



PO Box 1749 Halifax, Nova Scotia B3J 3A5 Canada

> North West Planning Advisory Committee April 4, 2007

TO:

Chair and Members of North West Planning Advisory Committee

SUBMITTED BY:

Paul Dunphy, Director of Community Development

DATE:

March 13, 2007

SUBJECT:

Case 00964: Application to Rezone 43, 47, 51, 55, 50, 63, 67, 67A, 71,

75, 79, 88 and 87 Nordic Crescent, Sackville

#### **ORIGIN**

Receipt of a petition by North West Community Council to rezone properties on Nordic Crescent from the R-2 (Two Unit Dwelling) Zone to the R-1 (Single Unit Dwelling) Zone "to reflect the single family nature of the neighbourhood". North West Community Council subsequently requested that staff review the rezoning request.

#### **RECOMMENDATION**

It is recommended that North West Community Council:

• Reject the proposed rezoning of properties at 43, 47, 51, 55, 59, 63, 67, 67A, 71, 75, 79, 83 and 87 Nordic Crescent, Sackville from the R-2 (Two Unit Dwelling) Zone to the R-1 (Single Unit Dwelling) Zone.

#### **BACKGROUND**

## Location, Designation and Zoning:

• The 12 subject properties are located on Nordic Crescent in Sackville (Map 1). Of the 12 properties, civic numbers 43, 47, 51, 67, 67A, 71 and 83 are presently developed as two unit dwellings. The remaining addresses contain single unit dwellings.

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• The properties fall within the plan area of the Sackville Municipal Planning Strategy (MPS) and are designated Urban Residential (Map 1). This designation is a priority area for residential development and uses supportive of residential environments.

• The subject properties are zoned R-2 (Two Unit Dwelling) Zone under the Sackville Land Use By-law (LUB) and this zone has applied to these properties since the adoption of the initial MPS in 1982. The zone permits single and two unit residential uses as well as limited scale day care facilities, bed and breakfast uses and limited business uses.

Surrounding Land Uses: The subject properties are surrounded by residential development.

- Nordic Crescent contains a mix of R-1 and R-2 zoned properties.
- All properties on Neily Drive, an adjacent residential street to the east, are zoned R-1.
- Riverside Drive, an adjacent residential street to the west, that backs onto the subject properties contains a mix of R-1 and R-2 zoning.

**Synopsis of Proposal**: North West Community Council requested that Staff review the proposal to rezone the subject properties from R-2 (Two Unit Dwelling) Zone to R-1 (Single Unit Dwelling) Zone. The R-2 Zone permits two unit dwellings while the R-1 Zone permits only single unit dwellings.

**Enabling Policy:** Policies UR-2 and UR-3 (Appendix A) of the Sackville MPS establish the R-1 Zone as the base zone for the Urban Residential designation. Although the Sackville MPS does not specifically enable rezoning to the R-1 Zone, legal precedent has identified that a rezoning can be considered provided that it is reasonably consistent with the intent of the MPS.

#### **DISCUSSION**

The following is an evaluation of the proposed rezoning relative to the applicable policies of the Sackville MPS (refer to Attachment "A" for policy excerpts):

**Policy Intent**: The Urban Residential designation is designed to recognize the importance of the single unit dwelling environment while also acknowledging the need for higher density residential uses and those uses supportive of residential environments. Despite the absence of a specific enabling policy, staff are of the opinion that the proposal may be considered by

<sup>&</sup>lt;sup>1</sup>Lewis v. North West Community Council of Halifax Regional Municipality

Community Council as both the existing and proposed zoning fall under the Urban Residential designation.

However, the MPS establishes a need to provide opportunities for various types of housing and indicates, "The intention of the strategy is to establish a housing mix within the Plan Area which meets the housing needs of all Plan Area residents. These needs change as economic conditions and factors such as age, family size and income change." Policy UR-3 identifies Council's intention to provide a mix of housing types within the Plan Area and sets a ratio of 70:30 as a general objective for housing mix between single unit dwellings and other types of residential units.

