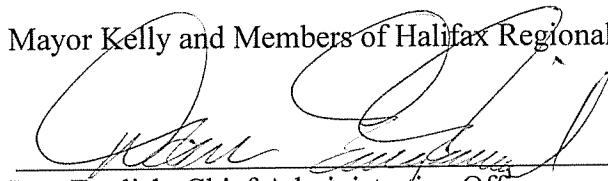
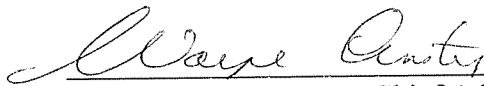


**Halifax Regional Council**  
**February 27, 2007**  
**Committee of the Whole**

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

**SUBMITTED BY:**

  
Dan English, Chief Administrative Officer

  
Wayne Anstey, Deputy Chief Administrative Officer - Operations

**DATE:** February 15, 2007

**SUBJECT:** Joint Public Lands Plans - Capital District

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**ORIGIN**

On June 15, 2005, Regional Council approved a Memorandum of Understanding between HRM and the Province of Nova Scotia, to proceed with joint public lands plans respecting the Grand Parade/ Province House and the Spring Garden/Queen Street areas.

**RECOMMENDATIONS**

It is recommended that Council:

1. Adopt in principle the Joint Public Lands Plans respecting the Grand Parade/ Province House and the Spring Garden/Queen Street areas and direct staff to develop and execute an updated Memorandum of Understanding between HRM and the Province for the implementation stages of the Plans.
2. Authorize HRM staff to enter into negotiations with the Province for the transfer of the Infirmary site to HRM in return for the Truscan (former Birk's) site and other such lands as may be necessary to make the exchange of equal value.
3. Designate, in principle, lands at the corner of the Spring Garden/Queen Street as the preferred site for a new HRM Central Public Library.
4. Authorize HRM staff to proceed with developing a call for proposals for the future development of the Spring Garden/Queen Street (including the Clyde Street Parking Lots) lands and a building program for a new Central Public Library in accordance with the principles set out in the Spring Garden/Queen Street Plan.
4. Relocate parking from Grand Parade to the Truscan site by the start of the new fiscal year on April 1, 2007.

## **BACKGROUND**

Over the past eighteen months, staff from HRM's Capital District and the Province of Nova Scotia's Department of Transportation and Public Works have been working with their consultants on these two high-profile Public Lands Plans within the Capital District. These projects have enjoyed a high level of cooperation and support from senior staff at the Province and HRM both in terms of the great importance of the visions for these civic precincts and the continued cooperative interest in seeing this work move to the implementation stage.

During that period, numerous public consultation events were hosted on these Public lands Plans, attracting hundreds of participants from residential, retail, and business communities, as well as citizens throughout the region. Citizen Advisory Committees were appointed for both projects, and provided invaluable advice to staff and to the project consultant teams throughout the process. Special sessions were hosted with representatives from a range of interest groups including community leaders, elected officials at two levels of government, government employees at three levels of government, development industry stakeholders, recreation and events leaders, and design professionals. Two well attended week long design forums were held in the Spring Garden Road area during January and March, 2006 for the Spring Garden/Queen project. Similarly two design forums were held for the Grand Parade/Province House project with sessions at both City Hall and Province House during April and June, 2006.

The style of the public consultation was quite unique in HRM in that participants took a highly hands-on role in physical design - both in the architecture of buildings, and in the urban design of the public realm. To achieve this, a highly interactive participatory process was designed in which extensive use was made of scale models, three-dimensional and perspective drawings, and numerous intensive design workshops in which participants were encouraged to use markers to draw their ideas on downtown maps. Throughout, a highly graphic and compelling style of communication was employed.

The projects are now complete, and the two Plans have been endorsed by the Provincial Cabinet. (Please see Attachment #1) This report provides an overview of the findings and recommendations for consideration by Council.

