



PO Box 1749  
Halifax, Nova Scotia  
B3J 3A5 Canada

Item No. 8.2

Committee of the Whole  
August 11, 2009  
Halifax Regional Council  
September 8, 2009

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

**SUBMITTED BY:**

A handwritten signature in black ink, appearing to read "Sue Uteck", written over a horizontal line.

Councillor Sue Uteck, Chair  
Peninsula Community Council

**DATE:** August 6, 2009

**SUBJECT:** Bloomfield Master Plan

### ORIGIN

Peninsula Community Council Meeting of February 9, 2009.

### RECOMMENDATION

It is recommended that Regional Council approve the Bloomfield Master Plan in principle, as the guideline and framework for the future planning and development of the Bloomfield property; and achieve the objective within one year.

**BACKGROUND**

At the February 9, 2009 meeting of Peninsula Community Council staff provided a presentation on the results and recommendations of the Bloomfield Master Plan. Community Council endorsed the staff recommendation with a further recommendation that the objective be achieved in one year.

**BUDGET IMPLICATIONS**

Please see Budget Implications section of the attached staff report dated January 26, 2009

**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**

Please see Alternatives section of the attached staff report dated January 26, 2009.

**ATTACHMENTS**

Attachment 'A' - Staff report dated January 26, 2009.

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

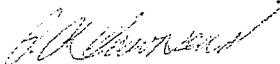
Report Prepared by: \_\_\_\_\_  
Sheilagh Edmonds, Legislative Assistant



PO Box 1749  
Halifax, Nova Scotia  
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Peninsula Community Council  
February 9<sup>th</sup>, 2009

**TO:** Peninsula Community Council

**SUBMITTED BY:**   
Phillip Townsend, Assistant Director Infrastructure & Asset Management

**DATE:** January 26<sup>th</sup> 2009

**SUBJECT:** Bloomfield Master Plan Results and Recommendations

#### ORIGIN

- May 2008 - "Property Matter Less than Market Value Lease Renewals: Bloomfield Centre"  
Regional Council approves staff recommendations for interim tenancy pending results of the Bloomfield Master Plan
- February 2007 - Regional Council approves In Camera recommendations with respect to "Property Matter: Bloomfield Centre Review Project: Tenancy Plan"
- October 2006 - Regional Council endorses Bloomfield Tenancy Plan - Phase I Bloomfield Property Review
- July 2006 - Regional Council endorses Bloomfield Review Project - Phase II Report and directs staff to pursue Phase III - Bloomfield Master Plan

#### RECOMMENDATION

1. It is recommended that Regional Council approve the Bloomfield Master Plan in principle, as the guideline and framework for the future planning and development of the Bloomfield property.

## BACKGROUND

The Bloomfield site is a 3.76 acre municipally owned property located in the North End of Halifax. The property is bordered by Almon, Agricola, and Robie Street with Fern Lane abutting the centre of the south property boundary of the site. (Attachment A) The property is centrally located on the Peninsula near major urban services and infrastructure and within an area of increasing development activity including small residential and commercial improvements and the recently constructed Gladstone Ridge development. Currently on the site are three former school buildings which were transferred to the City of Halifax in 1985 after being deemed surplus by the school board. The buildings total 90,000 square feet of floor area and include the Bloomfield Building (c.1971) at 45,000 sq. feet the Commons building (c.1919) at 22,500 sq. feet and Fielding building (c.1929) at 22,500 sq. feet. While the two older buildings are not registered heritage buildings they are considered to be historically significant and culturally valuable to the community.

The Bloomfield complex operated under the former City of Halifax for the delivery of social services as well as recreation programming for seniors and persons with disabilities. With the service exchange between HRM and the Province at amalgamation the municipality was no longer responsible for social services. Coinciding with a period of difficult municipal financial times, low rent tenants, many of which were not part of the municipal mandate, were given leases in the buildings in an effort to offset operating costs. HRM continued to have some direct presence through the delivery of community recreation programs:

Currently HRM's Community Recreation Services manages the Bloomfield Community Centre, in the Bloomfield building. This includes management of multi-purpose space and the gymnasium which is largely used by groups and teams outside of the immediate neighbourhood. This building also currently houses a small portion of HRM's Community Development staff and six non-profit tenants Council approved as meeting a municipal mandate. The Commons and Fielding buildings are currently vacant (with the exception of the Ecology Action Centre Bike Again program) and have remained so pending the results of the master plan process. Upwards of \$8 million in capital upgrades are needed to bring the three buildings to a reasonable standard of use. The Bloomfield facilities have accommodated a variety of community-based programming and tenants (non-profit, public and for-profit) and in this respect have filled a need for low-rent space within the community. However, the facilities have largely operated without a clear connection to HRM's programming and service mandate and without a clear operating and asset management strategy.

In 2002 the HRM began a review process to examine the property against a.) organizational and community programming mandate and priorities b.) risk management and c.) chronic under-capitalization. This review deemed the property in its current form and use to be economically and environmentally unsustainable. With annual operating costs of over \$366,266 (not including recreation program delivery) and significant capital requirements, the need to develop a master plan and vision for the future use and development of the property is critical.

Council undertook a multi-year review of the Bloomfield Property which has included:

- ⊗ a review of facility uses including tenancy, group and individual use of facilities, and a review of recreational programming and service delivery on the site
- ⊗ an understanding of how uses and activities link to and support the municipal mandate with respect to community program and service delivery
- ⊗ a study of the quality and condition of the lands, buildings and amenities on-site and how the facilities enhance or restrict community programming and service delivery
- ⊗ community and stakeholder engagement to determine what programs and uses might be needed or of interest to the surrounding neighbourhood and community
- ⊗ a review of building condition and order of magnitude costs to recapitalize the three buildings

Key findings from earlier phases of the property review process have set the objectives for the Bloomfield Master Plan and have provided important structure and guidance to the planning process.

With Council's directive to develop a Master Plan for the Bloomfield property the planning team and community were guided by the following objectives in considering an appropriate redevelopment concept:

- ⊗ explore a balance between redevelopment and adaptive reuse of the property
- ⊗ maximize opportunities to foster cultural vitality enhance heritage value of the property
- ⊗ the property is to be a catalyst for community and economic development locally and regionally
- ⊗ the future development must be economically feasible, affordable, and sustainable for the Municipality, the community and the market
- ⊗ a development that is shaped by regional planning objectives including opportunity for a mixture of uses, strong urban design, and community and cultural development opportunities
- ⊗ future community programming on the site will be determined and shaped by HRM's Community Development mandate and strategic priorities
- ⊗ maximise private sector and community partnerships for the physical development and long-term management and operation of the site

### **Master Plan Process & Engagement:**

In May 2008, through HRM's RFP and procurement process, a planning & design consultant and economic analyst were hired to work with staff and community to develop the Master Plan. The resulting plan has been developed with key input from the community at large, the Bloomfield and North-End neighbourhood, and internal and external stakeholders. All input from the public has been carefully considered and consolidated to achieve a Plan that is balanced and broadly supported.

