## HALIFAX

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# Item No. <br> Design Review Committee January 14, 2016 

TO:
Chair and Members of the Design Review Committee

## SUBMITTED BY:

Original signed by
Bob Bjerke, Chief Planner and Director of Planning and Development
DATE:
January 4, 2016

SUBJECT: Case 20275: Substantive Site Plan Approval, 1565, 1599, and 1601 South
Park Street and 5600 Sackville Street, Halifax

## ORIGIN

Application by 3280926 Nova Scotia Limited

## LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter (HRM Charter), Part VIII, Planning \& Development

## RECOMMENDATION

It is recommended that the Design Review Committee refuse the substantive site plan approval application for a mixed-use development consisting of two buildings at 1565, 1599, and 1601 South Park Street and 5600 Sackville Street, Halifax as shown on Attachment A.

## EXECUTIVE SUMMARY

3280926 Nova Scotia Limited has made an application for Substantive Site Plan Approval for the development of two buildings at 1565, 1599, and 1601 South Park Street and 5600 Sackville Street, Halifax. The project is a mixed-use development comprised of dwelling units, retail uses, and a new recreational facility (YMCA).

In 2012, Regional Council amended the Regional Municipal Planning Strategy, the Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS), and the Downtown Halifax Land Use By-law (LUB) to increase the maximum height allowances and reduce a setback requirement from South Park Street for the subject site. This was as a result of an application from the YMCA, which was seeking to obtain additional development rights in order to help fund a replacement of its recreation facility. This resulted in the approval of alternative height and setback requirements for the site. In addition to these prescribed heights and setbacks, all other general provisions of the Downtown Halifax LUB apply, such as streetwall heights, setbacks from property lines, and tower width requirements.

Through the substantive site plan approval process, projects are assessed through two separate reviews. The Development Officer is responsible for determining if a proposal meets the land use and built form requirements of the Downtown Halifax LUB and to approve findings of a wind study. The role of the Design Review Committee is to determine if the proposal is consistent with the design guidelines of the Design Manual, to provide advice about the acceptability of the wind report, and to consider and approve applications for variances pursuant to variance criteria in the Design Manual.

The Development Officer has reviewed the project and determined that significant parts of it do not meet the built-form requirements of the Downtown Halifax LUB. Over 14 variance requests have been made to allow the project. In considering the overall design it is concluded that the project is reasonably consistent with the Design Manual with the exception that only limited detail is provided about how flat roof's will be appropriately landscaped. However, several of the requested variances are inconsistent with the variance criteria in the Design Manual. Issues include some of the excessive building volumes that are proposed, the project's proximity to the adjacent Paramount property that would result in a crowding of buildings and compatibility and livability issues. Consequently, it is recommended that the application for Substantive Site Plan Approval be refused.

## BACKGROUND

An application has been received from 3280926 Nova Scotia Limited for the development of two buildings at 1565, 1599, and 1601 South Park Street and 5600 Sackville Street, Halifax (Map 1). To allow the development, the Design Review Committee must consider the proposal relative to the Design Manual within the Downtown Halifax Land Use By-law (LUB). This report addresses relevant guidelines of the Design Manual in order to assist the Committee in its decision.

## Existing Context

The subject site is comprised of two properties located on the south side of Sackville Street, between South Park and Briar Lane/Annandale Street. The first property at the corner of Sackville and South Park is the site of a building that until recently contained Canadian Broadcasting Corporation studios and offices (CBC Building). The second property located directly to the south is vacant. It was the location of the Halifax YMCA building that was recently demolished. The immediate surrounding area is comprised of:

- the Paramount, a multiple unit building with ground floor commercial uses immediately to the south;
- Park Lane and the Martello, a mixed use residential-commercial building with a parking garage on the south side of Annandale;
- an office building at 5566 Sackville, across Briar Lane;
- Citadel Hill to the north;
- the Halifax Regional Municipality Greenhouses and Public Gardens Cottage, diagonally across Sackville Street to the west; and
- the Public Gardens, immediately across South Park Street.


## Project Description

The project involves the demolition of the CBC Building and the development of two separate buildings on a shared parking structure. They have been referred to as the 'Pavilion' and the 'Rental' building by the applicant and have the following major features:

- a 8,476 square metre recreational facility (new YMCA), that will contain swimming pools, exercise rooms, and program spaces;
- 1,504 square metres of retail space;
- 290 dwelling units;
- underground parking with 389 vehicular parking spaces that is accessed from Briar Lane/Annandale;
- landscaped open space between the two buildings, connecting South Park and Briar Lane/Annandale; and
- prominent exterior building materials that include transparent vision glass along with coloured glass or prefinished metal or ceramic panels (Attachment A).

Information about the approach to the design of the project and renderings have been provided by the applicant (Attachments B and C). It should be noted that aspects of the renderings found in both Attachment B and C differ slightly from the submitted site plan approval application plans found in Attachment $A$. This is due to some changes to the design that have been made over the course of the planning process. These renderings are provided by the applicant for illustrative purposes only. The site plan approval drawings found in Attachment A should be considered as the most accurate and the plans that are the subject of the approval by the Development Officer and Design Review Committee. A 3-D model of the buildings was submitted by the applicant and is representative of the building volumes and setbacks that are found in the site plan approval plans. These were subsequently inserted into an overall model of the area by HRM staff (Attachment I).

## Regulatory Context

## Site History

In 2012, Regional Council amended the Regional Municipal Planning Strategy, the Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS), and the Downtown Halifax LUB to increase the maximum height allowances and reduce a setback requirement from South Park Street for the subject site. This was as a result of an application from the YMCA, which was seeking to obtain additional development rights in order to help fund the replacement of its recreation facility. Alternative height and setback requirements were approved, through an appendix in the Downtown Halifax LUB (Appendix C) that applies solely to the subject site (Attachment D). This appendix provides the additional development rights sought by the YMCA and can be used on the condition that a recreational facility is included as part of a development proposal. In addition to these prescribed heights and setbacks, other general provisions of the Downtown Halifax LUB apply, such as streetwall heights, setbacks from property lines, and tower width requirements.

The YMCA prepared plans and a pro-forma in support of the amendment application. These plans were presented to and considered by Regional Council at the time of their policy decision to approve the additional development rights contained in Appendix C. The plans submitted in support of the amendment application complied with the key elements of Appendix $C$ and the other requirements of the Downtown Halifax LUB, with the exception of the streetwall heights, which were to be subject to future changes when a substantive site plan approval application would be submitted.

In 2012, the YMCA also purchased a section of Briar Lane, a municipal street, from HRM and consolidated it with the former YMCA property. Its location was to the south of Annandale Street and it extended to the Paramount property. Under the Downtown Halifax LUB, when a street closes, the zoning of the adjoining lands is assumed and the former 'streetlines' become 'interior lot lines.'

## Regulations

In addition to height and setback regulations in Appendix C, the following provisions apply to the subject site:

- it is within the DH-1 (Downtown Halifax) Zone;
- $\quad$ it is within the Spring Garden Road Precinct (Precinct 3);
- the setbacks from streetlines are to be between 0 to 1.5 metres along South Park Street and between 0 to 4 metres along Sackville Street and Briar Lane and Annandale Street;
- the maximum streetwall height requirements are 17.0 metres along South Park Street, 18.5 metres along Sackville Street, and 15.5 metres on Briar Lane and Annandale Street;
- the site is subject to the Citadel Hill Rampart View requirements that limit building height; and
- the Sackville Street frontage is identified as "Prominent Civic/ Cultural Frontage" on Map 1 (Civic Character) of the Design Manual.

Aside from these regulations, the Design Manual of the Downtown Halifax LUB contains guidance regarding the appropriate appearance and design of buildings and conditions for assessing any application to vary any of the built-form requirements.

## Role of the Development Officer

In accordance with the Substantive Site Plan Approval process, as set out in the Downtown Halifax LUB, the Development Officer is responsible for determining if a proposal meets the land use and built form requirements of the Downtown Halifax LUB. The Development Officer has reviewed the application and determined that the following elements do not conform to the Downtown Halifax LUB. The applicant has requested that over 14 variances to the Land Use By-Law be considered for approval through the site plan review process (some setback requirements have been combined into a single variance request).

## Proposed Pavilion Building

- exceeds the maximum streetwall height requirements on Sackville and South Park Streets;
- exceeds the maximum streetwall height requirements on Briar Lane;
- provides no streetwall or upper storey stepbacks on Briar Lane;
- does not meet the high-rise setback from interior lot lines requirements from the shared property line with the Rental building property;
- encroaches into the Appendix $C$ setback and height requirements;
- exceeds the tower width and depth requirements;
- has less than the required ground floor height;


## Proposed Rental Building

- exceeds the maximum streetwall height requirements on South Park Street;
- does not provide required streetwall or upper storey stepbacks on Briar Lane;
- does not meet the mid-rise and high-rise setback from interior lot lines requirements (from the shared property line with the Pavilion building property);
- does not meet either the mid-rise or high-rise setbacks from interior lot line requirements (from the shared property line with the Paramount building property);
- $\quad$ exceeds the maximum permitted height that is specified in Appendix C of the Downtown Halifax LUB;
- exceeds the maximum tower width requirement; and
- exceeds the minimum streetwall width requirements on Annandale Street.

The Development Officer, with input from the Design Review Committee, is also charged with reviewing if the wind conditions will be suitable for the site and surroundings. Further to this, a report has been submitted by the applicant (Attachment E).

## Role of the Design Review Committee

The role of the Design Review Committee in this case is to determine if the proposal is in keeping with the design guidelines, provide advice about the acceptability of the wind report, and to consider and approve applications for variances pursuant to variance criteria in the Design Manual. The subsequent Discussion section of this report will outline the staff analysis of these elements relative to the criteria within the Design Manual and provide a recommended decision for the Committee's consideration.

## DISCUSSION

## General Comments on the Proposal and the Design Manual

A prominent element of the project is the YMCA recreational facility, which occupies a considerable amount of frontage, particularly along Sackville Street and Briar Lane. Facilities such as this, by their very nature, have frontages that are occupied by utilitarian features such as loading areas, air intakes and exhausts, and staircase exits. The Briar Lane frontage is largely occupied by such features. While the Downtown Halifax LUB and Design Manual do not place a greater or lesser importance upon any of the streets upon which this project faces, staff have taken a practical view that utilitarian features need to exist and that the conditions of the Design Manual should be applied in a balanced manner. This approach recognizes that trade-offs need to be made which in the case results in streets like Briar Lane having less pedestrian animation in favour of promoting a higher degree of pedestrian interest as possible on South Park and Sackville Streets.

## Design Manual Guidelines

As noted in the Background section, the Design Manual contains a variety of building design conditions for both new buildings as well as modifications to existing buildings. Section 2.3 of the Design Manual contains design guidelines that are to be considered specifically for properties within District 3.

An evaluation of the general guidelines and the relevant conditions as they relate to the proposal are found in a table format in Attachment F. The table indicates staff's advice as to whether the project complies with a particular guideline. In addition, it identifies circumstances where there are different possible interpretations of how the project relates to a guideline, where additional explanation is warranted, or where the Design Review Committee will need to give particular attention in their assessment of conformance to the Design Manual. These matters, identified as "Discussion" items, are considered as follows:

## Awnings and Canopies (2.3c, 3.2.3b)

The Design Manual places an emphasis upon the establishment of awnings and canopies along sidewalks and frontages for weather protection. This intent is met through awnings and overhangs that have been employed along the South Park and Sackville Street frontages. However, such measures are not proposed along the Briar Lane frontage.

The absence of awnings or other forms of weather protection along Briar Lane is considered to be appropriate given the nature of the street. It has a limited width and is not used by a significant number of pedestrians.

Future conversion to retail or commercial uses (3.2.3c)
The Design Manual states that, "Where non-commercial uses are proposed at grade in those areas where permitted, they should be designed such that future conversion to retail or commercial uses is possible." With a portion of the Sackville Street frontage and the entire Briar Lane frontage being occupied by the YMCA, the design of these frontages is not designed to allow a future conversion to commercial uses. It is suggested that it is appropriate that this design guidance not apply to large institutional frontages that are unique in nature where future conversion is not envisioned given the permanancy of this use.

Quality and character of the Streetwall (3.2.1a, 3.2.1c, 3.2.1e, 3.2.1f, 3.2.1g, 3.2.5c, 3.2.5d, 3.5.1f, 3.2.7a)
The Design Manual emphasizes the importance of the design of streetwalls as they relate to the pedestrian-realm, and ensuring that they have a fine-grained character and are highly animated with numerous windows and doors. Streetwalls are to have a height that is approximately no taller than a 1:1 ratio to the width of adjoining streets. Blank walls and mechanical equipment along such facades are prohibited.

The streetwalls along South Park and Sackville Streets achieve the type of animated pedestrian streetscapes that are envisioned by the Design Manual. There is, however, a mechanical louvre at the southern end of the building along South Park Street. While such features are prohibited, it is relevant to note that it occupies a relatively small amount of the entire frontage of the building and is therefore found to be acceptable.

As stated previously, the streetwall facing Briar Lane is largely comprised of blank walls and utilitarian features such mechanical louvres. However, as noted elsewhere, Briar Lane should be considered as a unique situation. Given the relative scarcity of rear access lanes within Halifax, specific consideration within the Design Manual was not made for this condition.

With regard to the streetwall heights, the Downtown Halifax LUB specifies that the maximum streetwall heights around the site are to be:

- $\quad 17.0$ metres along South Park Street;
- $\quad 18.5$ along Sackville Street; and
- $\quad 15.5$ along Briar Lane and Annandale Street.

The building exceeds these maximum streetwall height requirements. However, the South Park and Sackville Street rights-of-way are wider than the heights of the streetwalls; they therefore conform to the guidance in the Design Manual. Along Briar Lane, the building extends upward with no stepbacks. Additional discussion about this is found in the 'Variances' section of this report.

## Flat Roof Landscaping (3.3.4c)

The Design Manual states, "Landscaping treatment of all flat rooftops is required. Special attention shall be given to landscaping rooftops in precincts $3,5,6$ and 9 , which abut Citadel Hill and are therefore preeminently visible. The incorporation of living green roofs is strongly encouraged." The subject site is within Precinct 3.

There are significant flat roof areas on both buildings. Areas that are not comprised of landscaped open space (amenity areas), such as the outdoor pool on the seventh level of the Rental Building, are to have a surface of pavers. Significant portions of these areas are private terraces, where it would be expected that individuals would introduce a variety of landscaping, but where living green roofs might be impractical. For the remaining flat roof areas there is an opportunity to introduce living green roof materials, but instead, the proposed plans identify these areas solely to be a surface of pavers. On this basis, staff advise that the intent of 3.3 .4 c is not being met and that improved landscaping measures are warranted here.

The Design Manual indicates that the frontages of the site are important from a civic character perspective. This includes the entire South Park and Sackville Street frontages which also extend around the corner of Briar Lane, at Sackville Street. In such instances, an emphasis in the Design Manual is placed on highlighting building corners, stating that, "development on all corner site must provide a frontal design to both street frontages."

While proposed design does not include features such as a prominent entryway at the corner of South Park and Sackville Streets, the large curved glass that extends to the full height of the streetwall is a defining element of the building, which references the form of the previous CBC building, and is the type of design feature that is called for in the Design Manual. At the corner of Sackville and Briar Lane the same type of design prominence is not achieved by the proposed design, although windows along Sackville Street have been extended around the corner of Briar Lane. This also responds to the Design Manual's guidance, although to a more limited degree than what might be more typically called for with corner sites.

