



P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 14.2.1
Halifax Regional Council
December 11, 2018

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed

SUBMITTED BY: _____
Councillor Russell Walker, Chair, Audit and Finance Standing Committee

DATE: November 30, 2018

SUBJECT: **Cogswell District Redevelopment 60% Design Review – Funding for Flood Mitigation Measures Adjacent to Karlson’s Wharf and Casino Nova Scotia**

ORIGIN

June 5, 2018 motion of Regional Council regarding Item 17.1, Cogswell District Redevelopment 60 Percent Design and Approval:

“5. Direct the CAO to provide a report and recommendation through the Audit and Finance Standing Committee which identifies a funding source for flood mitigation measures adjacent to the Karlson’s Wharf area, once project scope and budget have been finalized, such that the measures can be implemented in conjunction with the Cogswell District Redevelopment.”

November 28, 2018 meeting of the Audit & Finance Standing Committee, Item 12.4.1.

LEGISLATIVE AUTHORITY

Section 8 of the Audit and Finance Standing Committee’s Terms of Reference:

‘The Audit and Finance Standing Committee shall review and make recommendations on proposals coming to the Council outside of the annual budget or tender process including:

- (a) new programs or services not yet approved or funded;
- (b) programs or services that are being substantially altered;
- (c) proposed changes in any operating or project budget items;
- (d) the commitment of funds where there is insufficient approved budget;
- (e) new or increased capital projects not within the approved budget;
- (f) increases in project budget due to cost sharing; and
- (g) the creation or modification of reserves and withdrawals not approved in the approved budget.’

RECOMMENDATION

The Audit and Finance Standing Committee recommends that Halifax Regional Council direct staff to include funding in the amount of \$600,000 for the additional work to the Cogswell District Redevelopment project for flood mitigation measures near the Karlson’s Wharf and Casino Nova Scotia sites as part of the 2020/21 capital planning process.

BACKGROUND

A supplementary staff report dated September 12, 2018 to consider funding for additional work to the Cogswell District Redevelopment project for flood mitigation measures near the Karlson's Wharf and Casino Nova Scotia sites was before the Audit and Finance Standing Committee for consideration at its meeting held on November 28, 2018.

For further information, please refer to the attached supplementary staff report dated September 12, 2018 (Attachment 1).

DISCUSSION

The Audit and Finance Standing Committee heard a presentation and considered the September 12, 2018 staff report and forwarded the recommendation to Halifax Regional Council as outlined in this report.

During the discussion, it was suggested that the staff report dated May 2, 2018 that was before Committee of the Whole June 5, 2018 be provided with this report for Regional Council to reference when considering the recommendation.

FINANCIAL IMPLICATIONS

Financial implications are addressed in Attachment 1.

RISK CONSIDERATION

Risk consideration is outlined in Attachment 1.

COMMUNITY ENGAGEMENT

The Audit and Finance Standing Committee meetings are open to public attendance, a live webcast is provided of the meeting, and members of the public are invited to address the Committee for up to five minutes at the end of each meeting during the Public Participation portion of the meeting. The agenda, reports, minutes, and meeting video of the Audit and Finance Standing Committee are posted on Halifax.ca.

ENVIRONMENTAL IMPLICATIONS

Environmental implications were not identified in the supplementary staff report (Attachment 1), but were outlined in the staff report dated May 2, 2018 (Attachment 2).

ALTERNATIVES

The Audit and Finance Standing Committee did not discuss alternative recommendations.

ATTACHMENTS

1. Supplementary staff report dated September 12, 2018
2. Staff report dated May 2, 2018

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Krista Vining, Legislative Assistant, Office of the Municipal Clerk, 902.490.6520

P.O. Box 1749
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Item No. 12.4.1
Audit & Finance Standing Committee
November 28, 2018

TO: Chair and Members of the Audit & Finance Standing Committee

Original Signed

SUBMITTED BY:

Kelly Denty, Director, Planning and Development

Original Signed

Jacques Dubé, Chief Administrative Officer

DATE: September 12, 2018

SUBJECT: **Cogswell District Redevelopment 60% Design Review – Funding for Flood Mitigation Measures Adjacent to Karlson’s Wharf and Casino Nova Scotia**

SUPPLEMENTARY REPORT

ORIGIN

June 5, 2018 motion of Regional Council regarding item 17.1, Cogswell District Redevelopment 60 Percent Design and Approval:

“5. Direct the CAO to provide a report and recommendation through the Audit and Finance Standing Committee which identifies a funding source for flood mitigation measures adjacent to the Karlson’s Wharf area, once project scope and budget have been finalized, such that the measures can be implemented in conjunction with the Cogswell District Redevelopment.”

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Council approved, December 11, 2012, that all budget increases are to be presented to the Audit and Finance Standing Committee, prior to submission to Council.

Halifax Charter, section 93(1) – The Council shall make estimates of the sums that are required by the Municipality for the fiscal year; Halifax Charter, section 79(1) – Specifies areas that Council may expend money required by the Municipality; Halifax Charter, section 35(2)(d)(i) – The CAO can only authorize budgeted expenditures or within the amount determined by Council by policy; Halifax Charter, section 120(6) – The Municipality may maintain other reserve funds for such purposes as the Council may determine; and the Halifax Regional Municipality Reserve Administrative Order – No reserve funds will be expended without the CAO’s recommendation and Council approval.

Recommendation on page 2.

RECOMMENDATION

It is recommended that the Audit & Finance Standing Committee recommend that Regional Council direct staff to include funding in the amount of \$600,000 for the additional work to the Cogswell District Redevelopment project for flood mitigation measures near the Karlson’s Wharf and Casino Nova Scotia sites as part of the 2020/21 capital planning process.

BACKGROUND

As noted in the May 2, 2018 Cogswell District redevelopment 60% design and approval staff report¹ to Regional Council, the need for flood mitigation measures near the Karlson’s Wharf area was identified as an item requiring further staff review and analysis. This report contains the results of that analysis and provides a funding recommendation for the Committee’s consideration.

The section of Upper Water Street in Halifax, near the Halifax Wastewater Treatment Facility and near the federal Department of National Defence (DND) wharf property (Karlson’s Wharf), is situated at a low point and experiences flooding during rainfall and coastal flooding events. The lack of an overland drainage route to the Harbour can cause surcharging of the combined sewer system. The frequency of flooding at this location is expected to increase with the increased intensity and frequency of rain events and higher maximum tidal levels resulting from climate change.

Given Upper Water Street’s status as an entrance to downtown Halifax and as an emergency evacuation route, combined with the redevelopment of the Cogswell lands, this site was identified as one of the top 10 risk areas in the National Disaster Mitigation Program (NDMP) Flood Assessment report (WSP, 2018).

In addition, during the Cogswell redevelopment 60% design review, a section of Upper Water Street near Casino Nova Scotia was identified as another location prone to future flooding, with the expected increased intensity of rainfall event and higher tidal levels resulting from climate change. Both sites are shown on Attachment A.

DISCUSSION

The Halifax/Halifax Water Integrated Stormwater Management Policy Framework was approved by Council on January 18, 2018. The policy is structured around four main themes:

- A capital investment strategy for stormwater infrastructure
- Ownership and maintenance of stormwater systems
- Land development practices, and
- Drainage on private properties.

One of the largest issues Halifax is currently facing is drainage and flooding problems that persist in areas that do not have a full and formal stormwater system that meets current standards. Current standards require that storm and sanitary flows be separated and that an overland storm drainage path be identified to accommodate major storm events. Upper Water Street has a combined (sanitary and storm) sewer and does not have an overland drainage path. Complicating this is the proximity of Upper Water Street to the Halifax Harbour and its elevation. High tides and storm surge limit the capacity of system to drain the street, and can cause surcharging of the sewer system.

The solution to the Karlson’s Wharf drainage problem is to raise the elevation of Barrington Street by about a metre to prevent future flooding of the street. This is consistent with measures identified in Policy E-22

¹ See report at: <https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/180605cow3.pdf>

of the Regional Plan, to mitigate the potential impacts of coastal inundation and storm surge events on human safety by placing the elevation of the street above the 3.8 metre elevation.

The solution for the second site (next to the Casino and Purdys Wharf) is a street centerline at a minimum elevation of 3.5 metres, to accommodate the proximity and elevation of the existing parking garage and the Casino entrance. Staff are recommending a modified street cross section and profile, so all new development (on the west side of the street) will be above the 3.8 metre elevation, and redevelopment to the east will be accommodated by modification of the street, if and when the Casino and Purdys Wharf sites are redeveloped.

Current technical stormwater standards have been developed with greenfield development in mind, and significant policy decisions are needed to address development in the Regional Centre. Emerging issues include how to deal with major stormwater flows, and what is an acceptable design storm on which to base capacity in a combined sewer. In the absence of these policies and a formal cost sharing agreement with Halifax Water, staff are recommending that cost sharing at the two sites be consistent with the provisions of the current transfer agreement between HRM and Halifax Water which requires that funding be provided by the benefitting parties. The overall responsibility of this problem is multi-jurisdictional.

The cost to raise the road elevation near Karlson’s Wharf is included of the Cogswell Redevelopment project. However, cost for reinstatement of non-HRM properties outside the right-of-way, estimated at \$300,000, has not been included in the Cogswell budget. The scope of this incremental work includes re-paving, curbing, replacement of gates and fencing, new storm sewer and reinstatement of the drainage systems on private property.

The benefit/responsibility for the work outside of the road right-of-way can be broken down as follows:

- The Municipality benefits from reduced flooding on the street and prolongation of the pavement structure life.
- While Halifax Water benefits from the diversion of the stormwater from its combined sewer system, the benefit is only marginal (<5%) and is not needed to service future off site development. Also, if not for the Cogswell Redevelopment project, Halifax Water would not be proposing to separate the combined sewer on Upper Water Street. Therefore, Halifax Water will not be cost sharing on the Karlsons Wharf work outside of the right-of way.
- Raising the road does not benefit the adjacent property owners, as it interferes with the ability to maintain drainage corridors on their property.

The cost to raise the road at the second site is, again, part of the Cogswell Redevelopment project. However, the cost for reinstatement of non-HRM (Casino and Purdys Wharf) properties outside the right-of-way, estimated at \$300,000, has not been included. The additional scope of work includes re-paving, curbing, and retaining walls. The scope of work does not include a new storm sewer. Since there is no benefit to the adjacent property owners, there will be no cost sharing at the second site.

Considering the two sites, the total incremental reinstatement cost – for work outside the right-of-way along Upper Water Street – is estimated to be \$600,000. This cost estimate assumes that the work will be carried out as part of the overall Cogswell Redevelopment project, likely during fiscal 2020/21.

FINANCIAL IMPLICATIONS

The costs for reinstatement of non-HRM properties adjacent to portions of Upper Water Street are estimated at \$600,000. Funding for this work will be considered as part of the 2020/21 capital budgeting process.

RISK CONSIDERATION

There is a moderate risk to HRM’s reputation if the work to mitigate the surface flooding and sewer surcharging is not completed as part of the Cogswell Redevelopment project. It is almost certain that surface flooding at the Karlson’s Wharf site will occur within the next five-years without the mitigation work.

COMMUNITY ENGAGEMENT

Community engagement was not undertaken as part of this report

ALTERNATIVES

There are no recommended alternatives.

ATTACHMENTS

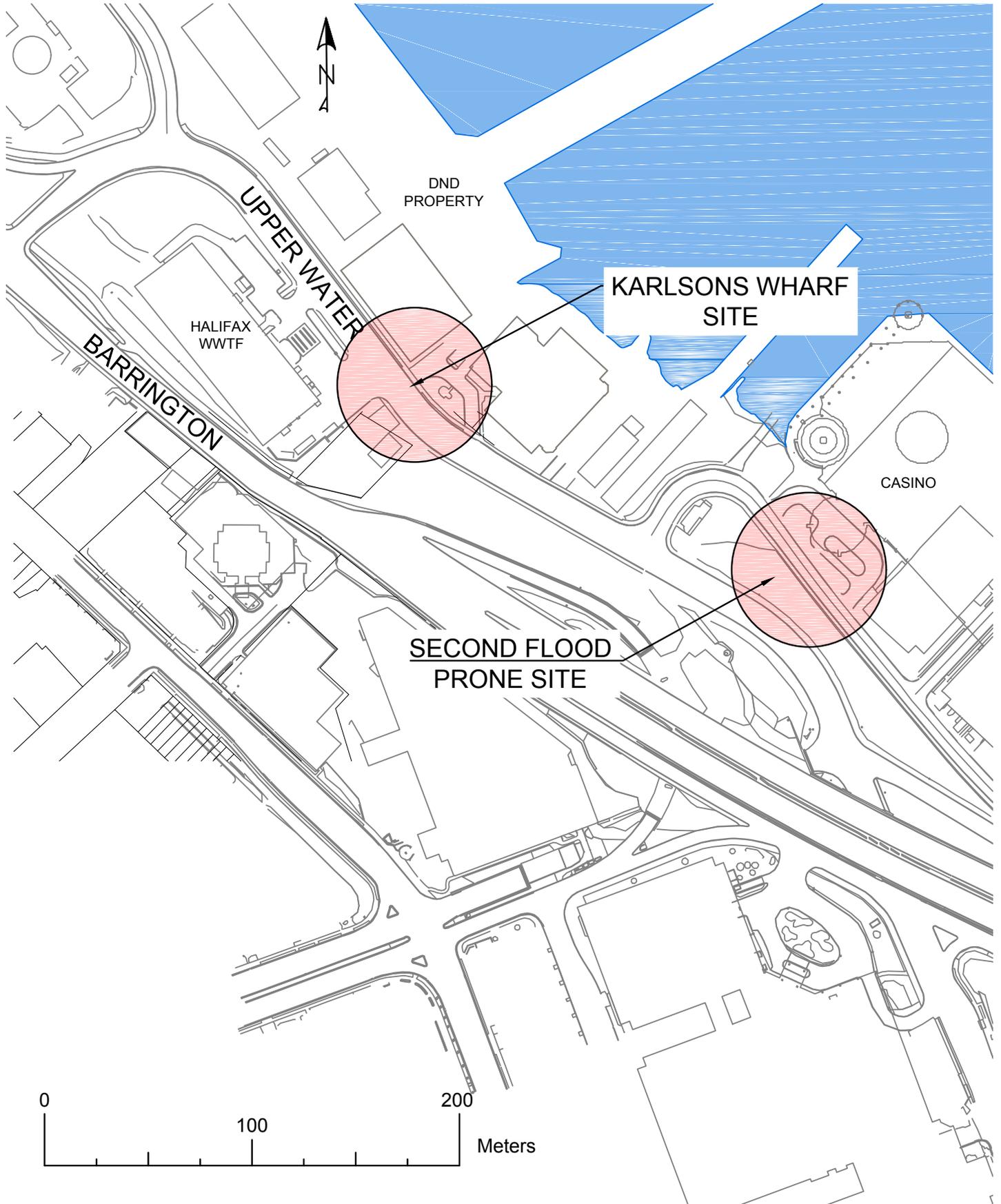
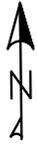
Attachment A: Site Plan