### **Public & Stakeholder Engagement:**

Over the nine month planning process staff placed effort on ensuring that internal and external stakeholders were involved at key points. This involved several committee meetings and project briefings with Real Property Planning staff and consultants.

A Project Steering Committee made up of various internal HRM interests (including key divisions from Community Development, Infrastructure & Asset Management, and Transportation & Public Works were involved to ensure program mandates and operational priorities were aligned

A Community Advisory Committee made up of the Councillor for District 4, neighbourhood residents, community groups, and local business was established at the start of the project through an open call for participants. This Committee provided advice and feedback on key aspects of the Plan from a broad community perspective.

A Broad Public Engagement Process included two design workshops, two open houses, project web-site for written feedback and information, focus group meetings, and ongoing input and guidance from the Bloomfield Community Advisory Committee. This level of engagement was key in gaining feedback from a broad sector of people interested in the future of the Bloomfield property and ensuring the Plan is collectively supported by public stakeholders.

While all input throughout the process was essential in shaping the recommendations, the results from a Public Open House held in December played an important role in shaping the final recommended development option. (Attachment F) This Open House allowed the Plan to be vetted through the public eye and influenced final decisions with respect to the built form and programming concept.

## **DISCUSSION**

The Bloomfield Master Plan describes a vision and conceptual framework for the physical development, programming/use and financial approach to the Bloomfield site (Attachment B). The framework outlined in the Master Plan lays important groundwork and objectives for future detailed planning including MPS policy amendments and development negotiations. The Plan also articulates expectations for developers and provides guidance to HRM in evaluating and selecting future development and operating partners. As a framework it provides a direction to move forward, however, as with all redevelopments there is a level of uncertainty as to market forces, commercial and residential uptake, and the ability to find the right kinds of private and community developers. Therefore the plan must be flexible enough to allow for these uncertainties.

### **Analysis & Recommendations:**

The Master Plan establishes a vision for the site and recommends a mixed-use development centred around a concentration of community-based recreation and arts and culture facilities and open space. The Plan shapes the site as a node and destination for arts and culture and community development and recognizes a significant opportunity to invest in the site as a catalyst for achieving walkable, efficiently serviced and connected neighbourhoods and for residential densification and housing diversity. (Attachment C & D) The Vision and development concept for Bloomfield is one that builds on and enhances the character and diversity of the North-End neighbourhood as a developing urban community.

### **Bloomfield Vision:**

The community vision for the Bloomfield property is articulated as follows:

*“Bloomfield is a dynamic hub where community, cultural, social and economic activities converge. Good urban design, sustainable practices, and social and cultural innovation result in buildings, public open spaces, and activities that together support a diverse and vibrant community and address its varied interests and needs.”*

This Vision and the recommended development framework reflects several objectives and priorities under HRM’s Regional Plan, HRM-by-Design, Cultural Plan, Economic Development Strategy and Community Facility Master Plan. The proposed redevelopment will act as an important catalyst in shaping the revitalization of the North-End and Halifax Peninsula and will respond well to demographic and development trends. The vision also reflects the key principles that have been established to help guide future planning and development processes and decisions.

The recommended development concept stems from an examination of three (3) development scenarios which were created early on the planning process and analysed using basic urban design, community development and economic objectives. The three options varied in development density and intensity, degree of public amenity on site and considered the feasibility of keeping or removing the largest school building. All development options factored in the retention and adaptive reuse of the two heritage buildings following an overwhelming desire in the community to reinvest in these heritage assets. Further analysis and public and stakeholder consultation has led to a preferred development option as recommended in the Bloomfield Master Plan.

**The development option being recommended to Council through the Master Plan is considered to be an economically balanced and strategic use of urban lands and public assets.**

In approving the development framework outlined in the Master Plan staff are of the opinion that Council will be well positioned to achieve the objectives that have been set out for the project.

Staff, again, would like to emphasize that the recommended development option under the Master Plan is conceptual in detail. Pending Council’s endorsement of the Plan staff will initiate the necessary detailed planning, design and economic analysis for implementation. **A planning amendment process to enable the recommended mixed-use development on the site would be a necessary step in the process.** This will enable more focussed public input into the future development and more focussed engagement and negotiation with development partners.

### **Built Form & Program Description:**

The recommended development concept includes a:

- Mix of HRM-owned and market-driven development and partnerships for land development
- Mix and critical density of residential and commercial units distributed through higher rise and lower rise buildings
- A net increase in public open space at the centre, south precinct and edges of the site

- Cluster of multi-purpose and purpose-built space to support community-based program delivery and arts and cultural development
- Removal and demolition of the larger school building and gymnasium
- Restoration of Fielding (heritage) Building for “Bloomfield Community & Cultural Centre”
- Restoration of Commons (heritage) Building for community ownership and programming
- Minimum of 20% affordable housing units through private sector and/or community partnership
- A objective for environmental sustainable design and building practices and an opportunity to establish the site as a model for sustainable development

### **Economic Feasibility:**

A high-level analysis of the development potential for the Bloomfield site has provided an order of magnitude valuation and cost of the development (Attachment E). The recommended development option is considered economically feasible and affordable for HRM based on the following:

- The recommended option is the least expensive for the Municipality but provides for a high level of public amenity and all key elements of the recommended mixed-use development
- Cost of public amenity minus the value of the land would require an estimated \$628,758 capital contribution
- An estimated \$695,494 in property taxes could be generated annually by the development
- Self-contained community of over 600 people with purchasing power to increase support to existing and proposed commercial space and local business
- A surplus of underground parking raises the market viability of the project
- Project is well located on the Peninsula near efficiently serviced with municipal infrastructure
- Housing demand projections indicate the development could easily be absorbed into the market

### **Implementation & Next Steps:**

The detailed planning and development preparation process is estimated to be a minimum of two years following Councils endorsement of the master plan and an allocation of budget resources to undertake further study and due diligence.

#### **Phase I Next Steps:**

- Initiation of MPS amendment and development agreement process
- Partner and public engagement to determine recreation and arts and culture programming requirements for community facilities
- Further study and internal capacity-building with respect to management and property development models currently operating across the country
- A transition strategy to address the relocation and accommodation of Bloomfield gym users
- Detailed property appraisal and pro-forma analysis of the development
- Further study of affordable housing options and opportunities
- Further study of environmental sustainability options and opportunities



- Developer engagement and negotiation through a two-staged EOI/RFP process

Council should be aware that the nature of the framework is such that Council could choose to find ways to provide for a greater investment in the property in exchange for higher or lower levels of public amenity and/or based on success in attracting private and public/community partners.

### **BUDGET IMPLICATIONS**

There are no direct budget implications associated with this recommendation at this time. However, it should be emphasized that holding costs and deficits for the upkeep of the property is in the magnitude of \$366,266 annually. This does not include the cost of administering and delivering recreation program delivery.

Council is being asked to approve the Bloomfield master Plan in principle to guide future decision-making for the development of the property. Approval of the Master Plan does not constitute budgetary approval of the project. The final project figures may vary from those contained in Attachment E. Any future projects on the site would be subject to Council approval through budgeting processes.

