

PO Box 1749 Halifax, Nova Scotia B3J3A5 Canada



Halifax Regional Council July 5, 2005

TO: Mayor Peter Kelly and Members of Regional Council

SUBMITTED BY:

George McLellary, Chief Administrative Officer

Dan English, Deputy Chief Administrative Officer

DATE: June 22, 2005

SUBJECT: Case 00765: MPS and LUB Amendment - 5621 Rainnie Drive, Halifax

ORIGIN

February 16, 2005 request by Amalthea Limited to amend the Halifax Municipal Planning Strategy and Land Use Bylaw to permit a multi-unit residential project at 5621 Rainnie Drive, Halifax.

RECOMMENDATION

It is recommended that Halifax Regional Council:

Refuse to initiate the process to amend the Halifax Municipal Planning Strategy and Land Use By-law for 5621 Rainnie Drive, Halifax, as shown on Map 1 to allow for a multi-unit residential project.

BACKGROUND

Synopsis of Proposed Development: The applicant wishes to develop a six-storey, multi-unit residential building with penthouse and underground parking at 5621 Rainnie Drive. The proposed building would be about 77 feet above Cogswell Street and 68 feet above Rainnie Drive (see Attachment A). The site is presently occupied by the Nova Scotia/Nunavut Command of the Royal Canadian Legion (see Maps 1 &2).

The proposal is not permitted under the existing zoning for the site nor does the Halifax Municipal Planning Strategy contemplate such a development for this site. Therefore an amendment to the Planning Strategy and Land Use Bylaw is required for this proposal.

Location, Designation and Zoning: Development of the property is subject to Section II (City-Wide Objectives and Policies) of the Halifax Municipal Planning Strategy and the Peninsula Land Use Bylaw. It is designated "Institutional" on the Generalized Future Land Use Map, and zoned P (Park and Institutional) (see Maps 1& 2). These policies are intended to encourage institutional development. This property is not covered by the Height Precent Map. However, it is within the area regulated by the Land Use Bylaw provisions which prohibit any building from projecting above the earthworks on the Citadel ramparts (viewed from 5 feet, 5 inches above a point within the Parade Square).

On January 14, 2005, the applicant received a Development Permit for a private school at this location. The permit is to construct a 10-storey building above a parking structure. Both the permitted institutional use and the proposed multi-unit residential building are within the maximum height permitted by the controls respecting building heights related to the Citadel ramparts. A Development Permit application requires a very low level of investment and is therefore not a good indication that such a project is financially viable or likely to be built. Our analysis suggests that a school building on such a small building footprint is not a likely to be constructed. Much more viable sites are available.

History of the Property: In 1959 the Royal Canadian Legion was granted a 50-year lease from the Department of National Defence for the site of the existing building along with some surrounding lands. In September 1965 the City of Halifax Council approved the purchase for \$194,000 from Crown Assets Disposal Corporation the lands bounded by Cogswell Street, Gottingen Street, and Rainnie Drive (formerly known as the Cogswell Street Barracks). The motion included the following conditions on the land sale:

- "1. The City accept the existing leases to the Red Cross and to the Canadian Legion;
- 2. That development of the site be in harmony with the restoration of adjoining areas by the Department of Northern Affairs and National Resources."

The second condition was not included as a restriction in the 1966 Deed from the Government of Canada to the City of Halifax or the 1996 deed from the City of Halifax to the Nova Scotia Command of the Royal Canadian Legion.

The City of Halifax approved an addition to the building in 1976 and in 1996, Halifax City Council sold a portion of the lot to the Legion for the price of \$88,000. The City retained the rear portion of the site to enable future widening of Cogswell Street, between Gottingen and North Park Streets. The applicant acquired the property from the Canadian Legion. Therefore this is the only property on this block that is not owned by this municipality.

DISCUSSION

Site specific MPS amendments and policy reviews should generally only be considered where circumstances related to policies of a MPS have changed significantly. In response to this, the applicant indicates (Attachment B):

- There has been a change in circumstances regarding the use of the Property. The Nova Scotia/Nunavut Command of the Royal Canadian Legion, the former owner of the Property, was unable to continue to carry on at the Property due to declining membership; and
- There is an ever increasing demand for residential accommodation near the Central Business District of Halifax (CBD).

The proponent has indicated that if the Legion property is no longer necessary for that purpose then this request meets the test that there has been a change in circumstances. At the same time however, the entire block is under institutional use. The fact that a small portion is now under private ownership does not necessarily compel Council to re-consider the policy framework for this block.

The City-Wide Objectives and Policies of the Halifax Municipal Planning Strategy led to the subject site being designated and zoned "Institutional" and Park and Institutional, respectively. There was no discussion of this particular site in the Halifax MPS as it was probably seen as an area that was not likely to change. The immediate area contains other institutional uses, including the Centennial Pool and the Red Cross Building. Opposite Rainnie Drive is the Halifax Citadel, a National Historic Site. Across Cogswell Street is a mixed density residential neighbourhood. The institutional designation and zoning reflects the historical uses and was seen as being compatible with the surrounding land uses.

