

Cape Breton Regional Library Background Information

1. Excerpt – Council February 21, 2012: Cape Breton Regional Library - McConnell Library Feasibility Study (see page 3)

***Note Feasibility Study – Architectural and Facility Planning Report, January 31, 2012 is included in the agenda package and this report can also be found on the Studies and Report page of the CBRM Website: <http://www.cbrm.ns.ca/studies-and-reports.html>*

2. Excerpt – Special Council, Stakeholder Budget Consultation Session March 13, 2015: Sydney Library Building Committee (see page 4)

3. Excerpt – Council March 15, 2016: Sydney Public Library Feasibility Study (see page 9)

***Note Sydney Public Library Feasibility Study Report, February 5, 2016 is included in the agenda package and this report can also be found on the Studies and Report page of the CBRM Website: <http://www.cbrm.ns.ca/studies-and-reports.html>*

4. Excerpt – Council Minutes November 15, 2016: Positive Change Plan, Part II (see page 21) and Excerpt – Council Minutes December 19, 2016: Positive Change Plan, Part II (see page 23)

5. Excerpt – General Committee on Planning and Economic Development September 19, 2017: Sydney Waterfront Development - Redevelopment of Sydney Waterfront Expression of Interest (EOI) (see page 24)

6. Excerpt – General Committee on Planning and Economic Development September 19, 2017: Review of Development Policy Along Downtown Sydney Waterfront (see page 28); references to new Regional Library included in the Ekistics Sydney Harbourfront Conceptual Vision & Design {report pages 44, 45 & 47} report of April 2014 referenced in the motion (full report see page 37)

***Please note that the Ekistics Report can also be found on the Studies and Report page of the CBRM Website: <http://www.cbrm.ns.ca/studies-and-reports.html>*

7. Excerpt - Special Council September 25, 2017: Redevelopment of Sydney Waterfront - Call for Expressions of Interest (see page 121)

8. Excerpt - Council February 6, 2018: Expression of Interest - Redevelopment of Sydney Waterfront (see page 125)

9. Excerpt – Council June 26, 2018: Waterfront Pre-Development Agreement between CBRM & Harbour Royale Development (see page 167)

10. Excerpt – Council August 7, 2018: Sydney Harbour Development - Public Regional Library (see page 168)

11. Excerpt – Council November 20, 2018: CBRM Sydney Central Library (see page 171)

Continued...

Cape Breton Regional Library Background Information (Cont'd)

12. Excerpt – Special Council December 5, 2018: Central Library - Sydney Reports, etc. (*see page 177*)
13. Excerpt – General Committee February 5, 2019: Provincial Libraries Update (*see page 181*)
14. Excerpt – Council Budget March 6, 2019: DRAFT Capital Budget 2019-2020 {re Library & other projects referenced} (*see page 186*)
15. Excerpt – DRAFT General Committee Minutes - May 7, 2019: Updated & Information Regarding New Library Application and Process (*see page 187*)

Cape Breton Regional Library – McConnell Library Feasibility Study:

Ms. Faye MacDougall, Regional Librarian, and Mr. Spyro Trifos, Architect, presented the findings of the McConnell Library Feasibility Study, which included:

- **Part one:** (Faye MacDougall)
 - Study purpose
 - Key Findings
 - Library Requirements
- **Part two:** (Spyro Trifos)
 - The Design Concept and Cost

The Mayor thanked both Ms. MacDougall and Mr. Trifos for their presentation.

For Information only.

**Excerpt – Special Council Minutes – Stakeholder Budget Consultation Session
March 13, 2015**

Sydney Library Building Committee: *(Fact Sheet on file in the Clerk's Office)*

Welcome to Mr. Pat Bates, Chairperson of the Sydney Library Building Committee.

Mr. Bates noted that there are eight members on the Committee, and members Faye MacDougall, Allister MacLeod and Ron Caplan are in attendance. Mr. Bates provided a fact sheet with a detailed overview of the current Sydney Library and advised that an initiative is currently underway which will put the community in a position to have a new library. Funding from the two senior levels of government has been sought to assist with a needs assessment and it is hoped that will begin prior to the summer.

Ask that Council members review the provided library portfolio and once the needs assessment is initiated, provide input to help shape the new state-of-the-art regional public library facility.

Mayor Clarke thanked Mr. Bates for his presentation.

Cape Breton Regional Library

James McConnell Memorial Library Fact

February 2015

Facts About the James McConnell Memorial Library

- McConnell Library was constructed in 1959. The previous public library, located in the Sydney Court House on Charlotte Street, was destroyed by fire in 1959.
- An addition to the Library was added in 1987. This contains the current children's wing, programme room, and on lower level, the Regional office.
- The McConnell Library building houses the public library (main floor); Regional Library Headquarters, Cape Breton County Bookmobile Services; Regional Storage Collection; and the Gates Computer Lab (all on lower level).
- Current square footage of building—22,000. 2012 Feasibility Study found that a minimum of 35,000 square feet was required for a community of the size of Sydney and surrounding area.
- McConnell Library houses several special collections:
 - Nova Scotia Collection is a valuable print collection that includes more than 5000 items pertaining to the history and culture of Nova Scotia.
 - Play Collection—more than 3000 play scripts available for loan
 - Microfilm—collection includes Cape Breton Post back to 1901, as well as miscellaneous other materials
 - S. Peter Fraser Music Collection—a recent donation to the library, this print music collection is currently being catalogued, and upon completion will be available for borrowing by the public.
- The McConnell Library is named after James McConnell, Mayor of Sydney from 1924-1931. Through his estate Mr. McConnell left the City of Sydney a gift to provide for the building of the Library. At the time it was built, the McConnell Library was recognized as a State of the Art building.

Libraries are a democratic body—open and accessible to all.

Libraries nurture a love of reading. Many studies have found that reading has a positive impact on school work, health and employment. Example: In 2013, the University of London Institute of Education Study found that “children who read for pleasure made more progress in maths, vocabulary, and spelling between the ages of 10 and 16 than those who rarely read.”

Public Use of the Library 2013-2014

	McConnell	Region	% of Region
Circulation	176,850	418,400	42%
Holds Placed	14,964	44,535	34%
Reference Questions	23,402	45,883	51%
In-person Visits	111,927	255,352	44%
Public Computer Hours	11,525	43,073	27%
Membership	11,068	24,161	46%

eBooks and eAudiobooks are available through the Library's website (www.cbri.ca)

Books housed in any Branch (with the exception of items in the Nova Scotia Collection) can be requested through any Branch location. If you live in Louisbourg and want a book housed in Baddeck, it can be requested and the Library will deliver it to Louisbourg for your use.

Why are Public Libraries Important?

Provide Life-Long Learning Opportunities:

- Access to quality reading materials
- Opportunities to learn and share information through a variety of programmes
- Access to Professional Staff who will help find information

Community Participation:

- Brings people together in a social environment. For some, the Library is a place to go to connect with other people.
- Libraries allow many individuals to enjoy learning through meeting and discussing with others.
- Libraries are dynamic, versatile community centres.

Libraries Inspire:

- New project development • Learning • Writing

The Regional Library Collection

- 236,000 books
- 1,085 audiobooks
- 8,700 eBooks
- 2,700 eAudiobooks
- 2,100 Play Scripts
- 7,800 DVDs
- Nova Scotia Collection (housed at McConnell Library)
- S. Peter Fraser Music Collection (to be housed at McConnell Library, not yet available for borrowing)
- French Language
- Gaelic Language
- Microfilm
- Databases

Library Fact

More Canadians visit libraries than take part in golf, hockey, baseball, and swimming combined.

“Congratulations on the new library, because it isn't just a library. It is a space ship that will take you to the farthest reaches of the Universe, a time machine that will take you to the far past and the far future, a teacher that knows more than any human being, a friend that will amuse you and console you -- and most of all, a gateway, to a better and happier and more useful life.”

~ Isaac Asimov

Partnerships

The Regional Library partners with organizations throughout Cape Breton and Victoria Counties to provide programmes and information. A few examples of these include:

- Canadian Diabetes Association
- Alzheimer's Society of Nova Scotia
- Adult Learning Association of Cape Breton County
- Mi'kmaw Kina'matnewey (Library in the Classroom project)
- Cape Breton University (Library, Arts and Letters, Art Gallery, Beaton Institute) (MOU is in place for resource sharing. This resulted in a National Award for Resource Sharing from the Canadian Library Association)
- Cape Breton Centre for Craft and Design
- Cape Breton Victoria District School Board
- Well-women's Clinics
- Lumiere
- Fortress Louisbourg

Regional Programmes 2013-2014

Children's Programmes

Types of Programmes offered:

- Babies & Books
- Toddler Time
- Saturday Storytime
- Reading Together Clubs
- Puppet Shows
- Summer Reading Programme
- Class Visits

- Computer Camps (Summer)

Adult Programmes:

- Adult Information (health information, etc.)
- Computer & Technology Training (CAP)
- Seniors Café
- Class Visits
- Fibre Lunch (Crafts)
- Author Readings

Attendance at McConnell Library Programmes:

Childrens:

233 Programmes offered

4,615 attendance

(Regionwide: 927 programmes offered attended by 12,076)

Adult:

224 Programmes offered

5,249 attendance

(Regionwide: 923 offered, attended by 8615)

Community Use of Programme Rooms

When Library programme rooms are not in use for library programmes and events, these are made available free of charge to non-profit community groups. Library staff often provide support with room setup. Not all Library Branches have a programme room.

It is not uncommon to turn

groups away, as the rooms are very popular. Library staff often hear from the organizations that the Libraries are easy to find and they provide a neutral meeting spot.

In 2013-2014 there were 47 public bookings for the McConnell programme room, with a total of 486 attending those meetings/functions. In

total, Regional library programme rooms were booked a total of 438 times, and used by 2,568 people in 2013-2014. We know there is a need for this in our community, as well as a need for small meeting rooms which can accommodate 2-15 people.

"My two favourite things in life are libraries and bicycles. They both move people forward without wasting anything."
~ Peter Golkin

Cape Breton Regional Library : 12 Branches and 2 Bookmobiles

Branch Locations:

- Baddeck
- Dominion
- Florence
- Glace Bay
- Ingonish
- Louisbourg
- Main-a-Dieu
- New Waterford
- North Sydney
- Reserve Mines
- Sydney
- Sydney Mines
- Cape Breton & Victoria County Bookmobiles

The Regional Library has a FTE of 52. Employees include Library Clerks, Library Assistants, Computer Technician, Delivery Driver, Student Pages, Administrative Assistants, and Professional Librarians.

The Library shares an Integrated Library System with 8 other Library Regions. There is a strong working relationship between Public Library Regions across the Province.

Cape Breton Regional Library

50 Falmouth Street
Sydney, Nova Scotia
B1P 6X9

How do Libraries contribute to economic development?

- By providing programmes and services to promote early literacy. This is the first step in building an educated workforce. An educated workforce will help to attract knowledge-based industries and employers to the area.
- Availability of public access computers allows people to practice computer skills, prepare resumes, search job sites, and reduces the barriers to employment.
- Libraries help to bring people into the downtown core of the community. In 2013-2014, on average, 43 people entered the McConnell Library every open hour. That's approximately 450 per day.
- Public libraries can be anchors for development in downtown and central areas of the community.

Why Replace the McConnell Library?

The way in which people use Libraries has changed significantly over the years. People now look for programmes for all ages when they come to the Library. For example, in 2003/2004, the Regional Library offered 557 programmes with 7560 people attending. In 2013-2014, the Library offered 1850 programmes with 20,691 people attending. It is expected the Library's role in this area will continue to expand, necessitating more flexible space.

Building Deficiencies/Needs:

- Need for fresh air circulation and a temperature controlled environment to correct excessive heat buildup in warmer months
- Collections have grown (these collections are accessible to all branches) having the space necessary to accommodate the collections is essential.
- Require space for storage for programme materials, display of library materials, and staff work areas
- Lack of elevator for barrier-free access and moving library materials between levels
- A need for additional public meeting space
- A need for greater access to technology in order to provide additional learning opportunities for our community, especially youth.
- To provide quiet study areas for research, reading
- Inadequate washroom facilities for public
- Lack of adequate parking and safe passenger drop off area

A library is a place that is a repository of information and gives every citizen equal access to it. That includes health information. And mental health information. It's a community space. It's a place of safety, a haven from the world.

~ Neil Gaiman

Excerpt – CBRM Council Minutes
March 15, 2016

Sydney Public Library Feasibility Study: *(Study and PowerPoint Presentation on file in the Clerk's Office)*

Mayor Clarke welcomed Ms. Faye MacDougall, Librarian of the Cape Breton Regional Library.

Ms. MacDougall expressed thanks and appreciation to CBRM, the Province of Nova Scotia, and the Government of Canada, for supporting the feasibility study; and to the community members who participated in focus groups, workshops and interviews.

Ms. MacDougall introduced the Chair of the Building Committee, committee and board members, then the Sydney Public Library Feasibility Study team. She advised that Mr. Spyro Trifos, Principal Architect, of Trifos Architecture & Interiors, and Mr. John Nash, of Breton Chartered Accountants, will be providing an overview of the Study. She noted that team member Mr. Jim Morgan Stern, of DMA Management and Planning, was not able to attend.

Mr. Trifos provided an overview of the scope of the Study, which included:

- Issues facing Cape Breton Regional Library;
- Trends in Library Design;
- Stake Holder Sessions and Input;
- Public Consultations;
- Library Space Program;
- Architectural Design Objectives;
- Three Facility Options.

Mr. Nash discussed:

- Design Considerations and Capital Costs:
 - New, stand-alone building on a CBRM lot;
 - Phased project with mixed use and privately owned;
 - Retrofit existing Edifice
- Community impacts – downtown planning and revitalization;
- Annual Capital costing and Building Life Cycle.

Following the presentation, Council discussed:

- Necessary amenities;
- Building location and parking demands;
- Tidal surges and coastal erosion;
- Projected community population;
- Catalyst for downtown development and revitalization;
- Build Canada funding;
- Operational costs;
- 'Green' building.

Continued...

**Excerpt – CBRM Council Minutes
March 15, 2016**

Sydney Public Library Feasibility Study (Cont'd):

The following motion was put forward after discussion.





Motion:

Moved by Councillor MacLeod, seconded by Deputy Mayor George MacDonald, that Planning and Development staff, in consultation with the Chief Administrative Officer, be directed to prepare an Issue Paper on the options outlined in the Sydney Public Library Feasibility Study, to be brought back to Council for further consideration.

Discussion:


During the discussion, it was suggested that staff confer with HRM and the Spring Garden Road Commission regarding the Halifax Library project.

Motion Carried.









CAPE BRETON REGIONAL MUNICIPALITY

Sydney Public Library
Feasibility Study
Sydney, Nova Scotia




March 15, 2016



Scope

- Feasibility Study to determine future requirements and potential costs.
- Follow up to 2011 Study of existing facility.
- Examined the services profile of the Library and community.
- Library Programs were reviewed.
- Library Program spaces were analyzed.
- Characteristics of the community assessed (population and age).
- Population decline trends assessed.
- Library trends and best practices were examined.
- Future directions for Libraries were examined (physical and virtual).



Issues facing Cape Breton Regional Library

- Potential partnerships (CBU, First Nations, & NSCC).
- Community Planning Impact.
- Downtown Revitalization Opportunity.
- Economic Development Opportunity.
- Catalyst for other projects.



Trends in Library Design

- To be an iconic/symbolic/community focal point.
- To be an integrated community services hub.
- Centre for collaboration, networking, programming research and study.
- Creation Centre/Digital Literacy Facilitator.
- Centres for Technology and Innovation.
- Customer first focus – improved working spaces, innovated display types, and a variety of reading areas.
- Balancing spatial design for collections, individual and group activities.





Stake Holder Sessions & Input

- Four workshops were conducted – youth community agencies, business and residents.
- Fifty two participants completed workbooks. User experiences, opinions and future desirable features documented.
- Public meeting was held to discuss study.



Public Consultations


- Strong support for a new, expanded library.
- Contemporary library that makes a statement.
- Welcoming, busy, focal point for social gatherings and networking, technology centre, expanded programming, a place for creativity.
- New functional areas – media labs, food service, outdoor spaces, group/collaborative study.
- Downtown location.
- Catalyst for economic development.
- Partnerships.



Library Space Program

- Population based space planning guidelines for libraries.
- 0.7 GSF per capita for contemporary libraries.
- 2031 population catchment of 40,000 people.
- Sydney Library 28,000 sf.
- Regional Headquarters 8,580 sf.
- Community partner allowance 3,420 sf.

Total Library Area	40,000 sf.
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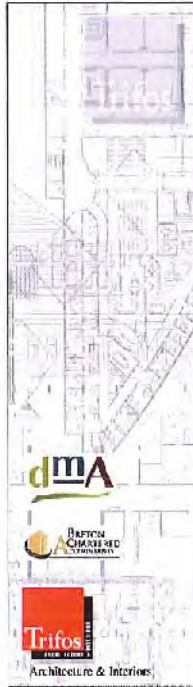


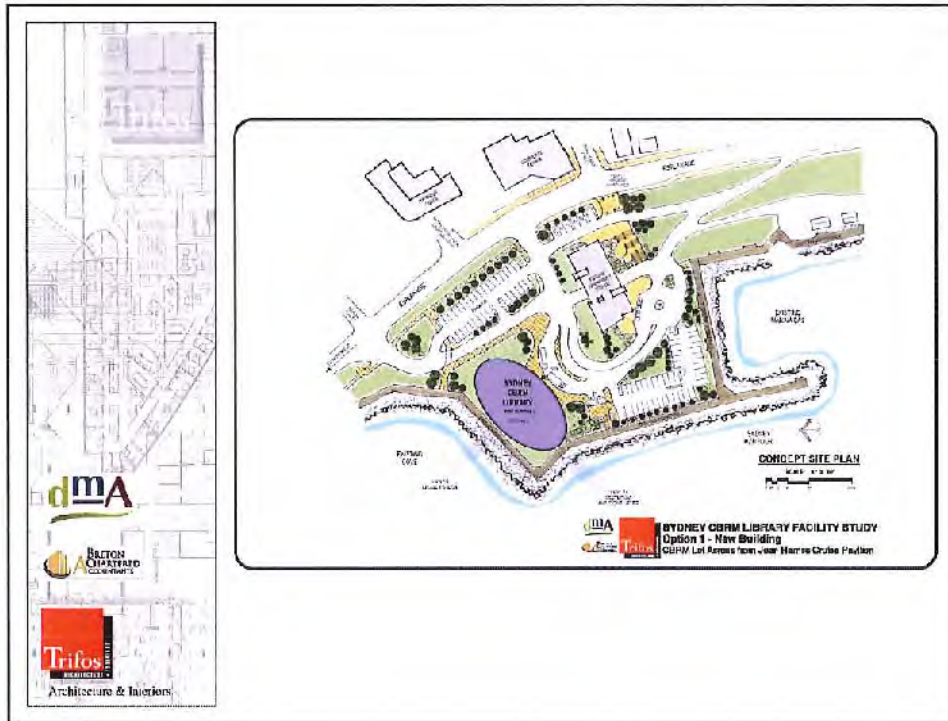
Architectural Design Objectives

- Contemporary, culturally outstanding, iconic library with 50 year lifespan.
- Creative, technologically advanced and environmentally sustainable.
- Universally accessible, safe, secure, healthy building promoting well being.
- Reasonable construction time frame and justifiable cost.

Facility Option 1

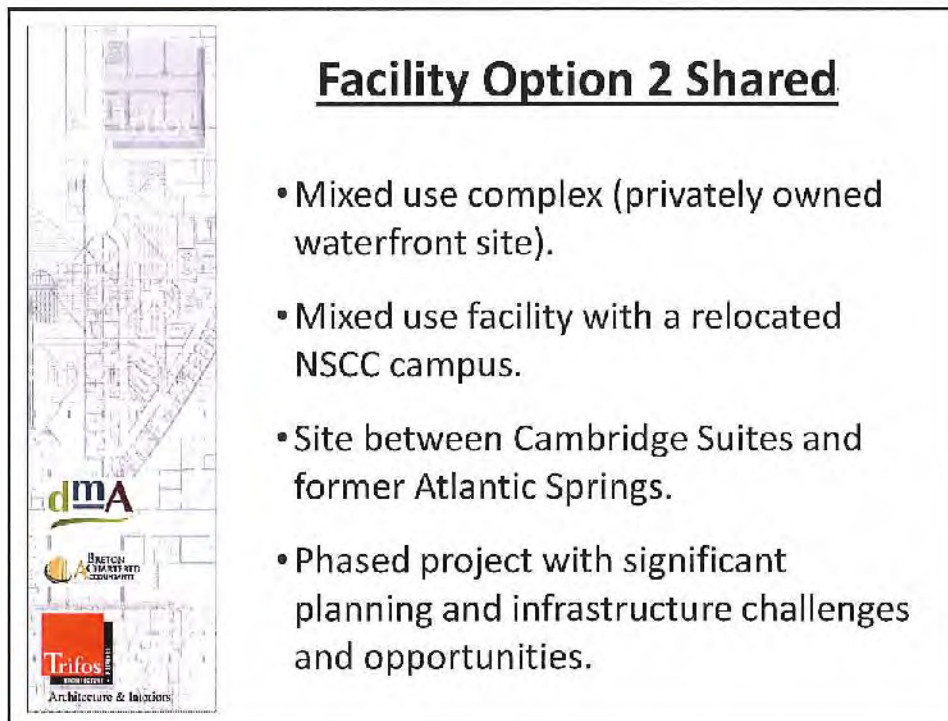
- New, stand alone, building on a CBRM owned waterfront lot.
- Two stories 20,000 sf. each.
- Opposite Joan Harriss Cruise Pavilion.
- On the boardwalk.

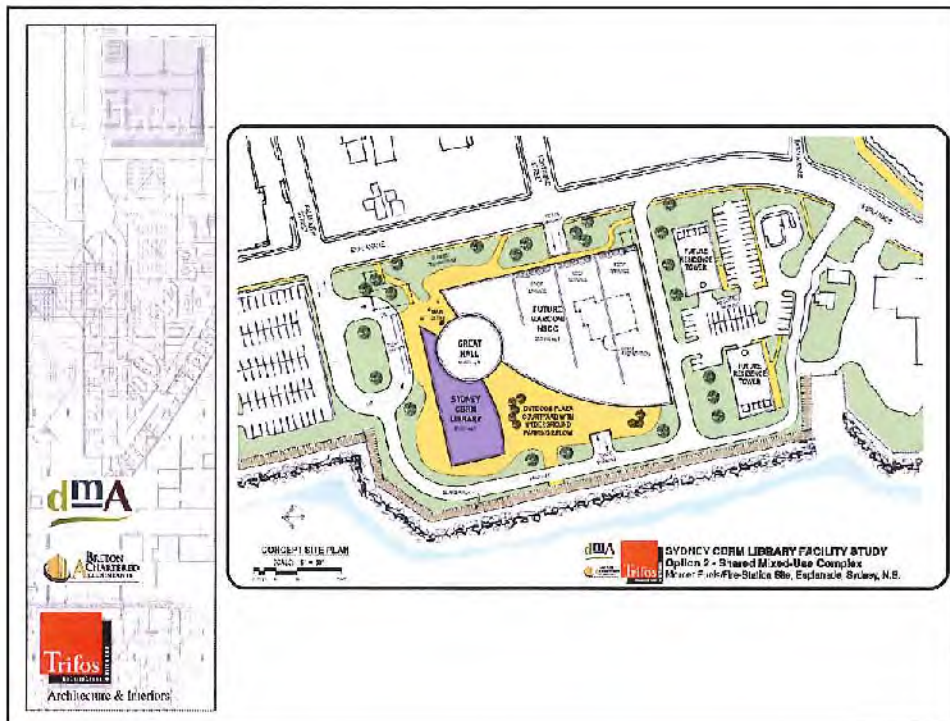




Facility Option 2 Shared

- Mixed use complex (privately owned waterfront site).
- Mixed use facility with a relocated NSCC campus.
- Site between Cambridge Suites and former Atlantic Springs.
- Phased project with significant planning and infrastructure challenges and opportunities.







Facility Option 3 - Retrofit Existing Edifice (former Target store)

- Revitalize existing big box shell.
- Expansive space available.
- Large parking area available.
- Centre of shopping, food, and grocery retail hub location.
- Challenge to create a unique image and identity for a community library.

dma
DESIGN MANAGEMENT ASSOCIATES
PRACTICE CHAIRMAN
CONCEPTS

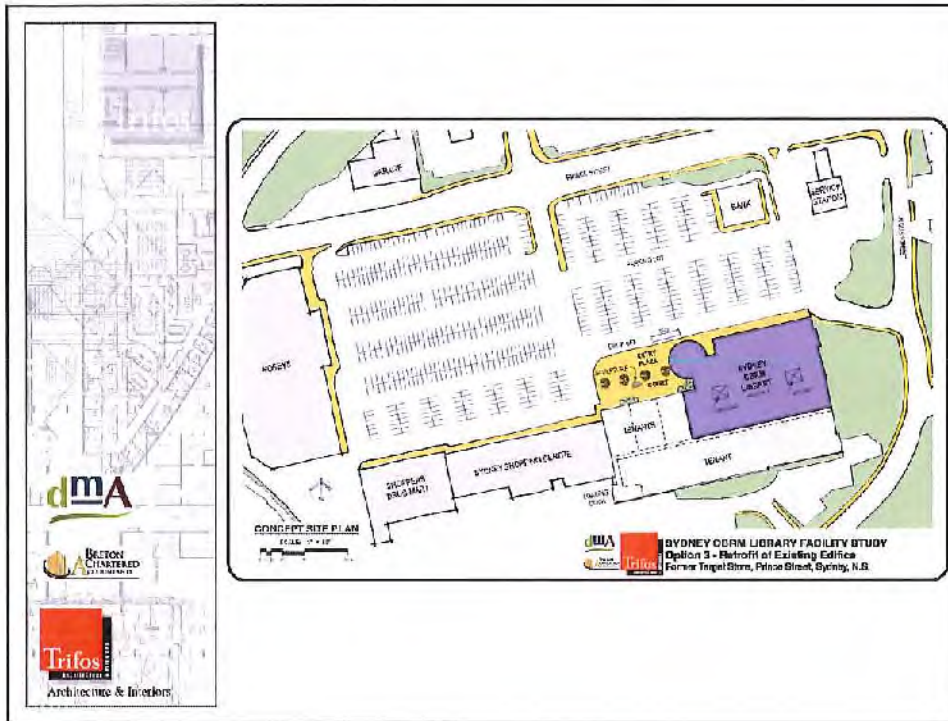
Trifos
ARCHITECTURE & INTERIORS



dma
DESIGN MANAGEMENT ASSOCIATES
PRACTICE CHAIRMAN
CONCEPTS

Trifos
ARCHITECTURE & INTERIORS

SYDNEY COMMUNITY LIBRARY FACILITY STUDY
Option 3 - Retrofit of Existing Edifice
Former Target Store, Trilco Street, Sydney, N.S.W.
Retrofitting shell from former store, parking south-west



Capital Costs

	Option 1 New Build	Option 2 Shared Tenancy	Option 3 Retrofit of Existing Edifice
Floor Area of GERL, Sydney Library and Partner Space <i>(Refer to Note 1)</i>	40,000 sq. ft.	40,000 sq. ft.	40,000 sq. ft.
LEED/Contemporary Capital Construction Cost (\$425/sq.ft.) <i>(Refer to Note 2a)</i>	\$17,000,000	\$17,000,000	n/a
LEED/Contemporary Capital Construction Cost (\$325/sq.ft.) <i>(Refer to Note 2a)</i>	n/a	n/a	\$13,000,000
Fixtures, Fittings, Equipment (\$50/sq.ft.) <i>(Refer to Note 2)</i>	\$2,000,000	\$2,000,000	\$2,000,000
Site-Costs Allowance <i>(Refer to Note 4)</i>	\$2,000,000	\$3,200,000	\$600,000
SUBTOTAL	\$21,000,000	\$22,200,000	\$15,600,000
Soft Costs (14%) - Includes Legal, Accounting, Tender, Consultancy, LEED <i>(Refer to Note 5)</i>	\$2,940,000	\$3,108,000	\$2,184,000
SUBTOTAL	\$23,940,000	\$25,308,000	\$17,784,000
Land Acquisition (Waikato) Properties <i>(Refer to Note 6)</i>	\$2,000,000	\$2,500,000	n/a
TOTAL COST (Net Including H&T)	\$25,940,000	\$27,808,000	\$17,784,000
TOTAL COST PER SQUARE FOOT	\$600	\$695	\$445

Financial Analysis

- 25 year life cycle for annual capital costing.
- Two Scenarios –
 - a) Fully funded, public sector (government).
 - or
 - b) Public Private Partnership (private sector built and financed)



	Option 1 - CBDM Waterfront Land		Option 2 - Private Waterfront Land		Option 3 - Retail:	
	Public	Public/Private	Public	Public/Private	Public	Public/Private
Capital Costs						
Construction cost	25,940,803	75,842,030	27,898,000	27,898,000	17,784,000	17,784,000
Annual cost at 8% Required cost at 8%	\$ 1,546,605	\$ 2,298,193	\$ 1,711,581	\$ 2,412,655	\$ 1,094,620	\$ 1,542,577
Operational Costs						
Energy costs (heating & cooling)	139,802	132,070	132,000	1,809,900	88,000	48,000
Window cleaning	21,800	24,000	24,000	21,600	3,000	3,900
Exterior grounds maintenance	30,900	32,000	30,000	14,400	0,000	0,000
Waste fee	116,000	115,000	115,000	116,000	472,000	472,000
Other repairs and maintenance	40,000	42,000	42,000	4,000	104,000	104,000
Building insurance	140,000	142,000	145,000	146,000	650,000	650,000
Total Capital and Operating - As a unit	\$ 1,536,605	\$ 2,619,195	\$ 1,832,581	\$ 2,518,655	\$ 1,734,620	\$ 2,202,777
Total Capital - Life Cycle	\$ 28,515,152	\$ 77,334,832	\$ 42,762,335	\$ 60,361,277	\$ 27,368,114	\$ 28,244,411
Total Operating - Life Cycle	\$ 8,506,900	\$ 1,031,020	\$ 8,657,020	\$ 6,694,000	\$ 6,985,020	\$ 6,701,000
Total Capital and Operating - Life Cycle	\$ 37,022,052	\$ 78,365,852	\$ 51,419,355	\$ 67,055,277	\$ 34,353,134	\$ 34,945,411

The Positive Change Plan, Part II:

Motion:

Moved by Councillor George MacDonald, seconded by Councillor MacLeod, to approve “The Positive Change Plan, Part II” as presented.

Discussion: In response to a question, Mayor Clarke advised that a motion to postpone the approval of “The Positive Change Plan, Part II” would be in order to allow the new Council more time to review the document.

Motion:

Moved by Councillor MacLeod, seconded by Deputy Mayor Eldon MacDonald, to postpone consideration of “The Positive Change Plan, Part II,” to the December 2016 Council Meeting.

Discussion: Mayor Clarke clarified that the motion is to postpone the discussion until the December meeting of Council.

Motion Carried.

Section 5: Constructive

36. Complete the connection of the Sydney waterfront boardwalk to Wentworth Park in 2017-18. The application for cost-sharing this project is with ACOA and the Province.
37. Centre200 Phase II. Our showcase facility is in need of modernization. CBRM will seek to redevelop the facility and site, exploring private sector development and investment as well as expanded public uses.
38. CBRM will, in partnership with the provincial and federal governments, build a new central library in downtown Sydney. Options put forward include a standalone waterfront location, within a new downtown NSCC campus or as part of the Centre200 revitalization. We will be responsible when considering construction and long term operating costs.
39. East Division Station. A new police station will be built in downtown Glace Bay to replace the Reserve Street location.
40. Upgrades to New Waterford police station. (Danny Nathanson Building)
41. Provide Cape Breton Ground Search and Rescue with a permanent home on Reserve Street when the Glace Bay police relocate.
42. Multicultural wayfinding signage will be developed for Whitney Pier in coordination with community stakeholders.
43. Road work. New investment goals for CBRM maintained streets, roads and sidewalks will be established. CBRM will seek additional cost-sharing opportunities with federal and provincial governments. CBRM Engineering and Public works officials estimate CBRM infrastructure requires a \$16 million annual investment to be maintained properly. In 2016-17, CBRM is investing \$11 million, only half of that total is cost shared with other levels of government.
44. New, expanded transit shelters with wi-fi will be constructed at key locations in Glace Bay, Sydney, New Waterford, Dominion and on the Northside.
45. CBRM will re-commit to wastewater treatment projects pending a new funding formula arrangement with the federal and provincial governments.
46. Building on the success of community-led youth organizations, CBRM will support and seek federal and provincial partners for other community-led youth initiatives.

**Excerpt – Council Minutes
December 19, 2016**

The Positive Change Plan, Part II

Mayor Clarke opened the floor for discussion on the following motion regarding the “The Positive Change Plan, Part II, which was postponed from the November 15th, 2016 meeting of Council.

Motion:

Moved by Councillor George MacDonald, seconded by Councillor MacLeod, to approve “The Positive Change Plan, Part II” as presented.

Discussion:

During the discussion, the following issues were raised:

- The Plan is too broad and more information is required on the list of potential projects;
- The components of the Plan do not have any budget or timelines associated with them;
- The Councillors were not involved with the creation of the Plan;
- More discussion is required by Council.

Mayor Clarke explained that the Positive Change Plan, Part II, is a policy document which resulted from the budget consultation sessions and the components are subject to budget approval.

Motion Carried.

Sydney Waterfront Development - Redevelopment of Sydney Waterfront – Expression of Interest (EOI):

Mr. John Phalen, Manager of Economic Development & Special Projects, provided an overview of the draft Expressions of Interest for the Redevelopment of the Sydney Waterfront included in the agenda package. He advised that the CBRM owns 4 acres of vacant land located on Sydney waterfront. The CBRM partnered with Enterprise Cape Breton Corporation to prepare a concept plan to guide development of the Sydney waterfront in the coming decades (the Ekistics Plan). The Plan was developed with input from residents and the business community and was originally presented to Council in July 2014. It was noted that the Plan is an ambitious and visionary document, and all future waterfront development waterfront is to be evaluated in the context of this Plan. The Municipality is now seeking expressions of interest for the redevelopment of municipally-owned parcels of land on the Sydney waterfront.

Mr. Phalen then reviewed the EOI process, including:

- CBRM initiates the call for EOI;
- Evaluate the submissions based on requirements;
- Proponent which would be likely to generate the best economic benefits would be requested to prepare a more detailed proposal;
- The detailed proposal would be submitted to Council for possible approval at a later date.

In response to a question, Mr. Phalen advised that Planning and Economic Development staff would vet received proposals and after a review, provide a recommendation for Council consideration.

Councillor Paruch suggested that the wording of the second sentence under section “6.0 Process” in the staff report be broadened so that development is not restricted to the vision in the Ekistics document on the Sydney Harbourfront.