A copy of this report can be obtained online at or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Paul Burgess, Program Manager, Planning and Development 902.490.5578

Report Approved by: Peter Duncan, Manager, Infrastructure Planning, Planning and Development

ATTACHMENT A



DND
PROPERTY

UPPER WATER

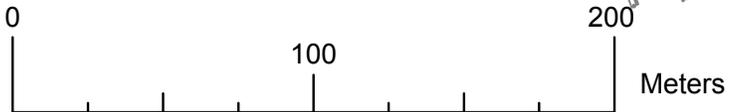
HALIFAX
WWTF

BARRINGTON

KARLSONS WHARF
SITE

CASINO

SECOND FLOOD
PRONE SITE



P.O. Box 1749
Halifax, Nova Scotia
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Item No. 3
COMMITTEE OF THE WHOLE
June 5, 2018

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed by 

Jacques Dubé, Chief Administrative Officer

DATE: May 2, 2018

SUBJECT: Cogswell District Redevelopment 60% Design and Approval

ORIGIN

May 13, 2014 motion of Regional Council:

MOVED by Councillor Johns, seconded by Councillor Mason that Halifax Regional Council:

1. Approve the Cogswell Lands Plan as the guiding document for the next stage of work for the removal and re-design of the Cogswell Interchange.
2. Approve the functional road network as proposed in the Cogswell Lands Plan.
3. Direct staff to initiate the following work and return to Council as required:
 - a) Communicate the Cogswell Lands Plan, as approved, to the public, adjacent landowners and future developers through the municipal website, individual meetings and a public open house held in conjunction with the Strategic Urban Partnership.
 - b) Proceed with the Detailed Design for the demolition and redevelopment of the Cogswell Interchange including issuing Requests for Proposals to retain necessary expertise.
 - c) Enter into negotiations for land acquisitions required to advance the Cogswell redevelopment.
 - d) Prepare a financial plan for the demolition and redevelopment of the Cogswell Interchange.
 - e) Commence preparations for Municipal Planning Strategy /Land Use By-law amendments and necessary street closures as per the HRM Charter.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, subsections 61 (3), 322(1), 325 (1), clause 61(5)(a) and section 233

61 (3) The property vested in the Municipality, absolutely or in trust, is under the exclusive management and control of the Council, unless an Act of the Legislature provides otherwise.

(5) The Municipality may... (b) sell property at market value when the property is no longer required for the purposes of the Municipality;

RECOMMENDATION ON PAGE 2

233 (1) The Municipality may

(a) acquire and assemble land for the purpose of carrying out a development consistent with the municipal planning strategy, whether the development is to be undertaken by the Municipality or not; or

(b) by agreement with the owners of the land, acquire the right to impose easements or other development restrictions on the lands as if it had acquired the title.

(2) The Municipality may subdivide, rearrange and deal with lands described in clause (1)(a) as if it were a private owner and may sell the lands subject to any building restrictions or easements that the Council requires to ensure the development is consistent with the municipal planning strategy.

322 (1) The Council may design, lay out, open, expand, construct, maintain, improve, alter, repair, light, water, clean, and clear streets in the Municipality.

325 (1) The Council may, by policy, permanently close any street or part of a street and the Council shall hold a public hearing before passing the policy.

Administrative Order 50, the *Disposal of Surplus Real Property Administrative Order*.

RECOMMENDATION

It is recommended that Halifax Regional Council;

1. Approve the 60% Design Plan for Cogswell District Redevelopment attached to this report as Attachment A and authorize staff to release a Request for Qualifications (RFQ) for Constructor services based on the 60% design plan.
2. Direct the CAO to complete negotiations with landowners for land associated with the proposed Granville Square, Valour Way roundabout, and the proposed park area adjacent the wastewater treatment facility.
3. Direct the CAO to complete the 90% design development and present the final detailed public realm design elements in advance of proceeding to procure Constructor services for the Redevelopment.
4. Initiate the process to consider amendments to the Downtown Halifax Municipal Planning Strategy and Land Use By-law to incorporate necessary changes to address building design requirements within the Cogswell District and follow the public participation program adopted by Council on February 25, 1997 (Attachment F).
5. Direct the CAO to provide a report and recommendation through the Audit and Finance Standing Committee which identifies a funding source for flood mitigation measures adjacent to the Karlson's Wharf area, once project scope and budget have been finalized, such that the measures can be implemented in conjunction with the Cogswell District Redevelopment.

BACKGROUND

The Cogswell District Redevelopment is a city building initiative intended to transform the Cogswell interchange from an underutilized piece of road infrastructure into a new vibrant urban neighbourhood in the heart of the downtown. Removal of the interchange has been discussed for several decades- almost from the day of its inception. The interchange, constructed in the late 1960's, was designed to maximize the flow of traffic into the downtown and was geared for one primary user, the vehicular road user. Its

construction created a physical and psychological barrier between the downtown, waterfront, and north end of the city.

Over the past 17 years, a multitude of plans and ideas have been put forward for the redevelopment of these lands. In May 2014, Regional Council approved the Cogswell Lands Plan (CLP) (Attachment B) for a comprehensively designed neighbourhood based on a revised street network configuration and directed a detailed design exercise be undertaken, with the plan returning to Council for a go/no go decision at the 60% level of design completion. The CLP imagined the radical remake of this area by converting the highway style interchange into an urban environment with new housing and businesses, connected by at-grade streets where everyone is safe, shifting the focus from private vehicles to make space for pedestrians, cyclists, and transit while freeing land for redevelopment. In September 2015, the Cogswell District Redevelopment Team (Cogswell Team) was established with the hiring of a Director to oversee the design completion and eventual reconstruction. In 2016, the Prime Design Consultant, Cost Consultant, and Traffic Engineering Consultant were engaged to undertake the design exercise. The design exercise has been overseen by the Cogswell Senior Management Steering Committee and has involved the input of all key HRM business units.

Encouraging thoughtful community feedback has been a cornerstone of the Cogswell District Redevelopment Project from the outset. On May 13, 2013, an extensive public engagement program was hosted by Mayor Savage and the Strategic Urban Partnership (SUP) coined the “Shake-Up”. The SUP Cogswell Shake-Up confirmed the public’s desire to see the Cogswell interchange demolished and the lands used to strengthen the downtown, provide mixed use development including affordable living space, be a place for people, play a substantial role in transit and active transportation and re-connect existing neighbourhoods to the downtown and waterfront. The idea that the redevelopment should not be constrained by requirements to make the demolition and construction of municipal infrastructure cost neutral through sale of lands for private development came out of the Shake-Up. That argument being based on the strength of the public good to be achieved and the contribution that Cogswell could make to a successful downtown. Feedback from the Shake-Up informed the CLP and the subsequent 60% design plan.

As part of the 60% design process, the Cogswell Team has performed extensive outreach to adjacent landowners, developers, utilities and the public regarding the proposed redevelopment. Outreach and communications mechanisms have included: personal and group meetings, social media platforms, advertising, a town hall session as well as focused public events to present information and elicit comment and input. Most recent outreach mechanisms have included seven public engagement sessions in April 2018, the Cogswell District Shape Your City on-line survey, and a facilitated discussion with a broad cross-section of stakeholders in May 2018.

A perimeter survey of the Cogswell lands has been completed and registered at the Land Registration Office. The Cogswell Team, in coordination with HRM Legal Services and Corporate Real Estate, have entered negotiations for the land acquisitions required to advance the Cogswell District Redevelopment with Halifax Water, CMHC, Crombie REIT and DND. These negotiations have progressed sufficiently for the purposes of the 60% design development and this report.

The 60% Design Plan for the redevelopment of the Cogswell District has been approved by the Cogswell Senior Management Steering Committee for presentation to Regional Council. The purpose of this report is to provide Regional Council with a detailed overview of the plan, the construction approach, and project cost and financing.

DISCUSSION

A. DETAILED ELEMENTS OF THE 60% DESIGN PLAN

Redevelopment of the Cogswell interchange site will better connect existing communities and strengthen the downtown core, a benefit that will be felt throughout the entire region. The proposed plan will convert 22 acres¹ (see Attachment G) of road infrastructure into a mixed-use neighborhood, extending the entrance of the downtown northwards and reuniting communities presently separated by the existing interchange lands. The urban street grid will be reinstated and create development blocks capable of supporting new residential and commercial environments for 2,500 people. High quality dedicated cycling lanes, multi-use trails, new parks and open spaces, a reimagined transit hub, and a significant central urban square transforms this vehicle-centric area into a livable pedestrian friendly area for people to live, work, and play.

The 60% Design Plan aligns with many of Council's previously approved policy directions. Several features of the new Cogswell District will represent the first implementation of many aspects of these policies. Specifically, the Plan aligns with:

- Economic Growth Plan 2016-21
- Integrated Mobility Plan
- Active Transportation Priorities Plan
- Halifax Transit's Moving Forward Together Plan
- Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS)
- The Draft Centre Plan
- Urban Forestry Master Plan
- Corporate Plan to Reduce Greenhouse Gas Emissions 2012-2020
- Regional Plan

The Plan being presented to Regional Council takes the design of the project to a 60% completion level. The design of the street network is confirmed, based on the conceptual network in the Cogswell Lands Plan approved by Regional Council in 2014. Street lane and sidewalk widths are confirmed along with details of tree-lined boulevards. Active transportation components are sized and located within the neighborhood based on feedback from HRM staff and local cycling organizations. The size of development blocks is confirmed and conceptual plans are developed for the parks, open spaces, and privately owned publicly accessible spaces (POPS). Ideas regarding streetscape details such as street lighting, furniture and transit shelters have been developed but are yet to be confirmed pending public review and input. These elements of the Plan have been presented to the public through a series of engagement sessions in April, 2018. Refinement of the public spaces and public realm details based on public feedback will occur between the 60-90% design completion exercise. The ideas received from the public are discussed later in this report.

The 60% Design Plan is attached as Attachment A. The constituent components of the Plan are summarized as follows:

Connectivity

- Replacement of the arterial throughway with urban streets reinstates connectivity between the waterfront and downtown with neighborhoods and commercial districts to the north and west.
- A redesigned Cogswell Street creates linear park and plaza space between Barrington Street and Brunswick Street, enhancing connectivity between the Cogswell District and open space/recreational activities on the Halifax Commons.
- New pedestrian linkages are provided between the Halifax ferry terminal and Historic Properties and the transit block through Granville Square, a new urban square at the south end of the District.

¹ The total area of the project encompasses approximately 22 acres, excluding land occupied by the Halifax Wastewater Treatment Facility. The CLP placed the project area at 16 acres. This latter figure was not based on survey data and included only lands directly occupied by the interchange.

Streets

- New at-grade streets designed in accordance with best practise standards for urban streets ensure reduced lane widths produce a more pedestrian friendly environment. The travel lanes will be 3.0m in width while the curb lanes will be 3.6m.
- Roundabouts create a prominent gateway while slowing traffic entering the downtown, converting Barrington Street from an arterial thoroughfare to an urban street.
- The street network has been conceived to allow for transit priority, specifically, the incorporation of dedicated transit-only lanes on Barrington Street from Duke Street north to the southern roundabout with priority signalization in this area.
- Large trucks are accommodated while maintaining neighbourhood friendly speeds. The street network, while it has been designed to accommodate the current truck volumes to the Port of Halifax, is not intended to facilitate volume growth for heavy transports.
- Concerns for mobility challenged individuals crossing roundabouts are addressed by the installation of pedestrian activated crossing lights at crosswalk locations.
- The new road network will facilitate traffic movement at urban street speeds as opposed to the current interchange speeds. The design is not intended to address current congestion in this area in peak morning and afternoon periods.

Residential & Commercial

- The at-grade street system extends the fine-grained block structure of the existing downtown northward, recreating a grid-style layout like that which existed in the area prior to construction of the interchange. Creation of the resulting development blocks encourage more people to live and work downtown and support new street level business opportunities.
- Land uses, building design and heights are governed by the existing DH-1 zoning on the site. The process to amend the Downtown Halifax Municipal Planning Strategy and Land Use By-law to address these requirements will begin following the decision on the 60% Design Plan by Regional Council. This exercise will follow the standard planning amendment process including opportunities for public input.
- Mixed use buildings with street level retail and commercial uses makes the Cogswell District home for approximately 2,500 residents.

