



Carter Beaupre-McPhee
PLANNER III – HERITAGE | HOUSING ACCELERATOR FUND
REGIONAL & COMMUNITY PLANNING | PLANNING AND DEVELOPMENT

Re: Development Agreement Application for a Proposed Heritage Development at 1389 & 1377 Robie Street, 1460, 1466, & 1468 Carlton Street, 5963, 5969, 5977, 5989 College Street, Parcel X and Parcel Y (PIDs: 00135541, 00135533, 00135442, 00135459, 00135467, 00135491, 00135509, 00135509, 00135517, 00135525, 00473009, & 00472993).

Dear Carter,

On behalf of our clients 3088962 Nova Scotia Limited, zzap Consulting Inc. is pleased to submit this Development Agreement (DA) application for a proposed heritage development at the above captioned properties.

1.0 Summary of Development Proposal

The proposed development includes two phases. Each discussed below.

Phase One

- Relocate 1377 Robie St, 5969 College Street, and 5963 College Street to 1452 Carlton Street. This parcel will accommodate the existing heritage building and the three above-mentioned relocated structures for a total of four buildings. These will be converted to into one 34-unit residential building using structural additions to link them.
- The main entrance to the units will be on College Street and each of the first level units will have street-level access.

Phase Two

Utilize the remaining site to:

- Construct two 34-storey towers containing a total of approximately 790 units linked by a common lobby and amenity area.
- Construct one 8-storey tall mid-rise building containing a total of approximately 60 units.
- Provide approximately 500 underground parking spaces with an entrance from College Street.
- Construct approximately 10,300 ft² of commercial floor area; and,
- Rehabilitate and restore the Heritage structures at 1460, 1466, & 1468 Carlton Street (a segment of the Carlton Street Early Victorian Heritage Streetscape)



The site location provides exceptional access to a variety of amenities, including hospitals, primary, secondary and post secondary schools, parks, restaurants, shops, and many other services for daily living. This development will:

1. Preserve, restore, and rehabilitate the existing heritage resources on the site and promote a strong urban environment that marries built heritage with dynamic new construction.
2. Add significant new density in the 'Centre' designation in alignment with HRM's stated objectives for this designation, which include strengthening mixed-use areas as destinations for all and accommodating much of the housing and population growth targeted for the Regional Centre.
3. Create new housing with access to a variety of amenities and services to promote complete communities.
4. Encourage transit supportive density and transit-oriented development along the proposed Bus Rapid Transit Green Line.

2.0 Enabling Policies

The subject property is designated 'Centre' within the Regional Centre Secondary Municipal Planning Strategy and is zoned 'CEN 1' and 'CEN-2' within the Regional Centre Land Use By-law.

Policy CHR-7 of the Regional Centre Secondary Municipal Planning Strategy allows Council to consider Development Agreements (DAs) to support the "integrity, conservation, and adaptive re-use of registered heritage buildings" outside of Heritage Conservation Districts and the DH zone. DAs are subject to several policy assessment criteria that are noted in section 3.0 of this letter.

3.0 Rationale and Applicable Policy Analysis

We believe that the proposed development is consistent with applicable enabling planning policies. Please refer to Tables 1 and 2 below, which outline how the proposed development adheres to applicable DA policy assessment criteria.

Table 1: Policy CHR-7 Response

Policy CHR-7 On Any lot containing a registered heritage building located outside of the DH Zone and any approved Heritage Conservation District, Council may consider a development agreement for any development or change in use not otherwise permitted by the Land Use By-law to support the integrity, conservation, and adaptive re-use of registered heritage buildings. This includes development proposals that exceed the maximum floor area ratios or the maximum building heights on Map 3 and Map 4 of the SMPS. In considering such development proposals, Council shall consider that:	
Policy Criteria	Applicant Response
<p>(a) The development proposal maintains the heritage value of any registered heritage property of which it is a part, including a registered heritage streetscape, and does not propose to demolish any registered heritage buildings that exist on the lot.</p>	<p>No registered heritage buildings are being demolished.</p> <p>The existing buildings will be restored to reveal and recover building elements as they originally appeared from their construction period. The enclosed Heritage Impact Statements detail the restoration and rehabilitation plans for Phases One and Two. A high-level summary is provided below:</p> <p>Phase One of the development proposes a unique method of heritage preservation; four heritage assets will be linked using structural additions but the character and prominence of the heritage buildings will be maintained by limiting the interventions needed.</p> <p>Phase Two includes careful site and building design choices to ensure that the heritage value of the Carlton Streetscape is maintained. This is achieved by:</p> <ul style="list-style-type: none"> • Preserving the location and spatial relationships of the Carlton Street buildings. • Locating the new 8 storey building behind the heritage buildings to preserve the Carlton Street Heritage viewscapes. • Incorporating traditional exterior materials (glass and brick), a neutral colour palette and simple building form that will act as a subordinate backdrop to the decorative and eclectic Victorian building features

