



PO Box 1749 Halifax, Nova Scotia B3J 3A5 Canada

Halifax Regional Council
June 17, 2008
July 8, 2008

TO:

Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY:

Councillor David Hendsbee, Vice- Chair, Regional Plan Advisory

Committee

DATE:

May 29, 2008

**SUBJECT:** 

Case 00798: Amendments to Regional Planning Strategy:

Dartmouth's Viewplanes and View Corridors

## **ORIGIN**

Regional Plan Advisory Committee meeting of May 28, 2008.

## RECOMMENDATION

The Regional Plan Advisory Committee recommended that Regional Council:

- 1. Give First Reading to consider an amendment to the Regional Municipal Planning Strategy, Dartmouth MPS and Downtown Dartmouth SPS and Land Use By-Law as provided in Attachments A, B, C, and D of the staff report dated May 13, 2008, attached as Attachment 1 to this report, and schedule a Public Hearing.
- 2. Approve the amendments to the Regional Municipal Planning Strategy, Dartmouth MPS and Downtown Dartmouth SPS and Land Use By-Law regarding Dartmouth's Viewplanes and View Corridors as provided in Attachments A, B, C and D of the staff report dated May 13, 2008, attached as Attachment 1 to this report.

## 2

## BACKGROUND

The subject lands are situated on Alderney Drive and were the site of the former Dartmouth Marine Slips. The Waterfront designation and Marine Business Zone applied to the lands no longer reflects its present or intended future use due to the closure of the shipyards and disposal of the property. The Developer (The Anchorage at Dartmouth Cove Property Development Inc. and Olivia Ferris Ltd.) wishes to re-develop the property by creating a mixed-use development consisting of primarily residential use with commercial, office, hotel, institutional and park/open space uses. Therefore, the Developer is requesting a change to the Waterfront designation and the creation of site specific policy that would enable Council to consider the proposed development by development agreement.

For further detail, see page 2 of the staff report dated May 13, 2008 attached as Attachment 1 to this report.

## **BUDGET IMPLICATIONS**

There are no budget implications associated with this report. See page 5 of the staff report dated May 13, 2008 attached as Attachment 1 to this report.

## 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**

See page 6 of the staff report dated May 13, 2008 attached as Attachment 1 to this report.

## **ATTACHMENTS**

1. Staff report dated May 13, 2008.

A copy of this report can be obtained online at <a href="http://www.halifax.ca">http://www.halifax.ca</a> or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Chris Nev

Chris Newson, Legislative Assistant, 490-6732

## Attachment 1



PO Box 1749 Halifax, Nova Scotia B3J 3A5 Canada

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Regional Planning Advisory Committee May 21, 2008

TO:

Chair and Members of Regional Planning Advisory Committee

SUBMITTED BY:

Denise Schofield, Acting Director of Community Development

DATE:

May 13, 2008

**SUBJECT:** 

Case 00798 - Amendments to Regional Planning Strategy:

Dartmouth's Viewplanes and View Corridors

## **ORIGIN**

Application by EDM Limited to amend the Regional Municipal Planning Strategy, the Dartmouth Municipal Planning Strategy, and the Downtown Dartmouth Secondary Planning Strategy and Land Use By-law to permit the construction of a mixed-use development by development agreement on the former Dartmouth Marine Slips property, Alderney Drive, Dartmouth.

## **RECOMMENDATION**

It is recommended that the Regional Planning Advisory Committee recommend that Regional Council:

- 1. Move notice of motion to consider an amendment to the Regional Municipal Planning Strategy, Dartmouth MPS and Downtown Dartmouth SPS and Land use By-law as provided in Attachments A, B, C, and D of this report and schedule a Public Hearing; and
- 2. Approve the amendments to the Regional Municipal Planning Strategy, Dartmouth MPS and Downtown Dartmouth SPS and Land use By-law regarding Dartmouth's Viewplanes and View Corridors as provided in Attachments A, B, C, and D of this report.

### BACKGROUND

The subject lands are situated on Alderney Drive and were the site of the former Dartmouth Marine Slips in Dartmouth (Map 1). Since the adoption of the Downtown Dartmouth Secondary Planning Strategy (SPS) in 2000, the former Dartmouth Marine Slips property has been vacated by Irving Shipbuilding Corporation, and the marine industry operations have ceased. The Lands has been sold to the Developer (The Anchorage at Dartmouth Cove Property Development Inc. and Olivia Ferris Ltd.). The Developer wishes to re-develop the property by creating a mixed-use development consisting of primarily residential uses; but also commercial, office, hotel, institutional and park/open space uses.

## Lands/Designation/Zoning

• Lands:

consists of 6 lots, including pre-confederation water lots, covering a total area of 30 acres (9 acres of land). Under the project, 8.2 acres of the water lots will be in-filled for a total land area of approximately 17 acres.

• Designation:

The Lands are designated "Waterfront" which permits a broad mix of land uses, with a special emphasis on public and water related uses that are dependent, related or enhanced by a waterfront location (Map 2). The designation is split into two distinct areas the "Alderney Landing and West Waterfront Areas" and "Dartmouth Cove - East Waterfront Areas" (Map 3). The subject lands are located within the Dartmouth Cove - East Waterfront Areas which are intended to provide for the continued operation of marine industry in this area.

Zoning:

lands are zoned "Marine Business" which permit the development of a limited range of low impact marine businesses, commercial, recreation, and light industrial uses compatible with the adjacent residential neighbourhood.