Active Transportation

- Narrower vehicle lanes and wider sidewalks lined with generous treed boulevards create great walking environments throughout the new district.
- Bi-directional curb separated bikeways along Barrington, Upper Water and Cogswell Streets and a multi use trail between Cogswell Street and Poplar Park² introduce the first “all ages and abilities” (AAA) level active transportation networks into the downtown.
- 8.4 meters of space is dedicated to cyclists and pedestrians along the linear greenway between the two gateway roundabouts.
- The multi use trail extends south along Barrington Street via a linear plaza to Granville Square. Extension of the multi-use trail north to Gerrish Street is proposed for future consideration.
- Extension of the Barrington/Upper Water bi-directional bikeway along Hollis and/or Lower Water Streets is under study and will provide connection to the south end of the peninsula.
- Implementation of the Barrington/Upper Water and Cogswell Street bikeways, as well as the multi-use trail, will be an early achievement of the objectives of the Integrated Mobility Plan.

Parks & Open Space

- Poplar Park provides local community green space for the new District and existing neighborhoods bordering the area. Community garden plots, general lawn areas, existing trees, paths, and a playground are proposed features of this park.

² All park names will require approval through AO46, Respecting Asset Naming Policies. The names used in this report are temporary and reflect names used in the Cogswell Lands Plan.

- The land for the park results from the closure of 3+ lanes of existing Barrington Street as part of the redevelopment plus the lease of approximately 40,000 square feet of land adjacent to the Wastewater Treatment Facility. Halifax Water has agreed to enter a lease to enable development of the park. The lease is for 20 years or until such time the lands are needed for a possible expansion to the plant.
- North of Poplar Park, new parkland in front of the existing Spice building includes a roundabout entry plaza, continuation of the multi-use trail, and landscaped green space, further enhancing this new gateway area.
- Hurd's Lane provides a pocket park and connection between the multi use trail and a visual sightline to the landscaped space defined by the roundabout at Upper Water Street.
- Privately owned publicly accessible spaces (POPS) between the proposed buildings create additional open space within the District and encourage the expansion of street-level commercial opportunities
- Granville Square is a proposed central park that will anchor the south end of the development to the existing downtown. It is proposed as an urban style square with multi- use flexibility. Steps and switch-back walkways link to Barrington Street providing accessibility to the square and seating. Full design details are yet to be finalized.
- Granville Square provides an important destination through historic Granville Mall and linkage between the transit hub and the waterfront ferry terminal.
- Ordinance Plaza is a small urban plaza between Hollis and Upper Water Street that provides an important and safe link between Granville Square and the waterfront.
- Together, Granville Square and Ordinance Plaza create a virtual "front lawn" to Historic Properties, Morris Tea and NSCAD historic facades. Temporary closing of adjoining streets may permit larger festivals and events to occur in these spaces.

Urban Design- Public Realm

- Two roundabouts accentuated with landscaping, signage and/ or public art serve as major gateway entrances to the downtown.
- Poplar Park, the northern entry plaza at the intersection of Cornwallis and Barrington Streets, and the landscaped center of the northern roundabout will enhance the new entrance into the downtown.
- Double treed boulevards line the northern part of the Barrington bikeway and create a "greenway" atmosphere adjacent to the Department of National Defence (DND) property. Laser-cut artistic panels may line the fence adjacent to DND property, enhancing the pedestrian environment, beautifying this quasi-industrial area, and adding opportunity for artistic display.
- Trees lining the new streets increase the green canopy of downtown and enhance the streetscape.
- Sidewalk materials, street furniture, and street lights unify the look and feel of the District and help define it as a distinctive and interesting neighbourhood.
- The public realm space (sidewalks plus treed medians) varies in width from 4 m to 11 m enhancing walking and gathering areas and allowing ground level cafes, restaurants and other uses to intersect with public spaces.
- POPS, parks, roundabout circles and the urban square offer opportunities for public art, creative signage, and water features. Input from the public engagement sessions will help to complete the design of these spaces.

Transit Block

- A condensed transit hub centers on Barrington, Bells and Hollis streets with pedestrian linkages through Granville Plaza to the waterfront and ferry terminal. Bus routes from Duke and Albemarle Streets are relocated to the transit block.
- Transit-only lanes extend along Barrington Street between Duke Street and the Upper Water Street roundabout giving transit service priority in this area.
- Interesting bus shelters, signage, lighting, and landscaping make this section of Barrington Street function as an identifiable transit mall. Indoor waiting areas in adjacent developed buildings will provide all weather shelter for transit users.

Green Energy

- A district energy system (DES) recovering heat from the wastewater effluent stream at the Halifax Wastewater Treatment Facility (WWTF) will provide green energy to the Cogswell District with subsequent reduction in greenhouse gas production by 53% versus conventional energy sources.
- The proposed DES is an ambient temperature system with an energy centre located at the WWTF that would extract heat from the effluent stream and convey warm water as an energy input to heat pumps within each proposed building within the Cogswell redevelopment area. The DES would be owned and operated by Halifax Water as a regulated service.
- The DES concept has a business case requirement for mandatory connection from the new buildings within the limits of the redevelopment project. On April 18, 2018 the amendments to the HRM Charter came into force allowing Council to pass a by-law requiring developments to connect to a district energy system within the Cogswell Redevelopment Area.
- Halifax Water will undertake a separate 60% design review for a go/no-go decision on the DES. Depending on the timing and outcome of this decision, efforts could be made to construct the underground utilities elements while the Cogswell construction is in progress for increased efficiencies. This would reduce the installation costs of the DES and increase the financial viability of the system.

Commemoration, Diversity and Public Art

- Newly created streets – labelled on the Plan (Attachment A) as Proctor, Bells and Poplar- will require official street names, providing opportunities for commemoration. Civic address changes will be associated with the new street names.
- Opportunities for commemoration exist as well with naming newly created park and open space assets in accordance with Administrative Order 46, Respecting Asset Naming Policies.
- Cogswell District can serve as a showcase of Halifax's very best public spaces, through art, interpretation, activities, and amenities that will create a destination neighbourhood. The area furnishes prospects for the creation of plaques, statuary, and interpretive panels as well as unique possibilities for public art, decorative fencing, and intimate outdoor event venues.

Utilities and Service Infrastructure

There is a significant amount of underground servicing within the Cogswell District redevelopment area, including storm and sanitary sewer, water mains (Halifax Water), power duct banks and electrical infrastructure (NSPI), telecommunications (Aliant), and gas lines (Heritage Gas). These utility services provide both local servicing and transmission of services through the site for broader distribution within the peninsula. In addition, the regional Halifax Wastewater Treatment facility (WWTF) is within the project area and the effluent discharge piping crosses the site.

Redevelopment of the area will involve the maintenance of existing services, the reconstruction of existing services, as well as the installation of new infrastructure to service the new development parcels. Existing services can be relocated to suit the new street layouts. Further, the mass excavation the project will create can be exploited by local utilities and has the potential to eliminate, upgrade and modernize aging and outmoded infrastructure assets. The combined sewer overflow (CSO) chamber and primary trunk sewer which are critical infrastructure which cannot be relocated have been accommodated into the detailed design for redevelopment.

Much of the excavation and backfilling required for the implementation of Halifax Water's District Energy System (DES) is already covered within the scope of work required to create the Cogswell District Redevelopment. This is highly advantageous to Halifax Water's business case and a benefit to the future residents of the Cogswell District. There is, however, an amount of work required to install the DES that does not fall within the current Cogswell District and therefore is categorized as additional scope to the project. This additional scope must be funded by Halifax Water.

B. CONSTRUCTION APPROACH & EXECUTION

The construction of the Cogswell District poses several challenges which were identified, analysed and mitigated in the production of a proposed construction phasing plan. The plan considers such issues as pedestrian, cycling, transit, truck and vehicular traffic and access provisions. Also incorporated are the critical continuity of electrical, data, gas, water and wastewater services to the existing downtown customers. The plan further incorporates the required environmental, site noise and dust control while providing for minimal intrusion to surrounding businesses and occupants.

Project Phasing

The high-level three phased construction plan maintains key north/south and east/west connections through the project site during all stages of construction as outlined in Attachment C. Further, a constructability review was carried out by a team of specialists including industry members independent from the Cogswell Team. The review was based upon the industry accepted procedures and review processes outlined in the Ontario Ministry of Transportation's Guide for an Internal Review ("Constructability Review Process Guide, Version 2.0, dated April 2010").

Traffic Management During Construction

A complete traffic analysis associated with the phasing plan was completed by CBCL Ltd. in April 2018. Significant efforts will be made to help mitigate traffic congestion throughout the Cogswell corridor during construction. The proposed construction phasing plan will accommodate current vehicular traffic levels through the Cogswell site with four lanes of traffic maintained for the north-south alignment and two lanes maintained for east-west road directions. Currently, it is anticipated alternate traffic routes beyond the project boundary will not be required during any stage of construction. Provisions for bicycles through the construction site could be provided if required, however, diversion of cyclists from the area might be the safest option during construction. Pedestrian traffic will principally remain with existing pedways structures and selected crossing intersections as required. CBCL, the project's traffic consultant, has analyzed and reviewed the traffic service levels for each of the three construction stages; the resultant figures are acceptable during all stages. The Cogswell Team has coordinated with Halifax Transit the reassignment of bus routes that may be affected by the construction work. Existing routes can be facilitated with some minor route adjustments during all construction stages.

Environmental Protection Measures

A preliminary geotechnical and environmental site investigation was performed based upon seven representative borehole locations and one test pit within the Cogswell site. A subsequent report was released on November 3, 2017. Some minor contaminants were discovered. Following discussion with Nova Scotia Environment, it was determined the nature and amount of the contaminants were acceptable as most of the excavated earth was to be reutilized within the Cogswell site as fill. Once a constructor is engaged, a complete environmental risk and mitigation plan will be defined and followed according to the HRM Environmental Implications Section Guidelines.

Mitigation of Construction on Surrounding Businesses

The construction activities will incorporate the best management practices as outlined within AO 2016-003-ADM Respecting Construction Site Management. The constructor, once engaged will prepare an execution plan that incorporates the requirements for site protection, hoisting, permitting, vehicle and pedestrian safety as well as noise, dust and emissions control. The construction activity and site management will be monitored to ensure exemplary standards for work within or immediately adjacent to the public Right-of-Way (ROW) or public facilities are maintained at all times.

Schedule

Pending a successful determination at Regional Council and 60% approval to proceed with the Cogswell District Redevelopment, staff will immediately proceed to prepare a Request for Qualification (RFQ) that will be released by Procurement to determine future qualified constructors. Following Council's review of the 90% design details, staff will prepare a completed set of drawings, specifications and requirements to release to the market for procurement of Constructor services. It is anticipated the successful bidder could

be engaged through a construction contract in Q1 2019 as outlined in the Proposed Project Schedule (Attachment D). Construction would officially commence by the beginning of Q2 2019 and proceed per the attached proposed schedule.

C. MUNICIPAL PLANNING STRATEGY/ LAND USE BY-LAW AMENDMENTS

The 60% Plan does not include details regarding building design. Land use, building design and heights are governed by the existing DH-1 zoning on the site. The process to consider amending the Downtown Halifax Municipal Planning Strategy and Land Use By-law will begin following Regional Council's approval of the 60% Plan and will follow the standard planning amendment process including opportunities for public input. These amendments will relate to street wall setbacks and heights, identification of central blocks and prominent visual terminus sightlines. Amendments to the building design guidelines may be enhanced through this process if required.

The northern end of the project site is located within the proposed Centre Plan. The Cogswell Team is working closely with HRM Planning staff to ensure the proposed land use designations and zoning for the portion of the site north of Proctor Street align with the design objectives of the 60% Design Plan.

D. FUTURE PROOFING AND CONNECTIVITY TO OTHER INITIATIVES

As the Cogswell District Redevelopment design has progressed, all efforts have been made to facilitate the future incorporation of various other HRM initiatives at some future date. There are several related opportunities for precinct works, which could conceivably be executed and managed while the main Cogswell construction is undertaken but for which no approved scope or budget has been allocated. These potential precinct works, identified in Attachment E, include such aspirations as the extension of the Cogswell Street linear park/greenway and bikeway past Brunswick Street to connect with the North Park multi-use trail and entrance to the Halifax Commons, as well as extension of the multi-use trail north to Gerrish Street. To the extent possible, accommodations will be made to facilitate "smart" features for lights, signals and additional future bus queue jump lanes should the municipality decide to enact such strategies.

The potential exists for the Cogswell District to influence additional spinoff development. Redevelopment of the interchange lands is expected to have a positive influence on the future redevelopment of both HRM lands and private lands along Cogswell Street. Further, it is understood the Waterfront Development Corporation (WDC) and waterfront property owners along the north part of the Waterfront Boardwalk are looking at potential investments to revive that area based on the potential of Cogswell District proceeding. The WDC presented some of these ideas at the Open House engagement sessions held in April 2018.

FINANCIAL IMPLICATIONS

A Class "B" estimate has been prepared by professional cost consultants providing the most up to date and accurate statement of the anticipated project cost. A Class "B" estimate is accurate to within +/- 10%. The estimated project cost has increased from that presented in 2014; this was expected as the design proceeded through progressively more detailed phases. The Class B estimate, however, does provide staff and Regional Council with many more details and hence greater certainty of the costs associated the project.

