

PO Box 1749 Halifax, Nova Scotia B3J 3A5 Canada

# MEMORANDUM

TO: Chair and Members of District 7 and 8 Planning Advisory Committee

FROM: Jill MacLellan, Planner, HRM Planning & Development

DATE: July 17, 2015

SUBJECT: Case 19857: Application by Breakhouse Inc. to amend the Halifax Peninsula Land

Use By-law to apply Schedule L and enter into a development agreement to permit a mixed residential and commercial building at 3085-3077 Oxford Street and 6393

Young Street, Halifax.

As noted in the subject description, this case will consider the application of Schedule L on the subject lands to consider the development of a 4-storey mixed commercial and residential building through a development agreement. The subject lands are located at the corner of Oxford Street and Young Street in Halifax. The applicant's submission materials are attached to this memo (Attachments A and B).

Schedule L can be applied to a commercial or industrial designated property in the Halifax MPS, to allow development that could benefit from comprehensive development through a development agreement (see Attachment C).

### Location

The subject property:

- Is located at the northeast intersection of Oxford Street and Young Street in West End Halifax (Maps 1 & 2):
- is comprised of 4 properties;
- contains 3 single unit dwellings and 1 two unit dwelling; and
- is 16,430 square feet in area, with 175 feet of frontage on Oxford Street and 84 feet of frontage on Young Street.

# **Planning Policy**

The subject property is designated Commercial in Halifax Municipal Planning Strategy. The policies in Commercial Designation in the City Wide Policies of the Halifax Municipal Planning Strategy provide guidance for various types of commercial centres. Due to the low to mid-rise nature of this neighbourhood and the smaller scale types of commercial uses the area would be considered a minor commercial centre and the minor commercial zone would be considered the base zone.

Although the subject properties are within a commercial designation, they are zoned R-2 (General Residential) in the Halifax Peninsula Land Use By-law (LUB). The R-2 Zone permits up to 4 residential

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units as well as home occupations, parks and institutional uses such as churches, daycares and special care homes. Given that the subject properties are in the commercial designation, they are eligible for commercial zoning and for the consideration of the proposed Schedule L.

### **Proposal**

The applicant is proposing to develop a 4-storey mixed-use building comprising of:

- 6,300 square feet of commercial ground floor uses;
- 29 residential units (1 bachelor, 12 one-bedroom, 11 two-bedroom and 5 three-bedroom); and
- 30 underground parking spaces accessed from Young Street;

The proposed development covers the majority of the subject property with the exception of a 34.5 to 20 foot setback from the rear property line. The majority of the rear yard is landscaped. Drawings and renderings further detailing the proposal are provided as Attachments A and B.

### **Planning Process**

The application involves a two-step of process:

- 1. Amending the Halifax Peninsula Land Use By-law to apply a schedule, Schedule L, to the properties; and
- 2. Entering into a Development Agreement

# **Public Meeting**

A public meeting to allow for community input on the proposed building was held on June 18, 2015. Minutes of this meeting are included as Attachment D.

# Input Sought from the Committee

Pursuant to the Committee's Terms of Reference, feedback is sought from the Committee relative to the proposed development. The recommendation will be included in the staff report to Halifax and West Community Council. Specific items that the Committee may wish to address include the following:

- the application of Schedule L
- the design and built form of the building;
- proposed landscaping; and
- on-site parking.