### **Existing Policy**

The Waterfront designation did not anticipate the closure of the shipyards and disposal of the lands. Therefore, the Waterfront designation and Marine Business Zone applied to the lands no longer reflects its present or intended future use. The Developer is requesting a change to the Waterfront designation and the creation of site specific policy that would enable Council to consider the proposed development by development agreement.

The lands are situated within an area of Dartmouth that are covered by Viewplane and View Corridor policies. These polices are contained within the Regional Municipal Planning Strategy (RMPS), Dartmouth Municipal Planning Strategy and the Downtown Dartmouth Secondary Planning Strategy and Land Use By-law (Attachments E, F & G).

<u>Viewplanes</u>

The Dartmouth MPS contains policy protecting certain viewplanes from the Brightwood Golf Course and the Dartmouth Common. Protection of the viewplanes is achieved through building height maximums above sea level. A three-block section of Downtown Dartmouth bounded by the rear of lands fronting on Portland Street and north of Alderney Drive, and extending east to Wentworth Street permits buildings up to 200 feet in height (Attachment H). To date, no buildings have been constructed within this block to the permitted height maximum.

## View Corridors

The Downtown Dartmouth SPS contains policy preserving the street corridor views of the Halifax Harbour and Halifax skyline on those street oriented towards the harbour (Map 2). Three view corridors are oriented toward the proposed development and the harbour including Prince Street, Alderney Drive, and King Street.

The Regional Municipal Planning Strategy (Policy CH-5) requires Council to support the view corridors and viewplane polices and regulations adopted under Dartmouth's planning documents and further prohibits relaxation of these provisions through the development agreement process. Any alteration of the established views and viewplane policies and regulations requires an amendment to the Regional MPS, the Dartmouth MPS, and the Downtown Dartmouth SPS and Land Use Bylaw.

## Proposal

The Developer wishes to create a mixed-use development on the lands consisting primarily of residential units containing a mix of townhouses and mid and high rise units, commercial/retail uses, office space, institutional uses, and a hotel (Attachment I "Proposed Site Plan" & Attachment J "Architectural Rendering Aerial View"). To access the development, other than from King Street a grade-separated vehicular access is proposed over the Canadian National Rail line which separates the site from Alderney Drive. This access is required for emergency services in the event the atgrade King St. access becomes inaccessible. Parking will be accommodated through an underground parking facilities intended to create a predominately car-free pedestrian environment at ground level.

The proposal envisions building an extension to the Dartmouth waterfront trail system facilitating public waterfront access along the majority of the perimeter of the Lands. A private marina is proposed to offer marina berthing.

The proposal places emphasis on maintaining the traditional fabric of development in Downtown Dartmouth by extending the street grid layout and view corridors with the exception of the Prince Street and Alderney Drive view corridors which will be impacted by the development (Attachment K). Further, the development is subject to viewplane policies that restrict the height of buildings to a maximum of 150 feet above sea level. A portion of the lands are within the downstream shadow of a taller viewplane (maximum height of 200 feet) which raises the issue of taller buildings on the

lands in its shadow. Therefore, the applicant is requesting amendments to Dartmouth's viewplanes and view corridors.

## **Public Information Meetings:**

Public information meetings (PIMs) were held on February 20, 2006, July 5, 2006 and September 19, 2007. Three meetings were required as the re-development proposal was substantially revised by the applicant based upon public and staff input. Main issues of concern raised at the meetings included ensuring public access to the waterfront, restricting the in-filling of Dartmouth Cove, and compatibility of the scale of development with Downtown Dartmouth.

Should Council agree to schedule a public hearing for this application, public notices advertising the hearing will be placed in the Chronicle Herald newspaper. Written notification will be provided to property owners within the notification area as shown on Map 1, as well as attendees of the PIMs who provided contact information.

### **DISCUSSION**

## <u>Viewplanes</u>

The Dartmouth viewplanes restrict the height of buildings within the development to 150 feet above sea level across the entire site. As shown on Attachment I, a portion of the development is situated within the shadow of a block that permits up to a maximum height of 200 feet above sea level. Currently, no buildings within the 200 foot block have been constructed, but could occur in the future. The applicants have requested that 3 buildings within the shadow be permitted to exceed the 150 foot height restriction but at no time would the buildings encroach into the viewplanes and restrict the view from Brightwood Golf Course.

The ability to construct a building within the shadow of a larger building above a pre-set height restriction is a common design practice. This approach has been used in Halifax, where provisions have been made in the Halifax Peninsula Land Use By-law to address this practice for downtown Halifax. With no reduction in the viewplanes from Brightwood, staff recommend that the viewplanes policies and land use by-law provisions be amended to permit larger buildings than the permitted maximum height in situations where a larger building or maximum height restriction does not impact the existing viewplanes penetration. The amendments required to implement the change is contained in Attachments A, B, C and D and will impact other areas of Downtown Dartmouth which experience similar conditions.

Staff have prepared a development agreement accommodating for the ability of an increase in building height above sea level if Council agrees to review the Dartmouth's viewplanes and view corridors. In-lieu of the new study, the existing height limitations of Map 7a (Attachment H) in the Dartmouth Plan shall apply; except within shadows of larger buildings or greater heights restrictions.

## View Corridors

Of the three view corridors extending across the Lands, the proposed development will impact the Alderney Drive and Prince Street corridors (Attachments L & M) . The Prince Street corridor will be impacted by a grade separated vehicular access ramp which is required for safety reasons. The ramp does not block the entire view corridor and the development extends the view corridor beyond the ramp to ensure a view of the harbour within the development.