Colliers International provided a real estate market assessment report as a component of the 2014 staff report which detailed the potential utilization and value of the newly created development blocks. To ensure market viability of the project, staff engaged Colliers International for two updates to the market assessment as the design progressed from 30% completion to 60% completion. The latest assessment completed in April 2018 indicates the value of the proposed development blocks has increased substantially over the 2014 assessment. The report also speaks to market absorption and timing of release of the new lots. The intention is to release the development blocks at strategic times to ensure quality development and to not detrimentally impact the overall market. Buyback agreements will be utilized to ensure the development

blocks, when sold, are developed within a reasonable timeframe.

Based on the most recent cost estimate and real estate market assessment, it is evident the redevelopment project can be funded 93% from the sale of the development blocks alone, excluding property taxes that will accrue from them.

The detailed cost of demolition, reconstruction of municipal infrastructure and public realm components associated with the Cogswell District can be found in the Private and Confidential Information Report dated May 1, 2018, along with the latest estimate of resulting revenues from the disposal of the newly created lots.

RISK CONSIDERATION

A risk management plan has been compiled to recognize, quantify and manage the various risk elements that the project will present during both design and construction execution phases. The plan's purpose is to identify, analyze, manage and mitigate project risk in a systematic and iterative process. The cornerstone of the risk management plan is the creation and utilization of the project's risk register document. The project risk register, combined with guidance from Steering Committee meetings provides a documented basis for how risks will be managed for the project. Risk categories have been considered for the Cogswell District Redevelopment for Pre-Design, 0-30% Design, 30-60% Design, 60-90%, procurement and for each of the three construction Stages. Discreet risk elements have been considered for;

- | | | |
|------------------|---------------------------|---------------------------|
| ▪ Communications | ▪ Environmental, | ▪ Legal & Insurance |
| ▪ Construction | Geological and Historical | ▪ Organizational & Policy |
| ▪ Design Scope | ▪ External Stakeholders | ▪ Political |
| | ▪ Financial | ▪ Procurement |

These risks have been primarily addressed through the various actions outlined on the Risk Register per HRM Risk Consideration Guidelines.

COMMUNITY ENGAGEMENT

Considerable efforts have been expended to introduce the work of the Cogswell Team to a wide-ranging group of more than 55 external stakeholders that will be impacted by the Cogswell Redevelopment. Initial meetings with these groups has occurred and subsequent follow-up sessions will occur throughout the Cogswell Program design and construction phases to ensure concerns particular to these groups are understood and addressed to the extent possible. Additionally, regular information updates have been issued to stakeholders so the general program progression and timelines are understood and any new concerns from the stakeholders can be investigated and responded to in a timely manner.

Public engagement sessions were held in April 2018 to update and engage residents and stakeholders on the Cogswell District 60% Design Plan. Specifically, input was sought on the public realm elements of the project: active transportation components, park and open spaces, elements of a proposed urban square, transit hub details, and streetscape design details. 145 written comment cards were received from those who attended the seven engagement sessions. 2100 visits were made to the Cogswell District Shape Your City website as of the writing of this report and 628 on line surveys were completed.

A summary of the feedback from the seven engagement sessions and the on-line survey is provided on the Cogswell District Redevelopment website; items identified as concerns are addressed through FAQs. Highlights of the feedback include:

- Overall, the responses from the public were positive and encouraging towards the Cogswell District 60% Design Plan. Many expressed excitement that a decision by Regional Council is imminent.

- General agreement the area is appropriate for higher density, however, size and massing of buildings require attention. Good urban design is required for all development blocks.
- Protected bikeways and cycle paths are welcome features; many support extension of the protected bikeway and linear park on Cogswell Street to the Halifax Commons.
- Positive feedback on Poplar Park design and fencing along east side of Barrington bikeway.
- Positive comments regarding the design of Granville Square, it's connection to the waterfront, and potential of the space for hosting events along with passive use.
- Accessibility is very important within the entire area.
- History should be celebrated in commemorative street and park names.
- Concerns raised included truck traffic through the downtown, quality of transit service to and from downtown, duration of construction and impact to vehicular and truck traffic.
- The inclusion of affordable housing within the District was raised as a concern.
- Conflicting perspectives were voiced regarding roundabouts versus intersections in terms of managing vehicular traffic, accommodating truck traffic, addressing bus priority, and pedestrian and cyclist safety
- Some concerns were expressed about building height and maximization of the development potential of the project; less development would mean more green/open space

In terms of the design of the public realm components, the following suggestions were provided from the on-line survey:

- Gateways- preferred features included landscaping, public art, signage, lighting and water features.
- Granville Square- respondents want Granville Square to be safe, natural, connected, sunny, open, exciting, more modern than traditional. The top five features included lighting, natural green spaces, seating areas, trees, and connection to the transit hub.
- Ordinance Plaza- responses were very similar as those for Granville Square
- Poplar Park- respondents want Poplar Park to feel safe, natural, open, sunny, inclusive, exciting and connected. Preferred features included trees, natural green spaces, a community garden, seating areas, lighting, flowers, and play structures.
- Protected Bikeway & MUT- majority of respondents agreed the protected bikeway and multi-use trail will provide safe/ comfortable cycling routes; pedestrian sidewalk and multi-use trail will encourage walking and mobility. Short term bicycle parking, bike repair station, and long-term bicycle parking were listed as the top desired bike related facilities.
- General Streetscape- most respondents agreed the various streetscape features unify the look of the District and define it as a distinctive neighbourhood.
- Transit Hub- Respondents highlighted safety, accessibility, ease of navigation, bus shelters and benches, and connection to the pedestrian network and multi-use trail as the top five desired features.

On May 10, 2018, the Cogswell Team and HRM staff met with a few dozen interested parties to present details of the 60 percent plan and receive input via a facilitated discussion organized by the Downtown Halifax Business Commission. The parties included developers, buildings owners, academics, Business Improvement Districts, Urban Development Institute, Waterfront Development Corporation and other special interest group representatives. Questions and concerns raised by the participants fell into the following broad categories: detailed design beyond the 60% design level, density, building design, project financing, ongoing port truck traffic, neighbourhood connectivity, project scope, low income housing within the development and the extent of public consultation and input.

The stakeholder group has decided to proceed to engage an external design firm, Gehl Architects, to provide recommendations to HRM regarding the public realm elements and building design parameters as part of the 60-90% design process and the planning amendment process focused on building design. The Cogswell Team and WSP, the Prime Designer, will review the input received from this effort, along with the input received from the public during the engagement sessions held in April, and determine which elements are appropriate to refine the design plan between the 60% and 90% detail levels.

Once the Cogswell District Redevelopment construction commences, on-going communication regarding the undertaking will be critical throughout all phases. A high-level communication plan has been developed to ensure property owners, stakeholders, the public, and Regional Council are well informed about the progress of the project as well as any changes to traffic movements through the site.

ENVIRONMENTAL IMPLICATIONS

As part of the National Disaster Mitigation Program (NDMP) Flood Risk Assessments project, the Halifax Regional Municipality retained WSP Canada Inc. to assess flooding risks and develop mitigation strategies for key flood-prone areas of the Municipality. This report focussed on one of the top ten high priority sites that underwent Detailed Risk Assessment: Site No. 8 – Karlson’s Wharf, which is situated on Upper Water Street near the Halifax Wastewater Treatment Facility. The roadway is situated in a topographic low point and experiences flooding during rainfall events. The area is drained primarily by the minor catch basin system, with a lack of a defined overland drainage route to the adjacent Halifax Harbour. Due to this proximity to the Harbour and the associated minimal topographic relief of the system, the effectiveness of the existing system is highly dependent on tidal fluctuations.

On March 21, 2018, HRM staff approved WSP to investigate possible flood mitigation solutions that could be performed at the same time the Cogswell District Redevelopment was being constructed. The report indicated a possible solution by addressing the low point in Upper Water Street near Karlson’s Wharf which would need to be raised approximately 0.55 m above the roadway surface elevation currently proposed for the redevelopment. This would most likely place all Upper Water Street’s right-of-way above the projected worst case tidal elevation. Substantial regrading of the DND owned property as well as part of the Halifax Waste Water Treatment Facility parking lot will be required. This would also need to be coordinated with the proposed upgrades to Upper Water Street as part of the Cogswell District Redevelopment. WSP has prepared a Class D Level (+/- 25-30%) estimate for this additional scope element of \$400,000. The options analysis is under reviewed by HRM staff.

ALTERNATIVES

1. Regional Council could choose not to proceed with the Cogswell District Redevelopment and direct staff to cease further design efforts and release their retained consultants and staff. The implications of this alternative would be:
 - a. Regional Council’s decision would not be in support of Policies 1, 50, or 60 of the Downtown Halifax Secondary Municipal Planning Strategy. Proceeding with this alternative would present a lost opportunity to create the Cogswell District and reconnect the downtown and the north end of the city.
 - b. Regional Council has committed in several policies to many of the objectives that are embraced by the Cogswell District Redevelopment, such as the Integrated Mobility Plan (IMP). These policy objectives will not be realized under this alternative.
 - c. Finally, the existing bridge, overpass and retaining wall structures are over 50 years old. Basic inspections and state of good repair efforts are expected to cost approximately \$3,350,000 over the next 15 years. This figure does not include life-cycle analysis and replacement costs for these aging structures. The average life expectancy of such structures is 75 years.
2. Regional Council could delay deciding on the Cogswell District at this time. Staff do not support this recommendation as the current momentum around the project would be lost, expense would be incurred to maintain project staff, and engaged consultants would be lost to other project demands. If the project was restarted in the future, a significant effort would be required at increased cost to re-engage the required resources to move the design beyond the current level. Additionally, many current assumptions would require reinvestigation and new costing and market analyses would be required, adding cost and considerable delay to the recommencement of the project.

3. Regional Council could consider including construction of the linear park/greenway on Cogswell Street between Brunswick Street and the North Park roundabout, illustrated in Appendix E, as part of the Cogswell District Redevelopment. Staff support this recommendation if the additional \$8.9 M required to complete the linear park/ greenway is provided in addition to the proposed budget for the project as outlined in the Confidential Information Report dated May 1, 2018.
4. Regional Council could consider directing the CAO to proceed to complete the 90% design development, specifications, plans and proceed with procurement of the Cogswell Constructor services with funding from Project Account CT000007 Cogswell Interchange Redevelopment as outlined in the Financial Implications section of this report and return to Regional Council for approval of the contract award. This alternative would enable the project to proceed earlier, eliminating 3.5 months from the project schedule.

ATTACHMENTS

Attachment A - 60% Design Plan

Attachment B - Regional Council Report Item 11.4.1 - May 13, 2014; Cogswell Lands Plan (CLP) can be viewed at <https://www.shapeyourcityhalifax.ca/5333/documents/9512>

Attachment C - Proposed Construction Phasing Plan

Attachment D - Proposed Project Schedule

Attachment E - Additional Precinct Works

Attachment F - Public Participation Program - February 18, 1997

Attachment G- Land Use Calculations

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: John Spinelli, Cogswell District Redevelopment Director, 902.293.8567
Donna Davis, Cogswell District Redevelopment Manager, 902.476.8486

Original Signed

Report Approved by: Jane Fraser, Director, Corporate & Customer Services, 902.490.4630

60% DESIGN PLAN



Item No. 11.4.1
Halifax Regional Council
May 13, 2014

TO: Members of Halifax Regional Council

Original signed

SUBMITTED BY: _____
Mayor Savage, Chair of Executive Standing Committee

DATE: May 1, 2014

SUBJECT: Cogswell Lands Plan

ORIGIN

Executive Standing Committee Meeting - April 28, 2014

Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS) Policy 50; HRM shall consider undertaking a Cogswell Interchange Functional Plan as a priority to ensure the future use and urban design of these lands.

At the January 12, 2009, meeting of Halifax Regional Council the following motion was approved;

Halifax Regional Council:

- 1) approve the issuance of an RFP for consulting services to produce a detailed master plan for the removal and re-design of the Cogswell Interchange; and
- 2) instruct staff to explore the establishment of reserve Capital funding to offset future costs related to the maintenance and/or demolition and redesign of the Cogswell Interchange.

LEGISLATIVE AUTHORITY

Executive Standing Committee Terms of Reference, Section 3.7 Council Priority areas and Corporate Performance Objectives; Section 3.7.1 - *Strategic oversight of progress on HRM's Corporate Performance Objectives and Council's priority areas.*

Halifax Regional Municipality Charter, Section.61, Powers of the Municipality regarding property; Section 63 Sale or lease of municipal property; Section 233 Acquisition of land for development; and Administrative Order 50; Disposal of Surplus Real Property.

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Approve The Cogswell Lands Plan as the guiding document for the next stage of work for the removal and re-design of the Cogswell Interchange.
2. Approve the functional road network as proposed in the Cogswell Lands Plan.
3. Direct staff to initiate the following work and return to Council as required:
 - a) Communicate the Cogswell Lands Plan, as approved, to the public, adjacent landowners and future developers through the municipal website, individual meetings and a public open house held in conjunction with the Strategic Urban Partnership.
 - b) Proceed with the Detailed Design for the demolition and redevelopment of the Cogswell Interchange including issuing Requests For Proposals to retain necessary expertise.
 - c) Enter into negotiations for land acquisitions required to advance the Cogswell redevelopment.
 - d) Prepare a financial plan for the demolition and redevelopment of the Cogswell Interchange.
 - e) Commence preparations for Municipal Planning Strategy /Land Use By-law amendments and necessary street closures as per the HRM Charter.