### **Spring Garden Road/Queen Street Area Public Lands Plan**

The Spring Garden Road/Queen Street Area Public Lands Plan coordinates the objectives of the various land owners, stakeholders, business and residential interests; explores the potential for new public facilities such as a Central Library and a Justice Centre; examines synergies such as shared facility opportunities, and; balances future land use objectives with the goal of creating a livable, vibrant, attractive urban precinct. Through comprehensive urban design guidelines the Plan gives direction to the type and form of future redevelopment within the study area, ensuring that it is consistent with the vision for the Capital District, with the goals of the Regional Plan, and with the policies of the Spring Garden Road Secondary Plan.

### **Grand Parade/Province House Joint Public Lands Plan**

The Grand Parade/Province House Joint Public Lands Plan provides direction for the enhancement of the Grand Parade and Province House grounds, and presents design guidelines for the redevelopment of the Truscan site. The Plan also recommends urban design improvements toward the provision of safe, convenient, attractive connections between these

important sites, and makes recommendations for the parking needs for City Hall and Province House. The Plan also explores the municipal and provincial interests in a new public building on the Truscan site which would further define the area as a legislative precinct, and serve as an example of high quality redevelopment within the historic fabric of downtown Halifax. The Plan outlines a range of strategies for the Dennis Building as it relates to the development of the Truscan site.

These two Public Lands Plans are flagship projects for the Municipality's urban design initiatives and herald a renewed cooperation between HRM and the Province of Nova Scotia. While the lead consultants for each project were local firms, high profile national urban design firms were also on the project teams. They brought with them a bounty of experience in both the technical side of urban design and place-making, and in the field of public and stakeholder consultation. The strength of these Plans is that the ideas they contain were provided by HRM residents and stakeholders, and that those ideas were given physical form by highly talented urban design professionals.

The findings and recommendations of the two joint Public Lands Plans have been coordinated with both the Regional Plan and the Regional Centre Urban Design Study (HRM by Design). Further, the joint Public Lands Plans are consistent with, and supportive of the HRM Cultural Plan and the HRM Economic Development Strategy, both of which place strong emphasis on the importance of good urban design in creating attractive, sustainable, and prosperous communities. Finally, the Plans directly support the *Community Development* Council Focus Area.

## **DISCUSSION**

The two joint Public Lands Plans contain a number of recommendations that are identified for either short-term implementation (one to two years), or long term implementation (three + years). The Plans' recommendations are directed toward creating a vibrant, attractive, memorable, functional and prosperous downtown. The recommendations fall into three categories: 1) MPS/By-law amendments, 2) capital investment, and 3) land transactions. The complete set of study recommendations are, of course, contained in the reports themselves which were distributed to members of Council on January 12, 2007. The recommendations are summarized as follows:

### **MPS/By-law Amendments**

Overall the Plans' recommendations are consistent with current plan policy, but provide greater detail on architecture, urban design and place-making. However several MPS/By-law amendments will be required to enable implementation of some of the recommendations. These amendments have been vetted by Planning and Development staff and have been found appropriate and desirable from their point of view. Of course these amendments will be subject to a public process at a later date, and will be returned to Council for approval in a subsequent staff report. A summary of the required amendments is provided here, not for approval, but rather to illustrate the changes being contemplated:

- i. On the Proposed Central Library Site:
  - An increase in required building setback from Spring Garden Road, so the building setback of a new Library will match the existing setback of the neighbouring School of Architecture building, and public amenity/event space can be provided in front.
  - A change in permitted land use designation to allow institutional uses (currently only mixed commercial-residential is permitted).
- ii. On the Existing Memorial Library Site:
  - An amendment requiring the existing Memorial Library open space to be maintained and kept in public ownership.
  - An amendment permitting redevelopment on the Memorial Library site to occur only within the existing building structure, and to allow a single story rooftop addition provided it is stepped back.
  - A change in land use designation on the existing Memorial Library site to allow commercial/retail uses within the existing structure. (Currently zoned park-institutional.)
- iii. On Clyde Street:
  - An increase in the required building setbacks on the north side of Clyde Street to permit a wide axial pedestrian way between Victoria Park and the proposed Infirmary site park.
- iv. On Queen Street:
  - Require building step-downs along the Queen Street frontage of the Infirmary site to preserve sky view and natural light in the street.
- v. On Morris Street:
  - Require building step-downs on the Morris Street end of the Infirmary parcel to ensure a transition in building height from the taller commercial use to the north, down to the lower height residential uses south of Morris Street.

