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It may be possible to negotiate for financial assistance on the costs listed above. This assistance might be half of the individual items, or might be the total of the individual items. On the other hand, no assistance might be forthcoming.

It is important that City Council make an immediate decision on the connection of the Interchange to the one way pair system of Water Street and Hollis Street. If the decision is made to make this connection through the Morse's Tea Block, many matters will have to be renegotiated.

It is the opinion of the traffic people that the best connection to the Interchange from the south would be by means of a limited access road requiring a right of way reservation of 165 feet. If this is not acceptable to Council, the next best alternative would be a six lane divided highway requiring a right of way reservation of 130 feet. If the decision is taken to align the one way pair system through the historic buildings, the City has effectively limited its capacity to improve traffic flows south of the Interchange as it is virtually impossible to construct a limited access facility or divided highway without removing relatively new buildings at considerable cost.

If the decision is to proceed through Morse's Tea and is accompanied by a desire to investigate and proceed with the restoration of the properties on the east side of Water Street, it is suggested that the work required to be carried out is beyond the present capacity of City Staff and arrangements should be made for the employment of specialists to determine a course of action and undertake negotiations for financial assistance and supervision of the work."

The following letter was submitted and read by Mr.

W. A. Stewart, Vice-President and General Manager of A. D.

Margison and Associates Limited:

A. D. MARGISON AND ASSOCIATES LTD.

5670 Spring Garden Road  
Halifax, Nova Scotia

12th March, 1968

Mr. C. L. Dodge, P. Eng.,  
City Engineer,  
Engineering Services Division,  
Development Department,  
City of Halifax, City Hall,  
Halifax, Nova Scotia.

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RE: Cogswell Street Interchange  
at Harbour Drive  
Project No. 2237

Dear Sir:

We refer to the letter of 6th March, 1968, from the City Clerk to our Mr. R. E. Donkin in which we were advised of the following Council Resolution which was approved at the City Council meeting on 29th February, 1968:-

"That Plan #TT8-17193 be approved in principle; and that Staff be authorized to negotiate with the consultant and/or contractor in an effort to save the historic buildings on the east side of Water Street by aligning Harbour Drive in accordance with the said plan, and to report back to Council their recommendations within ten (10) days, such report to indicate any increased costs involved."

We have reviewed the proposals shown on your Plan No. TT8-17193 and we have prepared our drawing No. 2237-SK-47; this drawing follows the intent of your drawing but some revisions in detail have been required in order to meet the requirements of the profile grades. The accompanying profiles are our drawings Nos. 2237-SK-48 for Harbour Drive, 2237-SK-49 for Ramp 3, 2237-SK-50 for Ramp 4 and 2237-SK-51 for the Service Road. Drawing No. 2237-SK-52 shows typical cross-sections.

On developing the profiles, it was found that the bullnoses at the intersection points of the various roadways had to be relocated as follows:-

- (1) Between Ramp 3 and Harbour Drive, 180 feet southerly; this location only permits a one-lane entrance to Harbour Drive instead of the two lanes shown on your drawing; this is, however, acceptable and, in fact, preferable.
- (2) Between the Service Road and Harbour Drive, 450 feet southerly; your drawing showed one exit from Harbour Drive to serve both the Service Road and Ramp 4; this was not found to be practical because of grade requirements, consequently two exits would be required within 400 feet of each other.

The alignment of Harbour Drive as shown in your proposal can be considered in some ways to be an improvement over the one presently proposed, which evolved from the plan known as alternative "B", the plan approved by City Council as the basis



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of the present design. Our understanding, however, of the southern termination of alternative "B" was that it was an interim measure pending decisions regarding the extension of Harbour Drive through or adjacent to the downtown area. This interim measure consists of the connection of Harbour Drive to both Lower Water Street and Hollis Street and the use of these streets as a one-way pair; the southern extension of Harbour Drive as a controlled access facility would not thus be precluded.

The revised proposed alignment departs from the use of a one-way pair and also from the provision of a service road southerly from Duke Street; instead, it commits the future planning concept for the southern extension of Harbour Drive to the status of a divided roadway with a succession of at-grade intersections. Whilst this arrangement would operate efficiently for a considerable length of time, there appears to be no doubt that in the long term it would be wise planning to make provision for a higher calibre facility. Detailed studies would have to be conducted in order to determine these future requirements and to determine the best way to provide for them; these studies ideally should be completed before decisions are made regarding land use along the waterfront southerly from the Central Victualling Depot.

Our preliminary studies indicate that there would be no significant change in construction costs for the roadworks and retaining walls between the proposed Barrington Street bridge and Duke Street if the proposed revised alignment were adopted. Cost of demolition of buildings in this section is approximately \$47,000.00 for the present alignment, and would be approximately \$20,000.00 for the revised alignment. There would, however, be an increase of approximately \$55,000.00 in the proposed storm drainage system, and \$5,000.00 for the separate sanitary system requested.

We consider that a major factor in deciding whether an alignment change should be made at this time is the effect of such change on the contractual arrangement which the City have recently entered into with Dineen Construction Company Limited; a major part of this firm's contract consists of sewer installation, construction of retaining walls and roadworks within the area of the proposed change; their construction schedule would be seriously disrupted by such a change with the consequent possibility of delay in completion of their contract. This, in turn, would create a delay in the commencement and completion of the next contract for the remainder of the interchange works, which again, in turn, would have direct effect upon any agreement that City Council may have with Halifax Developments Limited for the provision of a completed roadway system to serve their development.

