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1.0 Origins

Downtown Sydney is the largest downtown core on Cape Breton Island and it is home to the highest concentration of commercial office uses, retail shops, banks and restaurants, visitor accommodations, public administration buildings, cruiseship facilities and cultural events in the region. It is also the location of Cape Breton's largest sports venue (the 6500 seat Centre 200) and of the Joan Harris Cruise Pavilion, which welcomes approximately 100,000 cruise ship visitors annually. Downtown Sydney is arguably the economic epicentre of Cape Breton.

Like many downtown's in Canada, downtown Sydney is no longer the focus of retail activity as much of the retail space is now located outside the core, but the area is still home to a variety of retail stores including a number of specialty clothing and footwear outlets.

Despite its many assets and its importance as a regional economic centre, downtown Sydney is exhibiting many signs of decline:

- A number of retail outlets have closed, resulting in numerous vacant storefronts along Charlotte Street, the main shopping street.
- Many businesses that are still operating have reduced their hours. Even Tim Hortons closes at 5, a clear sign that there's not enough people living downtown.
- Infrastructure is deteriorating, with streets and sidewalks requiring major upgrades.
- The resident population of the downtown has dropped, echoing a trend across the region where

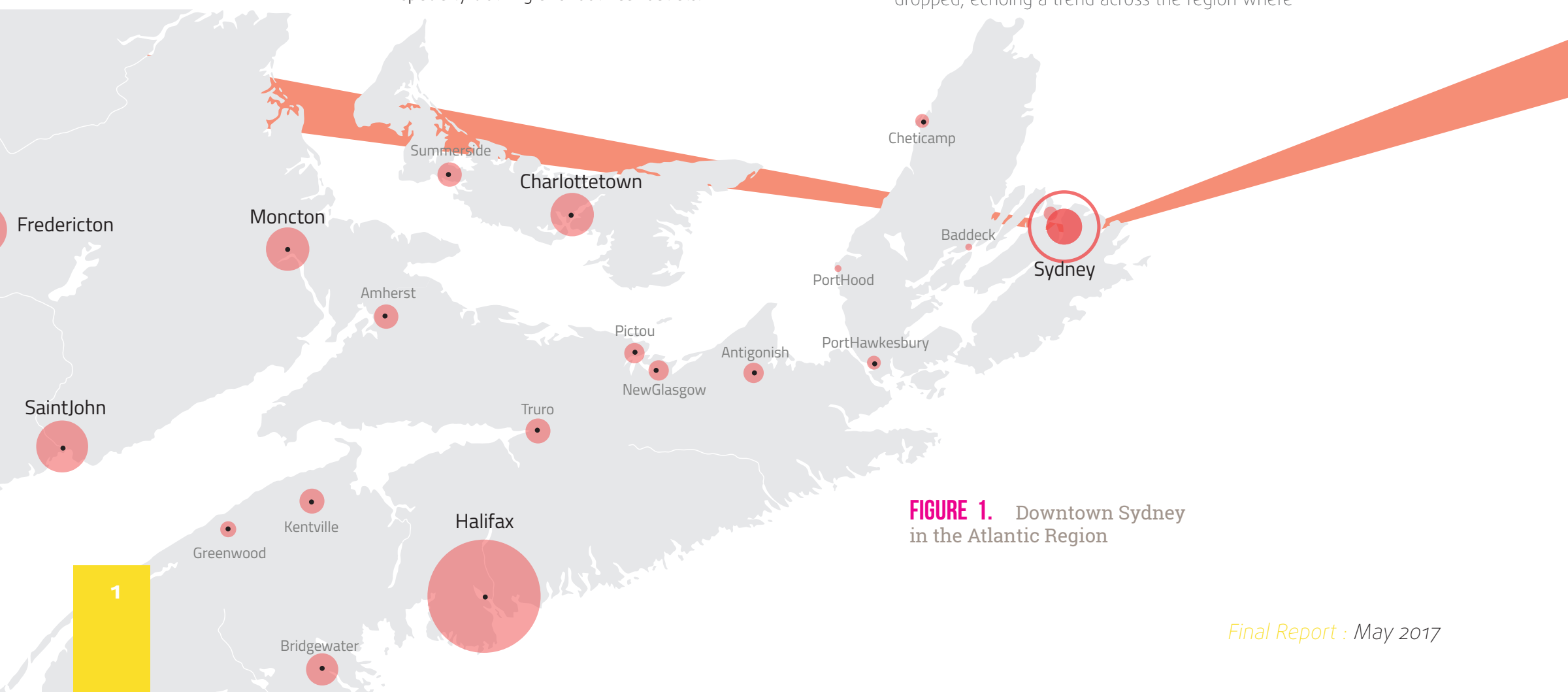


FIGURE 1. Downtown Sydney in the Atlantic Region

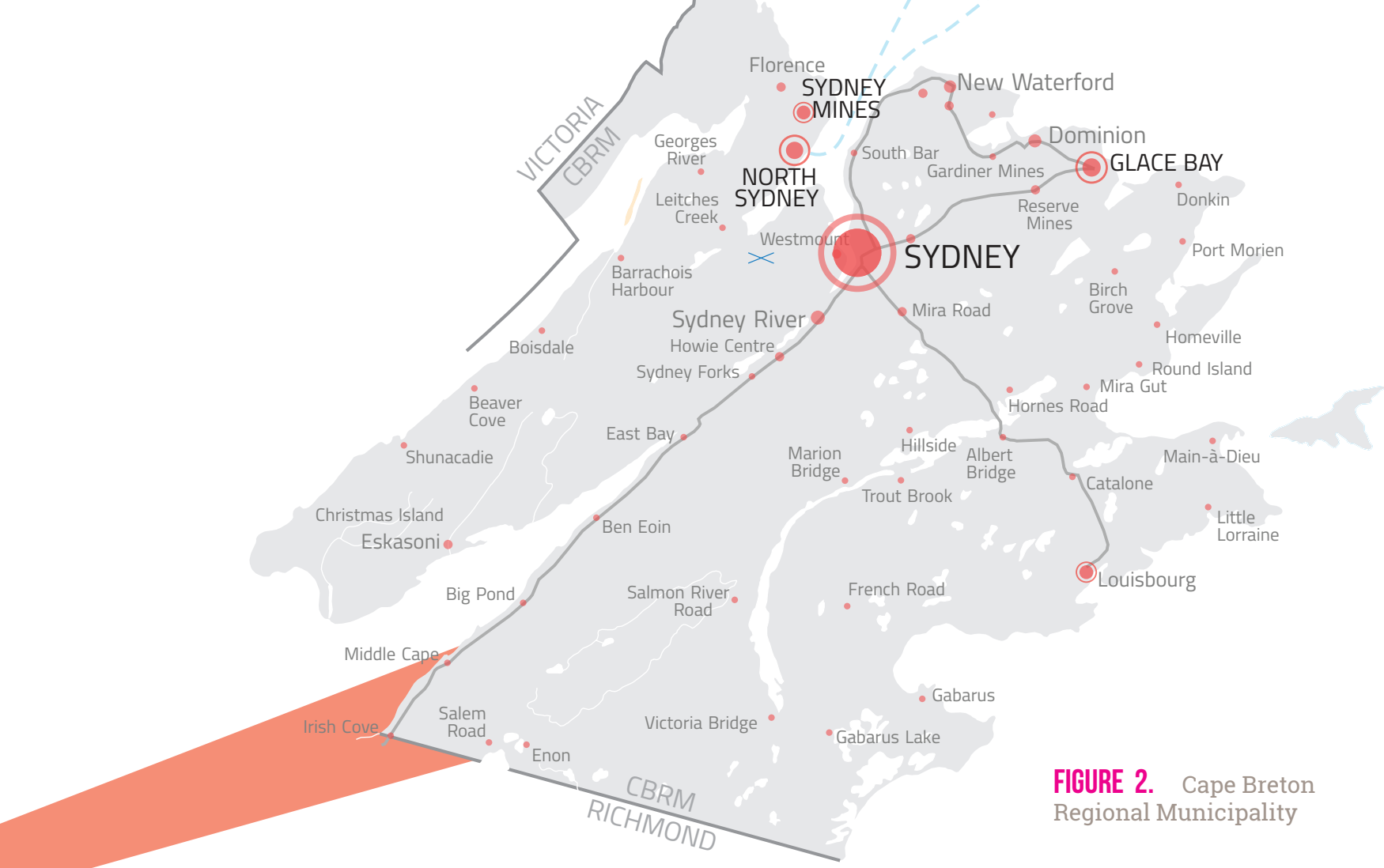


FIGURE 2. Cape Breton Regional Municipality

population overall has been declining since 1966.

- In the evenings and on weekends the downtown is often deserted.
- There are missing buildings on almost every block and a proliferation of parking lots on major commercial streets
- There are few new businesses opening in the downtown.
- There's a common feeling that the downtown is in decline and needs serious attention.

There is reason for optimism however. There are plans for a second cruise berth ($20m) downtown, plans for new residential mixed use development on the waterfront, and a growing resurgence of downtowns across Canada. In addition, the municipality recognizes the need for a plan to put a focus and investment back into its downtown. A successful downtown has economic spin-offs for the entire municipality as a regional economic hub. It will benefit all of Cape Breton as well as the outlying rural areas. Downtown investment is a smart investment for all of CBRM and the time has arrived for bold new actions to revitalize downtown.

In 2015 CBRM Council initiated a discussion with the Nova Scotia Community College (NSCC) regarding the possibility of relocating their campus (almost 10 km away) to a waterfront site adjacent to the core. This initiative would have a dramatic impact on the viability of the area, but it is recognized that many other measures are needed if the downtown's role as an economic driver for the region is to be enhanced. In light of this, CBRM staff presented an issue paper to Council in September 2015 which outlined four issues that staff felt must be addressed if a truly vibrant downtown Sydney is to become a reality. The issues included:

1. **Commercial Property Tax Rates:** Tax rates, at close to $6.00 per $100 of assessed value, are crushingly high and higher than in areas of suburban Sydney. These rates serve as a disincentive to investing in the downtown,

Downtown investment is a smart investment for CBRM and the time has arrived for bold new actions to revitalize downtown

discouraging those who might otherwise support the area by renovating older buildings or constructing new ones.

2. **Residential Development:** Having people living in and around a downtown core has long been recognized as being beneficial by creating a customer base for downtown businesses and by contributing to the safety and vitality of downtown streets by adding more pedestrians to the area both during the day and at night.

3. **Charlotte Street Streetscape:** Unlike many traditional main shopping streets in other communities, Charlotte Street has never undergone a complete makeover of its physical appearance. Today the street needs major improvements to the street itself as well as to the pedestrian infrastructure and level of amenity.

4. **Parking:** Although the downtown has significant land allocated to parking, there are few off-street parking areas that are specifically designated and signed for public parking for those coming to the area to shop or to do business. Many parking areas are unsightly and disorganized, and long term parking is underpriced, acting as a disincentive to people working downtown to use transit or active transportation modes.

The purpose of this study is to develop a revitalization blueprint for the downtown that is inspired by the community's vision and ignites its implementation through logical and practical steps using downtown revitalization best practices. Though there will be a series of broad steps and recommendations for the downtown and waterfront revitalization as a whole, this report focuses specifically on reviving **Charlotte Street** as the Main Street of Cape Breton. The second objective is develop a comprehensive strategy to improve parking and transportation in downtown Sydney, including off-street parking, on-street parking, and improving access for transit vehicles and users.

Physical improvements and interventions are only part of the equation for downtown revitalization. A successful urban core plan needs to (1) address policy issues that restrict or hinder new development (taxation, red-tape, confidence, etc.) or redevelopment, (2) suggest an administrative framework that can carry the plan forward, (3) energize new investors and new thinkers into visualizing the art-of-the-possible, and (4) lay out a logical phasing plan that will see the plan realized over a reasonable time horizon.

These are ambitious goals but they are entirely within the realm of the possible over the next 5-10 years. Downtown Sydney has a bright and exciting future ahead.

FIGURE 3. The Downtown Study Area

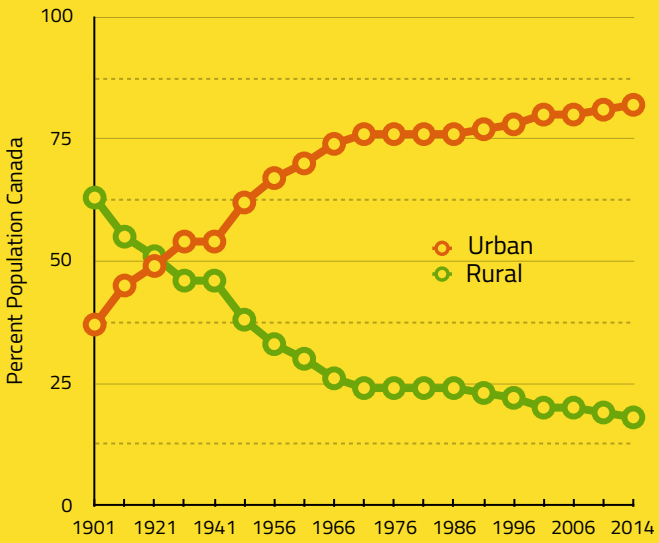


FIGURE 4. The shift from rural to urban in Canada from 1901 to 2015

1.1 The Shift to Downtown

Canadians are increasingly choosing urban living over the suburban and rural living. Over the last century, Canada's urban population has ballooned from 37% in 1901 to 82% in 2014 and the trend towards city living is expected to continue over the next century. Even in a rural province like Nova Scotia, the percentage of urban dwellers has increased from 20% in 1901 to 57% in 2011[1].

Downtowns are the fundamental nerve centre of the city. They "*generally occupy less than 1% of citywide land area, yet attract an average of 20% of city-wide construction value*" (2013, The Value of Investing in Canadian Downtowns). They are the symbolic and historic centre of the community and they reflect the prosperity, pride and image of its residents. Increasingly, downtowns are becoming the residential growth centres for many cities; small and large population centres alike. This growing preference for downtown living is being driven by a shift to be closer to work, to be able to walk or cycle to buy groceries or run errands, to be close to universities and colleges, to be close to urban amenities like waterfronts, parks and trail systems and to be close to restaurants and shopping, and entertainment. Though younger generations are leading the way, single parents, seniors, professionals and even seniors are showing an increasing preference for urban living.

Some of the significant shifts in Canadian demographics include more single-person households, more couples without children, young adults marrying later (if at all) and more young people living with friends. In fact, in 2011, single-person households exceeded couples with children for the first time ever. Smaller households need less space and cost less, rentals require little maintenance and no bank financing,

1 http://www.statcan.gc.ca/tables-tableaux/sum-som/l01/cst01/demo62a-eng.htm

couples without children may not be prioritizing neighbourhoods without schools or spacious back yards, and the time not spent commuting can be used for recreation or socializing.

Cities are responding by strategically investing in urban amenities and by incentivizing developers to make it easier to build high quality developments downtown. Developers, in turn, are responding by investing in a wide variety of downtown mixed use housing types and public benefits as a trade-off for more density. The substantial municipal taxes generated by the increasing land values fuels the further investment into downtown amenities and the cycle is amplified over time.

Small Town's and cities in Atlantic Canada are making a push for more housing downtown by strategically investing in downtown infrastructure, making quality development easier, and by actively promoting the draws of downtown living. For municipalities, it's a smart investment. Concentrating density reduces the cost of maintenance and operations for big ticket services like roads, water and sewers. Encouraging 100 new units downtown compared to 100 subdivision lots can save municipalities millions over the years. Cities like Halifax, have gone as far as creating a regional plan to target 75% of new housing units in already serviced urban communities, restricting traditional suburban greenfield development to a 25% target. The city is cementing this by creating a Centre Plan in 2017 focusing on creating greater certainty and less red tape for developments in the urban core.

The real reason city's are trying to encourage growth in urban areas is to reduce the long-term municipal servicing maintenance costs for low density sprawl. "*HRM is estimated to save $670 million over the current pattern of development; and significant additional cost savings could be achieved by increasing growth in the Regional Centre*" (2013, Quantifying the Cost and Benefits of Alternate Growth Scenarios). By concentrating density in smaller urban areas, the cost of servicing and maintaining public infrastructure is substantially reduced.

Sequentially, it takes the city's public investment in **planning**, **amenities**, and **infrastructure** to leverage the developer's private investment. It all starts with a municipal commitment to investing in its downtown.

This plan outlines a strategy for the Downtown Sydney see it's downtown and waterfront redeveloped by:

- envisioning what it wants its downtown and waterfront to become,
- engaging residents in a thoughtful and deliberate discussion about its future,
- suggesting policies and procedures will make it easy for developers to 'do the right thing'.
- Creating tax benefits for developers to build downtown
- ensuring important civic buildings and government offices are located in the downtown
- improving parks and open space networks around and in the downtown
- improving streetscapes, walkability, safety and alternate forms of transportation in the the downtown, and
- outlining what strategic public investments will help leverage private investments in the downtown,

FIGURE 5. , Old Montreal

This report should become the city's Blueprint for downtown Sydney over the next 25 years. It will outline the small and large projects needed to cause investment and growth to happen. It will take persistence, patience, partnerships and leadership to see the Urban Core Plan realized.

1.2 Towards a Downtown Plan for Sydney

The Cape Breton Regional Municipality commissioned a Downtown Sydney Revitalization Plan in 2002 which led to several improvements like a facade program for Charlotte Street, the start of a signage program, boardwalk and waterfront improvements, active transportation plan implementation, Wentworth Park improvements and cruise terminal investment. Some suggestions were not implemented and a great deal has changed in the intervening years.

Ekistics prepared Sydney Harbourfront Vision in 2014 which is still relevant today and should guide development of the waterfront over the next decade. What was missing from the harbourfront vision was a contemporary plan for Sydney's downtown. How to link Sydney's two strongest assets, its waterfront and its downtown, together to create a vibrant urban core for CBRM and a major destination for tourists, businesses and local residents.

This plan takes a holistic look at the downtown and waterfront area, balancing an exciting vision of the future with the policies and administrative structure needed to implement it. The goal is to align the community and government partners in such a way as to build confidence and momentum for a shared future.

The 2014 Harbourfront Vision

Sydney's waterfront remains a strategic catalyst for downtown growth. The 2014 Harbourfront Vision identified several key projects for the municipality which are starting to gain some momentum. These include:

- a second berth for cruiseships has just been announced in early 2017 with cost sharing from all 3 levels of government. The second berth could allow the port to potentially double the cruise traffic (187,000 visitors expected in 2017) after it is completed in 2018.
- The boardwalk extension is continuing with annual additions and improvements.
- Initial concepts for a new library on the waterfront

Downtowns are the symbolic and historic centre of the community and they reflect the prosperity, pride and image of its residents.

FIGURE 6. Charlotte Street 2016

have been drawn up

- Plans for a new mixed use development on the waterfront are gaining momentum and additional developments are being analyzed.
- The Sydney Harbour Investment Partners are continuing to make strong advances with the implementation of Novaporte.

In just 2 short years, the Sydney waterfront is continuing to gain redevelopment momentum. The announcement of the new cruise berth for 2018 places even more pressure for downtown revitalization improvements as tourist traffic is set to increase. Cruise passenger rated the downtown Sydney experience very low in a recent survey. Improvements to signage, interpretation, waterfront amenities, streetscape improvements on Charlotte Street and connections between the Joan Harrison Cruise Pavilion and Charlotte Street will be high priorities if the passenger experience is to improve.

1.3 Process

In late 2016, Ekistics was commissioned by CBRM to commence the Urban Core Plan for Downtown Sydney. The project began with a walkabout with city staff and members of the Sydney Waterfront District Association (formerly the Downtown Sydney Business Improvement District Commission) in November of 2016. The consultants gathered aerial footage of parking and traffic with a drone and with an automated traffic measuring station called a MioVision. The group began preparations for the community workshop and the launch of the online survey to follow 2 weeks from the initial site visit.

Business Owners Workshop - Nov 23

Business owners in the downtown were invited to a workshop on the morning of November 23, 2016. About 20 business owners participated in the morning workshop working independently at 3 tables to develop plans and ideas for revitalizing downtown. The suggestions from the business session included:

- Reinstate the Facade program
- Tax rate for condos is an issue (up to $6k per year). City needs to address taxes to make downtown living and development in general more appealing. Look at ways to freeze (or incrementally raise) tax assessments over 10 years.

FIGURE 7. 2014 Harbourfront Vision

FIGURE 8. Business Owners Workshop, Nov 23, 2016

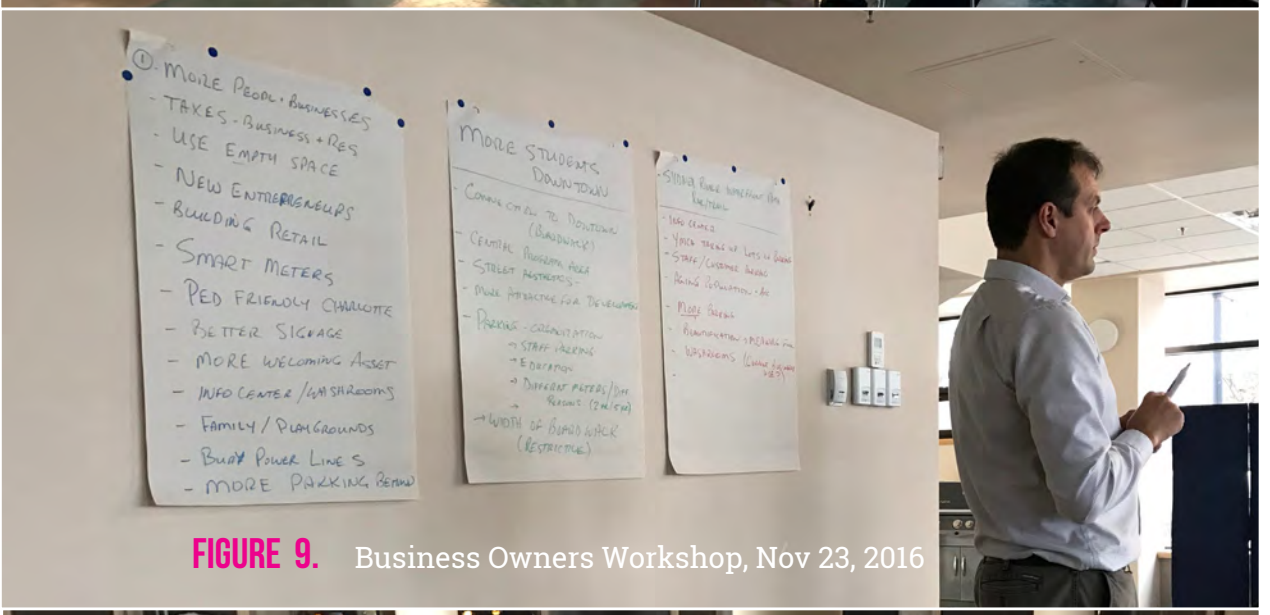


FIGURE 9. Business Owners Workshop, Nov 23, 2016

FIGURE 10. Public Workshop, Nov 23, 2016

- Fill our empty lots with new developments. This gets back to taxes and red tape.
- Add smart parking (smart meters) to downtown
- Make Charlotte Street more pedestrian friendly
- Improve wayfinding signage and in particular, theres a need to sign locations to parking lots
- Create a visitor information centre storefront (VIC) for tourists on Charlotte Street
- More public art, more attractive streets and green spaces, more beautification.
- Playground more centrally located in the downtown. If we want housing downtown we need better parks for all ages.
- Bury the powerlines on Charlotte Street
- More students downtown with better transportation. Can we get an NSCC or UCCB campus downtown? Students want to live downtown; give them more options
- Create better connection to boardwalk from downtown with a walking loop, signage, central programming area
- Parking needs to be organized in a better fashion. It seems very haphazard. How can we change the mindset of walking a block or two with locals? Staff and employee parking should be secondary locations while primary parking should be reserved for shoppers and downtown visitors. Need to better distinguish between temporary and longterm parking. YMCA is taking many of the downtown parking spaces. Aging population requires accessible parking
- Continue to invest in boardwalks and waterfront improvements. Connect to Wentworth, Open Hearth Park and Charlotte street. Widen the boardwalk in places.
- Sydney River multi use path has been put on hold due to land ownership - Tennessee railway.
- Permanent washrooms on the waterfront are needed.
- A parking garage is really needed - Somewhere central like near Dooleys or by Bell Aliant
- Snow removal and maintenance is a big issue in the winter.

Public Workshop - Nov 23

The general public were invited to an evening workshop on November 23, 2016. The workshop began with a downtown walkabout followed by a workshop. Though turn-out was low, the quality of the suggestions were first rate. About 12 people participated in the evening workshop working independently at 2 tables to develop plans and ideas for revitalizing downtown. The suggestions from the public included:

- Set a growth target for downtown with significant increases in residential developments targeted for the next 10 years. 400-500 new units.
- Continue to invest in Open space and parks in the downtown as they will be critical for new residents and new businesses.
- Continue to encourage immigration - policies to bring in new people, some may eventually become developers like Halifax (Lebanese immigrants are now building Halifax).
- Recognize that you only have a strong wheel if you have a strong hub. We need to start in downtown Sydney and it will improve the fortunes of all outlying communities.
- Need to create tax incentives for new development downtown.
- Don't sell ourselves short to dream big - we will have partners along the way.
- We need a downtown parkade. There's a perception that there's no parking downtown.
- We need a town square in the middle of downtown. Could Charlotte Street be the Town Square?
- Focus on making Charlotte Street more attractive. What can we provide on Charlotte Street that is not found at the mall? Art gallery, museums, cafe's, library. We need high quality public buildings in the downtown and high quality public events and activities to make it special.
- Need dedicated marketing, signage and branding for downtown.
- How can we overcome the pessimism and cynicism of some residents and businesses? We need some small wins to demonstrate success.
- Develop the Cosset House historical building. People love history.
- A sense of community is missing in the downtown. Public lands are an important piece of the puzzle. We need gathering places to create community.
- We need common green spaces that people are proud of (turn grey into green somehow).
- We need more trees and hanging plants downtown. Particularly on Charlotte Street. Charlotte street is bleak and harsh. needs trees. needs green space. needs sidewalk cafe's.
- Too many vacant lots downtown....is there an interim strategy to green them? How can we turn a liability into an asset?
- Businesses need to be able to spill out into the street (like boats on a waterfront)
- Need owners to clean up properties. Need a way for one person to fix up their building and it will spread. In St. Peters, even the fire hydrants have become public art.
- Get a farmers market downtown - it was in the Joan Harris pavilion.
- 138,0000 visitors this year about 85 ships. 138 ships booked for 2017. A second berth needed.
- Need to continue to invest in waterfront. Need to link it to Charlotte Street.
- Cruise ship passenger surveys - they love excursions. Sydney itself and Charlotte Street in particular is not highly rated. Downtown has the worst downtown experience but the best excursion potential.
- Bank of Montreal as a new heritage museum will be a huge draw at the gateway of Charlotte.
- Charlotte Street is coming apart. Looks in serious disrepair. We need to make sure things are maintained. No garbage, no benches falling apart, overhead wires, poor signage, etc.
- NS Art Gallery needs a branch in Sydney. Have one in Yarmouth. Need one on the east end of NS and downtown Sydney should be it. CBU has a gallery....could we relocate downtown? Branch of Museum of Natural History in Sydney? Maritime Museum? We need a provincial gallery or museum.
- Antique cars on Charlotte street was a huge draw. More events like that needed.
- We should always focus on satisfying our own people first, tourists are looking for authenticity.
- Two big catalysts for downtown - Highlands Arts Theatre and Doctor Lucs (Coffee House)
- We need to create memorable experiences in the downtown
- Emphasize pedestrians and pedestrian experiences.
- Walking is not currently an enjoyable experience in downtown.
- The walk signal does not last long enough on Prince and George. Townsend and George. Signals favour vehicles over people.

Online Survey

An online survey was conducted over a 2 month period (Nov 23 to mid January) as part of the engagement strategy for the Downtown plan. There were **715** surveys completed over an 8 week period. This is, by far, one of the most successful survey outcomes that the consulting team has ever witnessed and is a good indicator of the community's desire to revitalize its downtown. The following summary provides an overview of the findings.

1) Age of Respondents

Most of the survey participants ranged in age from 21-34 years old (36% of respondents), followed by the 35-49 age range (29%), followed by the 50-64 age cohort (25%). Youth groups (<21 years old) were highly under represented with only 3% responses. When compared to the 2011 census data for Sydney, 27% of the regions population is below 20 years old yet only 3% of the survey respondents were below 21. As a result, the survey may not necessarily represent the views of the youth due to the low response rate from that cohort. Either that group is not as interested in downtown issues, or they are not well connected in the downtown network. From research in other cities, the later is more likely the case and the CBRM and Downtown Sydney needs to make extra efforts to engage the youth in downtown related issues. The other age ranges from the survey follow relatively closely to the 2011 census findings meaning that the survey represents the age cohorts that exist in the City.

2) Population Stability

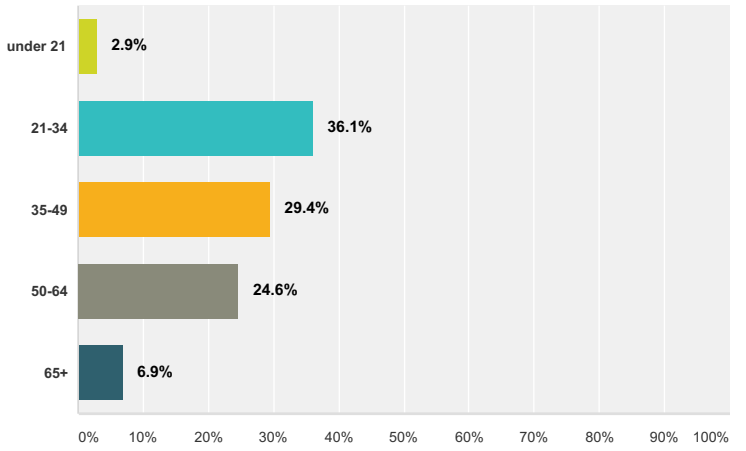
Most of the respondents were longtime residents of CBRM with over 89% having lived or worked in CBRM for more than 5 years. Only about 9% of respondents lived or worked in CBRM for between 1-5 years and just over 1% have lived or worked in the community for less than 1 year. While this demonstrates that respondents have a long history and knowledge of the issues in the city, it may also suggest that there is a lack of immigration, a lack of 'new blood', and possibly more resistance to new ideas or fresh perspectives.

3) Walking Distance

Surprisingly over 40% of respondents live within walking distance of the downtown. "walking distance" can vary for a persons age or fitness level but it usually means within 45-60 mins walk (or less than 5km at average walking speed). 60% of the respondents would have to take a car or bus to get to the downtown so the questions relating to parking availability might be a bit more pronounced. In fact, when we look at the parking related questions, there is very little difference in the responses when comparing people who live nearby and people who have to commute into the downtown.

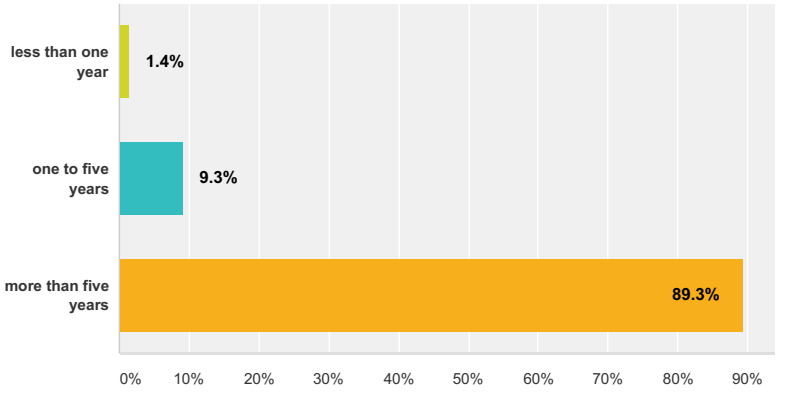
Q1 What is your approximate age?

Answered: 714 Skipped: 1



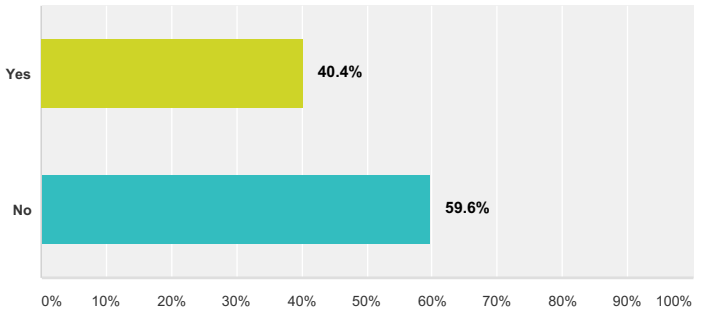
Q2 How long have you lived or worked in CBRM?

Answered: 711 Skipped: 4

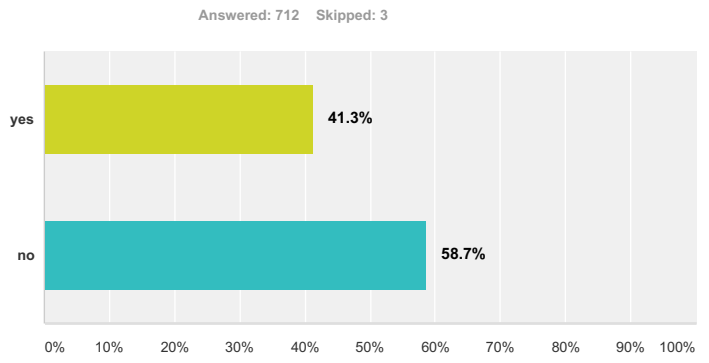


Q3 Do you live within walking distance of downtown Sydney?

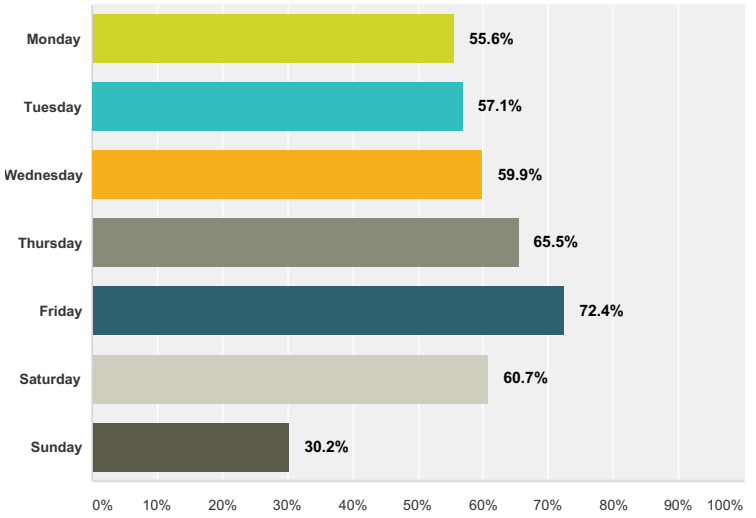
Answered: 713 Skipped: 2



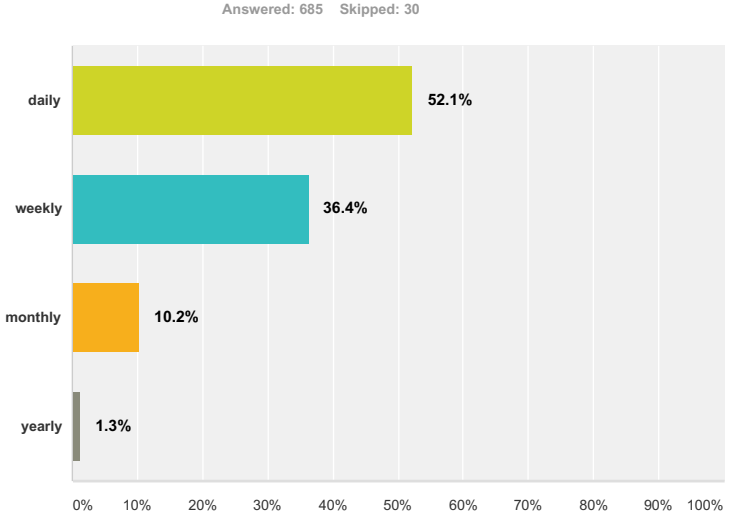
Q4 Do you work in downtown Sydney?



Q5 On which days do you most frequently visit the area?



Q6 How often are you in downtown Sydney?



4) Working in Downtown (Q4)

Like the previous question, 41% of the respondents work in downtown Sydney. These respondents have a unique perspective of downtown Sydney since they are there much more often than most people. These individuals tend to have a more vested interest in downtown since they spend much of their time there. Later in this overview, we'll compare the results of the overall survey against those that work in the downtown to look for differences of opinion or varying perspective.

5) Frequency of visitation (Q5)

The daily frequency of downtown visitation is remarkably consistent ranging from 55% on Monday, increasing each day of the week up to 72% on Friday, dropping to 60% on Saturday and falling to the lowest visitation on Sunday at 30%. Unfortunately the survey did not ask about time of day visitation but there is consensus that the evenings are very idle in the downtown with even the Tim Hortons closing at 5pm. Lack of evening business activity is a clear sign that there are not enough people living in the downtown. The higher the density of downtown residential living, the more activity there is at night. The more people living in the downtown, the safer it feels, the more business activity there is, the more the downtown starts to thrive with business. Encouraging more downtown residential development will be a key recommendation of this plan.

