan Designation (Attachment A3)</b>	Downtown Designation (D)
<b>Downtown Halifax Precinct (Attachment A4)</b>	North End Gateway and Scotia Square Complex (NSS)
<b>Zone (Attachment A4)</b>	Downtown Halifax (DH)
<b>Lot Size</b>	1,324.98 square metres (14, 262 square feet.)
<b>Site Conditions</b>	Sloped grade to North boundary of site
<b>Current Land Use (s)</b>	<ul style="list-style-type: none"> <li>• Office space</li> <li>• Parking</li> </ul>
<b>Surrounding Use(s)</b>	<ul style="list-style-type: none"> <li>• Residential</li> <li>• Office space</li> <li>• Retail</li> <li>• Restaurant and café</li> <li>• Scotiabank Centre</li> <li>• Halifax Citadel National Historic Site</li> </ul>

**Proposal Details**

The applicant proposes to develop abutting properties at 1872-1874 Brunswick Street and 1888 Brunswick Street. The proposal includes an office conversion to residential dwelling units and a new 15 storey multi-unit dwelling building. The proposal states that the development will be able to provide 219 new residential dwelling units and commercial space. The major aspects of the proposal are as follows:

- office conversion to a multi-unit residential building at 1888 Brunswick Street;
- new construction of a 15 storey multi-unit residential building at 1872-1874 Brunswick Street;
- a total of 219 new dwelling units, which includes 10 barrier free units and 1 grade-related unit:
  - 8 studio units;
  - 97 one-bedroom units;
  - 25 one-bedroom and den units;
  - 81 two-bedroom units;
  - 8 two-bedroom and den units;
- 86 on-site parking spaces with 11 of said spaces being barrier free;
- level 1 will have 2,940 square feet of commercial space;
- indoor and outdoor amenity space (including balconies); and

- 87 Class A and 21 Class B bicycle parking spaces

The requested amendment is to reduce the minimum side setback for high-rise buildings from 11.5 metres to 6.0 metres when an abutting property is unable to accommodate a high-rise building because of Halifax Citadel Ramparts Sight Line requirements.

While the properties at 1872-1874 Brunswick Street and 1888 Brunswick Street are impacted by Halifax Citadel Ramparts Sight Lines, the proposal is able to accommodate a high-rise building without any interference. The change to the side setback requirements, from 11.5 metres to 6.0 metres will enable an additional 6 dwelling units within the development.

### **Site History**

- Case 22322: substantive site plan process previously approved in 2019 for a 12-storey hotel, referred to as the JAG Hotel. The hotel was not built.
- The Downtown Halifax Plan and the Regional Centre Plan: the site remained in the Downtown Halifax Plan Area at the time of adoption Regional Centre Package A and Package B.
- Urgent Changes to Planning Documents for Housing: the site was included in the Regional Centre Plan Area. The site was zoned as Downtown Halifax (DH).

### **Regional Centre SMPS and LUB Context**

**Designation:** The properties at 1872-1874 Brunswick Street and 1888 Brunswick Street are under the Downtown Designation (D) (Attachment A3). These areas form the core of the Municipality through cultural, financial, commercial and civic features. The areas can support the most intense density, scale and uses within the Municipality. With redevelopment of these sites, attention to heritage context and transitions to surrounding uses is respected. The city block that the properties are located within is completely designated D. Across the road is the Halifax Citadel National Historic Site, which falls under the Park and Community Facility Designation (PCF). The framework from the Regional Centre SMPS creates the vision for the character and growth goals of the designation.

**Precinct:** The two properties included in the application are within the North End Gateway and Scotia Square Complex (NSS) Downtown Halifax Precinct. The city blocks to the North-East and to the West are entirely within the NSS Precinct, also. As explained in [Regional Centre SMPS 2.4.3.7](#), the NSS Precinct is located across from the Halifax Citadel National Historic Site, and near to historic neighbourhoods. Development of an active streetscape for Cogswell Street, Rainnie Drive and Gottingen Street will provide ample opportunity for residents of the area to benefit from amenities, commercial businesses, services and an active transportation network. Architectural features and building materials will further support the area by framing the prominent street corner the two properties under this application hold.

**Zoning:** Both properties within the application are zoned as Downtown Halifax (DH) (Schedule 2) under the LUB. Uses permitted in the zone are listed in Table 1A of the LUB. The zone permits a wide range of uses compared to others within the Regional Centre. All LUB requirements will be reviewed under Development Permit application ZURB DEVONLY-2025-09733 and future development permit applications.

### **DISCUSSION**

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

## **Application Details**

The applicant has requested an amendment to the Regional Centre SMPS and LUB. The request is to permit a side setback of 6.0 metres for the high-rise portion of a building on a lot abutting a property in a DH zone that is restricted by the Halifax Citadel Ramparts Sight Lines in a manner which does not permit a high-rise building.

The LUB requires that any portion of a building above 33.5 metres in height shall have a minimum required side setback of 11.5 metres under 135(5)(b). The applicant has requested a minimum required side setback of 6.0 metres for any portion of any main building above 33.5 metres in height, like 135(5)(a) for view plane regulations.

## **Staff 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 because the proposed structure does not protrude into the Ramparts sight lines, the abutting property is unable to achieve a high-rise typology because of Ramparts sight line regulations, and the proposed use is permitted within the zone while supporting a variety of new residential dwelling units. The proposed building will achieve the intent of the NSS Precinct by framing a prominent intersection with architectural elements and high-quality materials, while creating living space that is further supported by the goals of providing the precincts residents with a wide range of services and amenities through Cogswell and Rainnie Drive (Regional Centre 2.4.3.7). Additionally, the amendment will enable a streamlined as-of-right application and approval process for other properties with similar circumstances in the Regional Centre Plan Area further future proofing the Regional Centre SMPS and LUB.

If Council proceeds with initiation, a detailed review of the request will be undertaken that will address the following:

- the scope and appropriateness of different planning tools, such as zoning, development agreements, or site plan approvals;
- the feedback received through community engagement initiatives;
- surrounding community context including existing Regional Centre policies and regulations; and
- technical review, including potential traffic and servicing impacts.

## **Conclusion**

Staff have reviewed the proposed Regional Centre SMPS amendment and advise that there is merit to the request. Staff advise there is merit to the request because the proposal will not impact the Halifax Citadel Ramparts Sight Line regulations and the abutting property at 1901 Gottingen Street cannot accommodate a high-rise building because of the regulations. Additionally, the proposal intensifies residential use in the area, meets the intent of the NSS precinct and will locate people close to transit, active transportation, recreational, commercial and employment opportunities. Therefore, staff recommend that Regional Council initiate the SMPS amendment application process.

## **ATTACHMENTS**

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Attachment A1: Letter of Rationale

Attachment A2: Relevant Policies

Attachment A3: Generalized Future Land Use Map

# Attachment A1 - Letter of Rationale



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Planning Applications  
Halifax Regional Municipality  
Planning & Development  
Via email: [planning@halifax.ca](mailto:planning@halifax.ca)

## **Request to Amend Regional Centre SMPS & LUB for 1872 Brunswick Street, Halifax (PIDs: 00002030)**

On behalf of our client, 4593909 Nova Scotia Limited, zzap Consulting Inc. (zzap) is pleased to submit a site-specific plan amendment to the Regional Centre Secondary Municipal Planning Strategy (SMPS) and Land Use By-Law (LUB) to reduce the high rise setback requirement on a property for where a high-rise building cannot be constructed on a neighbouring property due to a limitation incurred by the Halifax Citadel Rampart sight lines. To support this application submission, the following materials are included as appendices:

- Appendix A: Citadel View Plane & Rampart Certification Letter (The Pearl Building PID: 00002048)
- Appendix B: High-Rise Feasibility Letter
- Appendix C: Citadel View Plane & Rampart Certification Letter (PID: 00002030)
- Appendix D: Proposed Building Drawing Comparison

We respectfully request that you provide us with an anticipated schedule for the Bylaw amendment process.

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

### **1.0 Proposed Plan Amendment**

We are requesting for a site-specific plan amendment to the Regional Centre SMPS and LUB policies for our subject property, 1888 Brunswick Street (PID: 00002030), as follows:

Regional Centre SMPS:

**Policy UD-9 e) iii):** The Land Use By-law shall establish building envelope regulations that support context-specific, human-scaled and pedestrian-oriented environments by, within the DH Zone, establishing maximum building dimension requirements for any portion of a main building above 33.5 metres high and minimum setbacks as follows; a minimum setback of 11.5 metres from the tower portion of the building to the side and rear lot lines, except if the abutting property's development potential is constrained by a view plane **or a ramparts sight line.**



Regional Centre LUB:

**135 5) a):** Any portion of any main building above 33.5 metres in height shall have a minimum required setback from any side lot line of: (a) 6.0 metres, if the abutting property is within a DH, CEN-2, CEN-1, UC-2, or UC-1 zone and has a view plane **or ramparts sight line** restriction that would not permit the development of a high-rise building.

## 2.0 Rationale for Development

The Regional Centre SMPS sets out objectives related to building envelopes to control dimension requirements for buildings to support fine-grained lot patterns, 'human-scaled' streetscapes, minimize wind impacts, and balance height and massing relationships. This includes Policy UD-9 e) which states:

**Policy UD-9 e) iii):** The Land Use By-law shall establish building envelope regulations that support context-specific, human-scaled and pedestrian-oriented environments by, within the DH Zone, establishing maximum building dimension requirements for any portion of a main building above 33.5 metres high and minimum setbacks as follows; a minimum setback of 11.5 metres from the tower portion of the building to the side and rear lot lines, except if the abutting property's *development potential* is constrained by a view plane.

Policy 135 5) in the Regional Centre LUB adds language to this by stating:

**135 5) a):** Any portion of any main building above 33.5 metres in height shall have a minimum required setback from any side lot line of: (a) 6.0 metres, if the abutting property is within a DH, CEN-2, CEN-1, UC-2, or UC-1 zone and has a view plane restriction that would not permit the development of a high-rise building.

**135 5) b):** 11.5 metres elsewhere.

View planes and ramparts sight lines were established in parallel by the Regional Centre SMPS to preserve unobstructed views of the Halifax Harbour from important vantage points by controlling the height of new development from the vicinity of the Halifax Citadel National Historic Site to reflect traditional scale of development. While view planes and ramparts are technically applied through different mechanisms, they both serve the common policy objective of controlling the scale of developments that exist in view corridors of the Halifax Citadel.

In this case, the property's adjacent lot at 1901 Gottingen Street (PID: 00002048) is subject to a ramparts sight line that restricts its development to less than 34 metres, as detailed by the Citadel View Plane & Rampart Certification Letter (Appendix B). The Regional Centre LUB defines High-Rise Buildings within the DH zone as a main building



that exceeds a height of 33.5 metres above the average finished grade. The High-Rise Feasibility Letter (Appendix C) explains that because of the spatial requirements for rooftop equipment and structures, it would not be feasible to construct a practical high-rise building within the < 34 metre height limit imposed by the ramparts sight lines. Furthermore, the adjacent lot (PID: 00002048) is under the same ownership as the subject properties (PID: 00002030). Our client has no intention to develop the adjacent lot (PID: 00002048) beyond what currently exists.

It can be concluded that the abutting property's development potential has been constrained by a ramparts sight line in a way that would not permit the development of a high-rise building. Thus, it would be consistent with the intent of the SMPS to allow our request for a site-specific plan amendment to the Regional SMPS and LUB as specified above.

The reduced setback, and thus the added density, would allow for a more efficient use of the property's land. This would be consistent with the Regional SMPS goals for the Downtown Designation, which is intended to support development where the largest scale and mix of uses are encouraged. Particularly, the added density would align with Objectives 1 and 8, which aim to:

**Downtown Designation Objective 1:** Promote compact, intensified, and accessible downtowns.

**Downtown Designation Objective 8:** Increase residential and commercial densities, as well as employment opportunities to support transit services.

Furthermore, the provision of the resulting six additional units can help meet urgent housing demand associated with the current housing crisis.

#### 4.0 Closing

We trust that the enclosed materials satisfy the application requirements. Should you have any questions, comments or concerns with regards to this application, please do not hesitate to contact the undersigned.





**Servant, Dunbrack, McKenzie & MacDonald Ltd.**

**NOVA SCOTIA LAND SURVEYORS & CONSULTING ENGINEERS**

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B.Eng., NSLS

April 9, 2025

ZZap Architecture  
1 Canal Street  
Dartmouth, NS  
B2Y 2W1

**Re: Height Measurement Certification - 1901 Gottingen Street (PID: 00002048)**

Joe,

I, Dan Gerard, P.Eng., P.Surv., NSLS, have conducted height restriction analyses on the above referred to property regarding the Halifax Citadel viewing Ramparts, specifically at viewing Position 6, 8 and 9.

Based on the detailed measurements completed, I confirm that the maximum allowable building height on this property is less than 34 metres above the average finished grade.

Should further clarification be required, please do not hesitate to contact me directly.

Regards,





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ZZap Consulting Inc.  
1 Canal Street  
Dartmouth, NS B2Y 2W1  
Phone: 902-266-2942  
Email: Joe@zzap.ca

Date: May 5, 2025

**Subject: Assessment of High-Rise Building Feasibility at 1901 Gottingen Street (PID: 00002048) Regarding Halifax Citadel Rampart View Plane Restrictions**

To Whom It May Concern,

This letter provides an architectural assessment regarding the practical feasibility of constructing a high-rise building on the property at 1901 Gottingen Street (PID: 00002048), specifically considering the height restrictions imposed by the Halifax Citadel Rampart view planes. A high-rise building is generally defined as exceeding 33.5 metres in height above the average finished grade.

We refer to the correspondence dated April 9, 2025, received from Daniel S. Gerard, P.Eng., NSLS, of Servant, Dunbrack, McKenzie & MacDonald Ltd. (SDMM). In this letter, Mr. Gerard confirms that SDMM conducted height restriction analyses concerning the Halifax Citadel viewing Ramparts, specifically addressing viewing Positions 6, 8, and 9 relative to the subject property.

Based on their detailed measurements and analysis, Mr. Gerard confirms that the maximum allowable building height on this property is less than 34 metres above the average finished grade to maintain the integrity of the established view planes.

Based on this confirmed maximum height limit of less than 34 metres, it is our opinion the construction of a practical high-rise building (i.e., exceeding 33.5 metres) is not feasible on this site.

A critical design consideration is the spatial requirement for essential rooftop equipment and structures. Modern buildings necessitate significant installations on the roof level, including, but not limited to:

- Heating, Ventilation, and Air Conditioning (HVAC) units and necessary screening
- Elevator machine rooms/overruns and associated penthouses
- Mechanical penthouses for other building systems (e.g., ventilation, exhaust)
- Stairwell access structures
- Telecommunications equipment provisions
- Required safety parapets and potential fall arrest systems



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Crucially, all such equipment and structures must be located within the maximum allowable building height envelope defined by the Rampart view plane restriction – in this case, less than 34 metres above average finished grade. These required rooftop components typically occupy several metres of vertical height.

Consequently, the height available for occupiable floor area is significantly reduced from the absolute maximum limit determined by the view plane. Given that the maximum allowable height is already confirmed to be less than 34 metres, allocating the necessary vertical space for functional rooftop equipment and structures effectively prevents the uppermost occupied floor from reaching a height that would classify the building as a high-rise (> 33.5m).

Therefore, due to the restrictive height limit imposed by the Halifax Citadel Ramparts view plane (confirmed by SDMM's analysis to be less than 34 metres), and the practical necessity of incorporating substantial rooftop equipment within that limit, constructing a functional high-rise building exceeding 33.5 metres above average grade on the subject property at 1901 Gottingen Street is not feasible.

Should you require further clarification or architectural details, please feel free to contact me directly.

Sincerely,





**Servant, Dunbrack, McKenzie & MacDonald Ltd.**

**NOVA SCOTIA LAND SURVEYORS & CONSULTING ENGINEERS**

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**MICHAEL S. TANNER**  
NSLS (Ret)

June 12, 2025  
Jason Ghosn  
Vice President, Grafton Developments Inc.



**RE: Citadel View Plane & Rampart Certification  
1872 - 1888 Brunswick Street, Halifax, NS**

Mr. Ghosn,

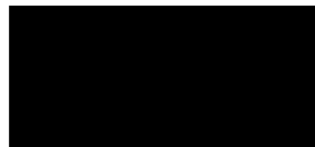
I, Adam J. Patterson, NSLS, have reviewed the following plan associated with the above-referenced project to ensure compliance with Citadel View Plane and Rampart Sight Line requirements of the Regional Centre Land Use By-Law:

- ZZAP Architecture & Planning, Roof Elevations Rampart Certification A-011, dated June 4, 2025

The subject site does not fall beneath any view plane as defined by Schedule 26 of the Regional Centre Land Use By-law, and is therefore not subject to View Plane restrictions as set out in Part X, Chapter 2, Section 399 of said By-law.

The above site does fall within the Halifax Citadel Ramparts Special Area as shown on Schedule 3F of the Regional Centre Land Use By-law, and is therefore subject to Rampart Sight Line requirements as set out in Part X Chapter 2, Section 400. Viewing positions 8, 6 & 7 as defined by Schedules 27A, 27B & 27C represent the most restrictive sight lines affecting this site. All elements of the roof, as shown on the abovementioned ZZAP Architecture & Planning Roof Elevations Rampart Certification plan, fall below these Rampart Sight Lines.

Accordingly, I certify that all elements of the proposed building, as depicted on the referenced Roof Elevations Rampart Certification plan, comply with Part X, Chapter 1, Section 398(1) of the Regional Centre Land Use By-law.





**ARCHITECTURAL**

- A-011 ROOF ELEVATIONS - RAMPART CERTIFICATION
- A-101 FLOOR PLAN - LEVEL P1
- A-102 FLOOR PLAN - LEVEL 01 / 01.5
- A-103 FLOOR PLAN - PARKING MEZZANINE
- A-104 FLOOR PLAN - LEVEL 02
- A-105 FLOOR PLAN - LEVEL 03
- A-106 FLOOR PLAN - LEVEL 04
- A-107 FLOOR PLAN - LEVEL 05
- A-108 FLOOR PLAN - LEVEL 06
- A-109 FLOOR PLAN - LEVEL 07/08
- A-110 FLOOR PLAN - LEVELS 9-10
- A-111 FLOOR PLAN - LEVEL 11
- A-112 FLOOR PLAN - LEVEL 12
- A-113 FLOOR PLAN - LEVEL 13
- A-114 FLOOR PLANS - LEVELS 14-15
- A-115 ROOF PLAN
  
- A-201 BUILDING ELEVATION - EAST (BRUNSWICK ST.)
- A-202 BUILDING ELEVATION - SOUTH (GOTTINGEN ST.)
- A-203 BUILDING ELEVATION - WEST

**PLAN AMENDMENT**

- A-203.1 SITE PLAN AND BY-LAW COMPLIANCE AMENDMENT
- A-113.1 FLOOR PLANS - LEVEL 13 AMENDMENT
- A-114.1 FLOOR PLANS - LEVELS 14-15 AMENDMENT
- A-202.1 BUILDING ELEVATION - SOUTH (GOTTINGEN ST.) AMENDMENT

**TOTAL UNIT COUNT**

1874 BRUNSWICK (NEW)	1888 (CONVERSION)	TOTAL
129	95	224

PROJECT NUMBER: 24-147

4 JUL 2025

ARCHITECT

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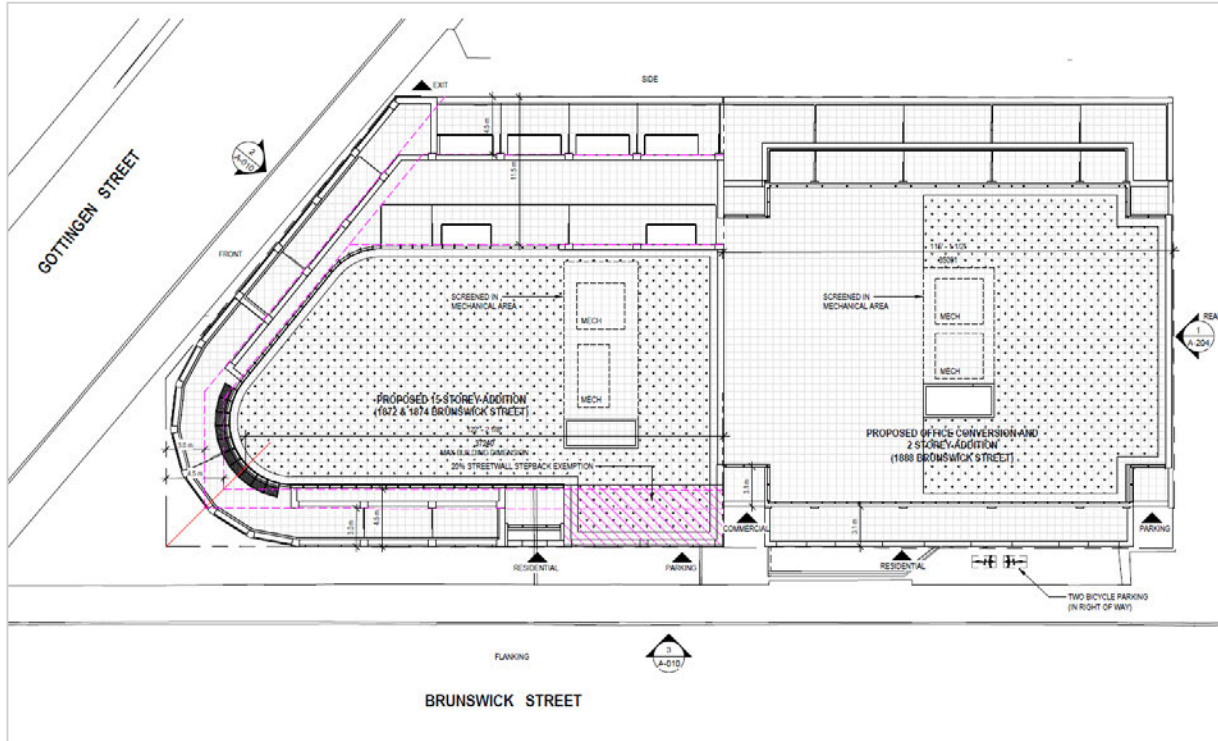
CLIENT

CONSULTANTS

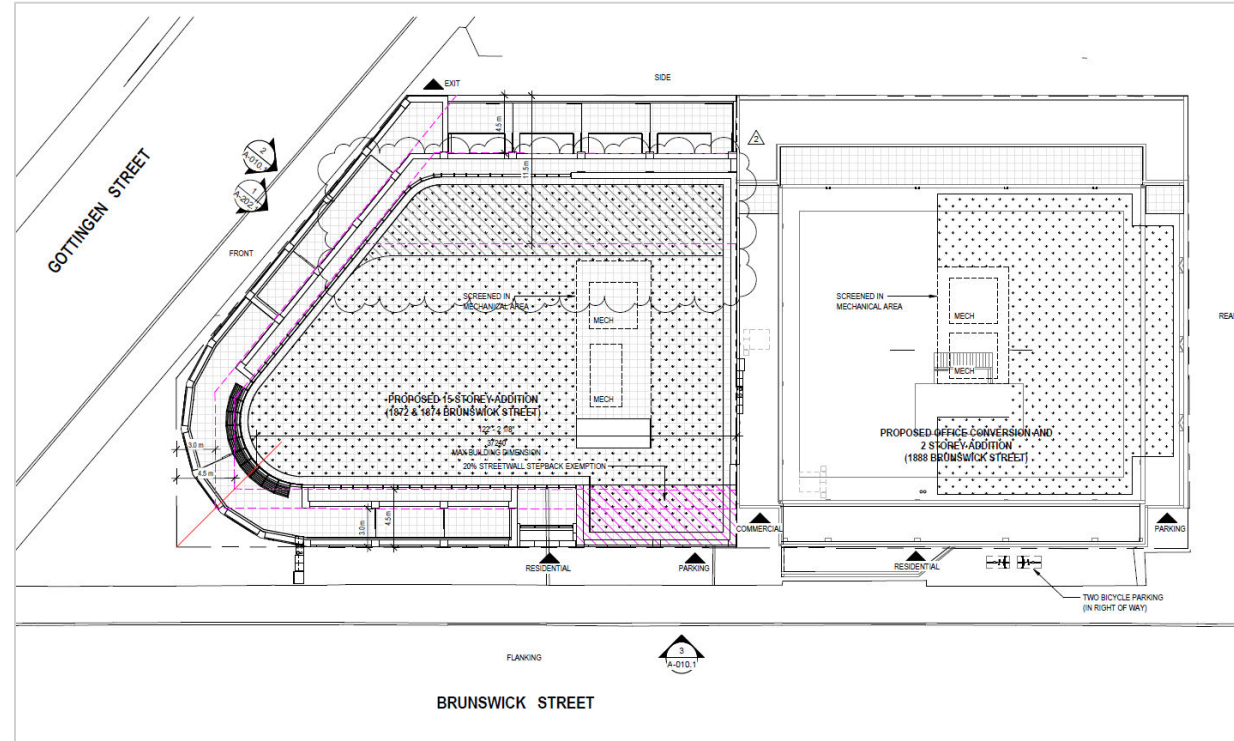
**1888 BRUNSWICK STREET**  
 1872 - 1888 BRUNSWICK ST. HALIFAX, NS  
**ISSUED FOR PLAN AMENDMENT**

