

SPRING GARDEN ROAD/ QUEEN STREET AREA JOINT PUBLIC LANDS PLAN

Urban Design Report



**URBAN
STRATEGIES
INC .**

Prepared for:
Halifax Regional Municipality
Nova Scotia Department of
Transportation and
Public Works

Prepared by:
EDM • Environmental Design and
Management Limited

In association with:
Urban Strategies Inc.

November 2006

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EXECUTIVE SUMMARY

The RFP outlining work requirements for this assignment solicited consultants to address the Spring Garden Road-Queen Street axis in Downtown Halifax. The recent demolition of the major structures on the Halifax Infirmary property and the sale of parking lot to the Province of Nova Scotia have created both a challenge and an outstanding opportunity in this area. On the one hand, the current layout of buildings and open spaces (i.e., the Provincial Courthouse, Halifax Memorial Library, the entire frontage on the east side of Queen Street, and the Clyde Street Parking Lots) in the Study Area has many virtues. On the other hand, comprehensive redevelopment offers an unparalleled opportunity to strengthen these positive features while addressing long-standing needs.

This Urban Design Report is the final output of the assignment. It has been formed by research prepared in Phase 1 and intensive consultation through Phases 2 and 3.

In Phase 1, EDM reviewed extensive literature on downtown development, including more than 30 documents directly with the Study Area, and interviewed more than 25 stakeholders to develop an overview of the Study Area and the issues confronting it. This research and consultation was compiled in the Background Report, which was the primary output of the first phase.

In Phases 2 and 3 Urban Strategies and EDM conducted intensive consultations through separate Charrette sessions. Each Charrette Week proceeded over a period of four to five days. For both sessions, a broad array of stakeholders participated in intensive focus groups and workshops, first, to develop design principles that reflect stakeholder aspirations for the Study Area and, second, create concepts for the Study Area reflecting those principles.

Through Charrette Week I in January 2006 the consultants worked with residents, businesses, landowners, and municipal and provincial staff to identify 21 principles or design elements reflecting the unique opportunities for improvements in Spring Garden/Queen Street Study Area, and on common principles demonstrated in traditional and successful mixed use urban environments. They are consistent with municipal and provincial objectives for the area. Both HRM and the Province will use planning principles, the Urban Design Plan, and other design based performance criteria to direct development of the Public Lands Plan over the coming years.

Consulting team members with Urban Strategies developed three design concepts through a consultative design process in the second Charrette Week. The three concepts combined varied candidate land uses. These uses were mostly identified and defined through workshop sessions undertaken in during Charrette Week I.

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Two potential uses – the Halifax Central Library and Provincial Courthouse have also been the subject of detailed needs assessments that included consideration of locations within the Study Area. The contents of these studies are addressed in the Background Report prepared by EDM for this assignment.

Key considerations addressed correspond to the sub-headings in **Section 3.1** of this report:

- Halifax Central Library
- Dalhousie University
- Consolidated Justice Centre
- Adaptive Re-use of Spring Garden Memorial Library
- Commercial, Residential and Residential-Commercial Uses
- Other Potential Land Uses
- Parking

With due consideration of these matters, Urban Strategies developed the following three concepts:

- Concept 1 – Predominantly Institutional
- Concept 2 – Split Institutional
- Concept 3 – Mixed Use

All three concepts share major elements, including the preservation of the Provincial Court and Memorial Library structures, elaboration of the open space network within the Bellevue district, and provision of an approximately 20,000 square foot parkette in the middle of the Queen Street block directly across from its intersection with Clyde Street. EDM developed rough cost estimates for each option.

Each of the three concepts tested ideas and offered valued features. To arrive at a preferred concept, the consulting team developed a detailed list of evaluation criteria. Criteria were presented in question form and organized in a spreadsheet in which they were assessed for each concept. The spreadsheet allowed the consultants and stakeholders to score each concept against each criterion.

The most highly rated concept was Concept 3, which incorporated the largest amount of residential development and did not include the Justice Centre within the Study Area. Concept 3 scored as well or better than both Concept 1 and Concept 2 in all of the broad categories listed in the evaluation table. It scored particularly well in relation to its contribution to Economic Development and Community Vibrancy.

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Regulation of land development and building construction in Nova Scotia is primarily accomplished through land use bylaws and related regulations prepared pursuant to policies in municipal plans. Amendments will be required to plans applicable to the Study Area and related zoning regulations in applicable land use bylaws. The area is also subject to a variety of height restrictions imposed through zoning, height precincts, and view planes. Although this regulatory framework is very detailed, it cannot and is not intended to define land use or design with precision.

Accommodation of the three concepts will not require adjustment of existing height restrictions. Zoning, on the other hand, will have to be changed or alternative development mechanisms adopted in several locations. The most notable site is the corner of Spring Garden and Queen, but change will also be necessary at Queen and Morris and, if commercial use is to be accommodated, for the Memorial Library property. The most likely alternative mechanism would be the Development Agreement process, which could be combined with calls for proposals and/or architectural competitions to elicit the highest quality of design for the area.

An objective of the Joint Public Lands Plan is to preserve the positive characteristics of the blocks of Spring Garden Road from Queen Street to Barrington Street. It also aims to redefine and enhance the Queen Street frontage within the Bellevue District, as well as Clyde and Birmingham Streets in the Spring Garden Road Area. Potential schemes reflecting these priorities were developed for each major property within the Study Area. Most community members and the majority of other stakeholders have strongly expressed their support for development of the Central Library. Most see the library as the centerpiece of this plan. A well-designed Central Library building can make a major contribution to the character of the area. A larger library, furthermore, can only be expected to increase the contribution of HPL to the level of activity in the area and the sense of the Spring Garden/Queen area as a meeting place within HRM.

At the same time, stakeholders should be aware of the limitations of the planning framework resulting from this study. Recommended amendments to the existing framework of policies and regulations are intended to facilitate development reflecting principles established through the consultation process. Citizens should recognize, however, that some flexibility is required in these provisions. The eventual development of many of the land uses specifically discussed for the Study Area will depend on financial and political circumstances of the future.

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1.0 INTRODUCTION

1.1 PROJECT BACKGROUND

The RFP outlining work requirements for this assignment solicited consultants to address the Spring Garden Road/Queen Street axis within the Capital District of Halifax Regional Municipality (HRM). At the intersection of Spring Garden and Queen the strong commercial frontage extending from South Park Street to Queen gives way to a largely institutional area. Although retail frontage has been sustained on the north side of the street extending northward to Doyle Street, the south side of the street has been given over to parking areas and large buildings comprising the Sexton Campus of Dalhousie University, the site of the former Infirmary, and the Provincial Courthouse.

Although the intersection terminates at least half of the Spring Garden Commercial Area, it has many attractive features. The buildings of the Sexton Campus and the Courthouse and their surrounding grounds offer public spaces that are both imposing and inviting. The Spring Garden Road Memorial Library located where the commercial area ends on the opposite side of the street has a similar impact, not only providing a popular area to sit but also an important downtown pedestrian link across its grounds.

The recent demolition of the major structures on the Halifax Infirmary property has created both a challenge and an outstanding opportunity. On the one hand, the current layout of buildings and open spaces in the Study Area has many virtues, as just outlined. On the other hand, comprehensive redevelopment offers an unparalleled opportunity to strengthen these positive features while addressing long-standing needs.

1.2 PROJECT PROCESS

The EDM proposal dated October 2005 set out a four-phase Project Plan for the conduct of this assignment. The four phases are as follows:

- PHASE 1 – Background Research
- PHASE 2 – Charrette Week I
- PHASE 3 – Charrette Week II
- PHASE 4 – Final Strategy and Design Guidelines

This Urban Design Report is the final output of the assignment. It has been formed by research prepared in Phase 1 and intensive consultation through Phases 2 and 3.

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In Phase 1, EDM reviewed extensive literature on downtown development, including more than 30 documents directly with the Study Area, and interviewed more than 25 stakeholders to develop an overview of the Study Area and the issues confronting it. This research and consultation was compiled in the Background Report, which was the primary output of the first phase.

In Phases 2 and 3 Urban Strategies and EDM conducted intensive consultations through separate Charrette sessions. Each Charrette Week proceeded over a period of four to five days. For both sessions, a broad array of stakeholders participated in intensive focus groups and workshops, first, to develop design principles that reflect stakeholder aspirations for the Study Area and, second, create concepts for the Study Area reflecting those principles.

The sessions were conducted in a storefront location in the City Centre Mall within 500 feet of the Study Area. While the space was informal, it was accessible to participants and provided excellent exposure for the project. EDM would like to express our gratitude to Bernie Smith of the Spring Garden Area Business Association and the staff of City Centre, notably Bruce Christmas and Laura Jollimore, for donating their space and providing assistance that was essential to a very successful process.

Each Charrette Week concluded with an Open Public Meeting in the Auditorium at the Dalhousie School of Architecture and Planning, which was provided through the generosity of the university. Each meeting attracted approximately 200 citizens. Taking into account stakeholder participants in ten Charrette Week working sessions, and allowing for overlap among many individuals who devoted professional and personal time to multiple sessions, the consultative process for this assignment has drawn on the opinions and expertise of 300 to 400 HRM residents, making it, perhaps, the most broad-based urban design process ever undertaken in this community.

The results have been summarized in potential concepts presented below. It is important to recognize that these concepts distill a wide range of ideas proposed for the Study Area. While the Project Team and stakeholders evaluated the concepts relative to each other, the plan is not intended to implement any particular concept. On the contrary, the plan must ultimately be implemented through municipal planning policies and regulations. Policies and regulations must allow a degree of flexibility: first, because conditions may change such that preferred projects may not be feasible or appropriate (e.g., funding may not be available or market or technological conditions may change) and, second, because narrow specification of land uses may limit development potential excessively and/or impinge on human

rights (e.g., restrictions that would prevent certain age or economic groups from living in or enjoying the area).

1.3 REPORT ORGANIZATION

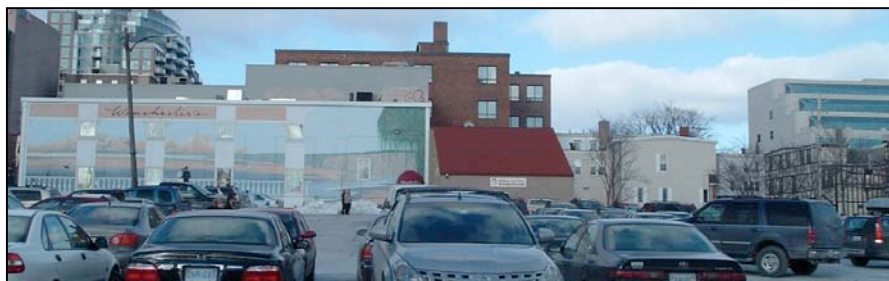
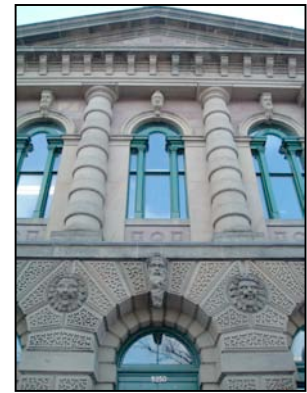
This Urban Design Report complements the Background Report prepared by EDM based on research in Phase 1. The Background Report describes the Study Area context and the issues to be addressed by the consulting team and stakeholders. It provided the foundation on which the consultation process and the development of concepts presented in this report were built. Readers of this report will therefore find it beneficial to consult the Background Report where it is available to them.

This Urban Design Report presents approaches to development of the Study Area and mechanisms for their implementation. The report is comprised of four following chapters.

Chapter 2 immediately following summarizes the Design Principles identified and refined through Charrette Week I. **Chapter 3** presents three alternative Study Area development concepts prepared through Charrette Week II. The concept descriptions include a rough costing of major development components. The concepts are also evaluated in relation to criteria developed by the consulting team and applied in consultation with stakeholders during Charrette Week II.

Chapter 4 then outlines Design Guidelines required to ensure that the ultimate development of the area takes place consistent with the design principles and the key positive features of the design concepts. **Chapter 5** closes the report with a discussion of mechanisms available to implement these guidelines and facilitate development that is desired by all stakeholders for the benefit of HRM and the Province of Nova Scotia. This includes draft policy amendments to the proposed Regional Plan and existing area plans applicable to the area as well as related changes to the applicable provisions of the Halifax Land Use Bylaw (Peninsula Area).

Figure 1.1 (following page): Key Sites, Spring Garden Road/Queen Street Area
From upper left corner: Cornwallis Place at Spring Garden and Queen; School of Architecture Parking Lot at Spring Garden and Queen; St. David's Presbyterian Church; former Infirmary site during clearing; Provincial Courthouse façade; St. Mary's Basilica and Maritime Centre; Halifax Public Library from corner of Spring Garden and Brunswick; School of Architecture façade; Dresden Row parking lot



2.0 PLANNING FRAMEWORK

Planning principles provide a foundation for good urban design. They outline broad community objectives for the transformation of the area. They provided the framework for the Development Concepts presented in **Chapter 3**. In future, they should guide the community, HRM, and the Province of Nova Scotia.

2.1 VISION

2.1.1 Capital District

Spring Garden Road is a key component of the Capital District within HRM. The Vision for the Capital District developed through public consultation and facilitation in 2002 states:

Together, our harbour community will ensure the sustainability of a diverse, civilized, magnetic Capital District for the Halifax Regional Municipality and the Province of Nova Scotia.¹

2.1.2 Regional Plan

Halifax Regional Municipality (HRM) Council approved a new Regional Plan in June 2006 as this study was completed. The new plan will guide development across the entire municipality and includes important principles for the development of the Spring Garden Road / Queen Street Study Area.

The new Regional Plan puts forward a Vision for the development of the region as follows:

HRM's vision for the future is one of healthy, vibrant and sustainable communities. HRM will adopt a broad Regional Plan which, throughout the next 25 years, will guide HRM's physical development to reach this vision.

Guiding Principle

The Regional Plan will seek to address the needs and views of all sectors of HRM, recognizing the diversity of its citizens, community and geography.

Principles

The Regional Plan:

- provides a framework which leads to predictable, fair, cost-effective decision-making;

¹ HRM, *Capital District Vision Report*, March 12, 2002, p. 4.

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- supports development patterns that promote a vigorous regional economy;
- preserves and promotes sustainability of cultural, historical and natural assets;
- supports appropriate roles for the Halifax/ Dartmouth central business district and local business districts as a focus for economic, cultural and residential activities;
- manages development to make the most effective use of land, energy, infrastructure, public services and facilities and considers healthy lifestyles;
- ensures opportunities for the protection of open space, wilderness, natural beauty and sensitive environmental areas; and
- develops integrated transportation systems in conjunction with the above principles.²

The fourth listed principle addressing the Halifax Central Business District (CBD) and local business districts has clear implications for this study. It is followed by two key principles under “Opportunities” following from the planning process: “encouragement of a strong central economic cluster (Capital District and surrounding areas) and provision of an adequate supply of business/industrial park lands; and protection of tourism assets, such as heritage and culture, the Capital District, and outdoor recreation areas.”

The Capital District is addressed by a strong policy thrust in Chapter 5 of the Regional Plan. Policy EC-1 recognizes the district as a key economic driver within the region:

HRM shall establish the Capital District Sub-Designation within the Urban Settlement Designation, as shown on the Generalized Future Land Use Map (Map 2), which consists of the commercial core areas of downtown Dartmouth, downtown Halifax, and the surrounding commercial districts along Spring Garden Road, Quinpool Road, and Gottingen Streets. The intent of the designation is to recognize the importance of this area as the principal economic, social and cultural centrepiece of the region.³

The plan proposes a detailed urban design approach to managing the Capital District that will be developed in the recently tendered Regional Centre Urban Design Study. It also identifies “opportunity sites” where effective development could advance

² HRM, *HRM Regional MPS – DRAFT 2*, pp. 19-20.

³ HRM, *HRM Regional MPS – DRAFT 2*, p. 82.

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objectives for the Capital District. One of these opportunity sites is the former Infirmary property, which is addressed by this study.

2.1.3 Spring Garden Business Area

The Spring Garden Area Business Association has assessed its position within the Capital District and developed the following Visioning Statement:

[The] Spring Garden Area is the heart of the Halifax Capital District. Consisting of nine city blocks the area has over 200 retail shops and services, most independently owned, and supported by convenient parking nearby. This charming, vibrant area is a shoppers' paradise where brand name fashions, Nova Scotian giftware, spas and salons rub shoulders with excellent hotels, restaurants, cafes and pubs. The area is fast becoming home to a growing number of downtown urban dwellers in desirable, upscale residential developments.

Steeped in history and culture Spring Garden is surrounded by tourist attractions and landmarks such as the Victorian Halifax Public Gardens, the Museum of Natural History, Cambridge Library at Royal Artillery Park and the famous Halifax Citadel to name a few, all adding to a unique experience in living, shopping, working and playing.⁴

Only a portion of the Study Area (i.e., the Clyde Street Parking Lots) is within the Spring Garden Road Area as it is formally defined within the Capital District and HRM planning documents; however, its development is of the utmost importance to the continued success of the Spring Garden Commercial district. It is also significant to historic neighbourhoods to the south, which have formed a strong community association to preserve architectural character and community values.

The balance of the Study Area lies between the Spring Garden Area and Barrington Street. It is, potentially, an extension to the Spring Garden Area and, most certainly, the bridge between Spring Garden and the CBD, for which Barrington Street is the spine. A recent study has recommended the designation of Barrington Street as a Heritage District⁵ and portions of the Study Area, at least, may be suited to incorporation in this area or, perhaps, a second conservation area.

2.2 CONSULTATION PROCESS

As noted in **Section 1.2**, above, the primary components of the consultation process for this assignment were two Charrette Weeks. Charrettes are an increasingly

⁴ Spring Garden Area Business Association, "Visioning Statement," undated, p. 1.

⁵ See: Ekistics Planning and Design, *Barrington Street Heritage District – Final Report*, March 31, 2003.

common approach to consultation in which professionals work intensively with stakeholders to develop design solutions. The National Charrette Institute of Washington, D.C., which promotes the technique, offers the following background:

The French word, "Charrette" means "cart" and is often used to describe the final, intense work effort expended by art and architecture students to meet a project deadline. This use of the term is said to originate from the École des Beaux Arts in Paris during the 19th century, where proctors circulated a cart, or "charrette", to collect final drawings while students frantically put finishing touches on their work.⁶

As this model suggests, the consulting team works closely and intensively with client representatives, representatives of affected organizations, and the interested public to develop design solutions. In many respects, stakeholders lead the process. To begin with, they are a key source of information. Second, through facilitation exercises, including focus groups and design studio sessions, the consultants encourage them to suggest their preferred solutions. Furthermore, although the integration of solutions into concepts is the primary responsibility of the consulting team, concepts are subject to review by stakeholders.

2.2.1 Charrette Week I

Charrette Week I took place from January 22 to January 27, 2006. The weeklong event attracted large numbers of participants to SWOT and Visioning Sessions, six focus groups, a Round Table Session for Developers, and several design workshops.

The stated objectives of the week were:

- to bring people, issues, and ideas together, and collaboratively explore challenges, issues, and alternative visions for the future of the area
- to build excitement and momentum around the potential of the area;
- to build positive relationships and generate buy-in from a wide range of interested stakeholders;
- to integrate various interests into agreed-upon principles and evaluation criteria to guide future development decisions;
- to generate interest from the media and the public on the future of the area kicking off event a collective journey toward comprehensive improvement of the district; and
- to engage the public and obtain structured feedback on the vision alternatives for the area, criteria for selecting a preferred alternative, and the principles that should guide development and suggested priorities

⁶ National Charrette Institute, "What is a Charrette," www.charretteinstitute.org/charrette.html

for investment and implementation.

Time	Monday January 23	Tuesday January 24	Wednesday January 25	Thursday January 26	Friday January 27
9:30 am		Concurrent Design Studio (to 4:30 pm)	Concurrent Design Studio (to 12:00 noon)	Concurrent Design Studio (to 5:30 pm)	
10:00 am	Site Walking Tour	Group A: Role of Downtown/ Region	Group D: Open Space Framework	Developers Round Table	Consultant Team, HRM Staff, Advisory Committee Meeting
10:30 am					
11:00 am					
11:30 am					
12:00 pm					
12:30 pm	Goals, Activities & Future Perspectives				
1:00 pm	SWOT Session	Group B: Retail & Business Development	Group E: Community Character & Place-making		
1:30 pm					
2:00 pm					
2:30 pm					
3:00 pm		Group C: Civic & Institutional Development	Group F: Urban Design & Land Use		
3:30 pm	Visioning Workshop				
4:00 pm					
4:30 pm					
5:00 pm				Consultant/ HRM Staff Debrief	
5:30 pm	Consultant/ HRM Staff Debrief				
6:00 pm					
6:30 pm	Informal Pin-up in Design Studio	Informal Pin-up in Design Studio	Informal Pin-up in Design Studio		
7:00 pm					
7:30 pm		OPEN HOUSE		PUBLIC MEETING (CONCEPT REVIEW)	
8:00 pm					
8:30 pm					

Figure 2.1: Charrette Week I Timetable

Through the various sessions listed on **Figure 2.1**, the event engaged well over 100 individuals representing groups with direct development interests like Halifax Public Libraries, Dalhousie University, and the Department of Justice; members of the Spring Garden and Downtown Halifax Business Associations; political

representatives; community residents; and other interested citizens. All sessions were held in a storefront space in City Centre Atlantic on Spring Garden Road, which is within sight of the Spring Garden/Queen intersection. A panel display prepared by EDM highlighted the event site. It provided extensive background on the Study Area and issues to be addressed derived from the Background Report (**Figure 2.2**).



Figure 2.2: Panel Display

Invited individuals participated in structured consultations such as the SWOT session, the six Focus Groups, and the Developers Round Table through which the consulting team derived much useful information and valued opinions. Other less formal sessions including the ongoing Design Studio and evening Pin-up sessions allowed interested

individuals, including many who were strolling by the meeting site, to drop in and observe the developing project. A key feature of the sessions for this purpose was the construction of a model of the Study Area and vicinity that allowed the consulting team and participants to work out a variety of planning and building options (**Figure 2.3**).

All interested parties were invited to participate in two advertised sessions within the Charrette Week program. On Tuesday, January 24, the consultants hosted an Open House at City Centre Atlantic at which participants developed three initial concepts (**Figure 2.4**). These concepts were presented and discussed at the session. Many elements of these schemes were incorporated in refined concepts developed by Urban Strategies over the following two days. The three eventual concepts were presented at a Public Meeting held in the Dalhousie School of Architecture Auditorium on Thursday, January 26.



