

11.1.5

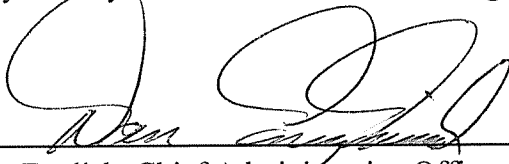


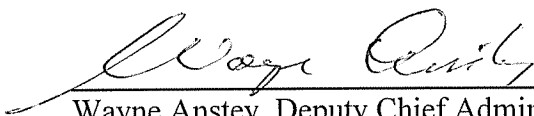
PO Box 1749  
Halifax, Nova Scotia  
B3J 3A5 Canada

**Halifax Regional Council**  
**August 7, 2007**

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

**SUBMITTED BY:**

  
\_\_\_\_\_  
Dan English, Chief Administrative Officer

  
\_\_\_\_\_  
Wayne Anstey, Deputy Chief Administrative Officer

**DATE:** July 23, 2007

**SUBJECT:** **Case 01025: Halifax MPS & LUB Amendment - Gladstone Ridge,  
Halifax**

---

**ORIGIN**

Application by Kassner/Goodspeed Architects Ltd., on behalf of Westwood Developments Ltd. to amend the Halifax Municipal Planning Strategy and Land Use By-law to allow for a mixed use development by development agreement at 2747 -2753 Gladstone Street, Halifax.

**RECOMMENDATION**

It is recommended that Halifax Regional Council:

1. Authorize staff to initiate the process to amend the Halifax Municipal Planning Strategy and Land Use By-law to enable a mixed use development by development agreement at 2747 -2753 Gladstone Street.
2. Instruct that the MPS amendment process include a public participation program in accordance with the Public Participation Resolution, adopted by Regional Council on February 25, 1997.

## **BACKGROUND**

In July 2004, Peninsula Community Council approved a development agreement to allow for a mixed residential development, known as Gladstone Ridge on 6.7 acres of land fronting on Gladstone and Clifton Streets in Halifax's north end.

The existing Gladstone Ridge development includes:

- two 12-storey condominium towers,
- one 6-storey apartment building,
- 17 single dwelling lots for total of 342 dwelling units,
- parking for 395 cars.

The current application is to add a mixed use commercial residential building and a 4 unit townhouse to the existing Gladstone Ridge development. (refer to Attachments "A" and "B")

To accommodate the new mixed use building Westwood Developments proposes to add two abutting lots, (PID 00005439 and PID 00005447) with a combined area of 15,948 square feet, to their existing land holdings. The proposed mixed use building is a five storey building containing 44 apartments and 10,000 square feet of ground floor commercial space with 26 underground parking spaces. The 4 unit townhouse will replace 4 undeveloped single dwelling lots currently permitted through the development agreement. The proposal requires new driveways to Gladstone Street and changes to the traffic circulation and additional surface parking within the existing Gladstone Ridge development.

The site is located within the Peninsula North Secondary Planning Strategy of the Halifax MPS. The two properties are zoned C-2 (General Business) and R-2 (General Residential) (Refer to **Map 1**). The lands are designated Major Commercial and Medium Density Residential on the Generalized Future Land Use Map of the Halifax MPS (Refer to **Map 2**). The proposed mixed use building spans both zones and land use designations and as such is not permitted within the residentially designated portion of property. Additionally, the proposed townhouses are not permitted within the R-2 Zone.

The existing development agreement was made pursuant to Policy 2.3.3 of the Peninsula North Secondary Planning Strategy, which allows for comprehensive site planning through the development agreement process for residential and mixed use developments over four units (refer to Attachment "D"). The policy guidelines used to consider such development agreements includes "*the relationship of new development to adjacent properties and uses; and, the mitigation of impacts on the amenity, convenience and development potential of adjacent properties through effective urban design and landscape treatment.*"

## **DISCUSSION**

The project requires amendment of an existing development agreement as well as a rezoning and amendment to the boundary of the Medium Density Residential (MDR) designated portion of the property. Generally, MPS amendments should only be considered where there is a change in circumstances or in unique situations.