# Site Plan

## As-of-right

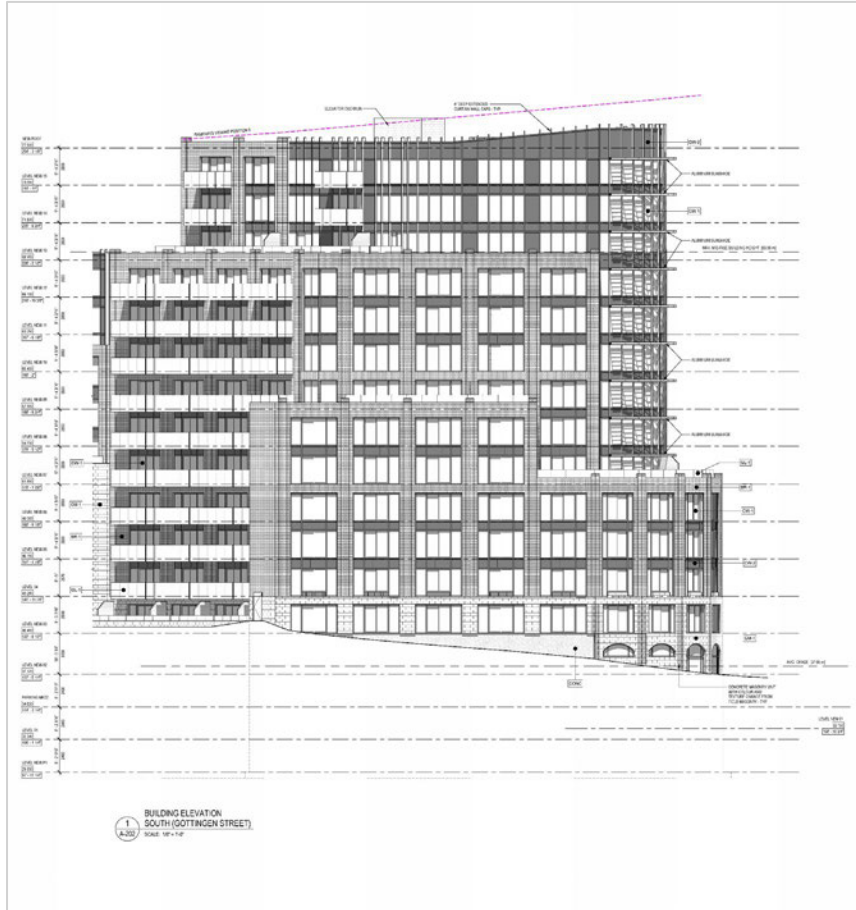


## Planning Amendment

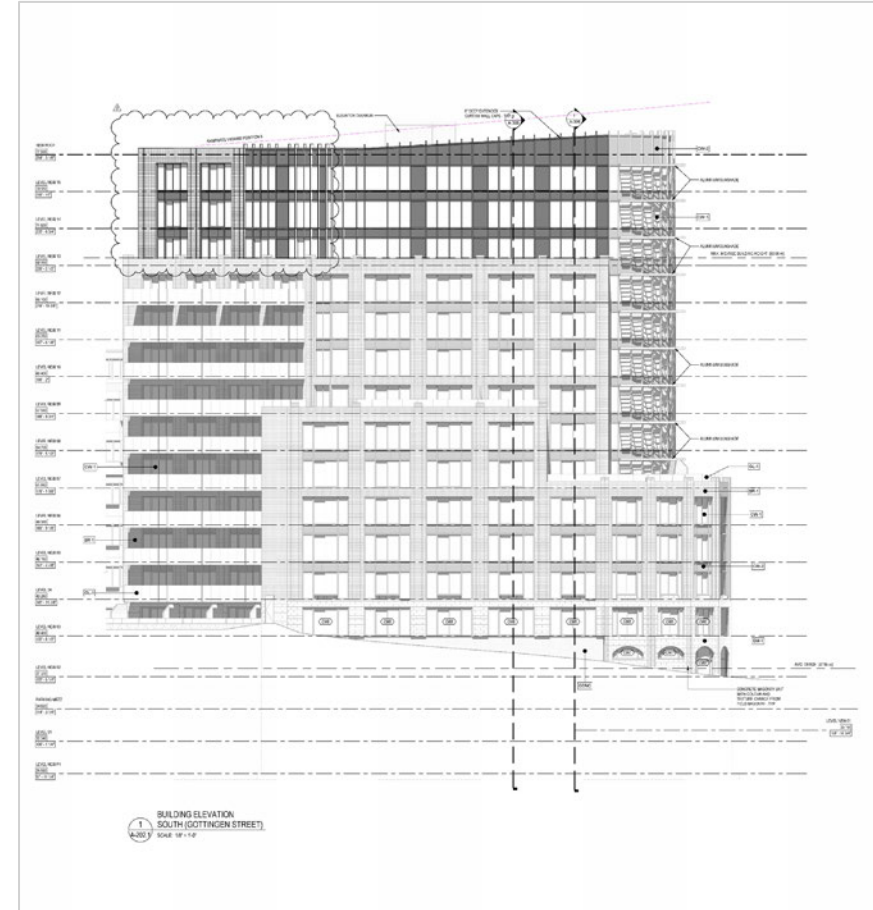


# Building Elevation – South (Gottingen Street)

## As-of-right

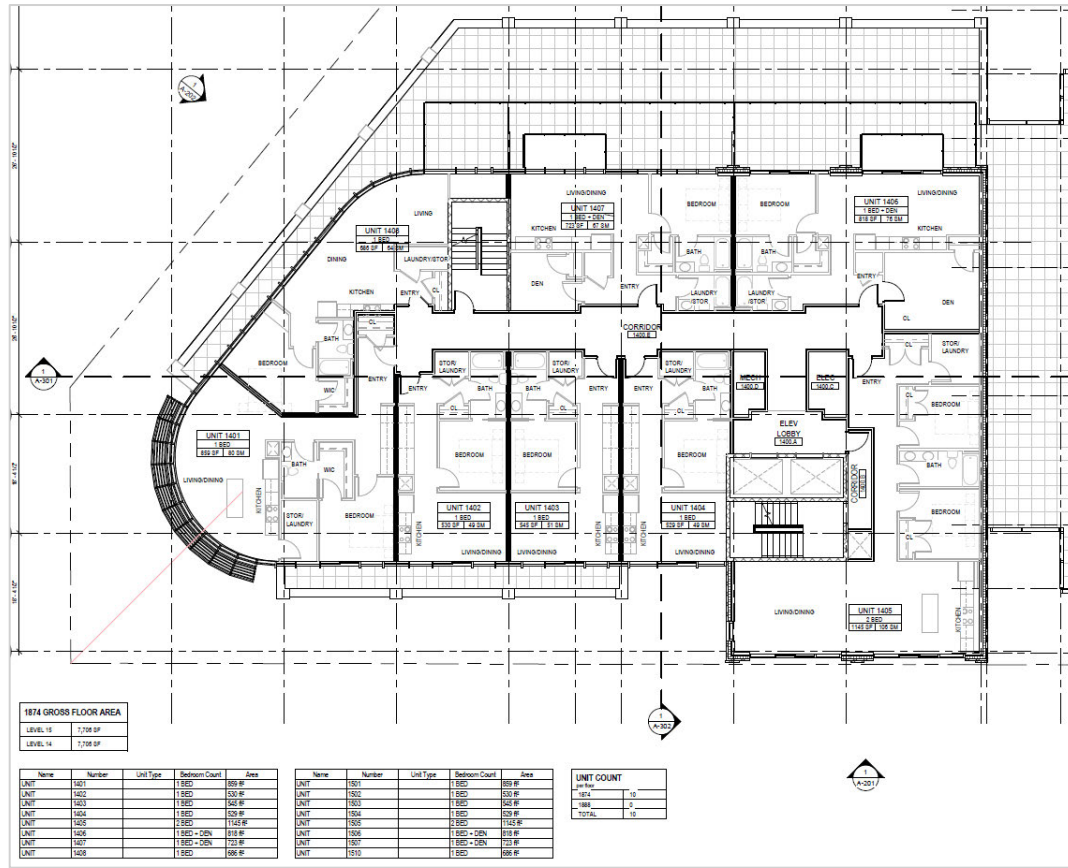


## Planning Amendment

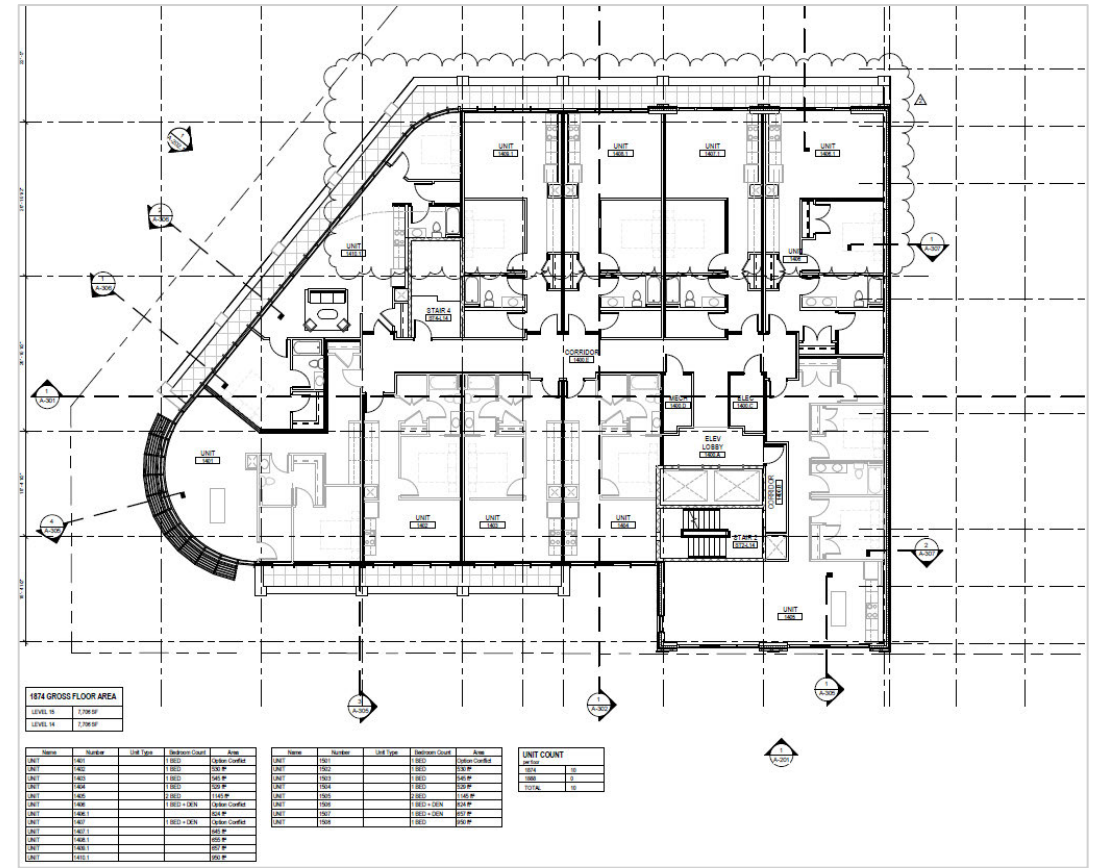


# Floor Plan (Floors 13-15)

## As-of-right



## Planning Amendment



**Attachment A-2:**

**Review of Relevant Regional Centre Secondary Municipal Planning Strategy and  
Regional Centre Land Use By-law Policies and Regulations**

<b>REGIONAL CENTRE SECONDARY MUNICIPAL PLANNING STRATEGY</b>	
<b>Part 2: URBAN STRUCTURE</b>	
<b>2.1 URBAN STRUCTURE DESIGNATIONS</b>	
<b>Policy</b>	<b>Staff Comments</b>
<p><i>The Downtown Designation is applied to Downtown Dartmouth and Downtown Halifax, which form the cultural, financial, commercial, and civic heart of the Municipality. These lands are major growth areas within the Municipality, where the most intense density, scale, and mix of uses are supported while also respecting the local heritage context and ensuring appropriate transitions to surrounding uses and neighbourhoods.</i></p>	<p>The two properties are located at the corner of Brunswick Street and Gottingen Street in Downtown Halifax.</p> <p>The proposal creates new dwelling units and increases the residential density within the area. This is achieved by new construction and conversion of office space to a residential multi-unit use.</p> <p>The building frames the prominent intersection of Gottingen Street, Duke Street and Brunswick Street with architectural elements and a rounded building design on the corner.</p>
<b>2.3 DOWNTOWN DESIGNATION</b>	
<p><i>The Downtown Designation, shown on Map 1, is intended to support development in the core of the Regional Centre where the largest scale and most intense mix of uses are encouraged. The Designation is applied to Downtown Dartmouth and Downtown Halifax, and provides a vision for the character and growth aspirations for those distinct areas.</i></p> <p><i>Downtown Dartmouth and Downtown Halifax form a part of the cultural, financial, commercial, and civic heart of the Municipality. Together, these downtown areas are important employment centres and contain numerous service and retail shops, services, and attractions for residents and tourists. This area will continue to accommodate population growth, various housing types, and mixed-use developments.</i></p> <p><i>The Downtown Designation supports diverse land uses, as well as the quality and character of existing buildings within the core of the Regional Centre. While large-scale developments and a wide mix of land uses are supported, this Plan focuses on design controls of buildings to ensure a sustainable and balanced approach to land development and growth that respects the local heritage context and transitions to surrounding low-density residential neighbourhoods.</i></p>	

*As the core of the Regional Centre, land uses supported within the Downtown Designation include commercial, institutional, cultural, recreational, and residential uses, as well as unique uses associated with the tourism and marine industries along the waterfronts. Given the increasing number of residents and tourists who are living or visiting within the area, existing and new marine-related uses will be permitted, but new industrial uses are encouraged to locate in other appropriate designations.*

**Objectives:**

<p><i>1. Promote compact, intensified, and accessible downtowns.</i></p>	<p>The proposal includes the conversion of an existing office space with a 2-storey addition. This allows for the existing structure to remain and will intensify residential use on the property. The 15-storey new multi-unit building will further create capacity for new residents in the area.</p> <p>The site is located downtown, accessible to many services, transit, active transportation options, employment and is near other properties that have been redeveloped prior.</p>
<p><i>2. Create diverse downtowns of distinct neighbourhoods, including a variety of housing choices that are supported by essential services and amenities, pedestrian-friendly streetscapes, and park and open space amenities that are active year-round.</i></p>	<p>A variety of unit types are proposed in the breakdown of the 235 new dwelling units to be included within the new building, addition and office conversion.</p> <p>The site is located central to many services, amenities, historic sites and employment within the Regional Centre. A few of these features are included below:</p> <ul style="list-style-type: none"> <li>• Halifax Citadel National Historic Site</li> <li>• Scotiabank Centre</li> <li>• Mi'kmaw Native Friendship Centre (currently under construction)</li> <li>• Cogswell District</li> <li>• Multiple restaurants and cafes</li> <li>• Grand Parade</li> </ul>
<p><i>3. Maintain distinctive downtowns by preserving, reinforcing, and</i></p>	<p>There is no open space or natural assets within the current site. The proposal with</p>

<p><i>commemorating history, culture, and a unique natural setting.</i></p>	<p>establish character, design and improvements through the new building and addition. The building will frame a prominent intersection when exiting downtown and be across from the Halifax Citadel National Historic Site.</p>
<p><i>4. Support civic pride, character, and inspiring qualities in the design, improvement and construction of streets, open spaces, and buildings.</i></p>	<p>The proposal includes redevelopment of an existing office building. Currently there is limited architectural features present on the site and limited change in building materials. The proposal will include new materials, stepbacks, and architectural features to enhance the visual perspective of the site while reflecting consideration of the pedestrian experience in the area.</p>
<p><i>5. Strengthen the visual and physical connections between historical and natural assets, and civic and open spaces in the downtowns.</i></p>	<p>The existing structure at 1872-1874 Brunswick Street is a 4-storey office tower with limited architectural features.</p> <p>The new proposal includes multiple design features, architectural elements, colours and materials to establish a strong sense of place on the prominent street corner.</p>
<p><i>6. Create connections to surrounding districts and neighbourhoods outside the downtowns, especially along major transit nodes and corridors.</i></p>	<p>The property is located on multiple metro transit routes and located near the recently renovated Scotia Square terminal. The Scotia Square terminal includes a number of express bus routes that connect communities to the downtown core during peak travel times.</p>
<p><i>7. Encourage a broad mix of land uses, required infrastructure and essential services, and the necessary critical mass of people to support a vibrant economic, cultural, and social community.</i></p>	<p>The proposal will bring 235 units to market in the downtown area and provide a mix of unit types. The addition of new units to the area will further support existing commercial uses, entertainment and other services in the area by placing residents near access said commercial business, cultural and social events.</p>
<p><i>8. Increase residential and commercial densities, as well as employment opportunities to support transit services.</i></p>	<p>The proposal will create 235 new residential dwelling units on the two properties. No commercial space is provided on site, but the location is close</p>

	to a very wide range of existing commercial business and employment opportunities.
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**Policy D-1**

*The Land Use By-law shall establish two (2) zones that apply to lands within the Downtown Designation, except for the Cogswell Lands (CL) Precinct shown on Map 2, with the intent to reinforce economic growth and support local and regional residents, visitors, businesses, and government agencies, and support unique built form and urban design regulations in those areas. The zones shall permit a wide range of land uses, including residential, commercial, institutional, cultural, park and community facility, and urban agricultural uses. The zones are detailed as follows:*

*b) The Downtown Halifax (DH) Zone shall apply to lands located in Downtown Halifax area of the Regional Centre.*

The redevelopment of the site meets the intent of Policy D-1 by creating new dwelling units, intensifying residential use, creating a strong architectural presence on the street corner and locating residents near commercial businesses, services, transit and employment opportunities.

**2.4.3 DOWNTOWN HALIFAX PRECINCTS**

*Downtown Halifax is envisioned to become a thriving urban environment with a strengthened historic heart. A mix of housing types will increase living and working opportunities for the Municipality’s residents and will appropriately transition in scale, density, and design to surrounding neighbourhoods and cultural destinations. The streetscape experience will be improved through redevelopment and reinvestment that incorporates active street level shops and activities. Infill development and redesigned streetscapes will encourage a culture of walking.*

*The character of Downtown Halifax will be defined by eight (8) distinct precincts that reinforce the downtown as a civic, cultural, and economic destination. All precincts complement one another and are visually connected. The Halifax Harbourwalk will be celebrated as one of the best attractions of downtown Halifax.*

*Downtown Halifax’s built heritage will be conserved through its registered municipal heritage properties, and heritage conservation districts.*

**Policy D-11**

*Downtown Halifax is divided into the following eight (8) Precincts, as shown on Map 2, based on their unique characteristics:*

*g) North End Gateway and Scotia Square Complex (NSS) Precinct; and*

As shown in Map 2, both properties are located within the NSS precinct.

**2.4.3.7 NORTH END GATEWAY AND SCOTIA SQUARE COMPLEX PRECINCT**

*The North End Gateway and Scotia Square Complex (NSS) Precinct fronts onto the Citadel and interfaces with the existing historic neighbourhoods of the north end. It is within close proximity to the Halifax Common and the services and shops of Gottingen*

*Street. This area’s role as a major gateway into the downtown will be signified with open space and public art installations. Signature architecture will be located at the prominent corner framed by Cogswell Street, Rainnie Drive, and Gottingen Street. The transformation of Cogswell into an active boulevard and the treatment of Rainnie Drive will serve to provide this Precinct’s residents, businesses, and visitors with a wide range of services and amenities, while enhancing these important pedestrian connections into the downtown from the surrounding areas. Maximum building heights will not protrude into the Halifax Citadel View Planes and Halifax Citadel Ramparts Sight Lines, as shown on Map 6 and Map 7.*

*Existing civic and recreational facilities are encouraged to be integrated into mixed-use developments that frame the streets while providing architectural features to enhance important north-south view corridors from the areas to the north. Building massing and material quality will provide for a complementary transition to the distinct character of the neighbourhood to the north. Gottingen Street’s intersection with Cogswell Street, and its link to Rainnie Drive, will become an important civic focus for the area that will extend the ‘main street’ character to the Citadel area.*

**Policy D-24**

*The Land Use By-law shall establish built form regulations, including maximum building heights, for the North End Gateway and Scotia Square Complex (NSS) Precinct, as shown on Map 2 and Map 4, and consistent with the policies in Parts 3 and 4 of this Plan.*

The proposal further creates the gateway entering and exiting Downtown Halifax. The architectural features of the building will primarily be visible when exiting the downtown area on Brunswick Street or Duke Street.

The building massing, materials and design takes into consideration abutting buildings and the surrounding city block to provide an elevated pedestrian experience at the street level and from a distance when approaching the intersection.

Residents located at this site will be able to utilize existing pedestrian connections in the area and active transportation options, including ongoing construction at the corner of Brunswick Street and Sackville Street. The location for the proposal is in a highly mixed-use area and will place people closer to opportunities for entertainment, work, cultural events and historic locations within the downtown.