Figure 2.4: Study Area Model

Rising interest in the project, which was fuelled by several newspaper stories and electronic media presentations, resulted in an overflow crowd in the auditorium, which is the largest assembly space in the vicinity of the Study Area with a capacity of approximately 150 people. Interest in the event reflected widespread enthusiasm for the potential of the area and reflected well on the Charrette Week approach.

2.2.2 Charrette Week II

Project work resumed with Charrette Week II, which was held from March 21 to March 23. Again, all sessions, with the exception of the Public Meeting, were held at City Centre Atlantic. Sessions were less formal than in the first Charrette Week but objectives were more concrete. The goal of the session was to refine three development concepts for the Study Area into form for presentation to the public. The general principles for the concepts and three initial options were presented at a public Open House held at City Centre Atlantic on the first evening of the Charrette session (see **Figures 2.5 and 2.6**).

The consulting team made extensive use of the Study Area model to further refine area concepts and arrive at the three concepts outlined in **Chapter 3** following. At the same time, the consultants worked with stakeholders to, first, develop a set of evaluation criteria for the development of the area and, second, apply the criteria to the three concepts. Several stakeholders worked hard through Working Sessions 2 and 4 to arrive at a final evaluation.

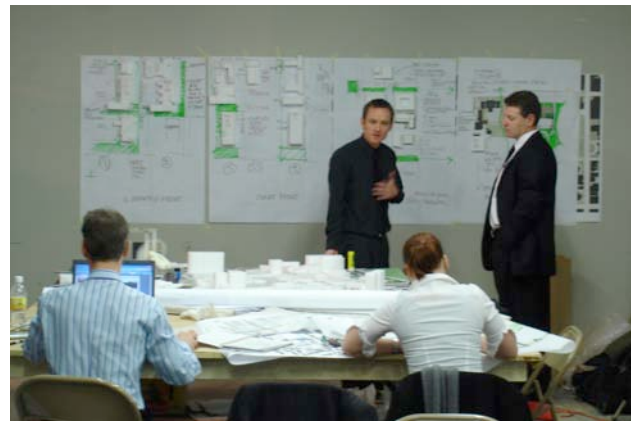


Figure 2.5: Concept Development



Figure 2.6: Public Presentation

Time	Tuesday March 21	Wednesday March 22	Thursday March 23	Friday March 23
9:30 am	Advisory & Technical Committee Kick-off Workshop			
10:00 am		Working Session 2: Consideration of Conceptual Options and Development of Evaluation Matrix	Working Session 4: Apply Evaluation Matrix	Consultant Team, HRM Staff, Advisory Committee Meeting
10:30 am				
11:00 am				
11:30 am				
12:00 pm				
12:30 pm				
1:00 pm				
1:30 pm	Working Session 1: Creation of 3 Distinct Technical Options	Design Studio & Working Session 3: Urban Design Elements	Preparation for Public Meeting	
2:00 pm				
2:30 pm				
3:00 pm				
3:30 pm				
4:00 pm				
4:30 pm				
5:00 pm	Consultant/ HRM Staff Debrief			
5:30 pm		Consultant/ HRM Staff Debrief		
6:00 pm		Informal Pin-up in Design Studio		
6:30 pm				
7:00 pm	OPEN HOUSE		PUBLIC MEETING	
7:30 pm				
8:00 pm				
8:30 pm				

Figure 2.6: Charrette Week II Timetable

The Charrette week concluded with a second well-attended Public Meeting at the School of Architecture Auditorium. Given the experience with the first event HRM arranged for a second room with a televised hook-up to handle the overflow. The presentation covered the three proposed options and their initial evaluation as done by the consulting team and stakeholders together in Working Session 4. The audience indicated continued interest in the development of the area and general support for the results of the evaluation (see **Section 3.3** and **Appendix A**).

Figure 2.7 (following page): Charette Week Events, Spring Garden Road/Queen Street Area
 From upper left corner: Concept Development Sessions (top left and right, Model Development, Model Discussions, Public Meeting



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2.3 DESIGN ELEMENTS

The principles or design elements described and illustrated below are reflecting the unique opportunities for improvements in Spring Garden/Queen Street Study Area, and on common principles demonstrated in traditional and successful mixed use urban environments. They are consistent with municipal and provincial objectives for the area. They also reflect the input of residents, businesses, landowners, and municipal and provincial staff gathered through public meetings and focus group sessions during Charrette Week I in January 2006. Planning principles, the Urban Design Plan, and other design based performance criteria will be used by both HRM and the Province to direct change and development of the Public Lands Plan over the coming years.

People and Community Vibrancy

People are fundamental to the creation of active, vibrant communities. HRM's proposed Regional Plan has established an objective to attract 25 per cent of additional residents in HRM to the Capital District. More residents in the district will support business development and the introduction of new community amenities. Mixed use environments, furthermore, nurture safe, animated, and prosperous urban environments that lend support to transit development.

Housing Diversity

A diversity of housing types will provide opportunities for a variety of people to move to the area and to remain there through a life cycle of young adulthood, family formation, and retirement. Housing for families, singles, seniors, and students will ensure the community remains a vibrant place to live, work, and play.

Place Making

Every development opportunity should contribute positively to achieving the vision to create an attractive and diverse urban experience, gaps in the urban fabric, strengthen open space connections, and focus on place making to enhance the urban character of the district. It is the combination of many initiatives by both the public and private sector, including public realm improvements, small-scale infill development, larger development opportunities, improved community amenities, and the strengthening of the commercial offering that will collectively help to shape the future of the district as a special and distinct place.

Spring Garden Business Area

Development of the Public Lands Plan must recognize and support the role of Spring Garden as the premier shopping district in Atlantic Canada. The Spring Garden area plays an important role in the local, business, and tourism economies, and requires municipal support and investment to remain healthy.

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Opportunities to strengthen and diversify the commercial offering and improve the quality of the shopping experience should be supported through the Public Lands Plan vision. The quality and amenity of the public realm – the places where people walk, shop, meet, conduct business, and socialize – speak volumes about the values and the priorities of a community.

The evolution of land uses at the western end of Spring Garden Road, especially the demolition of the former Halifax Infirmary, has created the need to assess and renew the image and character of the street. The current transition of the area creates the opportunity to encourage business development, and provide a catalyst for private sector reinvestment to improve the physical quality of the street and strengthen the commercial offering. The renewed streetscape should reduce the amount of asphalt, create additional places for people to walk, sit, shop, and dine.

Link Commercial Districts

Development of the public lands should support the addition of new grade related commercial uses to strengthen and diversify the shopping experience, and better link Spring Garden Road to the Argyle entertainment district, Barrington Street, and Clyde Street. Creating a stronger, contiguous shopping district will support existing business, better attract regional patronage to a 'downtown' urban shopping experience and concentrate employment to support downtown living and increased tourism development.

The Bellevue District

The concept of the Monument District has been developed by the consulting team to identify the portion of Spring Garden Road from Queen Street to Barrington Street and flanking open spaces. This area is the lower portion of the Spring Garden Road pedestrian corridor. It offers an excellent opportunity to showcase heritage assets and reinforce the role of the area as a setting for people, activity, special events, festivals, and public gatherings.

The name "Monument District," which was adopted by the consulting team during the two charrette weeks, may not be appropriate in the long run. As an alternative, we would suggest restoring the name Bellevue, which was the name of the historic building that stood on the corner of Spring Garden and Queen until the 1950s and is still occasionally applied to the property.

Regardless of its label, the area should be the focus of a public realm design competition to create a high quality streetscape and a complementary array of public spaces that demonstrate design excellence, increase interest and awareness in the development of elements of the Public Lands Plan, and build momentum around the

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transformation of the district. In addition, an effective plan is key to reinforcing and refining linkages just described between the Spring Garden area and the CBD.

Reuse Memorial Library Building

The Memorial Library and its grounds are an important focal and pivot point within the Study Area. The property deserves special design attention to accommodate carefully programmed future uses. The diagonal placement of the building creates an important south facing meeting place, centrally located between the Spring Garden commercial uses, and the entertainment and commercial uses on Argyle and Barrington within the CBD. Looking southeast, the Burial Ground and harbor are visible and looking northwest, open views across Royal Artillery Park give way to Citadel Hill.

The pivotal position of the library between Halifax's primary commercial destinations and historic open spaces and views, as well as its complementarity to its historic surroundings, require a set of uses and design program that will maintain the attraction and activity that has been sustained by the Memorial Library over more than half a century.

Preserve Heritage Structures

Although the Study Area has only one designated heritage building, it contains several important historical structures (i.e., the Memorial Library and Dalhousie School of Architecture buildings) and is flanked by additional recognized buildings and spaces (i.e., St. Mary's Basilica, St. David's Presbyterian Church, RA Park, and the Old Burial Ground). Protecting and enhancing these assets will reinforce the identity and character of the area, preserve links to past activities and traditions, and enable these locations to contribute as active and distinctive anchors within the ensemble of existing and future development. Re-use of vacant or about to be vacated heritage buildings is essential to achieving these goals.

Create a Linked Open Space System

A variety of public and private sector actions are required to create an attractive network of open spaces, parks, and streetscapes as the public living room and gathering places for the district and community. Reinforcing and augmenting patterns of movement will better link people, neighborhoods, places, and uses. It should also give priority to pedestrian movement and the quality of the pedestrian environment over the needs of automobiles.

New Civic and Institutional Uses

New civic uses should contribute to the vitality and animation of the district, and support the existing and emerging commercial structure through the integration of active retail and public uses at grade. Structures accommodating these uses should

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demonstrate the highest caliber of design excellence, and respond to issues of neighbourhood integration through appropriate scale, massing, and height transitions.

Interim Use Strategy

The major public uses contemplated for the Study Area, particularly the lands on Queen Street, will take time to program, design, and develop. During this planning period the lands should be managed in a manner that is beneficial for the community and sustains the positive image of the Study Area and adjacent lands.

HRM and the Province should continue to cooperate to ensure that lands in the area are used appropriately and maintained attractively as they transition from their current use to future development. The Infirmary property is currently the prime concern in this regard but other properties such as the Memorial Library and Provincial Courthouse lands, and the Clyde Street Parking lots may also present short-term challenges as the area redevelops.

Spring Garden at Queen

The corner of Spring Garden and Queen is the signature development site within the district. Future development must earn its place at this location, demonstrating the highest caliber of landscape, architectural, and programmatic design excellence. The selected development group must skillfully bring together commercial, public and institutional offerings to create a new landmark destination which seamlessly blends the commercial uses of Spring Garden, with the Academic and Intuitional uses of the Sexton Campus.

Sexton Campus Open Spaces

The Sexton Campus is undergoing a transformation. It has recently been amalgamated with Dalhousie University. The demolition of the Infirmary offers a timely opportunity to both enhance the Sexton Campus and establish an effective physical connection to the main Studley Campus of Dalhousie.

To achieve this, the Campus requires a clear and connected network of high quality open spaces and through block linkages that will permit access and connection to many destinations in the area. A properly executed campus open space strategy can elevate the role of the campus as an attractive centre for academic excellence. Ideally, it will be combined with a parcelization strategy for the Infirmary site aimed at creating and framing important open spaces, connections to neighbourhoods, and destinations beyond the campus, terminating or punctuating important view corridors.

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Queen Mid-Block

The middle section of the Queen Street frontage has a key role in separating building projects, while providing access to the block and Sexton Campus. The near alignment of Clyde Street with the east-west roadway through the campus extending from Bishop Street offers a key opportunity to penetrate the site. Provision of a well-defined opening in the frontage will invite access to the site beneficial to pedestrian movement and the relationship between public and university. The plan provides for a possible, new Dalhousie structure, the role of which is not yet defined, to accent this site. Ideally, this new structure and other improvement will draw pedestrians onto the campus so that the currently remote and obscure buildings of the campus will become a familiar feature of a pleasant promenade to the waterfront.

Queen/Morris Parcel

From the mid-block to Morris, the Queen Street lands can accommodate differing land uses, situated around high quality open spaces to create courtyard buildings or increased building setbacks to avoid a mega project appearance. Buffering in this form will respond to the scale and form of existing development on Queen and in neighbourhoods south of Morris Street.

In addition, lands within the Study Area on the corner of Queen Street and Morris Street abutting Gerard Hall and corresponding to the depth of the Gerard Hall building from Morris Street have recently been leased to Dalhousie University under a 100-year lease. Regardless of their ownership, all of these lands should nevertheless be controlled through mechanisms that will insure their development in a manner complementary to the anticipated future development of the Study Area.

Clyde Street Parking Lots

Clyde Street has awaited redevelopment since the 1950s. Currently, Clyde Street is seen as the back of the commercial district, offering little to the historic Schmitzville neighbourhood to the south. The timing is now ideal to redevelop the parking lots as a mixed use, mid-rise neighbourhood combining commercial and residential uses.

Regional growth, resettlement of the downtown, and the prospect of reinvestment on the Infirmary property all bode well for development of the two roughly acre-sized blocks. Several strong retail prospects are available and interest in downtown residential development is healthy.

Ideally, redevelopment of the parking lots will also provide the opportunity to create an improved connection between Victoria Park and Sexton Campus. As a tree-lined avenue, Clyde Street will establish a convenient pedestrian path from Sexton Campus to the main Studley Campus of Dalhousie on University Avenue, which is readily accessed from the diagonal walkways through Victoria Park. The street will

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also enhance the approach to Sexton Campus from the west connecting with the primary east-west pedestrian corridor on the campus grounds. Finally, it should provide a more comfortable transition between the commercial district and the Schmidville neighbourhood.

Public Amenity

This study addresses public lands. These lands have traditionally been developed with significant open space commitments and other features such walkways and seating areas that have established the character of the Study Area. The lands are also attractive development sites that need not be released cheaply. Developers, whether public or private sector interests, should be required to commit to provision of public amenities as components of their projects. In addition to providing open spaces, walkways, and benches, developers should be required to underground utilities and provide other features beneficial to the public. These may include wider sidewalks, interior public spaces (e.g., meeting rooms or assembly areas), public art, and other features deemed to enhance the area and benefit the public.

Built Form

A pavilion style approach to massing will humanize the scale of buildings, respect views to key heritage features and landmarks, incorporate transitions in height to existing high and low density elements, and express traditional building element organization both vertically and horizontally. A pavilion approach entails adherence to an expansion of fundamental principles of building design enunciated by nineteenth century Chicago architect Louis Sullivan.

Sullivan contended that tall urban structures should comprise three distinct elements: a building base with active grade related uses, an articulated building middle, and a well-defined capital or top. For mid-rise development appropriate to the Study Area, a cornice feature or similarly well-defined building top should terminate the structure. Additional height, where permitted should be expressed as a set back podium with sculpted top. Buildings should also be segmented horizontally, particularly in relation to specific uses but also to avoid an over-bearing, monolithic appearance.

Parking and Access

Parking and access should be organized toward the rear or internal to the block. As far as possible, it should not be visible from the public street. At the same time, it would be desirable to provide access to parking areas from north-south streets only (i.e., Queen, Birmingham, and Dresden Row) so as to avoid disrupting pedestrian and vehicular traffic on Spring Garden and to minimize the impact of traffic on the residential area abutting Morris. New development should explore the potential for a

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shared parking resource in the area and should observe the Regional Plan's overall parking and transit strategy.

Design Excellence

A high quality of building and civic design will be required for all new structures and open spaces in the Study Area. Securing a successful, livable and meaningful vision for the future of the public lands is important. Its success will be judged by the quality and execution of its physical design as well as by the ways in which new additions can leverage positive community benefit. A high quality of design excellence will ensure that each project fully contributes to community building and positive change.

Adjacent Parcels of Strategic Value

Several properties were identified and discussed in the course of consultations that about the Study Area and will influence and be influenced by its character. These are:

- Nova Scotia Liquor Corporation lands at the corner of Clyde Street and Brenton Street
- The Bank of Montreal Building on the northeast corner of Queen and Spring Garden
- The Dalhousie School of Architecture Building
- Existing retail stores adjacent to the northern edge of the Birmingham Street Parking Lot.

3.0 ALTERNATIVE DESIGN CONCEPTS

As noted in **Chapter 1** above, consulting team members with Urban Strategies developed three design concepts through a consultative design process in the second Charrette Week.

3.1 CONCEPT COMPONENTS

Consulting team members with Urban Strategies developed three design concepts through a consultative design process in the second Charrette Week. The three concepts combined varied candidate land uses. These uses were mostly identified and defined through workshop sessions undertaken in during Charrette Week I. Two potential uses – the Halifax Central Library and Provincial Courthouse have also been the subject of detailed needs assessments that included consideration of locations within the Study Area. The contents of these studies are addressed in the Background Report prepared by EDM for this assignment.

3.1.1 Halifax Central Library

Halifax Public Libraries has a long-standing interest in locating a Central Library on the corner of Spring Garden and Queen. During final consultations in Charrette Week II, HPL's CEO specified a 160,000 square foot building incorporating an appropriate library collection and with HPL administrative functions that are currently distributed among various locations in HRM. These uses will also likely be combined with other public functions complementary to the library operation as well as ground floor retail uses.

Two of the three scenarios outlined below include the Central Library at the corner of Spring Garden and Queen. One (Option 2) positions it on the Birmingham Street Parking Lot. It is important to include a ground floor commercial component in the library to complement the commercial district. All concepts provide for a minimum of 7,000 square feet of commercial space to be provided on the ground floor of the structure.

3.1.2 Dalhousie University

If pleasant public access is to be encouraged across the Sexton Campus, Dalhousie will have difficulty finding space for additional major buildings on the current grounds. Dalhousie representatives feel that some provision for expansion should therefore be made in planning for the adjoining Institutionally zoned property along Queen Street so that the economic benefits of a healthy, growing university will not be lost due to inadequate land for new facilities.

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Although not the subject of a complete program analysis, Dalhousie representatives estimated that a building of approximately 100,000 square feet will be required in the short to medium-term to accommodate increased student enrollments and higher levels of research funding. In the current competitive environment of university recruiting, Sexton Campus requires an inviting public face on Queen Street instead of the rather undistinguished structures that currently face in that direction, and which will likely be hidden again behind other development on the former Infirmary lands.

3.1.3 Consolidated Justice Centre

The 2004 courthouse needs assessment by John K. Dobbs & Associates specified a 290,000 square foot building program to combine the functions currently housed in the Law Courts Building on the Halifax Waterfront, the Family Courts building on Devonshire Avenue in the North End, and the Provincial Court on Spring Garden Road within the Study Area.⁷ If the facility were built on the Infirmary site, the study acknowledged that the existing 36,550 square foot Provincial Court could continue to satisfy a portion of the program demand. In one option outlined in the report, Dobbs provided for a 33,000 square foot expansion of the Provincial Court to accommodate the Family Division and reduce the area required on the Infirmary site.⁸

In all three concepts developed for the current study, the consulting team assumed that 100,000 square feet would be accommodated through adaptive re-use/expansion of the Provincial Court. In two of the concepts, the balance of the program is proposed to be accommodated through construction of a new 220,000 square foot structure located at various positions on the Infirmary site. Because of security concerns, Department of Justice officials have stated that they would prefer not to share space with commercial or residential uses. On the other hand, the presence of more than 200 Department employees on the property as well as the presence of many other legal professionals in the area to deal with Justice Centre proceedings should have significant benefits for existing Spring Garden businesses.

3.1.4 Adaptive Re-use of Spring Garden Memorial Library

If the Central Library is built within the Study Area as planned, the 38,000 square foot Memorial Library structure will become surplus. Given its strategic location and public attachment to its façade, it is important that the existing structure be redeployed for active public or, preferably, commercial use capable of sustaining the attraction of the present branch library.

⁷ John K. Dobbs, et al., *Masterplan – Courthouse Facilities Halifax Regional Municipality*, November 29, 2004, p. 42. In a comprehensive evaluation summarized on p. 47 of the report, the Infirmary site ranked third following the Cogswell Interchange and the current parking lot lands at the corner of Sackville and Water Streets and only marginally ahead of the Centennial Pool property on Rainnie Drive.

⁸ See: John K. Dobbs, et al., Appendix D, Site 2.

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In each scenario, the consulting team assumed that the 1970s addition to the library would be demolished to improve the open space character of the district. In its place, 10,000 square feet could be added as a fourth floor on top of the three-storey structure. This space should be stepped back to preserve the integrity of the current façade. All three proposed concepts assume this space will be added as part of the commercial redevelopment of the property.

3.1.5 Commercial, Residential and Residential-Commercial Uses

Additional commercial and residential space is both supportable and desirable within the Study Area. Ground level commercial uses are vital to extend the Spring Garden Business Area and sustain pedestrian flows between Spring Garden Road and adjacent business districts. Several retailers interested in the area have been identified in the course of this study process.

Residential uses promise equally positive consequences. Additional residents will raise the level of activity in the area and add to the local market. In some instances, most notably the Clyde Street Parking Lots, residential and commercial uses can be effectively combined, preferably in live-work developments that can support the Spring Garden Business Area while providing a comfortable transition to the abutting Schmitzville neighbourhood.

3.1.6 Other Potential Land Uses

Several specific organizations and businesses have indicated an interest in expanding or locating in the Study Area. Dalhousie University has a long-standing interest in increasing the profile of the school in the community by developing “streetfront” uses associated with the university such as research labs and/or business incubation space. These types of uses would be potential occupants of “commercial” space in the Mixed Residential-Commercial structures visualized for the Queen Mid-block site in Concepts 2 and 3.

In Concept 1 Dalhousie could be accommodated on the Queen/Morris property adjacent to Gerard Hall. The same property could also accommodate the South End YMCA. Representatives of the Y have expressed interest in moving from their current site on South Park Street. The Y is presently conducting a needs assessment and has not defined a building program. The Executive Director, however, considers the Study Area to be an appropriate site for a new facility. The Y could be a considerable asset to the community and might well also benefit the Sexton campus, although overlap with the services offered out of the Sexton Gymnasium should be considered. It would also be important to ensure that the transition between non-residential uses on the Queen/Morris site be softened through provision of residential uses facing Morris Street with the opportunity for ground floor

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commercial uses at the corner. In the short-term, an appropriate landscape buffer should be provided.

Another possibility is the Discovery Centre, which has outgrown its present facility at the corner of Barrington and Sackville Streets in the CBD. The Centre is a not-for-profit charitable organization oriented to stimulate interest in science with a particular emphasis on appeal to children. The Spring Garden Merchants Association supports its location in the area to complement the new Central Library.