Mayor Clarke proposed inserting the words “or other value proposition” between “Ekistics” and the word “and” in that second sentence.

It was agreed that the second sentence in section 6.0 *Process* be amended as suggested by Mayor Clarke, to read as follows:

*“Following that review, the CBRM will determine which proposal most fully addresses the vision outlined for the Sydney Harbourfront as outlined in the 2014 document prepared by Ekistics, **or other value proposition**, and which proposal demonstrates the greatest potential benefit for the CBRM in terms of job creation and property tax revenue.”*

The following motion was then put forward:

Motion:

Moved by Councillor Coombes, seconded by Councillor MacLeod, that a recommendation be made to Council to approve the “Call for Expressions of Interest for the Redevelopment of Sydney Waterfront”, including the amendment to section 6.0 as noted. **Motion Carried.**

REDEVELOPMENT OF SYDNEY WATERFRONT CALL FOR EXPRESSIONS OF INTEREST

1.0 Background

The Cape Breton Regional Municipality is the owner of approximately 4 acres of vacant land strategically located on the waterfront in Sydney, the largest urban area in the Municipality. The area is located immediately adjacent to the Joan Harris Cruise Pavilion, the arrival point for the more than 100,000 cruise ship visitors that the Port of Sydney welcomed in 2013. The site is also bordered by the Sydney boardwalk, a focal point for summer activities, and a small marina and breakwater which are owned by the Municipality. Two of Sydney's largest hotels, the downtown Sydney shopping district, the North End Sydney Heritage Conservation District, and the region's largest sports and entertainment complex (Centre 200) are all located within walking distance of the site.

The Municipality recently partnered with Enterprise Cape Breton Corporation to prepare a concept plan to guide development of the Sydney waterfront in the coming decades. The plan, which was presented to Council in July of 2014, is an ambitious and visionary document and all future development on the waterfront will be evaluated in the context of this plan.

The Municipality is now seeking for expressions of interest from developers interested in municipally owned parcels of land on the waterfront.

2.0 Description of Lands

The lands that are the subject of this call for expressions of interest are shown on the attached map.

3.0 Development Context

The Cape Breton Regional Municipality has been declining in population since the mid 1960s, when the population peaked at 131,000. The 2016 census reported that CBRM's population had shrunk below 100,000, and demographic projections prepared for the Municipality predict further decline at the regional level.

Despite the relatively weak demographic scenario facing the region, the vision document for the Sydney waterfront notes that because of the attractive and convenient location of the waterfront there are opportunities for residential and commercial development to take place there over the next several years.

4.0 Vision for the Sydney Waterfront

CBRM's vision for this site is described in the report referenced above, the *Sydney Harbourfront Conceptual Vision and Design* which was prepared by Ekistics in March 2014. All expressions of interest for development of this site should endeavour to

address the design principles and the overall vision for the area as articulated in that report. This vision was developed with much input from residents of the adjacent neighbourhood and new development should not represent a radical departure from this vision.

It is hoped that this development will be unique, will employ new ideas in urban design, and will set an example to follow for other developments not just in the CBRM but throughout Canada.

5.0 Submissions

Submissions must include the following components:

- (1) A concept plan that shows the approximate locations and sizes of access roads, buildings, parking facilities, green areas, recreational facilities, and other facilities or infrastructure being proposed. A written description of the concept, prepared by the Developer, outlining the overall theme of the concept
- (2) A preliminary business case for the development, outlining the costs associated with development and revenues that would be derived from development of the site. A phasing plan should be included with the business case. It is recognized that at this stage all figures will be preliminary, but cost and revenue estimates should be sufficiently detailed so as to demonstrate a commitment by the proponent to make the development work financially.
- (3) Background information on the proponent and any partners involved, including education, business experience (particularly with land or housing development), examples of past projects and references.
- (4) Discussion regarding how the proposed development could be coordinated with development of the privately owned parcels adjacent to the municipally owned sites.

6.0 Process

Expressions of interest received by the CBRM will be reviewed to ensure that they comply with the submission requirements in Section 5.0. Following that review, the CBRM will determine which proposal most fully addresses the vision outlined for the Sydney Harbourfront as outlined in the 2014 document prepared by Ekistics, and which proposal demonstrates the greatest potential benefit for the CBRM in terms of job creation and property tax revenue. The potential for development on the site to generate economic activity elsewhere in the downtown will be considered, not just the benefits of the development proposed for this specific site. The proponent whose proposal is deemed to most fully address the vision and design principles and appears likely to generate the greatest economic benefits will be requested to prepare a more detailed proposal for development of the site, with the terms of this second stage review to be negotiated between the CBRM and the Developer at that time.



Review of Development Policy Along Downtown Sydney Waterfront:

Mr. Malcolm Gillis, Director of Planning & Development, advised that the Ekistics Report which had been brought before Council 2014 was well received by the public and the Council of the day, but it was essentially tabled and nothing was done with it. He noted that the corridor from the entry of Wentworth Creek up to and including the potential second cruise ship berth site are discussed in the Ekistics Plan and this area straddles the boundary of the two planning strategies in effect in CBRM which do not necessarily line up with each other. The Report suggests that this waterfront be looked at holistically, and therefore staff is advocating that Council consider:

- Revising the current planning strategies so that there is one policy objective for this area; and
- Assigning an agency of the Municipality (i.e. Sydney Ports Corporation) to focus on the objectives of the waterfront as Council dictates.

The Director of Planning and Development said that now that a call for Expressions of Interest has been endorsed, he recommended a review of the Ekistics Report to focus discussion on a strategy review for Council consideration. He indicated that staff can provide Council members with copies of the Ekistics Report.

Mayor Clarke advised that a motion is not required and that this is being brought forward for agenda setting and discussion.

During discussion, some of the issues raised included:

- Impacts of development;
- Developments: ecologically friendly, pro-growth, enhance current cultural assets;
- Long range planning;
- Ekistics report is a vision document, not a policy;
- View planes;
- 5 year review of the Planning Strategy vs. annual review;
- Any agency assigned as a Waterfront Development Corporation for CBRM would report back to Council on a regular basis;
- Challenge the statement “*any development is good development*”;
- Dialogue regarding all CBRM waterfronts;
- Aligning staff reports;
- Working with developers and organizations to find alternative solutions to unfavourable development plans instead of denying a request;
- Requesting agenda issues for discussion.

Continued...

Review of Development Policy Along Downtown Sydney Waterfront (Cont'd):

Motion:

Moved by Councillor Bruckschwaiger, seconded by Councillor Paruch, that staff be directed to prepare an overarching Issue Paper on the Sydney Waterfront as a whole, based on the staff report dated September 8, 2017, and to report back to Council within thirty (30) days.

Discussion:

In response to a question, the Director of Planning and Development recommended that Council have a discussion regarding the merits of the Ekistics document and any aspects of it that should be implemented into policy regarding waterfront development.

Mayor Clarke suggested that it may be helpful to invite the authors of the Ekistics plan to a future meeting to explain the rationale and consultation process for the Plan, particularly for the benefit of the new Council members.

Motion Carried.



ISSUE PAPER

TO: CBRM General Committee of Council

FROM: Malcolm Gillis and Karen Neville

SUBJECT: REVIEW OF DEVELOPMENT POLICY ALONG
DOWNTOWN SYDNEY WATERFRONT

DATE: September 8th, 2017

Introduction

During the roundtable discussion on economic development in June, reference was made to the various studies and reports that could be a valuable part of the Municipal Planning Strategy (MPS) review. One such report is the Sydney Harbourfront Conceptual Vision & Design Report which was prepared for CBRM by Ekistics Planning and Design in 2014.

The Ekistics report is a planning vision for Sydney's waterfront. Although its public consultation process was well attended, and it was well received by Council and the public, no action has yet been taken to implement it legally since it was originally presented to Council in 2014. It focuses on the waterfront properties bounded by the Esplanade to the east, the mouth of Wentworth Creek to the south and then northerly up to and including the Nickerson property, which is being considered as the site of the 2nd cruise ship berth.

The Ekistics report is a concept plan which has one primary objective supported by two guiding principles. The objective is that development in the waterfront corridor be managed holistically. The two guiding principles are (1) that development be managed by the implementation of a specific set of design guidelines and (2) management of development and the implementation of the guidelines should be the responsibility of a dedicated waterfront development corporation. The Sydney Ports Corporation could be an ideal fit for that role.

The chronological step-by-step procedure would be for Council to 1st adopt the Ekistics plan as a guiding document, 2nd create the waterfront development corporation to implement it and 3rd have that corporation work with CBRM's staff to draft the necessary amendments to the two Planning Strategies and their implementing land use bylaws to be 4th adopted by Council.

The continued role of the waterfront development corporation would be to manage development along the waterfront by:

- focusing on land assembly;
- marketing the CBRM owned lands for developments that would comply with the vision for the waterfront, including working on priority projects with the other levels of Government; and
- finding the funding for the infrastructure projects that support the vision.

Planning Department staff would continue to be responsible for administering the new policies and zoning provisions and processing applications for Building Development Permits.

Because of the continued stagnation of our regional economy and the resulting decline in population, the experience of this Department is that Council is becoming more and more eager to accept any development. And that's understandable. But such an approach is contrary to the aspirations of the Ekistics report, at least for Sydney's downtown waterfront. It advocates that the downtown Sydney waterfront is too vital a stretch of real estate not to get it right as a stage for Sydney and the Regional Municipality. For Council to buy into this vision you must be prepared to challenge the "any development is good development" advocacy which has been so prevalent over the last several years.

Recommendation

We recommend that Council read the Ekistics document and be prepared to discuss its merits and what aspects of it you believe should be implemented into policy of the CBRM at the next special meeting of the General Committee focused on planning and economic development.

Submitted by:

ORIGINAL SIGNED BY

**Malcolm Gillis and Karen Neville
Planning and Development Department**

Municipal Planning Strategy Review Topics

Summary of presentation agenda for the early 2018 meetings of the General Committee dedicated to a review of CBRM's 13 year old Municipal Planning Strategy, its policies and Bylaws



Why Review

- CBRM's first MPS was adopted in 2004
- *Planning Act* required a Planning Strategy be reviewed every 5 years
 - MPS does contain a policy which states Council should review the MPS every 5 years



Municipal Planning Strategy

- Adopting a MPS
 - Authority under the MGA
 - Municipalities not required to have a MPS
- Statements of Provincial Interest
- Purpose of the MPS
- What a MPS can address
 - Not just a document implemented by the Planning Department



History of Development

- In the 13 years since its adoption ...
- Where has development occurred
 - How much development has occurred
 - What types of development



Sydney Harbourfront (Ekistics)

- Present an overview of:
 - Conceptual Vision and Design
 - Current Zone Provision
- Implement all, part, or not all

Coastal Setback Policy

- Bras d'Or Lakes Development Standards (2008)
- Standards could apply to Development along the Atlantic Coast, Bras d'Or Lakes, and the Mira River

Residential Development

- Critique of current policies and provisions focused on residential development
- Where should higher density be directed
- Ways we can enable higher densities to occur where we want it to occur
- Is CBRM too protective of residential neighbourhoods or not protective enough.
- Review mobile home policy

Public and Private Streets

- Construction standards
- Developments experienced based on the current construction standards
 - Number new public street/road
 - How developers circumvent the rules
- How and where private roads are permitted

Does the MPS contradict other CBRM Policies?

Is the MPS consistent with other CBRM Policies, in particular:

- Integrated Community Sustainability Plan (a.k.a. ICSP) adopted in 2010
- Municipal Climate Change Action Plan (a.k.a. MCCAP) adopted in 2014

Should the MPS be aligned to support subsequent policies adopted



Conclusion

- Review each Part of the MPS
- Policy directives not undertaken
- Ensure policies are still relevant
- Particular concerns of Council that should be addressed





Sydney Harbourfront Conceptual Vision & Design

Final DRAFT

April 2014

Prepared by:
Ekistics Planning & Design

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Dartmouth, NS, B2Y-4V7
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In association with:
exp Consulting Engineers
Cantwell and Company





Sydney Harbourfront
Conceptual Vision & Design

FINAL DRAFT

April 2014

submitted by:

Ekistics Planning and Design

In association with:

EXP Consulting Engineers

Cantwell & Company

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Executive Summary

Through our work with the public and stakeholders, we heard many different voices speak to the future of the Sydney Harbourfront and Cape Breton, but what was common throughout is that the lands that combine to form Sydney's Harbourfront hold a valuable place in the hearts and minds of residents of the Cape Breton Regional Municipality.

The Sydney Harbourfront Conceptual Vision & Design project attempts to identify and communicate the latent potential in these lands so that together citizens and public agencies can take decisive action to ensure that the Regional Municipality does not miss the opportunity that lies before it.

By working with stakeholders and the public we have crafted a Vision for the Harbourfront that aims to provide an urban landmark for Sydney that is a vehicle for telling stories and provides opportunities for gathering that will rival Cape Breton's many world class amenities and attractions. The vision and design concepts that are contained within this report are not imported from places unknown, they are the direct result of listening to the people of Sydney and finding the right sized solution for the City.

We have crafted a draft Conceptual Vision & Design for the Harbourfront by engaging residents, land owners, developers and government. In this report, have used this input to guide priorities, principles and plans for the Sydney Waterfront, balancing vision and pragmatism and outlining some clear next steps for stakeholders and public agencies. The draft vision statement incorporates the most important components of each of these themes into a concise, repeatable mantra that we expect will become part of the conversation around the economic development of the Cape Breton Regional Municipal and the revitalization of Downtown Sydney.

Coupled with the vision are conceptual plans and videos that exhibit 'how' the vision could be rolled out in physical space over time. These concepts are for consideration by the public and the client, and we believe they can act as a baseline for consideration and the public and private sectors continue to invest in the Harbourfront. The vision is ambitious, but we believe it to be achievable over the next 25 years with coordinated planning. In comparison, since the formation of the Waterfront Development Corporation in Halifax in the mid 1970's, Halifax's waterfront has gone from derelict finger piers, sheds and parking lots to a world class amenity for the city. We believe the same thing is possible for Sydney, but in contrast, Sydney has a good comparative headstart.

Throughout the project, our work has been guided to ensure that this vision does not lay dormant, but finds champions in the public and private sector to push for the revitalization of one of Sydney's most treasured community and economic assets; its waterfront.

Sincerely



Rob LeBlanc
President, Ekistics Planning & Design



*Vision is the art
of seeing what
is invisible to
others.*

Jonathan Swift

01 Introduction

1.1 Prologue

Recent construction and land acquisition on the Sydney Harbourfront has brought to the fore the necessity of a clear, concise conceptual planning vision for the Harbourfront to ensure a coordinated development strategy for the next 25 years. A coordinated waterfront vision will allow for the strategic planning and properly focused investment necessary for the future development that capitalizes on the unique opportunities which waterfront properties afford.

Urban waterfronts around the world are seeing a renaissance as heavy marine industries leave their downtown locations and as people realize the power of the waters edge in place-making. These redeveloped sites are becoming highly desirable places to live, work, and play, and are quickly becoming major tourist and event destinations. In most Canadian cities, waterfront land values have increased faster than other parts of the downtown. "Waterfront properties in the UK

command on average 56% higher prices than their inland counterparts with some exceptional pieces of real estate achieving premiums of 300%, according to a new index" (<http://www.propertywire.com/news/europe/waterside-property-price-premium-201208026810.html>). Some of the most expensive urban developments around the world are reserved for waterfront land. Entirely new cities are springing up to take advantage of a waterfront address and the returns it can provide. The caveat is that in all these cases, the waterfront must be planned as a whole to create a series of unique public experiences; shopping, dining, walking, recreation, boating, high quality architecture, special events, interpretation, art and performance, etc. As long as the rules of successful waterfront development are followed, land values will increase and there will be positive feedback for high quality development which will, in turn, increase destination potential. The public wins, the developer wins, and the City wins. Without proper or coordinated planning, however, one poorly done development can undermine years of positive waterfront enhancements.

Figure 1 - Sydney, NS in the region



There are a number of important waterfront strategies that are elaborated on in this report to achieve success in realizing an urban waterfront vision. These include:

1. **Leverage private investment with strategic public investment.** By using public dollars to enhance the value of public spaces (e.g. Boardwalks, streetscapes, parks), the municipality can increase the value of private lands and the private developers can afford improved architecture, active groundfloor uses or enhanced open spaces (either on private or public lands) through techniques like density bonusing.
2. **Public land assembly as a strategic vehicle for long-term management and enhancement.** In most cases, urban waterfronts have been assembled by government or crown agencies to assure adherence to a long-term vision. In the case of Halifax, the Waterfront Development Corporation Ltd (WDCL), formed in the 70's by starting with a clear vision 30-50 year vision for the waterfront, and using public dollars, assembled as much land as possible while still operating as a for-profit corporation. They bought old wharves and derelict land at a much reduced cost, working to assemble land for the long-term, with long-term payback. In this case, CBRM and ECB should be looking for a vehicle to manage land assembly on the Sydney (and possibly North Sydney) waterfront.
3. **Illustrate a vision that is ambitious but achievable.** Being too practical at the expense of the vision during the early stages won't set the bar high enough for people to get behind the plan. Being too visionary at the expense of practicality impacts the plan's credibility and there won't be the public support to see it realized. The trick is to find the spot in the middle of vision and practicality for Sydney.
4. **Don't settle for development just for the sake of making 'progress'.** Urban waterfront lands are some of the most valuable properties in North America. It is important that EVERY development on the waterfront contribute something back to the waterfront. This means active groundfloor addresses, improved public spaces, high quality architecture, underground parking wherever possible, high quality materials and design standards, continuous open space connections, properly located parking, uses that won't detract from the waterfront.
5. **Ensure high quality design guidelines with clear policies, easy approval steps, and density bonusing whenever possible.** Doing the right thing on the waterfront should be clear and unambiguous. The approval steps should be easy to follow and without delays and red tape. There should be options available to developers for extra density in exchange for public benefits.

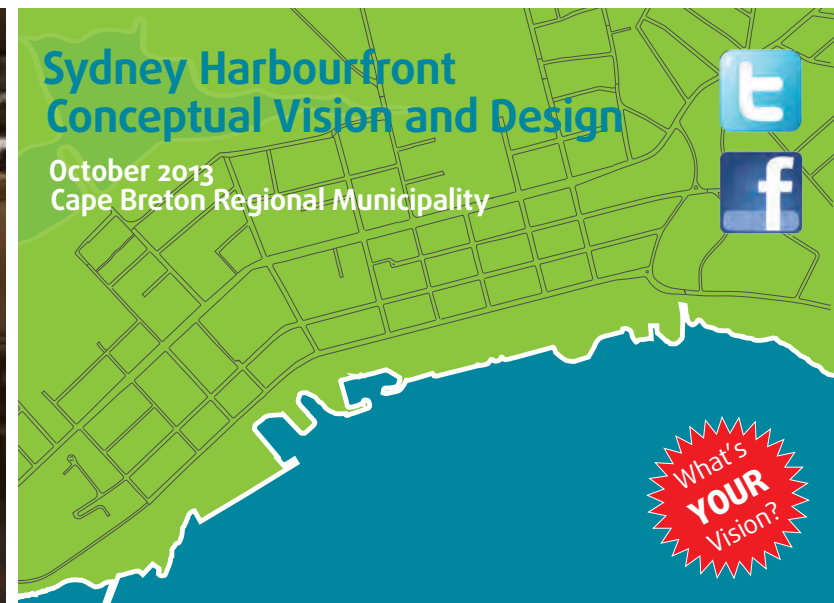
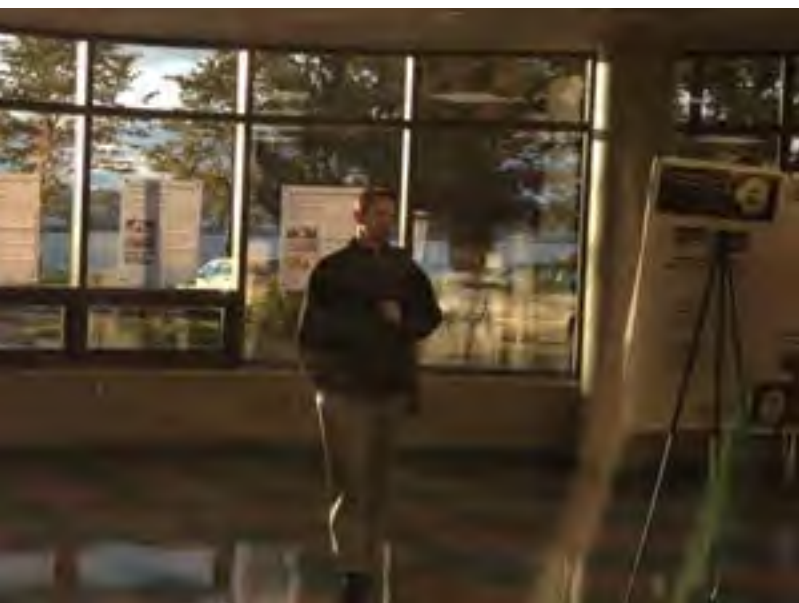


Figure 2 - Preparations for Public Consultation, Sydney, NS @ The Round Room

6. **Ensure a fully public waterfront between the water and any private development.** While this principle is generally accepted in all urban waterfront developments, it is a principle that cannot be compromised. The waterfront must be in public ownership with full public access.

The plan will evolve one development at a time and one success at a time. Eventually, the waterfront will be knit together with activities, things to experience, places to visit, tastes to savour, and places to live, shop, and work. Commerce, livability and recreation will blend seamlessly into one and the waterfront will be the must-see experience for any resident or tourist on a regular basis throughout every season. This plan sets the foundation for an exciting future for Sydney; it is up to residents, the City and the Province to see this vision realized and to hold those that develop and design the future waterfront accountable to the highest standards.

Ekistics Planning & Design and their partners have worked with the public and with the joint Steering Committee (with members from CBRM and ECBC) to create this vision and have shared it here for consideration by the public, the Steering Committee, and stakeholders on the Sydney Harbourfront.

The authors hope that the vision will resonate with all members of the community, and provide a clear view of not only what **can be**, but also **how** Sydney can take advantage of the natural advantages that the Harbourfront presents.

A challenge for the consulting team has been to create a compelling and ambitious Vision that can be supported throughout the various communities within Cape Breton, while ensuring that the ideas are not so vague that they seem impractical or unachievable. Striking the balance between vision and practicality is always the challenge with conceptual visions. The team is confident that the plans and process outlined in this report has found that sweet spot for Sydney.

1.2 Highlights

Sydney has a long history of being the regional service centre for the Cape Breton region. As THE urban centre of the Island, Sydney has been a significant contributor of economic growth and cultural diversity since the founding by the British in 1785. The Harbourfront qualities that have driven Sydney's success as an exporter are now seen as qualities that make Sydney capable of taking advantage of other valuable commodities such as tourists, community cohesion, pride, and access to the water.

The plan area included in the Sydney Harbourfront Conceptual Vision & Design stretches from Desbarres Street at the northern extent down beyond Wentworth Park and Crescent Street in the South.

We have investigated projections for the future growth of the CBRM population, which have guided us to bring forward a vision not for skyscrapers and unattainable growth, but rather one that understands well how the Harbourfront has been successful to date and how CBRM residents can seize the opportunity that exists with these magnificent sites and the significant public investment that has been made already in the harbourfront. The idea of leveraging public investment as a catalyst for private investment is a common theme on many urban waterfronts around North America. This idea is highlighted in this report starting with the public investment in this Conceptual Waterfront Vision.

Also the idea of introducing a planning framework that will guide private redevelopment of the waterfront is central to a waterfront study like this. To that end, we have introduced a policy framework that will ensure the overall design principles outlined in this report are highlighted.

Through the course of our research we have had the privilege of interviewing representatives from over 20 stakeholder groups, engaging in public dialogue with hundreds of citizens through consultation events, and

hearing from over 300 citizens via our online engagement. These efforts helped ensure that the vision would accurately represent the desires of the public, and by mixing the method of interaction (one on one interviews, focus groups, public meetings, and online surveying) we were able to grow our confidence in the themes that emerged.

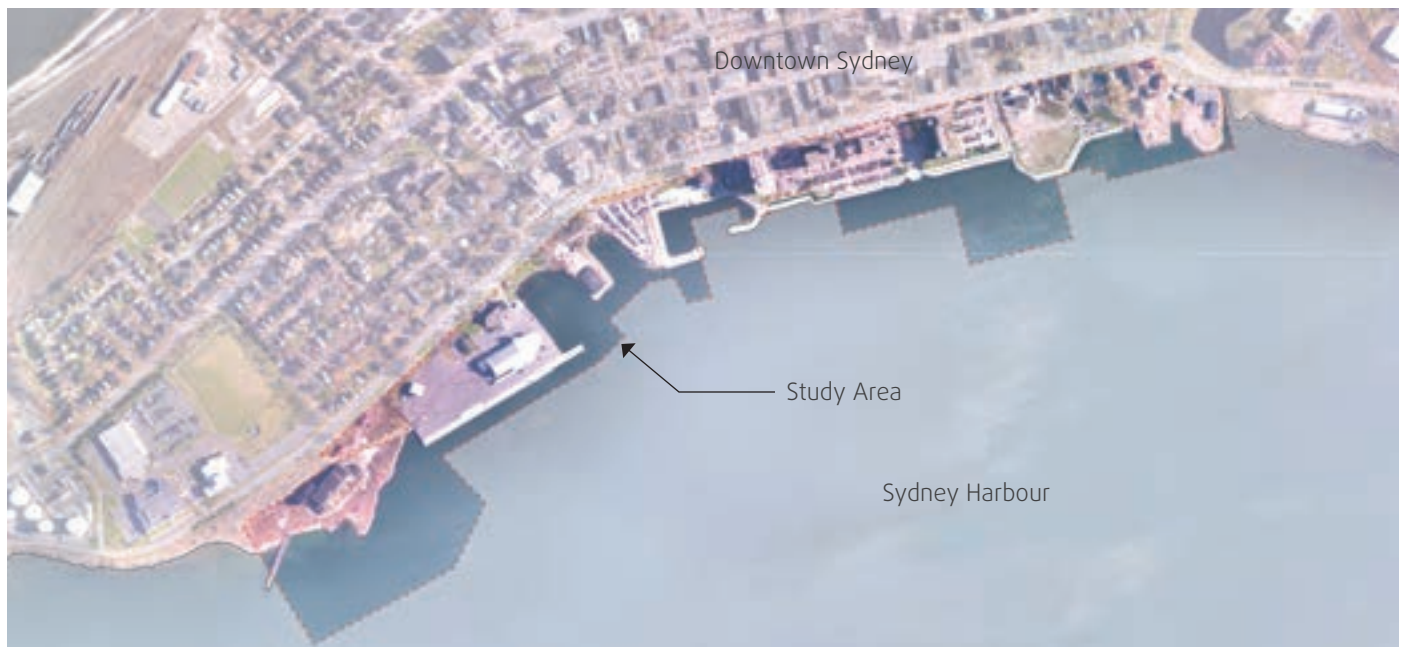
1.3 Using This Report

Within this report we will take the reader through our background research, the guiding themes that emerged for the vision, the physical representation of this vision, and a suggested implementation plan.

The background work includes research into the history of the sites, the local planning context, and a review of how small downtowns are capitalizing on their assets and regenerating to recapture their place in Urban Regions across Canada.

Details of the guiding themes are presented with case examples of how other Waterfronts have physically manifested similar ideas, to provide some context for what is possible on the Harbourfront.

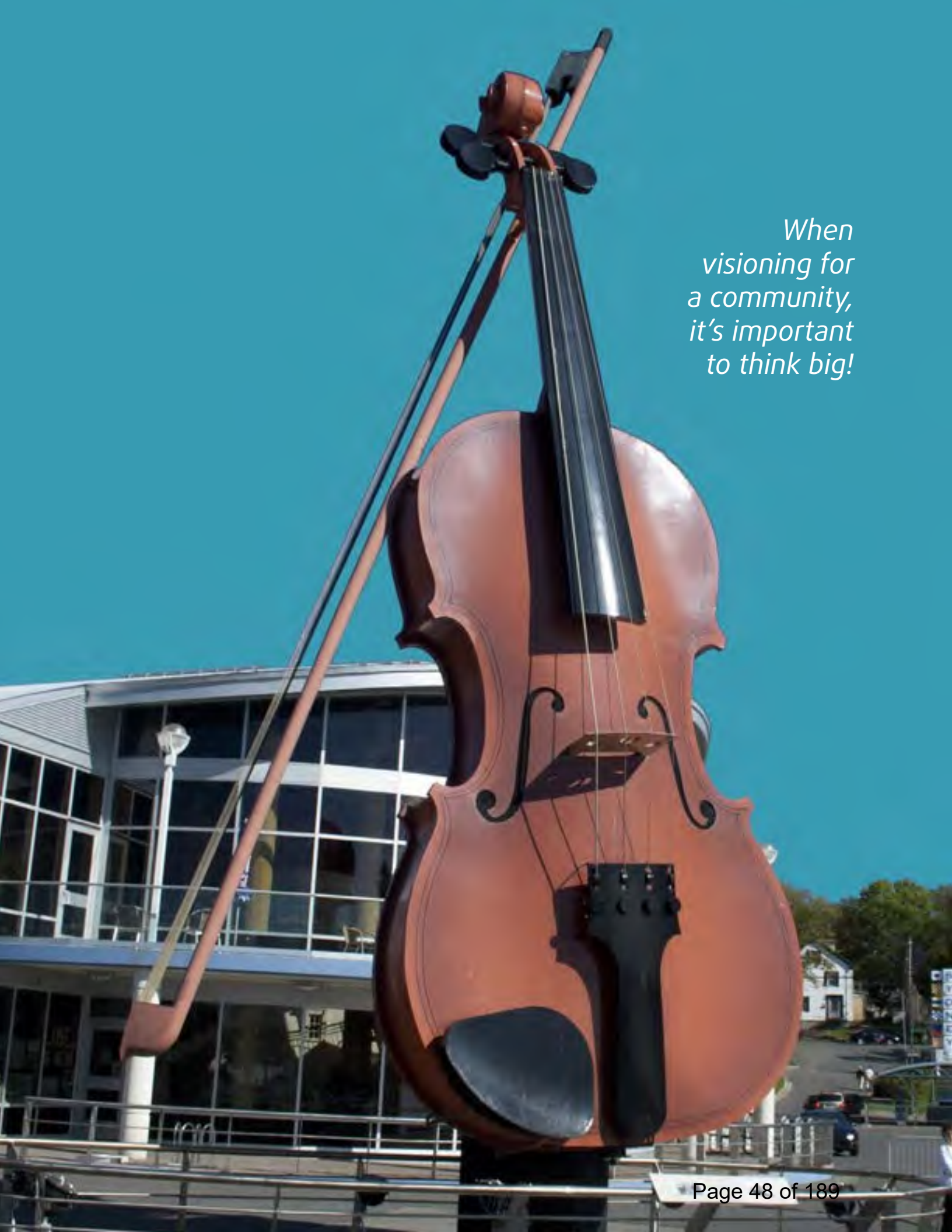
A conceptual design of how spaces can be modified and planned is presented in an effort to begin identifying what the first steps should be in moving toward the vision we



are sharing.

Finally, an implementation plan with specific actions for the community, public agencies, and private investors that will begin the Harbourfront on the path to making the most out of the investment that is available for it and the surrounding lands.





*When
visioning for
a community,
it's important
to think big!*

02 Existing Conditions

This chapter lays out the existing conditions encountered at the commencement of the project. This includes a brief history of the site, a site analysis, the current planning context, and the comparisons that exist between Sydney and other downtowns across Canada.

The existing conditions give rise to the best solution for the eventual waterfront vision laid out in the following chapters.

2.1 History

Although traditionally thought of as a historical steel town, Sydney's history is intricately connected to its waterfront location. Prior to European settlement, for thousands of years the Mi'kmaq fished for eels at the mouth of the River, and camped along the banks of the natural harbour. When Europeans did arrive, it was at first to fish the rich waters on a seasonal basis, prior to the formal

establishment of the Town in 1785. Joseph DesBarres, the founding father of Sydney, laid the Town out in the classic British style of the day (Figure 2.1), and chose a location with a deep-water port capable of handling deep hulled ships near the shoreline. Even after the coal boom of 1880s had transformed the economy of Sydney, its harbour continued to play a central role in the vitality of the community, and was of strategic military importance in numerous global conflicts during the eighteenth, nineteenth, and twentieth centuries.

As the economy of Cape Breton has changed over the last forty years, the importance of the harbourfront only continued to grow.

Many things have changed for Sydney over the last twenty five years, with respect to its waterfront. The upcoming completion of the Tar Ponds restoration has great potential for synergy with harbourfront open space. The potential impacts of climate change and rising sea



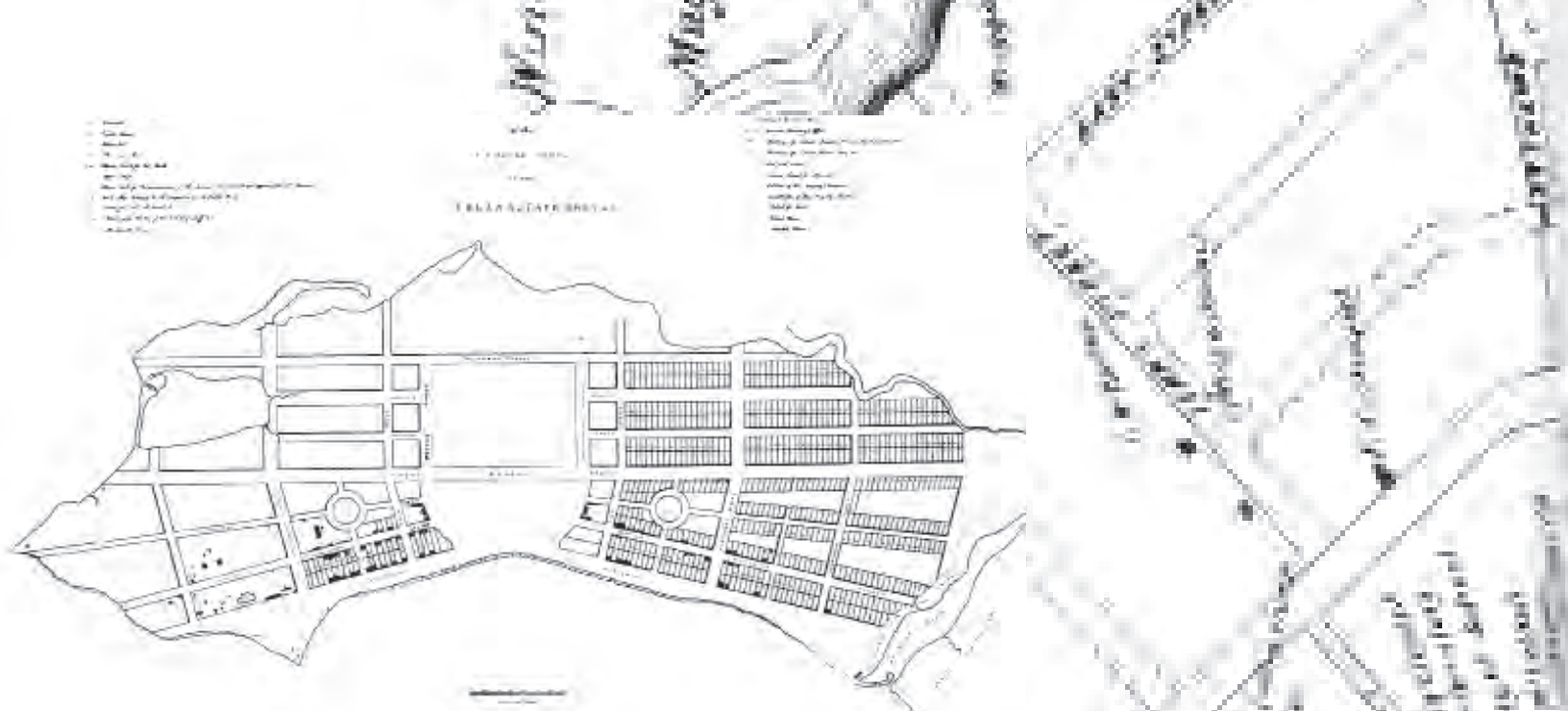


Figure 2.1 - A Plan of the Town of Sydney in the Island of Cape Breton, 1786 A.D. Copied in 1913 from J. W. F. DesBarres' map (1785)



Figure 2.2 - Church Map for Sydney 1877



levels are forcing a more detailed examination on investment and infrastructure along Canada's coastlines, the role of open spaces in community health and the renewed understanding about the valuable role of density in place making and public space creation.

