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**Item No. 5**  
**Halifax Regional Council**  
**November 18, 2008**  
**Committee of the Whole**

**TO:** Mayor Kelly and Members of Halifax Regional Council

**SUBMITTED BY:** \_\_\_\_\_  
Dan English, Chief Administrative Officer

\_\_\_\_\_  
Wayne Anstey, Deputy Chief Administrative Officer - Operations

**DATE:** November 06, 2008

**SUBJECT:** Provincial and Municipal Land Transactions - QEH

**ORIGIN**

- Council’s July 3, 2007 In Camera Report authorizing the conveyance and terms for the former Truscan/Birks at Barrington and George Streets, the former Halifax Infirmary at Queen Street and a portion of the former Queen Elizabeth High School (QEH) lands, and furthermore, a motion to defer the portion of the June 22, 2007 report as it relates to Queen Elizabeth High School building to clearly define the contract with the Province in terms of HRM’s public expectations for use and timing of the re-development of the QEH building, and reaffirm HRM’s desire to sell the balance of the QEH site for the expansion of the QEII Infirmary.
- < Information Report entitled, ‘Public Response - Queen Elizabeth High School - Future Use Options’, dated January 23, 2008. (Attachment B)
- < Halifax Regional Council’s June 24, 2008 request for an amendment to the *Municipal Government Act* granting Council the *discretion* to convey a portion of the Halifax Common to the Province of Nova Scotia with the request to be forwarded to the Province of Nova Scotia for consideration for the Fall 2008 sitting of the House of Assembly.

**RECOMMENDATION** It is recommended that Regional Council:

1. Reinstate the deferred school building portion of the QEH property as part of the approved “Provincial and Municipal Land Transactions” as per the Budget Implications Section of this Report;
2. as a condition of sale, approve the key Urban Design Principles and Site Planning Guidelines for the former QEH and VG Parking Lot lands, as outlined in this report, to serve as the framework of a Memorandum of Understanding between Halifax Regional Municipality and Capital District Health Authority, and further authorize the Mayor and Clerk to enter into such agreement on behalf of HRM.

RECOMMENDATION continued on next page

3. Authorize the Mayor and Municipal Clerk to enter into Agreement of Purchase and Sale contract(s) and supporting Joint MOU for the acquisition and disposal of the public properties outlined in this report; and
4. Approve a capital project for the acquisition of Provincial land and an unbudgeted reserve withdrawal from the Sale of Capital Asset Reserve Q101 and the Strategic Fund Reserve Q126 as per the Budget Implications section of this report.

### **EXECUTIVE SUMMARY**

Regional Council and Cabinet approved (in principle) the public land plans for the Spring Garden Road/Queen Street and Grand Parade/Province House areas. These are flagship projects for the Municipality's urban design initiatives, and they demonstrate a renewed cooperation between HRM and the Province of Nova Scotia. The Plans coordinate the objectives of the various land owners, stakeholders, business and residential interests; they explore the potential for new public facilities such as a Central Library and serve as an example of high quality redevelopment within the historic fabric of downtown Halifax; they examine synergies such as shared facility opportunities, and; they balance future land use objectives with the goal of creating a liveable, prosperous, vibrant, attractive urban and legislative precinct respectively.

To support the implementation of the Plans, Council has also authorized a series of land transactions that would advance the land requirements for each level of government to better position the implementation of those Plans. Critical to the successful implementation of the two Plans is a transaction between HRM and the Province that will facilitate a comprehensive redevelopment of the Spring Garden Road/Queen Street/Clyde Street area, the future construction of a Central Public Library on the corner of Spring Garden Road and Queen Street, the construction of a Provincial office building on the Truscan site, and expansion of health care facilities on the former Queen Elizabeth High School (QEH) site.

Prior to concluding the approved conveyances, Council had requested staff to define the contract with the Province in terms of HRM's public expectations for open space use and timing of the re-development of the QEH building, and to reaffirm HRM's desire to sell the balance of the QEH site for the expansion of the QEII Infirmary. Regional Council is thus being asked to consider the *balance* between the potential for open space at QEH with CDHA's need to expand and improve health care facilities in the near future.

With limited space, and the need to find efficiencies in health care provision, the QEH site is a strategic site for such expansion. The need for renewed facilities resonated clearly on public radio when CBC-1 featured several interviews in January and February 2008 about the declining condition of the infrastructure at the Victoria General site, more specifically the Centennial and Victoria buildings. This, according to Capital District Health Authority (CDHA), underscores their need to rebuild critical facilities, and QEH stands as a fundamental building block in their plan.

On the other hand, open space is an important and integral part of any urban environment, adding to its vibrancy and value. In this case, the QEH site is part of a larger historically and culturally significant area, the Halifax Common. The Friends of the Halifax Common, a public stakeholder group, would like HRM to

retain the QEH site as open space only, citing certain policies of the Halifax Common Plan as restricting Regional Council's ability to divest of any city-owned Common land.

