

# MEMORANDUM

To: Chair and Members of Districts 7 and 8 Planning Advisory Committee

From: Dali Salih, Planner, Planning Services, HRM Development Approvals

Date: May 9, 2014

Subject: **Case 19185: Application by the Canadian Cancer Society to discharge their existing development agreement and enter into a new development agreement to expand existing accommodation facilities and office uses at 5826 South Street and 1188 Wellington Street, Halifax.**

---

The Canadian Cancer Society (CCS) wishes to expand its Nova Scotia and Halifax Unit building, also known as Daffodil Place, located at 5826 South Street, Halifax. The intent is to provide additional accommodations, private rooms and rehabilitative facilities for visiting patients. Attachments A to D outline the project as submitted by CCS.

**Existing Use**

Daffodil Place is a four-storey building that accommodates out-of-town cancer patients, who are required to stay in Halifax to receive treatment at one of the nearby hospitals. The building contains office spaces at the underground and ground levels and accommodation facilities on the remaining 3 levels.

The subject site has one primary parking lot located on the west side of the building, which consists of 14-16 parking spaces. This parcel is owned by the province and is known as “the Gorsebrook Lands”, and is leased by the CCS for parking purposes.

**Location**

The subject site:

- consists of 2 properties; 5826 South Street and 1188 Wellington Street (Maps 1-4);
- is located on the south-west corner of South Street and Wellington Street, directly across from the IWK Hospital;
- comprises a total of 1,517 square metres (16,331 square feet); and
- surrounded by institutional uses to the north and west, and low and medium density residential uses to the east and south.

---

**Designation &** The subject site:

**Zoning**

- lies within Area 6 of the South End Area Secondary Planning Strategy (Section V of the Halifax Municipal Planning Strategy [MPS]), is designated for High Density Residential (HDR) development (Maps 1 and 2);
- is zoned R-3 (Multiple Dwelling) Zone under the Halifax Peninsula Land Use By-law (Map 3); and
- falls within a 65-foot Height Precinct (Map 4).

**Background**

- In 1987, CCS applied for an amendment to Municipal Planning documents to permit the construction of Daffodil Place on the subject property. As the property is zoned R-3, the lodging/rooming house element of the proposal was permitted as-of-right. However, the office component was only permitted in high density residential buildings containing 100 or more dwelling units in the South End area of Halifax.
- Halifax City Council approved amendments to the Halifax Municipal Planning Strategy (MPS) in 1989, to permit offices of a non-profit organization of a medical/rehabilitative nature on or below the ground floor of a residential structure by development agreement. These amendments were applied to properties fronting on South Street between the Gorsebrook lands and Tower Road (Maps 1 and 2).
- The existing development agreement references a lease agreement between the Province of Nova Scotia and the CCS for a 30ft. x 124 ft. parcel of the Gorsebrook lands located immediately west of the subject site. The 20-year lease agreement guaranteed the CCS's exclusive use of this land for parking purposes (14-16 spaces). As a result of referencing the provincially-owned parcel, the development agreement was drafted as a 3-party agreement between the CCS and the Province, and the Municipality.
- It should be noted that the lease expired in 2010 and was renewed in 2012 to allow CCS to utilize the land for 25 years.
- In 2011, CCS submitted a Planning Application for substantive amendments to the existing development agreement to allow for the consolidation of the original site and 1188 Wellington Street, and expanding existing institutional uses to accommodate additional cancer patients by constructing a substantial addition that covers approximately 95% of 1188 Wellington Street, Halifax (Attachment A). This application was withdrawn in 2013 prior to proceeding with a Staff Report and a proposed development agreement to Community Council for a decision.

---

**Proposal**

The applicant is proposing to construct an addition that includes 8 offices spaces on the basement level, 4 rooms for amenity and recreation purposes on the ground level, and between 15 to 17 bedrooms on the second and third levels.

**Planning  
Process**

1. Discharging the existing 3-party development agreement, which was drafted in 1989 to allow for the construction of the existing building (Daffodil Place) at 5826 South Street, Halifax. As the agreement does not meet the standards of the current development agreement process, including clauses of terms and conditions, discharging the agreement is a reasonable solution; and
2. Entering into a new development agreement between the Municipality and the CCS only, without including the provincially-owned parcel in the agreement. The new agreement will address the existing building on 5826 South Street, allow for lot consolidation of 5826 South Street and the abutting property, 1188 Wellington Street, and enable the construction of a new addition that accommodates additional accommodation facilities and offices spaces.

**Planning  
Policies**

**Residential Designation Policies:**

**Policy 1.4.3** - Areas shown as High-Density Residential on the Future Land Use Map of this Plan shall be regarded as primarily non-family residential areas.

**District Policies:**

**Policy 7.6.2** - For those properties designated "High Density Residential" fronting on South Street between the Gorsebrook lands and Tower Road, Council may permit, by development agreement, an office of a non-profit medical or medical and rehabilitative organization to be located at or below the ground floor of a residential structure.

**Policy 7.6.3** - Proposals under Policy 7.6.2 shall be evaluated against the following criteria:

- a) that parking is adequate for both the residential use and the office use;
- b) that adjacent residential uses are not unduly effected as a results of hours of operation, location, parking, and lighting.

**Public  
Consultation**

The community engagement process is consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement was information sharing achieved through two mail-outs. The first mail-out was distributed to neighbouring residents on November 30, 2011 under Case 17198 and no comments were received through correspondence. The second notification of the revised design under the current case was distributed on May 14, 2014.

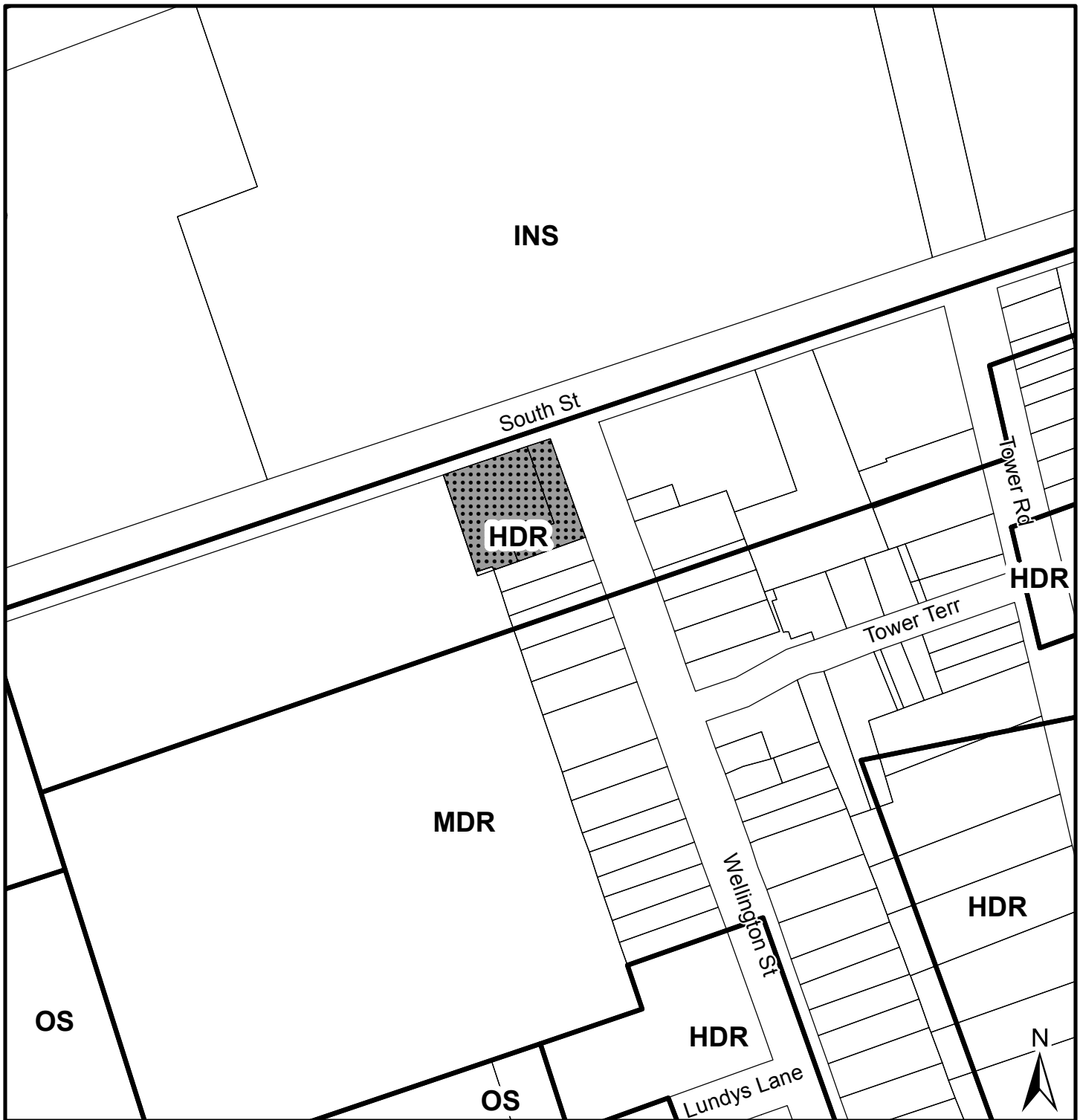
### **Input Sought from Districts 7 & 8 Planning Advisory Committee**

Pursuant to the Committee's Terms of Reference, feedback is sought from the Committee relative to the applicable Planning Policies of the Municipal Planning Strategy listed above. Some specific items that the Committee may wish to address include the design of the proposed addition, the materials and landscaping. PAC's recommendations will be included in the staff report to Halifax and West Community Council.