How would the proposal impact the stated intention of the Sackville MPS to address, "the housing needs of all Plan Area residents"? Building permit information indicates that approximately 83% of new housing units constructed within the Sackville Plan Area since 2000 have been single unit dwellings. Rezoning the subject area to R-1 would restrict permitted residential uses to single units dwellings only where, by comparison, the current R-2 zoning permits both single and two unit dwellings. Policy UR-4 establishes that new, two unit dwellings can only be considered through an application to amend the land use by-law. Such a proposal would be subject to more restrictive zoning requirements than existing R-2 properties and must include a buffer of R-1 zoned properties abutting any properties zoned for single unit dwellings. The existing R-2 zoning allows for single unit dwellings within the subject area to be converted to two unit dwellings in a much more flexible manner that does not require amendments to the Land Use By-law.

Would the proposal impact the development potential of the subject properties? The existing two unit dwellings within the area would become nonconforming uses if the entire area was rezoned to R-1. Accordingly, we would not be able to issue any permits for expansions to these dwellings. The remaining single unit dwellings would be able to expand subject to meeting the requirements of the R-1 zone.

**Public Information Meeting:** A public information meeting was held on November 29, 2006. Minutes of the meeting constitute Attachment D. The notification area is indicated on Map 3. If Community Council decides to hold a public hearing regarding this application, property owners within the notification area identified on Map 3 will be notified.

Conclusion: Single unit dwellings represent approximately 83% of new housing units constructed within the Plan Area since the year 2000. New, two unit dwellings may only be considered via amendments to the LUB and are subject to more restrictive zoning provisions and buffering requirements than existing R-2 zoned properties. Staff recommend that the request to rezone the subject properties from R-2 to R-1 be rejected based on consideration of the overall intent of the Urban Residential designation. Staff are of the opinion that instances of R-2 zoning,

such as the subject area on Nordic Crescent, provide an opportunity to address current and future housing needs resulting from changing economic and demographic conditions in a manner that is flexible (as compared to the Land Use By-law amendment process) and limited within the Plan Area to existing R-2 zoned areas.

## **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 refuse the proposed rezoning of the subject properties and in doing so must provide reasons based on a conflict with MPS policies. This is the recommended action.
- 2. Council may choose to approve the proposed rezoning. This is not the recommended course of action. Should Council approve the application, Staff recommend that 43, 67, 67A and 83 Nordic Crescent be excluded from the rezoning so as not to become nonconforming structures. Staff have attached the requisite amendments as Attachment E.

#### **ATTACHMENTS**

p 1	Generalized Future Land Use Map
p 2	Zoning Map/Site Map
p 3	Notification Area
achment A	MPS Policies
achment B	LUB Requirements for R-1 Zone
achment C	
achment D	
achment E	Amendments to the Sackville LUB
p 3 achment A achment B achment C achment D	Notification Area MPS Policies LUB Requirements for R-1 Zone LUB Requirements for R-2 Zone Public Information Meeting Minutes - November 29, 2006