BACKGROUND

The Executive Standing Committee received a staff presentation and reviewed a staff recommendation report dated March 25, 2014 and a private and confidential information report dated March 25, 2014 respecting the Cogswell Lands Plan at their April 28, 2014 meeting.

DISCUSSION

The Executive Standing Committee received the presentation on the project and discussed several of the significant implications associated with re-development of the Cogswell Lands.

The Committee put forward a recommendation to Regional Council to approve the Cogswell Lands Plan as a guiding document for the next stage of the work for the removal and design of the Cogswell Interchange, approve the functional road network as proposed in the Cogswell Lands Plan and direct staff to initiate the following work outlined in the recommendation section of this report.

FINANCIAL IMPLICATIONS

The financial implications are outlined in the March 25, 2014 staff report.

COMMUNITY ENGAGEMENT

The Executive Standing Committee meetings are open to the public. Additional information respecting community engagement on this matter is outlined in the March 25, 2014 staff report. Community engagement will be a significant part of the proposed Cogswell redevelopment.

ENVIRONMENTAL IMPLICATIONS

The environmental implications are outlined in the March 25, 2014 staff report.

ALTERNATIVES

No alternative were provided by the Executive Standing Committee. Alternatives are identified in the March 25, 2014 staff report.

ATTACHMENTS

1. Staff report dated March 25, 2014

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Krista Vining, Legislative Assistant, Office of the Municipal Clerk



P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No.
Executive Standing Committee
April 28, 2014

TO: Chair and Members of the Executive Standing Committee

Original Signed

SUBMITTED BY:

Richard Butts, Chief Administrative Officer

DATE: March 25, 2014

SUBJECT: Cogswell Lands Plan

ORIGIN

Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS) Policy 50; HRM shall consider undertaking a Cogswell Interchange Functional Plan as a priority to ensure the future use and urban design of these lands.

At the January 12, 2009, meeting of Halifax Regional Council the following motion was approved;

HRM Regional Council

- 1) approve the issuance of an RFP for consulting services to produce a detailed master plan for the removal and re-design of the Cogswell Interchange; and
- 2) instruct staff to explore the establishment of reserve Capital funding to offset future costs related to the maintenance and/or demolition and redesign of the Cogswell Interchange.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, Section.61, Powers of the Municipality regarding property; Section 63 Sale or lease of municipal property; Section 233 Acquisition of land for development; and Administrative Order 50; Disposal of Surplus Real Property.

Recommendations on Page 2

RECOMMENDATION

It is recommended that Halifax Regional Council:

- 1 Approve The Cogswell Lands Plan as the guiding document for the next stage of work for the removal and re-design of the Cogswell Interchange.
- 2 Approve the functional road network as proposed in the Cogswell Lands Plan.
- 3 Direct staff to initiate the following work and return to Council as required:
 - a) Communicate the Cogswell Lands Plan, as approved, to the public, adjacent landowners and future developers through the municipal website, individual meetings and a public open house held in conjunction with the Strategic Urban Partnership.
 - b) Proceed with the Detailed Design for the demolition and redevelopment of the Cogswell Interchange including issuing Requests For Proposals to retain necessary expertise.
 - c) Enter into negotiations for land acquisitions required to advance the Cogswell redevelopment.
 - d) Prepare a financial plan for the demolition and redevelopment of the Cogswell Interchange.
 - e) Commence preparations for Municipal Planning Strategy /Land Use By-law amendments and necessary street closures as per the HRM Charter.

BACKGROUND

The demolition of the Cogswell Interchange has been a subject of public discussion since it was built as part of the Harbour Drive transportation plan in 1971. The Harbour Drive Plan was abruptly cancelled in 1971 leaving the completed Interchange as an underutilized reminder of a different approach to the downtown development. A regular subject in the Environmental Design Studio at the Nova Scotia College of Design, students generated hundreds of design ideas around rethinking of the area. However, removal was not a top priority as the public and Municipality were focused on other matters and the interchange was in the first half of its expected lifespan. In 1995 the Cogswell Interchange was the attention of a Student Planning and Architecture Conference sponsored by the Downtown Halifax Business Commission. The public conversation continued over the next decade with a series of visioning exercises and high level meetings, some involving the municipality. The focus at this time was “should the interchange come down” and “what might it be replaced with”. Ideas included commercial office towers, public facilities such as stadiums, Metro-Centre II, Commonwealth Games Facilities, large parks among others. Equally, constraints and challenges were also brought forward. These challenges included steep grades, existing infrastructure, missing streets, appropriate urban development and building height, traffic accommodation, road alignment and cost.

HRM conducted several studies between 1999 and 2006 related to the Cogswell Interchange. Each of these studies explored a specific challenge, including traffic, road layout, finances, and best practice examples from other cities. While they were forward in their thinking, each

examined one issue, and with no firm direction for re-development, left many questions and possibilities remaining. Between 2007 and 2009 the HRM by Design process worked to create a direction for the Regional Centre and downtown Halifax. In 2009, Regional Council adopted a mixed use, form based direction for downtown Halifax by approving the HRM by Design Study and the Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS). The Downtown Halifax Secondary Municipal Planning Strategy recognized that much of what was required for the redevelopment of the Cogswell Interchange was unknown and was not overly prescriptive in terms of the Cogswell Precinct. It did call for it to be redeveloped in line with the goals and objectives of the DHSMPS. It also called for a master plan to be undertaken to produce a concept for redevelopment and advance the matter to Council for consideration.

Over the last year, staff has substantially advanced work on the Cogswell Lands for the consideration of Regional Council. Staff was concerned to provide Council with more than a conceptual master plan to aid in their deliberation for removal and redevelopment of the Interchange. Therefore, the work has centered around four key elements;

- 1) **The Cogswell Lands Plan** - The objective of the Cogswell Lands Plan was to produce a redevelopment plan based on the stated objectives of HRM and the public. The plan uses an integrated approach to balance municipal Engineering, Urban Design and Economic objectives into a feasible plan. The plan was commenced in January of 2013. Ekistics Planning and Design led a team with membership from SNC-Lavalin, OCL Services, Davis MacIntyre and Associates, and Colliers International. They were tasked to develop and test four scenarios using objectives found in the Regional Plan, Downtown Municipal Planning Strategy and Economic Strategy as well as the work of the Strategic Urban Partnership. A preferred plan was then chosen by the HRM Interdepartmental Steering Team and Consultant for further refinement and recommendation to Regional Council.
- 2) **Independent Market Assessment** – The proposed plan was then analyzed through a Market Assessment to determine how the redevelopment might be received by the market and what its impact might be both at Cogswell and in other parts of the Regional Centre. This work informs Council and staff as to the potential market support for the redevelopment scheme, identifies any market sensitivities, and estimates market absorption rates. This intelligence factors into HRM decisions around timing, financing, and assesses the market direction for the redevelopment against stated municipal objectives.
- 3) **Cogswell Interchange Condition Review** - The third element was a review of the current infrastructure condition of the Cogswell Interchange. This work determines if there are any near term life cycle maintenance and cost factors associated with the present Cogswell Interchange that would factor into HRM's decision on timing for the redevelopment. It also is useful in creating preliminary phasing and timelines for the demolition. HRM and the Province of Nova Scotia had conducted an examination of the infrastructure condition in 2008. That examination identified immediate repair requirements and the need for a more comprehensive and increasingly costly maintenance program for components of the interchange as it continues to age. Engineers at that time recommended immediate investment of \$1.6 million in repairs and regular inspections to take the structure to 2019. The Province and HRM addressed those

requirements with a repair program in 2010 and 2011. HRM conducted a Level II Inspection in 2013 of non-structural bridge infrastructure as part of its regular inspection program.

- 4) **Cogswell Shake-up Public Consultation** - The fourth element produced for the benefit of Council's decision making was a public engagement process, The Cogswell Shake-up, carried out by the Strategic Urban Partnership (Attachment 3). The public event was aimed at adding detail to previous public discussions regarding the Cogswell Interchange. The session asked the public "What do you want Cogswell to do for your City". It aimed at sampling the appetite of the public for redevelopment of the Cogswell lands and what public objectives the Cogswell redevelopment should advance. The exercise also served to confirm and refine public direction voiced previously and captured in the DHSMPs and Economic Strategy.

All four areas of work contain useful and detailed information for advancing the re-development of the Cogswell Interchange lands. The four elements combined are summarized in the Cogswell Transformed Synthesis Report (Attachment 2).

DISCUSSION

Work around the Cogswell Interchange has now advanced to a point where Council is able to consider a recommendation by staff to move forward with the demolition and re-development of the Cogswell Lands.

- The Cogswell Lands Plan creates an overall solution for the complex requirements of municipal infrastructure and mixed use private redevelopment. It sets a firm walkable, compact and dense, mixed use direction for redevelopment based on an extension of the fine grained downtown street grid. It also proposes a phased approach for the demolition and redevelopment of the municipal infrastructure. The Plan is found as Attachment 1. An analysis of how the Plan achieves Council objectives and integrates with other works carried out for the redevelopment of Cogswell is found in the Cogswell Transformed Synthesis Report as Attachment 2.
- The Independent Market Assessment has identified a strong market for predominantly mixed use multifamily residential with some commercial development. This is in line with HRM's Regional Plan, Downtown Halifax MPS and Economic Strategy. The market uptake, estimated at 8-13 years, recognizes that development will occur in other parts of the downtown and Regional Centre and that those developments along with Cogswell will play a large role in responding to market demand and in meeting HRM's targets for the downtowns. Cogswell does this by assuming 25 to 30 percent of anticipated new peninsula multifamily development over the project's build-out period. The Plan will also be a catalyst to spur development in the immediate surrounding area over the next twenty years. (Anticipating some volatility in the market during that period). As a predominantly residential mixed use development it will not shift the epicenter of downtown from the Central Blocks (Downtown Precincts 4 and 6) which are

a key focus area for downtown Halifax in the DHSMPs

The Market Assessment reports that potential revenues from the newly created Cogswell Lots slightly exceed the demolition and reconstruction costs of new infrastructure. This provides a compelling business case to proceed with detailed design including a financial strategy for advancing the removal and re-development of the lands and its associated public benefits. The Market Assessment can be found as Attachment 1 of the Confidential Executive Standing Committee Information Report dated March 25, 2014. All potential costs and revenues are based on Probability of Cost Estimates (Class D) and are subject to further refinement as more detailed design is completed.

- The Condition Assessment did not identify any compelling repair requirements which would require HRM to act within the next two to three years. It does still require the Province and HRM to carry out minor repairs and to continue to monitor the infrastructure's condition until it is removed. Owing to the need to provide continuity in the transportation network serving the north end of the downtown, staff does feel it is prudent to prepare for the eventual removal of the interchange rather than wait until its condition became critical or costly. The Cogswell Lands Plan is part of that prudent preparation, as is the work outlined in the Next Steps section of this report.
- The SUP Cogswell Shakeup confirmed the public's desire to see the Cogswell Interchange demolished and the lands used to strengthen the downtown, provide mixed use development including affordable living space, be a place for people, play a large role in Transit and Active Transportation and re-connect existing neighbourhoods to the downtown and waterfront. The idea that the redevelopment should not be constrained by requirements to make the demolition and construction of municipal infrastructure cost neutral through sale of lands for private development came out of the Shake-Up. That argument being based on the strength of the public good to be achieved and the contribution that Cogswell could make to a successful downtown. A summary of the SUP Cogswell Shakeup can be found as Attachment 3 of this staff report.

The Cogswell Lands Plan as presented works to achieve the highest balance of municipal objectives, sets a feasible direction, and indicates that the near term market has room for the six acres of mixed use development land contemplated by the Plan along with the public streets and parks. Additional detail can be found in Attachment 1 and Attachment 2 of this report.

The Cogswell Lands are always brought forward as a potential site for any future stadium, as other cities have fared well with stadiums in proximity to downtown areas. Placement of a stadium or new metro centre on the Cogswell Lands was examined as Option No.1 in the Lands Plan. The exercise proved that most of the Cogswell lands would be required for a large format building with an additional requirement for purchase and demolition of private properties. The Cogswell Lands may be sixteen acres in size but are 700 m long by only 140 m at its widest point. The lands are just too long and narrow to accommodate a 20,000 seat stadium and necessary transportation flows. The size of a major civic facility with minimal parking requirements served to create little improvement on problems already presented by the existing interchange.

Scale of the Initiative and Potential Impact

The DHSMPS is clear that the redevelopment of Cogswell is to be one of HRM's tools in ensuring a vital downtown. To that end, the Plan's study area not only included Precinct 8 (Cogswell) but also adjacent precincts 7 (Historic Properties) and 9 (North End Gateway) and a small area of the Halifax North Plan Area. This enables the integration between these neighbourhoods and a redeveloped Cogswell lands to be a fundamental focus. It also requires the study to explore the potential impact that any redevelopment of the Cogswell Lands could have in terms of development. While the Plan speaks to this matter, much of the "spin-off" development is beyond the control of HRM and could be sometime in the future. The primary engineering, urban design and economic focus of the plan is on the sixteen acres of municipal property that is the actual Cogswell Interchange. Therefore, while the study impact area is large at 97 acres, (see attachment 1) the direct recommendations and actions for Council and staff deal with the 16 acres of municipally owned land and the necessary changes to municipal infrastructure. In terms of scale this is the same size as the Halifax Public Gardens and as such is not beyond an organization that is accustomed to implementing an annual Capital Work Plan of \$214 million dollars.