### **Attachments**

|              |   |
|--------------|---|
| Map 1        | Generalized Future Land Use Map (GFLUM) Map |
| Map 2        | Area of MPS Policy 7.6.2                    |
| Map 3        | Zoning and Notification Map                 |
| Map 4        | Height Precinct                             |
| Attachment A | Original Site Plan (Case 17198)             |
| Attachment B | Revised Site Plan                           |
| Attachment C | Revised Elevation Plans                     |
| Attachment D | Revised Floor Plans                         |
| Attachment E | 3D Rendering                                |
| Attachment F | Traffic Impact Statement (TIS)              |





## Map 1 - Generalized Future Land Use

5826 South Street  
and 1188 Wellington Street  
Halifax



Area of proposed  
development agreement

Halifax Plan Area  
South End Detailed Plan Area

### Designation

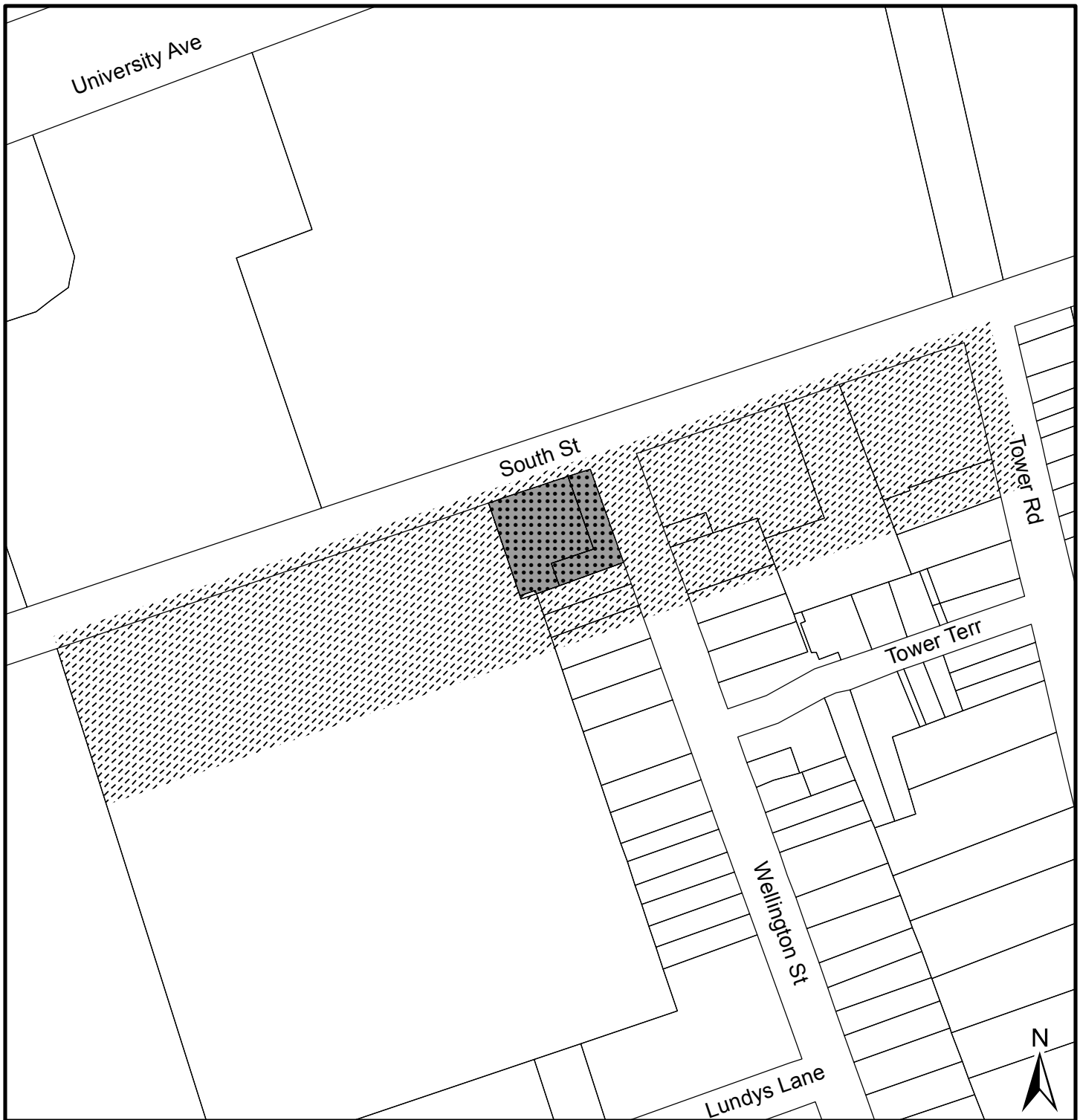
|     |                            |
|-----|----------------------------|
| MDR | Medium Density Residential |
| HDR | High Density Residential   |
| INS | Institutional              |
| OS  | Open Space                 |

**HALIFAX**  
REGIONAL MUNICIPALITY  
DEVELOPMENT APPROVALS

0 20 40 60 m

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

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



## Map 2 - Area of MPS Policy 7.6.2

5826 South Street  
and 1188 Wellington Street  
Halifax



Area of proposed  
development agreement



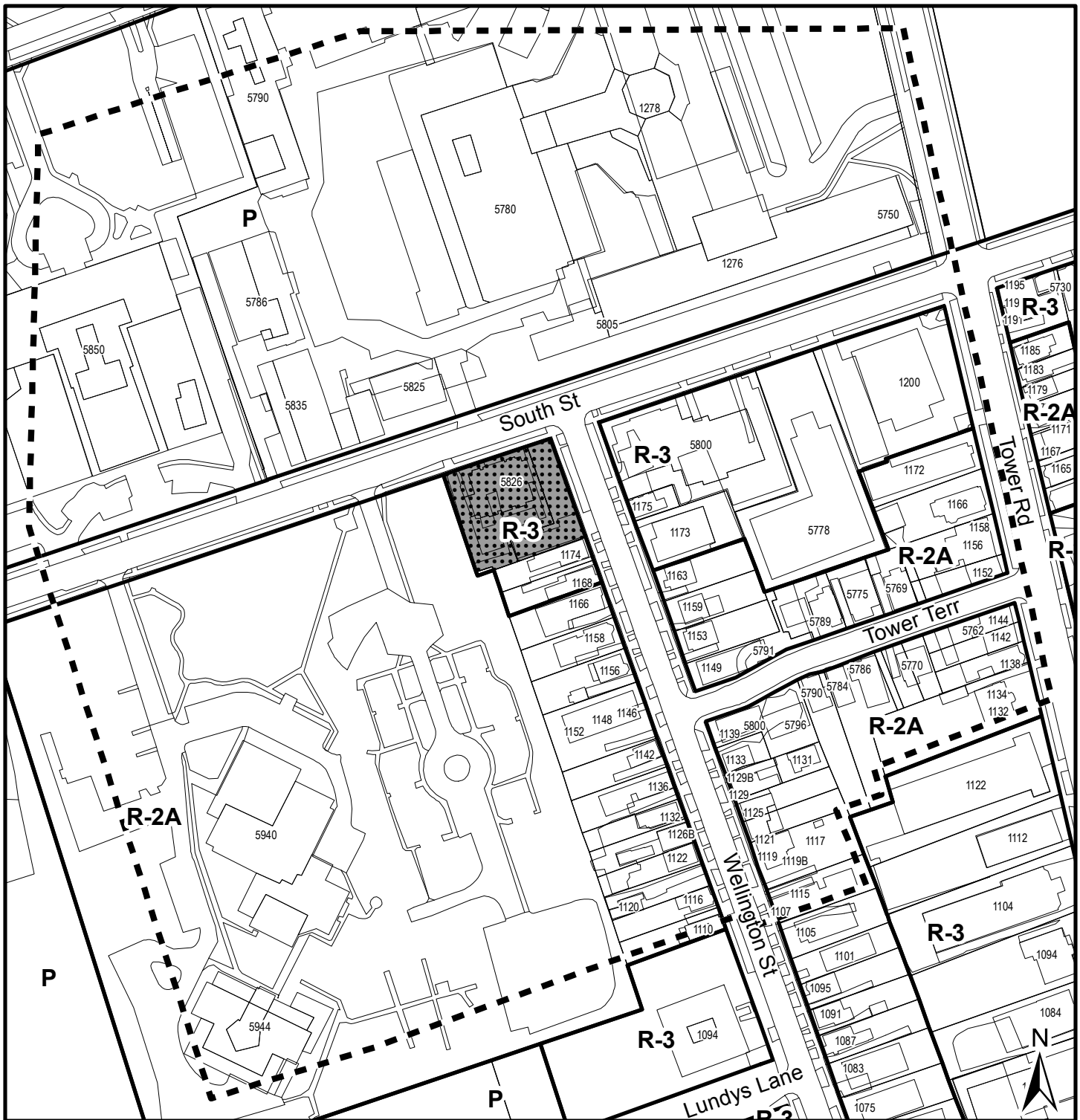
Area described in Policy 7.6.2  
of the Halifax Municipal Planning Strategy