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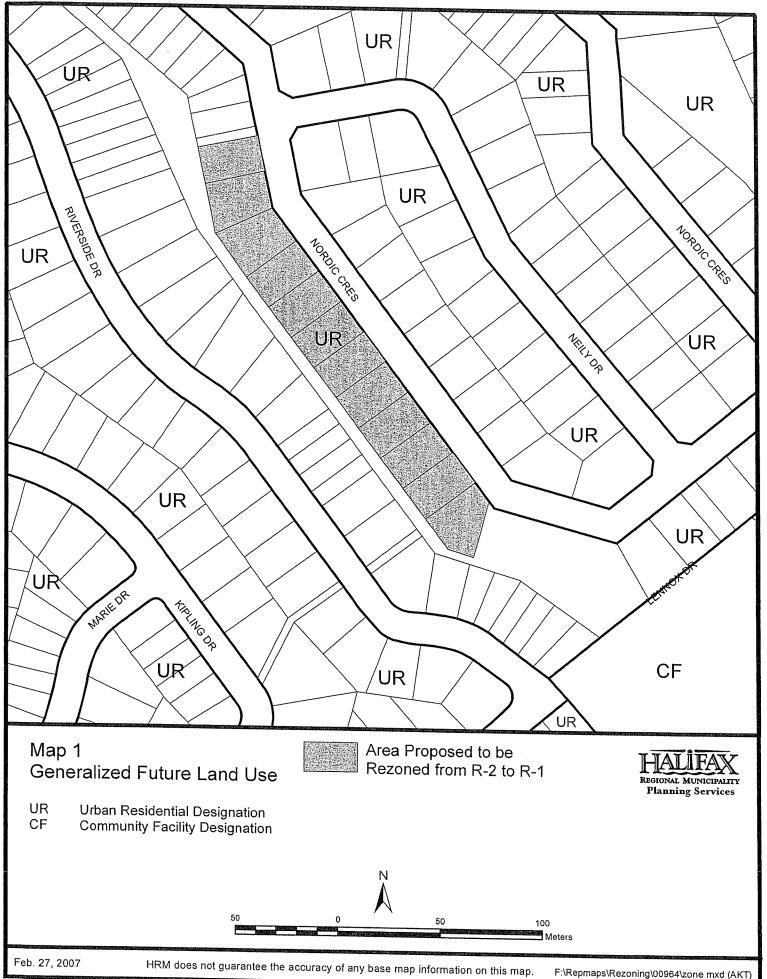
A copy of this report can be obtained online at <a href="http://www.halifax.ca/commcoun/cc.html">http://www.halifax.ca/commcoun/cc.html</a> then choose the appropriate Community Council and meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by:

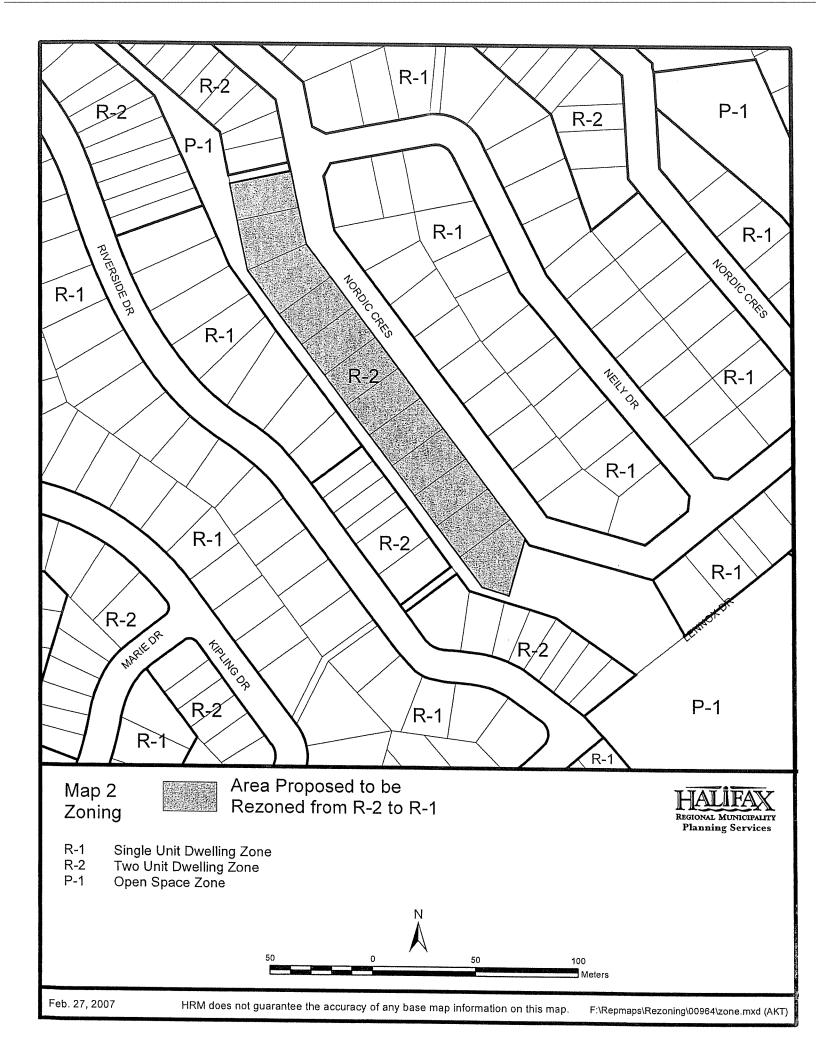
Joseph Driscoll, Planner I, Community Development, 869-4262