6) Cycling in Downtown (Q6)

Almost 6% of respondents said they cycled regularly in the downtown. The highest modal share for cycling in Canada is Victoria at 5.9% due to the favourable weather and active outdoor lifestyle. The question in the survey didn't specifically ask how often respondents biked to work, but it does provide a snapshot of a potentially very active cycling community in Downtown Sydney. Many cities are installing bike lanes and infrastructure to increase the cycling modal share and reduce the number of vehicle trips. As a 'peninsular' downtown, Sydney is making active steps to improve its municipal active transportation plan with planned routes along Esplenade, George Street, Ferry Street, Nepean, Prince and Townsend Street. Improving cycling infrastructure in the downtown can be a a draw for downtown housing, and a driver of commercial, educational and office uses.

7) Walking or driving to downtown (Q7)

When asked how often people walk or drive to downtown, 83% said they usually drive (15% said they sometimes drive and only 2% said they never drive), and 13% said they usually walk (60% said they sometimes walk and 27% said they never walk). When 40% live within walking distance of downtown but only 13% usually walk, it might suggest that walkability improvements (sidewalks, safe road crossings, better connectivity, more 'eyes on the street') could increase the amount of walking to the downtown. Still, 13% is a very high proportion of people walking to the downtown. In 2011, Statistics Canada released a survey called "Commuting to Work" where the highest walking commuter cities were Victoria (10%), Kingston (8.5%), and Halifax (8.5%). Though the Downtown Sydney survey question was slightly different ("when you go downtown, do you usually walk?"), it still suggests that there is a high percentage of downtown walkers in Sydney. Increasing the residential population in the downtown will only increase this number.

7) Parking in the Downtown (Q8-Q10)

Like many downtowns, there is a perception from the business community that there is a parking problem in the downtown. The survey was designed to test the perception of parking adequacy by respondents. This is not to say there is or isn't a problem, it only gauges the perception of parking in downtown. Later chapters will analyze the details of parking.

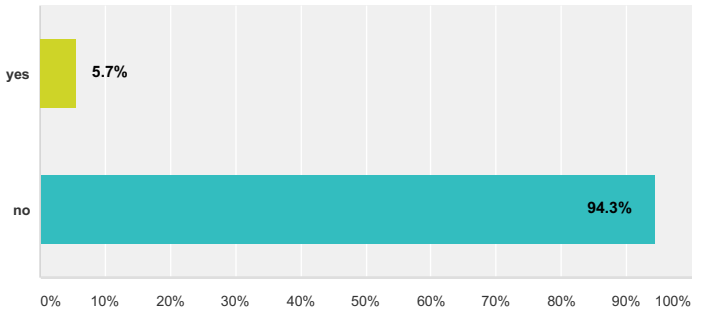
80% of respondents said they regularly park in the downtown. This correlates well to the 83% of the respondents who said they usually drive to the downtown. When asked how long it normally takes to find a parking space, 42% of the respondents said less than 5 minutes, 36% said 5-10 minutes, 14% said more than 10 minutes and 8.1% said not applicable (because they walk, bus or cycle). Donald Shupe, a parking expert, claims that "on average, 30 percent of the cars in congested downtown traffic were cruising for parking". Sixteen studies of cruising behaviour were conducted in the central business districts of eleven cities and they found that the average time it took to find a curb space was eight minutes, and about thirty percent of the cars in the traffic flow were cruising for parking. The time it takes to find a parking spot is also related to the cost of parking spaces. For instance, if all parking in the downtown was $10/hr, it would take no time to find a parking space; but you probably wouldn't want it. So, the cost of parking is related to the availability of parking. Free parking, as we'll later discuss, causes significant parking problems as retail employees and shop owners take up the best parking early in the morning with little turnover throughout the day. In other words, too many low priced parking spots will increase the amount of time it takes to find an adequate parking spot. More about this later.

The third question in the survey related to parking asks how difficult or easy it is to find parking in the downtown. When asked about finding parking close to my destination, 13% said it was easy to find parking, 44% said it was usually not a problem and 43% said it was difficult to find parking. When asked about finding a parking spot within a few blocks of my destination, 23% said it was easy to find parking, 58% said it was usually not a problem and 19% said to was difficult. When asked about finding onstreet parking, 8% said it was easy, 39% said it was usually not a problem and 52% said it was difficult. So, finding a parking spot on the street is usually not a problem half of the time, finding a parking spot close to my destination is usually not a problem 57% of the time, and finding a parking spot within a few blocks of my destination is usually not problem 82% of the time.

The fourth question relates to the perception of the cost of parking compared to other downtowns. 11% of the respondents find parking expensive, 64% say that it's reasonable and 24% say it's inexpensive. So, more than twice as many people think parking is inexpensive in downtown Sydney compared to those who think it's expensive. Two thirds of the people think the parking rates are reasonable. From a retail perspective, the 11% of the people that think parking is too expensive probably think that the retail in downtown is also too expensive. As we'll discuss later, a target of 15-20% of open parking spaces should be the goal of 'right-pricing' parking.

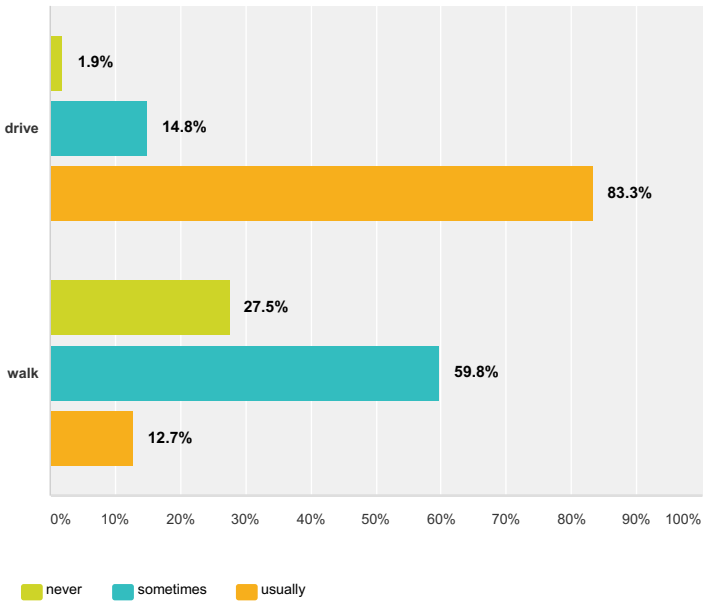
Q7 Do you regularly bicycle in downtown Sydney?

Answered: 685 Skipped: 30



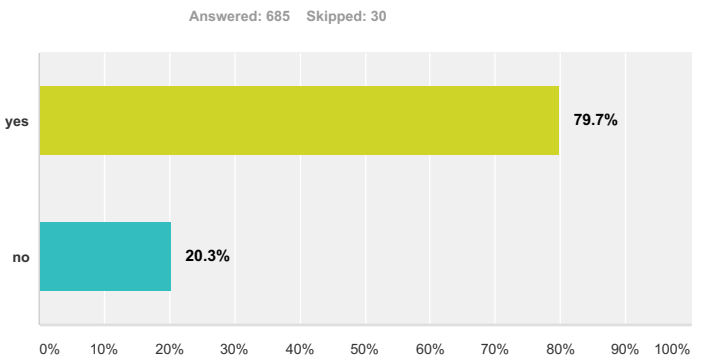
Q8 When you go to downtown Sydney, do you usually drive or walk?

Answered: 685 Skipped: 30



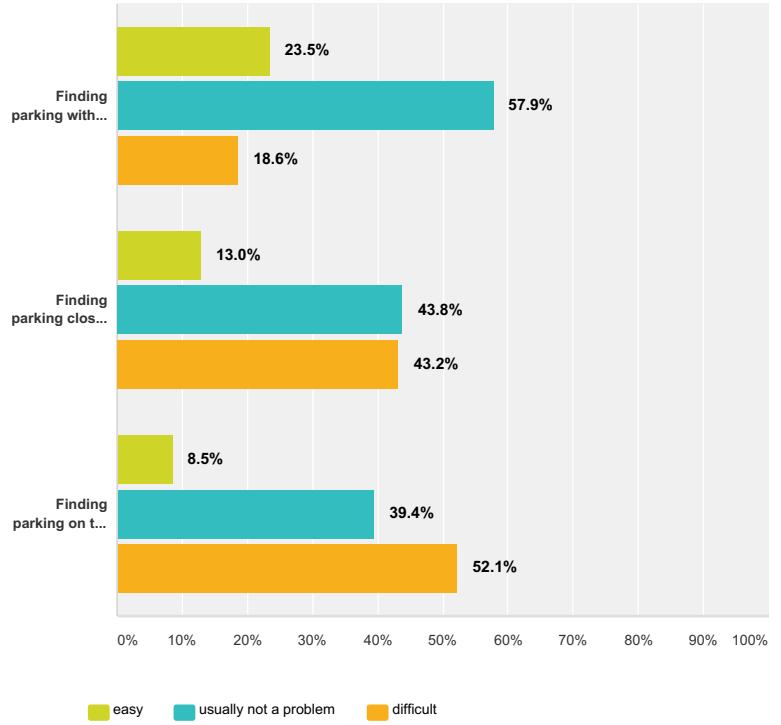
Q9 Do you regularly park in downtown Sydney?

Answered: 685 Skipped: 30



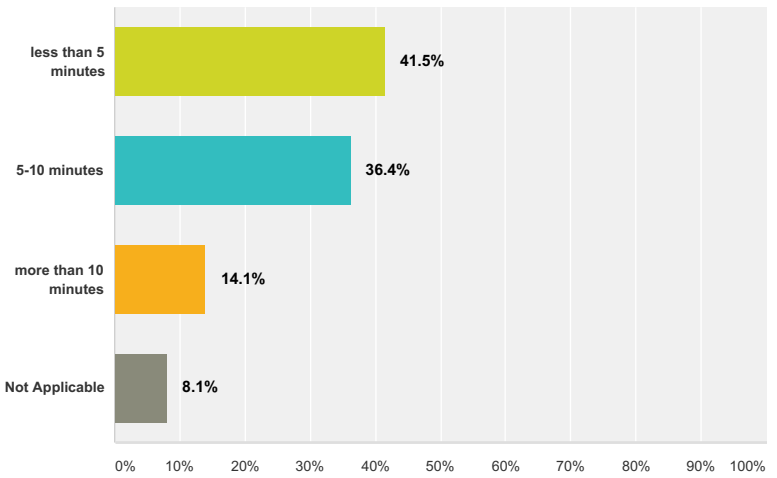
Q9 With regards to parking,

Answered: 674 Skipped: 41



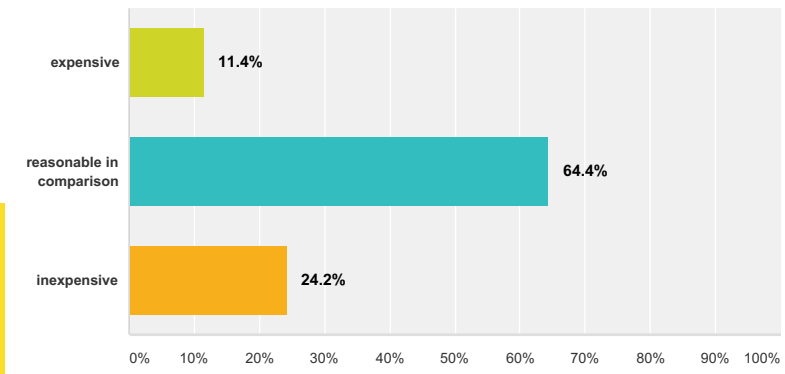
Q10 Finding a parking space usually takes...

Answered: 682 Skipped: 33



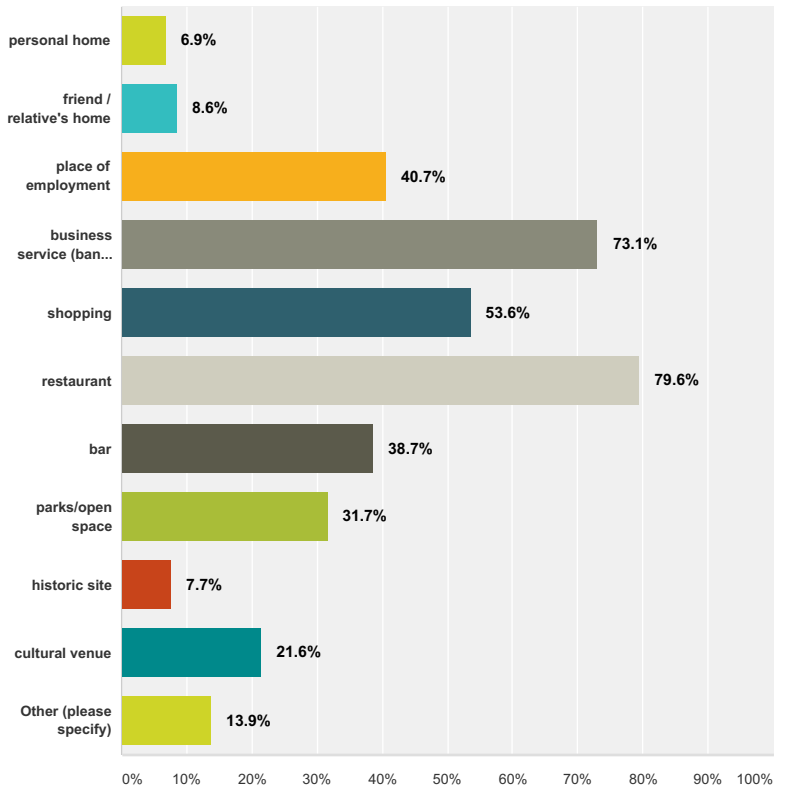
Q12 Compared to the cost of parking in other downtowns, Sydney's parking is

Answered: 674 Skipped: 41



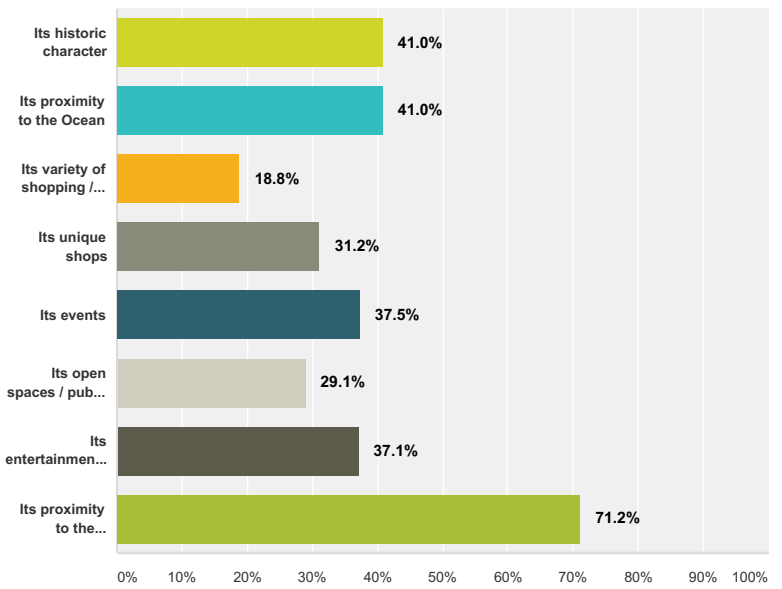
Q13 What are your most common destinations while in the area? (click all that apply)

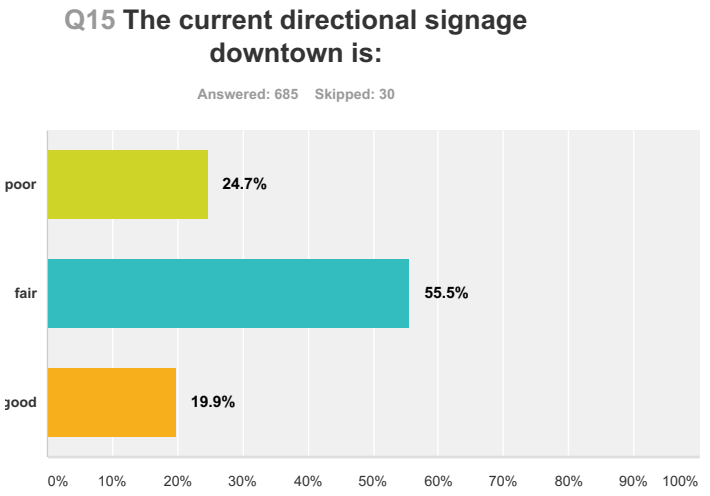
Answered: 685 Skipped: 30



Q14 What appeals to you about Downtown Sydney? (Check all that apply)

Answered: 622 Skipped: 93





8) Most Common Destinations (Q13)

By far the highest destination for downtown is restaurants (80%), followed by business services like banks and lawyers (73%), shopping (54%), place of employment (40%), bar (39%), and parks and open space at 32%. A whopping one third of people are coming into downtown to use the parks and open space and most are coming to eat in the downtown. The survey also included an 'other' category which is represented in Figure 11 by the following 'wordle' (larger words represent higher frequency of word suggestions).

9) Downtown Appeal (Q14)

When asked what appeals to you about downtown Sydney, 71% said the proximity to the waterfront, 41% said the proximity to the ocean, 41% said its historic character, 37% said its entertainment, 37% said its events, 31% mentioned its unique shops. Clearly, the downtown's proximity to the waterfront is a major draw and driver of business. Investments in a more public waterfront and more public buildings and activities on the waterfront will improve the draw to the downtown. Surprisingly only 19% of the respondents mentioned the variety of shopping experiences in the downtown. This is an area where more work needs to be done. A wordle of the "other" suggestions is found in Figure 12.

10) Signage (Q15)

When asked about the adequacy of directional signage, 25% found it poor, 56% fair and 20% found it good. Local residents don't usually need or notice directional signage so a 25% finding of poor quality suggests there is some work to do to improve the directional signage around the downtown.

11) Improving the Downtown (Q16)

When asked what downtown Sydney could do a better job of, 81% thought more diverse businesses, followed by more accessible parking (59%), better connections to the waterfront (56%), facade improvements (54%), improved bus services (53%), free wireless Internet (52%) improved sidewalks (50%). A wordle of the "other" suggestions is found in Figure 13.

12) One Way Streets

When asked about the one-way streets on the downtown, 26% said they should be simplified. The question did not elaborate on what one-way streets should be considered.

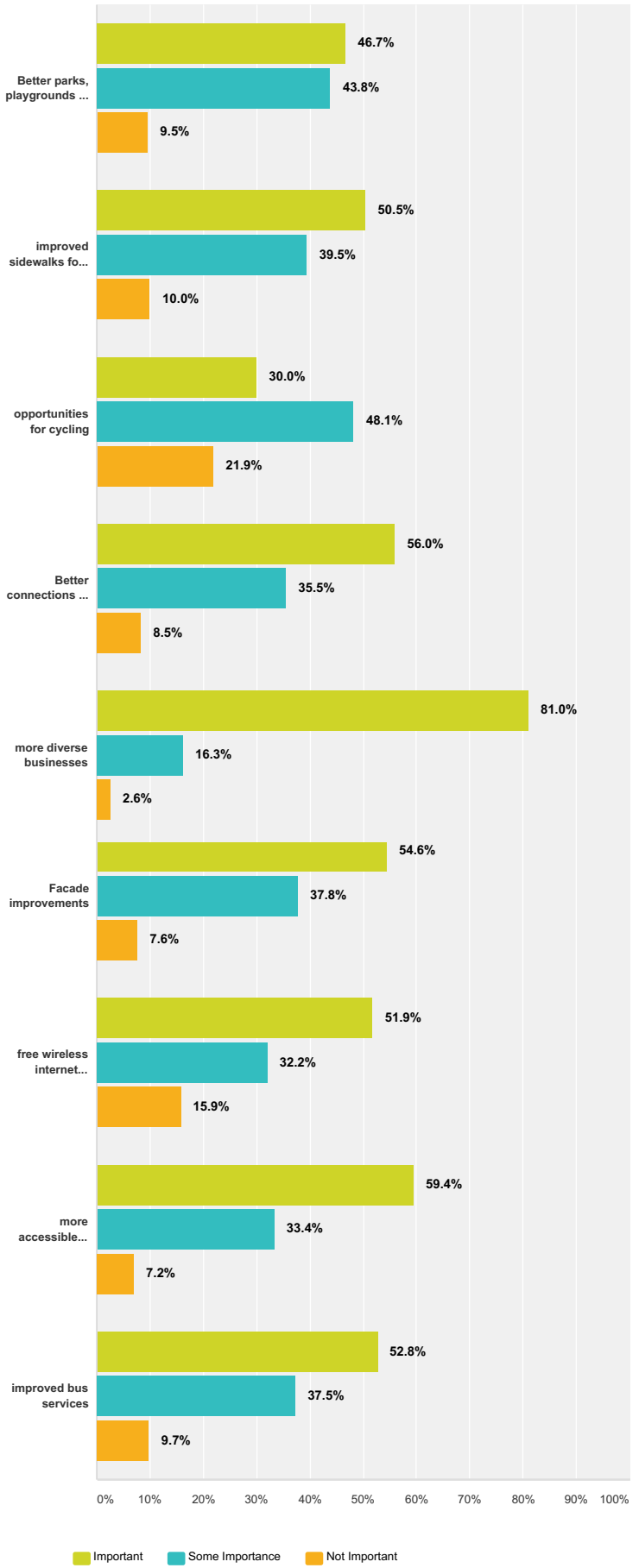
FIGURE 11. Most Common Destinations "Wordle"

FIGURE 12. Downtown Appeal "Wordle"

FIGURE 13. Improving Downtown "Wordle"

Q16 What do you think downtown Sydney could be doing a better job of?

Answered: 654 Skipped: 61



Q18 Do you feel safe walking in downtown Sydney?

Answered: 655 Skipped: 60

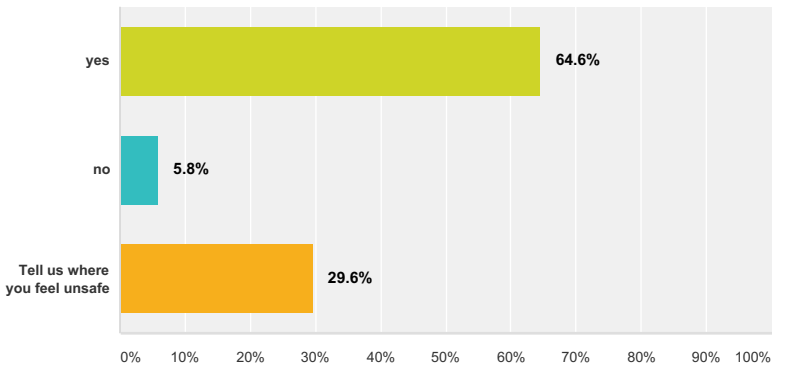


FIGURE 14. Downtown Safety "Wordle"

FIGURE 15. Safety Issues to be addressed "Wordle"

13) Downtown Safety (Q18-Q19)

When asked about downtown safety, 65% felt safe, 6% felt unsafe and 35% suggested there were unsafe areas which they eloaborated upon in Figure 14.

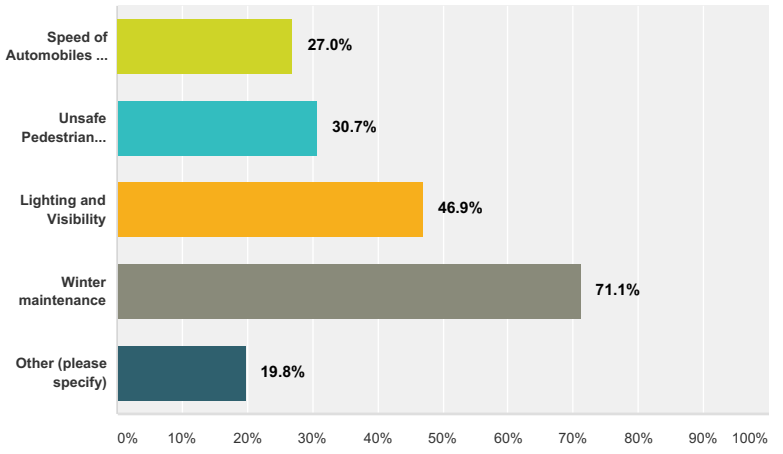
When asked about what safety issues need to be addressed (Q19), 71% mentioned winter maintenance, 47% said lighting and visibility, 31% said unsafe pedestrian crosswalks, 27% said the speed of vehicles. Other things people wanted addressed with relation to safety are illustrated in the Figure 15 Wordle.

14) Downtown Maintenance (Q20)

By far the biggest concern is for the boarded up businesses (72%) and empty lots (60%) in the downtown. Not just because they are an eyesore, but because they represent the failure of the downtown as well as reducing safety impressions. Litter downtown is also a perceived problem.

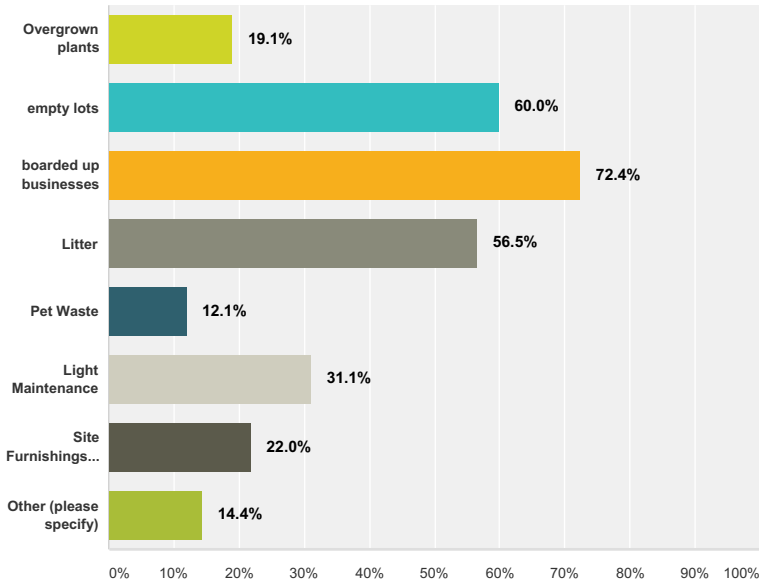
Q19 Which safety issues, in your opinion, need to be addressed in the downtown?

Answered: 655 Skipped: 60

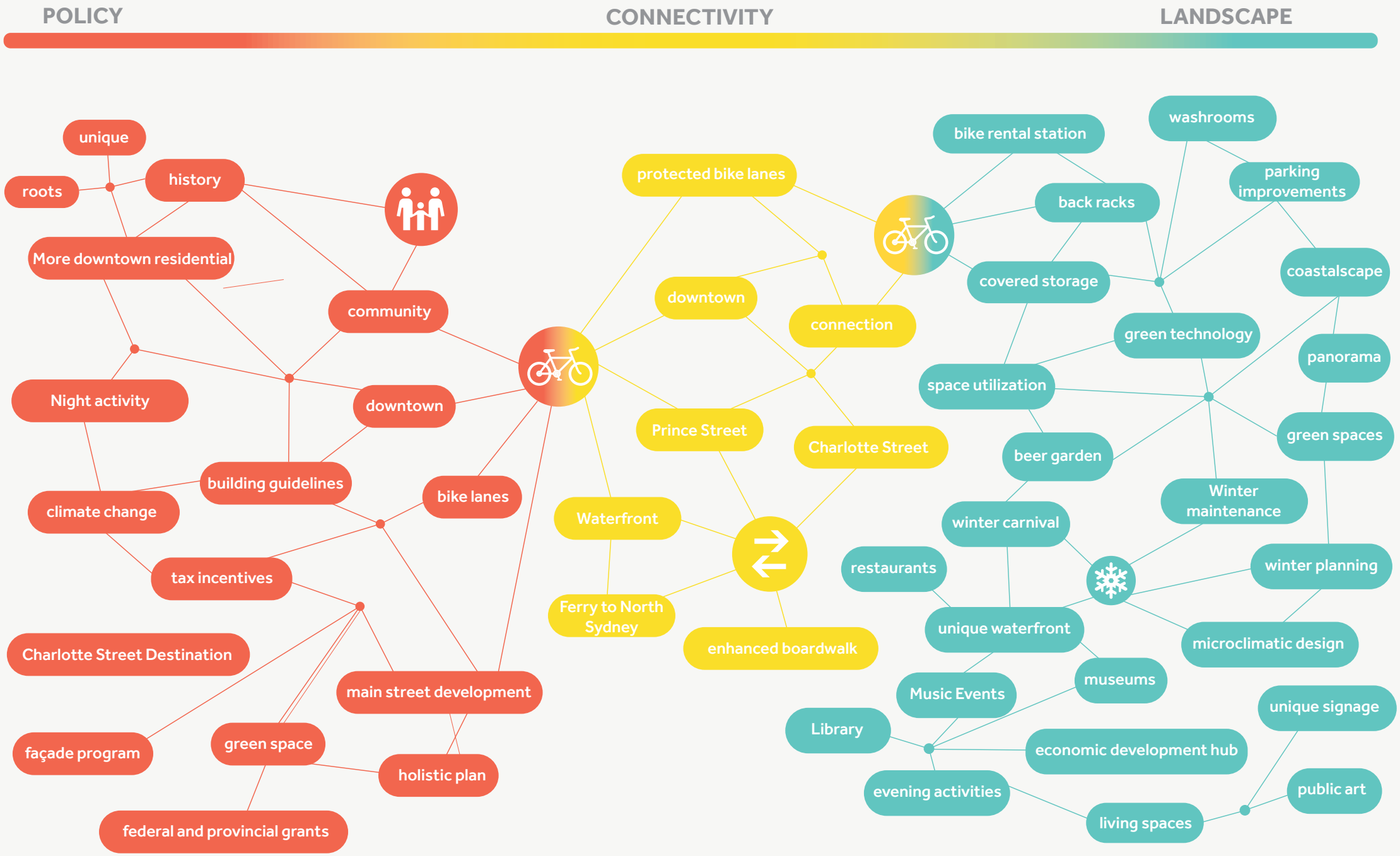


Q20 Which maintenance issues, in your opinion, need to be addressed in Downtown Sydney?

Answered: 655 Skipped: 60



DOWNTOWN SYDNEY
2016 WORKSHOP SUMMARY



2.0
Urban Conditions

2.0 URBAN CONDITIONS

The quality and character of the downtown today will influence the direction and speed of uptake in the future. This chapter reviews existing conditions that could influence the guiding principles for future development and the overall future vision. This 'inventory' of existing conditions should provide a sound rationale for decision making in later chapters of the report.

2.1 Lands

2.1.1 Street Slope and Elevation

Many downtowns in Atlantic Canada were purposely located on steep hills that afforded deep harbours for marine access. This often meant that downtown streets near the water were very steep. Over time though, waterfronts were filled in to create additional waterfront land and this usually results in steep roads one or two streets away from the waterfront. In the case of Sydney, the City was located at a steep outer bend in the Sydney River just north of the outflow of Wentworth River. The top of the ridge that makes up downtown Sydney runs just along the east side of Charlotte Street, closer to Bentinck Street. There are some very steep slopes along the waterfront in the vicinity of the cruise terminal, on the land north of the cruise terminal and along Wentworth Park.

The contour map (fig. 16) shows common street slopes in the Downtown Sydney area. The elevation ranges from about 10 meters above the sea level following the shoreline.

Streets that run parallel to the waterfront are generally shallow grades while streets that run perpendicular to the waterfront are quite steep in areas with 3-4m of grade change from one street to the next.

FIGURE 16. Slope Map

0-2% Slope
2-12% Slope
12-20% Slope
20-30% Slope
30%+ Slope

0 50 100 150 200m

Sydney Harbour

2.1.2 Zoning & Land Use (Fig 17)

CBRM Municipal Planning Strategy:

The majority of the downtown study area is included within the main CBRM MPS document. It should be noted that policy and zone provisions are common to all CBD zoned area in the CBRM and there are currently no special provisions for Downtown Sydney.

In general the focus of the MPS as it relates to the downtown areas is to promote and encourage both a wide variety of businesses and higher intensity residential development to bolster the rejuvenation of these areas and contribute to their vitality. The most relevant policies are summarized as follows:

- Sales/Service Business Development : Policy 2.a states that in the downtown areas of the CBRM a wide range of business uses will be permitted. Furthermore there are very few land use and lot development restrictions within these areas. There are only two specific exceptions. The first recognizes the core areas of the CBD as the traditional pedestrian main street which is to be retained through the maintenance of minimal street setbacks, and a requirement that sales and service uses are to be the prominent first floor use. The second is related to the exclusion of prefabricated buildings in the CBD areas for any purpose, and trailers or other similar vehicles as accessory buildings.
- Waterfront: Policy 2.d states that Downtown Sydney's waterfront and the Esplanade streetscape in the area of the CBD requires exclusive policy direction to foster the recreational/tourist/service/retail focus that is occurring in this area. As such the Downtown Sydney Waterfront (DWZ) is enabled through this policy.
- Residential Development : Policies 1.b and 1.d.1 promote the facilitation of higher, denser apartment development in the central business districts with little or no restrictive lot regulation. Policy 1.d.1 requires that for waterfront areas which are dominated by recreational and commercial developments, that the starker aspects of apartment developments be buffered from pedestrians on public recreational ways.
- General Provisions- Parking : Policy 9.a requires off street parking only for residential and accommodation service uses within the central business districts. It is not required for any other use.

CBRM Land Use Bylaw:

The portion of the downtown study area covered by the CBRM MPS is divided into two main zones with varied requirements based on the general policy guidance outlined above including the (1) Downtown Central Business District (CBD) zone, (2) the CBD Core area (CBDC).

This area generally extends from Dorchester Street in the north to Townsend Street in the south, and west to waterfront. There are special provisions in the CBD zone related to the "CBD core" which is denoted in Sydney by Charlotte Street.

The CBD zone allows a wide range of uses including manufacturing and warehousing, residential, recreational, sales and service, and outdoor storage. Certain of these uses are not permitted in the core area of Charlotte Street including outdoor storage uses, stand -alone apartments without any sales or service uses, manufacturing and fisheries uses, and drive-throughs.

Residential development in the core area of Charlotte Street is generally permitted only on the 2nd floor or higher of mixed commercial/residential buildings, but may be permitted on the ground floor as long as it does not face on the street.

A main building used for any purpose cannot be setback from Charlotte Street by more than 5 feet – except through the use of a plaza which is integral to the site plan.

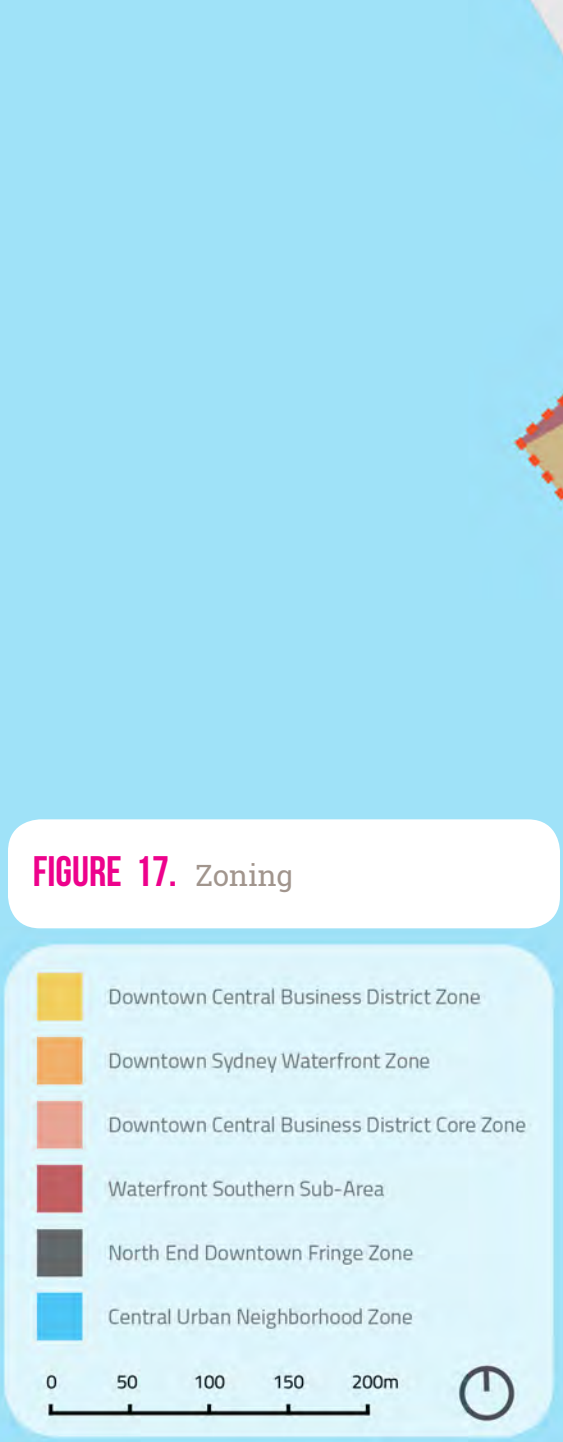
Generally there are very few zone requirements which would restrict redevelopment or new development in the downtown. The one which stands out is the parking requirement for residential development of one parking space per every two dwelling units. Similarly, commercial accommodation services are required to provide one space per sleeping room.

Downtown Sydney Waterfront (DWZ) zone.

The downtown waterfront is denoted by this zone which borders the CBD at the Esplanade and is generally bounded by Dorchester Street and Townsend Street.

This zone allows a range of uses but it is more limited than the CBD zone. Apartment uses are permitted as stand- alone buildings or in a mixed use building. One specific provision to this zone is that sales uses (boutiques) and personal service uses are only permitted as an associated use to another main use in the zone including residential uses. (It is noted that there does not seem to be specific MPS policy for this provision).