Intended to strengthen and improve the Common, City Council approved the Halifax Common Plan in principle in 1994. One of its policies incites the city to not decrease the amount of Common land it owns. The policies and guidelines of the Common Plan were adopted by Council as a *management plan*, with instruction to staff to incorporate elements into the municipal planning strategy. The Common Plan in its entirety is not represented in the Municipal Planning Strategy. The Halifax Common Plan has however, acted as a management tool for decisions over the past fourteen years with respect to development supporting public uses of the Common. There is one long-standing legal requirement; however, and that is in order to facilitate the sale of Common land, special Provincial legislation is necessary.

One may assert that it is the *intent* of the City Council of 1994 that today's Regional Council should respect the Halifax Common Plan. To have anticipated today's circumstances 14 years ago, however, may have yielded alternate policies within the Common Plan. Speculation aside, the Halifax Common has been a place where *balancing* public uses and needs—in their various forms over time—has also changed over time.

Based on Regional Council's request, a public workshop was organized. At the workshop, the CDHA outlined its need for QEH and further acknowledged that it and its predecessor had *not* been positive citizens in the community in terms of building design, being open to public involvement in their planning processes, and being sensitive to the Halifax Common, among others. CDHA now asserts; however, that it looks to the future, intends to improve its relationship with HRM, the community, and to be a better steward of the Halifax Common.

Many participants at the workshop roundtables called for QEH to be reused as strictly open space, citing not only the policies of the Halifax Common Plan, but that as the peninsula becomes more dense, more open space will be needed. Others acknowledged the need for CDHA expansion, but with qualifications on use and design. For example, prohibiting outdoor parking, incorporating open space into the design, providing generous building setbacks, and ensuring the building and surrounding landscape are of a high quality, were key requirements. Against that background it is staff's opinion a high quality well-behaved building would be appropriate for the site.

Fundamentally, given the implications of the other parcel transactions between PNS and HRM, is the recommended QEH disposal in the best interest of the public, and are the intents embodied in the attached key urban design and development principles, on balance, reasonable? Staff believes that they are.

## **BACKGROUND**

### **QEH In Context of Approved Land Transactions**

The QEH school building site is considered for inclusion in a series of concurrent land transactions to take place between the Province and HRM. The properties listed below have been approved by Regional Council (July 3, 2007) not including the QEH school building site.

In summary, the Province seeks to acquire from HRM:

- The Truscan/Birks site for future *provincial office accommodations*;
- parcel H-1 of the QEH site for the QEII Health Sciences Centre *emergency wing expansion*; and
- the balance of the QEH site (i.e., the school building portion) for *future health care facility / hospital expansion*.

Reciprocally, HRM seeks to acquire from the Province:

- The Bellevue Site at the corner of Spring Garden Road and Queen Street as the Council-endorsed site for the *new central public library*; and
- the former Infirmary Lands on Queen Street for *future urban development*.

<b>SUMMARY OF TRANSACTIONS</b>				
<b>Property Address</b>	QE High School Robie Street	1741 Barrington Street	Spring Garden Road and Queen Street	Former Infirmary Lands, Queen Street
<b>Proposed Future Use</b>	Hospital Expansion	Provincial Office Accommodation	Central Library	Urban Development
<b>Site Area</b>	255,742 sf (subject to legal survey)	13,252 sf (subject to legal survey)	47,040 sf (subject to legal survey)	84,290 sf (subject to legal survey)
<b>Zoning</b>	P	C2	RC3	P
<b>Vendor</b>	HRM	HRM	Province of NS	Province of NS
<b>Purchaser</b>	Province of NS	Province of NS	HRM	HRM
<b>Appraised Value</b>	\$14,800,000	\$2,500,000	\$6,877,090	\$12,322,910
<b>Purchase Price</b>	\$14,800,000	\$2,500,000	\$6,877,090	\$12,322,910
<b>Primary Conditions of Sale:</b>	<p>5. Sale of QEHS lands are subject to a <u>right of first refusal in favour of HRM</u> should the Province no longer require the lands for Healthcare or Hospital purposes.</p> <p>6. Properties are being conveyed as is. The <u>Province is responsible for the demolition</u> of the QEHS building.</p> <p>7. Transaction is subject to the parties entering into an <u>MOU Agreement</u> to govern future development of the QEHS site along with the VG parking lot lands of the Province.</p> <p>8. Sale of the QEHS (Common) lands are subject to <u>Legislative approval by the Province</u> of Nova Scotia</p>			

### **Public Comment Re Future Use Options of QEH Site**

The Halifax Common Plan (1994) and the area Municipal Planning Strategy (MPS) require public input prior to any re-use of Common land. Regional Council has therefore, requested HRM staff to collect public comment about the proposal to sell the balance of the QEH site to CDHA for future hospital expansion, consistent with its motion of July 3, 2007.

Staff held a public workshop on November 26, 2007. The results of the workshop were posted on HRM's website during the months of December 2007 and January 2008 during which time staff accepted written comments from the public. The workshop flip chart notes, the public's written comments, and other background information that were presented to the public, was compiled in the report, entitled, 'Public Response - Queen Elizabeth High School - Future Use Options, dated January 23, 2008. The information report was then distributed to Regional Council for review on February 26, 2008.