**PART 3: URBAN DESIGN  
3.2 BUILT FRAMEWORK**

**Policy UD-9**

<p><i>The Land Use By-law shall establish building envelope regulations that support context-specific, human-scaled and pedestrian-oriented environments by:</i></p>	
<p><i>e) within the DH Zone, establishing maximum building dimension requirements for any portion of a main building above 33.5 metres high and minimum setbacks as follows:</i></p> <p><i>(i) 38.0 metres in building width and 27.5 metres in building depth, inside the Downtown Halifax Central Blocks (DHCB) Special Area, and</i></p> <p><i>(ii) 38.0 metres in building width and 38.0 metres in building depth, outside the Downtown Halifax Central Blocks (DHCB) Special Area;</i></p> <p><i>(iii) a minimum setback of 11.5 metres from the tower portion of the building to the side and rear lot lines, except if the abutting property's development potential is constrained by a view plane;(RC-May23/24;E-June13/24)</i></p>	<p>The applicant has requested an amendment to regulations as outlined in Policy UD-9(e)(iii) for minimum side lot line setbacks of 11.5 metres. The request is to reduce the minimum side lot line setback to 6.0 metres when an abutting property is constrained by the Halifax Citadel Rampart Sight Lines and is unable to reach the height of 33.5 metres, which is required to be considered a high-rise building.</p> <p>The existing regulations of the Regional Centre Land Use By-law include consideration for such setback reductions when abutting sites are constrained by view planes, but it does not consider constraints from Halifax Citadel Rampart Sight Lines currently. The</p>
<p><b>3.2.3 BUILDING AND STREETWALL DESIGN</b></p> <p><i>Building and streetwall design refers to the visual appearance of buildings, including the design of windows, cladding, entrances and other architectural features. The placement, scale, and design quality of the building's streetwall determines the character of the streetscape and reinforces the importance of a pedestrian-oriented environment and human-scale design. The streetwall is the most prominent and visible portion of a building upon which a tower, tall mid-rise or mid-rise portions of buildings sit, and it is also created by the continuity of adjacent buildings facing a street. For an individual building, it is the distinct vertical plane from the ground to the top of low-rise or mid-rise buildings, or the first setback in a mid-rise building if it exceeds 4 storeys, tall mid-rise or high-rise buildings.</i></p>	
<p><b>Policy UD-11</b></p> <p><i>The Land Use By-law shall establish building design requirements for streetwalls to support pedestrian-oriented streetscapes and human-scale design. Specific requirements shall establish standards for:</i></p> <p><i>a) streetwall articulation;</i></p>	<p>A full review of all Regional Centre Land Use By-law regulations will be completed at the time of submission of a development permit application. However, the applicant has included some design drawings and information related to the appearance of the building, layout, floor plans, unit mix, ground floor transparency, etc.</p>

<p>b) pedestrian entrances;  c) ground floor transparency;  d) site accessibility; and  e) weather protection.</p>	<p>The current iteration of application drawings includes 60.6% ground floor transparency along Gottingen Street and 51.83% along Brunswick Street. Additionally, streetwall height will vary across the structure primarily due to the slope experienced from one side to the other. The proposal includes the ranges of 13.3 metres to 18.2 metres in height for the streetwall, before a stepback of 3.0 metres. is in place.</p>
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**3.3.1 VIEW PLANES AND CITADEL RAMPARTS SIGHT LINES**

*View planes originate from specific points on the Halifax Citadel and the Dartmouth Common, and project planes over portions of the Regional Centre. These view planes are intended to restrict the height of new developments to preserve key historic views, including views to the Halifax Harbour, George’s Island, and the MacDonald Bridge.*

*The protection of views from behind the Halifax Citadel Ramparts Sight Lines are intended to recognize and preserve the historical views from Halifax Citadel Parade Square as it would have been experienced by soldiers and visitors in the 19th Century. They originate from 12 viewing positions within the Halifax Citadel Parade Square that provide uninterrupted 360-degree views over the top of the Citadel Rampart walls on the Halifax Citadel.*

**Policy UD-16**

*The Land Use By-law shall protect historic views from the Halifax Citadel Parade Square over the Citadel Rampart walls by:*

*a) prohibiting development from being seen over the top of the reconstructed earthworks on the Citadel Ramparts and permanent buildings located in the Halifax Citadel Parage Square from an eye-level of 1.68 metres above ground level in the Halifax Citadel Parade Square of the Citadel, as shown on Map 7; and*

*b) establishing the Halifax Citadel Ramparts (HCR) Special Area, bounded by North Street, Robie Street Inglis Street and the Halifax Harbour, where building height controls for the Halifax Citadel Ramparts Sight Lines shall apply.*

The properties at 1872-1874 Brunswick Street and 1888 Brunswick Street are within the HCR Special Area and the maximum height regulation for the property is controlled through the Halifax Citadel Ramparts. Viewing positions 6, 7 and 8 are the most restrictive for the site.

It has been confirmed by the applicant that in no way does the proposed design enter, protrude or go through the Halifax Citadel Rampart Sight Lines.

## 5.1 INTRODUCTION

### **Policy H-1**

*To support quality and inclusive residential environments and increased housing options for diverse households, the Land Use By-law shall:*

*a) permit a variety of housing forms and types in the DD, DH, CEN- 2, CEN-1, COR, HR-2, HR1, ER-3, ER-2, ER-1, CH-2 and INS Zones to enable residents to live near commercial areas, employment, active transportation facilities, and transit;*

The site is near multiple transit routes, the Scotia Square Bus Terminal, activate transportation options for walking and rolling and located near employment and commercial opportunities.

The proposal includes both personal vehicle parking and bicycle parking options. A total of 95 vehicle parking spaces is included and 125 bicycle parking spaces are included. Bicycle parking includes 107 Class B spaces and 18 Class A spaces. The inclusion of bicycle parking will further enhance mobility for residents and guests, while making it easier to access active transportation options in the area.

*b) permit a mix of housing options within various zones to meet the range of housing needs, including multi-residential, semi-detached, backyard suites, shared housing, single and two-unit dwellings, and three- unit dwellings, four-unit dwellings, (RC-May23/24;EJune13/24) townhouses, cluster housing, grade-related dwelling units, low-rise buildings, mid-rise buildings, tall mid-rise buildings and high-rise buildings;*

The proposal falls within the definition of high-rise building that will accommodate a multi-unit residential use.

*c) require new, expanded, or converted high-density dwellings to provide a range of unit sizes to accommodate a variety of household sizes, including:*

The proposal includes 235 total dwelling units. From the 235 dwelling units there will be 10 studio units, 102 one-bedroom units, 30 one-bedroom and den units, 86 two-bedroom units and 8 two-bedroom and den units.

*i) a minimum proportion of two-bedroom units in the DD, DH, CEN-2, CEN-1 and COR Zones,*

Of the 235 dwelling units, 13 units will be barrier free under 2025 NSBCR (3.8.2.1.7).

*ii) a minimum proportion of two-bedroom and three- bedroom units in the HR-2 and HR-1 Zones, and*

<p><i>iii) exemptions to unit mix requirements for small scale developments and additions and the internal conversion of dwellings, commercial spaces, and shared housing uses; and (RC-May23/24;E-June13/24)</i></p>	<p>The unit breakdown was included in the application under the Site Plan and By-law Compliance Amendment drawing.</p>
<p><i>d) require new and expanded high-density dwelling uses to include both indoor and outdoor amenity spaces except for small scale developments and additions, and the internal conversion of commercial spaces. (RC-May23/24;E-June13/24)</i></p>	<p>A total of 1,316 square metres of amenity space is proposed. 581 square metres will be included indoors, and 735 square metres will be outdoors, and include balconies.</p>

**REGIONAL CENTRE LAND USE BY-LAW**

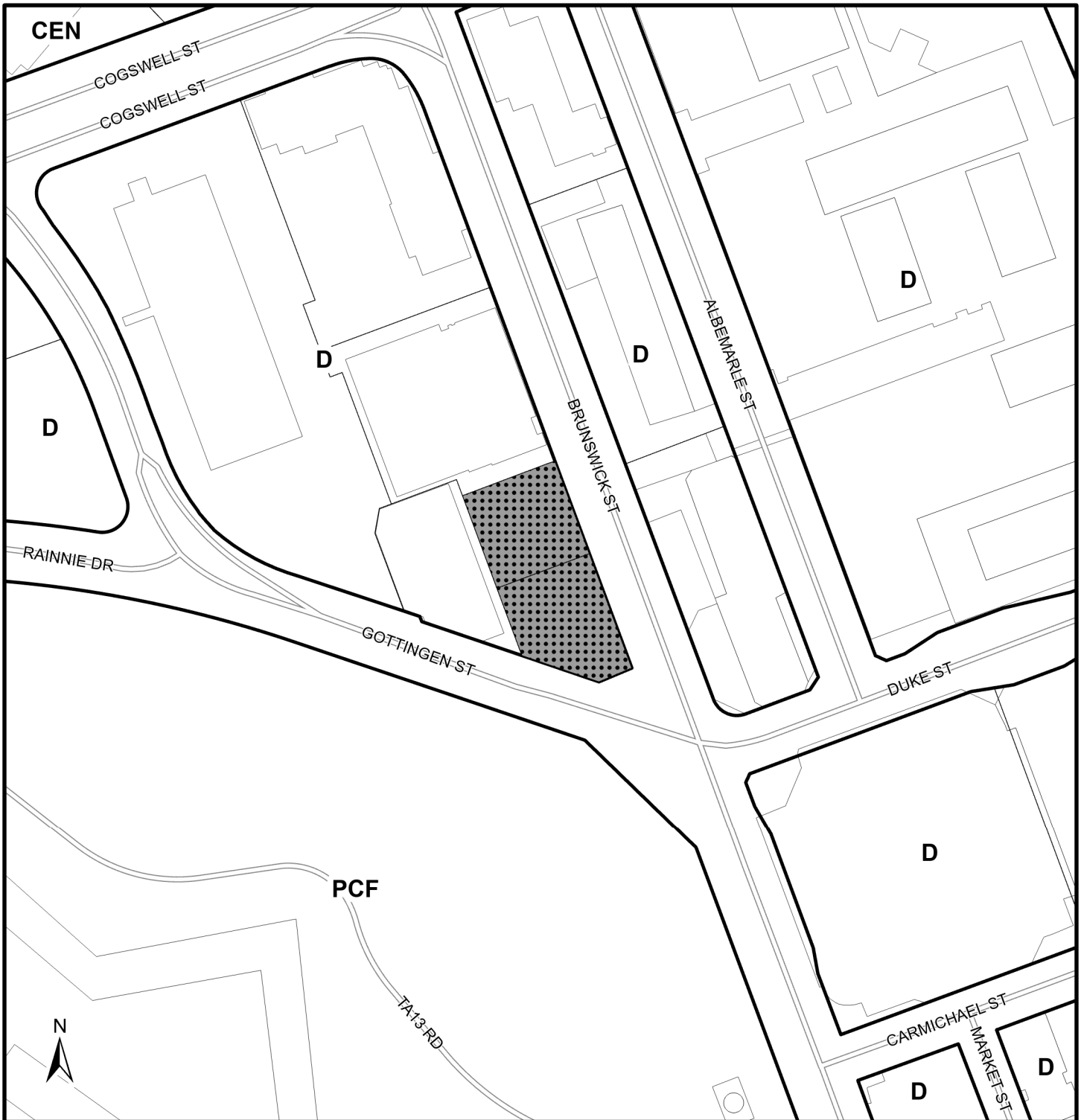
**PART XVII: DEFINITIONS**

<p><b>(115) High-Rise Building</b> means a main building that:</p> <p><i>(a) within the DH Zone, exceeds a height of 33.5 metres above the average finished grade;</i></p> <p><i>(b) within the CEN-2, CEN-1, COR, HR-2, or HR-1 Zone, exceeds 10 storeys; or (RC-May23/24;E-Jun 13/24)</i></p> <p><i>(c) in all other areas, exceeds a height of 30.0 metres above the average finished grade. (RC- May23/24;E-Jun 13/24)</i></p>	<p>The property is in the DH Zone and is proposed to exceed a height of 33.5 metres above the average finished grade.</p>
<p><b>(115.5) High-Rise Typology</b> means a portion of a main building, above the height of a streetwall, that:</p> <p><i>(a) within the DH Zone, exceeds a height of 33.5 metres above the average finished grade to the top of the roof; or</i></p> <p><i>(b) within the CEN-2, CEN-1, COR, HR-2, or HR-1 Zone, exceeds 10 storeys to the top of the roof; or (RC- May 23/24;E-June 13/24)</i></p> <p><i>(c) in all other areas, exceeds a height of 30.0 metres above the average finished grade to the top of the roof. (RCMay</i></p>	<p>The property is in the DH Zone and is proposed to exceed a height of 33.5 metres above the average finished grade.</p>

<p>23/24;E-June 13/24) (RC- Jul 12/22; E- Aug 22/22)</p>	
<p><b>(224) Setback</b> means a required distance to a specified lot line or a transportation reserve boundary from an exterior wall of a building or a use at, above, or below grade (Diagram 32.5 (RC Oct 26/22;E-Nov 11/22)).</p>	<p>The application includes a request to alter a setback requirement.</p>
<p><b>PART V, CHAPTER 3: BUILT FORM AND SITING REQUIREMENTS WITHIN THE DH ZONE</b></p>	
<p><b>Maximum Building Height</b>  <b>131</b> Subject to Sections 103 and 104, and Part X, any main building shall not exceed the maximum required building height specified on Schedule 15.</p>	<p>Schedule 15 refers to the maximum height of what can be achieved under the Halifax Citadel Rampart Sight Lines for both sites.</p> <p>The applicant has confirmed through the proposal that no portion of the building will enter, protrude into or cross the Halifax Citadel Rampart Sight Lines.</p>
<p><b>Side Setback Requirements</b>  <b>135 (5)</b> Any portion of any main building above 33.5 metres in height shall have a minimum required setback from any side lot line of:</p> <p>(a) 6.0 metres, if the abutting property is within a DH, CEN-2, CEN-1, UC-2, or UC-1 zone and has a view plane restriction that would not permit the development of a high-rise building; or</p> <p>(b) 11.5 metres elsewhere.</p>	<p>The applicable side setback that applies to the properties within the application is 11.5 metres.</p> <p>The application requests that the side setback be reduced to 6 metres. The rationale for the request is that the abutting property is unable to reach the height of a high-rise building because of constraints from the Halifax Citadel Rampart Sight Lines. The abutting property is located at 1901 Gottingen Street.</p>
<p><b>PART X, CHAPTER 1: GENERAL REQUIREMENTS FOR VIEW PLANES, HALIFAX CITADEL RAMPART SIGHT LINES, AND WATERFRONT VIEW CORRIDORS</b></p>	
<p><b>398 (1)</b> A development shall not protrude into a view plane, a Halifax Citadel rampart sight line, or a waterfront view corridor.</p>	<p>A letter from a qualified professional was included in the application to confirm that the proposed building does not have any impact on the Halifax Citadel Rampart Sight Lines.</p>
<p><b>Halifax Citadel Rampart Sight Lines</b>  <b>400 (3)</b> Subject to Subsection 400(4), within the Halifax Citadel Ramparts (HCR) Special Area, as shown on Schedule 3F, a structure shall not be erected, constructed, altered, reconstructed, or located outside of the Parade Square of the Halifax Citadel so that</p>	<p>A letter from a qualified professional was included in the application to confirm that the proposed building does not have any impact on the Halifax Citadel Rampart Sight Lines.</p>

*it protrudes into any rampart sight line,  
from any of the 12 viewing positions in the  
Parade Square of the Halifax Citadel  
(Diagram 21).*





**Map 1 - Generalized Future Land Use**

1872, 1874 & 1888 Brunswick Street  
Halifax

**HALIFAX**

 Subject Properties

**Designation**

- CEN Centre
- D Downtown
- PCF Park and Community Facility



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.

Regional Centre  
Plan Area

**Attachment B**  
**MPSA-2025-01629: 63 Jackson Road, Dartmouth**

**ORIGIN**

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Application by Upland Planning + Design Studio (Upland) on behalf of Now Developments Incorporated.

**BACKGROUND**

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Upland on behalf of Now Developments Inc. is applying to change the urban structure designation from Established Residential (ER) to Higher Order Residential (HR), rezone from Established Residential-3 (ER-3) to Higher-Order Residential-1 (HR-1), increases the maximum permitted height from 11 metres (approximately 3 to 4 storeys) to 5 storeys and reduce the minimum front yard setback from 4 metres to 1.5 metres.

<b>Subject Site</b>	63 Jackson Road (PID 00056218)
<b>Location</b>	South-West side of Jackson Road, Dartmouth near the intersection of Pinecrest Drive and Jackson Road
<b>Regional Plan Designation</b>	Urban Settlement (US)
<b>Urban structure Designation (Attachment B3)</b>	Established Residential (ER)
<b>Zoning (Attachment B4)</b>	Established Residential 3 (ER-3)
<b>Size of Site</b>	676.89 square metres (7,286 square feet)
<b>Street Frontage</b>	16.76 metres (55 feet)
<b>Current Land Use(s)</b>	Residential (Single Unit Home)
<b>Surrounding Use(s)</b>	Single Unit Residential Multi-unit Residential Park

**Proposal Details**

The applicant proposes to combine abutting properties and build a multi-unit residential building. The major aspects of the proposal are as follows:

- 120 residential dwelling units;
- up to 120 vehicle parking spaces located in underground parking accessed on Jackson Road;
- 60 bicycle parking spaces; and
- future consolidation of multiple properties to accommodate the proposed structure:
  - 57 Pinecrest Drive (PID 00056200);
  - 59 Pinecrest Drive (PID 40885840); and
  - 61 Pinecrest Drive (PID 00056192).

**Site History**

- 57 Pinecrest Drive, 59 Pinecrest Drive and 61 Pinecrest Drive were zoned HR-1 under Regional Centre Plan Package A in 2019.
- 63 Jackson Road was included in Regional Centre Plan Package B and zoned ER-2.
- The zoning for 63 Jackson Road was changed to ER-3 in the *Urgent Changes to Planning Documents for Housing* in 2024.

**Regional Centre SMPS and LUB Context**

**Designation:** The property is designated as ER (Attachment B3) under the Regional Centre Secondary Municipal Planning Strategy (SMPS). Neighbourhoods designated as ER are often characterised by low-rise residential uses, but it is anticipated that these neighbourhoods will be able to accommodate larger concentrations of residential density in the future.

Properties in the area with frontage on Pinecrest Drive from Jackson Road to Robert Burns Drive are primarily designated as HR. The internal street blocks are comprised primarily of low-rise structures used as single unit dwellings. 63 Jackson Road abuts two HR designated properties and one ER designated property. The property at 63 Jackson Road does not have frontage directly on Pinecrest Drive, but it is proposed to be consolidated with land parcels that do have lot frontage on Pinecrest Drive.

**Zoning:** The property at 63 Jackson Road is zoned ER-3 (Attachment B4) under the Regional Centre Land Use By-Law (LUB). ER-3 zoning permits townhouses, low-rise multi-unit dwelling uses up to 8 units depending on lot size and other low-density forms of housing while respecting the context of the community. ER-3 zoned areas are walkable, connected to transit and may have some low intensity commercial use. The rear property line and the right-side property line of the parcel abut HR-1 zoned properties that are owned by the same owner of 63 Jackson Road. The left side property line abuts an ER-3 zoned property.

In the surrounding area there are multiple properties with HR-1 zoning that accommodate existing 3 to 4 storey multi-unit dwelling residential buildings. Surrounding HR-1 zoned properties permit a maximum height of 5 storeys with a front yard setback of 1.5 metres and the ER-3 Zone permits a maximum height of 11 metres with a front yard setback of 4 metres.

## **DISCUSSION**

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

### **Applicant Rationale**

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

- designating the property HR and zoning the property HR-1 will create a more uniform block that can be developed as a multi-unit dwelling;
- the property is proposed to be consolidated with properties that have lot frontage on Pinecrest Drive, are designated HR and zoned HR-1;
- HR-1 zoning applies to areas located next to low-rise residential neighbourhoods;
- a change in designation and in zone would not create any additional depth along Jackson Road of the existing HR designation and HR-1 zoned properties that are abutting and adjacent to the property; and
- the proposal meets Policy H-1 in the Regional Centre SMPS by adding to the variety of housing forms and types in the HR-1 Zone enabling residents to live near commercial areas, employment, active transportation and transit.

Attachment B1 contains the applicant's application letter.

### **Staff 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 because the property will be consolidated to create a rectangle block with lot frontage on Pinecrest Drive that adds no further depth to the HR designation or HR-1 zoning into Jackson Road. Additionally, the property will be consolidated with existing HR designated and HR-1 zoned properties to create additional housing stock and dwelling unit variety as intended under Policy H-1 in the Regional Centre SMPS.

If Council proceeds with initiation, a detailed review of the request will be undertaken that will address the following:

- the scope and appropriateness of different planning tools, such as zoning, development agreements, or site plan approvals;

- the feedback received through community engagement initiatives;
- surrounding community context including existing Regional Centre policies and regulations; and
- technical review, including potential traffic and servicing impacts.

### **Conclusion**

Staff have reviewed the proposed Regional Centre SMPS amendment and advise that there is merit to the request. Consolidating the property with 57, 59 and 61 Pinecrest Drive will ensure there is lot frontage on Pinecrest Drive and the amendment will not extend the depth of the HR designation or HR-1 zoning any further into Jackson Road as what already exists on abutting and adjacent properties. Increasing the scale of built form that can be achieved on the property will allow for additional dwelling units and a wider variety of dwelling units in the area, as intended under Policy H-1 of the Regional Centre SMPS (see Attachment B2). Therefore, staff recommend that Regional Council initiate the SMPS amendment process.

### **ATTACHMENTS**

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Attachment B1: Letter of Rationale

Attachment B2: Relevant Policies

Attachment B3: Generalized Future Land Use Map

Attachment B4: Notification Area

September 25, 2025

**Application for Municipal Planning Strategy amendments with respect to property PID #00056218 in Dartmouth, NS to enable a 5-storey residential multi-unit dwelling**

KASIA TOTA  
**Manager**  
Community Planning  
Halifax Regional Municipality  
Halifax, NS B3J 3A5

Dear Ms. Tota,

On behalf of our client Now Developments Inc., I am applying to Halifax Regional Municipality for an amendment of the Regional Centre Plan Municipal Planning Strategy and Land Use By-law to change the designation, zone and values on schedules/maps related to the above identified property located at 63 Jackson Road in Dartmouth, NS. The property is currently occupied by a single-detached dwelling. Three of the adjacent properties are situated in the HR-1 (Higher-Order Residential 1) Zone while the the subject parcel is in the ER-3 (Established Residential 3) Zone of the Centre Plan Land Use By-law.

The purpose of this planning application is to align the land use rules for this property with the surrounding parcels, in order to 'square' the land assembly and enable the development of a multi-unit dwelling across four parcels based on the HR-1 Zone.

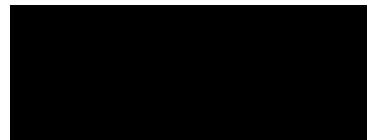
The following documents in support of this application are attached to this letter:

- + Basic facts about the property and its context
- + Information about the proposed development
- + Analysis of the proposal's alignment with municipal planning policy
- + An attachment including:
  - Appendix A: Building Elevation
  - Appendix B: Building Design
  - Appendix C: Transit Priority Corridors Map (IMP)
  - Appendix D: Transportation Impact Statement

We are looking forward to working with staff, Council and the community on this proposal.

Please do not hesitate to contact me if you require further information.

Sincerely,



**1 BACKGROUND**

**1.1 LOCATION AND SITE CHARACTERISTICS**

The subject of this planning application is property PID#00056218 or 63 Jackson Road, registered to **Now Developments Inc.** The lot has an area of approximately 0.17 acres, situated southwest of the intersection of Jackson Road and Pinecrest Drive.

Figure 1: Aerial View of Subject Property (Google Earth)



The adjacent properties are currently occupied by single-detached dwellings and accessory buildings. The majority of nearby properties have single-detached dwellings, along with several of 2-unit and multi-unit dwellings.

1.2 CONTEXT AND SURROUNDINGS

Figure 2: Aerial View of Surrounding Area (Google Earth)



The site is located 40 metres southwest of the intersection of Jackson Road and Pinecrest Drive. This intersection is approximately 500 metres north of Victoria Road and 150 metres west of Albro Lake Road.

Figure 3: Street-level view from Jackson Road (Google Maps).



Figure 4: Street-level view northeast of Jackson Road (Google Maps).



Nearby properties along Jackson Road and Pinecrest Drive feature mostly residential land uses. Immediately neighbouring properties on the same side of the road all include low-density residential properties. While the proposed 5-storey multi-unit dwelling would be larger than its immediate neighbours, there are several 4-storey residential dwellings within a block of the project area.

**2 DEVELOPMENT PROPOSAL**

**2.1 DEVELOPMENT SUMMARY**

The owners’ plan is to develop the property by constructing a 5-storey, 120-unit residential multi-unit dwelling. The ground floor residential portion of the building will be designed in a townhouse style, with grade related dwelling units that have independent entrances from the street. In order to comply with current Land Use By-law requirements, 300 m<sup>2</sup> of amenity space are also planned at the ground level. The remaining floors above are designed using an apartment-style layout, with a shared hallway providing access to units.

Figure 5: Proposed building design.



On the exterior, entrances from the ground floor, with underground parking fronting onto Jackson Road can be seen. The building will have projecting balconies for residential units on all sides except for those facing neighbouring properties along Jackson Road, where balconies will be integrated within recessed openings of the building wall.

There will also be a building setback of 2.0m (6.0ft) above the third storey of the building on the southwest side. The building is envisioned to feature context-sensitive cladding materials using a wood and brick look, with a more modern glass approach that increases transparency and reduces the visual impact of the top floor.

**Pinecrest Drive View**



**Rear View**



**Jackson Road View**

**Side View**



Figure 6: Proposed building elevations.