<p>(b) the impact on adjacent uses, particularly residential uses, is minimized in terms of intensity of use, scale, height, traffic generation, noise, hours of operation, and such other land use impacts as may be required as part of a development.</p>	<p>This site is situated within one of HRM's most urban settings. It is adjacent to Dalhousie University Campus, one block north of the IWK Health Centre and it borders on Spring Garden Road – all active and dynamic spaces. Adding density to this site is not only enabled by specific policy but supported by sound planning principles that strategically locate higher density development in core areas near amenities and transit. The scale and height of the development is appropriate for the setting and specific design elements have been included in the project to create a high-quality development that positively contributes to the existing neighbourhood character. These include:</p> <ul style="list-style-type: none"> • High quality exterior materials such as brick, glass and stone, • Clearly defined building podium with significant stepbacks to achieve a visually appealing human-scale streetscape, • An 8-storey mid-rise building to provide a density transition from Carlton Streetscape to High Rise Forms oriented to • Ground-based units along College Street, • A courtyard area to introduce a new, private open space into the lot fabric at a mid-block location. The courtyard will be flanked by active ground uses to animate the space. <p>The impact on the adjacent ER zoned area is minimized by a strong four-storey streetwall with a fine-grain built form along Robie Street. This reflects the residential scale on the west side of Robie Street where the existing streetscape is composed of 3 to 3 ½ storey dwellings. Furthermore, the width of the Robie Street right-of-way is quite substantial with an internal boulevard, creating an appropriate condition for the proposed streetwall height.</p> <p>The Halifax peninsula boasts a highly integrated mobility network and land use pattern. The location and access to goods, services and daily essentials lends itself to a less vehicle-dependent residential population. While underground parking is provided on site, many residents will be able to use non-vehicular modes of travel for their daily commute or recreational trips and therefore traffic generation will be minimized.</p>
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<p>(c) any new construction, additions, or renovations facing a street substantially maintain predominant streetwall height, setbacks, scale and the rhythm of the surrounding properties, especially of registered heritage properties.</p>	<p>The new buildings have been designed in alignment with <i>The Standards & Guidelines for the Conservation of Historic Places in Canada</i>. This ensures that the new construction will be subordinate, distinguishable and compatible with existing heritage buildings. The heritage building are all oriented towards their Carlton and College Streetscapes, making them the focal point for all that are passing by the site. New development is setback back behind or adjacent from the heritage buildings with transition building heights from mid rise to high rise as the development approaches Robie Street and distances from Carlton Street. The proposed mid-rise form set behind 1460-1468 Carlton, as well as The heritage buildings on College includes modern, distinguishable materials that contrast from the heritage buildings, giving them more prominence. The mid-rise form and more distance high-rise forms are subordinate to the heritage structures because their setbacks from the rear of the structures, combined with the well treed streetscapes (College and Carlton) and scale of the street facing heritage building forms – makes the new buildings non-apparent from the streetscape perspective.</p> <p>Tower II maintains a three-storey streetwall on College Street where directly adjacent to the heritage buildings. The top podium level incorporates a sloped style roof that reduces the prominence of the podium when compared to the heritage buildings and expresses a more heritage-inspired visual aesthetic. The cornice is aligned with the heritage buildings to reinforce the existing streetscape. Finally, the ground floor residential units provide direct street access which works to continue the established street scale and rhythm on College and Carlton Streets.</p>
<p>(d) the development complies with Pedestrian Wind Impact and Shadow Impact Assessment Protocol and Performance Standards of the Land Use By-law.</p>	<p>A pedestrian wind impact assessment has not yet been completed. However, if it is deemed required, we can provide as a subsequent submittal.</p> <p>The site is not within any areas identified in the Shadow Impact Assessment Protocol.</p>
<p>(e) the level of proposed investment in conservation measures in the property and through the required incentive or bonus zoning requirements is generally proportional with the additional development</p>	<p><i>Phase One</i> Significant interventions are required to repair and preserve the existing heritage assets. In Phase One and in conjunction with the relocation of the three heritage buildings (1377 Robie Street, 5969 College St and 5963 College Street) to the lot at 1452 Carlton Street, the four buildings will be linked together through carefully considered additions. Each building will be placed on a new foundation. Other interventions include:</p>