The Alderney Drive view corridor is also impacted by the proposed grade separated ramp and proposed buildings and pedway which will significantly impact the view of Halifax and the harbour. Due to the existing vegetation, grade, and alignment of Alderney Drive, the corridor only provides a brief view when driving southbound on Alderney toward the harbour.

Under the proposed development, views along Alderney Drive, across from Admiralty Place, have been minimally impacted through the design of the proposed grade separated vehicular access ramp instead of a long "S" curve ramp blocking views. Further, the development expands upon Downtown Dartmouth's grid pattern which has resulted in the creation of new view corridors of Halifax and harbour (Attachment K). In addition, the development provides further opportunities for the public via a new Waterfront Promenade which extends along the vast majority of the waters edge (Attachment N).

Due to the impact on existing view corridors and the creation of new view corridors and new opportunities to view Halifax harbour, staff recommend that the Prince Street and Alderney Drive view corridors be amended and the new corridors be incorporated within Plan policy.

## Plan Amendment Process

Dartmouth's viewplanes and view corridors are referenced within the Regional MPS, the Dartmouth MPS, and Downtown Dartmouth SPS and Land Use By-law. Therefore, Regional Council must consider amendments to all four documents when amending the viewplanes and view corridors.

## **BUDGET IMPLICATIONS**

The HRM costs associated with processing this application can be accommodated within the approved C310 operating budget.

## 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 approve the proposed amendments to the Regional Municipal Planning Strategy, the Dartmouth Municipal Planning Strategy and the Downtown Dartmouth Secondary Planning Strategy and Land Use By-law. This is the recommended course of action.
- 2. Council may choose to refuse the proposed amendments to the Regional Municipal Planning Strategy, the Dartmouth Municipal Planning Strategy and/or the Downtown Dartmouth Secondary Planning Strategy and Land Use By-law. This alternative is not recommended for the reasons outlined in this report.

## **ATTACHMENTS**

Map 1	Zoning and Location
Map 2	Generalized Future Land Use
Map 3	Waterfront Areas
Attachment A Attachment B Attachment C Attachment D Attachment E Attachment F Attachment G Attachment H Attachment I Attachment J Attachment K Attachment L Attachment M Attachment M	Proposed Amendment to the Regional MPS (Viewplanes) Proposed Amendment to the Dartmouth MPS (Viewplanes) Proposed Amendment to the Downtown Dartmouth SPS (Viewplanes) Proposed Amendment to the Downtown Dartmouth LUB RMPS Policy Excerpts Dartmouth MPS Policy Excerpts Downtown Dartmouth SPS Policy Excerpts Map 7a of the Dartmouth MPS Proposed Site Plan Architectural Rendering Aerial View Proposed View Corridors and View Corridor Reductions Alderney Drive View Corridor Reduction Prince Street View Corridor Reduction Parks and Open Space Plan

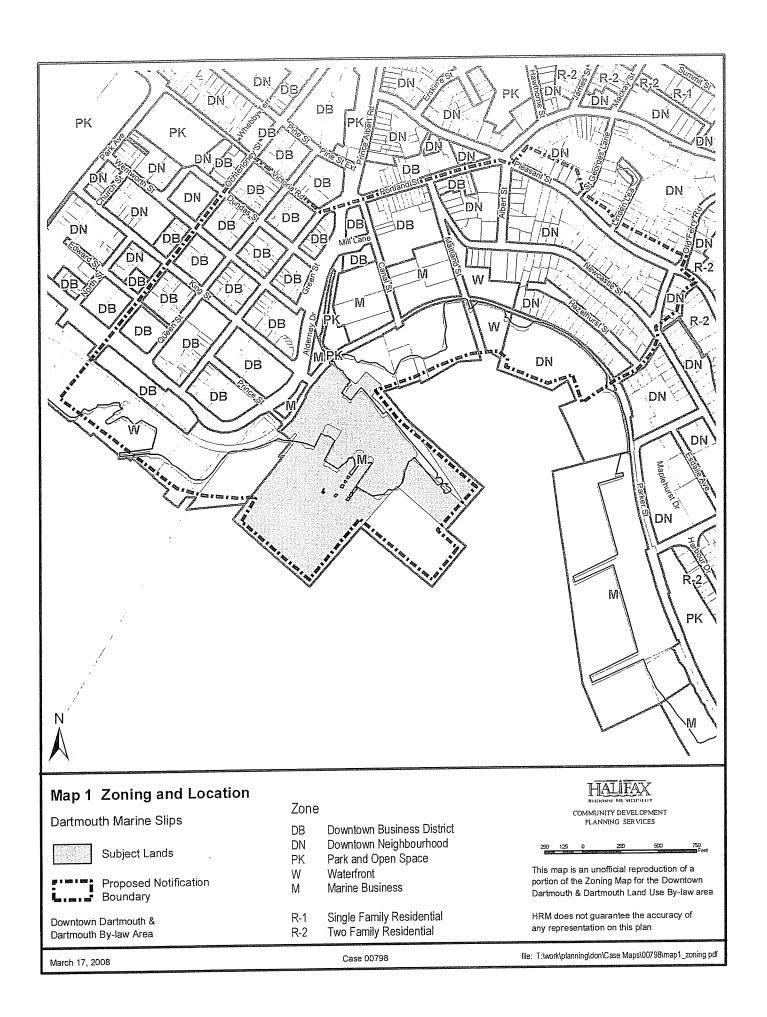
A copy of this report can be obtained online at <a href="http://www.halifax.ca/commcoun/cc.html">http://www.halifax.ca/commcoun/cc.html</a> then choose the appropriate Community Council and meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