FIGURE 17. Zoning



There are no lot or building restrictions for residential or other uses in this zone, however parking must be provided for all uses and is based on the general provision of the LUB (Policy 1.d.1 related to buffering certain aspects of apartment development is not carried through to the LUB for this waterfront area).

North End Sydney Secondary Planning Strategy:

A small portion of the downtown study area is included with the North End Sydney SPS. Formerly part of the CBD area, the area north of Dorchester Street is a transition area to the residential neighbourhoods of the North End. It contains both the North End Downtown Fringe (NEDF) Zone and the Waterfront Southern Sub-Area (WSSA) zone.

The main policy focus is to protect existing residential uses by requiring that most new development (including residential, commercial and manufacturing) be considered only by site plan approval and that taller buildings (over 35 feet) proceed by development agreement to ensure that elements of compatibility are addressed.

Given that this SPS is already in place and addresses the special concerns of the fringe of the CBD this area is excluded under the following section considering new policy and zoning directions.

2.1.3 Off-street Parking Land (Fig 18)

There is 84 acres of off-street parking land in the downtown (340,853 sq.m. or 84 acres) which represents 55% of the total downtown land area excluding streets.

Undeveloped lots on Charlotte Street are a particular challenge and should be the target of infill development over time. Lots that access parking from Charlotte Street are a particular challenge if Charlotte Street is to become a pedestrian focused street. In the short-term these lots should have some screening as well as some pedestrian furnishings. In the long-term, these lots should be infilled with new development wherever possible. The exception is the parking lot at the corner of Wentworth and Charlotte Street. This south facing lot would be ideal for a small urban parkette midblock on Charlotte Street. It's proximity to City Hall and connectability to the waterfront also make this an ideal urban park location.

Other vacant land that should be the target of infill development are street corner lots like many of the corner lots on George Street. On the west side of George Street, 9 of 10 corner lots (90%) are vacant. Street corners are important building sites from an urban design perspective and their absence weakens the the entire downtown.

The waterfront has significant vacant land which will be important land banks for only the highest quality development. The city should ensure that high quality developments abut the boardwalk.

2.1.2. Property Ownership (Fig 19)

Over 70% of the land base in the downtown core is privately owned (excluding roads), with about 5% in federal ownership, 20% in municipal ownership (some of these include waterlots instead of developable land), and none is owned by the Province.

2.1.5 Building Heights (Fig 20)

The vast majority of buildings in the urban core are below 3 storeys in height. There are only 10 buildings in the 4-5 storey range and only 5 buildings greater than 6 storeys in height (most of these are on the waterfront where land values are some of the highest (Fig 23).

Under recent and pending building codes revisions in many Canadian jurisdictions, wood will be permitted in multi-residential and office buildings up to six storeys (compared with four storeys in most jurisdictions) with extra fire safety safeguards. This should be a game changer for small municipalities where the cost of exceeding the previous 4 storey limit was often too great. Downtown Dartmouth is currently proposing the first 6-storey wood frame building which would require an exemption under the National Building Code of Canada. CBRM should continue to lobby the province for a modern update to this section of the building code.

2.1.4 Heritage Sites (Fig 21)

There are only two designated heritage sites in the study area. The old Bank of Montreal Building at the corner of Dorchester

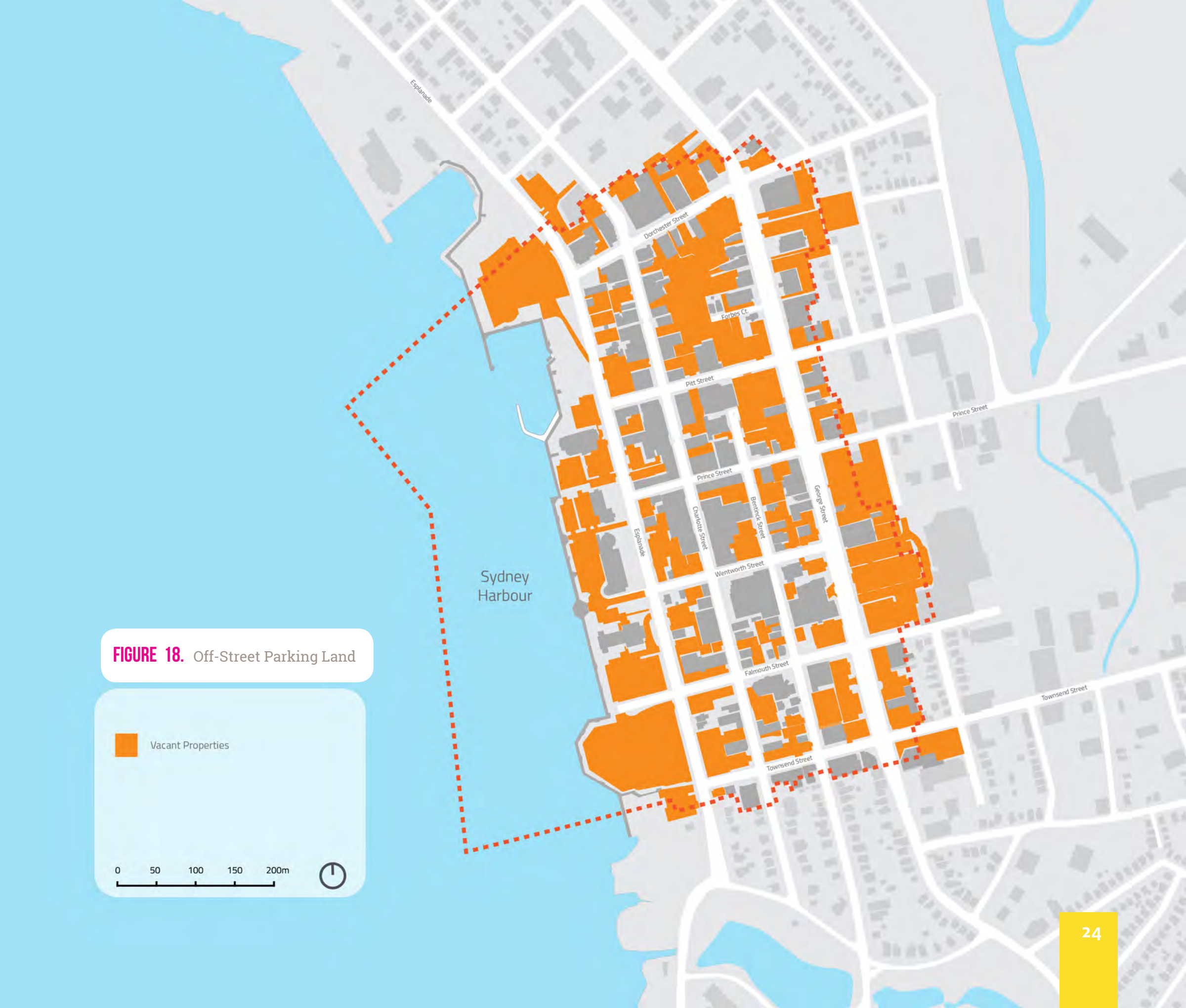


FIGURE 18. Off-Street Parking Land

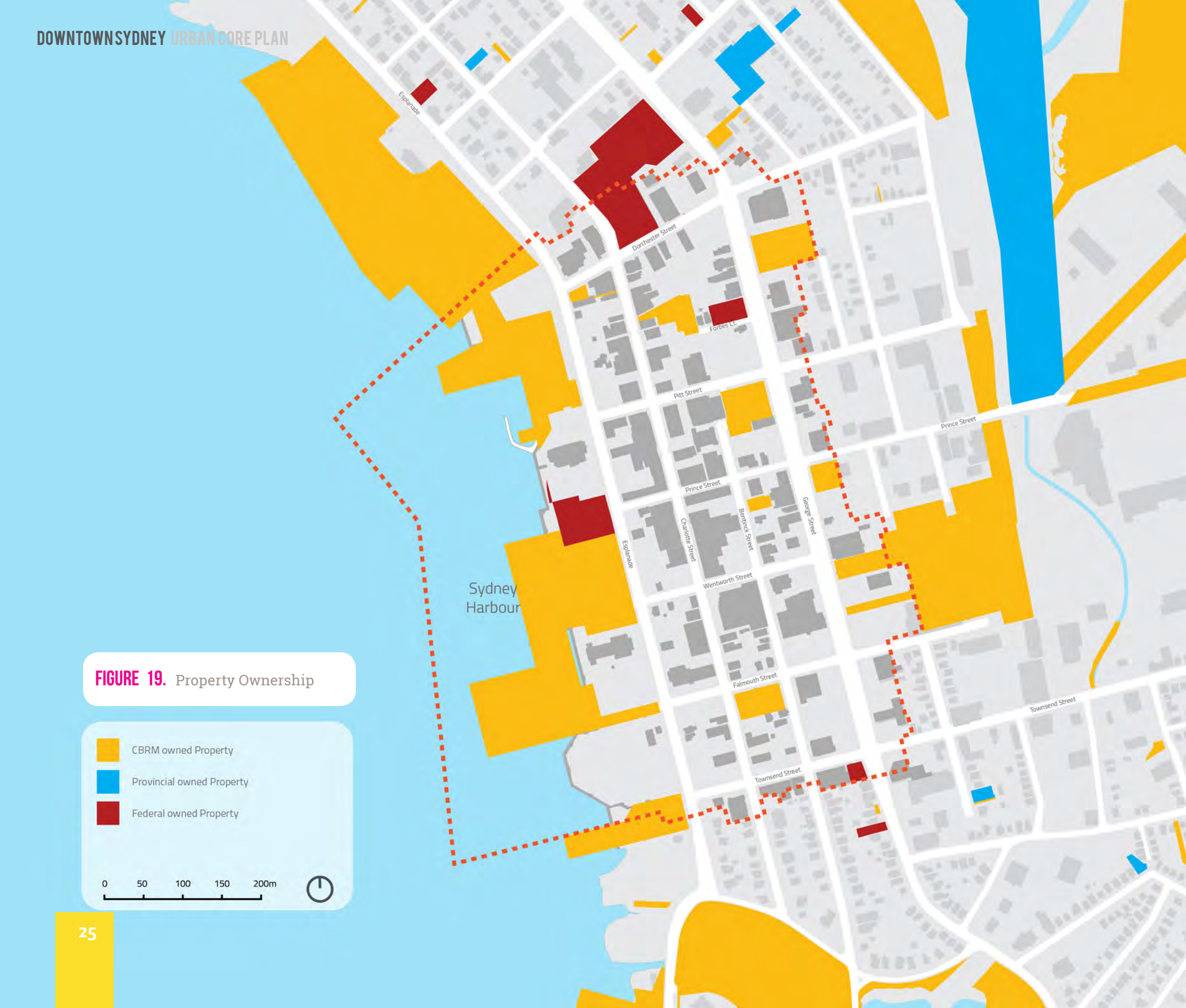


FIGURE 19. Property Ownership

FIGURE 20. Building Heights

1 Story Building
2 Story Building
3 Story Building
4 Story Building
5 Story Building
6+ Story Building

0 50 100 150 200m

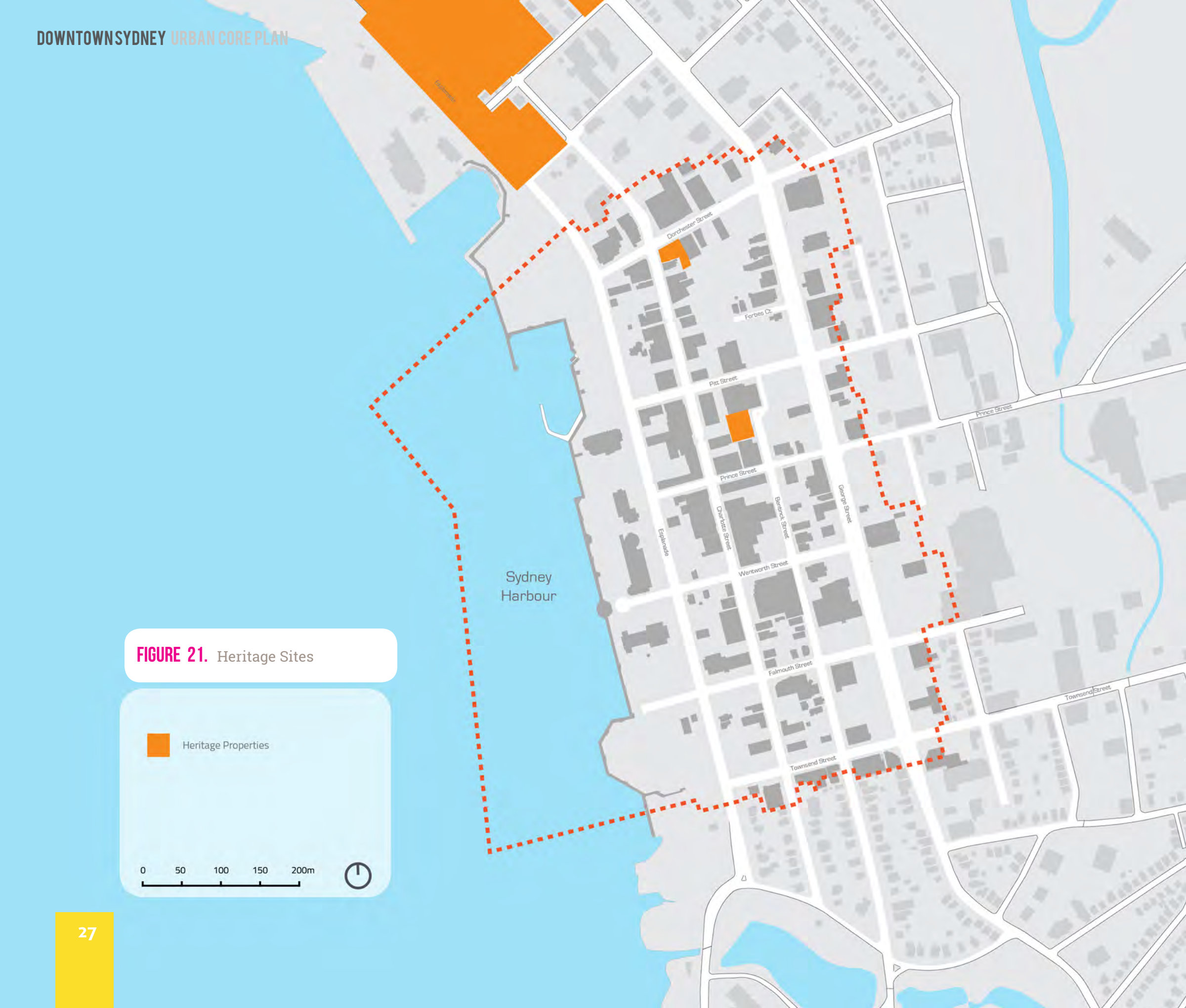


FIGURE 21. Heritage Sites

FIGURE 22. Open Space

and Charlotte Streets, and the Sydney Presbytery United Church Of Canada on Bentinck Street.

While there is not an overwhelming stock of good quality heritage buildings in downtown Sydney, there are an interesting variety of architectural styles and periods.

Parks and Open Space (Fig 22)

There are significant high quality linear parks and open space surrounding the downtown and indeed all of peninsular downtown Sydney. This includes the waterfront boardwalk to the west, Open Hearth Park to the north and east and Wentworth Park to the south. The downtown is not more than a 10 minutes walk to a high quality open space and is more or less surrounded by open space.

That said, it is perhaps unusual that the downtown has no formal urban square, urban plaza, or town centre in the downtown except on its waterfront. Almost every Canadian City has a central open space in the downtown and Sydney deserves one as well. In most other cities, the central open space is usually directly connected to it major commercial street (see other Atlantic Canada city open space in Fig 23-25). The most central location which is currently a parking lot is the western corner of Charlotte Street and Wentworth Street.

2.1.2. Downtown Density (Fig 26)

The density of people living downtown is extremely low with some blocks having no residential units (about 30% of the land area) and the most dense areas having 36-40 ppl/ha (89 persons/acre to 99 persons per acre). Many downtowns are targeting 150-200 people per acre which is essentially 2-3 storeys of residential units above commercial groundfloors.

The 2016 census data shows 933 people living in 682 units in 59ha (145 acres) or 6.4 people per acre. This density is lower than many rural residential neighbourhoods.

2.1.2. Property Values (Fig 27)

The property values map shows the assessment value divided by the area ($ Assessment per sq.m). Though the assessment value does not represent the true value of the lot, it does provide a measure of value that can be used to compare aerial value of lots apples to apples. Lots without buildings have low assessment rates but that doesn't mean they don't have tremendous value. When reviewing this map, it is best to compare lots with buildings as these provide a measure of comparative property values. At the high end, assessed property values top out at about $9525.45/sq.m. The median property value is $190.41/sq.m.

The total assessed value of real estate downtown is $151 million.

FIGURE 23. Halifax Open Space

FIGURE 24. Charlottetown Open Space

FIGURE 25. Saint John Open Space

FIGURE 26. Density

0- 186 ppl/km2	1.8 ppl/ha
186 - 621	1.8-6.2 ppl/ha
621 - 1491	6.2-15 ppl/ha
1491 - 2426	15-24 ppl/ha
2426 - 3023	24-30 ppl/ha
3023 - 4622	30-46 ppl/ha
4622 - 5316	46-53 ppl/ha

0 50 100 150 200m

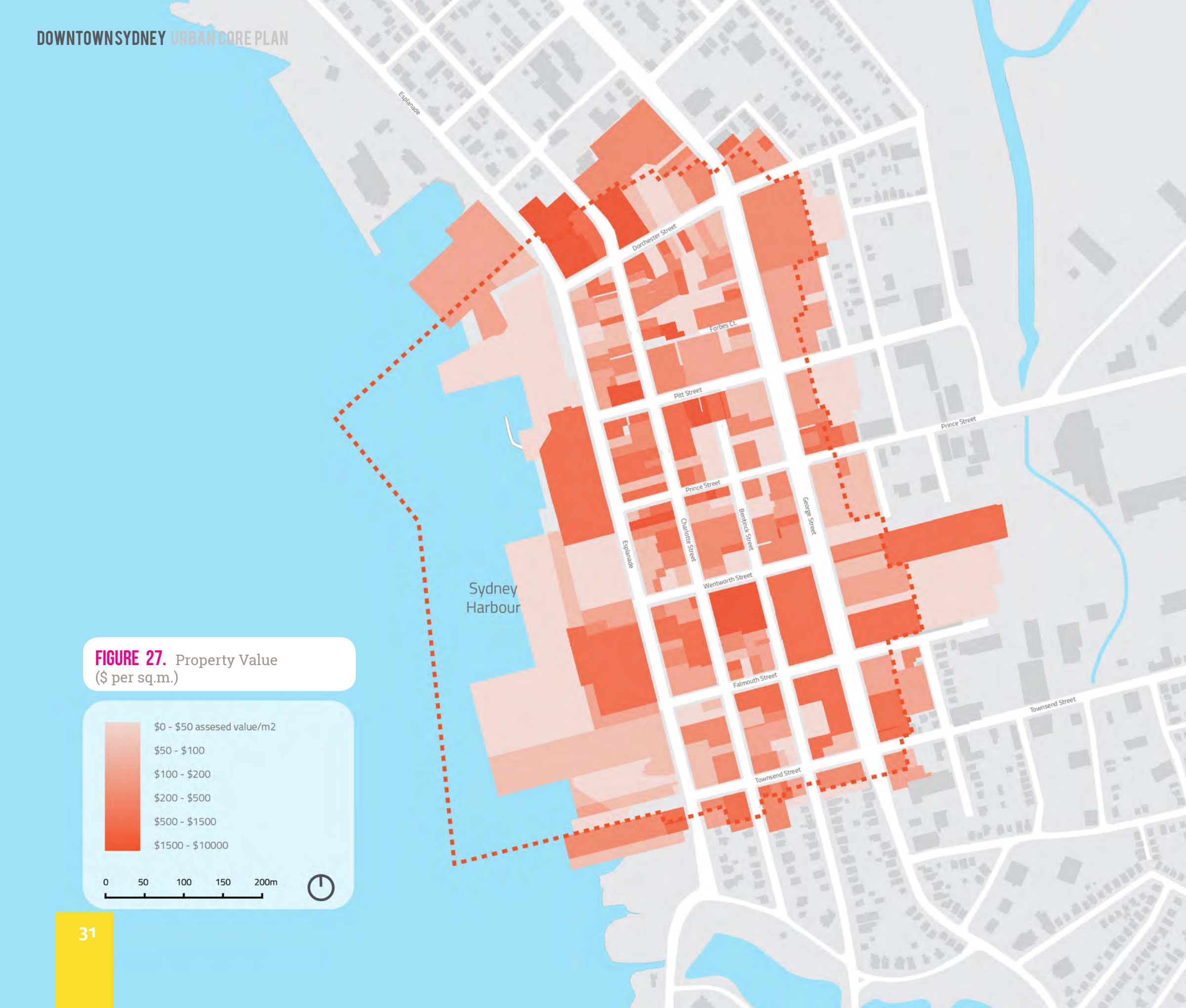


FIGURE 27. Property Value ($ per sq.m.)

2.2 Real Estate Demand

Real estate is a derivative industry, as it responds to demand created by residents and businesses. Although the phrase "Build it and they will come" is widely used, it has also been used to justify failed projects where demand never materialized for the space created.

There are two main drivers of demand for real estate: job creation and household formation.

1. Job creation is the ability of the economy to create jobs – both part time and full time. As all jobs are not created equal, higher paying full time jobs will generate more demand for housing, than a minimum wage part time job. Jobs are very important for young mobile workers, as they tend to migrate to higher paying jobs (e.g., the Alberta oil patch) in order to generate the income needed to pay off student loans, buy new houses and cars, etc.

2. Household Formation. While most people equate population growth with housing demand, its actually a bit more complicated than that, as its household formation that is the key determinant of demand. Households can grow and decline based on a variety of demographic factors, including population demographics, job creation and socio-economic changes. Some connections are not immediately intuitive. For example, if a couple gets a divorce, one partner needs to find a place to live. Conversely, if a partner passes away, the population is reduced, but the surviving partner still needs to maintain a residence. A child can move away from home at the age of 18 and create their own household (i.e., rent an apartment), however if the economy is bad and they lose their job, they could move back home to live with Mum and Dad.

2.2.1 *Economic Projections*

Having a good paying job is a foundation for the creation of a household, which in term requires a house or apartment to live in. Employment growth also fuels demand for office, retail and industrial space. The following table presents total employment data for Canada, Nova Scotia, Halifax and Cape Breton over the past decade.

TABLE 2.1 Total Employment - Labour Force Survey Estimate (Table 282-0125)

	Canada		Nova Scotia		Halifax		Cape Breton	
2007	16,769		447		209		53	
2008	17,010	1.4%	451	1%	210	0.4%	56	4.5%
2009	16,727	(1.7%)	449	(0.5%)	214	2.1%	52	(6.2%)
2010	16,964	1.4%	451	0.4%	216	0.9%	53	2.1%
2011	17,221	1.5%	453	0.4%	219	1.2%	53	(0.9%)
2012	17,438	1.3%	457	1.0%	221	1.1%	54	1.3%
2013	17,691	1.5%	452	(1.1%)	222	0.3%	53	(1.5%)
2014	17,802	0.6%	447	(1.1%)	223	0.4%	50	(4.5%)
2015	17,946	0.8%	448	0.1%	224	0.4%	50	(2.2%)
2016	18,079	0.7%	446	(0.4%)	226	0.9%	48	(3.6%)

TABLE 2.2 Population Change Cape BretonCensus Agglomeration 1991-2021

Cohort	1991	1996	2001	2006	2011	2016	2021
Census Population (1991-2006) and Estimated Future Pop (2011-2021)							
0-14	25590	23655	19695	16655	13910	12050	10375
15-24	18275	17090	14530	13845	12175	9955	8135
25-64	67960	68170	63930	62910	60620	55745	49385
65+	16495	16925	17475	18820	20790	24490	28650
TOTAL	120110	117840	109320	105930	101945	97500	92945
Change		-1.9%	-7.2%	-3.1%	-3.8%	-4.4%	-4.7%
Proportion of Total Population							
0-14	21.3%	20.1%	18%	15.7%	13.6%	12.4%	11.2%
15-24	15.2%	14.5%	13.3%	13.1%	11.9%	10.2%	8.8%
25-64	56.6%	57.8%	58.5%	59.4%	59.5%	57.2%	53.1%
65+	13.7%	14.4%	16%	17.8%	20.4%	25.1%	30.8%

The data show that total employment in Cape Breton has declined over the past decade from 53,900 jobs to 48,000 jobs, a decrease of 10.9%, or 1.1% per year. When compared to the dataset for Canada or Nova Scotia, it is clear that there is a substantial amount of variability in the level of employment in Cape Breton, with spikes of job losses during the 2009 recession, and another spike in 2013-14 with migration to Alberta for work in the oil fields, among other provinces. Given the relatively high unemployment rate in Cap Breton, it is not surprising that the labour force participation rate (i.e., those looking for work) was just 53.2% in 2016 (compared to 61.7% for the Province of Nova Scotia and 61.3% for Canada)

For the first two months of 2017 the Cape Breton region reported an increase in employment of 3,200 jobs (7.4 per cent) when compared to the same period in 2016. During this same period, the labour force climbed by 1,700 (3.2 per cent). With labour demand increasing at a faster pace than labour supply, the result was a 3.3 percentage point decrease in the unemployment rate to 14.1 per cent .

While the $6 Billion Maritime Link project will be winding down in 2017, there are many other major construction projects on the horizon. The major projects for 2017-18 will be the construction of the second cruise ship terminal; the extension of Kings Road to Kenwood Drive; and the expansion of the Donkin mine by Kameron Coal. Ports America and Sydney Harbour Investment Partners continue to promote the NovaPorte container terminal and logistics park, which would provide a major transformation of the local economy, however there are a large number of factors that are outside the control of CBRM, and therefore its not possible to assess the likelihood of this project proceeding in the near term. Finally, as oil prices continued to be depressed, that will keep more people home who were commuting to Alberta to work in the oil patch, although ironically it will also mean less money is transferred back home based on these jobs.

Given this data, it would appear that the local economy will continue to run in a manner that is consistent with previous years, although there will continue to a shift in the service sector to part time employment, which may be attractive to residents moving into semi-retirement.

2.2.2 Population Projections for CBRM

Table 2.2 shows a 10 year population projection for CBRM for the 2011 to 2021 period. The data shows that the population of CBRM will decline by about 9,000 people (9.1%). These population decreases affect all age cohorts except those over the age of 65, where there is an increase in residents (i.e., there will be approximately

Actual data from the 2016 census showed that the population of the Cape Breton CA was 98,722, just over 1,200 people higher than projected.

In addition to the change in population size, the composition of the remaining population also provides clues to the future demand for real estate. For example, the percentage of residents in the 25-64 age cohort continues to decrease, from 59% in 2006-2011 to 53.1% in 2021. This is significant as, this is the primary age cohort that is buying houses. Not unpredictably, the 65 year and older group is expected to grow in the near term to just over 30% of the population in 2021. In real terms, the number of seniors aged 65+ will increase from 16,495 in 1991 to 28,650 in

TABLE 2.3 CBRM Average Housing Starts Per Year - 5 Year Increments

Years	Single	Semi-Detached	Row	Apartment	Total
Source: CMHC Starts and Completions Survey					
1991-1995	272	34	6	37	348
1996-2000	151	14	-	21	186
2001-2005	153	33	1	17	203
2006-2010	139	57	4	14	214
2011-2015	121	81	10	11	223

TABLE 2.4 City of Sydney Housing Starts

Years	Single	Semi-Detached	Row	Apartment	Total
Source: CMHC Starts and Completions Survey					
2010	25	40	0	5	70
2011	13	30	3	7	53
2012	12	22	0	0	34
2013	8	26	0	0	34
2014	7	22	0	0	29
2015	4	10	0	3	17
2016	4	18	0	0	22

2021. This implies a continued demand for low maintenance housing options, preferably on one level with no stairs. Conversely, there is a continued decline in the number of children aged 0-14 years old, meaning the demand for schools, playgrounds and other youth infrastructure will lessen in the coming decades.

2.2.3 Population Projections for Greater Sydney

The following table shows a 10 year population projection for Greater Sydney (within the CBRM) for the 2011 to 2021 period. The data shows that the population of the Sydney core will continue to decline by about 2,000 people (5%). At the time of this report

In most respects, the projections for the Greater Sydney area are not noticeably different than those for the larger CBRM Census Agglomeration.

2.2.4 CBRM Housing Starts

The following chart (Fig 27) and table (Table 2.3) provide data on housing starts in CBRM over the past 27 years broken down by housing type, including single family, semi-detached, row housing and apartments.

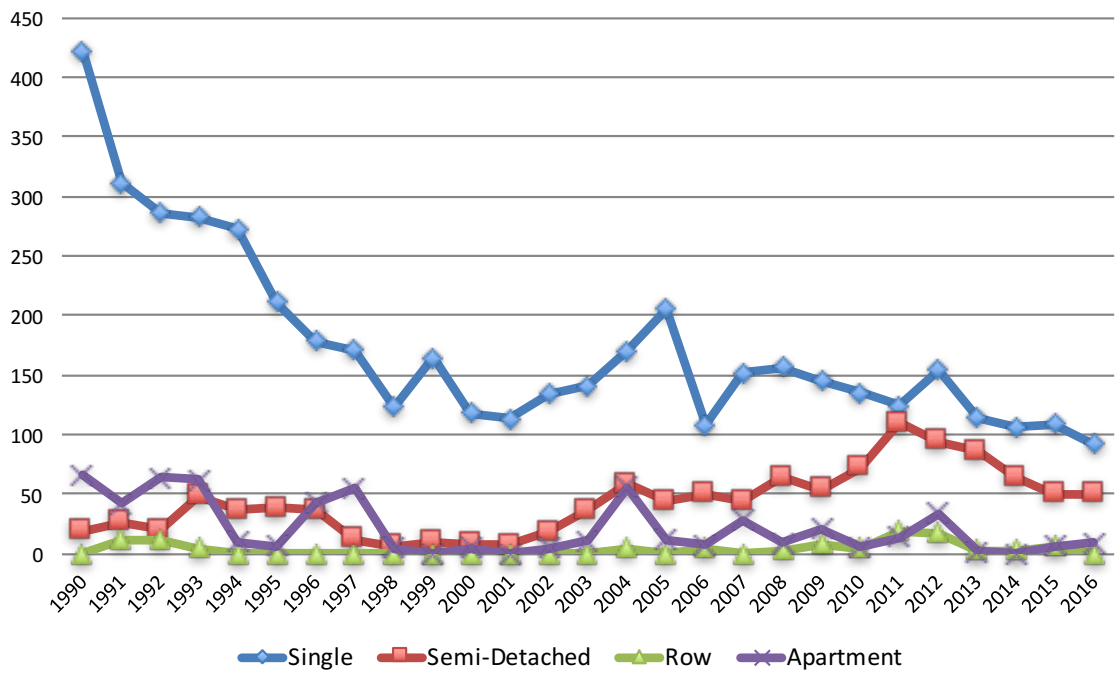
The data show that the amount of housing being built has fallen substantially since the early 1990's when of 350 to 400 units were built a year, to the current level of 150 to 200 units per year (just 151 housing units were built in 2016). Most of the drop in housing supply has come from the single-family market, with a recent increase in semi-detached homes providing an indication of how price sensitive the local housing market is.

Table 2.4 shows housing starts for the former City of Sydney from 2010 to 2016. This data shows a similar trend to that of the larger CBRM market, although given the smaller size of the geographical area, is more susceptible to the availability of land. We expect the recent conversion of the former Cossitt Heights Industrial park to residential housing will influence how many homes are built in this geographical area in the future (although this new land supply should not increase the overall amount of housing built in CBRM, as that is driven by demand factors such as the economy, interest rates and demographics.

2.2.5 Real Estate Conclusions

1. The population of Cape Breton continues to decline, and get older. Without a major chance in the number of jobs in the region, or the number or retirees migrating to Cape Breton, there will continue to be a future contraction in household formation (the key driver of housing demand). The lack of household formation will create challenges for the demand for all types of real estate.
2. Although there has been a shift of tenure to newer, smaller bungalow homes (which helps eliminate future maintenance and provides options to leave during winter),

FIGURE 28. CBRM Housing Starts 1990-2016



without a market to sell existing homes, demand for this type of housing will slowly decrease over the near term.

3. While the Municipality should do everything in its power to create a positive development climate (e.g., lower property taxes, implement a Comprehensive Development District to reduce the impact of large increases in tax assessments), at some point the real estate industry will require job creation and/or household formation to fuel demand for new buildings. A major increase in interest rates would also be detrimental to the future of the housing industry.

4. CBRM should put more focus into managing its downtowns. This means they should be clean, safe and active, with programmed events occurring as much as possible. CBRM will also have to pick which downtown's to try and maintain, as there wont be enough economic activity to continue to support all the former municipal units prior to the formation of CBRM.

5. The Municipality should continue to invest in any and all infrastructure that improves the quality of life in Sydney. This includes: bike lanes, downtown revitalization projects, public parks, cultural amenities, environmental improvements, etc. These amenities will be very important in helping the municipality attract service sector jobs (where most of the economic growth is occurring) and more importantly, retirees, who can bring their wealth to Cape Breton, thus creating demand for real estate without the need for job creation. This last point cannot be over stated, as it's one of the few areas that the Municipality has control over.

2.2.6 Property Taxes

There has been a large amount of discussion in CBRM and Halifax about the negative impact that a single commercial tax rate can have on downtown areas. This particularly true in downtown Sydney, where the commercial rate in 2016/17 is approximately $5.557 per $100 of assessment, one of the highest rates in the Province. By point of comparison, the commercial rate for 2016/17 in downtown Halifax is $3.37 per $100, while the Town of Truro is $4.48 and the Town of Amherst is $4.09.

While this high rate is bad enough on an old building with a low assessed value, it is debilitating for a newly constructed building, where the assessed rate is close to the cost of construction. The Municipality understands this point and is working hard to rectify the situation.

In May 2016, the Province of Nova Scotia legislature gave Bill 177 royal assent, and as a result amended the Municipal Government Act and the Halifax Regional Municipal Charter to allow:

1. Municipal councils to phase in increase to the taxable assessed value of certain commercial or contaminated properties

over a period of up to 10 years. All properties must be located in a Commercial Development District that has been established, and the by-law will provide for the cancellation, reduction or refund of taxes paid as a result of the phasing-in; and,

2. A municipal planning strategy (MPS) to include statements of policy respecting the eligibility criteria for the establishment of a Commercial Development District.

In order to use this legislation, municipalities must establish a Commercial Development District vis a vis a Land Use Bylaw that is approved by the Minister. To be eligible, the district must be supported by policy in the municipal planning strategy and located in an area that is serviced by serviced water and wastewater facilities. Once established, the by-law may authorize a tax refund through a formula that would compare the current years assessed value to a base year, and would limit the refund or reduction to not more than 50% of what the tax increase would have otherwise been. This tax relief is limited to a maximum of a 10-year period.

While on the face of it, these changes appear to be very positive, the mechanics of the legislation have not yet been tested and could prove to be very complex to implement. For example, who tracks the changes and increase percentages for each property in the Commercial Development District? How is the refund handled if the owner is appealing a previous year assessment? This creates the potential for multiple adjustments of current and past tax bills due to municipal changes to their specific program, appeals of PVSC valuations, and future assessment increases or decreases.

On balance, the consulting team feels that this legislation has huge potential to assist CBRM in the revitalization of its urban cores, and to help minimize the spread of urban sprawl. The following map illustrates one potential delineation of the CDD for downtown Sydney.

2.2.5 Interviews with Developers

In order to assess the potential demand for new construction in downtown, the consultants interviewed about a dozen local investors and developers. The discussions focused around the current demand for new housing or commercial space, obstacles to new construction and what, if anything, can the Municipality do to make the development climate more conducive. Without divulging who said what, the following comments reflect the general tenure of the interviews.

» The demographics for CBRM are not good (this comment was repeated in a number of interviews). There are not enough young people to drive demand for housing. The market is mostly older people, and they either already have a home, or are renting a house/apartment and are price sensitive. No market demand means no new construction.

» We need more jobs and more economic activity downtown. Build a new library and move CBU and/or

the Art Gallery downtown. There is not enough activity downtown to attract people to rent.

- We need more international students from CBU living downtown. Young people will help make the bars and restaurants work.
- CBRM is too focused on debt reduction; they need to reduce the property tax rates to make new projects economically viable.
- I've looked at buying commercial buildings in the downtown, but the tax rates are too high to justify the investment.
- If the Tim Horton's can't make a living after 5pm, how would anyone else be able to make a business work?
- CBRM needs to create a competitive advantage for locating your business downtown. Right now, there is no advantage to being downtown, as the costs are higher than elsewhere in CBRM, and there is actually less economic activity.
- Some building inspectors are over zealous in their enforcement of the National Building Code. Unless there is some flexibility in dealing with old buildings, it's unlikely that anyone will be able to redevelop many of the old buildings downtown.
- There is a growing level of transient drug users and prostitution in the downtown, as these tenants are attracted to the inexpensive apartments in the area. CBRM needs to get a handle on this soon, before the neighbourhood gets away from them.
- We need better branding for Sydney. Its not just blue collar labour, there are finance and IT jobs in the region. These employees (and retirees) want quality of life and CBRM needs to focus on this.
- There is not enough parking downtown. Some users (e.g., YMCA and library) don't have enough parking, so visitors to those facilities divert on street parking resources away from business customers.
- The days of nightclub's and bars are behind us. The population is older, and rigorous enforcement of not drinking and driving has reduced this type of business. Downtown needs to focus on other markets. Clean the streets, install public art, promote festivals and events. Create traffic and bring customers downtown.
- Current owners are not reinvesting in their businesses, as the business outlook is not good.