Nova Scotia Liquor Corporation, which currently operates separate stores on Doyle Street and Clyde Street, each of which are within two blocks of the Queen Street property, has also indicated a strong interest in locating in the Study Area. The NSLC requires about 20,000 square feet of space to build a flagship outlet in the area modeled on their newest facility in Bayers Lake Business Park. The store could be well suited to occupancy in a rehabilitated Memorial Library building or would be a secure tenant for leased commercial space in new structures.

Other potential uses with a stated interest in the area include an established building supplies company interested in building a 20,000 square foot specialty home improvement/decorating store. The Spring Garden Merchants Association is in talks with this operator. The Association's Executive Director is also pursuing retailers in other sectors including:

- Quality stereo and electronics
- Enhanced children's wear and related merchandise (e.g., toys, nursery furniture, highchairs)
- Ladies' maternity fashions
- Additional attractive fashion boutiques.

None of these uses is specifically identified with any of the concepts outlined below but they are businesses suited to the expanded retail space available in each scenario.

3.1.7 Parking

The Study Area currently provides 431 parking spaces, all on surface lots. The Spring Garden Road Commercial Area Plan (SGRCAP) requires new developments to incorporate parking sufficient to replace all existing parking spaces on the developed properties and to provide for additional space in the completed development. This policy only applies to the Clyde Street Parking Lots within the Study Area; however, parking will be required for new residential and commercial space, and has been provided for in all of the concepts.

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An important issue in this planning process was arrangements to ensure parking for Dalhousie University in the area. An agreement in 1966 between the Technical University of Nova Scotia (TUNS now Dalhousie) and the Province allowed the use of the land at the corner of Spring Garden and Queen for parking for the university. In 2003 the Province leased Gerard Hall to Dalhousie for a term of 75 years with an option for a second term of 25 years. During the negotiations for this lease the Department of Education also agreed to provide 111 parking spaces to Dalhousie.

The Province and Dalhousie have since been discussing the best way to formalize the parking commitment. In 2005, the Province and Dal agreed to amend the existing Gerard Hall lease to incorporate land to the corner of Queen and Morris. The appraised value of the additional land was determined to be equivalent to the assessed net present value of the parking spaces and the land was exchanged on this basis. This agreement was recently approved by Dalhousie and the Province of Nova Scotia.

Discharge of the Provincial obligation to ensure provision of 111 parking spaces for the university is presumed to free the land at the corner of Queen and Spring Garden for the most advantageous development consistent with this plan. The 111 parking spaces have therefore not been taken into direct account in calculating parking requirements. Rather, parking provisions are calculated in relation to the proposed use in each concept.

Parking provisions were calculated for developments capable of accommodating spaces. All spaces provided for in all three concepts are assumed to be enclosed, hidden from view, and, preferably, underground.

3.2 CONCEPT SUMMARY

The three concepts developed by Urban Strategies arrange the uses discussed in the preceding section in a variety of ways. All three concepts share major elements, including the preservation of the Provincial Court and Memorial Library structures as described above, elaboration of the open space network within the Bellevue district, and provision of an approximately 20,000 square foot parkette in the middle of the Queen Street block directly across from its intersection with Clyde Street.

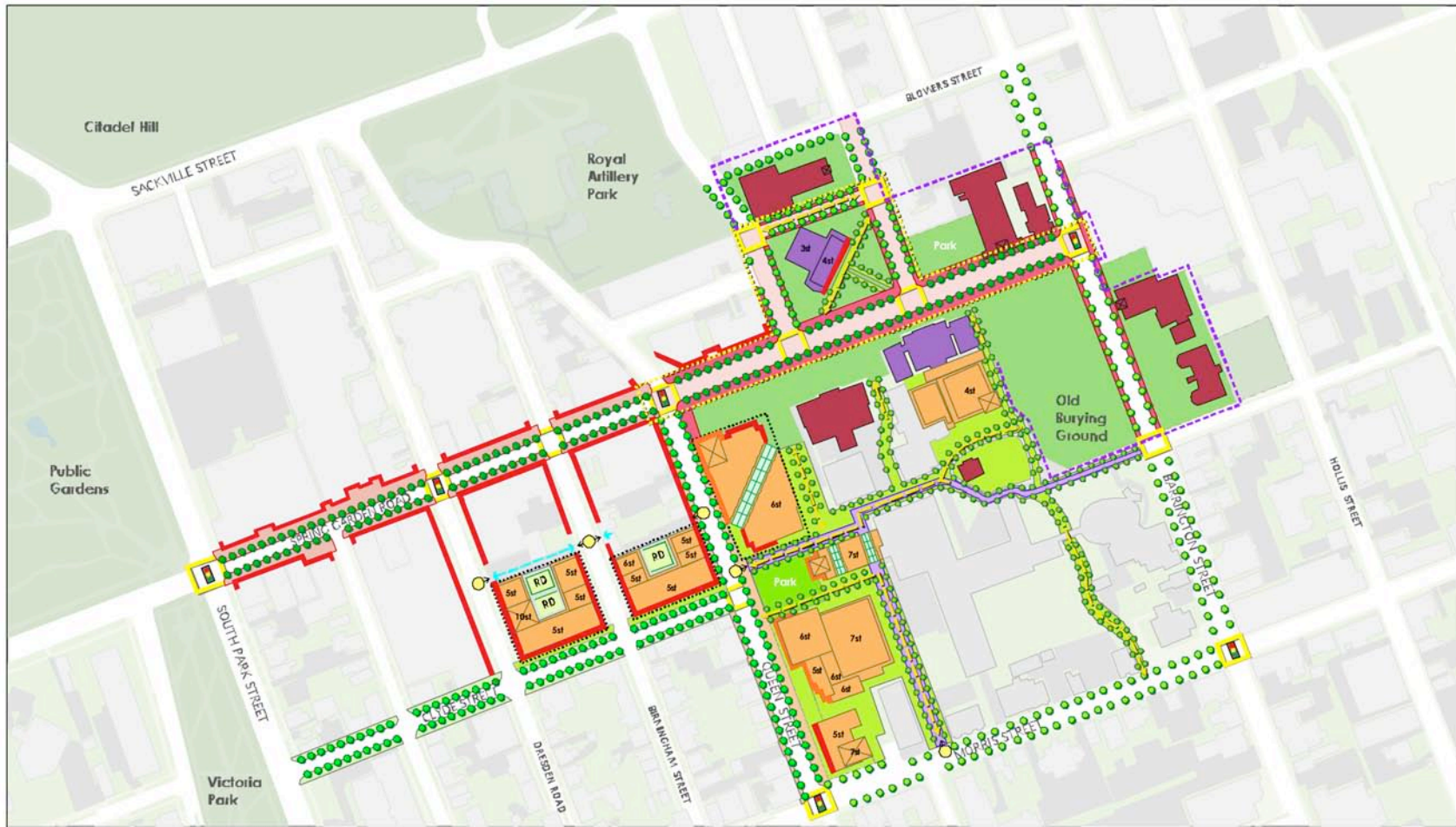
	COST/ SQUARE FOOT
BUILDING TYPE	
Commercial	\$150
Institutional	\$195
Mixed Res-Comm	\$125
Residential	\$100
	UNIT COST
Parking Space (enclosed)	\$20,000

Table 3.1: Costing Parameters, Spring Garden/Queen Concept Options, 2006

DEVELOPMENT SUMMARY						
	CONCEPT 1		CONCEPT 2		CONCEPT 3	
PROPERTY	PREDOMINANTLY INSTITUTIONAL		SPLIT INSTITUTIONAL		MIXED USE	
Provincial Courthouse	80,000-sq. ft. expansion		80,000-sq. ft. expansion		80,000-sq. ft. expansion	
Memorial Library	Demolish 70s addition, add 4 th floor		Demolish 70s addition, add 4 th floor		Demolish 70s addition, add 4 th floor	
Spring Garden/ Queen	New 160,000-sq. ft. Central Library & park		New 220,000-sq. ft. Courthouse		New 160,000-sq. ft. Central Library, park	
Queen Mid-block/ Clyde	New 220,000-sq. ft. Courthouse, Dal expansion & 20,000-sq. ft. parkette		Mixed residential-commercial, Dal expansion, & 20,000-sq. ft. parkette		Mixed residential-commercial, Dal expansion, & 20,000-sq. ft. parkette	
Queen/ Morris	New 5-7 storey residential or YMCA		New 5-7 storey residential		New 5-7 storey residential	
Birmingham Parking Lot	New 5-7 storey residential-commercial		New 160,000-sq. ft. Central Library, park		New 5-7 storey residential-commercial	
Dresden Parking Lot	New 5-7 storey residential-commercial		New 5-7 storey residential-commercial		New 5-7 storey residential-commercial	
NEW BUILDING AREA	BUILDING TYPE	AREA (SQ. FT.)	BUILDING TYPE	AREA (SQ. FT.)	BUILDING TYPE	AREA (SQ. FT.)
Provincial Courthouse	Institutional	80,000	Institutional	80,000	Institutional	80,000
Memorial Library	Commercial	10,000	Commercial	10,000	Commercial	10,000
Spring Garden/ Queen	Institutional	160,000	Institutional	220,000	Institutional	160,000
	Commercial	7,000	Commercial	-	Commercial	7,000
Queen Mid-block/ Clyde	Institutional	220,000	Mixed Res-Comm	169,800	Mixed Res-Comm	169,800
Queen/ Morris	Institutional	60,000	Residential	57,600	Residential	57,600
	Residential	10,000	Commercial	16,000	Commercial	16,000
	Commercial	6,000				
Birmingham Parking Lot	Residential	138,000	Institutional	160,000	Residential	138,000
	Commercial	8,000	Commercial	7,000	Commercial	8,000
Dresden Parking Lot	Residential	86,400	Residential	86,400	Residential	86,400
	Commercial	6,000	Commercial	6,000	Commercial	6,000
TOTAL		791,400		812,800		738,800
PARKING	PARKING SPACES	ESTIMATED PARKING COST	PARKING SPACES	ESTIMATED PARKING COST	PARKING SPACES	ESTIMATED PARKING COST
Provincial Courthouse	0	\$0	0	\$0	0	\$0
Memorial Library	110	\$2,200,000	110	\$2,200,000	110	\$2,200,000
Spring Garden/ Queen	0	\$0	0	\$0	0	\$0
Queen Mid-block/ Clyde	0	\$0	270	\$5,400,000	270	\$5,400,000
Queen/ Morris	110	\$2,200,000	0	\$0	110	\$2,200,000
Birmingham Parking Lot	190	\$3,800,000	80	\$1,600,000	190	\$3,800,000
Dresden Parking Lot	280	\$5,600,000	280	\$5,600,000	280	\$5,600,000
TOTAL	690	\$13,800,000	740	\$14,800,000	960	\$19,200,000

DEVELOPMENT SUMMARY	CONCEPT 1			CONCEPT 2			CONCEPT 3		
NEW BUILDING COST	BUILDING TYPE	COST/SQ. FT.	ESTIMATED DEVELOPMENT COST	BUILDING TYPE	COST/SQ. FT.	ESTIMATED DEVELOPMENT COST	BUILDING TYPE	COST/SQ. FT.	ESTIMATED DEVELOPMENT COST
Provincial Courthouse	Institutional	\$195	\$15,600,000	Institutional	\$195	\$15,600,000	Institutional	\$195	\$15,600,000
Memorial Library	Commercial	\$150	\$1,500,000	Commercial	\$150	\$1,500,000	Commercial	\$150	\$1,500,000
Spring Garden/Queen	Institutional	\$195	\$31,200,000	Institutional	\$195	\$42,900,000	Institutional	\$195	\$31,200,000
Spring Garden/Queen	Commercial	\$150	\$1,050,000	Commercial	\$150	\$0	Commercial	\$150	\$1,050,000
Queen Mid-block/Clyde	Institutional	\$195	\$42,900,000	Mixed Res-Comm	\$125	\$21,225,000	Mixed Res-Comm	\$125	\$21,225,000
Queen/Morris	Institutional	\$195	\$11,700,000	Residential	\$100	\$5,760,000	Residential	\$100	\$5,760,000
	Residential	\$100	\$1,600,000	Commercial	\$150	\$2,400,000	Commercial	\$150	\$2,400,000
	Commercial	\$150	\$900,000						
Birmingham Parking Lot	Residential	\$100	\$13,800,000	Institutional	\$195	\$31,200,000	Residential	\$100	\$13,800,000
Birmingham Parking Lot	Commercial	\$150	\$1,200,000	Commercial	\$150	\$1,050,000	Commercial	\$150	\$1,200,000
Dresden Parking Lot	Residential	\$100	\$8,640,000	Residential	\$100	\$8,640,000	Residential	\$100	\$8,640,000
Dresden Parking Lot	Commercial	\$150	\$900,000	Commercial	\$150	\$900,000	Commercial	\$150	\$900,000
TOTAL			\$130,990,000			\$131,175,000			\$103,275,000
TOTAL PER SQ. FT.			\$166			\$161			\$140
TOTAL INCL. PARKING			\$144,790,000			\$145,975,000			\$122,475,000

Table 3.2: Concept Development Summary



Legend: Built Form

- Mid Rise Building Envelope
- Architectural Focus
- Required Commercial Frontage
- Permitted Commercial Frontage

Public Realm

- Spring Garden Road West Streetscape Zone
- Spring Garden Road Monument District Streetscape Zone
- Clyde Street Streetscape Zone
- Queen Street Streetscape Zone
- Secondary Streetscape Zone
- Local Streetscape Zone
- Proposed Public Park/Plaza
- Existing Open Space
- Open Space/Landscape Setback
- Landscape Zone
- Landscaped Pedestrian Connection

Street and Movement System

- Internal Drive/Service Lane
- Vehicular/Service Access Point
- Enhanced Pedestrian/Vehicular Laneway
- Pedestrian Connection
- Through Building Connection
- Pedestrian Cross Walk
- Signalized Intersection
- Pedestrian Priority Zone/ Possible Temporary Street Closures for Events
- Surface Parking
- Potential Underground Municipal Parking
- Roof Deck

Boundaries

- Study Boundary
- Monument District Boundary

Heritage

- Free-Standing Heritage Building, 2-3st.
- Free-Standing Heritage Building, 2-3st. Requiring Adaptive Re-Use



Figure 3.1: Concept 1 – Predominantly Institutional



Legend: Built Form

- Mid Rise Building Envelope
- Architectural Focus
- Required Commercial Frontage
- Permitted Commercial Frontage

Public Realm

- Spring Garden Road West Streetscape Zone
- Spring Garden Road Monument District Streetscape Zone
- Clyde Street Streetscape Zone
- Queen Street Streetscape Zone
- Secondary Streetscape Zone
- Local Streetscape Zone
- Proposed Public Park/Plaza
- Existing Open Space
- Open Space/Landscape Setback
- Landscape Zone
- Landscaped Pedestrian Connection

Street and Movement System

- Internal Drive/Service Lane
- Vehicular/Service Access Point
- Enhanced Pedestrian/Vehicular Lane-way
- Pedestrian Connection
- Through Building Connection
- Pedestrian Cross Walk
- Signalized Intersection
- Pedestrian Priority Zone/ Possible Temporary Street Closures for Events
- Surface Parking
- Potential Underground Municipal Parking
- Roof Deck

Boundaries

- Study Boundary
- Monument District Boundary

Heritage

- Free-Standing Heritage Building, 2-3st.
- Free-Standing Heritage Building, 2-3st. Requiring Adaptive Re-Use



Figure 3.2: Concept 2 – Institutional Split



Figure 3.3: Concept 3 - Mixed Use

EDM developed rough cost estimates for each option. **Table 3.1** summarizes cost parameters applied. These have been derived from EDM experience in the HRM market and consideration of parameters applied in other relevant studies, most notably the Courthouse Master Plan. Urban Strategies estimated the area of institutional and commercial uses associated with each concept. Their team members also provided estimates of residential units and parking spaces.

EDM assumed 1,200 square feet for the average residential unit, taking into account a mix of townhouse and apartment units ranging from bachelors to three-bedrooms. As noted, all parking was assumed to be enclosed. Surface parking, should it be provided, would cost roughly one-quarter as much or \$5,000 per space. The resulting cost estimates provided in **Table 3.2** reflect expected costs for construction and should be considered accurate within ± 25 per cent given that they are best on conceptual design work. Total project work when it is undertaken will cost considerably more taking into account logistical costs, costs for supporting infrastructure, and various other likely and potential costs that are integral to the development process.

3.2.1 Concept 1 – Predominantly Institutional

Concept 1 accommodates major institutional uses on the Queen Street block (**Figure 3.1**). In this scenario, the new Central Library would be located on the corner of Spring Garden and Queen as HPL would prefer. The Justice Centre would be located to the south, separated by the proposed parkette. Farther south to Morris Street, calculations assume construction of a 60,000-square foot YMCA within a four-storey structure. The current Y is 60,000 square feet and incorporates short-term accommodation space. If the future Y program or the program of an alternative institutional or residential use requires more space, a taller building would have to be built and could be accommodated within the 70 foot height limit that applies to the block under the SEDAP.

Regardless of whether the primary use of the Queen/Morris corner is institutional or residential, the Morris Street frontage should accommodate ground floor residential uses with a small commercial component, preferably on the corner. The Clyde Street lots will, likewise, both accommodate residential-commercial uses in a live-work format in which commercial uses occupy the ground floor and residential spaces suited to owner-operators will be located above.

Under Concept 1, 791,400 square feet of new building space will be developed with 195 residential units, assuming the Y or a similar institutional use is located at Queen and Morris, and 690 new parking spaces for a net gain of 259 spaces. The majority of additional building space (65.7 per cent) would be institutional uses. If residential uses are accommodated at Queen and Morris, it would increase the residential yield

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by 40 units and the proportion of institutional space would decrease to 59.5 per cent. This trade-off between institutional and residential uses applies to Concepts 2 and 3 as well. The total cost of new construction including parking spaces is estimated at \$145 million (Tables 3.3 and 3.2).

PROPERTY	Residential Units	Institutional Space (sq. ft.)	Commercial Space (sq. ft.)	Parking Spaces
Provincial Courthouse	0	80,000	0	0
Memorial Library	0	0	10,000	0
Spring Garden/Queen	0	160,000	7,000	110
Queen Mid-block/Clyde	0	220,000	0	0
Queen/Morris	8	60,000	10,000	110
Dresden Parking Lot	115	0	8,000	280
Birmingham Parking Lot	72	0	6,000	190
TOTALS	195	520,000	41,000	690

Table 3.3: Concept 1 – Predominantly Institutional, Summary

3.2.2 Concept 2 – Split Institutional

In Concept 2, the Courthouse would be located at the intersection of Spring Garden and Queen. The mid-block on Queen would be given over to mixed residential-commercial development as would the Queen/Morris corner. The library would locate on the Birmingham Street Parking Lot, while the Dresden Lot would accommodate residential-commercial space as in Concept 1 (Figure 3.2).

Concept 2 would add 796,880 square feet of total building space of which 57.6 per cent would be institutional uses. It would also add 244 residential units. These uses would be served by 760 parking spaces or a net gain of 329 spaces. The total cost of new construction including parking is estimated at \$146 million (Tables 3.4 and 3.2).

PROPERTY	Residential Units	Institutional Space (sq. ft.)	Commercial Space (sq. ft.)	Parking Spaces
Provincial Courthouse	0	80,000	0	0
Memorial Library	0	0	10,000	0
Spring Garden/Queen	0	220,000	0	110
Queen Mid-block/Clyde	124	0	21,000	270
Queen/Morris	48	0	16,000	110
Dresden Parking Lot	0	160,000	7,000	80
Birmingham Parking Lot	72	0	6,000	190
TOTALS	244	460,000	60,000	760

Table 3.4: Concept 2 – Split Institutional, Summary

3.2.3 Concept 3 – Mixed Use

Concept 3 mixes institutional and residential-commercial uses more or less evenly (Figure 3.3), and excludes the Justice Centre. The Central Library would be located at the Spring Garden and Queen intersection as in Concept 1. The middle portion of the Queen block and the corner of Queen and Morris, as well as the two Clyde Street Parking Lots would all be developed in separate residential-commercial structures.

PROPERTY	Residential Units	Institutional Space (sq. ft.)	Commercial Space (sq. ft.)	Parking Spaces
Provincial Courthouse	0	80,000	0	0
Memorial Library	0	0	10,000	0
Spring Garden/Queen	0	160,000	7,000	110
Queen Mid-block/Clyde	124	0	21,000	270
Queen/Morris	48	0	16,000	110
Dresden Parking Lot	115	0	8,000	280
Birmingham Parking Lot	72	0	6,000	190
TOTALS	359	240,000	68,000	960

Table 3.5: Concept 3 – Mixed Use, Summary

Concept 3 will provide a total of 722,800 square feet of building area of which 240,000 square feet or 33.2 per cent will be institutional uses. The predominant use will be residential, which is estimated to require 430,800 square feet or 59.6 per cent of all additional building space to provide for 359 units. The concept also includes the most parking with 960 spaces or a net gain of 529. The total cost of new building space and parking was estimated at \$122.5 million (Tables 3.5 and 3.2)

3.3 CONCEPT EVALUATION

Each of the three concepts tested ideas and offered valued features. To arrive at a preferred concept, the consulting team developed a detailed list of evaluation criteria. Criteria were presented in question form and organized in a spreadsheet in which they were assessed for each concept (see Figure 3.4). Appendix A provides a full list of questions/criteria with scores determined through consultation in Charrette Week II.

The spreadsheet allowed the consultants and stakeholders to score each concept against each criterion. It permitted scores ranging from 0 to 3 in which 3 indicated a Strong positive effect, 2 reflected a Moderate effect, and 1 a Little or very modest effect. If a particular feature had no positive effect, a 0 was permitted. Within the spreadsheet, scores were tallied as they were entered, although the running total was concealed until the close of the evaluation. Total scores were recorded for each category of questions, for questions pertaining to the area in general and to specific sites, and for all questions together.