### **DISCUSSION**

Several issues warrant Regional Council's consideration in making a decision about whether to sell the school building portion of the QEH land to the Province for *future health care facility / hospital expansion*:

#### ***Balancing Public Interests***

This section summarizes Capital District Health Authority's (CDHA's) request for the QEH site, the public's commentary that was collected which recognized public health needs, but lobbied for open space and good urban design, and the recommended compromise that is embodied in the attached MOU about the how to incorporate open space and design elements in the recommended QEH site redevelopment.

#### ***CDHA's Reported Need for QEH Land in Support of Future Hospital Expansion***

The CDHA is undertaking a health care master planning exercise, which endeavours to rationalize their need for future hospital redevelopment, thereby improving both hospital infrastructure and operational capacity.

The condition of certain hospital building infrastructure at the VG complex, specifically the Centennial and Victoria buildings, are in need of replacement within the next 5-10 years. As recently as January and February of 2008, local public radio interviews highlighted some of the negative effects of the deteriorating buildings on patients. Some examples included, poor water quality in building pipes, leaking windows and roof, insufficient number of beds for certain patients, and cramped working spaces. Before these facilities can be dismantled, alternate hospital space is required, and the QEII Infirmary on Camp Hill is intended to fill part of that gap.

The new QEII Infirmery site—bounded by Bell Road, Robie Street, Summer Street, and Jubilee Road, which includes the QEH school and CBC-TV studio—cannot accommodate future hospital expansion without the QEH site. Consolidation of acute care facilities is CDHA's primary objective for this location in order to take advantage of staff and equipment synergies, now decentralized.

### ***Public Comment on Open Space and Hospital Expansion***

The information report distributed to Regional Council on February 19, 2008 presents the results of the November public workshop and the written public comments received in December and January. Both streams of response raised several concerns about the prospect of a new hospital on the QEH site. Primarily, some participants and respondents preferred complete open space over hospital lands. However, others also acknowledged that if Council chose to transfer the QEH site to CDHA for health care purposes, then several issues related to urban design and open space should be required of the redevelopment.

Primary issues of concern included:

#### **Round Table on Open Space**

- The importance of open space to this location, to the Common, and to HRM's plan to increase density on the peninsula;
- the 'Willow Tree' area as a gateway, which should benefit from open space and good quality building and landscape design;
- the desire to leverage the VG Parking Lot as an extension of Victoria Park;

#### **Round Table on Health Care**

- The importance of improving health care was acknowledged, but requested consideration that redevelopment happen at the VG rather than QEH site;
- the idea that a mixed-use approach to redevelopment would bring other uses and more people to the site;
- creative design in architecture, peripheral open space, environmental (LEED) design, and consistent design considerations be required of any future CBC site redevelopment; and,
- the demand that surface parking be prohibited and to consider the challenges of increased traffic around the site.

### ***Memorandum of Understanding***

Staff representing the Capital District Health Authority (CDHA) and Halifax Regional Municipality (HRM) reviewed a series of urban design principles and their implications to the Victoria General (VG) and Halifax Infirmery (HI) sites. These proposed principles and the more specific site planning guidelines (see both in Attachment B) seek to influence the redevelopment of the VG and HI sites.

The urban design principles and site planning guidelines, pending Council's approval, will form the framework of a Memorandum of Understanding (MOU) between CDHA and HRM, as a condition of sale of the QEH property.

**Urban Design Principles**

The following list are titles of the urban design principle, which summarize the over-arching urban planning goals for the redevelopment of the VG and HI (QEH) sites (for more detail, see Attachment B and associated site plans, Attachment C):

1. Collaborative Planning
2. Good Urban Planning / Urbanity
3. Green Corridor
4. Building Class, Landscaping & Condition
5. Pedestrian Realm
6. Porosity
7. Interim Site Use
8. Respect for Halifax Common Plan
9. Future Use of CBC Site
10. Future Land Use Considerations

**BUDGET IMPLICATIONS**

Summary:	<u>New Capital Project-Property Purchase from Province</u>	
	Bellevue Property	\$ 6,877,090
	Infirmary Property	<u>12,322,910</u>
	Subtotal	\$19,200,000
	Legal and Other Administrative Costs	50,000
	Non-Rebate-able HST	<u>658,330</u>
	Total Capital Project Budget	<u>\$19,908,330</u>
	 Source of Funds for Capital Project:	
	Capital Assets Reserve Q101	\$17,300,000
	Strategic Growth Reserve Q126	<u>2,608,330</u>
	Total Capital Project Funding	<u>\$19,908,330</u>
	 <u>Property being Sold to the Province:</u>	
	QEH Property	(\$14,800,000)
	1741 Barrington	<u>( 2,500,000)</u>
	Proceeds Deposit to Capital Assets Reserve Q101	(\$17,300,000)
	Legal and Other Administrative Costs (Q126)	<u>50,000</u>
	Net Proceeds	<u>(\$17,250,000)</u>
	 <u>Cash Balance Due to Province</u>	 <u>\$ 1,900,000</u>

Based on the recommended transaction herein, the cash amount required to close is \$2,658,330. This includes applicable HST, legal and other administrative closing costs. The Province is prepared to hold a receivable in the amount of \$1,900,000, and the balance may be paid in cash.