2.2 Site Conditions

The design team prepared a site analysis and land detail maps that form the basis of discussions around opportunities and constraints as well as serving to locate stakeholders and members of the public in our conversations around how to create the vision for the Sydney Harbourfront.

The Sites

The lands considered in this Vision and Conceptual Design study are shown outlined in red dashed lines on the spread on the following pages.

A mix of private and public lands, waterlots, and road right of ways, the area totals 86.3 acres. Of this, 42 acres are currently filled and the remainder are waterlots. Enterprise Cape Breton Corporation and the Cape Breton Regional Municipality own 22 acres of property stretching over land and water (see figure 2.4)

All of the properties are situated between The Esplanade and the water's edge, with excellent Harbour access and a substantial boardwalk already developed through public agencies in the 1980s and 90s.

Figure 2.3 shows the property extent and acts as a guide for discussing site analysis.

Land Features

The steep topography between the Water and Esplanade is a defining feature of the Sydney Harbourfront. Five areas are shown in Figure 2.3 where the steep slopes act as a barrier between the Downtown and the Harbourfront. Further south, these grade differences become less



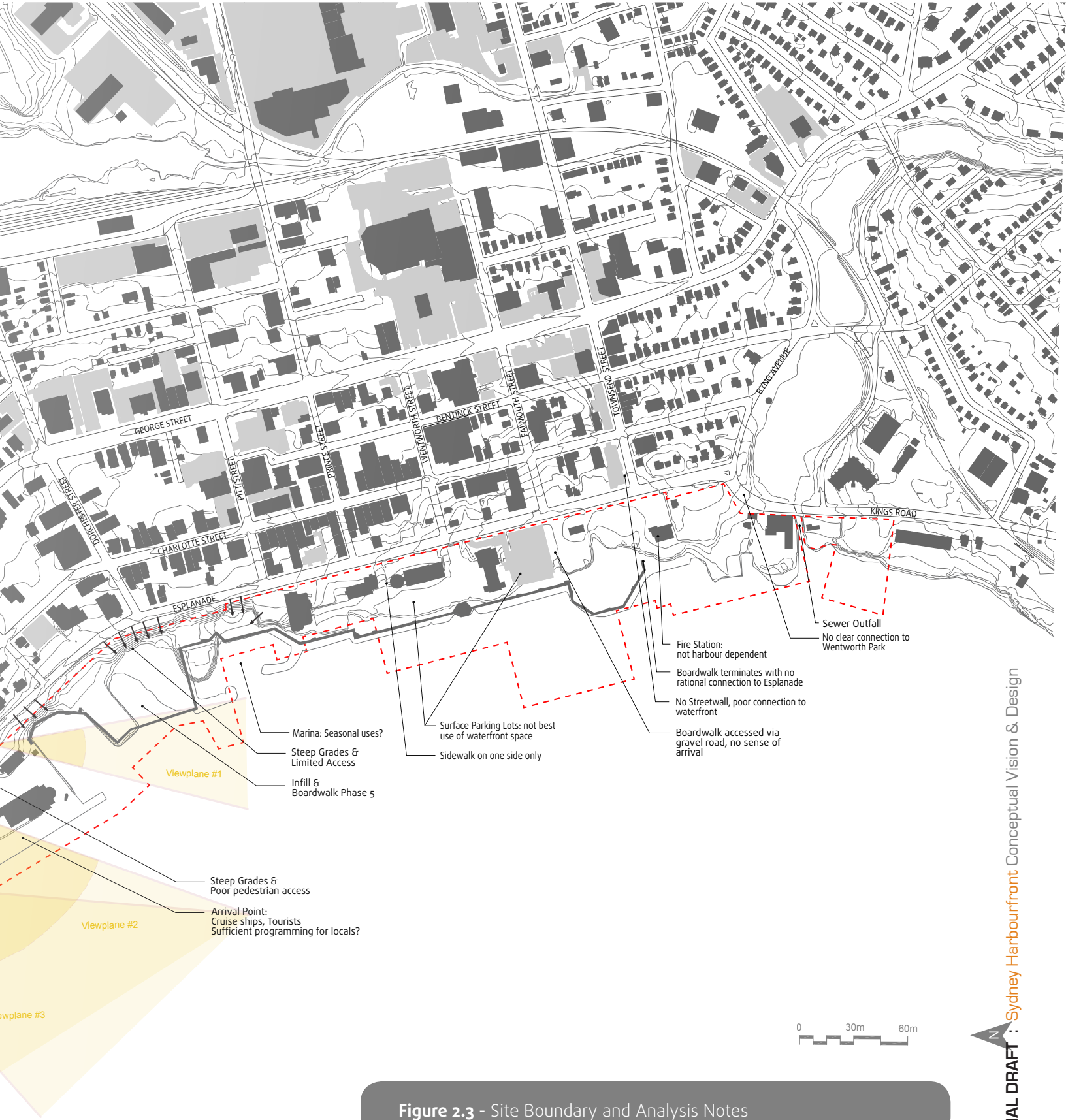
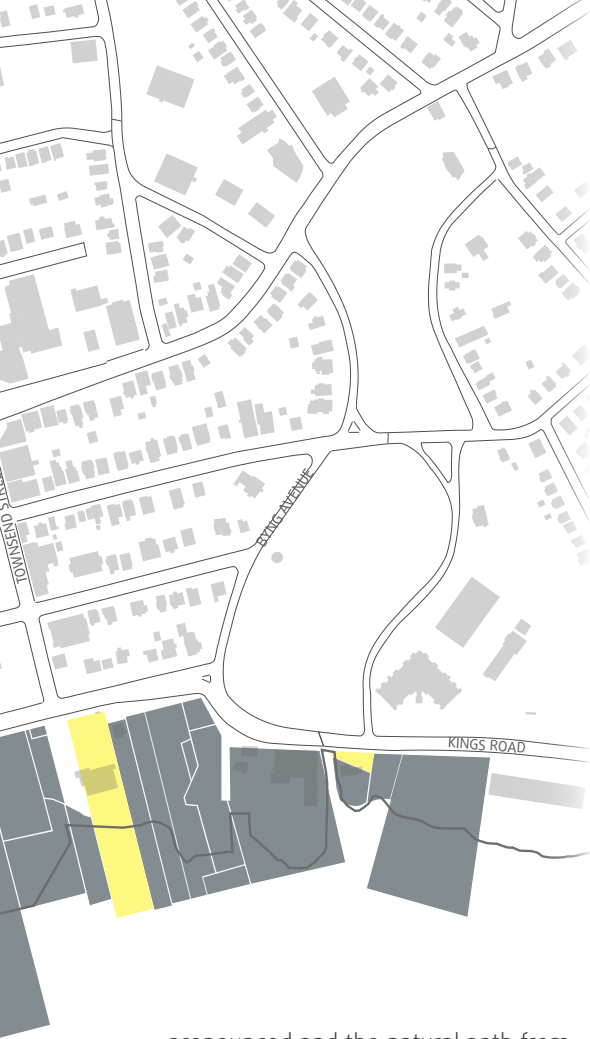


Figure 2.3 - Site Boundary and Analysis Notes

Figure 2.4 - Property Ownership





pronounced and the natural path from Downtown to the Harbourfront is easier to integrate into the vision.

Land Ownership

Land assembly and consolidation of small lots into single development blocks has begun on the Sydney Harbourfront, although there are still a large number of blocks that require assembly to ensure public protection of access to the water's edge. Figure 4, on the following pages shows the current split between public and private ownership in the Harbourfront area.

While the publicly owned lands are limited primarily to CBRM and ECBC, the private owners still number sixteen (16) separate entities. The continuation of public land assembly and the integration of the private land owners into the Vision process will help ensure that the Vision has the opportunity to take hold not only with the public but will also guide the

private sector in creating synergistic developments, connected open spaces, open view corridors down streets, active groundfloor uses, intelligently designed parking lots, and a continuous waterfront trail (no exceptions except at the Port).

Open Spaces / Monuments

The Harbourfront is well served with space for plazas and other waterfront public spaces; development of these sites to full potential in conjunction with private investment is part of the vision for the Harbourfront. A rationalization of the monument inventory to better serve the entire boardwalk and ensure animation throughout the Harbourfront may also be part of the vision. The clustering of the monuments on Esplanade is not ideal for showcasing the stories contained on the monuments. See Figure 2.5 on the following page to see the current monument distribution.

It is important that any future monument or art installation is done to fit with the fabric of the Harbourfront and relate to stories that are relevant for the area. Installations should educate visitors and locals to the themes that are constant through the history of the Harbourfront.

The open spaces on the waterfront currently include the boardwalk which is in generally good condition and several small parks. Landscape maintenance on the waterfront needs more investment however. The planters are overgrown with weeds and there needs to be

an overall landscape strategy developed for the waterfront. The boardwalk currently ends abruptly near the Fire Station, so any future development south of this area MUST make provisions for a fully public boardwalk on the waterside.

There are many potential open space connections to the waterfront from the gateways at both ends and from the connecting downtown streets. The underpass needs a strong open space connection to the waterfront and the existing crosswalk at the corner of Crescent St and Kings Road presents an opportunity for a gateway to the waterfront.

At the north end of the waterfront, the Sydney Marine terminal needs a welcoming waterfront connection to the southern waterfront and some work is currently underway in this regard. In the future, a northern connection to open hearth Park should be constructed near the sewage treatment plant. An additional pedestrian connection to open Hearth Park could be achieved by creating a string streetscape and sidewalk connection to Ferry Street via Napean Street. This could include dedicated onstreet bike lanes and wider sidewalks with street trees, wayfinding signage, themed lighting and benches and furnishings.

There needs to be more variety of parks and plazas on the waterfront, more programmed spaces for different uses and user groups and more event space for a wider variety of programmed waterfront events. In addition, a waterfront art program needs to be coordinated like at Open Hearth Park.

Current Uses

Current uses on the Harbourfront are dominated by the larger developments that have taken place over the past 30 years and several large surface parking lots. The institutional / government uses in the block between Prince Street and Wentworth Street are book ended by two prominent hotels to form the dominant identity of Harbourfront land Use. The Joan Hariss Pavilion centres the Northern most actively used land, providing dockage, staging, and facilities for the cruise ship market. In the South there is more institutional use with the Sydney Station for the Cape Breton Regional Fire Service. Mercer's Fuel sits on one of 7 lots that Mercer Investments have been able to acquire on the Harbourfront, while the remaining lots have a variety of uses on The Esplanade and properties that stretch back from Esplanade to the Harbour. See Figure 6 on the following page.

Services

Water: The watermain that runs in Esplanade is reported to have operating pressures in the 90 psi range. The Town believes that water capacity is not a problem for current or future tenants. It is believed that the hotel may have a booster pump, however it is not known if the booster pump is needed for fireflows or if it was installed as a precaution.

Sewers: The sanitary and storm sewer are separated. The storm main outlets to the ocean at two points along Esplanade. The first outlet is just north of Dorchester street and the second outlet can be found at Townsend street. The

buildings on Esplanade are serviced by gravity sanitary sewer. The sanitary flows are directed north along Esplanade to the end of Ortona Drive to the Battery Point treatment facility. The Town indicated that the sanitary pipe capacity is adequate to service existing infrastructure. New development would have to be reviewed on a case by case basis to understand if and when upgrade to the pipe size may be required.

Waterlots

The majority of waterlots on the waterfront are classified as "Preconfederation waterlots" allowing for infilling with proper federal approvals. While there is potential for infilling to create additional waterfront land, the team believes there is significant adequate development capacity in the existing lands for at least the next quarter century so there is no immediate need for infilling. The only exception is the lands to the North of the Marine Terminal which could provide additional berthage for two cruise ships as outlined in the CBCL "Phase 2 Expansion of Berth Sydney Marine Terminal". Creating additional waterlots for development is likely not economically feasible until land values raise significantly and until build-out of the waterfront is nearing capacity. This probably won't happen in the next 25-30 years. In the meantime, requests for infills should be considered only on a case by case basis.

Waterfront Parking

Ample parking is needed for the variety of uses and users on the waterfront. The current land values

preclude requiring underground for all future developments however, in-so-much as is possible, future developments should employ underground parking so long as there are no blank walls created on the waterfront. There are other strategies to control parking on the waterfront however. These include:

1. Ensuring parking lots are not developed at the foot of connecting streets unless the parking is onstreet parking.
2. Ensuring parking is not permitted between The Esplanade and any buildings on the waterfront. This prevents "strip mall type" developments.
3. Preventing parking between the waterfront boardwalk and any buildings on the waterfront. That is, buildings should be located on the boardwalk without impediments like parking.
4. Encourage central 'midblock' parking between buildings as shown on the master plan.
5. Parking on the waterfront is often a good interim use of the waterfront providing income for land owners until the feasibility for high quality development is established. As a 'land-banking' strategy, parking is a suitable interim use.

View Corridors

One of the general principles of any urban waterfront plan is to maintain water views down street corridors to the waterfront. The Prince and York Street Corridors are an example

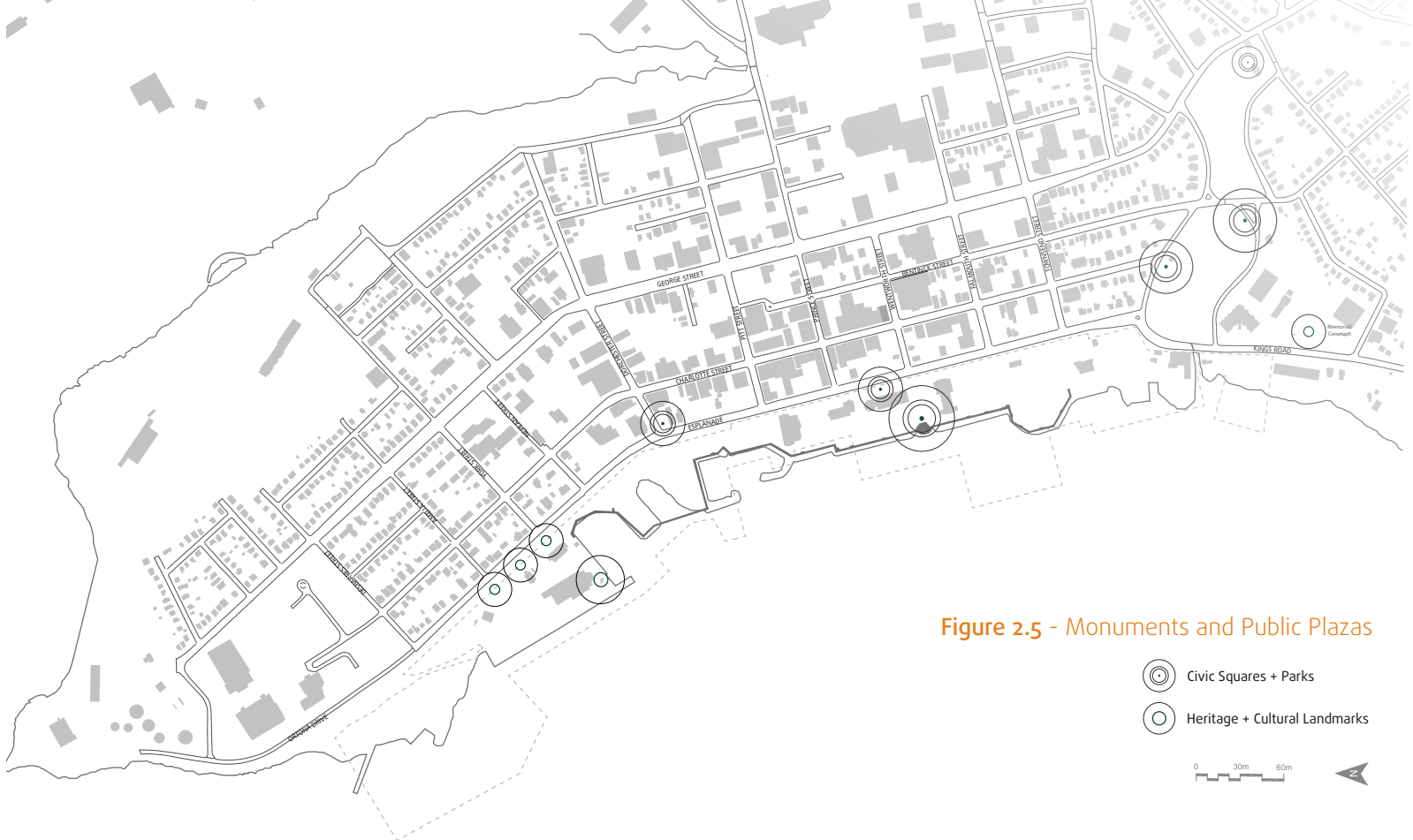


Figure 2.5 - Monuments and Public Plazas

-  Civic Squares + Parks
 -  Heritage + Cultural Landmarks
- 0 30m 60m 

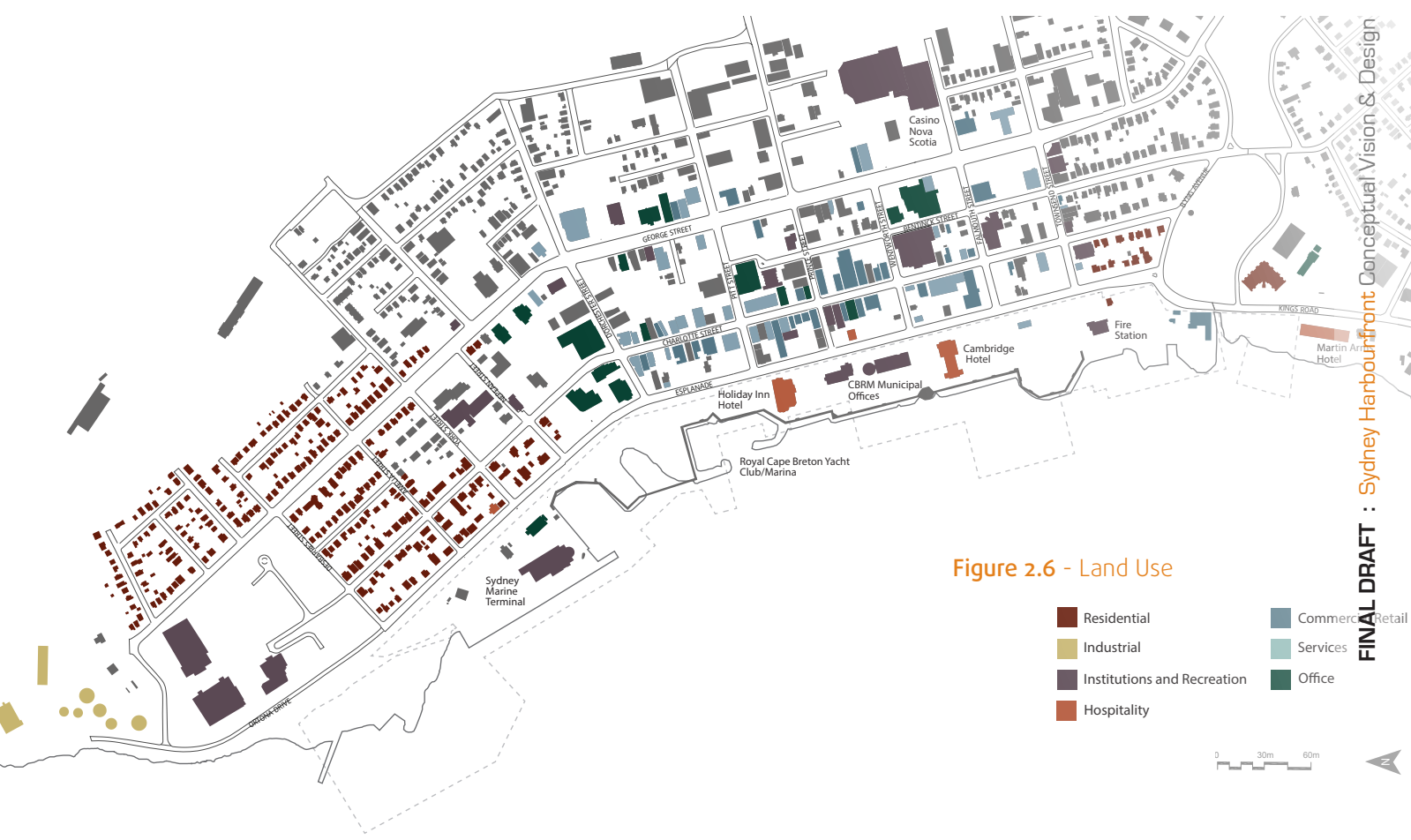










Figure 2.6 - Land Use

-  Residential
 -  Industrial
 -  Institutions and Recreation
 -  Hospitality
 -  Commercial/Retail
 -  Services
 -  Office
- 0 30m 60m 

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of why policy is needed to preserve waterfront view corridors in future planning legislation. In the future, all street corridors to the waterfront should preserve views to the water.

Waterfront Active Uses

Currently there are very few retail or active groundfloor uses on the waterfront. Most buildings get their active frontage from The Esplanade. In the future, any additional buildings should make provisions for active uses on the boardwalk if possible. If there is no market for retail uses, then buildings should be developed for future retail conversion in the future with a 4 - 4.5m floor to floor

height. Any residential buildings should have individual doors on the groundfloor level for each unit instead of one shared lobby entrance.

Summary

There is significant physical capacity for infill and open space development on the Sydney Waterfront. The lands are well serviced and if assembled should provide an excellent opportunity for development when market conditions ripen.



2.3 Real Estate Market Assessment

The intent of this assessment is to provide some guidance to the Harbourfront Conceptual Vision.

Residential Housing

Demand for residential housing is a function of household formation (e.g., the growth and/or contraction of households). There are a number of things that can influence household formation, including: population growth (births, deaths and migration); marriage and divorce, increased rates of education for women, the state of the economy, etc. Of all these factors, job creation has the strongest influence on household formation, as it affects whether a high school graduate will stay in CBRM, or whether a former resident will move back. As well, a strong economy will allow a young person living at home to get their own apartment or house, whereas economic downturns can force a contraction of households

(e.g., get a roommate, etc). Finally, functional obsolescence can impact the demand for new homes, as aging baby boomers seek newly constructed homes that provide master bedroom en-suites on the ground floor with no stairs, etc.

Annual Housing Starts

While a complete analysis of household formation within CBRM is outside the scope of work for this study, the following table shows new household starts in CBRM over the past decade.

As the data illustrate, total housing starts in CBRM have ranged from 120 to 288 starts per year, with a slight increase in the average over the past half dozen years. Much of this demand is being spurred by the replacement of old housing stock (e.g., empty nesters building a new dream home) and well as continued trends towards smaller household sizes. The majority of all housing starts are either single-family housing, or increasingly

semi-detached (duplex) housing. The demand for semi-detached housing illustrates a desire for newly constructed housing, while at the same time a price sensitivity to a single family home.

Row housing has shown some increase in popularity, and given the right location (e.g., the Sydney waterfront with access to the boardwalk) could be a desirable housing form for this waterfront planning exercise. This is an excellent option for land on either end of the waterfront, and the zoning and land-use bylaws proposed for the waterfront should support this type of development.

Multi-family housing (both condos and apartments) have been a much smaller part of the overall housing market over the past decade. Part of this is a function of the lack of large developers based in Sydney, but also the relatively affordable cost of renting a single-family home. For many younger households, renting a house is a more desirable option

Annual Housing Starts by Type in CBRM

Year	Single	Semi	Row	Apt Condo	Apt Rental	Total
2001	113	7	0	0	0	120
2002	134	18	0	0	4	156
2003	141	36	0	0	11	188
2004	170	58	4	44	12	288
2005	206	44	0	0	12	262
2006	108	50	4	0	7	169
2007	152	44	0	0	28	224
2008	156	64	3	0	7	230
2009	145	54	8	0	19	226
2010	135	72	4	0	3	214
2011	124	110	19	0	14	267
2012	154	94	17	0	34	299
2013	114	86	3	0	2	205

Source: CMHC

that renting an apartment. Following trends seen elsewhere in Canada, we would expect to see some increase in demand for apartment living in Sydney as aging baby boomers look for a lower maintenance lifestyle, and the ability to “lock and leave” their apartment with no worries. In terms of tenure, we don’t see much future demand for condominiums, as property taxation rates do not favour this option, and many older households want to liquidate the equity they have in their home – not reinvest it in a condominium. As such, we would expect to see construction of new multi-family buildings as rental properties. Good locations will support building sizes ranging from 24 to 36/40 units, making them easier to finance and lease up.

Office Space

Supply of Office Space

Downtown Sydney has just over 200,000 SF of privately owned Class A office space, as identified in the following table.

Most of these buildings were constructed in the 1980’s and 1990’s with the exception of the TD Bank Building, which was completed in 2008. Based on a conversation with the owner/property manager, net face rents average \$16 to \$18 per SF, with operating costs averaging \$16 to \$17 per square foot. These rates are comparable to most office rents in downtown Halifax. Occupancy of these Class A buildings is currently fairly high (90%+) while there is a large amount of vacancy in older, functionally obsolete Class B and C buildings.

Of particular concern are the high cost of property taxes for buildings in downtown Sydney. The data provided suggests that they average property tax rate for Class A buildings in Sydney is about \$10 per SF. This is substantially higher than property taxes rates in downtown Halifax (which range from \$6 to \$8 per SF). The issue is not the assessment level (prepared by PVSC) but rather the area tax rate applied by CBRM. It would appear that the rates used in other communities and locations within CBRM are lower, thus putting downtown Sydney at a disadvantage. As such, a disproportionate amount of tax is collected on newer commercial assessment in the downtown core. As capital is fluid, it will travel to other locations where investment is more cost effective (e.g., it could push new investment in Sydney to suburban locations such as the Mayflower Mall, or worse, allow it to shift to other communities in the Maritimes).

Demand for Office Space

Demand for office space is a function of employment growth; specifically, employment growth in economic sectors that are known to employ office workers, such as: finance, insurance and real estate (FIRE); accounting and legal; information technology, etc. In other words, the creation of stevedoring jobs at a port facility does not create demand for office space, while the accounting and administration functions that support the stevedores would.

The completion of the Sydney Steel and Tar Ponds and Coke Ovens projects have reduced the demand for engineering and environmental service companies, who are big users of office space. This has created a short-term contraction in the demand for office space in Sydney

While total employment in economic sectors that require office space has been the traditional way to project

Class A Office Space: Downtown Sydney, NS

Name	Square Feet
Commerce Tower	55,000
Justice Centre	70,000
TD Bank Building	15,000
Royal Bank Building	23,000
500 George Place	44,000
Sub-Total	207,000

future demand for office space, there are a number of structural changes that are occurring which are impacting the demand for office space; they include:

- After the Great Recession, Some Companies are Employing Less People. Going forward, companies are getting by with less labour, or are retaining people on contracts in order to maintain more flexibility. As a result, they are leasing less office space.
- Technology Allows Employees to Work Remotely and Be In Closer Contact with Clients. Telecommuting (working from home) is a popular topic, but another major trend is employees working directly at the client's offices (e.g., an auditor can set up shop at a client's place of business). As companies renew leases, some are choosing to shrink the size of the offices that some employees have, substituting "touchdown spaces" (e.g., small desktops) where mobile employees can plug into the office network to download/upload work. The effect is less demand for office space.
- Some Companies Are Rethinking Their Office Layouts, Providing More Collaborative Space for Workers in the Office All the Time, and Touchdown Spaces for Mobile Workers. Under this scenario, some companies are re-configuring the space they do occupy to provide more break out space and meeting

rooms, and smaller personal spaces. As this re-configuration of space occurs, the tenant generates more density within a given floor plate (i.e., there are more workers in a smaller space). While the mechanical systems (e.g., ventilation systems, elevators, etc.) of some newer buildings can accommodate this increased density, other older buildings cannot. The two new office buildings in Halifax (RBC and TD Bank building) are responding to this trend as new tenants occupy less better quality space. Depending on the cost of office space in a given market, this can generate demand for new office buildings, but the reduce the total amount of space occupied by companies within the overall market.

- New Buildings are Using Green Technology to Become More Energy Efficient. Tenants pay rent that includes the net cost of the space (which goes to the landlord) and the reimbursement of operating costs such as property taxes, electricity, water, heat, etc. (which all get paid to third parties). In order to justify the cost of new construction, the landlord needs to reduce his operating costs as much as possible so that the remaining net rent can be used to offset the increased cost of construction. Modern and efficient buildings are able to reduce operating costs, although increased property taxes are a counter veiling force.

There are several classes of tenants that are active in the CBRM office market: large companies (e.g., law, accounting and engineering firms, banks, insurance companies) and government have the highest demands and typically occupy space in Class A buildings. Most of these companies require relatively large amounts of contiguous floor space and modern mechanical systems and amenities, which older buildings typically cant provide. The other class of tenant is the small to mid sized private company, which is more flexible in their space requirements, and can occupy older Class B and C space, many times in the upper floors of older buildings on Charlotte Street.

Based on the previous discussion, we do not see much demand for new office space in CBRM. There is a surplus of space being created by the downsizing of engineering and environmental firms, and most of the major tenants that can afford expensive new space (e.g., the national charter banks) have found new premises. The one exception might be the Bank of Montreal, who still occupy an older building, and could stimulate the construction of 7,000 to 8,000 SF of new Class A space, perhaps as part of the ground floor of a new development.

As such, the waterfront plan should not anticipate the construction of any new stand-alone office towers. Any revisions to the land-use bylaw should ensure that mixed used buildings are allowed, and should not regulate parking ratios (i.e., let the market dictate that).

Hotel Rooms

The hotel market is diverse and offers a range of product from small, independently operated motels to large, institutionally owned assets. The market, by its nature, changes frequently and can experience rapid variations. More than any other type of realty investment, hotels are impacted by micro- and macro-economic events. Unlike other classes of real estate, the lodging industry is dependent on discretionary leisure and business travel, so its performance is highly correlated with the general economy. Therefore, hotel operating results and investor expectations can change quickly in response to external factors.

New supply is an especially large risk for the lodging industry as it has an immediate impact on occupancies within a market. For example, Class A office buildings typically have tenants that have signed 5 and 10 years leases. The construction of a new office building doesn't create an opportunity for a tenant to re-locate unless his or her lease has expired, or someone is willing to buy out the remaining term. By contrast, hotels have no long-term commitments, and customers can cancel reservations with very little notice and take their business to a newer hotel.

The main drivers of new hotel supply are raising demand, rising Average Daily Room rates (ADR), and obsolete existing supply. Increasing ADR indicates higher profits, which stimulate new construction. The volume of new supply is constrained

by higher development and material costs, as well as the availability and cost of financing.

In the 1980s, hotel companies began a marketing concept known as market segmentation. They developed brands that appealed to different classes of travelers so the companies could expand within their established market area without competing with themselves. This strategy allows hotel companies to increase the size of their market and has created franchise opportunities across North America. The following is a description of the current hotel segments in Canada. The market segment that a hotel pursues generally reflects its class category, or the hotel's ability to achieve a particular room rate.

- **Budget.** Lower rates and higher occupancy levels than most hotels. Motel 6, Days Inn and

Comfort Inn.

- **Midscale.** A step up in quality. Many offer food service, while others eliminate this to remain price competitive. Holiday Inn and Holiday Inn Express, Hampton Suites.
- **Upscale.** Superior quality finishes and décor and elevated service to attract higher income travellers. Cambridge Suites.
- **Boutique.** Usually luxurious or quirky hotels. These hotels distinguish themselves from the chains through personalized accommodation, services, and facilities. Aloft by Starwood, Hotel Indigo

Within the lodging industry, room-night demand is driven by travelers from four independent segments:



- **Commercial.** Business people (or small business groups) attracted by businesses in the area. If an area has strong economic characteristics, commercial demand will likely be high. Almost one-third of business trips are also combined with a pleasure-related purpose. Most demand from the commercial segment is generated between Sunday and Thursday nights, when business travelers return home for the weekend; however, about one-third of business trips included an overnight weekend stay. The typical duration of occupancy is one to four days and is characterized by single occupancy
- **Leisure/Transient.** Leisure/transient travelers generally include tourists, vacationers, or travelers passing through the area. This segment is typically attracted by a hotel's location relative to area attractions (including personal attractors such as friends/relatives and hospitals). Demand from

leisure/transient travelers is typically generated throughout the week during peak periods, with more weekend demand in shoulder seasons. Leisure travelers tend to be very price sensitive (Due to their longer stays) and have a high level of double occupancy.

- **Group.** Group travelers are defined as any group occupying five or more rooms on a given night. This segment includes corporate groups, associations, SMERF (social, military, educational, religious, and fraternal) groups. This segment is typically attracted by a hotel's meeting facilities and recreational amenities in the area. Associations and SMERF groups have a more varied occupancy pattern and often hold weekend meetings. Group travelers tend to have more double occupancy, with a typical stay between three and five days and are somewhat price-sensitive.
- **Discount travelers.** The Discount

segment category includes all commercial and non-commercial accounts having negotiated rates or otherwise utilizing hotel-specific or industry-wide discount programs. Included in this segment are airline crews, government employees, and independent travelers who utilize special hotel programs. Demand from discount travelers is typically generated throughout the week and they tend to have a mixed level of single and double occupancy, depending on the source. This segment tends to be the most price-sensitive of the four groups. The typical stay for discount travelers is between one and two days.