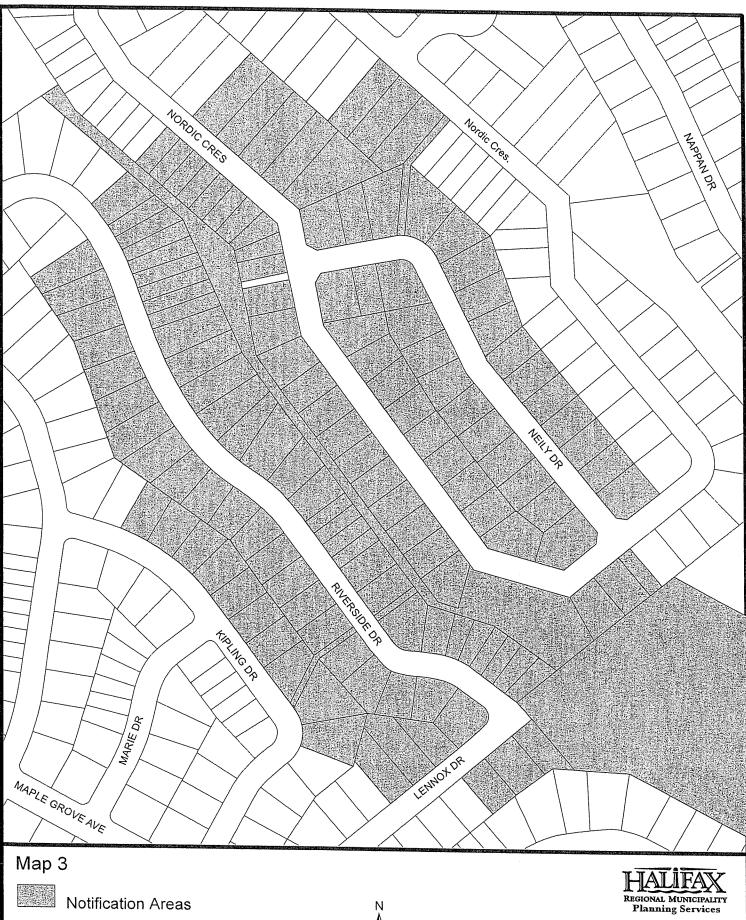
Report Approved by:

Kelly Denty, Acting Manager of Planning Services, 490-6011



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# Attachment "A" Relevant MPS Policy

## **URBAN RESIDENTIAL DESIGNATION**

The Urban Residential Designation is designed to recognize the importance of the single unit dwelling environment with its associated activities such as home business uses, and yet acknowledge the need for higher density residential, larger day care facilities, medical clinics and local commercial development. The Urban Residential Designation will be the priority area for future residential development.

- UR-1 In recognition of the established residential community and the need to provide for a variety of residential opportunities as the community continues to grow and evolve, it shall be the intention of Council to establish the Urban Residential Designation, as shown on the Map 1 Generalized Future Land Use. The designation shall constitute the priority area for continuing residential development and for those uses which are supportive of residential environments.
- UR-2 Within the Urban Residential Designation, it shall be the intention of Council to establish a single unit dwelling residential zone which permits single unit dwellings and open space uses, and provides for the use of dwellings for limited business and day care uses within a dwelling. In addition, controls relative to vehicular parking, the number and size of signs, and open storage and outdoor display shall be established within the land use bylaw.

#### Housing Mixture

This planning strategy, through its various policies, provides for the accommodation of a variety of housing types. The intention of the strategy is to establish a housing mix within the Plan Area which meets the housing needs of all Plan Area residents. These needs change as economic conditions and factors such as age, family size and income change. The necessity to provide a housing mix was also recognized as an objective in the Halifax-Dartmouth Regional Development Plan; however, a specific housing mix ratio was not identified.