A recent HRM consultant report prepared for the area, which was tabled with Council, contains the following suggestion in respect to this site:

"HRM should consider purchasing the Nunavut Legion headquarters building at Rainnie Drive and Cogswell Street. This facility could then be leased back to the Legion until such

time as the whole site is ready for redevelopment." (Capital District Final Report Public Facilities Needs & Opportunities Strategy, April 2004 - Executive Summary, Pg. 9)

This block is institutional in nature and should remain so until further study has been completed. This property has been considered as part of the functional plan for Opportunity Site Redevelopment, which is scheduled to take place within the short-term of 2006-2011 (see Appendix B Selected Opportunity Sites in the Regional Centre in the Draft Regional Municipal Planning Strategy). The applicant's submission letter argues that residential development is a valid use here as there is an increasing demand for residential accommodation near the Central Business District. Staff supports the need for additional residential development in and around the Central Business District. However, a change to a non-institutional use may adversely affect the possible redevelopment of the parking lot or any of the institutional uses. Allowing development to go forward may prejudice the development of the Municipally owned property that is immediately adjacent to this site. As a minor example the applicant is showing a driveway to Cogswell Street which is over Municipal property.

Consequently, staff does not feel it is appropriate to change the designation and zoning for this property at this time. This area should be planned comprehensively as opposed to piecemeal. Although this may be a small property in terms of size it is a very prominent portion of the entire block. Finally a wise purchaser would not purchase property prior to receiving municipal approval where the use sought requires an amendment to the municipal plan. Staff always suggest to clients that this be made a condition of the offer of purchase and sale. This applicant would be well aware of the rights of an applicant with respect to plan amendment requests.

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. Refuse to initiate the process to amend the Halifax MPS to consider multi-residential project at 5621 Rainnie Drive, Halifax. The refusal for 5621 Rainnie Drive is recommended for reasons described above. Council's decision not to proceed cannot be appealed to the Nova Scotia Utility and Review Board since they require amendments to the Halifax Municipal Planning Strategy. Such decisions are at Council's discretion. In addition, a public hearing is not required in order not to proceed.

- Defer any decision on this plan amendment request until this property has been considered 2. as part of functional plan for Opportunity Site Redevelopment. This plan is scheduled to take place within the short-term of 2006-2011. Staff would report back after approval of the Regional Municipal Planning Strategy on a time-table for this study to be undertaken.
- Authorize staff to initiate the process to amend the Halifax Municipal Planning Strategy and 2. Land Use By-law for the property 5621 Rainnie Drive, Halifax. In addition, instruct that the MPS public participation program be in accordance with the Public Participation Resolution adopted by Halifax Regional Council in February, 1997. This is not recommended for the reasons outlined in the report.

ATTACHMENTS

Map 1:

Generalized Future Land Use

Map 2:

Zoning

Attachment A: Summary sheet and building plans

Attachment B:

Submission from Michael Moore of February 14, 2005

Attachment C:

Extracts from the Municipal Planning Strategy and the Peninsula Land Use Bylaw

Additional copies of this report, and information on its status, can be obtained by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by:

Angus E. Schaffenburg, Planner II, 490-4495

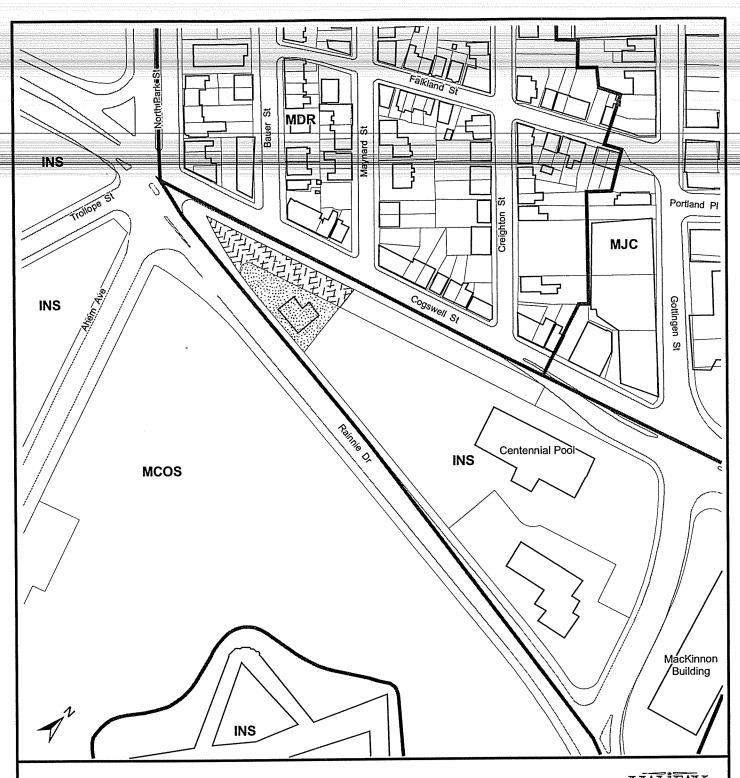
Financial Review by:

Tellea Redden CMA June 10/05

Kellea Redden, Financial Consultant, 490-6267

Report Approved by:

Dunphy, Director, Planning & Development Services



Map 1 - Generalized Future Land Use

5621 Rainnie Drive Halifax



Subject property



16 June 2005

HRM property leased to Royal Canadian Legion, NS Command

Halifax Plan Area

Designation

Medium Density Residential MDR (Peninsula North SPS)

Major Commercial MJC (Peninsula North SPS)