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We estimate that a period of four weeks will be required to make the necessary changes to the contract drawings if City Council approve the alignment revision.

Our costs which would be incurred by these changes would be approximately \$8,000.00; this sum is in respect of the drawings for the current contract and also those for the next contract which are 90% complete.

We regret that we are unable to make a positive recommendation for the adoption or rejection of this latest proposed scheme. Both this scheme and the one contained in the contract documents will function satisfactorily for a limited period of time. Only after a decision is made as to the proposed development south of Duke Street and its traffic requirements could such a decision be made.

Yours very truly,

A. D. MARGISON AND ASSOCIATES LIMITED

(Signed) W. A. Stewart, P.Eng.  
Vice-President and General Manager

Mr. G. B. Robertson, Q.C., solicitor for J. E. Morse & Company Limited, submitted and read the following letter and memoranda:

MCINNES, COOPER & ROBERTSON

P. O. Box 730,  
1673 Bedford Row,  
Halifax, N. S.

March 8th, 1968

Your Worship and Members of City Council:

Re: J. E. Morse & Company Limited,  
1879 Hollis Street, Halifax

We are solicitors for J. E. Morse & Company Limited who own and occupy the above premises in which they carry on a long established business as tea and coffee blenders and packers. Recent information in the public press has indicated the possibility that the Cogswell Street interchange might be redesigned and the Morse property taken for this purpose.

This proposal would have a drastic effect upon this Company and would almost certainly force the Company to discontinue



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business operations. Attached to this letter is a brief memorandum setting forth a number of important points supporting this probability.

The City is earnestly requested not to effect any change in the previously announced plans which would require an encroachment on the Morse property so that this long established and important business can remain in operation.

Most respectfully submitted,

McInnes, Cooper and Robertson

J. E. MORSE & COMPANY LIMITED

MEMORANDUM

1. This property is known as the Jerusalem warehouse and attached is a brief history of the premises. It is to be noted that the present building dated from about 1837 but was actually rebuilt from its earlier structure following a fire. It is thus one of the oldest buildings in Halifax.
2. The present business is almost 100 years old and carries on a tea and coffee blending and packaging business supplying all of the Atlantic Provinces and a part of Eastern Quebec. It is the only tea and coffee company in Nova Scotia and is the oldest existing tea and coffee company in Canada.
3. The present building contains approximately 32,000 square feet of space allocated as follows:

Office	2,000 square feet
Production	10,500 square feet
Storage	<u>19,500</u> square feet
	32,000 square feet

Storage is an extremely important part of the Company's requirements because tea and coffee must be purchased on an annual basis and stored when available after annual production until blended and packaged.

4. The Company must maintain continuous production as it is a consumer demand production system requiring a constant supply of the fresh product. The largest volume of business is done through corporate chains and a voluntary group stores supplied on a week to week basis. If space were disrupted, the market would be seriously imperilled and would probably result in a loss of listings with these chains and stores. Even a disruption for a few months

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- in the supply system would cause irreparable damage as well as loss of consumer acceptance and advertising.
5. The business employs an approximate average of 53 persons, ranging from executive staff, ten salesmen through office, production and warehouse personnel. The annual payroll exceeds \$200,000.00.
  6. The present property occupied by the Company has a realty assessment of \$74,600.00. It is estimated that if the Company is forced to discontinue business operations at the present location it would have to relocate outside of the present downtown area of Halifax, probably in new premises in an industrial park. Minimum estimates for replacement of the present square footage required by the Company could easily run to \$480,000 plus extensive re-location costs, re-equipping, etc. Apart from creating a very heavy capital requirement, the annual cost of building overhead has been estimated to be approximately \$57,000.00. Estimated savings in personnel would not exceed \$12,000.00, resulting in a net annual increase of operation of \$45,000.00. An increase of this sort cannot be borne by the existing business and would turn the Company into a wholly unprofitable operation, with substantial annual deficits.
  7. If the City takes over the property and requires occupation in late 1968, the Company could not undertake a construction programme quickly enough to meet the time available, with the result that its operations would inevitably be suspended for a period which would probably cause an acute loss of markets.
  8. From a practical position and financial point of view, based on the estimated costs in a new location, dangers of possible disruption and operations in a narrow and highly competitive supply market, taking of the Company's premises must result in termination of its business activities.

#### MORSES' COFFEE

Following up the recent articles regarding old established firms in Halifax, probably the site now occupied by J. E. Morse & Company is the oldest in this old, honourable and historic city.

About 1769 a man by the name of William Fury built an attractive store on the present site of Morses' establishment and conducted a coffee house, calling it "The Crown Coffee House." It stood on the corner of what was afterwards called and still called Hollis Street, with an open sitting place opposite the Collin's Bank building, still standing and somewhat older. The building



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was of wood, English hospital style, but was purchased by the Honourable Thomas Saul in 1753, who built a mansion of stone and was one of the finest residences in the City. Thomas Saul was one of the principal merchants of the City and was made an "Esquire" by the Governor in 1760, in recognition of his charitable work among the Indians.