In the period since the adoption of an initial planning strategy in 1982, approximately 2,606 single unit dwellings were constructed, accounting for approximately sixty-one per cent of total new housing in the Plan Area. Two unit dwellings accounted for approximately eighteen per cent (758 units) and multiple unit dwellings and townhouse dwellings accounted for approximately eleven per cent (467 units). In addition, a total of 411 mobile dwellings (ten per cent) were added to the total housing stock.<sup>2</sup>

<sup>&</sup>lt;sup>2</sup> Department of Planning and Development, 1993.

The extensive residential development which has occurred in the Plan Area since 1982 has resulted in only a minor redistribution of the housing mix as indicated in Table 6. In 1981, single unit dwellings comprised 68% of the Plan Area's housing stock. By 1993, the proportion of single unit dwellings to other forms of housing comprised 65%. During this same period, the proportion of higher density residential units increased from 32% to 35%.

Table 6: Housing Distribution by Dwelling Type 1981-1993

Dwelling		Year		
Туре	1981¹	1986¹	1993²	
Single Unit Two Unit Multiple Unit Mobile	3670 (68%) 675 (13%) 405 (8%) 615 (11%)	4270 (66%) 950 (15%) 585 (9%) 620 (10%)	6276 (65%) 1433 (15%) 872 (9%) 1026 (11%)	
Total No. of Units	5365	6425	9607	

Source:

- 1. Census of Canada, 1981 and 1986
- 2. Municipal Building Inspector's Monthly Reports

In providing for a mixture of housing types with emphasis on single unit development, the planning strategy sets out specific criteria and procedures for considering two unit dwellings, mobile dwellings, townhouses and multiple unit dwellings. A ratio of low density (single unit) housing to higher density housing of 70:30 is established as a general target for an overall housing mix in the Plan Area, and is intended to provide direction in the consideration of development proposals.

UR-3 It shall be the intention of Council to establish a general objective of 70:30 as a housing mixture ratio between single unit dwellings and other types of residential dwelling units within the Plan Area.

## Two Unit Dwellings

There are significant community concerns associated with the impact of two unit dwellings in primarily single unit neighbourhoods. These concerns exist both in the context of individual lot infill and with regard to subdivisions and portions of subdivisions proposed for two unit development, and are related both to the increases in density resulting from two unit development, and to the visual impact of these generally larger structures on existing single unit neighbourhoods.

New two unit dwellings are not considered appropriate either for infill situations or for new subdivisions where such structure would immediately abut existing single unit dwellings or neighbourhoods. New two unit development may be considered for undeveloped lands, provided that adequate separation and buffering from single unit dwelling neighbourhoods is provided

within the proposed development. Provisions will be established within the land use by-law to increase the minimum lot area and yard requirements for these new developments. This is intended to reduce the bulkier appearance of such dwelling types and to provide more space for parking and other amenities.

- UR-4 Notwithstanding Policy UR-2, within the Urban Residential Designation, it shall be the intention of Council to establish a residential zone which permits two unit dwellings in addition to all uses permitted in the single unit dwelling zone. Council shall only consider new two unit dwellings by amendment to the land use by-law and with regard to the following:
  - (a) that where a vacant lot or parcel of land to be rezoned abuts or is immediately adjacent to properties with single unit dwelling zoning, a buffer of single unit dwelling zoned lots, as shown on a tentative or final plan of subdivision, shall be maintained between existing and proposed development;
  - (b) that streets are not considered to constitute part of the buffer and, except for individual lot infill, parkland with an area of less than one acre and a depth of less than one hundred (100) feet shall not constitute part of the buffer;
  - (c) that municipal central services are available and capable of supporting the development;
  - (d) where new roads are being proposed as part of the development, an evaluation of the proposed road layout and the impacts on traffic circulation in the surrounding area; and
  - (e) the provisions of Policy IM-13.