The proposed mixed use building is limited to a small portion of the area designated MDR. The project provides an opportunity to expand the housing and commercial options available within the Peninsula North area and provides a transitional increase in land use intensification. The Regional MPS projects 25% of Municipality's future residential growth to the Regional Centre (Halifax Peninsula, Downtown Dartmouth, and inside the Circumferential Highway). To achieve this the Regional MPS has established fundamental goals which direct growth into compact mixed-used centres and promote walkable, mixed-use communities where people can be more active in their daily lives. The Regional Plan also specifically addresses "Neighbourhood Stability" (Attachment "C") and endeavours to protect established neighbourhoods from rapid unplanned change by directing most future growth to areas where development can occur without affecting existing residents.

The Gladstone property was identified in the Regional MPS as an opportunity site where development could occur without affecting existing residents. The addition of a mixed use commercial residential building and townhouses to the existing Gladstone Ridge project adds diversity in uses and housing types within a short distance to necessities of everyday living (transit, local services), and within walking distance to the Capital District. The objective of the Halifax MPS Major Commercial designation is to provide for the location of a variety of appropriately located commercial facilities to serve the needs of both the resident and working populations of Peninsula North and the City as a whole. The businesses proposed for the mixed use building will serve local residents and residents throughout the Peninsula.

Consideration of an MPS amendment to enable a development agreement for this use is appropriate to address the following; building scale and design are in keeping with the surrounding uses, commercial uses, and improved vehicular access. Design details will be reviewed during the public consultation process should Council agree to initiate the MPS amendment process.

## **BUDGET IMPLICATIONS**

There are no budget implications.

## **FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN**

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

### ALTERNATIVES

1. Council may choose to initiate amendments the Municipal Planning Strategy and Peninsula Land Use By-law to allow the proposed mixed use residential/commercial building. This is the staff recommendation.
2. Council may choose not to initiate amendments the Municipal Planning Strategy and Peninsula Land Use By-law, thereby only allowing new construction that is consistent with the existing zoning. This is not recommended for the reasons outlined above.

### ATTACHMENTS

Map 1 Location and Zoning

Map 2 Generalized Future Land Use Designations

Attachment "A" Site Plan

Attachment "B" Project Elevation

Attachment "C" Relevant sections of the Regional Municipal Planning Strategy

Attachment "D" Relevant sections of the Municipal Planning Strategy & Land Use By-law

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

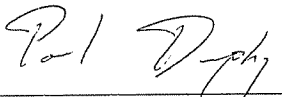
Report Prepared by: Brian White, Planner I, 490-4793

Report Approved by:



Austin French, Manager, Planning Services, 490-6717

Report Approved by:



Paul Dunphy, Director of Community Development

Financial Approval by:



Catherine Sanderson, Senior Manager, Financial Services, 490-1562



# Map 1 - Location and Zoning

2747-2753 Gladstone Street  
Halifax



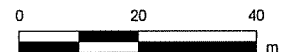
Subject area

Halifax Peninsula  
Land Use By-Law Area

## Zone

- R-1 Single Family Dwelling
- R-2 General Residential
- R-3 Multiple Dwelling
- C-2 General Business
- C-2A Minor Commercial
- P Park and Institutional

**HALIFAX**  
REGIONAL MUNICIPALITY  
COMMUNITY DEVELOPMENT  
PLANNING SERVICES



This map is an unofficial reproduction of a portion of the Zoning Map for the Halifax Peninsula Land Use By-Law Area