The Saul residence was purchase by the Honourable Alex Brymer, who resided in it for about ten years, when it again became a "Coffee House" and was popular among the merchants doing business on the "beach", the name given the waterfront before its improvement and became Lower and Upper Water Streets.

The Brymer residence was destroyed by fire in 1837, but the massive stone used in its structure was used in building the present structure, much altered. The wholesale grocery firm of J. S. McLean & Company, continuing the name "Jerusalem Warehouse", and it also continued by its present occupier and owner. J. S. McLean was a prominent citizen of Halifax and was President of the Bank of Nova Scotia during the early 70's. The McLean firm was succeeded by J. W. Gorham & Company, who continued for a number of years until the building was purchased by the late O. E. Smith, who at his death was proprietor of the business of J. E. Morse & Company, his grand nephew, Donald M. Smith, being President and General Manager.

Mr. Louis W. Collins submitted and read the following report on behalf of the Civic Advisory Committee on the Preservation of Historic Buildings:

Effect of re-alignment of roadways on historic waterfront buildings

The Civic Advisory Committee on the Preservation of Historic Buildings wishes to bring to the attention of the Mayor and Aldermen the possible effects on a group of historic waterfront buildings of the proposed re-alignment of the roadways immediately south-east of the Cogswell Street Interchange.

In the light of pressures of redevelopment on the original city waterfront, it would appear that the present discussions will provide the last practical opportunity to consider road patterns that would make possible the retention of this interesting and unique group of nineteenth century buildings, about which so many citizens and organizations have expressed so much interest.

The Civic Advisory Committee also wish it to be noted that its members are aware that retention of buildings of historical and architectural merit is not, in itself, enough, and that such buildings must, therefore, become a part of the urban renewal process and be put to practical and productive uses.

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In the above instance the buildings mentioned would, it is hoped, become part, an important and functional part, of a waterfront esplanade development and so serve as an attractive adjunct to both Scotia Square and the Central Business District.

In view of its concern over the future of this area, the Civic Advisory Committee on the Preservation of Historic Buildings, at its meeting on March 6, passed, unanimously, a resolution recommending to Halifax City Council that road alignment to avoid destruction of the historic waterfront buildings be undertaken when this matter was next on the Agenda of City Council.

It was further resolved at that time that the data assembled by the Committee of Concern and the Heritage Trust of Nova Scotia with respect to this matter be appended to this report for review and consideration by City Council, and that representatives of these organizations should be present and prepared to speak in support of this material.

Mr. G. Murray submitted and read the following report on behalf of the Committee of Concern and the Heritage Trust of Nova Scotia:

#### The Value of the Historic Waterfront District

The Historic Waterfront District consists of a group of early nineteenth century waterfront commercial buildings on Upper Water Street between Buckingham and Duke Streets. This is the last remaining group of buildings of this type and age left on the Halifax harbourfront.

Especially notable in this unique group is the Privateer Warehouse dating, apparently, from just before the War of 1812 and, therefore, probably the oldest building still standing on the waterfront. Also notable are the early nineteenth century wooden sail-loft and the Collins bank and warehouse (1825) - the first private bank in Nova Scotia, which antedated the first chartered bank by seven years. The Simon Warehouse (1860's), a wooden warehouse (1860's) and the Jerusalem Warehouse (1841) provide further examples of nineteenth century commercial architecture. The Pickford and Black building (1860's) contains a Victorian waterfront office complete with some of its early office furniture and evidence of the association with the West Indies trade.

It is doubtful if many North American port cities still contain such nuggets of early commercial architecture as this complex of buildings on the Halifax waterfront.



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Imaginatively restored and developed, this complex could provide Halifax with both a reflection of its early Maritime heritage and a productive enterprise in a renewed city.

#### The Possibilities of Restoration

Studies of the physical condition of the buildings in the Historic Waterfront District have indicated that their state of repair is such as to present no overwhelming difficulties in the actual restoration process. Therefore, future development may best be visualized through reference to successful restoration endeavours that have already been undertaken in this country and elsewhere.

Perhaps the most germane example for Halifax is the Bastion Square restoration in Victoria, British Columbia. Many members of Council have already seen the results achieved in the film Townscape Rediscovered. Montreal's Vieux Carre is well known of course, and has seen an area of the old city which was once deserted most of the day and all of the night converted to one which is a scene of concentrated commercial activity all the day long.

In Halifax's Historic Waterfront District, the first and simplest move towards revitalization could be the establishment of a much-needed public marina. From this could spring restaurants, yachting supply establishments, customs brokerage, and so forth. From the land side, boutiques, bookstores, perhaps a bank branch where Enos Collins once counted his sovereigns could all be appropriate. A travel agency and an import-export firm are other obvious possibilities that come to mind, along with a civic or provincial tourist bureau.

Perhaps most basic in looking at the Historic Waterfront District is the question, "If you tear it down, what do you do with the space?" At this point no alternatives have been advanced. The adjacent harbour depths are inadequate for heavy shipping, while the land itself has not been determined to be capable of supporting larger buildings. The existing structures are generating revenue now; they can continue to generate revenue indefinitely, even if no restoration is ever undertaken. It would therefore seem unwise to obliterate the buildings when nothing is in sight to take their place.