Planning Amendments

Most of the development parcels that are identified in the Master Plan area are in the Downtown Halifax Plan Area. Generally, the permitted building heights allow for tall buildings in this area, although a lower height is called for immediately to the north of the Trade Mart building. Therefore, with some potential adjustments to the proposed building heights in this area, the envisioned changes to the DHSMPS and DHLUB would be limited to providing for greater context information about the redevelopment of these lands and new maps to recognize the proposed street grid.

There are some lands in the northern part of the Cogswell area that are inside the Halifax Plan Area. Changes to Halifax Municipal Planning Strategy (HMPS) and Halifax Peninsula Land Use By-law (HLUB) would be required, but are seen as being minor in scope.

Any amendments to the planning documents are to be the subject of a full initiation report to Regional Council, which would be followed by public consultation and a public hearing.

Next Steps

If Regional Council adopts the Cogswell Lands Plan as direction for removal and redevelopment of the Cogswell Interchange, staff recommends that HRM move to the next stage in the process. That stage is Detailed Design, a necessary step prior to commencement of demolition and reconstruction. Staff makes this recommendation for the following reasons;

1. Detailed design finalizes municipal infrastructure requirements and layout bringing additional certainty to community and infrastructure planning at Cogswell and to adjacent neighbourhoods.

2. Detailed design will firm up land requirements for any land acquisitions or disposals necessary for street ROW and open space, a process which can take time.
3. It will define the final configuration of lots for private development.
4. It will address the fine points of phasing, duration, temporary transportation requirements and access to existing development during the demolition and construction period.
5. It will produce an increasingly more precise estimate of costs and phasing for input into project financial planning.
6. The Detailed Design process will provide the development community and surrounding landowners with HRM's intentions to bring desirable lands to market for private development and provide a level of detail and timing to enable them to consider the Cogswell project as part of their business planning cycle.

Owing to the interdependencies involved in the Cogswell Lands, staff proposes a 30/60/90 percent phased approach to Detailed Design. That approach is detailed in Attachment 2 page 25.

This approach;

- 1) allows for iterative refinement of the Plan to a detailed level with early involvement by utilities, regulatory bodies and key landowners.
- 2) surfaces issues early in the process
- 3) allows all the requirements of the redevelopment to be advanced in concert to ensure that transportation, utilities, open space, real estate and financing remain integrated and balanced as they are intended by the Cogswell Lands Plan.
- 4) provides enough detail at the 30% stage to refine the MPS and LUB amendments, financial planning, land acquisition and sales and marketing.
- 5) creates logical check-in points for Council and senior management to be advised of progress and receive confirmation of key conditions such as traffic accommodation, costs, market absorption, interest rates and business interruption plans so that necessary direction may be given.
- 6) creates assessment and "go/no-go" decision points allowing Council to respond to sensitivities and unforeseen changes, such as interest rate increases, changing, market conditions, changing priorities etc.

Project Resourcing

There are two primary considerations associated with moving to the detailed design and re-development stages for the municipality;

1. Maintaining staff resourcing and service levels required to attend to Council's priority initiatives and day to day municipal work while focusing on an interdepartmental, multi-year project, such as the redevelopment of the Cogswell Interchange.
2. There is a lack of intimate private mixed use development experience within the Municipality. This is seen as a requirement necessary to ensure that the final detailed project is attractive to urban developers/commercial owners and potential residents. It also serves to ensure that the municipality and the public realize it's appropriate level of return and benefit from the sale and private re-development of the lands.

To that end, staff proposes to set up a project office resourced with a combination of contract staff and consultants and overseen by an HRM Staff Steering Team tasked to move the project through the appropriate steps.

FINANCIAL IMPLICATIONS

Current Infrastructure Requirements

Estimated infrastructure repairs for the upcoming five-year period total \$146,000 for the Cogswell Interchange. Funds will be budgeted during future annual Project Budget cycles to coincide with operational requirements. Should Council not wish to proceed with the demolition of the Cogswell within the next five years or longer, staff will explore the concept of a Reserve for the extended life cycle maintenance of the structure beyond 2019 and bring that back to Regional Council for consideration in accordance with 2009 Council direction.

Demolition and Reconstruction Costs

The cost of demolition, reconstruction of municipal infrastructure and public realm components associated with the Cogswell Interchange are part of the Confidential Information Report dated March 25, 2014, along with an estimate of resulting revenues from the disposal of newly created lots.

Detailed Design Budget

In terms of advancing detailed design, a budget of \$750,000 under Project Account Number CT000007 – Cogswell Interchange Redevelopment has been approved by Regional Council as part of the 2014/15 Project Budget deliberations. The budget availability has been confirmed by Finance.

COMMUNITY ENGAGEMENT

The Cogswell Lands Plan is the result of a steadily refined series of public input opportunities and consultations over more than a decade. These include the consultations associated with HRM by Design, the Halifax Economic Strategy and the adoption of the Downtown Halifax Municipal Planning Strategy. The Cogswell Shakeup, hosted by the Strategic Urban Partnership and held in May of 2013 served to confirm and refine the directions set previously and was extremely useful in re-engaging the public in what will be an on-going, albeit, more directed conversation.

If the project moves forward, there will be the need for additional public and stakeholder consultation as the detailed plan is refined. Particular opportunities will exist around park and open space design, DHMPS and LUB changes and detailed design related to adjacent properties.

It is also important to keep the public, adjacent landowners and potential private developers informed of the Cogswell work. Recommendation 6 of this report proposes a public information session and website to communicate Council's decisions and direction to date and outline future requirements for public and stakeholder input and the timelines associated with the project.

ENVIRONMENTAL IMPLICATIONS

The project is part of a strategy, under the HRM Regional Plan, to enable achievement of Urban Growth Targets. The project has the potential to positively impact Council's sustainability targets through increased density, compact form, walkability, alternative transportation and the potential for creation of a district energy system for the new development and possibly for the surrounding area.

A preliminary environmental scan conducted as part of the Cogswell Lands Plan indicates the need for further testing to look for possible archeological assets and possible contamination associated with the settlement on site from 1749 to 1966. Testing will also be conducted to determine the presence of pyritic slate resulting from the underlying bedrock and/or the use of excavated pyritic bedrock from the Scotia Square development for fill during the intersection construction.

ALTERNATIVES

Regional Council could alternatively;

- 1) Ask staff to return to Regional Council with a closer examination or more information on a particular topic for the further consideration of Council.
- 2) Determine not to move ahead with the next steps for the re-development of the Cogswell Lands.

While there is the option to adopt the Lands Plan and advance to the Detail Design stage at some future time (Alternative 2), the Staff feels that moving through the 30 percent if not the 60 percent stage now would remove up to a year from any future timeline. A "Go/No Go" decision for Council to proceed is built into the 60 percent phase of the Detailed Design and Council and staff are able to adjust the project timeline right up to the 90 percent stage prior to tendering. If the Cogswell redevelopment in no way figures into Council's strategy for the next 3-5 years they should not proceed with the full detailed design phase as there are too many factors which could change beyond a five year period.

ATTACHMENTS

- 1) Cogswell Lands Plan – Cogswell Transformed
- 2) Cogswell Transformed Synthesis Report
- 3) Strategic Urban Partnership – Cogswell Shakeup Report

A copy of this report can be obtained online at [http //www.halifax.ca/council/agendasc/cagenda.html](http://www.halifax.ca/council/agendasc/cagenda.html) then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by Peter Bigelow, Manager, Public Lands Planning, RELM, P&I 490-6047

Report Approved by

Original Signed

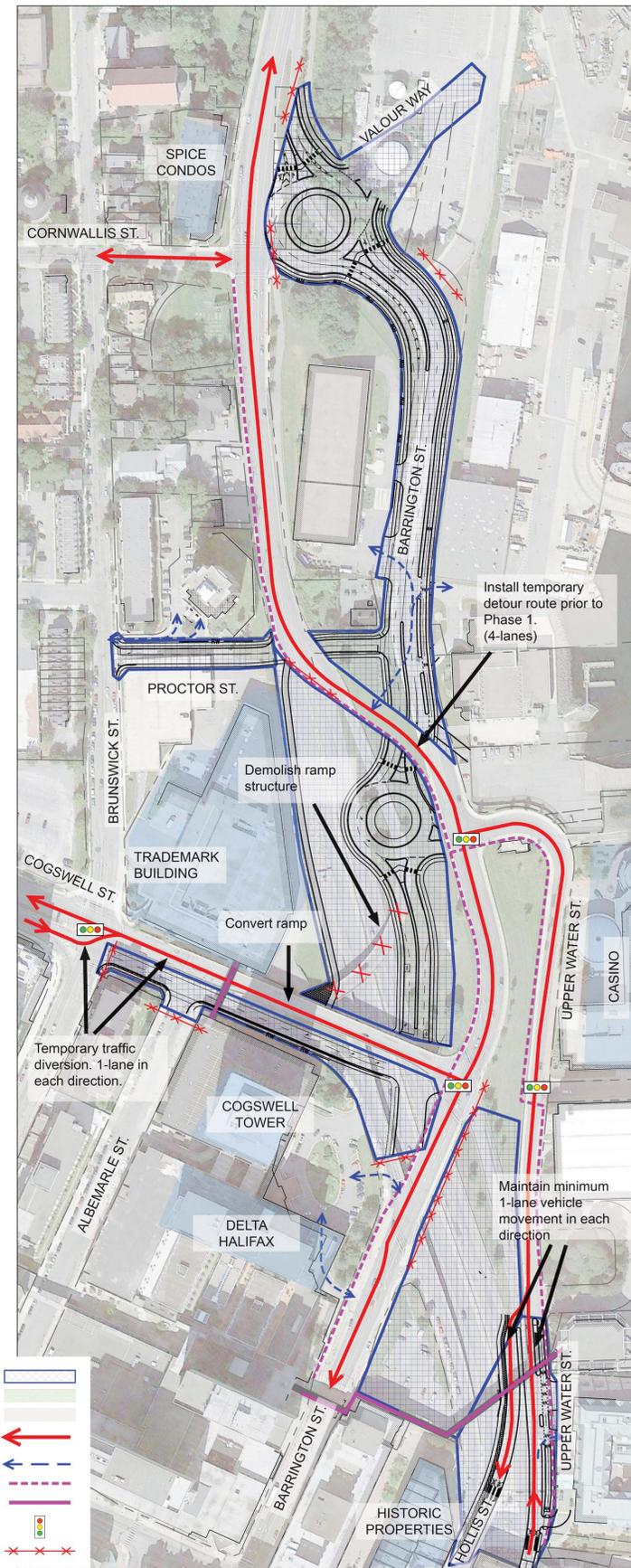
Peter Stickings, Manager, Real Estate and Land Management, P&I 490-7129