CRITERIA/QUESTIONS	CONCEPT 1	CONCEPT 2	CONCEPT 3
Open Space			
Does the concept reinforce the established diagonal connection on the Memorial Library property?	3	2	3
Does the concept establish/complement a coherent network of open spaces and connections linking people and destinations through Sexton Campus?	3	3	3
Does the concept connect Queen Street at Clyde to enhanced through block pedestrian connections and open space development on the Sexton Campus that maintains and encourages logical through block pedestrian connections to Barrington Street?	3	3	3
Does the concept enhance the existing north-south service corridor to provide comfortable pedestrian access to and through the Sexton Campus?	3	3	3
Does the network of open spaces create positive opportunities to experience the Old Burial Ground?	2	2	2
Does the concept create a renewed development and public realm setting on Clyde Street to encourage continued private sector reinvestment and renewal of soft sites and run down properties?	3	2	3
Does the concept provide open spaces suitable to accommodate major public events?	2	1	2
Commercial Structure			
Does the concept strengthen the role of Spring Garden as Atlantic Canada's premier commercial shopping experience?	2	1	3
Does the concept support the addition of new grade-related commercial uses?	2	1	3
Does the concept improve the commercial linkage of Spring Garden Road, Argyle, Barrington Street, and Clyde Street?	2	1	3
Heritage			
Does the concept preserve, safeguard and promote the preservation of existing heritage buildings?	3	3	3
Does the concept propose adaptive re-use of valued buildings that will strengthen the area's civic and commercial vitality and public use, or flexible multi use?	3	3	2
Does the network of open spaces highlight and frame key views to existing and planned heritage elements and new developments?	3	3	3

Figure 3.4: Evaluation Matrix

Table 3.6 summarizes the results of the evaluation, which was done with the input of consulting team members and a group of interested stakeholders. The most highly rated concept was Concept 3, which incorporated the largest amount of residential development and did not include the Justice Centre within the Study Area. Concept 3 scored as well or better than both Concept 1 and Concept 2 in all of the broad categories listed in the evaluation table obtaining 86.4 per cent of a possible 198 points. It scored particularly well in relation to its contribution to Economic Development and Community Vibrancy, in which it gained 8 more points than Concept 1 and 13 more points than Concept 2.

The consultants presented the results determined through the evaluation process at the Public Meeting that closed Charrette Week II. Reactions at the meeting, which was attended by roughly 200 people, suggested that the results of the evaluation were well-supported by the public in attendance.

SUB-GROUPS	CONCEPT 1 (\$144,790,000)		CONCEPT 2 (\$145,975,000)		CONCEPT 3 (\$122,475,000)	
	Points	%	Points	%	Points	%
Open Space	19	90.5%	16	76.2%	19	90.5%
Commercial Structure	6	66.7%	3	33.3%	9	100.0%
Heritage	9	100.0%	8	88.9%	8	88.9%
Built Form	11	73.3%	10	66.7%	13	86.7%
Transportation and Parking	9	60.0%	8	53.3%	11	73.3%
Economic Development and Community Vibrancy	19	70.4%	14	51.9%	27	100.0%
<i>Area-wide Total</i>	73	76.8%	59	61.7%	87	89.9%
Site Specific Considerations - Bellevue District	9	100.0%	7	77.8%	9	100.0%
Site Specific Considerations - Spring Garden at Queen	28	84.8%	15	45.5%	28	84.8%
Site Specific Considerations - Queen at Morris	17	51.5%	22	66.7%	24	72.7%
Site Specific Criteria - Clyde Street Parking Lots	23	85.2%	16	59.3%	23	85.2%
<i>Site Specific Total</i>	77	80.4%	60	62.3%	84	85.7%
TOTAL	150	75.8%	119	60.1%	171	86.4%

Table 3.6: Summary Evaluation Matrix

4.0 RECOMMENDATIONS AND IMPLEMENTATION

Regulation of land development and building construction in Nova Scotia is primarily accomplished through policies in municipal plans and regulations developed pursuant to those plans in land use bylaws. Amendments will be required to plans applicable to the Study Area and related zoning regulations in applicable land use bylaws. The area is also subject to a variety of height restrictions imposed through zoning, height precincts, and view planes. Although this regulatory framework is very detailed, it cannot and is not intended to define land use or design with precision.

Processes – notably the Development Agreement process – are available that will allow more detailed consideration by HRM with input from the interested public that can take into account the overall concept for the area outlined above. Citizens should recognize however that some flexibility is required to facilitate the ultimate development of the area, and that the eventual development of many of the land uses specifically discussed above will depend on financial and political circumstances of the future.

4.1 CURRENT POLICY AND REGULATIONS

Although the Study Area is not extensive, it is subject to detailed policy stemming from three different area plans prepared by the City of Halifax before amalgamation:

- *Central Business District Objectives and Policies* (MPS Section III) – Spring Garden Road Memorial Library and grounds
- *South End Area Plan* (MPS Section V) – Courthouse, Sexton Campus, and the Infirmary property
- *Spring Garden Road Commercial Area Plan* (MPS Section IX) – Clyde Street parking lots and associated lands

These plans and the zoning regulations following from them create a complex framework of requirements that were taken into account in the development of the Design Concepts just described.

These plans, furthermore, must be considered in the context of two overarching plans. First, all three were created in the context of the City of Halifax Municipal Development Plan (MDP) and are intended to implement its priorities. Second, the new Regional Plan provides a new framework in which the policies of the Halifax MDP and its subsidiary area plans (including the three listed) should be considered,

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and to which these sub-plans will likely be adjusted in coming years. This new Regional Plan context is taken into consideration in **Chapter 5** dealing with implementation.

4.1.1 Municipal Planning Policy

The City of Halifax Municipal Development (MDP) asserts the importance of Downtown Halifax and, particularly, the Central Business District (CBD), as the pre-eminent economic generator in the region. Through Policy EC-1, which is reproduced in **Subsection 2.1.2**, above, the new Regional Plan has broadened the definition of the urban core but continues to reinforce the importance of central commercial districts to the regional economy. Most of the Study Area is within the Capital District as either part of the CBD or an expanded definition of the Spring Garden Road Area.⁹

Under the CBD section of the MDP, the Spring Garden Memorial Library and St. David's Church, which abuts it, are within Subarea 3, which is identified as a "Cultural Area ... with an existing emphasis on cultural functions including churches, the library, Neptune Theatre, [and] small specialty shops." Unlike similar institutional facilities in other parts of the region, most of these land uses have a regional role, serving the broad spectrum of downtown employees and visitors, as well as local residents.

The portion of Subarea 3 within the Study Area and the Provincial Courthouse is zoned P (Park and Institutional) (see **Section 4.1.2**, following). In addition, the Courthouse and St. David's Church are municipally and Provincially registered heritage properties, and the Courthouse is on the Canadian Register of Historic Places. Under the Nova Scotia Heritage Property Act neither building shall be, "substantially altered in exterior appearance or demolished without the approval of the Governor in Council."¹⁰

More important, the Halifax MDP contains Policy 6.8 to facilitate the redevelopment of municipally designated heritage properties:

- 6.8 In any building, part of a building, or on any lot on which a registered heritage building is situated, the owner may apply to the City for a development agreement for any development or change in use not otherwise

⁹ On the current Capital District Web site the Spring Garden Road Area is shown extending down Spring Garden to Barrington and along Barrington to its intersection with Bishop. CBD covers areas west of Brunswick Street and north of Spring Garden. The only portion of the Study Area outside the Capital District is the southern half of the Sexton Campus.

¹⁰ Nova Scotia, *Heritage Property Act*, S. 11(1).

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permitted by the land use designation and zone subject to the following considerations:

- (i) that any registered heritage building covered by the agreement shall not be altered in any way to diminish its heritage value;
- (ii) that any development must maintain the integrity of any registered heritage property, streetscape or conservation area of which it is part;
- (iii) that any adjacent uses, particularly residential use are not unduly disrupted as a result of traffic generation, noise, hours of operation, parking requirements and such other land use impacts as may be required as part of a development;
- (iv) that any development substantially complies with the policies of this plan and in particular the objectives and policies as they relate to heritage resources.

This policy allows HRM to enter into an agreement to permit different land uses and appropriate modifications to buildings and grounds. It creates considerable latitude for owners of heritage properties in recognition of the limitations on alteration and demolition of buildings that accompany designation.

This is now augmented by new policy in the Regional Plan:

CH-1 When considering a development agreement application in connection with any heritage property, a lot on which a municipally registered heritage building is situated or a building, part of a building or building site within a heritage conservation district, HRM shall, in addition to the criteria established under the appropriate policies guiding the development agreement under the applicable secondary planning strategy, also give consideration to the following:

- (a) that any registered heritage property covered by the agreement is not altered to diminish its heritage value;
- (b) that the development maintains the integrity of any registered heritage property, streetscape or heritage conservation district of which it is part;
- (c) that significant architectural or landscaping features are not removed or significantly altered;
- (d) that the development observes, promotes and complements the street-level human-scaled building elements established by adjacent structures and streetscapes;

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- (e) that the proposal meets the heritage considerations of the appropriate Secondary Planning Strategy as well as any applicable urban design guidelines;
- (f) that redevelopment of a heritage property, or any additions thereto, shall respect and be subordinate to any registered heritage property on the site in conformance with federal guidelines²⁸; and
- (g) any other matter relating to the impact of the development upon surrounding uses or upon the general community, as contained in Policy IM-15, is considered.

Policy CH-1 is further supported by Regional Plan Policy CH-2, which addresses the development of properties abutting “registered heritage propert[ies]” to ensure that the development of such lands complements the existing heritage character.

The Infirmary property is also zoned P but pursuant to the South End Detailed Area Plan (SEDAP). Under Policy 7.5.3, these lands are placed in a height precinct extending from Spring Garden Road to the corner of Queen and Morris Streets that limits buildings to a maximum of 70 feet. The School of Architecture and Planning parking lot and the abutting park area at the corner of Spring Garden and Queen, in addition, are zoned RC-3 (High Density Residential/Minor Commercial) and subject to further provisions under the following SEDAP policies:

7.5.4 The City shall zone the parking lot at the southeast corner of Queen and Spring Garden Road in accordance with the “Residential-Commercial” land-use designation of this Plan, and shall permit the inclusion of university uses in the development of said parking lot under the provisions of Section 33(2)(b) of the Planning Act, provided that said uses do not exceed 20 percent of the gross square footage of the development, and provided that said uses are below any residential uses contained in the building.

7.5.4.1 The City shall, on said parking lot:

- (i) amend its Zoning Bylaw to permit a maximum building height of eight storeys or 70 feet;
- (ii) encourage the retention of mature trees; and
- (iii) amend its Zoning Bylaw to require that any new development be set back a minimum of 40 feet from the street line along Spring Garden Road.

The RC-3 Zone that partially implements these policies is outlined in the following section. The reference to Section 33(2)(b) of the *Planning Act* means that university-

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related uses not exceeding 20 per cent of the building area can be incorporated through Development Agreement.

Under the SGRCAP, the Clyde Street parking lots are zoned RC-2 (Residential/ Minor Commercial). As with the School of Architecture and Planning parking lot at Spring Garden and Queen, specific policies address the properties:

- 1.3 On the Clyde Street Parking Lots the City shall ensure, through its control of the disposition of these lands, that their development is beneficial to the commercial well-being of the Spring Garden Road area and the scale is compatible with adjacent neighbourhoods. The City shall initiate a call for proposals for the use of these lands consistent with the policies of this Spring Garden Road Plan.
 - 1.3.1 In the residential-commercial mix areas that are now used predominantly for public parking, the City may permit, by development agreement, any mixed residential-commercial development not otherwise permitted by the Land Use Bylaw provided that such development shall:
 - (i) incorporate parking provisions that shall, as a minimum, replace for public use the parking spaces now provided on these sites, as well as accommodate the parking requirement generated by the development itself; and
 - (ii) be designed so as to be compatible with surrounding uses.

These provisions mean that, at the appropriate time, HRM is expected to issue a Tender Call or RFP for development of the parking lot lands. Development of the lands pursuant to such a call will then be subject to arrangement of a Development Agreement ensuring that parking is replaced and augmented on the land and that the design takes into account the surrounding context, particularly the residential community of Schmidville on the south side of Clyde Street.

The new Regional Plan, furthermore, imposes a Development Agreement process for the Spring Garden Commercial Area, which therefore applies to the Clyde Street Parking Lots. The process is established pursuant to new Policy EC-2, which is presented in full in **Subsection 5.3.2**, below. It requires application for a development Agreement for any development exceeding 12 metres or roughly 40 feet in height like Schedule "F". It provides a range of detailed considerations discussed in **Subsection 5.3.2** that generally reflect the priorities established through the Design Elements outlined in **Section 2.3**, above.

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Table 4.1 summarizes the main policies discussed in relation to specific sub-areas of the Study Area. These policies are important as the foundation for zoning and height controls discussed in the next two sections. They also may provide flexibility within the context of these regulations, notably the ability to enter into Development Agreements to permit alternative uses and/or building forms.

Property	Key Policy Considerations
Provincial Courthouse	Designated Heritage Property. MPS Policy 6.8 permits appropriate redevelopment through Development Agreement process. Regional Plan Policies CH-1 and CH-2 provide broader context for consideration of heritage features of the property and abutting properties
Memorial Library	Covered by Schedule F, which requires Development Agreement for any new development providing for commercial uses over 40 feet in height
Spring Garden/Queen	South End Detailed Area Plan Policies 7.5.4 and 7.5.4.1 set requirements for residential-commercial use including restrictions on specific uses, 40-foot setback requirement at Spring Garden Road, and height maximum of 70 feet
Queen Mid-block/Clyde	South End Detailed Area Plan Policy 7.5.3 sets height maximum of 70 feet
Queen/Morris	South End Detailed Area Plan Policy 7.5.3 sets height maximum of 70 feet
Birmingham Parking Lot	SGRCAP Policy 1.3.1 requires City (now HRM) to issue Call for Proposals for development of the land. Policy 1.3.2 allows any mixed use residential/commercial development provided it incorporates required parking and is compatible with surrounding uses. New Regional Policy EC-2 applies a development agreement process for any new development over 12 meters (40 feet) in height
Dresden Parking Lot	Same as Birmingham Parking Lot

Table 4.1: Key Policy Considerations, Spring Garden Road/Queen Street Area

4.1.2 Zoning

The majority of the Study Area is zoned P (Park and Institutional). The P Zone dates from the original Halifax Zoning Bylaw of the 1950s. As noted, the Provincial Courthouse, the Memorial Library property, and the site of the former Infirmary are all within the P Zone (see **Figure 4.1**).

The P Zone dates from the original Halifax Zoning Bylaw of the 1950s. New buildings in a P zone are required to comply with angle controls applied to high-rise buildings under the Halifax Land Use Bylaw (LUB) through the R-3 (Multiple Dwelling) Zone. The angle controls essentially require a tower on podium approach in which the footprint of the structure is controlled by horizontal angles

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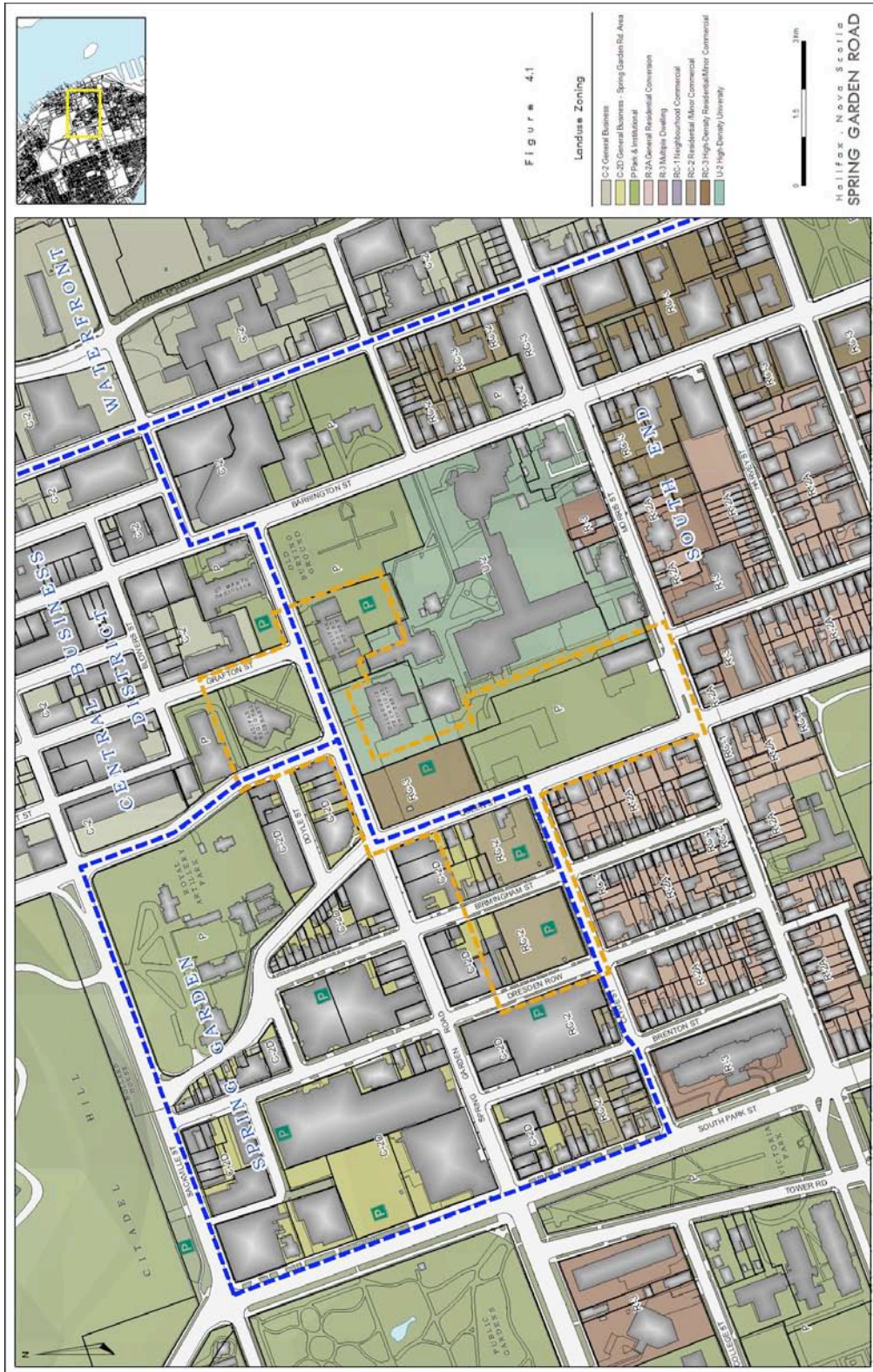
corresponding to the mid-point of each lot line and setback/height is controlled by vertical angles rising from each lot line. Like nearly all historic institutional buildings in Halifax that pre-date the 1950s bylaw, the Courthouse, the Memorial Library, and St. David's Church do not comply with these requirements. They are all, however, permitted land uses within the P Zone.

In addition to lands zoned P, the front yard of the Dalhousie School of Architecture Building is zoned U-2 (High Density University) as is the rest of the Sexton Campus grounds with the exception of two lots on the north side of Morris Street which are zoned R-3 (Multiple Dwelling). The property at the corner of Spring Garden Road and Queen Street is zoned RC-3 (High Density Residential/Minor Commercial); and the Clyde Street Parking Lots are zoned RC-2 (Residential/ Minor Commercial).

The U-2 Zone permits "any university use" and imposes no restrictions on the construction of such uses on the Sexton Campus, although the height is controlled by view planes and height precincts discussed following. The RC-3 Zone permits typical retail and service operations, except vehicle sales and service, and adult entertainment uses, within the first two storeys. Residential uses above must comply with the R-3 angle controls. The policy enabling the zone for the Queen at Spring Garden site, however, carries additional provisions requiring a 40-foot setback. The policy also provides for the incorporation of university-related uses not exceeding 20 per cent of the building area through Development Agreement.

Under the Spring Garden Road plan, the Clyde Street parking lots are zoned RC-2 (Residential/Minor Commercial). The zone permits single-detached and duplex dwellings, as well as townhouses. It also allows the same array of typical commercial uses as the RC-3 Zone, provided the uses are located "at grade or below grade." Specific provisions of the zone also permit "a lounge in association with a restaurant in the 'Spring Garden Road Area'" as well as the Clyde Street Parking Lots.

The remaining privately owned lands adjacent to the parking lots are zoned C-2D (General Business – Spring Garden Road Area). The C-2D Zone was intended to preserve the scale, openness, and activity level of the commercial street. Its key features are:



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- a requirement for retail, personal service, and entertainment uses at ground level on Spring Garden Road
- a maximum allowable first storey setback of two feet on Spring Garden and South Park Street
- a maximum allowable façade height of 55 feet on Spring Garden and South Park
- a required setback of 3 feet for every 2 feet of additional height above 55 feet.

Buildings fronting on side streets such as Dresden and Birmingham are limited to 80 feet at the property line with provision for 2 feet of additional height for every foot of setback above that point. The zone also carries requirements for inclusion of parking at a rate of 1 space per 1,000 square feet of commercial floor space in any development on a lot greater than 20,000 square feet. Both the Birmingham Street and Dresden Row Park Lots are in the range of 40,000 square feet and are therefore subject to this requirement.

Table 4.2 summarizes current zoning applicable to the major properties comprising the Study Area and its relationship to the three concepts presented in **Chapter 3**. Compliance is assumed in relation to land use. For example, although the Provincial Courthouse may not meet all requirements of angle controls in the P Zone, a courthouse use qualifies as a “court of law” under the list of permitted land uses in the zone. As well, as noted at the conclusion of the previous section, existing policies provide for mechanisms by which developers may pursue alternative uses and modified building configurations deemed appropriate by Council.

Property	Current Zoning	Compliance by Concept		
		1	2	3
Provincial Courthouse	P (Park & Institutional)	✓	✓	✓
Memorial Library	P (Park & Institutional)	×	×	×
Spring Garden/Queen	RC-3 (High Density Residential/Minor Commercial)	×	×	×
Queen Mid-block/Clyde	P (Park & Institutional)	×	✓	×
Queen/Morris	P (Park & Institutional)	×	×	×
Birmingham Parking Lot	RC-2 (Residential/Minor Commercial)	✓	✓	✓
Dresden Parking Lot	RC-2 (Residential/Minor Commercial)	✓	✓	✓

✓ -- Proposed structures will comply × -- Proposed structures will not comply

Table 4.2: Zoning Categories, Spring Garden Road/Queen Street Area

4.1.3 View Planes and Height Precincts

Study Area lands are subject to a variety of height regulations in addition to height maximums and setback requirements contained in the LUB. These include Schedule "F", which applies to all lands within the CBD; the new requirements of Regional Plan Policy EC-2 applicable to the redefined Spring Garden Road Area, Height Precincts applicable to lands under the SEDAP; and View Planes covering selected pie-shaped sectors of land beneath Citadel Hill.

Schedule "F" requires developers to enter into a Development Agreement with the Municipality for any commercial use exceeding 40 feet in height. The Memorial Library property will be subject to this process as well as restrictions following from View Plane legislation discussed below. New Policy EC-2 will apply to any development over 12 meters high on the Clyde Street Parking Lots.