#### The Costs of Acquisition

The cost of acquisition can be summarized as follows:

Historic Waterfront District -	
Assessment	\$233,100
Business Disturbance (50%)	117,000
Demolition (50%)	117,000
	<hr/>
	467,100

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J. E. Morse and Co. -	
Assessment	\$ 74,600
Business Disturbance (est.)	100,000
Demolition (50%)	<u>36,000</u>
	210,600
Total	677,700
Less: Historic Waterfront demolit.	<u>117,000</u>
Total Possible Cost (gross)	560,700
Less: Historic Waterfront acquisition and demolition (as presently committed by City)	<u>467,100</u>
Additional Gross Cost to acquire both Historic Waterfront District and J. E. Morse and Co.	\$ <u>93,600</u>

In summary, if the City of Halifax acquires both the Historic Waterfront District and the J. E. Morse and Co. building, and tears down only the latter, it will be committed to a share of an estimated maximum of \$93,600 more than if only the Historic Waterfront District had been purchased and demolished.

#### Shared Costs

Under present arrangements with C.M.H.C. and the Province of Nova Scotia (yet to be finalized), the City would be liable for 35% of the acquisition/demolition costs of the Historic Waterfront, or \$165,000. If it is assumed that, at worst, C.M.H.C. and the Province share only in the costs associated with the J. E. Morse and Co. building, then the City could conceivably end up with total costs of \$541,000, or \$376,000 more than is currently required. This is the worst possible case. It could be improved as follows.

- a) Federal participation, as tentatively agreed to, by the Department of Northern Affairs and Natural Resources.
- b) Participation by the Province of Nova Scotia.
- c) No requirement to buy all of the buildings in the Historic Waterfront District. Joseph Simon has expressed willingness to retain his property (\$45,000); others might well follow with suitable encouragement and guarantees of tenure.

Local developers have also expressed interest in acquiring some of the buildings for purposes of restoration and commercial development. The Halifax Real Estate Board might follow the lead of its counterpart in Victoria, which undertook the Bastion Square restoration.



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d) Continued revenue from the Historic Waterfront District. Five tenants of the area have already expressed their strong desire to remain where they are. Many others might also wish to do so. In addition, the space in the area is of a type for which there currently exists an unfulfilled demand in Halifax.

#### The Costs of Restoration

It should be clearly understood that in acquiring the Historic Waterfront District the City of Halifax does NOT commit itself, or any other body, to the costs of restoration. In the unlikely event that restoration was not proceeded with, the City could either continue to draw revenue (taxes or rents) from the buildings as they exist today, or the City could put out a call for redevelopment. Outlays for other than acquisition would not be mandatory.

Should restoration be proceeded with, the total costs could be shared in ways similar to those noted above. In view of an earlier federal cost-sharing agreement on some of the buildings involved, federal participation in an overall restoration project must be considered a very strong possibility. Indeed, with sufficient private participation it is possible that the City would not have to underwrite any restoration costs at all.

It should be further remembered that restoration costs could be spread over time, even many years; so that annual outlays would be small. Total restoration costs have been estimated in the range of \$1 million to \$2 million. With 50% federal, and no private, participation, annual costs to the City would be \$50,000 to \$100,000 over ten years.

#### Street Lines: Where and When?

If, on the basis of the foregoing, it can be accepted that the Historic Waterfront District should be retained and that its restoration would not place unacceptable burdens on the City of Halifax, the problem remains of the difficulties raised by the dislocation of the J. E. Morse Co.

As the firm has already indicated that it has given long range consideration to alternative locations, it can be accepted that it can operate in a building other than its present one. The problem is therefore reduced to finding sufficient time to permit the firm to relocate without serious economic disruption.

This Committee remains of the opinion that temporary operation of a single lane northbound on Upper Water Street offers the best compromise.

As shown on the diagram (attached to the Official Copy of the Minutes), twenty-eight feet (without sidewalks) is available

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between the involved buildings. It would therefore be possible to permit two lanes of traffic. However, as traffic today manoeuvres the existing difficult curve without major tie-ups, it would seem unlikely that an improved and straightened artery could not handle traffic growth over as much as the next five years. Also, as the Cogswell Street Interchange will not be open for another fifteen months (at the earliest), at a minimum most of this time should be available for the relocation of J. E. Morse and Co.

It is recognized that substantial difficulties are involved in the integration of the various construction activities and traffic movements required for the area. Notwithstanding, it would seem proper to give priority to the long term, rather than the short term, considerations. City Staff has already shown that an eastern street line preserving the Historic Waterfront District is possible. With reasonable cooperation from all parties involved, and with an honest effort to meet the desires of all parties involved, a solution compatible with the wishes and best interests of the citizens of Halifax should be reached.

At this time, Mr. Gilbert Hutton of the Heritage Trust of Nova Scotia addressed Council and displayed some pictures of the historic waterfront area.

Mr. H. B. Rhude addressed Council on behalf of Pickford and Black and James Simmonds, and he contended that the City has an obligation to these two firms to pay compensation for the acquisition of their properties, even if any changes are made and the buildings are not required, since they have both entered into relocation arrangements and commitments.