A Capital Project will be established for the acquisition of the Bellevue and Infirmary Lands in the amount of \$19,908,330 to be funded from the Sale of Capital Assets Reserve Q101 for \$17,300,000 and the Strategic Growth Reserve Q126 for \$2,608,330. The Strategic Growth Reserve Q126 will fund the cash balance due to the Province of \$1,900,000, non-rebate-able HST of \$658,330 and closing costs for the acquisition estimated at \$50,000.

The proceeds from the sale of the QE High School and Barrington Street properties for \$17,300,000 will be credited to the Sale of Capital Assets Reserve Q101, net of closing costs for the sale estimated at \$50,000.

Applicable deductions to the Purchase Price include, but are not limited to, appraisal, survey, environmental and deficiencies, legal, marketing and administrative costs. Environmental and/or deficiency allowances resulting from the purchaser's due diligence inspection, if required, will all be to a maximum of 15 percent of the purchase price.

The reserve budget is available and has been confirmed by Financial Services.

### **FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN**

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation. If approved, this will increase the Capital budget and withdrawals from the Reserves.

### **ALTERNATIVES**

- 1) Regional Council could choose to **lease** the property, on a long term basis, to CDHA. Although the outcome of this action would fundamentally be the same as if the land were sold to CDHA, this alternative would allow Regional Council to conform to Halifax Common Plan Policy 3.1 whereby the amount of land *owned* by the City of Halifax will not be decreased.

This is not recommended as the cash flow from the proposed QEHL land lease would be insufficient to enable the Provincial-HRM Property Transaction, and would required HRM to fund the shortfall from other sources or seek an off-setting lease, an equivalent portion of the Queen Street lands. The latter could potentially impact the future development options for the property.



- 2) Regional Council could proceed with the balance of the Provincial-HRM Property Transaction without the QEH building parcel and have it revert to open space.

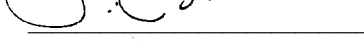
This is not recommended, because the HRM balance required to complete the Provincial-HRM Property would increase from \$2.7M to \$17.5M. Furthermore, HRM would be responsible for the school's demolition, adding a potential \$1-2M liability.

**ATTACHMENTS**

- A - Background - Halifax Common Plan and Other Documents
- B - HRM Urban Design Principles and Site Planning Guidelines - QEH Site & VG Site
- C - Site Plans, QEH site & VG site

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.

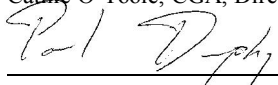
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## ATTACHMENT - A

### Background Halifax Common Plan and Other Documents

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This section speaks to the policies and status of the Halifax Common Plan (1994), and the recommendations of other, more recent studies, which propose reuse of the QEH site.

#### Halifax Common Plan 1994 - Policy Considerations

The most relevant policy of the Halifax Common Plan (1994), which prompts Regional Council's consideration is Policy 3.1, which states:

- *"The amount of land owned by the City of Halifax will not be decreased."*

This policy would suggest, on first account, that Regional Council could not enter into an agreement to sell the QEH land, or any other Common parcel owned by HRM.

The Halifax Common Plan was approved by the City of Halifax on October 13, 1994, with the following two resolutions:

- Approving Resolution "2. adopt the amended Halifax Common Plan as a basis for management, detailed planning, capital expenditures and evaluation of proposals for the Halifax Common; and,
- Approving Resolution "3. instruct(ed) staff to incorporate the Halifax Common Plan in the Municipal Development Plan and investigate and recommend other appropriate legislation, such as an ordinance, to implement this plan."

Resolution 2 suggests that the Halifax Common Plan be used as a "basis" for decision-making and for "evaluation of proposal for the Halifax Common." This would suggest that the Common Plan was to act as a guide, or a management plan.

Furthermore, the intent of Resolution 3 was to entrench applicable components of the Halifax Common Plan in the Municipal Development Plan along with other mechanisms to formalize the intents of the plan.

#### Municipal Development Plan

Since the approval of the Halifax Common Plan, no evidence was found to support that the Common Plan had been incorporated in the Municipal Development Plan (MDP), Ordinance 10, nor any other regulatory document.

#### Ordinance 10, City of Halifax

The City of Halifax had enacted Ordinance Number 10, Respecting the Commons, in 1940 and amended in 1976. This Ordinance dealt primarily with restricting certain activities on the Common such as straying animals, injury to trees, and driving on the Common, among others. However, nothing in the Ordinance deals with the disposition of Common land.

### **Halifax Common Plan 1994 - Intent and Conditions**

Although the 1994 Halifax Common Plan document does not benefit from the same legal standing as an MPS, ordinance, or by-law, the *intent* of Council in 1994 is, in part, reflective of the *conditions* of the day. The conditions in Halifax 14 years ago have changed, and a review of the assumptions of the day in 1994 warrant consideration. Some of the conditions-of-change that may have bearing on Regional Council's decision regarding the QEH site are:

- No centralized health authority (i.e., the Capital District Health Authority) administered health care, including infrastructure planning, in the area. Today, efforts focus on rationalizing and planning for future health care;
- Hospitals such as the Infirmary on Queen Street functioned as an independent facility from the VG and Camp Hill hospitals; taking the Infirmary hospital out of the health care inventory was not likely considered;
- The new QEII Infirmary was being planned for construction;
- The VG hospital in 1994 did not indicate the levels of age and deficiency as are now reported in the news; and,
- Queen Elizabeth and St. Patrick's High Schools, as well as the NSCC Bell Rd campus were deemed stable as educational institutions.