Halifax Plan Area  
South End Detailed Plan Area

**HALIFAX**  
REGIONAL MUNICIPALITY  
DEVELOPMENT APPROVALS


0 20 40 60 m


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



### Map 3 - Zoning and Notification

5826 South Street  
and 1188 Wellington Street  
Halifax

 Area of proposed  
development agreement

 Area of notification


Halifax Peninsula  
Land Use By-Law Area

#### Zone

R-2A General Residential Conversion  
R-3 Multiple Dwelling  
P Park and Institutional

**HALIFAX**  
REGIONAL MUNICIPALITY  
DEVELOPMENT APPROVALS

0 20 40 60 m




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

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





# Map 4 - Height Precinct


5826 South Street  
and 1188 Wellington Street  
Halifax

 Area of proposed  
development agreement

Halifax Peninsula  
Land Use By-Law Area

 Height measured to highest point  
of roof

 Height measured to highest point  
of top floor of building (not including  
non-habitable roof)

 Height measured to commencement  
of top storey of building

Please refer to ZM-17 - Height Precinct Map for full  
definitions of height measurement.

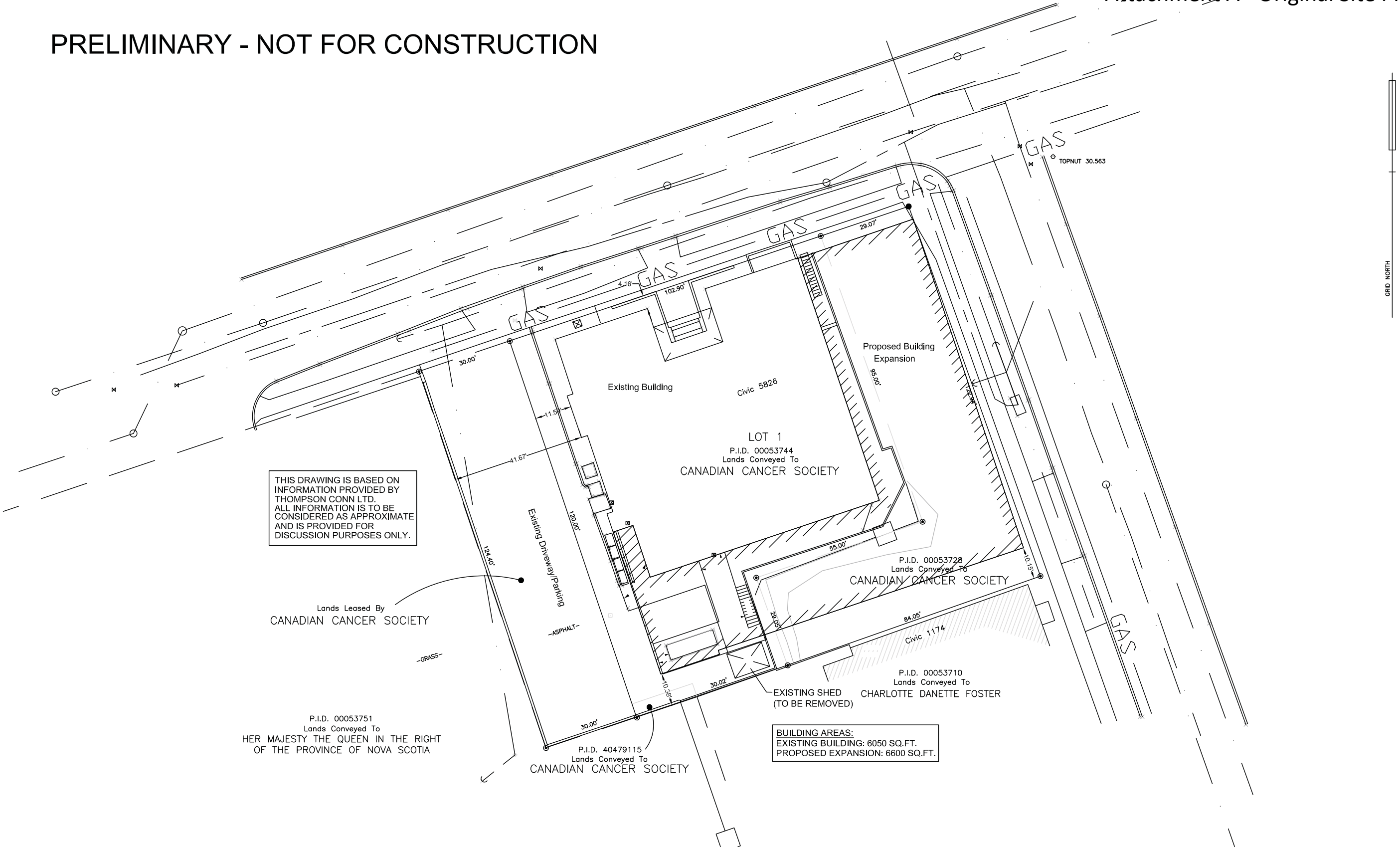
**HALIFAX**  
REGIONAL MUNICIPALITY  
DEVELOPMENT APPROVALS

0 20 40 60 m

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



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

PRELIMINARY - NOT FOR CONSTRUCTION

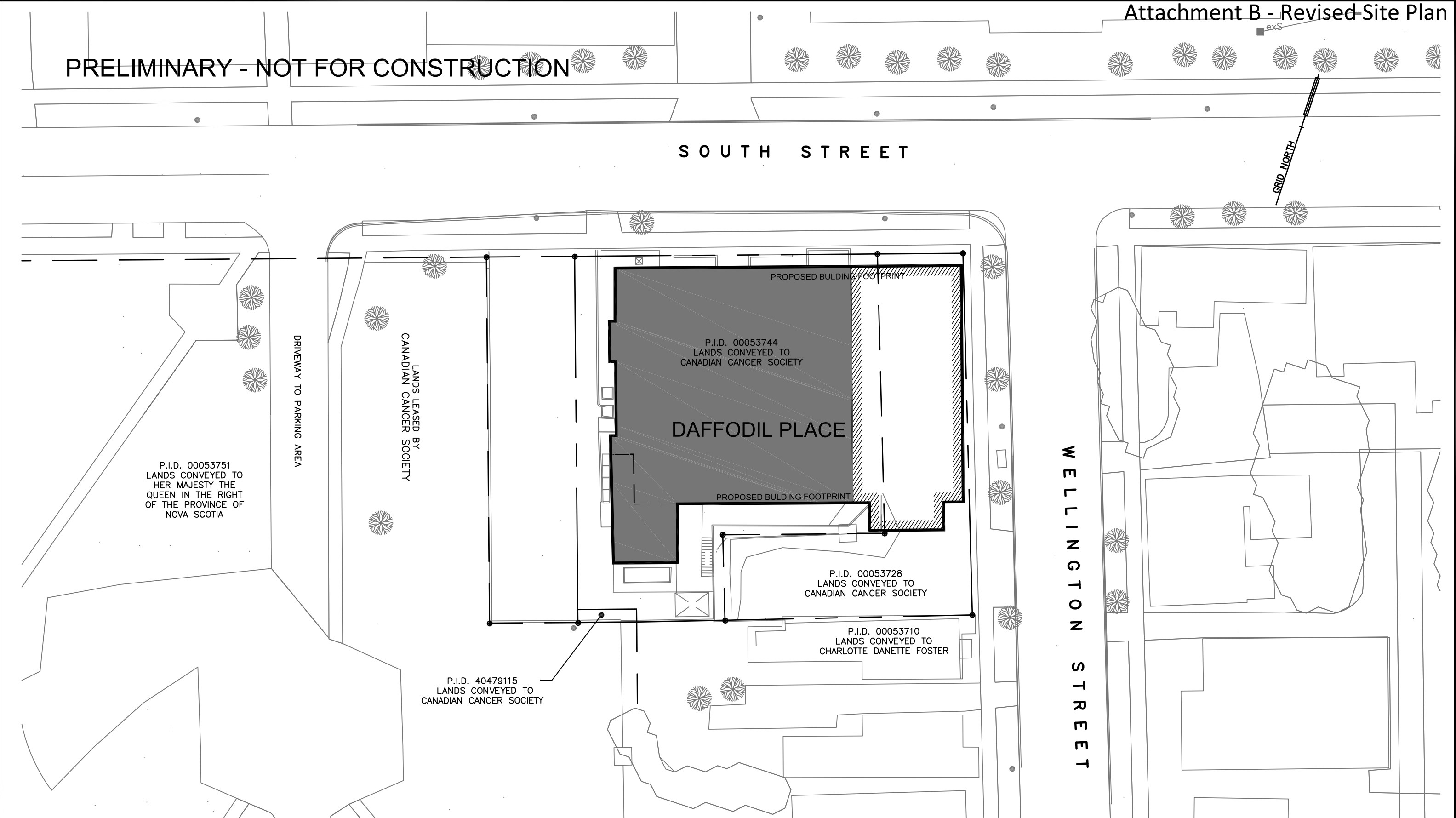




THIS DRAWING IS BASED ON INFORMATION PROVIDED BY THOMPSON CONN LTD. ALL INFORMATION IS TO BE CONSIDERED AS APPROXIMATE AND IS PROVIDED FOR DISCUSSION PURPOSES ONLY.