### **Attachments**

Map 1: Generalized Future Land Use Map

Map 2: Zoning Map

Attachment A: Applicant's Letter of Intent

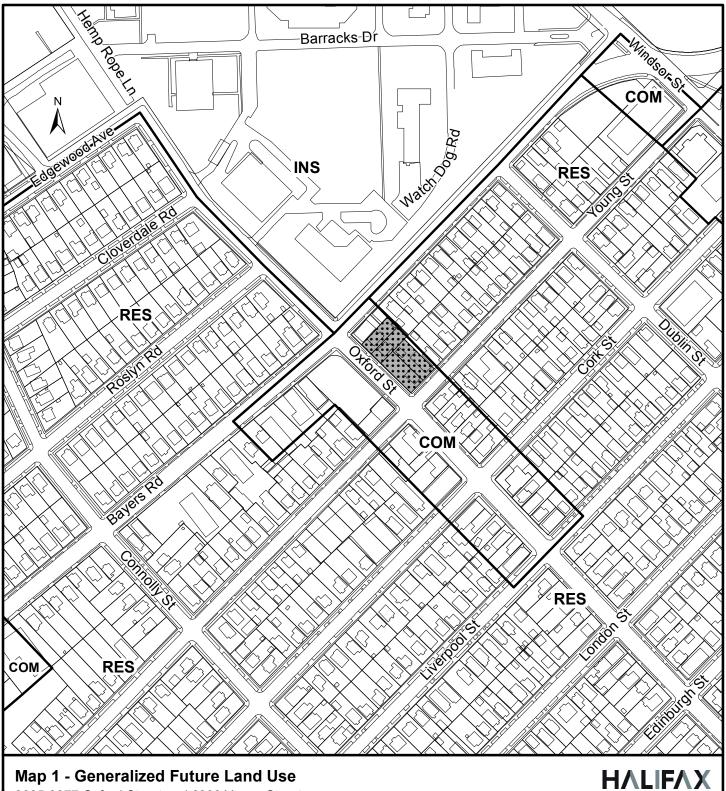
Attachment B: Building Plans

Attachment C: Excerpts from the Halifax Municipal Planning Strategy and Halifax Peninsula Land Use

By-law

Attachment D: Public Information Meeting Minutes (June 18, 2015)

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# Map 1 - Generalized Future Land Use

3085-3077 Oxford Street and 6393 Young Street Halifax



Subject Properties

# **Designations**

RES Residential Environments

COM Commercial INS Institutional

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

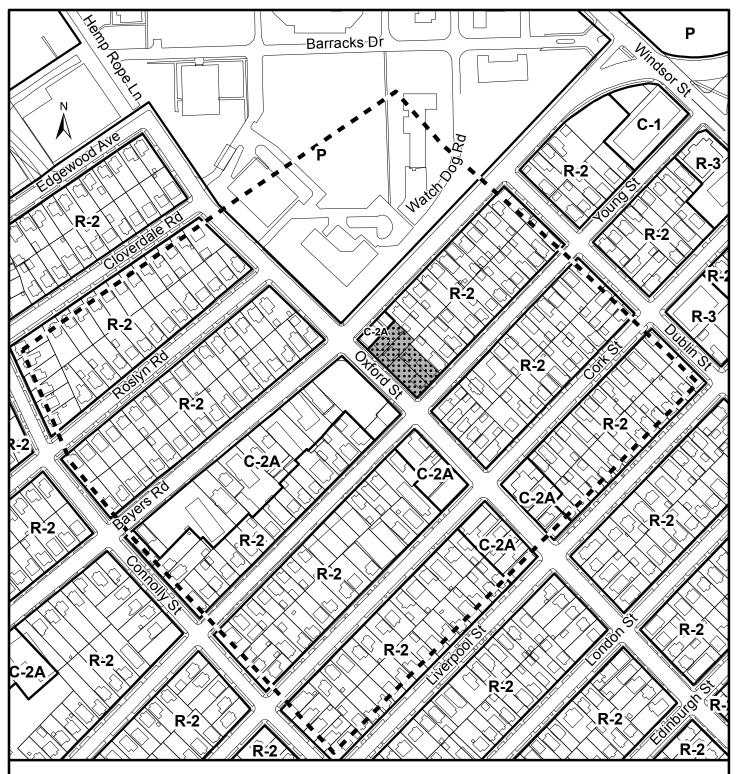
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Halifax Plan Area

26 May 2015

Case 19857

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# Map 2 - Zoning and Notification

3085-3077 Oxford Street and 6393 Young Street Halifax



**Subject Properties** 



Area of notification

Halifax Peninsula Land Use By-Law Area

### Zones

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





This map is an unofficial reproduction of a portion of the Zoning Map for the plan area indicated.

The accuracy of any representation on this plan is not guaranteed.

# **DEVELOPMENT APPLICATION**

# **PROJECT DESCRIPTION:**

As discussed in pre-application, please find enclosed a proposal for a four-story mixed use building on the corner of Oxford St. and Young St.

Oxford St. and Bayers Rd. are light retail areas under the C-2A zone, which allows for residential devopment in keeping with the rest of the neighbourhood. The proposed building is developed to reinforce the retail corridor of Oxford St, in line with Halifax's Planning Stratey.

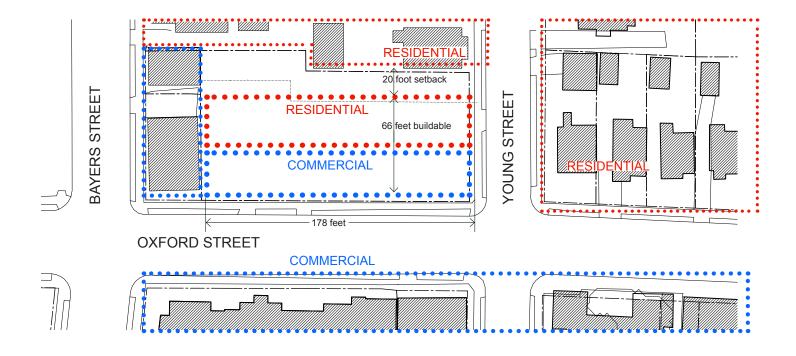


# **DEVELOPMENT APPLICATION**

# **BUILDING ZONING**

Our design intention is to thoughtfully integrate a new mixed-use building into a wellestablished residential community.