MOVED by Alderman Moir that the meeting adjourn until 8:00 p.m. March 15, 1968. There was no seconder to the motion.

The Honourable Donald M. Smith addressed Council on behalf of his business, J. E. Morse and Company, and explained further the difficulties that would arise if the Company is required to relocate.



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After some discussion, it was MOVED by Alderman Black, seconded by Alderman Connolly, subject to draftsmanship, that the existing plans with respect to the extension of Harbour Drive southwardly, be continued on the basis as previously involved and predicated upon the acquisition of certain properties on the east side of Water Street and that, for the time being, the Jerusalem Warehouse be not acquired.

Alderman Matheson, at this time, suggested that the meeting be adjourned until later today.

Council took no action on Alderman Matheson's suggestion and considerable discussion ensued and Mr. Stewart was called upon to answer several questions relating to the present proposal.

Mr. Collins again addressed the Council and urged that the group of historic buildings on the east side of Water Street be preserved.

Alderman Matheson felt that no decision could be made until the results of the test borings made on the land for the new Court House building are known. He asked if any results have been received.

Mr. C. A. Fowler, architect for the Court House, said that it was regretted, but only one test boring has been made, but that all the results should be available shortly.

At this time, while the City Engineer was securing a plan to be displayed, His Worship the Mayor suggested that Council continue with some other items on the Order of Business.

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Administrative Order #6, "Grants" - First Reading

MOVED by Alderman Ahern, seconded by Alderman Black  
that the following amendments to Administrative Order #6, be  
read and passed a First Time:

BE IT ENACTED by the City Council of the City of  
Halifax, as follows:

1. Sections 2, 3, and 4 of Administrative Order Number 6,  
Respecting the Determination of Various Grants to be Paid by  
the City of Halifax, approved by the City Council on the 30th  
day of June, 1966 and the 14th day of July, 1966, respectively,  
and amended, are hereby repealed and the following substituted  
therefor:

2. The City Council of the City of Halifax hereby  
determined that the amounts contained in the 1968 Budget  
and items subsequently approved by City Council, shall  
be paid as grants to the following organizations as  
defined in clauses (a) and (b) of subsection (1) of  
Section 202 of the Halifax City Charter, 1963, namely:

Nova Scotia Association for Retarded Children	\$ 800.00
Canadian Cancer Fund	1,000.00
St. John Ambulance	750.00
Canadian Paraplegic Association	1,500.00
Canadian Arthritis & Rheumatism Society	250.00
Nova Scotia Branch, Canadian Mental Health	2,000.00
Metropolitan Drug Dispensary	15,800.00
Grace Maternity Hospital Out-Patients	3,250.00
Atlantic Child Guidance Centre	26,539.00
Victorian Order of Nurses	11,000.00
Family Service Bureau	3,500.00
Salvation Army, Tower Road	500.00
Salvation Army, 1965-1969	1,000.00
Salvation Army	2,000.00
Halifax-Dartmouth United Appeal	20,500.00
Maritime School for Social Work	500.00
John Howard Society	1,500.00
Children's Aid Society	2,500.00
Walter Callow Wheelchair Coach Fund	500.00
Canadian Red Cross Homemaker's Service	2,000.00
Welfare Council	5,000.00
Rector, Wardens & Vestry, St. George's Church	400.00
Nova Scotia College of Art	6,500.00
Nova Scotia College of Art, 1965-1969	2,200.00
Army Museum	6,000.00
Halifax Symphony Society	5,000.00
Nova Scotia Talent Trust	500.00
Halifax Musical Festival	750.00



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Maritime Conservatory of Music	\$5,000.00
Y. M. C. A.	2,000.00
Neptune Theatre	15,000.00
Nova Scotia Sports Hall of Fame	6,000.00
Bengal Lancers	1,000.00
Dalhousie University (re land University Avenue)	1,725.00
Nova Scotia Museum of Fine Arts	3,000.00
	<u>\$157,464.00</u>

3. The City Council of the City of Halifax hereby certifies that the sums contained in the 1968 Budget and items subsequently approved by City Council, for grants contained in Section 2 of this Administrative Order, aggregate the sum of \$157,464.00 and do not exceed the maximum amount of \$250,000.00, as provided in subsection (2) of Section 202 of the Halifax City Charter, 1963.

Motion passed.

Appointment to Halifax Community Safety Council

His Worship the Mayor advised that one Alderman is to be appointed to the Halifax Community Safety Council.

MOVED by Alderman Meagher, seconded by Alderman Abbott that Alderman Moir be appointed to the Halifax Community Safety Council. Motion passed.

1969 Canada Games

An agreement was submitted between the City of Halifax and the City of Dartmouth with respect to cost sharing on the excess capital cost in relation to the 1969 Canada Games.

MOVED by Alderman H. W. Butler, seconded by Alderman Fitzgerald that His Worship the Mayor and the City Clerk be authorized to execute the agreement on behalf of the City of Halifax. Motion passed.

Plans for Harbour Drive and Cogswell Street Interchange

At this time, the City Engineer displayed plans showing the alternative proposals for the alignment of Harbour Drive and its connection to the Cogswell Street Interchange.

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He explained the position of the City if the motion of Alderman Black is approved.