Despite changing conditions, HRM and CDHA recognize that the VG parking lot fronting South Park Street was open space, and that open space had been eroded over time. In addition to public demands to revert the parking lot to open space, HRM and CDHA's draft MOU hereto attached proposes cooperation between the two organizations to reinstate a park at the site.

### **Legislative Approval - The Common**

The Halifax Common was granted to a group of trustees "to and for the use of the inhabitants of the Town of Halifax as Common forever" on July 30<sup>th</sup>, 1763. The trustees were incorporated by an Act of the Nova Scotia legislature in 1833 as the Trustees of Public Property in Halifax, to manage lands granted "in trust, and to and for the common and public use and benefit of the Town of Halifax".

According to the 1851 Charter, the City of Halifax was the owner, by operation of law, of all lands previously conveyed to other individuals or corporations "to and for the use and benefit of the town of Halifax, or of the inhabitants of the town or peninsula". Amongst others, this included specially "the common on the peninsula". This ownership was "in fee simple, for the public and common benefit of the City of Halifax, **according to the true intent and meaning of the original grant...**"

HRM Legal staff further reviewed the legal history and mechanisms associated with the original Halifax Common Grant, such as the Halifax City Charter and the subsequent Municipal Government Act. While the language of ownership for the Halifax Common lands changed over the almost 250 years since it was granted, there is nothing to suggest that the terms of the original trust placed on the property in 1763 have ever been removed. The City of Halifax, and later the Halifax Regional Municipality, have continued to have the power to own lands in trust, and have been required to do so

in accordance with the terms of the trust. This trust does not change the Municipality's ownership of the property in fee simple, but it does impress upon that ownership the obligations of a trustee.

While the City of Halifax has always had the ability to convey property, there is a clear pattern, over the life of the Halifax Common, that transfers of land out of the Common to other owners *require legislative approval* of the Provincial government (i.e., the Grantor). These legislative amendments can be traced from 1855 to as recently as the conveyance of the IWK property in 1980. Previous transactions, including long term leases (Queen Elizabeth High School site, S.N.S. 1941, c.56 s. 21), land exchanges (Dalhousie University land at Robie and Morris Streets for the now City Hall, S.N.S. 1886, c. 62), and conveyances (Dalhousie University land at Summer and Morris Streets, S.N.S. 1909, c. 84, s. 11) have all been undertaken in accordance with legislation.

Provincial legislation is required for the Municipality (the Trustee) to sell Common land, the proceeds of which ought to be used for the benefit of the public (the beneficiaries). In the case of the QEH site, the revenue from the sale of QEH, would be used by HRM to acquire other land for a new public central library and adjoining lands in order to direct and control development as per the Spring Garden Road/ Queen Street Public Lands Plans approved by Regional Council. Furthermore, should the Province no longer require the QEH lands for public purposes the Municipality would have first right of refusal to purchase the lands. This condition would be registered against the title.

## Other Documents

For further consideration are more recent studies undertaken to inform HRM's Regional Planning Process, namely:

- *HRM Capital District Public Facilities Needs & Opportunities Study, 2004;*
- *Economic Potential of HRM and Halifax Harbour, Gardner Pinfold, 2004;*
- *HRM Regional Municipal Planning Strategy (Regional Plan), 2006.*

Including the Halifax Common Plan, these documents offer that:

- Open space on the Common not be decreased and that open space and connectivity be improved;
- open space offers physical and mental health benefits thus promoting a preventative health opportunities;
- with changing demographics, additional hospital capacity/beds is expected to increase;
- acute care at the QEII is utilized by residents of Nova Scotia, New Brunswick and PEI;
- health care is a major economic contributor to HRM, the province, and to peninsula Halifax, and expansion at the QEII complex would add 2000 - 3000 staff.

Excerpts of the above documents may be found in Attachment B of Regional Council's Information Report, dated January 22, 2008.

## ATTACHMENT - B

### Urban Design Principles and Site Planning Guidelines regarding Victoria General (VG Site) and Halifax Infirmary Site (QEH Site)

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Whereas the Halifax Common was given to the people of Halifax for public use “forever”, and that the Capital District Health Authority (CDHA) is a major owner of facilities on the Halifax Common, the staff of CDHA and the Halifax Regional Municipality (HRM) have reviewed the following urban design principles, site planning guidelines, and associated site plans (Attachment C). These principles, guidelines, and site plans, are intended as a framework for a Memorandum of Understanding (MOU) between CDHA and HRM, as a condition of sale of the QEH property to CDHA. The principles and guidelines intend to influence the future redevelopment of portions of the Halifax Infirmary/Queen Elizabeth High School (QEH) and the Victoria General (VG) sites:

#### 1.0 Urban Design Principles

The following principles summarize the overarching urban planning goals for the redevelopment of the VG and HI sites:

##### 1.1 Collaborative Mutual Planning

That HRM be included in on-going collaborative planning (e.g., sharing objectives, goals, plans; participating in processes) and development efforts for redevelopment of CDHA sites on the Halifax Common; Reciprocally, that CDHA be included as a major stakeholder in HRM’s Halifax Common planning exercise.