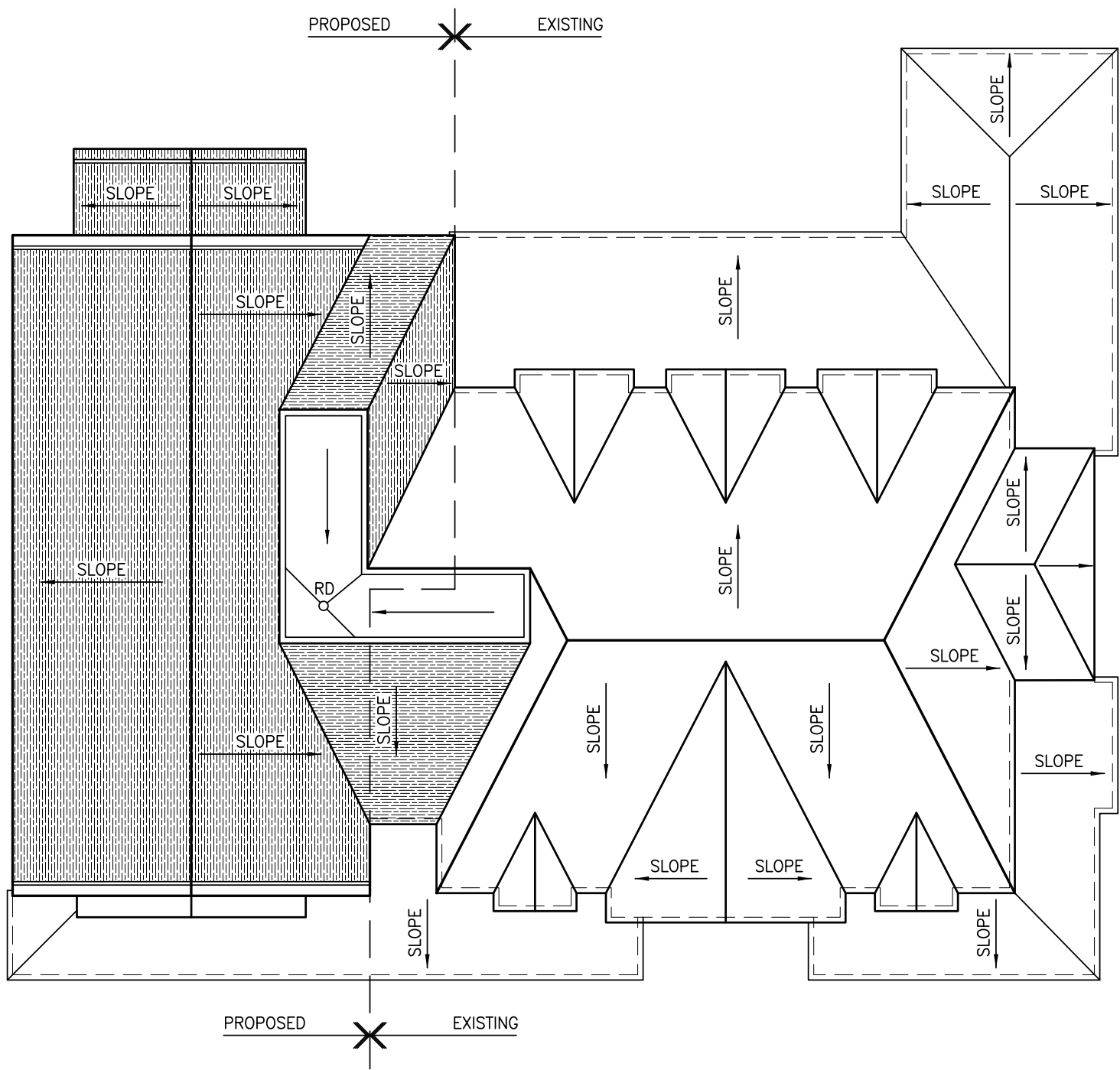
BUILDING AREAS:  
EXISTING BUILDING: 6050 SQ.FT.  
PROPOSED EXPANSION: 6600 SQ.FT.

|      |          |                      |     |  |  |                         |                        |                                      |                   |
|------|----------|----------------------|-----|--|--|-------------------------|------------------------|--------------------------------------|-------------------|
|      |          |                      |     |  <b>FOWLER<br/>BAULD &amp;<br/>MITCHELL</b> |  <b>SNC • LAVALIN</b><br><small>SNC • LAVALIN Inc.<br/>Halifax, Nova Scotia, Canada<br/>Telephone: (902) 492-4544<br/>Fax: (902) 492-4540<br/>Member of the SNC • LAVALIN Group</small> | DESIGNED: ALB <i>AB</i> | PROJECT #: 504833-0001 | PROJECT: DAFFODIL PLACE              | DRAWING #: CSK-02 |
| C03  | 11/08/19 | FOR INFORMATION ONLY | ALB |  |  | DRAWN: ALB              | SCALE: 1"=30'          | DRAWING TITLE: PRELIMINARY SITE PLAN |                   |
| REV. | DATE     | DESCRIPTION          | BY  |  |  | CHECKED: VST            | DATE: 19 AUG 2011      |                                      |                   |

PRELIMINARY - NOT FOR CONSTRUCTION



|      |          |                      |    |  |   |                        |                        |                                      |                   |
|------|----------|----------------------|----|--|---|------------------------|------------------------|--------------------------------------|-------------------|
|      |          |                      |    |  <b>FOWLER<br/>BAULD &amp;<br/>MITCHELL</b><br><br>architecture |  <b>SNC-LAVALIN</b><br><br>SNC-LAVALIN Inc.<br>Halifax, Nova Scotia, Canada<br>Telephone: (902) 492-4544<br>Fax: (902) 492-4540<br><br>Member of the SNC-LAVALIN Group | DESIGNED: AB           | PROJECT #: 504833-0001 | PROJECT: DAFFODIL PLACE              | DRAWING #: CSK-02 |
| C05  | 14/03/28 | FOR INFORMATION ONLY |    |  |   | DRAWN: DB/MZ           | SCALE: 1"=30'          | DRAWING TITLE: PRELIMINARY SITE PLAN |                   |
| REV. | DATE     | DESCRIPTION          | BY |  |   | CHECKED: TV <i>del</i> | DATE: 30 NOV 2010      |                                      |                   |