Case 00765

Institutional INS

Major Community Open Space MCOS

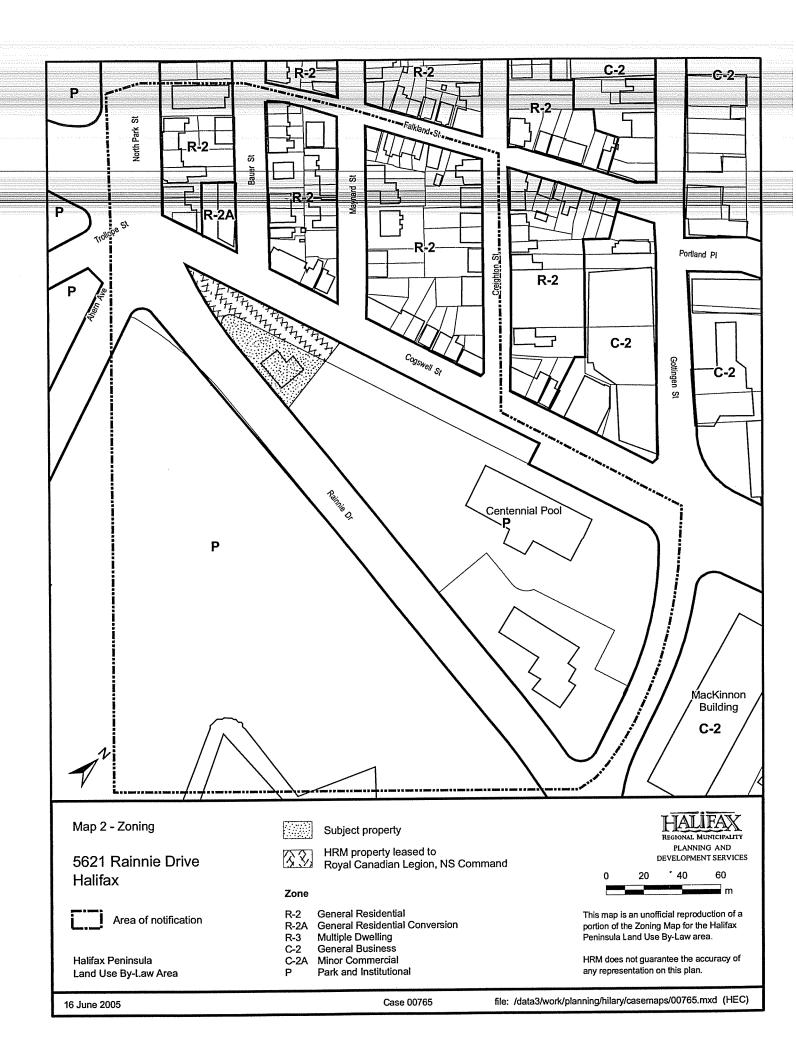


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This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the Halifax Plan area.

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

file: /data3/work/planning/hilary/casemaps/00765.mxd (HEC)



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P.I.D. #00002071
LOT A-1
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ZONED: PARK AND INSTITUTIONAL - P

LOT AREA:
BUILDING AREA:

6864 SQ FT 4982 SQ FT 58% COVERAGE 42% [AREA] 11846 SQ FI

AREA A: AREA B: OPENSPACE AREA OF ALLOWABLE STREET & PERMANENT LANDSCAPE OPEN SPACE

5364 SQ FT 5281 SQ FT 1431 SQ FT

12076 SQ FT

AREA:
POPULATION DENSIT TOTAL EFFECTIVE GROSS AREA C:

(23922 SQ FT x 250 P)/43560 SQ FT = 137.29 P =23922 SQ FT 12076 SQ FT + 11846 SQ FT

137 PERSONS

MULTI UNITRESIDENTIAL RAINNIE DRIVE: - AMALTHEA HOLDINGS LTD.

RAINNIE DRIVE, HALIFAX, NS **LOT A-1, CIVIC # 5621,** HRM CASE # 00765

OPEN SPACE REQUIREMENTS:

MAX. DENSITY:

- (29) TWO BEDRM (22) ONE BEDRM (6) BACH - 3P X 120 SQ. FT. = 360 SQ. FT. X 29 = 10440 SQ.FT. - 2P X 80 SQ. FT. = 160 SQ. FT. X 22 = 3520 SQ.FT. - 1P X 80 SQ. FT. = 80 SQ. FT. X 6 = 480 SQ.FT.

57 UNITS TOTAL REQUIRES 14,440 SQUARE FEET OPEN SPACE

LANDSCAPED OPEN SPACE REQUIREMENTS:

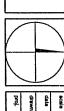
- (29) TWO BEDRM (22) ONE BEDRM (6) BACH - 3P X 100 SQ. FT. = 100 SQ. FT. X 29 = 2900 SQ.FT. - 2P X 70 SQ. FT. = 70 SQ. FT. X 22 = 1540 SQ.FT. - 1P X 70 SQ. FT. = 70 SQ. FT. X 6 = 420 SQ.FT.

4,860 SQUARE FEET LANDSCAPED OPEN SPACE REQUIRED

2005 ©STUDIOWORKS INT. INC

O COLONIAL LTP	SARIOM POULLS
COVER SHEET	RAINNIE DRIVE MULTI UNIT RESIDENTIAL BUILDING - AMALTHEA HOLDINGS LTD.