Staff is asking Council to adopt the two Public Lands Plans in-principle, and to give direction to staff to develop and execute a Memorandum of Understanding between HRM and the Province for the implementation phase of the projects. Adopting the Plans is important because the urban design principles and development concepts contained within them will have an enormous positive impact on the quality of architecture and the public realm in our downtown. The public, through intensive consultation over an extended period of time, have developed a sense of ownership of these studies, and there is an elevated level of support for them, and expectation that they will be implemented. The updated MOU is necessary to ensure that both levels of government continue to work together and in support of each other as these studies are implemented. It will formalize the HRM/Province cooperation as the two levels of government advance efforts toward improving the appearance and functionality of the downtown, while ensuring that the strategic needs of both parties are met.

#### Capital Improvements

These recommendations are for projects/expenditures that will be funded through the business planning/capital budget process at a later date. This includes such projects as a new public park on the Infirmary site at the intersection of Clyde Street; narrowing the roadway width adjacent to

the Infirmary site by seven (7) feet to match its width to the roadway in the blocks to the north and south, thereby creating more generous sidewalks/building setbacks on the east side of Queen Street; implementation of the "Bellevue District" pedestrian sub-area as described in the Plan; public realm improvements to the Grand Parade, Province House, and the George Street/Carmichael Street axis; enhanced pedestrian realm on Granville Street in the Province House block; and long term parking facilities for users displaced from the Grand Parade and Province House.

It should be noted that some of the streetscape improvement concepts illustrated in the Grand Parade/Province House Plan will require further study and greater design resolution than what was possible within the scope of the project. The improvements shown in the Plan are conceptual at this point, and HRM and Provincial staff will collaborate in refining them into buildable projects. The need for further resolution of technical design does not detract from the soundness of the concepts, nor from the citizen and stakeholder support they received during consultation.

#### Land Transactions

Between HRM and the Province: Critical to the successful implementation of the two Joint Public Lands Plans is a transaction between HRM and Province that will facilitate a comprehensive redevelopment of the Spring Garden Road/Queen Street/Clyde Street area and the future construction of a Central Public Library on the corner of Spring Garden Road and Queen Street, and the construction of a Provincial office structure on the Truscan site. With this staff report HRM staff are seeking direction to immediately commence negotiating with the Province to facilitate such a transaction.

For HRM-owned lands within the Spring Garden/Queen study area: HRM is in a strong position to leverage its ownership of these lands into funding for major public facilities and public realm improvements, and such options should be carefully studied so that no opportunity for public benefit is missed. The Plan recommends a close examination of all such option as they relate to the two Clyde Street lots, the new central library, the Infirmary mid-block site, the existing Memorial Library structure, and all recommended public realm improvements. Examination of these development synergies will come in the form of a detailed real estate development analysis conducted by a private sector consultant, for which staff, with the approval of Council will issue an RFP in the short term.

A land transaction between HRM and the Province that puts the Truscan site in Provincial ownership and the Infirmary lands in HRM ownership for a new library is the lynchpin of these studies. Staff at both levels of government have studied this concept and have found it in keeping with their respective long-term strategic land needs. Upon Council's endorsement of this concept, a staff report to HRM Council discussing options for this land transaction will be forthcoming, as will greater detail on the building program and funding requirements for the new Central Public Library.

#### Relocate Parking From Grand Parade to the Truscan Site:

Based upon extensive public consultation, numerous stakeholder interviews and workshops, the overwhelming direction received by the project team is to relocate parking from Grand Parade to the Truscan Site as soon as possible and the Grand Parade/Province House Area Public Lands Plan reflects this sentiment. A date of April 1, 2007 is suggested as the deadline for parking in the Grand Parade.