While this development will result in a new building on lots currently containing single-detached dwellings, the size and scale of this development follows the guidance of the Regional Centre Secondary Municipal Planning Strategy. As a building that mainly fronts onto Pinecrest Drive, it reflects the intention of the Higher-Order Residential 1 Zone that runs along the street in its entirety. Resultingly, future development can be expected to replicate the massing of this proposed building, thus creating a continuous streetscape of mid-rise buildings.

**3 PLANNING APPLICATION**

**3.1 FRAMEWORK**

The Regional Centre Secondary Municipal Planning Strategy (MPS) and Regional Centre Land Use By-law (LUB) for Halifax Regional Municipality subject the property to the policies and regulations of the following designation and zone:

Document	Designation / Zone
Municipal Planning Strategy	ER
Land Use By-law	ER-3

**3.2 REQUEST**

This application is submitted to apply for a zone change on PID# 00056218 from the ER-3 (Established Residential 3) Zone to HR-1 (Higher-Order Residential 1) Zone, in order to permit the proposed land uses. Map 4 of the Municipal Planning Strategy and Schedule 15 of the Land Use By-law will need to be amended to accommodate the proposed building height of five stories. Additionally, Schedule 18 of the Land Use By-law is requested to be amended to reduce the front and flanking yard setback requirement on the subject property to 1.5m, matching it with the value of adjacent HR-1 properties.

**3.3 POLICY ANALYSIS**

Currently, the property is designated ‘Established Residential’ and zoned ‘Established Residential 3 (ER-3)’. This is similar to several properties south of the lot, with these areas being comprised of small, single-unit dwellings. For years, this has been the character of this neighbourhood. However, this has changed recently with zoning changes to the north to Higher-Order Residential 1 (HR-1) and the area being utilized as a transit corridor.

While this area has long been a low density neighbourhood, it is evolving to accommodate more residents. The subject property currently acts as the line separating the ER-3 and HR-1 Zones. Of the four adjacent properties, three of them are zoned HR-1. Resultingly, a zoning change from ER-3 to HR-1 would create a continuous group of medium-density properties along Pinecrest Drive, with the remaining block fronting on Jackson Road as low-density. The HR-1 Zone specifically would create a transition from the existing low-rise to new mid-rise buildings.

As per the Municipal Planning Strategy:

“The Higher-Order Residential Designation supports additional housing opportunities by allowing for the development of new multi-unit dwellings at a scale that is compatible with surrounding neighbourhoods (...). Improved connections to transit, active transportation infrastructure, public parks and amenities are supported to strengthen Higher-Order Residential Designated areas as complete communities.

“The Higher-Order Residential 1 (HR-1) Zone is applied to areas that are located next to low-rise residential neighbourhoods. It supports the development of low to mid-rise buildings, with tall mid-rise buildings permitted in certain locations. The HR-1 zone also permits a more limited scale and range of commercial uses.”

With this in mind, through implementing the Regional Centre Secondary Municipal Planning Strategy, Halifax Regional Municipality has made a conscious decision to increase density along the Pinecrest Drive transit corridor. As previously mentioned, the current neighbourhood has a low-density identity. However, once the corridor is developed, it will resemble the intentions of the HR-1 Zone: mid-rise residential.

While the subject property does not front onto Pinecrest Drive, the intention is to consolidate it into 57, 59, and 61 Pinecrest Drive to construct a 5-storey multi-unit dwelling. Currently, the developer owns all four lots and due to the configuration of them and split zoning, developing as is would create an oddly shaped building. By rezoning, the four consolidated properties would create a square parcel that has the same depth as the neighbouring lots along Pinecrest Drive, allowing for a more straightforward development.

This application for rezoning is supported by policies within the Regional Centre Secondary Municipal Planning Strategy (MPS). The following analysis will demonstrate how the Development Proposal (further referred to as 'the Proposal') is related to applicable Policies of the MPS.

### **Regional Centre Secondary Municipal Planning Strategy**

#### **Policy H-1**

*To support quality and inclusive residential environments and increased housing options for diverse households, the Land Use By-law shall:*

*a) permit a variety of housing forms and types in the DD, DH, CEN- 2, CEN-1, COR, HR-2, HR1, ER-3, ER-2, ER-1, CH-2 and INS Zones to enable residents to live near commercial areas, employment, active transportation facilities, and transit;*

#### **Compliance:**

The proposal seeks to provide a residential multi-unit dwelling that fronts onto a transit bus route and is within 50 metres of a bus stop. The proposal is also within 800 metres of walking distance from a station of the 'Purple Line' bus rapid transit corridor. Moreover, Pinecrest Drive has sidewalks on both sides, encouraging active transportation. The Integrated Mobility Plan for HRM also identifies nearby Albro Lake Road, Leaman Drive and Brule Street as parts of the Bicycle Network.

The proposal seeks to diversify the housing options in the area. With the majority of surrounding dwellings being single and two-unit, the proposal would provide a higher-density, mid-rise alternative and widen the spectrum of housing choices in this well-connected part of Dartmouth.

## APPENDIX A: BUILDING ELEVATION









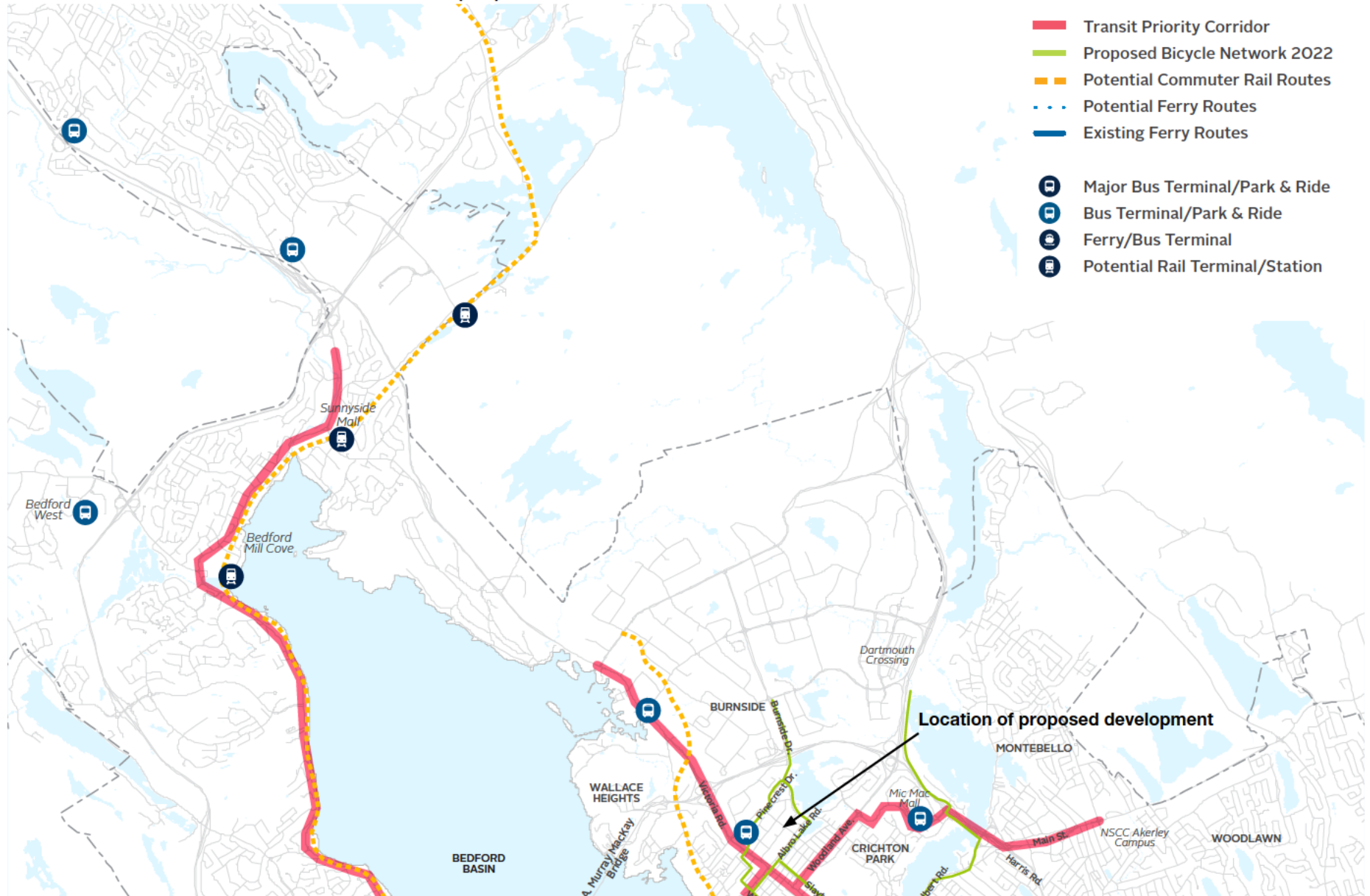
## APPENDIX B: BUILDING DESIGN







## APPENDIX C: TRANSIT PRIORITY CORRIDORS MAP (IMP)



**Attachment B-2:**

**Regional Centre Secondary Municipal Planning Strategy and Regional Centre Land Use By-law Policy Review Matrix for MPSA-2025-01629**

<b>REGIONAL CENTRE SECONDARY MUNICIPAL PLANNING STRATEGY</b>	
<b>PART 1: INTRODUCTION</b>	
<b>1.4 REGIONAL CENTRE’S VISION STATEMENT, CORE CONCEPTS, AND URBAN DESIGN GOALS</b>	
<b>Policy</b>	<b>Staff Comments</b>
<b>1.4.2 CORE CONCEPTS</b>	
<i>In support of the guiding principles and vision, this Plan focuses on the following four Core Concepts which were established through the extensive public consultation:</i>	
<p><b>Complete Communities</b></p> <p><i>Complete communities support people of all ages, backgrounds, abilities, and incomes to sustainably live, work, shop, learn, and play near one another. This diversity of people and activities helps communities to be physically, socially, and economically vibrant. 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.</i></p> <p><i>The Regional Centre is comprised of many distinctive neighbourhoods, some of which are already complete communities, and others with some components of complete communities in place. It is the intent of this Plan to strengthen existing communities, and enhance the elements that make a community complete. This will be accomplished by establishing higher density mixed-use areas, and by encouraging infill and a range of housing forms. Directing growth close to established commercial community nodes and existing schools can help support a variety of businesses,</i></p>	<p>The property at 63 Jackson Road is proposed to consolidate with 3 other properties. The consolidated property will have lot frontage on both Jackson Road and Pinecrest Drive.</p> <p>Without consolidation, 63 Jackson Road is permitted to have a maximum of 8 units based on RCLUB 231.3(e). With consolidation, the proposal includes 72 new dwelling units within a 5 storey multi-unit building.</p> <p>The location of the property is near Metro Transit Route 53 and Route 72. Additionally, the Highfield Terminal is within the community and the proposed Purple Line of the Rapid Transit Strategy. The area may benefit from proposed active transportation projects as shown on the Integrated Mobility Plan, Figure 17: Proposed All Ages &amp; Abilities Bicycle Network (2022). Figure 17 identifies Protected Bikeways and Local Street Bikeways that would connect Albro Lake Road, Slayter Street, Wyse Road and other areas.</p>

<p>community centres and parks. When these amenities are located close to where people live and work, people are more likely to walk, cycle, and use public transit.</p>	
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<p><b>Human-Scale Design</b></p> <p><i>Human-scale design is focused on building and streetscape design that makes people feel more at ease and allows them to relate to their surroundings. It refers to a relationship between the size, shape, and design of components in the urban environment that matches the pace of pedestrians. Buildings and streets, as well as elements like trees and street furniture, all contribute to providing a scale that is comfortable for people. This Plan provides direction for the built environment that respects the human scale.</i></p> <p><i>While human scale is typically associated with low-rise and mid-rise buildings, taller buildings can also provide a human-scale experience through design that provides stepbacks for the upper storeys, low streetwalls with architectural detailing, weather protection, and frequent entrances. These can work together with narrow streets, short blocks, plazas and other open spaces to create an intimate environment and comfortable experience for an average person to enjoy. Human-scale design makes urban environments more interesting, encourages exploration, and draws more people to local shops and services.</i></p>	<p>The proposal includes grade-related dwelling units to be built in a townhouse style. All other units will be built in a standard apartment style. Including townhome style units will create a more interesting streetscape and limit the feeling of mass along the street front and corner.</p> <p>Multiple materials are shown in Attachment B1, the applicant’s letter of rationale. The variation in materials, individual entrances, colours and glazing on the ground floor introduces human-scaled elements to improve the pedestrian experience. At the top of the 3<sup>rd</sup> floor on the South-West wall a 2.0 metre stepback is proposed. The stepback helps create appropriate massing and transition to abutting properties. The top floor includes higher transparency using glass to reduce the visual impact of the building.</p> <p>Where the property abuts ER-3 zoned single unit homes on Jackson Road, balconies are proposed to be recessed within the building to provide limited appearance from abutting properties and to assist with the feeling of privacy.</p>
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<p><b>PART 2: URBAN STRUCTURE</b></p> <p><b>2.1 URBAN STRUCTURE DESIGNATIONS</b></p>
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<p><i>The <b>Higher-Order Residential Designation</b> is applied to lands where low-rise buildings to high-rise buildings containing multi-unit dwellings with limited commercial opportunities are supported. The designation applies to existing multi-unit dwelling residential neighbourhoods, as well as larger sites at the periphery of Centres and Corridors and may include underutilized lands. While lands within this designation offer opportunities to</i></p>
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accommodate growth, the allowable scale of new development is tailored to the surrounding residential context.

**2.7 HIGHER-ORDER RESIDENTIAL DESIGNATION**

*The Higher-Order Residential Designation, shown on Map 1, is intended to recognize existing multi-unit dwellings, while providing opportunities for new multi-unit dwelling developments and compatible commercial uses. The Designation is applied to individual properties or groups of properties that are characterized by a concentration of multi-unit dwellings that are sometimes inter-mixed with low-rise housing forms.*

*Lands in the Higher-Order Residential Designation include some of the most densely populated areas of the Regional Centre. Many of these neighbourhoods are served by transit, and located close to places of employment and the goods and services needed for daily living. Existing multi-unit dwellings range in size between low-rise, mid-rise, and tall mid-rise buildings based on the scale and character of the neighbourhood.*

*The Higher-Order Residential Designation supports additional housing opportunities by allowing for the development of new multi-unit dwellings at a scale that is compatible with surrounding neighbourhoods. Existing buildings that are out of scale with the surrounding context are not considered to be precedent setting and the built form and design of new developments will prioritize a pedestrian and human-scale environment. While some commercial uses are supported, including home offices and work-live units, this Designation is primarily intended to maintain the residential character of these areas. Improved connections to transit, active transportation infrastructure, public parks and amenities are supported to strengthen Higher-Order Residential Designated areas as complete communities.*

*The Higher-Order Residential Designation established two zones to support the development of multi-unit dwellings at differing scales. The zones are as follows:*

- The Higher-Order Residential 1 (HR-1) Zone is applied to areas that are located next to low-rise residential neighbourhoods. It supports the development of low to mid-rise buildings, with tall mid-rise buildings permitted in certain locations. The HR-1 zone also permits a more limited scale and range of commercial uses.*

**Objectives:**

- 1. Protect and increase housing choices.*
- 2. Support a built form that reflects and integrates with the surrounding context, and allows for transition to adjacent residential neighbourhoods and commercial areas.*
- 3. Allow home offices, work-live units, daycares, grocery stores and other commercial uses that support complete communities.*

The proposal provides a higher number of new dwelling units than what would be available through as-of-right development of the property under the current Established Residential Designation.

The proposal aligns the property with abutting and adjacent properties that have the High-Order Residential Designation and lot frontage on Pinecrest Drive. The permitted height under Map 4 and Schedule 15 for the

<p>4. <i>Improve access to pedestrian, active transportation and transit networks.</i></p>	<p>other lots to be consolidated is 5 storeys and each lot is designated as HR with an HR-1 Zone as shown on Map 1 and Schedule 2.</p> <p>The location of the property will create access for new residents and for people to move around their community while maintaining access to transit routes, existing active transportation and proposed active transportation options.</p>
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**Policy HO-1 (RC-May23/24;E-June13/24)**  
*The Land Use By-law shall establish two (2) zones within the Higher-Order Residential Designation as follows:*

<p><i>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</i></p>	<p>The site abuts properties with low-rise buildings on the interior block of Jackson Road. Within the surrounding community there are multiple 3 storey and 4 storey multi-unit buildings. Maximum height regulations from the RCLUB permit 5 storey development on many properties with lot frontage on Pinecrest Drive, even though many of them have not been redeveloped at this time. The proposed height of building would place it under the mid-rise building definition from the RCLUB. No commercial uses are proposed within the building at this time.</p>
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<p><b>Policy HO-3 (RC-May23/24;E-June13/24)</b>  <i>The Land Use By-law shall establish the maximum height and built form regulations for the HR-2 Zone and HR-1 Zone, in accordance with Map 4 and the policies in Parts 3 and 4 of this Plan. Built form may vary based on the local context to permit low to tall mid-rise buildings.</i></p>	<p>To maintain local context the proposal is for a 5 storey building. The proposed maximum height matches other abutting properties and what is present along Pinecrest Drive, as shown on Map 4 and Schedule 15.</p>
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**PART 3: URBAN DESIGN**  
**3.2 BUILT FORM FRAMEWORK**

<p><b>Table 2: Maximum Floor Area Ration (FAR) Values and Maximum Building Heights in Designations and Zones</b></p>	<p>The property does abut an Established Residential Zone in the interior block of Jackson Road. The proposal matches existing permitted heights for nearby properties with</p>
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<p><i>Higher-Order Residential Designation</i></p> <p><i>HR-1 Zone</i></p> <p><i>Maximum FAR Range: N/A</i></p> <p><i>Maximum Height Range (metres)</i>  <i>3 storeys up to a maximum of 7 storeys, and up to 9 storeys where the HR-1 Zone is within self-contained blocks that do not abut Established Residential Zones.</i></p>	<p>lot frontage on Pinecrest Drive, which is 5 storeys.</p>
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**3.2.3 BUILDING AND STREETWALL DESIGN**

*Building and streetwall design refers to the visual appearance of buildings, including the design of windows, cladding, entrances and other architectural features. The placement, scale, and design quality of the building’s streetwall determines the character of the streetscape and reinforces the importance of a pedestrian-oriented environment and human-scale design. The streetwall is the most prominent and visible portion of a building upon which a tower, tall mid-rise or mid-rise portions of buildings sit, and it is also created by the continuity of adjacent buildings facing a street. For an individual building, it is the distinct vertical plane from the ground to the top of low-rise or mid-rise buildings, or the first stepback in a mid-rise building if it exceeds 4 storeys, tall mid-rise or high-rise buildings.*

*The following outlines the key components of streetwall design that impact pedestrian experiences:*

<p><b>Streetwall Height:</b> <i>traditional streetwalls in the Regional Centre typically range from two to four storeys along commercial street frontages, with taller buildings stepping their upper elevations back from the top of the streetwall. Streetwall height requirements are important because height is directly linked to human scale and what pedestrians can comfortably observe and enjoy from the sidewalk.</i></p>	<p>Building materials used for the streetwall are intended to provide an engaging pedestrian experience and to reduce the visual impact of the 5<sup>th</sup> storey by using a modern glass approach. The glazing on the top storey will break apart the building visually from the first 4 storeys.</p>
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<p><b>Human-Scaled Elements:</b> <i>elements such as signs, lighting, canopies, and other exterior building elements can animate the public realm, provide weather protection and enhance the unique characteristics of the area.</i></p>	<p>The proposal includes dwelling units at the ground level with individual exterior entrances and a shared main entrance for dwelling units above the ground floor. The grade-related dwelling units, glazing and change in materials create an engaging design for pedestrians within the public realm.</p>
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**PART 5: HOUSING  
5.1: INTRODUCTION**

**Policy H-1**

*To support quality and inclusive residential environments and increased housing options for diverse households, the Land Use By-law shall:*

<p><i>a) permit a variety of housing forms and types in the DD, DH, CEN- 2, CEN-1, COR, HR-2, HR1, ER-3, ER-2, ER-1, CH-2 and INS Zones to enable residents to live near commercial areas, employment, active transportation facilities, and transit;</i></p>	<p>The HR designation and HR-1 zone will permit a larger number of dwelling units as-of-right on the property, once consolidation is complete. Residents will be close to active transportation and transit opportunities to move around their community and to other areas farther away.</p>
<p><i>b) permit a mix of housing options within various zones to meet the range of housing needs, including multi-residential, semi-detached, backyard suites, shared housing, single and two-unit dwellings, and three- unit dwellings, four-unit dwellings, (RC-May23/24;EJune13/24) townhouses, cluster housing, grade-related dwelling units, low-rise buildings, mid-rise buildings, tall mid-rise buildings and high-rise buildings;</i></p>	<p>Dwelling units are proposed in two main styles. The ground floor will be designed with townhouse style units that have their own external entrance. Above the ground floor, dwelling units will be designed in a standard apartment style and use a shared main entrance at the ground floor. Overall, the building will be classified as a mid-rise multi-unit building.</p>
<p><i>c) require new, expanded, or converted high-density dwellings to provide a range of unit sizes to accommodate a variety of household sizes, including:</i></p> <p><i>i) a minimum proportion of two-bedroom units in the DD, DH, CEN-2, CEN-1 and COR Zones,</i></p> <p><i>ii) a minimum proportion of two-bedroom and three- bedroom units in the HR-2 and HR-1 Zones, and</i></p> <p><i>iii) exemptions to unit mix requirements for small scale developments and additions and the internal conversion of dwellings, commercial spaces, and shared housing uses; and (RC-May23/24;E-June13/24)</i></p>	<p>At the time of application Policy H-1(c) is included within the RCSMPs. However, the Province subsequently adopted Minimum Planning Requirement Regulations to remove unit mix requirements for residential buildings that begin construction before April1, 2028. The required amendments to policy and land use by-laws are ongoing with the Municipality.</p>

**REGIONAL CENTRE LAND USE BY-LAW**

**PART XVII: DEFINITIONS**

<p><b>(160) Mid-Rise Building</b> means a main building that is</p> <p>(a) more than 4 storeys but no more than 7 storeys within CEN-2, CEN-1, COR, HR-2, or HR-1 Zone; or</p> <p>(b) more than 11.0 metres in height but no more than 20.0 metres in height in all other areas. (RC- May23/24;E-Jun 13/24)</p>	<p>The property is proposed to have a 5 storey building. The requested designation and zone are the Higher-Order Residential designation, and the HR-1 Zone. The building would be classified as a mid-rise.</p>
<p><b>(160.5) Mid-Rise Typology</b> means a portion of a main building, above the height of a streetwall, that is:</p> <p>(a) no more than 7 storeys or 20.0 metres in height above the average finished grade to the top of the roof; and (RC- May23/24;E-Jun 13/24)</p> <p>(b) not connected above the height of streetwall to any other portion of the building that would exceed 7 storeys or a height of 20.0 metres from average finished grade. (RCMay23/24;E-Jun 13/24) (RC-Jul 12/22;E-Aug 22/22)</p>	<p>The proposed streetwall is 5 storeys in height. A 2.0 metre setback is proposed on the South-West side of the building. No portion of the building or a connection to any other part of the building will exceed 7 storeys.</p>
<p><b>(94) Front Lot Line means:</b></p> <p>(a) for an interior lot, the streetline;</p> <p>(b) subject to Clause 499(94)(f), for a corner lot where the streetlines are not of equal length, the shortest streetline is the front lot line, and the longer streetline or streetlines are the flanking lot lines; (RC- May23/24;E-Jun 13/24)</p> <p>(c) subject to Clause 499(94)(f), where a corner lot has streetlines of equal length, any streetline may be deemed to be the front lot line, and the remaining streetlines shall be deemed flanking lot lines; (RC- May23/24;E-Jun 13/24)</p>	<p>The property at 63 Jackson Road only has one lot line abutting a public road currently and is not considered a corner lot. When the lot is consolidated with the other 3 properties, it will create a corner lot at Pinecrest Drive and Jackson Road. The lot frontage on Pinecrest Drive will be roughly 57 metres and the lot frontage on Jackson Road will be roughly 39 metres. Under the (94)(b), Jackson Road will be considered the front lot line under the RCLUB. Pinecrest Drive is not considered a pedestrian-oriented commercial street.</p>