The SEDAP also applies specific Height Precincts. The lands in the Infirmary/Sexton Campus block facing Spring Garden Road and Queen Streets, including the Courthouse and the central portion of the campus are subject to a 70-foot height restriction pursuant to SEDAP Policies 7.5.4 and 7.5.4.1 outlined above. Lands outside the Study Area but within the block include the Old Burying Ground, which is restricted to just 35 feet, and remaining properties fronting on Barrington and Morris Streets, which are limited to 52 feet (**Figure 4.2**).

In addition to detailed planning and zoning requirements, significant portions of the Study Area are also covered by View Planes (**Figure 4.2**). View Plane 8 originating at Viewpoint C on the southern edge of the roadway around the Citadel influences the eastern portion of the Study Area. It covers all of the Memorial Library property where it will limit height to approximately 85 feet. It also covers the Courthouse along with most of the Sexton Campus and a small wedge at the eastern edge of the Infirmary site. On the Courthouse property, View Plane restrictions will limit building height to about 80 feet, while the portion of the Infirmary property covered by View Planes is restricted to roughly 70 feet. Effectively, in either case, the Height Precinct limit of 70 feet under the South End Plan will govern building height.

View Plane 9 originating from Viewpoint C covers the Birmingham Parking Lot and View Plane 10 centered on Viewpoint E covers nearly all of both Clyde Street parking lots. The maximum allowable height under the View Planes is approximately 100 feet at Clyde Street.

Table 4.3 summarizes the compliance of the three concepts with applicable height controls. In general, the concepts presented conform to these controls. The major exceptions are the proposal to add a fourth floor to the Memorial Library Building, which would exceed the height limit applied within Schedule "F".



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The Memorial Library building already exceeds 40 feet but the Schedule “F” standard is not a height limit in the same sense as the View Planes or the Height Precincts. It is better regarded as a trigger mechanism provided to invoke the Development Agreement process for larger developments, which is entirely appropriate given the sensitivity of the Memorial Library building and grounds.

The View Planes, in all cases, were treated as fixed and inviolate, as the concepts were developed, as were the SEDAP Height Precincts. The Height Precincts are the primary controls on the Queen Street lands as the View Planes only impact the edges of those properties. The 70-foot Height Precinct effectively ensures that the height maximums set by the View Planes extend to the whole site. Some stakeholders may be willing to contemplate the modification of the height precinct; however, it was not essential to accommodate the building programs put forward by the major land uses considered in developing the three concepts presented above.

The consolidated courthouse or Justice Centre might be entirely accommodated on the Queen Street site if additional height were allowed; however, a structure that met the complete 300,000-square foot program would dominate the site and very likely overwhelm other uses on and adjacent to the block. Otherwise, the primary benefits of allowing more height would be to allow the provision of more open space, facilitate access and egress arrangements, and provide more room for future expansion of uses on the site.

Property	View Plane		Other	Compliance by Concept		
	Approx. Height	Height Precinct		1	2	3
Provincial Courthouse	75 ft.	70 ft.		✓	✓	✓
Memorial Library	85-90 ft.	N/A	Schedule F (40 ft.)	×	×	×
Spring Garden/ Queen	65 ft.	70 ft.		✓	✓	✓
Queen Mid-block/ Clyde	75 ft.	70 ft.		✓	✓	✓
Queen/Morris	65 ft.	70 ft.		✓	✓	✓
Birmingham Parking Lot	95-100 ft.	N/A		✓	✓	✓
Dresden Parking Lot	95-100 ft.	N/A		✓	✓	✓

✓ -- Proposed structures will comply × -- Proposed structures will not comply

Table 4.3: View Plane and Height Restrictions, Spring Garden Road/Queen Street Area

4.2 PROPOSED DESIGN GUIDELINES

Each separate property comprising the Study Area presents specific planning and design challenges. Guidelines are, therefore, presented for each taking into

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consideration broad planning principles and the key Design Elements summarized in **Chapter 2**.

Accommodation of the three concepts will not require adjustment of existing height restrictions. Zoning, on the other hand, will have to be changed or alternative development mechanisms adopted in several locations. The most notable site is the corner of Spring Garden and Queen, but change will also be necessary at Queen and Morris and, if commercial use is to be accommodated, for the Memorial Library property. The most likely alternative mechanism would be the Development Agreement process, which could be combined with calls for proposals and/or architectural competitions to elicit the highest quality of design for the area.

The following subsections outline specific initiatives for individual sites/properties within the Study Area. These property-oriented actions should, however, be pursued in the context of an area-wide program consistent with broad principles identified through public consultation. These include such goals as sustaining high levels of activity in the Study Area, enhancing connectivity between the Spring Garden Business Area and the CBD, and encouraging a high level of design quality.

Among the initiatives shared by all properties, therefore, are the following:

- Encouragement of pedestrian activity throughout daytime and evening hours, and across the seasons, particularly on Spring Garden Road.
- Preservation and expansion of public open space throughout the area.
- Vertical and horizontal articulation of building façades.
- Strategic provision of transit facilities.
- Provision for parking and loading access and egress from north-south streets (i.e., Queen, Birmingham, and Dresden Row).

In addition, streetscape improvements are common across the three concepts. These include tree planting, wider sidewalks, and underground utilities. These aspects of improvements are discussed in more detail in **Section 5.2**, below.

4.2.1 Provincial Courthouse

The primary consideration for the Provincial Courthouse is the preservation of the heritage structure. This will clearly be a challenge given that its current tenant, the Department of Justice, considers the building to be outmoded. In all of the concepts outlined in **Chapter 3**, the consultants have assumed that the Courthouse will be renovated and expanded to fulfill the portion of the Department of Justice program that cannot fit on the Queen Street block. It might also be adaptively re-used for other purposes. It was the Legislative Library in the 1970s before it was restored to court

use and could accommodate a function like the municipal archives, which is seeking a home. It might also be modified for a university function or other purpose.

If the Department of Justice retains the building as a complement to a larger complex on Queen or if Justices vacates the building to move all of court functions to another site in the region, the structure will undoubtedly have to be modified. The 15 to 20,000-square foot parking lot behind the building offers a substantial area for building expansion that would not interfere with the historic façade. It will however be important that any added structure in this area be subordinate to the historic Courthouse Building and relate effectively to both the Old Burial Ground and the adjacent Chemical and Metallurgical Engineering Buildings owned by Dalhousie.

Key objectives for future development of the site as portrayed in **Figure 4.3**, therefore, include:

- Expansion of the Courthouse should be permitted behind the existing structure.
- The addition should not exceed the maximum height of the existing Courthouse at any point.
- The addition should be built in materials compatible with the existing Courthouse.
- The addition should be compatible with and respectful of the Old Burial Ground.
- Walkway connections should be provided across the site to provide opportunities to view the Old Burial Ground and access to the Sexton Campus.

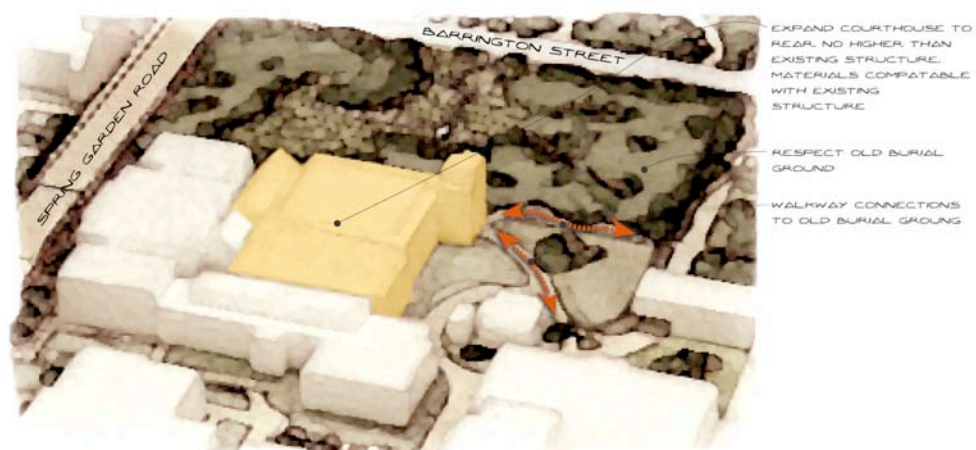


Figure 4.3: Provincial Courthouse Concept

4.2.2 Memorial Library

Like the Provincial Courthouse, the Spring Garden Road Memorial Library building is regarded by its operators, Halifax Public Libraries, as unsuitable to meet current user needs. The building, however, is a valued feature of the Study Area fabric and its location is well suited to future active institutional or commercial use. All concepts envision the retention of the original library structure on the property, possibly without its 1970s addition, which may or may not meet the needs of a future user. In each concept, provision was made for an additional storey to allow the scope for future users to satisfy an expanded building program.

The walkway in front of the library is equally valued as are the grounds. Landscaping and seating arrangements, however, may well be improved. Any reconfiguration, however, should recognize the importance of the property as a key pedestrian connection within Downtown Halifax and as a leading public space within HRM.

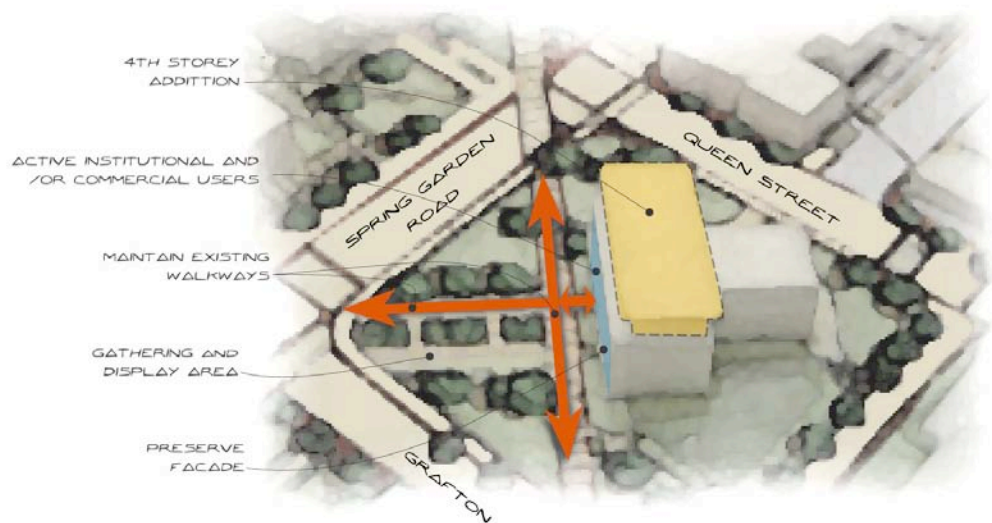


Figure 4.4: Memorial Library Concept

Key objectives for future development of the site as portrayed in **Figure 4.4**, therefore, include:

- Policy change and/or rezoning to permit commercial uses on site.
- Preservation of the diagonal walkway joining Spring Garden Road to Grafton Street.
- Preservation of the integrity of the original Memorial Library façade.
- Accommodation of commercial or active institutional uses that will

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benefit from and contribute to high levels of pedestrian traffic on the property.

- Upgrading of the grounds to support the foregoing objectives and enhance the property as a leading “people place” within the Downtown.

4.2.3 Spring Garden/Queen

The Spring Garden/Queen corner is universally regarded as the prime development site within the area. It is attractive to Halifax Public Libraries as the site for its new Central Library; to the Nova Scotia Department of Justice as a potential site for a consolidated regional Courthouse; and to a variety of retail enterprises. Public support is clearly strongest for the Central Library facility, which promises to encourage high activity levels on the site as the Memorial Library has done for over half a century on the north side of Spring Garden Road.

Regardless of the specific use to be accommodated, the site is an appropriate location for a signature building that should be the centerpiece of the Study Area and a key anchor for the eastern end of Spring Garden Road. It should provide public open space to enhance the visibility of the structure and to accommodate special events and festivals, most notably the established JazzFest. It should also accommodate sufficient retail/service space to support and complement high levels of activity, and provide visual and other sensory experiences supportive of an outdoor, pedestrian-oriented environment.

Any development plan for the site should also acknowledge connections within and across the area. It will have a key role in drawing pedestrians across Queen Street to the south side of Spring Garden Road and to the building complex that can be expected to evolve on the east side of Queen Street. It would also be desirable to extend the diagonal connection in front of the Memorial Library across the site to create a connection to Clyde Street, which should develop under this plan as both an important residential/ commercial node behind Spring Garden Road and as the primary connection from Sexton Campus to the main Dalhousie Campus.

Key objectives for future development of the site as portrayed in **Figure 4.5**, therefore, include:

- Policy change and/or rezoning to permit major institutional uses on site with an appropriate commercial component.
- Encouragement of the highest quality of design for the site through an architectural competition with the objective of obtaining a signature design that will complement and enhance the character of the area.
- Provision for a substantial setback from Spring Garden Road to provide complementary landscaped space and space for special public events.

- Provision for a diagonal connection corresponding to the walkway in front of the Memorial Library either external to or within the structure to acknowledge the historic connection to the Memorial Library site and to enhance the connection from Clyde Street to the Downtown.
- Provision for complementary commercial space to enhance public interest and activity.
- Requirement for 70 per cent glazing at the ground level to enhance the visual experience of pedestrians.

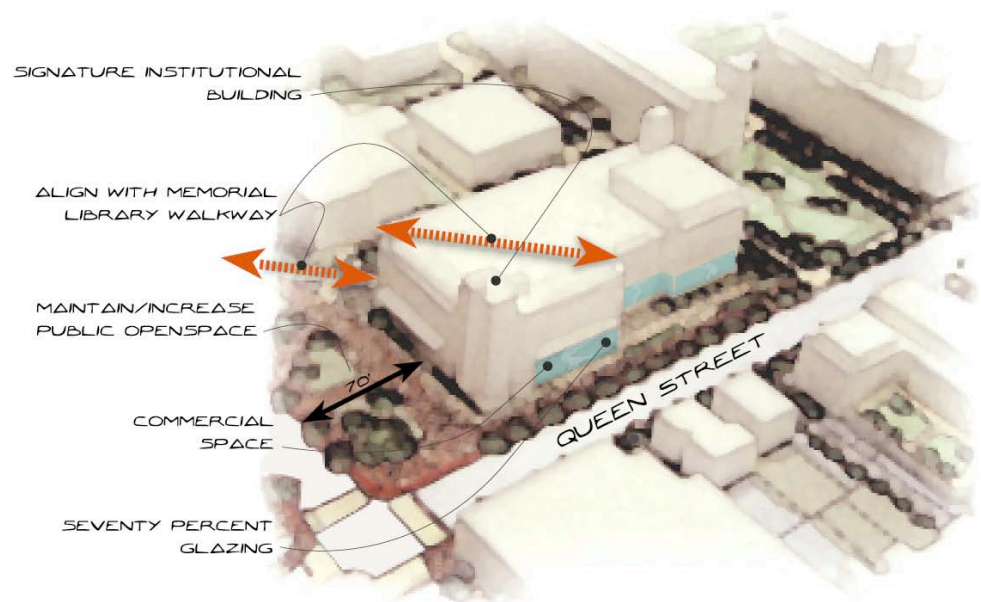


Figure 4.5: Spring Garden/Queen Concept

4.2.4 Queen Mid-block/Clyde

Although less prominent than the corner site at Spring Garden, the mid-block lands on Queen Street also have an important role to play in establishing the character of the area and facilitating interconnection. In particular, the site offers an obvious opportunity to create a gateway into the Sexton Campus, reinforcing the existing east-west roadway on the property for students and for pedestrians seeking a through block route to Barrington Street and, via Bishop Street, to the waterfront. To this end, all three concepts provide for an approximately 20,000 square foot park corresponding to the intersection of Clyde Street with Queen, separating major uses on Queen Street, and providing pedestrian pathways into the Sexton Campus.

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The role of the park in breaking up building mass on Queen Street is important to avoid the creation of a monolithic presence on the street. This goal should be further reinforced by articulation of the building façades on this portion of the street. While buildings proposed for the mid-block area will invariably be large, horizontal and vertical division of the building face will enhance their compatibility with smaller surrounding structures, particularly traditional residential buildings on the west side of Queen Street and the south site of Clyde Street. Vertical division should acknowledge three levels in each structure: the base related to the street; the column expressing subsequent storeys; and the capital defining and elaborating the top.

This will be especially important for the proposed addition to the Dalhousie Engineering Building that is suggested for the eastern perimeter of the park. Not only will this addition support expansion of Dalhousie facilities it will offer Dalhousie the opportunity to detail the structure in a manner that connects with the park and provides a human scale compatible with the park use.

A further device to ease the transition to the traditional residential neighbourhoods while enhancing the new area would be to narrow Queen Street. The asphalt surface of Queen from Spring Garden to Morris is approximately 43 feet wide. The block of Queen immediately north of Spring Garden, by contrast, is just 30.5 feet wide and the block south of Morris is 39 feet wide. Recovering the extra width from Queen for additional sidewalk space, landscaping, and well-designed transit facilities will create a more intimate street with benefits for pedestrians and residential property owners alike.

Key objectives for future development of the site as portrayed in **Figure 4.6**, therefore, include:

- Policy change and/or rezoning to permit major institutional and/or residential/commercial uses on site.
- Reserve at least 20,000 square feet in line with the intersection of Queen Street and Clyde for the development of a public park space with walkway links to abutting land uses, and onto the Sexton Campus.
- Narrow the asphalt surface of Queen Street from the current width of approximately 43 feet to the HRM standard of 36 feet (18 m) for two-lane urban minor collector to provide for additional setback and sidewalk space.
- Articulate the façade of any new structure to create building segments of no more than 60 feet.
- Provision for complementary commercial space to enhance public interest and activity.
- Requirement for 70 per cent glazing at the ground level to enhance the

visual experience of pedestrians.

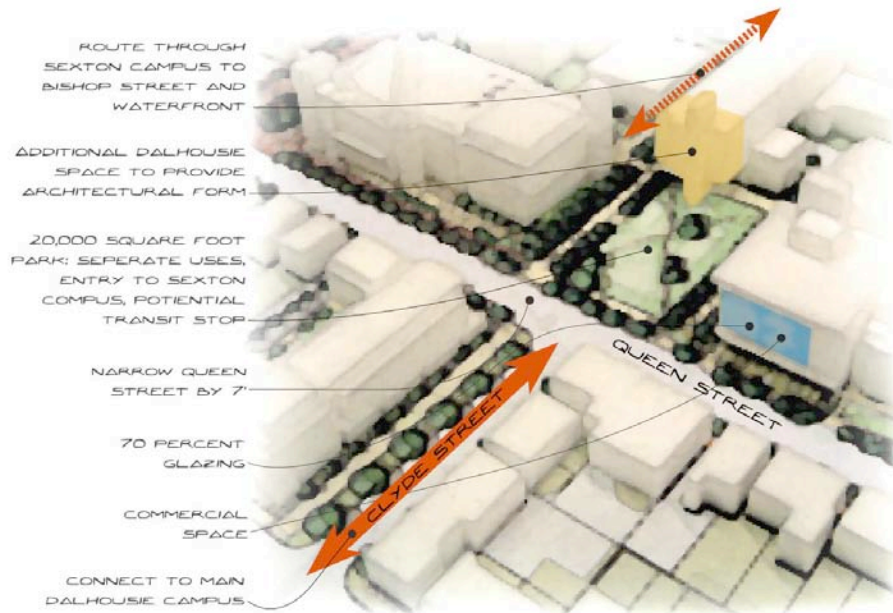


Figure 4.6: Queen Mid-block Concept

4.2.5 Queen/Morris

The Queen and Morris corner is the key interface between the commercial/ institutional uses of Spring Garden Road and the Sexton Campus, and residential neighbourhoods to the south and west. At the same time, the property abuts the 11-storey Gerard Hall residence and the Morris Street frontage presents several medium- to high-rise apartment buildings.

Two options were discussed for this site in the course of the Charrette sessions and endorsed by participants: a community-oriented institutional use like the YMCA or residential uses. The institutional option, which is reflected in **Figure 4.7** could contribute greatly to the community but will have to be dealt with sensitively. The Y would clearly be welcomed based on input at the Charrette but some residents have expressed concerns with potential construction by Dalhousie.

The building form should most certainly transition from large structures proposed for the Spring Garden at Queen and Queen Mid-block sites to the local commercial uses at the intersection of Queen and Morris, and adjacent residential neighbourhoods. Ideally, residential uses will be accommodated on the Morris Street frontage. The applicable height precinct allows a maximum height of 70 feet, which is

in keeping with adjacent Dalhousie structures and considerably less than the abutting Gerrard Hall. A larger structure, however, will require additional care to transition to lower rise residential and commercial buildings to the south and west. A new structure should incorporate at grade commercial uses, which would complement Atlantic News and SuperVideo, which occupy the western corners of the intersection. Provision should also be made for ground level residential uses that incorporate stoops or staircases that directly access the sidewalk.

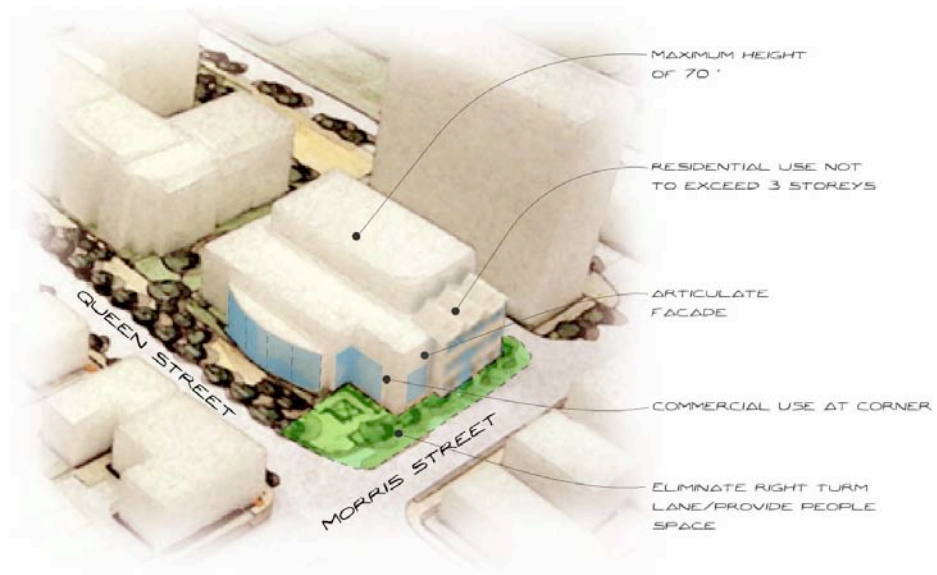


Figure 4.7: Queen/ Morris Concept

Building massing should be dealt with in the same way as recommended for the mid-block area. Structures should be vertically and horizontally articulated to organize varied uses and diminish the impact of their mass. The narrowing of Queen Street in this area will also offer the opportunity to reduce the impact of the structure on adjacent residential uses through provision of a wider sidewalk and landscaping. The current right-turn lane from Morris onto Queen might also be eliminated as part of these modifications to provide additional space for similar gestures on Morris and to create a more pedestrian-friendly intersection.