## **IMPLEMENTATION**

- IM-13 In considering amendments to the land use by-law or development agreements, in addition to all other criteria as set out in various policies of this planning strategy, the Sackville Community Council shall have appropriate regard to the following matters:
  - (a) that the proposal is in conformity with the intent of this planning strategy and with the requirements of all other municipal by-laws and regulations;
  - (b) that the proposal is not premature or inappropriate by reason of:
    - the financial capability of the Municipality to absorb any costs relating to the development;
    - (ii) the adequacy of sewer and water services;
    - (iii) the adequacy or proximity of school, recreation and other community facilities;
    - (iv) the adequacy of road networks leading or adjacent to, or within the development; and
    - (v) the potential for damage to or for destruction of designated historic buildings and sites.

- (c) that controls are placed on the proposed development so as to reduce conflict with any adjacent or nearby land uses by reason of:
  - (i) type of use;
  - (ii) height, bulk and lot coverage of any proposed building;
  - (iii) traffic generation, access to and egress from the site, and parking;
  - (iv) open storage;
  - (v) signs; and
  - (vi) any other relevant matter of planning concern.
- (d) that the proposed site is suitable in terms of steepness of grades, soil and geological conditions, locations of watercourses, potable water supplies, marshes or bogs and susceptibility to flooding;
- (e) any other relevant matter of planning concern; and
- Within any designation, where a holding zone has been established pursuant to "Infrastructure Charges Policy IC-6", Subdivision Approval shall be subject to the provisions of the Subdivision By-law respecting the maximum number of lots created per year, except in accordance with the development agreement provisions of the MGA and the "Infrastructure Charges" Policies of this MPS.

## Attachment "B" LUB Requirements for R-1 (Single Unit Dwelling) Zone

## PART 6: R-1 (SINGLE UNIT DWELLING) ZONE

## 6.1 R-1 USES PERMITTED

No development permit shall be issued in any R-1 (Single Unit Dwelling) Zone except for the following:

## Residential Uses

Single unit dwellings

Existing mobile home parks

Day care facilities for not more than fourteen (14) children and in conjunction with permitted dwellings

Business uses in conjunction with permitted dwellings

Bed and breakfasts

#### Community Uses

Open space uses

## 6.2 <u>R-1 ZONE REQUIREMENTS: RESIDENTIAL USES</u>

In any R-1 Zone, where uses are permitted as residential uses, no development permit shall be issued except in conformity with the following:

central services on-site services m <sup>2</sup> )	6,000 square feet (558 m <sup>2</sup> ) 20,000 square feet (1858.1
central services	60 feet (18.3 m) 100 feet (30.5 m)
on site services	100 1001 (30.3 111)
20 feet (6.1 m)	
,	
8 feet (2.4 m)	
35 per cent	
•	
35 feet (10.7 m)	
,	
20 feet (6.1 m)	
	on-site services m²) central services on-site services 20 feet (6.1 m) 8 feet (2.4 m) 35 per cent 35 feet (10.7 m)

# Attachment "C" LUB Requirements for R-2 (Two Unit Dwelling) Zone

## <u>PART 8</u>: <u>R-2 (TWO UNIT DWELLING) ZONE</u>

## 8.1 <u>R-2 USES PERMITTED</u>

No development permit shall be issued in any R-2 (Two Unit Dwelling) Zone except for the following:

#### Residential Uses

Single unit dwellings

Two unit dwellings

Day care facilities for not more than fourteen (14) children and in conjunction with permitted dwellings

Bed and breakfasts in conjunction with permitted dwellings Business uses in conjunction with permitted dwellings

#### Community Uses

Open space uses

## 8.2 <u>R-2 ZONE REQUIREMENTS: RESIDENTIAL USES</u>

any R-2 (Two Unit Dwelling) Zone, where uses are permitted as Residential Uses, no development permit shall be issued except in conformity with the following:

## Two Unit Dwellings

Minimum Lot Area 7,000 square feet (650

7,000 square feet (650.3 m<sup>2</sup>) or 3,500 square feet

(325.2 m<sup>2</sup>) per dwelling unit where each dwelling unit of a two unit dwelling is located on a separate

lot and where central services are available;