##### 1.2 Good Urban Planning / Urbanity

That CDHA and HRM collaborate on pursuing good urban planning, quality architecture, sensitivity to surrounding neighbourhoods, support for the public realm, support for pedestrian-sensitive design, and strong landscape architecture for the VG and QEHS site in order to strengthen the Halifax Common as a distinct and special district.

##### 1.3 Green Corridor

That in accordance with HRM policy objectives, CDHA will work to secure a green corridor through the Halifax Common by promoting the extension of Victoria Park via the former School for the Blind (currently the VG parking lot).

##### 1.4 Building Class, Landscaping & Condition

That buildings built on the Halifax Common will be Class A structures with an associated quality of landscaping and amenity available to the general public.

### 1.5 Pedestrian Realm

That HRM and CDHA work cooperatively to ensure that a high quality pedestrian realm is created in association with the Halifax Common campus concept, principles of the HRM Regional Plan and HRM by Design. This will include efforts to encourage active transportation between the VG and Infirmary sites.

### 1.6 Porosity

That HRM and CDHA will work cooperatively to ensure that the public has a high level of quality access through the Common and hospital sites to adjacent neighbourhoods and destinations.

### 1.7 Interim Site Use

That CDHA agrees to commence the process for demolition of the QEH building within one (1) year of the transaction closing date; that the site will not be used for surface parking as an interim use; and, that the primary use in the future will be for public hospital and health care.

### 1.8 Respect for Halifax Common Plan

That both parties will work cooperatively to implement the policies outlined in the Halifax Common Plan.

### 1.9 Future Use of CBC Site

That both parties agree that the CBC television studios on Bell Road, should they become available, would best be used to achieve the goals outlined in the Halifax Common Plan and the Public Lands Plans.

### 1.10 Future Land Use Considerations

That lands on the Halifax Common are to remain in public ownership and for public purposes. Should elements of—or all—the lands associated with the QEH site cease to be used for public hospital and health care, HRM Council will have a first-right-of-refusal to re-purchase the properties, the terms and conditions of which will be embodied in a separate legal document to be executed by both parties.

## **2.0 Site Planning Guidelines - Victoria General Site**

An important street “spine”, active transportation route, and “grand allée” of peninsular Halifax extends from Point Pleasant Park at the southern terminus, toward the north via Young Avenue, South Park Street, Bell Road-to-Ahern Avenue, North Park Street, Agricola Street, and Highland Avenue, terminating at the Nova Scotia Community College at Leeds Street. The future redevelopment of the Victoria General (VG) site lends itself to a high

priority opportunity toward realizing part of the goal to improve the urban design and pedestrian realm along this “grand allée”. The following principles and objectives at the VG site will help support this goal at South Park Street and will further help strengthen the evolution of the Halifax Common.

*Note: Please see Attachment C (Victoria General Site) for a plan-based reference supporting the elements discussed below.*

- 2.1 While HRM would prefer that no buildings be placed on the VG parking lot site, HRM recognizes that new health care buildings are needed to replace aging structures. If it is indeed necessary to build new structures on the existing VG parking lot site, the most generous amount of green open space shall be designed as a setback (GC1 - see Attachment C - Victoria General Site) from any new building along South Park Street. The setback will strive to respect the centre-line of Victoria Park, and is to act as an extension of Victoria Park complete with green space and trees. This treatment will reinforce the “grand allée” objective between nodes N1a and N1b as depicted in Attachment C.
- 2.2 In lieu of a continuous, full block extension of Victoria Park, a public green space will be created within the new campus of Victoria General, which is intended to mimic the green space that existed historically. This is in addition to the green, open space setback discussed in 2.1.
- 2.3 Pedestrian Route 2 (see PR2 in Attachment C - Victoria General Site) should terminate at South Park Street (i.e., the historic south boundary of the Halifax Common), creating a green, open space extension of Victoria Park, thereby recognizing the objective to recapture a park extension as per the Halifax Common Plan<sup>1</sup>;
- 2.4 All nodes (N1a/b, N2a/b, N3, N4) are to be recognized and respected as stations of public conveyance and change in urban character surrounding the Halifax Common district;
- 2.5 Public pedestrian access should be permitted, if at all possible at Pedestrian Route 3 (PR3 in Attachment C). Pedestrian access which also extends along Pedestrian Route 4 (PR4 in Attachment C), should, as much as possible, continue through the VG campus from node 4 (N4) to node 3 (at or near N3), and should inspire safe and inviting entry into and through the VG campus at both nodes;

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<sup>1</sup> Policy 3.2, p.21-2, Halifax Common Plan, 2004.

- 2.6 Proposed building treatments:
- 2.6.1 Any new buildings fronting open space or public streets with the Halifax Common should be sympathetic to human-scale design in terms of height and rhythm;
  - 2.6.2 Vertical facade divisions should articulate a modular unit size that reference the grain of surrounding buildings;
- 2.7 CDHA should not propose new surface parking, and rather strive to remove existing surface parking as much as practicable.