Lighting (3.5.4a, b, c)
At this time only modest lighting elements have been detailed on the submitted plans for the building. Although the Design Manual calls for the prominent features to be illuminated, this is not viewed as a requirement and can be addressed at future stages of approval.

## Wind Conditions

The wind report has been reviewed and found to be acceptable (Attachment E). The report identifies some minor opportunities to improve the design response to slightly higher than desirable expected wind activity predicted at some entrances at grade level. No significant adverse wind impacts are expected upon or around the site, therefore no specific wind mitigation features are required, based on the submitted Wind Study Report. .

## Variances

Over 14 variances are being sought to the quantitative requirements of the Downtown Halifax LUB for the project. The applicant has outlined each of the variance requests through diagrams and provided a rationale for them pursuant to the criteria that are found in the Design Manual (Attachment G). Importantly, the diagrams in this attachment indicate the extent of each of the variances.

The staff review of each variance request is provided in this section as outlined below. It is independent of the applicant's submission but for ease of reference, the variances are discussed in the same order as that which is presented in Attachment G.

## Overall Findings

In accordance with the standard approach taken in other staff reports, a detailed review of each of the applicant's variance requests is found in Attachment H. On the basis of this review, staff have identified that several requested variances are inconsistent with the criteria, as highlighted in the table below, and are consequently not recommended. The review also identified other variances that could be considered and where appropriate, these are recommended, but they are not without concerns that should also be carefully considered.

## Overview of the Consistency of Variances with Design Manual

| Variance Being Sought | Recommendation on Variance |
| :--- | :--- |


| Variance Being Sought | Recommendation on Variance |
| :---: | :---: |
| Pavilion Building |  |
| 1. exceed the maximum streetwall height requirements on Sackville and South Park Streets | Recommended |
| 2. exceed the maximum streetwall heights requirements on Briar Lane | Recommended |
| 3. provide essentially no streetwall stepback or upper storey stepback on Briar Lane | Not Recommended |
| 4. reduce the required high-rise setback from interior lot lines requirements from the shared property line with the Rental building property | Recommended |
| 5. encroach into the Appendix $C$ setback and height requirements | Not Recommended |
| 6. exceed the tower width and depth requirements | Not Recommended |
| 13. have less than the required ground floor height | Recommended |
| Rental Building |  |
| 7. exceed the maximum streetwall height requirements on South Park Street | Recommended |
| 8. provide no streetwall or upper storey stepbacks on Briar Lane | Not Recommended |
| 9. reduce the mid-rise and high-rise setback from interior lot lines requirements (from the shared property line with the Pavilion building property) | Recommended |
| 10. provide no mid-rise or high-rise setbacks from interior lot lines requirements from the shared property line with the Paramount building property | Not Recommended |
| 11. exceed the maximum tower width requirement | Not Recommended |
| 12. not meet the minimum streetwall width requirements on Annandale Street | Recommended |

To assist with the assessment of the variances, a digital model was produced (Attachment I). Notable issues that arise from a review of the model are:

1. The requests to encroach into the Appendix $C$ setback and height requirements are essentially proposals for more building volume than is envisioned by the Downtown Halifax Land Use By-law or Design Manual.
2. The lack of streetwall and upper storey streetwall stepback off Briar Lane, results in a situation where the building is too close to the street. The stepback provisions would provide appropriate relief to the lane and adjoining properties.
3. The lack of any demonstrable mid-rise or high-rise setbacks from the interior lot line that is shared by the Paramount building is inappropriate and would create a negative impact. The facing wall of the Paramount Building is not 'blank'; it is comprised of habitable room windows. The project is simply too close to the lot line and will result in a crowding of buildings

An overall theme of the variances that are being requested is a desire to build a larger building volume than what is permitted by the Downtown Halifax LUB. For many of the variance matters that are not recommended, significant deviations from the requirements are being sought. Not only are these variances inconsistent with the variance criteria, they do not meet the overall intent of how variances are envisioned to be used, which as stated in the Introduction to the Design Manual to be, "... criteria by which modest modifications to the qualitative elements of the Land Use By-law may be made through the design review process." [emphasis added] In general terms, the intent of the variance program is to provide a mechanism for some flexibility in meeting the prescriptive built-form requirements of the land use by-law. It is not intended to increase building volumes.

## Conclusion

There are notable merits to the proposal, particularly given the challenges of incorporating a large recreational facility as part of the project while ensuring that the building suitably addresses adjoining streets. While not part of the assessment against the Downtown Halifax LUB and Design Manual, it is acknowledged that this project would provide an amenity and service to the surrounding community with the facility it contains. Additionally, the streetscape designs along South Park and Sackville Streets and the landscaped open space that connects South Park Street and Briar Lane/Annandale are attractive elements of the proposal.

These benefits notwithstanding, the building height, mass, and overall size must still conform with the regulatory requirements approved by Regional Council. Several of the built-form features that are the subject of variances are not supported by the criteria in the Design Manual. In particular, the proposal's proximity to Paramount property would result in a crowding of buildings and compatibility issues. Adjustments to the proposed design to respect appropriate setbacks and other related requirements would be required for it to be consistent with the Downtown Halifax LUB and Design Manual. As such, it is recommended that the Design Review Committee refuse the substantive site plan approval application.

## FINANCIAL IMPLICATIONS

There are no financial implications. The HRM costs associated with processing this planning application can be accommodated within the approved operating budget for C310 Planning \& Applications.

## COMMUNITY ENGAGEMENT

The community engagement process is consistent with the intent of the HRM Community Engagement Strategy and the requirements of the Downtown Halifax LUB regarding substantive site plan approvals. The level of engagement was information sharing, achieved through the HRM website, the developer's website, public kiosks at HRM Customer Service Centres, and a public open house.

## ENVIRONMENTAL IMPLICATIONS

No implications have been identified.

## ALTERNATIVES

1. The Design Review Committee may choose to approve the application, including the built-form variance requests. In doing so, it should also consider and approve the wind report.
2. The Design Review Committee may choose approve the application with conditions. This may necessitate further submissions by the applicant, as well as a supplementary report from staff.

## ATTACHMENTS

| Map 1 | Location and Zoning |
| :--- | :--- |
| Attachment A | Site Plan Approval Plans |
| Attachment B | Design Rationale |
| Attachment C | Renderings |
| Attachment D | Appendix C from the Downtown Halifax LUB |
| Attachment E | Wind Report |
| Attachment F | Design Manual Checklist |
| Attachment G | Requested Variances |
| Attachment H | HRM's Detailed Review of the Requested Variances |
| Attachment I | HRM Model |
| Attachment J | Design Manual Section 3.6.9 |

A copy of this report can be obtained online at: http://www.halifax.ca/boardscom/drc/Agendas.php then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210 or fax 902.490.4208.

Report Prepared by: Richard Harvey, LPP, Major Projects Planner, 902.490.6495
Report Approved by: $\quad \frac{\text { Original signed by }}{\text { Kelly Denty, Manager of Development Approvals, 902.490.6100 }}$








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GROUND LEVEL
COURT YARD



## Design Rationale

In support of the Substantive Site Plan Approval Application by Southwest Properties Ltd. and Streamliner Properties Fund

For Proposed Mixed-Use Building located at South Park and Sackville Streets Halifax, Nova Scotia


November 4, 2015

Prepared by:
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95 St. Clair Avenue West
Toronto, Ontario M4V 1N6

## Executive Summary



The project will be located at the prominent intersection of South Park and Sackville Streets in downtown Halifax, across from Citadel Hill and the Public Gardens. It will comprise a new YMCA facility located in condominium building Pavilion (north tower), as well as a residential apartment building (south tower) with grade-related retail and commercial uses in a sustainable, efficient and exciting 598,000 sf redevelopment.

The residential lobbies will be located off a pedestrian mews and are accessed from South Park Street, Briar Lane and Annandale Street via a pedestrian path. Over 19,000 sf of retail space will be located along South Park Street facing the Public Gardens.

The new 70,000 sf, five-storey YMCA facility will be located at the prominent corner of Sackville and South Park Streets facing both Citadel Hill and the Public Gardens, facilitating maximum visibility on both frontages. Access to parking and loading areas is located at the east side of the site, from Briar Lane and Annandale Street, and takes advantage of the drop in grade across the site.

The new YMCA facility will include swimming pools, exercise rooms and other program spaces, complete with a childcare facility, including a children's terrace.

The Pavilion tower will be composed of seven residential floors located over five-storey YMCA space. Two levels of residential suites will encircle the YMCA located on the west, south and east frontages of the podium on the fourth and fifth floors.

The rental tower will be composed of 10 storeys, with a six-storey residential podium offering retail uses at grade. Public open space is located at grade in the centre of the site between the two buildings. Residential outdoor amenity space is located on the seventh floor of the rental tower and the sixth floor of the Pavilion tower.

Sackville and South Park Street frontages are articulated by coloured glass pilasters, which add to the street animation.

The rental tower is set back from the podium element to express its form. The lowest tower floor contains residential amenity spaces and is slightly recessed from the tower, allowing the tower to "float" above the podium. Residents will have access to a wrap-around terrace that offers views of the Public Gardens on the west side and Citadel Hill on the north side.

Residential amenities are provided on floors four, five and six, comprising an entertainment room, games room and exercise room.

Three levels of below-grade parking will accommodate approximately 400 cars over the entire site area. Vehicle access is via a ramp located on the Briar Lane extension.

We have intentionally designed the South Park project to meet the design objectives of the Downtown Halifax Land Use By-Law and Schedule S-1: Design Manual. As acknowledged in section 2.3 of the Design Manual, proposed developments adjacent to Citadel Hill and the Public Gardens are particularly challenging and require a more flexible design guideline-driven development review process. It is with this acknowledgement in mind that we request your consideration of the identified variances we seek. We strongly believe that these variances meet, and in many ways exceed, the objectives of the Design Manual.

## Design Rationale

## Relevant Criteria: Downtown Halifax Land Use By-Law and Schedule S-1: Design Manual

The property is situated within the Downtown Halifax Zone (DH-1) - as per Map 1.

The property is situated within Precinct 3 - Spring Garden Road Area - as per Map 1.

Maximum heights on the property are prescribed in Appendix C.

The property has streetwall setbacks of 18.5 metres along Sackville Street, 17.0 metres along South Park Street and 15.5 metres along Briar Lane - as per Map 7.

The property is located on a Prominent Visual Terminus Site - as per Map 9.
The property is governed by Citadel Hill Rampart View Plane Point 3.
The property is also governed by provisions of Appendix C of the Downtown Halifax Land Use By-Law.

## Downtown Halifax Land Use By-Law Requirements

## Permitted Land Uses - Section 7

(1) The proposed mix of residential, cultural and commercial uses is permitted in the DH-1 zone.
(2) Cultural uses, eating establishments and retail uses are permitted on the ground floor of the proposed buildings.
(4) Proposed multiple-unit dwelling buildings contain studio, one-bedroom, two-bedroom and three-bedroom units. A minimum of $33 \%$ of the total units has two or more bedrooms.
(5) Residential lobbies have direct access to the exterior ground level separate from nonresidential uses.
(11A) The lot contains landscaped open space at grade level and on the rooftop terraces of the Pavilion and rental podiums.
(11C) A total of 15,700 sf of landscaped open space is provided in compliance with subsections 7 (11D) (a), (b) and (c). A total of 15,700 sf is required for 292 units (at 5 sm per unit) in Precinct 3.
(17) Entrances to the retail and restaurant spaces on the lower ground floor are located on the exterior of the building.

## Built Form Requirements - Section 8

(2) The project site consists of two individual lots; therefore, the site contains two buildings.
(12) A fully landscaped area will be provided on the flat portion of the roofs that are not required for architectural features or mechanical equipment.
(17) The proposed buildings comply with Rampart view plane requirements, as specified by section 26B of the Halifax Peninsula Land Use By-Law. Refer to the Rampart View Plane Determination letter from T. Darcy DeCoste, NSLS.
(18) A qualitative wind assessment has been provided. See attached report dated June 26, 2015.
(20) Prohibited external cladding materials are not used on the proposed buildings.

## Signs - Section 13

The proposed buildings and tenant signage shall comply with all guidelines and requirements.

## Parking - Section 14

(1) Accessory surface parking is not provided for the proposed project site in accordance with this subsection.
(15) A total of 146 bicycle spaces are provided in the proposed development, as required.
(17) A storage room for 116 class A bicycle parking spaces is provided on the second floor of the rental building.
(18) 30 class B bicycle parking spaces are provided throughout the ground level outdoor spaces surrounding the buildings.

## Schedule S-1: Design Manual - Relevant Criteria

### 2.3 Precinct 3: Spring Garden Road Area

2.4(a) "The development should appropriately frame "Citadel Hill, the Public Gardens . . . through consistent, animated streetwalls of superior quality and design." The proposed development will address prominent sites with extensive, well-detailed, glazed facades for the new YMCA facility and retail uses at grade.
2.3(c) "Focus pedestrian activities at the sidewalk level through the provision of a weather protected sidewalk . . ."
The proposed buildings are continuously set back from the property line at grade, with the upper floors cantilevered above the sidewalks, as well as include glass canopies, to ensure protection from the elements at street level.
2.3(d) "Prohibit new surface parking lots of any kind"

The proposed buildings will provide three levels of underground parking.

### 3.1 The Streetwall

### 3.1.1 Pedestrian-Oriented Commercial

3.1.1(a) "Articulation of . . . shop fronts . . . close placement to sidewalk"

Residential entrances are located in the centre of the development, away from retail uses. Entrances for commercial uses are articulated by window displays and pronounced canopies.
3.1.1(b) "High level of transparency"

Street level storefronts comprise continuous glazing, providing a visual connection between retail space and pedestrian traffic.
3.1.1(c) "Frequent entries"

A continuous curtain wall system at the ground floor along South Park and Sackville Streets allows for multiple entries to the retail spaces and for cultural uses.
3.1.1(d) "Protection of pedestrians from the elements"

The proposed building design provides protection from the elements along South Park and Sackville Streets. The storefront at grade is set back from the sidewalk, whereas the podium extends to the street line and is cantilevered over the ground floor. A continuous canopy wraps around these two frontages.
3.1.1(e) "Patios and other spill-out activity" Café patios are located between the Pavilion and rental buildings at grade and face the east-west mid-block pedestrian mews leading to the Public Gardens.


### 3.1.2 Streetwall Setback

3.1.2(a) "Minimal to no setback"

The entire buildings have minimal to no setbacks, consistent with the adjacent structures along South Park Street to the south and Sackville Street to the east.

### 3.2 Pedestrian Streetscapes



### 3.2.1 Design of the Streetwall

3.2.1(a) Design of the Streetwall

Continuous glazing at the podium level is accentuated by coloured glass pilasters articulating the façade in a vertical rhythm consistent with traditional narrow buildings and storefronts in the area.
3.2.1(e) "Streetwall should be designed to have the highest quality materials"

Ground floor retail and cultural spaces face the street, with a sophisticated curtain wall design, high quality coloured glass pilasters and extruded aluminum mullions.
3.2.1(f) "Streetwall should have many windows"

The streetwall at both the ground floor and podium residential and cultural levels has a continuous storefront, providing a sense of animation and engagement.
3.2.1(g) "Along pedestrian frontages at grade, a blank wall shall not be permitted" Continuous clear glazing is provided along the pedestrian frontages at South Park and Sackville Streets.