After further discussion, it was MOVED by Alderman Matheson, seconded by Alderman Abbott that the meeting adjourn until Tuesday, March 19, 1968 at 8:00 p.m.

Motion passed with Alderman Fitzgerald voting against.

12:42 a.m.

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ALLAN O'BRIEN  
MAYOR AND CHAIRMAN

R. H. STODDARD  
CITY CLERK

Housing Committee  
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PRISON LANDS

TO: His Worship the Mayor and Members of Housing Committee  
FROM: S. A. Ward, City Manager  
DATE: March 13, 1968  
SUBJECT: Staff Report - Prison Lands - Draft CALL FOR PROPOSALS,  
DEVELOPMENT CONSULTANTS.

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The attached draft entitled "CALL FOR PROPOSALS, DEVELOPMENT CONSULTANTS, PRISON LANDS", is submitted for consideration and approval.

Several other names are suggested for the Prison Lands site and Council is requested to decide on a name.

The dates for closing of tenders have been carefully worked out so that sufficient time is allowed for the widest advertisement of the Call. It is urged, therefore, that the draft be approved forthwith so that these dates will not require change with subsequent loss of time and that work can begin on the planning and development of the Prison Lands with dispatch.

Respectfully submitted,



S.A. Ward,  
City Manager

LL/jd

CITY OF HALIFAX  
CANADA



CITY OF HALIFAX

PRISON LANDS

CALL FOR PROPOSALS - DEVELOPMENT CONSULTANTS

(Hopefully we will have another name for this site in the Call for Proposals).

Possible Names: Richmond Heights

Coleman Heights

Centennial Heights

Governor's Field

Bedford Square

Halifax North

CALL FOR PROPOSALS - DEVELOPMENT CONSULTANTS

This space to be used for appropriate graphic material, (photo, map, et .)

NOVA SCOTIA  
1968

CITY OF HALIFAX  
CANADA

- Appendix "A" - Relationship of the site to the Halifax Metropolitan Area
- Appendix "B" - Relationship of the site to the City of Halifax
- Appendix "C" - Relationship of the site to the North end of Halifax
- Appendix "D" - The Prison Lands site.
- Appendix "E" - Transit Routes
- Appendix "F" - Halifax zoning By-law and Map.
- Appendix "G" - Copy of Advertisement
- Appendix "H" - Other materials (a) Map of Nova Scotia  
(b) Promotional brochures, etc.

CITY OF HALIFAX

PRISON LANDS

CALL FOR PROPOSALS - DEVELOPMENT CONSULTANTS

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CITY OF HALIFAX  
PRISON LANDS

CALL FOR PROPOSALS - DEVELOPMENT CONSULTANTS

SECTION II

SECTION I - INSTRUCTIONS TO TENDERS

A. INTRODUCTION

This document constitutes the CALL FOR PROPOSALS-DEVELOPMENT CONSULTANTS - for approximately 28 acres of land in the northern portion of the City of Halifax, Nova Scotia, Canada.

The land for development and which is the subject of this CALL FOR PROPOSALS is owned by the City of Halifax. Inquiries should be directed to the Development Department, City of Halifax.

All inquiries respecting the Call are to be received in writing on or before April 19, 1968. Copies of questions and answers will be circulated by April 30, 1968.

Sealed Tenders clearly marked "PROPOSALS - DEVELOPMENT CONSULTANTS - PRISON LANDS", will be received by the City Manager, City of Halifax, Nova Scotia, Canada up to and not later than 5 P.M. Atlantic Standard Time, May 31, 1968. Tenders must be submitted in triplicate.

All proposals will be reviewed by Staff of the City of Halifax, together with any persons who may be required to assist Staff. The recommendations of Staff will be submitted to City Council for decision. The City reserves the right to reject all or any tenders or to accept a tender subject to modifications or alterations of PROPOSALS contained therein providing the modifications or alterations are acceptable to the Tenderer. Acceptance of a Tender by City Council shall be made in writing by the Mayor and the Clerk of the City of Halifax within 30 days of closing of Tenders.

All the information and other materials requested in this CALL FOR PROPOSALS - DEVELOPMENT CONSULTANTS - form a part of the Tender and must be provided by the Tenderer, signed under seal by authorized officers of the DEVELOPMENT CONSULTANTS and returned in triplicate.

C. THE AREA

The area, primarily residential, is mainly in single family housing with occasional duplexes and some apartments. A large percentage of the dwellings are of World War II vintage.

According to the 1961 Dominion Bureau of Statistics Census, 70 per cent of the dwelling units in the immediate neighbourhood are owner-occupied. The Census also shows that about three-quarters of the male wage earners received modest to high incomes. The immediate neighbourhood may be regarded as a middle lower middle income district.

D. ACCESS

The area is served by public transit, with seven trolley routes having terminals or stops in the vicinity. Three lines provide service directly to the site. A map of the City's transit routes is included as Appendix "F".

The two major arteries, Robie and Gutteridge Streets form the eastern and western boundaries of the site. Both connect to the heart of the City.

## SECTION II - SITE AND AREA CHARACTERISTICS

### A. INTRODUCTION

Halifax is the centre of a Metropolitan Area of 200,000 population. The growth over the ten-year, 1956-66, amounted to 34,000 persons or a 21% increase. Forecasts point toward a population of 400,000 by the year 2000.