2.3 Sea Level Rise

Climate change adaptation plans in coastal areas of Atlantic Canada are considering various sea level change scenarios for waterfront communities. Sydney was one of the 22 municipalities studied in 2011 as part of the "Scenarios and Guidance for Adaptation to Climate Change and Sea-Level Rise - Nova Scotia and Prince Edward Island Municipalities". The scenarios are driven by CO^2 emissions.

Because we are planning for the next 100 years, it is imperative to consider sea level rise scenarios for the next 100 years.

For Sydney, sea level rise is expected to increase 1.00 ± 0.48 by the year 2100. A safe value would be 1.5m. In this scenario, the existing wharves would be regularly underwater. Future wharf and waterfront boardwalk reconstruction should look at raising these structures by at least 1m. Near Falmouth and the Esplenade, the road is currently at the elevation of the boardwalk height; too low for future scenarios.

Storm surges could have a significant impact on high water elevation depending on the recurrence interval of the storm event. A 10-year storm surge event in the year 2100 could be 4.31 ± 0.68 m above the current chart datum, while a 100- year event could produce a height of 4.73 ± 0.68 m. An important sea level change policy that many coastal cities are implementing is retail or office floor level uses in storm surge areas as well as a first floor height of 4-4.5m.

One of the other significant factors for Sydney is that with sea level rise and accelerated coastal erosion, CBRM should be working with the UCCB to monitor short and long-term changes to offshore formations so as to minimize future shoreline erosion costs.

Halifax is requiring new developments on the waterfront to raise their finished floor elevation by 1m above current boardwalk heights. This means that, over time, the boardwalk elevation will increase, one development at a time; eventually raising the boardwalk height over the next century in phases.

FIGURE 29. Anticipated Changes in Sea Level for the years 20125, 2055 and 2100. "Scenarios and Guidance for Adapting to Climate Change and Sea-Level Rise", W. Richards Climate Consulting, 2011

Municipality or Area	Global Sea-Level Rise (2100) (Note 1)	Crustal Subsidence (2100)	Total Change (2025) (Note2)	Total Change (2055) (Note 3)	Total Change (2085) (Note 4)	Total Change (2100)
Burncoat Head	0.90 ± 0.43	0.15 ± 0.05	0.15 ± 0.03	0.42 ± 0.15	0.82 ± 0.36	1.05 ± 0.48
Joggins	0.90 ± 0.43	0.15 ± 0.05	0.15 ± 0.03	0.42 ± 0.15	0.82 ± 0.36	1.05 ± 0.48
Pictou	0.90 ± 0.43	0.15 ± 0.05	0.15 ± 0.03	0.42 ± 0.15	0.82 ± 0.36	1.05 ± 0.48
Cheticamp	0.90 ± 0.43	0.20 ± 0.05	0.16 ± 0.03	0.45 ± 0.15	0.86 ± 0.36	1.10 ± 0.48
Sydney	0.90 ± 0.43	0.20 ± 0.05	0.16 ± 0.03	0.45 ± 0.15	0.86 ± 0.36	1.10 ± 0.48
Canso Harbour	0.90 ± 0.43	0.20 ± 0.05	0.16 ± 0.03	0.45 ± 0.15	0.86 ± 0.36	1.10 ± 0.48
Halifax	0.90 ± 0.43	0.16± 0.05	0.15 ± 0.03	0.43 ± 0.15	0.83 ± 0.36	1.06 ± 0.48
Lunenburg	0.90 ± 0.43	0.16 ± 0.05	0.15 ± 0.03	0.43 ± 0.15	0.83 ± 0.36	1.06 ± 0.48
Liverpool	0.90 ± 0.43	0.16± 0.05	0.15 ± 0.03	0.43 ± 0.15	0.83 ± 0.36	1.06 ± 0.48
Yarmouth	0.90 ± 0.43	0.16 ± 0.05	0.15 ± 0.03	0.43 ± 0.15	0.83 ± 0.36	1.06 ± 0.48
Digby	0.90 ± 0.43	0.15± 0.05	0.15 ± 0.03	0.42 ± 0.15	0.82 ± 0.36	1.05 ± 0.48

FIGURE 30. Sydney Storm Surge Height for the years 2025, 2055 and 2100. "Scenarios and Guidance for Adapting to Climate Change and Sea-Level Rise", W. Richards Climate Consulting, 2011

	2000	2025	2055	2085	2100
Total Sea Level Rise (m)		0.16 ± 0.03	0.45 ± 0.15	0.86 ± 0.36	1.10 ± 0.48
Extreme TSL - 10 Yr Ret Period	1.95 ± 0.10	2.11 ± 0.13	2.40 ± 0.25	2.81 ± 0.46	3.05 ± 0.58
Extreme TSL - 25 Yr Ret Period	2.04 ± 0.10	2.20 ± 0.13	2.49 ± 0.25	2.90 ± 0.46	3.14 ± 0.58
Extreme TSL - 50 Yr Ret Period	2.10 ± 0.10	2.26 ± 0.13	2.55 ± 0.25	2.96 ± 0.46	3.20 ± 0.58
Extreme TSL - 100 Yr Ret Period	2.17 ± 0.10	2.33 ± 0.13	2.62 ± 0.25	3.03 ± 0.46	3.27 ± 0.58

2.3.1. The Sydney River Watersheds

The Sydney River was historically referred to as the Spanish River from the 18th century French name for its estuary, Baie d'Espagnols. The estuary of the Sydney River runs about 12 km from its tidal mouth at South Arm of Sydney Harbour, south to the Morley Road, draining a watershed of about 140 km2. The river is an estuary for the last 4.5 km below the "Sysco Dam" in the community of Sydney River. The dam was constructed in 1902, converting the stretch of river above the dam from a tidal estuary to a freshwater reservoir lake.

The Sydney River is a drowned river valley thick with glacial deposits, kames, eskers and outwash gravels creating a series of shallow lakes connected by narrow channels.

This river valley was a traditional canoe portage used by the Mi'kmaq for travelling between Sydney Harbour and the East Bay of Bras d'Or Lake. The river is one of only two Canadian watersheds with a known population of the yellow lampmussel.

Watershed management in the Sydney River basin is an important consideration to ensure the quality of the harbourfront downtown.

2.4. Transportation

Downtown Sydney and the associated Port of Sydney has a robust transportation network which includes: road and active transportation networks; transit routes; parking; and, major attraction centres such as Centre 2000 and the Joan Harris Cruise Pavilion. As with any urban area, the quality of the transportation network strongly influences the quality and vibrancy of the downtown environment and significantly impacts people's desire to visit the downtown.

The following sections summarize many of the key aspects of the transportation network impacting the downtown core of Sydney.

2.4.1 Existing Road Network

The existing road network is composed of a series of one-way and two-way streets. Figure 31 on the following page shows the major roadway infrastructure including one-way and two-way streets, major entry points to the downtown, traffic signal installations and stop signs.

Many roadways in the downtown core are quite wide and most include on-street parking. A limited number of locations have bike lanes such as George Street (Fig 32) which also has the widest cross-section in the downtown with widths over 22.5m in places.

When speaking of the road network with staff and the public, it is not long before the discussion turns to the impacts of one-way streets. Therefore, we start our discussion there...

2.4.2. One-Way Streets

One-way streets in downtown urban areas became common in the 1950's and 1960's, primarily as a response to dramatic increases in travel, and specifically personal vehicles. They were used as a means to reduce congestion and get traffic moving quicker through road network - mostly because they eliminated left turns against oncoming traffic and made movements from side streets and driveways easier. This, of course, created vehicle-centric downtowns that catered to cars and trucks at the expense of pedestrian, cyclists and small retail business.

The 1980's and 90's saw many land uses move out of the downtown core. This included smaller retail shops consolidating to malls and big-box centres, residents moving to the suburbs, institutions relocating to cheaper and larger land areas as some of the many examples. As a result, traffic patterns have adjusted and legacy one-way street networks have become outdated, inefficient and counterproductive to vibrant community environments. It was also recognized that one-way street networks cause drivers to take more circuitous routes to their destinations. This adds distance to each trip and therefore, more congestion on the roadways and at the intersections.

2.4.3 Types of One-Way Streets

One-way streets are commonly applied in one of two ways:

1) One-way street network – the majority of streets are one-way with some two-ways; or,

FIGURE 31. Existing Road Network

Lanes In and Out

Stop Sign Location

Signalized Intersection

1-way North

1-way South

1-way East

1-way West

0 50 100 150 200m

FIGURE 32. George Street Cross section

FIGURE 33. George Street Cross section

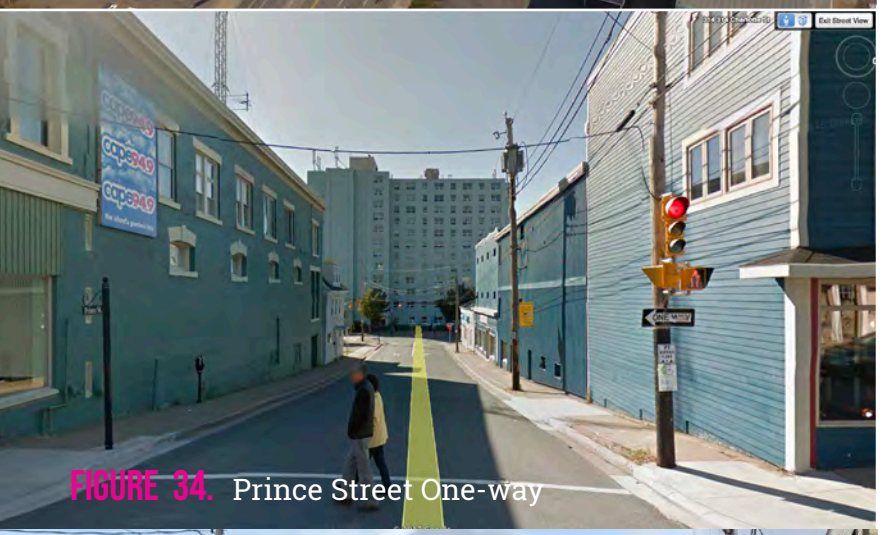


FIGURE 34. Prince Street One-way

FIGURE 35. Charlotte Street One-way

2) One-way couplets – the majority of streets are two-way with some strategic one-ways.

While one-way street "systems" or "networks" are on the decline, there are some arguments that continue to support strategically located one-way streets, such as some of the travel efficiencies noted above. One-way streets can also, in some cases, enhance pedestrian safety, reduced conflict points, narrow overall roadway widths (which allows space for other amenities), and support access management initiatives.

Downtown Sydney within the study area is primarily a one-way street network including a series of one-way streets in the north/south and east/west directions. Charlotte and Bentinck Street could be considered a one-way couplet though they do have some challenges operating in this regard. Effective one-way couplets typically connect distinct entry and exit points to an area (i.e. Hollis and Lower Water Streets in Halifax). Unfortunately, Charlotte and Bentinck do not offer such an arrangement creating inefficiencies at each end. Bentinck has two small radius curves between Prince and Pitt Street making it an awkward through route, and Charlotte Street dead-ends at Byng Avenue.

While there appears to be a distinct, industry wide move from one-way streets back to two-way streets in downtown areas, the argument is not as simple as whether one is better than the other. In Downtown Sydney, there are distinctly different considerations between the north/south and east/west one-way streets. Each are discussed in greater detail below.

2.4.5 East/West One-Way Streets

Townsend Street is currently a one-way eastbound street between Esplanade and George and has GOOD potential for conversion to a two-way street.

The cross section on Townsend varies between 3 lanes (with dedicated turning lanes) and two lanes with parking and shared turn movements. It has signalized intersections at Charlotte and George Street and has been noted as having some congestion issues on the eastbound approach to George Street. North of George, Townsend is a two-way roadway with one eastbound lane and two westbound lanes. Businesses on the north side of the roadway are well served by off-street parking lots while businesses on the south side are more reliant on street parking. There are approximately 13 parking meters along this side of the road that include a mix of 2-hour and 5-hour parking limits.

The existing road width is between 11 and 12 meters wide and could accommodate a single lane in each direction plus maintain on-street parking. If we assumed a more generous collector style cross section we would likely limit parking to one side of the roadway. Using a narrower complete streets style cross section, we could potentially include two through lanes (3 – 3.2 meters in width) and parking on both sides of the road (2.3 – 2.5 meters each). Dedicated turning lanes at Charlotte, Bentinck and George should be considered. Other key considerations include:

- Signals at Charlotte may be questionable.
- Traffic control (signals or roundabout at Esplanade) may be warranted.
- Capacity analysis at Townsend/George required.

Falmouth Street is currently a one-way westbound street from George to Charlotte and is a GOOD candidate for conversion to a two-way street.

Falmouth is the westbound couplet with Townsend Street and similar to Townsend, is between 11 and 12 meters in width. It is one-way between George and Charlotte, converting to a 2-way street for the short section between Charlotte and Esplanade and is a 2-way

roadway east of George Street. There is street parking along both sides of the roadway, though there is limited business presence along the roadside.

The roadway should be considered a local downtown roadway therefore narrower lane widths are reasonable. This would allow two through lanes and parking to be maintained on both sides of the street. Key considerations include:

- Splitting eastbound traffic between Townsend and Falmouth may alleviate some congestion at the Townsend/ George intersection;
- Increases left turns onto George Street though consideration could be given to eliminating through or left turn movements at George Street;

Wentworth Street is currently a one-way eastbound street from Charlotte to George and is a GOOD candidate for conversion to a two-way street.

Wentworth is a two-lane roadway between Esplanade and Charlotte Street, changing to a one-way road between Charlotte and George. There is on-street parking on both sides of the roadway which are generally well used by YMCA and other local patrons. The street width between 11 and 12 meters could allow two-way operation with parking along both sides of the roadway to be maintained. Wentworth could be considered a primary parking area for the YMCA with approximately 17 on street spaces between Charlotte and Bentinck. These spaces could potentially be maintained, or alternatively converted to angled parking (perpendicular, regular angled or reverse angle). This would only result in the addition of a couple spaces, though it would focus parking on the same side as the YMCA which would be more convenient for users.

Prince Street is currently a one-way westbound street from Bentinck to Esplanade and is a FAIR candidate for conversion to a two-way street.

Prince Street is a 2-way street east of Bentinck and a 1-way westbound street between Bentinck and Esplanade. It is one of the main thoroughfares into and out of the downtown and has also been identified as having congestion and safety issues at the George Street intersection, as well as pedestrian safety issues at Esplanade. It's narrower cross sectional width would require that on-street parking between Charlotte and Esplanade (2 spaces) be eliminated with careful consideration of parking on one side between Charlotte and Bentinck.

A challenge with two-way operations on these sections of roadway is the available sight distances at the Bentinck and Charlotte intersections. Careful intersection design along with appropriate signage will be required to maintain safety performance at these intersections. Should this prove a significant challenge, the options remains to keep maintain portions of Prince and Wentworth as two way couplets.

2.4.5 North/South One-Way Streets

Currently, Charlotte Street is a one-way couplet with Bentinck Street (Charlotte southbound, Bentinck northbound). With a road right-of-way that varies between 18-19.5 meters, several options exist for using the available right-of-way. The most important consideration that guides decisions for the corridor is whether Charlotte Street should be oriented towards vehicles (as it currently is), or toward pedestrians and active transportation uses.

Secondly, it was critical to consider whether parking would be provided on one side, or two-sides of the roadway. To determine the most appropriate way forward, the consultants reviewed 5 cross sectional options for Charlotte Street.

Option 1: Maintain the Status Quo: The current cross-section includes two southbound travel lanes, curbside parking on both sides of the street, and sidewalks between the back-of-curb and building faces which range from 2.4m (7.8')- 3 m (10.8') in width. The challenge with maintaining the status quo is the existing sidewalk width does not promote a pedestrian friendly environment and consequently limits the commercial appeal of the corridor. While the width is reasonable to accommodate people walking along the street, it does not help support sidewalk cafés, street-side amenities such as benches or common areas, or does not allow business uses to spill out into the street.

The existing 2 travel lanes allow more traffic to pass through the corridor than a single lane would, though the consequence is that the street remains vehicle oriented. This results in faster speeds, more lane changes, increased crossing distance for pedestrians and increased emissions. If the intent is to make the street pedestrian friendly, then maintaining two through lanes is a low priority, particularly when the adjacent Esplanade and George Street corridors have significant unused capacity and are already considered vehicle oriented corridors.

Option 2: Charlotte as a Two-Way: In moving towards a two-way road network, consideration was given to modifying both Charlotte and Bentinck (existing one-way couplets) to two-way streets. Converting Charlotte to a two-lane roadway is possible given the road right-of-way, but it clearly maintains the roadway as a vehicle oriented corridor assuming that parking remains on both sides of the roadway.

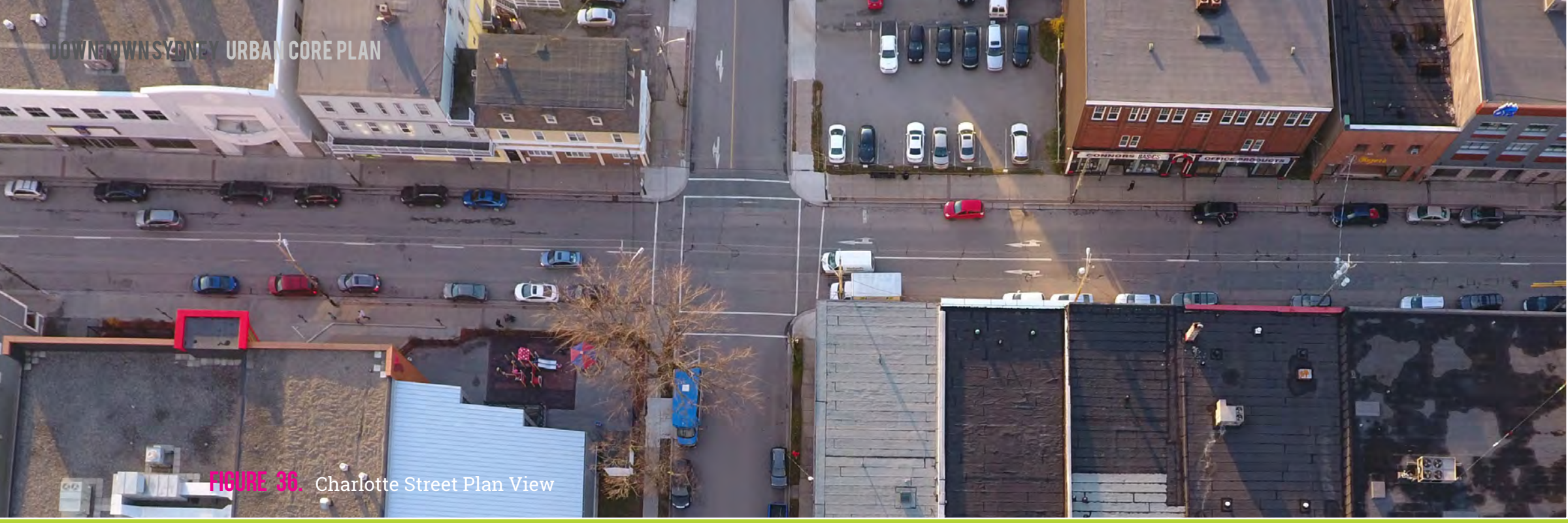


FIGURE 36. Charlotte Street Plan View

Additional space for pedestrians could be afforded by removing parking from one side of the roadway, though this would have a negatively impact on local street front businesses and would be expected to meet significant opposition from the businesses. Under the two way scenario, it is expected that intersection operations would pose a challenge and strategic consideration would have to be given to the location of traffic signals, two-way and four-way stop controlled intersections.

It is expected that the lower volume Bentinck Street would operate reasonably as a two way roadway with parking though careful consideration of intersection treatments would again be important. The two way street scenario would provide some benefit to navigating the downtown area and would likely eliminate some additional travel when looking for a parking spot.

Option 3: Charlotte as a One-Way in the Opposite Direction: Consideration was given to reversing the one-way direction on Charlotte to an inbound one-way street. This would have to correspond with the conversion of Bentinck to a one-way outbound street. In its current configuration, these two streets operate reasonably well with Charlotte consolidating many of the outbound trips at the north end of the downtown, and Bentinck currently bringing inbound traffic towards some of the main downtown parking areas. Changing directions on these roadways does not appear to provide any significant benefits and it is possible that is may reduce traffic on Charlotte Street as there is no direct and appealing inbound movement onto Charlotte Street.

Option 4: Parallel Parking to Diagonal Parking: Changing the existing parallel parking on both sides of the road to diagonal parking on one side of the street was considered to potentially help increase the number of spaces present on Charlotte Street. While there may be some minor increases in parking spaces under this configuration, there is a greater likelihood of through traffic disruption and business on one side of the road loose parking directly in front of their business. While there are select areas along the Charlotte corridor that may benefit from diagonal parking it is not a practical solution for the corridor as a whole, and it does not provide for any advantages with respect to pedestrian areas or street amenities.

Option 5: Two Through Lanes to One Through Lane: Reducing the number of cross sectional lanes is the one way to noticeably increase the areas dedicated to active transportation users. As noted above, removing a parking lane is not considered a beneficial move for the downtown. Alternatively, removing a through lane has the potential to increase sidewalk widths, maintain parking along both sides of the corridor, allow for the addition of a bike lane, and fundamentally change the character of the corridor. Traffic volumes would remain similar to today with the appropriate intersection and turn lane treatments and pedestrian crossing distances would be significantly decreased. This option would require that greater attention be paid to loading zones as the corridor would no longer have the ability to accommodate loading trucks occupying a through lane.

It appears that the fifth option provides the best possible combination of design elements for Charlotte Street that meets the intent of a pedestrian oriented environment and best serves the local businesses along Charlotte Street. Loading activities could be accommodated through a combination of dedicated on street loading zones, loading zones on side streets or to the rear of some buildings, or through more strategic delivery scheduling.

2.5 Traffic

Efficient traffic operations are critical to the success of the downtown. Regardless of how well other parts of the downtown plan progress, drivers will avoid the downtown if they get frustrated, experience long delays, feel unsafe, or get confused trying to reach a destination. Throughout the study, a variety of issues were identified that negatively impact trips to and from the downtown. This section identifies those issues with the intent to improve them over time to support the other initiatives in the downtown.

2.5.1 High Level Capacity Considerations

There are 6 primary access points to the downtown area resulting in 9 vehicle lanes entering and 8 lanes exiting the downtown core. If we assumed a capacity of 1,000 vehicles per lane per hour of traffic, the capacity of the downtown entry and exit points suggests a total capacity of 9,000 vehicles entering and 8,000 vehicles exiting the downtown during any given hour.

Based on 2011 and 2016 counts and some interpretation of the available count data, it appears that peak direction traffic (inbound in the AM and outbound in the PM) accounts for between 3,500 to 4,500 vehicles per hour and off-peak traffic is approximately 2,500 vehicles. This would suggest that the entry and exit points operate at about 50% or less of their total theoretical capacity when looking at the network as a whole. Practically, drivers will find their most convenient access point to the downtown which results in entry points such as Prince Street likely operating closer to 80 or 90% capacity while Bentinck and Charlotte operate well below 50%. As congestion increases at any of these points, drivers are likely to select alternate entry points provided the value of the trip is still high enough.

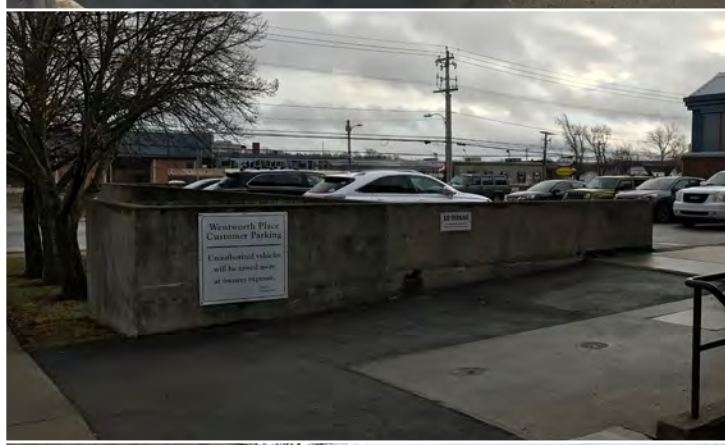
2.5.2 Known Traffic Issues

George and Prince Street Intersection – This intersection has been identified as a significant issue from both an operational and safety perspective. George Street has a wide multi-lane cross section resulting in long crossing distances for both vehicles and pedestrians. The intersection experiences high traffic volumes, mixes vehicle, pedestrian and cycling traffic, and is one of the primary gateways to the downtown. Traffic and pedestrian crossing signals do not meet basic engineering best practices, are considered a significant safety concern, and represent a source of liability to the Municipality. Improvements at this location should include as a minimum:

- Upgrade traffic signals (or potentially a roundabout) with appropriate primary, secondary and auxiliary signal heads, located on mast arms as required;
- Installation of pedestrian countdown signal heads on all crossings;
- Revisions to pedestrian crossing locations to remove endpoints from within the intersection;
- Addition of a westbound left turn lane on Prince Street with adequate length to accommodate left turn queues; and,
- Appropriate signage to support intersection operations.

George and Townsend Intersection – A 2011 traffic study identified several existing operational issues at this intersection which become more prominent as intersection volumes increase in the future. Modifying a number of the downtown streets from one-way to two-way streets is expected to remove some traffic from this intersection and therefore improve operations. Signal head relocation and signal timing modifications will be required once the intersections configuration is changed to accommodate 2 way operations.

Width of George Street – Functionally, George Street has a massive cross section and attempts to be all things to all people. In its



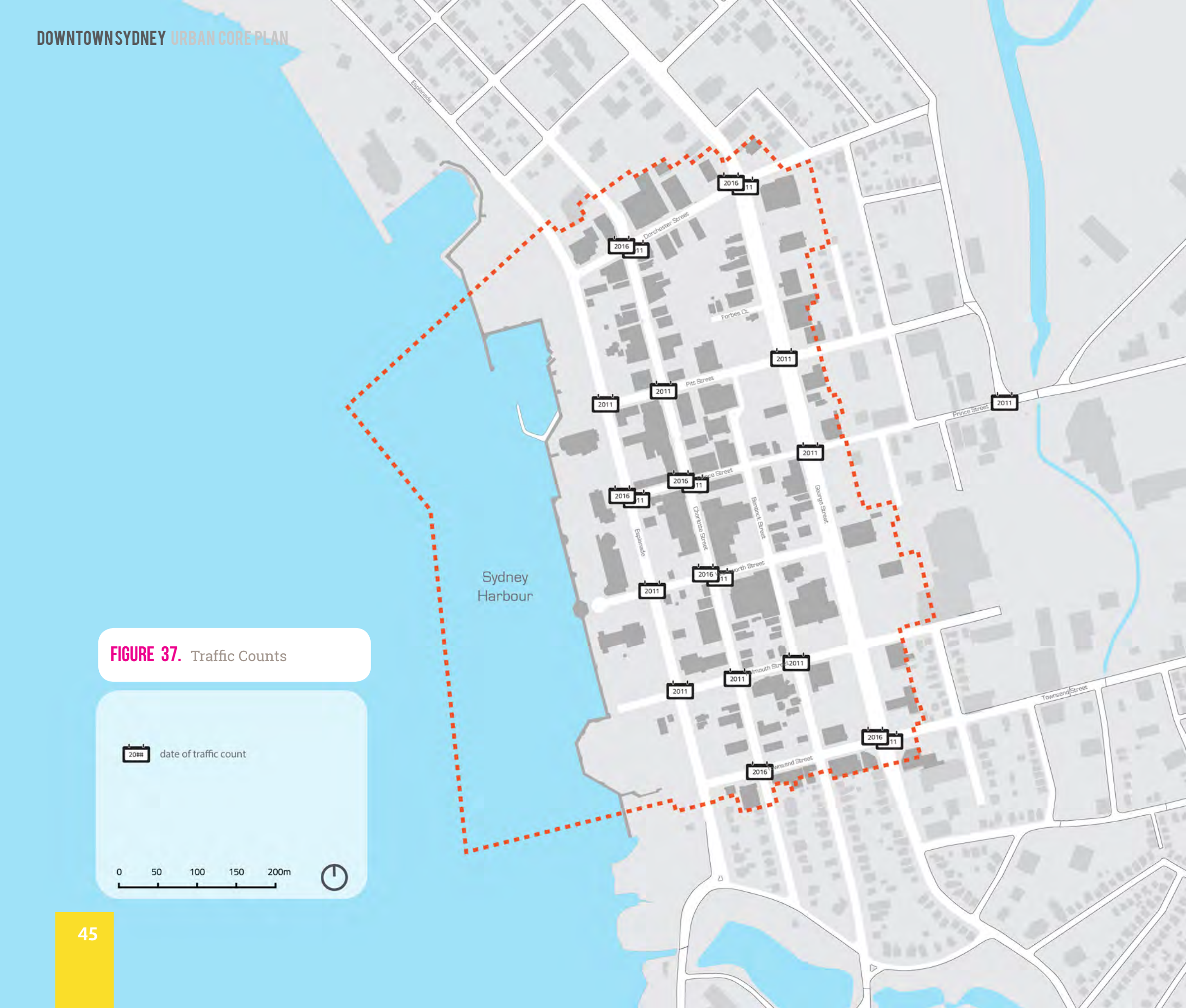


FIGURE 37. Traffic Counts

FIGURE 38. Intersection Capacity Utilization

current state, it includes 2 lanes of traffic in each direction, bike lanes on both sides of the roadway, parking on both sides of the road, access to many driveway access points, pedestrian crossings at intersections, and operates as one of the primary commuter arterial corridors through the downtown area. It is a key candidate for a road diet and would benefit significantly from design options such as a centre median (for clarity, access management, pedestrian refuge, etc.), an off street active transportation trail, an access management strategy, and other options. This represents a large project with significant expenditure therefore is unlikely to occur in the short term. As more projects occur in downtown and development occurs along George Street, road diet options should be strategically implemented.

Gaps in Traffic on Esplanade – Esplanade has a very steady stream of traffic throughout the day. With no nearby signals, high traffic volumes, curbside parking and a wide roadway cross section, there are limited gaps in traffic for vehicle movements from side streets/driveways (particularly left turns) or for pedestrian crossings. This often results in traffic queueing on the side road and occasionally making risker movements through the intersection after experiencing extended delays. Research shows that wider cross sections similar to what is present on Esplanade tend to raise average travel speeds making crossing movements more challenging. Opportunities to add traffic signals at strategic and complementary locations along Esplanade would aid in the performance of operations along this corridor.

2.6 Downtown Traffic Model

A downtown traffic model was prepared for the key intersections and corridors identified in this report to better evaluate the impacts of some of the recommended changes. The key changes included:

Charlotte Street: Single Through Lane – Reducing the Charlotte Street cross section from two through lanes to a single through lane will impact the overall capacity of the roadway, but not likely as much as one would intuitively think. Most road corridors are controlled by operations at the intersections in two ways: stop or signal control which reduces the capacity through the intersection; and, right and left turn movements which impede through traffic. The turn movements in particular often cause the roadway to operate as a one lane roadway when the turn vehicle blocks one of the through lanes. The proposed intersection configurations along Charlotte Street include turn lanes at each intersection to help eliminate impacts from turn movement and help maximize the capacity of the single through lane.

George and Prince Street Intersection – The addition of a westbound left turn lane has a significant impact on operations at the intersection. Combined with upgraded traffic signals, average delays at the intersection reduce from approximately 60 seconds to 20 seconds per vehicle on the westbound approach. This is primarily a result of the less green time being required to accommodate the westbound movement where 2 lanes now service the traffic that is currently accommodated by 1 lane.

George and Townsend Street Intersection - This intersection services a relatively high volume of traffic on George Street as well as Townsend and is a transition area to the downtown. Existing traffic operations result in challenges primarily with the westbound movements on Townsend Street. Under a two way scenario, we would expect that some traffic currently on Townsend Street would elect to shift to other adjacent two way streets such as Prince Street which now provides an alternative to getting to Highway 4 beyond the downtown area. Preliminary modelling suggests that this intersection can operate at reasonable levels of services under the two-way scenario though it is likely to still remain a busy intersection.

Traffic Signals on Charlotte Street – Preliminary analysis was carried out to evaluate the impact of removing signals from the Charlotte Street corridor in conjunction with modifications to the cross section. While additional analysis should be carried out prior to finalizing recommendations, the analysis suggests that maintaining traffic signals at Dorchester Street is important as it channels traffic to the Charlotte corridor and helps manage heavier traffic volumes related to the Dorchester employment hub. The utility of traffic signals at Townsend and Prince Street are less obvious and there are a number of advantages and disadvantages to maintaining signals at these locations. Removal of these signals may allow the relocation of one or both of these signals to Esplanade Street which can have a number of advantages for operations on that corridor. Further traffic modeling work in this area is recommended.

2.6.1 Past Recommendations

Past traffic related work in the area identified capacity constraint on the road network and therefore recommended the addition of more one way streets to address the issues. While these may help fix isolated capacity constraints in network, it does not address the larger downtown revitalization requirements, and in fact may

further impede progress. The past proposal to change Pitt Street to a one way couplet with Prince Street is not recommended for the following reasons:

- It channels traffic away from some of the main attractions in the downtown area including Centre 2000;
- It is a significant and permanent change to operations to address a short term peak hour problem;
- While there is some congestion during peak periods, the majority of these drivers are dedicated, employee based trips that will continue to make the trip regardless of some additional delay;
- Many of these dedicated trips can be taken on adjacent entry routes should the driver chose to do so;
- During off-peak hours (90% percent of the time), there is limited congestion at these intersections, therefore solutions that best suit these periods should be favoured; and,
- There appears to be alternate solutions (add a left turn lane) that address the issue without a large scale operational change to traffic patterns.

These arguments highlight the need to consider the overall impact of decisions on the health of the downtown core. This does not eliminate the need to identify and resolve key problem areas in network (operational, safety or geometric), but it does suggest that solutions probably should not look at large scale network changes to resolve isolated congestion issues.

2.7 Safety

During the course of work on this project, a variety of safety related issues were identified throughout the network. While the intent of this project is not safety specific, safety and security plays a significant role in attracting or discouraging people coming into the downtown core. This may include the ability to navigate intersections and road corridors, park a vehicles in comfortable locations, walk down the street or between buildings without feeling threatened, and being able to work late and feel safe getting to your car in the dark.

From a traffic and transportation perspective, the following items were identified as issues that should proactively be addressed as the downtown starts to move in positive directions.

2.7.1 Pedestrian Crossings – Length and Location

The downtown includes many long pedestrian crossings that increase pedestrian exposure to vehicles and increase the risk of collisions. In some locations, crosswalk end points are located within the pavement of the intersection as opposed to at a curb cut with direct access to the sidewalk. Areas that are of particular concern include:

- George Street – most crossing are long due to the width of the street making crossing movements challenging. Options to reduce the width of George Street, add bump outs or provide median refuge islands are recommended.
- Esplanade – the width of the street and limited pavement markings again make crossings more challenging. In theory, people are only crossing a single lane in each direction but the absence of pavement markings, turning movements at intersections, parking, driveway accesses, and more make a pedestrian feel like they are crossing 4 full lanes of traffic. Complex crossing environments increase the workload for drivers and pedestrians which in turn increase the risk of collisions.
- Commercial Areas – Downtown areas that are highly retail oriented (such as Charlotte Street), or have high volumes of pedestrian crossings (YMCA area / Dorchester employment hub), require careful consideration of pedestrian crossing treatments. Key desire lines should be identified and promote crossings at signalize intersections or at strategic and appropriately designed mid-block locations.

A downtown wide review of pedestrian crossing locations and treatments appears warranted to identify high risk areas and improvement priorities. Common intersection and mid-block crossing locations should include bump-outs to reduce crossing distances and clear signage/signalization to clearly delineate the crossing movements.