Supply of Rooms

The following table provides a summary of the major hotel chains in Sydney. As of 2014 there are 724 rooms providing 264,260 room nights a year.

The addition of the Hampton Inn has increased the room night capacity of the Sydney hotel market by 18% - a very large increase. Discussions with local operators indicate that both ADR and occupancy (hence RevPAR) are down, which does not bode well for the industry. As tourism visitation is down, the only way that the market will stabilize is either with an increased amount of business travel (e.g., Donkin Mine, Port development, etc.), or the closure of one of the existing hotels.

In summary, we do not see demand for a new hotel in the near term,

Sydney Hotel Rooms

Name	Rooms	Percent	Room Nights Available
Hampton Inn & Suites	128	17.7%	46,720
Cambridge Suites	148	20.4%	54,020
Holiday Inn	152	21.0%	55,480
Comfort Inn	61	8.4%	22,265
Quality Inn	70	9.7%	25,550
Days Inn	165	22.8%	60,225
Sub-Total	724	100.0%	264,260

and it would take a large amount of new economic development (Donkin Mine, Port Development, etc.) before there will be enough new demand to stimulate any new hotel construction.

SUMMARY

The following points provide our summary of real estate input into the proposed concept plan:

1. *The primary focus of any new development will have to be residential in nature,* with a specific focus on multi-family housing. Given shifting demographics, and the lack of new apartment construction over the past decade, we feel that there is pent up demand for a new high quality apartment building in a good (waterfront) location. The units would be relatively large in size (1,200 SF to 1,800 SF) and would be

targeted at affluent seniors who spend time south in the winter. This would be an alternative to condominium or single-family ownership. Absorption dictates that the building will likely be in the 24 to 36/40-unit size, as anything larger may take too long to lease up.

2. *CBRM should hold discussions with UCB to try and Locate Housing for International Students in the Downtown Area.* UCB is increasing its enrollment of international students. Unfortunately, living on the Grand Lake Road is not an ideal situation for a student from Africa or Korea, as they are hoping to integrate into society and practice their English. This creates an opportunity for student rental housing in the downtown area on the waterfront.

3. *From a home ownership perspective, there appears to be an option to develop good quality townhomes in a premium waterfront location.* This would appeal to older more affluent households that are looking to downsize to a smaller home, and yet want the financial benefits of home ownership. The advantage of these townhomes would be an easy to understand ownership structure, direct access to at grade parking and amenities (boardwalk, etc.). These townhomes would compete against the smaller single-family homes and duplexes that are currently being constructed in CBRM.

4. *We see very little if any demand for new office space.* The Bank of Montreal is occupying older premises and could be an anchor for a new development, however given the extremely



high property tax rates in downtown Sydney, we don't think a new single purpose office tower is financially feasible. A more likely scenario would be ground floor (or second floor) office with high quality rental apartments above.

5. *There is very little demand for year round retail space in downtown Sydney.* Similar to the argument against new office space, high property taxes in downtown will make it hard for this location to compete against new facilities clustered around the Mayflower Mall, which offer easier regional access and lower occupancy costs (vis a vis lower property taxes).
6. *We do not see any demand for a new hotel* until such time as the local economy is either generating substantially more jobs (e.g., Donkin Mine, Port Development), or an existing hotel is either closed or converted to another use.
7. *We DO see an opportunity for small seasonal spaces in waterfront locations* (e.g., clustered around the old yacht club space) that allow tourism and food and beverage operators to provide services during peak summer months. We envision the space around the old yacht club to function similar to Peaks Quay in Charlottetown and some of the waterfront kiosks in Halifax.



Figure 2.7
- Land Use
Bylaw Policy
Areas

2.4 Planning Context

The Municipal Planning Strategy (MPS) and the Land Use By-Law (LUB) define five distinct policy areas within the overall study area. Figure 2.7 is an excerpts from LUB and map 2.8 is from the North End Sydney Future Land Use Map.

The LUB defines the Central Business District (CBD) and Downtown Waterfront Zone (DWZ). The CBD zone permits residential, sales, service, manufacturing, and transportation development within the area. Of note within the CBD zone is the lack of parking requirement for new development. The DWZ zone permits multi-unit residential, limited sales and services. Of note within the DWZ is the lack of density requirements for new development.

The remaining three zones are defined within the North End Sydney Secondary Land Use By-Law (NESSLUB). The Waterfront Comprehensive Development District (WCDD) zone is created to capture the outcomes of a potential development agreement with CBRM for these lands. Uses potentially permitted by the development agreement in the WCDD zone include apartments and townhomes, tourist accommodation, and cultural and marine related uses.

The Sydney Marine Terminal (SMT) zone allows transportation and retail uses relating to the operation of the port. No alternative uses are envisioned in the NESSLUB.

The Waterfront Southern Sub-Area (WSSA) zone includes allowance for residential uses and tourist accommodation. The policy includes special development requirements that detail materials, massing, view protection, and use. All three districts are shown in fig. 2.8 on the previous page.

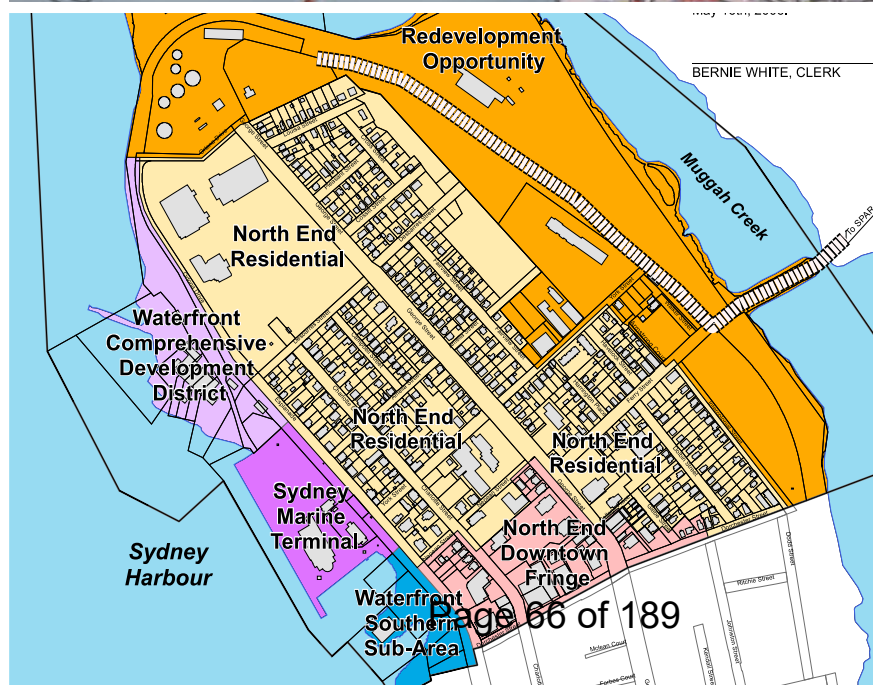


Figure 2.8 -
Waterfront
Southern
Sub-Area

Finally, the NESSLUB identifies 4 view planes that fall over lands within the Harbourfront Vision study area. Within these view planes development is restricted based on elevations from mean sea level, the intent to protect the view of Sydney Harbour from the locations identified on the View Planes Map. These view planes can be seen in Figure 1 - Site Analysis. It is not anticipated that these view planes will compromise any development potential of the lands with the exception of a small corner of the Marina Terminal lands on the southern basin. As these viewplanes are not anticipated to restrict development, the consultants don't see any pressing need to alter these existing viewplanes.

Summary

From a planning perspective, the existing bylaws have been standardized for the entire downtown and NESSLUB areas and while these bylaws provide some regulatory teeth to guide development, they provide little in terms of form-based zoning needed to guide and evaluate development form to ensure a high quality of design for the waterfront in the future (site plan issues, building setbacks from streets and boardwalks, ground floor uses, angle controls, architectural materials and topologies, density bonusing provisions, height restrictions, etc.). These are all important considerations for future development of the waterfront.

A comprehensive strategy for the waterfront AND downtown should be developed in tandem to guide the form of future developments in these important areas. While this type of

detailed planning assessment is not in the scope of this vision and concept plan, the consulting team would recommend council and staff consider the following strategy, in the future:

1. Redrafting the zone boundary of the NESSLUB plan area to EXCLUDE the waterfront lands so that these areas can be covered by DWZ and CBD zones.
2. Extend the DWZ zone across the entire waterfront zone of this study area.
3. Prepare more detailed waterfront design guidelines to include as an appendix to a future plan amendment.
4. Redraft the DWZ and CBD zone to include form-based code and density bonusing considerations.
5. Create an alternate approval structure for the waterfront (and possibly downtown CBD) zone to allow for faster as-of-right approvals for those developments that meet the new design guideline requirements. This could include a design review committee or plan review requirements.

Additional policy recommendations are outlined in the Plan chapter.

2.5 Environmental Review & Due Diligence Plan

An Environmental Review that summarized the areas of potential environmental concern (APEC)

pertaining to the Kings Road and Esplanade Study Area properties was completed by exp Services Inc. The Study Area properties are all situated along the west side of Kings Road and The Esplanade in Sydney, Nova Scotia. Figure 2.9 illustrates the properties included, delineated by property owner.

Methodology

exp provided a summary of APEC associated with the properties identified on Figure 2.9. exp personnel reviewed information known internally regarding each property, considered anecdotal information regarding each property, reviewed available property mapping from Service Nova Scotia and Municipal Affairs Land Registration Information System (LRIS) and reviewed available fire insurance plans (FIP) and city directories from the Beaton Institute. No intrusive works, site visits or interviews were carried out.

The Mights Directories Atlantic Limited, Sydney and Area, 1948, 1947, and 1985 city directories were reviewed to assess the potential commercial ventures that may have been associated with each of the properties in the Study Area.

The Underwriters Survey Bureau



Figure 2.9 - Study Area Properties

Limited and Canadian Underwriter Association Fire insurance maps from 1914 revised 1944 and from 1957 revised 1969 were reviewed to assess APEC associated with each of the properties listed in the Study Area.

The information presented is based on exp's knowledge at a given point in time regarding APEC and the known or suspected site conditions. This does not mean that the properties have not undergone remediation, re-assessment or other activities that could affect the environment well-being, either positively or negatively.

Study Area

A review of the Study Area PIDs was cross referenced with the LRIS database. It should be noted that PID 15705593 and PID 15705759 could not be located in the database and consequently have not been assessed.

The following PIDs were found in the LRIS database and are suspected to be of potential concern with the scope of this assignment:

- PID 15271703
- PID 15854334
- PID 15870918
- PID 15624216

- PID 15058803

Areas of Potential Environmental Concern

PID 15068398 - 20, 24, and 40 Kings Road

Potential metal, petroleum hydrocarbon (PHC) and polycyclic aromatic hydrocarbon (PAH) impacts in soils and groundwater due to:

- historical operations on the property pertaining to marine and equipment repair and services;
- possible impacted marine sediment due to long-term

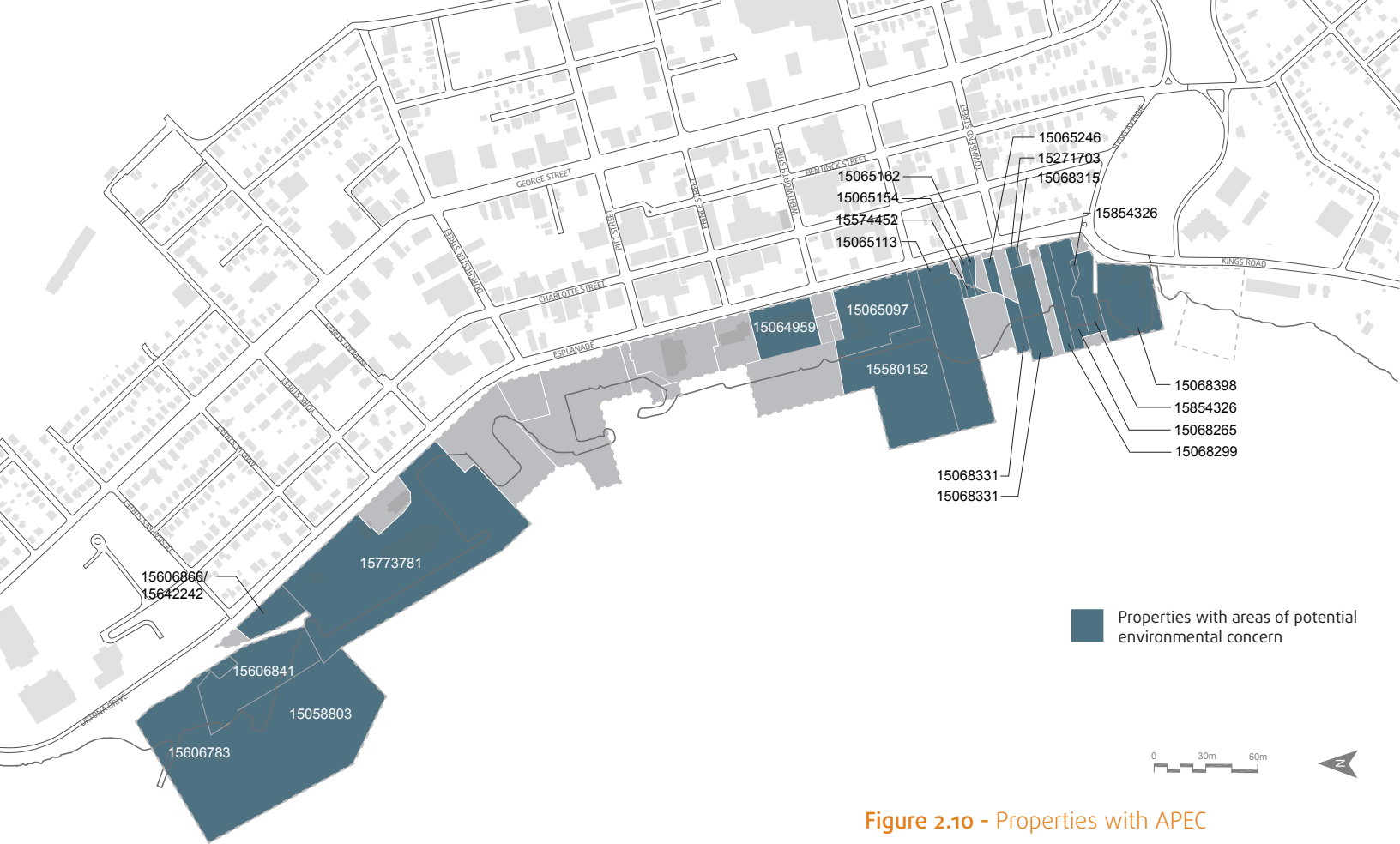


Figure 2.10 - Properties with APEC

deposition in small inlet and historical wharf and boat related activities;

- an unknown quality and quantity of imported infill along the harbour shoreline;
- upgradient of the property under Kings Road it has been noted that there are organic compounds under and in the road bedding material; and
- the FIP maps showed a machine shop and welding shop on the property with earthen floors.

PID 15068232 - 10 Kings Road
PID 15854326 - Kings Road
PID 15068265 - 554 Esplanade

Potential metal and PHC impacts

to soil and groundwater due to:

- historical operations on the property pertaining to auto garage and machine shop;
- multiple pieces of heavy equipment observed on the property over the years in various states of repair;
- unknown quality and quantity of imported infill along the harbour shoreline; and
- previous investigations have assessed isolated pockets of PHC in soil.

PID 15068299- Esplanade

Potential PHC impacts to soil and groundwater due to the identification of an auto shop and

warehouse on the 1944 and 1969 revised FIP maps.

PID 15068331, 15068315, and 1521703- 520 Esplanade

Potential metal, PHC and PAH impacts to soil and groundwater due to:

- JC Texaco Service Station with four underground storage tanks (USTs) identified in the city directory and on the 1944 and 1969 FIP maps.
- sections of the property have been infilled and PAH impacted marine sediments around the original shoreline are suspected based on assessments carried out in

vicinity of the property.

PID 15551435- Esplanade

Potential PAH impacts to soil and groundwater due to sections of the property that have been infilled over the original shoreline that are suspected to contain PAH impacted marine.

PID 15065246- 512 Esplanade

Potential metals, PHC, PAH and volatile organic compounds (VOC) impacts to soil and groundwater due to:

- sections of the property have been infilled and PAH impacted marine sediments around the original shoreline are suspected based on assessments carried out in vicinity of the property;
- it is suspected that a former dry cleaning operation was on the property, which could potentially lead to VOC in soil and groundwater; and
- the FIP mapping noted that there was a hide and slaughterhouse situated on the property that could result in the use of VOC related compounds from the former tanning process.

PID 15574452 and 15065154- 498 Esplanade

Potential metals, PHC and PAH

impacts to soil and groundwater due to:

- presence of PHC and PAH impacted marine sediments below the imported fill on PID 15574452;
- presence of imported fill and demolition debris from the former site building; and
- unknown quantity and quality of imported fill materials.

PID 15065162- Esplanade

Potential PAH impacts to soil and groundwater due to sections of the property that have been infilled and suspected PAH impacted marine sediments around the original shoreline are suspected based on assessments carried out in the vicinity of the property.

PID 15065113- 490 Esplanade

Potential metals, PHC, PAH and VOC impacts to soil and groundwater due to:

- sections of the property have been infilled and PAH impacted marine sediments around the original shoreline are suspected based on assessments carried out in vicinity of the property;
- an active gasoline retailer and mechanic service centre present on the property; and
- the FIP mapping identified

Benny's Service Station on the property outside the footprint of the existing station. There were four USTs associated with this site.

PID 15580152 and PID 15581549- Esplanade

Potential metals, PHC, PAH and VOC impacts to soil and groundwater due to:

- sections of the property have been infilled and PAH impacted marine sediments around the original shoreline are suspected based on assessments carried out in vicinity of the property;
- potential PHC impacts from a previous soil spill at the Cambridge Suites; and
- former industrial operations on the property identified in the FIP mapping, namely Cape Breton Dairyman Co-Op and Durable Tire Re-treads Limited.

PID 15065097- 380 Esplanade

Potential metals, PHC, PAH and VOC impacts to soil and groundwater due to:

- sections of the property have been infilled and PAH impacted marine sediments around the original shoreline are suspected based on

- assessments carried out in vicinity of the property;
- potential PHC impacts from a previous soil spill at the Cambridge Suites; and
- former industrial operations on the property identified in the FIP mapping, namely Cape Breton Dairyman Co-Op and Durable Tire Re-treads Limited.
- the FIP mapping identified one UST associated with the former Cape Breton Dairymen Co-Op operation.

PID 15064959- 320 Esplanade

Potential VOC impacts to soil and groundwater due to discovery on the FIP mapping and the city directory from 1948 showing Cameron DT and Sons Cleaners and Drycleaners located in proximity to this property, if not on it.

PID 15773781- 58/60 Esplanade

Potential metals, PHC, PAH, polychlorinated biphenyl (PCB) and VOC impacts to soil and groundwater due to:

- review of an existing Phase II ESA on this property as part of another assessment revealed PHC and PAH impacts. It is unknown if a remediation was ever undertaken but it is suspected

- that it was not; and
- unknown quantity and quality of imported fill used to infill areas for construction of the wharf. Possibly lead ore used as infill.

PID 15606866, 15642242, 15606841, 15606783 and 15058803 - 12 Esplanade

Potential metals, PHC, PAH, PCB, and VOC impacts to soil and groundwater due to:

- historical operations on the site including fuel dispensing, fuel loading and storage in USTs, operation of Boiler Shops, Machine Shops, Boat Cradles, sand blasting, painting, boat construction and repair, boiler and compressor house;
- the Cape Breton and Central Nova rail-line bisects this property and may have had a historical spill of product resulting in PAH and PHC impacts;
- suspected impacts in the Marine Sediments based on former on-site operations; and
- it is known that a Phase II and III ESA was carried out on these properties.

PID 15642309- Cape Breton and Central Nova Scotia Railway Limited

Potential metals and PHC impacts to soil and groundwater due to:

- anecdotal reports of cargo spills along this line;
- there is a large diesel fuel line buried along this PID that runs from the Bulk Oil storage in battery point to the Government Wharf. There have been anecdotal reports of a leak in this line; and
- coal fines along the rail bed.

General Notes:

The following notes are items of concern with respect to the environmental conditions within the Study Area:

- most properties are tidally influenced and therefore any potential APEC should also be considered with regard to ecological receptors.
- properties are all non-potable under NSE classification due to being serviced with municipal water.
- all properties would likely fall under the commercial classification and would be considered to have coarse grained soils due to the prevalence of imported fill used throughout the Study Area.

2.6 Canadian Downtowns

The Canadian Urban Institute (CUI) is a Canadian not for profit organization with a national and international reach. The CUI in 2012 performed an analysis of several Canadian downtowns that outlines the importance of Downtowns within Canadian cities: “The Value of Investing in Canadian Downtowns”. We have included here the key principles pulled from the work of the CUI and how they apply to the Sydney case.

The CUI identifies five key findings in their study of downtown rejuvenation that are directly applicable to the Sydney Harbourfront Conceptual Design and Vision project. We share these with some insight into how they apply to the Sydney case.

i. Visibility

It is important for downtowns to play a clear and integral role in the life of the wider city and municipality; a

Canadian Urban Institute 5 Key Findings for Downtown Rejuvenation

-  i. Visibility
-  ii. Visionary
-  iii. Prosperity
-  iv. Livability
-  v. Strategy

lack of connection between a region and the traditional core can limit the potential of the downtown to contribute to overall prosperity.

Regional Municipalities such as CBRM can struggle with defining a single “core”, this indecision can lead to limiting the ability of a single dense downtown to rise up. We believe that the Sydney Harbourfront, and its unique place in policy already provide an opportunity to capture this visibility without sacrificing the potential of other traditional centre areas (or downtowns) within CBRM.

ii. Visionary

Downtowns with a clear and flexible vision are noted to be the most successful during revitalization efforts. Clear visions guide decisions and the implementation of projects while outlining a future goal. Patience and commitment towards revitalization efforts is also important.

The vision that is being provide through the Sydney Harbourfront Conceptual Design and Vision project, and work by public and private stakeholders to help elicit buy-in, will help kick start a larger vision for the entire Downtown.

iii. Prosperity

A prosperous downtown economy has the ability to contribute significantly to the bottom line of municipalities. Strong economies generate jobs and economic opportunities that can provide the municipalities with a strong tax base and high property tax revenues due to the dense presence

of commercial and residential infrastructure within a downtown.

We have not completed bottom line analysis for CBRM, as that is outside the scope of this project.

iv. Livability

In order for a downtown to be successful in attracting and sustaining activity, the downtown not only needs to be vibrant and livable but also display a connectedness with the people of the greater community. With a larger population downtown the demand for goods and services increases, creating a more prosperous environment for retailers and service providers. In addition to adding residents it is imperative that activities are planned and supported through stakeholder groups to ensure that new residents in the Downtown and residents in the existing surrounding communities. Lumiere is a great example of how the community is working to bring people into Downtown Sydney.

Preserving heritage and culture within downtowns is crucial, downtowns usually accommodate a large portion of a city’s heritage sites it is important to preserve and showcase these neighbourhoods in the community. This is especially true in CBRM and Downtown Sydney where an the existing historic residential neighbourhood has already proven to be an active contributor to the conversation around the continued development of Downtown and the Harbourfront.

v. Strategy

Investments are necessary during revitalization efforts within downtowns. The CUI found that large investments and projects instill confidence and increase the profile of the downtown core. On the other hand, small-scale financial incentives can lead to many improvements that add up. Both approaches have proved to be beneficial. Strategic planning and investing can avoid problems and it is important that cities gain an understanding of what the community needs or wants before implementing change and embarking on large projects.

The Sydney Harbourfront Conceptual Design and Vision project includes implementation that supports both small and large strategic investment.

Conclusion

The effort by ECBC and CBRM to join together in procuring the Sydney Harbourfront Conceptual Design and Vision project is a positive sign in light of the CUI findings.

The Vision speaks to visibility, prosperity, livability, and strategy and will be an important keystone as local development agencies, community groups, and private industry work with the public to move the Sydney Harbourfront forward.



Figure 2.10 - Lumiere Festival



03 Demographic Data

3.1 Population

The Cape Breton Regional Municipality has suffered from a well documented decline in population. While the 2006 population eclipsed 100,000 persons, that population dropped to just above 97,000 in the 2011 Census.

In addition, and in similar fashion to other jurisdictions in the Maritimes, the CBRM has an aging population with only 13,325 residents in the age range 0-14 and 25,200 residents in the 50-64 year age range (Census, 2011). This simple comparison provides some insight into not only the population but also the labour force. We can expect that as the 25,200 people in the 50-64 demographic move into retirement there will be a void of people able to move into the workforce to help support the senior population.

Looking more specifically at the Downtown and Harbourfront areas we have taken data for the four Census Dissemination Areas that cover the Downtown Sydney area (12170460, 12170477, 12170461, and 12170458).

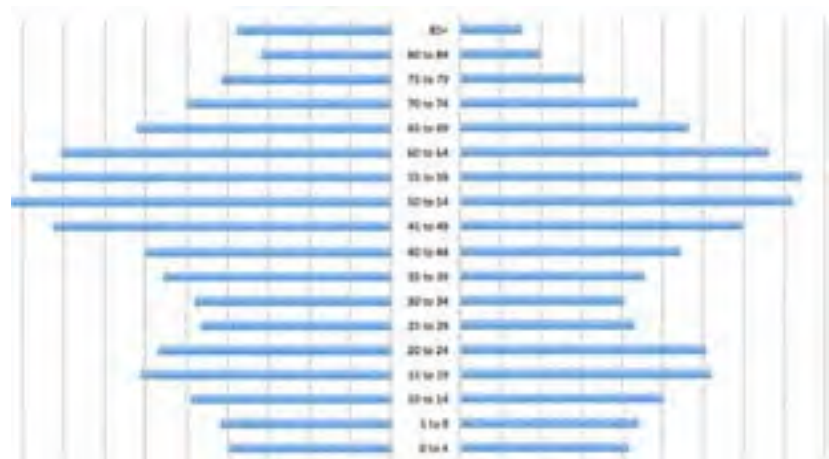


Figure 3.1 - Cape Breton Regional Municipality Age Pyramid

The total population in the Harbourfront area was 1,778. This low population (just 1.8% of CBRM) will struggle to attract amenities and services that the population of CBRM desires. These population data are important when considering both the scale of development proposed and the phasing of development on the Harbourfront.

Like many Canadian Urban Centres, Sydney supports several Post Secondary education institutions including Cape Breton University,

the Nova Scotia Community College Marconi Campus, and the Maritime Environmental Training Institute.

Post secondary institutions provide urban areas with a large population of young, educated people that support local businesses and add pedestrian activity. Supporting a young, educated population throughout most of the year may also promote attachments between students and the downtown, making students want to stay after completing studies that can help build a highly skilled labour force.

An investment in diverse residential housing would attract a new wave of downtown residents, boosting the population and limiting the number of unoccupied dwellings in the area. Investments in the residential communities of Downtown Sydney will contribute to the livability of the area, creating a welcoming environment for residents and visitors.

An increase in the downtown population will also have positive affects on the current transit network in Sydney and promote more active methods of transportation within the city. Currently the public transit system is lacking flexibility and frequency, however an increase demand would prompt improvements within the system, making it a more viable option for residents in Downtown Sydney and surrounding communities.

3.2 Buildings

Due to the nature of the sites on the Harbourfront and the location at the core of Sydney and the greater CBRM we believe that higher density residential development will be a major component of the mix of housing proposed in the Conceptual Vision & Design. The Canadian Mortgage and Housing Corporation (CMHC) tracks statistics for structures with 3+ residential units and this data for CBRM speaks volumes to the nature of the residential market in

Cape Breton. The universe of residential rental buildings throughout the CBRM totals 1,770 units in 285 structures.

The majority of these units, 798, were initiated in 206 smaller buildings of 3 to 5 residential units. 231 residential units were initiated in only 3 structures of 50 or more units.

Looking at the universe of housing starts, including single family homes we see that current building is following a similar trend toward single family homes as the majority of built projects. Of the 155 freehold residential units started between January and September of 2013, 85 were designated as single-detached housing, 66 as semi-detached and only 1 multi-unit building was started.

These data, in combination with the population data, speaks to the phasing of residential development in the Downtown of Sydney generally, and on the Harbourfront specifically.

Although a compelling Conceptual Vision & Design will be a positive for the CBRM we expect that phasing will span a long term timeline and will coincide with the slow-growing capacity in the commercial and institutional markets in the Downtown.

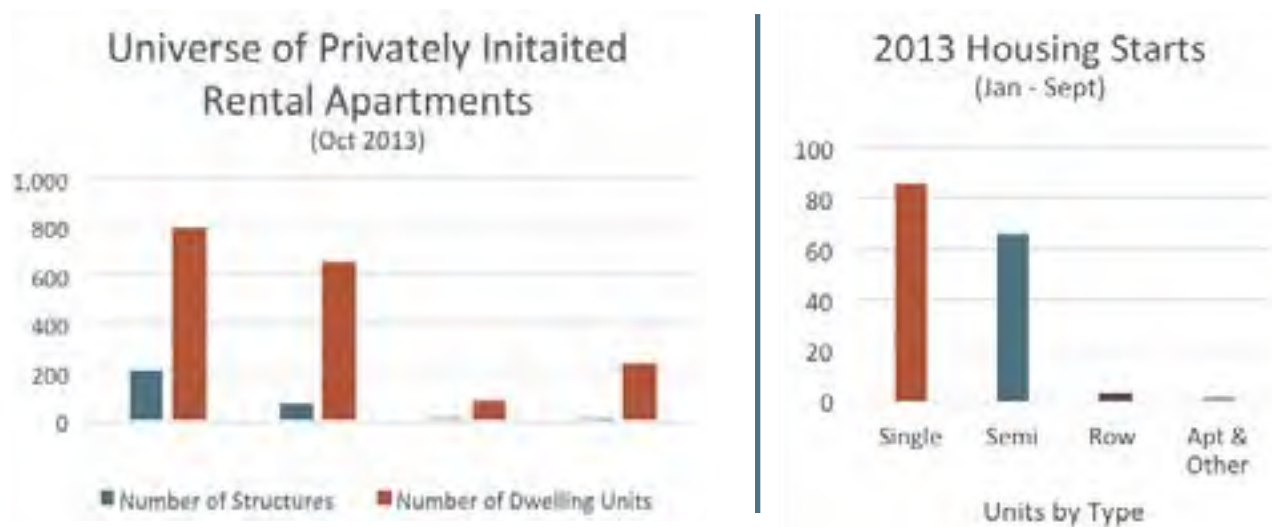


Figure 3.2 - Cape Breton Regional Municipality Housing Data

04

Public Process

Over the course of the Sydney Harbourfront Conceptual Design and Vision project we have engaged the community in CBRM through **stakeholder interviews**, an **online survey & engagement effort**, a full week of **public consultation** events, and a **post card campaign**. Each of these aspects of the public process is detailed in this chapter.

As information was gathered from the public and stakeholders through these different consultation methods, consistent and relevant themes began to emerge and point toward a framework plan. These themes will be presented at the conclusion of the chapter as a lead in to the Conceptual Design and Vision.

4.1 Stakeholder Interviews

Stakeholder interviews are a key element in the creation of informed design, they offer specialized insight and local knowledge to the design team and were crucial in developing early public materials, ensuring that our Conceptual Design followed principles that resonated with the local community, and that our the

proposed Vision would have a high probability of being met with support.

Due to the timing of the project and the natural addition of interested parties after the project kicked off we have connected with stakeholders at various stages of the project. By using a uniform guide for the interviews we have ensured that the information is comparable and relevant regardless of the background of the stakeholder, or the stage of design development that we are in.

Stakeholder Summary

It should be clear that each stakeholder, whether they be a community group, a public agency, a developer or a land owner has specific vested interests in the Harbourfront and the Downtown based on their organization's role and responsibilities. Due to this there is no over arching single idea that is the product of stakeholder engagement, rather these interviews provide the project team with insights into the accuracy of starting assumptions, and the value that early feedback from the public in crafting the vision.



While this is certainly true of the dozens of interviews we completed we include a summary of the consistent responses we heard to the more global questions that we asked about the Harbourfront.

Appendix A includes the list of questions used as a guide in stakeholder interviews.

In your opinion, what should the priorities for the Harbourfront lands be?

1. Connection to the existing and new recreation facilities (Open Hearth for example)
2. Making the waterfront part of the city
3. Recreational docking
4. Allow businesses to make use of the boardwalk

5. Signage and links to the Downtown
6. Highlight historic themes of Sydney
7. Access to the water increasing Harbour utilization

What challenges do you see arising as Sydney attempts to plan for the Harbourfront?

1. Risk of building without preparing for programming and maintenance
2. Potential interim uses of space are incongruent with vision
3. Coordination of public and private investment
4. Funding
5. Opposition to change

6. Demand / Market for new development
7. Restrictive environment

Who do you see as the primary users of the Harbourfront today and in the future?