The Ground floor houses commercial tenancies facing Oxford street, in keeping with the retail street and community plan. The East half of the ground floor-plate is residential, providing a quiet transition to the adjacent residential neighbourhood.





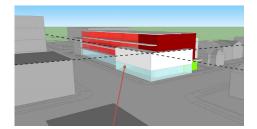


Precedents showing an active commercial street-front with residential above.

# **DEVELOPMENT APPLICATION**

# **SCALE AND CONTEXT**

A two story brick massing at the intersection of Oxford St and Young St. relates well in scale to the adjacent two-story buildings. The ground floor residential units are also articulated into a separate volume, breaking up the scale of the building. The wood screen further breaks up the scale while providing privacy and warmth.

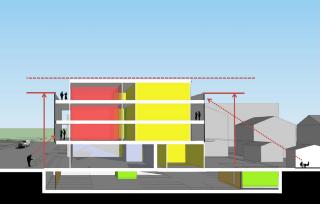






Use brick building at corner to anchor at the intesection and connect to the 2 story scale of the surrounding neighbourhood





Greenspace, townhouse volume, and wood screens help fit the building within its residential context while reducing scale and providing privacy.









Precedent buildings using wood screens to add privacy, warmth, and interest.



R2 C2-A with Sched. 'L'

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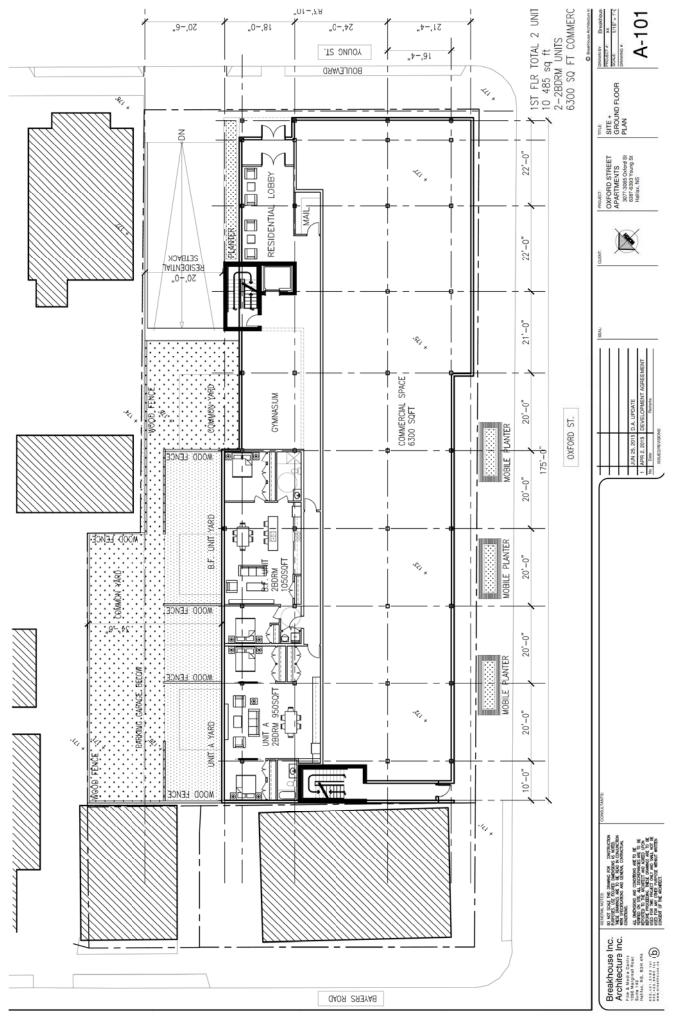
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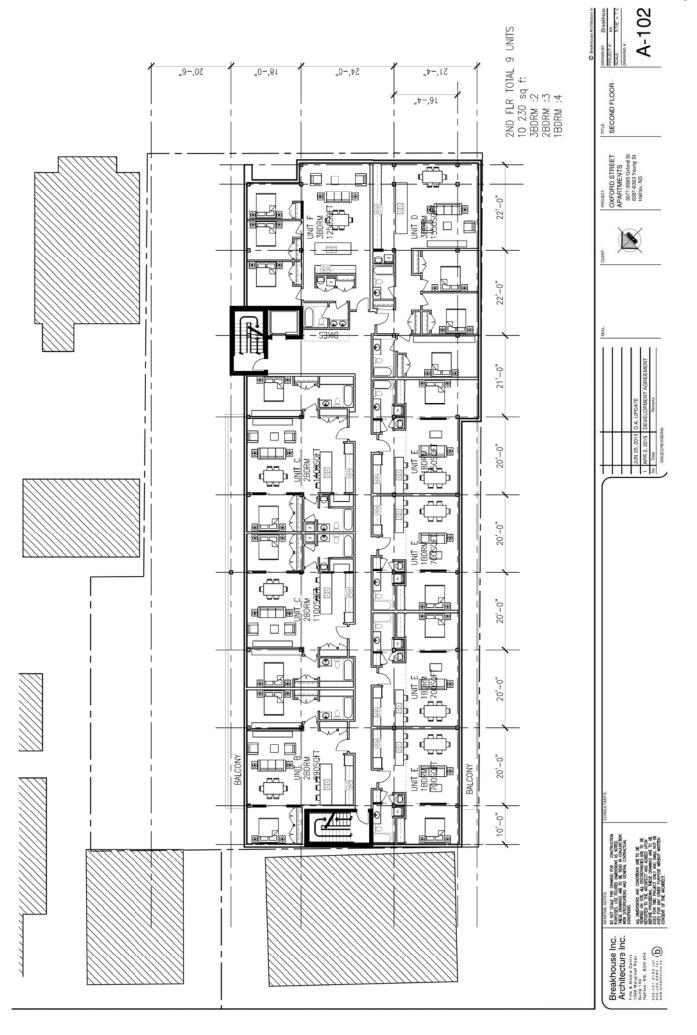
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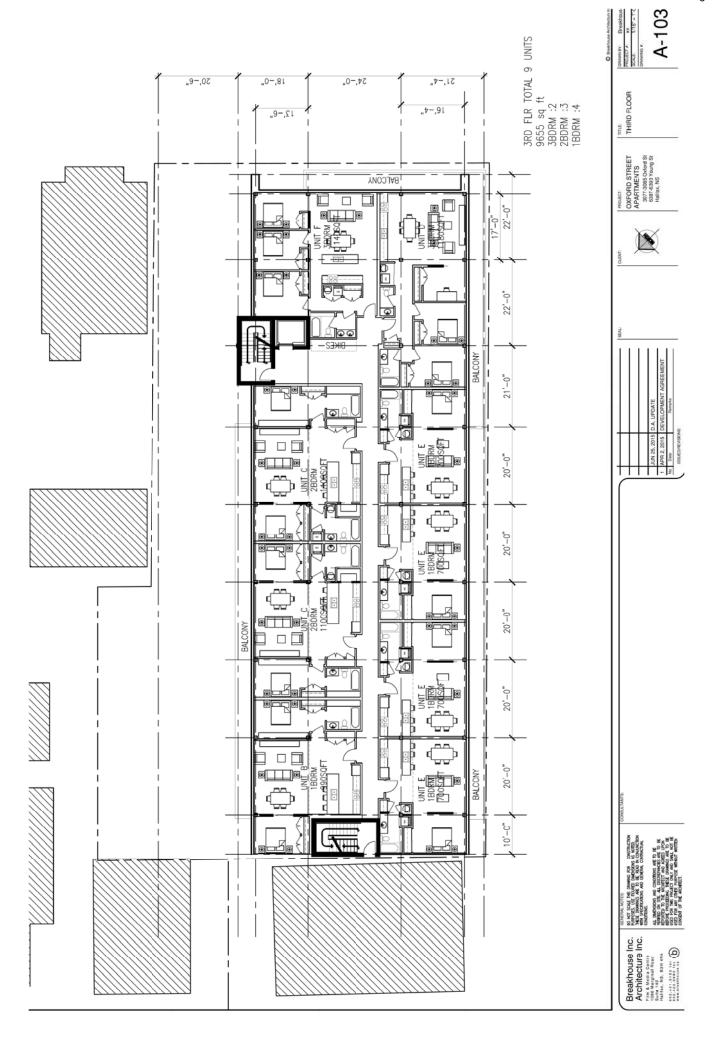
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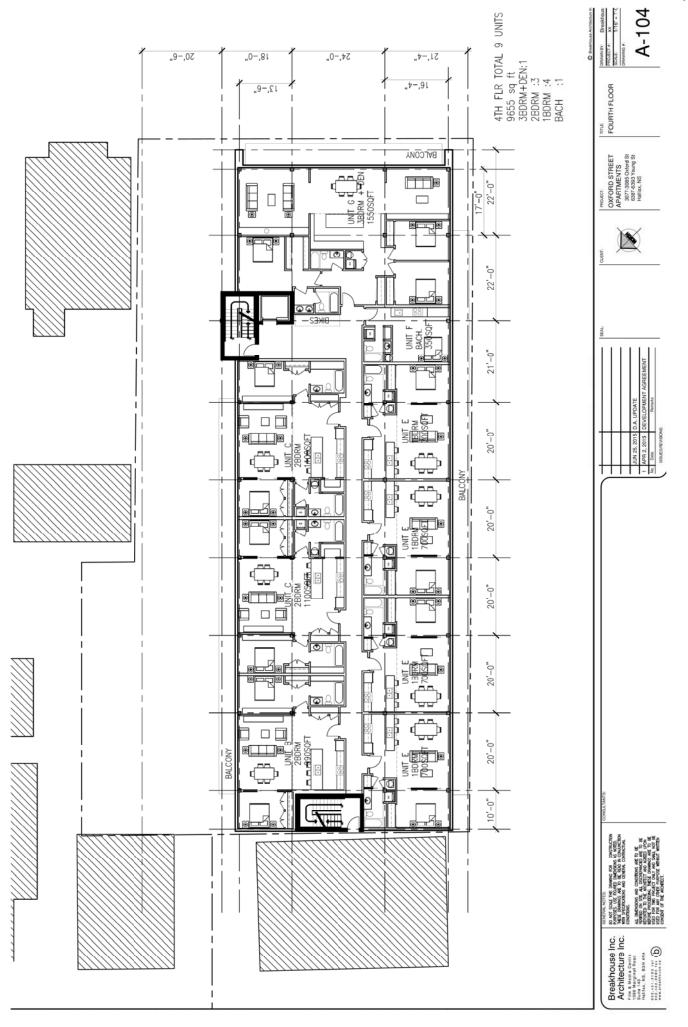
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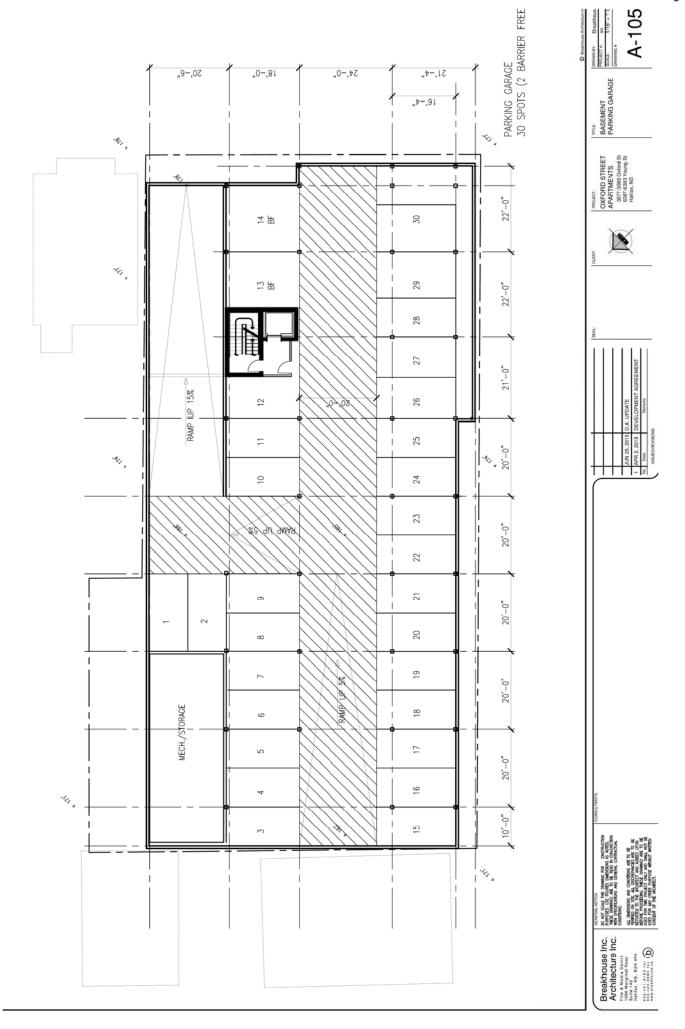
