0 S' 10'

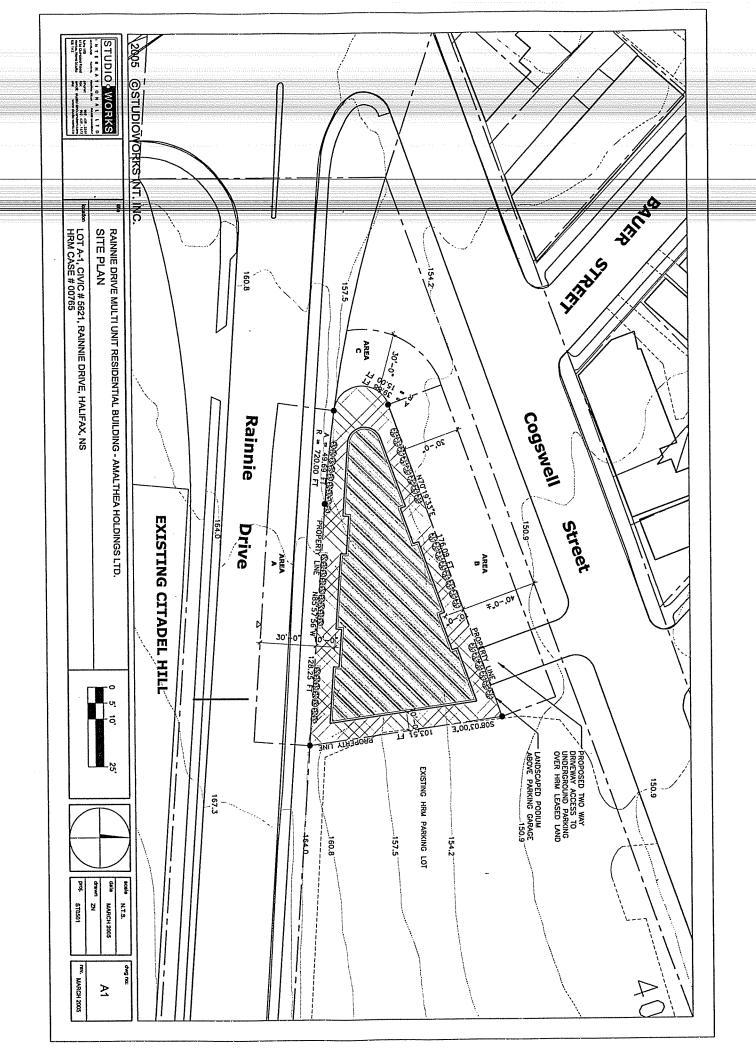


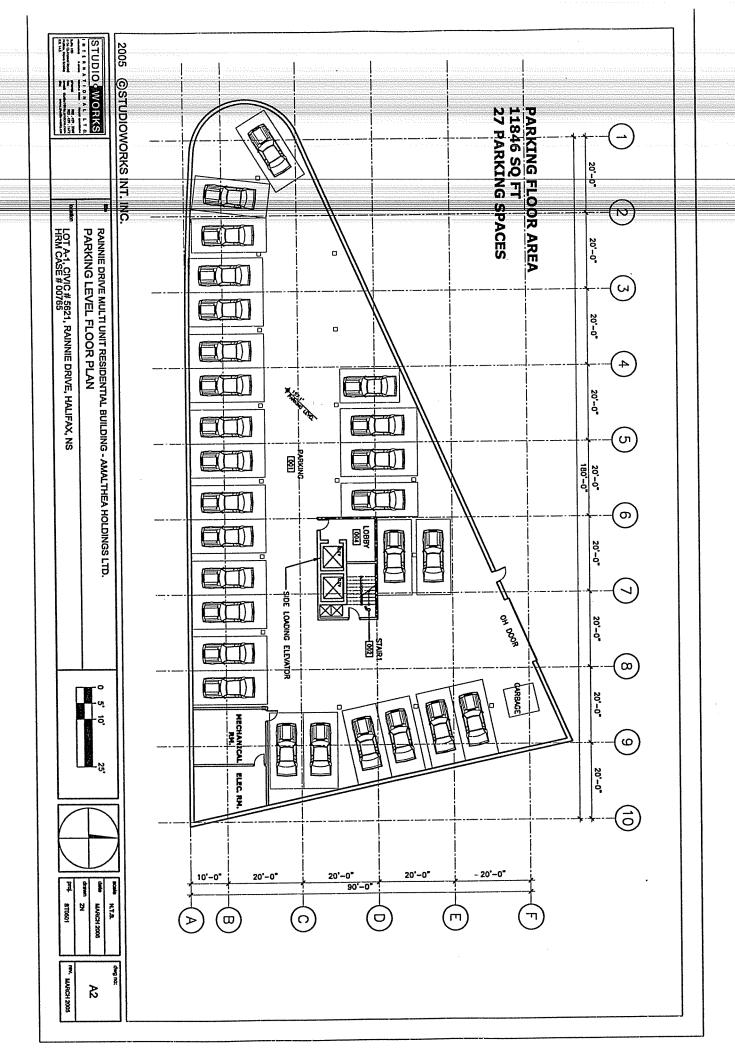
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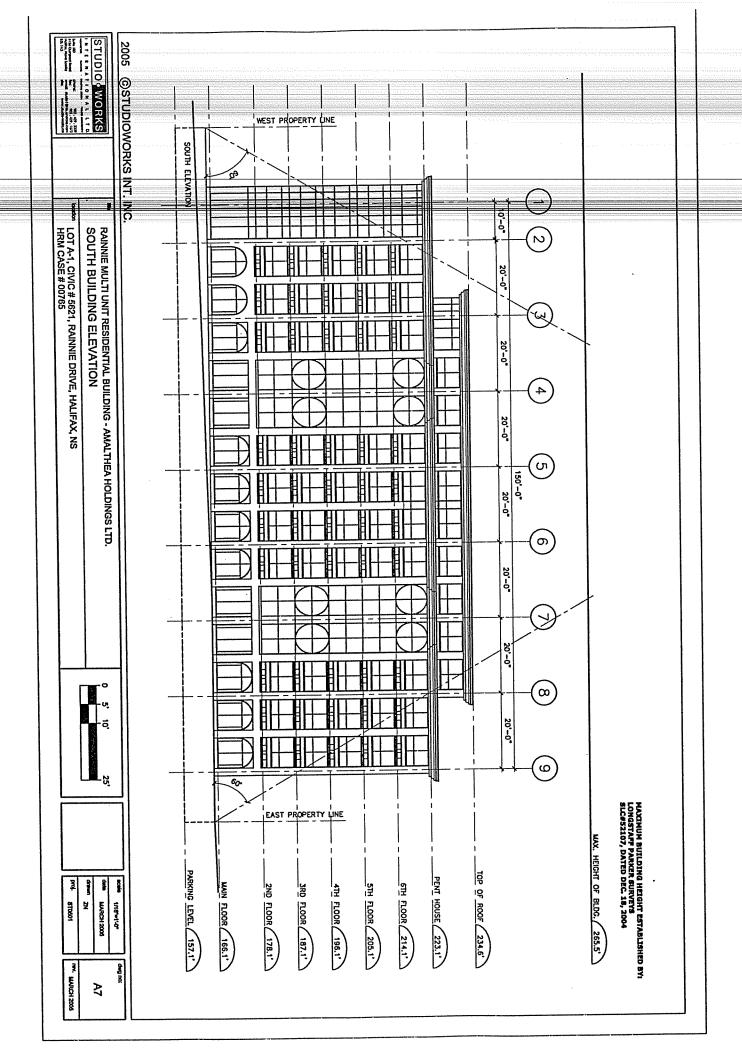
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