### 3.2.2 Building Orientation and Placement

3.2.2(a) "All buildings should orient to . . . street edge with clearly defined primary entry points that directly access the sidewalk."
The proposed buildings are located right at the sidewalk and include multiple entries to retail, cultural and residential areas directly from the sidewalks along Sackville and South Park Streets.


### 3.2.3 Retail Uses

3.2.3(a) ". . . Retail frontages should have retail uses at grade with a minimum $75 \%$ glazing" The proposed buildings have continuous retail frontage with glazing exceeding 75\% of street elevation.

3.2.3(b) "Weather protection for pedestrians through well-designed awnings and canopies . . ." Continuously cantilevered podiums above ground floor retail frontages and glass canopies provide protection from the elements for pedestrians.
3.2.3(d) "Minimize transition zone between retail and the public realm . . ." Retail spaces are located immediately adjacent to the sidewalk and have direct access to the sidewalk.

### 3.2.4 Residential Uses

3.2.4(b) Common entrances to the residential units are located at grade and are immediately recognizable by use of full-height curtain walls providing high visibility into the residential lobby.
3.2.4(d) All residential units have deep balconies

Podium-level units have deep terraces, and the sixth floor Pavilion podium units and seventh floor rental podium units have direct access to the podium roof terraces.

Common outdoor amenity space is provided at the sixth floor Pavilion podium and seventh floor at the rental podium.

3.2.4(e) Studios and one-bedroom units are incorporated, along with multiple bedroom units. The architectural design and use of materials are common for all unit types.

### 3.2.5 Sloping Conditions

3.2.5(a) An active pedestrian walkway is provided along the north and east, following the sloping sidewalk adjacent to Sackville and South Park Streets c/w illumination, hard landscaping and street furniture.
3.2.5(c) Windows, doors and architectural detailing are provided along north and east following the sloping sidewalk adjacent to Sackville and South Park Streets. Building entrances have been arranged to closely follow the slope.
3.2.5(e) Retail display full-height windows wrap around the northwest corner along the Sackville Street slope.


## Building Design

Two distinct architectural goals were established at the outset of this project: to create a strong urban response to this complex downtown Halifax site with a memorable, signature building respectful of its site and of the city's history and traditions; and to enhance the adjacent public realm by contributing directly to the creation of vibrant, animated streets.

The project proposes two residential buildings of varying heights and programs: the rental building is a new, 16 -storey residential building, while the Pavilion building is a new, 13 -storey mixed-use condominium supporting a brand new 70,000 sf YMCA at its lower five floors.

Conceptually, both buildings have street-related, six-storey bases with stepping residential masses above that are oriented to take advantage of the views and carefully designed to stay under Rampart view planes, as required. The two buildings are separated by a generous pedestrian pathway, creating a mid-block connection to Annandale Street to the east and the lush Public Gardens to the west. Entrances to the YMCA and to both residential buildings are designed for this pedestrian street to ensure it is well occupied - and consequently safer and community-oriented.

Retail frontage along Sackville Street is set back two metres to create a wider sidewalk with greater flexibility of use, and the floors above form a natural canopy. With storefront signage designed to be visually engaging and the sidewalk-related YMCA bringing its kinetic energy curbside, the streets are intended to be alive with colour, vibrancy and people.

White, prefinished metal panels have been selected as the dominant horizontal material on both buildings so that the project exudes a nautical feeling appropriate to Halifax's naval tradition and for residences within visual range of the inner harbour. This nautical theme is further extended at the roof top, with both buildings supporting a flowing, "wave-like" roof in a single sweeping gesture; white fritted glass balconies on the 16 -storey rental building similarly display "wave" forms gently undulating on the façade.

The YMCA is intended to be the best in North America and an invaluable asset for the entire city. Its design is resolutely focused on the Citadel and characterized by a very high degree of openness and transparency, both within and to the exterior.

When completed, the project will redefine the parameters by which residential developments are judged. By enhancing the urban environment through its connections with the public realm and by creating active, vibrant streets with memorable, distinct architecture, the South Park/YMCA development makes excellence its mantra.

## Sustainability

The project will incorporate the best in sustainable design strategies and will target a LEED Gold level.

Some of the sustainable features to be incorporated in the project include light-coloured roofing materials to reduce the heat island effect; a high-performance exterior glazing system reducing heat gain/loss; operable windows for natural ventilation; access to an abundance of natural daylight; rapidly renewable resources for materials and finishes; low VOC paints, carpet and wall covering; low-flow fixtures in washrooms; motion-sensing lighting systems; highefficiency mechanical systems; on-site storm water management systems that will be recycled for on-site irrigation and green roofs where possible.

At the site plan level, the project is inherently geared toward sustainability by virtue of its location in the urban context. Some sustainable amenities provided in the buildings include a large bike storage area, easy access to a gym within the building and proximity to public transportation - the ferry, in particular.

The architectural aspirations of this project are to create signature buildings for this important site in downtown Halifax that will be visually striking and functionally appropriate for its proposed uses. Most importantly, it will enhance the public realm at its base and contribute to the creation of vibrant and animated street fronts at Sackville and South Park Streets.

Attachment C - Renderings







## Attachment D - Appendix C from the Downtown Halifax LUB

Appendix C - Building Height Limits Pursuant to Clause 7A (RC-Jun 25/14;E-Oct 18/14)

Appendix "C"
Building Height Limits Pursuant to Clause 7A


Effective: 26 May 2012

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# South Park Development <br> Halifax, Nova Scotia 

## Final Report

## Pedestrian Wind Consultation Wind Tunnel Tests

RWDI \# 1502065
June 26, 2015

## SUBMITTED TO

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Figure 4b: Pedestrian Wind Comfort Conditions - Proposed - Winter

## Appendices

Appendix A: Drawing List for Model Construction

## 1. INTRODUCTION

Rowan Williams Davies \& Irwin Inc. (RWDI) was retained by Southwest Properties Limited to consult on the pedestrian wind conditions for the proposed South Park Development in Halifax, Canada. The purpose of the study was to assess the wind environment around the development in terms of pedestrian wind comfort and safety. This objective was achieved through wind tunnel testing of a 1:300 scale model of the proposed development for the following configurations:

Configuration A - Existing: existing surroundings without the proposed development; and,

Configuration B - Proposed: existing surroundings with the proposed development;
The photographs in Figures 1a and 1b show the test model in RWDI's boundary-layer wind tunnel. The proposed project consists of two towers. The North Building is approximately 91 m high with an outdoor amenity terrace on the $6^{\text {th }}$ floor and the South Building is approximately 92 m high with an outdoor amenity area on the $7^{\text {th }}$ floor. The test model was constructed using the design information and drawings listed in Appendix A. This report summarizes the methodology of wind tunnel studies for pedestrian wind conditions, describes the RWDI pedestrian wind criteria, presents the local wind conditions and their effects on pedestrians and provides conceptual wind control measures, where necessary.

## 2. SUMMARY OF WIND CONDITIONS

The wind conditions around the proposed South Park Development are discussed in detail in Section 5 of this report and may be summarized as follows:

- Winds at all locations are predicted to pass the wind criterion used to assess pedestrian wind safety.
- Appropriate wind comfort conditions are predicted on and around the proposed development for most of the locations at the grade level and were found to be similar to those in the existing configuration.
- Slightly higher than desired wind activity are predicted at some entrances at the grade level.
- Appropriate wind conditions are expected at the amenity areas of the North Building and South Building terraces.


## 3. METHODOLOGY

As shown in Figures 1a and 1b, the wind tunnel model included the proposed development and all relevant surrounding buildings and topography within a 340 m radius of the study site. The boundarylayer wind conditions beyond the modelled area were also simulated in RWDI's wind tunnel. The model was instrumented with 67 wind speed sensors to measure mean and gust wind speeds at a full-scale height of approximately 1.5 m . These measurements were recorded for 36 equally incremented wind directions.

Wind statistics recorded at the Shearwater Airport between 1984 and 2014, inclusive, were analysed for the Summer (May through October) and Winter (November through April) seasons. Figure 2 graphically depicts the directional distributions of wind frequencies and speeds for the two seasons. Winds are frequent from the western half of the compass in the summer, as indicated by the left wind rose in the figure. During the winter, the prevailing winds are from the northwest quadrant with frequent winds from the southwest quadrant also, as indicated by the wind rose on the right of the figure.

Strong winds of a mean speed greater than $30 \mathrm{~km} / \mathrm{h}$ measured at the airport (at an anemometer height of 10 m ) occur for $2.4 \%$ and $10.6 \%$ of the time during the summer and winter seasons, respectively.

Wind statistics from the Shearwater Airport were combined with the wind tunnel data in order to predict the frequency of occurrence of full-scale wind speeds. The full-scale wind predictions were then compared with the RWDI criteria for pedestrian comfort and safety.

## 4. EXPLANATION OF CRITERIA

The RWDI pedestrian wind criteria are used in the current study. These criteria have been developed by RWDI through research and consulting practice since 1974 (References 1 through 6). They have also been widely accepted by municipal authorities as well as by the building design and city planning community.
\& SCIENTISTS

## RWDI Pedestrian Wind Criteria

| Comfort <br> Category | GEM Speed <br> $(\mathrm{km} / \mathrm{h})$ | Description |
| :--- | :---: | :--- |
| Standing | $\leq 10$ | Calm or light breezes desired for outdoor restaurants and seating areas <br> where one can read a paper without having it blown away |
| Strolling | $\leq 17$ | Gentle breezes suitable for main building entrances and bus stops <br> Moderate winds that would be appropriate for window shopping and <br> strolling along a downtown street, plaza or park <br> Relatively high speeds that can be tolerated if one's objective is to walk, <br> run or cycle without lingering <br> Strong winds of this magnitude are considered a nuisance for most <br> activities, and wind mitigation is typically recommended |
| Uncomfortable | $>20$ | $\leq 20$ |

Notes: (1) Gust Equivalent Mean (GEM) speed = max(mean speed, gust speed/1.85); and
(2) GEM speeds listed above are based on a seasonal exceedance of $20 \%$ of the time between 6:00 and 23:00.

| Safety <br> Criterion | Gust Speed <br> $(\mathrm{km} / \mathrm{h})$ | Description |
| :--- | :---: | :--- |
| Exceeded | $>90$ | Excessive gust speeds that can adversely affect a pedestrian's balance <br> and footing. Wind mitigation is typically required. |
| Note: Based on an annual exceedance of 9 hours or $0.1 \%$ of the time for 24 hours a day. |  |  |

A few additional comments are provided below to further explain the wind criteria and their applications.

- Both mean and gust speeds can affect pedestrian's comfort and their combined effect is typically quantified by a Gust Equivalent Mean (GEM) speed, with a gust factor of 1.85 (References 1, 5, 7 and 8).
- Instead of standard four seasons, two periods of summer (May to October) and winter (November to April) are adopted in the wind analysis, because in a moderate or cold climate such as that found in Halifax, there are distinct differences in pedestrian outdoor behaviours between these two time periods.
- Nightly hours between midnight and 5 o'clock in the morning are excluded from the wind analysis for wind comfort since limited usage of outdoor spaces is anticipated.
- A $20 \%$ exceedance is used in these criteria to determine the comfort category, which suggests that wind speeds would be comfortable for the corresponding activity at least $80 \%$ of the time or four out of five days.
- Only gust winds need to be considered in the wind safety criterion. These are usually rare events, but deserve special attention in city planning and building design due to their potential safety impact on pedestrians.
- These criteria for wind forces represent average wind tolerance. They are sometimes subjective and regional differences in wind climate and thermal conditions as well as variations in age, health, clothing, etc. can also affect people's perception of the wind climate. Comparisons of wind speeds for different building configurations are the most objective way in assessing local pedestrian wind conditions.


## 5. PREDICTED WIND CONDITIONS

Table 1, located in the Tables section of this report, presents the wind comfort and safety conditions for the two test configurations. These conditions are graphically depicted on a site plan in Figures 3a through 4b.

In our discussion of anticipated wind conditions, reference may be made to the following generalized wind flows. When two buildings are situated side by side, wind flow tends to accelerate through the space between the buildings due to the Channelling Effect (see Image 1). Also, when oblique winds are deflected down to a building corner at pedestrian level, a localized increase in the wind activity can be expected in that area (see Corner Acceleration in Image 2). If these building/wind combinations occur for prevailing winds, there is a greater potential for increased wind activity.


Image 1 - Channelling Effect


Image 2 - Corner Acceleration

Winds at all of the measurement locations passed the safety criterion for both test configurations. The following is a detailed discussion of the suitability of the predicted wind conditions for the anticipated pedestrian use of each area.

### 5.1 Grade Level (Locations 1 through 60)

Wind conditions suitable for walking or strolling are appropriate for sidewalks. Lower wind speeds conducive to standing are preferred at main entrances where pedestrians are apt to linger.

## Existing Configuration:

The existing wind conditions at the grade level are comfortable for sitting and standing during the summer (Figure 3a). Slightly higher winds speeds comfortable for strolling or better are expected during the winter (Figure 4a). No uncomfortable wind conditions occur in the existing configuration.

## Proposed Configuration:

Wind conditions for the proposed configuration are presented in Figures 3b and 4b, wherein Locations 3, $6,9,12,19$ and 23 represent the main entrances of the proposed development. The wind conditions at the main entrances are predicted to be comfortable for sitting or standing in summer (Figure 3b). These wind conditions are considered appropriate for the entrances. During the winter, slightly higher wind speeds comfortable for strolling are predicted at the retail entrance at the southwest corner of the North Building and the residential entrances in the landscaped area between the North and South Buildings (Locations 9, 12 and 19, respectively in Figure 4b).

Wind speeds on the sidewalks around the proposed development are expected to be comfortable for strolling or better during the summer, with winds at a majority of the locations comfortable for sitting or standing (Figure 3b). During the winter, the wind conditions are predicted to be comfortable for strolling or standing at most locations and comfortable for walking near building corners (Figure 4b). These conditions are considered appropriate for the intended use of sidewalks.

Slightly higher than desired wind conditions at the entrances are caused by the westerly winds that accelerate around the southwest corner of the North Building (Location 9 in Figure 4b) and channeled through the gap between the North Building and the South Building (Locations 12 and 19 in Figure 4b). Reduced wind speeds can be achieved by implementing recessed entrances or vestibules, if feasible. These features would provide pedestrians with a protected area to wait on windy days.

### 5.2 Above Grade Level (Locations 61 through 65)

Typically for accessible terraces intended for passive activities, wind conditions that are comfortable for sitting or standing are desirable, depending upon the activity planned.

The wind conditions at the outdoor amenity area on the $7^{\text {th }}$ floor terrace of the South Building (Locations 61 through 65) are expected to be comfortable for sitting or standing during the summer (Figure 3b). During the winter, wind speeds comfortable for standing are predicted in these areas (Figure 4b). These conditions are considered appropriate for passive usage.

If wind speeds comfortable for sitting are desired throughout the amenity areas during summer, porous parapets at least 2 m tall, or a combination of balustrade and tall landscaping can be introduced at the perimeter of these areas.