<p>rights provided through the agreement, especially in cases of new construction.</p>	<ul style="list-style-type: none"> • Restoration of the front porches, • New, period appropriate wooden front entry doors, • Rehabilitation of the rear of the building with new arrangement of window openings, • New window openings at select locations to address new interior configurations, and, • New cladding <p><i>Phase Two</i> Interventions required in Phase Two largely involve the removal of later additions and alterations to each of the three buildings. These include:</p> <ul style="list-style-type: none"> • Removal of rear additions, • Removal and restoration of cladding, • Removal and replacement of structural additions (i.e., shed roof wall dormer on 1460 Carlton Street), • Rehabilitation of front porches and entry doors, • Window replacement with wood sash double hung windows. <p>This Phase ensures that the Carlton Street Early Victorian Streetscape, one of HRM's only continuous block of Victorian era dwellings are restored and preserved</p> <p>Our client is working diligently to ensure that the character defining elements of the buildings are retained where possible. The relocation and unique integration of heritage assets in Phase One is complex, requiring a high level of expertise and investment. We, therefore, believe that the outcome, i.e., the preservation of four significant heritage buildings is proportional to the additional development rights requested.</p> <p>The density being pursued through this overall development is consistent with the surrounding Downtown Robie Street context, as noted earlier. This project balances achieving growth in the Downtown core where it is most appropriate, with the protection of existing heritage assets. Different approaches must be used for heritage DAs in this central area than in established residential areas when identifying the level of development rights appropriate for a site.</p>
<p>(f) any un-registered, historic buildings on the lot that contributes to neighbourhood character are preserved to retain the visual integrity of the lot</p>	<p>Three buildings are proposed to be removed to allow for the site to be developed. Two of the three buildings are not considered heritage assets. The third, 5989 College Street is proposed to be removed. The demolition of this structure enables the new development for the following reasons:</p>



	<ul style="list-style-type: none">• Its corner location - where Robie and College Streets intersect and along a major transportation corridor with a wide ROW, is the most suitable area of the site for the density to be allocated,• Retaining the feasibility of the new development as presented offsets the proportional costs of the proposed heritage restorations.
(g) the development complies with policies relating to protected public views and view terminus sites	No protected public views and view terminus sites are impacted.
(h) incentive or bonus zoning is provided consistent with the requirements of the Land Use By-law	We recognize that this application is subject to the incentive and bonus zoning requirements of the LUB. We plan to continue to work with staff throughout the DA process to finalize the public benefit associated with this development.
i) The development agreement requires a waiver under Section 18 of the Heritage Property Act to be registered on the property before a development permit is issued for any portion of the development.	A waiver will be registered on the property as required.
j) the general development agreement criteria set out in Policy IM-7 in Part 9 of this plan.	See Table 2

Table 2: Policy IM-7 Response

Policy IM-7 In considering proposals to amend the Land Use By-law, amend the zoning boundaries, or enter into development agreements, Council shall consider that:	
Policy Criteria	Applicant Response
<p>(a) the proposal is consistent with the Vision, Core Concepts, Urban Design Goals, and all applicable objectives and policies set out in the Regional Plan and this Plan;</p>	<p>This project is aligned with the vision of Regional Centre MPS, bringing strategic growth into strategic locations within the plan area well served by existing amenities. It also aligns with the Plan's four Core Concepts:</p> <ul style="list-style-type: none"> - <i>Complete communities.</i> This infill project brings increased density and new commercial spaces into an established mixed-use area, offering more diverse housing options and a vibrant pedestrian experience through the preservation of existing heritage assets. - <i>Human-scale design.</i> The existing short block lengths on this particular block, work with the streetwalls, the courtyard between the two towers, and the architectural detailing to create a comfortable pedestrian experience. - <i>Pedestrians first.</i> The site is designed to be permeable to pedestrians. Not only can residents access units from multiple entry points, walkways link Spring Garden Road to College Street and Robie Street. Vehicular access is subordinate to the pedestrian circulation and located away from the street. In particular, the drop off area is tucked behind the towers to provide a convenient yet screened vehicle turnaround. - <i>Strategic Growth.</i> The Regional Centre SMPS aims to accommodate 40% of the new growth in the Regional Centre by 2031. To do this, higher-density infill projects such as this are needed. <p>The design of the site was also carefully informed by the Urban Design Goals and intent of the heritage policies, balancing historic character with modern context and supporting densification within the Regional Centre.</p>