20,000 square feet (1858.1 m<sup>2</sup>) where central

services are not available;

Minimum Frontage

70 feet (21.3 m), or 35 feet (10.7 m) per unit where each dwelling unit of a two unit dwelling is located on a separate lot and where central services are

available;

100 feet (30.5 m) where central services are not

available;

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Minimum Front or

Flankage Yard

30 feet (9.1 m)

Minimum Rear or

Side Yard

10 feet (3 m) or 0.0 feet (0.0 m) from the side being

common with another dwelling unit

Maximum Lot

Coverage

35 percent

Maximum Height

of Main Building

35 feet (10.7 m)

Minimum Width of

Main Building

20 feet (6.1 m)

(b) Where single unit dwellings are permitted in any R-2 Zone, the requirements of Section 6.2 shall apply.

## 8.8 EXEMPTION: EXISTING R-2 ZONED LOTS

(a) Notwithstanding the requirements of Section 8.2, where uses are permitted as Residential Uses on any developed R-2 zoned lands, no development permit shall be issued except in conformity with the following:

Minimum Lot Area: 6,000 square feet (557.4 m<sup>2</sup>) or 3,000 square feet (278.7 m<sup>2</sup>)

per dwelling unit where each dwelling unit of a two unit dwelling is located on a separate lot and where central services are available 20,000 square feet (1858.1 m<sup>2</sup>) where

central services are not available.

Minimum Frontage: 60 feet (18.3 m), or 30 feet (9.1 m) per unit where each

dwelling unit of a two unit dwelling is located on a separate

lot and where central services are available.

100 feet (30.5 m) where central services are not available.

Minimum Front or

Flankage Yard

20 feet (6.1 m)

Minimum Rear or

Side Yard

8 feet (2.4 m) or 0.0 feet (0.0 m) from the side being

common with another dwelling unit.

Maximum Lot Coverage

35 percent

Maximum Height of

Main Building

35 feet (10.7 m)

Minimum Width of

Main Building

20 feet (6.1 m)

(b) For the purposes of Subsection 8.8(a), "developed R-2 zoned lands" shall include any R-2 (Two Unit Dwelling) zoned lands for which a completed tentative or final plan of subdivision application was submitted in accordance with the requirements of the Subdivision By-law, prior to the date of the first publication of the notice of the intention to adopt this By-law.

North West PAC April 4, 2007

## Attachment "D" Public Information Meeting Minutes, November 29, 2006

## HALIFAX REGIONAL MUNICIPALITY PUBLIC INFORMATION MEETING CASE NO. 00964 - Nordic Crescent Rezoning

7:00 p.m.

Wednesday, November 29, 2006 Sackville Library, Fenerty Room

IN ATTENDANCE:

Andrew Bone, Planner I, HRM Planning Services

Cara McFarlane, Administrative Support, HRM Planning Services

ALSO PRESENT:

Councillor Bob Harvey, District 20

Walter Regan, North West Planning Advisory Committee

(NWPAC) and Sackville Water Association

Jim Sullivan, North West Planning Advisory Committee

**PUBLIC IN** 

ATTENDANCE:

Approximately 9

The meeting commenced at approximately 7:00 p.m.

## Opening remarks/Introductions/Purpose of meeting - Andrew Bone

Mr. Bone introduced himself as the Planner taking the application through the planning process; Bob Harvey, Councillor for District 20; and Cara McFarlane, Administrative Assistant.

Mr. Bone showed and reviewed the agenda for the public information meeting.

The purpose of a public information meeting is to identify that HRM has an active application on file for the proposal, to identify the scope of the proposal and to receive any feedback from the public.

## Overview of planning process

A rezoning basically changes the land use rights on a particular property. The list of permitted uses for the R-1 and R-2 Zones were shown on the screen. Within the R-1 Zone the two unit dwelling option is not available. This is the main difference between the two zones.

The rezoning process was explained and shown on the screen.