2.7.2 Traffic Signal Head Locations and Visibility

Many of the signal installations in the downtown do not meet required design principles for traffic signal design and operation including placement, height, visibility and more. Such installations significantly increase collision potential for vehicles and vulnerable road users. There are many locations where pedestrian signal heads are not present at popular crossing locations, and more advance technologies such as count down signals should be

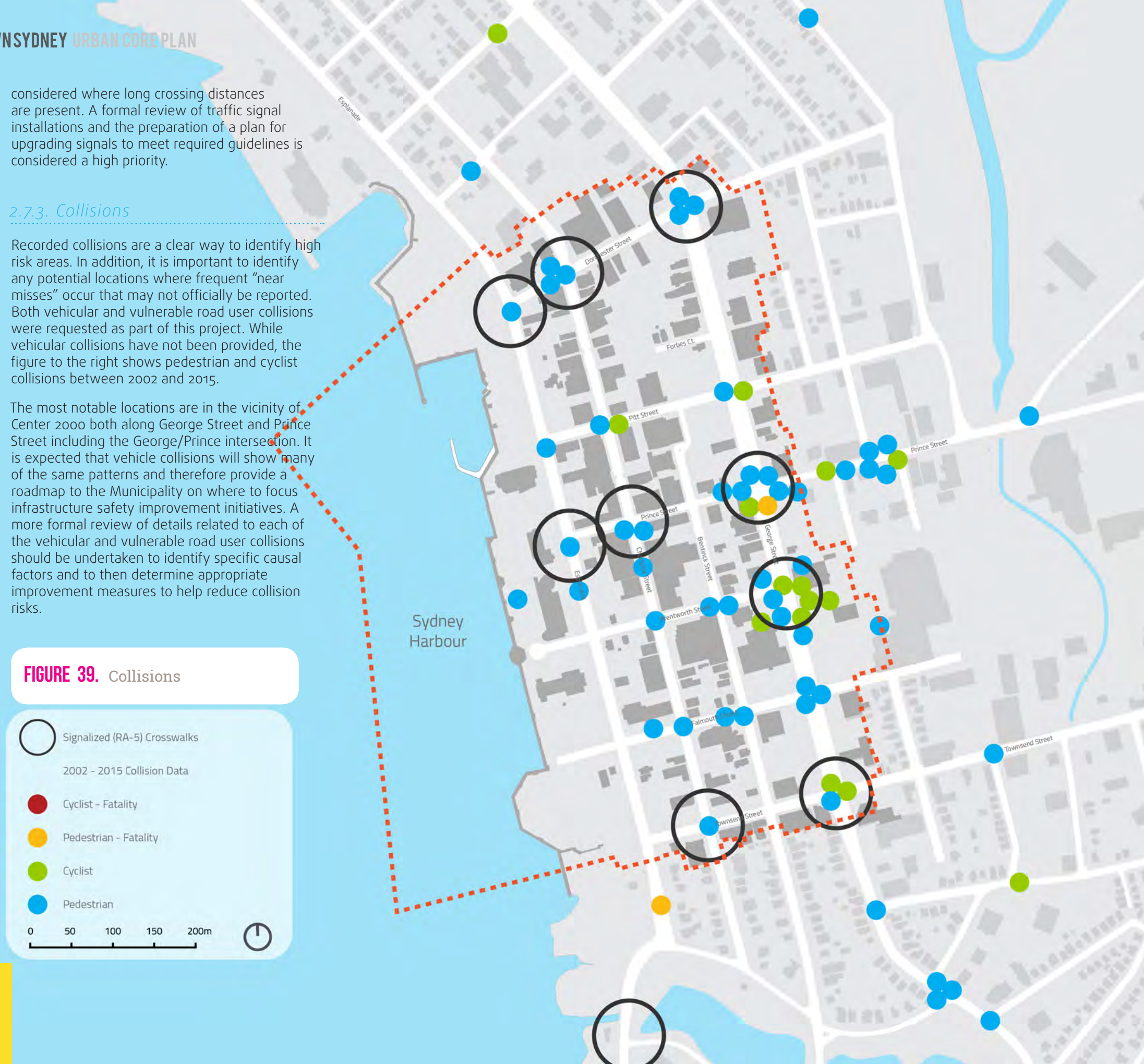
considered where long crossing distances are present. A formal review of traffic signal installations and the preparation of a plan for upgrading signals to meet required guidelines is considered a high priority.

2.7.3. Collisions

Recorded collisions are a clear way to identify high risk areas. In addition, it is important to identify any potential locations where frequent "near misses" occur that may not officially be reported. Both vehicular and vulnerable road user collisions were requested as part of this project. While vehicular collisions have not been provided, the figure to the right shows pedestrian and cyclist collisions between 2002 and 2015.

The most notable locations are in the vicinity of Center 2000 both along George Street and Prince Street including the George/Prince intersection. It is expected that vehicle collisions will show many of the same patterns and therefore provide a roadmap to the Municipality on where to focus infrastructure safety improvement initiatives. A more formal review of details related to each of the vehicular and vulnerable road user collisions should be undertaken to identify specific causal factors and to then determine appropriate improvement measures to help reduce collision risks.

FIGURE 39. Collisions



2.7.4 Lighting

Many areas of the downtown are poorly lit. Poor lighting conditions around intersections and at pedestrian crossings can significantly increase the risk of collision. Poor lighting conditions in and around parking areas and key pedestrian corridors strongly influence feelings of safety and security as people walk between their vehicle and employment or retail destinations. To improve evening experiences in the downtown, lighting should be upgraded at strategic locations throughout the downtown to support development and revitalization initiatives.

2.8 Transit

The Cape Breton Regional Municipality provides transit and handi-transit services in the municipality through Transit Cape Breton. The service includes 10 regular routes covering various areas and generally run during the weekdays and Saturday with some reduced services on Saturday. The following routes run through downtown Sydney utilizing the Dorchester Street Terminal:

Route 1 – Sydney, Glace Bay, Reserve and Dominion: hourly service. 7:20am – 10:40 pm

Route 5 – Sydney Mines/North Sydney to Sydney: 2 or 4-hour service – 7 am to 7 pm

Route 8 – Sydney/Whitney Pier: hourly service – 7 am to 10:30 pm

Route 9 – Sydney/New Waterford: 4-hour service – 7:10 am to 5:50 pm

Route 10 – Alexandra Street : hourly 7:15 am to 5:50 pm

Route 11 – Ashby: 1 morning trip, hourly pm – 7:40 am to 5 pm

Route 12 – Sydney/Sydney River: 2 hr am, 1 hour pm – 7:45 am to 7:15 pm

Route 13 – George Street/Cottage Road: hourly – 7:15 am to 5:50 pm

The transit service is split into two types of routes.

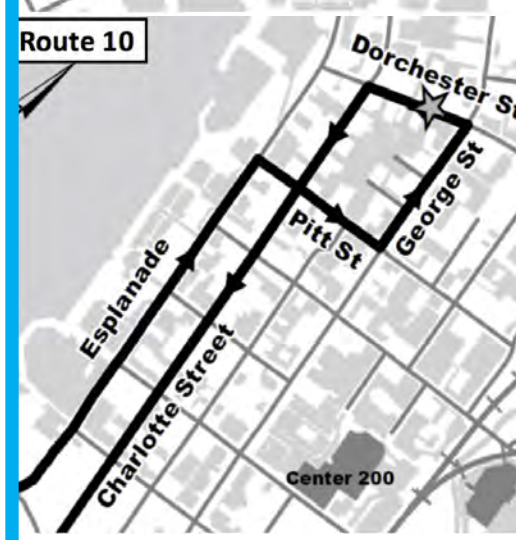
1. Longer trips that service more distant areas such as Glace Bay or Sydney Mines; and,
2. Shorter trips that service local areas within Sydney.

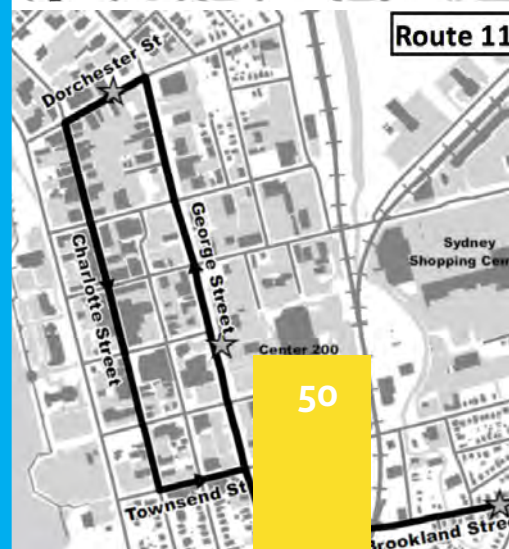
The majority of routes for the shorter trips end service at or shortly after 5:00 pm on weekdays and weekends which severely limits activity based trips in the evenings. This appears consistent with many of the comments throughout the study that suggested there is limited activity in the downtown during the evenings. This is particularly relevant to routes such as Alexandra (Route 10), Ashby (Route 11) and George Street/Cottage Road (Route 13) that service a large portion of Sydney's residential areas.

Consideration should be given to increasing the frequency of these trips to help encourage transit use into the downtown, and extending hours of service into the evenings to help generate activity in the downtown core, particularly during the weekends.

To increase transits appeal, it is also recommended that an upgraded transit terminal be considered that includes a larger heated waiting area, driver facilities, improved route signage and rider information areas, and an improved transition experience from the bus to the downtown area (advertising/ promotion, events, downtown information, etc.). Options may include keeping the terminal at its currently location, and utilizing open spaces adjacent to the terminal, purchasing and renovating a building immediately adjacent to the terminal, or relocating the terminal to a more advantageous location.

Assuming that the downtown starts to move in a positive direction and transit use increases, CBRM may want to consider consolidating a future parkade structure and transit terminal within the same structure and potentially locate that facility within the Dorchester Parking Hub. There may be a number of efficiencies that can be achieved through such consolidation, and could provide for a vibrant central activity zone.





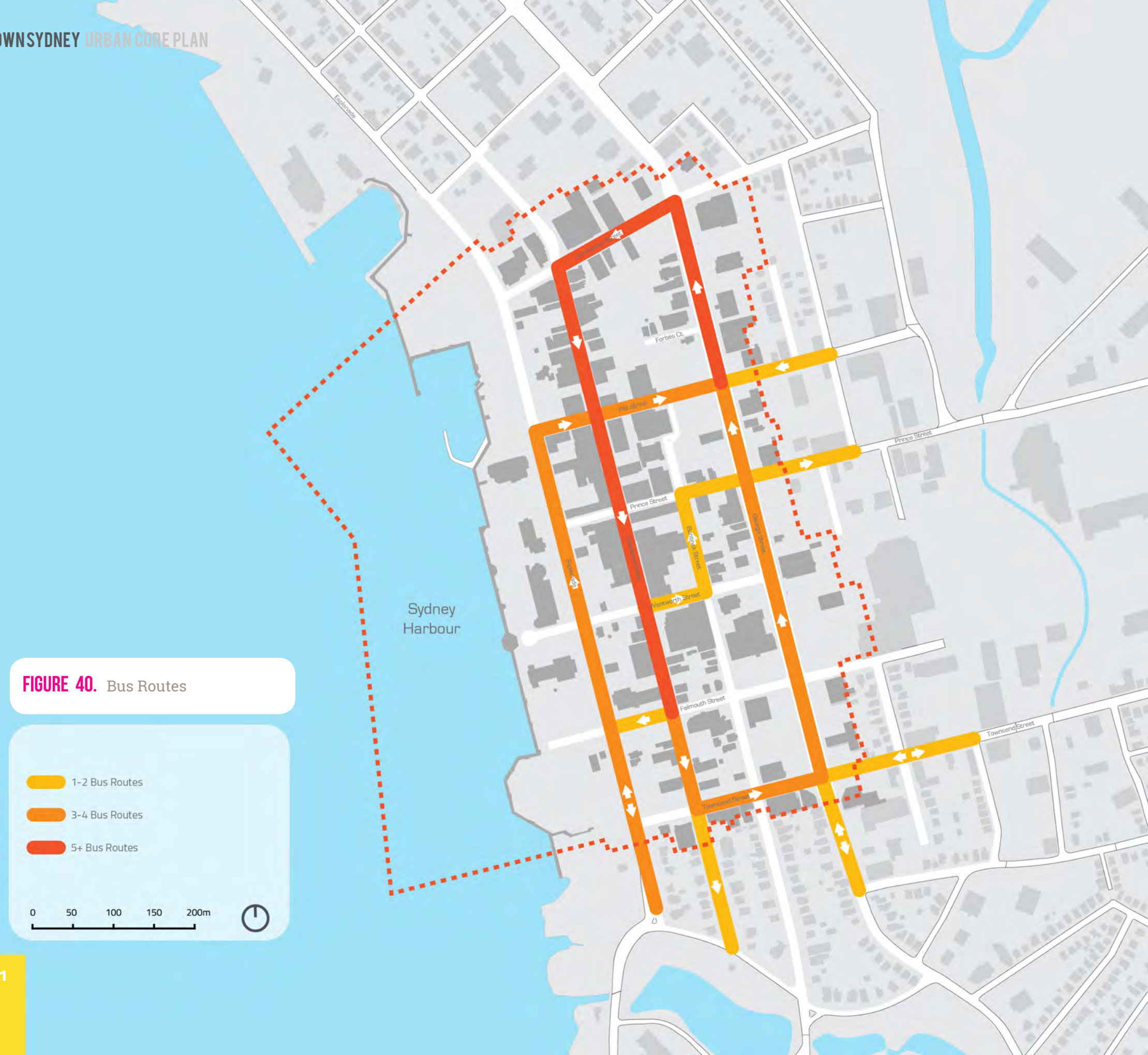


FIGURE 40. Bus Routes

2.9 Active Transportation

Active transportation refers to any form of human-powered transportation - walking, cycling, wheeling, in-line skating, skateboarding, skiing or paddling. Active transportation infrastructure throughout the downtown has improved significantly over the past number of year including the development of bike lanes on George Street, extensions of the waterfront boardwalk, improvements to pedestrian crossing locations, education programs and more.

Throughout this study process, active transportation has been a key discussion point and is a critical part of the many recommendations made throughout this report. These include the conversion of Charlotte Street from a vehicle oriented corridor to a pedestrian oriented street, recommendations for pedestrian crossing and signal improvements, transit improvements, lighting and safety features to promote active transportation use, parkettes, and interconnectivity of different active transportation features.

The goal of this study is to have more people downtown, more often and for longer periods of time. The majority of their time downtown will be spent outside of their vehicles – either at work, shopping, attending events, sightseeing or visiting many of the other amenities downtown. Suffice to say that essentially all improvements considered in the downtown area should start with strong consideration of active transportation features.

The CBRM AT Master Plan includes a variety if recommendations including a section on downtown Sydney that suggests the implementation of 3 cyclist based active transportation facilities including dedicated bike lanes, wide shared lanes, and signed routes. The AT lanes on George Street have been recently implemented. Townsend bike lanes and the Prince wide shared lane are not yet completed.

During the course of this study, the idea of creating a dedicated cycle lane on Charlotte Street was met with much enthusiasm as it provides a safe couplet with both George and Esplenade (and the boardwalk). Additional discussion on this concept is discussed in the master plan chapter as the idea of creating a cycle friendly downtown is a key element of the urban core plan.

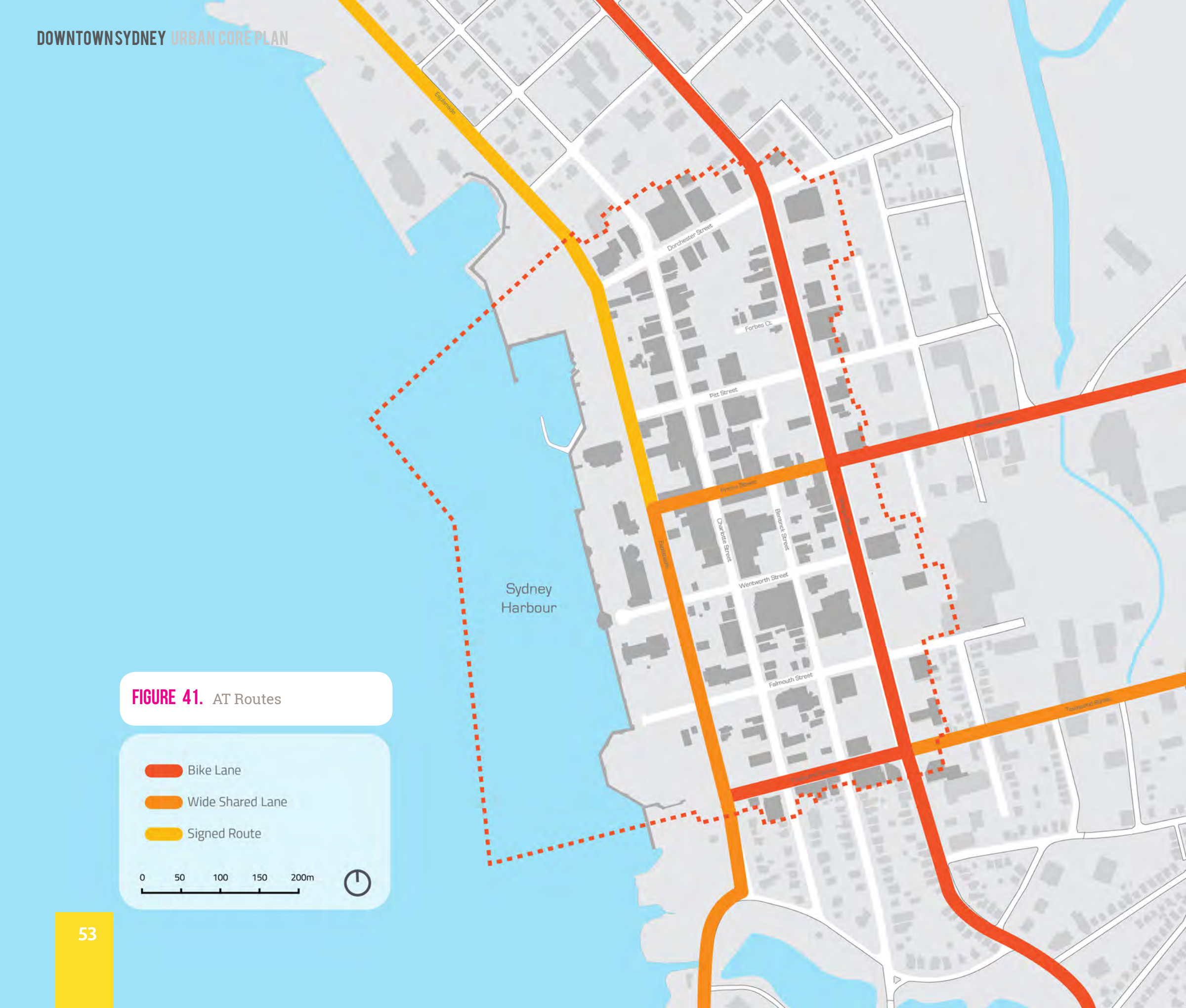


FIGURE 41. AT Routes

3.0
Downtown Trends

3.0 Downtown & Waterfront Trends

Sydney is fortunate to have an active waterfront and cruise terminal as part of its downtown core. The Harbourfront Plan was part of a previous work assignment in 2014 but connecting the downtown to the waterfront is a strategic goal of the urban core plan and the previous Harbourfront Plan. Understanding the trends as it relates to each of these anchors is central to crafting a plan for the urban core area. This chapter explores some of the most recent trends as it relates to these 3 anchors.

3.1 Downtown Trends

Downtown Sydney is experiencing the same trends as many small city downtowns across North America as a result of macro retailing trends which usually occur on a 20-25 year generational cycle. Some of these trends include:

- Prior to the 1930's, most retailing was done in the downtown with individual merchants owning individual stores.
- Department stores arrived in Canada around the 1930's recreating individual downtown businesses like shoe stores, clothing stores, toy shops and to some extent food services all under one roof.
- Around the 1960's the first suburban shopping malls began to show real competition to the downtown by catering to car driving suburbanites.

- In the late 1980's, big box retailing came to Canada, challenging downtowns as commercial centre of many cities. Retailers like Walmart, who opened their first store in 1994, were drawn to large parcels of cheaper land on the fringe of the city with good access to highways networks where land could be assembled and rezoned to something more akin to a shopping centre. Rather than buying expensive buildings downtown or leasing space in shopping centres, the new retailers wanted to own their own land in order to manage their own brand. In a 25 year period from late 1980, 45 US retailers moved to Canada; 27 located in enclosed malls, 18 were big box centers and none located in a small market downtown environment.
- Some Canadian chain retailers like Canadian Tire and grocers like Sobeys moved out of some downtown locations following a "Neighbourhood Centre" model with an anchor retailer and some commercial pads on the fringes (like gas, bars, fast food outlets, coffee outlets).
- By 2019 Forrester projects that online spending will account for 10% of Canadian retail spending. A market is considered 'mature' when it reaches 10% penetration. In 2015 e-commerce accounted for about 6% of total retail spending, excluding sales of goods not commonly purchased or available online, or about three percentage points less than U.S. figures.

In Sydney, The Sydney Shopping Centre and the Sydney River Shopping Centre offered indoor shopping and plentiful parking to the now highly mobile driving public. In the late 1960's and 1970's, these suburban malls began to displace the original downtown department stores like Jacobson and Yazers, challenging downtown shopping locations in many urban centres across Canada. These shopping centres usually began with a retail anchor (Towers, Zellers, K-Mart, Woolco, the Bay, etc.) and then added other small retailers in an enclosed mall format. Usually growing to a two anchor format linked with smaller retailers in an interior mall, ringed with plentiful parking.

As new big box retailers came to Canada, they threatened traditional anchor retailers. Many of the traditional anchors (Towers, K-mart, Woolco, Zellers) were not able to compete and this left large empty shells in many of the traditional shopping malls. Without an anchor, the smaller mall retailers weren't seeing the traffic and they began to experience problems. So began the demise of the suburban shopping mall and many faltered.

In Atlantic Canada, Some malls like the Penhorn Mall converted over to the Neighbourhood Centre model. Some have grown into larger regional malls (micmac and Halifax Shopping Centre). In larger regional service

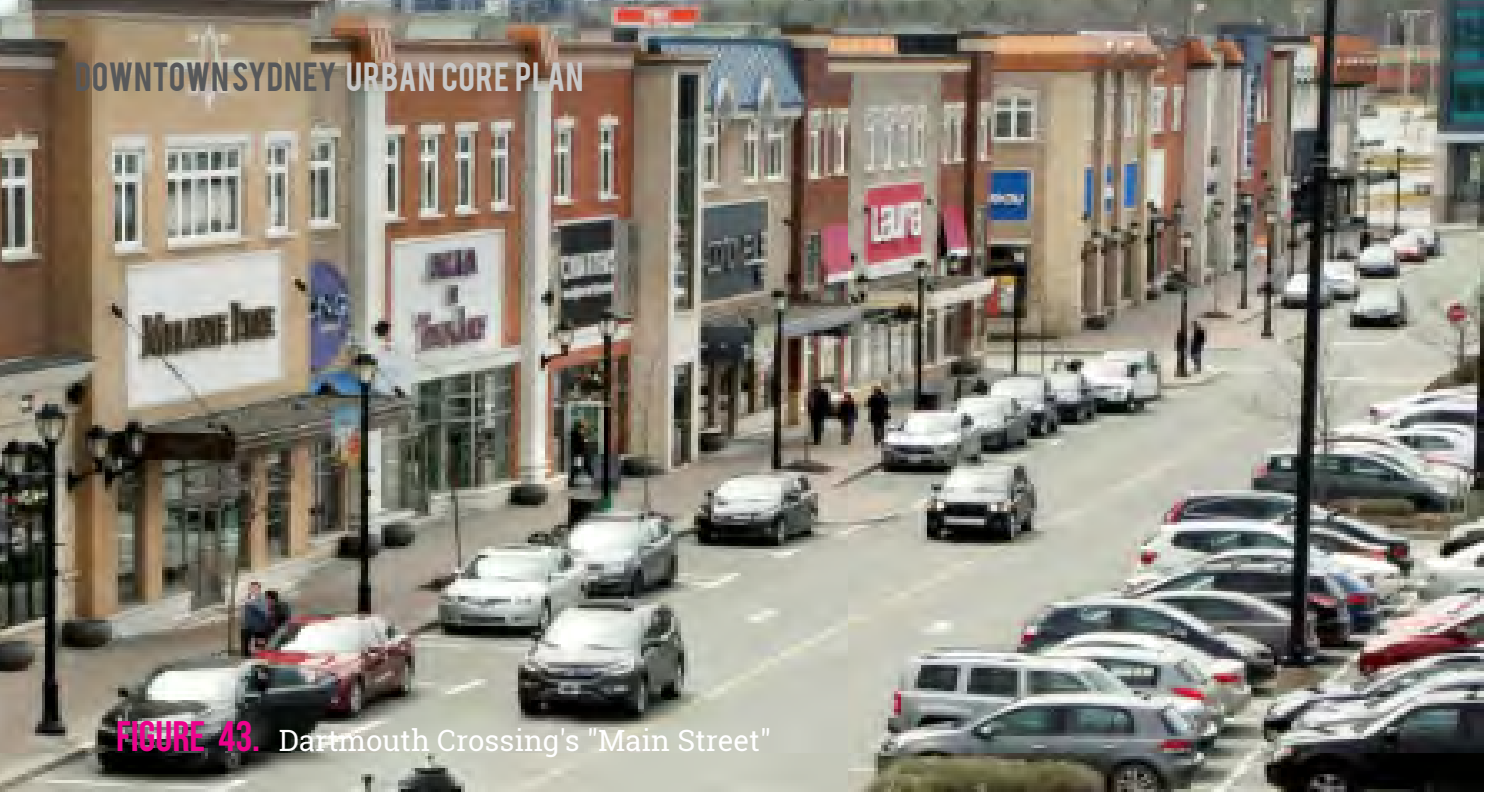


FIGURE 43. Dartmouth Crossing's "Main Street"

FIGURE 44. The Avery, Dartmouth

New Commercial Centres are trying to replicate traditional downtowns close to highways on urban fringes where land is cheaper.

centres, the big box retailing format has aggregated into regional shopping districts in what were once industrial parks (Dartmouth Crossing, Bayers Lake, Antigonish Gateway, etc.). Dartmouth Crossing has tried to replicate a traditional downtown vernacular in order to recreate the walking consumer and by most accounts it has been successful. There is even discussions about bringing multi-family residential into Dartmouth Crossing and recently a 5-storey office tower was built.

Dartmouth Crossing is trying to recreate a traditional urban core in a big box industrial park context. Some would argue that this has come at the expense of downtown Dartmouth, but Dartmouth is an interesting case study of rebirth.

Downtown Dartmouth Case Study

Dartmouth's downtown was very prosperous up until the exodus to the suburbs in the 1950's. From the 1950's to 2010 the downtown was in a downward spiral characterized by dilapidated buildings, pawn shops, tattoo parlours, strip clubs, vacant buildings and entire blocks of buildings removed to create parking in an effort to save the fledgling downtown merchants. The hope was that by providing plentiful and nearby parking, the downtown could recreate the success of the suburban mall phenomena. Yet vast onstreet and offstreet parking didn't offset the downward spiral. Millions were spent on streetscape improvements and facade programs in the 1990's to provide a competitive advantage. Still, the downtown suffered. Property values and assessments remained low and building owners could not attract the rents needed to make improvements. Dartmouth's colourful moniker as "the Dark Side" was a reference to its dangerous and dilapidated downtown.

In the last 6 years, however, downtown Dartmouth has seen a dramatic change. A rejuvenation in physical composition and local attitudes on a scale that would make any town proud. But why the sudden change? Did a new catalytic employer come to town or did the municipality invest millions into public improvements?

The answer was simple really. Halifax Regional Municipality (HRM) made a decision in 2005 to encourage more housing downtown and as a result supported the conversion of the Irving Shipyard on the waterfront as a high density waterfront

FIGURE 45. Kings Wharf, Dartmouth

FIGURE 46. Founders Corner, Dartmouth

redevelopment called Kings Wharf. The development promised hundreds of new high end residential units, groundfloor retail, new restaurants, a marina and signature open spaces. Though only 2 of the dozen multi unit buildings have been occupied in 2016 (2 more are under construction and all have been fully leased), there is a renewed energy and confidence in the downtown. Additional multi-unit mixed use developments have since followed and many more are planned.

While these developments have added hundreds of new people living downtown, what's really visible is the change in the retail 'quality and breadth' downtown. New micro-breweries, high end restaurants, specialty coffee shops, bike repair shops, bakeries, and fancy new bars have taken the place of strip clubs, seedy bars, and tattoo parlours. Joel Plasket has even opened a downtown recording studio and barber shop. The change is very visible over 6 years.

As new quality residential developments went in, new businesses sprang up to meet the new demand. New people and businesses raised the property assessments in the downtown making it more challenging for absentee landlords and low quality businesses to survive in this new economic climate. Rents needed to increase to meet the higher taxes. The downtown has begun a process of gentrification that makes it impossible for low quality businesses and rent by the hour apartments to survive in the downtown.

Abandoned buildings now have value and have been bought up to be restored or be torn down as new development projects. What is interesting is that the old parking lots have increased in use slightly but nowhere near the level of new development. Three of the large parking lots are now planned as major development sites. While parking was the excuse in the past, it will start to become more of an issue as lot values increase and development displaces parking. Free parking has been replaced with demand based parking rates (a toonie per 80 minutes in downtown Dartmouth, Toonie per 60 minutes in Halifax). When a half acre surface parking lot is worth $2 million or more then it starts to make economic sense for a parking structure. Dartmouth currently doesn't have a parking structure as land values are still too low, but as land values continue to increase it starts to make much more financial sense to put parking underground or in a parking structure. For instance, if it costs $25k for a parking space in a parking structure and 1 acre of land can house 100 parking spaces, then when the

"Downtown Dartmouth is also booming with quirky, unique local business – none quite as unique as New Scotland Yard Emporium – the brainchild of local songwriter Joel Plaskett which houses a recording studio, record shop, coffee bar, and hair salon. Emergency bass player Chris Pennell runs Elk's Haircutting at the Emporium where his mix of male and female patrons get their hair done while listening to Taz records, and might catch a glimpse of musicians in between takes."

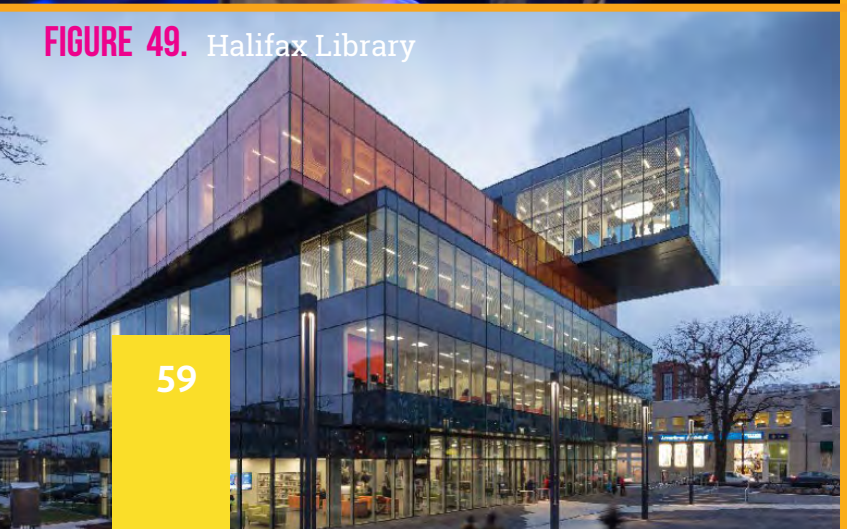
Be a Tourist in Your Own City: Downtown Dartmouth is the place to be

Halifax Metro, Aug 2016

FIGURE 47. Portland Street Infill by Ekistics

FIGURE 48. Autonomous Vehicles coming in 2021

FIGURE 49. Halifax Library



land value exceeds $2.5m per acre it starts to make sense to put that surface parking under a new development. Surface parking becomes to valuable for other land uses. At this time, increasing hourly parking rates won't matter as much. People will expect to pay more to park in the downtown.

The big takeaways from Dartmouth are:

- Parking alone will not save the fortunes of downtown. Don't let it be the excuse why downtown is not performing.
- Private investments in streetscaping, signage and facade programs are only a part of the equation to leverage private investment. Real change comes when new development follows.
- A focus on high quality waterfront housing will bring new residents that will drive new businesses and renew existing businesses.
- Increased assessments is one way to measure the change in the fortunes of downtown. They are instrumental in the gentrification of downtown.
- Policies that make new high quality development easier to do is an essential ingredient in the process.
- Change can come much faster than anyone would have predicted. Make sure you have a sound plan to drive change before it comes.

Future Downtown Considerations

Downtowns have the potential to change significantly over the next decade as a result of several key factors:

- Online Retailing: The growth in online retailing will have significant implications on retailers. With retail sales approaching 10% in the next few years, big box retailers have already started to build their online and mobile infrastructure to challenge new online specialty retailers like Amazon. The disadvantage of online sales is that you can't touch it before you buy it and it can take days (or weeks) to deliver. The advantage is that cost comparisons are easy, and there is usually more variety. "showrooming," the practicing of browsing in a store, and purchasing online was supposed to seal the fate of the big boxes. Now, it seems that "webrooming," or browsing online but buying in the store, has become popular. An Accenture survey said that 78% of respondents said they had "webroomed," while just 72% had showroomed. The first waves of stores to disappear are toys, books, and electronics. Major retailers are focusing their physical presence as a branding opportunity; meaning retailers could have a smaller number of stores in a particular region and these retailers will be concentrated in shopping areas that match their brand impression. Downtowns will have to bring merchants together so that consumers will feel that they are in a special place with the opportunity for multiple experiences (eating, recreation, shopping, learning, play, etc.). Downtowns are a place for experiences that cant be got online. This can include specialty restaurants, public art, events, playgrounds for kids, learning opportunities, places to meet people and special entertainment. Enhancing the experiential qualities of downtown retail environments and focusing on local services and products is a key to downtowns success.
- Autonomous vehicles (AV) are only about 5 years away and the first fully autonomous cars will be commercially available by 2022. This could have a significant impact on

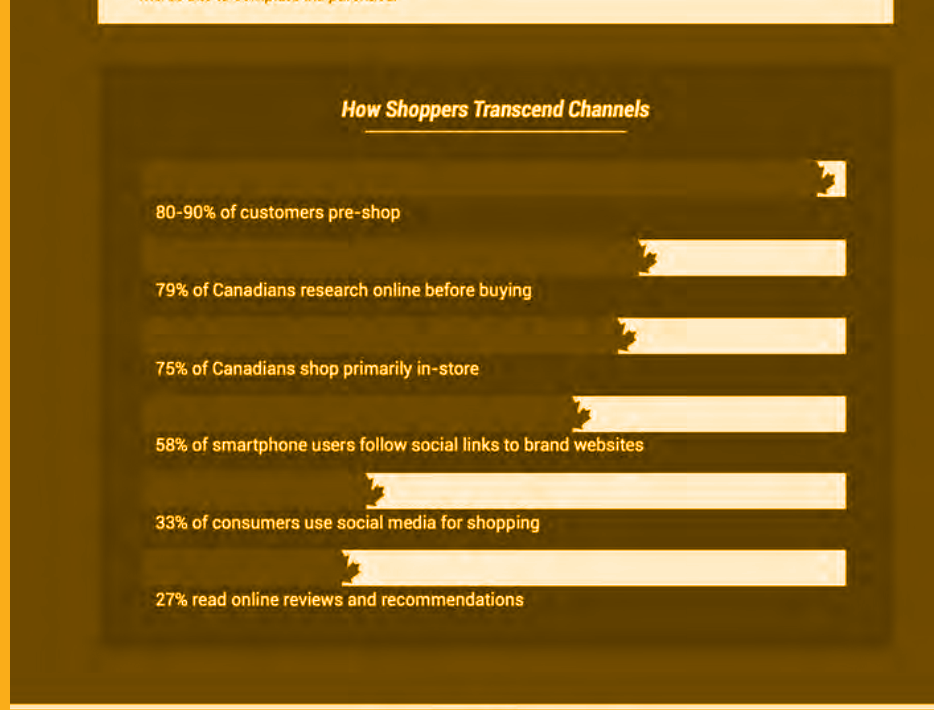
downtowns as it becomes much easier to (1) go to bars at night without the worry of driving over the limit, (2) parking becomes less of an issue because the car can be summoned from greater distances where parking is more plentiful and cheap, (3) drop off areas in the downtown will be more important so some onstreet parking could be converted to AV drop areas, (4) The 1.5 hours per day of focused driving can now be used to read books, watch movies, and 'consume' other retail goods.

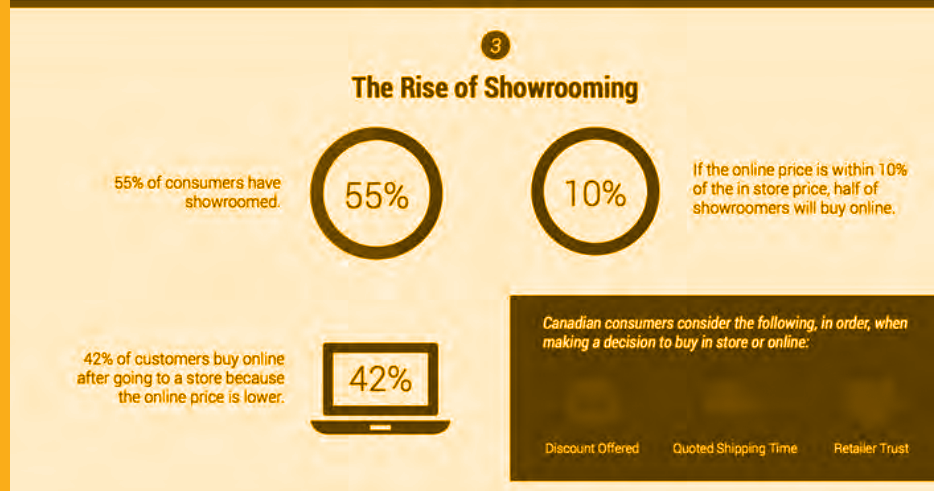
» Signature institutional facilities should be located downtown. Halifax's new public library is a radical rethinking of a public gathering and learning space. It has a full-time event planning staff charged with planning everything from weddings (2-3 per week) to feature concerts to Olympic signature events in the City. It will be important that the city and Province ensure these important public venues are located downtown and to think beyond the traditional programming for new public facilities.