### B. THE SITE

The property presently known as the Prison Lands is the last remaining large, essentially undeveloped tract on the Halifax peninsula. The land, owned by the City, comprises about 28 acres in three contiguous parcels; the City Prison, the Basinview Home and the former location of an abbatoir.

The Prison Lands property is located at the northern end of the City, commanding a superb view of Bedford Basin to the north and west and the Harbour and the Dartmouth side of the Narrows to the east. The site slopes gently towards the north for the most part and then fairly steeply at the northern and eastern extremities. A strip of shoreline lies between the Basin and the Prison Lands.

The geology and soil conditions of the property consist of bedrock with little overburden and some exposed rock.

Appendix "A", attached herewith, shows in plan the relationship of the site to the Metropolitan Area, Appendix "B", the site in relation to the City of Halifax, Appendix "C", the site in relationship to the north end of the City and Appendix "D", the site itself.

### C. THE AREA

The area, primarily residential, is mainly in single family housing with occasional duplexes and some apartments. A large percentage of the dwellings are of World War II vintage.

According to the 1961 Dominion Bureau of Statistics Census, 70 per cent of the dwelling units in the immediate neighbourhood are owner-occupied. The Census also shows that about three-quarters of the male wage earners received modest to high incomes. The immediate neighbourhood may be regarded as a stable, lower middle income district.

### D. ACCESS

The area is served by public transit, with seven trolley routes having terminals or stops in the vicinity. Three lines provide service directly to the site. A map of the City's transit routes is included as Appendix "F".

The two major arteries, Robie and Gottingen Streets form the eastern and western boundaries of the site. Both connect to the heart of the City.



SECTION III. GENERAL OBJECTIVES FOR THE DEVELOPMENT

The Narrows Bridge, a four-lane facility now under construction, will provide a second harbour crossing. The approaches to this Bridge will link up with a planned, limited-access artery, Harbour Drive, connecting the Narrows Bridge with the Central Business District. Both the Narrows Bridge and Harbour Drive will be easily accessible to the site. These are shown on Appendix "B" and "C".

E. UTILITIES AND OTHER FACILITIES

Public water and sewer mains about the site on both Gottingen and Robie Streets. These facilities are capable of serving the anticipated development.

There are a number of schools and churches in the vicinity. A modern post-secondary school, the Nova Scotia Institute of Technology, adjoins the site. These are shown on Appendix "C".

Since the predominant use of the site will be residential and since there is no existing housing and since in the City, the ultimate development should include a wide range of housing types both private and public. The distribution of apartment units, bachelor, one-bedroom, two-bedroom, three-bedroom, four-bedroom, etc. should strike a realistic balance between need and market conditions. A broad spectrum of rents, geared to various age groups, income levels and family size, should be encompassed within the project. With the shortage of land in the City and with the urgent need for housing, utilization of land for the greatest number of housing units conducive to family living and in harmony with the surrounding neighbourhood should be a prime objective.

SECTION III - GENERAL OBJECTIVES FOR THE DEVELOPMENT

Development of the Prison Lands is envisaged as basically residential, with appropriate ancillary uses and amenities including convenience commercial facilities, public recreation and open areas, a possible school and other community facilities.

The development should create a stable, high-quality, residential neighbourhood planned within the context of existing and potential long-range development of the north end of Halifax. The primary objective of the City is the securing of a worthy development. The development should, when completed, be a safe and healthful neighbourhood with environmental amenities, structural durability and livability so that the use and continued maintenance of land within the project area will have the greatest impact for community betterment.

Since the predominant use of the site will be residential and since there is an acute housing shortage in the City, the ultimate development should include a wide range of housing types, both private and public. The distribution of apartment units; bachelor, one-bedroom, two-bedroom, three-bedroom, four-bedroom, etc., should strike a realistic balance between need and market conditions. A broad spectrum of rents geared to various age groups, income levels and family sizes should be encompassed within the project. With the shortage of land in the City and with the urgent need for housing, utilization of land for the greatest number of housing units conducive to family living and in harmony with the surrounding neighbourhood should be a primary objective.

necessary resources; alternative methods of assembly such as a team or supplement their own. Included should be persons qualified in the following: urban design, engineering, land surveying, architecture, real estate appraisal, land development, planning, finance, economics, sociology, law, and quality surveying, cost estimating, construction and project management.



SECTION IV - DEVELOPMENT CONSULTANTS - ROLE AND SCOPE OF SERVICES

Halifax' Development Department staff would, under normal circumstances, undertake development of the Prison Lands. However, the numerous other urgent assignments now facing the City make it necessary to seek the services of DEVELOPMENT CONSULTANTS.

In recognition of the scale and magnitude of the task, the opportunities presented, and the expertise required, the City of Halifax is therefore inviting DEVELOPMENT CONSULTANTS to participate in development of the area. This is being done by calling for proposals from interested parties. The successful tenderer will, under contract, prepare an action-oriented programme covering a general plan for the area, a detailed development plan for the site, and a procedure for implementation.

Tenders received will be judged on the competence of the DEVELOPMENT CONSULTANTS, as revealed by their background, qualifications, experience, and to the suggested approach to planning and development of the subject lands. It is intended that the land which is available for development will be disposed of according to terms to be prepared by the DEVELOPMENT CONSULTANTS and agreed to by the City.