(b) the proposal is appropriate and not premature by reason of	
i) the financial capacity of the Municipality to absorb any costs relating to the development,	There are no costs to the Municipality associated with this development.
ii) the adequacy of municipal wastewater facilities, stormwater systems or water distribution systems,	Due to the site's location, with direct access to municipal services, we understand that there is adequate service capacity to accommodate this development. Should additional analysis be required we will complete the required studies.
iii) the proximity of the proposed development to schools, parks, and community facilities, and the capability of these services to absorb any additional demands,	Centrally located, the proposed development is close to existing schools (including Le Marchant Elementary, St. Joseph's Elementary, Inglis Street Elementary Halifax Central Junior High, Gorsebrook Junior High School and Citadel High School), greenspaces (including Halifax Public Gardens, Halifax Commons, Halifax Citadel grounds, and Victoria Park) and major public institutions (including Dalhousie and Saint Mary's Universities, QEII Health Sciences Centre, IWK Health Centre, and the Halifax Central Library). Halifax Regional Centre for Education (HRCE) will have the opportunity to comment on this application through the formal referral process.
iv) the adequacy of transportation infrastructure for pedestrians, cyclists, public transit and vehicles for travel to and within the development, and	Due to the site's location, with direct access to municipal streets, reliable transit and a permeable pedestrian network we believe that the existing infrastructure is adequate to accommodate the expected growth. At least 50% of residents in the Regional Centre already walk/cycle/transit to work (Source: 2011 Census data, as described in the Integrated Mobility Plan). The IMP's mode share target for non-vehicular traffic in the Regional Centre is 60% by 2031. With the additional density proposed for this site, this target becomes more achievable.
v) the impact on registered heritage buildings, heritage streetscapes, and heritage conservation districts;	The proposed development involves the rehabilitation and restoration of seven heritage assets, including rehabilitation of a portion of the Carlton Street Early Victorian Streetscape.
(c) the subject lands are suitable for development in terms of the steepness of grades, soil and geological conditions, locations	The site is level. There are no watercourses or wetlands identified on the property.



of watercourses, wetlands, and susceptibility to flooding;	
(d) that development regulations in the proposed rezoning or development agreement will adequately mitigate potential conflict between the proposed development and nearby land uses, by reason of:	
i) type of use(s),	The new development will contain a mix of residential and commercial uses, which are both already prevalent in the surrounding area.
ii) built form of the proposed building(s),	<p>The maximum height for the zone is 90m, which equates to approximately 30 storeys. Our client is proposing 34 storeys which only exceeds the as-of-right heights permitted under the zone by four storeys. The impact of these additional storeys will be indiscernible from ground level. Additionally, the height complies with the Halifax Citadel Rampart regulations.</p> <p>The built form is generally in accordance with the LUB requirements with minor variations to accommodate unique site-specific conditions. The setbacks and heritage design guidelines are met.</p>
iii) impacts on adjacent uses, including compatibility with adjacent residential neighbourhoods, parks, community facilities, and railway operations,	The site is in the well connected and well served downtown Halifax core. Centre Plan identifies the Regional Centre, and the downtown Dartmouth and Halifax zones specifically, as capable of supporting additional density with no negative impacts on existing services.
iv) traffic generation, safe access to and egress from the site, and parking,	Due to the site's location on the Halifax peninsula, with direct access to municipal streets, we understand that there is adequate capacity to accommodate this development. A Traffic Impact Statement is included in this submission.
v) open storage and signage, and	No open storage is planned on the site. Signage will be designed in conformance with Centre Plan LUB requirements.
vi) impacts of lighting, noise, fumes and other emissions	There are no negative emissions anticipated as part of this development. Reasonable limits can be set through the DA process to minimize any potential conflict (e.g. types of lighting, hours of operation, etc.)



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4.0 Closing

We trust that the enclosed materials satisfy the application requirements, and we look forward to working with Staff, Council and members of the public throughout the application process. Should you have any questions, clarifications, or comments regarding this application, please do not hesitate to contact the undersigned.



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