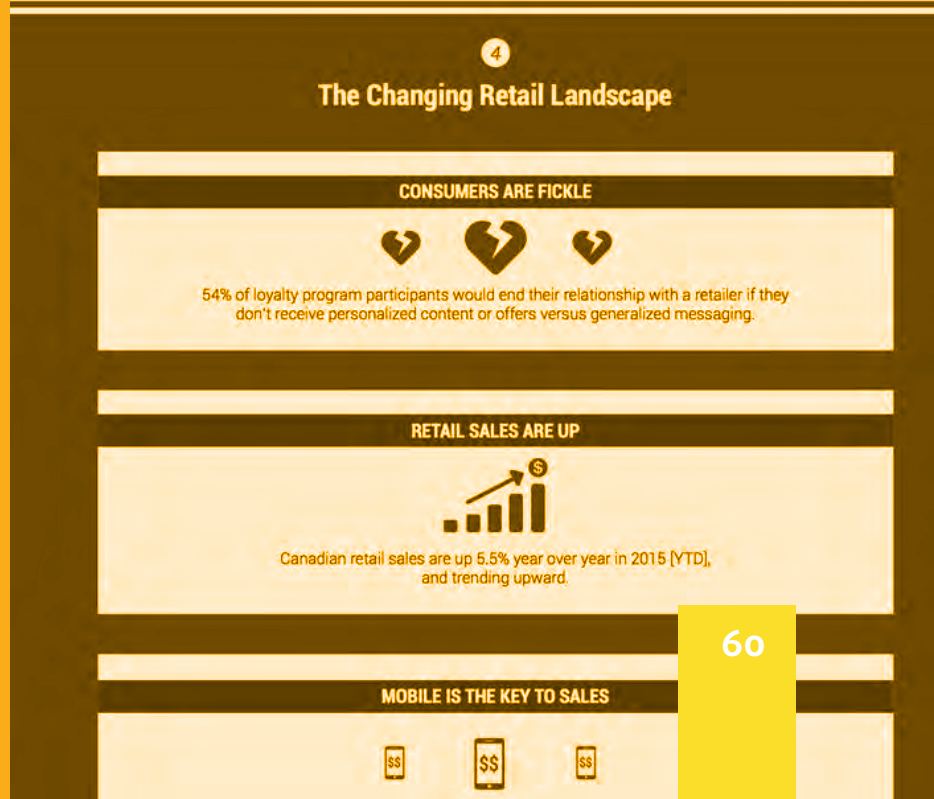
» Downtowns are focusing on bringing people back to live full-time. With a push away from suburban sprawl, downtowns are encouraging a new breed of residential opportunities. Millennials who don't have the same desire for home ownership are looking for downtown locations with opportunities for having everything a person needs to be healthy and happy within a walking radius of home. Car ownership is also on the decline with Millennials who prefer to stay connected by phone rather than face to face. All signals point to a significant intensification on downtown living in the coming decades. Sydney's waterfront location and the connection to Open Hearth Park and future AT trails are significant advantages for new housing downtown.

» Pension funds and REITS are investing in downtown developments right across Canada. Local developers and even larger city developers are looking for unique locations to invest in real estate developments like multi-family housing or mixed use developments. These partners are looking for $20m+ developments and partner developers that can finance half.

» Form-based codes are becoming more prevalent across North America as an alternative to or in support of traditional zoning. Zoning usually deals with controlling use, height and site based conditions like street frontage, setbacks from property lines, parking, site coverage. These conditions are usually absolute and there is no opportunity for changing without a zoning change (which usually requires a public process) or a development agreement (which requires a public process). Encouraging development requires more certainty and less chance. Form based codes are one way of reducing the chance







in a development by being more specific about the volume of the development, the process for approval, and the approach to dealing with minor and major variances. Halifax credits its 2009 downtown Form Based codes with the current resurgence in development. The process puts the public engagement at the beginning in the rule setting phase and then removes it from the application phase to ensure more certainty for developers. The process usually requires a "Design Review Committee" to oversee variance requests. The process involves a requirement to submit the completed architectural and site drawings with the application so that the design can be compared against the volumetric code requirements. This is a very different approach for Sydney than traditional zoning and one that will be explored in more detail to determine its applicability for Sydney's downtown.

- Development incentives are sometimes considered to encourage development. These can take the form of no permit fees, taxes holidays, transfer of development rights (in larger cities) and density bonusing (the developer creates a public benefit and in return is permitted additional density).

3.2 Urban Waterfronts

Urban waterfronts are highly specialized and desired for downtown developments usually including multi-unit residential, specialty class A office space, entertainment spaces, important civic spaces like conference centres, libraries or galleries, and experiential retailing like specialty clothing, restaurants and pubs. The proximity to boats and water based activities like sailboarding, see-dooing, or kite surfing will draw adventure and active lifestyle residents. These locations are highly unique and highly sought after as development sites. They are often the 'postcard' image of any waterfront city.

Some of the important considerations when developing urban waterfronts include:

- Public private partnerships are vital to the success. Usually a waterfront or riverfront development corporation is responsible for land assembly, design guidelines and/or public benefit creation like parks, boardwalks or trail systems along the edge.
- The waterfront must be held and developed in public ownership. This means boardwalks, trail systems, waterfront parks, wharves, etc should be fully public at the waters edge. Exceptions are made for waterfront industry which is vital to the city and must be separated from the public.
- Public art, public events and entertainment should be programmed into the design

FIGURE 50. Toronto Wave Deck

of the waterfront and coordinated by a development corporation.

- groundfloor uses that front on the waterfront should be active retail, restaurants or entertainment type uses. There should be no blank walls on the waterfront and parking should be underground.
- Streets that terminate at the waterfront should preserve their view corridors to the water. These should remain as public open space corridors.
- wharves and docks should be programmed for commercial uses which could include small buildings, kiosks or even mobile stalls.
- Water related uses should have high priority (marina's, harbour tours, etc.).
- Boardwalks should be connected to longer municipal trail systems whenever possible.
- The history of the waterfront should be central in its design.
- The city's most high quality urban spaces should be reserved for the waterfront.
- Wherever possible, natural shorelines, wetlands, or beaches should be preserved to remind people of their connection to nature at the break between land and sea.
- Open spaces should include a wide variety of scales, active/passive uses, themed and non-themed environments. Each new 'discovery' along the waterfront should be meaningful and memorable.
- Existing non compatible uses should be creatively bridged so that they don't break the continuity of the waterfront experience.
- Waterfronts should be planned by locals for use by locals rather than for tourists. When they are meaningful places to residents they will be meaningful to tourists.

Sydney's waterfront is an amazing canvas for high quality development in the future. It should be directly linked to the downtown core and it should be extended along the boardwalk connecting Wentworth Park to Open Hearth Park.

URBAN WATERFRONT

FIGURE 52. Waterfront Promenade at AKER BRYGGE

3.3 Core Planning Principles

The foundation of any Urban Core Plan is a sound set of "core planning principles" underlying its foundation. The online survey and public workshops asked residents specifically about what was important to them about their downtown. These core planning principles, will be a constant yardstick for decision making as the plan gets built out over the coming years.

There has been significant public engagement in CBRM over the last 5 years which focused on identifying and distilling the guiding principles that frame this plan. These sessions included workshops, stakeholder meetings, online survey, public open houses, and steering committee engagement sessions. All of these were geared towards understanding what makes Sydney different, what is its unique value proposition, what does the community want its downtown and waterfront to become and what features should be preserved and cemented into the plan.

The core planning principles represent the priorities of the community, ensuring that something valuable is not lost in order that something new might be gained. These principles should be the foundation of any future planning decisions related to the downtown or waterfront.

3.3.1 PARKS AND OPEN SPACE


Sugar Beach Waterfront in Toronto

Open space is the connective tissue that binds together people with spaces, experiences with events and the conduits between destinations. The plan starts by identifying important open space topologies and signature spaces that will be important in the future. Some of these spaces already exist like the waterfront boardwalk, Wentworth Park and Open Hearth Park. These are the elements that tie the downtown to its surroundings and connect people to water. Some linear open spaces need to be created. Downtown needs to be connected to the waterfront and the waterfront needs to be connected to existing and future open spaces. Signature streets like Charlotte Street are both a conduit for traffic and have the potential to be an important public space in their own right.

Enhance and extend the boardwalk

The boardwalk is quickly becoming CBRM resident's most cherished destination. It was identified in throughout the process as an important investment for CBRM. The boardwalk is not yet fully linked to Wentworth Park and so that remains a high priority for the future. Another missing element is adjacent retail or mixed uses that take advantage of this important waterfront destination. There are still no restaurants or retail services directly adjacent to the boardwalk, no pubs or restaurants that spill on to the boardwalk, no retail kiosks, and no beaches or ways to touch the water. There are important redevelopment sites along the waterfront that should be reserved for only the highest quality developments. Due to the grade change between the Esplenade and the boardwalk, there will be pressure to locate vehicle parking on the lower level of the boardwalk, but any building frontage on the boardwalk should be treated like a street; it should include active groundfloor retail uses and not empty blank walls. In fact, blank walls should not be permitted anywhere on the waterfront.

All of the downtown streets that extend to the boardwalk should have wide sidewalks, good quality wayfinding and interpretive signage, pedestrian scale lighting and view corridors should be preserved from them to the water. Buildings should not be permitted in terminating view corridors.

Enhance Wentworth Park

Though just outside of the formal downtown boundary, Wentworth Park is one of the signature neighbourhood parks that will be important if the downtown is to realize additional residential expansion in the future. The City has made some great improvements in the last 10 years to the park, but the park's connectivity is hampered by Kings Road and the rail line that bisects the park. The connection between the park and the waterfront is an important objective of the Harbourfront Plan as is its connection to the downtown. The master plan for Wentworth park should probably be updated in the near future.

Connect the Downtown to the Waterfront

The downtown and Charlotte Street runs parallel to the waterfront and like many historic downtowns in Atlantic Canada, the waterfront was usually a dirty industrial place, one that most downtowns

turned away from. As waterfronts have become the prime destinations for real estate and tourism, there is a need to reconnect to them physically and emotionally. The Dorchester Street link to the waterfront is particularly important since it is the main way to connect the Joan Harris Cruise Pavilion to Charlotte Street. Similarly, the Townsend and Prince Street connections need to be strengthened for pedestrians and cyclists. In addition, linking Wentworth Street and Town Hall to Charlotte Street is another important connection. Wherever possible, street related retail should be encouraged on these sidestreets to bring retail from the downtown right down to the waterfront as it did over a century ago.

Create Signature Public Spaces Downtown

Great public spaces are more than just a grassy field on some left-over piece of land. They must be inspiring places which feel like the centre of the city—draws on their own right, which become meeting places for residents. They should be flexible to accommodate a wide range of uses. Public spaces should be usable (and maintained) year round for four-season interest. And they should be rich in amenity, making them engaging for a range of interests, activity levels and age groups. Many cities have signature public spaces in their downtown but Sydney is lacking plazas, parks, or signature urban spaces outside of the waterfront boardwalk. A signature urban park(s) should be part of the future plan for Sydney. The City should identify a central property and purchase it for a new urban park or plaza. The corner of Charlotte Street and Wentworth Street seems to be one of the best potential sites for a new urban park. It is south facing, mid block on Charlotte Street and connects City Hall and the Waterfront to Charlotte Street.

Charlotte Street itself has the potential to become a high quality public space as well as a street. Done right, Charlotte Street can function as a linear open space as well as a public street.

Not every public space needs to be large, and intended for the city as a whole. The downtown should have a range of spaces at varying scales:

- "pocket parks", small neighbourhood parks and playgrounds intended for residents,
- medium-size squares and parks of interest to the whole district, and
- the largest event centres, regional parks and central squares of interest beyond the city boundaries.
- active playgrounds and courts, plus passive contemplative places for rest, reading and relaxation.
- themed playgrounds for existing and future downtown family residents and visitors.

Create a destination park south of the Cruise Pavillion

The harbourfront plan calls for an urban beach and a signature open space just south of the cruise pavilion. This space should be a destination for residents and tourists and it must leave 'breadcrumbs' up the waterfront and into the downtown. Any future buildings in this location should have groundfloor retail uses that spill out directly onto the waterfront. The idea of adding a public beach should be explored.

Preserve View Corridors to the Water

The public wants to ensure that views to the water from the streets that terminate at the waterfront be left open so that what happened at the foot of Prince Street doesn't happen again. Whenever possible, these view corridors should be signature plazas and open spaces.

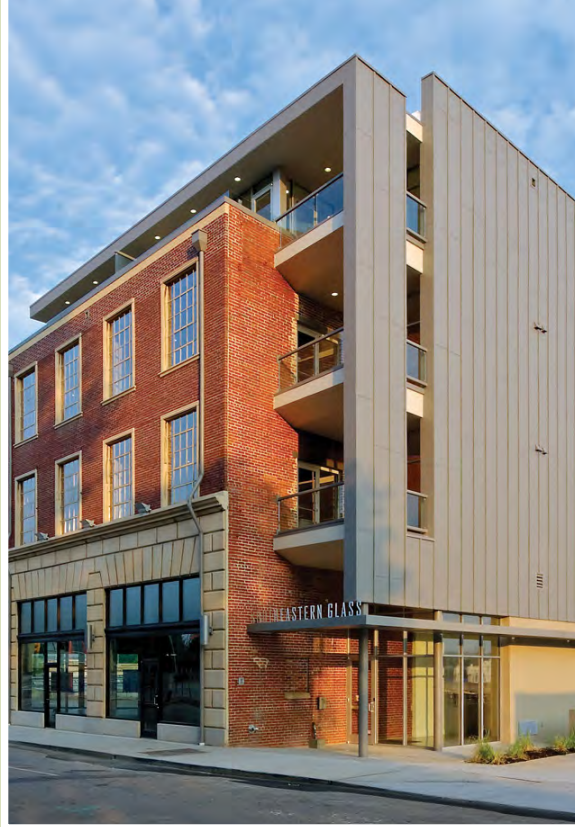
Make Downtown Bicycle Friendly

Cycling is growing in popularity around the world. With CBRM's completion of its AT Master Plan in 2010, many of the important AT corridors are just now being created.

The downtown plan should ensure that cycling is an important component of a healthy downtown. Numerous studies have shown that the presence of safe bicycle infrastructure leads to greater retail sales in traditional downtown areas.

provide space for public events such as music festivals and sports

Open space isn't just about parks: it's also about programming. Great open spaces are flexible, usable for many different purposes at different scales, such as festivals and sporting events, large and small.



3.3.2 HOUSING DOWNTOWN

The primary catalyst for growth in the downtown is to encourage more people to live downtown. There is a significant trend towards more multi-unit housing in Canadian cities and these new households are most successful in downtown locations where there are restaurants, services, shopping and groceries just a few minutes walk from home. Sydney's waterfront and downtown is poised for waterfront living.

Encourage more people to live downtown

There should be a goal of encouraging 300 new waterfront housing units in the downtown over the next 20 years (15 units per year). Ambitious? Yes. Impossible? No. Halifax had a 10 year goal for 1000 units over 10 years and they reached it in 6. Such goals are measurable and keep everyone focused on results. This one metric will change downtown Sydney in many new and exciting ways. It will also drive policies and priorities that put new housing at the top of the list. Improving parks and open space will be a catalyst for encouraging more people to live downtown. Creating age friendly parks will encourage different age groups downtown.

Encourage Mixed-use Downtown

Buildings and spaces that have a single use (retail, commercial, residential) tend to make for less-vibrant streets, and make transportation complicated. Imagine being able to walk to work, to the grocery store and to the neighbourhood pub. Mixed uses create highly desirable downtowns.

Ground floor uses should be public

In order to activate streets and cause people to want to come downtown, ensure that all ground floors have active uses like retail, commercial, services, and restaurants. Ensure there are no blank walls on any street, waterfront boardwalk or public plaza. These are the areas for active engaging uses and blank walls do not fit in these areas.

Encourage economic and environmental sustainability

Encourage sustainable community design and showcase the City's commitment to developing a clean and green downtown. Some downtown's are looking into district energy solutions. Some, like Summerside PEI, have created their own green energy utility.

Encourage affordable housing

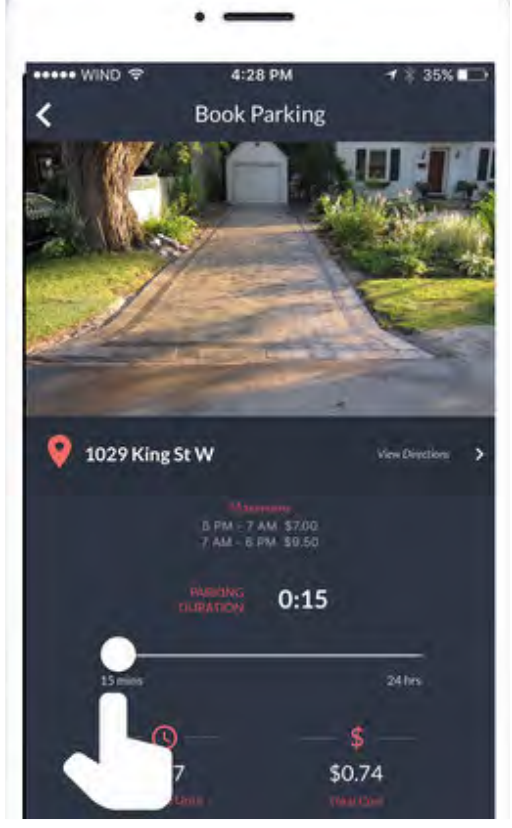
Many municipalities are responsible for ensuring that below-market rate housing is available for those who need it. Affordable housing ensures diversity of residents: that the best land doesn't become an exclusive playground for the affluent. Diverse neighbourhoods are better for everyone.

Explore boating housing

Boat housing is gaining momentum in some urban cores. The Sydney Yacht Club could be an ideal boat housing cluster. With AirBnB, who wouldn't want to spend a night or week on a houseboat in Sydney Harbour?

Infill the Downtown with Housing

Look at adaptive reuse for existing heritage buildings and creative infills for new developments. New infills should retain the streetwall of the original street (number of storeys) and towers should be setback at least 3m from the street wall.



3.3.3 PARKING & TRANSPORTATION

The next chapter outlines the proposed changes to transportation networks and parking in the downtown. This section provides some high level guiding principles to guide future decision making.

Continue to expand AT networks linking outlying communities to downtown

Connecting downtown to its outlying communities with AT networks is a high priority objective. With the potential for a new cruise berth, there is also the potential for bike tours from the cruise pavilion so linking the waterfront to a downtown AT network should be a high priority. Making Charlotte Street bike friendly is also another high priority.

One Way to Two Way Streets

One way streets are required where there is a tradeoff between parking, wider pedestrian sidewalks, or other road safety concerns. In general though, two way streets would be preferred for sidestreets downtown because they are safer, reduce vehicles miles travelled, and reduce congestion[1]. Charlotte Street should remain one way in order to improve the pedestrian experience by expanding sidewalks and maintaining parking spaces on the street.

Charlotte Street is the Main Pedestrian Street

Charlotte Street is the main street for downtown Sydney and the priority should be the pedestrian and improving the pedestrian experience. Ideally, preserving onstreet parking should be another priority. Improving links to offstreet parking through improved signage is another aspect of improving visitation for businesses on Charlotte Street. Charlotte Street needs wider sidewalks, more pedestrian amenities like benches, bike racks, parks, street trees, garbage receptacles, and signage.

1 http://www.citylab.com/commute/2013/01/case-against-one-way-streets/4549/

Improve the parking experience downtown

Parking in downtown should be more visible, better quality, with variable rates. Parking should employ new mobile technology where possible making it easier to pay for parking remotely. Parking should be administered centrally where possible and should include private lots.

Let the Market Dictate parking requirements

Many cities are moving away from complex and restrictive parking requirements downtown. Catalytic developments could be halted due to strict parking requirements. Instead, let the market dictate how many parking spaces are needed for every new development. If a developer thinks they can sell a unit without parking, let them be the judge. Since parking in the downtown is not free, no parking would be displaced. Many cities have removed all parking requirements in their downtown.

3.3.4 OTHER PRINCIPLES

Ensure a continuous public boardwalk along the water

Ensure that the public boardwalk along the waters edge remains at all times. In no case should a private or public building be placed between the water and the boardwalk; except in the case of houseboats or buildings on the wharves.

Consider 1-1.5m sea-level rise over the next century

Much of downtown and waterfront Sydney lies within just a few metres of the mean high water line, which means it's especially vulnerable to the predicted sea-level rise. Future finished floor elevations of buildings should be raised 1m from current ground elevations where possible. This may mean raising the boardwalk in some places (or even possibly roads over time) to ensure that the building is not disconnected from pedestrians.

Provide incentives to encourage development

Good planning isn't just about deciding what goes where, it is setting the stage for the right things to happen. We want to encourage developers to make use of opportunity sites. These could include tax holidays on new developments over a certain size, land leases instead of sales, or energy rebates for sustainable developments.

Make good design easy

Many developers value design guidance provided by municipalities—let's make it easy for developers to build great looking, well proportioned, functional and appealing places to live by setting out what we think that looks like.

Incorporate venues for arts and culture

Great neighbourhoods are more than residences and workplaces—and downtown and waterfront Sydney should allow space for arts and culture to happen in dedicated spaces.

Support Watershed improvement initiatives

The Sydney River watershed is a close knit environmental system on which the city depends. Poor land practices in the watershed will impact soil erosion and the quality and depth of the harbour.

Balance design for tourism with design for locals

The most enduring and resilient tourist destinations are, first and foremost, great places to live. Design great places where locals will return and tourists will flock in droves.

Enhance and Support Opportunities to be Close to the Water.

On many urban waterfronts it is difficult to touch or access the water. Wherever possible, overcome these difficulties with floating docks, steps, inlets, etc which provide good public access.

Assemble Land to Allow for Properly Scaled Development.

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

4.0
The Core Parking Plan

4.0 The Core Parking Plan

Massive growth in automobile use through the 1950's and 60's, and continued growth until recently, has shaped our urban and suburban landscapes as we know them today. Since every vehicle trip includes at least 2 parking events (origin and destination) our reliance on personal vehicles has resulted in massive amounts of space being dedicated to parking activities.

On average, a car is parked for close to 23 hours per day including at home driveways, condominium parkades, mall parking lots, offices, sporting events, etc. Cars can be found on the sides of streets, surface parking lots, underground parkades, and in above ground parking structures. Correspondingly, anything that takes up this amount of time and space MUST have a significant cost associated with it.

Historically, the public has expected that parking should be abundant and free at most destinations (high supply, low cost). Today, there is much more emphasis on trying to optimize the parking supply and price. It is a fascinating period of time...things are changing rapidly.

The dominance of the car seems to be waning with annual percent growth in car use reducing significantly over the past 50 years and many places today the numbers are declining. Fuel costs, insurances, general cost of travel and improved alternate services are all contributing factors. Outdated shopping malls that transitioned into big box shopping centers are now facing increased competition from online shopping services. Downtowns and waterfronts are being revitalized in many areas and are starting to draw people back to the urban cores.

Single occupant passenger vehicles (statistics suggest an average of just over 1.1 people per car) are still prevalent on the roadway, but many areas have seen increases in transit use, active transportation and ridesharing through services such as Uber and Lyft. Add autonomous driving vehicles to the mix and the future of transportation becomes a very dynamic and exciting world.

FIGURE 53. Existing parking conditions 2016

4.1 Existing Conditions in Downtown

4.1.1 Supply

While statistics vary widely on the amount of space dedicated to parking in downtown areas, values such as 20 – 25% of total land area are frequently used. We look at two different areas for comparison:

1) Overall downtown area – the area bounded by the Harbour and Muggah Creek / Rail Line; and,

2) The BIDC area which is the focus of this study.

Table 4.1 shows the overall land use dedicated to off-street parking, buildings, roadways and other land areas.

Breaking down parking a bit further in each of the two areas, Table 4.2 shows the different types of parking present in each area.

Essentially all metered spaces are located within the BIDC with free on-street parking being located around the periphery. With respect to the metered parking spaces, the 5 hour meters are generally located near the major employment centers (Fig 54) with the 2 hour spaces located closer to higher turnover retail land uses.

4.1.2 Demand and Utilization

Parking demand is high during the weekday work periods, but many lots and on-street spaces are empty during the weekends and evenings. The total volume of traffic entering the downtown core during the weekday peak

Intelligent transportation technology is key to better parking management. The adage that "You can't manage what you can't measure" fits parking perfectly.

Donald Shoup

TABLE 4.1 Land use coverage

	Overall Downtown		BIDC	
% Land Area	**m2**	**% of Total**	**m2**	**% of Total**
TOTAL AREA	1,500,000	100%	400,000	100%
Parking Areas	245,000	17%	120,000	30%
Building Footprints	220,000	15%	75,000	19%
Road Right-of-Way	275,000	18%	105,000	26%

* Parking Areas include stalls, circulation aisles, and access roads to the parking area.

** Parking Areas does not include on-street parking.

*** Road ROW includes roads, sidewalks, boulevards and other amenities to the edge of property.

TABLE 4.2 Parking Breakdown

	Overall Downtown		BIDC	
# of Parking Spaces	Spaces	% of Total	Spaces	% of Total
TOTAL Spaces	7,100	100%	3,570	100%
Off-Street Lots	4,810	68%	2,780	77%
On-Street Free	1,510	21%	10	1%
On-Street – 2 hr meter	490	7%	490	14%
On-Street – 5 hr meter	290	4%	290	8%

hours of traffic is in the range of 4000 – 5000 vehicles. A significant portion of this traffic will require a parking spot, though it is also assumed that there are some delivery, pick-up/drop-off, and through trips that will not require a parking spot. If all vehicles required a parking spot, it suggests that only 70 percent of the parking spaces would be used.

In reviewing aerial video images/videos of parking spaces in the study area during a typical weekday peak hour, it again suggests that many parking areas are underutilized. Figure 56 shows the estimated utilization of the various parking areas throughout the downtown. Based on the observations, there appears to be no shortage of parking spaces when looking at the downtown overall. It was noted that areas immediately adjacent to the major employment centers are well used, though parking areas in relatively close proximity are still frequently underutilized.

4.2 Challenges

4.2.1 Guidance and Wayfinding

Many lots mix private and public parking spaces and in some cases it is not clear where drivers can and can't park. In other areas, it is abundantly clear what the owners intent is and frequently there is a sense of hostility towards those improperly parking in certain locations. Some areas have minimal or inconspicuous signage, and generally there is a high level of inconsistency in the location and style of signage. The result is that many areas in the downtown core do not provide an appealing parking environment for drivers trying to find a parking spot.

Guidance and wayfinding signage throughout the downtown is very limited or non-existent. This includes direct guidance in relatively close proximity to the parking lots, and also to more general guidance within the wider downtown area. In its current form, effective signage is challenging due to the many small lots that are present throughout the downtown. There is simply no clear location to guide people to.

4.2.2 Access

Entrance and exit points to the various parking lots are often confusing, poorly marked as noted above, in poor condition, redundant or are unappealing. Getting to those access points poses another challenge due to the one-way street network and lack of guidance. This is less of an issue for those employed downtown who are familiar with the nuances of the street network, but can be quite challenging and frustrating for visitors who are less knowledgeable of the parking environment or the street network and parking restrictions.

4.2.3 Segmentation

The downtown is composed of a high number of individual parking lots under different ownership. This is inevitable in some locations (i.e. a dedicated off-street lot for a single store), but there are a number of places where larger areas are segmented into many smaller lots. This creates confusion and inconsistencies between lot quality, parking rates, accessibility, etc.

FIGURE 54. Parking Inventory

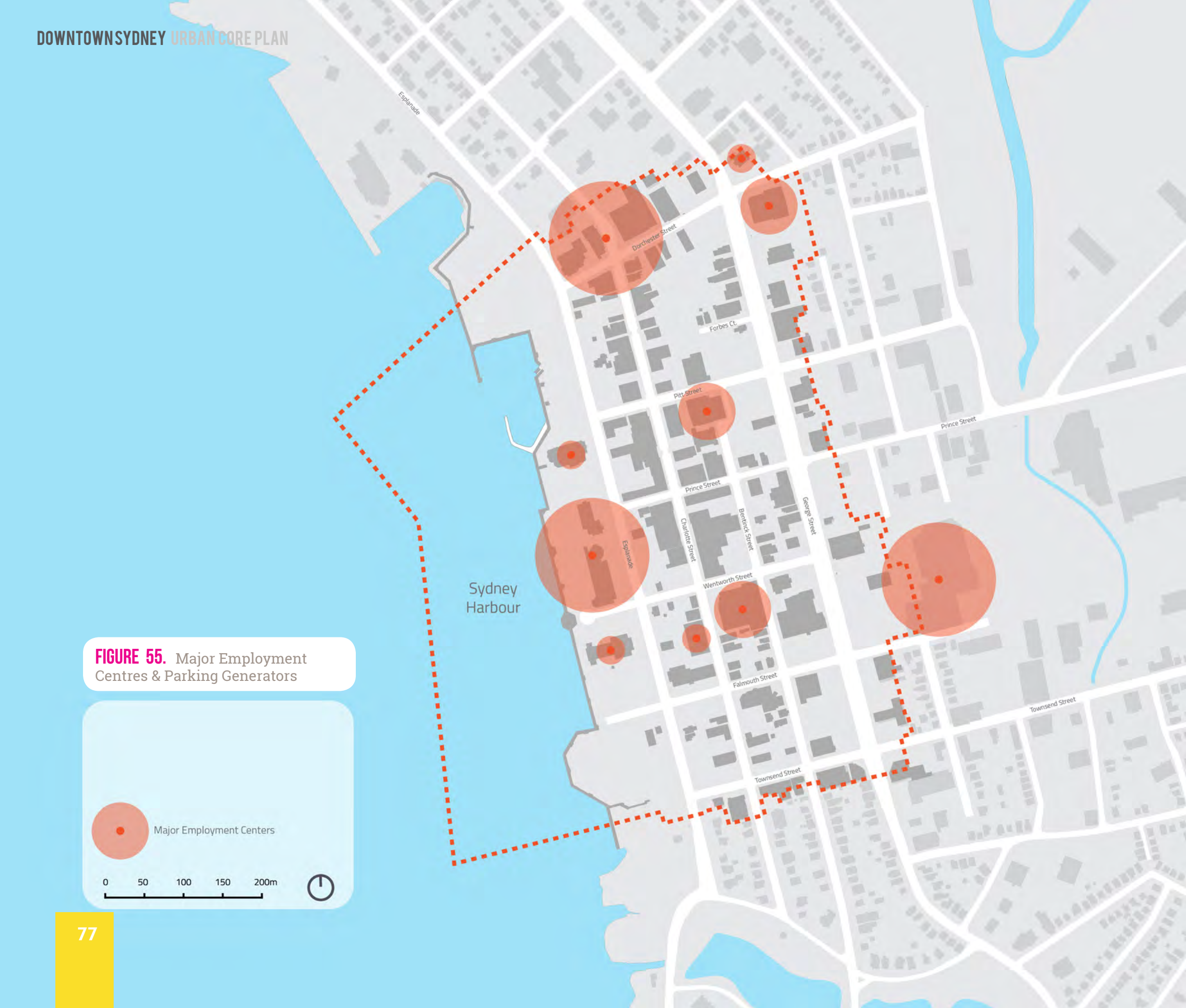


FIGURE 55. Major Employment Centres & Parking Generators

FIGURE 56. Parking Utilization

- 1 0-25% Surface Lot Parking Utilization
- 2 25-50% Surface Lot Parking Utilization
- 3 50-75% Surface Lot Parking Utilization
- 4 75-100% Surface Lot Parking Utilization
- Surface Lot Parking Utilization (No Data)
- On-Street Parking (Free)
- On-Street Parking (Short Term Meter: 2 Hour)
- On-street Parking (Mid Term Meter: 5 Hour)

0 50 100 150 200m

Street fabric "Missing Teeth"

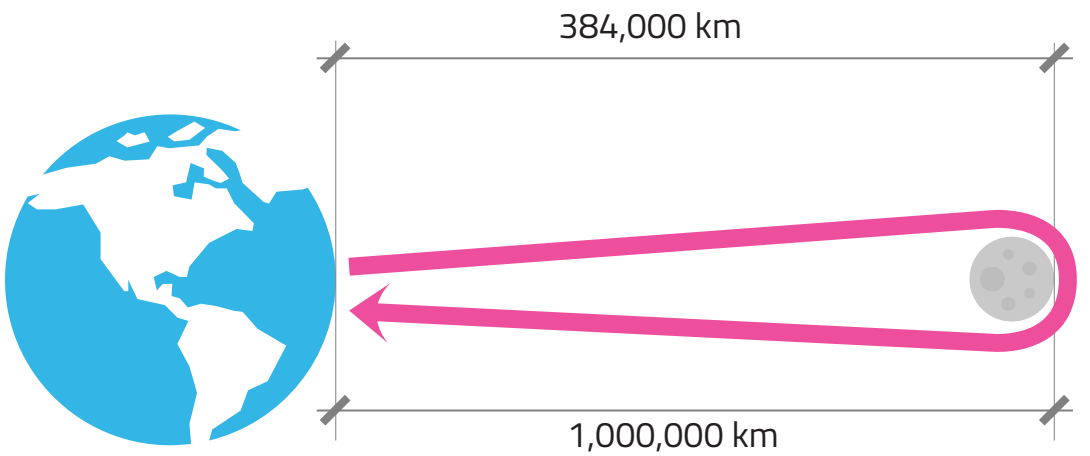
One of the biggest urban design problems in downtown Sydney is the proliferation of parking lots, large and small, along the street edge. When buildings are removed and replaced with parking lots, it interrupts the rhythm and continuity of the streetscape experience creating gaps that pedestrians have to cross while they experience the downtown. On minor connector streets, this is less of an issue but on main commercial streets like George Street, Charlotte Street, Esplenade, Townsend and Prince Street, this interruption can impact the quality of the entire downtown giving it the feel of a sprawling strip mall rather than a tight, cohesive downtown. Charlotte Street, as the main pedestrian street, is particularly susceptible to these gaps in buildings. Wherever possible, these gaps should become priority development sites, recognizing that it will take some time to turn around the fortunes of the downtown to the extent that it is more feasible to develop these lots than to leave them as parking land banks for future development.

Cruising

"A surprising amount of traffic isn't caused by people who are on their way somewhere. Rather it is caused by people who have already arrived. Our streets are congested, in part, by people who have gotten where they want to be but are cruising around looking for a place to park." Donald Shoup

"Cruising" is the act of driving the streets looking for a parking space. This can contribute to a significant amount of unneeded travel on the road network. For example, in sixteen studies of cruising behaviour between 1927 and 2001 (central business districts/11 cities/4 continents), average cruise time looking for a parking spot was 8 minutes and about 30% of cars in the traffic flow were cruising for parking – wasting time and fuel.

In our online survey, only 40% of the respondents said it took them less than 5 minutes to find a parking space. The other 60% said it took them more than 5 minutes to find a parking space. If we assumed it took 6 minutes to find a parking spot on average, and assumed that an on-street parking space turned over 10 times per day, that would mean 60 minutes of extra travel time per space per day. A 20 km/hr cruising speed would result in 20 km of extra travel per parking space per day. Applied to all parking spaces on Charlotte Street (approx. 140) this equates to 2,800 km of extra travel per day, or over 1,000,000 km of extra travel per year! That's a million km (125,000 litres of gas, or to the moon and back) of driving in one year for the spaces on one street only cruising for parking. Imagine the environmental and social costs of that much cruising?



In Sydney, cruising is not likely a cause of major congestion, though consideration must be given to environmental impacts, pedestrian exposure, collision risk, wasted time and costs, etc. Increased unneeded travel simply isn't in anyone's best interest. Downtown Sydney has two main characteristics that exacerbate this issue:

- Many one-way streets make it more difficult to get to free parking spaces; and,
- Many small and awkwardly arranged parking lots resulting in an increased likelihood for a vehicle to enter a parking lot, not find a space, then exit the lot to find another lot with an opening.

Frequently, if curb parking is under-priced, drivers elect to cruise for curb spots instead of paying higher prices for parking lot spaces.

Parking Pricing

Traditionally, parking costs have been "fixed" (i.e. pay $1 per hour at this meter). This can be due to a number of reasons including; older technology that make it challenging to implement changing prices; limited resources to implement, monitor and enforce variable rates; public opposition; and, numerous other factors.

With the advancement of metering technologies, smart-phones and Internet connectivity, the ability to provide variable parking pricing is now becoming common.

The concept behind variable pricing policies is that prices are set based on the demand for a specific parking space. This demand may vary by location, length of time parked, time of day, day of week, etc. For example, a on-street parking space located directly in front of the Canadian Centralize Immigration Office on Charlotte Street may demand a high price for a driver willing to pay for the convenience of parking in that low-turnover spot for 8 hours (avoiding the need to "plug the meter"). During the weekend and in the evenings, the value of that spot is significantly less.

Price Sensitivity

Charging users for parking is considered an appropriate, effective and generally acceptable way to manage parking in a downtown. Each property has a certain cost associated with providing parking for its residents, customers or patrons and charging a reasonable price for that parking is common. While most people would prefer not to pay anything for parking, many people see no issue with paying for the convenience of a nearby parking space recognizing the purpose of the costs. Others will simply never be satisfied with having to pay.

Currently, much of Downtown Sydney is accustomed to some level of cost for parking. The real question is what is the appropriate price structure that helps support a vibrant downtown by drawing more people to the area and not discouraging them to make the downtown trip? Secondly, what pricing scheme promotes people to park in the appropriate locations and limits the use of inappropriate parking locations or parking practices.