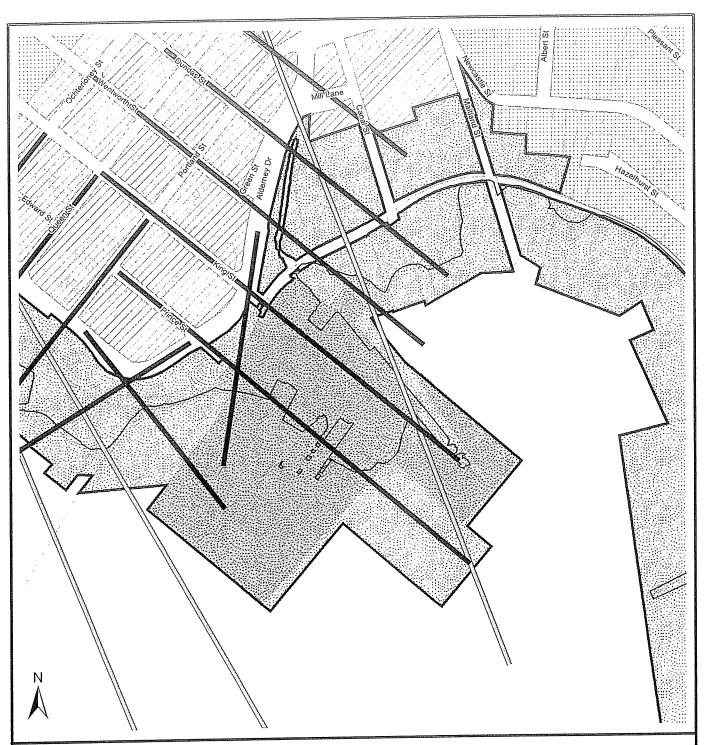
Report Prepared by:

David Lane, Senior Planner, 490-5719

Report Approved by:

Austin French, Manager of Planning Services, 490-6717





## Map 2 Generalized Fututre Land Use

Dartmouth Marine Slips



Subject Lands



View Corridors



View Planes

Downtown Dartmouth By-law

## Generalized Future Land Use



**Downtown Business District Downtown Neighbourhood** Waterfront

COMMUNITY DE VELOPMENT PLANNING SERVICES

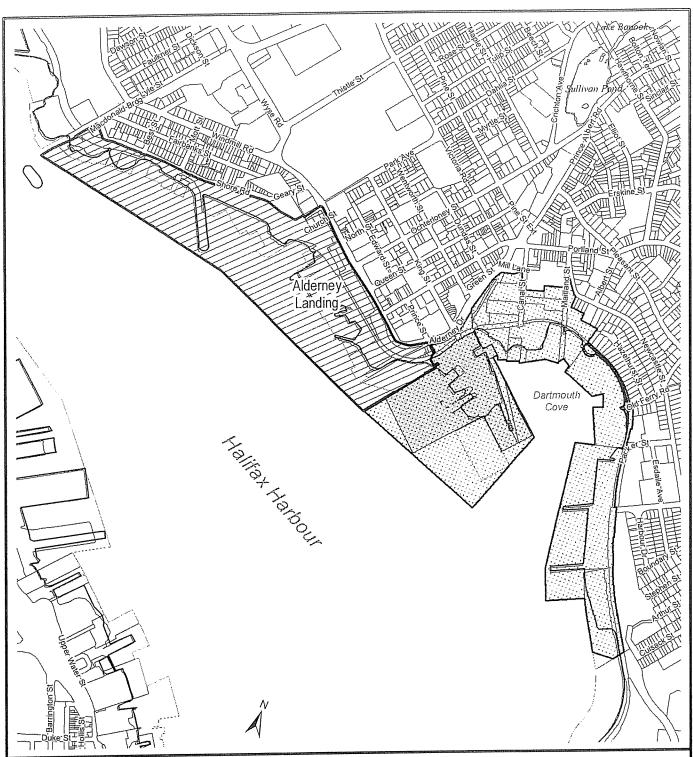
This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the Downtown Dartmouth MPS

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

March 17, 2008

Case 00798

file: /data3/work/planning/don/00798 mxd



## Map 3 Waterfront Areas

Dartmouth Marine Slips



March 17, 2008

Subject Lands



Dartmouth Cove -East Waterfront Areas



Alderney Landing and West Waterfront Areas



COMMUNITY DEVELOPMENT PLANNING SERVICES

0 140 280 550 840 Mile

This map is an unofficial reproduction of a portion of the Zoning Map for the Downtown Dartmouth Land Use By-law area

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

Downtown Dartmouth By-law

Case 00798

file: /data3/work/planning/don/00798.mxd

# Attachment A Proposed Amendment to the Regional MPS (Viewplanes & View Corridors)

- 1. The Regional Municipal Planning Strategy is hereby amended by adding the following new policies immediately after Policy CH-5:
  - "CH-5a Notwithstanding Policy CH-5, lands within the Brightwood Viewplane and Dartmouth Common Viewplane where the potential for downstream views are negated by existing structures or policy permitted building height, may be developed in a manner where the building height does not further impact the existing Viewplane penetration.
  - CH-5b Notwithstanding Policy CH-5, a reduction in a view corridor(s) may be permitted where it is demonstrated that additional view corridors will be created and/or an overall net gain of the intended protected view is achieved."