### **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**

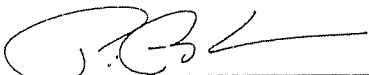
In consideration of the results of Council's multi-year property review and master planning process for the Bloomfield site, staff are not recommending an alternative option at this time.

### **ATTACHMENTS**

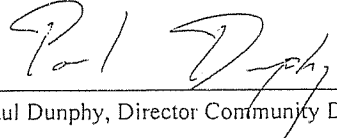
- Attachment A: Bloomfield Property - Location Map
- Attachment B: Bloomfield Master Plan - Executive Summary
- Attachment C: Bloomfield Master Plan - Conceptual Site Plan
- Attachment D: Bloomfield Master Plan - Built Form 3D Model
- Attachment E: Bloomfield Master Plan - Project Economics
- Attachment F: Bloomfield Master Plan - Consolidated Public Feedback

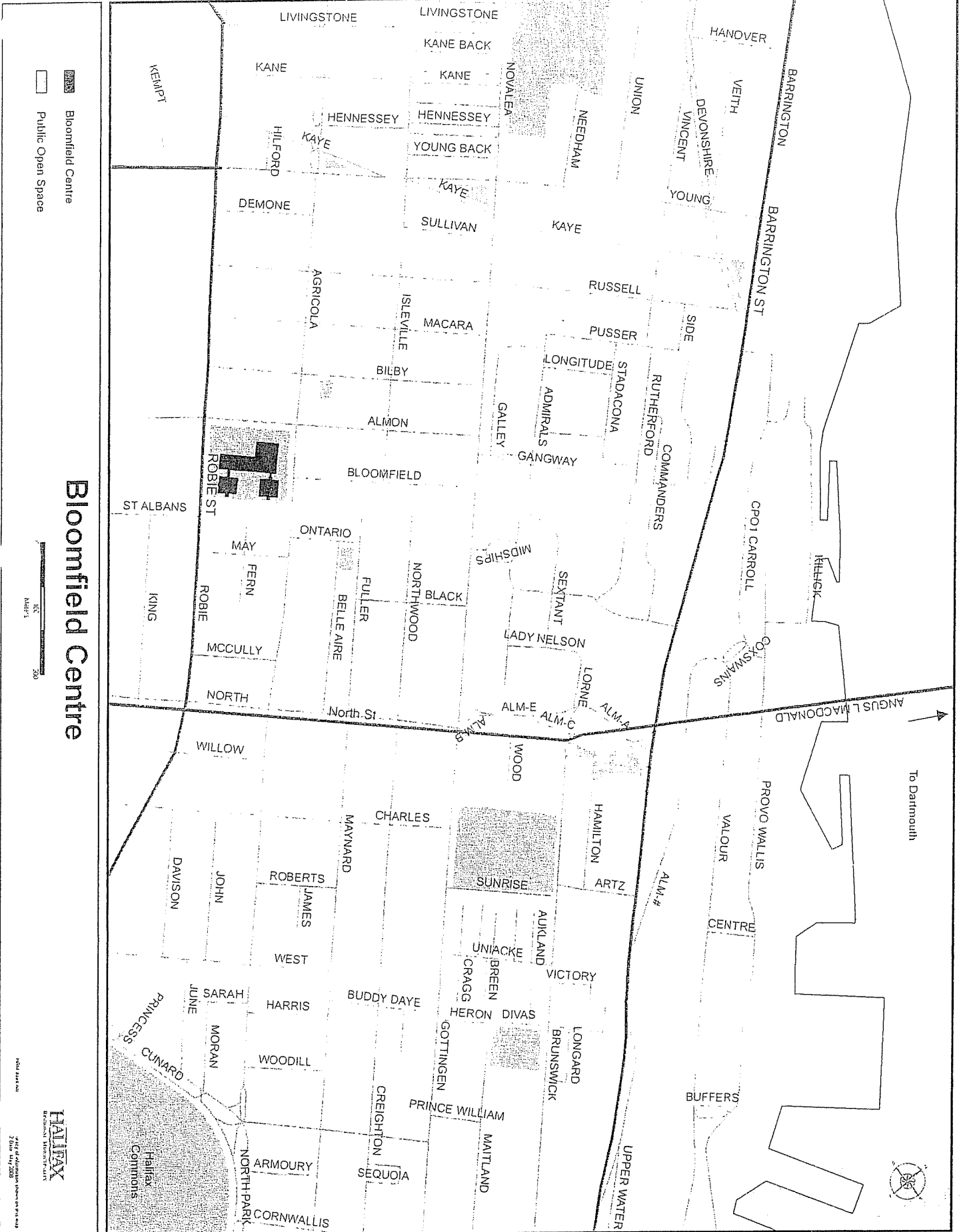
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Report Prepared by: Holly Richardson Coordinator Real Property Policy 490-6889

Report Approved by:   
Peter Bigelow, Manager Real Property Planning, 490-6047

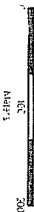
Report Approved by:   
Mike Labrecque, Director Transportation & Public Works, 490-4855

Report Approved by:   
Paul Dunphy, Director Community Development, 490-4933



# Bloomfield Centre

- Bloomfield Centre
- Public Open Space



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*At the heart of the Bloomfield Master Plan lies a successful mix of publicly-owned and market-driven development which will result in a vibrant, mixed-use development and support community programs and quality public space.*

Halifax's north end is one of the most culturally diverse communities in the Halifax Regional Municipality (HRM). It serves the city as an incubator for social, commercial, and cultural enterprise. The distinctive urban fabric of this neighbourhood is currently being both enriched by sensitive investment and eroded by incompatible development. The four acre Bloomfield school site occupies a significant place in the history of this community. The public debate regarding the future of this community resource has been long and sometimes contentious. The initiation of the Bloomfield Masterplan process represents the recognition by the HRM of its role in insuring a community-building future for the site.

For purposes of comparability of alternative schemes, this study maintains an economic assumption of a zero-sum game, where public, community uses are balanced economically with private market uses for the site. Council may choose to subsequently alter this economic assumption. This is a form-based or urban design study which builds on urban planning principles. Therefore, it is neither a detailed architectural study, nor an exhaustive study of management models for the site. These will be the focus of further study, and will be based on a clear urban design foundation articulated by this study. We are honoured, as consultants, to be involved in this collaborative process with the community and HRM staff on what promises to be a model urban development; at a moment when all things are possible moving forward.

### **Process**

Public engagement, through interviews with community stakeholder groups, and through participatory design workshops on the topics of 'good uses' for the site and 'good form' for development, has been a central component in the Bloomfield Masterplanning process. A community advisory committee representative of community interests and a broad steering committee composed of HRM staff have also directed our efforts.

Planning principles that have guided the design process include: diversity, community-building, publicness, accessibility, authenticity, engagement, environmental responsibility, creativity, adaptability, and beauty. Precedents have been studied for adaptive reuse of heritage properties and for streetscape and public space making strategies.