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### **Attachment C:**

# Excerpt from Halifax Municipal Planning Strategy and Halifax Peninsula Land Use By-law

# Halifax Municipal Planning Strategy - Section II City Wide Objectives and Policies

- 3.7 In considering applications pursuant to Implementation Policy 3.10 (*should be 3.12*), Council shall have regard for the guidelines set out below:
  - (i) that entrances and exits be arranged in such a way so as to minimize the impact of additional traffic on any adjacent residential areas;
  - (ii) that the proposed use does not entail an unacceptable nuisance such as traffic, smoke, toxic, or noxious effluents and noise;
  - (iii) that storage areas be enclosed or be visually screened from the abutting street by such means as planting materials or well-designed fences;
  - (iv) that service areas for trucks and other vehicles be located in areas other than the front yards;
  - (v) that front yards of an appropriate size be provided, well landscaped and including provisions for tree planting;
  - (vi) that drainage from large paved areas be required to be treated in cases where such drainage will result in unacceptable pollution of watercourses or water bodies;
  - (vii) that appropriate measures be taken to prevent erosion or deposit of sediments away from the development site during construction and afterwards:
  - (viii) that the building envelope be located in such a manner as to provide a sufficient area for landscaped open space in both front and side yards
  - (ix) that areas of significant natural, aesthetic and amenity value be protected as part of the site design in accordance with Policy Sets 7 and 8 of this Plan as appropriate;
  - (x) that there be an appropriate setback or other separation of any building from abutting residential properties and that a portion of such setback be landscaped; and
  - (xi) that the applicant provide a statement of the environmental impacts of the proposed development on and off the site and identify the ways and means to mitigate any negative effects, particularly as they relate to such aforementioned matters as air and water pollution, erosion and sediment control, and protection of significant natural, aesthetic, and amenity value;
  - (xii) such other land use considerations as Council may from time to time deem necessary, based on guidance provided by the policies of this Plan."
- 3.12 (Implementation Policy) For areas designated as "industrial" or "commercial" excluding areas designated for detailed planning pursuant to Section II, Policy 2.5.2, and for which intensive development may have significant environmental or land use impacts, HRM may amend its Zoning By-law to provide for developments under Section 249 of the Halifax Regional Municipality Charter.

# Halifax Peninsula Land Use By-law - Schedules

- 87(a) In an area designated as Schedule "L", any industrial or commercial use shall be permitted which is permitted by the land use by-law designation of such area, provided that:
  - a) industrial and/or commercial uses shall not exceed a height of thirty-five (35) feet;
  - b) industrial and/or commercial uses shall not exceed a gross floor area of 5,000 square feet;
  - c) industrial and/or commercial uses shall not be permitted on sites in excess of 15,000 square feet of lot area:
  - d) residential uses shall not be permitted in areas zoned industrial or commercial;
  - e) Council may, after a public hearing and by resolution, approve any specific development requested which would not otherwise be permitted by this by-law, provided that no approval shall be given inconsistent with Policies 3.7 and 4.6 of Part II, Section II, and Policy 3.12 of the Implementation Policies Section, all of the Municipal Planning Strategy, and provided that no approval shall be given inconsistent with Section 24 of this by-law.
  - f) approval by Council under Subsection (e) shall only be granted subject to the condition that the registered owner of the land upon which the development is to occur shall enter into an agreement with Council containing such terms and conditions as Council may direct;
  - g) applications for amendments to agreements made pursuant to Subsection (e) may be made by Council after a public hearing if deemed necessary.

# Attachment D: Public Information Meeting Minutes (June 18, 2015)

HALIFAX REGIONAL MUNICIPALITY
Public Information Meeting
Case 19857

Monday, June 18, 2015 7:00 p.m. Halifax Forum (Maritime Hall)

STAFF IN

**ATTENDANCE:** Jillian MacLellan, Planner, HRM Development Approvals

Dave Hanna, Development Technician, HRM Development Approvals Cara McFarlane, Planning Controller, HRM Development Approvals

**ALSO IN** 

**ATTENDANCE:** Councillor Jennifer Watts, District 8

Vincent Van Den Brink, Breakhouse Inc. Andrew Carruthers, Breakhouse Inc. Tony Gossen, Property Owner

**PUBLIC IN** 

**ATTENDANCE:** Approximately 24

The meeting commenced at approximately 7:00 pm.

# 1. Call to order, purpose of meeting – Jillian MacLellan

Ms. MacLellan introduced herself as the Planner facilitating this application through the planning process; Dave Hanna and Cara McFarlane, HRM Development Approvals; Vincent Van Den Brink and Andrew Carruthers, Architect, Breakhouse Inc., Tony Gossen, Property Owner; and Councillor Jennifer Watts. District 8.

Case 19857 is a proposal to apply Schedule L and a development agreement on the property located at 3085 and 3087 Oxford Street and 6393 Young Street.

The PIM Agenda was reviewed.

The purpose of the Public Information Meeting (PIM) is to identify that an application has been received, give some background on the proposal and receive feedback from the public. This is purely for information exchange and no decisions will be made at this PIM.

# 2. Overview of planning process – Jillian MacLellan

The planning process: HRM receives an application; Staff performs a detailed review; A PIM is held; The proposal goes to Planning Districts 7 and 8 Planning Advisory Committee (PAC); A draft development agreement will be negotiated between the applicant and the Municipality which will be attached, along with Staff's recommendation, to a Staff Report that will go before Halifax and West Community Council (HWCC); HWCC will schedule a public hearing where they would render a decision to approve or reject the proposal; If approved, Schedule L would be applied to the property and a two week appeal period would follow; Pending no appeals, the

application would go back before HWCC for a decision on the development agreement; If approved, a two week appeal period would follow.

# 3. Presentation of Proposal – Jillian MacLellan

The applicant, Breakhouse Inc., is proposing to apply Schedule L to the subject area and enter into a development agreement to develop a four-storey, mixed use building.