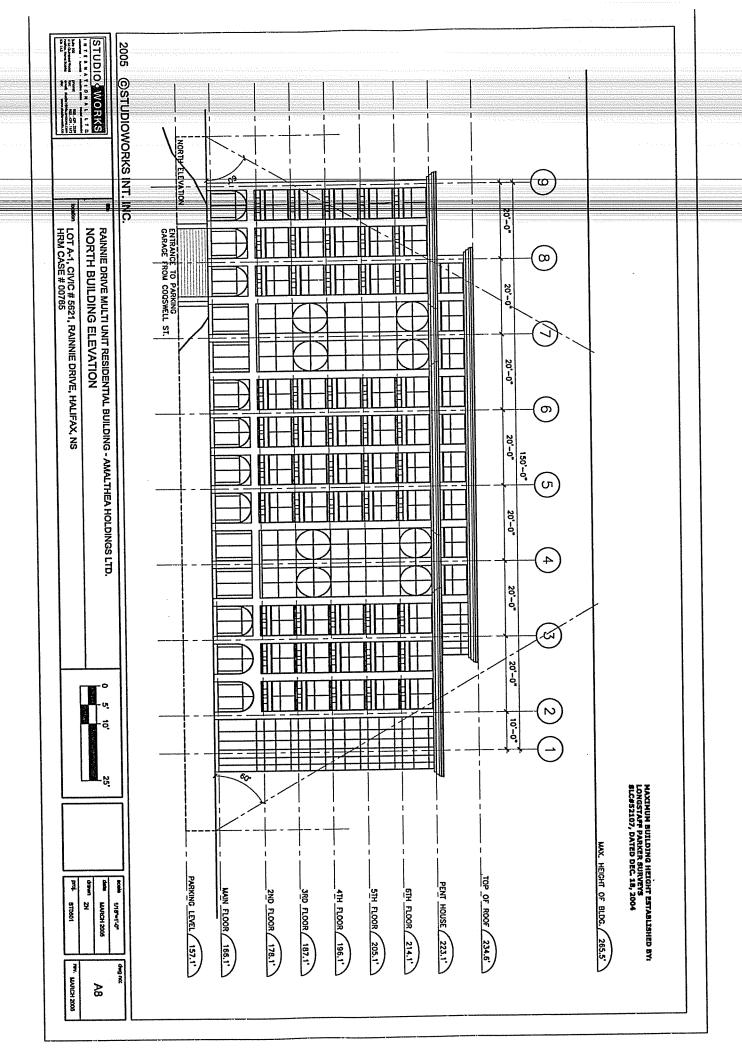
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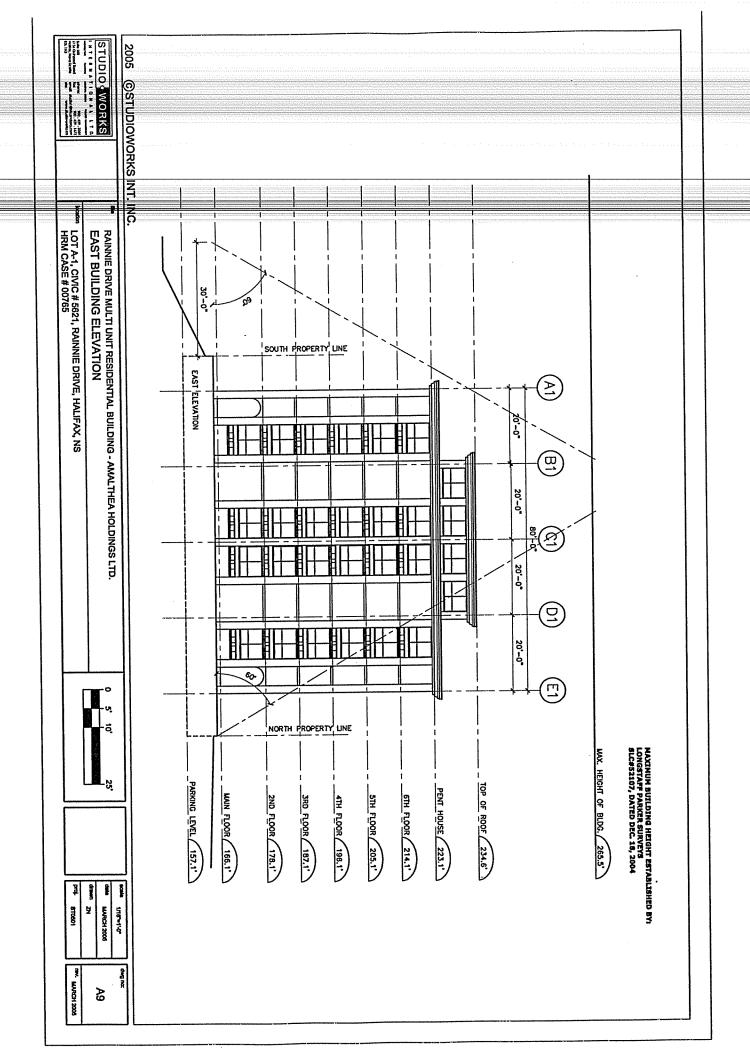
LOT A-1, CIVIC # 5621, RAINNIE DRIVE, HALIFAX, NS HRM CASE # 00765