### **3.0 Site Planning Guidelines - Halifax Infirmary / QEH Site**

QEHS offers CDHA an opportunity to redevelop the site for future hospital requirements. In so doing, HRM proposes to work closely with CDHA toward achieving objectives of the Halifax Common Plan and public wishes as much as practicable, and thus to help facilitate enhancements to public green space along the block's perimeter in recognizing the site as a fundamental gateway to the Halifax Common and Downtown Halifax.

*Note: Please see Attachment C (QEHS) for a plan-based reference supporting the elements discussed below.*

- 3.1 Any building proposed to be constructed on the site of the Queen Elizabeth High School (QEHS) building should be architecturally significant and of the highest quality (i.e., Class A structure), which contributes positively to the “gateway” of the Halifax Common and Downtown Halifax;
- 3.2 Bell Road should be widened by adding approximately thirty-eight feet (38') along its southern edge (from Robie Street to Summer Street)—dependent on design—in order to help facilitate the introduction of extra travel lanes for more efficient traffic and bike flow, a ten-foot (10') wide tree lawn, and a ten-foot (10') wide sidewalk;
- 3.3 HRM proposes that the green corridor conceptualized along the south side of Bell Road, extend through the CBC site and around the corner along Summer Street when/if the Province of Nova Scotia or CDHA acquire the CBC parcel;









- 3.4 The Robie Street side of any new hospital/health care building (at QEHS) should utilize an active edge, creating movement to/from the street and into the building. The set-back of the facade should be consistent with the existing parking structure set-back, and landscape features should also be consistent with those already established along the east side of Robie Street;
- 3.5 In designing any new building (at QEHS), CDHA should provide sufficient space to accommodate future traffic and intersection improvements at I1 (see I1 [Intersection 1] in Attachment C), and to have them landscaped appropriately to reflect its status as an important “gateway” of the Halifax Common and Downtown Halifax;
- 3.6 In designing any new building (at QEHS), CDHA should provide sufficient space to accommodate future traffic and intersection improvements at I2 (see I2 [Intersection 2] in Attachment C), and to prepare the site with due consideration to the open space “campus” setting that is now established at the existing corners of the intersection, specifically at Citadel High School, Nova Scotia Museum of Natural History, and the Summer Street Entrance to the Halifax Infirmity Hospital;
- 3.7 CDHA should not propose new surface parking, and rather strive to remove existing surface parking as much as practicable.