Key objectives for future development of the site as portrayed in **Figure 4.7**, therefore, include:

- Rezoning consistent with existing SEDAP policy to facilitate residential/ commercial development on the site.
- Maximum height of 70 feet consistent with the existing SEDAP Height

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Precinct stepped down to three storeys on the Morris Street frontage.

- Narrow the asphalt surface of Queen Street from the current width of approximately 43 feet to the HRM standard of 36 feet (18 m) for two-lane urban minor collector to provide for additional setback and sidewalk space.
- Eliminate the right turn lane at the corner of Queen and Morris to provide for additional setback and sidewalk space.
- Articulate the façade of any new structure to create building segments of no more than 30 feet.
- Residential or appropriate institutional land uses on site.
- Residential-commercial land use with commercial at grade at the corner of Queen and Morris, and residential at grade on Morris and throughout the upper building levels.

4.2.6 Birmingham Parking Lot

Intentions for both the Birmingham Street and the Dresden Row Parking Lots were established in the SGRCAP of 1984 and the concepts developed for this project have not significantly departed from the broad objectives of that time. The lots are visualized as residential/commercial development sites that should provide a transition from the Spring Garden commercial district to the Schmidville neighbourhood, with the exception of Concept 2 in which the lot would accommodate the new Central Library. Concept 2, however, was evaluated as the third best of the three concept plans developed.

Effective development of both parking lot sites will require similar considerations to the Queen/Morris corner. The blocks need to accommodate larger buildings to provide for needed expansion of the commercial complex and to replace parking that will be lost through elimination of the surface lots. At the same time, the Clyde Street frontage should become more clearly residential and new residential structures should step down to the two- and three-storey scale of Schmidville. The Clyde Street frontage should be developed with grade-oriented residential uses and sufficient setback to permit the provision of street trees to complement the upgrading of Clyde Street.

Birmingham Street offers an opportunity to develop an attractive people place off Spring Garden Road. If access to parking were provided from Birmingham, it would be desirable to locate the parkade entry as close as possible to the northern property line. This would minimize vehicle use on the balance of the block encouraging the development of outdoor-oriented uses such as flower shops and cafes. Although not contemplated by any of the concepts presented above, it might even be feasible to close the street and recover some or all of the right-of-way for open public space or additional building area.

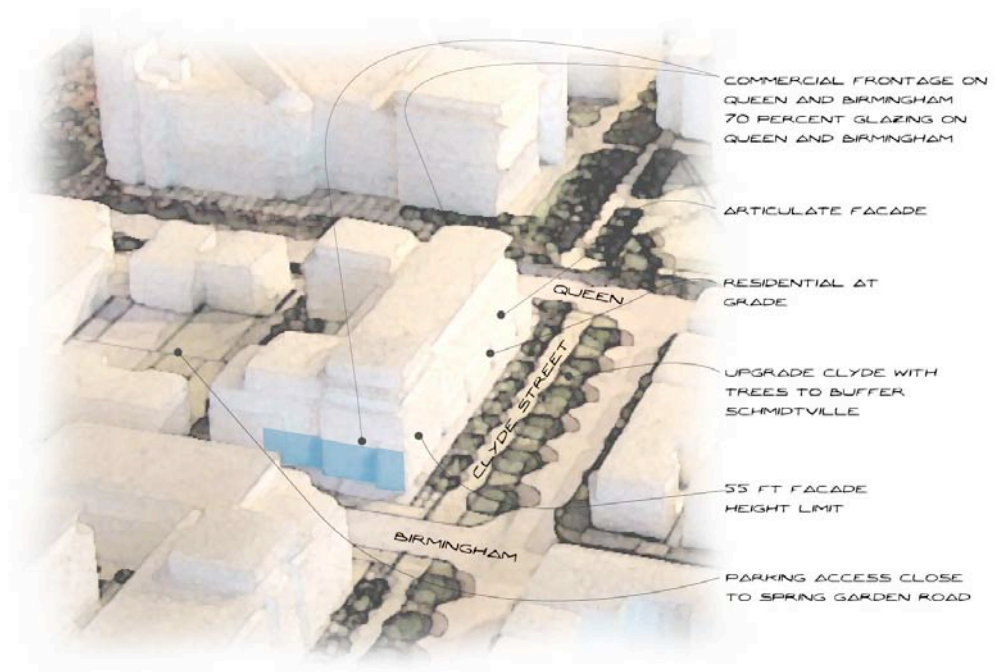


Figure 4.8: Birmingham Street Parking Lot Concept

Key objectives for future development of the site as portrayed in **Figure 4.8**, therefore, include:

- Articulate the façade of any new structure to create building segments of no more than 60 feet on Queen Street and Birmingham Street, and no more than 30 feet on Clyde Street.
- Provide for complementary commercial space on Queen Street and Birmingham Street to enhance public interest and activity.
- Require 70 per cent glazing at the ground level on the Queen and Birmingham frontages to enhance the visual experience of pedestrians.
- Locate the access to parking areas off Birmingham Street as close as feasible to Spring Garden Road.
- Require at grade residential uses on Clyde Street and limit façade height to 55 feet.
- Upgrade Clyde Street with street trees and landscaping to soften the transition to the Schmidville neighbourhood.

4.2.7 Dresden Parking Lot

The Dresden Parking Lot is proposed for residential-commercial use in all three development scenarios. The objectives for development of the site are nearly identical to those outlined for the Birmingham Street Parking Lot. The property should accommodate substantial commercial uses and replacement parking but should also provide for ground oriented residential uses on Clyde Street to transition to Schmidville. Development of the lot should also complement the upgrading of Birmingham. Parkade access should, therefore, be from Birmingham at the western edge of the property.

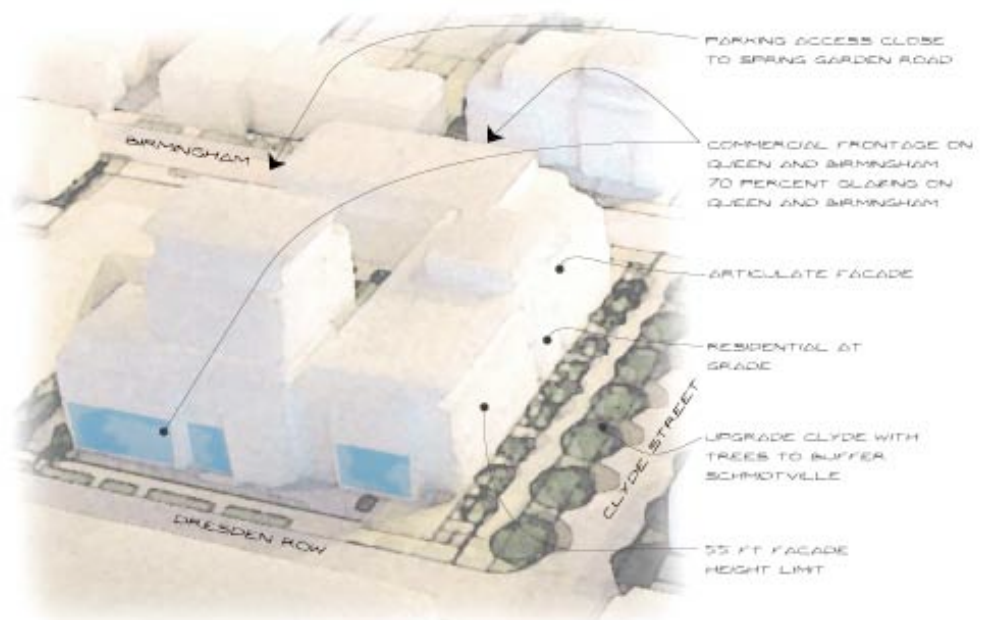


Figure 4.9: Dresden Row Parking Lot Concept

Key objectives for future development of the site as portrayed in **Figure 4.9**, therefore, include:

- Articulate the façade of any new structure to create building segments of no more than 60 feet on Birmingham Street and Dresden Row, and no more than 30 feet on Clyde Street.
- Provide for complementary commercial space on Birmingham Street and Dresden Row to enhance public interest and activity.
- Require 70 per cent glazing at the ground level on the Queen and Birmingham frontages to enhance the visual experience of pedestrians.
- Locate access to parking areas off Birmingham Street as close as feasible

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to Spring Garden Road.

- Require at grade residential uses on Clyde Street and limit façade height to 55 feet.
- Upgrade Clyde Street with street trees and landscaping to soften the transition to the Schmitzville neighbourhood.

4.2.8 Other Lands of Interest

This Joint Public Lands Plan will influence and be influenced by several sites abutting the Study Area. Some key properties were addressed in the concept plans portrayed in **Figures 3.1** through **3.3** above. For example, the Sexton Campus is a critical backdrop to the area and the concepts all assume that its internal pathways will be upgraded to complement the “entry park” planned for Queen Street at Clyde (see **Section 4.2.4**). Likewise, the plan anticipates improved links from the Courthouse property to the Old Burial Ground.

Other important connections addressed by the Concept Plan that extend beyond the Study Area include Clyde Street and Spring Garden Road through to South Park Street. In the case of Clyde Street, the three concepts assume complementary upgrading of the street similar to that hoped for on the Sexton Campus to complete a pedestrian link extending from Victoria Park to the Halifax Waterfront. Similarly, upgrading of the commercial sections of Spring Garden Road, which has been addressed in previous studies, will enhance the most popular promenade in the Downtown.

Finally, church lands belonging to St. David’s Presbyterian Church and the Roman Catholic Archdiocese at the northeast corner of the Study Area, have an obvious role in creating the ambiance of the area. St. David’s representatives participated actively in the planning process and strongly asserted their commitment to maintaining their historic church in its current location. Effective planning for the Memorial Library property should encourage this commitment and ensure appropriate buffering between the church property and potential future commercial uses.

The Catholic Church lands at the corner of Spring Garden and Grafton are also critical. St. Mary’s Basilica is one of the most highly valued historic structures in HRM. The concept plans suggest the use of this land as a park but subsequent assessment has led the consultants to view it as a critical infill site. If the property is to be developed, it is vital to ensure that any new structure does not compromise the experience of the Basilica. The property is covered by a view plane as well as being within Schedule “F”, which will provide the municipality with a mechanism to control the scale of any new building. Setback standards are discussed in **Section 5.3.3**, below.

5.0 IMPLEMENTATION STRATEGY

5.1 CURRENT STATUS

Land use plans, particularly plans for downtown areas in North American cities, frequently aim to revive or “revitalize” an area. Fortunately, this is not required for the Study Area addressed by this plan. On the contrary, Downtown Halifax is recognized as one of the more successful downtowns in North America. Furthermore, Spring Garden Road, which forms the spine of the Study Area, is generally regarded as the strongest retail area within the Downtown.

Land use plans, particularly plans for downtown areas in North American cities, frequently aim to revive or “revitalize” an area. Fortunately, this is not required for the Study Area addressed by this plan.

HRM is also providing substantial support in the vicinity. As noted in **Section 2.1**, above, the Study Area is within the Capital District, which has been singled out for emphasis in the Regional Plan. The Study Area abuts the Downtown Halifax Business District, which is managed by the Downtown Halifax Business Commission. The Spring Garden Area is similarly coordinated and assisted through the Spring Garden Area Business Association, which among other responsibilities

manages and derives revenue from the Clyde Street Parking Lots within the Study Area.

At the same time it is important to recognize that, while the Downtown and Spring Garden Road present a generally positive condition, neither area is without challenges. The CBD has revived in recent years but vacant lots and unleased interior square footage are still a problem. Spring Garden Road is arguably stronger but its business community is also concerned with vacancies, particularly for second floor retail/entertainment space, and the ongoing pressures of the rapidly changing retail and office landscape.

The Spring Garden Area Business Association has set objectives for expanding its area in specific categories. Through this initiative, Pete’s Frootique was recently attracted to the area to fill the grocery category. In total, the management of the Spring Garden Area Business Association is still seeking to add 80,000 square feet of new retail space. Not only is the association seeking to increase offerings in the area, it and many residents are concerned with the prospect of ongoing vacancy on the Infirmary lands to be added to the long-standing underdevelopment of the Clyde Street Parking Lots.

5.2 AREA ENHANCEMENT

Given the current circumstances of the Study Area, this Joint Public Lands Plan is intended to make the most of a unique opportunity to develop lands of great strategic importance. The Study Area is a key instrument for improving the Downtown given its important role in tying together two very important Downtown subareas: Barrington Street and Spring Garden Road.

The Bellevue District will not be an extension of either of the adjacent commercial districts. It should continue in its role as the setting for major public structures. The ultimate goals of its enhancement should be to improve this setting and sustain the positive pedestrian experience between the commercial districts by maintaining and adding buildings and open spaces that create visual interest. Relative to these

The Bellevue District will not be an extension of either of the adjacent commercial districts. It should continue in its role as the setting for major public structures. The ultimate goals of its enhancement should be to improve this setting and sustain the positive pedestrian experience between the commercial districts by maintaining and adding buildings and open spaces that create visual interest.

abutting commercial districts Bellevue should also become an oasis within which pedestrians can stop to rest and converse. In this context, complementary commercial uses have an important role to play and should be encouraged.

Figure 5.1 illustrates the key pathways that should be fostered as discussed previously. First and foremost is the extension of the Spring Garden Road corridor from Queen Street to Barrington Street. Second is preservation of the diagonal link across the Memorial Library property and its extension to Clyde Street. Third is facilitation of a secondary link corresponding to Clyde Street that should reinforce the presence of the Sexton Campus, enhance its connection to the main Dalhousie Campus, provide a public pathway to the waterfront, and soften the edge of the Spring Garden Commercial Area where it

meets the historic Schmidtville neighbourhood.

Enhancement of the area should proceed hand in hand with the exploitation of this opportunity. In fact, it is logical to draw streetscape improvements from developers as conditions of development permitting. Overall, concepts presented in **Chapter 3** share several integrating elements. Redevelopment of the Study Area offers an opportunity to enhance its open space character. These include:

- Tree planting
- Widened sidewalks
- Distinctive paving texture

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- Undergrounding of utilities

These gestures will reinforce the historic role of the district. They also echo the priorities for Spring Garden Road set by Gordon Ratcliffe Landscape Architects in the 2003 Capital District Urban Design study prepared for HRM.¹¹ The special study of Spring Garden Road in the Ratcliffe report emphasized the importance of the Public Gardens and the Memorial Library as complementary people places supporting the commercial area. Ratcliffe noted a need to soften the area and accommodate high levels of pedestrian traffic.

Ratcliffe recognized the difficulty of introducing street trees and open space on the commercial portion of Spring Garden Road because of the need for sidewalk space for pedestrians as well as the importance placed on maintaining continuous retail frontage within the district. To balance this, the Ratcliffe study recommended tree planting around the Public Gardens and in the section of Spring Garden from Queen to Barrington, as well as other opportunities as may be available in the area.

The concept plans presented in **Chapter 3** all suggest tree planting along Spring Garden Road, Queen Street, and Clyde Street. Planting should be combined with wider sidewalks to accommodate both pedestrians and tree canopies – another suggestion of the Ratcliffe work. The impact of such changes on parking provisions on these roads, and on the ability of the roadways to accommodate transit vehicles and associated loading and unloading will, of course, have to be assessed by qualified HRM staff and/or consultants.

The section of Spring Garden Road from Queen to Barrington would benefit most from the installation of alternative paving treatment. It would also be beneficial for the adjacent blocks of Brunswick and Grafton Streets, which offer alternative connections to the CBD. Brick pavers were suggested in the course of consultation sessions but in past installations in the region (e.g., Halifax Waterfront and Downtown Dartmouth) they have not stood up well to the rapid freeze-thaw cycle of local winters. Alternative surfaces are, however, available to signal to users that they are in a special area connecting the two most important commercial areas of the downtown.

¹¹

See: Chapter 14 in Gordon Ratcliffe Landscape Architects, Capital District *Urban Design Project*, 2003, Volume I, pp. 14-1-14-27.

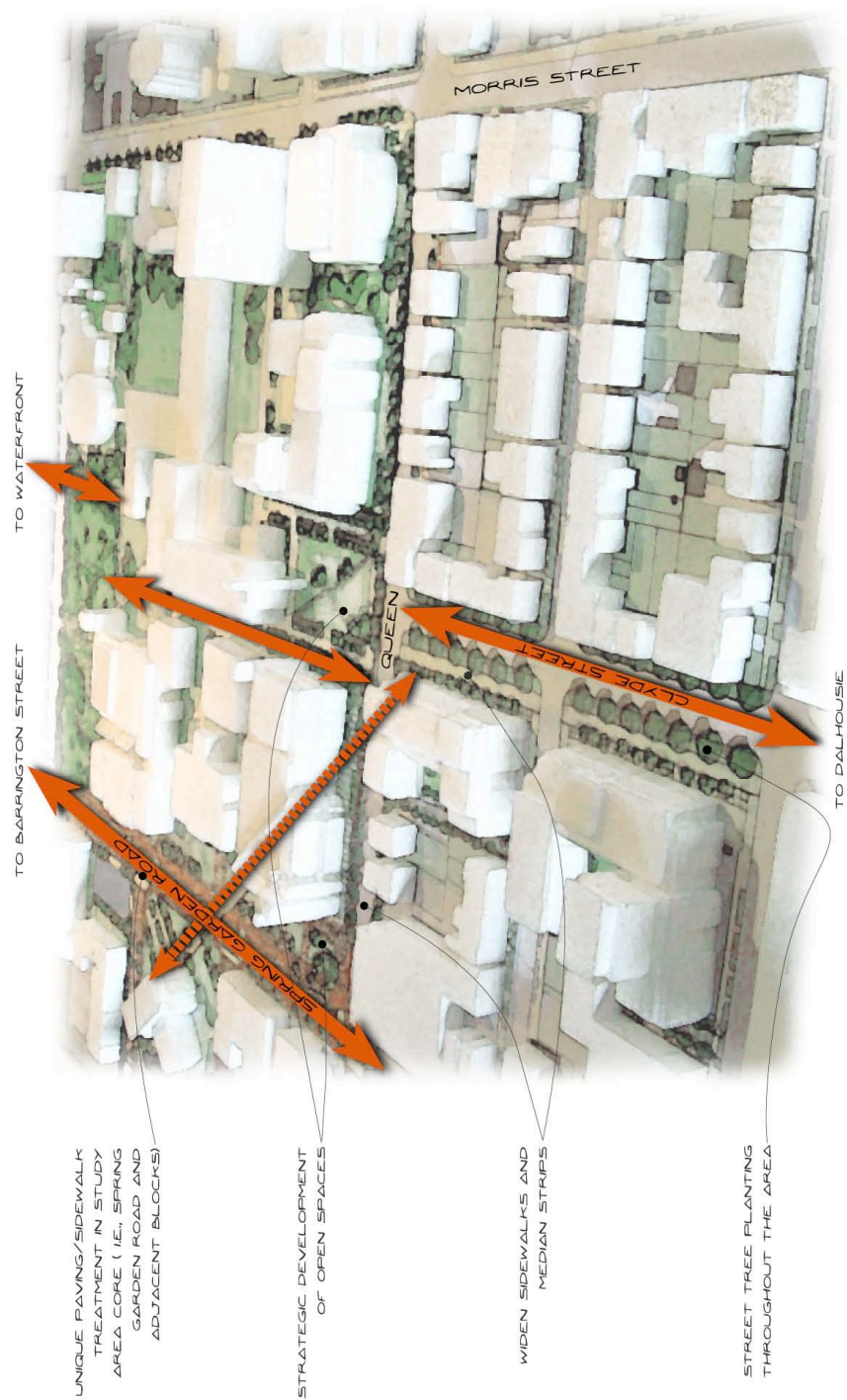


Figure 5.1: Spring Garden Road/Queen Street Area Enhancement Initiatives

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Placement of utilities underground was also endorsed by Ratcliffe, who noted that many existing poles in the area are “leaning.” The recent *Underground Utilities Feasibility Study for Halifax Regional Municipality* assessed the potential of undergrounding lines on Spring Garden Road between Robie and Brunswick Streets. The report suggests the undergrounding on this one-kilometer roadway section might be undertaken as “a special project” at an estimated cost of \$1.7 million.¹² This will, however, only address a very small portion of the Study Area. Other parts of the area will have to be addressed as redevelopment proceeds.

Currently, the Study Area offers unparalleled opportunities to place landmark structures on prominent sites within the Capital District. The Memorial Library and Provincial Courthouse also offer opportunities to work with historic buildings that

Currently, the Study Area offers unparalleled opportunities to place landmark structures on prominent sites within the Capital District. The Memorial Library and Provincial Courthouse also offer opportunities to work with historic buildings that are highly valued for their contribution to the character of the area.

are highly valued for their contribution to the character of the area.

Regardless of what developments are attracted to the Study Area, its full development/redevelopment will take several years. The primary uses considered for the Queen Street lands – the Central Library and new Courthouse – could take 5 to 10 years to be built according to their respective proponents. It is likely that some or all of this land will be used as a parking lot until it is developed. This may be particularly opportune if either of the Clyde Street Parking Lots is developed in the short-term. Parking use, while it may offer some benefits to merchants and other businesses, will do little to

relieve the aesthetic impact of the barren site.

A park is proposed for the middle of the Infirmary block in all three proposed concepts for the Study Area. It was strongly supported by stakeholders as meeting an evident need. It should establish a publicly prominent entrance to Sexton Campus and a pedestrian thoroughfare across the campus to Barrington Street. Early establishment of this park would address these needs, while also considerably relieving the barren appearance of the site, particularly if the edges of flanking parking lots are landscaped to a reasonable standard.

¹² Kinectrics Inc., *Underground Utilities Feasibility Study for Halifax Regional Municipality*, March 4, 2005, p. 78.

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5.3 PLAN AND BYLAW CHANGES

As noted in **Section 4.1**, the concepts developed for this assignment can be executed without major changes to municipal planning policies or bylaw revisions. The consulting team accepted view plane restrictions as given and designed for that context. Permitted land uses and standards set by existing zoning, on the other hand, are generally inconsistent with proposed concepts. In addition, the Terms of Reference for this study, and the strong public interest exhibited in the Study Area through high levels of participation in the Charrette Weeks and strong related media interest, have established that the Bellevue District is a special area worthy of specific recognition in municipal policy.