1. Citizens of CBRM
2. Downtown employees
3. Tourists to Cape Breton
4. Cruise Ship Passengers
5. Attendees at Harbourfront Events, Meeting and convention centre at the Port.
6. Patrons of public institutions

4.2 Online Engagement

An online survey was administered



Figure 4.1 - Online Survey Outcomes

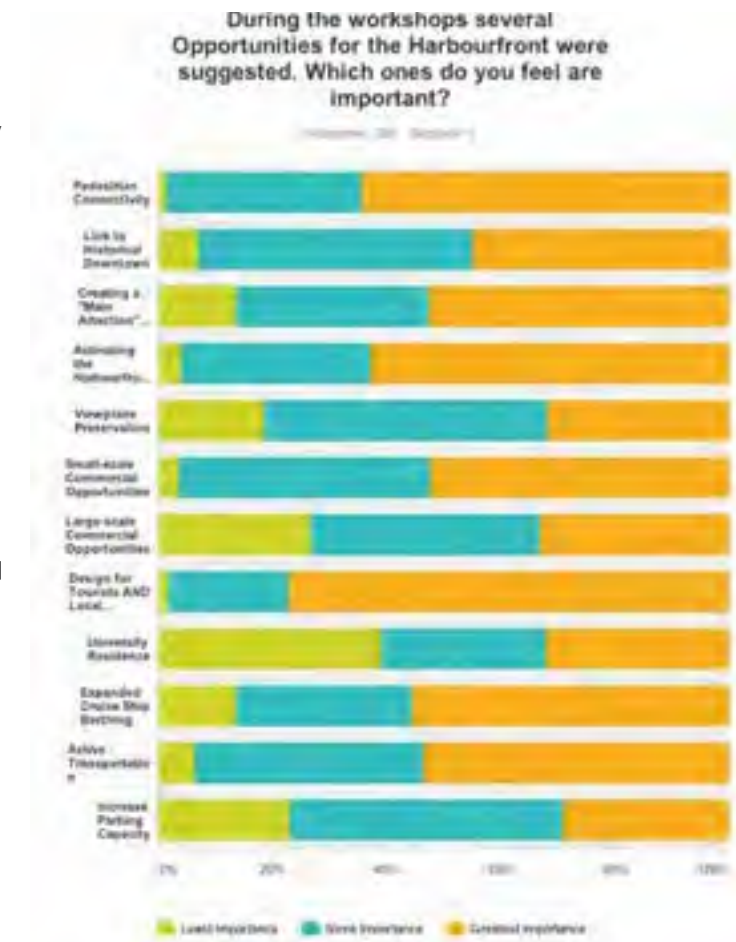
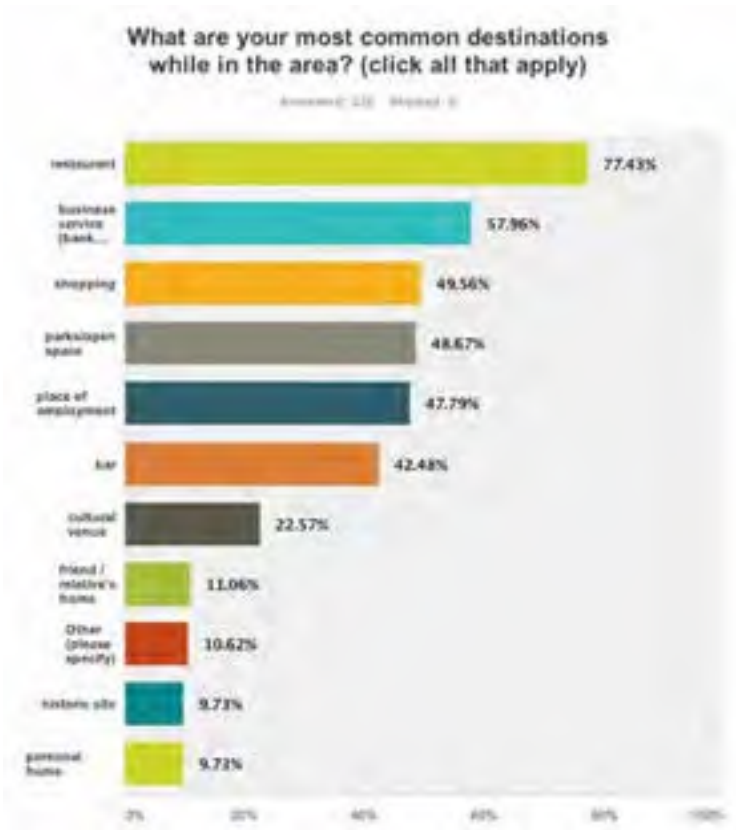
during the months of October and November 2013. The purpose of the survey was to gain a better idea of the current demographics and patterns of use currently engaging with the Harbourfront. In addition to demographics, the survey aimed to find out what residents wanted from the area and expected from the design team. We had 226 participants complete the online survey, a summary of the data collected through the survey is provided here with full data provided in "Appendix B - Online Survey".

The majority of survey respondents were between the ages of 21-64. 33.3% of the participants were between the ages of 21-34, 32.1% were 35-49 years, and 29.7% were between 50-64.

The vast majority of participants, 89.9%, have lived in Sydney for more than five years. It was found that 64.9% don't live within walking distance of the Harbourfront area, but just over half said they work within walking distance. The area is heavily utilized through the weekend, Friday and Saturday, however the survey indicates that the area is also used consistently throughout the week.

The harbourfront area is often used as a walking destination, with 45.7% stating they regularly walk through the area, but only 5.5% said they bike through the area regularly. It was noted that the area is a major vehicular destination with 86% saying they drive through the area regularly and 58% saying they park in the area. Parking was rated in terms of ease, and was found to be acceptable by the majority of participants.

The most common destination attractions were the restaurants. Business services such as banking, places of employment, shopping, parks and open space and bars were the following most popular. The least likely destinations were personal and friend or relative's homes, historic sites, and cultural venues.



Directional signage in the area is rated as fair by 64% percent, with 19% rating signage as poor and 17% rating it as good.

The majority of participants listed the Harbourfront as an area to bring visitors within Sydney, though what appealed to them about the area varied. Participants were able to list multiple attractions and the proximity to the ocean, its natural beauty, and its proximity to downtown were the most popular with over 50%. Closely followed were its historic character, entertainment opportunities, and open and public spaces. Least popular at the current time - with less than 22% positive response - were the variety of shopping and retail venues and the events schedule.

From the opportunities outline during the workshops held, a design that considered both tourists and local residents, as well pedestrian connectivity was of greatest importance. A link to historical downtown and creating a "main attraction" such as an aquarium were listed as a high priority, as was the opportunity for small scale commercial business, expanded cruise ship berthing and view plane preservation. Other options, which did not have as much support were increase parking capacity, active transportation, university residence and large scale commercial opportunities.

When requested to outline which programmed activities should be the most important many participants highlighted a potential Farmer's Market and seasonal festivities. The other options which included movies in the park, seasonal ice rinks, competitive running, permitting of bicycles, and art in the park were less popular, but still had significant support.

Pedestrian crosswalks and lighting and visibility were the highest concern for participants in relation to safety. This was closely followed by the speed of automobiles, mainly on Esplanade, the accessibility of the boardwalk and the boardwalk conditions. Other concerns listed included the need for more active patrolling in the area to deter crime and the visibility on the streets while driving.

In regards to maintenance issues in the area, litter was of the highest concern to most people. Overgrown shrubbery, boardwalk conditions, light maintenance, site furnishing maintenance and up-to-date maps were the next most importance, with all having around 40% of respondents identifying them as needing attention.

Online Engagement

In order to reach a wider audience, the design team made use of social media such as Facebook and Twitter. Not only was the social media helpful in notifying the public of

the consultations to be held and the survey occurring, it was also an effective forum to facilitate the exchange of ideas between the residents and the design team throughout Consultation Week.

4.3 Consultation Week

The major public consultation components of the project took place in October of 2013. We took the opportunity to embed in Sydney for the important work of meeting on site with stakeholders and the community we were able to complete a wide variety of sessions during the week of October 21st, 2013.

Each of the five events is outlined here with a summary of the feedback received.

Event 1: Council + Staff Session

The Council and Staff Session allowed the project team to gather input from the client team and elected representatives. Through various workshop activities the team was able to establish the objectives, goals, and challenges from the point of view of staff and elected representatives.

Event 2: Waterfront Walkabout

The Harbourfront Walkabout was a follow up to the Staff and Council session. The walk allowed the project team to demonstrate where the major opportunities lie and identify obvious constraints along the Sydney Harbourfront. Participation from the local councillor provided an additional opportunity for the project team to hear about specific concerns and

challenges that the representative was aware of in his constituency.

Event 3: Business Stakeholders Consultation

The business Stakeholders Consultation Session was hosted with an aim to gather specific feedback from the local business owners and stakeholders with interests and investments in Downtown Sydney. The goal of this session was to get a feel for what the stakeholders wanted to see in the vision and what they think should be done on the Harbourfront to help make all Downtown businesses more successful. The stakeholders were also asked to provide input on what they think the goals, objectives, and challenges are for the Harbourfront and based on their interest in the whole of downtown they were also asked what linkages should be provided throughout the Harbourfront to connect residents and visitors to the greater Downtown Sydney area.

There was a positive discussion amongst attendees, and the business owners present noted the need for Downtown redevelopment for locals that includes a mix of high and medium

Figure 4.2 - Consultation Week Public Poster & Schedule



Event 1 - Council + Staff

Goals

- Increase Population
- Attract / Retain Entrepreneurs
- Increase Waterfront Activity

Objectives

- Concentrate Interest Downtown
- Land Assembly
- Link to Downtown Other Assets

Challenges

- Ownership & Maintenance
- Environmental Remediation
- Lack of Vision

density buildings. Potential for a signature attraction (such as the Light Up Crane that was part of earlier work on Tar Ponds) was noted as a possible kick starter.

Events were plugged as an important component of animation in the business area. Notable events currently in the Harbourfront / Downtown area include Action Week, Lumiere, and the Christmas Tree Lighting ceremony. General consensus was that more events are needed and they need to be planned in an holistic manner. Additionally, entertainment was brought up as a key component for the business. They feel a “draw” is important, noting Race the Cape had success in its first year.

The discussion during this event was the first instance during Consultation Week where policy and organization were cited as being important for future development. Specific mention was made of the potential in aligning

Chamber of Commerce and SDAA efforts, and also of a perceived role for CBRM as an agency that could support non-profit and private sector animation efforts.

Connecting Charlotte Street to the Harbourfront through better pedestrian infrastructure and event planning was a strong theme.

Event 4: Public Visioning Workshop

The first public visioning session was presented by the project team on the Tuesday evening of consultation week. The team prepared posters representing four topics that had emerged consistently through the preliminary research and consultation; (i) commercial opportunity, (ii) water usage, (iii) connectivity, and (iv) land development. These topics reflected the inputs and suggestions gathered from the preceding Council and Staff session and Business Stakeholder Meeting and were the first attempt

at identifying themes for the project. The posters were used to collect written comments, suggestions, and feedback relative to the four topics from the attendees that would then lead into the eventual Conceptual Design. By holding this event early in the week the project team was able to garner quality feedback from the public and integrate this in a Framework Plan that would be presented two days later at an Open House.

At all public events we allowed for feedback from attendees via the postcard / comment card. We received numerous post cards from Sydney residents over the course of the project that allowed those who may not be comfortable expressing their views in the public to still have a voice. These post cards contributed to our overall analysis of public feedback from Consultation Week.

Event 3 - Business Breakfast

■ Goals

- Increase Business Opportunities
- Increase Activity
- Create a Destination

■ Objectives

- Support for Events
- More Water Based Activity
- Meet Parking Requirements

■ Challenges

- Old Space is Undesirable
- Poor Maintenance
- Perception of Parking Limits

4.4 Themes & Framework Plan

The final consultation session (**Event 5: Public Open House**) included a presentation of the guiding themes and a Framework Plan (Fig 4.3) that emerged from the various input and feedback sessions throughout the week. This session offered the public an opportunity to see how the visioning process works, review the progress, and offer feedback on the outcomes to that point.

Generally, the public response was very positive towards the themes and ideas presented. There was a lot of support for increased activity and development on the Harbourfront and residents expressed some concerns, ideas, and desires that they would like to see considered during the next steps of the visioning process.

This section presents the themes that emerged from all public and stakeholder consultations and how they relate to the framework plan that was presented at the Public Open House.

The Framework Plan responded to the five emerging themes, but also has at its core some values that speak to the long term vision for the Sydney Harbourfront. That is to say, the Plan has been developed at a scale that is appropriate for the Sydney case. The vision is for developments that will animate and enliven the Harbourfront, but will rely on a mix of Private and Public commitment and investment, and not suck up the entire market potential of Sydney's downtown in a single development block. Using the five emerging themes as a guide we will show the Framework Plan responds to public and stakeholder input.

Event 4 - Public Workshop

Commercial Opportunity

Seasonal Vendors
Shops + Restaurants
Entertainment
Education
Signature Attraction
Outdoor Movies

Connectivity

Open Hearth Park
Wentworth Park
Wayfinding Signs
Predetermined Routes
Charlotte Street
AT Trails

Water Access

Kayak + Canoeing
Sailing + Rowing Clubs
Party Cruises
Harbour Tours
Public Beach
Local Ferry

Land Development

Residential Opportunity
Protected Views
Outdoor Mall / Market
New Institutional
Private Sector Investment
New Public Investment

Theme 1 - Connectivity

Public amenity and park resources to the South and North of the Harbourfront create the need for important connection points. At the Southern end of the Harbourfront we have identified the importance of continuing the boardwalk through to Wentworth Park, and providing connection to a potential AT trail that could run South to Sydney River along the rail right of way. At the northern extent we have indicated a desire to connect to future trails running north around the Garrison Grounds and to the Open Hearth Park.

Connections to the West have been indicated at all intersections of E-W streets with the Harbourfront. Design along these corridors should be done with the pedestrian in mind and the views down these corridors should be protected to avoid future development in areas of high interest.

In two areas the framework plan makes specific efforts to improve the experience along Esplanade. The first is the development of a greenway from the Ports Corporation Lands to Nepean Street. This pedestrian way could be developed across the downtown peninsula and provide a high quality connection to the newly developed Old Hearth Park. Secondly, in front of the Civic Centre, improvements are proposed to help improve the quality of connection between the Harbourfront and Charlotte Street.

Conversation at Open House: The public expressed that they were generally satisfied with the current park infrastructure throughout the downtown; however there was a desire to have similar development on the Harbourfront. There was also concern about the Wentworth Park tunnel, running under Kings Road, as residents expressed a desire to have it reopened and widened to facilitate traffic in to and out of the park.

Conversation at Open House: The current signage is something that the residents feel needs to be addressed. Tourists have no direction while exploring the streets and therefore miss visiting some of the popular destinations in Downtown Sydney, such as Wentworth Park. More clear and concise signage would provide reference points



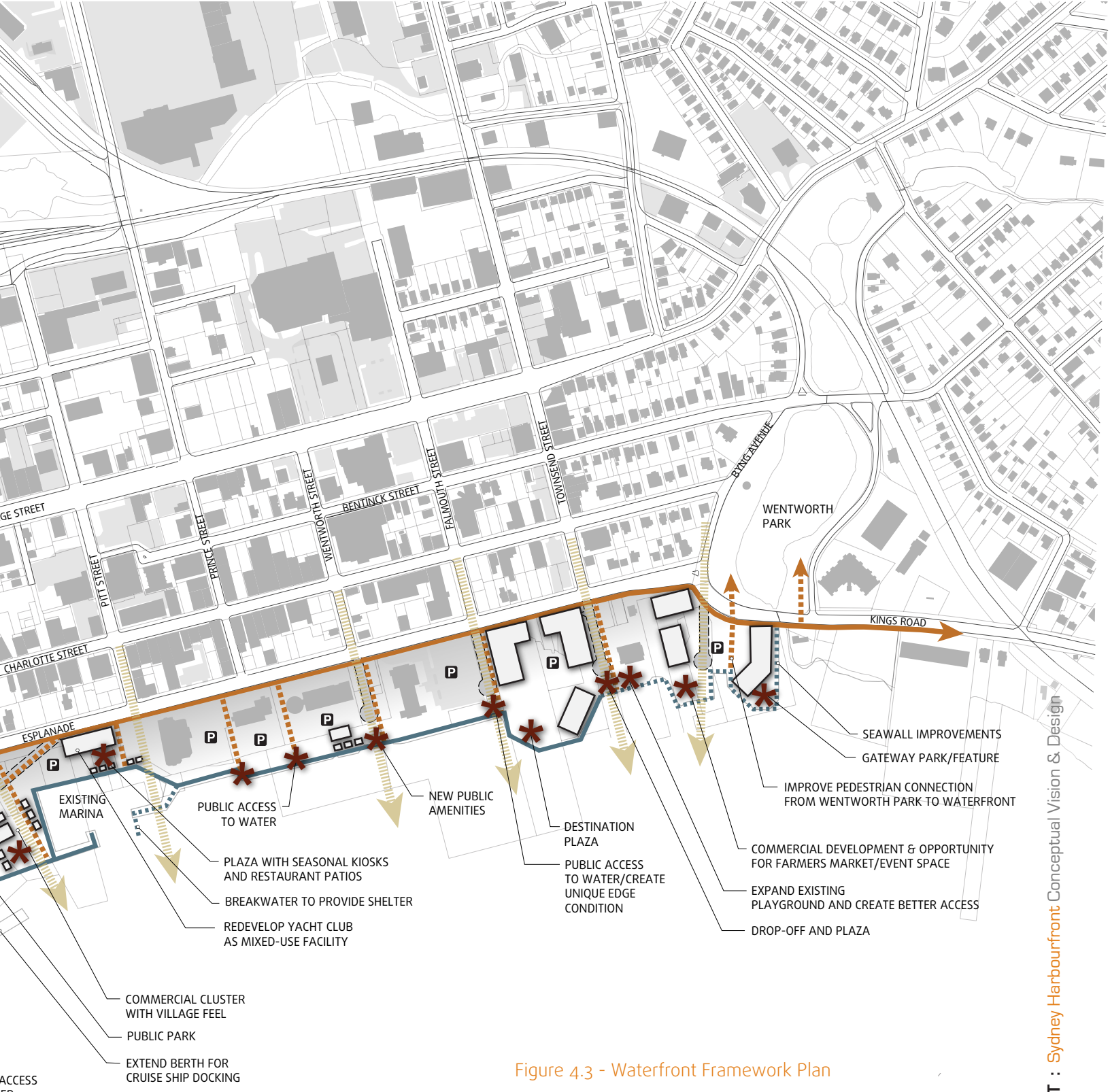


Figure 4.3 - Waterfront Framework Plan

- DESTINATION NODE
- BUILDING DEVELOPMENT SITE
- NEW DRIVEWAY
- PARKING
- EXISTING PEDESTRIAN PATHS
- NEW/IMPROVED PEDESTRIAN PATHS
- EXISTING PUBLIC BOARDWALK
- EXPANDED PUBLIC BOARDWALK
- PRESERVED/ENHANCED VIEW CORRIDOR



Figure 4.4 - Theme 1 Board from Open House

Sydney Harbourfront Vision

Emerging Theme 1

Connectivity

Sydney is fortunate to have a wealth of resources in the vicinity of the Harbourfront, but the site analysis revealed significant challenges with respect to connection between these points. This has been a repeated theme in public consultation and requires deep investigation in the Conceptual Vision and Design for the Harbourfront.





Open Hearth Park is Sydney's newest open space, with unmatched recreational opportunities for kids and the larger community. Connections across Downtown are imperative to capitalizing on this great new park.

Charlotte Street and the Downtown Area provide unique merchants and a high level of service. It is important that the Vision allows for development that works with connections to Charlotte Street via the east-west streets.

Wentworth Park is a natural anchor at the southern end of the Harbourfront. The green space provided here, in combination with Open Hearth, means that the Vision can focus on connecting rather than repeating this type of amenity.

throughout the Downtown, guiding residents and visitors to locations of interest and helping bring customers to commercial areas along the Harbourfront.

Conversation at Open House: Rails with Trails is a concept that was brought up during consultation that integrates active transportation corridors into existing rail way right-of-ways.

Theme 2 - Development on the Harbourfront

Development within the Framework

Plan has been directed towards lands that are already owned by stakeholders with an interest in development. The exception to this is the placement of a new library and cultural centre at the site of Mercer Fuels. There was continued interest in the idea of a Library being located on the Harbourfront. The Framework Plan proposes a mixed use complex in the hopes of obtaining more significant funding for the public venture.

The private development (residential, mixed-use) that is accommodated

within the Framework Plan is intended to not rise above 7 storeys and, where possible, provide town house options that may reduce total construction cost and lower the price of any eventual housing units.

The specifics on developments will continue to develop as we move from the Framework Plan to the Conceptual Vision. What we hope to test via the Framework Plan is the idea of concentrating much of the private sector invest at the Southern end of the Harbourfront. This will provide a true gateway to the Sydney

Figure 4.5 - Theme 2 Board from Open House

Sydney Harbourfront Vision

Emerging Theme 2

Development on the Harbourfront

Harbourfront Lands provide locations for development that are close to existing shops and services in the Downtown, have outstanding views and vistas, and provide access to a well-connected Harbourfront. The Vision will allow for development opportunities that seamlessly mesh with the public infrastructure that has been (and continues to be) developed.



We have heard throughout our consultations that Sydney does not need 20 storey towers, and that views need to be protected. The Vision will include buildings that fit with Downtown Sydney.



Ground floor uses and design on the Harbourfront should encourage active exchange between the interior of new development and the public spaces on the Harbourfront.



Investment in public infrastructure and the public realm on the Harbourfront has been substantial. The Vision sees private investment following this commitment to the Harbourfront.

Downtown and Harbourfront and help preserve important views throughout the Downtown and on Esplanade.

Conversation at Open House: A popular concern was view corridor protection. Strong opinions about view corridor preservation have made preserving the East to West street view corridors within the downtown a priority. There was also some concern about future development within the areas of opportunity along the Harbourfront. Currently, there are some residents that may be at risk for losing their current views of

the Sydney Harbour if development near the South end of the Downtown (Kings Road) exceeds a certain height.

Conversation at Open House: The idea of a new institutional development on the Sydney Harbourfront was a common point of discussion throughout all consultation sessions. The possibility of a new public library or a post-secondary institution or residence was frequently discussed and generally, the public was mostly supportive of these ideas.

Theme 3 - Commercial Opportunity

In the Framework Plan we see opportunity for limited commercial development as part of the private sector residential investment. By linking the commercial development to new residential density we ensure that we do not saturate the market and are able to encourage activity throughout downtown rather than replace the currently tenuous supply.


On the Harbourfront directly the Framework Plan allows for the development of small kiosks that can

Figure 4.6 - Theme 3 Board from Open House


Sydney Harbourfront Vision Emerging Theme 3

Commercial Opportunity


In addition to the existing hotels, the Vision will include opportunities for small commercial enterprises to help attract year-round activity and enhance the offerings of Downtown Sydney. Seasonal vending presents an opportunity to incubate new business that could grow to occupy space on the Harbourfront or in the Downtown Area.



Seasonal vending (in the open air or in kiosks) allows for a low rent entry to the commercial opportunities provided at the Harbourfront.



Restaurants with Harbourside patios were brought up at many consultation sessions. The opportunity to dine and have a drink on the Harbourfront is a powerful tool to bring people Downtown.



Allowance for water taxi operations in the Vision adds a layer of service to CBRM's transit system and provides connections to the other communities on Sydney Harbour.

help incubate new businesses while animating the Harbourfront. These small footprint, seasonal opportunities would provide needed “eyes on the street” throughout the Harbourfront plan and help create new stakeholder communities directly at the water’s edge.

Conversation at Open House: The farmers market, currently located in Sydney River, is not within walking distance of the downtown. Residents expressed that they would really like to see the location of the Farmers Market moved to a more accessible location within the downtown of Sydney, preferably near the

Harbourfront.

Theme 4 - Sydney on the Harbour

The framework plan provides for an expanded marina program through daily berthing, overnight and seasonal marina services, and large yacht docking. The framework plan does not include permanent marina facilities that would compete with other private marinas on Sydney Harbour.

In addition to providing opportunities for docking and berthing for pleasure craft, the Framework Plan provides land-side space to support various

marine based small commercial enterprise. For example, at the location of the former Royal Cape Breton Yacht Club there is an opportunity to host a Tour Boat Centre where operators could lease ticketing and support space on a short term basis. This would allow for multiple tour vendors to begin quickly and have an opportunity to succeed in the market. We envision the docks and ramps in this area as being able to support both human powered and motorized vessels.

Conversation at Open House: A challenging aspect of the Sydney Harbourfront is the steep grade

Figure 4.7 - Theme 4 Board from Open House

Sydney Harbourfront Vision Emerging Theme 4

Sydney on the Harbour

To be close to the water is a wonderful asset, but to be on the water has been an emerging theme in our consultations. The Vision will include a diverse range of opportunities for residents and visitors to explore Sydney Harbour.



Harbour Tours offer entertainment, education, and excitement to visitors and local residents. As an added benefit, tour operators are local businesses and can be ambassadors for the Harbourfront and the Harbour.



We have heard that active recreation on Sydney Harbour is a hope of the community. We believe that with proper infrastructure a canoe / kayak tour service can be provided.



In an effort to add a new dimension to activity, the Vision will allow for small vessel daily berthing. The boats provide animation for people on land and this is a unique way to engage all of CBRM in the Harbourfront.

near the water's edge. Residents have been creative in proposing possible solutions to this issue, such as terraced developments and amphitheater style public space.

Despite the positive reaction and wealth of encouraging ideas and support, there was some general negativity received as well. Few residents expressed resistance towards development on the waterfront and along The Esplanade, explaining that it could be detrimental to the city. There was also concern that the Harbourfront was not well suited to support a new public library,

however the reasoning behind these concerns mainly stemmed from economic stipulations.

Theme 5 - Operations Excellence

Physical plans do not speak to operations in themselves, but the Framework Plan has been developed with the hope that the numerous event plazas, open spaces, and marine infrastructure will be cared for by an agency with the capacity to be responsible for all aspects of operations excellence on the Harbourfront.

We do not see the need to necessarily create any new organizations, but understanding the bucket of services that is required to ensure that the Harbourfront is animated, safe, and understood is a step toward identifying owners and champions who can be responsible for the implementation of this vision.

Conversation at Open House:

Residents want a waterfront that facilitates music, entertainment, and performance with promotion throughout the year. Amphitheater or concert stage developments were proposed by the public as a way to

Figure 4.8 - Theme 5 Board from Open House

Sydney Harbourfront Vision

Emerging Theme 5

Operations Excellence

The Harbourfront Vision includes public and private investment in capital projects, but to be successful it also requires attention to detail in maintenance and upkeep. Through traditional care and innovative programs, the Harbourfront can be a standard bearer for clean, safe and vibrant public spaces in Sydney.

	<p>Harbourfront cleanup crews can be organized as a partnership between private and public sector. With a mandate to perform light cleaning and maintenance, these crews also act as ambassadors for the Harbourfront.</p>
	<p>Great spaces are made not only through great design, but also through great animation. The Vision will see events being managed and facilitated with support of the public sector.</p>
	<p>The Harbourfront has a wealth of green resources in mature trees and gardens. Continued maintenance of this resource will ensure that the Harbourfront feels safe and welcoming, and will ensure the health of the landscape.</p>

attract these activities and bring the Harbourfront back to life. Simple programming of current assets would be a good start.

Consultation Summary

The confirmation of the themes at the Open House and with the Stakeholders gave the team confidence to move forward to develop the Conceptual Design and Vision. The following chapters provide graphic detail on our Conceptual Design and Vision for the Sydney Harbourfront.

05 Conceptual Vision

This Plan describes the waterfront vision, planning rationale, physical layout, content, and components of the Sydney Harbourfront Vision. A set of waterfront principles have been developed based on best practices for urban waterfront planning and design, with specific and deliberate refinement to reflect the unique context of Sydney based on resident values collected during the public consultation process. The adoption of these principles provide insight into a future vision for Sydney's waterfront.

The physical plan is merely an 'illustration' of the planning principles contained in this chapter of this document. It represents a 'probable' 25-year build-out of development and open space to the year 2040 if the principles of this report are

followed. It is not the intention of this report to dictate where development should go, instead it is intended that any future development follow the principles and requirements of this report to ensure that it conforms to the ideals of the overall waterfront vision.

The plan is designed to achieve a balanced approach to the waterfront, where appropriately scaled development occurs within a landscape fabric of public open space and amenities which are sensitive to the public values of Sydney residents and sound development economics. The plan is presented in terms of the over arching principles and specific planning areas through detailed graphics, illustrations, and narrative text.

Wherever possible, ideas from other waterfront projects are used to help illustrate the principles of this plan and in so doing, help the public visualize ideas for Sydney while at the same time demonstrate that these ideas have been built on other waterfronts.

In the implementation chapter, we will outline the steps necessary to realize this vision.

5.1 Design Principles

There are many good books and scholarly articles written on urban waterfront redevelopment. One document in particular (The Remaking of the Urban Waterfront) outlines ten principles of waterfront development which have applicability



FINAL DRAFT : Sydney Harbourfront Conceptual Vision & Design

to Sydney. These include:

1. The transformation along the urban waterfront is a recurring event in the life of a city, and tends to occur when major economic or cultural shifts lead to conflicting visions of contemporary urban life.
2. The aura of a city largely resides and endures along its waterfront, allowing substantial changes to occur without inevitably harming its enduring qualities of place.
3. Despite periodic and sometimes rapid change, a waterfront preserves for its bordering city some inherent and unalterable stability.
4. As valuable and often contested realms, urban waterfronts bring forth the opposing, though reconcilable, human desires to preserve and to reinvent.
5. Even though a waterfront serves as a natural boundary between land and water, it must not be conceptualized or planned as a thin line.
6. Waterfront redevelopments are long-term endeavors with the potential to produce long-term value. Endangering this for short-term riches rarely produces the most desirable results.
7. Underused or obsolete urban waterfronts come alive when they become desirable places to live, not just to visit.
8. The public increasingly desires and expects access to the water's edge. This usually requires overcoming historic barriers—physical, proprietary, and psychological— while persuading new investors that there is merit in maintaining that valuable edge within the public domain.
9. The success and appeal of waterfront development is intrinsically tied to the interrelationship between landside and adjacent waterside uses—and to the environmental quality of both the water and the shore.
10. Distinctive environments, typically found at waterfronts, provide significant advantages for a city's competitiveness in its region or in relation to its rival cities.

Sydney Waterfront Design Principles

These key principles, while generic for most urban waterfronts, can be re-framed more specifically as guiding principles for Sydney.

Sydney's waterfront principles build directly from the themes that have been tested with the public and stakeholders, blending in global best practices in waterfront and public open space development.

The waterfront development principles for Sydney include:

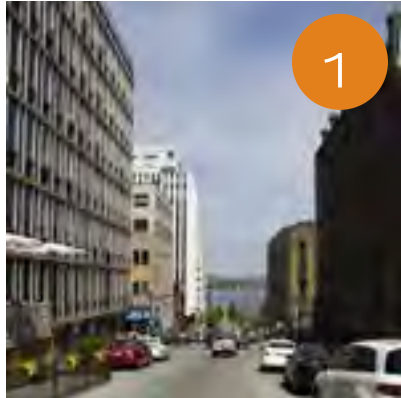
1. *Protect view corridors to the water along streets perpendicular to harbourfront.*

Buildings should not intrude into these view corridors.

2. *Strengthen the physical connections between downtown and the harbourfront.* Extend downtown streets to the waterfront or at least extend the sidewalks from every street down to the waterfront. Maintain the urban grid fabric.
3. *Preserve Public Access to the Water's Edge.* Prevent private developments from capturing the water's edge and make sure the public edge is a fully developed public open space which provides a variety of destinations and activities along the conduit.
4. *Enhance and Support Opportunities to be Close to the Water.* On many urban waterfronts it is difficult to touch or access the water. Wherever possible, overcome these difficulties with floating docks, steps, inlets, etc which provide good public access.
5. *Provide Diverse Harbour Edge Typographies.* Rip rap is one way to treat the edge, another is sheet piles, another is cantilevered docks. Providing a diverse array of shoreline types strengthens the waterfront experience and provides different ways to interact with the water.
6. *Assemble Land to Allow for Properly Scaled Development.* Urban waterfronts frequently benefit from land assembly in the early stages. If you think the land is expensive now, wait

till the vision plan is realized in 25 years time. At that time, the value will sky-rocket if the plan has been implemented accordingly. Now is the time for government to assemble and control as much waterfront land as possible. In the future, waterfront agencies can develop the terms of reference for future developments with private developers that have consistent high quality development goals.

7. **Promote Active Ground Floor Uses in Development.** The groundfloor of any development on the waterfront is one of the most important drivers in future uses on the waterfront. Blank walls, parking lots, no doors, no activity in the buildings all limit the success of the waterfront. Ensure all future developments contribute to activity on the waterfront by having an active and well planned groundfloor.
8. **Be Economically, Environmentally, and Socially Sustainable.** The added value of a waterfront location provides an opportunity to engage in high quality development and push the envelope of creativity. Projects should consider LEED designation, and there must be clear evidence of 'public benefit' from each and every development. Developments that seek to only take from the waterfront should be excluded from consideration.
9. **Create activity nodes along the waterfront that entice people to keep exploring.** These could include works of art, retail kiosks, signature open spaces, marinas or special interpretive features. Each one ideally should be visible from the next and, coupled



1



5



2



6



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8

with wayfinding signage, should entice people to keep walking and exploring.

10. ***Incorporate local history and local vernacular in the design of the waterfront.*** Every waterfront has a unique history and almost every waterfront community in North America owes its founding to its relationship to the water. These themes should be explored and expanded into the design of the waterfront.
11. ***Link the Waterfront open space with other urban open space networks.*** The linear network on the waterfront should be linked to other urban open space areas and networks in as much as possible.
12. ***Find the developers enticement and use it to help pay for public benefits on the waterfront.*** Density bonusing or transfer of development rights are two possible enticements that can be used to encourage developers to help pay for public amenities on the waterfront.
13. ***The marine terminal is one of the most important gateways to the waterfront; treat it as such.*** The 40 ships that visit each year bring thousands of visitors to Sydney's waterfront gateway. Many of these are looking for an excursion experience but many are also looking to roam the downtown and the waterfront. The marine terminal should have a strong and deliberate pedestrian gateway to Sydney's waterfront.
14. ***Every building is an opportunity to showcase high quality design for the City.*** The waterfront is one

area that low quality substitutes shouldn't be considered. Measuring the quality of each development takes design skill and an understanding of how design contributes to sense of place. These skills may require a new way of evaluating developments proposed for the waterfront.

15. ***Focusing on Sydney residents first instead of tourists.*** Tourists will appreciate the authenticity of a resident-first focus.
16. ***Providing an equal mixture of programmed and flexible spaces.*** Currently there are very few programmed spaces on the waterfront. There needs to be more activity centres which focus activities on a wide range of waterfront users (kids to seniors).
17. ***Encouraging public space right up to the footprint of buildings.*** The urban waterfront is no place for suburban 'front-yards' or large surface parking lots. Future development and open space mentality needs a more 'urban' mind shift.
18. ***Promote a mixture of land uses (retail, residential, hospitality, office, etc).*** Traditional zoning separates uses, the new zoning approach should be more inclusive about mixing uses so long as high design standards are followed.
19. ***Supporting diversity through a variety of housing and unit typologies.*** These include unit sizes and layout for singles, couples and families.
20. ***Considering the public good over individual benefit.*** All developments must give back

to create public benefit to the waterfront, contributing to the positive experience rather than taking from the positive experience.

These design principles provide guidance for the evolution of the physical plan for the waterfront, for the open spaces that must be programmed along its edge and for future buildings that will create the matrix of activity on its periphery. If any of these principles are violated, it could compromise the long-term stability and economic vitality of the waterfront.

5.2 Vision Statement

By 2040, Sydney's waterfront has become a fully functioning extension of the downtown area with over 600 new residential units, over 9,000 square metres of new commercial space, 5,000 square metres of new office space and a fully connected open space network which rivals any other Canadian city. The development has been made possible by the formation of a Sydney Waterfront Development Coalition comprised of representatives from all 3 levels of government, who have been tasked with assembling the land and implementing the long-term development plan for the waterfront.