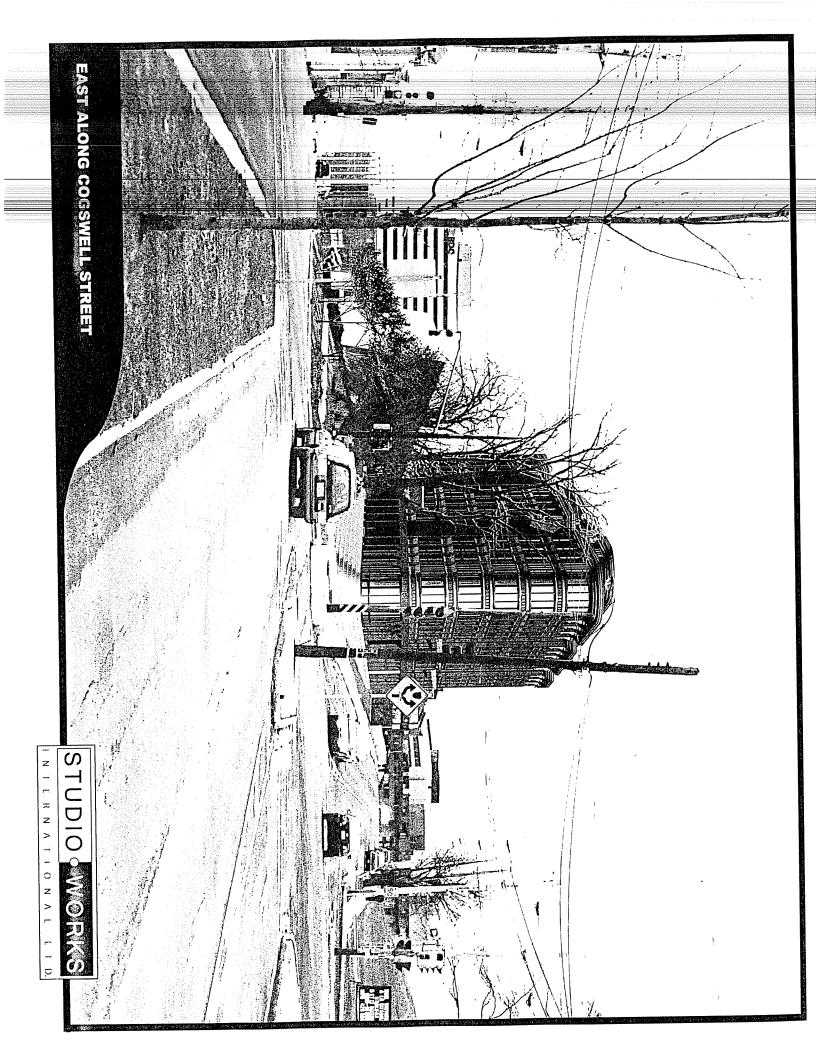












Attachment B

MOORE & ASSOCIATES BARRISTERS, SOLICITORS & NOTARIES

MICHAEL. C. MOORE, B.COMM., LL.B. KENNETH D. CRAWFORD, Q.C., B.COMM., LL.B. PAUL THOMAS, LL.M. DOUGLAS R. STEVENSON, B.B.COMM., LL.B. PETER KATSIHTIS, B. COMM., LL.B. TELEPHONE (902) 420-1066 FAX (902) 420-1938

OFFICE: KEITH HALL 1475 HOLLIS STREET HALIFAX, NOVA SCOTIA B3J 3M4

MAILING: P.O. BOX 1537 CRO HALIFAX, NOVA SCOTIA B3J 2Y3

February 14, 2005

VIA COURIER

Mr. Jim Donovan Manager, HRM Planning Applications Planning & Development Services Halifax Shopping Centre Annex Halifax, N.S. HALIFAX REGIONAL MUNICIPALITY