## 6. APPLICABILITY

The wind conditions presented in this report pertain to the model of the proposed South Park Development constructed using the architectural design drawings listed in Appendix A. Should there be any design changes that deviate from this list of drawings, the wind conditions presented may change. Therefore, if changes in the design are made, it is recommended that RWDI be contacted and requested to review their potential effects on wind conditions.

## 7. REFERENCES

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8) Durgin, F. H. (1997). "Pedestrian Level Wind Criteria Using the Equivalent average", Journal of Wind Engineering and Industrial Aerodynamics, Vol. 66, pp. 215-226.

## TABLES

South Park Development - Halifax, NS
Pedestrian Wind Consultation
RWDI\#1502065
June 26, 2015

Table 1: Pedestrian Wind Comfort and Safety Conditions


South Park Development - Halifax, NS
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Table 1: Pedestrian Wind Comfort and Safety Conditions

| Location | Configuration | Wind Comfort (20\% Seasonal Exceedance) |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
|  |  | Summer |  | Winter |  |
|  |  | Speed (km/h) | Rating | Speed (km/h) | Rating |
| 65 | Existing | Data Not Available10 Sitting |  |  |  |
|  | Proposed |  |  | 11 | Standing |

Wind Safety (0.1\% Exceedance)
Annual

| Speed <br> $(\mathrm{km} / \mathrm{h})$ | Rating |
| :---: | :---: |
|  |  |
| 50 | Pass |

Seasons
Summer = May to October
Winter = November to April

## Hours

6:00 to 23:00 for Comfort 0:00 to 23:00 for Safety

## Configuration

Existing = without the proposed development
Proposed = with the proposed development

Wind Comfort Category
(20\% Seasonal Exceedance)
$\leq 10 \mathrm{~km} / \mathrm{h} \quad$ Sitting
11 to 14 Standing

15 to 17 Strolling
18 to $20 \quad$ Walking > $20 \mathrm{~km} / \mathrm{h} \quad$ Uncomfortable

Wind Safety Category
(0.1\% Annual Exceedance)

| $\leq 90 \mathrm{~km} / \mathrm{h}$ | Pass |
| :--- | :--- |
| $>90 \mathrm{~km} / \mathrm{h}$ | Exceeded |

## FIGURES





Summer
(May - October)

| Wind Speed <br> $(\mathbf{k m} / \mathbf{h})$ | Probability <br> Calm <br> Winter |  |
| :---: | :---: | :---: |
| $1-10$ | 4.9 | 3.1 |
| $11-20$ | 37.0 | 24.0 |
| $21-30$ | 44.9 | 41.5 |
| $31-40$ | 10.7 | 20.7 |
| $>40$ | 2.0 | 7.7 |
|  | 0.4 | 2.9 |




Winter (November - April)





APPENDIX A

## APPENDIX A: DRAWING LIST FOR MODEL CONSTRUCTION

The drawings and information listed below were received from Southwest Properties Limited and were used to construct the scale model of the proposed South Park Development. Should there be any design changes that deviate from this list of drawings, the results may change. Therefore, if changes in the design area made, it is recommended that RWDI be contacted and requested to review their potential effects on wind conditions.

| File Name | File Type | Date Received <br> (dd/mm/yyyy) |
| :---: | :---: | :---: |
| ATW-33207_YMCA_Halifax_Central.rvt | Revit File | $03 / 06 / 2015$ |
| ATW-37156-Halifax-YMCA-Central.rvt | Revit File | $03 / 06 / 2015$ |
| ATW-37156-Halifax-YMCA-Parking.rvt | Revit File | $03 / 06 / 2015$ |


| Attachment F - Design Manual Checklist - Case 20275 |  |  |  |
| :---: | :---: | :---: | :---: |
| Section | Guideline | Complies | Discussion |
| 2 | Downtown Precinct Guidelines (refer to Map 2 for Precinct Boundaries) |  |  |
| 2.3 | Precinct 3 - Spring Garden Road Area (criteria for other precincts has not been included) |  |  |
| 2.3a | Development shall appropriately frame Citadel Hill, the Public Gardens, and Victoria Park through the provision of consistent, animated streetwalls of superior quality and design. | Yes |  |
| 2.3b | Ensure that there continues to be adequate sunlight penetration on Spring Garden Road. | N/A |  |
| 2.3c | Focus pedestrian activities at sidewalk level through the provision of weather protected sidewalks using welldesigned canopies and awnings. | Partial | All of the South Park and a significant degree of the Sackville frontages have weather protection. There is no weather protection along Briar Lane. |
| 2.3d | Prohibit new surface parking lots of any kind. | Yes |  |
| 2.3 e | Improve the pedestrian environment in the public realm through a program of streetscape improvements as previously endorsed by Council (Capital District Streetscape Guidelines). | Yes |  |
| 2.3 f | Development shall be in keeping with The Spring Garden Road/Queen Street Area Joint Public Lands Plan, including: <br> - ensure that the Clyde Street parking lots are redeveloped with mid-rise development, underground parking, and massing that transitions to Schmidtville; <br> - ensure that the existing parking supply on the two Clyde Street parking lots will be preserved as part of the redevelopment of those lots, and that in addition, the redevelopment provides adequate parking for the new uses being introduced; <br> - reinforce a development pattern of monumental buildings on Spring Garden Road from Queen Street towards Barrington Street; <br> - a new public open space, 2,000 square metres minimum, shall be established at the terminus of Clyde Street, on the east side of Queen Street; <br> - Clyde Street and Brenton Place to become important pedestrian-oriented streets; <br> - allow for a mid-rise development at the corner of Morris and Queen Streets, and; <br> - to allow tall buildings on the western blocks of the precinct. | N/A |  |
| 2.11 | Publically Sponsored Convention Centre (refers to exemptions to certain provisions of the Manual) |  |  |
| 3 | General Design Guidelines |  |  |


| Attachment F - Design Manual Checklist - Case 20275 |  |  |  |
| :---: | :---: | :---: | :---: |
| Section | Guideline | Complies | Discussion |
| 3.1 | The Streetwall |  |  |
| 3.1.1 | Pedestrian-Oriented Commercial <br> On certain downtown streets pedestrian-oriented commercial uses are required to ensure a critical mass of activities that engage and animate the sidewalk These streets will be defined by streetwalls with continuous retail uses and are shown on Map 3 of the Land Use By-law. <br> All retail frontages should be encouraged to reinforce the 'main street' qualities associated with the historic downtown, including: |  |  |
| 3.1.1a | The articulation of narrow shop fronts, characterized by close placement to the sidewalk. | Yes |  |
| 3.1.1b | High levels of transparency (non-reflective and non-tinted glazing on a minimum of $75 \%$ of the first floor elevation). | Yes |  |
| 3.1.1c | Frequent entries. | Yes |  |
| 3.1.1d | Protection of pedestrians from the elements with awnings and canopies is required along the pedestrian-oriented commercial frontages shown on Map 3, and is encouraged elsewhere throughout the downtown. | Yes |  |
| 3.1.1e | Patios and other spill-out activity is permitted and encouraged where adequate width for pedestrian passage is maintained. | Yes |  |
| 3.1.1f | Where non-commercial uses are proposed at grade in those areas where permitted, they should be designed such that future conversion to retail or commercial uses is possible. | N/A |  |
| 3.1.2 | Streetwall Setback (refer to Map 6) |  |  |
| 3.1.2a | Minimal to no Setback ( $0-1.5 \mathrm{~m}$ ): Corresponds to the traditional retail streets and business core of the downtown. Except at corners or where an entire block length is being redeveloped, new buildings should be consistent with the setback of the adjacent existing buildings. | Yes |  |
| 3.1.2b | Setbacks vary ( $0-4 \mathrm{~m}$ ): Corresponds to streets where setbacks are not consistent and often associated with noncommercial and residential uses or house-form building types. New buildings should provide a setback that is no greater or lesser than the adjacent existing buildings. | Yes |  |
| 3.1.2c | Institutional and Parkfront Setbacks ( $4 \mathrm{~m}+$ ): Corresponds to the generous landscaped setbacks generally associated with civic landmarks and institutional uses. Similar setbacks designed as landscaped or hardscaped public amenity areas may be considered where new public uses or cultural attractions are proposed along any downtown street. Also corresponds to building frontages on key urban parks and | N/A |  |


| Attachment F - Design Manual Checklist - Case 20275 |  |  |  |
| :---: | :---: | :---: | :---: |
| Section | Guideline | Complies | Discussion |
|  | squares where an opportunity exists to provide a broader sidewalk to enable special streetscape treatments and spill out activity such as sidewalk patios. |  |  |
| 3.1.3 | Streetwall Height (refer to Map 7) <br> To ensure a comfortable human-scaled street enclosure, streetwall height should generally be no less than 11 metres and generally no greater than a height proportional (1:1) to the width of the street as measured from building face to building face. Accordingly, maximum streetwall heights are defined and correspond to the varying widths of downtown streets: generally $15.5 \mathrm{~m}, 17 \mathrm{~m}$ or 18.5 m . Consistent with the principle of creating strong edges to major public open spaces, a streetwall height of 21.5 m is permitted around the perimeter of Cornwallis Park. Maximum Streetwall Heights are shown on Map 7 of the Land Use By-law. |  |  |
| 3.2 | Pedestrian Streetscapes |  |  |
| 3.2.1 | Design of the Streetwall |  |  |
| 3.2.1a | The streetwall should contribute to the fine grained character of the streetscape by articulating the façade in a vertical rhythm that is consistent with the prevailing character of narrow buildings and storefronts. | Partial | Condition is met along South Park and Sackville Street, but not along Briar Lane. |
| 3.2.1b | The streetwall should generally be built to occupy $100 \%$ of a property's frontage along streets. [note: the DHLUM permits a reduction of $80 \%$ on non-central blocks] | Yes |  |
| 3.2.1c | Generally, streetwall heights should be proportional to the width of the right of way, a 1:1 ratio between streetwall height and right of way width. Above the maximum streetwall height, further building heights are subject to upper storey stepbacks. | Partial | Condition is met along South Park and Sackville Street, but not along Briar Lane. |
| 3.2.1d | In areas of contiguous heritage resources, streetwall height should be consistent with heritage buildings. | N/A |  |
| 3.2.1e | Streetwalls should be designed to have the highest possible material quality and detail. | Partial |  |
| 3.2.1f | Streetwalls should have many windows and doors to provide eyes on the street and a sense of animation and engagement. | Partial | Condition is met along South Park and Sackville Street, but not along Briar |
| 3.2.1g | Along pedestrian frontages at grade level, blank walls shall not be permitted, nor shall any mechanical or utility functions (vents, trash vestibules, propane vestibules, etc.) be permitted. | Partial | Lane. |
| 3.2.2 | Building Orientation and Placement |  |  |
| 3.2.2a | All buildings should orient to, and be placed at, the street edge with clearly defined primary entry points that directly access the sidewalk. | Yes |  |
| 3.2.2b | Alternatively, buildings may be sited to define the edge of | Yes |  |


| Attachment F - Design Manual Checklist - Case 20275 |  |  |  |
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| Section | Guideline | Complies | Discussion |
|  | an on-site public open space, for example, plazas, <br> promenades, or eroded building corners resulting in the <br> creation of public space (see diagram tat right). Such <br> treatments are also appropriate for Prominent Visual <br> Terminus sites identified on Map 9 of the Land Use By-law. |  |  |
| 3.2.2c | Side yard setbacks are not permitted in the Central Blocks <br> defined on Map 8 of the Land Use Bylaw, except where <br> required for through-block pedestrian connections or <br> vehicular access. | N/A | N |


| Attachment F - Design Manual Checklist - Case 20275 |  |  |  |
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| Section | Guideline | Complies | Discussion |
|  | means such as steps, stoops and porches. |  |  |
| 3.2.4b | Residential units accessed by a common entrance and <br> lobby may have the entrance and lobby elevated or located <br> at grade-level, and the entrance should be clearly <br> recognizable from the exterior through appropriate <br> architectural treatment. | Yes |  |
| 3.2.4c | Projects that feature a combination of individually accessed <br> units in the building base with common entrance or <br> lobby-accessed units in the upper building, are <br> encouraged. | N/A | N |


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| Section | Guideline | Complies | Discussion |
| 3.2 .5 g | Flexibility in streetwall heights is required in order to <br> transition from facades at lower elevations to facades at <br> higher elevations on the intersecting streets. Vertical corner <br> elements (corner towers) can facilitate such transitions, as <br> can offset or broken cornice lines at the top of streetwalls <br> on sloping streets. | N/A | N |


| Attachment F - Design Manual Checklist - Case 20275 |  |  |  |
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| Section | Guideline | Complies | Discussion |
|  | of workmanship, sustainability and ease of maintenance. |  |  |
| 3.3.2b | Too varied a range of building materials is discouraged in favour of achieving a unified building image. | Yes |  |
| 3.3.2c | Materials used for the front façade should be carried around the building where any facades are exposed to public view at the side or rear. | Yes |  |
| 3.3.2d | Changes in material should generally not occur at building corners. | Yes |  |
| 3.3.2e | Building materials recommended for new construction include brick, stone, wood, glass, in-situ concrete and pre-cast concrete. | Yes |  |
| 3.3.2f | In general, the appearance of building materials should be true to their nature and should not mimic other materials. | Yes |  |
| 3.3.2g | Stucco and stucco-like finishes shall not be used as a principle exterior wall material. | N/A |  |
| 3.3.2h | Vinyl siding, plastic, plywood, concrete block, EIFS (exterior insulation and finish systems where stucco is applied to rigid insulation), and metal siding utilizing exposed fasteners are prohibited. | N/A |  |
| 3.3.2i | Darkly tinted or mirrored glass is prohibited. Clear glass is preferable to light tints. Glare reduction coatings are preferred. | Yes |  |
| 3.3.2j | Unpainted or unstained wood, including pressure treated wood, is prohibited as a building material for permanent decks, balconies, patios, verandas, porches, railings and other similar architectural embellishments, except that this guidelines shall not apply to seasonal sidewalk cafes. | N/A |  |
| 3.3.3 | Entrances |  |  |
| 3.3.3a | Emphasize entrances with such architectural expressions as height, massing, projection, shadow, punctuation, change in roof line, change in materials, etc. | Yes |  |
| 3.3.3b | Ensure main building entrances are covered with a canopy, awning, recess or similar device to provide pedestrian weather protection. | Yes |  |
| 3.3.3c | Modest exceptions to setback and stepback requirements are possible to achieve these goals. | N/A |  |
| 3.3.4 | Roof Line and Roofscapes |  |  |
| 3.3.4a | Buildings above six storeys (mid and high-rise) contribute more to the skyline of individual precincts and the entire | Yes |  |