The public engagement process has led to considerable consensus on several important issues. For example, it is widely agreed that the development of the Bloomfield site must contribute to the public good as a community center in both the social and cultural sense. It is well understood that private, market development on the site can be compatible, enriching, and enabling to this end. Both the existing Commons and Fielding buildings are recognized as valuable architectural heritage assets (at-risk), which should be sensitively reused. Strategies for environmental sustainability were widely recommended, such as geothermal heating, encouragement of public

transportation alternatives to automobiles, green roofs, and LEED certification for all buildings. The need for density was recognized as essential for a rich urban experience, economic viability, and sustainability. As a model development, the maximum mix of uses, and social and economic diversity are required.

### **Design**

As a result of the public engagement process three distinctive urban design options were explored, driven by alternative approaches to key variables: density, creation of public open space, and retention of existing buildings. Evaluation of these options guided by stated community and urban planning goals led to the design of a preferred option. This scheme optimized the quality and quantity of both exterior and interior public space, architectural heritage retention, and economic viability.

The recommended scheme begins with the extension of two new pedestrian streets through the site (Bloomfield Street and Fern Lane), thereby enhancing the public accessibility of the site. A large central public green square is created called "Bloomfield", contributing to the city's network of public spaces. This results in the creation of the dense mixed-use perimeter development of the site comprising of a rich mix of commercial and residential types; creating vibrant streetscapes and positive interfaces with the surrounding neighbourhoods in terms of both scale and use. The public character of the development is further enhanced by the creation of community and arts oriented buildings along the new Bloomfield Street, and surrounding a new public square. Both the commons and fielding buildings are recommended for retention, creating a heritage precinct. The existing 1970's school building is recommended for removal due to its minimal structural value, and its position on the site which precludes the creation of quality public open space or quality interfaces with residential uses, and eliminates the possibility for necessary density and any underground parking; thereby radically reducing the social, economic, and sustainable value of the site.

### **Implementation**

Continued public ownership of a considerable portion of the Bloomfield site is necessary to ensure long term community benefit (public accessibility, community uses, and programming). This approach reserves a clear envelope for a rich mix of private market uses along the perimeter streets (Robie, Agricola, Almon Street), at a density which enables financial viability.

No zoning framework exists currently in this neighbourhood under which this type of mixed-use development can be considered. As a result a development agreement process will be required, together with a Municipal Plan amendment. A development amendment process will ensure continued community engagement in considering the merits of proposed projects for the site. It is also a tool which effectively favours and rewards good architectural design.

An RFP process will be initiated by HRM to select development and community partners and to explore the attendant management models. It is currently envisioned that all buildings will be constructed by private developers. Community use facilities will be managed by community groups. Market use buildings will be managed by developers according to the community values articulated in the Masterplan. The HRM will continue to offer public programming and manage

the public urban spaces for the benefit of the community.

The proposed urban design and property ownership pattern enables the alignment of both public and private initiatives on the site. A successful mix of publicly owned and market driven development will result in a vibrant, mixed-use development and support community programs and quality public space.

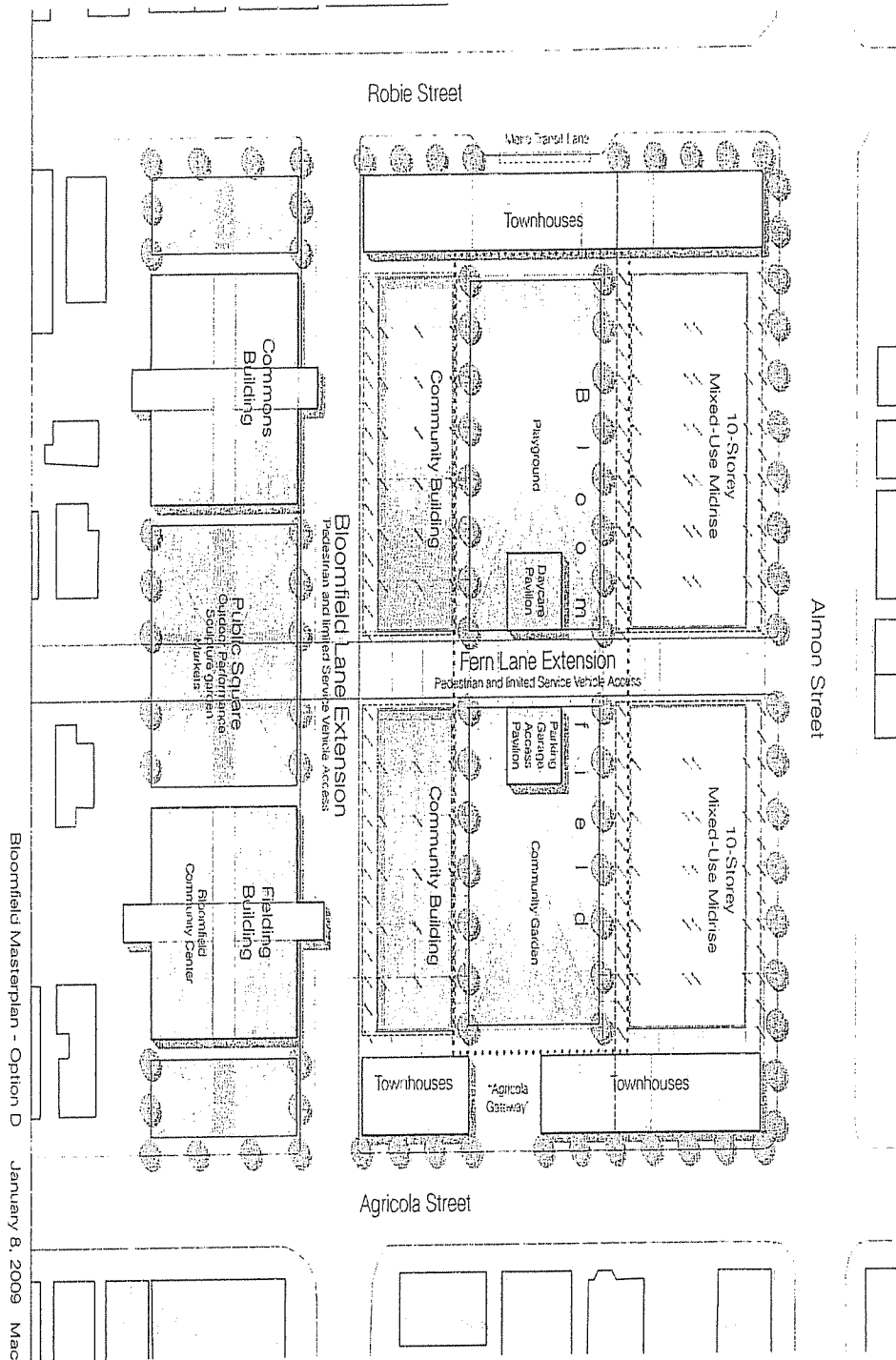
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### **Built Form & Program Highlights:**

- a diverse mix of residential and at-street commercial units in high rise and low rise buildings along the perimeter of the site
  - two glass-based 10-storey residential buildings at Almon Street with lower floors housing retail and office spaces
  - 20 townhouse units along Agricola and Robie Street with ground floor commercial
  - a target of 20% affordable housing units through private sector and/or community sector partnership opportunities
  - a diverse mix of housing types and tenure including apartment rental, condominium ownership, live-work and studio units
  