Schedule L is a layer applied to a property that allows a site specific comprehensive development through a development agreement.

Through Schedule L, Staff would look at the traffic generated from the development, site access and parking, visual aesthetics of the development and how it fits in with the neighbourhood, and landscaping and open space.

The subject property is located at the corner of Young and Oxford Streets and is comprised of four different properties. There is a mix of residential and commercial uses along Bayers Road and Oxford Street. The side streets are generally developed with lower density residential uses. The subject site is across the street from a development that recently went through a Schedule L and development agreement process located at the corner of Bayers Road and Oxford Street. This development allows for a five-storey building consisting of commercial at grade and residential above.

Some images of where the subject area and surrounding properties were shown

The subject area is zoned R-2 (General Residential) Zone; however, the adjacent properties are zoned C-2A (Minor Commercial) Zone (which is the base node for the area) and are in a commercial designation.

A rendering of the proposed building was shown: A four-storey building with a mix of residential/commercial uses; 29 residential units; commercial access off of Oxford Street; residential access as well as the parking off of Young Street; a 20 foot setback from the neighbouring residential use on Young Street; and landscaping to help complement that buffer.

# Presentation of Proposal – Vincent Van Den Brink, Architect / Partner, Breakhouse Inc.

Breakhouse Inc. has been in business for many years and has done a lot of work in the city on apartment buildings and restaurants. As one of the property owners, Mr. Gossen plans to live in the building once complete; therefore, assuring that this project will be carried through to the upmost detail with integrity to the community.

The idea is for the area to become a groundlevel commercial/residential mixed use node.

An image was shown of the view of the approved five-storey, mixed use building from the existing homes across the street.

The site plan was shown. There is a 20 foot setback from the adjacent residential properties and no sideyard setbacks. Typically, developments have commercial at grade that continue to the back of the building. The applicant is proposing groundfloor commercial at the front of the building and groundfloor residential at the back of the building, adjacent to the existing residential area.

A series of block images were shown. The location of the commercial area; one, two and three

bedroom units, and accesses were shown. The proposal includes wood screening on the balconies which would create a stepback at the second level to bring down the scale of the building.

A sightline image from a pedestrian's perspective on the street was shown.

Images of more detail of the ground floor were shown. Active living is being encouraged with bike storage throughout the building.

Wood screening will be used along the façade so it relates to the residential neighbourhood and behind that some metal that would be up against the exterior of the building. The screening would have panels and shutters allowing the tenants to open and close to provide some privacy from the street. The front façade would vary depending on whether the screening is open or closed.

The layout of units provides flexibility and connects to the demographic that the applicant would like to occupy the building. The commercial tenants will be similar to small boutiques (bakery, deli, coffee shop, etc.).

A few images showing the building in more detail were shown as well as images from different viewpoints in the area.

### 4. Questions and Comments

**Henri Fortier, Young Street** – Has a traffic study been done? Currently, the streets in the area cannot handle the existing traffic let alone any increased traffic. The boutiques are nice but the staff and customers have no place to park. **Ms. MacLellan** – A Traffic Impact Study (TIS) has been submitted as part of the application and is with HRM Traffic Engineers for review of the road network capacity. There is a copy of the TIS on the HRM website.

**Steve**, **Halifax** – Is there setback requirements on the Young Street or Oxford Street? **Ms. MacLellan** – Setback requirements depend on what the property is zoned. The C-2A Zone, which would be the most appropriate zone for this property, would require no setbacks from the rear, side or frontyard property lines. When residential uses are added to the development, the R-2 Zone requirements would supersede the C-2A Zone. Setbacks between buildings would fall under the National Building Code and cannot be varied through a planning application. **Steve** – There is a garage that sits quite close to the back property line. Does that require a setback? **Mr. Van Den Brink** – When excavation takes place, there will be some digging close to that property line but it will not impact the garage. The underground parking will be one level; therefore, no blasting will be required. **Steve** – He likes the building but would like to see some landscaping and planters on Oxford and Young Streets to spruce it up a bit. **Mr. Van Den Brink** – The applicant is hoping that the retail shops will spill out onto the sidewalks.

**Steve**, **Halifax** – Will or has the applicant applied for any variances? **Ms. MacLellan** – The uses of the property and details will be laid out in the development agreement.

**Steve, Halifax** – How will solid waste pickup be handled? **Mr. Van Den Brink** – The garbage will be in the basement garage area which will require pickup service.

**Steve, Halifax** – Are there any mechanical units on the roof? **Mr. Van Den Brink** – No, only the stairwell to the roof would be visible as well as a few 3.5 to 4 foot chimneys.