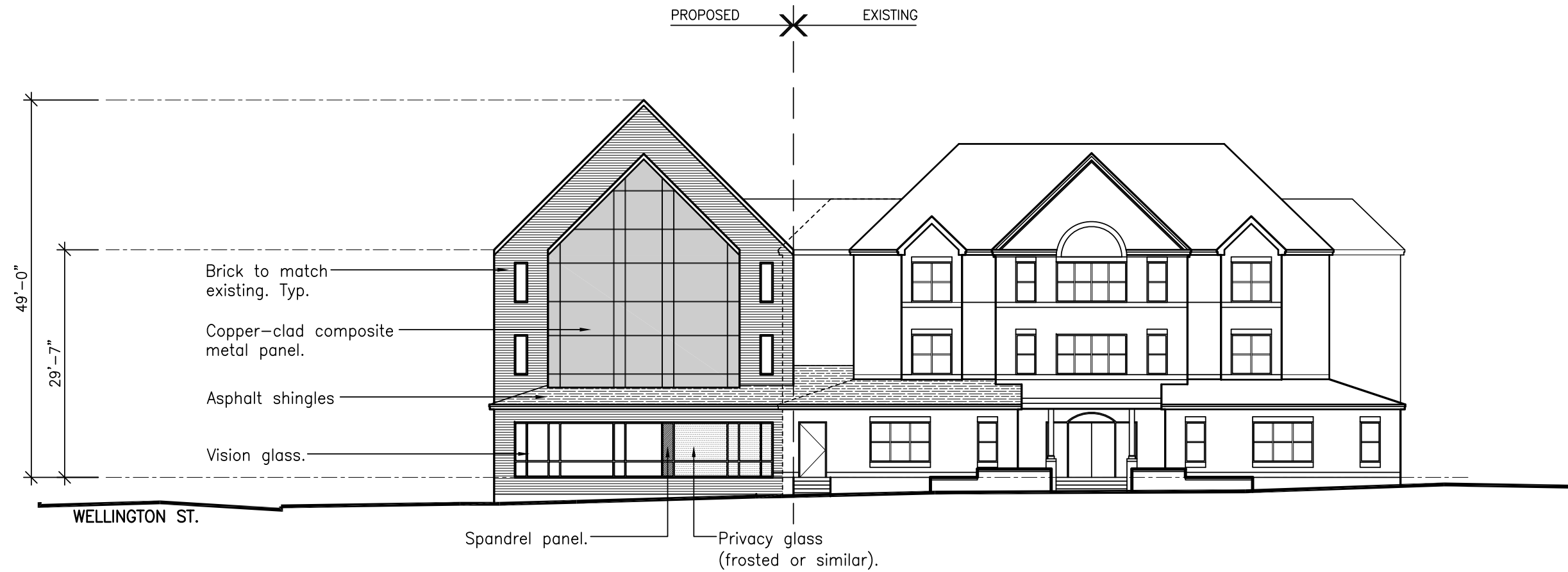
**DAFFODIL PLACE**

JOB 2010-033 DATE 17 DEC. 2010  
CLIENT  
CANADIAN CANCER SOCIETY

ROOF PLAN

**A-5**

DWN SD CHK MJ SCALE AS NOTED



0 4 8 16 32 FEET

**FOWLER  
BAULD &  
MITCHELL**  
architecture



Fowler Bauld & Mitchell Ltd.  
PO Box 514, Suite 102  
1660 Hollis Street, Halifax, Nova Scotia B3J 2R7  
Tel: 902 429 4100 Fax: 902 423 3063  
email: architects@fbm.ns.ca www.fbm.ns.ca

## DAFFODIL PLACE

JOB 2010-033 DATE 17 DEC. 2010

CLIENT

CANADIAN CANCER SOCIETY

NORTH ELEVATION

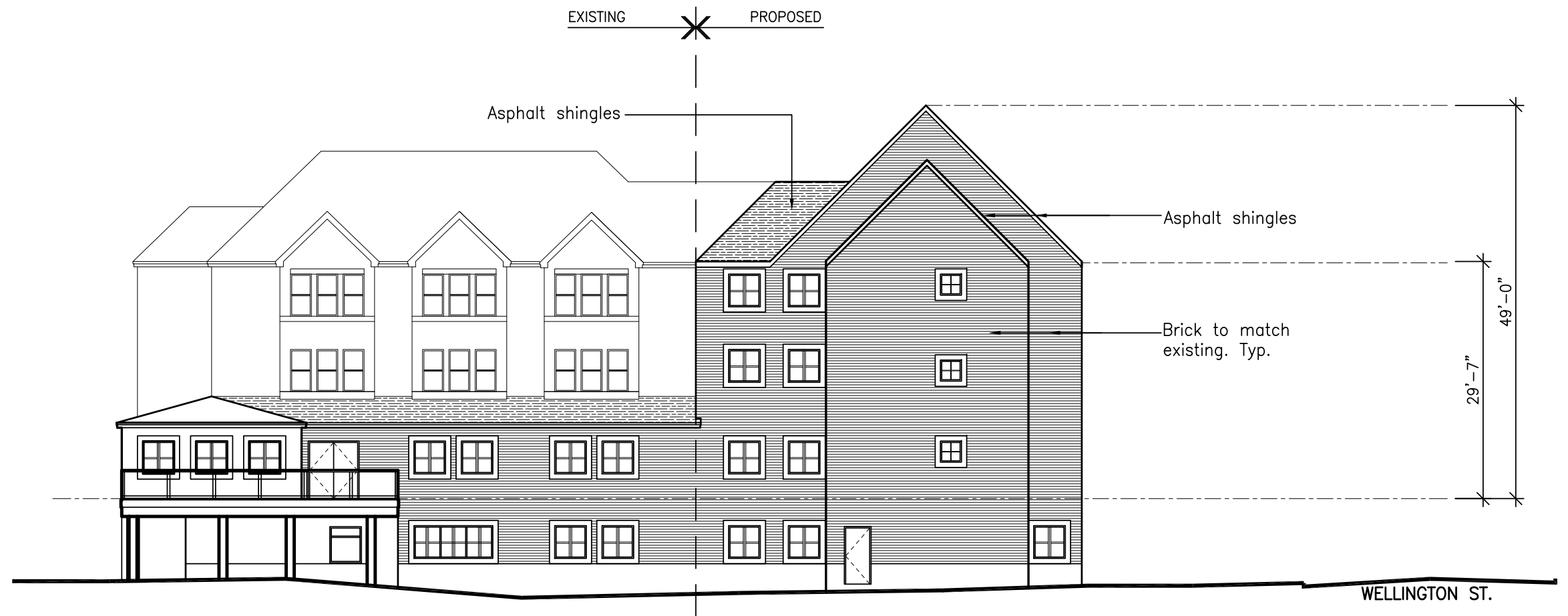
**A-6**

DWN  
SD

CHK  
MJ

SCALE  
AS NOTED





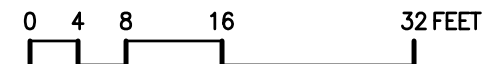
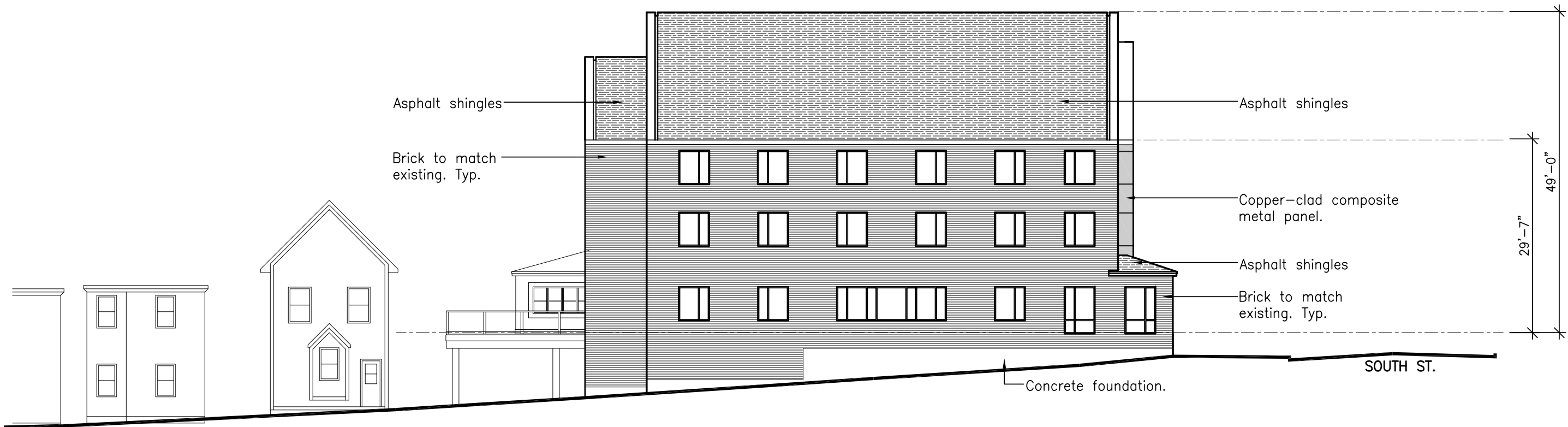
## DAFFODIL PLACE