- a public courtyard at the centre of the site bounded by commercial uses and community facilities at the ground-level and used for public gatherings, passive recreation , children's play, public art, and so-on
  
- two public use pavilions in the centre of the courtyard for entry to underground parking and for use as a community or privately-operated day-care
  
- a public green space tying together the community and arts and culture facilities to be used for passive recreation, children's play, events and performance, public art, community garden, and other opportunities for community programming
  
- extension of Bloomfield Street as a pedestrian thoroughfare through the site
  
- adaptive reuse of Commons and Fielding historic buildings and development of two new four-storey facilities for community and arts and culture use
  
- a new Bloomfield Community and Cultural Centre in a revitalized HRM-owned and community managed heritage building
  
- non-profit ownership and investment in the Commons heritage building for long-term community use and management



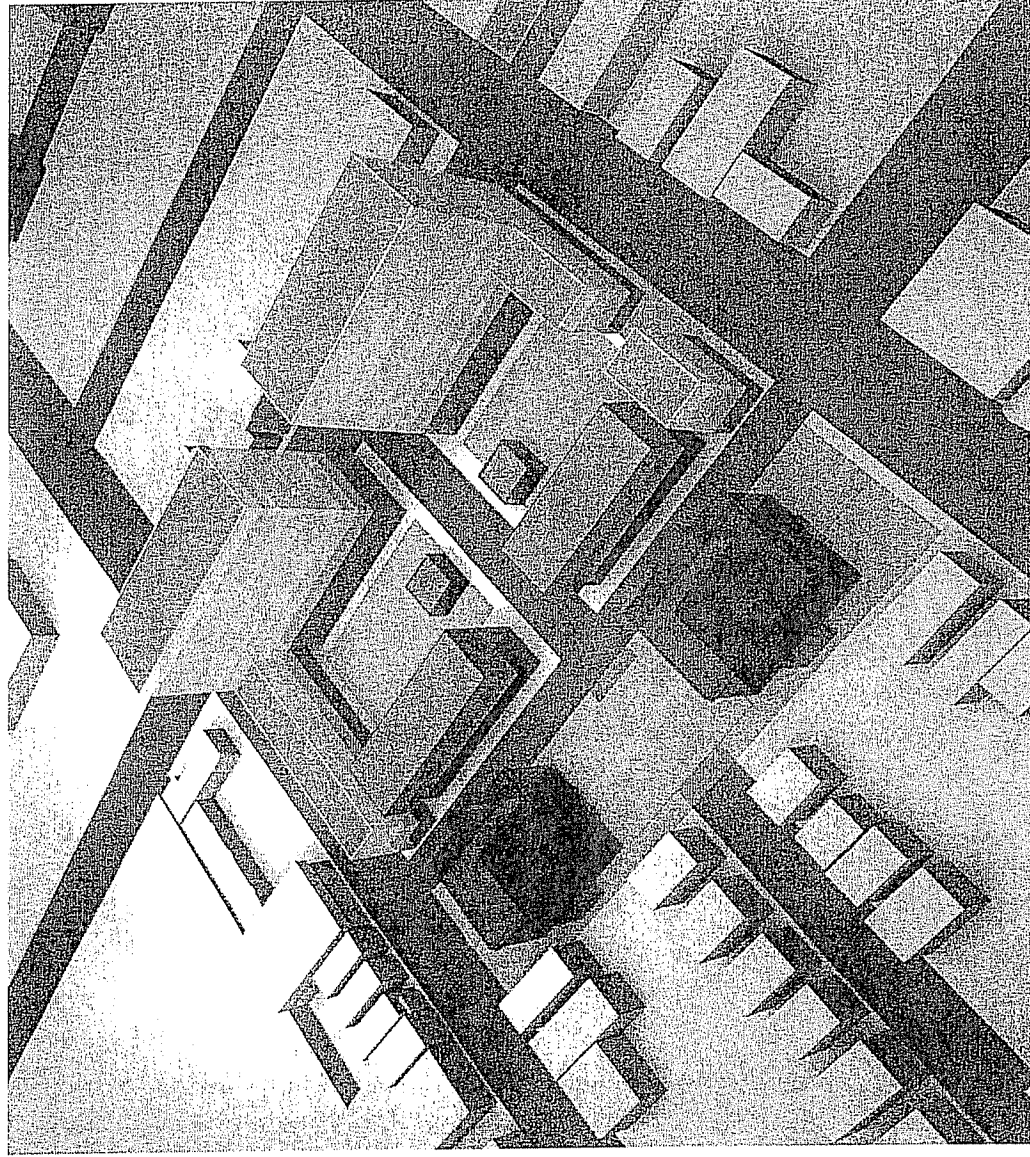






Bloomfield Master Plan - BUILT FORM 3D MODEL

Attachment D





#### 4.0 Project Economics

This section provides a high level analysis of the development potential of the Bloomfield School site. The intent of this analysis is to provide an order of magnitude valuation of the options being considered so that it can provide a feedback loop to the proposed design. In this way, the proposed development can be right sized from its inception, rather than the design prepared and adopted, only to determine at a later date that it is not feasible, or needs revision. As with the design concepts, these calculations represent one possible outcome of the proposed redevelopment of the property. Should the configuration or density of development change (a highly likely scenario), these calculations would also change. However, assuming a similar level of density and development mix (i.e., residential and commercial space), these calculations should approximate the final actual results.

##### 1.1 Assumptions

For the purposes of this analysis, we have made the following assumptions:

1. All cost estimates prepared by Sperry & Partners are considered valid, but have been inflated by 5% per year to account for construction inflation.
2. All numbers are stated in 2009 dollars and have not been inflated. As revenue will outstrip construction costs, this is a reasonable and conservative assumption.
3. The Imagine Bloomfield Vision indicates a design for affordably priced office space and residential housing. Therefore, we have assumed that 20% of all residential units are set aside as affordable housing to households at 80% of median income. Our definition of affordable housing is "housing for the working poor" (i.e., hard working, modest income households who need some assistance in paying market rents in a particular location). The goal is to limit their total household expenditure of shelter to no more than 30% of their income. We have not assigned a land value to these units, as this subsidy will likely be needed in order to entice the developer to build these units.
4. We have also assumed that at least one old building (the Commons or Fielding building) is retained as affordable space for nonprofit groups. Affordable is defined as just paying the cost of operating expenses (heat, lights, maintenance), but no net return to the landlord to cover the cost of the investment in the building.
5. Due to the cost of renovating the existing school buildings (Fielding and Commons), Option 4 assumes that the Commons building is sold to a nonprofit group for \$1. This group is then responsible for the renovation of the building; this improves the cashflow to the municipality. We have also assumed that under this scenario, the nonprofit would be exempt from property taxes (conservative, as they would likely get a partial exemption).

##### 1.2 Redevelopment Costs

The following table summarizes the costs associated with the four scenarios. These costs include the renovation of existing buildings, demolition of the main school (for the scenario that includes this option), and the construction of new multi-purpose space and outdoor parks and art.