**Dick Sutherland, Young Street** – My daughter's property is next to the proposed development.

Oxford Street is not flat, it descends a bit which is not reflected in the diagrams. On the back side, there is a 20 foot setback that includes the driveway at street level (which is about 2.5 feet from his daughter's house). The driveway begins to descend to the underground parking. The diagram does not show how high the proposed garage will be in her backyard. **Mr. Van Den Brink** – There will be a wall or railing to prevent people from falling and there is no above structure beyond it. The elevation of the ground in the back of the building is equal to the level of the street. **Mr. Sutherland** – If the wall goes 30 feet across the back, she will be looking at about 5 feet of concrete. **Mr. Van Den Brink** - He assured Mr. Sutherland that the greenspace will be level with the street. **Mr. Sutherland** – His daughter's backyard drops probably 5 or 6 feet from the subject property's back property line. **Mr. Van Den Brink** – He will provide a drawing that shows how the development will look from Mr. Sutherland's daughter's property. Ms. MacLellan include the drawing on the HRM website for the application. The idea of putting residential units on the ground level in the back was to make a soft transition to the residential zone behind the building. The applicant is not intending to put a concrete wall there.

**Mr. Sutherland** – Where will the exhaust fumes be vented from the garage? **Mr. Van Den Brink** – There are mechanical systems to direct ventilation through the building to the roof.

Dave, Cork Street – Parking is also a concern for the residents. There is an existing building on Cork and Oxford Streets with zero parking for the tenants. They park on the street, in front of homes and at times block the driveways. The approved mixed use building across the street has zero parking for staff and customers. He would like to see something done with the parking in the area. A parking study should be done as well as a traffic study. He does like the design of the building and hopes that people will use other means of transportation other than drive. Currently, there is a bus that comes down Cork Street but HRM is stopping that service.

Carol Moore, Cork Street – She likes the look of the building. She didn't know about the approved five-storey, mixed use building across the street and is surprised that the City did not inform the surrounding residents. She has very strong concerns about parking on Cork Street. It has increase over the last two years. People park on the street, in front of the house and driveway daily. Her street missed six weeks of garbage collection this past Winter due to the street being too narrow for the truck to pass the parked cars on both sides of the street. She is glad there is proposed resident parking but there needs to parking for commercial staff and customers. People also use Cork Street to drop kids off at the nearby daycare. Hundreds of children go through that intersection when they walk to St. Catherine's School. How will that be factored into the layout and planning? There are currently no crossing guards there.

**Suzanne McNeil, Oxford Street** – The #1 bus service is going to end at Chebucto Road. She has children that go to the aforementioned daycare and crossing the road is treacherous. She has had to call parking enforcement many times to have cars that are parked in front of her driveway ticketed.

Steve O'Donnell, Cork Street – Parking is an issue. Does the TIS include a parking study? Ms. MacLellan – TISs do not look at parking but she will discuss further with engineering and planning staff. Staff can look at having different requirements for commercial and visitors parking in the development agreement. Mr. O'Donnell – Was there a TIS done for the approved building across the street? Ms. MacLellan – Yes, there was. Mr. O'Donnell – Were both studies done by different engineering firms? Ms. MacLellan – The TIS for the approved building, did not incorporate this building as the TIS was completed before this building was considered. The TIS for this building does include the traffic generated from the approved building across the street. Mr. O'Donnell – There are times when people park on both sides of the street which make it very difficult to get out of the driveway. Could parking on one side of Cork Street and other streets in the area be prohibited? Ms. MacLellan – Parking requirements on streets cannot be included in the development agreement but she will bring it up with the

regional transportation group to see if parking on one side of the street can be restricted.

Councillor Jennifer Watts, District 8 - There is a proposal to change the #1 service route but no decisions have been made. Over the Summer, Staff will be evaluating feedback on the bus routes and will have a staff report to Council in the Fall 2015 and Council will make a decision. In terms of the approved five-storey building across the street, it was advertised within a certain catchment area. She explained the Centre Plan project and that public consultation engagement is very important as it will lay out the next 10 to 20 years for the Peninsula and urban core of Dartmouth. She encouraged residents to have their name added to her district email list for effective communication. With respect to parking issues, it is possible to make changes now. She asked residents to email her with specifics and she will have parking staff assess the situation.

**Leah** – Is the approved five-storey mixed use building apartments or owned? **Ms. MacLellan** – The development agreement can't state whether the building is condos or apartments. The decision to have the units as condos versus apartments is up to the developer and can change over time.

**Shawn** – What is the timeframe for the two developments? **Ms. MacLellan** – The approved development can begin once the developer has permits. This proposal will need to be approved by HWCC (up to an 8 month process – possibly by Fall 2015) before applying for any permits. **Mr. Van Den Brink** – If approved, the intent would be to build right away and could take a year and a few months.

# 5. Closing Comments

**Ms. MacLellan** thanked everyone for coming and expressing their comments.

# 6. Adjournment

The meeting adjourned at approximately 8:00 p.m.