If Council adopts the recommendations in this staff report, the next steps will be:

- HRM and Provincial staff will reach an agreement on a land transaction, and HRM staff will bring it to Council for approval.
- Halifax Public Libraries will issue a Request for Proposals to develop the programmatic requirements for a new Central Library, and the award for that tender will be made by Council.
- HRM staff will issue a Request for Proposals for the development of a real estate pro forma that will indicate the extent of public amenity (i.e. contribution to new library, public open space improvements, etc.) that can be leveraged from the development of HRM-owned lands in the Spring Garden/Queen study area by a private developer. The award for this tender will be made by Council.
- The process of making the MPS and by-law amendments recommended in the Joint Public Lands Plans will be undertaken by HRM staff, and will return to Council for approval.
- Undertake identifying a suitable designer for the Library and a developer for the other parcels within the Spring Garden/Queen study area. The process and award will be approved by Council.

### **BUDGET IMPLICATIONS**

By adopting the two Joint Public Land Plans in principle, Council would not be approving any budget allocations. All items contained in the specific items found in the Plans would come back to Council for approval through the Business Plan/Budget process.

The recommendation respecting the proposed land exchange is specifically subject to the condition that the exchange be for a package of parcels of equal value. Therefor there would be no loss of value to HRM as a result of such an exchange.

There would be a loss of municipal revenue from the sale of parking passes of \$48,300 annually as a result of the relocation of parking in the Grand Parade to the Truscan site. However, on the completion of the conveyance of the Infirmary site to HRM, HRM will begin collecting the revenue from the existing surface parking on that site, which will exceed the revenues currently generated by parking on the Truscan site.

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

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

### **ALTERNATIVES**

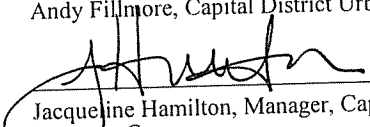
1. Accept the Public Lands Plans and subsequent recommendations as presented.
2. Accept the Public Lands Plans with such change as Council may direct and direct staff to attempt to negotiated. These changes to the HRM/Province MOU. This is not recommended
3. Reject the Public Lands Plans. This is not recommended.

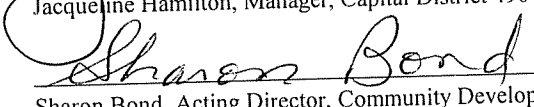
**ATTACHMENTS**

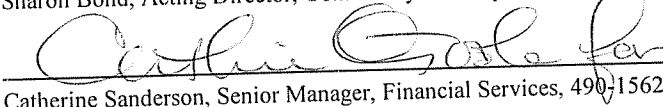
1. Provincial letter of endorsement for Public Lands Plans.
2. Executive Summary From The Grand Parade/Province House Plan
3. Executive Summary From The Spring Garden Road/Queen Street Plan
4. Hard copies of both consultant reports were distributed to Council on Friday, Jan. 12, 2007

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

Report Prepared by: Andy Fillmore, Capital District Urban Design Project Manager, 490-6495

Report Reviewed by:   
Jacqueline Hamilton, Manager, Capital District 490-5685

Report Approved by:   
Sharon Bond, Acting Director, Community Development, 490-4800

Finance Approval:   
Catherine Sanderson, Senior Manager, Financial Services, 490-1562

**ATTACHMENT #1 - Letter of Provincial Endorsement**



**Public Works**  
Executive Director

1672 Granville Street  
5<sup>th</sup> Floor, Johnston Bldg.,  
P.O. Box 186  
Halifax, Nova Scotia  
B3J 2N2

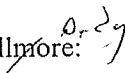
Bus: 902 424-5731  
Fax: 902 424-0583  
email: [lusk@gov.ns.ca](mailto:lusk@gov.ns.ca)

Our File Number:

February 8, 2007

**Sent via FAX**  
490-5730

Andy Fillmore  
Project Manager  
Urban Design  
Halifax Regional Municipality  
P.O. Box 1749  
Halifax, NS B3J 3A5

Dear Mr. Fillmore: 

**RE: Joint Lands Planning Project**

Further to our recent conversation, I would like to clarify our understanding on this project.