HRM does not guarantee the accuracy of any representation on this plan



Map 2 - Generalized Future Land Use

2747-2753 Gladstone Street  
Halifax



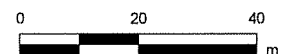
Subject area

Halifax Plan Area  
Peninsula North Secondary Plan Area

#### Designation

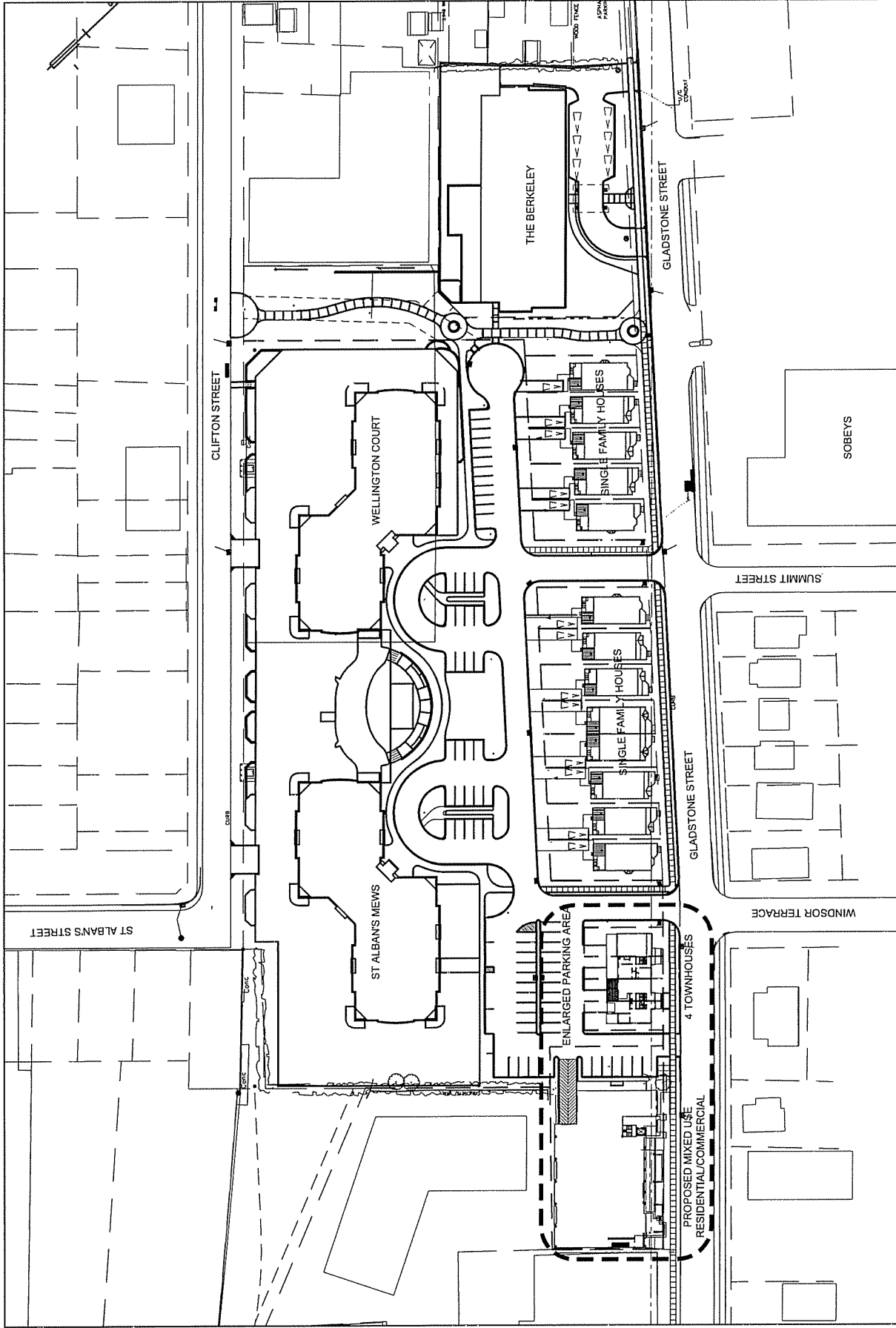
LDR	Low Density Residential
MDR	Medium Density Residential
HDR	High Density Residential
MJC	Major Commercial