THIS IS TO CERTIFY that the amendments to the Regional Municipal Planning Strategy, as set out above, were passed by a majority vote of the Halifax Regional Council on the day of, 2008.
GIVEN under the hands of the Municipal Clerk and under the Corporate Seal of the Halifax Regional Municipality this day of, 2008.
Julia Horncastle Acting Municipal Clerk

# Attachment B Proposed Amendment to the Dartmouth MPS (Viewplanes)

- 1. The Municipal Planning Strategy for Dartmouth is hereby amended by adding the following new policy immediately after Policy Ea-3:
  - "Ea-3a Notwithstanding Policy Ea-3, lands within the Brightwood Viewplane and Dartmouth Common Viewplane where the potential for downstream views are negated by existing structures or policy permitted building height, may be developed in a manner where the building height does not further impact the existing Viewplane penetration."

THIS IS TO CERTIFY that the amendments to the Municipal Planning Strategy for Dartmouth, as set out above, were passed by a
majority vote of the Halifax Regional Council on the day of
, 2008.  GIVEN under the hands of the
Municipal Clerk and under the Corporate Seal of the Halifax
Regional Municipality this day of, 2008.
Julia Horncastle
Acting Municipal Clerk

# ${\bf Attachment} \ {\bf C} \\ {\bf Proposed \ Amendment \ to \ the \ Downtown \ Dartmouth \ SPS \ (Viewplanes \ \& \ View \ Corridors)} \\$

- 1. The Secondary Planning Strategy for Downtown Dartmouth is hereby amended by adding the following new policies immediately after Policy D-5:
  - "D-5a Notwithstanding Policy D-5, lands within the Brightwood Viewplane and Dartmouth Common Viewplane where the potential for downstream views are negated by existing structures or policy permitted building height, may be developed in a manner where the building height does not further impact the existing Viewplane penetration.
  - D-5b Notwithstanding Policy D-5, a reduction in a view corridor(s) may be permitted where it is demonstrated that additional view corridors will be created and/or an overall net gain of the intended protected view is achieved."

THIS IS TO CERTIFY that the	
amendments to the Secondary	
Planning Strategy for Downtown	1
Dartmouth, as set out above, wer	æ
passed by a majority vote of the	
Halifax Regional Council on the	
day of	,
2008.	
GIVEN under the hands of the	
Municipal Clerk and under the	
Corporate Seal of the Halifax	
Regional Municipality this	day
of, 2008.	
Julia Horncastle	
Acting Municipal Clerk	

# Attachment D Proposed Amendment to the Downtown Dartmouth Land Use By-law

The Downtown Dartmouth Land Use By-law is hereby amended by:

- 1. Inserting a new sub-section, in Part 12, immediately following sub-section 13 as follows:
  - "(14) Uses Which May be Considered by Development Agreement:
    Notwithstanding Part 12, Subsection 13 above, a mixed-use development containing residential, commercial, office, hotel, institutional, and park/open space uses on the Lands known as the former Dartmouth Marine Slips property, identified as PID Nos. 00130286, 00130419, 00130278 and 411642786

THIS IS TO CERTIFY that the amendments to the Downtown Dartmouth Land Use By-law, as set out above, were passed by a majority vote of the Halifax Regional Council on the day of, 2008.
GIVEN under the hands of the
Municipal Clerk and under the
Corporate Seal of the Halifax
Regional Municipality this day
of, 2008.
Julia Horncastle
Acting Municipal Clerk

## Attachment E RMPS Policy Excerpts

## 6.2.2 Scenic Views

Scenic resources are an important component of the cultural and heritage values of HRM. Significant views such as those from Citadel Hill and the Dartmouth Common to Halifax Harbour are of regional significance, and are already protected at the community planning level. Additional scenic views of Halifax Harbour will be considered through secondary and other associated planning processes. This Plan reinforces the importance of these views to the cultural identity of HRM, and seeks to extend these protections to other regionally significant views throughout HRM as identified through the Cultural Landscape Model for HRM.

Scenic views also include the gateways to HRM communities, often described as "the view from the road". These scenic entry routes should encompass the outstanding natural features and picturesque landscape qualities of the area. To retain scenic views and culturally significant landscapes, such as the Northwest Arm of Halifax Harbour, prominent coastal headlands and coastal villages, HRM will consider identifying and preserving views as a component of cultural landscapes. In these areas, measures will be taken to preserve the integrity of the scenic views and cultural landscapes of a community.

- CH-5 HRM shall support views and viewplane policies and regulations adopted under the Halifax Secondary Planning Strategy and Halifax Peninsula Land Use By-law and the Downtown Dartmouth Secondary Planning Strategy and Downtown Dartmouth Land Use By-law. These shall not be relaxed by way of any land use regulation or development agreement process. Any alteration shall only be considered as an amendment to this Plan.
- CH-6 HRM shall, when considering any alteration to the Armdale Rotary, consider maintaining the current views of the Northwest Arm from St. Margaret's Bay Road, Chebucto Road and Joseph Howe Drive.

## Attachment F Dartmouth MPS Policy Excerpts

(3) Views

NOTE: For information on views within the Downtown Dartmouth Plan Area, please refer to the Downtown Dartmouth Secondary Planning Strategy.