FEB 16 2005

PLANNING SERVICES
WEST END MALL OFFICE

Dear Mr. Donovan:

RE:

Applicant:

Amalthea Holdings Limited

Property:

Lot A-1 - Civic No. 5621 Rainnie Drive, Halifax, Nova Scotia

(PID No. 00002071)

Application:

Approximately 11,846 square feet P Zone (Park and Institutional)
The Applicant Requests an Amendment to the City of Halifax

Municipal Planing Strategy (MPS) to permit the construction of a 6

Storey Plus Penthouse (PH) Multi-Residential Building on the

Property

Further to the meeting held at your office on Friday, February 11, 2005 at 10:00 a.m. with Angus Schaffenburg, John Young, Q.C., Steve Tsimiklis and myself in attendance, I enclose the following documentation in support of the Applicant's Application:

- 1. Legal description for the Property;
- 2. Location Certificate for the Property dated December 20, 2004 prepared by Frank Longstaff, N.S.L.S.;
- 3. Computer generated representation of the proposed building to be constructed on the Property, ie. 6 storeys with PH and one level of underground parking;
- 4. Proposed Site Plan for the proposed building to be constructed on the Property prepared by Studioworks International;
- Copy of letter dated August 25, 2004 from Gregory R. Baker, Q.C. to Michael LaBrecque of HRM;
- 6. Copy of letter dated September 8, 2004 from Tom Crouse of HRM to Gregory R. Baker, Q.C.;
- 7. Copy of letter dated October 29, 2004 from Tom Crouse to Gregory R. Baker, Q.C.;

- 8. Wind Analysis Report dated December 6, 2004 prepared by Robert Bachynski, P.Eng. of East Point Limited prepared in contemplation of a 9 storey plus PH building initially proposed by the Applicant;
- 9. Preliminary Traffic Report dated December 8, 2004 prepared by S.E. Gardiner, P.Eng. Of CBCL Limited prepared in contemplation of a 100 unit multi-residential apartment building on the Property;
- 10. Sun Study dated February 14, 2005 prepared by Studioworks International (drawings and computer disc);
- 11. Cheque in the amount of \$2,000.00 from the Applicant made payable to HRM representing the Application fee.

This letter confirms the following:

- 1. The Applicant submits that there has been a change in circumstances regarding the use of the Property since the adoption of the MPS. The Nova Scotia/Nunavut Command of the Royal Canadian Legion, the former owner of the Property, was unable to continue to carry on at the Property due to declining membership which resulted in its operation not being economically viable;
- 2. It is submitted that there is an ever increasing demand for residential accommodation near the Central Business District of Halifax (CBD). The Property is already serviced with adequate sewer, water, public transit and is in close proximity for walking to employment in the CBD. Preliminary reports for wind and traffic were prepared in contemplation of a larger building with approximately 100 units indicated that the proposed building to be constructed on the Property, ie. 6 storeys plus PH poses no substantial adverse affect on the neighbourhood. The Sun Study was prepared in contemplation of the proposed 6 storey plus PH building and indicates that there is no substantial adverse effect on the neighbourhood.
- 3. Although the Property is not within the area surrounding the perimeter of the Citadel which is subject to Band A, the height of the proposed building is reasonably consistent with Band A.
- 4. The design of the building (historical in nature) is reasonably compatible with the Citadel and the surrounding neighbourhood and is unique in its design, ie. triangular in shape and will enhance the entrance to the CBD from the Halifax Common while providing quality residential accommodation in close proximity to the CBD.

Yours very truly, MOORE & ASSOCIATES

MICHAEL C. MOORE MCM:dwm

Enc.

cc: Amalthea Holdings Limited

Attachment C

Extracts from the Municipal Planning Strategy and the Peninsula Land Use Bylaw

Section II

1. ECONOMIC DEVELOPMENT

Objective The development of the City as a major business, cultural, government, and institutional centre of Atlantic Canada, while enhancing its image as a place to live

1.2.2 In considering new development regulations and changes to existing regulations, and development applications, the City shall give consideration of any additional tax revenues or municipal costs that may be generated therefrom.

2. RESIDENTIAL ENVIRONMENTS

and work.

- Objective The provision and maintenance of diverse and high quality housing in adequate amounts, in safe residential environments, at prices which residents can afford.
- 2.1 Residential development to accommodate future growth in the City should occur both on the Peninsula and on the Mainland, and should be related to the adequacy of existing or presently budgeted services.
- 2.1.1 On the Peninsula, residential development should be encouraged through retention, rehabilitation and infill compatible with existing neighbourhoods; and the City shall develop the means to do this through the detailed area planning process.
- On the Mainland, residential development should be encouraged to create sound neighbourhoods through the application of a planned unit development process and this shall be accomplished by Implementation Policy 3.3. It is the intention of the City to prepare and adopt a planned unit development zone subsequent to the adoption of this Plan.
- The integrity of existing residential neighbourhoods shall be maintained by requiring that any new development which would differ in use or intensity of use from the present neighbourhood development pattern be related to the needs or characteristics of the neighbourhood and this shall be accomplished by Implementation Policies 3.1 and 3.2 as appropriate.
- 2.3 The City shall investigate alternative means for encouraging well-planned, integrated development.