The "Sydney Passage", the rebranded waterfront boardwalk, now extends from the south end of Wentworth Park all the way to the northern tip of the city near the sewage treatment plant (eventually tying into the Open Hearth Park greenway across the mouth of the river). The Passage has been developed as a multi-use trail with thousands of pedestrians and cyclists using it for pleasure and transportation daily,



throughout all four seasons. Along the way are a series of signature open spaces that range from the naturalized historic Wentworth Park on the south end, through a series of urban parks, outdoor plazas, a splash park, an adventure playground and to the concert grounds near the Joan Harriss Cruise Pavilion. A portion of the financing for these spaces has been procured from revenue generated by the new developments that reside on the waterfront. Also along the Passage, a historic interpretive tour has been developed, providing an outdoor museum experience that engages local residents and tourists alike with recounts of the history of the First Nations Peoples, the areas of the French and British forts, the founding of the City, the history of steel making, and the evolution of the cultures in Sydney. The trail system is kept bustling with Sydney residents traveling between work and home. Children and families are busy exploring the interactive water parks which provide a hands-on experience where they learn about tidal changes and build actual model dams and levies, exemplifying how the tidal change impacts daily lives. A new aquarium adorns the waterfront attracting about 20k residents and tourists every year. In the summer, Tai Chi and yoga classes are offered in the parks every morning, an influence of new residents from other countries whose cultures have added new flavor to the City.



Leadership is the capacity to translate vision into reality.

Warren G. Bennis



A harbour taxi to North Sydney is established ferrying workers and visitors across the harbour daily. North Sydney's waterfront is undergoing a similar renaissance, with the success of Sydney's waterfront plan. A new Convoy Plaza has been built on the waterfront commemorating Sydney's role in the Battle of the Atlantic. This place becomes a special event plaza for veterans and residents alike.

The City's economic outlook is partially driven by the activity and vitality of the waterfront. The community begins to identify itself by its active waterfront which has become the must-see destination for residents, workers and tourists visiting Cape Breton Island.

5.3 Conceptual Vision Framework

With an understanding of the physical, economic and social issues on the waterfront, and with an outline of the principles which will guide decision making for the waterfront, it becomes possible to envision a plan for Sydney that responds to the issues and plots a course towards the vision statement. The conceptual vision plan is one possible manifestation of phased development over the next 30 years. The placement of some of the features is not as important as the inclusion of these features on

the waterfront.

In creating this vision, the following considerations drove the physical form:

i. Building Location

Buildings have been sited on the lands between the extensions of the East-West streets that intersect The Esplanade. These have become the development "blocks" that we believe could benefit from land assembly. The building footprints have been minimized to show developments with no more than 50-60 units and heights in the "mid-rise" range of 6-8 stories.

ii. Building Orientation

We heard consistently from the public that views to the harbour are important. By encouraging development in the south to orient perpendicular to the Esplanade we preserve views from the street and encourage openness to the harbour. In the blocks to the North we have allowed for some longer street frontage on the Esplanade to help create a street wall and use the building to make the 2-3 storey grade transition. In these instances the buildings on Esplanade are no more than 5-6 storeys high on the streetside and 7-8 storeys high on the waterside.



iii. Ground Floor Design

The buildings that are envisioned for the Harbourfront all use transparency & access/egress on the ground floor as a tool for softening the impact of the buildings on the public space. The interaction provided by active uses on the ground floor helps ensure cared-for public spaces that will be maintained.

iv. Building Service and Parking

The provision of parking is a key concern in the transition of any downtown or waterfront area. The vision includes buildings that will move parking into the space in the middle of the block. Preserving Esplanade as an active street front and the Harbourfront as a vibrant string of open spaces along the linear boardwalk. By working to “internalize” the surface parking we are able to provide service access in these areas that reduces the impact of these uses on the open spaces and parks conceptualized for the Harbourfront.

5.4 The Plan

The waterfront plan is broken down into 6 key areas. From south to north, these areas include Wentworth Gate, Mercer Landing, The Civic Block, The Marina Yard, Harbour

Village and the Northern Docklands. These areas are described in more detail below. Consistent with all 6 areas are the street connections from Esplanade and the Sydney Passage boardwalk along the waters edge.

1) Wentworth Gate

Due to its prominent location at the entrance to downtown from King’s Road and its proximity to *Wentworth Park*, this development site will serve as a gateway to the waterfront and as an essential link between the park and the harbour. It is the only site where the water touches and crosses the Esplanade. Three mixed use residential buildings will be designed to serve as focal points at the terminus of King’s Road as it transitions to Esplanade. This focal feature is designed right into the southern most building. The configuration of the building footprints will allow for Byng Avenue to extend right to the waterfront, preserving the view corridor and providing a generous pedestrian path to the boardwalk from the tunnel connection at Wentworth Park. At the same time, surface parking will be concealed between the buildings out of the main sight lines from the street. Along Esplanade the buildings will have active ground floor uses such as commercial retail and restaurants. This type of programming is especially important in creating





Figure 5.1 - Sydney Harbourfront Conceptual Vision & Design

Figure 5.2 - Wentworth Gate Analysis





Figure 5.3 - Market Pavillion

a destination which will draw people across the street to the waterfront from Wentworth Park and the neighbourhoods to the east.

To achieve the goal of creating a continuous walkable network and publicly accessible shoreline, the Gateway Node will introduce two large open spaces directly on the waterfront. The first space is Waterfront *Gateway Park* which marks the start of the boardwalk, now extended 300 metres past its original terminus. The park will provide a waterfront terrace for residents of the new developments and simultaneously welcome the public to the waterfront with a space that has unobstructed views down and across the harbour.

While the Gateway Park offers a more passive experience, the *Market Plaza*





will be designed to have more intensive and regular programming. A permanent commercial pavilion is located in the centre of the plaza and is intended for everyday commercial operations that could include retail and food services. The surrounding plaza space will be able to accommodate a weekend farmers market and small festivals. For busier market days and larger events, activities can spill over into the adjacent core parking area which will be designed as a multi-functional space. With the aim of creating better marine connections at more frequent intervals along the waterfront, floating docks and slips will be made accessible directly from the Market Plaza. This will provide docking space for small vessels at the southern end of the waterfront that is currently nonexistent.





Figure 5.6 - Wentworth Gateway Perspective



Figure 5.7 - Wentworth Gateway Perspective



Figure 5.8 - Waterfront Pavillion



Figure 5.9 - Market Plaza

FINAL DRAFT : Sydney Harbourfront Centre of the Arts Vision & Design



Figure 5.10 - Wentworth Gateway Perspective



FINAL DRAFT : Sydney Harbourfront Conceptual Vision & Design

2) Mercer Landing

Mercer Landing occupies the former Mercer lands as well as the properties that contain the existing playground and firehall. The playground is an important destination on the waterfront and will thus be expanded and enhanced. It will have better access from all directions but especially from the east where a driveway with sidewalks, drop-off, and entry plaza will extend Townsend Street and the view corridor right to the harbour. Although the firehall is pictured in the plan, it is not the best long term use for this valuable waterfront site; it is not marine dependent nor does it benefit from being on the waterfront. In its current configuration, set back several meters from the street, the firehall does not provide any particular benefit

to the waterfront area, especially to the pedestrian environment along Esplanade (except that it 'policing' the hidden playground). Its relocation or redevelopment should be considered as a long-term waterfront strategy.

The larger portion of Mercer Landing north of the entry drive is defined by three mixed use residential buildings. The buildings are configured in such a way as to reestablish the city's block grid on the waterfront and create a significant amount of street frontage for active ground-floor commercial use.

To balance the heavier concentration of building development, a signature open space will be located directly at the water's edge. This space includes a large splash pad plaza that can be converted to a skating rink in the

winter. The splash pad's whale theme plays on the natural environment of Sydney Harbour and harks to the wildlife found off Cape Breton's coast. The entire plaza could be themed with a marine-life theme.

The Sea Steps

The Sea Steps introduce a unique shoreline typology to the waterfront and create a break from the existing rip-rap edge. Visitors will have the opportunity to get right down and touch the water and be immersed amongst sealife and aquatic plants. The space will be a showcase for harbour ecology and is a great opportunity for the introduction of interpretive elements.



Figure 5.11 - Mercer Landing



Figure 5.12 - River Steps



Figure 5.13 - Sea Steps



Figure 5.14- Mercer Landing Perspective



Figure 5.15 - Prince Arthurs Landing - Summer Splashpad



Figure 5.16 - Prince Arthurs Landing - Winter Skating



Figure 5.17 - Whale Splashpark/Skating



Figure 5.18 - Whale Splashpark Tasmania

3) The Civic Block

The Civic Block builds upon the existing plaza spaces at the foot of Wentworth Street to introduce more active uses. The most significant intervention on the site is the Visitor Centre which takes advantage of its strategic location at the midpoint of the waterfront, in close proximity to the hotels and adjacent to ample parking. The building will house public washrooms and space for food services, retail and visitor services. The Civic Block has the opportunity to expand as a commercial corridor with additional kiosks lining the boardwalk. Events can be programmed in the outdoor space including smaller concerts and outdoor movies at the bandstand. Bringing the commercial closer to the waterfront should improve retail success in this heavily travelled location. The stage should have regular programming.



Figure 5.19 The Civic Block Kiosks



Figure 5.20 The Civic Block Visitor Centre



Figure 5.21 The Civic Block Redevelopment



4) Central Marina

The Central Marina area involves the redevelopment of the old Yacht club site as an event centre and residential development that will also incorporate leasable units for private commercial use. This building could include office space, but more importantly retail and restaurants fronting both on Esplanade and the boardwalk (a 2-storey grade change). A large plaza is introduced between the boardwalk and the marina that will provide space for kiosks, restaurant patios, and other spill-out from the building. The Marina could be home to a future North Sydney ferry service across the harbour with close access to parking. The biggest improvement is a new arm that has been added at the entrance for additional shelter from wave fetches that come from the south and have been known to cause significant damage to boats.



Figure 5.22 - Sydney Marina Development



Figure 5.23 - Harbour Village Green from Boardwalk

5) Harbour Village

Harbour Village is a concentration of mixed use residential and commercial developments tailored to both local residents and tourists. The two buildings lining Esplanade will add a number of residential units to the area and balance the concentration of new residential at the southern end of the waterfront. The buildings are positioned in order to continue the city's block grid, eat up the steep slope and ensure that parking is located behind and away from the street.

On the water side, there is a significant infusion of seasonal retail kiosks and small warehouse buildings which will house workshops for local crafters and artisans to demonstrate their process and sell their works (much like Peake's Quay in Charlottetown). The buildings and kiosks will be clustered around a large public park and a promenade extending down from Dorchester Street. The intention is to create a hub of activity and a first impression for those arriving by cruise ship.

A "Mini-Aquarium" has been proposed for this area of the waterfront. There are some very interesting, lower cost mini-aquarium developments including Ucluelet Aquarium in BC and the Rocky Harbour Aquarium in NFLD. At Ucluelet, the marine species are caught and released every year as a major community event. The centre is much more cost effective to manage than a large scale aquarium. These smaller aquariums (>2k Sq.ft.) could offer a good cost benefit model for Sydney's waterfront and a feasibility study should be commissioned to determine its feasibility in the near future. The proximity to the ocean offers a unique opportunity to create hands-on experiences with the sea life living just meters below. A mini- aquarium is ideal as it offers an exciting learning opportunity for both



Figure 5.24 - Harbour Village Aquarium



Figure 5.25 - Ucluelet Aquarium

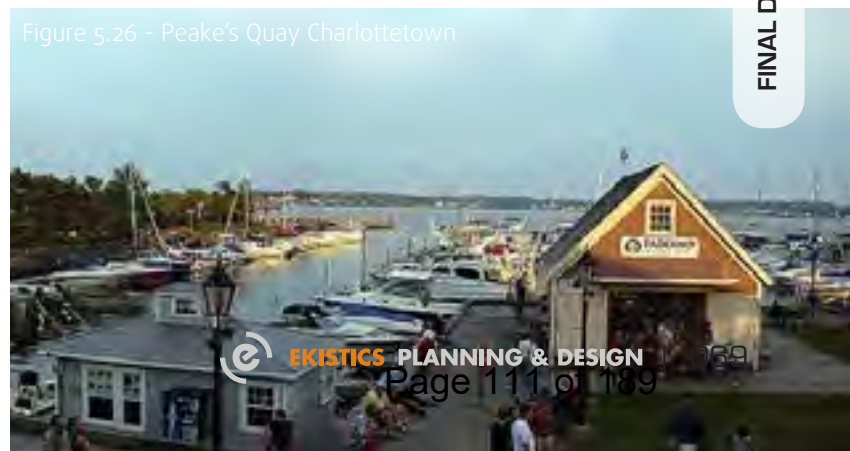


Figure 5.26 - Peake's Quay Charlottetown



Figure 5.27 - Harbour Village Aquarium / Convoy Plaza



Figure 5.28 - Harbour Village & Central Marina

residents and visitors of all ages in a facility that does not require extensive infrastructure. A collection of tanks can house seasonal displays of local marine life which are then released back into the ocean at the end of the season. A touch tank offers visitors hands-on education and a chance to get close to local marine life.

Convoy Plaza is another public plaza proposed for the area just outside the Mini-Aquarium. The plaza should be designed to commemorate and interpret Sydney's strategic role in the Battle of the Atlantic. Ekistics was commissioned to design a similar Battle of the Atlantic Plaza on Halifax's waterfront however, the project has not yet materialized. Sydney should capitalize on this important and relevant part of its marine history through the creation of an interactive plaza with sculpture, commemorative pieces and other interpretive features and signage to enliven the waterfront. Some examples of other such plazas are provided on this page.

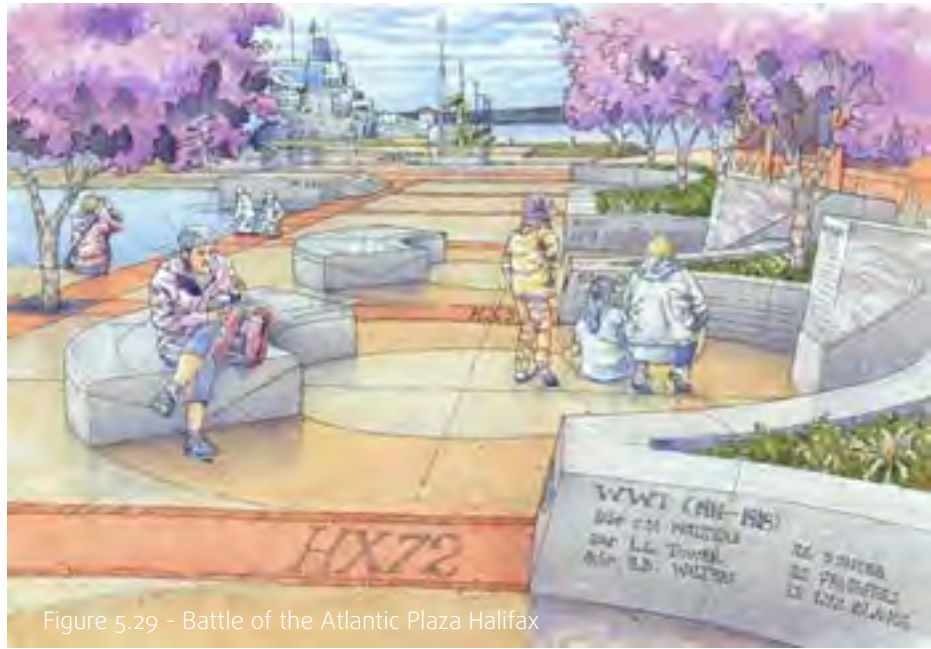


Figure 5.29 - Battle of the Atlantic Plaza Halifax



Figure 5.30 - Battle of the Atlantic Plaza Halifax

6) Port Cove

The development of Port Cove is a positive spinoff from the 72 metre southern extension of the cruise ship berth and the introduction of a dolphin jetty proposed in the 2012 CBCL report. With this infrastructure in place, the combination of calm waters and linear berthing space will make the area ideal for visiting yachts and pocket cruisers, especially for longer stays. Its location also allows yacht owners to take advantage of services available at the adjacent port. The conditions in Port Cove also make it an ideal place for an urban beach. Reduced wave action, will allow sand to remain in place for longer periods. Additionally, as the breakwater will stop most seaweed and trash from entering the cove maintenance will be less intensive.



Figure 5.31 - Sugar Beach Park Toronto

Figure 5.32 - Port Cove Beach Sydney



7) Northern Docklands

The properties at the north end of the study area have the potential for a variety of different development options. Making a definitive best use recommendation for the land is difficult as there is a significant amount of uncertainty surrounding the site with regards to contamination and other environmental issues. Ideally, the long term goal for the site would be harbour oriented residential or industrial as economics dictate. Residential development would likely come in the form of townhouses and possibly multi-unit buildings with groundfloor office or commercial to overcome environmental issues. Another option, which could work either independently or conjunction with the residential scheme, is a waterfront satellite campus for NSCC Marconi or Cape Breton University. Using the

space for industrial laydown is another option if full environmental remediation is not viable. This may also be a priority if the cruise terminal needs more land. This would require security design that may impact the viability of other uses on this land.

Regardless of what is developed on the site, an active transportation path will be implemented on the water side of Esplanade that should continue around the peninsula to Open Hearth Park.



Figure 5.33 - Northern Docklands



06 Implementation

This report describes the long term vision for the Sydney Harbourfront, and outlines a program of considerations required to see the vision realized. The proposed illustrative plan is based on a series of planning principles that emerged from a best practices review and were refined by the public consultation process. This vision is just a beginning of the process needed to guide change over the next 25 years.

In moving forward, it will be important for the various stakeholder groups, municipal units, and development partners to work together to fulfillment of the ultimate vision for the harbourfront.

The next steps for realizing the vision include:

1. **Adopt the Plan as a guiding document for the future of the Harbourfront.** This plan outlines a foundation of considerations for future policy changes for both the MPS and LUB. The principles that underlie the plan also provide a foundation for future design guidelines for the waterfront and downtown. Council should adopt the plan in principle in order to guide future land use decisions.
2. **Create an administrative structure to assemble land for future redevelopment.** A dedicated waterfront development organization should be established to spearhead the land assembly, implementation of new policy changes, long-term financing, and public benefits creation on the waterfront. The municipality is limited by the MGA in terms of land acquisitions and land assemblies for redevelopment purposes. Instead, a Provincial or Provincial/federal organization should be established following the model of the WDCL in Halifax or the CADC in Charlottetown. There should be some discussion about whether North Sydney should also be included in the urban

waterfront area (WDCL overseas Halifax, Dartmouth and Bedford waterfronts). The structure of this organization needs more discussion at all levels of government to determine participation and funding models. The priorities of this organization should be (1) land assembly, (2) spearheading zoning changes, (3) creating detailed design guidelines, (4) establishing priority projects with other government partners, (5) finding funding in support of waterfront public projects, (6) preparing the expression of interest for various development parcels, (7) overseeing construction of development projects and public components, (8) managing the long-term decisions for the Harbourfront over the next 50 years. This new organization should establish a relationship with other waterfront municipalities (such as Halifax), to exchange information, experiences, and best practices for urban waterfront development.

3. **Update the NESSLUB and Downtown planning policy to create a new waterfront zone with design guidelines.** The current harbourfront area crosses two planning jurisdictions. The NESSLUB boundary should be changed to exclude the harbourfront and the downtown CBD should be expanded to include the same area west of Esplanade. This will require both a plan amendment and zoning amendment. Part of this new amendment should include (1) redraft zoning boundaries, (2) creating design guidelines which use form-based code as a basis to control development and architectural form, density bonusing provisions and public benefit requirements, (3) redrafting the zoning language for the CBD and DWZ zones to control design form and site planning approvals (the downtown may or may not be included in this new review), (4) a new design review committee may be needed to provide guidance on waterfront and downtown design issues for new developments. The

Halifax and Charlottetown downtown and waterfront zones provide some guidance for Sydney.

4. **Understand the Economic Impact of the Vision.** The economic impacts will include construction impacts, employment impacts, consumer spending impacts, and fiscal contributions related to municipal/provincial and federal taxes associated with new development. This work is beyond the scope of the vision document, but the vision provides some tangible numbers needed to create this sort of economic impact assessment.
5. **Develop more detailed open space designs once a budget has been established for early work.** This could include commemorative and art guidelines for the waterfront. It should also include the design for the Convoy Plaza once a location is identified.
6. **Develop a signage and wayfinding strategy for the downtown and waterfront.** The strategy should look at interpretive opportunities and opportunities to keep

people in the downtown longer.

7. **Develop a feasibility study for the Mini-Aquarium.** The mini aquarium idea could be a substantial driver for the waterfront. Look at the Ucluelet and Rocky Point models to see if they are viable for Sydney.

5.1 Conclusions & Recommendations

In moving the Sydney Harbourfront Vision forward, the guidance and efforts of many people will have to come together. As much of the plan area is privately owned land, it will be important for the CBRM and ECBC to provide a framework of planning policy that will encourage the realization of the community's vision for the harbourfront. The City should also take an active role in strategic investment into public infrastructure as a method for leveraging private funding. This approach, along with the development of key partnerships



will help to ensure the harbourfront evolves in a manner consistent with the development principles and public vision described in this plan.

Sydney's harbourfront is one of its most important civic assets. As it evolves into a high quality, vibrant space where residents live, work, and play it will be important to return to the development principles articulated by the public during this master planning process. The harbourfront is an area of civic pride that must be reflective of the needs and desires of the community, where development occurs in a balanced manner that is sensitive to the unique context of the City. By focusing on these end goals, the public's vision for the harbourfront will become realized, and Sydney will set a new standard for contemporary waterfront design.



FINAL DRAFT : Sydney Harbourfront Conceptual Vision and Design

- 1. WENTWORTH GATE
- 6. HARBOUR VILLAGE
- 2. MERCER LANDING
- 7. PORT COVE
- 3. THE SEA STEPS
- 8. MARINE TERMINAL
- 4. THE CIVIC PLACE
- 5. CENTRAL MARINA



Redevelopment of Sydney Waterfront – Call for Expressions of Interest:

The Manager of Economic Development and Major Projects presented the Expression of Interest document with the amendment to Section 6.0 as requested at the General Committee meeting on September 19, 2017. Mr. Phalen noted that he requires a motion of Council to proceed with a call for Expressions of Interest for the redevelopment of the Sydney Waterfront.

During discussion, Council members pointed out that all proposals received for the redevelopment of the Sydney Waterfront should be reviewed by staff and recommendations be brought back to Council for final decision. Further, in terms of the one year lease granted by the CAO in accordance with the *Municipal Government Act* for the property on the Sydney waterfront, it was suggested that a policy be put in place stipulating that all requests for leasing of municipal property, regardless of the length of the term, must be brought to Council for approval.

The following motion was then put forward:

Motion:

Moved by Councillor Coombes, seconded by Councillor McDougall, to approve the “Call for Expressions of Interest for the Redevelopment of Sydney Waterfront”, including the amendment to section 6.0 as presented.

Motion Carried.

Redevelopment of Sydney Waterfront – Call for Expressions of Interest:

Following the presentation of the report by staff, Councillor Paruch suggested that the wording of the second sentence under section “6.0 Process” in the staff report be broadened so that development is not restricted to the vision in the Ekistics document on the Sydney Harbourfront.

Mayor Clarke proposed inserting the words “or other value proposition” between “Ekistics” and the word “and” in that second sentence.

It was agreed that the second sentence in section 6.0 *Process* be amended as suggested by Mayor Clarke, to read as follows:

“Following that review, the CBRM will determine which proposal most fully addresses the vision outlined for the Sydney Harbourfront as outlined in the 2014 document prepared by Ekistics, or other value proposition, and which proposal demonstrates the greatest potential benefit for the CBRM in terms of job creation and property tax revenue.”

The following motion was then put forward:

<p><u>Motion:</u> Moved by Councillor Coombes, seconded by Councillor MacLeod, that a recommendation be made to Council to approve the “Call for Expressions of Interest for the Redevelopment of Sydney Waterfront”, including the amendment to section 6.0 as noted. Motion Carried.</p>
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REDEVELOPMENT OF SYDNEY WATERFRONT CALL FOR EXPRESSIONS OF INTEREST

1.0 Background

The Cape Breton Regional Municipality is the owner of approximately 4 acres of vacant land strategically located on the waterfront in Sydney, the largest urban area in the Municipality. The area is located immediately adjacent to the Joan Harris Cruise Pavilion, the arrival point for the more than 100,000 cruise ship visitors that the Port of Sydney welcomed in 2013. The site is also bordered by the Sydney boardwalk, a focal point for summer activities, and a small marina and breakwater which are owned by the Municipality. Two of Sydney's largest hotels, the downtown Sydney shopping district, the North End Sydney Heritage Conservation District, and the region's largest sports and entertainment complex (Centre 200) are all located within walking distance of the site.

The Municipality recently partnered with Enterprise Cape Breton Corporation to prepare a concept plan to guide development of the Sydney waterfront in the coming decades. The plan, which was presented to Council in July of 2014, is an ambitious and visionary document and all future development on the waterfront will be evaluated in the context of this plan.

The Municipality is now seeking for expressions of interest from developers interested in municipally owned parcels of land on the waterfront.

2.0 Description of Lands

The lands that are the subject of this call for expressions of interest are shown on the attached map.

3.0 Development Context

The Cape Breton Regional Municipality has been declining in population since the mid 1960s, when the population peaked at 131,000. The 2016 census reported that CBRM's population had shrunk below 100,000, and demographic projections prepared for the Municipality predict further decline at the regional level.

Despite the relatively weak demographic scenario facing the region, the vision document for the Sydney waterfront notes that because of the attractive and convenient location of the waterfront there are opportunities for residential and commercial development to take place there over the next several years.

4.0 Vision for the Sydney Waterfront

CBRM's vision for this site is described in the report referenced above, the *Sydney Harbourfront Conceptual Vision and Design* which was prepared by Ekistics in March 2014. All expressions of interest for development of this site should endeavour to

address the design principles and the overall vision for the area as articulated in that report. This vision was developed with much input from residents of the adjacent neighbourhood and new development should not represent a radical departure from this vision.

It is hoped that this development will be unique, will employ new ideas in urban design, and will set an example to follow for other developments not just in the CBRM but throughout Canada.

5.0 Submissions

Submissions must include the following components:

- (1) A concept plan that shows the approximate locations and sizes of access roads, buildings, parking facilities, green areas, recreational facilities, and other facilities or infrastructure being proposed. A written description of the concept, prepared by the Developer, outlining the overall theme of the concept
- (2) A preliminary business case for the development, outlining the costs associated with development and revenues that would be derived from development of the site. A phasing plan should be included with the business case. It is recognized that at this stage all figures will be preliminary, but cost and revenue estimates should be sufficiently detailed so as to demonstrate a commitment by the proponent to make the development work financially.
- (3) Background information on the proponent and any partners involved, including education, business experience (particularly with land or housing development), examples of past projects and references.
- (4) Discussion regarding how the proposed development could be coordinated with development of the privately owned parcels adjacent to the municipally owned sites.

6.0 Process

Expressions of interest received by the CBRM will be reviewed to ensure that they comply with the submission requirements in Section 5.0. Following that review, the CBRM will determine which proposal most fully addresses the vision outlined for the Sydney Harbourfront as outlined in the 2014 document prepared by Ekistics, or other value proposition, and which proposal demonstrates the greatest potential benefit for the CBRM in terms of job creation and property tax revenue. The potential for development on the site to generate economic activity elsewhere in the downtown will be considered, not just the benefits of the development proposed for this specific site. The proponent whose proposal is deemed to most fully address the vision and design principles and appears likely to generate the greatest economic benefits will be requested to prepare a more detailed proposal for development of the site, with the terms of this second stage review to be negotiated between the CBRM and the Developer at that time.

Expression of Interest – Redevelopment of Sydney Waterfront:

Mr. John Phalen, Manager of Economic Development and Major Projects, provided background information, on this matter, noting that CBRM issued call for Expressions of Interest (EOI) for redevelopment of approximately 4 acres of vacant lands strategically located on the waterfront in Sydney. The area is located between the current Holiday Inn and the Joan Harriss Cruise Pavilion. The EOI process closed in mid-November and CBRM received one proposal from Harbour Royale Development and its partners. CBRM staff reviewed the proposal and it meets the criteria of the Ekistics Vision, thus is recommending proceeding with same.

Motion:

Moved by Deputy Mayor Eldon MacDonald, seconded by Councillor MacLeod, that Harbour Royale Development proceed with second stage development of Sydney Waterfront Lands identified in the expression of interest with the terms to be negotiated between CBRM and the developer, and that the proposal to be brought to Council for approval.

Council **agreed** to wait until after the presentation from Mr. Martin Chernin and Mr. Spyro Trifos before discussing the motion.

Mr. Martin Chernin and Mr. Spyro Trifos provided a presentation on the proposed Sydney Waterfront Development Concept, highlighting the following:

- Development Group
- Conceptual Vision & Design from Ekistics plan+design
- Dorchester Vision
- Ekistics recommendations
- North, Center and South Development Nodes
- Project Components:
 - Residential Unit
 - Casino Relocation/Hotel Expansion
 - Library
 - Marine Activity Center
 - Commercial Tower
 - Parking

Discussion on the Motion:

Following the presentation, Council discussed:

- Wheelchair accessibility on the site
- Retail opportunities and kiosks
- Casino relocation
- Library

The Mayor then called for the vote.

Motion Carried.

Continued...

Business Arising – Special Council – September 25, 2017: Expression of Interest- Redevelopment of Sydney Waterfront (Cont'd):

Mayor Clarke thanked Mr. Chernin and Mr. Trifos for their presentation.

After Council voted on the motion, Mayor Clarke advised that the following should be considered:

- Dialogue with Chief Administrative Officer and Manager of Economic Development and Major Projects;
- Leverage and value in terms of lands CBRM owns versus partner lands;
- Infrastructure investments affecting operating costs of a stand-alone building;
- Leverage from municipal capacity for investment in terms of Provincial and Federal funding.
- Long term stable funding for the operations of the library itself (advocacy piece).

Redevelopment of Sydney Waterfront – Call for Expression of Interest:

Motion:

Moved by Councillor Coombes, seconded by Councillor McDougall, to approve the “Call for Expressions of Interest for the Redevelopment of Sydney Waterfront”, including the amendment to section 6.0 as presented.

Motion Carried.



CBRM

A Community of Communities

ISSUE PAPER

TO: Clerk's Office

FROM: John Phalen
Manager, Economic development and Major Projects

SUBJECT: Expression of Interest – Redevelopment of Sydney Waterfront

DATE: January 30, 2018

Background

The CBRM put a call out for Expressions of Interest for redevelopment of approximately 4 acres of vacant lands strategically located on the waterfront in Sydney. The area is located between the current Holiday Inn and the Joan Harris Cruise Pavilion. The lands that are subject to this expression of interest are shown on the attached map.

CBRM's vision for this site is described in the report the Sydney Harbourfront Conceptual Vision and Design which was prepared by Ekistics in March of 2014, and the proposed development should endeavour to address the design principals and the overall vision for the area as articulated in the report.

The submissions were to include a concept plan and a written description of the project, a phased plan approach and background information on the proponent and partners and coordination with development of the privately owned parcels adjacent to the municipally owned sites.

The proponent whose proposal is deemed to most fully address the vision and generate the greatest economic benefits will be requested to prepare a more detailed proposal for development of the site, including full costs, and possible funding mechanisms.

The Response to EOI

The process closed in mid-November and CBRM has received one proposal.

The proposal as submitted by Harbour Royal Development and its Partners has been reviewed by CBRM staff.

In our opinion it meets the criteria of the EOI. The proponent and team have extensive experience in projects of this nature and a proven track record on developments in the CBRM, and the proposal meets the criteria of the Ekistics vision.

Recommendation

It is the recommendation of staff that Harbour Royale Development Limited and partners to proceed and prepare a more detailed proposal for development of the site with the terms of this second stage review between the CBRM and the Developer to be negotiated. This second stage proposal will be brought to Council for approval.

Recommended Motion

Motion that Harbour Royal Development proceed with second stage development of Sydney Waterfront Lands identified in the expression of interest with the terms to be negotiated between CBRM and the developer. This proposal is to be brought to Council for approval.

Sincerely,

John Phalen
Manager, Economic Development and Major Projects.

Sydney Waterfront Development Concept



CBRM_E01-2017

Request for Expression of Interest
Redevelopment of Sydney Waterfront
Closing Date: 16 Nov 2017



*Harbour Royale
Development Ltd.*



Harbour Royale Development Limited

Sydney Waterfront Development Concept

Response to CBRM Request for Expression of Interest CBRM_EO1_ November 16th, 2017

1. Introduction

Harbour Royale Development Limited (HRDL) and its partners (detailed below) are pleased to respond to CBRM's Request for Expression of Interest. This document and the attached design sketches outline our vision for the development of the subject CBRM waterfront parcels within a larger project that incorporates the privately held and immediately adjacent lands. The result is an integrated and coordinated multi-use development that will maximize the existing value of CBRM land, attract new private sector investment (with associated tax revenues) and transform this important urban waterfront landscape into a modern, highly accessible people space that will redefine the Municipality's "downtown" experience.

The assumptions that underpin the development concept are further described below. We are confident in the overall concept and believe that the inherent design flexibility and potential for phased implementation will facilitate meeting the various business case requirements. We have paid close attention to the guidance provided in the various studies that have been commissioned by CBRM and the recommendations for future development on Sydney's waterfront. These and other best practice benchmarks related to "green" design will continue to guide the development group as the project advances into detailed design.

2. Reference Documents

Documents considered in the development of this proposal include:

- 'Sydney Harbourfront Conceptual Vision & Design', Ekistics Planning and Design, April 2014.
- 'Downtown Sydney Urban Core Plan' Ekistics Planning and Design, Final Report May 2017.
- 'Sydney Public Library Feasibility Study', Trifos Design, dmA and Breton Chartered Accountants, March 2016.
- 'Municipal Climate Change Action Plan for the Cape Breton Regional Municipality', CBCL, April 2014.

3. Development Vision

Our vision is to make the Sydney Waterfront a destination of choice, where people seamlessly work, play and live within an aesthetically beautiful, environmentally friendly and highly accessible landscape. The vision will be achieved by:

- integrating privately held lands that are adjacent to the CBRM waterfront parcels;
- improving connectivity to the existing boardwalk and ensuring that public waterfront access is maintained and encouraged;

- creating a diverse and interesting suite of experiential waterfront activities;
- being responsive to the key recommendations for intelligent urban waterfront renewal and design contained in the reference documents, and
- bringing together a highly regarded and experienced team of professionals with demonstrated track records in financing, facilities design, construction, project and operations management.

4. Development Group

Sydney based **Harbour Royal Development Limited** (HRDL) will lead the development group. HRDL has developed five Class 'A' Sydney office buildings with a combined total of over 200,000 square feet. HRDL owns a parcel within the area of the proposed development lands currently approved for a multi-story apartment complex.