Since 1974, Dartmouth City Council has been dealing with a variety of views and their protection ranging from window views to the panoramic views from Brightwood.

In a report to Council dated December 5, 1974, the views to be protected were outlined and policies were established. These views included:

- (i) Deleted (RC-Jul 11/00; E-Sep 2/00)
- (ii) Deleted (RC-Jul 11/00; E-Sep 2/00)
- (iii) Deleted (RC-Jul 11/00; E-Sep 2/00)
- (iv) views from Brightwood Golf and Country Club

Deleted (Preamble) (RC-Jul 11/00; E-Sep 2/00)

- (a) Deleted (RC-Jul 11/00; E-Sep 2/00)
- (b) Deleted (RC-Jul 11/00; E-Sep 2/00)
- (c) Deleted (RC-Jul 11/00; E-Sep 2/00)
- (d) Under the category of semi-public views, there are the panoramic views of the Halifax skyline, the harbour, and approaches to the harbour as seen from the Brightwood Golf and Country Club. These views, although not available to the general public year round, at present, are among the most magnificent of all views available in Dartmouth.

The Zoning of the area affected should be such as to protect these panoramic views.

In areas where the existing zones may permit development to pierce this view, a height limitation should be applied (Map 7a, Policy Ea-3).

Policy Ea-3

It shall be the intention of City Council to protect the panoramic views of the Halifax Skyline and the harbour as seen from the Brightwood Golf and Country Club. Map 7a identifies a maximum height permitted above the mean sea level necessary to protect this view.

## Attachment G Downtown Dartmouth SPS Policy Excerpts

### Views

One of the key physical attributes of the downtown community is its ties to the harbour. Dartmouth was founded largely because of its waterfront location, and much of its history is tied to the harbour. The preservation of important public views of the harbour is an important aspect of its community identity. Past studies have identified the most significant views as those from key points on the Dartmouth Common, the Brightwood Golf Course which is located adjacent to the Downtown community, Geary Street Cemetery, and views of the harbour from street corridors.

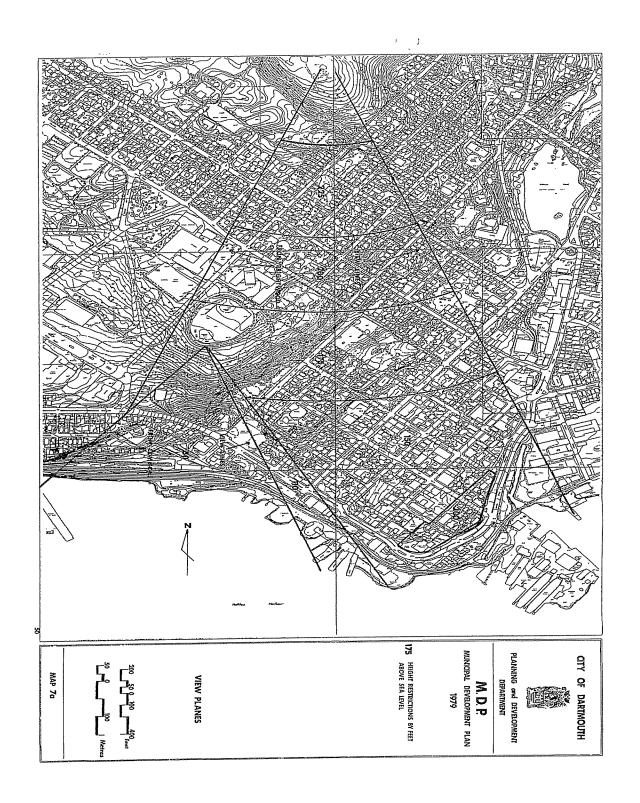
Policy D-4

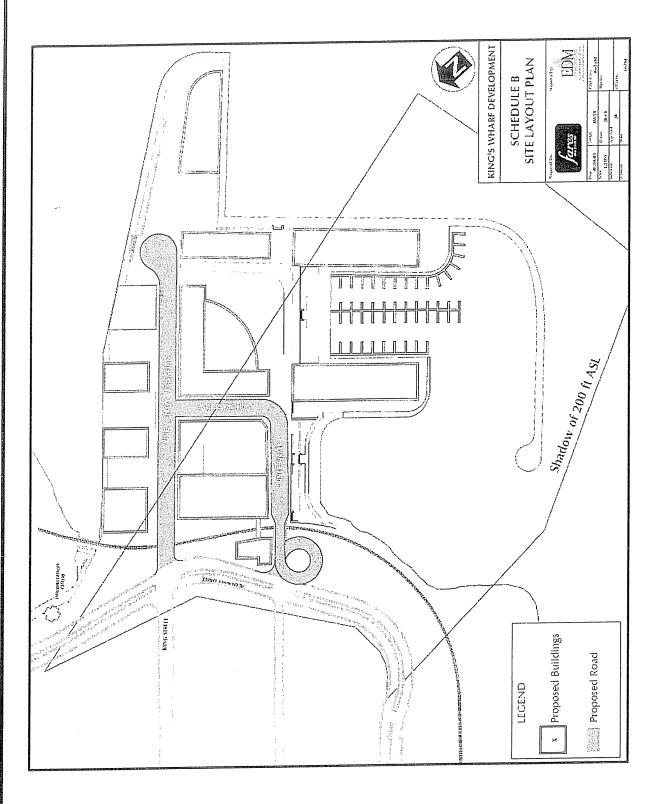
The 1988 Viewplanes Study should be considered by Council in determining the significance of various public views and assessing the impact of future development within the downtown. The criteria set out in this document should be referenced in considering the designation of any additional views.