- 2.3.1 The City should restrict ribbon development which does not conform to the policies of this document and should seek ways to remove any such development which may become obsolete.
- 2.3.2 Ribbon development along principal streets should be prohibited in order to minimize access points required by local traffic.
- Because the differences between residential areas contribute to the richness of Halifax as a city, and because different neighbourhoods exhibit different characteristics through such things as their location, scale, and housing age and type, and in order to promote neighbourhood stability and to ensure different types of residential areas and a variety of choices for its citizens, the City encourages the retention of the existing residential character of predominantly stable neighbourhoods, and will seek to ensure that any change it can control will be compatible with these neighbourhoods.
- 2.4.1 Stability will be maintained by preserving the scale of the neighbourhood, routing future principal streets around rather than through them, and allowing commercial expansion within definite confines which will not conflict with the character or stability of the neighbourhood, and this shall be accomplished by Implementation Policies 3.1 and 3.2 as appropriate.
- The development of vacant land, or of land no longer used for industrial or institutional purposes within existing residential neighbourhoods shall be at a scale and for uses compatible with these neighbourhoods, in accordance with this Plan and this shall be accomplished by Implementation Policies 3.1 and 3.2 as appropriate.
- The City should permit the redevelopment of portions of existing neighbourhoods only at a scale compatible with those neighbourhoods. The City should attempt to preclude massive redevelopment of neighbourhood housing stock and dislocations of residents by encouraging infill housing and rehabilitation. The City should prevent large and socially unjustifiable neighbourhood dislocations and should ensure change processes that are manageable and acceptable to the residents. The intent of this policy, including the manageability and acceptability of change processes, shall be accomplished by Implementation Policies 3.1 and 3.2 as appropriate.

SCHEDULE II.1

SOFT AREAS OUTSIDE AREAS DESIGNATED FOR DETAILED PLANNING

7. Area bounded by Cogswell Street, Rainnie Drive and Centennial Pool site.

5. INSTITUTIONS

Objective The enhancement of employment opportunities by encouraging existing and potential institutional uses in appropriate locations.

- Unless clearly inappropriate for the good development of the City, existing regional and City-wide institutional facilities shall be encouraged to remain in their present locations and efforts shall be made to protect, maintain and upgrade them.
- The City shall encourage institutional development of a major nature in those areas designated generally on Map 9. The City shall develop standards and boundaries which will protect neighbouring areas, especially residential areas, from encroachment and nuisance effects.
- The City shall encourage institutional development of a major nature in those areas designated generally on Map 9. Pursuant to Policy 5.2, where such areas fall within the bounds of a designated area for detailed planning, the City shall resolve the exact nature of the desired land use pattern through the detailed area planning process.

6. HERITAGE RESOURCES

Definitions

"Heritage Property" means an area, site, structure or streetscape of historic, architectural or cultural value registered in the Halifax Registry of Heritage Property.

"Heritage Conservation Area" means an area of concentration of properties unified by similar use, architectural style or historical development, which retains the atmosphere of a past era and which is registered in the Halifax Registry of Heritage Property.

Objective The preservation and enhancement of areas, sites, structures, streetscapes and conditions in Halifax which reflect the City's past historically and/or architecturally.

- The City shall continue to seek the retention, preservation, rehabilitation and/or restoration of those areas, sites, streetscapes, structures, and/or conditions such as views which impart to Halifax a sense of its heritage, particularly those which are relevant to important occasions, eras, or personages in the histories of the City, the Province, or the nation, or which are deemed to be architecturally significant. Where appropriate, in order to assure the continuing viability of such areas, sites, streetscapes, structures, and/or conditions, the City shall encourage suitable re-uses.
- The criteria by which the City shall continue to identify such areas, sites, structures, streetscapes and/or conditions identified in Policy 6.1 are set out in the official City of Halifax report entitled <u>An Evaluation and Protection System for Heritage</u> Resources in Halifax (City Council, 1978).
- The City should designate those properties which meet the adopted criteria as registered heritage properties or registered heritage conservation areas and protect them within the terms of the Heritage Property Act.
- The City shall continue to make every effort to preserve or restore those conditions resulting from the physical and economic development pattern of Halifax which impart to Halifax a sense of its history, such as views from Citadel Hill, public access to the Halifax waterfront, and the street pattern of the Halifax Central Business District.
- The City shall maintain or recreate a sensitive and complimentary setting for Citadel Hill by controlling the height of new development in its vicinity to reflect the historic and traditional scale of development.
- The intent of such height controls shall be to establish a generally low to medium rise character of development in the area of approximately four traditional storeys in height immediately adjacent to Citadel Hill and increasing with distance therefrom.
- Within the area bounded by North Street, Robie Street and Inglis Street, no development shall be permitted that is visible over the top of the reconstructed earthworks on the Citadel ramparts, from an eye-level of 5.5 feet above ground level in the Parade Square of the Citadel.
- 6.3.3 Policy 6.3.2 above shall not be deemed to waive any other height or angle controls.
- The City shall attempt to maintain the integrity of those areas, sites, streetscapes, structures, and/or conditions which are retained through encouragement of sensitive and complementary architecture in their immediate environs.

IMPLEMENTATION POLICIES

3 - 1	Repealed 6 June 1990
3.1.1	The City shall review all applications to amend the zoning bylaws or the zoning map in such areas for conformity with the policies of this Plan with particular regard in residential areas to Section II, Policy 2.4.
3.2	For those areas identified in Section II, Policy 2.5.2 of this Plan, the City shall, pursuant to the authority of Section 33(2)(b) of the Planning Act, establish such development control regulations as are necessary to implement the policies of this Plan.