<p><i>(d) subject to Clause 499(94)(f), for a through lot, either streetline may be deemed to be the front lot line, and the other streetline shall be deemed a flanking lot line; (RCMay23/24;E-Jun 13/24)</i></p> <p><i>(e) in the absence of a streetline, where a registered access easement crosses a lot line; or (RC- May23/24;E-Jun 13/24)</i></p> <p><i>(f) for a corner lot or through lot with only one lot line abutting a pedestrian-oriented commercial street, the streetline abutting the pedestrian-oriented commercial street is the front lot line and the remaining streetlines shall be deemed flanking lot lines. (RC- May23/24;E-Jun 13/24)</i></p>	
<p><b>(246.5) Streetwall</b> means the wall of a building, or the portion of a wall of a building, that:</p> <p><i>(a) faces the streetline or a transportation reserve; and</i></p> <p><i>(b) is located below the height of a specified setback; or</i></p> <p><i>(c) where no specified setback is required, the streetwall is the wall facing the streetline or a transportation reserve.</i></p> <p><i>A streetwall shall not apply to any wall of a building, or the portion of a wall of a building, that faces a 100-Series Highway, as shown on Schedule 52.</i></p>	<p>The streetwall will exist facing Jackson Road and Pinecrest Drive. The permitted maximum streetwall height is 5 storeys under RCLUB 200(1)(c)(i).</p>
<p><b>(167) Multi-Unit Dwelling Use</b> means a building containing at least 5 dwelling units, but excludes a cluster housing use. (RC- May 23/24;E-June 13/24)</p>	<p>The proposal is for a building that will hold more than 5 dwelling units, and it will not be a cluster housing use.</p>
<p><b>PART V, CHAPTER 7: BUILT FORM AND SITING REQUIREMENTS WITHIN THE HR-2 AND HR-1 ZONES</b></p>	

<p><b>Minimum Front or Flanking Setbacks</b></p> <p><b>197 (1)</b></p> <p><i>Subject to Subsection 197(2), any portion of a main building, either above or below grade, shall have a minimum required front or flanking setback as specified on Schedule 18. (RC-Oct 26/22;E-Nov 11/22)</i></p> <p><b>198 (2)</b></p> <p><i>If a minimum required front or flanking setback has not been specified on Schedule 18, the minimum required front or flanking setback shall be 1.5 metres. (RC-Oct 26/22;E-Nov 11/22)</i></p>	<p>Schedule 18 of the Regional Centre Land Use By-Law establishes the minimum Front and Flanking Setback Requirements.</p> <p>Pre-consolidation under the current requirements, the portion of the properties that front along Pinecrest Drive require a minimum setback of 1.5 metres per Schedule 18, while the portion of the properties along Jackson Road within the ER-3 Zone require a greater minimum setback of 4.0 metres.</p> <p>Once the properties are consolidated and the HR-1 Zone is applied to the entire property, the Land Use By-Law would still require a minimum flanking setback of 4.0 metres for the lot line which abuts Jackson Rd per Schedule 18.</p> <p>To be consistent with the 1.5 metre setback established along Pinecrest Drive and to promote Human-Scaled Design, the applicant has requested the same minimum setback be applied to the portion of the property abutting Jackson Road.</p>
<p><b>Grade-Related Dwelling Units</b></p> <p><b>207</b></p> <p><i>Every grade-related dwelling unit shall have a required minimum of one exterior pedestrian entrance.</i></p>	<p>The proposal includes grade-related dwelling units with individual entrances. The units will be built in a townhouse style and benefit the public realm by creating distinct streetwall sections as intended under Building Design – 1, Criteria 1 and Criteria 3 of the Regional Centre Urban Design Manual.</p>
<p><b>Side Setback Requirements</b></p> <p><b>198 (1)</b></p> <p><i>Subject to Subsections 198(2) and 198(3), the minimum required side setback for any main building shall be:</i></p> <p><i>(a) subject to Clauses 198(1)(b) and 198(1)(c), where a lot line abuts a lot, any portion of which, is zoned ER-3, ER-2, ER-1,</i></p>	<p>Before consolidation, the left side lot line will abut an ER-3 Zoned property at 61 Jackson Road. Post consolidation, the left-side lot will continue to abut the same property and the same zone. There is no right-side lot line as the property will front Pinecrest Drive and be considered as a flank yard.</p>

<p><i>CH-2, CH-1, PCF, or RPK zone: (RCCC-Sep 4/24;E-Apr 17/25)</i></p> <p><i>(i) 3.0 metres from the side lot line abutting the lot for any low-rise building, or (RCCC-Sep 4/24;E-Apr 17/25)</i></p> <p><i>(ii) 6.0 metres from the side lot line abutting the lot for any mid-rise, tall mid-rise, or high-rise building; (RCCC-Sep 4/24;E-Apr 17/25)</i></p>	
<p><b>Rear Setback Requirements</b></p> <p><b>199 (1)</b></p> <p><i>Subject to Subsections 199(2), 199(3), and 199(4), the minimum required rear setback for any main building shall be:</i></p> <p><i>(a) where a lot line abuts a lot, any portion of which, is zoned ER-3, ER-2, ER-1, CH-2, CH-1, PCF, or RPK zone, 6.0 metres from the rear lot line abutting the lot; or (RCCC Sep 4/24;E-Apr 17/25)</i></p> <p><i>(b) 3.0 metres elsewhere.</i></p>	<p>The rear lot line abuts an HR-1 Zoned property at 61 Pinecrest Drive (PID 00056192). If the properties are consolidated, the rear lot line will abut another HR-1 Zoned property at 63 Pinecrest Drive (PID 0056184).</p>



**Map 1 - Generalized Future Land Use**

63 Jackson Road  
Dartmouth

**HALIFAX**

 Subject Property

**Designation**

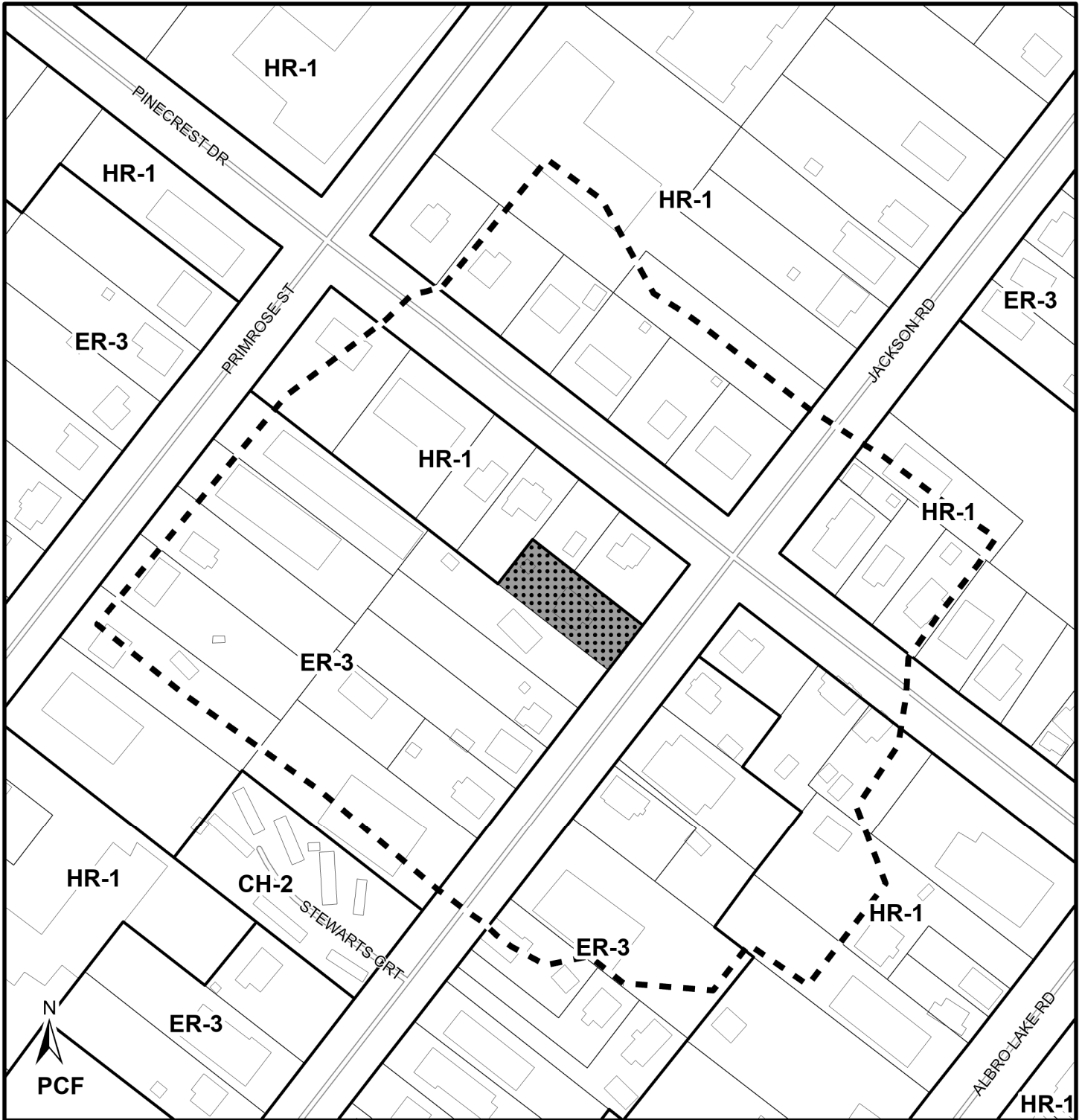
- ER Established Residential
- HR Higher-Order Residential
- PCF Park and Community Facility



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.



Regional Centre  
Plan Area



**Map 2 - Zoning and Notification Area**

63 Jackson Road  
Dartmouth

**HALIFAX**

-  Subject Property
-  Area of Notification

**Zone**

- CH-2 Cluster Housing 2
- ER-3 Established Residential 3
- HR-1 Higher-Order Residential 1
- PCF Parks and Community Facilities



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.

Regional Centre  
Land Use By-Law

**Attachment C:  
MPSA-2025-01929: 4 Fernhill Drive, Dartmouth**

**ORIGIN**

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Application by Zwicker Zareski architecture + planning (ZZAP) on behalf of LakeCity Works.

**BACKGROUND**

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ZZAP is applying on behalf of LakeCity Works to create a development agreement policy for uses that are supporting and similar to the abutting property at 386 Windmill Road, Dartmouth (PID 41079799) under the same ownership. [LakeCity Works](#) opened in 1972 as the Dartmouth Activity Centre and became a registered charity in 1982. In the short term, the proposal states that it will provide the ability for outdoor storage or a storage yard use under a development agreement. While clearing and grading will be required, screening through existing mature trees and/or fencing and visual barriers will be required through the development agreement. This proposal cannot be considered under existing planning policy, and therefore, the applicant is seeking amendments to the Regional Centre Secondary Municipal Planning Strategy (SMPS) to enable development.

<b>Subject Site</b>	4 Fernhill Drive, Dartmouth (PID 41079807)
<b>Location</b>	North-East of the Windmill Road and Fernhill Drive intersection, approximately 85 metres into Fernhill Drive on the East side of the street.
<b>Regional Plan Designation</b>	Urban Settlement (US)
<b>Community Plan Designation (Attachment C3)</b>	Corridor (COR)
<b>Zoning (Attachment C4)</b>	Corridor (COR)
<b>Size of Site</b>	2,029.4 square metres
<b>Street Frontage</b>	27.3 metres +/-
<b>Current Land Use(s)</b>	Vacant
<b>Surrounding Use(s)</b>	<ul style="list-style-type: none"><li>• Residential</li><li>• Multi-unit residential</li><li>• Commercial</li><li>• Restaurant</li><li>• Park</li><li>• Industrial</li><li>• Canadian National Railways</li></ul>

**Proposal Details**

The applicant proposes to consolidate the business operations of LakeCity Works by using the vacant property for outdoor storage and storage yard use. The property abuts their existing and active operations at 386 Windmill Road (PID 41079799). The proposed uses are not permitted as-of-right under the COR Zone in the Regional Centre Land Use By-Law (LUB). The applicant has requested a development agreement policy option to accommodate the proposed uses. No building is proposed on the site in the immediate future, but a building may be explored in the long term (10+ years). The major aspects of the proposal are as follows:

- The property is under common ownership to abutting 368 Windmill Road and was purchased from HRM in 2019 with the purpose of supporting operations of LakeCity Works.
- LakeCity Works plans to end an off-site lease agreement for storage, which will increase available operational funds for services and programs.
- Creation of 5 new part-time positions short term and up to 20 part-time positions in the long term.
- Outdoor storage of materials with some lot clearing and grading required.

- Development agreement option to permit underlying COR Zone uses, and the following:
  - Light manufacturing and assembly;
  - Warehouse use;
  - Storage yard use;
  - Showroom and sales of manufactured goods;
  - Commercial supportive services; and
  - Limited institutional uses.
- Lot clearing and grading will be required with some mature trees to remain and the inclusion of visual screening to act as a buffer with abutting properties, where needed.

### **LakeCity Works**

LakeCity Works is a charitable organization that offers services, support and employment opportunities to people living with mental illness. The association opened in 1972, as the Dartmouth Activity Centre, later becoming a charitable organization in 1982. The mission of LakeCity Works is to support people living with barriers to mental health to build on their strengths, foster wellbeing, and access training work experience, and employment, as stated on the [LakeCity Works website](#). On average, support and services are provided to approximately 300 people per year.

### **Site History**

- Case 21548: the property was rezoned from the R-2 and R-3 Zone in the Dartmouth Plan Area to C-2 (General Business) Zone to support LakeCity Works expansion in 2018.
- The property was sold to LakeCity Works from the HRM with a Buy-Back Agreement, under AO-50 in 2020.
- The site was included in the Regional Centre Plan Package B in 2021 and zoned as COR.

### **Regional Centre SMPS and LUB Context**

**Designation:** The property is within the Corridor Designation (COR) under the Regional Centre SMPS. The COR Designation intends to support residential and commercial uses, similar to the Centre Designation, but at a lower size and intensity as explained in Section 2.6 Corridor Designation of the Regional Centre SMPS. Properties within the COR designation are also intended to provide transition to nearby low-rise residential neighbourhoods. The rear yard of 4 Fernhill Drive abuts another COR Designation property, while the left side yard abuts an Established Residential (ER) Designation property. The ER Designation property is near the middle of Fernhill Drive and extends into Nadia Drive. The property at 386 Windmill Road, under common ownership, is also in the COR Designation, as are many properties in the nearby area with lot frontage on Windmill Road.

**Zone:** The property is within the Corridor Zone of the Regional Centre LUB. Permitted uses within the zone are listed in [Table 1A](#) of the Regional Centre LUB and include a mix of commercial, residential and other uses, but the zone has limited opportunities for industrial uses. The existing uses at 386 Windmill Road would be considered as non-conforming uses and not permitted under today's requirements in the Corridor Zone. The Corridor Zone will not support expansion of services and business operations by LakeCity Works in the way it is proposed under this application.

## **DISCUSSION**

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

### **Applicant Rationale**

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

- The area is characterized by a mix of varying uses, including industrial, commercial and low-rise to mid-rise residential uses.
- The property at 4 Fernhill Drive is in proximity to industrial zones, including the CLI Zone, the LI Zone and the HRI Zone.
- Consolidating and expanding operations on the abutting property will allow for an increased number of part-time employment positions and an increase in the services and programs offered on-site. This will support economic development goals of the Regional Centre SMPS Economic Development Objective 7 and Policy ED-4(i).
- Industrial sector growth, support and consideration to residential areas has been considered and reflected in the application following with IE Designation Objective 2, IE Designation Objective 4 and Policy IC-1(c) of the Regional Centre SMPS.
- The proposal supports complete communities by providing and expanding mental health services and employment opportunities within the area so that people can be located close to jobs and health services.

Attachment C1 contains the applicant's application letter.

### **Staff 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 because the prior Dartmouth Plan and zone would have accommodated the expanded operations, as desired. The area is a mix of large lots that hold commercial, residential, light industrial and industrial uses. Additionally, the property abuts the [Windmill Road Corridor](#), with intention to support the current commercial uses within the area. Housing opportunities will be created through the Shannon Park future growth node, and the services and employment offered by LakeCity Works may benefit existing and new residents to the area.

If Council proceeds with initiation, a detailed review of the request will be undertaken that will address the following:

- the scope and appropriateness of different planning tools, such as zoning, development agreements, or site plan approvals;
- the feedback received through community engagement initiatives;
- surrounding community context including existing Regional Centre policies and regulations; and
- technical review, including potential traffic and servicing impacts.

### **Conclusion**

Staff have reviewed the proposed SMPS amendment and advise that there is merit to the request. Staff determined there is merit to the request because prior to the Regional Centre Plan, the Dartmouth Plan and zone would have permitted expansion of operations, as intended in the Buy-Back Agreement with HRM. The property abuts the Windmill Road corridor, which holds and connects various uses from commercial, residential, industrial and light industrial. Finally, the services and employment offered by LakeCity Works support people living with mental illness and operations expansion will support new part-time employment positions and expansion of services that will support the goals of complete communities and inclusion within the Regional Centre. Therefore, staff recommend that Regional Council initiate the SMPS amendment application process.

### **ATTACHMENTS**

Attachment C1: Letter of Rationale  
 Attachment C2: Relevant Policies  
 Attachment C3: Generalized Future Land Use Map  
 Attachment C4: Notification Area

Attachment C1 - Letter of Rationale



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Planning Applications  
Halifax Regional Municipality  
Planning & Development  
Via email: [planning@halifax.ca](mailto:planning@halifax.ca)

**RE: Application for Land Use Bylaw Amendment and Rezoning at 4 Fernhill Dr. Dartmouth (PID: 41079807)**

On behalf of our client, LakeCity Works, zzap Consulting Inc. (zzap) is pleased to submit a site-specific plan amendment for the Regional Centre Secondary Municipal Planning Strategy (SMPS) requesting site specific policy that enables council to consider a Development Agreement (DA) on 4 Fernhill Dr. (PID: 41079807) in the Regional Centre Plan Area.

We respectfully request that you provide us with an anticipated schedule for the Bylaw amendment process.

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

Kind Regards,

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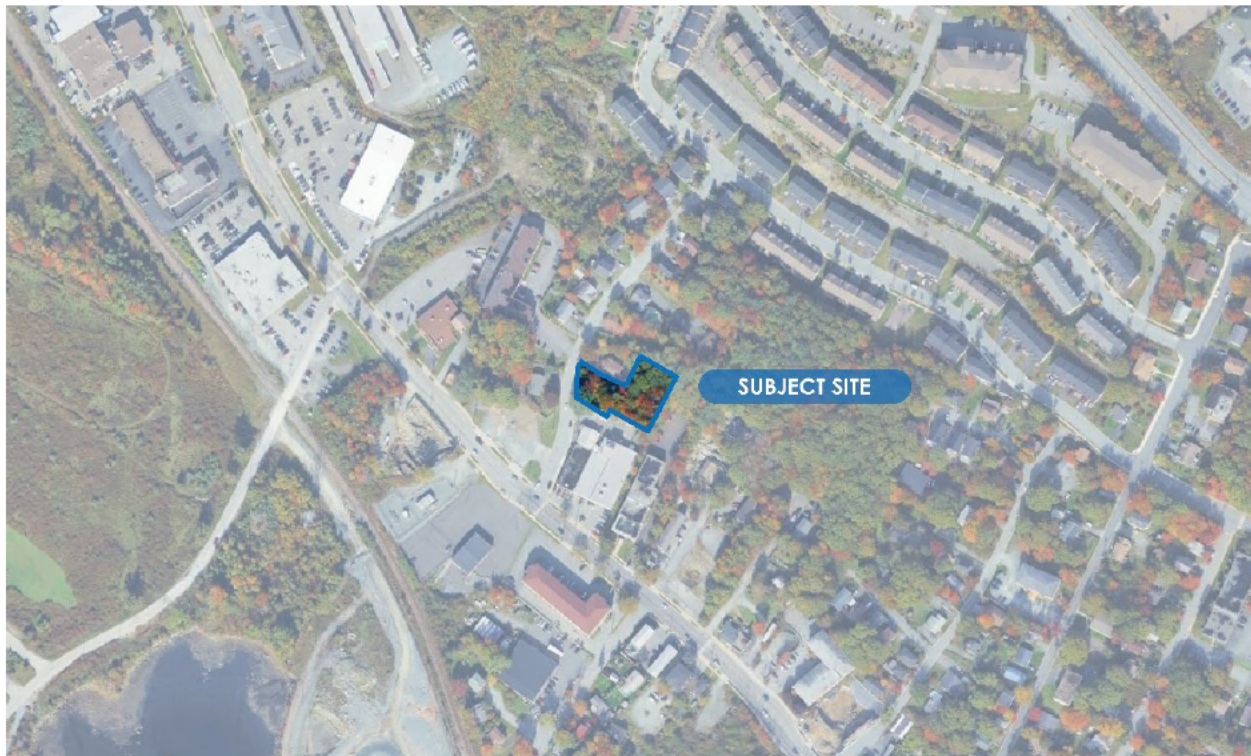
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## 1.0 Site Description and Location

The subject site, 4 Fernhill Dr. totals an area of 2,032 m<sup>2</sup> (21872 ft<sup>2</sup>) and is located near the historic Mi'kmaq settlement, Turtle Grove and the current neighbourhood of Tufts Cove, Dartmouth. The site is currently unoccupied but is designated as a 'Corridor' (COR) within the Regional Centre Secondary Municipal Planning Strategy (SMPS) and zoned as 'Corridor' (COR) within the Regional Centre Land Use By-law (LUB). The existing zoning allows for a variety of residential, commercial, and institutional uses. However, it does limit the types of industrial accessory uses that may exist on the site, including storage yards and light manufacturing uses.

The site abuts the LakeCity Works Facility (PID 41079799), which is also currently zoned as COR, and is owned and occupied by our client. Their facility contains a furniture store with light manufacturing and storage yard uses. The site is near Fernhill Dr.'s intersection with Windmill Rd., which is characterized by a fabric of significantly varied land uses, including different types of industrial, commercial, and low- to mid-rise residential uses.

**Figure 1: Site Context**





Our client, LakeCity Works, is a non-profit that provides a variety of services, ranging from wood and plastic furniture manufacturing to lawn and yard services, as well as career services. The facility and current uses on the site have existed and operated as part of the fabric of the area for 40+ years, long prior to the creation of the Regional Centre Plan Area. As such, their facility lawfully existed prior to the plans adoption and is considered a legal permitted non-conforming use within the bounds of its current property only (PID: 41079799). In particular, the woodworking shop has historically offered employment, skill building, and social support to adults living with mental illness and other employment barriers. Since the adoption of the Regional Centre Plan, the organization's operations have expanded, and there is currently demand for the facility's activities to extend into the subject site (PID: 41079807) in order to meet its capacity needs.

## **2.0 Proposed Plan Amendment**

This application proposes a site-specific SMPS amendment to create policy that allows Harbour East – Marine Drive Community Council to consider a Development Agreement (DA) for the site. The agreement would also maintaining permissions enabling development in accordance with existing underlying zoning provisions. Currently, the facility's proposed accessory storage yard use on the subject site (PID: 41079807) would not fall within the COR zone permitted land-uses. By enabling a DA on the site, our client can work with the Municipality to navigate the expansion of their long standing, community-oriented business while still advancing the Regional Centre Plan's objectives.

A DA is a tool that can enable a variety of compatible uses that support the ongoing operations of LakeCity Works and align with the employment-based character of the site and immediate area. These include, but are not limited to:

- Light manufacturing and assembly
- Warehousing and storage (indoor and outdoor)
- Showroom and sales of manufactured goods (e.g., furniture)
- Commercial support services (e.g., office or retail accessory to industrial use)
- Limited institutional uses that align with employment services (e.g., career counselling, job training programs)

The intent of this application is not to introduce unrelated or large-scale industrial activities, but rather to formally permit these existing and future uses in support of the facility's non-profit employment mission.