Policy D-5

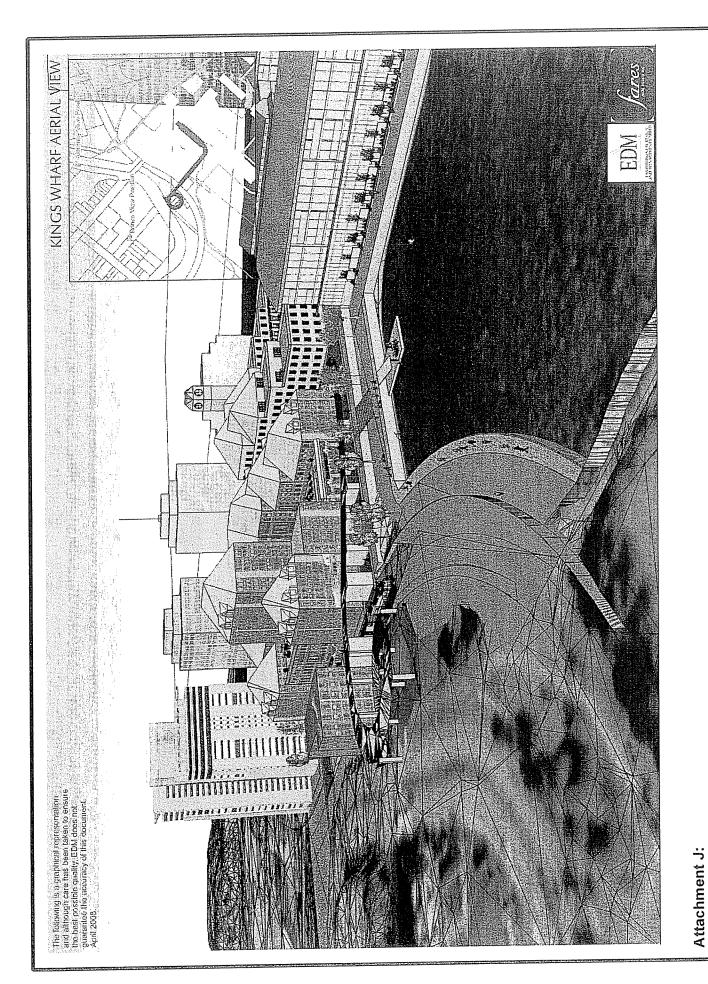
Council should seek to protect important public views within the downtown from encroachment of development including views of the harbour, street corridor views, and views from the Dartmouth Common, Brightwood Golf Course, and Geary Street cemetery. The Land Use Bylaw shall regulate the height of buildings through zoning to prevent encroachment on key public views. If deemed necessary land acquisition may be used as a means to protect important views.