Bloomfield School Redevelopment Options  
 Colliers International (Atlantic) Realty Advisors, in association with MacKay Lyons Sweetapple  
 January 28, 2009

Description	Option A: Medium Density,	Option B: Low Density, Keep School	Option C: High Density	Option D: High Density Recommended Option
<b>BUILDING RENOVATION</b>				
Commons Building Renovation	\$ 2,980,000	\$ 2,980,000	\$ 2,980,000	\$ -
Fielding Building Renovation	\$ 1,980,000	\$ 1,980,000	\$ 1,980,000	\$ 1,980,000
Main Building Renovation	\$ -	\$ 3,830,000	\$ -	\$ -
Main Building Demolition	\$ 430,000		\$ 430,000	\$ 430,000
<b>NEW CONSTRUCTION</b>				
Combined Multi-Purpose Space	\$ 6,126,152	\$ -	\$ 7,307,624	\$ 4,058,575
Public Use Pavilion	\$ -	\$ -	\$ 540,000	\$ 540,000
Parks and Openspace	\$ 500,000	\$ 500,000	\$ 500,000	\$ 500,000
Outdoor Art	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000
<b>TOTAL FUNDS REQUIRED FOR DEVELOPMENT</b>	<b>\$ 12,266,152</b>	<b>\$ 9,540,000</b>	<b>\$ 13,987,624</b>	<b>\$ 7,758,575</b>

The cost of the four options ranges from \$7.7 to \$13.9 million. Option D is the least expensive, as it assumes that the Commons Building is donated to a nonprofit, who is then responsible for the cost of renovation. This option also has a reduced amount of new community space, which is estimated to cost \$300 per SF. Option B (retaining the existing school) is also a relatively inexpensive option (\$9.5 million), however it also provides the least amount of overall development, and cannot provide enough parking to be a functional development. Option A and C are the most expensive options, with costs driven primarily by the cost of renovating the Commons and Fielding buildings, and building a new multi-purpose space.

All past renovation estimates have been inflated to 2009 dollars. These costs do not include any private sector space (e.g., residential housing, for profit commercial space, etc).

### 1.3 Comparison of Four Design Options

An initial option (Option A) was discarded early on in the design process, as not being viable, either from a design or financial perspective. The following table provides a comparison of all four design options considered for the site (A,B,C and D). The intent of this analysis was to assist the design team in understanding the relative density of the four options, and whether or not they could meet realistic development design criteria.

Bloomfield School Redevelopment  
 Comparison of Four Options  
 Colliers International (Atlantic) Realty Advisors, in association with MacKay Lyons Sweetapple  
 January 28, 2009

SUMMARY OF DEVELOPMENT PROGRAM		Option A: Medium Density,	Option B: Low Density, Keep School	Option C: High Density	Option D: High Density Recommended Option
<b>Community Space</b>					
	Fielding Building (HRM Programming) SF	22,500	22,500	22,500	22,500
	Commons Building	-	-	-	22,500
	Existing Bloomfield School		58,470		
	New Community Building	16,800		20,040	11,130
	Fern Lane Pavilion Building			1,800	1,800
	<b>Total Community Space</b>	<b>39,300</b>	<b>80,970</b>	<b>44,340</b>	<b>57,930</b>
<b>Commercial Space</b>					
	Commons Building	22,500	22,500	22,500	-
	Storefront Retail - Townhomes	19,800	19,800	13,200	12,000
	Storefront Retail - Towers	N/A	N/A	33,600	34,048
	Flex Space (Market) Above New Community Buildings	32,000	-	16,320	26,500
	<b>Total Commercial Space SF</b>	<b>74,300</b>	<b>42,300</b>	<b>85,620</b>	<b>72,548</b>
<b>Townhomes</b>					
	Total Residential Space (SF) Townhomes	61,200	59,400	39,600	36,000
	Total Townhome Units (Total SF / Avg Size of) 1,400 SF	44	42	28	26
	Total Apartment Space - Two Towers (in SF)	N/A	N/A	253,140	211,200
	Total Apartment Units (Total SF / Avg Size of) 900 SF	0	0	281	235
	Less 20% Affordable Housing 20%	-	-	(56)	(47)
	Equals Estimated Market Rate Apartments	-	-	225	188
	<b>TOTAL RESIDENTIAL UNITS</b>	<b>44</b>	<b>42</b>	<b>309</b>	<b>261</b>
	<b>Total Built Space (in SF)</b>	<b>174,800</b>	<b>182,670</b>	<b>422,700</b>	<b>377,678</b>
<b>SUMMARY OF PARKING</b>					
	a Parking Accommodated on Site Per Scheme	280	35	420	420
	Parking Requirements by Use				
	Commercial/Community Parking Spaces (X per 1, 1.5	(170)	(185)	(195)	(196)
	Residential Parking Spaces (X per unit) 0.7	-	-	(197)	(165)
	Visitor Parking	(25)	(25)	(25)	(25)
	<b>b Sub-Total Required Parking</b>	<b>(195)</b>	<b>(210)</b>	<b>(417)</b>	<b>(386)</b>
	<b>c=a-1 Parking Surplus (Deficit)</b>	<b>85</b>	<b>(175)</b>	<b>5</b>	<b>34</b>

Key points to note include the following:

- Option C produces more than five times as much housing as options A and B. This helps create neighbourhood vitality. In fact, Option C creates more affordable housing (56 units) than all the housing created in Option A or Option B. Option D produces 48 less units than Option C, or a total of 261 townhomes and apartments.
- Option B (keeping all three existing buildings) creates the most community space 80,970 SF), although HRM staff indicate that this amount of space is way in excess of their current needs, and as such, they had concerns about the operating costs associated with such a large facility.
- Option B is virtually non functional in terms of parking, with only 35 parking spaces available after the development of the site. Based on the need for 1.5 spaces per 1,000 SF of commercial and community space, and 0.7 parking spaces per residential unit, Option B is 175 spaces short of the desired amount of parking. This makes the viability of this scenario extremely questionable. Options A, C and D

provide parking via underground facilities (Option A assumes one layer of parking, while Option C and D assume 1.5 layers of parking). Options C and D provide 420 parking spaces, and have a slight surplus of parking spaces based on very restrictive parking ratios.

#### 1.4 Option 4 Detail of Development Program

The following table provides a detailed description of the amount of residential, commercial and community space provided in Option D – the Recommended Option.

Bloomfield School Redevelopment  
 Detail Development Quantities in Square Feet - Option D  
 Colliers International (Atlantic) Realty Advisors, in association with MacKay Lyons Sweetapple  
 January 28, 2009

Description	Residential	Commercial	Community	TOTAL SF
<b>SUMMARY OF RECOMMENDED DEVELOPMENT PROGRAM</b>				
<b>Townhomes</b>				
Robie Street Townhomes	19,800	6,600	-	26,400 SF
Agricola Street Townhomes	16,200	5,400	-	21,600 SF
Sub-Total	36,000	12,000	-	48,000 SF
Tower 1 (Robie and Almon) - 10 Storeys	109,760	17,920	-	127,680 SF
Tower 2 (Robie and Agricola) - 10 Storeys	101,440	16,128	-	117,568 SF
<b>New Community Buildings</b>				
Public Use Pavilion			1,800	1,800 SF
Building 1 NW on Bloomfield St. Extension		13,900	5,838	19,738 SF
Building 2 NE on Bloomfield St. Flexspace		12,600	5,292	17,892 SF
Commons Building			22,500	22,500 SF
Fielding Building			22,500	22,500 SF
<b>SUB-TOTALS</b>	<b>247,200</b>	<b>72,548</b>	<b>57,930</b>	<b>377,678 SF</b>

The proposed development includes 247,200 SF of residential housing, 72,548 SF of Commercial space, and 57,930 of community space (377,678 SF in total). The housing is distributed into low rise townhomes, and two 10 storey residential towers. Overall, the development includes 261 residential units, including 47 units of affordable housing.