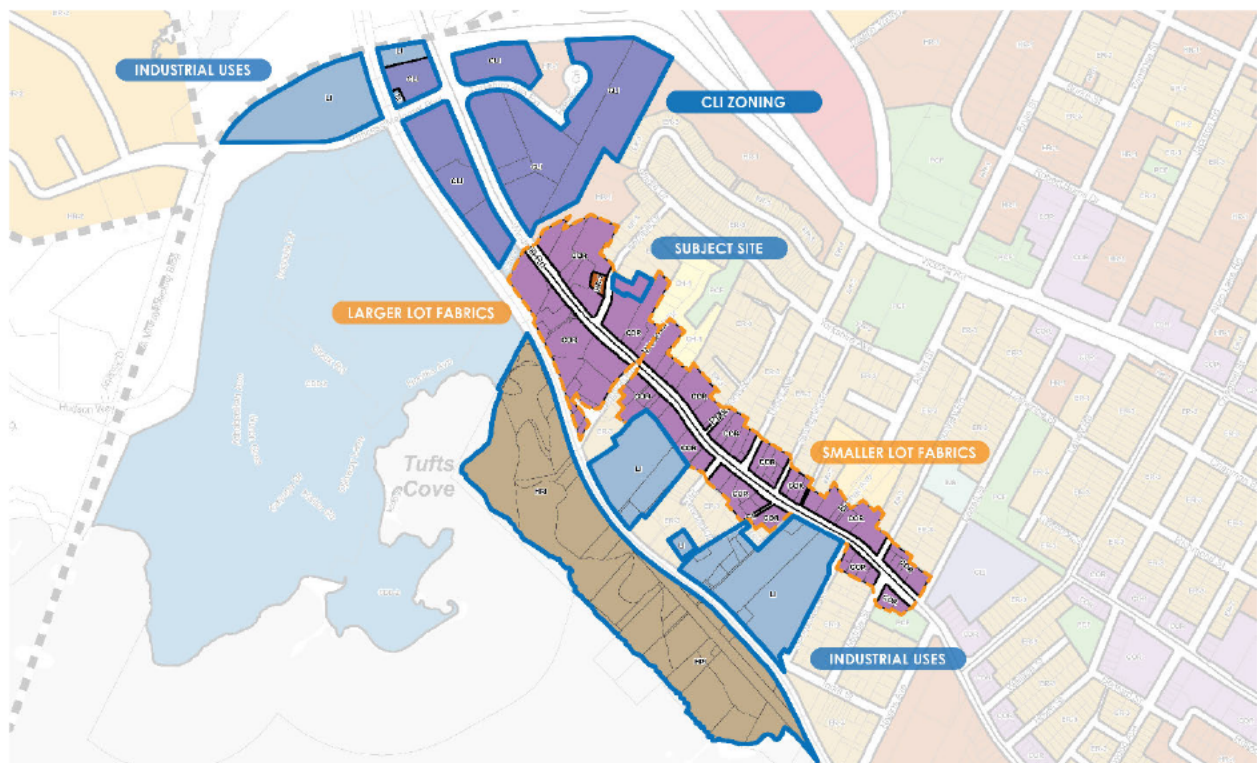
## **3.0 Rationale for Requested Amendment**

The majority of lots along the immediate portion of Windmill St. are zoned COR, however the area is characterized by an integrated mix of varying land uses, including

different types of industrial, commercial, and low- to mid-rise residential uses. Additionally, the site is in proximity to a range of industrial zones, including Commercial Light Industrial, Light Industrial, and Harbor Related Industrial uses, as shown in Figure 2. The proposed amendment would allow for this established community-oriented business to grow, remain within, and support the integrated mixed land use fabric of this area.

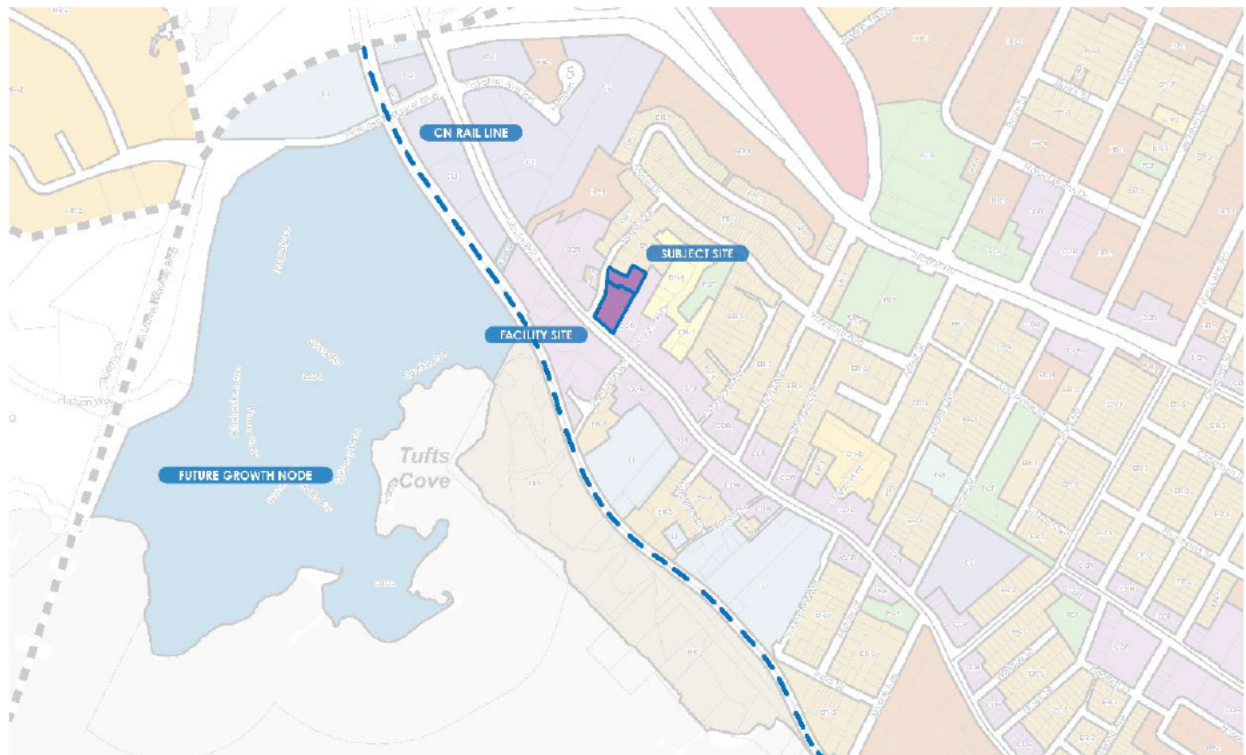
Furthermore, the lot fabric of the COR zoned sites on the northern portion of Windmill Rd. surrounding Fernhill Dr. differ in terms of scale relative to the lot fabrics of the COR zoned sites further south along Windmill Rd, as shown in Figure 2. Lots in the immediate area of the subject site are larger in area, have larger proportions (frontage and depth), and contain a mix of uses with larger building footprints. These lots are comparable to the areas zoned CLI just south of Yorkshire Ave. / Princess Margaret Blvd., The subject site presents a unique context where a DA would enable the proposed expansion in a way that responds to the larger lot fabric, existing mix of uses, and the interface with surrounding residential areas. This approach provides the flexibility to achieve a context-sensitive design that supports a gradual transition between the more commercial areas to the north and the more residential fabric to the south.

**Figure 2 Surrounding Industrial Uses**



The nearby Shannon Park Lands are another factor to consider as it pertains to the rezoning of this site. The lands are currently designated as Future Growth Node (FGN) in the Regional Centre SMPS and are zoned as CDD in the Regional Centre LUB. The lands are expected to develop into an urban mixed-use residential neighborhood featuring mid- to high-rise buildings (Figure 4). The industrial and commercial uses within the subject site's neighborhood provide a diverse range of service and employment opportunities within proximity to the potential future residents of the Shannon Park FGN. Thus, it is important to maintain and support these existing uses, including the LakeCity Works facility, within the neighborhood to support complete communities and allow the neighbourhood to maintain its mixed-use identity. In terms of urban fabric, the rail line between the Shannon Park lands and the site's surrounding neighborhood creates a transition from the FGN's more urban-mixed use residential neighborhood to the mixed residential, commercial and light industrial area abutting the subject site. (Figure 5).

**Figure 5: Rail Line Separation**



#### 4.0 Policy Support

While this rationale primarily evaluates consistency with the Regional Centre Secondary Municipal Planning Strategy (SMPS), the request is also consistent with broader objectives of the Halifax Regional Municipal Planning Strategy (Regional Plan), particularly those related to economic development, complete communities, and



support for employment-focused land uses in strategic growth areas.

The Halifax Regional Centre SMPS outlines several policies and objectives where the requests in this plan amendment generally align with the intent of the municipal plan. In terms of land use, The Industrial Employment (IE) Designation section outlines the following policies and objectives:

**IE Designation Objective 2:** Support the growth of the industrial sector, including harbour-related uses, light manufacturing, and warehousing

**IE Designation Objective 4:** Provide a buffer and transition between existing residential areas and industrial uses.

**Policy IC-1 c):** The Commercial Light Industrial (CLI) Zone shall apply to lands that are accessible by transit service and that provides a buffer between industrial and residential uses. The CLI Zone shall permit **light industrial uses enclosed in buildings, commercial uses that complement industrial uses, and limited institutional uses.**

These policies and objectives emphasize the importance of maintaining and supporting the growth of the industrial sector within the Regional Centre, and the value of light-industrial uses in providing a buffer between other types of industrial uses and residential uses. Enabling the expansion of their operation through a DA can help contribute to these objectives, helping foster the growth of a long-established industrial use within the community, while helping create a transition between the nearby heavier industrial uses and the established residential zone just north of the site.

In terms of employment, the Economic Development section outlines the following policies and objectives:

**Economic Development Objective 7:** Maintain a balance between jobs and residents by accommodating both employment and residential developments.

**Policy ED-4 i)** To maintain and expand the concentration of jobs and services in the Regional Centre, the Land Use By-law shall support the retention and intensification of industrial lands

Allowing for the expansion of this facility can help expand the number of people it employs. This can help contribute to the municipal plan's goals for economic growth and a higher concentration of jobs within the Regional Centre, especially for individuals living with mental illness and other disabilities who have traditionally been employed by our client.

Furthermore, policies IM-18 a) and IM-19 a) of the Regional Centre SMPS outline pathways to expand the use of non-conforming structures on a site:

**Policy IM-18 a)** The Land Use By-law shall relax the restrictions in the HRM Charter relating to non-conforming structures in all zones, and allow them to be extended, enlarged, or altered, if the extension, enlargement, or alteration does not further worsen any non-conformity with the By-law;

**Policy IM-19 a)** Council may, by development agreement, allow non-residential non-conforming uses located on a lot that existing on the coming into force of this Plan to expand the structure containing the non-conforming use.

Our plan amendment request is consistent with the general intent of these policies around expanding the volume of a nonconforming use within a structure. However, our client is not able to proceed with an application under these enabling policies because they cannot be applied over two sites, and our client is unable to consolidate the subject lot with the adjacent lot.

Finally, we have not identified any policies within the Regional Centre SMPS for the COR designation that create a direct conflict between the intent with the establishment of the COR designation and our site-specific request.

## 5.0 Changes in Circumstance

Furthermore, several key changes in circumstance support the requested amendments:

- The Regional Centre Plan was adopted after LakeCity Works had long established its presence and function in the area. Since then, community reliance on inclusive employment services such as these has grown, especially in response to the challenges posed by the COVID-19 pandemic and increasing socioeconomic disparities.
- There is rising regional demand for flexible, small-scale industrial and employment spaces, particularly for non-profits and social enterprises, which can be well integrated with residential areas.
- The Centre Plan's Corridor (COR) designation prioritizes residential and commercial intensification, which does not align with the operational requirements of LakeCity's light industrial and storage activities, nor does it allow for the continued growth of this area to include a mixing of light industrial uses.

These factors demonstrate that the current policy context no longer reflects the practical realities of land use in this particular area of Windmill Road and necessitates a site-specific amendment.



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## **6.0 Closing**

This request is time-sensitive as LakeCity Works is currently operating at capacity, and expansion into the adjacent site is required to accommodate existing operational needs. Delays in approval jeopardize their ability to fulfill client contracts, secure storage, and maintain employment for program participants.

We trust that the enclosed materials satisfy the application requirements. Should you have any questions, comments or concerns with regards to this application, please do not hesitate to contact the undersigned.

**Attachment C2: Regional Centre Secondary Municipal Planning Strategy and Regional Centre  
Land Use By-law Policy Review Matrix for MPSA-2025-01929**

<b>REGIONAL CENTRE SECONDARY MUNICIPAL PLANNING STRATEGY</b>	
<b>PART 1: INTRODUCTION</b>	
<b>1.4 REGIONAL CENTRE'S VISION STATEMENT, CORE CONCEPTS, AND URBAN DESIGN GOALS</b>	
<b>Policy</b>	<b>Staff Comments</b>
<b>1.4.2 CORE CONCEPTS</b>	
<i>In support of the guiding principles and vision, this Plan focuses on the following four Core Concepts which were established through the extensive public consultation:</i>	
<p><b>Complete Communities</b></p> <p><i>Complete communities support people of all ages, backgrounds, abilities, and incomes to sustainably live, work, shop, learn, and play near one another. This diversity of people and activities helps communities to be physically, socially, and economically vibrant. 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.</i></p> <p><i>The Regional Centre is comprised of many distinctive neighbourhoods, some of which are already complete communities, and others with some components of complete communities in place. It is the intent of this Plan to strengthen existing communities, and enhance the elements that make a community complete. This will be accomplished by establishing higher density mixed-use areas, and by encouraging infill and a range of housing forms. Directing growth close to established commercial community nodes and existing schools can help support a variety of businesses, community centres and parks. When these amenities are located close to where people live and work, people are more likely to walk, cycle, and use public transit.</i></p>	<p><a href="#">LakeCity Works</a> has operated since 1972, and as a charitable organization since 1982, with various services and skill building opportunities focused on mental health support. The organization provides opportunities to build skills, gain work experience, education and employment.</p> <p>The services and opportunities provided by LakeCity Works sustain a complete community by supporting people of different ages, backgrounds and abilities through supportive services and employment. The proposal under the application will reduce operational cost and create new part-time employment positions.</p>
<b>PART 2: URBAN STRUCTURE</b>	
<b>2.1 URBAN STRUCTURE</b>	
<i>The Corridor Designation is applied to lands located along streets containing established or emerging commercial uses, and typically about low-density residential neighbourhoods in the rear yards. This designation also considers proximity to transit, employment and other amenities. A mix of residential and commercial uses that provide goods and services to surrounding neighbourhoods will be supported in</i>	

*this designation. New developments will be in the form of low-rise buildings to mid-rise buildings, and in some instances, tall mid-rise buildings that provide a transition from high-rise developments in Centres to lowdensity residential areas.*

## **2.6 CORRIDOR DESIGNATION**

*The Corridor Designation, shown on Map 1, is intended to support the intensification of key transportation links with a mix of residential and commercial uses at a lower scale and land use intensity than the Centre Designation. The Designation is applied along the following streets, that are not part of the Centre Designation:*

*Windmill Road, Dartmouth;*

*The Corridors connect Centres and Higher-Order Residential areas, as well as other smaller commercial and community nodes. Lands within this Designation contain a mix of residential and commercial uses, and typically abut low-rise residential areas in the rear yard. Table 1 details the characteristics of each Corridor.*

*The Corridor Designation seeks to introduce mid-rise density to support transit use, while maintaining the integrity of adjacent low-rise residential areas and integrating new development with the existing character of each Corridor. To support this objective, the Designation limits the scale of buildings to low-rise and midrise forms, with tall mid-rise forms permitted in certain local contexts, subject to transition and buffering requirements when abutting low-rise residential areas. In addition, the placement of the Designation is generally limited to one lot deep, or the depth of the majority of first lots within a block abutting the commercial street, to prevent the intrusion of commercial uses and larger buildings into low-rise residential areas. In certain cases, the Designation extends beyond the limits of one lot deep or the depth of the majority of first lots within a block abutting the commercial street to ensure a lot fabric that will feasibly accommodate development. (RC-May23/24;E-June13/24)*

*This Designation establishes a corresponding Corridor (COR) Zone that supports a mix of land uses, including residential, commercial, institutional, recreational, open space, and urban agricultural uses. The Corridor (COR) Zone is intended to be*

The property is the second lot in to Fernhill Drive and is designated as COR. The property that abuts 4 Fernhill Drive, in the rear yard, is designated as COR and extends further away from Windmill Road.

To the left side yard of 4 Fernhill Drive is two ER Designated and ER-3 Zoned properties. Both properties have an existing single unit dwelling home.

The intended use of the property is to provide operational expansion for the abutting property at 386 Windmill Road. The uses proposed are similar or supportive in nature. Initially, the proposed use is for outdoor storage or a storage yard use to have material on site for the production and manufacturing of wood and plastic furniture made at 386 Windmill Road. No building is proposed on the site at this time, but could be considered in the long term (10+ years).

<p><i>more permissive than the CEN-1 Zone, but less permissive than the CEN-2 Zone as it is typically applied to areas that back on or are adjacent to low-rise residential areas. Automobile oriented land uses, and commercial uses that are incompatible with adjacent low-rise residential neighbourhoods will be prohibited.</i></p>	
<p><b>Objectives:</b></p> <ol style="list-style-type: none"> <li><i>1. Support a mix of residential and commercial uses that offer a variety of housing opportunities and provide goods and services to meet the community's needs.</i></li> <li><i>2. Support a built form that reflects the existing character and allows for transition to adjacent lowrise residential neighbourhoods.</i></li> <li><i>3. Create a public realm and built form environment that support transit services.</i></li> </ol>	<p>LakeCity Works provides employment and goods through furniture manufacturing, a dog daycare and grooming, electronics refurbishment and sales on-site. Other employment opportunities are available, but relate to off-site jobs, such as yard work and maintenance.</p> <p>LakeCity Works provides free services to help adults living with mental illness secure employment. Programming is offered following assessment and may include skill building weekly programming and group meetings.</p> <p>The employment, services and support offered help provide goods and services that meet community needs.</p> <p>While no building is proposed at this time, the applicant is aware of surrounding residential uses and the potential need for visual screening and barriers to create a transition between properties and low-rise residential use.</p>
<p><b>2.6.1 CORRIDOR CHARACTERISTICS</b></p> <p><i>The following key characteristics of each Corridor are intended to inform the built form policies of this Plan:</i></p> <p><i>Windmill Road, Dartmouth</i></p> <p><i>This Corridor includes lands along Windmill Road between Jamieson Street(RCMay23/24;E-June13/24) and Fernhill Drive. It connects Higher-Order Residential Neighbourhoods to the Burnside Industrial Park and the Shannon Park Future Growth Node. Lot fabric is typically larger and less regular than other corridors. Current land uses include a range of low-rise and mid-rise buildings containing residential uses, as well as commercial uses that are set back away from the street. Some street frontages are dominated by parking lots. Infill mid-rise development will be supported in this</i></p>	<p>The property does not have lot frontage on Windmill Road but abuts a property under the same ownership with lot frontage on Windmill Road. The lot size is relatively large compared to other areas within the urban core.</p> <p>Uses along Windmill Road vary significantly and include residential, commercial, industrial, light industrial and nearby DND and CN Rail facilities. The property is intended to support an expansion for LakeCity Works with uses and operations that already exist on abutting lot 386 Windmill Road, and in some cases pre-date the Regional Centre Plan.</p>

<p>corridor to support the current commercial uses and provide additional housing opportunities.</p>	
<p><b>PART 3: URBAN DESIGN</b></p>	
<p><b>3.7 LANDSCAPING AND SCREENING</b></p> <p><i>Landscaping on and around buildings supports site aesthetics, biodiversity, stormwater management, carbon sequestration, and transitions between buildings of different scales, and land uses with varying intensity. Landscaping can also contribute to residents’ access to nature and shade, and help to reduce the urban heat island effect. Additional screening measures may be needed to reduce the visual impacts of loading and outdoor storage areas.</i></p>	<p>Outdoor storage or a storage yard use is proposed for the site. Currently the site is vacant and includes a treed and sloped landscape. Some trees will be cleared, and part of the property will be graded. Visual screening and buffering will be covered in the development agreement to ensure a transition to low-rise residential use to reduce the visual impact they may face.</p>
<p><b>PART 6: ECONOMIC DEVELOPMENT</b> <b>6.1 INTRODUCTION</b></p>	
<p><i>The Regional Centre is home to numerous economic sectors and industries including government, military, financial, logistics, education, health care, retail, shipbuilding and repair, and tourism, and has a nearly equal balance of residents to jobs. While several large employers and industries support a significant number of jobs, the Regional Centre’s many small businesses and entrepreneurs are also important to its economic diversification and growth.</i></p> <p><i>One of the key objectives of the Regional Plan is to build an engaging, active, and accessible Regional Centre that attracts private investment and more residents. This Plan supports these Regional Plan objectives by increasing opportunities for employment and housing, and encouraging development and investments that helps to attract talent and supports complete communities.</i></p> <p><i>As outlined in Halifax’s Economic Growth Plan (2016-2021), the Municipality can support business and innovation within the Regional Centre by ensuring adequate lands for office, retail, institutional and industrial development are available in strategic and accessible locations. The Municipality can also support emerging innovation districts, which connect and cluster research-oriented institutions, high-growth firms, and creative start-ups in well-designed, amenity-rich residential and commercial environments. Strategic public investments, partnerships with businesses, other levels of government and private institutions, and streamlined regulatory processes can further support economic growth and job creation.</i></p>	
<p><b>Objectives (1-7):</b></p> <p><i>1. Build an engaging, active, and accessible Regional Centre that attracts private investment and more residents.</i></p> <p><i>3. Collaborate with institutions, businesses, and other levels of government to support the continued success of employers in the Regional Centre.</i></p>	<p>Public transportation exists near the site through Metro Transit route 51A/51B. The <a href="#">Rapid Transit Strategy</a> identifies a potential future ferry service to Shannon Park. As Shannon Park is a <a href="#">Future Growth Node</a>, substantial development and residential dwelling units will be realized in the future. This potential growth and transit connection would enhance accessibility for the LakeCity Works ensuring easier access to programs, services and employment opportunities.</p>

<p><i>5. Improve the quality of life for the Regional Centre's residents by improving access to community and social services.</i></p> <p><i>7. Maintain a balance between jobs and residents by accommodating both employment and residential developments.</i></p>	<p>LakeCity Works was created with the intention of supporting adults living with mental illness through a variety of programs and services. The proposal will allow the organization to reduce their operating costs, creating additional funding that can be directed to expanding employment opportunities and supportive programming. This change creates new part-time job positions and will allow a greater number of people to use the services and programs offered by the organization.</p>
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**Map 1 - Generalized Future Land Use**

4 Fernhill Drive  
Dartmouth

**HALIFAX**

 Subject Property

**Designation**

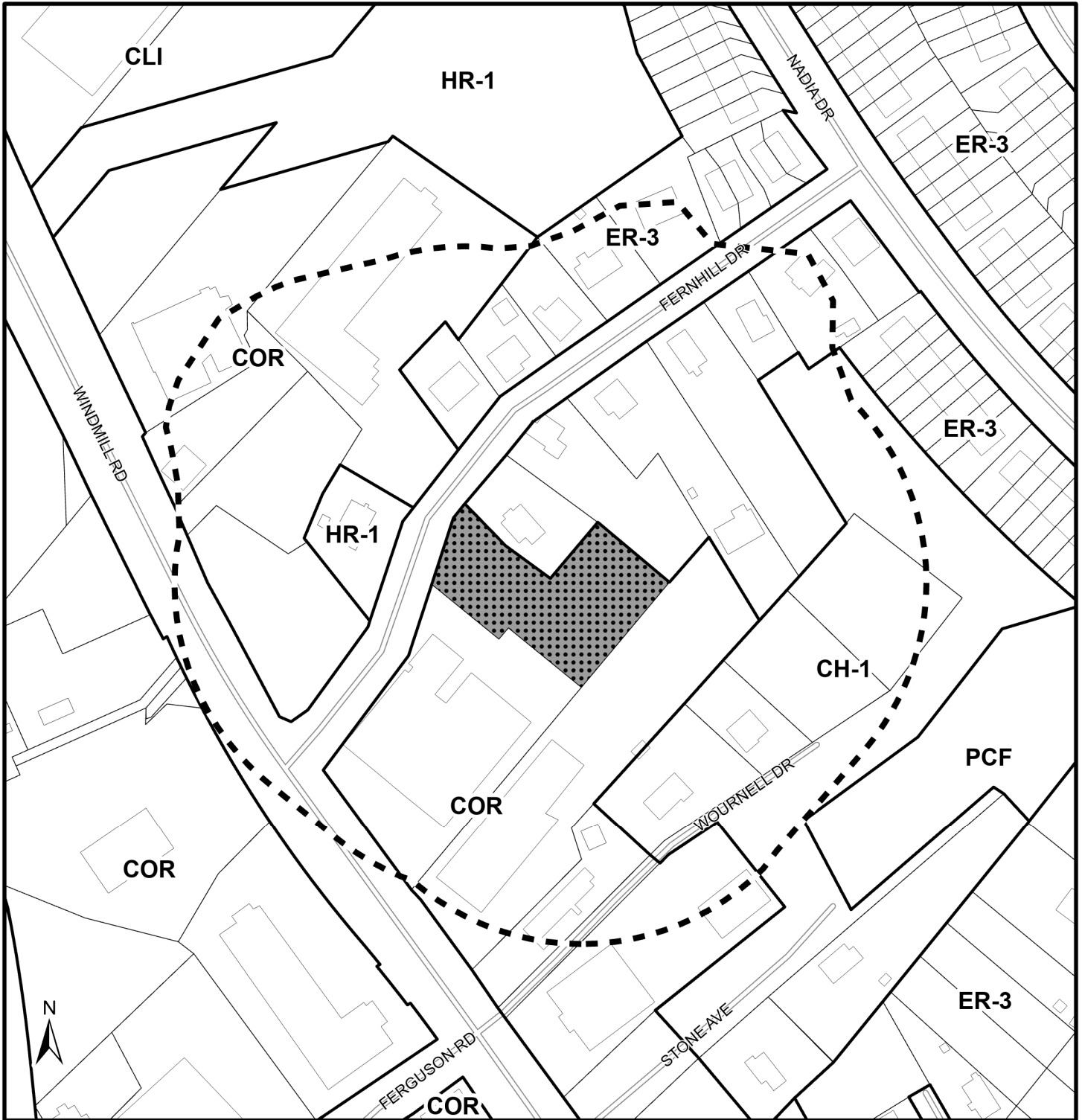
- COR Corridor
- ER Established Residential
- HR Higher-Order Residential
- IDE Industrial Employment
- PCF Park and Community Facility



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.