At present the area is subject to three secondary plans as outlined in **Section 4.1** above. Policy EC-5 of the Regional Plan states that these plans will continue to have effect until a new plan for the Capital District is prepared:

EC-5 Until such time as this Plan is amended to incorporate additional policies for the Capital District Sub-Designation, the existing Secondary Planning Strategies which fall within this Sub-Designation shall remain in force, subject to all other relevant policies of this Plan.

The following amendments, therefore, are presented in relation to the new Regional Plan and the existing secondary plans and would have effect as for the time period described.

5.3.1 Bellevue District

Major properties in the Study Area are identified as "Opportunity Sites" in Appendix D of the Regional Plan. In the wake of this Joint Public Lands Plan, it is appropriate to identify the area precisely and establish its development as a priority for HRM.

In the context of current planning arrangements, the Bellevue District should be defined as Study Area lands outside of the Spring Garden Road plan area plus key adjacent properties. Study Area lands within the Spring Garden area (i.e., the Clyde Street Parking Lots) should continue to be dealt with in the context of the SGRCAP. The proposed Bellevue District would be delineated as follows:

The Bellevue District shall encompass all properties with frontage on Spring Garden Road between Barrington Street and Brunswick Street and all properties fronting on the east side of Queen Street between Spring Garden Road and Morris Street.

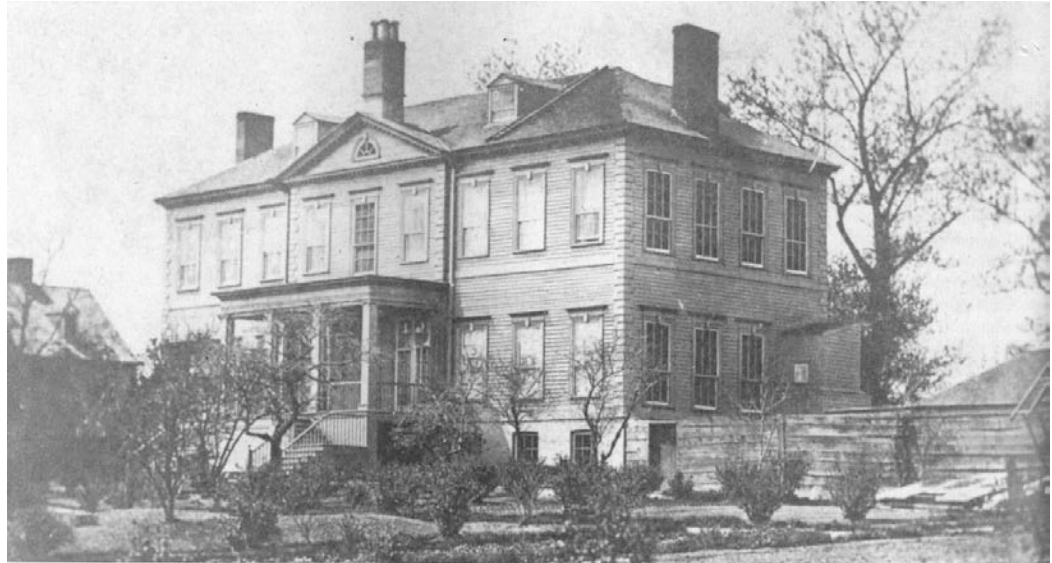


Figure 5.2: Bellevue House, Nineteenth Century View

The role and significance of this district would be recognized through a policy as follows:

The Bellevue District shall be recognized as a key area within the Capital District for the concentration of important civic, educational, and commercial uses. In this area, HRM shall, through managed redevelopment and strategic public investment, create a network of publicly accessible spaces in conjunction with high quality structures designed to complement the historic character of the area and enhance its relationship to adjacent commercial and institutional areas.

The identification of the Bellevue District and its role could be addressed through amendments to the Capital District section of the Regional Plan pursuant to its Policy EC-4, which requires HRM to detail this particular section “to foster the continued development of the Capital District as a healthy and attractive place to live, work, play, and do business.”

To reinforce this designation for the public, it would be beneficial to recognize Bellevue House and its historic associations within the area.

To reinforce this designation for the public, it would be beneficial to recognize Bellevue House and its historic associations within the area (Figure 5.2). Interpretive panels showing Bellevue House and discussing the associations of the area with the military and the early government of Nova Scotia would bring this background to public attention and support the broad objective of asserting the unique identity of the area. The

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Imperial Oil-sponsored park at the corner of Spring Garden at Queen would appear particularly well-suited to this purpose, although the Sexton Campus grounds in front of the Architecture Building, or a new use such as the proposed Central Library could also support this initiative.

5.3.2 Development Agreement Process

Although current zoning within the Study Area is broadly suited to the land uses considered in Concepts 1, 2, and 3, some inconsistencies must be addressed. The most significant discrepancy is the RC-3 Zone applicable to the southeast corner of Spring Garden at Queen, which will not permit the Central Library, the Justice Centre, or a wide range of other appropriate uses. In other locations within the Study Area, also, current zoning categories either do not allow appropriate land uses (e.g., the Memorial Library property) or do not have the flexibility to permit the most appropriate building forms (e.g., all lands zoned P).

Rezoning is, however, unlikely to provide the required measures of flexibility and control. No current zone in the Peninsula LUB, for example, recognizes the kind of large-scale, street-oriented, institutional/commercial land use that this plan contemplates for the Spring Garden at Queen intersection.

While new zoning categories can undoubtedly be devised, more subtle tools are likely to be more effective. Furthermore, a device or devices are required that will be applicable to the Study Area as a whole. Policy is required for incorporation in the new Regional Plan that will recognize the design priorities identified in this study and the *Urban Design Guidelines* prepared for HRM by Gordon Ratcliffe Landscape Architects in 2003.

Fortunately, appropriate provisions that reflect the design priorities set out in **Section 2.3**, above, are already provided in Policy EC-2 of the new Regional Plan:

EC-2 Notwithstanding the current as-of-right provisions of the SGRCAP and Policy EC-5, HRM shall only consider new development or expansions to existing development greater than 12 metres in height by development agreement. When considering an application for a development agreement within the SGRCAP, in addition to the applicable policies of the Halifax Planning Strategy, HRM shall consider the following:

- a) sidewalk retail uses, including restaurants and cafes, shall be encouraged within the Capital District to bring life to the streetscape with the pedestrian activity that accompanies such uses;

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- b) new development should observe the front setbacks of adjacent buildings to maintain a consistent street wall, and should avoid large, incongruous setbacks that create gaps in the streetwall;
- c) buildings should avoid long, un-interrupted blank walls, especially facing sidewalks or other public areas. Building wall articulations such as projections, recesses and expression of floor lines should be used to add variety to otherwise plain, unadorned building surfaces. At sidewalk level, no less than 50% of a building wall shall be composed of display windows and glass doors;
- d) new developments should incorporate human scaled building elements in, at a minimum, the first three stories of development to enhance the pedestrian environment. Human scaled building elements range from small (masonry units, doorknobs, window muntins, etc.) to medium (doors, windows, awnings, balconies, railings, signs, etc.) to large (expression of floor lines, expression of structural bays, cornice lines, etc.);
- e) for building facades along sidewalks and pedestrian routes, consideration should be given to weather protection for pedestrians through the use of decorative canopies and awnings;
- f) public safety should be a consideration in the design of new buildings and the spaces they create to limit opportunities for crime. Special attention should be paid to the elimination of dead spaces, the introduction of pedestrian level lighting and to the provision of evening uses which encourage passive surveillance or "eyes on the street" after regular working hours;
- g) the architecture of new or redeveloped buildings should be complementary to adjacent buildings of historic or landmark significance in terms of building height along the established street wall, materials, and structural rhythm. Traditional building materials such as wood shingle and brick are preferred, however the creative use of modern building materials is acceptable where such use does not detract from the existing streetscape character;
- h) the upper stories of mid to high rise buildings should be designed to promote visual interest and variety in the urban skyline;
- i) consideration should be given to the maximization of sunlight at street level, and to the minimization of any wind tunnel effect;
- j) usable common areas in residential developments should be provided where the size of the project and site conditions permit. Buildings should be arranged around larger contiguous common areas rather than providing more numerous but smaller and fragmented areas;
- k) encouraging design at the interface of commercial areas and residential neighbourhoods that is compatible with residential uses, and discouraging adverse impacts on residential uses from noise, lighting, illuminated signage and commercial service areas; and

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- 1) service areas for trash dumpsters and compactors, recycling bins, loading docks, mechanical equipment, fuel tanks, transformers and HVAC intake/exhaust vents should be located away from the street front. Those elements which, for operational reasons, cannot be located away from the street front should be attractively screened from view.

Only the provision for 50 per cent glazing under point c) differs significantly from the design guidelines suggested through this study, which proposed a 70 per cent requirement for window area. If this compromise can be accepted, Policy EC-2 would serve well as a mechanism to invoke and guide the Development Agreement process for the Study Area as well as for the Spring Garden Road area. For this to be achieved it would only be necessary to extend the boundary of the Spring Garden plan area to encompass the lands of the Study Area or, alternatively, to identify the Bellevue District in addition to the Spring Garden Area as subject to the provisions of the policy (see **Appendix B** for suggested wording).

The Memorial Library property, which is in the CBD and subject to a similar Development Agreement process pursuant to Schedule "F" as discussed above, might be included with the balance of the Study Area or left in the CBD subject to the existing schedule. At such time as HRM is prepared to amend the Regional Plan with policies specific to the Capital District, pursuant to Policy EC-5, the policy might be modified or might be retained in the form presented.

5.3.3 Streetscape Improvements

The concepts outlined above imply improvement of streetscapes within the Study Area. An objective of the Joint Public Lands Plan is to preserve the positive

An objective of the Joint Public Lands Plan is to preserve the positive characteristics of the blocks of Spring Garden Road from Queen Street to Barrington Street. It also aims to redefine and enhance the Queen Street frontage within the Bellevue District, as well as Clyde Street and Birmingham Streets in the Spring Garden Road Area.

characteristics of the blocks of Spring Garden Road from Queen Street to Barrington Street. It also aims to redefine and enhance the Queen Street frontage within the Bellevue District, as well as Clyde Street and Birmingham Streets in the Spring Garden Road Area.

For the portion of Spring Garden Road within the Study Area, it will be important to preserve the setting of existing structures. Current setbacks should be maintained or, in the case of the parking lot belonging to the Roman Catholic Episcopal Society at the corner of Spring Garden and Grafton, should be established in relation to existing structures. It is important that any new building on this parking lot should not obscure

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the façade of the adjacent Basilica. This will have the additional benefit of creating an open space of perhaps 20-foot depth on the north side of the street in which users can enjoy sunlight with the impressive backdrop of the historic church.

To this end Policy 7.8 should be added to the CBD Policies of the MDP as follows:

- 7.8 On the north side of Spring Garden Road from Barrington Street Brunswick Street, Council shall ensure that no new building or modification to an existing building shall be permitted closer to the street line than any currently existing building on the same property, with the exception that any new structure built on the lands of the Roman Catholic Episcopal Society at the corner of Spring Garden Road and Grafton Street shall be sufficient to fully expose the southwest corner tower of the St. Mary's Basilica façade on the abutting property to the east.

For the south side of the street complementary Policy 7.5.4.2 should be added to the SEDAP as follows:

- 7.5.4.2 On the south side of Spring Garden Road from Barrington Street to Queen Street, Council shall ensure that no new building or modification to an existing building shall be permitted closer to the street line than any currently existing building on the same property, except as provided under Policy 7.5.4.1 of this plan.

Policy 7.5.4.1 prescribes the setback to apply to the property at the corner of Spring Garden and Queen, described in **Subsection 5.3.4** following . It is reproduced with modifications in **Appendix B**.

Queen Street between Spring Garden and Morris is also within the South End plan area. It should be addressed by additional Policy 7.5.6 as follows:

- 7.5.6 On Queen Street between Spring Garden Road and Morris Street HRM shall seek to reduce the current width of the asphalt surface feet to no more than 36 feet. The land recovered by this means shall be used to provide additional setback for buildings on this frontage and area between the sidewalk and curb for landscaping, planting of trees, and needed public facilities, particularly transit facilities.
- 7.5.6.1 Subject to a study of intersection performance taking into consideration current and potential future development, HRM may consider removing the dedicated right-turn lane at the intersection of Queen Street and Morris Street.

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7.5.6.2 At the approximate mid-block location on Queen Street between Spring Garden Road and Morris Street, corresponding to its intersection with Clyde Street, HRM shall endeavor to secure a parcel of no less than 20,000 square feet for the purposes of developing a passive park for use by residents and visitors to the area and to provide access to the Sexton Campus from Queen Street through to Bishop Street.

Clyde Street forms a boundary of the Spring Garden plan area and the effective dividing line between the commercial area and the Schmitzville neighbourhood to the south. Enhancement of Clyde Street as the primary connection between Sexton Campus and the main Dalhousie Campus along University Avenue, and as a buffer between the commercial area and Schmitzville requires the addition of Policy 2.9 to the SGRCAP as follows:

2.9 New development on Clyde Street should be designed to ease the transition from commercial uses associated with Spring Garden Road and the Schmitzville neighbourhood south of Clyde. To this end, Council shall encourage residential-commercial uses to incorporate trees and other landscaping on the Clyde Street frontage.

Birmingham Street, as noted above, offers an opportunity to provide access to structured parking expected to be added on the current at grade parking lots while enhancing the pedestrian environment. Policy should require access and egress for both lots to be arranged on Birmingham. At the same time measures should be incorporated to make certain that Birmingham remain open, attractive, and available to pedestrians wishing to proceed to Clyde Street.

To achieve this, existing SGRCAP Policy 1.3.1 dealing with redevelopment of the Clyde Street parking lots should be amended to require access and egress on Birmingham only (**Appendix B**). To ensure that an attractive environment is maintained and encouraged on Birmingham Street, Policy 2.10 should be added:

2.10 HRM shall consider all available means to enhance the outdoor environment on Birmingham Street in conjunction with the redevelopment of the Clyde Street Parking Lots. This should include but not be limited to widening of sidewalks, planting of trees, and closure of the intersection of Birmingham and Clyde, provided an outdoor pedestrian access is provided.

5.3.4 RFPs and Design Competitions

The foregoing policies, together, will establish a Development Agreement process applicable to the entire Study Area with guidelines to ensure construction meeting

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the use and design priorities identified in this plan. To exercise the ability of HRM and the Province to achieve the highest level of design within the area, further policy should be added to require a request for proposal and/or design competition process for each site. A partial model for such policy is available in Policy 1.3 of the SGRCAP dealing with the Clyde Street Parking Lots (see **Subsection 4.1.1**, above). The Terms of Reference for an RFP or design competition should reflect the priorities set out in Regional Plan Policy EC-2 and this Joint Public Lands Plan.

A design competition alone would be most appropriate for public (i.e., government owned) buildings. An RFP can double as a design competition if the Terms of Reference are appropriately drafted. The site for which a design competition would be the most beneficial is probably the Provincially owned lands on Queen Street, particularly the park and parking lot lands at the corner of Spring Garden and Queen. Any site in the Study Area could, however, justify a competition given the right conditions and public interest.

Amendments are required to three plans to cover all lands within the Study Area. For the Clyde Street Parking Lots, Policy 1.3 of the SGRCAP should be amended by adding Policy 1.3.2, as follows:

- 1.3.2 As appropriate, HRM may call for a design competition before or after or as part of a call for proposals for development pursuant to Policy 1.3.

For the provincial lands on Queen Street and the Provincial Courthouse, HRM should amend the SEDAP to add a similar policy based on the amended Spring Garden Road Policy 1.3. This is outlined as proposed SEDAP Policy 4.6 in **Appendix B**. The addition of similar Policies 7.2.3 and 7.2.4 to the CBD section of the Halifax plan would likewise be required for the Memorial Library property (**Appendix B**).

5.3.5 Historic Structures

Finally, two historic structures within the Study Area may be redeveloped on somewhat different terms. It is generally accepted that both the Provincial Law Courts and the Memorial Library will have to be modified and, probably, expanded, if they are to be reused effectively. At the same time, it is very important that their essential features be maintained – particularly their respective façades and related front yard open spaces.

The Courthouse is a municipally and Provincially registered Heritage property and, as such, is addressed by the restrictions and redevelopment allowances of Policy 6.8 in the Halifax MPS (see **Subsection 4.1.1**, above). The Memorial Library, however, is not so recognized, although citizens appear to value its key features equally with many designated structures. In particular, the building façade while not outstanding

in its own right, echoes the Art Deco style of several nearby structures (e.g., the former Royal Bank building now being redeveloped for retail-commercial use, the Bank of Montreal building on the opposing corner of Spring Garden and Queen and the more contemporary Cornwallis Place on a third corner, which reflects their Art Deco Style). As well, the diagonal walkway and related open space is a highly valued and well-used pedestrian route and people place as recognized frequently in this study.

While Policy EC-2 addresses most of the elements that should be accounted for on the site, a policy specific to the property is necessary to guarantee the preservation of its key features. In relation to current HRM planning strategies, this policy is best incorporated in Section III of Part II of the Halifax MPS, perhaps as Policy 7.2.2 in Section 7, which deals with "Scale and Design Detail." The proposed policy should read as follows:

7.2.2 Redevelopment and expansion of the current Halifax Memorial Library shall be considered by Development Agreement in accordance with the provisions of Policy EC-2 of the Regional Plan and the following considerations:

- (i) only active institutional uses and/or retail and service uses regularly open to the general public shall be accommodated on the property;
- (ii) the original building façade shall be preserved with exception that changes may be permitted to allow the removal of identification and the addition of signage to ensure that building occupants and uses are communicated unequivocally but discretely to the public;
- (iii) the existing diagonal walkway in front of the building shall be preserved and kept open in its current location as a public right-of-way; and
- (iv) the existing open space in front of the building shall be generally preserved in its current configuration or with improvements that in the judgement of Council will enhance its status as a gathering and resting space between Spring Garden Road and the CBD.

5.4 PROCEDURAL CHANGES

The Province of Nova Scotia and HRM signed a Memorandum of Understanding (MOU) concerning the "Grand Parade/Province House Area" and the "Spring Garden Road/Queen Street/Birmingham Street Public Lands" on July 11, 2005. With respect to the latter area, which is the subject of this study, the MOU committed both parties to undertake a planning project to create:

A redevelopment strategy for the Infirmary and Bellevue lands, Law Courts, Dalhousie University's Architecture Building, existing

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Central Library site, and the two municipally owned parking lots located on Birmingham and Clyde Streets. Consideration will be given to the integration of all of the historic features of the existing buildings.

On approval of this document by both the Province and the municipality, the existing MOU should be replaced by a new document committing both organizations to continue to work together to implement the Joint Public Lands Plan.

On approval of this document by both the Province and the municipality, the existing MOU should be replaced by a new document committing both organizations to continue to work together to implement the Joint Public Lands Plan.

The agreement should also include a commitment by the Province to work with HRM and other stakeholders to ensure that parking and/or other interim uses on the Infirmary property are developed in a manner that will minimize

detrimental aesthetic and nuisance impacts on adjacent land uses. This might include restriction of access/egress to Queen Street, incorporation of berms to screen uses, designation of light standards designed to minimize light diffusion, and provision of public amenities such as benches or resting areas.

Plan amendments in **Section 5.2** are designed for existing secondary planning strategies as noted. This will undoubtedly be complicated but is necessary in the evolving planning context of HRM. Pursuant to Policy EC-5 of the Regional Plan, which addresses this issue, they should be consolidated in the future in a section of the Regional Plan dealing with the Capital District. This may be within a section dealing specifically with the Bellevue District or within a broader section dealing with, for example, Downtown Halifax. Most certainly, the policies for the area will be more readily comprehended if they can be collected together. This should be pursued at the earliest opportunity following completion of the ongoing Regional Centre Study.

5.5 OTHER IMPLEMENTATION STRATEGIES

The consultation process undertaken for this consulting assignment has given the development of the Spring Garden Road/Queen Street Study Area a very high profile in HRM. Charrette Week events were reported locally in print and electronic media. The large public meeting that closed Charrette Week I even made the National News.

The very high level of participation in Charrette Week events also amply demonstrated the interest of citizens in the potential of the lands and the prospect of

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new public buildings such as the proposed Central Library and Justice Centre. This strong community interest has been sustained since through many articles and commentaries that have addressed the issues raised through the consultation process.

The very high level of participation in Charrette Week events also amply demonstrated the interest of citizens in the potential of the lands and the prospect of new public buildings such as the proposed Central Library and Justice Centre. This strong community interest has been sustained since through many articles and commentaries that have addressed the issues raised through the consultation process.

Successful development of the Study Area will largely depend on the ability of HRM and the Province of Nova Scotia to sustain this stakeholder interest. Through the Capital District Project, HRM has many essential tools in place. HRM has an active Web site that it has used extensively to monitor and report on the regional planning process. The site is now very familiar to citizens with planning interests and is an ideal platform for reporting progress in the Study Area.

The Spring Road Area Business Association has been fully engaged in the development of this Joint Public Lands Plan as have representatives of the neighbourhoods to the south of Clyde and Morris Streets. The continued involvement of both groups, as well as the Downtown Halifax Business Commission, in the implementation of this plan is expected and desirable. Proposed policy

anticipates participation by these groups in judging design competitions.

Competitive design processes can heighten interest. Involvement of qualified stakeholder representatives in selection committees would have merit both to engage the community and to improve its physical quality. These processes, however, have costs for the landowner and can be frustrating for the design professionals who incur costs to respond. Competitions, therefore, should only be undertaken for projects that offer considerable value for the designer/ developer. The obvious opportunities are on the Queen Street block, particularly if the Central Library or the Justice Centre ultimately proceed on the site.

To reinforce this designation for the public, it would be beneficial to recognize Bellevue House and its historic associations within the area. Most community members and the majority of other stakeholders have strongly expressed their support for development of the Central Library. Most see the library as the centerpiece of this plan. A well-designed Central Library building can make a major contribution to the character of the area. A larger library, furthermore, can only be expected to increase the contribution of HPL to the level of activity in the area and

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the sense of the Spring Garden/Queen area as a meeting place within HRM. The Memorial Library has performed admirably in this role for 50 years.