Westmount Hotel Group (WHG) has ownership interests in over 500 hotels worldwide including many operated under the InterContinental Hotels Group with the Holiday Inn brand. In particular, WHG has an ownership interest in Sydney's existing waterfront Holiday Inn hotel immediately adjacent to the proposed development lands. (<http://www.whg.com/about.php>)

The Canderel Group (Canderel) is a leading national Montreal based development and management company principally focused on office and industrial properties, residential condominiums and retail spaces. Canderel's portfolio includes in excess of 30 million square feet, and it is currently involved in advancing Sydney's Novaport development. (<https://www.canderel.com/>)

Ambassatours Gray Line (Ambassatours), owns Halifax based 'Murphy's on the Water' and is Atlantic Canada's largest land and water sightseeing and charter bus company. Ambassatours brings extensive water based tour, sightseeing, retail and associated waterfront development and operating experience and is currently partnering with the Sydney Port Development Corporation to improve Sydney's cruise passenger offering. (<https://www.ambassatours.com>)

Trifos Design Consultants (Trifos) is the leading Sydney based architectural design company with a broad provincial portfolio that includes many significant Sydney based projects that include CBU Campus Expansion, Marine Atlantic Passenger Terminal, Joan Harris Cruise Pavilion, the RBC and TD Buildings. (www.trifos.com)

CBCL Limited (CBCL) is Atlantic Canada's leading employee owned multi-discipline engineering group with eight offices and 300 employees throughout the region including a large office in Sydney. In addition to a very active civil engineering practice which has involved them in the design and project management of large scale infrastructure development projects, CBCL has significant experience and familiarity with CBRM municipal infrastructure. (<http://www.cbcl.ca>)

5. Development Plan

"Urban waterfronts are highly specialized and desired for downtown developments usually including multi-unit residential, specialty class A office space, entertainment spaces, important civic spaces like conference centres, libraries or galleries, and experiential retailing like specialty clothing, restaurants and pubs." ('Downtown Sydney Urban Core Plan', Ekistics, Final Report May 2017, p.64)

5.1 Overview

There are three distinct components or development 'nodes' as depicted in the attached sketches and further described below. References to square footage and parking spaces are best current estimates.

North Development Node

- An outdoor civic plaza, with primary access point at Nepean Street and extending to the Dorchester Street pedestrian grand stair "bridge" and concrete beach, containing three structures and integrated parking space.
- Immediately adjacent to the waterfront/boardwalk and connected to the Dorchester Street bridge is a 40,000 square foot two story regional public library.
- Immediately adjacent to the Esplanade are two circa 80,000 square foot towers; one residential with 47 units and an office tower directly accessed by pedestrians from the Dorchester Street pedway.
- The three structures are built on top of shared parking space (depicted in the gray shaded area) sized for approximately 218 vehicles.

Center Development Node

This area is designed around the existing marina location and public harbour access. It will be the focal point for leisure based activity via a multi-level circa 18,000 square foot terraced structure that spills out onto a plaza and where ground level space is available for seasonal retail activity focused on tourists and cruise passengers. While the precise suite of activities will require further consideration, our experience tells us that the key to successfully engaging the public in this type of a setting is variety. Representative activities and associated facilities included in our vision are water tours and excursions, gift shop browsing, becoming a "destination point" for walkers or joggers on the boardwalk who would be drawn to a food kiosk, restaurant or brew pub, and a dedicated playground and/or splash zone to ensure that children are actively engaged.

The Dorchester pedestrian bridge and grand staircase invite people into this node and enable seamless pedestrian connectivity to the downtown. Strategically placed off ramps provide multiple points of egress designed to draw people into an interesting and active space. The harbour view is maintained at the prominent Dorchester/Esplanade downtown intersection.

South Development Node

This area has been designed around the relocation of the existing Sydney casino, integrated into an expansion of the immediately adjacent Holiday Inn. Pedestrian traffic enters via the Esplanade into a shared entrance that connects all three structures and provides a walk through to the integrated waterside deck and boardwalk. Summary details include:

- 22,600 square feet Casino floor
- New eight storey 96 room hotel expansion
- Common atrium that connects the casino, new hotel space and existing Holiday Inn

- Parking for 250 vehicles which access the car parkade from the Esplanade (service vehicles can access the casino and hotel via the north end entrance)

5.2 Phase 1 Project Components

5.2.1 Residential Unit

This part of the design has been informed by HRDL's existing Development Plan Approval for an apartment complex within the development area. It is believed that the current demand will support a 47-unit structure. The unit will be privately owned and financed. It is anticipated that this part of the development would proceed immediately on receipt of CBRM development plan approval.

5.2.2 Casino Relocation/Hotel Expansion

A new waterfront location would be attractive to Sydney's existing casino operator Great Canadian Gaming (GCG). Currently, GCG is a tenant of CBRM at the Center 200 location where parking can be challenging. It is not uncommon to locate gaming activities on urban waterfronts in areas serviced by pedestrian walkways and hotels, and the proximity to the Joan Harris cruise passenger terminal is potentially a positive feature.

In the event that GCG was prepared to move and the financial terms that would support financing the structure could be successfully negotiated, WHG is willing to entertain an expansion of its existing Holiday Inn space. The new facilities would be privately owned and financed. In order for this project to advance, CBRM would first need to engage GCG around the terms associated with its current lease.

5.2.3 Library

The constraints associated with the existing McConnell Library location are well researched, documented and understood. This area of Sydney's waterfront has been previously advanced as the appropriate location for the library, from both a geographical perspective (locating an iconic piece of public infrastructure in a highly visible, high pedestrian traffic and desirable waterfront location), and an emotional perspective (providing a symbolic focal point for community learning and engagement in a historically significant part of town). This would be a publicly owned and financed undertaking. If requested, the development group would endeavour to support CBRM's financing effort/requirements.

There appears to be a significant level of public support to source a new location for a public library. It is suggested that the vision embodied in this proposal would meet the key requirements identified in all of the above referenced reports.

5.2.4 Marine Activity Center

It is anticipated that the infrastructure to support this part of the development would span both development "phases". Ambassadors first year Harbour Hopper experience is encouraging, and the

intention is to re-offer in 2018. Consideration is actively underway with a view to expanding that offering and vessel complement to provide themed cruises and seasonal pop-up kiosk type activity. The outcome of these planning discussions would be incorporated into the Phase 1 development plan.

The objective is to build the brand over time to ensure the right-sizing and optimum design of the privately-owned activity center infrastructure. Ideas around theme parks for children would likely require some level of public sector funding support.

The importance of reserving the space and presenting a longer-term vision, notwithstanding a “soft” opening, cannot be overstated. The residents of CBRM will want to understand that this development is not just about infrastructure, but that a core principal is to create an activity based experience that is unique to waterside urban landscapes. It is suggested that successfully achieving the vision requires a thoughtful development strategy and an iterative planning process executed by a group with a proven track record.

5.3 Phase 2 Development

5.3.1 Commercial Tower

The proponent is currently seeking an anchor tenant for this structure, which would be required in order to finance its construction. The location, across from the existing Commerce Tower makes this a logical and attractive location for corporate, government and institutional tenants in what would be the premier Sydney commercial space. HRDL believes that the demand for this space is likely to materialize within a three to five year timeframe. It would be privately financed and owned.

5.3.2 Marine Activity Center

See the discussion under 5.1.4.

5.4 Parking

Adequate parking is key to all aspects of the development. Design features include:

- Ensuring that what is proposed is minimally invasive, doesn't block views or present any blank walls to the Esplanade.
- The Casino/Hotel parking façade at the boardwalk level will contain a mural depicting Sydney's historic Harbourfront.
- The open parking (Esplanade level) of the Casino/Hotel parkade can also be used as a space for entertainment or other public events.
- The shared library/residential/office tower parking can be phased as required to accommodate sequential construction of the buildings.

The appropriate allocation of construction costs between the private investors and CBRM require further discussion.

6. Conclusions

The mixed-use development strategy contained in the proposal is consistent with the guidance provided in the Request for Expression of Interest and the reference documents. In particular:

- It incorporates development plans from the owners of adjacent land parcels in an integrated design;
- It protects critical view planes from the downtown core;
- The parking required to support the investment is integrated in a minimally obtrusive way;
- A solution to CBRM's current library requirement is met with a "legacy" piece of public sector infrastructure in a highly desirable location that should encourage investment partnerships among all levels of government;
- It will bring people to live downtown in a high end residential offering consistent with the quality of the location;
- The proposed enhancements to the boardwalk/infotainment offering and relocation of the casino will substantially enhance the attractiveness of Sydney as a cruise destination and directly respond to the low scores that Sydney's downtown receives from cruise customer satisfaction surveys;
- The development activity will provide substantial opportunity for local suppliers and contractors, and increase the municipal tax base.
- Critically, the cumulative effect of the design components will meet citizens' expectations for public access to and enjoyment of revitalized waterfront property, in part through a landmark piece of public infrastructure that will provide a unique and enduring focal point for public engagement.



PROPOSED AERIAL VIEW

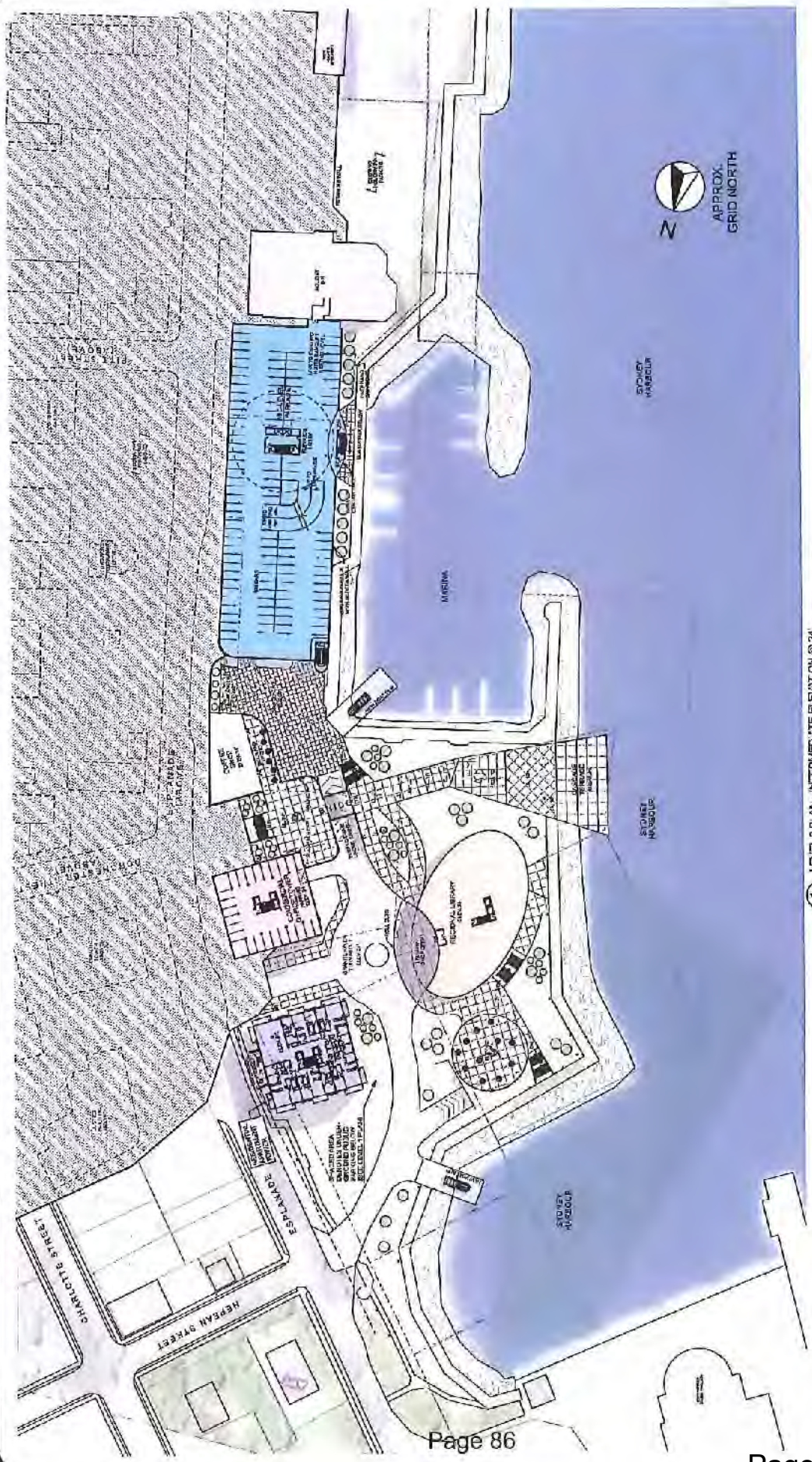


SYDNEY WATERFRONT DEVELOPMENT
 ESPLANADE, SYDNEY, NS
 PROPOSED AERIAL VIEW
 November 11, 2017
 TDC No. 17-064

Harbour Royale
 Development Limited



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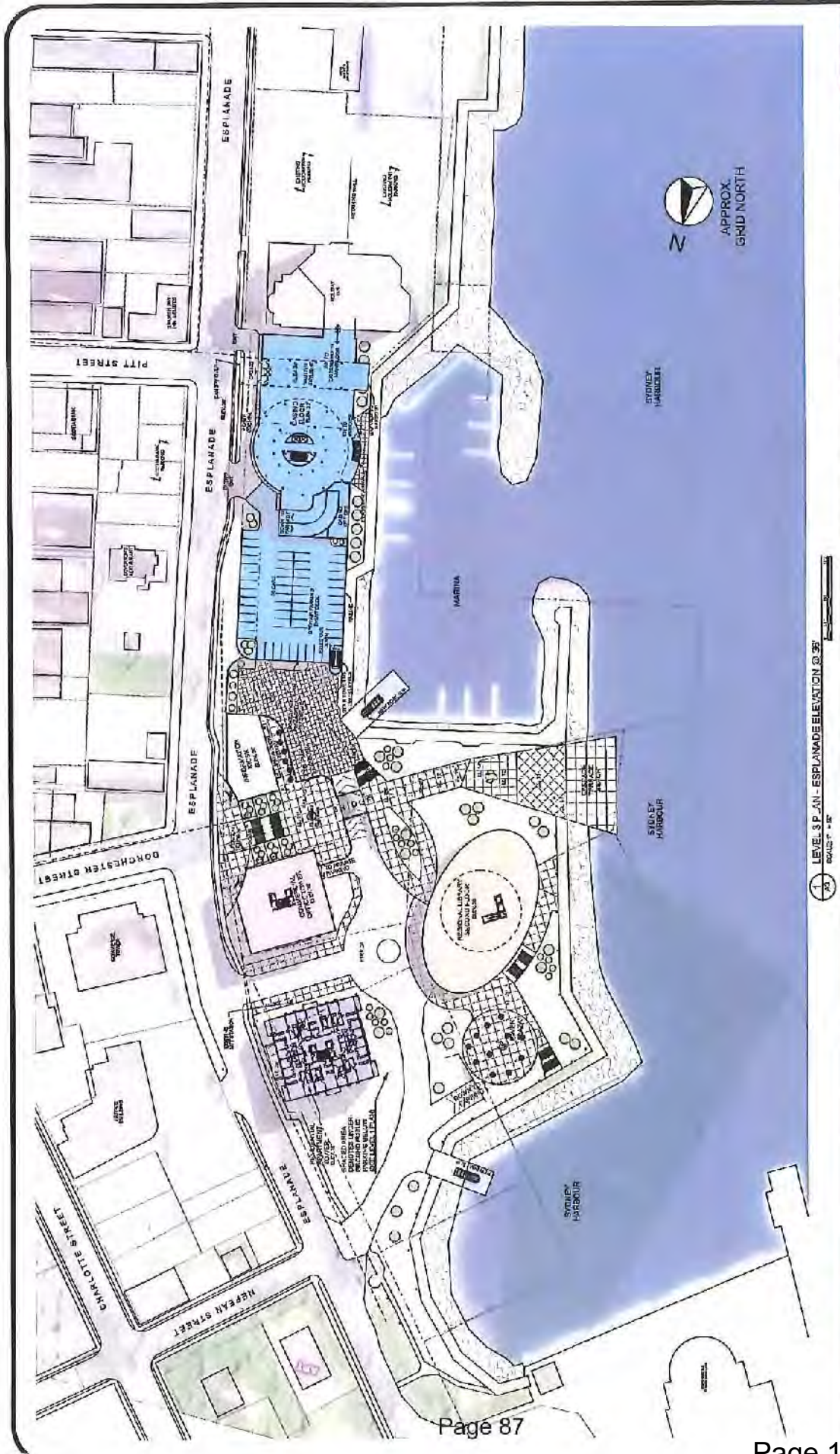


SYDNEY WATERFRONT DEVELOPMENT
 ESPRANADE, SYDNEY, NS
PROPOSED LEVEL 2 PLAN
 November 11, 2017
 TDC No. 17-054

- REGIONAL BRARY
- CASINO & HOTEL TOWER
- VIEW PLANNES TO BE MAINTAINED
- RESIDENTIAL APARTMENT TOWER
- COMMERCIAL OFFICE TOWER
- MARINE INTERMEDIATE LEVEL RECREATION CENTRE

Harbour Royale
 Development Limited





SYDNEY WATERFRONT DEVELOPMENT
 ESPLANADE, SYDNEY, NS
PROPOSED LEVEL 3 PLAN
 November 11, 2017
 TUC No. 17-054

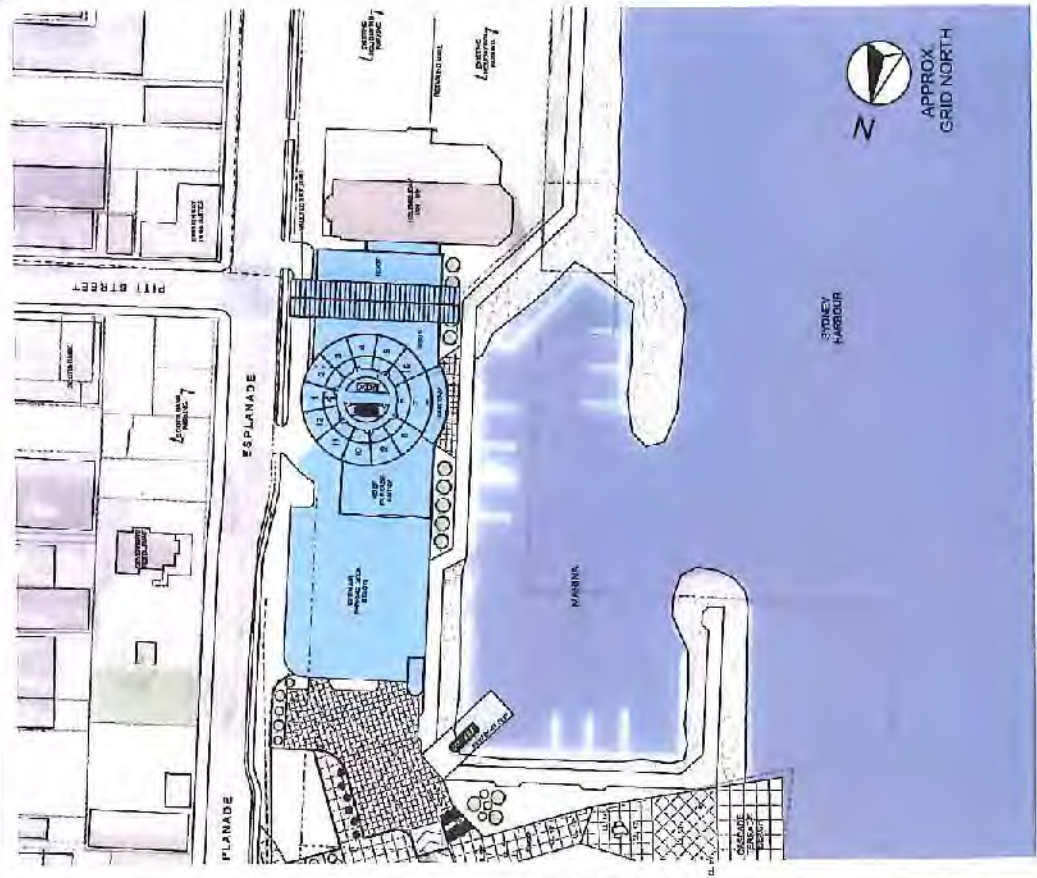
1 LEVEL 3 PLAN - ESPLANADE ELEVATION @ 35'
 SCALE: 1" = 30'

- RESIDENTIAL APARTMENT TOWER
- COMMERCIAL OFFICE TOWER
- MARINE INTERPRETIVE RECREATION CENTRE
- REGIONAL LIBRARY
- CASINO & HOTEL TOWER
- VIEW PLACES TO BE MAINTAINED

Harbour Royale
 Development Limited



SHEET
A3



SYDNEY WATERFRONT DEVELOPMENT
 ESPLANADE, SYDNEY, NS
 PROPOSED HOTEL GUEST ROOMS LAYOUT
 November 11, 2017
 TDC No. 17-064

COMMERCIAL OFFICE TOWER □

LEVEL 1 - PUBLIC PARKADE (ELEV. 12')	n/a
LEVEL 2 - PRIVATE PARKING (24')	10,700 sq ft
LEVEL 3 - COMM. RENTABLE SPACE (36')	10,700 sq ft
LEVEL 4 - COMMERCIAL RENTABLE SPACE	10,700 sq ft
LEVEL 5 - COMMERCIAL RENTABLE SPACE	10,700 sq ft
LEVEL 6 - COMMERCIAL RENTABLE SPACE	10,700 sq ft
LEVEL 7 - COMMERCIAL RENTABLE SPACE	10,700 sq ft
LEVEL 8 - COMMERCIAL RENTABLE SPACE	10,700 sq ft
LEVEL 9 - COMMERCIAL RENTABLE SPACE	10,700 sq ft
TOTAL	85,600 sq ft

RESIDENTIAL APARTMENT TOWER □

LEVEL 1 - PUBLIC PARKADE (ELEV. 12')	n/a
LEVEL 2 - 5 APARTMENT UNITS (24')	10,700 sq ft
LEVEL 3 - 6 APARTMENT UNITS (36')	10,700 sq ft
LEVEL 4 - 6 APARTMENT UNITS	10,700 sq ft
LEVEL 5 - 6 APARTMENT UNITS	10,700 sq ft
LEVEL 6 - 6 APARTMENT UNITS	10,700 sq ft
LEVEL 7 - 6 APARTMENT UNITS	10,700 sq ft
LEVEL 8 - 6 APARTMENT UNITS	10,700 sq ft
LEVEL 9 - 6 APARTMENT UNITS	10,700 sq ft
TOTAL	85,600 sq ft

CASINO & HOTEL TOWER ▮

LEVEL 1 - CASINO & HOTEL PARKING (ELEV. 12')	51,600 sq ft
LEVEL 2 - CASINO & HOTEL PARKING (24')	51,600 sq ft
LEVEL 3 - CASINO & HOTEL PARKING (36')	20,000 sq ft
and CASINO FLOOR (36')	22,600 sq ft
LEVEL 4: HOTEL GUEST ROOMS FLOOR 1	11,300 sq ft
LEVEL 5: HOTEL GUEST ROOMS FLOOR 2	11,300 sq ft
LEVEL 6: HOTEL GUEST ROOMS FLOOR 3	11,300 sq ft
LEVEL 7: HOTEL GUEST ROOMS FLOOR 4	11,300 sq ft
LEVEL 8: HOTEL GUEST ROOMS FLOOR 5	11,300 sq ft
LEVEL 9: HOTEL GUEST ROOMS FLOOR 6	11,300 sq ft
LEVEL 10: HOTEL GUEST ROOMS FLOOR 7	11,300 sq ft
LEVEL 11: HOTEL GUEST ROOMS FLOOR 8	11,300 sq ft
TOTAL	245,200 sq ft

MARINE INTERPRETIVE RECREATION CENTRE ▽

LEVEL 1 - RENTABLE SPACE (ELEV. 12')	7,400 sq ft
LEVEL 2 - RENTABLE SPACE (ELEV. 24')	5,300 sq ft
LEVEL 3 - RENTABLE SPACE (ELEV. 36')	5,300 sq ft
TOTAL	18,000 sq ft

REGIONAL LIBRARY ○

LEVEL 1 - PUBLIC PARKADE (ELEV. 12')	n/a
LEVEL 2 - LIBRARY SPACE (24')	17,965 sq ft
LEVEL 3 - LIBRARY SPACE (36')	20,000 sq ft
TOTAL	37,865 sq ft