Regional Centre  
Plan Area



**Map 2 - Zoning and Notification Area**

4 Fernhill Drive  
Dartmouth

**HALIFAX**

-  Subject Property
-  Area of Notification

**Zone**

- CH-1 Cluster Housing 1
- CLI Commercial Light Industrial
- COR Corridor
- ER-3 Established Residential 3
- HR-1 Higher-Order Residential 1
- PCF Park and Community Facilities



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.

Regional Centre  
Land Use By-Law

**Attachment D:  
MPSA-2025-02020: Queen & Birmingham Streets, Halifax**

**ORIGIN**

Application by Fathom Studio on behalf of ENQORE Developments Ltd.

**BACKGROUND**

Fathom Studio, on behalf of ENQORE Developments Limited, applied to amend the Regional Centre Secondary Municipal Planning Strategy (SMPS) and Regional Centre Land Use By-Law (LUB) to reduce the minimum side setback above the streetwall. The amendment will allow for the development of a 9 storey, mixed-use, tall mid-rise building. This proposal cannot be considered under existing Regional Centre SMPS policies and, therefore, the applicant is seeking amendments to the Regional Centre SMPS and Regional Centre LUB.

<b>Subject Site</b>	Mid-block of Queen Street and Birmingham Street (PID 00077313)
<b>Location</b>	Mid-block of Queen Street and Birmingham Street, West of the intersection at Doyle Street and Queen Street
<b>Regional Plan Designation</b>	Urban Settlement (US)
<b>Community Plan Designation (Attachment D3)</b>	Downtown (D)
<b>Zoning (Attachment D4)</b>	Downtown Halifax (DH) Spring Garden Road Precinct (SGR)
<b>Size of Site</b>	1,658.8 m <sup>2</sup> (17,855.17 sq. ft)
<b>Street Frontage</b>	Queen St – 48.2m (158.14 ft) Birmingham St – 42.9m (140.75 ft)
<b>Current Land Use(s)</b>	<ul style="list-style-type: none"> <li>• Vacant Land <ul style="list-style-type: none"> <li>◦ Previously included commercial and the Queen Street Row Houses</li> </ul> </li> </ul>
<b>Surrounding Use(s)</b>	<ul style="list-style-type: none"> <li>• Multi-unit residential</li> <li>• Dalhousie University (Sexton Campus)</li> <li>• Halifax Central Library</li> <li>• Halifax Citadel National Historic Site</li> <li>• Commercial</li> <li>• Office Space</li> <li>• Restaurants, bars and cafes</li> <li>• Department of National Defense (Registered Heritage Property)</li> </ul>

**Proposal Details**

The applicant is proposing to develop a 9-storey mixed-used use building (Attachment D1). The building will be in a tall mid-rise form. The proposal includes residential dwelling units and commercial space.

Included within the building will be amenity space, bicycle parking spaces and underground vehicle parking spaces.

The major aspects of the proposal are as follows:

- 9 storey mixed-use building;
- 168 dwelling units:
  - 47 two-bedroom units;
  - 121 one-bedroom or studio units;
  - 12 of the dwelling units will be grade related dwelling units; and
  - 8 of the dwelling units will be barrier free.
- Ground floor commercial;
- 102 on-site underground vehicle parking spaces;
- 86 bicycle parking spaces:
  - 70 Class A; and
  - 16 Class B.

The amendment requests an exemption from subsection 135(4) of the LUB which states:

**135(4)** *Any portion of any main building above the streetwall height, but less than 33.5 metres in height, shall be required to be set back from side lot lines of no less than 4.5 metres. This requirement may be reduced to 0.0 metre where:*

- (a) *abutting lots are under common ownership and developed over a continuous foundation, footing, or underground parking structure; or*
- (b) *any main building is located within the Downtown Halifax Central Blocks (DHCB) Special Area, as shown on Schedule 3B.*

The requested amendment is to permit a side yard setback of 0.0 metres for the portion of the proposed building above the street wall height and less than 33.5 metres in height. The change to side yard setback requirements above the street wall height, from 4.5 metres to 0.0 metres, would enable the applicant to achieve an additional 16 dwelling units. The request included by the applicant also acknowledges the property being situated on a View Terminus site, referencing that the requested exemption would in aid in creating a unique building design that contributes to wayfinding, sense of place and visual interest through human-scaled design.

#### **Site History**

- Multiple properties consolidated to create Block BQ under subdivision file number 2025-00244.
- Case H00470: before consolidation, the properties were evaluated as potential heritage resources in Downtown Halifax in 2020. The properties were removed from consideration.

#### **Regional Centre SMPS & LUB Context**

The land was included under Centre Plan Package B, approved in [October 2021](#). The Regional Centre SMPS and LUB were prepared to provide a clear and predictable regulatory framework that enables significant as-of-right development subject to the applicable Land Use By-law provisions. These provisions include built form standards intended to manage the scale, massing, and design of development.

**Designation:** PID 00077313 is located in the Downtown (D) Designation and is zoned Downtown Halifax (DH), within the SGR Precinct, as illustrated on Attachments D3 and D4. Section 2.3 of the Regional Centre SMPS states that the Downtown Designation is intended to support development within the core of the Regional Centre where the largest scale and most intensive mix of uses are encouraged, while respecting the quality and character of existing buildings. Within this Designation, emphasis is placed on implementing design controls to ensure a sustainable and balanced approach to land development and growth. This approach includes respecting the local heritage context and providing a transition to adjacent low-density residential neighbourhoods.

**Precinct:** The SGR Precinct forms one of Downtown Halifax's most active mixed-use areas, centred on Spring Garden Road and in proximity to major institutional uses, the Halifax Central Library, and surrounding public open spaces. The Regional Centre SMPS envisions the continuation of residential, commercial, and mixed-use development in low- to high-rise forms, supported by enhanced pedestrian environments, improved access to public open spaces, and special built form provisions to protect sunlight access and views to adjacent heritage areas. Development within the Precinct is also intended to transition in height and intensity from Spring Garden Road to the Schmitzville Heritage Conservation District, reinforcing the residential character of Clyde Street while accommodating a range of mixed uses.

**Zone:** The Downtown Halifax (DH) Zone permits a wide range of land uses in comparison to others within the Regional Centre and are listed in Table 1A of the LUB. The development proposes a tall mid-rise building with a maximum streetwall height of 15.5m (50.85 ft). The LUB defines tall mid-rise buildings in section 252 as a main building located in the DH Zone that is greater than 20.0 metres in height but does not exceed 33.5 metres. Built form requirements of the DH Zone state that any portion of any main building above the streetwall but is less than 33.5 metres in height must be setback no less than 4.5 metres from the side lot line. MPSA-2025-02020 will meet all the requirements and regulations of the LUB, except for the current side yard setback requirement of 4.5 metres for the portion of the building above the streetwall.

## DISCUSSION

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

### Applicant Rationale

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

- The LUB defines the tower portion of a building differently for the DH Zone than all other zones, as shown under the [RCLUB Definitions \(258\)](#).
- Other high-density zones (DD, CEN-1, CEN-2, COR) do not require such side setbacks, making the DH rules inconsistent with the MPS intent for the most intense urban growth.
- Exemption of LUB Section 135 to permit a 0 metres side setback above the streetwall will enable an additional 16 dwelling units on-site.
- The building architecture advances the Regional Centre SMPS goals of complete communities, strategic growth, and human-scale development.
- A 0-metre side yard setback would match the nearby Bond Building and Vertu Suites.
- Human-scale design and pedestrian first core concepts of the Regional Centre SMPS are supported by ground floor commercial, grade related dwelling units and a generous streetwall setback with varied facade articulation.
- Shadow and light impacts from removing setbacks above the street wall are minimal, with design elements (light bays, shallower unit depths) enhancing livability for residents.
- Adjacent properties will not be negatively affected. The building to the south has a blank wall, and shadow studies show limited to no impact on surrounding properties.
- Strong transit access and walkability support sustainable urban growth.
- Generous streetwall setbacks, façade articulation, and grade-related uses contribute to an active, pedestrian-friendly streetscape.
- The site is designated as a View Terminus. Proposed architecture emphasizes sightlines and creates a distinctive landmark.

Attachment D-1 contains the applicant's letter of rationale for the application.

### **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 because the building will fill a now existing gap in the neighbourhood with a mixed-use building and interesting architectural style as intended in the SGR precinct. The property is a prominent site, as a view terminus location, that is intended to create an engaging view at the end of Doyle Street under the Regional Centre SMPS (see Attachment D2). Additionally, the amendment will support another 16 dwelling units on the property and include similar side setbacks as what exists within the area with the Bond Building and Vertu Building.

If Council proceeds with initiation, a detailed review of the request will be undertaken that will address the following:

- the scope and appropriateness of different planning tools, such as zoning, development agreements, or site plan approvals;
- the feedback received through community engagement initiatives;
- surrounding community context including existing Regional Centre policies and regulations; and
- technical review, including potential traffic and servicing impacts.

### **Conclusion**

Staff have reviewed the proposed Regional Centre SMPS amendment and advise that there is merit to the request. Staff advise there is merit to the request because the building and use meets the intent of the SGR precinct and creates an architecturally interesting building on a view terminus site. The building will support new dwelling units and replace prior commercial space on the ground level. The residential dwelling units will be located close to services, amenities, green space and multiple transit and active transportation options. Finally, the building will fill in a gap in the SGR precinct that exists following demolition of prior buildings and consolidation of multiple properties in the mid-block of Queen Street and Birmingham Street. Therefore, staff recommend that Regional Council initiate the SMPS amendment application process.

## **ATTACHMENTS**

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Attachment D1: Letter of Rationale  
Attachment D2: Relevant Policies  
Attachment D3: Generalized Future Land Use Map  
Attachment D4: Notification Area



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September 11, 2025

## Queen Street and Birmingham Street — Request for a site-specific amendment to the Regional Centre MPS and LUB

Dear Josh,

On behalf of ENQORE Developments Ltd., I am writing to request the support of staff to bring a recommendation to Halifax Regional Council to initiate a process to allow for a site-specific amendment to the Regional Centre Municipal Planning Strategy (MPS) and Land Use By-law (LUB). The amendment would enable:

- 1 An exemption to Subsection 135(4) of the LUB that requires the portion of the proposed building to be set back 4.5m from the side lot lines above the streetwall
- 2 An additional 16 dwelling units to be incorporated into the development

### Project Background

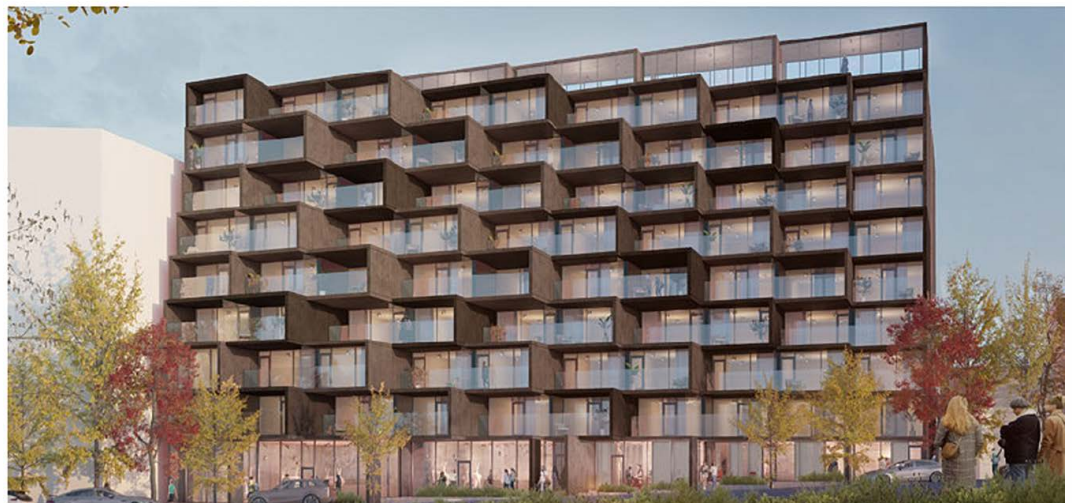
The subject property is a through lot fronting on both Queen Street and Birmingham Street in the heart of the Regional Centre. The site is designated "Downtown" in the Regional Centre Secondary Municipal Planning Strategy (MPS) and zoned "DH" (Downtown Halifax) in the LUB. All abutting properties are also zoned DH. Located within the Spring Garden Road Special Area, the site sits within a highly urbanized, high-density, mixed-use context and benefits from some of the most robust transit access and walkability in the entire municipality.

The property owner acquired the land with the intention of building a high-density mixed-use development to complement the surrounding urban fabric. The proposed development is a nine-storey apartment building with commercial uses at grade and an amenity penthouse. Its architectural expression is a significant departure from conventional massing; both the Queen and Birmingham façades incorporate geometric stepbacks at each level, resulting in a visually dynamic form that comfortably addresses the pedestrian realm while exceeding minimum streetwall stepback requirements.

### BUILDING DETAILS

The proposed building features 168 residential units of which, 47 are two-bedroom while the remaining are one-bedroom or bachelors units. The ground floor of the building features a commercial space and grade-related units in addition to pedestrian entrances.

A parking ramp on Birmingham Street gives access to three levels of underground parking. The rooftop features a shared patio-lounge amenity area while other amenity space is found on the ground floor.



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However, the building as currently designed would not be permitted as-of-right. Section 135 of the Regional Centre LUB prescribes side yard setback requirements for new developments within the DH zone. Although setbacks typically control the location of an entire exterior wall in relation to a lot line, Section 135 also prescribes setbacks for portions of the building above the streetwall, effectively levying a stepback requirement as well. Subsection 135(4) of the LUB requires any portion of the building above the streetwall to be set back from the side lot lines by at least 4.5m. Given the five-storey streetwall height, this would force the top 4 floors of the property to step back 4.5m on both sides of the building, preventing the construction of 16 additional dwelling units and disrupting the visual continuity of this uniquely designed building.

While there are many reasons why the built form requirements of the LUB are necessary and appropriate, the application of these setback requirements on the proposed development does not carry out the intentions of the applicable policy while also preventing the construction of much-needed housing units in the middle of a housing shortage. When reviewing the site context, the Regional Centre Municipal Planning Strategy, and the 2014 Regional Plan, it becomes clear that there is sufficient justification within the policy to support our request. The following paragraphs break down each of the potential concerns for the site and how the proposed development addresses these issues through design and policy support.

### **Livability and Quality of Life**

The proposed building extends to the side property lines and rises the full nine storeys without upper level side yard setbacks. This built form is consistent with other nearby buildings, such as the adjacent Bond Building and Vertu Suites, which also rise to seven storeys along the property line without setbacks. While these buildings would no longer conform to the current version of the LUB, their presence reinforces the established urban character of this portion of the Spring Garden area.

Concerns have been raised about the impact of this form on livability, particularly in terms of light access and separation between buildings. Within the proposed structure, the additional units made possible by the requested exemption would receive more natural light than those lower in the building. This is a result of the greater-than-required streetwall stepbacks, which create shallower unit depths and enhance daylight penetration as the building rises. In addition, the design incorporates light bays along both side yards, ensuring that end units benefit from increased natural light regardless of the exemption.

With respect to adjacent properties, the Bond Building to the south is built directly to the lot line and features a blank seven-storey wall facing the site. The as-of-right design already allows the proposed podium to rise directly against this wall for almost its entire height. While a few windows exist on that wall, they do not serve residential units and are non-conforming under the current building code, which prohibits openings on property-line walls for fire safety reasons. To the north, the primary concern for the four adjacent parcels is the potential for increased shadowing. However, the submitted shadow study shows that any additional shadow impact resulting from the lack of setbacks is minimal.

### **Tower Stepbacks, Density, and Housing Need**

Across the municipality, the "tower" portion of a building is generally defined as anything above the streetwall. However, within the Downtown Halifax (DH) zone, this definition changes to only apply above 33.5 metres in height, reflecting the zone's established high-density context. Policy UD-10(d) of the Regional Centre MPS supports this distinction by allowing streetwalls up to 18.5 metres in the DH zone, which is considerably taller than the 2- to 4-storey range in other zones, further recognizing the area's urban intensity.

Despite this recognition, the LUB imposes more restrictive side yard setback requirements in the DH zone than in any other high-density zone within the Regional Centre. In the Downtown Dartmouth (DD), Centre-1 (CEN-1), Centre-2 (CEN-2), and Corridor (COR) zones, a nine-storey

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902-461-2525

building on a site fully surrounded by similarly zoned properties would not require any side yard setback or setback. In contrast, the DH zone mandates a 4.5 metre side yard setback above the streetwall, effectively acting as a setback, regardless of context.

*Side yard setbacks and setbacks required for a nine-storey building on a property with the same zoning as all abutting properties, by zone*

Zone	Setback Required	Stepback Required
DD	0m	0m
DH	0m	<b>4.5m</b>
CEN-1	0m	0m
CEN-2	0m	0m
COR	0m	0m

This inconsistency contradicts the intent of the MPS, which acknowledges in Section 2.1 that the “Downtown” designation is “where the most intense density, scale, and mix of uses are supported while also respecting the local heritage context and ensuring appropriate transitions to surrounding uses and neighbourhoods.” Even though this designation is supposed to be densest and most intense in the municipality, if our site was located in any of the other high-density precincts, it would be able to be built with 16 more housing units than what is enabled in the DH zone.

The need for density downtown is supported by other policy documents in HRM. The Regional Municipal Planning Strategy (2014) specifically directs growth to the Regional Centre and other fully serviced urban areas, targeting at least 75% of new housing units in the Urban Area, with a minimum of 25% within the Regional Centre. Consistent with that direction, the plan calls for enhancing the Regional Centre by facilitating high-quality growth at appropriate density and scale, including through streamlined approvals, to attract residential investment. Policy S-30 directs that when amending secondary planning strategies to allow new development, the Municipality shall consider measures that enable a mix of housing types in growth centres, reduce parking requirements, and allow infill and densification, all of which are reinforced by the proposed amendment and conceptual design. Taken together, these 2014 policies support additional residential density on a serviced downtown site, in a manner that strengthens the Regional Centre’s role as the focus for economic, cultural, and residential activity.

**Transitions, Human-Scale Design, and the Pedestrian Realm**

As mentioned above, a core part of the Downtown designation definition in the MPS is that the designation is designed to support the most intense forms of development while also ensuring appropriate transitions to surrounding uses and densities. This policy objective is central to evaluating the proposed exemption because in this case, the surrounding context is already uniform, with all adjacent properties zoned DH and characterized by high-density development. As such, no transitions to lower-scale neighbourhoods or sensitive land uses would be needed.

Policy UD-9 of the MPS specifically outlines the intent of setback and setback requirements, stating that the LUB should support context-specific, human-scaled, and pedestrian-oriented environments by establishing minimum streetwall, side, and rear setbacks where appropriate. While streetwall setbacks play a critical role in shaping pedestrian-scale environments, side yard setbacks contribute less to how massing is perceived from the street. The main potential benefit of side yard setbacks and setbacks is the reduction of shadow impacts. However, the accompanying shadow study demonstrates that the proposed massing, without side setbacks, results in minimal additional shadowing on the pedestrian realm.

The proposal also aligns with the broader goals set out in the Vision (Subsection 1.4.1) of the MPS,

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which identifies the Regional Centre as the civic, cultural, and economic heart of the municipality. Growth in this area should support the four Core Concepts of the plan: Complete Communities, Human-Scale Design, Pedestrians First, and Strategic Growth. The subject property directly supports these goals in several ways.

For example, it is within walking distance of major public amenities, including Dalhousie University's Sexton Campus, the Halifax Central Library, the Public Gardens, and the future BRT station at the Central Library. It also benefits from strong access to transit, employment centres, and a wide range of shops and services. The Spring Garden Road area is perhaps the best example of a complete community in HRM, making it an ideal location for added housing and adding another layer of unique site context to the proposal. Strategic Growth is also supported by this proposal. The Regional Centre is intended to accommodate at least 40% of HRM's overall growth, with much of that expected to occur within Downtown Halifax and other high-density zones.

### Unique Building Design

The proposed building exemplifies several key urban design principles identified throughout the MPS. Most notably, the project is situated on a View Terminus site, a designation intended to enhance important sightlines and contribute to wayfinding, sense of place, and visual interest. As defined in Section 1.4.3 and Policy UD-18, these sites are to be emphasized through thoughtful architecture and strong placemaking. The proposed massing and facade respond directly to this policy direction by delivering a striking and memorable design at the terminus of Doyle Street. The facade employs a series of geometric setbacks that reflect the unique shape of the site and respond to the grade change along Queen Street. These stepped forms are not only visually distinctive but also serve to accentuate key features of the property's shape, fulfilling Clause 1.4.3(a), which calls for design that highlights distinctive site elements. Without the requested exemption, the required side setbacks above the streetwall would disrupt the facade design of the building and contribute to a design that is overall less unique and considerate of the site's context.

From the pedestrian perspective, the project supports the Human-Scale Design and Pedestrians First Core Concepts of the MPS. Although the proposed development seeks an exemption from the side yard setback requirements, the building design more than compensates by providing generous streetwall setback and varied facade articulation. The inclusion of retail frontages and grade-related residential units further activates the streetscape, enhancing pedestrian comfort and contributing to a vibrant public realm.

### Conclusion

The proposed site-specific amendment aligns with the intent of the Regional Centre Municipal Planning Strategy by enabling thoughtfully designed, context-sensitive density in an area already planned for growth. The exemption from side yard setbacks would facilitate the creation of 16 additional residential units without compromising urban design quality, livability, or pedestrian experience. The building's architecture not only reflects the unique character of the site and surrounding context but also advances the MPS's goals of complete communities, strategic growth, and human-scale development. We respectfully request staff support in bringing this application forward to Regional Council for consideration.