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| Section | Guideline | Complies | Discussion |
|  | downtown, so their roof massing and profile must include sculpting, towers, night lighting or other unique features. |  |  |
| 3.3.4b | The expression of the building top (see previous) and roof, while clearly distinguished from the building middle, should incorporate elements of the middle and base such as pilasters, materials, massing forms or datum lines. | Yes |  |
| 3.3.4c | Landscaping treatment of all flat rooftops is required. Special attention shall be given to landscaping rooftops in precincts 3, 5, 6 and 9 , which abut Citadel Hill and are therefore pre-eminently visible. The incorporation of living green roofs is strongly encouraged. | Unclear | Detailed plans have not been provided for portions of the flat roof areas. |
| 3.3.4d | Ensure all rooftop mechanical equipment is screened from view by integrating it into the architectural design of the building and the expression of the building top. Mechanical rooms and elevator and stairway head-houses should be incorporated into a single well-designed roof top structure. Sculptural and architectural elements are encouraged to add visual interest. | Yes |  |
| 3.3.4e | Low-rise flat roofed buildings should provide screened mechanical equipment. Screening materials should be consistent with the main building design. Sculptural and architectural elements are encouraged for visual interest as the roofs of such structures have very high visibility. | N/A |  |
| 3.3.4f | The street-side design treatment of a parapet should be carried over to the back-side of the parapet for a complete, finished look where they will be visible from other buildings and other high vantage points. | N/A |  |
| 3.4 | Civic Character |  |  |
| 3.4.1 | Prominent Frontages and View Termini |  |  |
| 3.4.1a | Prominent Visual Terminus Sites: These sites identify existing terminate important view corridors and that can strengthen visur these sites distinctive architectural treatments such as spires archways should be provided. Design elements (vertical elen aligned to the view axis. Prominent Visual Terminus Sites ar | or potential ual connect urrets, belv nts, portico shown on M | uildings and sites that y across downtown. On eres, porticos, arcades, or entries, etc.) should be 9 in the Land Use By-law. |
| 3.4.1b | Prominent Civic Frontage: These frontages identify highly vis public open spaces such as the Citadel and Cornwallis Park ceremonial visual and physical connections such as the waterris Promenade linking the waterfront to the Town Clock, and oth downtown to the waterfront. Prominent Civic Frontages are shor Design Manual. | le building well as im ront board east-west wn on Map | es that front onto important rtant symbolic or ks, the proposed Grand eets that connect the in Appendix A of the |
| 3.4.2 | Corner Sites |  |  |
| 3.4.2a | Provision of a change in the building massing at the corner, | N/A |  |


| Attachment F - Design Manual Checklist - Case 20275 |  |  |  |
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| Section | Guideline | Complies | Discussion |
|  | in relation to the streetwall. |  |  |
| 3.4.2b | Provision of distinctive architectural treatments such as spires, turrets, belvederes, porticos, arcades, or archways. | N/A |  |
| 3.4.2c | Developments on all corner sites must provide a frontal design to both street frontages. | Partial | Criteria is met at South Park and Sackville Streets, but only partially at Sackville Street and Briar Lane |
| 3.4.2d | Alternatively, buildings may be sited to define the edge of an on-site public open space, for example, plazas, promenades, or eroded building corners resulting in the creation of public space. | N/A |  |
| 3.4.3 | Civic Buildings |  |  |
| 3.4.3e | Civic buildings entail a greater public use and function, and therefore should be prominent and recognizable, and be designed to reflect the importance of their civic role. | Yes |  |
| 3.4.3f | Provide distinctive architectural treatments such as spires, turrets, belvederes, porticos, arcades, or archways. | Yes |  |
| 3.4.3g | Ensure entrances are large and clearly visible. Provide a building name and other directional and wayfinding signage. | Yes |  |
| 3.4.3h | Very important public buildings should have unique landmark design. Such buildings include transit terminals, museums, libraries, court houses, performing arts venues, etc. | Yes |  |
| 3.5 | Parking Services and Utilities |  |  |
| 3.5.1 | Vehicular Access, Circulation, Loading and Utilities |  |  |
| 3.5.1a | Locate parking underground or internal to the building (preferred), or to the rear of buildings. | N/A |  |
| 3.5.1b | Ensure vehicular and service access has a minimal impact on the streetscape, by minimizing the width of the frontage it occupies, and by designing integrated access portals and garages. | N/A |  |
| 3.5.1c | Locate loading, storage, utilities, areas for delivery and trash pick-up out of view from public streets and spaces, and residential uses. | N/A |  |
| 3.5.1d | Where access and service areas must be visible from or shared with public space, provide high quality materials and features that can include continuous paving treatments, landscaping and well designed doors and entries. | N/A |  |


| Attachment F - Design Manual Checklist - Case 20275 |  |  |  |
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| Section | Guideline | Complies | Discussion |
| 3.5.1e | Coordinate and integrate utilities, mechanical equipment and meters with the design of the building, for example, using consolidated rooftop structures or internal utility rooms. | N/A |  |
| 3.5.1f | Locate heating, venting and air conditioning vents away from public streets. Locate utility hook-ups and equipment (i.e. gas meters) away from public streets and to the sides and rear of buildings, or in underground vaults. | Partial | Criteria are met along Sackville Street, but not along Briar Lane. There is a bank of louvres in one location along South Park Street |
| 3.5.2 | Parking Structures (criteria not included - refers to stand-alone parking structures) |  |  |
| 3.5.3 | Surface Parking (criteria not included - no surface parking is proposed) |  |  |
| 3.5.4 | Lighting |  |  |
| 3.5.4a | Attractive landscape and architectural features can be highlighted with spot-lighting or general lighting placement. | Unclear |  |
| 3.5.4b | Consider a variety of lighting opportunities inclusive of street lighting, pedestrian lighting, building up- or down-lighting, internal building lighting, internal and external signage illumination (including street addressing), and decorative or display lighting. | Unclear | Only modest lighting elements have been included on the plans for the building. |
| 3.5.4c | Illuminate landmark buildings and elements, such as towers or distinctive roof profiles. | Unclear |  |
| 3.5.4d | Encourage subtle night-lighting of retail display windows. | Yes |  |
| 3.5.4e | Ensure there is no light trespass onto adjacent residential areas by the use of shielded full cutoff fixtures. | Yes |  |
| 3.5.4f | Lighting shall not create glare for pedestrians or motorists by presenting unshielded lighting elements in view. | Yes |  |
| 3.5.5 | Signs (no plans have been provided about specific signage - signs will be subject of separate future permit applications) |  |  |


| Planning Applications | Landscape Architecture |
| :--- | :--- |
| Planning \& Development Services | Urban Planning |
| PO Box 1749 | Architecture |
| Halifax, NS, B3) 3A5 | Engineering |

To Whom it May Concern

## RE: South Park Street YMCA Development Variance Requests

The South Park redevelopment site is located within the zone DH-1 (Downtown Halifax) and falls within Precinct 3 Spring Garden Road as per Map 1 and Map 2, respectively, of the Downtown Halifax Land Use By-Law (LUB). The site is governed by the General Design Guidelines of Schedule S-1: Design Manual as well as Appendix C: Building Height Limits Pursuant to Clause 7A, of the Downtown Halifax Land-Use By-Law. The project site is bound by Sackville Street (north), South Park Street (west), Briar Lane (east) and the Paramount development at 1551 South Park Street (south). The project team has designed this site to meet the objectives of the above noted documents and those of the YMCA. Some variances are required from the LUB in order to achieve the proposed design of the building, and we believe that these variances meet the objectives of the LUB and Design Manual.

The development consists of two buildings, the Pavilion building to the north and the Rental Building to the south, with a shared below grade parking garage but separated by a property line through the parking garage. This property line creates an interior lot line between the two buildings.

We have divided the variance requests for each building below, starting with the Pavilion Building.

## Pavilion Variance Requests:

Variance \#1 - Sackville and South Park Streetwall Heights
A variance is being requested for the streetwall heights fronting on Sackville Street and South Park Street.

SECTION 9 (2) - The maximum streetwall heights shall be as specified on Map 7. Map 7 requires the following maximum streetwall heights:

- South Park Street - 17 m
- Sackville Street - 18.5 m

The proposed streetwalls for the building ranges from 19.2 m to 21.5 m as measured from the sloping elevation of the public sidewalk on the fringe of the building.

A variance under Section 9 (8), which allows for a variance by site plan approval where the relaxation is consistent with the criteria of the Design Manual, is being sought for section $9(2)$ of the LUB. The variance request is consistent with the provisions of section 3.6.3 (a)(d) of the Design Manual:
a. where the streetwall height is consistent with the objectives and guidelines of the Design Manual; and
d. where a landmark building element is called for pursuant to the Design Manual

The proposed streetwall height of the Pavilion is constrained by two storeys of double-height floors as required for the pool (L1\&2) and gymnasium (L3\&4). These proposed double-height floors are the result of architectural and structural engineering requirements to accommodate the proposed YMCA pool and gym. While this requirement is a product of a structural constraint, the creation of the raised streetwall and double-height floors will create a landmark feature for the building. Prominent Visual Terminus sites - which the corner of Sackville Street, Bell Road, and South Park Street has been distinguished as on Map 9 of the Land-Use By-law - are stated in the Design Manual section 3.4.1(a) to terminate important view corridors; and buildings on these sites are encouraged to incorporate distinctive architectural treatments. The double-height floors not only create a unique architectural element but they also create a strong base as the streetwall band is carried consistently around the development to create a prominent 5-storey podium, contributing to the Design Manual section 3.3.1.(a) by defining a distinctive "base" that positively contributes to the pedestrian environment.

We believe that the increase in the streetwall height may be varied by site plan approval, as the variance requested is based on a structural necessity and is consistent with the criteria of the Design Manual as outlined above.

## Variance \#2 - Briar Lane Streetwall Height

A variance is being requested for the streetwall height fronting on Briar Lane.

SECTION 9 (2) - The maximum streetwall heights shall be as specified on Map 7. Map 7 requires the following maximum streetwall heights:

- Briar Lane - 15.5 m

The design shows no streetwall for the building as it fronts onto Briar Lane. Briar Lane lane is a 7.7 m one way street with no sidewalks, asphalt across the entire right of way and a blank wall on the neighbouring north property (see photo attached). There is no 'street' like it in all of Halifax and it has been treated as a one-way service lane for many years. In 1990, the City of Halifax recommending dissolving the road r.o.w and selling it to the YMCA (May 23, 1990 attached). For some reason the City didn't follow through on the offer to sell it to the YMCA and the parcel has remained as a rarely used back alleyway ever since. The developer would like it disregarded as a formal street.


A variance under Section 9(8), which allows for a variance by site plan approval where the relaxation is consistent with the criteria of the Design Manual, is being sought for section 9 ( 2 ). The variance request is consistent with the provisions of section 3.6.3 (a)(d) of the Design Manual:
a. where the streetwall height is consistent with the objectives and guidelines of the Design Manual; and

## d. where a landmark building element is called for pursuant to the Design Manual

As mentioned in Variance \#1, the streetwall height for the Pavilion is determined by double-height floors required structurally for the pool and gymnasium; and by the building's location as a Prominent Visual Terminus site. This set streetwall height is then carried consistently around the development. An increase in streetwall height is required for the streetwall fronting Briar Lane to allow for the streetwalls to connect at the corner. Additionally, this consistent streetwall band that is created results in a prominent 5-storey podium, contributing to the Design Manual section 3.3.1 (a) by defining a distinctive "base" that positively contributes to the pedestrian environment.

Our interpretation of Appendix C which permits a a range of tower heights (from 32 to 49m) directly abutting Briar Lane is that no street wall is needed since it abuts a rarely used one-way lane with no sidewalk and no pedestrian amenities. Southwest has completed a study on the size and use of Briar Lane and found that while Briar Lane is legally a municipal street, it is treated and utilized as a service street or back alleyway. Based on these findings, Southwest believes that the stepback requirements for an HRM street are neither necessary nor appropriate along Briar Lane. It is believed that the pedestrian environment in the area will not be negatively impacted for the following reasons:

- With no public access from the buildings which front onto Briar Lane, there will be little to no pedestrian traffic in the area. Briar Lane will continue to serve as a service alley and drive lane for access into the proposed parking garage;
- A shadow study completed by the architects determined that there will be no impact to sunlight or shade levels along Briar Lane associated with the loss of stepbacks;
- Northern wind impacts on the street only occur very infrequently ( $9 \%$ of the time in the winter) so there is little microclimatic impacts as a result of stepbacks.

Finally, the building design as shown in the MPS amendment application (2011), as prepared by Michael Napier and consultation with city staff, was approved without stepbacks along Briar Lane. The current building design has been kept similar to that which was approved at the time of the MPS amendment.

## Variance \#3 - Stepbacks on Briar Lane

A variance is being requested for the stepback requirements for the portion of the building fronting onto Briar Lane.

SECTION 9 (7) - The streetwall must stepback a minimum of 3 m for that portion of the building that is a maximum of 33.5 m in height, and must stepback 4.5 m for that portion of the building that is greater than 33.5 m in height.

The proposed design of the Pavilion building fronting onto Briar Lane has no stepbacks and no streetwalls. Again, the developer would like to disregard Briar Lane as a street.

A variance is being requested under section 9 (8) of the LUB. The variance is required for $9(7)$ and is consistent with the provisions of section 3.6 .1 (a)(d) of the Design Manual, which states that streetwall setbacks may be varied by site plan approval where:
a. the streetwall setback is consistent with the objectives and guidelines of the Design Manual; and
d. where a landmark building element is called for pursuant to the Design Manual

Our rational for no stepbacks would be similar to our rationale as noted in Variance request \#2.

Variance \#4 - Setbacks from Interior Lot Lines @ 33.5m
A variance is being requested for the required 11.5 m . upper storey setbacks ( $>33.5 \mathrm{~m}$ high) on the south side of the Pavilion on the internal lot line abutting the developer's other building (the Rental building) to the south.

SECTION 10(7) - Any portion of a high-rise building above a height of 33.5 m shall be setback 11.5 m from interior lot lines.

The high-rise portion of the Pavilion is set back about 10.0 m from the interior lot line.

A variance is being requested under section 10(14). The variance is required for 10(7) and is consistent with the provisions of section 3.6 .2 (a) (b) of the Design Manual, which states that streetwall setbacks may be varied by site plan approval where:
a. the upper storey streetwall setback is consistent with the objectives and guidelines of the Design Manual;
b. the modification does not negatively impact abutting uses by providing insufficient separation.

The reduced separation is the result of both the project's design programs and practical structural design requirements to reduce additional building height to accommodate thicker structural transfer slabs. In order to minimize the impact of the reduced separation in the north/south orientation, the suites in both buildings have been designed to locate principal rooms either to the east or the west, ensuring privacy and comfort are preserved for residents in each development.

Additionally, while the buildings are two different properties they are being designed as a single site, meeting at a shared open space in the centre of the overall development. When considering the impacts of the proposed development on the pedestrian experience as a single site, the proximity of the buildings do not impose detrimental impacts at the open space created by the Annandale Street extension grade.

We believe that this unique site condition is a technical variance that may be granted by site plan approval, as the relaxation is consistent with the Design Manual section 3.6.2(a)(b) which seeks to ensure sufficient building separation usually between a new building and an existing building. Since the two buildings are being developed together, we believe there is merit in a slight relaxation of the 11.5 m setback. The modifications to setbacks do not negatively impact abutting uses and align with the objectives and guidelines of the Design Manual.

Variance \#5 - Stepback into Appendix C Heights
A variance is requested under Section 3.6.8 of the Design Manual - Maximum Height Variance for the height boundaries outlined in Appendix C. There are two main areas where this occurs on the Pavilion Building: (1) The 49m tower portion of the building extends into the 43m Appendix C zone along Sackville Street, (this height is required for rooftop architectural features and does not increase the gross floor area of the building.) and (2) a portion of the midrise extends above the 22 m Appendix C limits for portion of floors 6-12. In addition, there are several railings on some of the Appendix C floors that will need a variance.

APPENDIX C - Building Height Limits Pursuant to Clause 7A - The maximum heights should be as labelled on the included supporting diagrams.