##### 1.4.1 Is The Proposed Density Realistic?

The planning and design process has tried to strike a balance between good urban design form, and the density needed in order to make the project economics work. Some concern has been expressed that as the tower at Robie and Almon Street got higher, that it would be too big for the market to absorb. We do not think that this will be an issue for the following reasons:

- The project is very well located, mid peninsula, and near grocery stores, Hydrostone market, bus routes, employment centres, recreational facilities, etc.
- The nearby Gladstone Ridge project has a similar amount of density in two towers (149 rental units in Tower 2), and did not encounter any difficulty being absorbed into the market.
- Housing demand projections for HRM indicate future demand of about 2,500 units per year, with an increasing percentage allocated to multi-family housing units. Although 1,000 multi-family starts has been the norm in the past, we expect this number to increase slightly over time as residents look for central locations to minimize their commute. At an average unit size of 1,000 SF, the Robie Street tower will include 150



units of housing, this is about 15% of the total demand for one year, and can be realistically absorbed without adverse financial impacts.

### 1.5 Aggregate Purchasing Power

The purchasing power of the new residents will play an important role in the support of new commercial space. Simply put, the more residential density that goes on the site, the greatly the likelihood of new commercial businesses on site being successful. The following table provides an assessment of the projected economic impact of the three options.

Bloomfield School Redevelopment  
 Assessment of Purchasing Power - Future Residents  
 Colliers International (Atlantic) Realty Advisors, in association with MacKay Lyons Sweetapple  
 January 6, 2009

Description	Option A: Medium Density,	Option B: Low Density, Keep School	Option C: High Density	Option D: High Density Recommended Option	
<b>AGGREGATE PURCHASING POWER OF OCCUPANTS</b>					
Market Rate Townhomes	\$ 3,060,000	\$ 2,970,000	\$ 1,980,000	\$ 1,800,000	
Market Rate Ownership	\$ -	\$ -	\$ 2,922,400	\$ 2,444,000	
Market Rate Rental	\$ -	\$ -	\$ 10,071,040	\$ 8,422,400	
Affordable Ownership	\$ -	\$ -	\$ -	\$ -	
Affordable Rental	\$ -	\$ -	\$ 2,517,760	\$ 2,105,600	
	<u>\$ 3,060,000</u>	<u>\$ 2,970,000</u>	<u>\$ 17,491,200</u>	<u>\$ 14,772,000</u>	
Percentage of Baseline (Option A) Scenario		97%	572%	483%	
Purchasing Power (% of income on food, merchar	20%	\$ 612,000	\$ 594,000	\$ 3,498,240	\$ 2,954,400
SF of Retail Supported	\$300	2,000	2,000	12,000	10,000
% of Retail Supported Internally		10.1%	10.1%	25.6%	21.7%

Based on these calculations, the residents of Option D will have an aggregate household income of \$14.7 million per year. This is significantly greater than the household income in Option A and B, but less than Option C. Assuming 20% of household income is available for the purchase of food, clothing, merchandise, etc, and that a store requires sales of \$300 per SF per year to be economically viable, then the residents of Option D can support 10,000 SF of commercial space. This is 5 times the amount of space when compared to options A and B, and represents about 20% of the total commercial space proposed for this development. While it is true that residents of the Bloomfield site will not spend all of their disposable income downstairs, it does provide an indication of the potential viability of the proposed development.

### 1.6 Calculation of Future Property Taxes

The following table provides a projection of the property taxes for the four options.

Bloomfield School Redevelopment Options  
 Colliers International (Atlantic) Realty Advisors, in association with MacKay Lyons Sweetapple  
 January 28, 2009

**ECONOMIC IMPACT - PROPERTY TAXES**

Assessed Value of Residential Housing			
Market Rate Townhomes	Value Per	\$ 245,000	
Market Rate Condominium	Value Per	\$ 230,000	
Market Rate Rental	Value Per	\$ 140,000	
Affordable Rental (80% of Market)	Value Per	\$ 112,000	
Sub-Total Market Value			\$ 10,710,000 \$ 10,395,000 \$ 48,742,800 \$ 41,268,000
Assessment to Market Ratio			85% 85% 85% 85%
Total Residential Assessment			\$ 9,103,500 \$ 8,835,750 \$ 41,431,380 \$ 35,077,800
Times Residential Tax Rate per \$100 of Assessment			\$ 1.30 \$ 1.30 \$ 1.30 \$ 1.30
Annual Property Taxes			\$ 118,573 \$ 115,086 \$ 539,644 \$ 456,888
Less: Province of NS Component	\$	0.438 33.6%	\$ (39,828) \$ (38,656) \$ (181,262) \$ (153,465)
Equals: HRM Component of Property Taxes	\$	0.865 66.4%	\$ 78,745 \$ 76,429 \$ 358,381 \$ 303,423
	\$	1.303 100.0%	
Assessed Value of Commercial Development			
Fielding Building, and New Comm Space	Value per SF	\$ -	\$ - \$ - \$ -
Commons Building	Value per SF	\$ 90	\$ 2,025,000 \$ 2,025,000 \$ 2,025,000 \$ -
Commercial Space	Value per SF	\$ 200	\$ 10,360,000 \$ 3,960,000 \$ 12,624,000 \$ 14,509,600
Sub-Total Market Value			\$ 12,385,000 \$ 5,985,000 \$ 14,649,000 \$ 14,509,600
Assessment to Market Ratio			85% 85% 85% 85%
Total Commercial Assessment			\$ 10,527,250 \$ 5,087,250 \$ 12,451,650 \$ 12,333,160
Times Commercial Tax Rate per \$100 of Assessment			\$ 3.71 \$ 3.71 \$ 3.71 \$ 3.71
Annual Property Taxes			\$ 390,803 \$ 188,854 \$ 462,243 \$ 457,844
Less: Province of NS Component	\$	0.533 14.4%	\$ (56,142) \$ (27,130) \$ (66,405) \$ (65,773)
Equals: HRM Component of Property Taxes	\$	3.179 85.6%	\$ 334,661 \$ 161,724 \$ 395,838 \$ 392,071
	\$	3.712 100.0%	
Total Combined Annual Property Taxes			\$ 509,376 \$ 303,940 \$ 1,001,886 \$ 914,732
Less: Province of NS Component of Taxes			\$ (95,970) \$ 65,787 \$ 247,667 \$ 219,238
Equals: Combined Annual Property Taxes to HRM			\$ 413,407 \$ 238,153 \$ 754,219 \$ 695,494
PV of Future Property Taxes (HRM Component Only)		6.50%	\$ 6,360,101 \$ 3,663,891 \$ 11,603,375 \$ 10,699,910

The calculations assume that the assessed value is 85% of market value, and that HRM receives 66% of all residential property taxes (the Province of NS gets the remaining 34%), and 85% of all commercial property taxes.