Sincerely,



Attachment D-2:

Regional Centre Secondary Municipal Planning Strategy and Regional Centre Land Use By-law  
Policy Review Matrix for MPSA-2025-02020

REGIONAL CENTRE SECONDARY MUNICIPAL PLANNING STRATEGY	
PART 1: INTRODUCTION	
1.4 REGIONAL CENTRE'S VISION STATEMENT, CORE CONCEPTS, AND URBAN DESIGN GOALS	
Policy	Staff Comments
<b>1.4.2 CORE CONCEPTS</b>	
<i>In support of the guiding principles and vision, this Plan focuses on the following four Core Concepts which were established through the extensive public consultation:</i>	
<p><b>Complete Communities</b></p> <p><i>Complete communities support people of all ages, backgrounds, abilities, and incomes to sustainably live, work, shop, learn, and play near one another. This diversity of people and activities helps communities to be physically, socially, and economically vibrant. 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.</i></p> <p><i>The Regional Centre is comprised of many distinctive neighbourhoods, some of which are already complete communities, and others with some components of complete communities in place. It is the intent of this Plan to strengthen existing communities, and enhance the elements that make a community complete. This will be accomplished by establishing higher density mixed-use areas, and by encouraging infill and a range of housing forms. Directing growth close to established commercial community nodes and existing schools can help support a variety of businesses, community centres and parks. When these</i></p>	<p>The site location of Queen Street and Birmingham Street is within a highly mixed-use area with access to multiple public transportation options, active transportation options and alternative transportation methods such as Bird micromobility and private car share programs.</p> <p>The proposal includes ground floor commercial uses and multi-unit residential dwelling units with personal vehicle parking and bicycle parking on-site.</p> <p>The location is within walking distance of commercial areas, services, employment, educational institutions and parks and green space.</p>

<p>amenities are located close to where people live and work, people are more likely to walk, cycle, and use public transit.</p>	
<p><b>Pedestrian First</b></p> <p><i>Pedestrians First Pedestrians first policies prioritize the needs and comfort of pedestrians. The intent of this Plan is to create safe, comfortable and enjoyable environments in all seasons for people of all ages and abilities. Pedestrians first design makes walking, as well as all other forms of sustainable transportation a more convenient and viable transportation choice. It leads to community benefits, such as emission reductions, improved accessibility and improved public health.</i></p> <p><i>This Plan seeks to provide an inclusive form of pedestrians first policy that benefits all forms of personal mobility. Pedestrian-oriented design elements include connected streets, short blocks, four-way intersections, hard surfaced pathways, lively storefronts, and an extensive sidewalk network. Sidewalks, paths, and other pedestrian connections should link to key destinations such as retail and services, employment centres, schools, and public transit stops.</i></p> <p><i>Urban trees, accessible parks and other open spaces, and places to rest and visit promote access for persons with disabilities and can also make personal mobility easier and more enjoyable. Thoughtful design can ensure that sidewalks and pathways are wide enough to accommodate commercial activity and community interaction while allowing people to move unobstructed. Since everyone is a pedestrian at some point, placing pedestrians first improves the urban environment for everyone. Placemaking is a key component of pedestrians first design, and when successful can result in quality</i></p>	<p>The proposed building is designed to feature high-quality materials, architectural features and visually engaging design to enhance the public realm and create a feeling of place in the mid-block. Interesting aesthetics are important for the location because the site is identified as a view terminus location under Schedule 25, where the end view from Doyle Street will be the proposed building.</p> <p>The stepbacks created by the design rise through each level of the building which ensures pedestrian scale is respected, and shadows are limited to abutting properties as confirmed in the application shadow impact study provided by the applicant.</p>

<p><i>public spaces that support people's health and well-being.</i></p> <p><i>Placemaking strengthens the connection between people and the places they share by paying attention to the physical, cultural, and social identities that define a place and support its ongoing evolution. Placemaking is an approach for improving a neighbourhood, city, or region and is a key component of site design.</i></p>	
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**1.4.3 URBAN DESIGN GOALS**

*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. This Part follows the progression of the design process on a site, starting with an understanding of the broader Regional Centre context, followed by the site context, and ending with the detailed design of structures on the site.*

<p><b>a) Contextual Design</b></p> <p><i>Urban Design creates and reinforces elements of a complete community and community character by:</i></p> <ul style="list-style-type: none"> <li>▪ <i>incorporating and celebrating a neighbourhood's history, culture, and sense of place;</i></li> <li>▪ <i>incorporating the natural systems that underlie and surround the site;</i></li> <li>▪ <i>considering connections to regional and community scale features, such as the transportation network, natural landscapes, and the Halifax Harbour;</i></li> <li>▪ <i>recognizing and complementing the natural, built, and cultural character of the area around the development project;</i></li> <li>▪ <i>establishing or reinforcing a sense of place by highlighting distinctive elements of a site;</i></li> </ul>	<p>The property is located in close proximity to Spring Garden Road which has multiple metro transit routes and the Red and Yellow Line for the proposed Bus Rapid Transit network, under the <a href="#">Rapid Transit Strategy</a>.</p> <p>The proposed building uses a streetwall façade that retracts as you move higher. The design creates an engaging streetwall that considers people experience from the streetlevel by providing a generous stepback overall. The street fade also leads to creating a building that is memorable to establish a sense of place.</p> <p>The property does not abut an existing heritage building, but heritage buildings are located within the vicinity of the structure. The applicant has provided a shadow study to determine that abutting and adjacent properties are minimally impacted by the height and mass of the building in relation to sunlight.</p>
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- *supporting the creation of distinctive buildings, vibrant public spaces, and natural areas;*
- *supporting both modern development techniques and materials, as well as traditional designs that blend with a development's context; and*
- *ensuring that built heritage in the Regional Centre continues to be a vital part of existing streetscapes, and that new construction is sensitive to the context set by existing heritage buildings*

**Part 2: URBAN STRUCTURE**  
**2.1 URBAN STRUCTURE DESIGNATIONS**

*The Downtown Designation is applied to Downtown Dartmouth and Downtown Halifax, which form the cultural, financial, commercial, and civic heart of the Municipality. These lands are major growth areas within the Municipality, where the most intense density, scale, and mix of uses are supported while also respecting the local heritage context and ensuring appropriate transitions to surrounding uses and neighbourhoods.*

**2.3 DOWNTOWN DESIGNATION**

- Objectives:*
- 1. Promote compact, intensified, and accessible downtowns.*
  - 2. Create diverse downtowns of distinct neighbourhoods, including a variety of housing choices that are supported by essential services and amenities, pedestrian-friendly streetscapes, and park and open space amenities that are active year-round.*
  - 3. Maintain distinctive downtowns by preserving, reinforcing, and commemorating history, culture, and a unique natural setting.*
  - 4. Support civic pride, character, and inspiring qualities in the design, improvement and construction of streets, open spaces, and buildings.*

The development will create 168 dwelling units on the property in multiple dwelling unit types. The intensified residential use on the property will place people close to work, recreation, services, green space and transit options further supporting an accessible downtown.

The design of the building, shown in the application documents, is notable and will hold a notable position of reference in the SGR precinct. The property is near the Halifax Citadel National Historic Site and Royal Artillery Court, which is a designated historic site in the HRM. The building will have modern materials and a design that is within an area of notable historical significance.

The application proposes commercial use on the ground level of the building, which will create job opportunities and commercial locations for people to visit that will be highly

<p>5. <i>Strengthen the visual and physical connections between historical and natural assets, and civic and open spaces in the downtowns.</i></p> <p>6. <i>Create connections to surrounding districts and neighbourhoods outside the downtowns, especially along major transit nodes and corridors.</i></p> <p>7. <i>Encourage a broad mix of land uses, required infrastructure and essential services, and the necessary critical mass of people to support a vibrant economic, cultural, and social community.</i></p> <p>8. <i>Increase residential and commercial densities, as well as employment opportunities to support transit services.</i></p>	<p>accessible by active transportation, public transportation or micro-transportation options within the area.</p>
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**2.4.3 DOWNTOWN HALIFAX PRECINCTS**

*The Downtown Halifax area includes the commercial and business core of Downtown Halifax, as shown on Map 2. This area functions as the business and the financial centre of the Municipality, and possesses a wide mix and intensity of land uses within the region. The area is framed by the Halifax Citadel National Historic Site and the Halifax waterfront, and consists of the historic settlement’s original block and street pattern, and a number of heritage and cultural landmarks in a distinctive landscape setting.*

*The following vision for growth and development of Downtown Halifax guides this Plan’s policies towards public investments:*

*Downtown Halifax is envisioned to become a thriving urban environment with a strengthened historic heart. A mix of housing types will increase living and working opportunities for the Municipality’s residents and will appropriately transition in scale, density, and design to surrounding neighbourhoods and cultural destinations. The streetscape experience will be improved through redevelopment and reinvestment that incorporates active street level shops and activities. Infill development and redesigned streetscapes will encourage a culture of walking.*

*The character of Downtown Halifax will be defined by eight (8) distinct precincts that reinforce the downtown as a civic, cultural, and economic destination. All precincts complement one another and are visually connected. The Halifax Harbourwalk will be celebrated as one of the best attractions of downtown Halifax.*

*Downtown Halifax’s built heritage will be conserved through its registered municipal heritage properties, and heritage conservation districts.*

To help achieve the above vision, Downtown Halifax features eight (8) Precincts, as shown on Map 2, each with varying character, functional identities, and building forms. The objective of defining these Precincts is to help focus and direct land use, define appropriate character for development, protect heritage, direct public investment, and guide future amendments to this Plan and the Land Use By-law.

The overall goals for this area include fostering a positive downtown development climate, making a beautiful public realm, improving heritage protection, investing in public spaces, promoting high-quality architecture and well-designed streetscapes. Given the influence of Halifax Citadel View Planes and Rampart Sight Lines on Downtown Halifax, which protect views from the Halifax Citadel National Historic Site to the Halifax Harbour, built form will continue to be regulated by maximum heights.

**2.4.3.2 SPRING GARDEN ROAD PRECINCT**

The Spring Garden Road (SGR) Precinct, as shown on Map 2, is one of Downtown Halifax’s most active mixed-use area centered on the Spring Garden Road commercial street, with proximity to major health and academic institutional complexes, the Halifax Central Library, and surrounded by green open spaces. Additional streetscaping enhancements will strengthen the Precinct’s pedestrian environment as a link between Downtown Halifax, and the institutions and neighbourhoods to the west.

Residential, commercial, and mixed land uses located in low-rise to high-rise buildings will continue to support pedestrian activity while providing for greater access to the surrounding public open spaces. New, large-scale developments will include a focus on pedestrian activity on Spring Garden Road and ensure minimal shadow for significant periods throughout the day. In recognition of these functions, special built form provisions will be established to ensure developments are further stepped back on the south side of Spring Garden Road between Queen Street and South Park Street to provide adequate sunlight penetration to the street. Increased step backs will also be required on the east side of South Park Street between Spring

While there were previously buildings on the properties before consolidation, the block now sits vacant. As vacant, the property leaves a hole in the pedestrian experience at the street level, does not create a point of interest when approaching from Doyle Street and does not support mixed-use opportunities.

As the applicant has proposed, the block will accommodate a unique and landmark building that has both residential and commercial uses included. The ground level will host commercial space that is integral to an interactive pedestrian experience by creating interest in the site. The shape, architectural features and design of the building will enhance the experience for people within the area of Spring Garden Road.

<p><i>Garden Road and Sackville Street adjoining the Public Gardens.</i></p> <p><i>Existing and future developments along Clyde Street will reinforce its residential character while providing for developments that transition in height from mid-rise, tall mid-rise, and high-rise buildings along Spring Garden Road, to the existing low-rise buildings of Schmidville Heritage Conservation District to the south. The mixed-use nature of the buildings along Clyde Street will also provide a transition in intensity of use from the active retail required along Spring Garden Road to the primarily residential uses in Schmidville.</i></p> <p><i>Defining landmark developments and improvements will include the enhancement of Spring Garden Road as a key downtown pedestrian connection that links the Public Gardens to the Barrington Street Heritage Conservation District, as well as the Schmidville Heritage Conservation District. It also includes infilling vacant sites with a mix of uses that will serve to fill the major 'gaps' in the Precinct, while complementing adjacent neighbourhoods. Major opportunities for this Precinct include the redevelopment of the former Spring Garden Road Memorial Library, and investments in the Spring Garden Road streetscape.</i></p>	
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**PART 3: URBAN DESIGN**  
**3.3 PUBLIC VIEWS**

**3.3.3 VIEW TERMINUS SITES AND VIEW LINES**

*View Terminus sites and view lines are intended to preserve or create interesting and engaging views at the ends of streets. These terminating vistas are important for adding aesthetic appeal to an urban environment, emphasizing important monuments, wayfinding, and supporting a sense of place.*

<p><b>Policy UD-18</b></p> <p><i>The Land Use By-law shall identify view terminus sites and view lines, and establish</i></p>	<p>The property is identified as a view terminus location on <b>Schedule 25</b>. The property is the</p>
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<p><i>site and building design requirements to emphasize and enhance views of these sites</i></p>	<p>focal point for people using Doyle Street to travel West towards Queen Street.</p> <p>Design requirements are intended to emphasize and enhance these sites to make the buildings a prominent and visually interesting structure. The building as proposed in the application will help establish a sense of place through aesthetic design and architectural features included in the building.</p>
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**PART 5: HOUSING**  
**5.1 INTRODUCTION**

<p><b>Policy H-1</b></p> <p><i>To support quality and inclusive residential environments and increased housing options for diverse households, the Land Use By-law shall:</i></p> <p><i>a) permit a variety of housing forms and types in the DD, DH, CEN- 2, CEN-1, COR, HR-2, HR1, ER-3, ER-2, ER-1, CH-2 and INS Zones to enable residents to live near commercial areas, employment, active transportation facilities, and transit;</i></p>	<p>The requested site-specific amendment will allow an additional 16 dwelling units to be realized within the development. The additional dwelling units will place more people close to commercial areas, employment opportunities, active transportation options and public transportation than the existing as-of-right regulations.</p>
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**PART 6: ECONOMIC DEVELOPMENT**  
**6.1 INTRODUCTION**

*The Regional Centre is home to numerous economic sectors and industries including government, military, financial, logistics, education, health care, retail, shipbuilding and repair, and tourism, and has a nearly equal balance of residents to jobs. While several large employers and industries support a significant number of jobs, the Regional Centre’s many small businesses and entrepreneurs are also important to its economic diversification and growth.*

*One of the key objectives of the Regional Plan is to build an engaging, active, and accessible Regional Centre that attracts private investment and more residents. This Plan supports these Regional Plan objectives by increasing opportunities for employment and housing, and encouraging development and investments that helps to attract talent and supports complete communities.*

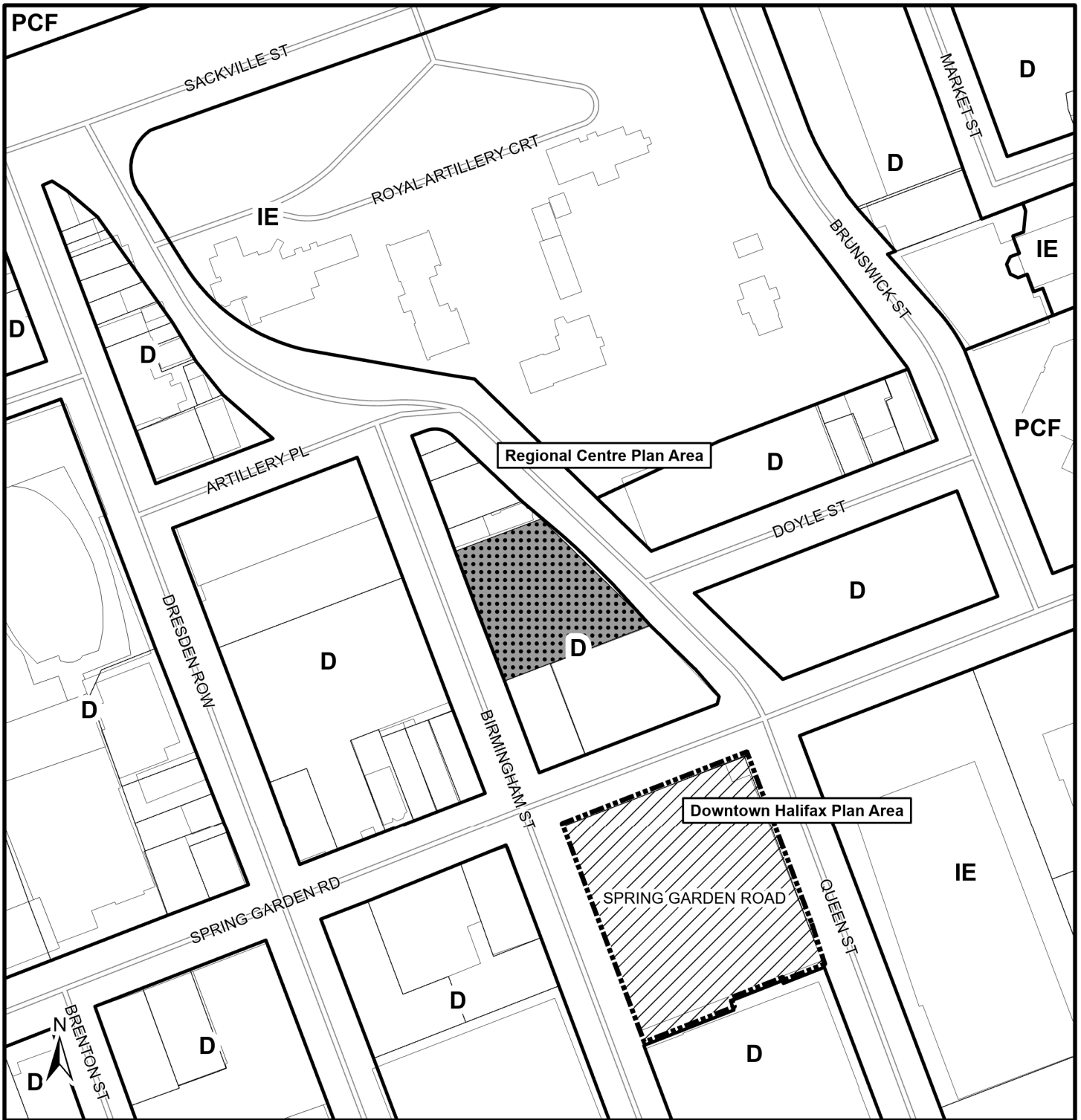
*As outlined in Halifax’s Economic Growth Plan (2016-2021), the Municipality can support business and innovation within the Regional Centre by ensuring adequate lands for office, retail, institutional and industrial development are available in strategic and accessible*

*locations. The Municipality can also support emerging innovation districts, which connect and cluster research-oriented institutions, high-growth firms, and creative start-ups in well-designed, amenity-rich residential and commercial environments. Strategic public investments, partnerships with businesses, other levels of government and private institutions, and streamlined regulatory processes can further support economic growth and job creation.*

**Objectives (1-7):**

*7. Maintain a balance between jobs and residents by accommodating both employment and residential developments.*

The buildings that existed before consolidation of multiple properties incorporated commercial space. The development proposed in the application will be mixed-use to retain a balance of employment and residential opportunities.



**Map 1 - Generalized Future Land Use**

PID 00077313  
Halifax

**HALIFAX**

-  Subject Property
-  Downtown Halifax Plan Area
-  Spring Garden Road Precinct

**Designation (Regional Centre Plan Area)**

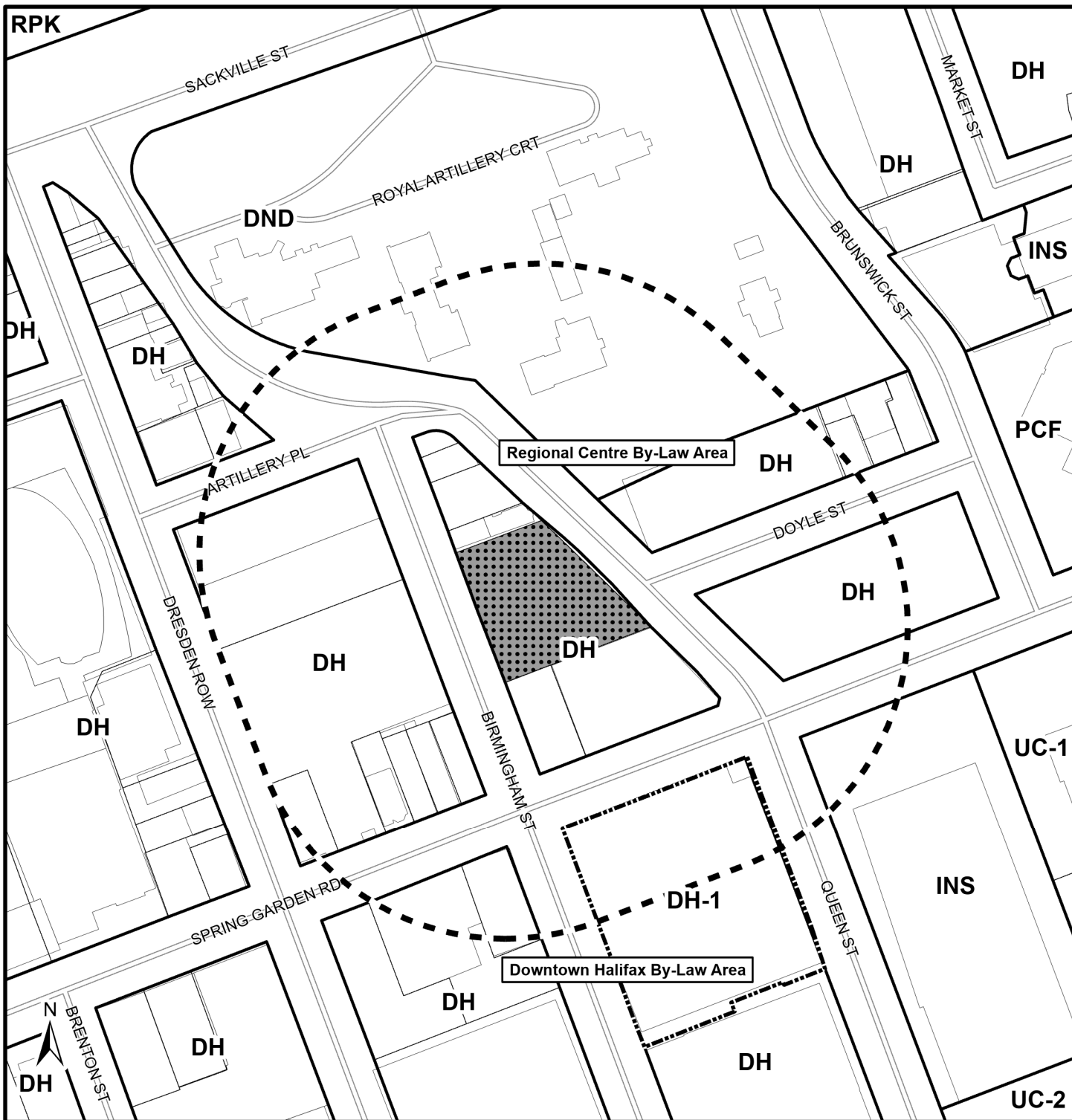
- D Downtown
- IE Institutional Employment
- PCF Park and Community Facility



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.

Regional Centre Plan Area & Downtown Halifax Plan Area



**Map 2 - Zoning and Notification Area**

PID 00077313  
Halifax

-  Subject Property
-  Area of Notification
-  Downtown Halifax By-Law Area

Regional Centre & Downtown Halifax  
Land Use By-Law & Land Use By-Law

**Zone (Regional Centre By-Law)**

- DH Downtown Halifax
- DND Department of National Defense
- INS Institutional
- PCF Parks and Community Facilities
- RPK Regional Park
- UC-1 University and College 1
- UC-2 University and College 2

**Zone (Downtown Halifax By-Law)**

- DH-1 Downtown Halifax

**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.