The DEVELOPMENT CONSULTANTS will, of course, work very closely with City Staff for the duration of the undertaking. The DEVELOPMENT CONSULTANTS should comprise a team capable of planning the development and advising as to its implementation.

The DEVELOPMENT CONSULTANTS may already have the necessary resources; alternatively, they may assemble such a team or supplement their existing team. Included should be persons qualified in the following: planning, urban design, engineering, land surveying, architecture, real estate appraisal, land disposal and marketing, finance, economics, sociology, law, transportation, quantity surveying, cost estimating, construction, and project management.

C. DENSITY AND INTENSITY OF DEVELOPMENT

The Prison Lands property is now zoned R-2. It is anticipated that the area will be rezoned to R-3 urban zone, with a maximum overall gross density of 125 persons per acre. The DEVELOPMENT CONSULTANTS may, based on appropriate study, recommend modifications. A copy of the Halifax Zoning Map and Zoning By-law, containing R-3 zone regulations, is attached as Appendix "F".

## SECTION V - GENERAL PLANNING REQUIREMENTS

### A. AREA PLAN

The DEVELOPMENT CONSULTANTS will be required to prepare a plan in conceptual form, for the north end of the City, covering at minimum, all the area bounded by the Basin on the north, the Harbour on the east, Duffus Street on the south, and Kempt Road on the west. Additional area may be included if deemed appropriate by the DEVELOPMENT CONSULTANTS. The north end of the City is shown on Appendix "C".

The area plan must include recommendations with regard to the following:

- (1) The so-called "Industrial Mile" - future possibilities for development.
- (2) The City Dump - selection of a feasible alternate site, or a method of disposal which will eliminate the existing eyesore and nuisance and create new land.
- (3) Public Waterfront Recreation - designation of a location suitable and accessible for public waterfront recreation along the shore of the Basin.
- (4) The Narrows Bridge and Harbour Drive - effect of these facilities on the traffic and transportation pattern of the area and site.

### B. PHASING OF DEVELOPMENT

It is anticipated that the Prison Lands will be developed in stages. The last stage will involve the land now occupied by the City Prison and Basinview Home. These two functions will be relocated by 1970. The phasing of development and development standards are to be specified in the site development plan to be prepared by the DEVELOPMENT CONSULTANTS. The DEVELOPMENT CONSULTANTS will also be required to prepare documents for disposal tenders to be called on each phase of the project, and advise the City on the following: selection of disposal tenders; associated legal documents; and on compliance with approved plans.

Division of the site into parcels is desirable to permit diversity of design and financial participation.

### C. DENSITY AND INTENSITY OF DEVELOPMENT

The Prison Lands property is now zoned R-2. It is anticipated that the area will be rezoned to R-3 outer zone, with a maximum overall gross density of 125 persons per acre. The DEVELOPMENT CONSULTANTS may, based on appropriate study, recommend modifications. A copy of the Halifax Zoning Map and Zoning By-law, containing R-3 zone regulations, is attached as Appendix "F".



D. RETENTION OF THE CITY PRISON BUILDING

Consideration should be given to the retention of the City Prison building, which may, with relatively inexpensive modifications, be architecturally and functionally suitable for uses in harmony with the development; for example, a community recreation hall, day-care centre, cultural facility, etc.

E. PUBLIC TRANSIT

There are public transit routes along Gottingen and Robie Street, which form the eastern and western boundaries of the property. A requirement of development is the arrangement for public transit to serve all the major buildings, preferably with transit stops protected from the weather.

The present routing of public transit conveyances may require some alteration to serve the Prison Lands through the use of additional turnarounds, etc. It will be essential, therefore, for the DEVELOPMENT CONSULTANTS to liaise with the Nova Scotia Light and Power Company - Transit Division to ensure that public transit can be adequately provided to each major building immediately upon its completion.

F. AREA TO BE RESERVED FOR A SCHOOL AND RECREATION SITE

Sufficient land should be reserved for a school and public recreation area. At present, most of the classrooms of the neighbouring schools are filled to capacity and, depending on the character of development, additional school facilities may be required.

G. WATER, SEWERAGE, STREETS, AND OTHER PUBLIC WORKS

1. Water Mains - The Public Service Commission will be responsible for the construction of any and all new water mains on the Prison Lands and for the relocation of any existing mains as required. Details will have to be agreed to between the DEVELOPMENT CONSULTANTS and the Commission.
2. Sewerage, Streets, Curbs, Gutter, Sidewalks, and Open Space - DEVELOPMENT CONSULTANTS are expected to plan the development so that the costs of any and all on-site sewerage (both sanitary and storm), internal streets, curb, gutter, sidewalks, and open spaces will be absorbed by the development itself and will be deeded to the City upon completion of the development for ownership and maintenance. All such works must be in conformance to applicable standards of the City of Halifax.

Any private roads, pedestrian ways, or other means of access, ingress, or egress will be the responsibility of the developers for construction and maintenance. Landscaped areas and open spaces should be clearly defined as to their function, and either form part of the development or be designated as an amenity for the general public and conveyed to the City, if found acceptable, for public use.