In total, Option D generates just over \$900,000 per year in property taxes once the site has been built out. This is almost double the taxes generated in Option A and triple the taxes generated in Option B. Option C produces an extra \$85,000 per year in property taxes when compared to Option D. The net present value of the Option D taxes over the life of the project is \$10.7 million.

Should HRM require more property taxes from the site, the ratio of commercial space could be increased (i.e., provide more market rate office space).

**1.7 Calculation of Required Subsidy**

The final table calculates the total revenue likely to be generated by for profit development on the site, and then deducts the development costs as outlined earlier. This calculates the total amount of subsidy required in order to make this development viable.

Bloomfield School Redevelopment Options  
 Calculation of Required Development Subsidy  
 Colliers International (Atlantic) Realty Advisors, in association with MacKay Lyons Sweetapple  
 January 28, 2009

Description		Option A: Medium Density,	Option B: Low Density, Keep School	Option C: High Density	Option D: High Density Recommended Option
<b>VALUE OF LAND IN DEVELOPMENT OPTION</b>					
Land Value - Market Rate Rental (Avg Size 900 SF)	Per Unit \$ 22,000	\$ -	\$ -	\$ 4,945,600	\$ 4,136,000
Land Value - Market Rate Townhomes (Avg Size 1,400 SF)	Per Unit \$ 60,000	\$ 2,622,857	\$ 2,545,714	\$ 1,697,143	\$ 1,542,857
Affordable Residential	Per Unit \$ -	\$ -	\$ -	\$ -	\$ -
Market Rate Commercial	Per SF \$ 20.00	\$ 1,036,000	\$ 396,000	\$ 1,262,400	\$ 1,450,960
Value of Commons Building	Per SF \$ 90.00	\$ 2,025,000	\$ 2,025,000	\$ 2,025,000	\$ -
Value of Fielding Building	Per SF \$ -	\$ -	\$ -	\$ -	\$ -
<b>Total Estimated Value of Development</b>		<b>\$ 5,683,857</b>	<b>\$ 4,966,714</b>	<b>\$ 9,930,143</b>	<b>\$ 7,129,817</b>
<b>Less Cost of Development (See Above)</b>		<b>(12,266,152)</b>	<b>(9,540,000)</b>	<b>(13,987,624)</b>	<b>(7,758,575)</b>
<b>Subsidy Required for Development</b>		<b>(6,582,294)</b>	<b>(4,573,286)</b>	<b>(4,057,481)</b>	<b>(628,758)</b>

Based on these calculations, Option D requires the least overall subsidy, with \$7.1 million of revenue from land sales paying for \$7.75 million of development costs (community space, parks, etc). These calculations do not show the end value of the Commons or Fielding buildings, as they have no value if the rent only covers operating costs, however there is intrinsic value in these buildings to HRM, as they provide an amenity to the community.

Once the cost of development of public infrastructure is deducted (this was detailed earlier on in this chapter), Option D requires the least subsidy of just \$628,000, while options A through C require \$4.0 to \$6.5 million in subsidy. Given that Option D also generates over \$900,000 of property taxes per year to HRM, this is the most fiscally desirable option for HRM, as the subsidy can be made up in several years if 50% of the property tax revenue were allocated to this project.

## 1.8 Summary

Based on the previous analysis, it is clear that Options C and D are the only realistic options for HRM to pursue for the redevelopment of the Bloomfield School site. Between the two, Option D is seen as the more desirable one, as it strikes a balance between the provision of new community facilities and overall development density on the site.

The following points summarize this argument.

1. Option D creates the self contained community of over 600 people (assumes an average of 2.4 people per unit) living and working in the heart of the Halifax Peninsula. When the new commercial and community space is included, it is clear that this has the critical mass to establish itself as a unique live/work environment within HRM.
2. The critical mass of residential development will be critical in the long term financial viability of any proposed commercial or community space. This has to be recognized when HRM is making decisions with respect to the Bloomfield Site.
3. Option D generates significantly more property tax revenue to the municipality when compared to the two low and medium density options (Option A and B).



Consolidated Public Feedback

GENERAL:

General feeling among stakeholders that earlier input (through design workshops) has been well reflected in the proposed Plan as presented at December 4<sup>th</sup> Open House - this Plan offers a lot for a lot of people and could be something the Northend and Bloomfield Community can be proud of - if some concerns are addressed (height, access to green space, etc.)

Want to see the report and be able to study the diagrams and plan further after this meeting. Please make this available on web-site and allow for further input.

Proposed Plan has a lot of potential. Overall excitement at the possibilities.

PROGRAM & USE:

Strong support for program and mixed-use concept. Overall Vision is supported. Ensure arts and community is at the heart of this regardless of the form it takes.

Support for affordable housing with some want for more than 20%. Concern that lower income housing will be overlooked. Want more exploration of non-profit affordable housing models. Let's explore local non-profit capacity and expertise in this area.

Affordability and accessibility is critical to the success of this vision. Maintain community-based programs (recreation and arts) with continued focus on seniors, disadvantaged and diverse communities.

Continue to support existing community tenants and incorporate their programming and services into future vision of the Bloomfield Community Centre.

Provide programming and administrative opportunity for other non-profit organizations who can help make the vision possible.

Glad to see a strong focus on the arts.

FORM:

No clear opposition to removing main building and gymnasium provided a transition strategy and future opportunities are made available to users. General understanding that the status quo in this

regard will not enable the development vision for the site; will open up more opportunity for more people in the community.

Strong concern with 14 and 10 storey height of two buildings on Almon Street. Concern that the effect on the quality of the street-scape and impact on the adjacent neighborhood would be dramatic - concern around a potential "hostile" pedestrian environment (wind, sunlight, etc.)

Strong support for density and some building height to accommodate the program. General feeling that 8-10 stories would be supported by community.

Concerned with the perceived quality and useability if the main courtyard. Doesn't feel accessible or public. Is too closed off from the neighborhood.

Some concern with zero-frontage particularly where higher-rise buildings would be located.

Concern that there will not be any general parking for businesses. Let's ensure parking requirements are met through future detailed planning processes.

#### OTHER:

Self-sustaining funding model with minimal public subsidy is generally supported. There is an understanding and acceptance from community that the development on the site is needed to help fund an enhanced level of public amenity.

Is there an opportunity to spread the "pay-back" over a longer period of time (say 5+ years) to enable the height of the towers to go down? What level of capital investment/subsidy is Council willing to support to fund the community/public amenity?

Environmental sustainability and energy efficiency needs to be strengthened as a principle and objective. Emphasis on "car culture" and parking for vehicles in this Plan should be balanced against active transportation options including biking and pedestrians as well as transit users