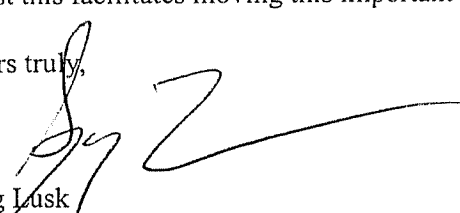
Recently Transportation & Public Works presented the summary report and the two lands use plans to Government for information.

At that time we requested and received authority to:

1. Adopt, in Principle the two Public Lands Plans,
2. Enter into negotiations with HRM to transfer the Infirmary site to HRM in return for the Truscan site and other such lands as may be necessary to make the exchange of equal value, and
3. Commence discussions with HRM staff to examine options for accommodating HRM and Provincial parking needs on the Truscan site.

I trust this facilitates moving this important project ahead in a timely fashion.

Yours truly,

  
Greg Lusk

/mal

cc: David Darrow, Deputy Minister TPW  
Donald Sutherland, Director Real Property Services, TPW



## ATTACHMENT #2

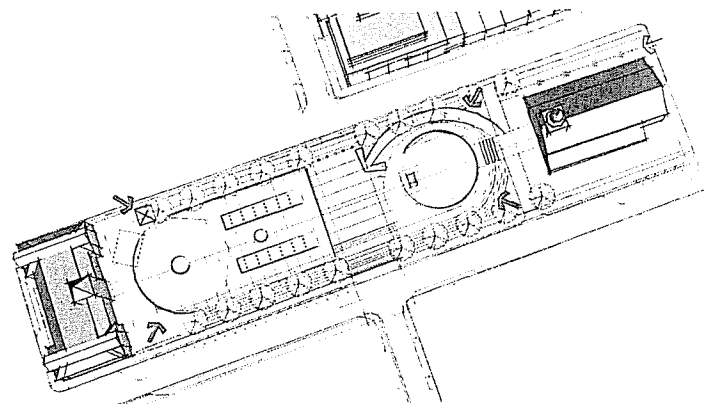
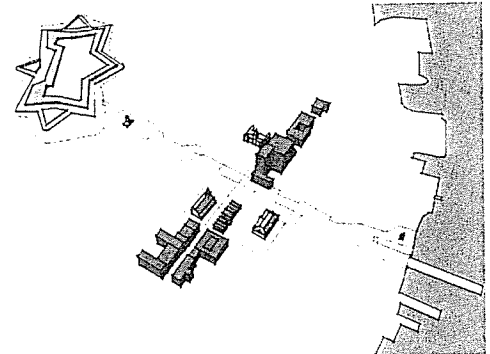
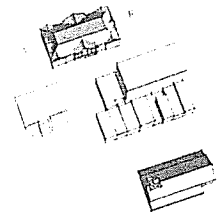
The Grand Parade / Province House Area Joint Public Lands Plan is jointly funded by the Halifax Regional Municipality and the province of Nova Scotia to look at lands under their ownership in the downtown core of Halifax. Specifically the project is to look at the municipal and provincial properties around the Grand Parade and Province House.

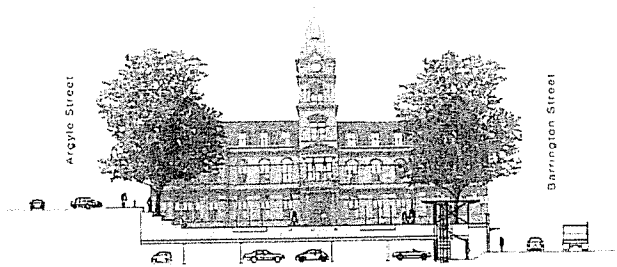
The study area is a special place within the city fabric of HRM. The project promotes and guides future development toward the creation of a vibrant Capital City Precinct that integrates governmental functions with pedestrian and civic uses. The report describes design principles for the development of the study area, presents individual programs and design briefs for Province House, Grand Parade and Birk's/Truscan site, and provides suggestions for implementation of the plan.