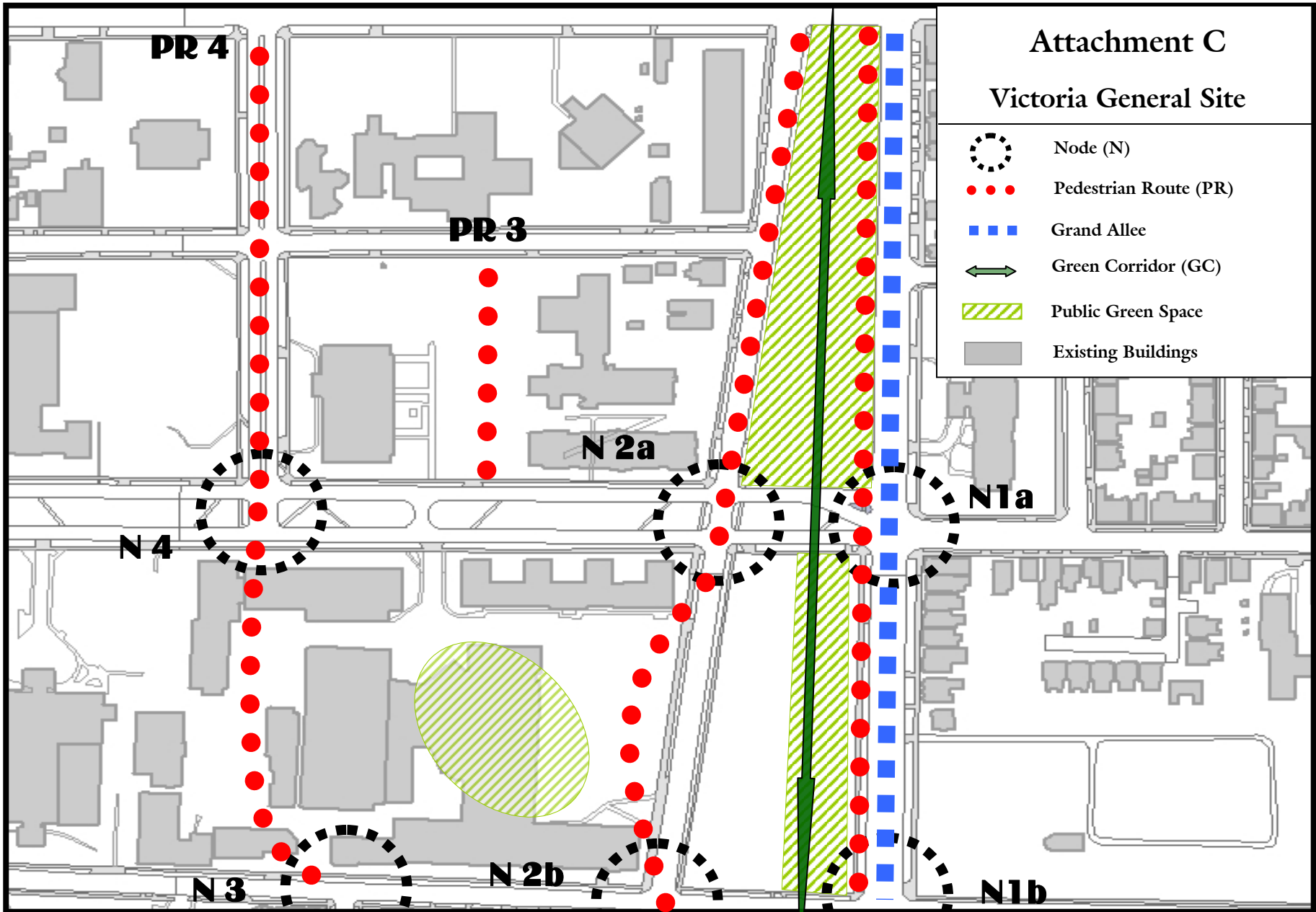
**PR 2**

**PR 1**

# Attachment C






## Victoria General Site

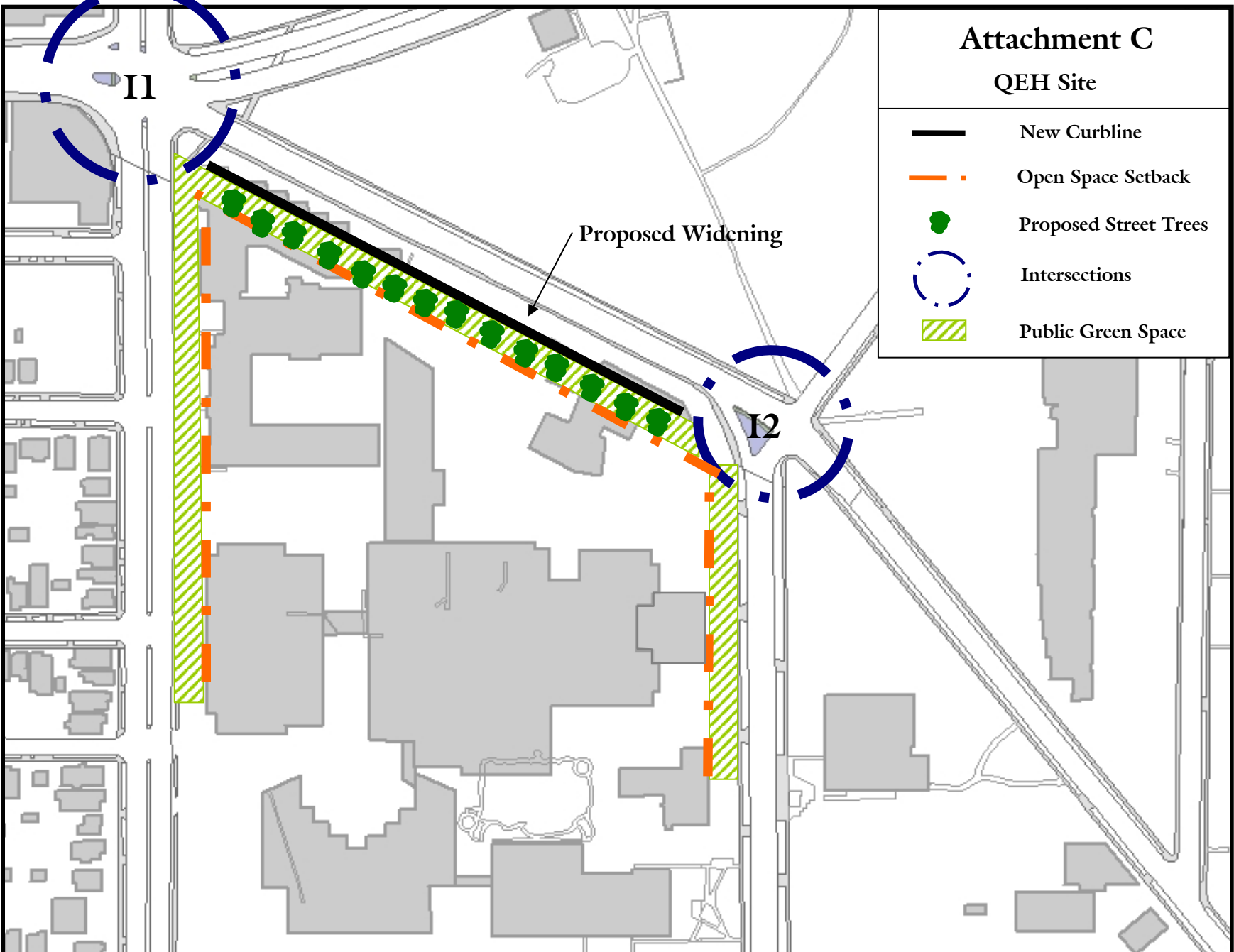
-  Node (N)
-  Pedestrian Route (PR)
-  Grand Allee
-  Green Corridor (GC)
-  Public Green Space
-  Existing Buildings



# Attachment C

## QEH Site

-  New Curbline
-  Open Space Setback
-  Proposed Street Trees
-  Intersections
-  Public Green Space



Proposed Widening

I1

I2