JOB 2010-033 DATE 17 DEC. 2010  
CLIENT  
CANADIAN CANCER SOCIETY

SOUTH ELEVATION

A-7

DWN SD CHK MJ SCALE AS NOTED



## DAFFODIL PLACE

JOB 2010-033 DATE 17 DEC. 2010

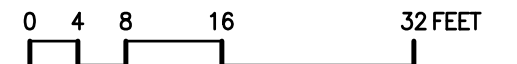
CLIENT

CANADIAN CANCER SOCIETY

EAST ELEVATION

A-8

|     |     |          |
|-----|-----|----------|
| DWN | CHK | SCALE    |
| SD  | MJ  | AS NOTED |



## DAFFODIL PLACE

JOB 2010-033 DATE 17 DEC. 2010

CLIENT

CANADIAN CANCER SOCIETY

WEST ELEVATION

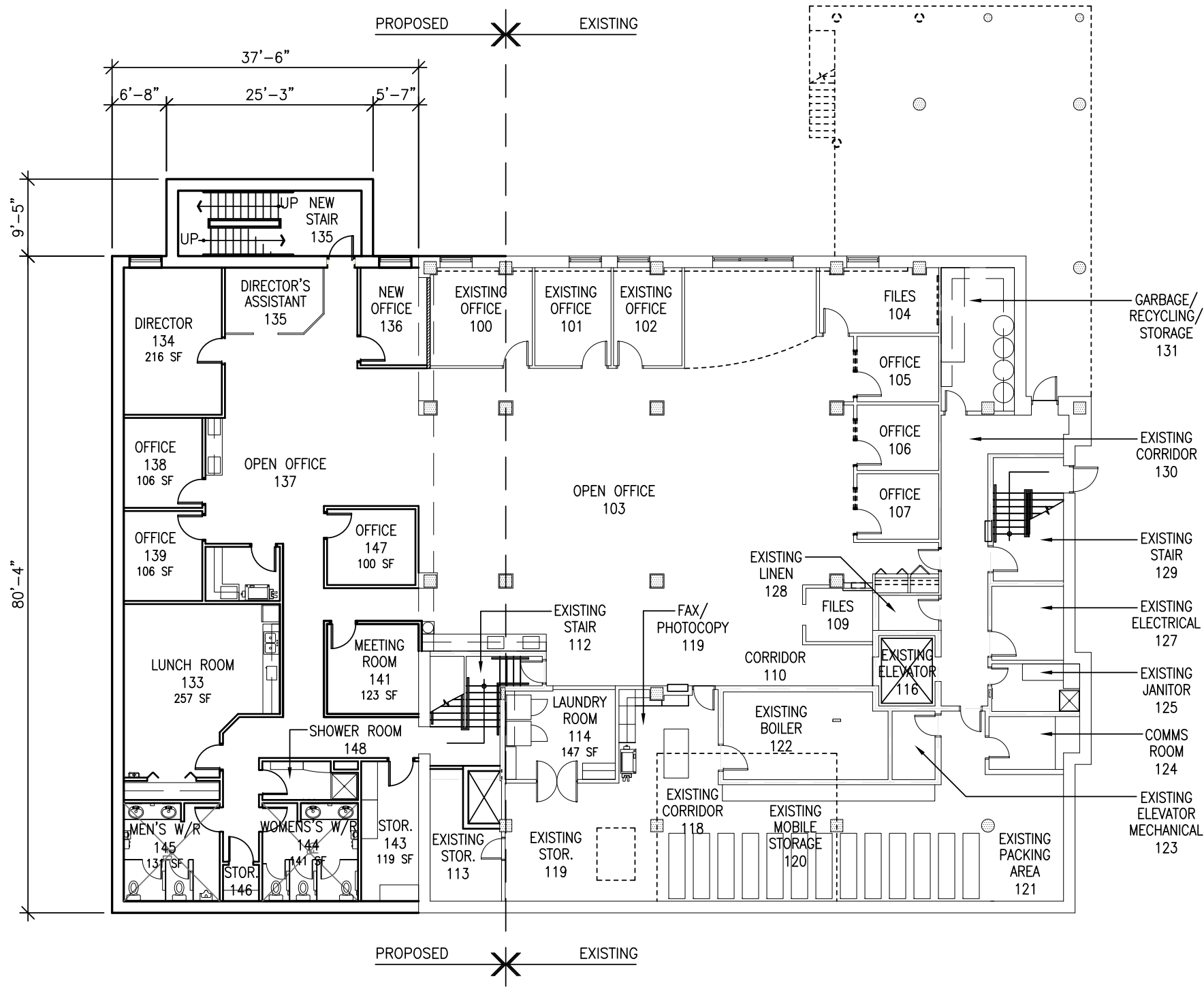
A-9

DWN  
SD

CHK  
MJ

SCALE  
AS NOTED

Attachment D- Revised Floor Plans



**DAFFODIL PLACE**

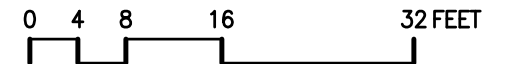
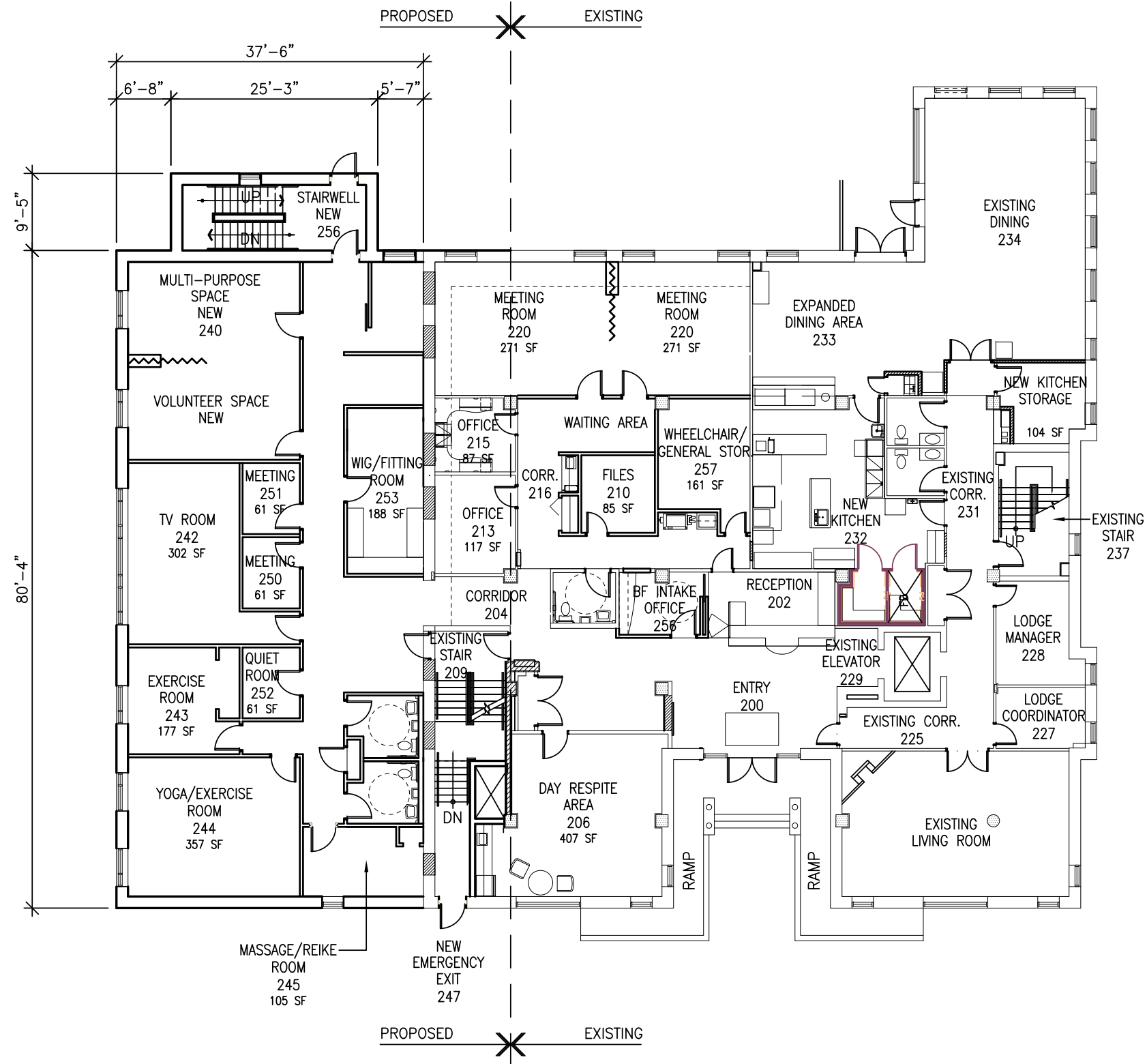
JOB 2010-033 DATE 17 DEC. 2010  
CLIENT