The creation of a green linear park connecting the waterfront and the city is a powerful concept that emerged from the consultations and workshops associated with the project. "Heritage Hill" could be a memorable landmark within the downtown area creating an attractive walking route connecting important civic places such as the waterfront, the Nova Scotia Art Gallery, Province House, the Grand Parade (including City Hall, St. Paul's Church, and the cenotaph), the World Trade and Convention Centre (WTCC), and the Citadel.

The redesigned Grand Parade, the redeveloped Birk's / Truscan site, and the invigorated Province House grounds are hung off this civic axis and function as a cohesive urban district while each maintaining a characteristic significance in their own right.

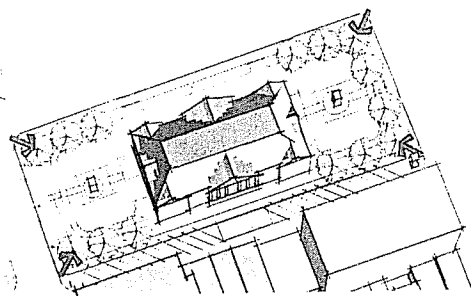
The two-layered redesign of **Grand Parade** proposes turning the square into a vibrant urban plaza above and a parking garage below ground. An unobstructed hard surface events plaza, allowing for greatest possible flexibility to accommodate a wide range of event uses is created in front of City Hall. All design elements, such as in-ground fountains with fiber optic lighting and a removable skating rink enable the plaza to change its character with the seasons. A smaller area around the Cenotaph will serve quieter more dignified ceremonial functions. Special



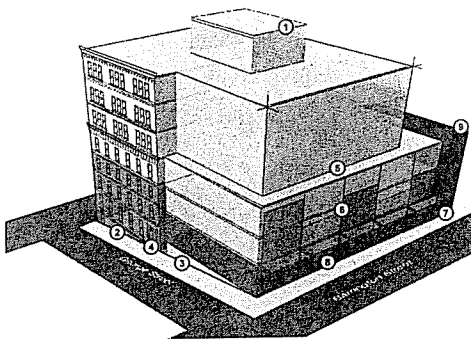


emphasis was placed on a dramatic increase of passive seating opportunities and viewing areas for major events with the creation of grassed terraced steps wrapping around the rising edge of the plaza. Stairs in the north-east corner will improve pedestrian access. The creation of a small kiosk will provide access to the underground parking and provides a venue for increased casual use. Encompassing streets are reclaimed as part of the public realm by re-thinking traditional street layout and giving pedestrians precedence while at the same time ensuring the flow other modes of transportation.

The plan for the area creates spaces accessible, integrated, and responsive to the needs of all users. The redesign of Grand Parade and the accompanying events guidelines ensure maximum flexibility of the plaza and are intended to maintain a healthy balance between organized and spontaneous public use that is true to its public 'ownership' purpose.



The need to reinforce the **Province House's** position as a remarkable landmark within the fabric of downtown Halifax and all of HRM has emerged. -To do this, the uniqueness of the building should be emphasized and its setting should be made as distinctive as possible. Tangible improvements to the Province House grounds, such as the installation of additional flags and the night-time lighting should be undertaken immediately to increase the presence of the building in the historic core of the city. Ultimately, a garden should be developed on the northern side of the building to tie the site into the George/Carmichael civic corridor. For improved pedestrian connectivity the fencing at the four corners of the block should be removed to create unimpeded gateways into the grounds.



The **Birk's / Truscan Site** includes the existing parking lot between Barrington and Granville Streets at George Street, and the present Hansard (Acadian Recorder) and Dennis Buildings. The Province and HRM must resolve the ultimate ownership of the Birk's / Truscan site. A detailed heritage value assessment of Dennis Building should be undertaken. Subsequent to selecting one of the redevelopment options outlined in this report, the program for space use within the new building can then be determined and an architecture firm be selected to carry out the design based on the design guidelines outlined in this study.

The suggestions of the Grand Parade/Province House Area Joint Public Lands Plan ensure long term sustainability by providing public spaces and building environments that meet the needs of current users while leaving a legacy for future generations.

## EXECUTIVE SUMMARY

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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