Neighbourhood representatives have also expressed interest in active participation in landscaping activities such as the construction of the proposed berm and related planting on Morris Street. Other means to harness and take advantage of the energy

Most community members and the majority of other stakeholders have strongly expressed their support for development of the Central Library. Most see the library as the centerpiece of this plan. A well-designed Central Library building can make a major contribution to the character of the area. A larger library, furthermore, can only be expected to increase the contribution of HPL to the level of activity in the area and the sense of the Spring Garden/Queen area as a meeting place within HRM.

of the community should be pursued. The development agreement process to be employed for all lands in the Study Area will ensure community involvement in the approval process regardless of whether a design competition process is undertaken. Community members have also expressed interest in assisting with landscaping initiatives and this too should be encouraged. Ongoing involvement of interested stakeholders in the development and operation of new land uses can only benefit the community.

At the same time, stakeholders should be aware of the limitations of the planning framework resulting from this study. Recommended amendments to the existing framework of policies and regulations are intended to facilitate development reflecting principles established through the consultation process. Citizens should recognize, however, that some flexibility is required in these provisions. The eventual development of many of the land uses specifically discussed for the Study Area will depend on

financial and political circumstances of the future.

APPENDIX A: CONCEPT EVALUATION

CRITERIA/QUESTIONS	CONCEPT 1	CONCEPT 2	CONCEPT 3
Open Space			
<i>Does the concept reinforce the established diagonal connection on the Memorial Library property?</i>	3	2	3
<i>Does the concept establish/complement a coherent network of open spaces and connections linking people and destinations through Sexton Campus?</i>	3	3	3
<i>Does the concept connect Queen Street at Clyde to enhanced through block pedestrian connections and open space development on the Sexton Campus that maintains and encourages logical through block pedestrian connections to Barrington Street?</i>	3	3	3
<i>Does the concept enhance the existing north-south service corridor to provide comfortable pedestrian access to and through the Sexton Campus?</i>	3	3	3
<i>Does the network of open spaces create positive opportunities to experience the Old Burial Ground?</i>	2	2	2
<i>Does the concept create a renewed development and public realm setting on Clyde Street to encourage continued private sector reinvestment and renewal of soft sites and run down properties?</i>	3	2	3
<i>Does the concept provide open spaces suitable to accommodate major public events?</i>	2	1	2
Commercial Structure			
<i>Does the concept strengthen the role of Spring Garden as Atlantic Canada's premier commercial shopping experience?</i>	2	1	3
<i>Does the concept support the addition of new grade-related commercial uses?</i>	2	1	3
<i>Does the concept improve the commercial linkage of Spring Garden Road, Argyle, Barrington Street, and Clyde Street?</i>	2	1	3
Heritage			
<i>Does the concept preserve, safeguard and promote the preservation of existing heritage buildings?</i>	3	3	3
<i>Does the concept propose adaptive re-use of valued buildings that will strengthen the area's civic and commercial vitality and public use, or flexible multi use?</i>	3	3	2
<i>Does the network of open spaces highlight and frame key views to existing and planned heritage elements and new developments?</i>	3	2	3

CRITERIA/QUESTIONS	CONCEPT 1	CONCEPT 2	CONCEPT 3
Built Form			
<i>Do building heights generally respect views to and from key heritage features and landmarks?</i>	2	2	2
<i>Does the concept adopt a pavilion-style approach to massing that humanizes and subdivides large building parcels?</i>	3	3	3
<i>Do new buildings generally express successful building elements including an articulated building base and middle, and cornice feature or building top or roof in the case of mid-rise development; additional height, where permitted, expressed as a set back podium with sculpted top?</i>	2	2	2
<i>Does the concept establish a strong relationship and transparency between indoor and outdoor uses with windows occupying 70% of the ground floor building base?</i>	2	1	3
<i>Do building heights transition successfully to existing high-density elements and existing low-density elements?</i>	2	2	3
Transportation and Parking			
<i>Does the concept complement existing transit facilities or accommodate new facilities?</i>			
<i>Does the concept provide an appropriate level of parking to serve existing and proposed uses?</i>	2	2	3
<i>Does the concept generally organize parking and access toward the rear of the block or internal to the block, not visible from the public street, to free up the public street?</i>	3	3	3
<i>Does the concept separate functional service requirements such as loading and garbage collection toward the rear of the block or internal to the block such that these functions are not visible from the public street?</i>	2	2	2
<i>Can the concept accommodate a shared parking resource?</i>	2	1	3
Economic Development and Community Vibrancy			
<i>Do new civic and institutional uses contribute to the vitality and animation of the district?</i>	2	2	3

CRITERIA/QUESTIONS	CONCEPT 1	CONCEPT 2	CONCEPT 3
<i>Does the concept support housing diversity within the Study Area?</i>	2	1	3
<i>Does the concept encourage and support new housing and commercial development to create an active, vibrant place supportive of regional housing and employment targets?</i>	2	1	3
<i>Does the concept facilitate partnerships with or among public and private organizations, particularly those established in the Study Area and vicinity?</i>	2	1	3
<i>Does the concept create new opportunities to accommodate cultural events such as social gatherings, lectures, debates, conferences, etc.?</i>	3	2	3
<i>Are organizations, business interests, and developers ready and able to proceed with the concept?</i>	2	2	3
<i>Does the concept support existing patterns of retail-commercial employment within the Study Area?</i>	2	2	3
<i>Does the concept support existing patterns of office employment within the CBD?</i>	2	2	3
<i>Does the concept encourage activity over an extended period of the day?</i>	2	1	3
Site Specific Considerations – Bellevue District			
<i>Does the concept positively contribute to the character of the Monument District?</i>	3	3	3
<i>Does the concept strengthen visitation and tourism in the Monument District?</i>	3	2	3
<i>Does the concept permit partial street closures to accommodate special events?</i>	3	2	3
Site Specific Considerations - Spring Garden at Queen			
<i>Can development at this location guarantee the highest caliber of landscape, architectural and programmatic design excellence through a competitive design team selection and peer review process?</i>	3	2	3
<i>Does the concept integrate commercial, public and institutional offerings to create a new landmark destination that will support the commercial uses off Spring Garden and transitions to the academic and institutional uses of the Sexton Campus?</i>	3	2	3
<i>Does the concept incorporate a minimum of 50% commercial frontage on Spring Garden Road?</i>	3	0	3

CRITERIA/QUESTIONS	CONCEPT 1	CONCEPT 2	CONCEPT 3
<i>Does the concept establish a strong relationship and transparency between indoor and outdoor uses with windows occupying 70% of the ground floor building base?</i>	2	1	2
<i>Does the concept include a through building diagonal maintaining the existing diagonal connection from the library to Clyde Street?</i>	3	2	3
<i>Does the concept generally conform to a 5 to 6 story mid-rise pavilion intended to be seen in the round?</i>	3	3	3
<i>Does the concept integrate signature architectural elements that reinforce the importance of the building location?</i>	3	2	3
<i>Does the concept include generous interior meeting or atrium space which can be used as a venue for public gatherings and special meetings?</i>	3	1	3
<i>Does the concept include an increased development setback, ranging from 5 to 15 m on Spring Garden to create a public plaza and contribute to the formation of monument district open space?</i>	0	0	0
<i>Does the concept include articulated setbacks ranging up to 5 m to create additional public realm?</i>	3	2	3
<i>Does the concept include additional parking spaces to provide for other uses in the Study Area?</i>	2	0	2
Site Specific Considerations - Queen at Morris			
<i>Does the concept generally express development as a series of built form elements and building projects, which are organized or situated about high quality open spaces to create courtyard buildings or increased building setbacks and avoid a mega project appearance?</i>	2	3	3
<i>Does the concept permit an active mix of ground floor uses including a combination of commercial-retail, public, recreational and institutional uses along the primary building frontage on Queen Street?</i>	2	3	3
<i>Does the concept incorporate active non-residential uses at grade on Queen Street?</i>	2	3	3
<i>Does the concept help to establish an appropriate transition to the residential neighborhood south of Morris Street, including providing the option for grade-related residential uses?</i>	1	2	3
<i>Does the concept establish a strong relationship and transparency between indoor and outdoor uses with windows occupying 70% of the ground floor building base?</i>	2	2	3
<i>Does the concept generally reflect a 5 to 6 story mid-rise condition fronting Queen Street with increased height located toward the rear of the site to better respond to the scale and form of existing development on Queen?</i>	3	3	3
<i>Does the concept create a diverse and visually interesting urban street experience?</i>	2	2	2

CRITERIA/QUESTIONS	CONCEPT 1	CONCEPT 2	CONCEPT 3
<i>Does the concept include signature architectural elements or architectural focus that terminate key view terminus and important locations including primary entry locations and reinforce the visual interest of the street façade and skyline?</i>	2	2	2
<i>Does the concept anticipate the development of a future transit station at the Queen and Morris intersection and create small public open space at the transit location and associated commercial uses?</i>	0	0	0
<i>Does the concept incorporate principles of green building design?</i>	0	0	0
<i>Does the concept include additional parking spaces to provide for other uses in the Study Area?</i>	1	2	2
Site Specific Criteria - Clyde Street Parking Lots			
<i>Does the concept reinvigorate and encourage neighborhood use and reinvestment through the establishment of a mixed use, mid-rise neighbourhood infill repair with commercial, employment, and residential uses?</i>	3	1	3
<i>Does the concept include an active mix of ground floor uses such as a combination of commercial-retail, public, recreational and institutional uses along the primary building frontage on Queen and Birmingham Streets, and on the local side streets?</i>	3	1	3
<i>Does the concept create a strong relationship and transparency between indoor and outdoor uses with windows occupying 70% of the ground floor building base?</i>	3	3	3
<i>Does the concept permit live-work units on Clyde Street?</i>	3	1	3
<i>Does the concept contribute to the creation of a generous public realm by incorporating a 5 to 7 meter development setback from Clyde Street accommodating a double row of street trees and establishing new opportunities for outdoor dining and retail display?</i>	3	3	3
<i>Does the concept help to establish a new front address and appropriate transition to the Schmidville neighborhood, generally reflecting a 5-story mid-rise condition fronting Clyde Street and the historic neighborhood, with increased height ranging from 5 to 6 stories Queen Street and the side streets?</i>	2	1	2
<i>Does the concept include signature architectural elements at key locations?</i>	2	2	2
<i>Does the concept include the integration of underground public parking as part of the redevelopment program?</i>	2	2	2
<i>Does the concept include additional parking spaces to provide for other uses in the Study Area?</i>	2	2	2

SUB-GROUPS	CONCEPT 1	CONCEPT 2	CONCEPT 3
Open Space	19	16	19
Commercial Structure	6	3	9
Heritage	9	8	8
Built Form	11	10	13
Transportation and Parking	9	8	11
Economic Development and Community Vibrancy	19	14	27
<i>Area-wide Total</i>	73	59	87
Site Specific Considerations - The Monument District	9	7	9
Site Specific Considerations - Spring Garden at Queen	28	15	28
Site Specific Considerations - Queen at Morris	17	22	24
Site Specific Criteria - Clyde Street Parking Lots	23	16	23
<i>Site Specific Total</i>	77	60	84
TOTAL	150	119	171

SUB-GROUPS	% SCORE	% SCORE	% SCORE
Open Space	90.5%	76.2%	90.5%
Commercial Structure	66.7%	33.3%	100.0%
Heritage	100.0%	88.9%	88.9%
Built Form	73.3%	66.7%	86.7%
Transportation and Parking	60.0%	53.3%	73.3%
Economic Development and Community Vibrancy	70.4%	51.9%	100.0%
<i>Area-wide Total</i>	76.8%	61.7%	89.9%
Site Specific Considerations - The Monument District	100.0%	77.8%	100.0%
Site Specific Considerations - Spring Garden at Queen	84.8%	45.5%	84.8%
Site Specific Considerations - Queen at Morris	51.5%	66.7%	72.7%
Site Specific Criteria - Clyde Street Parking Lots	85.2%	59.3%	85.2%
<i>Site Specific Total</i>	80.4%	62.3%	85.7%
TOTAL	75.8%	60.1%	86.4%

APPENDIX B: RECOMMENDED POLICY AMENDMENTS

HRM Regional Plan

Pursuant to Policy EC-4 of the Regional Plan amend the plan to add the following policies in appropriate locations to identify the Bellevue District and its role within the Capital District:

The Bellevue District shall encompass all properties with frontage on Spring Garden Road between Barrington Street and Brunswick Street and all properties fronting on the east side of Queen Street between Spring Garden Road and Morris Street.

The Bellevue District shall be recognized as a key area within the Capital District for the concentration of important civic, educational, and commercial uses. In this area, HRM shall, through managed redevelopment and strategic public investment, create a network of publicly accessible spaces in conjunction with high quality structures designed to complement the historic character of the area and enhance its relationship to adjacent commercial and institutional areas.

Amend proposed Policy EC-2 as follows (new wording in bold):

EC-2 Notwithstanding the current as-of-right provisions of the Spring Garden Road Commercial Area Plan and Policy EC-5, HRM shall only consider new development or expansions to existing development greater than 12 metres in height by development agreement **within the Spring Garden Road Commercial Area Plan and the adjacent Bellevue District**. When considering an application for a development agreement within the Spring Garden Road Commercial Area Plan **or the Bellevue District**, in addition to the applicable policies of the Halifax Planning Strategy, HRM shall consider the following:

- a) sidewalk retail uses, including restaurants and cafes, shall be encouraged within the Capital District to bring life to the streetscape with the pedestrian activity that accompanies such uses;
- b) new development should observe the front setbacks of adjacent buildings to maintain a consistent street wall, and should avoid large, incongruous setbacks that create gaps in the streetwall;
- c) buildings should avoid long, un-interrupted blank walls, especially facing sidewalks or other public areas. Building wall articulations such as projections, recesses and expression of floor lines should be used to add variety to otherwise plain, unadorned building surfaces. At sidewalk level, no less than 50% of a building wall shall be composed of display windows and glass doors;

- d) new developments should incorporate human scaled building elements in, at a minimum, the first three stories of development to enhance the pedestrian environment. Human scaled building elements range from small (masonry units, doorknobs, window muntins, etc.) to medium (doors, windows, awnings, balconies, railings, signs, etc.) to large (expression of floor lines, expression of structural bays, cornice lines, etc.);
- e) for building facades along sidewalks and pedestrian routes, consideration should be given to weather protection for pedestrians through the use of decorative canopies and awnings;
- f) public safety should be a consideration in the design of new buildings and the spaces they create to limit opportunities for crime. Special attention should be paid to the elimination of dead spaces, the introduction of pedestrian level lighting and to the provision of evening uses which encourage passive surveillance or "eyes on the street" after regular working hours;
- g) the architecture of new or redeveloped buildings should be complementary to adjacent buildings of historic or landmark significance in terms of building height along the established street wall, materials, and structural rhythm. Traditional building materials such as wood shingle and brick are preferred, however the creative use of modern building materials is acceptable where such use does not detract from the existing streetscape character;
- h) the upper stories of mid to high rise buildings should be designed to promote visual interest and variety in the urban skyline;
- i) consideration should be given to the maximization of sunlight at street level, and to the minimization of any wind tunnel effect;
- j) usable common areas in residential developments should be provided where the size of the project and site conditions permit. Buildings should be arranged around larger contiguous common areas rather than providing more numerous but smaller and fragmented areas;
- k) encouraging design at the interface of commercial areas and residential neighbourhoods that is compatible with residential uses, and discouraging adverse impacts on residential uses from noise, lighting, illuminated signage and commercial service areas; and
- l) service areas for trash dumpsters and compactors, recycling bins, loading docks, mechanical equipment, fuel tanks, transformers and HVAC intake/exhaust vents should be located away from the street front. Those elements which, for operational reasons, cannot be located away from the street front should be attractively screened from view.

Central Business District Objectives and Policies

Add Policies 7.2.2 through 7.2.4 as follows:

- 7.2.2 Redevelopment and expansion of the current Halifax Memorial Library shall be considered by Development Agreement in accordance with the provisions of Policy EC-2 of the Regional Plan and the following considerations:
- (i) only active institutional uses and /or retail and service uses regularly open to the general public shall be accommodated on the property;
 - (ii) the original building façade shall be preserved with exception that changes may be permitted to allow the removal of identification and the addition of signage to ensure that the buildings occupants and uses are clearly communicated to the public;
 - (iii) the existing diagonal walkway in front of the building shall be preserved and kept open in its current location as a public right-of-way; and
 - (iv) the existing open space in front of the building shall be generally preserved in its current configuration or with improvements that in the judgement of Council will enhance its status as a gathering and resting space between Spring Garden Road and the CBD.
- 7.2.3 On the Memorial Library property, HRM shall ensure through its control of the disposition of these lands that their development is beneficial to the commercial well-being of the CBD and the Spring Garden Road area. HRM shall initiate a call for proposals for the use of these lands consistent with the policies of this section, and Sections V and IX of this Part II of the Halifax Municipal Development Plan.
- 7.2.4 As appropriate, HRM may call for a design competition before or after or as part of a call for proposals for development pursuant to Policy 7.2.3. Adjudication of any such competition should be conducted by a committee with representation from HRM, the Province of Nova Scotia, the Spring Garden Area Business Association, and downtown residents, as well as the proponent, if the proponent does not fall into any of the preceding categories.

Add Policy 7.8 as follows:

- 7.8 On the north side of Spring Garden Road from Barrington Street to Brunswick Street, Council shall ensure that no new building or modification to an existing building shall be permitted closer to the street line than any

currently existing building on the same property, with the exception that the minimum setback of any new structure built on the lands of the Roman Catholic Episcopal Society at the corner of Spring Garden Road and Grafton Street shall correspond to the setback of façade of St. Mary’s Basilica on the abutting property to the east.

South End Detailed Area Plan (SEDAP)

Change the designation of lands at the corner of Queen and Spring Garden Road from “Residential-Commercial” to “Institutional”.

Add Policy 4.5.4.1 as follows:

4.5.4.1 Lands owned by the Province of Nova Scotia and formerly the site of the Halifax Infirmary may be considered by development agreement as a site for occasional public events or festivals, for parking, or for similar uses not requiring construction of a permanent structure of more than 1,000 square feet for a period extending no longer than January 1, 2016, provided that:

- (i) an area of at least 20,000 square feet directly across from the intersection of Queen and Clyde Streets shall be landscaped and deeded to HRM to maintain as a publicly-accessible park containing benches and related amenities, and a walkway extending from Queen Street through to the Sexton Campus;
- (ii) that any area used for parking is illuminated by light standards of a traditional style not exceeding 20 feet in height and directed away from adjacent residential lands;
- (iii) that the edge of any area used for parking and facing Queen Street shall be landscaped with trees, a hedge, or similar vegetative buffer capable of attaining a height of at least eight feet at intervals of no less than 5 feet; and
- (iv) that no access to any parking area shall be permitted on Morris Street and that a berm at least 3 feet high shall be provided facing Morris Street in addition to a vegetative buffer meeting the standards set out in subsection (ii).

Add Policy 4.6 as follows:

4.6 On lands owned by the Province of Nova Scotia fronting on Queen Street, the Province and HRM shall cooperate to ensure that the development of said lands is beneficial to the commercial well-being of the Spring Garden

Road area and the scale and orientation is compatible with adjacent neighbourhoods and the Sexton Campus of Dalhousie University. HRM shall initiate a call for proposals for the use of these lands consistent with the policies of this South End Area Plan, and Sections III and IX of this Part II of the Halifax Municipal Development Plan.

- 4.6.1 As appropriate, HRM may call for a design competition before or after or as part of a call for proposals for development pursuant to Policy 4.6.

Delete existing Policy 7.5.4:

- 7.5.4 The City shall zone the parking lot at the southeast corner of Queen and Spring Garden Road in accordance with the “Residential-Commercial” land-use designation of this Plan, and shall permit the inclusion of university uses in the development of said parking lot under the provisions of Section 33(2)(b) of the Planning Act, provided that said uses do not exceed 20 percent of the gross square footage of the development, and provided that said uses are below any residential uses contained in the building.

Replace with new Policy 7.5.4:

- 7.5.4 HRM shall zone the parking lot at the southeast corner of Queen and Spring Garden Road to permit major Institutional development in accordance with the “Institutional” land use designation of this Plan, provided that HRM shall only consider such development by development agreement and shall ensure that any such development include commercial uses constituting at least 20 per cent of the building area located at ground level.

Amend existing Policy 7.5.4.1 as follows (new wording in bold):

- 7.5.4.1 **HRM** shall, on said parking lot:
- (i) amend its Zoning Bylaw to permit a maximum building height of eight storeys or 70 feet;
 - (ii) encourage the retention of mature trees; and
 - (iii) amend its Zoning Bylaw to require that any new development be set back a minimum of **70** feet from the street line along Spring Garden Road.

Add Policy 7.5.4.2 as follows:

- 7.5.4.2 On the south side of Spring Garden Road from Barrington Street to Queen Street, Council shall ensure that no new building or modification to an

existing building shall be permitted closer to the street line than any currently existing building on the same property, except as provided under Policy 7.5.4.1 of this plan.

Add Policy 7.5.6 as follows:

- 7.5.6 On Queen Street between Spring Garden Road and Morris Street HRM shall seek to reduce the current width of the asphalt surface feet to no more than 36 feet. The land recovered by this means shall remain in public ownership to provide additional setback for buildings on this frontage and area between the sidewalk and curb for landscaping, planting of trees, and needed public facilities, particularly transit facilities.
- 7.5.6.1 Subject to a study of intersection performance taking into consideration current and potential future development, HRM may consider removing the dedicated right-turn lane at the intersection of Queen Street and Morris Street.
- 7.5.6.2 At the approximate mid-block location on Queen Street between Spring Garden Road and Morris Street, corresponding to its intersection with Clyde Street, HRM shall endeavor to secure a parcel of no less than 20,000 square feet for the purposes of developing a passive park for use by residents and visitors to the area and to provide access to the Sexton Campus from Queen Street through to Bishop Street.

Spring Garden Commercial Area Plan

Amend Policy 1.3.1 to add (ii) as follows:

- (ii) provide access and egress for enclosed parking areas to Birmingham Street only.

Renumber current Policy 1.3.1 (ii) and 1.3.1 (iii).

Add Policy 1.3.2 as follows:

- 1.3.2 As appropriate, HRM may call for a design competition before or after or as part of a call for proposals for development pursuant to Policy 1.3.

Add Policies 2.9 and 2.10 as follows:

- 2.9 New development on Clyde Street should be designed to ease the transition from commercial uses associated with Spring Garden Road and the Schmidville neighbourhood south of Clyde. To this end, Council shall encourage residential-commercial uses to locate the incorporation of trees and other landscaping on the Clyde Street frontage.
- 2.10 HRM shall consider all available means to enhance the outdoor environment on Birmingham Street in conjunction with the redevelopment of the Clyde Street Parking Lots. This should include but not be limited to widening of sidewalks, planting of trees, and closure of the intersection of Birmingham and Clyde, provided an outdoor pedestrian access is provided.