**HALIFAX**  
REGIONAL MUNICIPALITY  
COMMUNITY DEVELOPMENT  
PLANNING SERVICES



This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the Halifax Plan Area

HRM does not guarantee the accuracy of any representation on this plan



GLADSTONE RIDGE NORTH

ATTACHMENT A

GLADSTONE STREET, HALIFAX NS

SITE PLAN

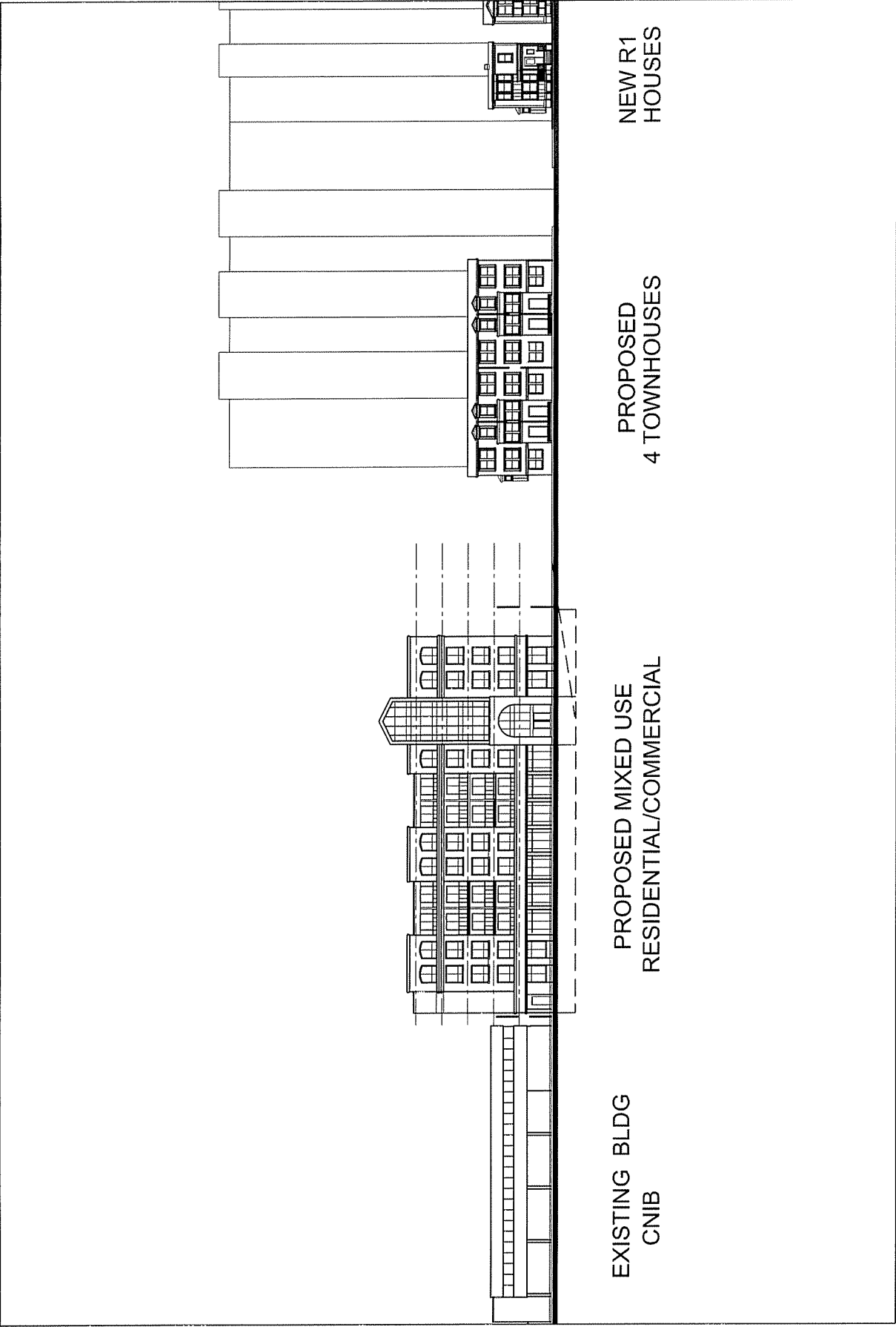
KASSNER/GOODSPEED ARCHITECTS

SUITE 200, 5663 CORNWALLIS ST.  
HALIFAX, N.S., B3K 1B6 (902) 422-1557



SUBJECT AREA

SCALE 1"=120'  
Jul 25, 2007



ATTACHMENT B

GLADSTONE RIDGE NORTH

GLADSTONE STREET ELEVATION

GLADSTONE STREET, HALIFAX NS

KASSNER/GOODSPEED ARCHITECTS

SUITE 200, 5663 CORNWALLIS ST.  
HALIFAX, N.S., B3K 1B6 (902) 422-1557

SCALE 1"=50'  
Jul 23, 2007



**Attachment “C”**  
**Relevant section of the Regional Municipal Planning Strategy**

**3.7.5 Neighbourhood Stability**

For a neighbourhood to be stable, the expansion or redevelopment of existing housing and businesses must be predictable. At the same time, neighbourhoods must be able to meet the needs of their residents as those needs change through different stages of life. A desirable neighbourhood will also attract new households with their own particular needs, which have to be integrated with those of longtime residents.

Without neighbourhood resilience to accommodate the needs of new and existing residents, people who would otherwise be committed to an area might feel forced to relocate if their social or physical conditions change. Conversely, excessive or sudden changes may drive residents elsewhere due to increased tax assessments or loss of neighbourhood character. Neighbourhood stability, therefore, requires a careful balance to avoid either extreme. This balance can be monitored through indicators of neighbourhood change such as permits for new construction, conversions, demolitions, housing stock state of repair and change in the socioeconomic conditions of residents.

This Plan is designed to protect established neighbourhoods from rapid unplanned change by directing most future growth to centres where development can occur without affecting existing residents. Some limited growth can, however, be accommodated within existing neighbourhoods if it is planned with attention to good design that respects the local character. Small amounts of new development in appropriate locations can complement neighbourhoods and act as a catalyst for improvement.

This may involve using vacant lots, dividing parcels to create new lots for houses, or adding additional units to existing dwellings. Infill can also include small scale redevelopment of groups of buildings. In the suburban context infill might involve, but not be limited to, adding an accessory apartment to an existing single unit dwelling, installing a garden suite, or converting a single unit dwelling into a two or three unit dwelling.