The top storey of the building encroaches into the boundary that only permits 43 m . Also, a small portion of the building on floors 6-12 encroach on the 22m Appendix C height limit. Some of the railing on both buildings encroach into the Appendix C height limits as well.

A variance to allow for additional height in the 43 m and 22 m height zone is being sought. The variance is required for Appendix C and is consistent with the provisions of section 3.6.8 (a)(d) of the Design Manual, which allows for a variance to the maximum height subject to meeting certain conditions. Of the potential conditions for a variance, this application is being considered under the following provisions:
a. the maximum height is consistent with the objectives and guidelines of the Design Manual; and
d. where a landmark building element is provided pursuant to the Design Manual;

We believe this variance can be granted by site plan approval as the site is referenced as a prominent visual terminus site (Design Manual S-1, 3.4.1), in the Downtown Halifax Land Use by-law (DHLUB), Map No.9.

The corner of Sackville Street and South Park Street has been articulated with rounded corners that are reminiscent of the CBC building, with its Art Deco features, a longstanding prominent building, within Halifax's downtown core. Terminating these rounded corners, is a two story feature element, located just below the roof line, that punctuates the corner, while enhancing the terminus character of the building, along the diagonal axis created by Bell Road. In doing so, it creates an encroachment, which is a permitted feature per 3.6.9 of the DHLUB. The width of this element does not exceed $20 \%$ of the lot frontage and the height of this element, does not exceed 6 meters and is contained within the Rampart View Planes.

Further, the Citadel Hill Rampart View Planes from Point 3 permits a slightly greater height at the southern most part of the site of the approximately 50.5 m . The project team has implemented a combination of Appendix C and View Plane Point 3 for the proposed building heights.

Consistent with the LUB Section 12 requirement to permit a public benefit for a Post-Bonus Height, the project team references the YMCA/CBC RFP public benefits of a new YMCA to be built as a gift to the citizens of HRM:

- It creates a prominent visual terminus (as per DHSMPS);
- It allows no interference of the proposed development with established view planes or views from the ramparts;
- It allows no new precedent to be set for subsequent proposed development;
- It creates minimal shading impact on the Public Gardens;
- It does not add appreciably to wind conditions in the area.

This is technical variance is governed by the municipality.

Variance \#6 - Tower Width and Depth
A variance is being requested for the tower width and depth for the Pavilion building above a height of 33.5 m .
SECTION 10 (10) - Any portion of a building above a height of 33.5 metres shall be a maximum width of 38 metres and a maximum depth of 38 metres.

The proposed tower has a width of 39.6 metres and a depth of 39.6 metres.

A variance under Section 10(14), which allows for a variance by site plan approval where the relaxation is consistent with the criteria of the Design Manual, is being sought for section 10(10). The variance request is consistent with the provisions of section 3.6.7 (a)(b) of the Design Manual:
a. the maximum tower width is consistent with the objectives and guidelines of the design manual; and
b. the modification results in clear public benefit such as remediation of an existing blank wall;

The extended tower width and depth is the result of the equal terracing that occurs after storey 10 (above 32 metres). This terracing creates architectural interest consisting of high quality building articulation, which is required of a Prominent Visual Terminus Site. Section 3.6.9. of the Design Manual highlights the allowance for modest encroachments into the allotted building envelope for improved building design, including designed roof treatments and other architectural elements.

The public benefit of a new YMCA pool and gymnasium is consistent with the "clear public benefit" as requested in 3.6.7(b) of the Design Manual.

We believe that this variance may be granted by site plan approval, as the relaxation is consistent with Design Manual section 3.3.1 for high quality building articulation, and the dynamic play of light and shadow through attention to architectural details. Section 3.3.1, Item c. expressly encourages architectural variety and other visual interests of articulating the building massing, including vertical and horizontal recesses and projections expressing datum lines, and changes in materials, textures and colour.

Variance \#13 - 4.5 m floor to floor height at street elevation
A variance is being requested to reduce the floor to floor height for the Pavilion building below 4.5 m

Section 8(13) - The ground floor of a building, excluding a parking garage, that has access to a streamline or Transportation Reserve shall have a floor to floor height of no less than 4.5 m .

The proposed Pavilion Building has a reduced floor to floor height of 4 m along Sackville Street
A variance under Section $8(13 B)$, which allows for a variance by site plan approval where the relaxation is consistent with the criteria of the Design Manual, is being sought for section 8(13). The variance request is consistent with the provisions of section 3.6.15 (a)(b) and (e) of the Design Manual:
a. the proposed floor-to-floor height of the ground floor is consistent with the objectives and guidelines of the Design Manual; and,
b. the proposed floor-to-floor height of the ground floor does not result in a sunken ground floor condition;
e. in the case of a new building or an addition to an existing building being proposed along a sloping street(s), the site of the proposed new building or the proposed addition to an existing building is constrained by sloping conditions to such a degree that it becomes unfeasible to properly step up or step down the floor plate of the building to meet the slope and would thus result in a ground floor floor-to-floor height at its highest point that would be impractical;

Sackville Street rises from 40.5 m up to about 45m at Briar Lane. over the length of the building. In addition, the pool and its mechanical systems take up over 3.4 m of additional height in the same first floor. Though the floor to floor height is over 7.3 m high, the pool deck elevation (i.e. the floor elevation) has a clearance of only 4 m from the deck to the next floor level. This extraneous circumstance is a direct result of housing a public pool on the first floor of the building.

## Rental Building Variance Requests:

## Variance \#7 - Streetwall Heights

Like the Pavilion building, a variance is being requested for the streetwall heights fronting on Briar Lane and South Park Street.

SECTION 9 (2) - The maximum streetwall heights shall be as specified on Map 7. Map 7 requires the following maximum streetwall heights:

- South Park Street - 17m
- Briar Lane -15.5 m

The proposed streetwalls for the building ranges from 19.2 m to 21.5 m as measured from the sloping profile of the public sidewalk.

A variance under Section 9 (8), which allows for a variance by site plan approval where the relaxation is consistent with the criteria of the Design Manual, is being sought for section 9 (2). The variance request is consistent with the provisions of section 3.6.3 (a)(c) of the Design Manual:
a. the the streetwall height is consistent with the objectives and guidelines of the Design Manual; and
c. the streetwall height of abutting buildings is such that the streetwall height would be inconsistent with the character of the street;

Though the Pavilion and Rental building are two properties, in order to ensure consistency of character throughout the development and along the street, the streetwall height restricted by the pool requirements in the Pavilion has been carried through to the Rental building. This allows for a uniform pedestrian experience throughout the site. The streetwall height of the Rental building then begins to align with its next door neighbour, the Paramount, with its 5 storey ( 17 m ) streetwall. Similarly to the Pavilion, the streetwall setback then creates a strong podium element as required in the Design Manual Section 3.3.1(a) by defining a distinctive "base" that positively contributes to the pedestrian environment.

On Briar lane, only about 8 m of the building fronts onto the Lane and hence only a small corner of the streetwall height applies to the back side of the building. Like Variance request \#2, we believe that Appendix C's height requirements do not necessitate a streetwall.

Variance \#8 - Stepbacks on Briar Lane
A small portion of the Rental building fronts onto Briar Lane (8m of frontage), however the majority of the building fronts onto an interior lot line. A variance is being requested for the portion of the Rental Building fronting onto Briar Lane.

SECTION 9 (7) - The streetwall must stepback a minimum of 3 m for that portion of the building that is a maximum of 33.5 m in height, and must stepback 4.5 m for that portion of the building that is greater than 33.5 m in height.

The proposed design of the Rental Building fronting onto Briar Lane/the interior lot line has no stepbacks and no streetwall.

A variance is being requested under section 9(8). The variance is required for 9 (7) and is consistent with the provisions of section 3.6.1(a)(c) of the Design Manual, which states that streetwall setbacks may be varied by site plan approval where:
a. the streetwall setback is consistent with the objectives and guidelines of the Design Manual; and
c. the streetwall setback of abutting building is such that the streetwall setback would be inconsistent with the character of the street.

Current development streetwalls facing Briar Lane do not consist of setbacks and run flush with the street. The building's neighbour, the Paramount, is one such building, and the Rental building's streetwall has mimicked it's form in this regard. While a small portion of the Rental building abuts Briar Lane, the majority of the building fronts the drive lane into the underground parking (an interior lot line). Southwest's review of Briar Lane found that while Briar Lane is legally a municipal street, it is treated and utilized as a service street or back alleyway, as would the drive lane. Based on these findings, Southwest would like to propose that the stepback requirements for an HRM street are neither necessary nor appropriate along Briar Lane. It is believed that the pedestrian environment in the area will not be negatively impacted for the following reasons:

- With no public access from the building onto the front of Briar Lane, there will be little to no pedestrian traffic in the area. Briar Lane will continue to serve as a service alley and drive lane for access into the proposed parking garage;
- A shadow study completed by the architects determined that there will be no impact to sunlight or shade levels along Briar Lane associated with stepbacks;
- Northern wind impacts on the street only occur very infrequently ( $9 \%$ of the time in the winter) so there is little microclimatic impacts as a result of stepbacks.

Finally, the building design as shown in the MPS amendment application (2011), as prepared by Michael Napier and consultation with city staff, was approved without stepbacks along Briar Lane. The current building design has been kept similar to that which was approved at the time of the MPS amendment.

Variance \#9-Setbacks from Interior Lot Lines
Like the Pavilion building, a variance is being requested for interior lot setbacks on the north side of the Rental building.

SECTION 10 (4) - Above a height of 18.5 m , or the height of the streetwall, the mid-rise portion of a building shall be setback from interior lot lines no less than $10 \%$ of the lot width or 5.5 m , whichever is less.
$10 \%$ of the 46 m wide lot width would be 4.6 m ; therefore 4.6 m is the lesser of the two widths and is the required setback from interior lot lines. The mid-rise portion of the Rental building is setback 2.2 m from the north interior lot line for a portion of one floor (the sixth floor).

SECTION 10(7) - Any portion of a high-rise building above a height of 33.5 m shall be setback 11.5 m from interior lot lines.

The high-rise portion of the Rental building is setback 6.7 m from the north interior lot line.

A variance is being requested under section 10(14). The variance is required for 10(7) and is consistent with the provisions of section 3.6.2(a) (b) of the Design Manual, which states that streetwall setbacks may be varied by site plan approval where:
a. the upper storey streetwall setback is consistent with the objectives and guidelines of the Design Manual;
b. the modification does not negatively impact abutting uses by providing insufficient separation.

The reduced separation is the result of both the project's design programs and practical structural design requirements to reduce additional building height to accommodate thicker structural transfer slabs. In order to minimize the impact of the reduced separation in the north/south orientation, the suites in both buildings have been designed to locate principal rooms either to the east or the west, ensuring privacy and comfort are preserved for residents in each development.

Additionally, while the buildings are two different properties they are being designed as a single site, meeting at a shared open space in the centre of the overall development. When considering the impacts of the proposed development on the pedestrian experience as a single site, the proximity of the buildings do not impose detrimental impacts at the sidewalk grade.

We believe that this unique site condition is a technical variance that may be granted by site plan approval, as the relaxation is consistent with the Design Manual section 3.6.2(a)(b) which seeks to ensure sufficient building separation usually between a new building and an existing building. Since the two buildings are being developed together, we believe there is merit in a slight relaxation of the 11.5 m setback. The modifications to setbacks do not negatively impact abutting uses and align with the objectives and guidelines of the Design Manual.

Variance \#10-Setbacks from South Interior Lot Lines
A variance is being requested for interior lot setbacks on the south side of the Rental building.

SECTION 10 (4) - Above a height of 18.5 m , or the height of the streetwall, the mid-rise portion of a building shall be setback from interior lot lines no less than $10 \%$ of the lot width or 5.5 m , whichever is less.
$10 \%$ of the lot width would be 4.6 m ; therefore 4.6 m is the lesser of the two widths and is the required setback from interior lot lines. There is no setback from the interior lot line to the south.

SECTION 10(7) - Any portion of a high-rise building above a height of 33.5 m shall be setback 11.5 m from interior lot lines. There are no setbacks from the interior lot line to the south of the Rental building.

A variance is being requested under section 9(8). The variance is required for 9(7) and is consistent with the provisions of section 3.6.6(a) (c) of the Design Manual, which states that streetwall setbacks may be varied by site plan approval where:
a. the upper storey street wall setback is consistent with the objectives and guidelines of the Design Manual;
c. a reduction in setback results in the concealment of an existing blank wall with a new, well-designed structure.

A lack of setbacks on the south face of the Rental building will not be detrimental to either of the Paramount buildings (the 5 storey building at the street, or the 18 storey setback tower). The lower 5-storey Paramount building that abuts the Rental Building is a blank wall (see photo below). The 18 -storey Paramount building abuts the rental Building with blank walls. The windows in the stairwell of the Paramount building will be left in tact. Since the 18-storey Paramount is located along their property line without any interior setbacks, the Rental Building mimics this condition.
Additionally, shadow studies completed have shown that setbacks at this location would not increase the amount of sunlight that reaches the sidewalk and the public gardens on South Park Street, and that the sky view should not be
impacted due to a lack inner lot line setbacks. Southwest has had discussion with the Paramount owners and there is general agreement that this approach will work for both property owners.


## Variance \#11 - Maximum Height

A variance to allow for additional height is being sought under Section 3.6.8 of the Design Manual - Maximum Height Variance. This height is required for rooftop architectural features and does not increase the gross floor area of the building.

SECTION 8 (8) - The mechanical penthouse enclosing the heating, ventilation, air conditioning, life safety and elevator equipment exceeds the maximum $30 \%$ of the roof on which they are located.

The proposed mechanical penthouse occupies $50 \%$ of the uppermost roof with an overhanging roof that is cantilevered and sculpted.

SECTION 8 (10) - The mechanical penthouse enclosure shall be set back no less than 3.0 m from the outermost edge of the roof on which they are located.

The proposed mechanical penthouses will occupy $50 \%$ of the applicable roof area and will not be setback from the roof edge.

A variance under section $8(11)$ is being sought. The variance is required for $8(8)$ and $8(10)$ and is consistent with the provisions of section 3.6 .8 of the Design Manual, which allows for a variance to the maximum height subject to meeting certain conditions. Of the potential conditions for a variance, this application is being considered under the following provisions:
b. The additional building height is for rooftop architectural features, and the additional height does not result in an increase in gross floor area.

We believe that this is a technical variance that may be granted by site plan approval, as the variance is consistent with the provisions of section 3.3.4 (d) of the Design Manual which requires that all rooftop mechanical equipment be screened from view through integration into the architectural design of the building and the expression of the building "top". Additional height is required to properly integrate the rooftop mechanical equipment into a clearly distinguished, attractive roof line. All mechanical rooms, elevator and stairway head-houses have been incorporated into a single roof top structure which has been designed to add visual interest to the Halifax skyline. The design integration will further meet the requirements of section 3.3.4 (b) as it will distinguish a built form expression of "base", "middle", and "top" through distinctive design character. About 50\% of the roof above 49m is dedicated to mechanical and the remaining $50 \%$ is due to the roof's arched architectural design. Also, $1^{\prime} 4^{\prime \prime}$ is needed above the 49m maximum height on the Rental building to achieve a floor height of $9^{\prime}$ on the 16th floor.

## Variance \#12 - Tower Width and Depth

A variance is being requested for the tower width and depth for the Rental Building above a height of 33.5 m .