Price sensitivity is higher for shoppers and visitors to the downtown and less so for dedicated employee based trips. On the other hand, employee based trips are more likely to search for alternative parking locations, or park in restricted areas if they feel pricing is too high. Price sensitivity is therefore not simply restricted to the actual price. It is impacted by the quality of the alternative parking locations, the value of the overall trip, the surrounding environment, and other factors.

For example, a user will be willing to park further from their destination and pay a higher price if the alternative lot is paved, well illuminated, landscaped and signed, and provides an appealing pedestrian environment between the parking space and the destination. Similarly, people are generally willing to pay more if more appealing destinations (attractions, businesses, activities, etc.) are available. If you simply raise prices with no other benefit at an alternate location or no new services, people are less willing to pay the additional parking fees.

Parking Time Limits

Currently, on-street parking is restricted to 2 hour and 5 hour parking options while off street parking is more frequently used for daily parking. Maintaining a limited number of time options provides for greater consistency and predictability, but can limit revenues and reduce the ability to effectively manage the available parking supply. There are areas of the Downtown that may benefit from a non-restricted time on certain meters. In particular, areas surrounding high density employment hubs where there is limited commercial activity are obvious choices for eliminating time restrictions. Conversely, there are areas that may benefit from a time limit that is less than 2 hours. Examples may include high turn-over locations that are close enough to an employment center resulting in employees "plugging" the meter in front of a retail store (a one hour limit will generally make plugging the meter too inconvenient).

4.3 The 3 Parking Principles

After decades of parking research, experts have generally distilled down 3 simple priorities for improving parking in downtowns. These priorities include:

1. Set the right price for parking.

While free parking benefits the first to get the space, it creates an enormous social cost for others who can't find parking, who cruise the streets looking for a spot, and for others that just give up and don't come downtown because they know they will never find a parking space. Under-priced parking has the same effect. Performance pricing aims to target the occupancy of parking at 85% utilization and improves parking performance in three ways; (1) People know there will always be parking available downtown, (2) it reduces cruising for parking with reduced congestion downtown, and (3) it increases the turn-over of parking spaces so its available to others. Performance pricing requires new parking technology that allows variable parking rates for different times of the day. During non-peak hours, parking might be priced at $0.25 per hour. On peak hours, it might be priced at $4 per hour. The aim is to keep the spaces almost, but not quite, fully occupied.

2. Return parking revenue to the local area to pay for downtown amenities.

If residents and businesses can directly see and measure the impact of paid parking in their downtown with new street trees, new sidewalks, new parks and pedestrian amenities that bring more people downtown, they will be more apt to support the need for variable priced parking. They will see the meter money

at work in their neighbourhood. The money should not go into general revenue but should instead be earmarked for downtown improvements and administering the parking precinct.

3. *Remove municipal parking requirements downtown.*

Many cities are removing minimum parking requirements because parking has been the leading restriction to infilling or redeveloping lots. The "missing teeth" on the street will stay missing if zoning bylaws require a certain number of parking spaces for a new restaurant. Though many cities have established a "parking in lieu" fund, the costs can be excessive and are usually enough to prevent a good project from proceeding. Furthermore, the cash usually goes into general municipal coffers and is not returned to the downtown. Performance pricing offers an alternative that keeps the parking spaces at 85% capacity while charging the right rate to achieve that level of utilization. Developers will not build a project if they think that there wont be enough parking for tenants. Let them decide what the adequate level of parking is.

These three simple principles have turned around the fortunes of hundreds of downtowns, from small towns and villages, to large metropolises. The CBC programs "Ideas" explored this topic and the findings in a radio program called "Paying for Parking" in 2013 (http://www.cbc.ca/player/play/2421870372) and readers can discover more in depth research on the topic at Donald Shoup's website at http://www.shoupdogg.com/.

4.4 Parking Garage Feasibility

To assess the viability of a new parking garage in downtown Sydney, the consultants interviewed the head of the Saint John Parking Commission and senior staff at the Charlottetown Area Corporation. The following points summarize our discussions:

- The City of Saint John spent $16.9 million 3 to 4 years ago building the 446 stall Peel Parkade, adjacent to a new police station and justice facility ($38,000 per stall). Based on recent data from a parking conference, costs vary from $20,000 to $40,000 a stall across the country, depending on the price of land, and complexity of the site. The Saint John site was an expensive location to build due to rock and steep slopes.
- The City of Saint John spends $1,000 per stall per year to operate the facility. This includes property taxes, operating costs, etc.
- When it was first built, the facility was mostly vacant, but when the new director was hired, he leased 400 of the 446 stalls as monthly parking to downtown office workers. The City charges $125 per month. The remaining 46 stalls are rented to hourly parkers.
- The facility generates $780,000 of gross revenue, and has $445,000 of operating costs and $260,000 of interest charges, generating a modest cashflow of $80,000 per year. The interest cost only covers a small portion of the original construction cost
- The Charlottetown Area Development Corporation (CADC) is a provincial Crown agency that operates three major parkades in downtown Charlottetown. The Parkades include 1,325 stalls (roughly 450+ stalls each) and are all 30+ years old, therefore their operating costs are higher than new facilities.
- Average monthly parking rates are $100 plus HST. Daily rates are $8.75 while hourly rates are $1.25.
- The use of the parkades vary, with two of them used primarily for monthly parking (80% monthly, 20% hourly), while the third is used 40% monthly and 60% hourly.
- Operating costs excluding taxes and insurance are $645 per stall per year, $687 per stall per year and $855 per stall per year.
- CADC has investigated the cost to build a new parkade in recent years and thought $30,000 per stall was a reasonable number.

While a full feasibility study for a parking garage is beyond the scope of this study, the consultants have modeled the financial viability of building a theoretical 280 stall parkade in downtown Sydney. The results are presented in Table 4.3.

We have used numbers that are similar to Charlottetown to model the viability of a parkade in Sydney. This is a reasonable assumption, as in our experience the real estate market for the two cities are fairly similar.

We have assumed that half of the parking spaces are allocated for monthly parkers, with the balance to hourly users. Hourly users generate more revenue due to the high amount of turnover. A 20% utilization rate is used. Operating costs are assumed to be $1,000 per stall per year.

Applying these valuation metrics, it is clear that the parkade will barely cover its operating costs, and as a result, is worth about $1.1M when complete.

We estimate the cost of construction to be $9.2 million, which assumes a pre-cast concrete structure similar to the parking garage at Halifax International Airport. These are typically pre-cast by Strescon in Saint John, NB. After including an allowance for engineering and land, the total cost is $9.2M or almost $33,000 per stall.

FIGURE 57. Mixed Use parking garages

TABLE 4.3 Analysis of Parking Structure Feasibility

PARKING REVENUE			TOTAL	Per STALL
140 Monthly Spaces	$73	/Stall	$122,640	$ 876
140 Pay And Display	$132	/Stall	$221,760	$ 1,584
280 Total Parking Spaces				
Potential Gross Income			$344,400	$ 1,230
Less Vacancy & Bad Debt @	20.0%		-$68,880	$ (246)
Effective Gross Income			**$275,520**	$ 984
OPERATING EXPENSES				
Property Tax @	$500.00	/Stall	$140,000	$ 500
CAM @	$400.00	/Stall	$112,000	$ 400
Management @	3.5%	EGI	$9,643	$ 34
Structural @	$0.15	PSF	$14,700	$ 53
Total Operating Costs			$276,343	$ 987
NET OPERATING INCOME			**-$823**	$ (3)
Capitalization Rate			8.50%	
Market Value Of Parkade			**-$9,685**	$ (35)
ROUNDED VALUE			**-$10,000**	**$ (36)**

			TOTAL	Per STALL
ESTIMATE OF PROBABLE COST OF CONSTRUCTION				
Land Acquisition	$1.00	Lumpsum	$250,000	$ 893
Construction Cost	$280.00	/Stall	$8,400,000	$ 30,000
Engineering & Project Mgmt	6.0%	EGI	$519,000	$ 1,854
Total Cost of Construction			**$9,169,000**	$ 32,746
ROUNDED COST OF CONSTRUCTION			**$9,200,000**	**$ 32,857**

This means that in order for this facility to pay for itself, government would have to subsidize the cost of construction with a grant of just over $8 million.

Conversely, if the facility were free, parking fees would still need to be at least $73 a month, just to cover the operating costs of the facility.

While the plan should anticipate the need for a new parkade, based on these economics, and the availability of inexpensive land for surface parking lots, its unlikely that a parking structure can be supported by the community in the near term. CBRM should secure enough land for a future parking structure over the next few years. Several potential locations for the structure is shown in Fig 58. The ideal size for a parking structure is 300'x140' although 130'x160' could work using a scissor configuration. Fig 55 shows the larger sized parking garage in several locations. The Bentinck Street location holds the most promise as a centrally located parking facility. CBRM already owns most of the land needed to make this garage work.

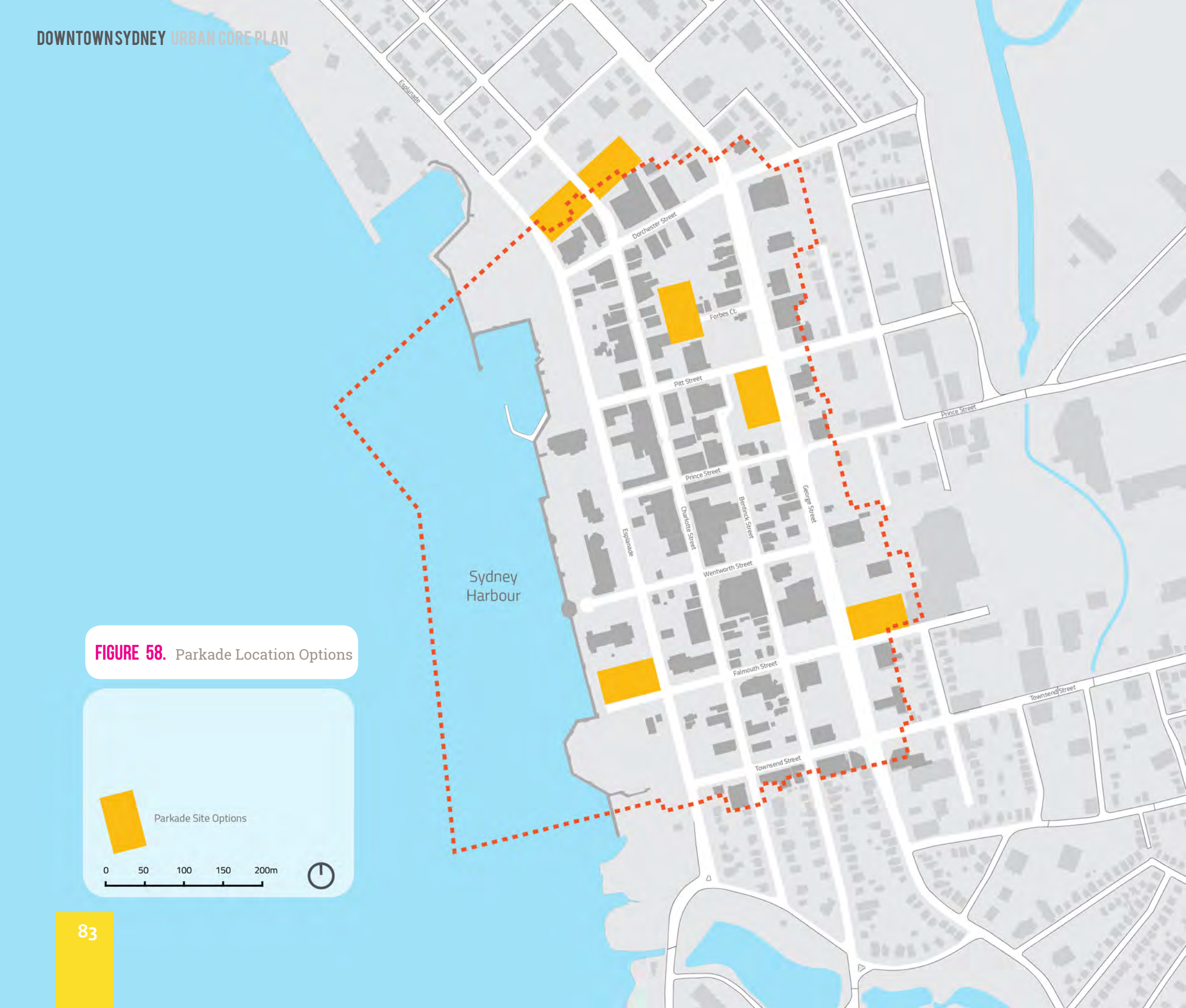


FIGURE 58. Parkade Location Options

4.5 Short Term Parking Recommendations (0-5 years)

Parking is only part of the solution required to get the downtown moving in the right direction. Physical, economic and quality of life improvements must all work in coordination to truly create change in a positive direction. Based on the issues and opportunities presented above, there are a number of short term priorities over the next 5 years that can have an immediate impact on the downtown parking environment in Sydney.

4.5.1 Identify Leadership

First and foremost, who is going to lead the charge on parking reform in the downtown? This process will require strong leadership and vision to implement the necessary changes to meaningfully enhance the downtown parking environment. This role could potentially be taken over by the Municipality, the Sydney Waterfront District Association or potentially a separate private Transportation Management Association (TMA) or Parking Brokerage. TMA's are typically private, non-profit, member controlled organization that provide transportation and parking management services for an area. TMAs are typically funded through dues paid by member businesses, and local government grants.

This role is particularly important to build consensus between various business and property owners, identify compensation or net-benefit solutions that will facilitate the consolidation of key parking areas. It will also play a key role in the development and implementation of an overall long-term parking management strategy for the downtown region.

4.5.2 Develop a Formal Parking Management Plan

This report provides an overall framework for the revitalization of the downtown core and addresses key parking principles, challenges, opportunities and priorities in the context of the overall downtown plan. The recommendations contained within this report should be formalized into a Downtown Sydney Parking Management Plan that further identifies specific plans, costs, implementation strategies, etc. This plan should address strategies for the short, mid and long term along with an implementation timeline.

4.5.3 Signage and Wayfinding

Signage and Wayfinding has been identified as a general parking issue in the downtown core. It is an essential component of an effective parking network, but requires a certain level of parking and access rationalization before it can be effectively implemented. In the short term, directional signage to parking lots, pedestrian directional kiosks and other simple wayfinding tools should be used to make parking easier to find. Mobile apps for new digital parking payments are also part of the wayfinding strategy and are usually part of the suite of tools available with new parking meters. HRM is currently looking for a parking app provider for downtown Halifax (RFP #17-034).

The Municipality should also pursue a branding initiative to establish minimum standards for parking signage on public and private lots. This should include consistent message, display locations, sizing and frequency.

4.5.4 Utilization and Distribution

Parking is in high demand in certain locations yet parkings spaces in relatively close proximity remain unused. Some people are not willing to pay for parking and seek alternative locations, some do not feel safe or comfortable parking in some of the lower quality lots, and some may be deterred by undesirable activities in the nearby areas.

Fundamentally, this initiative needs to encourage people to better utilize the existing parking spaces that are available, and distribute that parking over a wider area of acceptable parking locations. To do so three things need to happen:

1. Improve parking areas and connections to encourage people to use those sites;
2. Implement technology that provides incentive to park over a wider area; and,
3. Manage the boundaries of this wider area to discourage inappropriate parking practices (i.e. employees parking in residential areas.)

A number of interconnected initiatives are discussed in the following section to achieve the above noted goals.

4.5.5 Upgrade Meter Technology and Introduce Variable Pricing

The strategic upgrading of metering technologies is considered an important catalyst for improving parking in the downtown. Such an implementation does not necessarily mean replacing all meters at one time. Rather, upgrading meters starting with the highest demand areas (install new meters in those areas and move older meters to the periphery of the downtown) has the potential resolve a significant number of existing issues.

New electronic systems are more convenient, accurate, flexible, and increasingly cost effective. They can accommodate various payment methods (coins, bills, credit and debit cards, and are compatible with smart-phones

and Internet technologies), charge only for the amount of time parked, incorporate multiple rates and discounts, automatically vary rates by day and time, and are convenient to use. Some can be integrated with payment systems for other public services such as transit, and telephone use. Some employ contactless technology which automatically deducts payment. Newer systems also produce printed receipts and record data for auditing, which prevents fraud and increases convenience for customers, operators and local governments. They can also automatically record data on utilization and turnover, which improves planning and administration.

The areas that appear most suited for upgraded metering technologies include:

1. Dorchester Employment Hub – the on-street and off-street areas surrounding the Dorchester/Charlotte intersection are expected to have the most significant impact on where people park and how long they stay. Higher prices nearest to the office buildings with reduced costs as distance from the offices increases has the potential to increase revenues as well as extend the distance people are willing to walk to work. This effectively increases the employee based parking supply and would allow employees to select longer parking periods. There is also potential that such technologies could be extended further into the residential areas to help manage parking use.

2. Central Parking Area Adjacent to the Employment Hub – Depending the success of the consolidation process for the central parking area between George/Charlotte/Dorchester and Pitt, a larger parking lot wide deployment with centralized payment kiosks should be implemented to help manage the lot as one integrated unit. To make this effective, the lot would have to be rationalized, and reconstructed as a well-designed and desirable parking location.

3. Charlotte Street – existing meters on Charlotte Street operate reasonably well, but are restricted to 2 hour turn over where some locations may benefit from shorter time limits. The Charlotte Street corridor is a logical extension of the upgraded technology extending form the employment hub at Charlotte and Dorchester and most likely to the YMCA area. It is an opportunity site due to the proposed reconstruction and upgrading plans for the Street and the newer metering technologies better fit with the vision for Charlotte Street as a pedestrian oriented corridor with a more modern feel.

4. YMCA and Surrounding Area – this area is relatively modern in the context of the overall downtown and may be an effective tool in helping manage traffic destined to the site during weekday hours. Increased weekday pricing and reduced off peak hours are options as well as potentially reducing parking limits to 90 minutes as opposed to 2 hours. Such technologies would also benefit other local high-turnover businesses such as the Royal Bank, Subway and other quick turnover destinations.

5. Municipal Parking Lot - Bell Aliant – The existing Municipally owned parking lot just south of Pitt Street would be a logical extension of the new technologies to help manage both long term and short term parking that is currently accommodated in the lot.

6. Further Future Expansion – Assuming the successful implementation in these areas and positive cash flow, further expansion of this system could be carried out into adjacent areas.

7. Parking meters that are removed as part of this process could be moved to peripheral areas or to adjacent residential area to help limit inappropriate parking in those areas (discussed in greater detail below).

The implementation of such a system needs to look at:

- Overall Pricing – the pricing levels that are generally acceptable to the public or cause them to consider alternate destinations than the downtown; and,
- Relative Pricing – the local price differences between parking alternatives near a business or employment center.

With respect to dynamic pricing, Shoup suggests to price parking where spaces are consistently 85% utilized. This helps to minimize cruising and maintains a utilization level that suggests parking is well used yet readily available. Increasing or decreasing pricing incrementally over time will help find the appropriate cost level to manage the network at 85% utilization.

If people feel parking is too expensive they can:

1. Drive at off peak hours when curb parking is cheaper;
2. Park where prices are lower and walk farther to their destinations;
3. Park for a shorter time;
4. Park off street;
5. Carpool and split the cost of parking; or,
6. Take public transit, ride or bike, or walk to their destinations.

4.5.6 Employment Hub Parking Area

In oder to help restrict parking in residential areas and better utilize existing and available spaces, the central parking area located in the block between Dorchester, Pitt, Charlotte and George Street should be considered a high priority. It is representative of the current negative downtown parking environment and as such, will continue to define the environment if it stays as is.

Alternatively, it can be a catalyst for change if it is addressed through the consolidation of land parcels, and construction of an effective and efficient parking lot. The upgraded parking area should include clear and appropriate connectivity to streets, wider area and local signage directing people to this parking lot, enhanced connections between the parking lot and the adjacent street network, adequate lighting and security features, landscaping features and more. A concept of such a parking lay out has been provided in the next chapter.

Consolidating the individual lots will be a challenge given the number and diversity of land owners in the area. Nonetheless, this process is viewed as essential to successfully improving the downtown parking situation.

The process should attempt to achieve a "win-win-win" solution. The business owner should win through increase business and most likely a financial incentive (tax incentives or percent of parking revenues generated). The Municipality should win through increase revenue streams, benefits associated with downtown revitalization, and a consolidated and properly structured parking area that is easier to manage and maintain. Finally the consumers and employees of downtown should win by enjoying a reasonably priced, attractive, safe and secure parking area that improves their downtown parking experience.

4.5.7 Manage Parking in the Residential Areas

In trying to distribute parking over a wider area, the logical consequence is spill over into the adjacent residential areas. This can be a significant frustration to residents, parkers and enforcement staff.

There are a number of options for helping manage parking the residential areas adjacent to the major employment centers. The most logical first step is to relocate older parking meters (when upgrades are implemented) to expand into the residential areas. Weekday daytime pricing can be used as a significant deterrent to employees using the spaces, and free evenings and weekends

will accommodate the residents. This strategy in combination with improving other appropriate parking areas can be make a very noticeable difference in undesirable parking practices and can also increase parking revenues in some cases.

This strategy can be implemented in combination with increased and improved signage, public education campaigns, and potentially residential permits if required. Increased enforcement may be beneficial and it is expected that the increase would be limited due to the relatively small area that is being addressed. It is also anticipated that there may be some efficiencies in enforcement operations with the newer metering technologies proposed. While a business case should be prepared, it is likely that the increase revenue streams from the other parking improvements will off-set most of, if not all that costs associated with increased enforcement. There are even mobile parking apps that will let you rent out your residential parking space downtown every day, like AirBNB for parking (http://roverparking.com/).

4.5.8 Expand the Area of Use

Increasing pricing at certain meters will push drivers to use parking spaces further from their destination. Expanding the area of use means two things. First, meters may need to be extended beyond their current limits (i.e. further along George or Charlotte Street) in areas that are considered acceptable. Secondly, additional enforcement (signage, patrol, etc.) may be required in adjacent areas where parking is not desired.

When considering how far people are willing to walk, the following numbers are good general rules of thumb:

- 200 – 300 feet (60 – 90 meters) for shoppers
- 500 – 800 feet (150 – 250 meters) for downtown employees
- 1500 – 2000 feet for special events / students (450 – 600 meters).

4.5.9 Increase the Quality of Parking Spaces and the Connecting Corridors

Establish a set of design guidelines for parking areas to ensure any new lots or upgraded lots meet a minimum standard of quality. Options for subsidizing such upgrades could be considered where the upgrades provide a distinct benefit to the downtown and help meet the intent of the overall parking management plan. Consideration should also be given to upgrading of the corridor between major parking areas and the adjacent employment or activity centres to ensure people walking between the parking space and the destination perceive a sense of safety and security.

4.5.10 Reduce Parking Demand – Transit, Active Transportation, Carpooling/Ride Sharing

Continue and further promote the use of alternate transportation modes. While this initiative is important unto itself, it can be effective when promoted as part of an overall transportation demand management (TDM) strategy that includes parking, alternative travel modes and general transportation system upgrades.

Carpooling has been suggested for years as a great way to reduce trips, but year after year, data has suggested that car-pooling composes a very small portion of the overall travel on a road network. In the past number of years, ridesharing systems such as UBER and Lyft have changed the face of carpooling. These companies are starting to have a significant impact on travel patterns by increasing the share of car-pool style transportation.

4.5.11 Limit Cruising for Parking Spaces

As other sections of the report have discussed, modifying many of the 1 way street system back to 2 way streets will have a positive impact on parking as it reduces the amount of time and kilometers traveled by people looking for a parking space. In turn, this reduces driver frustration and make the downtown environment more appealing. Similarly, implementing the variable price parking strategy will mean there are always meters available for parking which reduces the time cruising for parking.

4.5.12 Increase the Number of Paid Parking Spaces.

There are a number of locations where free parking is provided or used by employees. These lots reduce the number of people parking at paid lots and therefore reduce the revenue stream that could otherwise be achieved through the better utilization of the paid parking lots. Actively managing this supply of parking in the downtown should be an integral part of the overall parking management plan for the downtown.

4.5.13 Rationalize / Consolidate the Easy Spots

There are a number of locations throughout the downtown that have resulted in a number of small lots located side by side. Where possible, identify consolidation opportunities to help better utilize existing parking spaces. One of the key connections that can be made in this regard is between the existing municipal lot south of Pitt Street (Bell Aliant building) and the central parking area north of Pitt (behind the Capri). Synergies can be achieved by managing these two lots in a similar manner with consistent character, technologies, wayfinding directions, etc.

4.5.14 Parking Education

Educate people and businesses on the correct principles of parking, how these principles apply to the downtown, and how it impacts them directly. An informed and knowledgeable public is the first step in gaining support for the upgrades and potential price increases. These educational materials should also include discussion on alternative modes of transportation.

4.5.15 Reduce On-Street Parking Times

Consider using shorter time limits (60 or 90 minutes in very high turn over areas or in areas where longer term parkers may use short term parking spaces (I.e. plug the meter).

4.5.16 Share Parking

Look for opportunities to share parking spaces. i.e. a restaurant can allow parking spaces to be used by an office building during the weekdays in exchange for using the office parking during evenings and weekends.

4.6 Medium Term Recommendations (5-10 Years)

There are several factors that we simply cannot predict. The most significant is the pace at which the downtown core begins to revitalize. Under a slow growth or negative growth scenario, it becomes challenging to promote significant investment in parking. As previously noted, parking is not going to be the driver of change, though it will be an integral part of change. Major expenditures such as that required for a parkade structure are difficult to justify unless economic growth of the core starts to increase the price of parking. Only then can a parkade be considered that will support an adequate level of utilization and a feasible cost recovery structure.

It is expected that the next 5 to 10 year period will clarify the direction and pace of downtown redevelopment. During that period a variety of factors should be monitored and logical investment decisions made with respect to where parking investments are placed as well as other factors that will drive downtown growth.

More value that can provided in the downtown relative to other locations will result in more people destined to the downtown. More people creates higher demand which typically drives prices up. New parking management strategies recognizes that transportation systems and land use conditions are dynamic and evolve so parking management needs frequent adjustment.

4.6.1 Expand the New Parking Technologies

Parking technologies will grow exponentially in the next 5 years with autonomous vehicles, expanded ride sharing and other technological innovations coming on stream. Downtown Sydney should stay at the head of the parking technology curve.

4.6.2 Utilize Interim Parking Spaces

There are currently unused lots in close proximity to areas with significant parking demand. Over the next 10 years, consider providing incentives to these property owners to provide temporary parking areas should the demand require it. As the downtown developments, these lots will eventually get built out which will eliminate that parking supply. If available open lots are reduced to the extent where there is unmet demand, then it is likely that a parkade structure would be warranted and economically viable.

4.6.3 Signage and Wayfinding

Continue to introducing consistency and clear guidance will improve parking operations significantly.

4.9 Long Term Recommendations (> 10 Years)

7.1 Impact of Autonomous Vehicles

The introduction of autonomous driving vehicles to the road network is expected to significantly change the transportation and parking environments. This includes capacity and operational impacts, travel patterns and of course, parking activities. Cars can now be parked further away (i.e. the car can perform the pickup and drop-off activity) and could potentially recharge while waiting. This opens up alternative locations for a parkade structure should it be required, or may allow access to other at grade parking areas further from the downtown core.

These technologies will impact individuals but fleets of autonomous vehicles (Uber, Lyft, private operators, etc.) may have much more significant impacts. One study suggested a single self driving car could replace up to 12 regular vehicles if effectively used. Others predict that 15 years from now, autonomous vehicles will have eliminated the need for up to 90 percent of our current parking spaces.

Last year, Audi launched an automated parking garage for self-driving cars near Boston, where space for vehicles would be reduced by two square meters per car, driving lanes would be narrower, and staircases and elevators would no longer be needed.

Clearly these are monumental changes to planning our transportation and parking networks. Incorporating changes will depend on the rate at which autonomous vehicles are adopted and the percentage of such vehicles on the road network. It is therefore very important to monitor these changes over time and consider the implications on any major decisions related to the road network and parking infrastructure in the downtown.

Unbundling Parking

As development increases in the downtown, consideration should be given to more flexible parking options. This includes eliminating minimum parking requirements for new developments as previously discussed in this report, but may also include other more modern approaches such as the "unbundling" of parking from the building that contains the parking spaces.

New residential buildings can provide parking opportunities by renting the spaces to daily commuters for example. These spaces could be rented separately from the residential requirements for the building and may take the form of shared parking spaces or completely separate rental spaces. For example, a downtown apartment may be rented for $1000 / month with 2 parking spaces included, or could be packaged as a unit at $800 per month with two $100 parking spaces available should the renter want these spaces.

Parkade Structure

The decision to move forward with a parking structure is a significant decision that is likely to occur within the 5 - 10 year mid-term time frame as the direction of the downtown revitalization process become more clear. Actual construction of a structure is more likely to occur in the long term once a number of the causal factors become more defined (i.e. nature of development, impact of autonomous vehicles, other downtown development initiatives, etc.).

In the interim, an active parking management program can help monitor progress and defer or possibly eliminate the need for an expensive parking structure. It may also suggest alternate locations for the structure depending how development proceeds and may could consider the consolidation of a number of different transportation services at a single location.

As a parkade is certainty a possibility for Sydney's future, assembling the land that may be required to support the structure is the most strategic move the Municipality can make in the near future. Consolidating the land in the short term could allow the lands to managed as a 'land bank' and used as a surface parking lot. In the future, it can be converted to a district parking structure when warranted, maintained as a surface lot in the longer term, or sold off should a parking structure prove not to be feasible in the long term.

5.0
Master Plan

5.0 The Master Plan

A downtown urban core plan is a roadmap to economic and physical growth for downtown Sydney over the next 20 years. It was crafted to capture the community's vision for its assets, protect what's important, rethink what's not and shape decisions that will be made over the coming years. The plan should ensure that short-term gains do not supersede long-term leaps that could catalyse growth in the downtown. This chapter paints a picture of what the downtown and waterfront can be and helps everyone see the same vision. It must be ambitious enough to be called visionary, but practical enough to be realistic.

The master plan should guide decision making over the next few years but it should also help to define the roles and responsibilities for various organizations which have a stake in the downtown's success. This chapter outlines the priorities of the community which were gathered over the last 4 months of community engagement.

This chapter starts with an overview of the Master Plan, then it reveals the "8-Big Moves" needed to see the plan realized. By looking at the plan as a series of steps, spearheaded by various organizations it simplifies how to get from A to B, eventually arriving at the desired outcome in 2037.

The Opportunity

Though Sydney's downtown seems to be facing some challenging times, the recent trends towards re-urbanization and migration back to central city cores provides some optimism for the future of the downtown. These trends are very real in many smaller cities across Canada and Sydney's advantage of its waterfront, its growing regional tourism, and the general optimism on the Island for new economic development opportunities, bodes well for the downtown. This plan fits together snugly with the Harbourfront Development

FIGURE 59. Existing Conditions 2016

Plan. All of the recommendations of the Harbourfront Plan hold true in this plan, however this plan focuses on the recommendations for the downtown core from the Esplanade to the east. The following projects represent the a vision for the future of downtown Sydney over the next 20 years.

The master plan includes several physical improvements in the downtown including

1. Conversion of some one-way streets to two-way streets.
2. Upgrading Charlotte Street as the premiere downtown walking and shopping street in Sydney
3. Implementing the Active Transportation Plan for downtown.
4. Adding a new village square in the downtown.
5. Creating linear parks on George Street by taking back some of asphalt.
6. Implementing a signage and wayfinding plan for the downtown.
7. Reviving the facade improvement program to downtown.
8. Implementing the traffic safety program.
9. Implementing the parking plan outlined in the previous chapter.

From a policy perspective, there are some recommended changes to the land use bylaw to facilitate new development.

There's also the need for new mandate for the Sydney Waterfront District Association to administer some of the downtown recommendations. If the parking strategy in this report is implemented, the parking revenue will stay in the downtown to finance some of the downtown recommended improvements. Additional recommendations are found in Chapter 6.

Though this report focuses on the downtown, CBRM has been clear in the terms of reference that the bulk of the focus should be on Charlotte Street as the main downtown destination. Hence, the bulk of this chapter focuses on Charlotte Street.

FIGURE 61. Master Plan Summary

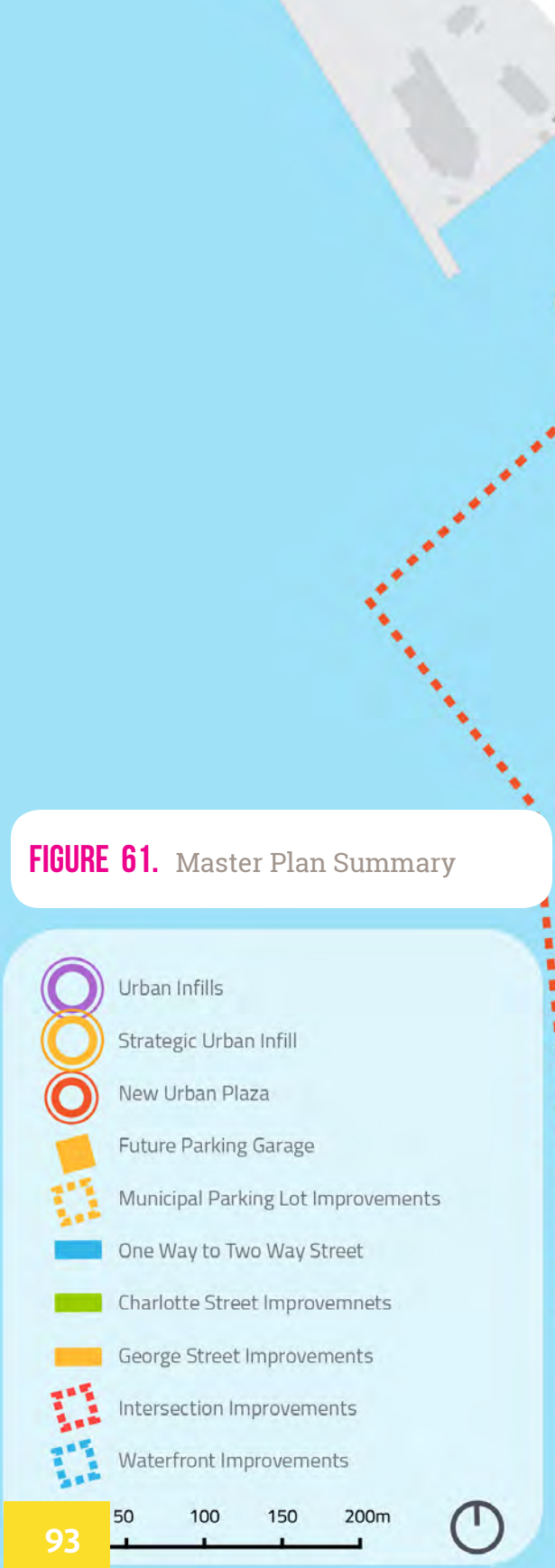


FIGURE 62. Restoring Wentworth to Two Way

5.1 Restoring Some Two Way Street Downtown

Chapter 2 outlined the benefits of restoring some of the two way streets in the downtown with the exception of Charlotte Street and Bentinck Streets (which are a one way couplet). The "sidestreets" in the downtown (Dorchester, Pitt, Wentworth, Falmouth and Townsend) are all 18m wide right-of-ways, which permits two way 3.5m lanes, 2.6m parking on both sides of the street and still leaves 2.5m for sidewalks on both sides of the street. A recent temporary conversion of Pitt Street from a 1-way street to a 2-way street has been very successful and we are confident in the conversion of the other 1-way streets to two ways. The change will likely not impact the redesign of any curb to curb profile of the street although it could slightly impact a few parking spots once the road is re-engineered.

Prince Street is the most narrow right-of-way corridor in the downtown at only 14.5m from Esplenade to George Street. Even with this narrow width, there is ample room for a lane conversion to 3.5m lanes with the loss of only a couple of parking spots. This change will bring all streets in the downtown back to two way streets with the exception of Charlotte and Bentinck Streets. This change will provide greater flexibility to reach your destination in the downtown and will reduce the amount of driving which satisfies the goal of making the downtown a more walkable destination.

FIGURE 63. Charlotte Street Improvements. Dorchester to Pitt Street

5.2 Charlotte Street Improvements

As the main commercial street in downtown Sydney, Charlotte Street is showing its age and wear. Capital budgets have been set aside for street improvements over the next few years but the goal of the Urban Core Plan is to make Charlotte Street the most pedestrian friendly, walkable street in CBRM. It is also the goal of the plan to make it one of the most exciting streets with the ability for shops and restaurants to spill outside blurring the line between public and private space. Achieving these objectives requires the prioritization of pedestrians and cyclists over automobiles and a higher level of maintenance standards.

But what is the optimal configuration of the future street given its stated purpose as the main pedestrian main street in Sydney. As as noted in previous chapters, the design team investigated 5 options for the street including (1) status quo, (2) turning it back to a 2-way street, (3) making it one-way northbound, (4) angled parking, and (5) reducing the travelway to one lane to provide room for wider sidewalks and a bike lane. Working with the steering committee through the various options, it was decided that option 5 best met the goals of making Charlotte Street the premiere downtown walking and shopping district without significantly impacting the streets ability to move traffic and vehicles.

Currently, Charlotte Street right-of-way ranges from 18m (at the north end) to 19.5m (at the south end). The road includes 12m of asphalt two 3.5m southbound lanes and two 2.5m parking lanes) and about 3m sidewalks that reduce in width down to 2.5m in some places.