Harbour Royale
 Development Limited



SHEET
 A4

Sydney Waterfront Development Concept

CBRM E01-2017

Presentation Date: 30 Jan 2018



*Harbour Royale
Development Ltd.*

**Sydney Waterfront Development
Concept**



WESTMONT
HOSPITALITY
GROUP



CANDEREL



Sydney Waterfront Development Concept



Sydney Harbourfront Conceptual Vision & Design

Final DRAFT

April 2014

Prepared by:
Ekistics Planning & Design


1 Starr Lane,
Dartmouth, NS, B2Y-4V7
ph: 902.461.2525

In association with:
exp Consulting Engineers
Cantwell and Company



ekistics plan+design



 ekistics plan+design

Sydney Waterfront Development Concept

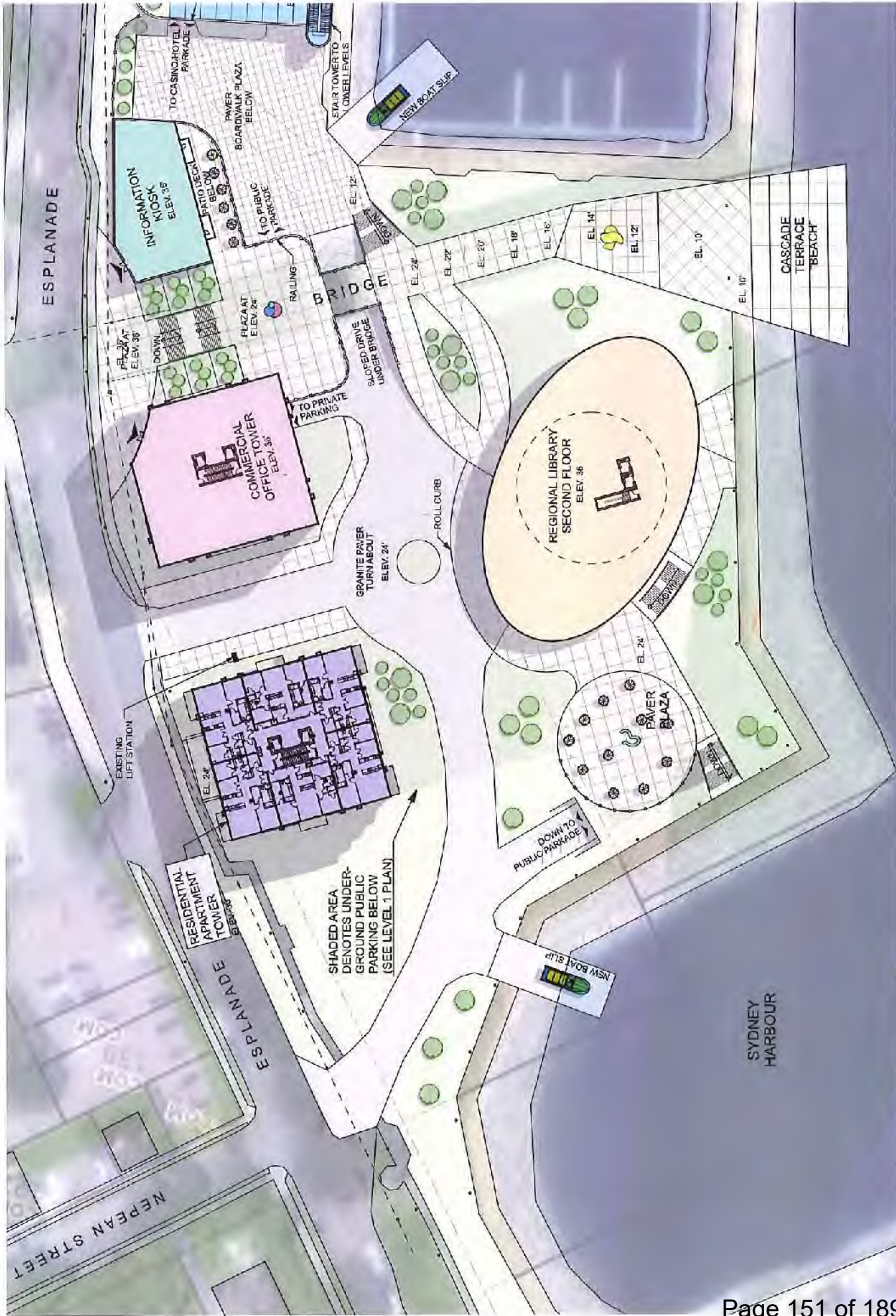


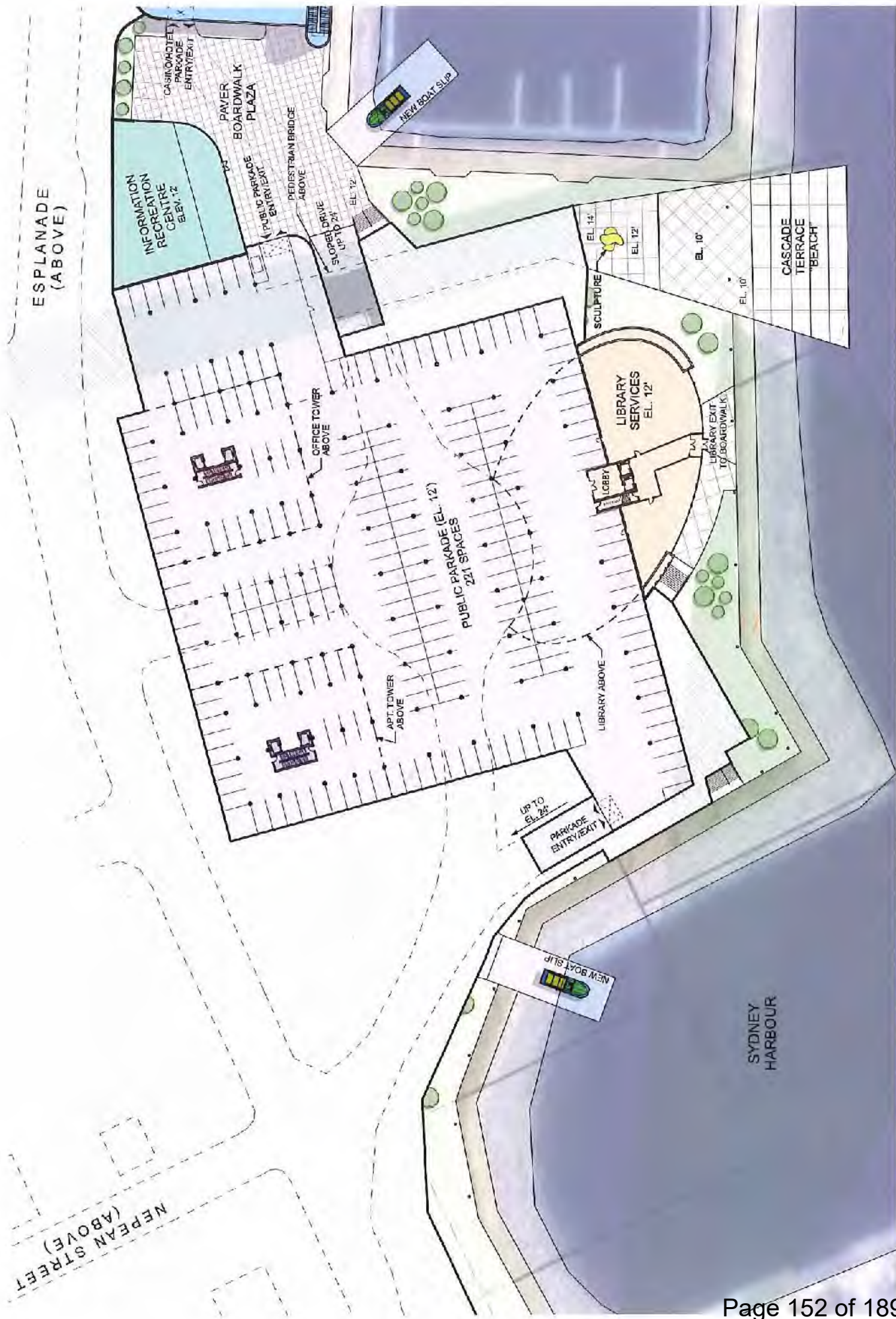
Sydney Waterfront Development Concept



North Zone Aerial

Sydney Waterfront Development Concept

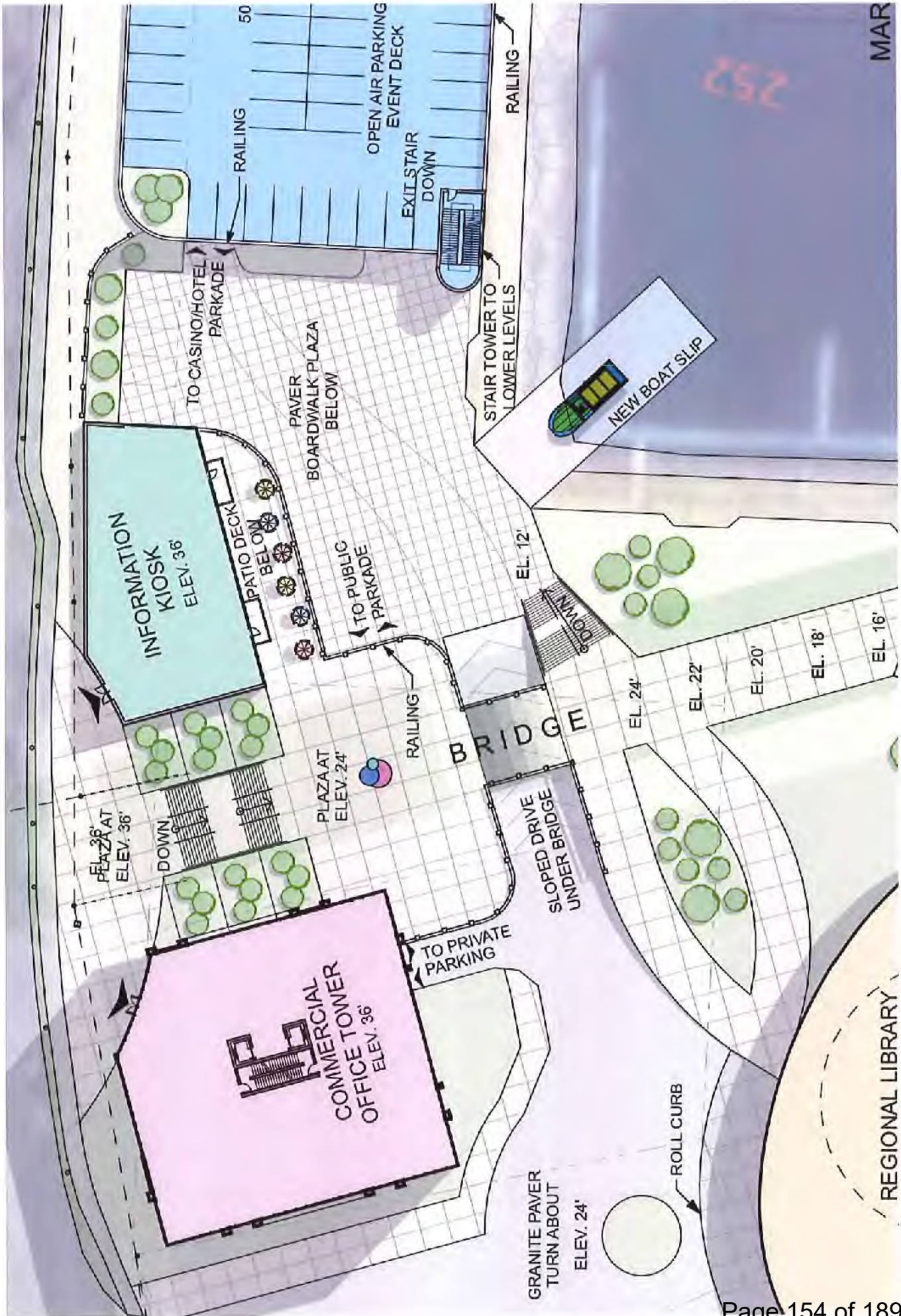






Central Zone Aerial

Sydney Waterfront Development Concept



MAR

252

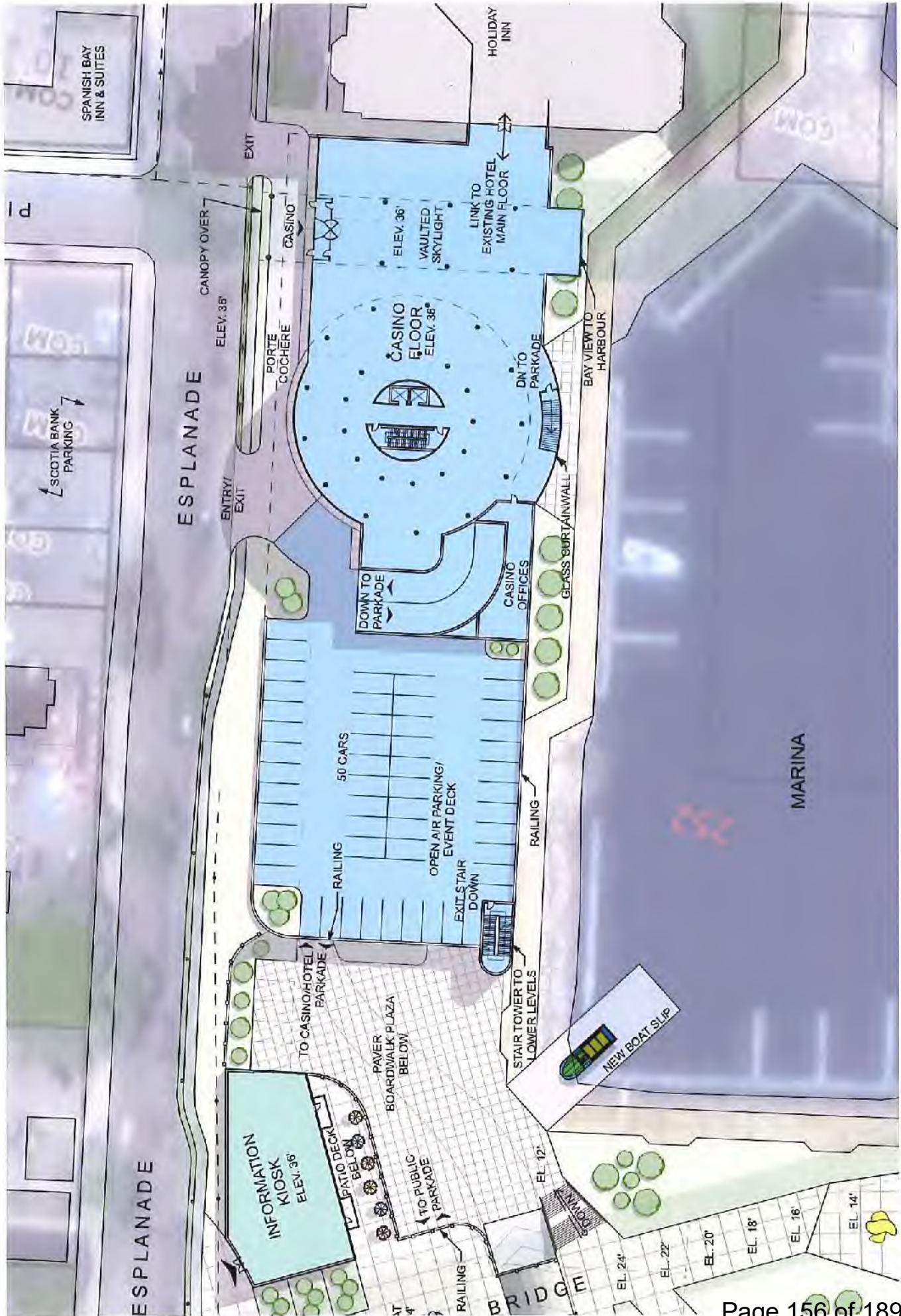
Sydney Waterfront Development Concept

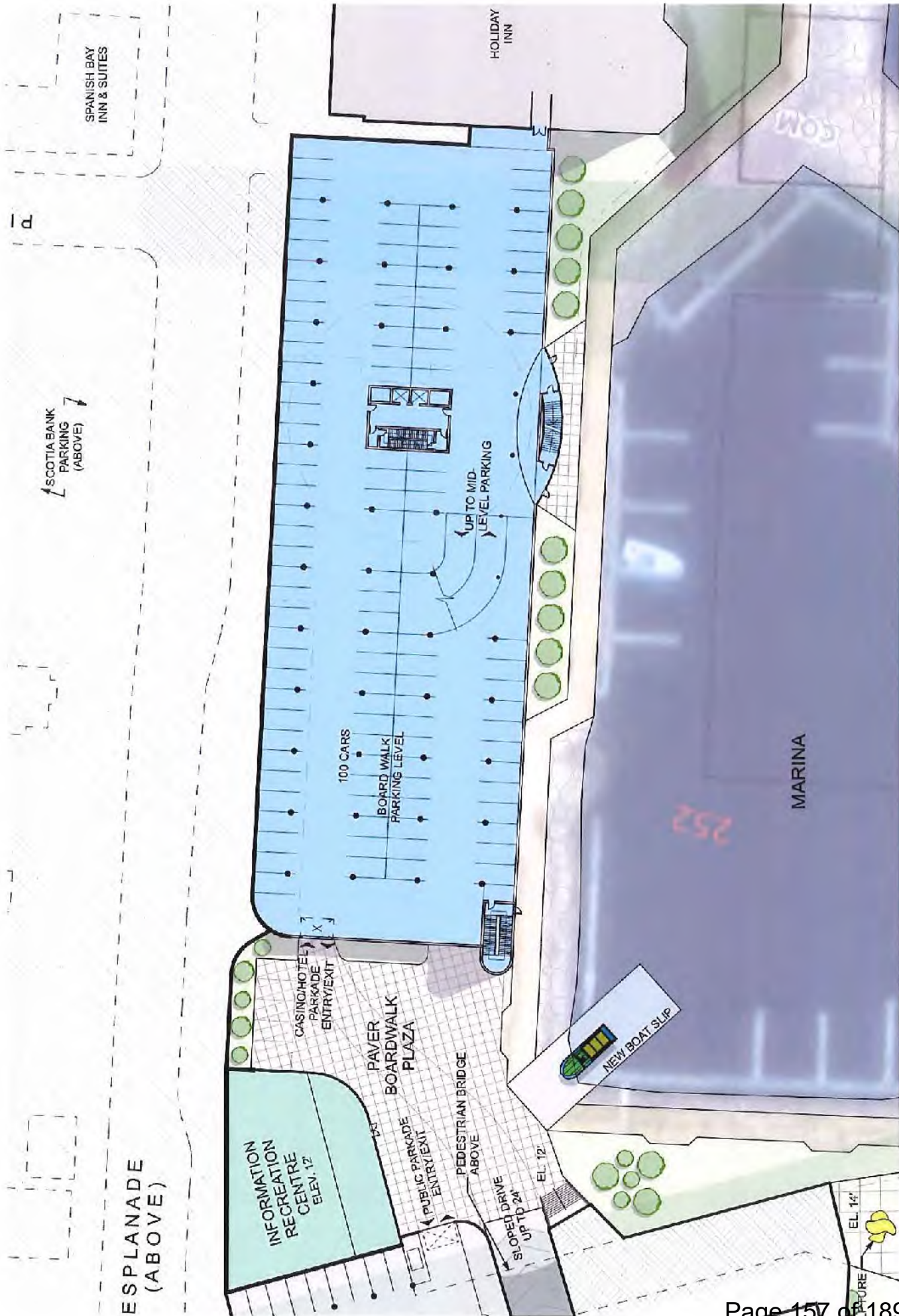
Central Zone Plan



South Zone Aerial

Sydney Waterfront Development Concept





South Parking Plan

Sydney Waterfront Development Concept



Residential Tower

Sydney Waterfront Development Concept



Residential Tower

Sydney Waterfront Development Concept



New Regional Library

Sydney Waterfront Development Concept





Office Tower

Sydney Waterfront Development Concept



Marine Activity Centre

Sydney Waterfront Development Concept





Sydney Waterfront Development Concept

Site Parking



Sydney Waterfront Development Concept

Waterfront Pre-Development Agreement between CBRM and Harbour Royale Development:

Motion:

Moved by Deputy Mayor Eldon MacDonald, seconded by Councillor George MacDonald, to accept the staff recommendation to enter into the Waterfront Pre-Development Agreement between CBRM and Harbour Royal Developments and to authorize the Mayor and Clerk to execute the Agreement on behalf of the Cape Breton Regional Municipality.

Motion Carried.

Excerpt – Council Minutes
August 7, 2018

Sydney Harbour Development - Public Regional Library

Mr. John Phalen, Manager of Economic Development and Major Projects, provided an overview of his Memo on this issue.

Motion:

Moved by Councillor MacLeod, seconded by Councillor Coombes, to approve, in principle, the staff recommendation to proceed with the project planning for the Public Regional Library based on the possible funding envelope (i.e. CBRM land value estimated at \$3 million and \$3 million possibly earmarked for CBRM capital funding pending budget discussion and Council approval), and to proceed with the market analysis to verify the value of the land.

Discussion:

The following was raised during discussion:

- Ownership of the building
- Funding from other levels of government
- Cost of Operation on Yearly Basis
- Land Appraisal
- Current Projects not completed (i.e. BayPlex and Second Berth)
- Concerns re: perceived “obligation” with approval in principle
- Budget - Where will CBRM get the \$3 million capital?

Motion Carried.

Staff was asked to provide Council with an update on the current cost of a retrofit on the McConnell Library based on the earlier feasibility study.



"A Community of Communities"

**Administration
Economic Development**

4th Floor – City Hall
Phone: 902-563-5594

MEMO

To: Mayor and Council
From: John Phalen
Date: July 31, 2018
Subject: Sydney Harbour Development

Mayor and Council,

As we proceed to next steps, a key element expected in the Harbour Royale Development plan for Sydney Harbour is the inclusion of a Public Regional Library.

At this point so as to facilitate the proponent's discussions with provincial and federal funding, the CBRM must be able to define its potential contribution.

At present we can foresee a contribution of land and capital. Land could possibly be as much as an estimated three million and three million is possibly earmarked for CBRM Capital funding pending budget discussion and Council approval, and secured funding from the other levels of government. This would make possible a potential six million contribution for CBRM. A market analysis is now required to verify the land value for the project.

Staff wants to proceed with the project planning for this component based on this possible funding envelope.

ORIGINAL SIGNED BY

John Phalen, P.Eng.
Manager
Economic Development and Major Projects

From: Minister of Communities, Culture & Heritage
Sent: Thursday, May 3, 2018 11:58 AM

Subject: 041918025- Pat Bates

Pat Bates

Dear Mr. Bates:

Thank you for your letter received April 19, 2018, regarding the proposed new Central Library in Sydney. The Premier has asked that I respond on his behalf.

Government recognizes the important role public libraries play in facilitating continuous learning and helping to build stronger communities.

Government also acknowledges the challenges faced by the James McConnell Memorial Library, and is empathetic to your desire to establish a new library.

We understand that a considerable amount of research has been done to support the need for a new library, and that discussions are happening in the Cape Breton Regional Municipality, under the leadership of Mayor Cecil Clarke, to advance the new Central Library project.

We encourage you and your committee to continue to work with Cape Breton Regional Municipality and Cape Breton Regional Library Board on this important initiative.

Sincerely,

Leo Glavine
Minister

CBRM Sydney Central Library

Mr. John Phalen, Manager of Economic Development and Major Projects, provided background on this issue and advised that the CBRM commissioned a Feasibility Study into a new Sydney Public Library. The study was conducted by Trifos Design Consultants, dmA Management Services and Breton Chartered Accountants and looked at three options: a stand-alone facility, a refurbished facility, and a facility rebuild of the existing library.

A report was prepared and outlined the best case scenario was for new Library construction. As the project moves forward, it will have to be fit into the Capital and Operational funding and will require Council approval. It was noted the full report is available on the CBRM website under reports.

Mr. Phalen advised that Harbour Royale Development Limited (HDRL) submitted a proposal to an Expression of Interest (EOI) issued by CBRM for HDRL. They have been working actively with all levels of Government and First Nations to advance the project after being approved for a Pre-Development Agreement and a contribution of land and capital in principal by CBRM Council.

Mr. Phalen discussed the project details and advised that CBRM intends on being the full owner of the Library portion of the project. A proposed study is currently being worked on that will look at the library programming and internal operations including operating costs. This study is in concert with the main capital expenditure but is independent and would require the approval of Council to proceed. It is anticipated that funding from CBRM would be a possible value of \$3 million in land and a capital contribution of \$4 million. The land requires third party assessment for market value. With this support, CBRM could leverage up to a possible \$18 million of capital funding plus land costs. In addition to government support, the Library Board would be responsible for raising additional funding through personal and corporate donations. CBRM and HDRL will continue to explore other funding avenues for the project.

Continued...

CBRM Sydney Central Library (Cont'd):

Motion:

Moved by Councillor MacLeod, seconded by Councillor Eldon MacDonald, that staff be directed to start the application process for a contribution in land and capital to be leveraged by the other levels of government for the new library project. Contribution would be brought forward to Council during the budget process and be dependent on approval of anticipated operating costs.

Discussion:

Some of the issues raised during discussion included:

- Funding business model
- Building ownership and assessment
- CBRM Capital Plan and budget
- Prioritizing sustainability funding requests
- Application deadline
- Involvement of Membertou First Nation
- Cost of a new Library vs. retrofitting the existing building
- Cost sharing with Federal and Provincial levels of government
- Borrowing for special projects
- Confirmation that this motion is only to begin the application process and approval of the project will be made at budget
- More project information being provided to Council
- Phases of the development
- Capital commitments carried over from previous years
- Capital and Operating Budgets to be presented separately

Motion Carried.



ISSUE PAPER

TO: Deborah Campbell Ryan - Clerk
FROM: John Phalen - Manager of Economic Development
SUBJECT: CBRM Sydney Central Library
DATE: November 15, 2018

Madame Clerk,

Background

CBRM commissioned a Feasibility Study into a new Sydney Public Library. It was conducted by Trifos Design Consultants, dmA Management Services and Breton Chartered Accountants. Below is the executive summary of the report.

Facility Requirement

A Library of 28,000 gross square feet (GSF)) is required to serve Sydney's projected 2031 catchment area population of 40,000. The requirement is based on a recommended level of provision of 0.7GSF/capita, which represents a significant increase over the current level of provision of 0.34GSF/capita.

An additional 8,580GSF are required for the Cape Breton Regional Library's (CBRL) headquarters, resulting in a proposed development of 36,580GSF. By comparison, the existing James McConnell Memorial Library and regional headquarters is about 22,000GSF.

The recommended facility does not include space required by partners who may choose to join the CBRL in this development.

At roughly 37,000GSF, the recommended facility will correct many of the deficiencies associated with the current library and headquarters. A larger library is required to reflect the changing roles of public libraries. Contemporary libraries play a different role in the community and, consequently, have different requirements for space.

Contemporary libraries are buildings where information literacy is taught, music and video is created, residents come together to discuss and debate important issues, and where community is created and fostered. To be this type of library, physical space not traditionally associated with public libraries is required, including computer workstations.

media labs, extensive display space, areas for the community to informally assemble and interact, presentation space, etc. Research clearly demonstrates that this is the library of the future; and input from residents of the CBRM indicates strong support for a contemporary library of this type.

Benefits

Experience in other communities demonstrates that new libraries can be a catalyst for downtown revitalization and economic development. They attract residents and visitors to create vibrant retail and commercial districts, which, in turn, invites new investment. Libraries contribute to the municipality's image and identity as cornerstones of creative cities, and ventures for arts, cultural and heritage events. When part of larger schemes for downtown urban renewal, they become place-makers and public places, contributing to broader urban design and development objectives in progressive communities.

The proposed development will not only correct the limitations of current library services, it will support the future economic, social and cultural objectives of the CBRM and other community organization.

Partnerships

Investigating potential partnership, with implications for the size and design of the proposed library, was not a part of this study. However, the CBRL should actively pursue potential partners, and confirm their willingness to be a part of this project. Community stakeholders expressed interest in and support for expanded partnerships. Furthermore, these are particularly important in the CBRM because the population only supports a small central library where program areas are smaller than desired, and some specialized spaces cannot be included. These are the spaces that partners could support (e.g. larger, multipurpose program areas; training facilities; technology labs; performance and assembly space; spaces designed for the arts, culture, and music, etc.). If partners are prepared to share space and contribute to capital and operating costs, as well as additional programs, programs and activity areas that would otherwise not be available to residents could be provided at the new Sydney library. This important issue should be investigated further, before proceeding with the project.

Design Considerations and Capital Costs

A new, stand-alone, contemporary, 40,000 square foot library will cost between \$26 million and \$28 million, depending on the site selection. A retrofitted edifice of 40,000 square feet will cost approximately \$18 million.

Business Model

The financial analysis carried out as a part of this study has concluded that variances between public and public-private partnerships are significant, primarily because the discount rate used on the cost of government funds is 4%, versus the cost of private funds at 8%. In both cases, the full construction costs of the facility would be recovered over the 25-year period.

The costs under the retrofit option are slightly lower. Retrofitting indicates lower initial capital costs, and higher annual operating costs.

In the public-build scenario of a new build, the CBRM would have possession of the Library Facility after the 25-year period. Under the public-private building scenario of a new build or retrofit, the CBRM would have paid 100% of the construction costs of the

facility, and would not have possession. CBRM would have to pay an amount to the developer to purchase the property or extend the lease. This amount could be fair-market value at that time, or a lesser amount, if it were negotiated up front.

The full report can be read at:

http://www.cbrm.ns.ca/images/stories/reports/Sydney_Public_Library_Feasibility_Study_Final_Draft_resized.pdf

The report essentially outlines the best case scenario for the library construction. As the project goes forward it will have to fit into the capital funding envelope, and the Council approved operational costs.

CBRM issued an Expression of Interest in August of 2017 to develop lands it owns on Sydney Harbour for development. The EOI used as its basis a report that was approved by Council for a vision for Sydney harbour development by Ekistics in March of 2014.

The Port of Sydney is an asset with the potential to impact this community in varied and significant ways. Realizing its full potential will require vision, determination and collaboration on multiple levels. The Sydney Harbour Waterfront Development Project embodies these features in a bold, engaging and highly functional mixed use public-private development that will impact the area's economy, enrich the community and revitalize the downtown core. The project will be located on a premier stretch of vacant waterfront property between the Joan Harris Cruise Pavilion and the Holiday Inn.

Harbour Royale Development Limited (HDRL) submitted a proposal to CBRM's Expression of Interest (EOI). CBRM staff advised Council that the proposal met the criteria established and recommended that the Proposal should be accepted and they refine and revise to bring a full proposal to Council.

The project foresees a mixed use public/commercial space including a residential and commercial building, a public library, casino and hotel addition, along with parking and public amenities and commercial development.

Council adopted a motion on staff's recommendation on February 6th 2018.

In June of 2018 Council approved a Pre-Development agreement with Harbour Royale to proceed with the project development work and bring back a full proposal to Council for approval.

In August of 2018, Council approved in principal a contribution of land and capital.

HDRL has been working actively to advance the project and is working with all levels of Government and First Nations to bring the library portion of the project the project to fruition.

The Project Next Steps

The CBRM is intent on being the full owner of the library portion of the project. A proposed study is currently being worked on that will look at library programming and internal operations including operating costs. This study is in concert with the main

capital expenditure but is independent and would require the approval of Council to proceed.

It is anticipated that the amount of funding from CBRM would be a possible value of 3 million for the land and a capital contribution of 4 million. The land value would have to be third party assessed for market value. With this support, CBRM could leverage up to a possible 18 million dollars of capital funding plus land costs. In addition to government support, the Library Board would be responsible for raising additional funding through personal and corporate donations.

CBRM and Harbour Royale will continue to explore other funding avenues for the project.

Recommended Motion

Motion of Council for staff to start the application process for a contribution in land and capital to be leveraged by the other levels of government for the new library project. Contribution would be brought forward to Council during the budget process and be dependent on approval of anticipated operating costs.

Sincerely,

John Phalen

**Excerpt – Special Council Meeting
December 5, 2018**

Central Library – Sydney Reports, etc.

Mayor Clarke provided an update on the new Central Library and discussed budget capacity vs. community expectation.

It was **agreed** that a Special Meeting of Council would be scheduled for this issue and that elements regarding the Regional Library will be discussed, and it was agreed that Victoria County Council, Membertou and Eskasoni First Nations, MLAs and MPs would be invited by Mayor Clarke to the Special Meeting.

Cape Breton Regional Municipality

Special Council Meeting

Wednesday, December 5th, 2018
9:30 a.m.

Council Chambers – 2nd Floor, City Hall

AGENDA ITEMS

Roll Call

1. APPROVAL OF AGENDA: (Motion Required)
2. Topics for Special Council Meeting Agenda Consideration – Draft for Discussion
Purposes: Mayor Cecil P. Clarke (see page 3)

Adjournment

Topics for Special Council Meeting

Agenda Consideration

DRAFT For Discussion Purposes

1. Central Library – Sydney
Reports, etc.
2. Boardwalk Extension – Update and Report
3. Community Rinks/Arenas

Operational Challenges

Sydney Mines
Emera Northside
Whitney Pier
New Waterford
Dominion

CBRM

Bayplex
Canada Games
Centre 200
Coxheath

Synergies with the Membertou Wellness Centre

Recreation Master Plan – Facilities Review

4. Downtown Revitalization Projects
 - A. Sydney Waterford District
 - i. Development plan
 - ii. Infrastructure – Charlotte Street
 - B. Glace Bay
 - i. Commercial Street
 - ii. Bay It Forward Initiatives
5. S & L Railway
 - I. Condition Report
 - II. Funding & Program Options
6. Hub School – Louisbourg/Gateways to Opportunity

7. Atlantic Memorial Park
 - i. DNR & Related Lands
 - ii. Development plan/strategy
 - iii. CBRM role/function
8. Battery Point Connector Trail
9. Centennial Arena
 - I. Gymnastics
 - II. B.C.B.
10. Surplus Federal Lands
11. Scotia Rail Development Association
 - I. NL traffic plan
 - II. CB Business opportunities
12. Fleet Management Plan
13. Sydney West Wastewater Project
 - Update to Council
14. Events Cape Breton
 - Planned and potential events
15. Port of Sydney Development Corp.
 - I. Strategic Plan
16. Second Berth – Construction Plan and Schedule Update
17. Accessibility Legislation
 - CBRM-owned Properties
 - Community
 - Business/Commercial
 - Institutional
18. Sustainability Program
 - I. Program and criteria review
19. Destination Cape Breton
 - I. 2019-20 Strategic and Operating Plans
20. Infrastructure Planning and Priorities

Provincial Libraries Update

Mayor Clarke provided an update regarding provincial funding for libraries and noted the Province is proposing changes to the funding formula model and the capital program assistance fund.

The Mayor advised Council he requested to speak to the Honourable Leo Glavine, Minister of Communities, Culture and Heritage, in regards to library funding.

During discussion, some of the concerns and issues raised included:

- Library Formula Funding Model (old and new)
- Municipal funding comparisons
- AMANS Letter
- Staff salary increases
- Boycotting Library Board Meeting
- Local Library Board presentation at a future meeting
- Council appointed representation on the Board and meeting attendance

For information only.

From: Dauphinee, Ron L
Sent: January 29, 2019 10:04 AM
To: Marie J. Walsh
Cc: John F. MacKinnon
Subject: CCH Libraries update - Date changed

Good morning Marie,

I was just speaking with my colleagues at Communities Culture and Heritage about the Libraries update that was scheduled to be in CBRM on Wednesday February 6th.

They have informed me that their Deputy Minister will be in Sydney for work on Friday February 1st anyway, and so they have decided to reschedule the Sydney session for 3:00pm on Friday February 1st (from 3:00 – 4:30), so that she can attend and participate.

The session will still be held at the Membertou Convention Centre, in the Muin Room.

As noted in earlier emails, Staff and Councillors are welcome to attend.

Thanks!!

Ron Dauphinee
Municipal Advisor
Department of Municipal Affairs
1505 Barrington Street, 14th Floor
Halifax, NS

From: Pond, Emily A
Sent: January-24-19 9:46 AM
To: AMA Maritime List Serve
Cc: Walker, Rhonda M; Somers, Lynn M; Aikenhead, Sherri L; Trott, Kathleen M; Peck, Mark A; Grant, Carla; MacMillan, Heather J
Subject: Provincial Libraries

This email was forwarded via the AMANS listserv. If you reply to this message it will be sent to all members. To reply privately to the sender - please delete the amans@lists.gov.ns.ca e-mail from the To: Make sure you only have the person you wish to see the message in the To: e-mail address.

Good morning all,

Our colleagues at Communities, Culture and Heritage asked that we pass along the following invitation:

The Department of Communities, Culture and Heritage (CCH) is inviting you to meet with department staff to discuss provincial libraries. We look forward to seeing you there.

Tuesday, January 29th
Mariner Centre (Yarmouth)
6:00PM-7:30PM

Wednesday, January 30th
Lunenburg Co. Lifestyle Centre LCLC (Bridgewater)
6:00PM-7:30PM

Thursday, January 31
Old Orchard Inn (Wolfville)
6:00PM-7:30PM

Monday, February 4
Holiday Inn (Truro)
6:00PM-7:30PM

Tuesday, February 5
St. FX (Antigonish)
6:00PM-7:30PM

Wednesday, February 6
Membertou (Sydney)
6:00PM-7:30PM

All the best,

Emily Pond
Acting Director, Governance and Advisory Services
Department of Municipal Affairs



January 25, 2019

Councillor Wayne Mason
President
Nova Scotia Federation of Nova Scotia Municipalities
1809 Barrington St. Suite 1304
Halifax, NS B3J 3K8

Dear President Mason

Yesterday, the AMANS Board received a presentation from Communities, Culture and Heritage on a new library funding model. The new model will see an annual increase in Provincial funding of \$2 million, plus an annual increase in municipal funding of \$1.65 million. During the presentation, Deputy Minister Taweel informed the group that CCH engaged its stakeholders to develop a new funding model that moves away from a sole per capital model to a blended formula. She talked about bringing these stakeholders together in a room to develop a new model that would address funding challenges, rural population decline, rising operations costs and the changing role of libraries in communities. When questioned further, it became clear that there was no municipal representation in that room nor was there any municipal input throughout the process. The AMANS Board does not deny that more funding is needed for libraries, however, it is concerned that while municipalities pay for 26 percent of the cost of libraries annually (Halifax pays 71%) , they were not considered stakeholders in the process to develop a new funding formula. Although some Nova Scotia Library Board Association representatives who are municipal elected officials e.g. Warden Jimmy MacAlpine were involved in the process, they were serving as Library Association members and not representing municipal government i.e. NSFM or AMANS.

It is worth noting that in 2008 a library funding review took place, and in the Executive Summary of the report it reads: *"Because operating funding for Nova Scotia public libraries is shared among three funding partners, the Province of Nova Scotia, 55 municipalities, and nine regional library boards, it was essential that a new funding model be developed collaboratively. To that end, the task force included representation from the Department of Education, the Library Boards Association of Nova Scotia, the Council of Regional Librarians, the Union of Nova Scotia Municipalities, and the Association of Municipal Administrators."*

The AMA Board wonders why the NSFM and AMANS were not invited to participate in the current review.

Main Office

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Suite 1304, Halifax, NS
B3J 3K8

T (902) 423-2215
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E jwentzell@amans.ca
W www.amans.ca

*Councillor Wye Mason
January 24, 2019*

CCH is holding six consultation sessions across the Province beginning next week, to be completed prior to speaking to the NSFM Board. It was clear from our discussions with them that these will be more along the lines of information sessions as there does not seem to be the ability to influence the decision already made. It is anticipated that municipalities will receive twelve-months' notice of this in the Spring 2019.

The AMA Board believes that this process goes against the municipal consultation guidelines that NSFM and DMA developed and endorsed. As you know, that agreement sets out the protocol that the parties will follow when any provincial department develops or considers developing regulations and legislation that will impact municipalities. The guide notes that both DMA and NSFM value meaningful participation by municipalities in the development of Provincial legislation and regulations that impact municipalities and ultimately, tax payers. It talks about consultation only taking place on decisions that have not yet been made and where municipal contribution is likely to influence the final decision. AMANS questions the value of such an agreement when time after time municipal government is not involved in the process.

Whereas the NSFM Board will not be getting this information from CCH until after their roadshow, we felt the we should bring it to your attention.

Yours truly,

ORIGINAL SIGNED BY

Alan D. Muise, CPA, CA
President

DRAFT Capital Budget 2019-2020:

Mayor Clarke acknowledged Ms. Deborah Campbell Ryan, Municipal Clerk, who is celebrating her 30th year working with the Municipality.

Mayor Clarke advised, in regards to the CBRM Capital Budget, there are ongoing negotiations and dialogue with Provincial and Federal Officials in regards to new infrastructure programs.

Mayor Clarke called upon Deputy Mayor Doncaster who introduced the following motion.

Motion:

Moved by Deputy Mayor Doncaster, seconded by Councillor George MacDonald, to defer the Capital component of the Budget, pending infrastructure funding negotiations.

Discussion:

Mayor Clarke advised that presently there is no leveraged funding considered in the draft Capital Budget. New program streaming is coming forward with more flexibility with rural and northern components. Local roads are a priority and for the Boardwalk and Library projects, clarity is required. Once additional information is received following the completion of the Provincial and Federal budgets, a better understanding will be available on how the local roads program will work.

Also discussed:

- Without leveraged funding, Wastewater projects required to meet Federal Regulations will cost CBRM \$125 million and funding will not be available for any other infrastructure;
- Anticipated impacts and projections are expected to be available by late April or May with discussions happening no later than May.
- The CAO advised that:
 - the Budget must be in place within 6 months of the year end. Having the Capital Budget discussions after the fiscal year will not impact negotiations, however the construction season is a concern for staff;
 - the Viability Study will not impact the present budget, however will be important for Council when creating their Strategic Plan and a future role with how the Province treats CBRM in terms of infrastructure and grant decisions

Motion Carried.

Excerpt – DRAFT General Committee
May 7, 2019

Update and Information Regarding New Library Application and Process

Motion:

Moved by Councillor McDougall, seconded by Councillor Coombes, that staff be directed to prepare and Issue Paper that includes (but is not limited to) detail on the process undertaken thus far in the new library project, a copy of the applications sent to the Federal and Provincial Government for funding, and alternative options (locations and/or buildings) that have been considered. Councillor McDougall requested that the Issue Paper include items listed in the “outcomes sought” of her Council Agenda Request Form dated April 28, 2019.

Discussion:

Council discussed the following:

- The condition of the currently Library in Sydney
- The importance of a timeline as well as looking at alternatives
- Clarity of the funding breakdown
- Build Committee separate from the Advocacy Committee
- Discussion on the applications made and the fact that staff have not received a response
- Community Fundraising
- Debt Servicing Model and Capital Planning
- The need for clarity on process
- The issue of Fair Market Value of CBRM land not being considered equity investment in the project

Motion Carried.

DRAFT



City Hall
 320 Esplanade
 Sydney, NS B1P 7B9

Item No.

Council Agenda Request Form		
<input checked="" type="checkbox"/> Included on Agenda (Submitted to Municipal Clerk's Office by 4:30 pm seven days before the meeting)	<input type="checkbox"/> Late Item (Submitted to Municipal Clerk's Office by Noon the day before the meeting)	<input type="checkbox"/> Request from the Floor: (New Business) - Announcement - Referral - Submit Petition - Notice of Motion
<p>Date of Council Meeting: May 7th, 2019</p> <p>Subject: Update and information regarding new library application and process</p>		
<p>Motion for Council to Consider:</p> <p>To request an issue paper from staff that includes (but is not limited to) detail on the process undertaken thus far in the new library project, a copy of the applications sent to the Federal and Provincial for funding, and alternative options (locations and/or buildings) that have been considered.</p> <p>Reason:</p> <p>There is no question that a new central location is required for the Cape Breton Regional Library, being a member of the Library Board I hear first hand the challenges and issues the staff and patrons face in this essential community space. Because this issue is of the utmost importance in my books, I am asking for an issue paper to better understand all steps that have been taken thus far in the process to build a new Central Library.</p> <p>Like any project requiring multi-level government funding nothing is a sure deal until the cheques are sent. For that reason, I am asking for an issue paper to not only detail the processes taken to date for the proposed new build but also include alternative options that have been given thought. I know the group advocating for a new central library had the opportunity to visit the Truro Library, one of my favorite spaces in the Province, and I am curious if the municipality has entertained the idea of renovating an existing structure to provide a modernized library in keeping with the historical relevance of the building.</p> <p>While the idea of a new build is wonderful and the proposed plan is stunning, alternative options</p>		

would be a safe play in ensuring a new, safe, modernized library is available as soon as possible to service the patrons who love and also depend on the services and programming that come out of our remarkable library network.

Outcome Sought:

The outcome requested is an issue paper that includes, but is not limited to information including;

- Copy of the applications for funding submitted to the Provincial and Federal Government
- Consultation that has occurred with First Nations communities
- Detail on environmental impact of new build, ability for new building to withstand future storms/surges, and projections of sea level rise for the waterfront area.
- What time lines are in play regarding funding applications?
- Where is the projected operational report for the proposed new build?
- A projection of how much money can CBRM contribute to the operations of the library going forward.
- Alternative sites being considered; this may include possible renovation to existing buildings that are currently or expected to be unused.

<i>Councillor Amanda McDougall</i>	<i>District 8</i>
<i>April 28th, 2019</i>	<i>Received by Clerk's Department (date):</i>