CANADIAN CANCER SOCIETY

LEVEL 1 FLOOR PLAN

**A-1**

DWN SD CHK MJ SCALE AS NOTED



## DAFFODIL PLACE

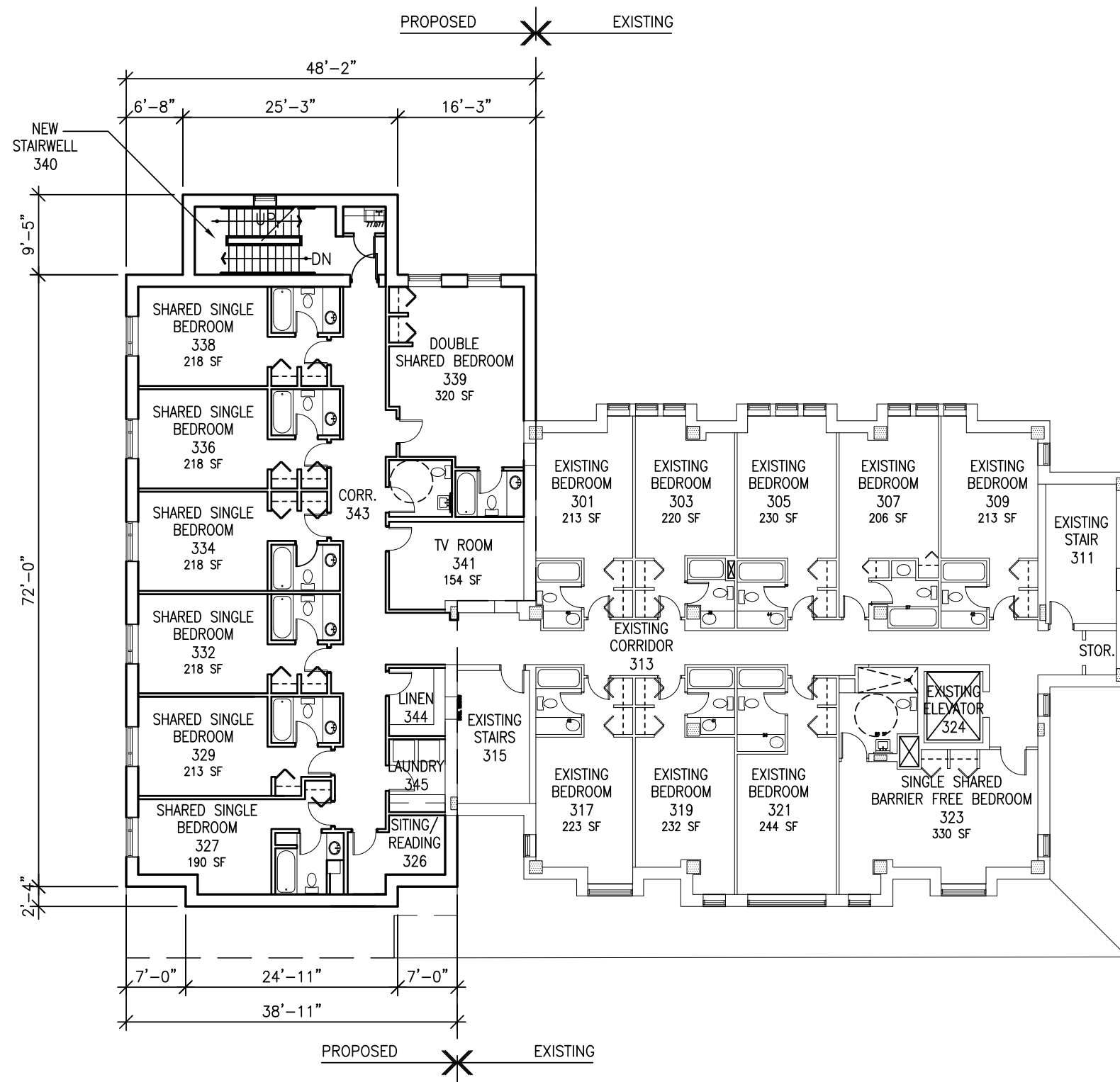
JOB 2010-033 DATE 17 DEC. 2010  
CLIENT

CANADIAN CANCER SOCIETY

LEVEL 2 FLOOR PLAN

A-2

DWN SD CHK MJ SCALE AS NOTED



## DAFFODIL PLACE

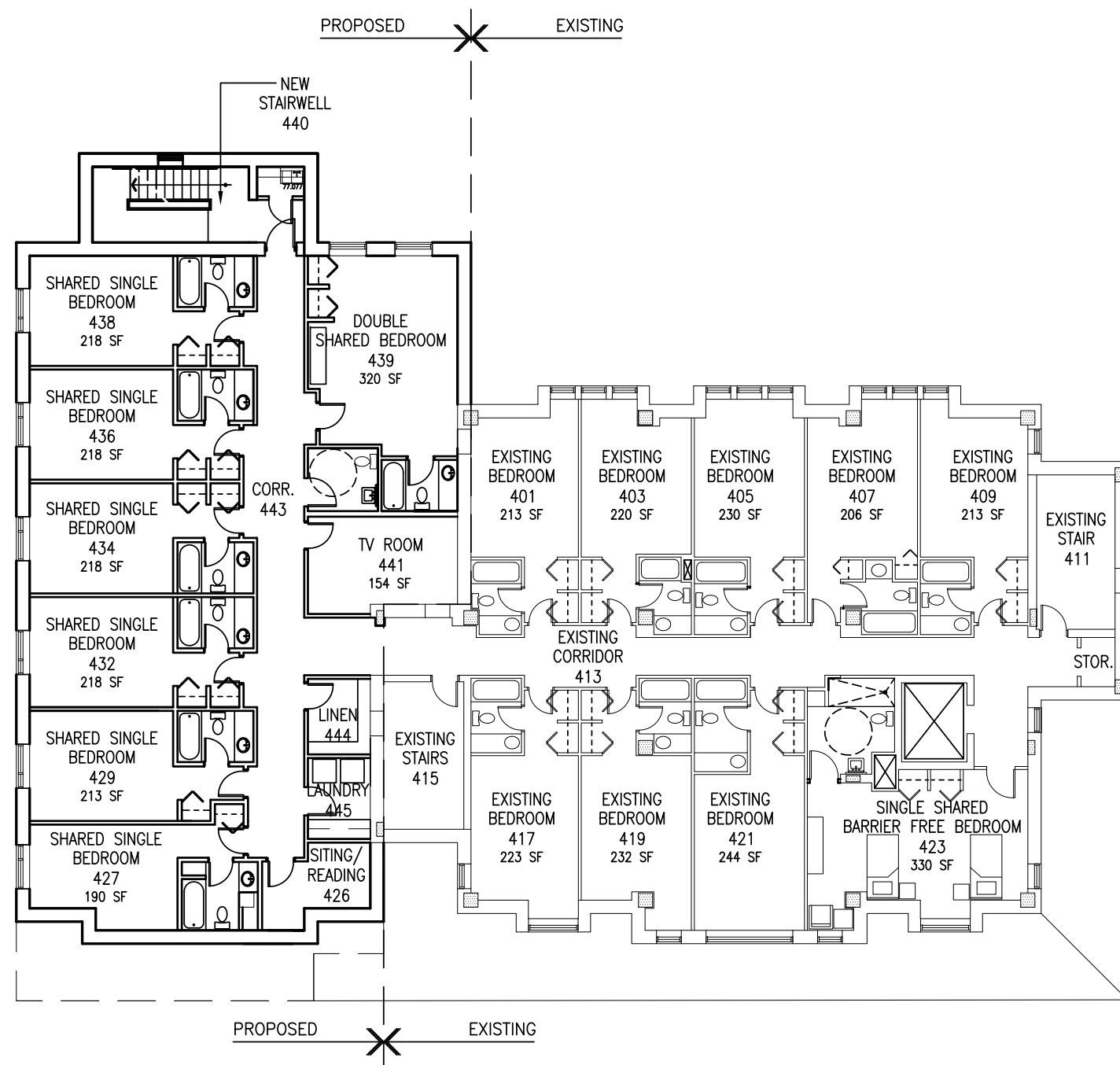
JOB 2010-033 DATE 17 DEC. 2010  
CLIENT

CANADIAN CANCER SOCIETY

LEVEL 3 FLOOR PLAN

**A-3**

DWN SD CHK MJ SCALE AS NOTED



0 4 8 16 32 FEET

## DAFFODIL PLACE

JOB 2010-033 DATE 17 DEC. 2010

CLIENT

CANADIAN CANCER SOCIETY

LEVEL 4 FLOOR PLAN

**A-4**

DWN SD CHK MJ SCALE AS NOTED

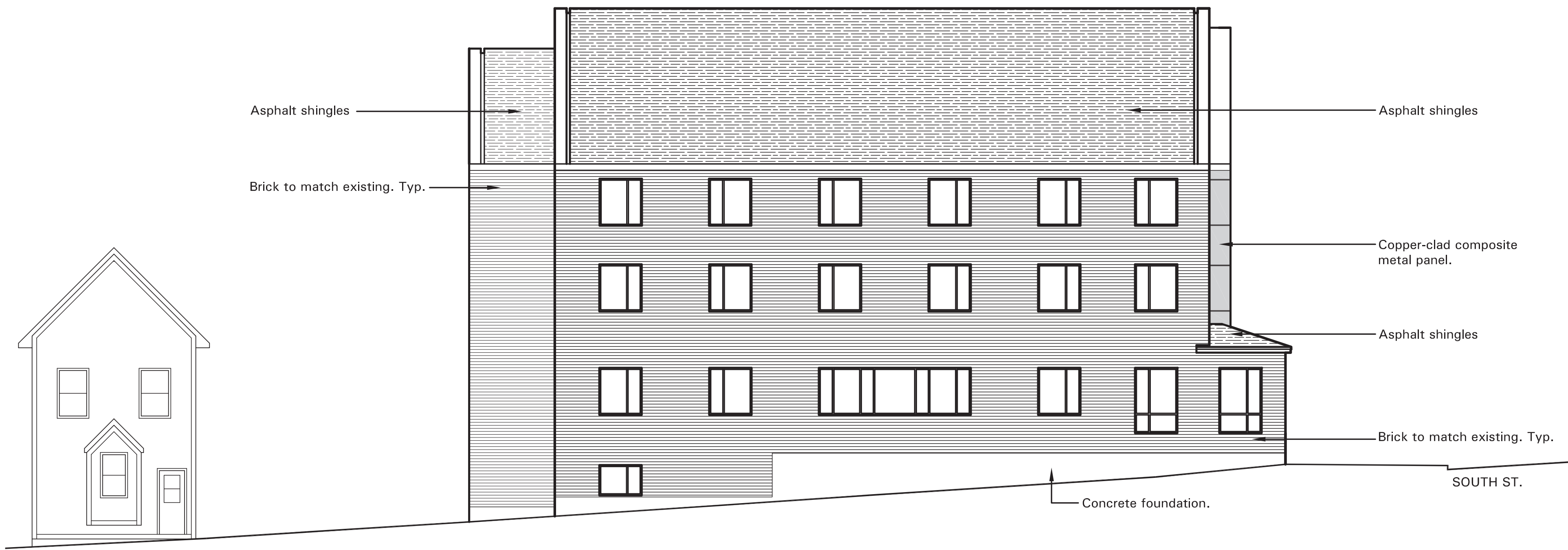




View from South Street



South Street / North Elevation



Wellington Street / East Elevation





**SNC-LAVALIN INC.**  
Suite 200  
Park Lane Terraces  
5657 Spring Garden Road  
Halifax, Nova Scotia  
Canada, B3J 3R4

Telephone: 902-492-4544  
Fax: 902-492-4540

28 March 2014

Fowler Bauld and Mitchell Architecture  
P.O. Box 514, Suite 102  
1660 Hollis Street  
Halifax, Nova Scotia  
B3J 2R7

**Attention: Mr. Matthew Jarsky**

Dear Mr. Jarsky,

**RE: Daffodil Place: Traffic Impact Statement**

---

SNC-Lavalin (SLI) was requested to carry out traffic assessment and prepare a traffic impact statement for the proposed redevelopment of the Canadian Cancer Society (CCS) Daffodil Place, located at 5826 South Street in Halifax, Nova Scotia. The original assessment was carried out in March of 2011. The original report, issued on March 15, 2011, is attached.