Original Signed

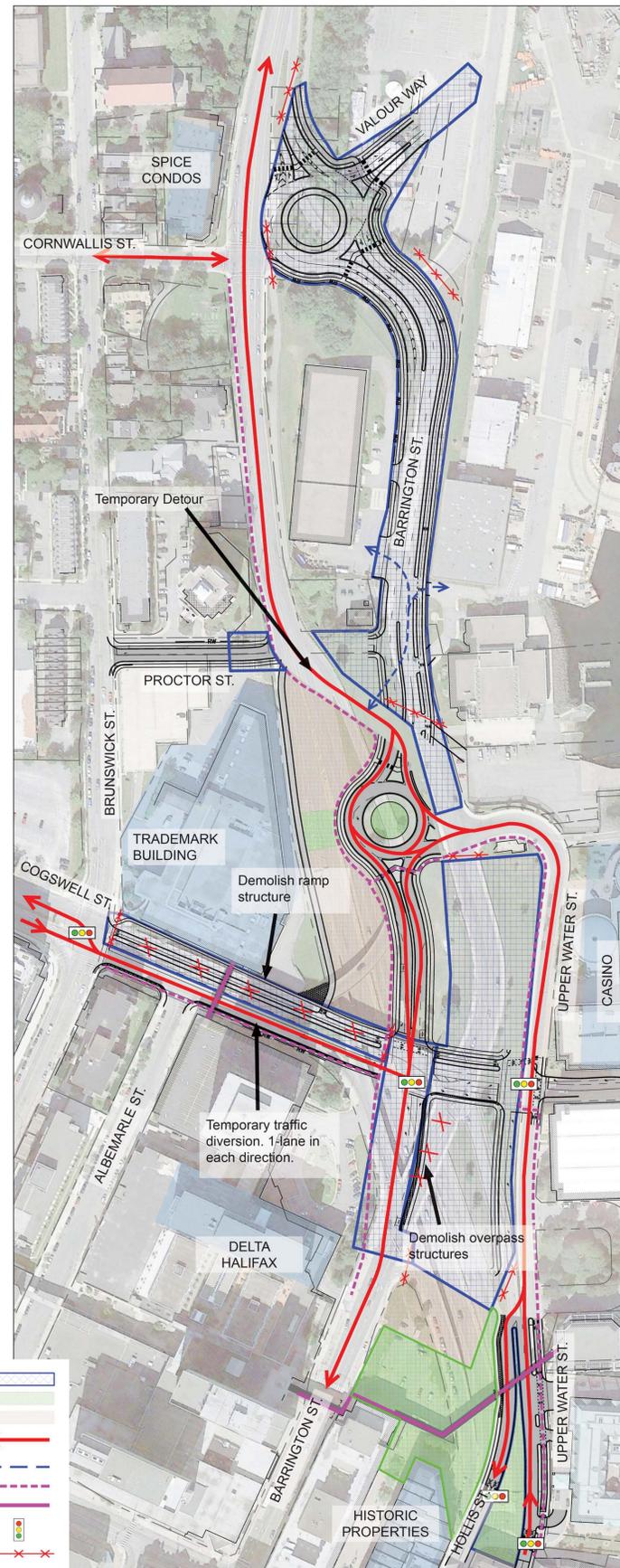
Report Approved by

Jane Fraser, Director, Planning and Infrastructure, 490-7166

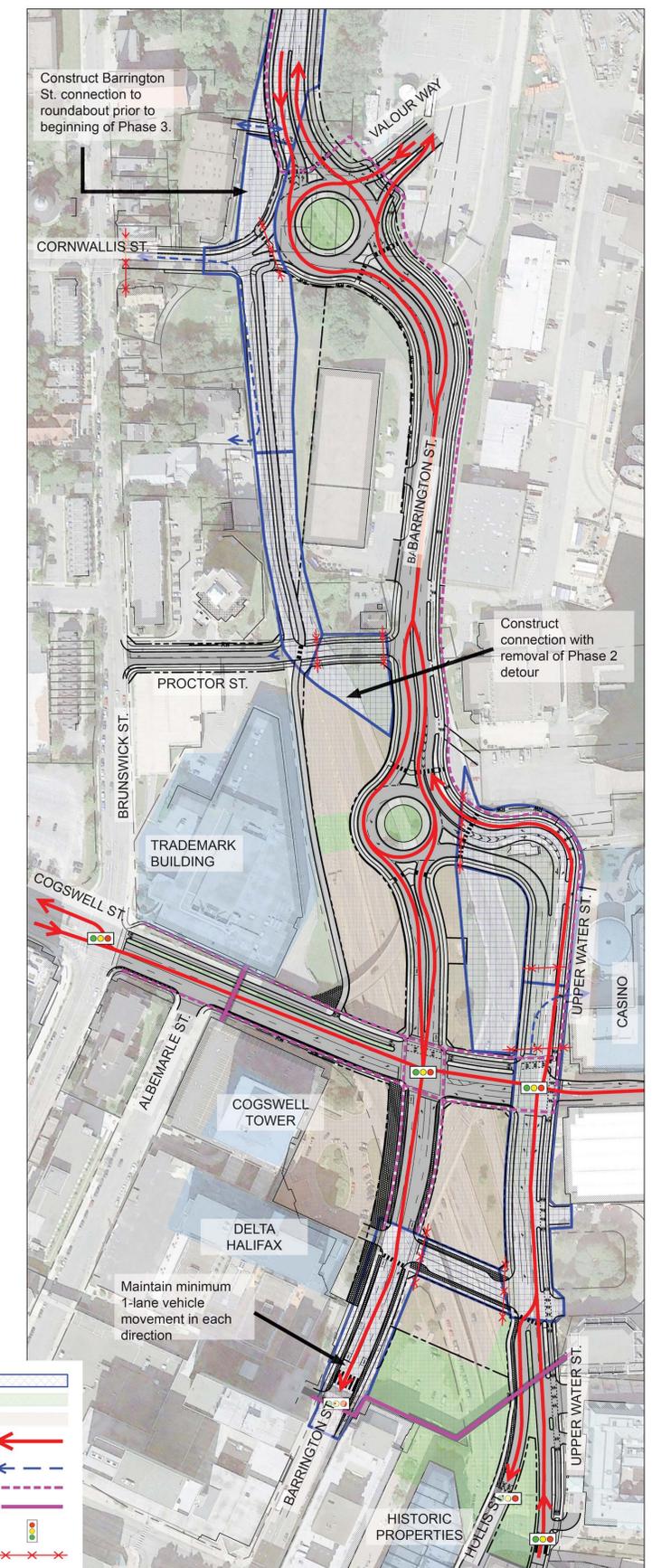
PHASE 1: Spring 2019 - Summer 2020



PHASE 2: Summer 2020 - Summer 2021



PHASE 3: Summer 2021 - Spring 2022



**COGSWELL REDEVELOPMENT PROGRAM
HIGH LEVEL CONSTRUCTION SCHEDULE**



ATTACHMENT E - PRECINCT WORKS

As the Cogswell District Redevelopment design has progressed, all efforts have been made to facilitate the future incorporation of various other HRM initiatives at some future date. There are several related opportunities for Precinct Works, which could conceivably be executed and managed while the main Cogswell construction was being undertaken but for which no approved scope or budget has been allocated. There are some obvious logistical and cost benefits to performing these work elements at the same time the main construction occurs if funding can be appropriated and the design incorporated in a timely manner. These potential precinct works currently identified are;

Precinct Work A. Extension of the Multi-use path to Gerrish street. The current terminus of the Multi-Use Trail on the west side of Barrington is approximately 75 m north of the Valour Way roundabout exit where the Cogswell District Redevelopment Project ends. This Precinct Work element would extend the Multi-Use Trail a further 100 m northward to the intersection at Gerrish and Barrington Streets as seen depicted below.



Precinct Work B. Extension of Cogswell Street from the current project's western boundary of Brunswick Street to connect with the North Park roundabout. Per the below graphic, section 3 illustrates the work for Cogswell Street that is within project scope. The project will transform the current Cogswell street fabric to incorporate two lanes each for westbound and eastbound traffic. The conceived treatment for section 3 will provide a terminus and connector point for the Multi-Use Trail to join with the main Bike Path along Upper Water Street. The separated and tree-lined cycle path continues westward along Cogswell St to the western edge of the project's boundary at Brunswick St. Precinct Work C would continue this design condition to the connection of the North Park Street., truly connecting the downtown core to neighbourhoods north and west as well as the Halifax Commons. This extension would spur development along this route in properties that have not previously had a real connection to the city centre.



EXISTING STREET CHARACTER



1 The existing homes have distinctive character, which should be preserved in the new streetscape. Small gardens could be added adjacent to the steps, in keeping with other homes in the City.

STREET TREE BOULEVARDS



3 Buildings set close to the street with a wide tree boulevard creates a more walkable streetscape.

GREEN INFRASTRUCTURE



5 The bicycle lane buffer can double as a series of rain gardens, treating and cooling stormwater while providing aesthetic benefit.



6 Trees on the south side of the street balance the streetscape and provide a pedestrian-friendly environment on both sides. A triple row of trees can combine ornamentals and canopy trees. Bold form and fall colour should be implemented at intersections and gateway locations.

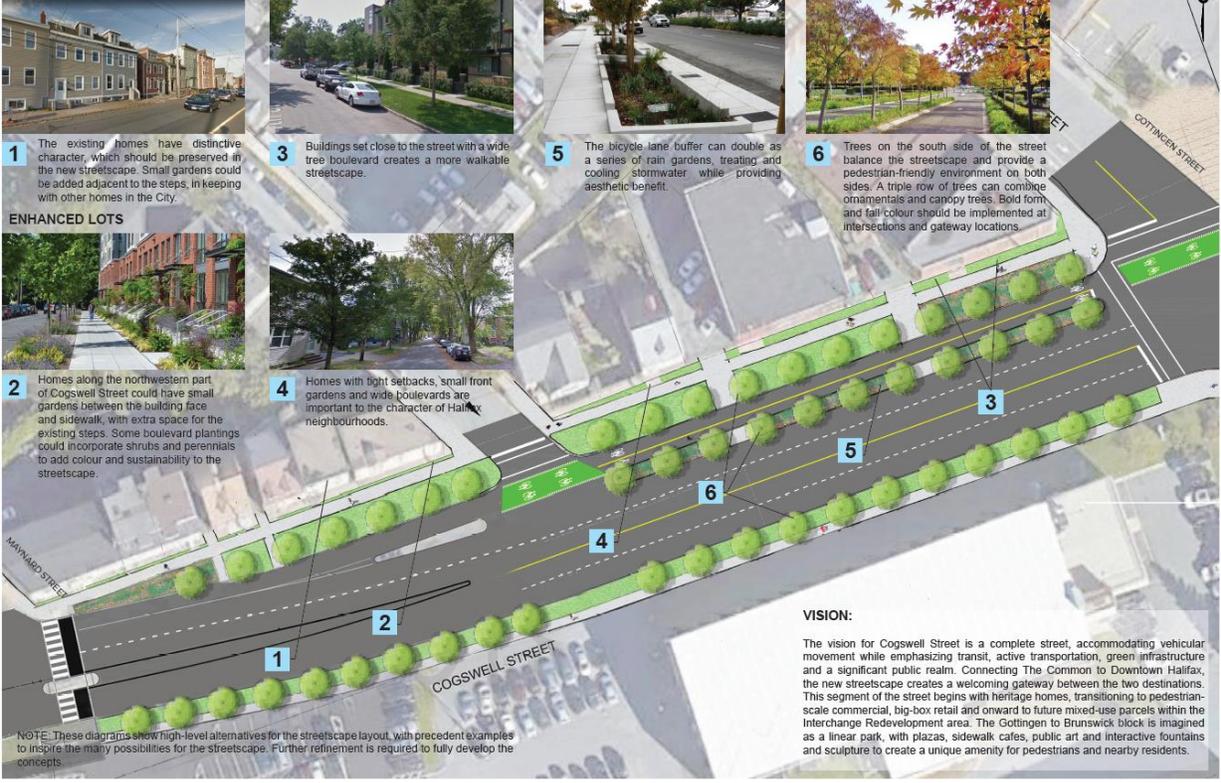
ENHANCED LOTS



2 Homes along the northwestern part of Cogswell Street could have small gardens between the building face and sidewalk, with extra space for the existing steps. Some boulevard plantings could incorporate shrubs and perennials to add colour and sustainability to the streetscape.



4 Homes with light setbacks, small front gardens and wide boulevards are important to the character of Halifax neighbourhoods.



VISION:

The vision for Cogswell Street is a complete street, accommodating vehicular movement while emphasizing transit, active transportation, green infrastructure and a significant public realm. Connecting The Common to Downtown Halifax, the new streetscape creates a welcoming gateway between the two destinations. This segment of the street begins with heritage homes, transitioning to pedestrian-scale commercial, big-box retail and onward to future mixed-use parcels within the Interchange Redevelopment area. The Gottingen to Brunswick block is imagined as a linear park, with plazas, sidewalk cafes, public art and interactive fountains and sculpture to create a unique amenity for pedestrians and nearby residents.

NOTE: These diagrams show high-level alternatives for the streetscape layout, with precedent examples to inspire the many possibilities for the streetscape. Further refinement is required to fully develop the concepts.

STREETSCAPE AMENITY SPACES



1 Streetfront amenity spaces with public art and sculptural play elements for residential units. Turf areas provide passive recreation & seating.



2 Streetfront amenity spaces can also include cafe seating and an interactive fountain.



4 A wide walk adjacent to buildings enlivens the street with cafe tables, and benches.



5 Future development may include row houses facing the street, with small gardens.

SIDEWALK AND PATIOS



3 Existing driveways can be included in the streetscape, then retrofitted into plazas by adding plantings, paving and furniture at a later date.



Transit can be integrated into the streetscape



7 Raised Planters with Seating



6 Beds with ornamental plantings



8 Rain gardens / biofiltration planters

LANDSCAPE ALTERNATIVES



NOTE: These diagrams show high-level alternatives for the streetscape layout, with precedent examples to inspire the many possibilities for the streetscape. Further refinement is required to fully develop the concepts.

Precinct Work C Additional transit improvements. There some transit related items that are beyond what the Cogswell budget could sustain and would require funding from the transit group for the Cogswell project to accommodate. These items could relate to equipment such as;

- Installation of electronic schedule boards both inside and outside locations.
- Increased signage and wayfinding accommodations both fixed and electronic.

Summary. The potential Precinct Works currently identified have the following estimated financial implications*;

- A) Extension of the Multi-use path to Gerrish street. Estimated cost - **\$596,700**
- B) Extension of Cogswell Street from the current project's western boundary of Brunswick Street to connect with the North Park roundabout. Estimated cost - **\$8,900,000**
- C) Additional transit improvement. These include additional and upgraded shelters, electronic schedule boards, etc. Estimated cost - **\$ TBD**

*Estimates are at a Class B level and represent an base accuracy of +/- 10%

Halifax Regional Municipality

HALIFAX REGIONAL COUNCIL

February 18, 1997

TO: Mayor Fitzgerald and Members of Regional Council

SUBMITTED BY: Original signed

 K.R. Meech, Chief Administrative Officer
 Original Signed

 Dan English, Commissioner of Community Services

DATE: February 11, 1997

SUBJECT: PUBLIC PARTICIPATION PROGRAM FOR MUNICIPAL PLANNING STRATEGY AMENDMENTS

STAFF REPORT

ORIGIN

June 12, 1996, North West Community Council session

RECOMMENDATION

It is recommended that Council consider the adoption of the public participation resolution attached as Appendix "A".

BACKGROUND

The Halifax Regional Charter provides that the approval of amendments to all municipal planning strategies within the region rests with Regional Council. The responsibility for land use by-law amendments, rezonings, development agreement approvals, and minor variance application appeals is delegated to Community Councils. Excluding secondary plans within the former City of Halifax, there are currently seventeen(17) municipal planning strategy documents in place covering all areas of HRM.

Under the Planning Act (Section 34), the preparation and amendment of municipal planning strategies requires the adoption of a public participation program, the intent of which is to ensure and identify the means by which the public will be provided an opportunity to have input. This public participation program is intended to be over and above the public hearing process required for the adoption/amendment of municipal planning strategies.

DISCUSSION

Before amalgamation, each of the municipal units had approved its own program of public participation. In all instances, a public information meeting was required prior to a municipal council holding a public hearing to consider a particular matter. In Halifax, Bedford and the County, this meeting was held by a Planning Advisory Committee while in Dartmouth, where there was no PAC, the meeting was held by planning staff. Staff believe that the same general approach should continue with the Regional Municipality.