SECTION 10 (10) - Any portion of a building above a height of 33.5 metres shall be a maximum width of 38 metres and a maximum depth of 38 metres.

The proposed tower has a width of 40.0 metres and a depth of 30.3 metres.

A variance under Section 10(14), which allows for a variance by site plan approval where the relaxation is consistent with the criteria of the Design Manual, is being sought for section 10(10). The variance request is consistent with the provisions of section 3.6.7 (a)(b) of the Design Manual:
a. the streetwall height is consistent with the objectives and guidelines of the Design Manual; and
b. the modification results in a clear public benefit such as the remediation of an existing blank building wall;

The additional width of the tower is the result of both the project's design programs and the practical structural design requirements to set the tower back farther from the main street by minimizing the tower depth. Pushing the tower back from South Park Street minimizes shadow and wind impacts on the Street, preserving pedestrian experience and comfort.

Variance \#14 - Streetwall Width on Annandale Street

A variance is being requested to reduce the streetwall width for the small frontage on Annandale Street.

SECTION 9 (5) - A streetwall shall extend the full width of a lot abutting a streetline
SECTION 9 (6) - On lots other than on Central Blocks, the streetwall width may be reduced to no less than $80 \%$ of the width of a lot abutting a streamline, provided the streetwall is contiguous.

There is no streetwall on Annandale Street due to the need for a garage entry in this location.

A variance under Section 9(8), which allows for a variance by site plan approval where the relaxation is consistent with the criteria of the Design Manual, is being sought for section 9(5). The variance request is consistent with the provisions of section 3.6.4 (a)(b) of the Design Manual:
a. the streetwall width is consistent with the objectives and guidelines of the Design Manual; and
b. the resulting gap in the streetwall has a clear purpose, is well designed and makes a positive contribution to the streetscape;

Like the Briar lane frontage, there is less than 8 m of frontage on Annandale Street which creates a very unique condition for the building. The main parking garage entrance for the two buildings is located on this frontage and with the grade change down to the parking garage (1 storey below Annandale Street), the architects decided that no streetwall was a better compromise for the streetscape than a single large parking garage door on Annandale Street. The developer is requesting a variance for no streetwall along this 8m frontage.

## Summary

The bike parking requirements have been met in both buildings and schedules are shown on the accompanying architectural drawings.

Clearly, this is a complicated development due in part to the architectural and structural requirements of creating a 2 storey pool and 2-storey gymnasium as part of the Pavilion building. Appendix C of the Land Use Bylaw attests to the special status of this site and the requirement to push the tower portion of the buildings away from the Public Gardens (closer to Briar Lane) to maximize light on the sidewalk at South Park Street and minimize and shading impacts on the gardens. We are confident that the requested variances fall within the policies and guidelines outlined in the Design Manual.

Sincerely,

## Original Signed

Robert LeBlanc, MCIP, LPPNS, API
president, Ekistics Plan + Design









## Attachment H - HRM's Detailed Review of the Requested Variances

Note: The order and references to the requested variances match those that are found in the "Requested Variances from the Applicant" (Attachment G).

## Pavilion Building

1) South Park and Sackville Streetwall Heights: Section 9, subsection (2), states that Streetwall heights are to be in accordance with Map 7 of the By-law, which establishes that streetwall heights are to be a maximum of 17.0 metres along South Park Street and 18.5 along Sackville Street.

Non-compliance: The streetwall heights for the building range between from 19.2 to 21.5 metres along South Park and Sackville Streets.

Variance option: Section 3.6 .3 of the Design Manual allows for a variance to the streetwall height subject to meeting the criteria as follows:
a. the streetwall height is consistent with the objectives and guidelines of the Design Manual; and b. the modification is for a corner element that is used to join streetwalls of differing heights; or
c. the streetwall height of abutting buildings is such that the streetwall height would be inconsistent with the character of the street; or
d. where a landmark building element is called for pursuant to the Design Manual.

The applicant suggests that the proposed streetwalls are consistent with criteria a . and d., identifying the importance that is placed in the Design Manual of corners such as South Park and Sackville Streets, which is also recognized as a Prominent Visual Terminus Site.

Response: As noted earlier in this report, the proposed South Park and Sackville Streets streetwalls are lower than the width of these streets and are therefore consistent with the 1:1 streetwall height to street width guidance within the Design Manual. With regard to the specific criteria in section 3.6.3, it is suggested that d. does not provide complete support for the variance, as the Design Manual allowances for a landmark building element are quite prescriptive and allow for additional building volume at building corners (Attachment J, section 3.6.9). Alternatively, criterion c outlines, "the streetwall height of abutting buildings is such that the streetwall height would be inconsistent with the character of the street." There may be some merit to considering this condition as the character of South Park Street, north of Spring Garden Road is varied. However, the proposed Sackville streetwall height of the Rental Building is approximately one storey taller that the Paramount Building. As such, there is only a limited rationale for the streetwall height variance, but it sufficient to be consistent with the variance criteria. It is therefore recommended that this variance request be approved.
2) Briar Lane Streetwall Height: Section 9, subsection (2), states that Streetwall heights are to be in accordance with Map 7 of the By-law, which establishes that streetwall heights are to be a maximum of 15.5 metres along Briar Lane.

Non-compliance: Along the portion of Briar Lane that is closest to Sackville Street, the streetwall is approximately 19.5 metres in height.

Variance option: Section 3.6 .3 of the Design Manual allows for a variance to the streetwall height subject to meeting the criteria as follows:
a. the streetwall height is consistent with the objectives and guidelines of the Design Manual; and b. the modification is for a corner element that is used to join streetwalls of differing heights; or
c. the streetwall height of abutting buildings is such that the streetwall height would be inconsistent with the character of the street; or
d. where a landmark building element is called for pursuant to the Design Manual

The applicant suggests that Briar Lane be disregarded as a street, noting its character and limited width, but also suggests that the proposed streetwall is consistent with criteria a. and d. It is furthered that the streetwall is a continuation of the Sackville Street streetwall that is the subject of variance no. 1 above.

Response: If the Design Review Committee sees favour with the South Park and Sackville streetwall it is reasonable to consider the variance pursuant to criteria b. that allows for a modification for a corner element that is used to join streetwalls of differing heights. On this basis, it is recommended that this variance request be approved.
3) Briar Lane Stepbacks: Section 9, subsection (7), states that above the prescribed height of a streetwall, buildings are to be setback a minimum of 3.0 metres and above a height of 33.5 metres, buildings are to be setback a minimum of 4.5 metres.

Non-compliance: In the area of the building that is not subject to variance no. 2, there are no setbacks at either of the required heights as the building face in this area is a shear wall.

Variance option: Section 3.6.1 of the Design Manual allows for a variance to the streetwall stepback requirement (lower than 33.5 metres in height), subject to meeting the criteria as follows:
a. the streetwall setback is consistent with the objectives and guidelines of the Design Manual;
b. on an existing building, where an addition is to be constructed, the existing structural elements of the building or other similar features are prohibitive in achieving the streetwall setback requirement; or
c. the streetwall setback of abutting buildings is such that the streetwall setback would be inconsistent with the character of the street.

With regard to the upper portions of the building, Section 3.6.5 of the Design Manual allows for a variance to the upper storey stepback (above a height of 33.5 metres) subject to meeting the criteria as follows:
a. the upper storey streetwall setback is consistent with the objectives and guidelines of the Design Manual; and
b. the modification results in a positive benefit such as improved heritage preservation or the remediation of an existing blank building wall.

As noted above, the applicant suggests that Briar Lane be disregarded as a street, noting its character and limited width, and states that the variances should be granted pursuant to the same rationale that outlined for variance no. 2 above.

Response: No merit is found pursuant to the criteria of either 3.6.1 or 3.6.5. For the lower streetwall, the variance condition would need to be consistent with criterion c. that references the character the street. The upper storey stepback would need to result in a positive benefit (criterion b). Neither of these conditions exist and with the limited width of Briar Lane, the stepback provisions would provide some relief to the lane and adjoining properties. It is therefore recommended that this variance request be refused.
4) Setbacks from Interior Lot Lines at a Height of 33.5 metres: Section 10, subsection (7) states that above a height of 33.5 metres, buildings are to be setback a minimum of 11.5 metres from interior lot lines.

Non-compliance: The building is approximately 10.0 metres from the interior lot line that is shared with the Rental Building to the south.

Variance option: There are two possible options to consider the variance request. Section 3.6.2 of the Design Manual allows for a side and rear yard setback variance, subject to meeting the criteria as follows:
a. the modified setback is consistent with the objectives and guidelines of the Design Manual; and b. the modification does not negatively impact abutting uses by providing insufficient separation.

A second option is under section 3.6.6, which allows for an upper storey side yard stepback variance, subject to meeting the following criteria as follows:
a. the upper storey side yard stepback is consistent with the objectives and guidelines of the Design Manual; and
b. where the height of the building is substantially lower than the maximum permitted building height and the setback reduction is proportional to that lower height; or
c. a reduction in setback results in the concealment of an existing blank wall with a new, welldesigned structure.

The applicant has outlined a rationale for the pursuant to section 3.6.2, suggesting that the principal rooms of dwelling units are oriented to the east and west (thereby minimizing privacy impacts) and that the impact of the reduced setback is lessened given that both the Pavilion and Rental Building are being developed at the same time and given the pedestrian at grade area between the buildings that is proposed. It is also noted that the reduction in the requirement, from 11.5 metres to 10.0 metres is relatively minor.

Response: Contrary to the applicant's submission, it is observed that some of the dwelling units on the upper floors seem to only have windows and balconies facing the interior lot line. However, the final interior layout of the units may be subject to change and it is agreed that most of the units will be oriented to the east and west. It is further agreed that the setback reduction from 11.5 to 10 metres is relatively minor and that the presence of the complete opening to grade to the pedestrian area helps with the reduced setback and therefore this variance is consistent with the Design Manual criteria. It is therefore recommended that this variance request be approved.

## 5) Heights (and Setbacks), Appendix C of the Downtown Halifax LUB

Non-compliance: In addition to the general requirements of the Downtown Halifax LUB, building heights and setbacks are regulated under Appendix C for this site. Additional building volumes are being sought in the areas that are regulated by the 22 metre and 43 metre height requirements.

Variance option: Options to vary the requirements of Appendix C are not explicitly provided for in the Downtown Halifax LUB. However, the application to vary these requirements is being made under section 3.6.8, which allows for "modest variance" to building heights, subject to meeting the following criteria:
a. the maximum height is consistent with the objectives and guidelines of the Design Manual; and
b. the additional building height is for rooftop architectural features and the additional height does not result in an increase in gross floor area;
c. the maximum building height is less than 1.5 metres below the View Plane or Rampart height requirements;
d. where a landmark building element is provided pursuant to the Design Manual; or e. where the additional height is shown to enable the adaptive re-use of heritage buildings.

The applicant suggests that the variance is consistent with criteria a. and d., noting the allowances for landmark building elements. References are also made to the bonus height provisions of the Downtown Halifax LUB.

Response: With regard to the specific criteria in section 3.6.8, it is suggested that d. does not provide complete support for the variance, as the Design Manual allowances for a landmark building element are quite prescriptive (Attachment I, refer to section 3.6.9) and calls for additional building volume at building
corners. Furthermore, there is an allowance for an 'encroachment envelope' to be up to 20 percent of a lot's frontage, but to a maximum of 10 metres. These conditions are not met by the proposal and no other variance sections or criteria enable this proposal. Furthermore, the project is not subject to the Downtown Halifax LUB bonus provisions as Appendix C already provides additional built-form allowances in consideration of the provision of a recreation facility. It is therefore recommended that this variance request be refused.
6) Tower Width and Depth: Section 10, subsection (10) states that above a height of 33.5 metres buildings are to be a maximum width and depth of 38 metres

Non-compliance: Above a height of 33.5 metres the building is 39.6 by 39.6 metres is size
Variance option: Section 3.6.7of the Design Manual allows for a variance to the tower width requirements, subject to meeting the following criteria:
a. the maximum tower width is consistent with the objectives and guidelines of the Design Manual; and
b. the modification results in a clear public benefit such as the remediation of an existing blank building wall; or [sic]

The applicant suggests that the larger tower widths provide benefits, referencing the varied articulation of the mass of the building and benefit of the proposed YMCA facility.

Response: Although the proposed tower widths are quite substantial, they are only slightly wider than the maximum requirements of the Downtown Halifax LUB. In addition, there are benefits to the articulation of the building that might compensate for the variance that is being sought. However, it should be noted that the request for additional tower width and depth is stemming from the variance request for increased building volumes (variance \#5), which is not recommended. It is therefore recommended that this variance request be refused.

## 13) 4.5 metre Streetwall Height at Ground Level: Section 8, subsection (13) specifies that ground floors are required to have a minimum floor-to-floor height of 4.5 metres

Non-compliance: The ground floor along Sackville Street, closet to the corner of Briar Lane (to the east of the main pool), has a floor-to-floor height of approximately 4.0 metres.

Variance option: Section 3.6.15 of the Design Manual allows for a variance to minimum floor-to-floor requirements, subject to meeting the following criteria:
a. the proposed floor-to-floor height of the ground floor is consistent with the objectives and guidelines of the Design Manual; and,
b. the proposed floor-to-floor height of the ground floor does not result in a sunken ground floor condition;

And at least one of the following:
c. in the case of the proposed addition to an existing building, the proposed height of the ground floor of the addition matches or is greater than the floor-to-floor height of the ground floor of the existing building; or,
d. in the case of a proposed infill building, the floor-to-floor heights of the ground floors of abutting buildings along a common street frontage are such that the required floor-to-floor height for the ground floor of the infill building would be inconsistent with the established character of the street; or,
e. in the case of a new building or an addition to an existing building being proposed along a sloping street(s), the site of the proposed new building or the proposed addition to an existing building is constrained by sloping conditions to such a degree that it becomes unfeasible to properly step up
or step down the floor plate of the building to meet the slope and would thus result in a ground floor floor-to-floor height at its highest point that would be impractical; or,
f. in the case of a new building to be situated on a site located outside of the Central Blocks and off a Pedestrian-Oriented Commercial Street, the floor-to-floor height of the ground floor may be reduced to 3.5 metres if it is to be fully occupied by residential uses.

The applicant states that the variance is being sought as a consequence of the change in grade along Sackville Street and the limitations of accommodating a pool on the ground floor, where a floor-to-floor height of over 7.3 metres is achieved.

Response: The main purpose of the requirement is to ensure that the ground floor of the building has an appropriate presence on street fronts. This is achieved with the prominent frontage that is occupied by the mail pool. The proposal does not result in a sunken floor condition and it is found that the area where the reduced height is proposed responds to suitably to criteria e. given the slope of Sackville and the challenges of accommodating a sizable recreation facility. It is therefore recommended that this variance request be approved.

## Rental Building

## 7) South Park and Briar Lane Streetwall Heights: Section 9, subsection (2) states that Streetwall Heights are to be in accordance with Map 7 of the By-law, which establishes that streetwall heights are to be a maximum of 17.0 metres along South Park Street and 15.5 metres along Briar Lane

Non-compliance: The streetwall heights for the building range between from 19.2 to 21.5 metres along South Park Street and along Briar Lane the streetwall extents to almost the entire height of the building with a sheer wall.