## **Presentation of Proposal**

This application is a request by North West Community Council (NWCC) to consider amending the Sackville Land Use By-law to rezone 43, 47, 51, 55, 59, 63, 67, 67A, 71, 75, 79, 83 and 87 Nordic Crescent from R-2 (Two Unit Dwelling) Zone to R-1 (Single Unit Dwelling) Zone.

Councillor Harvey received a petition through the NWCC process requesting that these properties be rezoned from their current zone to a R-1 Zone.

The properties in question were shown on the screen. The lots are zoned R-2. The properties to the north are zoned R-2, to the east are primarily R-1, and to the west there is a mixture of R-1 and R-2.

If the properties are rezoned to R-1, the ability to construct a new two unit dwelling or to convert an existing dwelling would be lost. Changing the rights on the property could result in a negative implication on the property values.

The change in zoning has no effect on any existing legal two unit dwellings in this section. They could be rezoned to R-1 but it has no significant effect on the property because once the use is legally established the municipality does not have a right to remove that use. They become non-conforming which means they are legally established and they have rights to continue even if the zone states otherwise.

The removal of two unit dwellings in this area does decrease housing options in the area and can make housing less affordable. The loss of the R-2 Zone will cause a property owner to lose the right to create a second unit which could be very valuable.

Once the property is rezoned, it is nearly impossible to revert back as the criteria has to be met.

Mr. Bone asked for show of hands as to how many property owners currently have two unit dwellings on their properties. Civic numbers 43, 67 and 83 Nordic Crescent have two unit dwellings. These would remain as long as permits were issued. There were six property owners in attendance.

#### **Questions and Comments**

Robert Fancy, Nordic Crescent, said when he first built he was told by the Nova Scotia Housing Commission that he could build a single family dwelling and nothing else. Now the houses are being rented. Mr. Bone will track the zoning as far back as he can.

Mr. Fancy was under the impression that if there were two units there had to be two exits from upstairs and downstairs of the building. Mr. Bone will have to find out if these units were legally established. If they are not legal, they will not be grandfathered under the R-2 Zone with those established rights. These are building code issues which are taken quite seriously. Mr. Fancy feels the renters have no respect for other properties as well as their own.

Fred Montford, Nordic Crescent, asked how the R-2 Zone was determined at that time. Mr. Bone explained that the Housing Commission probably chose either one or two unit dwelling for whatever reason. It may have been the market or existing conditions at that time. Mr. Montford said many property owners are not aware of what their property is zoned.

Bernard Stockley, Cartier Crescent, owner of 67 Nordic Crescent, expressed his comments through a letter that he read to the public. The letter referenced how the Housing Commission gave his family a window of opportunity when they first started out by providing affordable two unit dwellings on Nordic Crescent. He urged Council to a) respect the intent of the tremendous initiatives from the Nova Scotia Housing Commission occurring in 1960's/70's; b) maintain and build affordable housing; c) respect the right of people to make life plans and decisions based on the rules of today; and d) not reduce the property values. He is against this proposal as accessible, affordable housing will be lost.

Mr. Bone thanked everyone for coming to the meeting and expressing their comments and concerns.

#### Adjournment

The meeting adjourned at approximately 7:37 p.m.

# Attachment "E" Amendments to the Land Use by-law for Sackville

BE IT ENACTED by the North West Community Council of the Halifax Regional Municipality that the Bedford Land Use By-law as enacted by Bedford Town Council on the 26 th day of March 1996 and approved by the Minister of Municipal Affairs on the 17<sup>th</sup> day of May 1996 as amended, is hereby further amended as follows:

1. The Sackville Zoning Map (Schedule "A") shall be amended by rezoning 47, 51, 55, 59, 63, 71, 75, 79, and 87 Nordic Crescent from Two Unit Dwelling (R-2) Zone to Single Unit Dwelling (R-1) Zone as shown on the attached Schedule "A".

I HEREBY CERTIFY that the amendments to the
Sackville Land Use By-law as set out above, were
passed by a majority vote of the whole Northwest
Community Council at a meeting held on the
day of, 2007
GIVEN under the hands of the Municipal Clerk and
under the Corporate Seal of the Halifax Regional
Municipality this day of, 2007
Jan Gibson
Municipal Clerk