In addition to requiring that a public meeting be held, each of the pre-amalgamation units also included specific conditions concerning the advertising and/or timing of the meeting. In all cases, a newspaper advertisement of the meeting was required. In Bedford and the County, the advertisement was required at least one week prior to the meeting; Halifax and Dartmouth had no specific timeframe. In Dartmouth, the public meeting had to be held at least five clear days prior to a public hearing to consider the matter while in Halifax the meeting was required within four weeks of the matter having been referred from Council to the PAC. Bedford and the County had no specific requirements concerning the timing of the meeting. Implicitly, however, just as in Halifax, the public meeting was a mandatory step for the PAC to follow in the process of making a recommendation to Council. Staff supports the continuation of this practice.

Implications of Community Councils

Prior to amalgamation, Halifax County Municipality had a similar division of responsibilities between the Municipal Council and the Community Councils as exists in the Region today, i.e., the responsibility for approving plan amendments did **not** rest with the Community Councils. However, in recognition of the fact that these community councils have an obvious interest and stake in any changes to the municipal planning strategies within their respective jurisdictions, Municipal Council adopted a public participation program which recognized and supported these interests.

In situations where a plan amendment was being considered in an area where a community council functioned, the public participation program required that the Community PAC serving that particular area rather than Municipal Council's own Municipal PAC, would hold a public meeting within the community. In these instances, the Community PAC was considered to be functioning as an area advisory committee to the Municipal PAC.

The Halifax County process required that the recommendation from the Community PAC to Municipal PAC be forwarded via the Community Council. While the Community Council had the ability to question and ask that a Community PAC reconsider a recommendation, it could not overturn or prevent such a recommendation from proceeding to the next level. If there were situations where the Community Council could not agree or accept the recommendation of the Community PAC, it could make its own alternative recommendation.

At the present time, five Community Councils have been approved by Regional Council. There is considerable variation concerning the PAC structure within these community council areas:

1. There is a new PAC for the entire North West Community Council area.
2. The Marine Drive, Valley & Canal Community Council will soon appoint a new PAC.
3. A PAC covers part of the Harbour East Community Council area.
4. The Halifax Peninsula Community Council has appointed a PAC.
5. The Chebucto Community Council has decided not to have a PAC.

Proposed Public Participation Program

In recommending a public participation program concerning plan amendments, staff suggest that a distinction be made between amendments which are considered to be regional in nature and those which are more local. Public participation concerning regional issues should be handled directly by Regional Council while for amendment proposals of a more local nature, staff believe that public participation should be channelled through the various community councils and their PACs.

One of the significant benefits of amalgamation is the ability to consider region wide policies and regulations. The implementation of policies affecting all or large parts of HRM will involve amending all or several municipal planning strategies. Regional issues do not, however, necessarily involve more than one planning strategy. For example, issues related to the Halifax downtown area or to the International Airport are arguably more regional than local in nature despite being addressed in only one municipal planning strategy. Given the range and diversity of regional planning issues which might arise, specific public participation programs should be approved on a case-by-case basis. This report will, therefore, focus upon a public participation program for local plan amendment proposals.

The minimum requirement for a public participation program should include a duly advertised public meeting which provides an opportunity for all interested persons to express their opinions. Although there was variation among the pre-amalgamation units, it is considered a benefit to having a staff report prepared and available prior to a public meeting. Such a report would provide an explanation of the issue involved and options by which it could be addressed. It may also address what additional information is considered necessary to justify or support any change. Whether prepared

before or after a public meeting, however, a detailed staff report is considered to be an integral part of the plan amendment process and should be available for Regional Council's consideration before a public hearing is held.

The plan amendment process which is reflected in the public participation resolution in Appendix "A", includes the following steps:

1. All plan amendment proposals would initially be brought to Regional Council for direction. A staff report would be prepared for each proposal which would outline the issue and provide a recommended course of action. **This report would also indicate whether or not, in staff's opinion, the issue was local or regional in scope.** For regional issues which Regional Council decides to pursue, staff would recommend an appropriate public participation program for Council's consideration.
2. **For more local planning issues, Regional Council would refer the matter to the appropriate Community Council/PAC where a public meeting would be required. Where a PAC exists, that body would be responsible for holding the public meeting. Where no PAC exists, staff or the Community Council would hold the required public meeting.**
3. Following the public meeting, the PAC (staff, where a PAC does not exist) would submit its recommendation to the Community Council along with minutes of the public meeting and any written submissions and/or staff report(s) prepared concerning the issue.
4. The Community Council would consider the information and recommendation of the PAC (or staff) prior to making a recommendation to Regional Council. All information considered by the Community Council, including any PAC recommendation and staff reports would be forwarded to Regional Council.
5. Staff prepares specific amendments and/or advice on amendments, to accompany the Community Council/PAC recommendation to Regional Council.
6. Regional Council would consider the advice and decide whether or not to hold a public hearing.
7. If a Community Council or a Planning Advisory Committee is not in place for the area effected by the amendment the processes referred to above would be carried out by staff.

CONCLUSION

As the body charged with the responsibility for approving planning strategy amendments, the Planning Act requires that Regional Council adopt a public participation program. The program outlined in Appendix "A", follows the same basic model as that which existed in the four municipal units prior to amalgamation. It is designed to solicit public input from the area(s) directly affected and is also intended to be supportive of the Community Council framework which is now in place for all of HRM.

BUDGET IMPLICATIONS

Requiring public meetings may have budget implications related to committee meeting expenses.

ALTERNATIVES

1. Status Quo - Regional Council could continue to use the public participation programs which existed prior to amalgamation. Staff does not recommend this course of action as it is, at best, only a short term solution and does not recognize the reality of new Community Councils.
2. Regional Council could approve an alternative public participation program from that put forward in this report. Staff would require further direction from Regional Council before being in a position to comment.

ATTACHMENTS

Appendix "A" - Resolution concerning public participation program
Flow chart outlining process for local plan amendments

Further information regarding the contents of this report may be obtained by contacting Bill Butler, Donna Davis-Lohnes or Bill B. Campbell, Managers of Planning Services, Central, Eastern, Western Regions, respectively.

For additional copies or for information on the report's status, please contact Gail Foisy, Admin/PAC Coordinator at 490-4937

APPENDIX "A"

RESOLUTION REGARDING
A PUBLIC PARTICIPATION PROGRAM FOR
MUNICIPAL PLANNING STRATEGY AMENDMENTS

BE IT RESOLVED THAT the Council of Halifax Regional Municipality does hereby adopt the following public participation program pursuant to Section 34(1) of the Planning Act, Statutes of Nova Scotia 1983, Chapter 9, for the purpose of Municipal Planning Strategy amendments:

1. All requested or proposed amendments to individual Municipal Planning Strategies shall be directed to Regional Council for preliminary review. Where Regional Council determines that it does not wish to entertain a plan amendment proposal, no further action shall be taken.
2. Where Regional Council determines that it wishes to further consider the merits of a plan amendment proposal, it shall make a determination as to whether the matter is of regional or local significance. Where an issue is considered to be a local planning matter, the following procedures shall apply:
 - (a) Regional Council shall refer the matter to the appropriate Community Council/PAC.
 - (b) The Community Council or the PAC having jurisdiction for the area affected, or municipal staff where no PAC exists, shall hold a public meeting concerning the proposed amendments.
 - (c) Notice of the public meeting at which the proposed amendments will be discussed, shall be published in a newspaper circulating in the area affected a minimum of seven (7) clear days prior to the meeting. The notice shall indicate the time, date and place of the meeting as well as the location(s) and hours during which written material concerning the proposed amendments may be inspected by members of the public.
 - (d) Minutes of this public meeting and all related written submissions and staff reports shall be forwarded to the Community Council along with the recommendation of a PAC, where one exists.
 - (e) The Community Council shall forward its recommendation and all related information to Regional Council.
 - (f) If a Community Council or a Planning Advisory Committee is not in place for the area effected by the amendment the processes referred to in clauses (b) to (e) shall be carried out by staff.

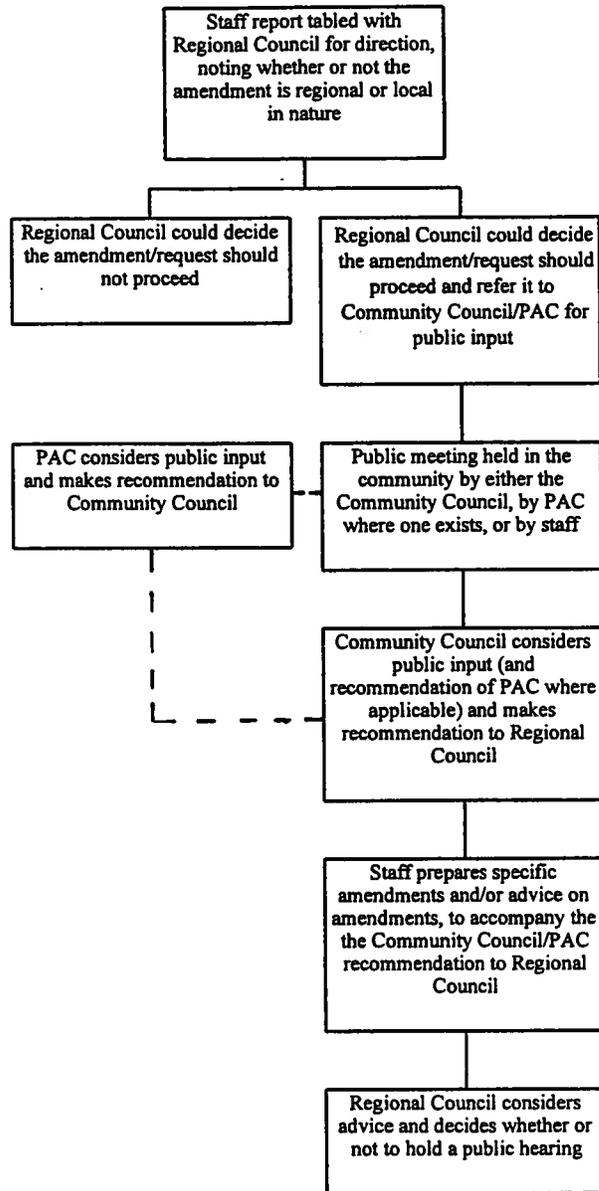
3. Nothing in this resolution shall preclude Regional Council or a Community Council from taking such other measures as are deemed necessary to obtain public opinion regarding the amendment of any municipal planning strategy.
4. All other public participation resolutions which may be in effect are hereby rescinded.

THIS IS TO CERTIFY that the resolution of which this a true copy was duly approved by Council at a duly called meeting of the Council of Halifax Regional Municipality held on the ____ day of _____ A.D., 1997.

GIVEN under the had of the Municipal Clerk under the corporate seal of the said Municipality this ____ day of _____, A.D., 1997.

Vi Carmichael
Municipal Clerk
Halifax Regional Municipality

Process for Local Plan Amendments



RESOLUTION REGARDING
A PUBLIC PARTICIPATION PROGRAM FOR
MUNICIPAL PLANNING STRATEGY AMENDMENTS

It was moved by Councillor Uteck, seconded by Deputy Mayor Greenough:

BE IT RESOLVED THAT the Council of Halifax Regional Municipality does hereby adopt the following public participation program pursuant to Section 34(1) of the Planning Act, Statutes of Nova Scotia 1983, Chapter 9, for the purpose of Municipal Planning Strategy amendments:

1. All requested or proposed amendments to individual Municipal Planning Strategies shall be directed to Regional Council for preliminary review. Where Regional Council determines that it does not wish to entertain a plan amendment proposal, no further action shall be taken.
2. Where Regional Council determines that it wishes to further consider the merits of a plan amendment proposal, it shall make a determination as to whether the matter is of regional or local significance. Where an issue is considered to be a local planning matter, the following procedures shall apply:
 - (a) Regional Council shall refer the matter to the appropriate Community Council/PAC.
 - (b) The Community Council or the PAC having jurisdiction for the area affected, or municipal staff where no PAC exists, shall hold a public meeting concerning the proposed amendments.
 - (c) Notice of the public meeting at which the proposed amendments will be discussed, shall be published in a newspaper circulating in the area affected a minimum of seven (7) clear days prior to the meeting. The notice shall indicate the time, date and place of the meeting as well as the location(s) and hours during which written material concerning the proposed amendments may be inspected by members of the public.
 - (d) Minutes of this public meeting and all related written submissions and staff reports shall be forwarded to the Community Council along with the recommendation of a PAC, where one exists.
 - (e) The Community Council shall forward its recommendation and all related information to Regional Council.
 - (f) If a Community Council or a Planning Advisory Committee is not in place for the area effected by the amendment the processes referred to in clauses (b) to (e) shall be carried out by staff.

3. Nothing in this resolution shall preclude Regional Council or a Community Council from taking such other measures as are deemed necessary to obtain public opinion regarding the amendment of any municipal planning strategy.
4. All other public participation resolutions which may be in effect are hereby rescinded.

Motion carried.

THIS IS TO CERTIFY that the resolution of which this a true copy was duly approved by Council at a duly called meeting of the Council of Halifax Regional Municipality held on the 25th day of February A.D., 1997.

GIVEN under the had of the Municipal Clerk under the corporate seal of the said Municipality this _____ day of _____, A.D., 1998.

Vi Carmichael
Municipal Clerk
Halifax Regional Municipality

30-APR-18