Variance option: Section 3.6.3 of the Design Manual allows for a variance to the streetwall height subject to meeting the criteria as follows:
a. the streetwall height is consistent with the objectives and guidelines of the Design Manual; and
b. the modification is for a corner element that is used to join streetwalls of differing heights; or
c. the streetwall height of abutting buildings is such that the streetwall height would be inconsistent with the character of the street; or
d. where a landmark building element is called for pursuant to the Design Manual

The applicant suggests that the proposed South Park Street streetwall height is consistent with criteria a. and c., noting that the proposed streetwall height will be consistent with the streetwall height of the Pavilion Building and is close in height to the Paramount Building.

Response: It is recommended that the variance be approved on the basis of the same rationale that is outlined for variance \#1.

The proposed Briar Lane streetwall height and the absence of stepbacks are discussed below.
8) Stepbacks on Briar Lane: Section 9, subsection (7). Above the prescribed height of a streetwall, buildings are to be setback a minimum of 3.0 metres and above a height of 33.5 metres, buildings are to be setback a minimum of 4.5 metres

Non-compliance: In the area of the building that is not subject to variance no. 2, there are no setbacks at either of the required heights; the building face in this area is a shear wall.

Variance option: Section 3.6.1 of the Design Manual allows for a variance to the streetwall stepback requirement (lower than 33.5 metres in height), subject to meeting the criteria as follows:
a. the streetwall setback is consistent with the objectives and guidelines of the Design Manual;
b. on an existing building, where an addition is to be constructed, the existing structural elements of the building or other similar features are prohibitive in achieving the streetwall setback requirement; or
c. the streetwall setback of abutting buildings is such that the streetwall setback would be inconsistent with the character of the street.

With regard to the upper portions of the building, Section 3.6.5 of the Design Manual allows for a variance to the upper storey stepback (above a height of 33.5 metres) subject to meeting the criteria as follows:
a. the upper storey streetwall setback is consistent with the objectives and guidelines of the Design Manual; and
b. the modification results in a positive benefit such as improved heritage preservation or the remediation of an existing blank building wall.

As noted above, the applicant suggests that Briar Lane be disregarded as a street, noting its character and limited width, and states that the variances should be granted pursuant to the same rationale that outlined for variance 2 above. In addition, the character of the adjoining Paramount Building is citied, as its northern wall is sheer without any stepbacks.

Response: It is recognized that only a minor portion of the Rental building fronts onto Briar Lane. However, no merit is found for the variance pursuant to the criteria within either 3.6.1 or 3.6.5. For the lower streetwall, the variance condition would need to be consistent with criteria c. that references the character the street. The upper storey stepback would need to result in a positive benefit (criterion b). Neither of these conditions is present. While a portion of the Paramount building, when it was built prior to the adoption of the Downtown Halifax Plan, fronted onto Briar Lane, this is now an interior lot line condition. It is therefore recommended that this variance request be refused.
9) Setbacks from shared Interior Lot Lines: Section 10, Subsection (4) states that above a height of 18.5 metres, or the height of the streetwall, the mid-rise portion of a building shall be setback from interior lot lines no less than $10 \%$ of the lot width or 5.5 metres, whichever is less. In addition, Section 10, Subsection (7) states that, above a height of 33.5 metres there shall be a minimum setback of 11.5 metres from interior lot lines.

Non-compliance: The area under consideration is the setback from the interior lot line that is shared with the Pavilion property. If a variance is granted to the South Park streetwall requirement, the sixth floor of the building is the only part of the building that is the subject of the mid-rise variance requirement. Given the width of the lot, the setback requirement is 4.6 metres. The proposed setback is 2.2 metres from the property line. The second related variance is a setback requirement of 11.5 metres that applies to building heights of greater than 33.5 metres. At this height, the building is approximately 6.7 metres from the interior lot line that is shared with the Rental Building to the south.

Variance option: There are two possible options to consider the variance request. Section 3.6.2 of the Design Manual allows for a side and rear yard setback variance, subject to meeting the criteria as follows:
a. the modified setback is consistent with the objectives and guidelines of the Design Manual; and b. the modification does not negatively impact abutting uses by providing insufficient separation.

A second option is under section 3.6.6, which allows for an upper storey side yard stepback variance, subject to meeting the following criteria as follows:
a. the upper storey side yard stepback is consistent with the objectives and guidelines of the Design Manual; and
b. where the height of the building is substantially lower than the maximum permitted building height and the setback reduction is proportional to that lower height; or
c. a reduction in setback results in the concealment of an existing blank wall with a new, welldesigned structure.

The applicant has outlined a rationale pursuant to section 3.6.2, suggesting that the principal rooms of dwelling units are oriented to the east and west (thereby minimizing privacy impacts) and that the impact of the reduced setback is lessened given that both the Pavilion and Rental Building are being developed at the same time and given the pedestrian at grade area between the buildings that is proposed.

Response: Some of the dwelling units on the upper floors may only have windows and balconies facing the interior lot line, but final interior layout of the units may be subject to change and it is noted that most of the units do seems to be oriented to the east and west. It is observed that the presence of the complete opening to grade to the pedestrian area helps with reduced setbacks. However, the setbacks that are proposed, in particular the proposed setback of 6.7 metres above a height of 33.5 metres, are quite substantial deviations ( 11.5 metres is required at a height of 33.5 metres). With the construction of the project occurring all at once, the separation distance between the Pavilion and the Rental buildings will be approximately 16.7 metres. This will result in some negative impacts between facing dwelling units between the buildings, however the spacing impacts are partially addressed by the presence of the gap between the buildings that is established by the at-grade landscaped area. With this, although the setback to the Pavilion property is substantially lower than that Downtown Halifax LUB requirement, the variance is recommended.
10) Setbacks from South Interior Lot Lines: Section 10, Subsection (4) states that above a height of 18.5 metres, or the height of the streetwall, the mid-rise portion of a building shall be setback from interior lot lines no less than $10 \%$ of the lot width or 5.5 metres, whichever is less. In addition, Section 10, Subsection (7) states that, above a height of 33.5 metres there shall be a minimum setback of 11.5 metres from interior lot lines.

Non-compliance: The area under consideration is the setback from the interior lot line that is shared with the Paramount property. If a variance is granted to the South Park streetwall requirement, above that streetwall to a height of 33.5 metres, the setback requirement is 4.6 metres. A second related variance is to a setback requirement of 11.5 metres that applies to building heights of greater than 33.5 metres. The proposal meets neither of these requirements and essentially proposes a sheer wall that is on or almost on the interior lot line that is shared with the Paramount. The rear tower of the Paramount also has a shear wall that is on or close to being on this lot line, which was partly part of the end of Briar Lane. There are two columns of windows upon this building face.

Variance option: As noted elsewhere in this report, there are two possible options to consider the variance request. Section 3.6.2 of the Design Manual allows for a side and rear yard setback variance, subject to meeting the criteria as follows:
a. the modified setback is consistent with the objectives and guidelines of the Design Manual; and b. the modification does not negatively impact abutting uses by providing insufficient separation.

A second option is under section 3.6.6, which allows for an upper storey side yard stepback variance, subject to meeting the following criteria as follows:
a. the upper storey side yard stepback is consistent with the objectives and guidelines of the Design Manual; and
b. where the height of the building is substantially lower than the maximum permitted building height and the setback reduction is proportional to that lower height; or
c. a reduction in setback results in the concealment of an existing blank wall with a new, welldesigned structure.

The applicant has outlined a rationale for the pursuant to section 3.6.6, suggesting there are no detrimental impacts upon the Paramount building and the proposal mimics the condition of this building, being almost on the interior lot line. It is noted that the Paramount's stairwell windows "will be intact" and
that the variance is consistent with criteria b. given the 'blank wall' of the Paramount's tower that will be obscured by the Rental building.

Response: The Paramount was built under the Halifax Land Use By-law standards that applied before the adoption of the Downtown Halifax Plan and it is not the intention that this lack of setback be carried forward. Further to the variance conditions in section 3.6.6, it is important to note that the facing wall of the Paramount Building is not 'blank'; it is comprised of habitable room windows.

As an alternative to the variance provisions of section 3.6 . 6 , if section 3.6 .2 was to be considered, it is found that the lack of sufficient setback negatively impacts the Paramount building. It places a building immediately beside its windows and balconies.

On the basis of the criteria provided in either variance option, it is recommended that this variance request be refused.

## 11) Heights (and Setbacks), Appendix $C$ of the Downtown Halifax LUB

Non-compliance: In addition to the general requirements of the Downtown Halifax LUB, for this site, building heights and setbacks are regulated under Appendix C. The Downtown Halifax LUB allows for penthouses to exceed maximum height requirements where they occupy a maximum of $30 \%$ of a roof area and are stepped back a minimum of 3 metres from roof edges. It is proposed that the maximum height be exceeded for mechanical equipment and dwelling units, which will occupy up $50 \%$ of the roof top area and will not be stepped back from the roof edge.

Variance option: Options to vary the requirements of Appendix C are not explicitly provided for in the Downtown Halifax LUB. However, the application to vary these requirements is being made under section 3.6.8, which allows for modest variance, subject to meeting the following criteria:
a. the maximum height is consistent with the objectives and guidelines of the Design Manual; and
b. the additional building height is for rooftop architectural features and the additional height does not result in an increase in gross floor area;
c. the maximum building height is less than 1.5 metres below the View Plane or Rampart height requirements;
d. where a landmark building element is provided pursuant to the Design Manual; or
e. where the additional height is shown to enable the adaptive re-use of heritage buildings.

The applicant suggests that the variance is consistent with criteria b., noting that the benefit of the variance that that the mechanical equipment will be screened and that an appropriate articulation to the 'top' for the building will be achieved. It is also noted that the additional height is only 0.4 metres in excess of the maximum permitted height.

Response: The variance that this being sought is consistent with a . and b . The variance will achieve a well-designed top to the building and does not result in an increase in floor area. It is therefore recommended that this variance request be approved.

## 12) Tower Width and Depth: Section 10, subsection (10) states that above a height of 33.5 metres buildings are to be a maximum width and depth of 38 metres

Non-compliance: Above a height of 33.5 metres the building is proposed to have a width of 40.0 metres facing South Park Street.

Variance option: Section 3.6.7of the Design Manual allows for a variance to the tower width requirements, subject to meeting the following criteria:
a. the maximum tower width is consistent with the objectives and guidelines of the Design Manual; and
b. the modification results in a clear public benefit such as the remediation of an existing blank building wall; or [sic]

The applicant suggests that the larger tower width is a result of the 'project's design program' and achieves public benefits by being relatively well setback from South Park Street, thereby minimizing affects onto the street.

Response: As noted above the lack of appropriate setback from the southern lot line that adjoins the Paramount is an issue, but the increase in tower width unto itself is minor in nature. However, the positioning of the tower results in a sheer wall and consequently, the articulation of the tower that was seen as being of benefit with regard to the variance for the Pavilion Building does not exist in this case. However, it should be noted that the request for additional tower width and depth is stemming from the variance requests for reduced setbacks from lot lines (variance \#9 and \#10), which is not recommended.

Although the proposed tower widths are quite substantial, they are only slightly wider than the maximum requirements of the Downtown Halifax LUB. In addition, there are benefits to the articulation of the building that might compensate for the variance that is being sought. However, it should be noted that the request for additional tower width and depth is stemming from the variance requests for increased building volumes (variance \#10), which is not recommended. It is therefore recommended that this variance request be refused.

## 14) Streetwall Width on Annandale: Section 9 , Subsection 6 requires that streetwalls occupy a minimum of 80 percent of width of a streetline on Non-Central Blocks.

Non-compliance: The driveway leading to the parking garage occupies a small portion of the site that fronts onto Annandale Street and consequently there is an absence of a streetwall in this location.

Variance option: Section 3.6 .4 of the Design Manual allows for a variance to the tower width requirements, subject to meeting the following criteria:
a. the streetwall width is consistent with the objectives and guidelines of the Design Manual; and b. the resulting gap in the streetwall has a clear purpose, is well-designed and makes a positive contribution to the streetscape.

The applicant suggests that given the intended uses of this area, it was beneficial not to have any streetwall along Annandale Street.

Response: The lack of streetwall in the subject area and the design of this area are consistent with criteria a. and b. There is a clear purpose to the driveway and given the need for a vehicular access to the project is favourable over a garage door in this situation. It is therefore recommended that this variance be approved.


- Adjacent information based on HRM digital mapping database


Attachment I: HRM Model
Oblique View 2: Looking South East

## Sources:

- Pavilion and Rental Building model provided by applicant
- Adjacent information based on HRM digital mapping database


South Park St


Attachment I: HRM Model
Oblique View 3: Looking North East

## Sources:

- Pavilion and Rental Building model provided by applicant
- Adjacent information based on HRM digital mapping database


Attachment I: HRM Model
Oblique View 4: Looking South West

- Pavilion and Rental Building model provided by applicant
- Adjacent information based on HRM digital mapping database


Attachment I: HRM Model
Oblique View 5: Looking North East

## Sources:

- Pavilion and Rental Building model provided by applicant
- Adjacent information based on HRM digital mapping database
height and the setback reduction is proportional to that lower height; or
c. a reduction in setback results in the concealment of an existing blank wall with a new, welldesigned structure.


### 3.6.7 Maximum Tower Width Variance

The maximum tower dimensions may be varied by Site Plan Approval where:
a. the maximum tower width is consistent with the objectives and guidelines of the Design Manual; and
b. the modification results in a clear public benefit such as the remediation of an existing blank building wall; or

### 3.6.8 Maximum Height Variance

Maximum building height may be subject to modest variance by Site Plan Approval where:
a. the maximum height is consistent with the objectives and guidelines of the Design Manual; and
b. the additional building height is for rooftop architectural features and the additional height does not result in an increase in gross floor area;
c. the maximum building height is less than 1.5 metres below the View Plane or Rampart height requirements;
d. where a landmark building element is provided pursuant to the Design Manual; or
e. where the additional height is shown to enable the adaptive re-use of heritage buildings.

### 3.6.9 Landmark Element Variance

Modest encroachments may be considered by variance where the encroachments are demonstrated to result in a greatly improved building design. Examples of possible modestencroachments include architectural features such as balconies, designed roof treatmen ts, porte cocheres and landmark elements such as comer or entry towers.

An encroachment envelope is defined below for identified Prominent Visual Terminus sites (see Map 9 in the Land Use By-law), and any comer site including where a sloping condition results in the convergence of two streetwalls of differing heights. This encroachment can be made available where the design of the development demonstrates a consistency with the urbandesign objectives for these highly visible sites. The width of the encroachment envelope may be up to $20 \%$ of the lot frontage, but shall not exceed 10 metres. The width of the encroachment envelope can extend to the exterior face of the streetwall, or both faces on a corner site, and extend to a height of no more than 6 metres above the height of the building providing it does not protrude through a View Plane or Rampart restriction.
Maximum height and envelope requirements may be varied by Site Plan Approval for landmark elements where:
a. the maximum height is consistent with the objectives and guidelines of the Design Manual; and
b. the additional building height is for rooftop architectural features and the additional height does not result in an increase in gross floor area; or
c. the maximum building height is less than 1.5 metres below the View Plane or Rampart height requirements; or
d. where a landmark building element is provided pursuant to the Design Manual; or
e. where the additional height is shown to enable the adaptive re-use of heritage buildings.


Permitted encroachment for Prominent Corners, Gateways and Visual Terminue sites