The purpose of this letter is to confirm that the findings of the original report are still valid. The development in the area has remained unchanged since the original report, including peak hour traffic volumes collected in July, 2012.

For this reason the original report has been attached for reference in regard to a traffic impact statement.

Should you have any questions or comments or require additional information, please contact the undersigned at (902) 492-4544 or by email at [tim.veinot@snclavalin.com](mailto:tim.veinot@snclavalin.com)

Yours truly,

**SNC • LAVALIN INC.**

Original signed

Tim Veinot, P.Eng, MBA

504833-0001-C-LET-000-0003



**SNC • LAVALIN**



SNC-LAVALIN INC.  
Suite 200  
Park Lane Terraces  
5657 Spring Garden Road  
Halifax, Nova Scotia  
Canada B3J 3R4

Telephone: 902-492-4544  
Fax: 902-492-4540

March 15, 2011

**Fowler Bauld and Mitchell Architecture**

P.O. Box 514, Suite 102  
1660 Hollis Street  
Halifax, Nova Scotia  
B3J 2R7

**Attention: Mr. Matthew Jarsky**

Dear Mr. Jarsky,

**RE: Daffodil Place: Traffic Impact Statement**

---

**BACKGROUND**

SNC-Lavalin (SLI) was requested to carry out a traffic assessment and prepare a traffic impact statement for the proposed redevelopment of Canadian Cancer Society (CCS) Daffodil Place, located at 5826 South Street, Halifax, Nova Scotia. Specifically, the building is located in the southwest quadrant of the South Street and Wellington Street intersection. The surrounding area is generally institutional in nature with the QEII Health Sciences Centre being located directly across from the site.

Daffodil Place is a non-profit facility owned and operated by the Canadian Cancer Society to provide lodging and programming for people with cancer while staying in Halifax for medical treatment as well as space for the Society's offices. The existing facility has thirty-four beds and was erected in 1990, with the proposed expansion providing for a total of 70 to 75 residents. To facilitate the expansion, the Canadian Cancer Society purchased the adjacent lot to the east.

The purpose of this letter is to summarize the findings of the investigations and analysis undertaken to determine any traffic related impacts of the proposed CCS Daffodil Place renovations on existing traffic patterns. Specifically, the investigations focused on the transportation operational impact of the development and the adequacy of the existing infrastructure to accommodate the development.



Mr. Matthew Jarsky  
March 15, 2011  
Page 2

## **EXISTING CONDITIONS**

Daffodil Place is located on South Street approximately mid-block between Robie Street and South Park Street intersections, both of which include traffic signals. This section of roadway serves as a primary access point for the QEII Health Science Centre and surrounding medical, institutional and academic facilities. There are numerous driveways within this block and two intersections with roads to residential neighbourhoods. South Street is considered to be a significant collector route to adjacent arterials and a main peak hour thoroughfare.

In the immediate vicinity of Daffodil Place, three primary surface parking lots exist and accommodate approximately 900 parking spaces for the surrounding institutional developments. In comparison, the existing Daffodil Place has one primary paved parking area on the west side of the building that has approximately 16 parking spaces. An existing gravel parking area is also located along Wellington Street and has a driveway to Wellington Street. This parking area is located at the eastern edge of the property and could potentially accommodate 10-15 vehicles, though this area is required for the future building addition.

From the main driveway located just west of the existing building, the parking areas and aisle descends at a grade of approximately 8% - 10% to the rear of the building, providing access to a number of items including:

- Fuel tank;
- Waste collection and recycling containers;
- Air conditioning units;
- Utility shed; and,
- Exterior stairway.

Based on this, emergency vehicle access and waste collection vehicles are considered to be the appropriate design vehicles for the facility. Both of these types of vehicles operate at the existing facility.





Mr. Matthew Jarsky  
March 15, 2011  
Page 3

### ***Traffic***

Traffic information at surrounding intersections and nearby roadway sections were provided by the Halifax Regional Municipality's Traffic Department. The key considerations identified through review of existing and historical volumes include:

- AM peak hour traffic is heaviest in the eastbound direction and PM peak hour traffic is heaviest in the westbound direction. This appears to be consistent with Robie Street serving as the major arterial route in the area;
- Peak directional volumes are generally in the range of 500 – 700 vehicles, though one count indicated volumes just over 900 vehicles during the AM peak hour;
- A number of the institutions in the area have peak traffic generator characteristics that do not coincide with the peak hour of adjacent street traffic;
- Westbound queues were observed extending from Robie Street past the Wellington Street intersection, and occasionally through to South Park Street. Despite the congestion, movements from side streets and driveways with relatively low volumes generally merge into the traffic stream with minimal delays and queuing.

### ***Vulnerable Road Users***

Both Wellington Street and South Street have concrete sidewalks along both sides of the streets with full boulevards. A signalized pedestrian crosswalk is located on South Street just to the east of the property and on the west side of Wellington Street. South Street also has wide curb lanes which appear reasonable for the accommodation of bicycle traffic through the area. The main pedestrian access to Daffodil Place is from the sidewalk on South Street, which also includes a barrier-free access extending to South Street complete with curb cuts.

Observations during a site visit, and review of the surrounding neighbourhoods suggest a number of considerations including;

- There is significant pedestrian traffic on the sidewalk and at the signalized cross walk at Wellington.
- The area includes significant student populations likely due to the location of the nearby residential neighbourhoods and the proximity of local schools, universities, and medical institutions. In this regard, South Street serves as a primary east-west pedestrian corridor.



Mr. Matthew Jarsky  
March 15, 2011  
Page 4

### ***Other Considerations***

A number of other notable considerations were identified on site from a traffic perspective:

- Two driveways are located immediately across the street for access to the hospital and power plant;
- Vehicles are not permitted to park along South Street adjacent to the property, on either side of the street;
- A westbound bus stop is located just to the west of Daffodil Place;

### **PROPOSED CONDITIONS**

#### ***Traffic***

The proposed expansion is planned to provide an additional capacity of 35 to 40 more residents to the site. The Institute of Transportation Engineers (ITE) Trip Generation Guides suggest that trip generation rates of facilities such as this are expected to generate very low volumes of daily or peak hour traffic. This appears consistent with the existing site where a low number of parking spaces are provided relative to the number of beds and staff at the facility. Based on typical guidelines, the expanded facility may be expected to generate a maximum of 10-15 trips during the peak hour.

At these levels of traffic, the future facility is expected to contribute a minimal amount of additional traffic to the existing road network. It is expected that vehicles entering and exiting the site will be able to do so at an acceptable level of service and that any additional volumes will have little to no impact on the adjacent intersections. This statement is particularly applicable given the relatively high number of trips generated by adjacent parking areas.

#### ***Site Access***

It is assumed that access to the site and its parking areas will continue to occur at the existing driveway. As this driveway currently accommodates the site access requirements and there are no changes in the fundamental nature of the traffic accessing the site, it appears that the existing configuration can be maintained under the future expansion.

Similarly, pedestrian access to the site is considered to be good and will accommodate the future expansion, though consideration should be given during the design process to any additional external access requirements generated by the expanded facility.





Mr. Matthew Jarsky  
March 15, 2011  
Page 5

#### **DISCUSSION & RECOMMENDATIONS**

SLI does not anticipate any operational or capacity issues on South Street or Wellington Street due to the relatively low volume of traffic that will be generated by this site under existing and future development conditions. While some congestion is present on South Street during the peak hours of traffic, this is attributable to other external conditions already present on the road network and is not expected to compromise traffic operations at this facility.

Should you have any questions, comments or require additional information, please contact the undersigned at 902-492-4544 or by e-mail at [Roger.Boychuk@snclavalin.com](mailto:Roger.Boychuk@snclavalin.com).

Yours truly,

**SNC-LAVALIN INC.**

Original signed

Roger Boychuk, P. Eng.  
Manager, Transportation & Civil Department

RNB/ew

504833-0001-T-CI-REP-0004 Rev C01