There are many opportunities within established neighbourhoods where low to medium-density development can be accommodated without altering the local character. Through Community Visioning, future secondary planning processes may consider some new single and two unit dwellings, basement apartments, small scale townhouses and low rise multiple unit dwellings in appropriate locations. Within existing neighbourhoods, development would be required to comply with urban design guidelines. Policies and regulations will strive to ensure that infilling is sensitive, gradual and compatible with the existing physical character. Projects will be required to respect and reinforce the general physical patterns in existing neighbourhoods.

**Attachment "D"**  
**Relevant sections of Municipal Planning Strategy**

**SECTION XI - PENINSULA NORTH SECONDARY PLANNING STRATEGY**

**2. COMMERCIAL FACILITIES**

**Objective**

A variety of appropriately located commercial facilities to serve the needs of both the resident and working populations of Peninsula North and the City as a whole.

- 2.3 In areas designated major commercial, uses consistent with Section II, Policy 3.1.3 shall be permitted.
- 2.3.1 In order to promote investment in commercial and residential redevelopment and to prevent conflict between new and existing uses the city may, through the land use bylaw, identify areas that provide an opportunity for and will benefit from comprehensive site planning.
- 2.3.2 In those areas identified in the land use bylaw pursuant to Policy 2.3.1 **all residential and mixed residential-commercial development over four units shall be by agreement.**
- 2.3.3 In considering agreements pursuant to Policy 2.3.2, Council shall consider the following:
- (i) the relationship of new development to adjacent properties and uses; and, the mitigation of impacts on the amenity, convenience and development potential of adjacent properties through effective urban design and landscape treatment;
  - (ii) the appropriate integration of the development into the traditional grid street system of the Peninsula;
  - (iii) the design and layout of the development should encourage vehicular traffic to use Principal Streets and discourage traffic from infiltrating through existing neighbourhoods;
  - (iv) the creation of high quality design detail at street level through attention to such matters as landscaping, signs, building entrances, and vehicle layby areas;
  - (v) the provision of high quality open space and leisure areas of a size and type adequate for the resident population;
  - (vi) residential and commercial densities consistent with municipal services;
  - (vii) encouraging high quality exterior construction materials such as masonry; and
  - (viii) other relevant land use considerations which are based on the policy guidance of this Section.