Attachment H Map7a of the Dartmouth MPS

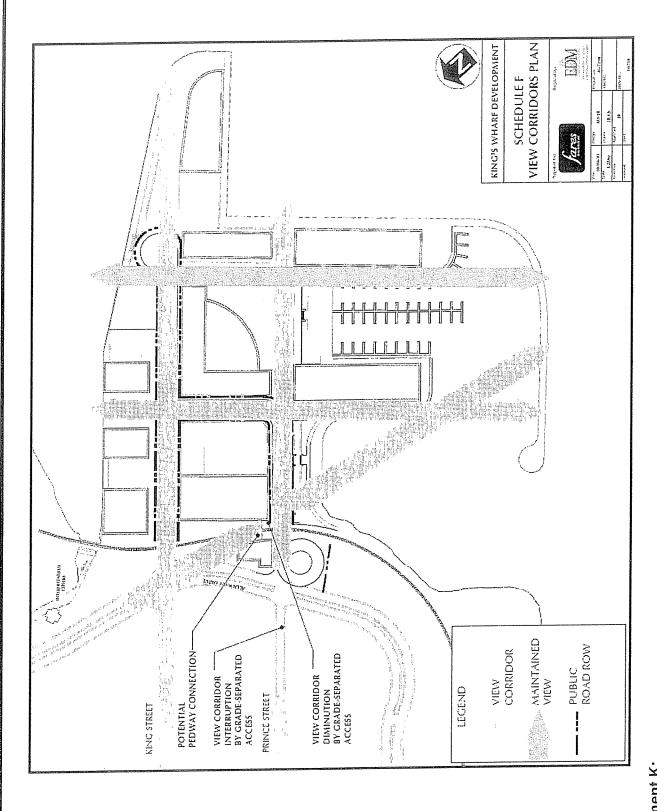




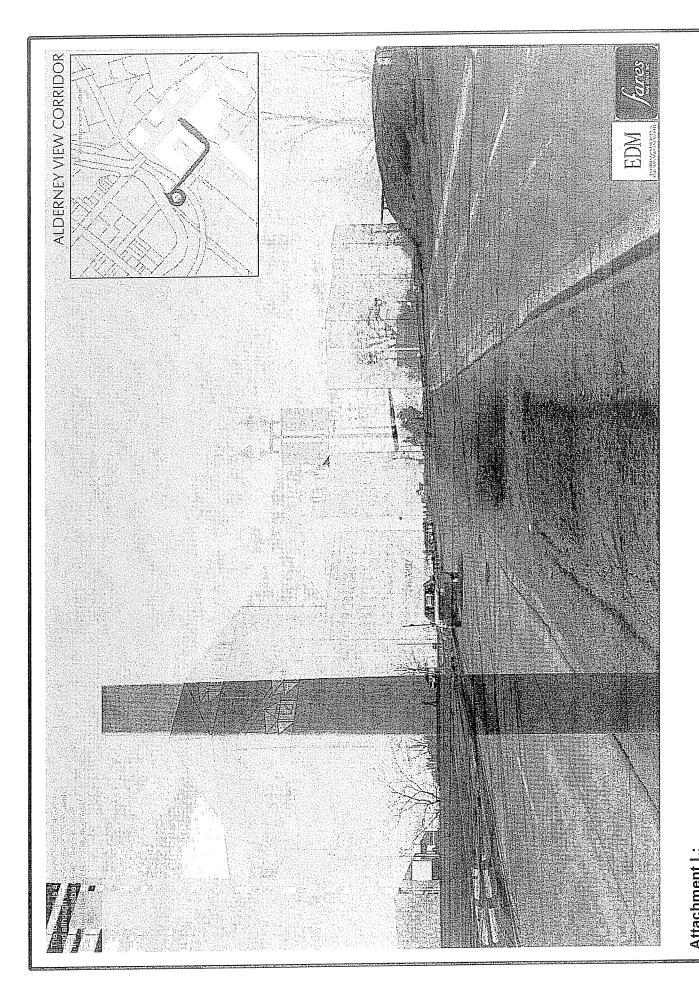
Attachment I: Proposed Site Plan



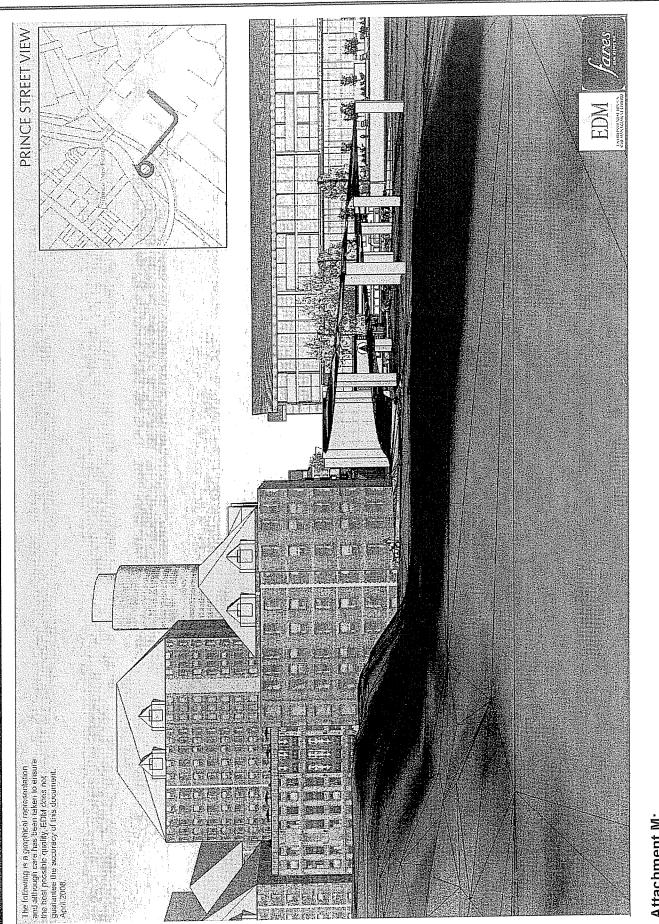
Architectural Rendering Aerial View



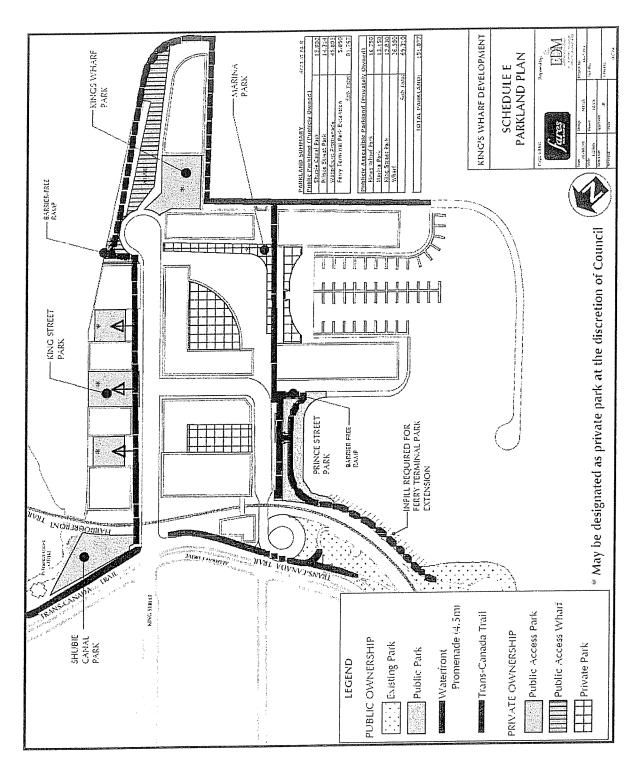
Attachment K: Proposed View Corridors and View Corridor Reductions



Attachment L: Alderney Drive View Corridor Reduction



Attachment M: Prince Street View Corridor Reduction



Attachment N: Parks and Open Space Plan