The proposed cross section includes a 4m travel lane (loss of one of the two travel lanes), 2.6m parking lanes on both sides of the street, a 1.5m bike lane on the west side of the street leaving an extra 1.5m for sidewalk width.

FIGURE 64. Angled Parking Option (one-way)

FIGURE 65. Two Way Option, Parking on one side

FIGURE 68. Charlotte Street Shared AT Sidewalk

Charlotte Street AT

The CBRM AT Plan calls for Bike lanes on George Street, and a wide shared lane on Prince, Esplenade and parts of Townsend Street (Fig 40). The economics of incorporating bike lanes on main streets is well documented[1] around the world and so the idea of adding a single way bike lane (in the same southbound direction as traffic) was presented as an early option for Charlotte Street. Researchers have found that people who drive to businesses spend more money per visit, but bike riders visit more often, resulting in spending more money over all. They found that "customers arriving by bike spent 24 per cent more per month than customers arriving in cars"[2]. Many of these economic impact studies focus on replacing parking on one side of the street with a bike lane. The advantage, in the case of Charlotte Street, is that the redesign allows parking on both sides of the street, AND a dedicated bicycle lane. Since the street is one way, the cycle lane is a couplet with the bike lanes proposed for Esplenade (and indeed the waterfront boardwalk which is also cycle friendly.

As this study was progressing, the second cruise berth was approved in Sydney and with it came the discussion of providing bike tours from the cruise terminal through downtown Sydney. The idea of making Charlotte Street bike-friendly for 'non-professional' cyclists was considered to be very important to improving the vitality of Charlotte Street. After assessing the options, it was decided that a bike lane should be part of the street design program. A further analysis of whether it should go on the street, or on the sidewalk was undertaken by the consultants. In the end, the option for a sidewalk integrated bike lane was favoured over the street related bike lane. This model has been adopted in Munich, the Indianapolis Trail, and in Halifax through the new Cogswell District. There are good precedents for this type of shared sidewalk and bike lane. Further discussion should be undertaken during the early stages of detailed design to determine whether the bike lane is ultimately accommodated off street or on street.

1 http://www.theglobeandmail.com/report-on-business/small-business/sb-managing/small-businesses-are-changing-their-tune-on-bike-lanes/article30365164/

2 http://www.citylab.com/cityfixer/2015/03/the-complete-business-case-for-converting-street-parking-into-bike-lanes/387595/

FIGURE 66. Indianapolis Trail

FIGURE 67. Cogswell Bike Lane Halifax (Ekistics)

FIGURE 69. Charlotte Street Improvements. Dorchester to Pitt Street

Strategic Urban Infills

Charlotte Street is missing some 'front teeth' on the street. There are several gaps where buildings have been removed only to be replaced with parking lots which create a lack of streetscape continuity. The create a continuous pedestrian walking experience, these gaps should be replaced with new infill developments as the proposed parking strategy gets implemented over the next few years. The removal of these parking lots may be felt now, but as the new parking plan outlined in this report gets implemented along with a new signage strategy, the street will benefit more from new developments. Ideally, all empty lots should be infilled with new developments except where new urban parks are proposed. Implementation of the new planning suggestions outlined at the end of this chapter should be a starting point to improve the ability for developers to implement new quality developments. Parking for these new developments could happen either in the rear or underground.

Though some of the buildings on Charlotte Street are considered historic, new infill developments should be modern, but sympathetic to the history of the street. Many historic cities like Montreal have been extremely successful with modern infills between historic buildings.

FIGURE 70. Modern Infill Montreal

FIGURE 71. Modern Infill Montreal

FIGURE 72. Infill between Spinners and Long & McQuade

Infill development between existing heritage buildings should take cues from the heritage buildings but should not try to mimic past periods of architecture. It is better that the new buildings reflect the current trends in architecture, but with some sensitivity to building proportions, window patterns, active groundfloors, and use of high quality facade materials.

FIGURE 73. Infill between KKP & Caldwell Banker

FIGURE 74. Mid-block bump-out across from Tim Hortons

Intersection Bump-Outs

Bump-outs reduce the length of road that pedestrians have to cross, making streets safer, more walkable and providing a safe refuge at street corners. A typical corner bump-out as proposed in this plan reduces the street crossing at intersections by over 5m (16.5'). This makes streets much more walkable but it comes at a slight cost. Bump-outs are harder for maintenance crews to maintain in the winter so they require slightly higher maintenance costs when compared to a street without bump-outs. The trade off is warranted though in the downtown where 10 months of tangible benefits outweigh the two months of extra maintenance costs.

The intersection bump-outs allow room for signage, street furniture, parking kiosks (for the new electronic parking system), garbage receptacles, and other street amenities.

Midblock Bump-outs

Similar to intersection bump-outs, midblock bump-outs provide room for street furnishings, signage and electronic parking kiosks. Ideally every block will have one mid-block bump-out centrally located on the block. Midblock bump-outs could be located in front of restaurant areas where street cafe's could spill outside taking up some of the sidewalk space.

Loading & Taxi Zones

With the loss of the second lane on Charlotte Street, there is a need for dedicated loading zones on each block. While there is some trade-off in convenience for supplies and deliveries to local businesses, there will be a short learning curve that deliveries will happen at the loading zone areas on the street. These loading and taxi zones will be dedicated parking spaces for loading vehicles. Parking will not be permitted. Under Nova Scotia traffic laws, loading zones become free parking areas after 6pm providing up to 2 additional parking spaces for every loading zone every night.

Onstreet Parking

The new street design still provides parking on both sides of Charlotte Street. Some parking spaces will be lost for loading zones and midblock bump-outs however, there should be only a slight reduction of parking on the street associated with the changes. Parking meters will be upgraded to newer technologies or replaced with either pay and display, and/or app controlled parking that allows you to book parking time right from a mobile app (as outlined in the previous chapter).

FIGURE 75. Bump-out at the gateway entrance to Charlotte Street

FIGURE 76. Prince Street intersection Bump-Outs

Scotiabank Plaza

The Scotiabank building is set back from the property line by about 4m (13') creating room for an improved urban plaza. With the added sidewalk width and new bike lane and bump-out, there is substantial room for a high quality plaza with ample seating opportunities on the street. CBRM will need to secure an easement in order to develop this new linear park on private property.

Left Turn Lanes

The new plans for Charlotte Street include a short left turn lane at every intersection allowing vehicles to wait for crossing pedestrians when making a left turn. Every intersection should have a left turn with stacking distance of no less than 12m to allow 2 cars to stack up. This configuration will ensure that cars taking left turns do not slow cars in the new single through lane. This addition should keep cars moving on Charlotte Street with a minimum of queueing while waiting to take left turns and help increase visibility for drivers and pedestrians at the intersection.

Urban Forest

With the potential removal of overhead wiring on Charlotte Street (pending final budgets for implementation), the street is freed up to incorporate street trees as part of the road design. Modern street trees are usually placed in soil cells with a minimum of 25 cu.m. of soil for every tree. These soil cell systems (like Silva Cell) ensure the health of urban street trees long into the future as compared to the traditional soil pits which limits growth and creates sidewalk heaving problems as a result of tree roots. An active urban forest requires the removal of overhead powerlines due to the maintenance concerns with growing trees around powerlines. Many downtowns in Atlantic Canada have removed powerlines on their main streets including Amherst, Halifax, Dartmouth, Yarmouth and even some smaller communities. It is an expensive prospect but one that pays long-term dividends when the main street is performing.

FIGURE 77. Silva Cells

FIGURE 78. Scotiabank Plaza, left turn lanes and urban forest

Highlands Arts Theatre Connector

The Highland Arts Theatre is a tremendous benefit to the downtown and a potential longterm catalyst for new businesses on Charlotte Street. It is located in one of two heritage buildings within the downtown study area at the St. Andrew's Presbyterian Church. Access to the theatre is off of Bentinck Street but connecting it directly to Charlotte Street would have tremendous benefits for the entire street. Currently there's a gravel lots between Bentinck and Charlotte that would make an ideal urban plaza connector. The space is also wide enough for another small retail space or an enlarged plaza. The other option would be to infill the site but create a ground-floor storefront on Charlotte Street. In any case, this empty lot is a strategic part of improving Charlotte Street. Though the lot could be developed privately, it would make practical long-term sense for CBRM to purchase it and develop it as an alleyway connector to the historic church and to the Bentinck Street parking lot (which is the recommended location for a future parking garage). If the parking garage is ever built, this alleyway will be an important and well used connector.

Charlotte Street Parking Lot Conversions

There are many areas where a parking lot infill on Charlotte Street would benefit pedestrians and businesses on the street. Wherever possible, these parking lot conversions will add to the vitality of the street, once the parking issues have been dealt with in the previous chapter.


KEEP CALM BUT FIRST COFFEE
Be Epic Next
The CAPER


KEEP
CALM
BUT
FIRST
COFFEE
Have
Coffee
First
Be
Epic
Prince Street

FIGURE 82. Highlands Arts Theatre Connector

FIGURE 83. Dorchester Parking Hub

5.3 Dorchester Parking Hub

The Dorchester and Charlotte Street parking hub is currently being used as a downtown parking lot however it is owned by over a dozen land owners. To develop it properly will require a central organization to secure the easements (or purchases) to create one high quality parking area for the north end of Charlotte Street. It should be connected to every surrounding street, although the Charlotte Street connection is proposed as an "in-only" entrance with exits from the other surrounding streets. This provides enough room for a high quality sidewalk linking the lot to Charlotte. The capacity of the parking lot would be greatly improved by purchasing the existing two buildings in the centre but it can also work with them left in place. The Parking Plan chapter provides more details on how to secure, manage, maintain and run this parking lot with many land owners. CBRM could negotiate a 'first right of refusal' clause with existing land owners to secure the properties in this area over time. This type of strategy is termed a 'passive acquisition' strategy in that the municipality is not actively trying to assemble the land. The municipality will need to work with the existing property owners to create win-win scenarios that benefit both.

FIGURE 84. Dorchester Parking Hub Entry from Charlotte Street

5.4 Charlotte Square

The downtown is surrounded by some wonderful waterfront parks, however, Charlotte Street needs an urban park, centrally located on the street which will be a magnet for shoppers and residents in the area. The city should actively acquire a 20,000 sq.ft. minimum parking lot on Charlotte Street and create a destination park.

The ideal location for Charlotte Square is at the corner of Charlotte Street and Wentworth Street. This is an important corner. It is one block from City Hall, it is south facing, and it has views of the waterfront (one of the few locations on Charlotte Street that does have water views).

The design concept for Charlotte Square is based around the desired program for this under-used land parcel - to be come an active flexible community space. The location of the park in the heart of Sydney's downtown and along its primary commercial street allows for multiple programming opportunities such as markets, festivals, performances, and movie screenings. The park's location across from the well-used YMCA and proximity to the city hall and waterfront, further reinforces the potential for this space to become a major hub.

Street trees along the perimeter define the park's rectangular form, while the irregular design of pathways, seating, and gathering areas take cues from diagonal desire lines. This shifting geometry provides a break from the regularity of the urban streetscape and evokes the rugged Cape Breton coastline.

The Connors building wall that defines the park boundary to the north presents opportunity for activation by providing a vertical surface for community murals, a rock climbing wall, or film projections. There is an identifiable program gap in the downtown area since the demolition of Sydney's historic Vogue Theatre, once located a few doors down from the park. The staggered stage along the north wall creates a flexible and dynamic space for movable outdoor seating and performances. The granite slabs provide a sculptural element at the interior of the park as well as amphitheatre seating for events.

The history of Sydney is largely tied to economic prosperity. There is a great tradition of entrepreneurial spirit in the community, which is evident in the longstanding businesses that make their home along Charlotte Street. The park's design ensures that there is sufficient space for temporary market tents to be installed along the perimeter "storefront" of the park.

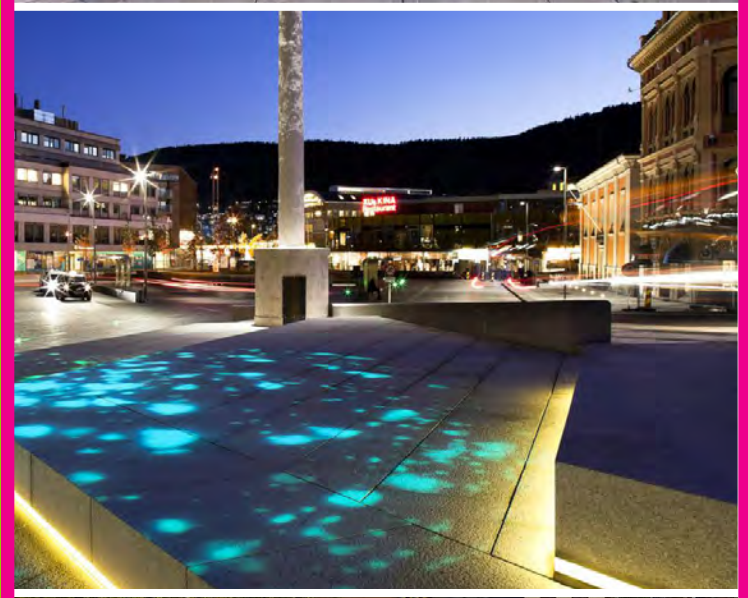


FIGURE 85. Charlotte Square

FIGURE 86. Charlotte Square

FIGURE 87. George Street Linear Parks

5.5 George Street Linear Parks

George Street is the widest urban street in CBRM with 22m of asphalt to cross. The intersection of George and Wentworth Street is a particularly dangerous intersection. There is an opportunity to remove some of the onstreet parking to introduce linear parks along this street. Not only will it significantly reduce the amount of road that pedestrians need to cross (by up to 9m), it also moves the onstreet bike lanes to the raised sidewalk making cycling much safer as well.

The parking spaces will be turned into raised linear parks with plantings, street trees, seating and other park infrastructure.

A proper overhead cross walk sign should also be installed in this location. If this pilot project works as it is envisioned, it may be possible to extend the concept to other areas of George Street.

Wentworth Street is also converted from a 1-way street back to a 2-way street in the rendering which will extend from George Street to Esplenade.

5.6 Downtown Façade Incentive Program

Ekistics prepared the Charlotte Street facade incentive program manual around 1999 and the program was well received for almost 3 years. It's been over 10 years since the program was implemented and some of the Charlotte Street facades could use another update.

By partnering to partially fund storefront improvements on Charlotte Street, façade improvement programs help improve the overall look and feel of the downtown and spark additional investment in the downtown by business proprietors. Ekistics has completed over 12 facade programs in Atlantic Canada and the key to every successful program is a facade enhancement manual to guide property owners to do the right thing. Facade programs are usually cost shared with ACOA but in some cases (Dartmouth, Kentville and some of Truro), municipalities have paid for them themselves because they usually pay back within 5-7 years. Cheticamp's 2012 facade program was credited with a 5-35% increase in business revenue (http://www.capebretonpost.com/News/Local/2014-01-17/article-3581093/Second-phase-of-Cheticamp-facade-program-receives-funding/1)

Better façades provide many benefits:

- a more appealing environment for residents and for visitors who shop in the city,
- protected and enhanced historical value of Sydney's built environment,
- improving property values for building owners and neighbours, and
- increasing revenue for business owners.

An improved Charlotte Street will bring more visitors into the centre but will produce benefits for all commercial districts by encouraging visitors to enter the city, and to stay, shop and play. Even small improvements on building façades can have a major effect on the overall streetscape. Facade Program 2.0 should build on the successes of the first program over a decade ago.

5.7 Signage and wayfinding Study

Wayfinding helps visitors find their way to your place, and to know what is possible in it, once they arrive. For Sydney, there are are three levels on which wayfinding must be considered:

regional: helping visitors find their way to Sydney from other parts of Cape Breton.

local: announcing the presence of Downtown Sydney to visitors approaching within a 10km radius, making sure they can find their way to downtown and the waterfront

on-site: helping visitors to know what is possible in the place itself, and to direct them to the most important experiences and destinations like parking, civic locations, parks, Harbourfront Boardwalk Open Hearth Park,etc.

Signage is just one part of wayfinding—good road and trail routing, as well as visible beacons and buildings can give logic to a site without hitting visitors over the head with options, arrows and explanations. Signs are not the silver bullet to making a place easy to understand—it is better to let the landscape and the buildings do the talking where possible. Wayfinding also includes nomenclature: defining a set of short, logical, consistent names for buildings, sites, trails and experiences.

In the case of this master plan, we recommend doing a signage plan and designs to help visitors find their way to downtown, the waterfront, the boardwalk, Charlotte Street, and the Joan Harris Cruise Pavilion, and to make it clear all of the things one may do there.

5.8 Waterfront District Brand

The Downtown Sydney Business Improvement District Commission recently changed its name Sydney Waterfront District Association to better associate with Sydney's core strength, that being its waterfront. As part of the name change, the organization has undergone a rebranding with new brand standards. In fact the colour scheme for the brand was used for this report.

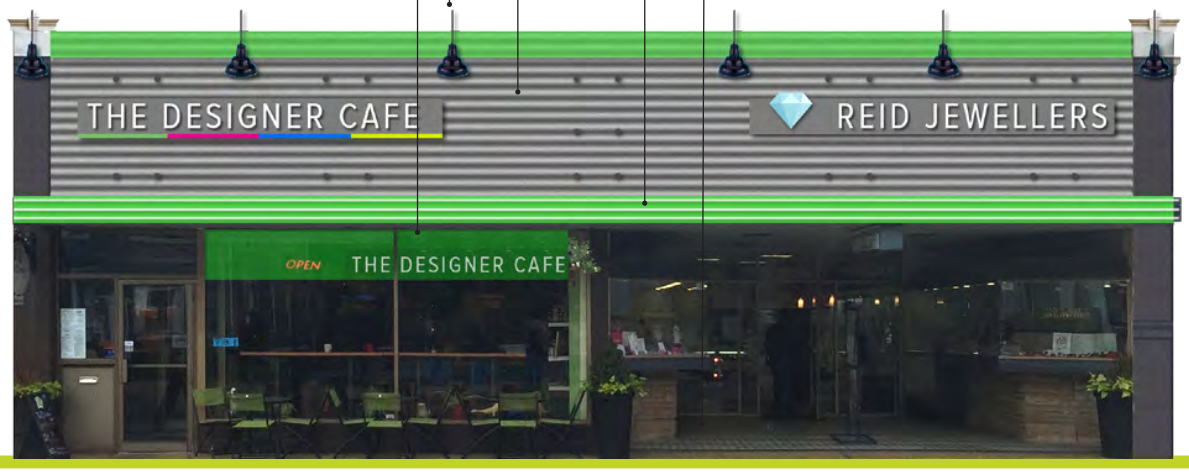
There has been some very early work applying the organizations brand to potential signage but there is still much work that needs to be done. Though the brand could apply to signage, the system of signs and sign types need to be developed further before it can be implemented. The idea is to apply the new brand to the entire downtown core (now called the Sydney Waterfront District). The brandmark will be applied across the district. The signage design should coordinate with the brandmark but it doesn't necessarily have to follow the same graphic standards. For instance, fonts and typefaces should be selected for legibility for drivers instead of using the brand standard. This is to say that the brandmark will need to be incorporated, but a more detailed signage and wayfinding study is still needed for the downtown, especially as it relates to improving access to parking.

Existing Conditions 1

Corrugated Retail Example

Retail Window Graphics Example

Neon Canopy Example



1 Proposed Alteration

ekistics plan+design

tel. +

The **Sydney Waterfront District** logo

Correct use of the logo and colour palette will ensure optimum presentation and maximum impact of the brand.

Pantone 306 C (c80 m0 y0 k0)
Pantone 219 C (c0 m90 y0 k0)
Pantone 7687 C (c100 m86 y15 k3)
Pantone 584 C (c20 m4 y81 k0)

Colour Option One
The full colour logo may be used on white—this is its primary use.

Sydney Waterfront District CMYK MAIN.eps

SYDNEY WATERFRONT DISTRICT

Colour Option Two
The full colour logo may be used on white—this is its primary use.

Sydney Waterfront District CMYK STACKED.eps

SYDNEY WATERFRONT DISTRICT

Colour Option Three
The full colour logo may be used on white—this is its primary use.

Sydney Waterfront District CMYK LONG.eps

SYDNEY WATERFRONT DISTRICT

FIGURE 88. SWDA Brand

PROGRAM

FACADE

FIGURE 91. Halifax kiosks

FIGURE 90. Halifax art benches

FIGURE 89. Halifax Submarine Park

5.9 Administrative Considerations

To meet the objectives set out in this plan over the next 20 years, it will take considerable partnership and cooperation amongst government and NGO organizations. To clarify how each organization fits into the administration of this plan, this section offers some guidance on roles and responsibilities.

CBRM

CBRM needs a full-time liaison with downtown improvement and construction administration experience to carry forward the projects recommended in this report. The person should be either a landscape architect or an engineer with significant experience in downtown revitalization and the ability to communicate well amongst the various CBRM departments (planning, engineering, maintenance, parks) and with the other partnering organizations like the Sydney Waterfront District Association. The Downtown Revitalization Coordinator will need to wear many hats. Funding of this position will either be done internally or it could come from the collection of parking Levy's as recommended in this report.

The City will also be responsible for the zoning and policy changes needed to implement the plan and any incentive programs for developing downtown. The city will also be responsible for roads, services, lighting and parking.

In implementing this plan, CBRM's role will include:

- Official Plan and Zoning changes that may be needed in support of this plan.
- Infrastructure improvements needed to support the new commercial and residential development planned for the downtown.
- Preparing a parking structure feasibility study in advance of additional parking being needed.
- Coordinating funding from the feds and province.
- Assist SWD with the facade and wayfinding signage programs.
- Assist with parks and open space improvements described in this plan.
- Assisting with the one-way to to-way road conversions.
- Coordinating the Charlotte Streetscape project (likely will be phased).
- Attending developers conference and forums to put Sydney on the map with the developer community.

FIGURE 92. Halifax Waterfront Hammocks

FIGURE 93. Halifax "Wave" Sculpture

- Land purchases that may be needed for the future parking garage and open spaces discussed in this report.

Sydney Waterfront District Association

SWDA is the main conduit between business owners and events and undertakings downtown. They will play an ambassador role in the implementation of this plan as well as implementing some of the plans key objectives including:

- Overseeing the facade incentive program
- Overseeing a signage and wayfinding study for the downtown
- Assisting in the Charlotte Street redevelopment project
- Assist with the changes associated with new parking models as described in this plan.
- Assist with communicating the proposed street changes from this report
- Assist with infill projects recommended in this report
- Assist with event management downtown
- Preparing a business recruitment strategy for the downtown.

Port of Sydney Development Corporation

The Port Corporation is now active with the construction of a second cruise berth in Sydney. THis undertaking will significantly expand the tourism traffic in the downtown. The Sydney Harbourfront Plan explored the idea of an expanded mandate for the Port Corporation by following the waterfront development corporation (WDCL) model which is in place for the Province of Nova Scotia (overseeing the Halifax, Bedford, Dartmouth, and Lunenburg waterfronts). WDCL is tasked with managing both industrial and marine operations as well as mixed use development, event management and overseeing the construction of major boardwalks and park spaces. This is a shift from only managing an economically sustainable port to increasing its responsibilities for balancing (1) open space planning, (2) event management and (3) waterfront development. Under this role, the PSDC would look at expanding its role on the Sydney waterfront.

In the short term, SPC should:

- Study the WDCL model to see if it fits within its mandate
- Begin talks with the Province about how to support this new organizational model
- Continue waterfront land assembly for future development

FIGURE 94. Green Bay CityDeck

FIGURE 95. Green Bay CityDeck

- Commence talks with the Province and Feds about sea level change and what funding mechanisms may exist to support the necessary infrastructure changes
- Meet with the feds about new infrastructure funding opportunities that may be supported through this plan
- Start to cultivate developer interest in waterfront properties in association with the City.
- Work with the City to extend the boardwalk along the waterfront.
- Work with SWDA to leverage inland urban properties for redevelopment

Other Urban Development Corporation

If the SPDC remains focused on their cruise mandate, a development corporation is needed to do land assembly, encourage and support new development, and market Sydney to the development community. If this role can take place within CBRM, so be it. If it needs to be more arms length for transparency and to tap into provincial and federal agencies, then CBRM should explore this model in more detail.

Fusion Sydney

Though this organization doesn't yet exist, 'Fusion' is a youth organization (20-40 years old) dedicated to helping shape cities. Fusion Halifax (http://fusionhalifax.ca) and Fusion Charlottetown (http://fusioncharlottetown.ca) have been instrumental in guiding change in recent years. In Halifax, Fusion has been a voice for change from the traditional strict heritage conservation mentality. Now more than ever, youthful entrepreneurs can lobby for change and help shape optimism in urban communities. Sydney needs a Fusion Chapter focused on leveraging the optimism that this plan embodies. The City should be the first to encourage the formation of a Fusion Sydney with the help of SWDA.

FIGURE 97. Halifax Boardwalk Kiosks

5.10 Policy Considerations

The portion of the downtown study area covered by the CBRM MPS is divided into two main zones with varied requirements based on the general policy guidance outlined in the Zoning assessment in section 2.1.2 of this study.

Downtown Central Business District (CBD) zone and the CBD Core area (CBDC).

This area generally extends from Dorchester Street in the north to Townsend Street in the south, and west to the Esplanade. There are special provisions in the CBD zone related to the "CBD core" which is denoted in Sydney by Charlotte Street.

The CBD zone allows a wide range of uses including manufacturing and warehousing, residential, recreational, sales and service, and outdoor storage. Certain of these uses are not permitted in the core area of Charlotte Street including outdoor storage uses, stand -alone apartments without any sales or service uses, manufacturing and fisheries uses, and drive-throughs.

Residential development in the core area of Charlotte Street is generally permitted only on the 2nd floor or higher of mixed commercial/residential buildings, but may be permitted on the ground floor as long as it does not face on the street.

A main building used for any purpose cannot be setback from Charlotte

FIGURE 96. Green Bay CityDeck

FIGURE 98. Saint John NB, Wharf Restaurant (by Ekistics)

FIGURE 99. Floating House

FIGURE 100. Floating House

FIGURE 101. Midrise Mixed Use Development

FIGURE 102. Midrise Mixed Use Development

Street by more than 5 feet – except through the use of a plaza which is integral to the site plan.

Generally there are very few zone requirements which would restrict redevelopment or new development in the downtown. The one which stands out is the parking requirement for residential development of one parking space per every two dwelling units. Similarly, commercial accommodation services are required to provide one space per sleeping room.

Downtown Sydney Waterfront (DWZ) zone.

The downtown waterfront is denoted by this zone which borders the CBD at the Esplanade and is generally bounded by Dorchester Street and Townsend Street.

This zone allows a range of uses but it is more limited than the CBD zone. Apartment uses are permitted as stand- alone buildings or in a mixed use building. One specific provision to this zone is that sales uses (boutiques) and personal service uses are only permitted as an associated use to another main use in the zone including residential uses. (It is noted that there does not seem to be specific MPS policy for this provision).

There are no lot or building restrictions for residential or other uses in this zone, however parking must be provided for all uses and is based on the general provision of the LUB (Policy 1.d.1 related to buffering certain aspects of apartment development is not carried through to the LUB for this waterfront area).

North End Sydney Secondary Planning Strategy:

A small portion of the downtown study area is included with the North End Sydney SPS. Formerly part of the CBD area, the area north of Dorchester Street is a transition area to the residential neighbourhoods of the North End. It contains both the North End Downtown Fringe (NEDF) Zone and the Waterfront Southern Sub-Area (WSSA) zone.

The main policy focus is to protect existing residential uses by requiring that most new development (including residential, commercial and manufacturing) be considered only by site plan approval and that taller buildings (over 35 feet) proceed by development agreement to ensure that elements of compatibility are addressed.

Given that this SPS is already in place and addresses the special concerns of the fringe of the CBD this area is excluded under the following section considering new policy and zoning directions.

Proposed Directions for Policy and Zoning:

Following are proposed directions for Downtown Sydney which would foster a policy and regulatory environment that encourages investment in new residential development in the downtown. These considerations are suggested as ways to remove barriers to residential development and redevelopment while at the same time ensuring that the resulting built form is of a high quality and builds on the traditional streetscape forms and patterns.

1. A Secondary Planning Strategy should be developed for the Sydney downtown area as envisaged by Policy 2.b. This would allow policy and regulations which are targeted toward the unique needs and prominence of Sydney's downtown within the CBRM. This should integrate both the CBD and the waterfront areas (which are now part of the Downtown Sydney Waterfront Zone).
2. Charlotte Street should be designated as a pedestrian oriented commercial street. Additional streets or portions of streets should also be considered for this designation as warranted.
3. Form based code should form the basis of this Downtown SPS and LUB to continue to permit most development and redevelopment by right, while introducing key controls that respect and enhance the traditional downtown streetscape. See the next sections for more details.
4. The uses permitted in the entire downtown should be more restrictive in order to provide greater certainty and reduce financial risk to developers who may wish to invest in residential development, ensuring that new incompatible uses would not be permitted. Those existing uses which would be seen as most incompatible with new residential investment should be made non-conforming uses. The uses to be permitted should include the following:
   - sales and service uses including lounges
   - cultural uses,
   - institutional uses,
   - apartments- (in mixed use buildings on Charlotte Street)
   - Uses to be restricted should include:
   - all manufacturing with the exception of uses such as small scale artisan based manufacturing and microbreweries,
   - adult entertainment uses,
   - warehouses, and wholesale distribution facilities,
   - self-storage facilities,
   - pawn shops
   - automotive service and repair
   - recycling facility collection depots.
5. The requirement for parking for residential developments should be removed to allow the market to

determine parking needs in new apartment developments. Similarly the parking requirement for accommodation based uses should be eliminated.

6. As it is suggested that the waterfront area become a part of the CBD through a SPS, consideration should be given to ensuring that pedestrian level interest and activity is incorporated into all buildings which border on public boardwalks or open spaces through the form based code provisions detailed above, and by requiring that any new residential buildings have ground level commercial uses.

7. Although proposed as integral to the CBD, an overlay schedule should be considered for the waterfront area in order to advance specific area policies and regulations. These could include:

» Extending and preserving remaining east-west routes onto the waterfront lands (waterfront view corridors) which will preserve the views to Sydney Harbour from existing streets in the CBD as well as provide links to waterfront amenities such as plazas and open spaces located at the foot of the corridors.

» Retaining and increasing the public access along the waterfront through either municipal purchase or through perpetual easements.

» Encouraging the location of new signature public buildings on the waterfront, such as the future library. This would serve as an anchor for additional residential in this area, would contribute to a more active waterfront, and would help to encourage the waterfront to function as an extension of the CBD west of the Esplanade.

8. Although not strictly related to the MPS and the LUB, other ways of encouraging residential intensification of the downtown include:

» Consideration of "alternative solutions" to the Building Code provisions in order to encourage vacant or underutilized upper stories of commercial buildings to be internally converted to residential use.

» Explore the use of grants and rebates such as those used by the City of Saint John to defray some of the extraordinary costs associated with the conversion of upper storeys to residential in existing commercial building. (Upper Floors Redevelopment Program).

Sydney Form Based Code Considerations

What conditions should a form based code for Sydney include? While it is beyond the scope of this report to write the form based codes or zoning for Sydney, the following suggestions are provided for consideration in future bylaw updates:

1. Height precincts should be set a 10-storeys for downtown with 6-storeys for any blocks that abut neighbouring residential zones to the north. Instead of density bonusing for extra height, if requested, it could be handled through a standard DA process.

2. Building setbacks from the street should not exceed 2m for no less than 80% of the building frontage.

3. Streetwalls should be set at 4-storeys from the highest street elevation in the downtown. On the waterfront, street walls should be set at 6 storeys. Sydney is generally flat so steep site conditions don't usually play into the height definition of the bylaw.

4. Streetwalls should be continuous along the frontage with the possibility of the midrise interrupting it no more than 20% of the frontage.

5. Midrise portions of the building (over 4 storeys) should be 'stepback' 3m from streets and 5m from interior lot lines. balconies should be permitted to encroach into stepbacks for no more than 50% of the buildings frontage.

6. Buildings should not be permitted in view corridors to the waterfront from streets that terminate at the waterfront.

7. Ground floor uses should be no less than 50% commercial for mixed use developments (residential, office, commercial). Institutional uses should find some way to create an active streetscape or waterfront at the groundfloor.

8. No blank walls should be permitted at the street level along streets, the waterfront or public open spaces. Blank walls can only happen along interior property lines. Parking should be encouraged underground or behind a commercial facade. Non-Conforming buildings like the Holman's building should be converted to active street uses over time.

9. There should be no parking requirements downtown.

10. Accessory surface parking should be located to the rear or side of the building. Parking is not allowed between the building and the street or the building and the waterfront. Accessory surface parking can't occupy more than 20% of the lot area.

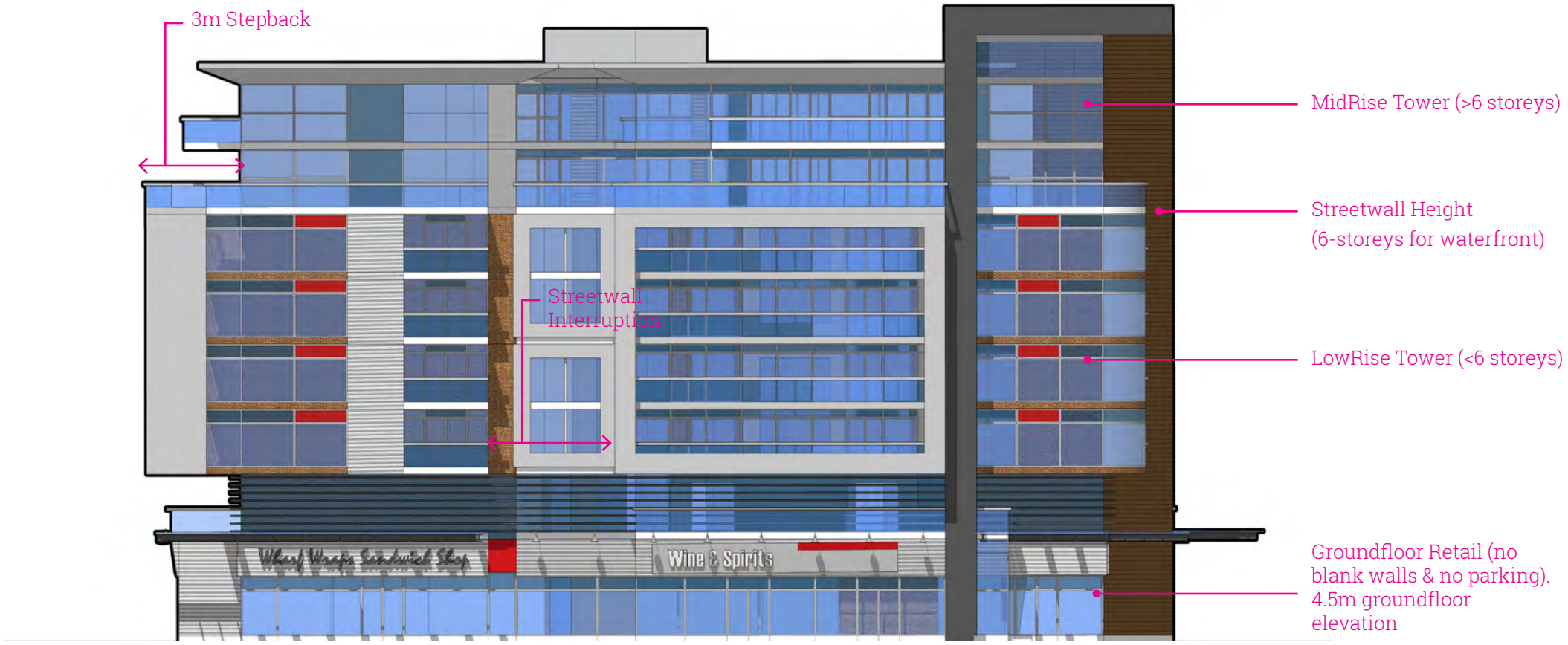


FIGURE 103. Form Based Code Terminology

11. Buildings should be no less than 11m high in the downtown (3-storeys)
12. Groundfloor heights on all streets should be no less than 4.5m
13. There should be a list of prohibited building materials like vinyl siding in the downtown.

Sydney Development Application Process

For Sydney, what process should be established for variance requests outside of the bylaw? Sydney is too small for a Design Review Committee and a Design Manual. We would suggest the following process be considered:

1. The City Should complete a development application spec sheet outing submission requirements, turn around times, major and minor variance procedures, and project timelines.
2. Developers must submit architectural elevations and a site plan for every permit application. They should submit a traffic study for buildings over 80 units in size and a desktop wind study for buildings over 8 storeys in height. They should also submit a servicing schematic and a planning rationale to explain any variances requested as part of every submission.
3. A building code cheat sheet should be provided to developers so they understand some of the big issues like when an architect needs to be hired, etc. Experienced developers will already know this. Inexperienced developers should be encouraged to partner with someone who understands the process.
4. The application should be reviewed by the City planner and development tech, who may request assistance on the first 4-5 applications from an outside consultant until there is familiarity with the process.
5. For variance requests, planning staff should review and provide constructive feedback on how to minimize the impact of the requested variance. Over time, staff should develop a design manual to guide developers in understanding what is a minor and a major variance request. Minor variances should be defined in the bylaw.
6. Staff should provide feedback on a completed application within 30 days of receipt and a final report with recommendations on rejection or support within 60 days of receipt.


BANK OF MONTREAL

6.0
Implementation

6.0 Implementation

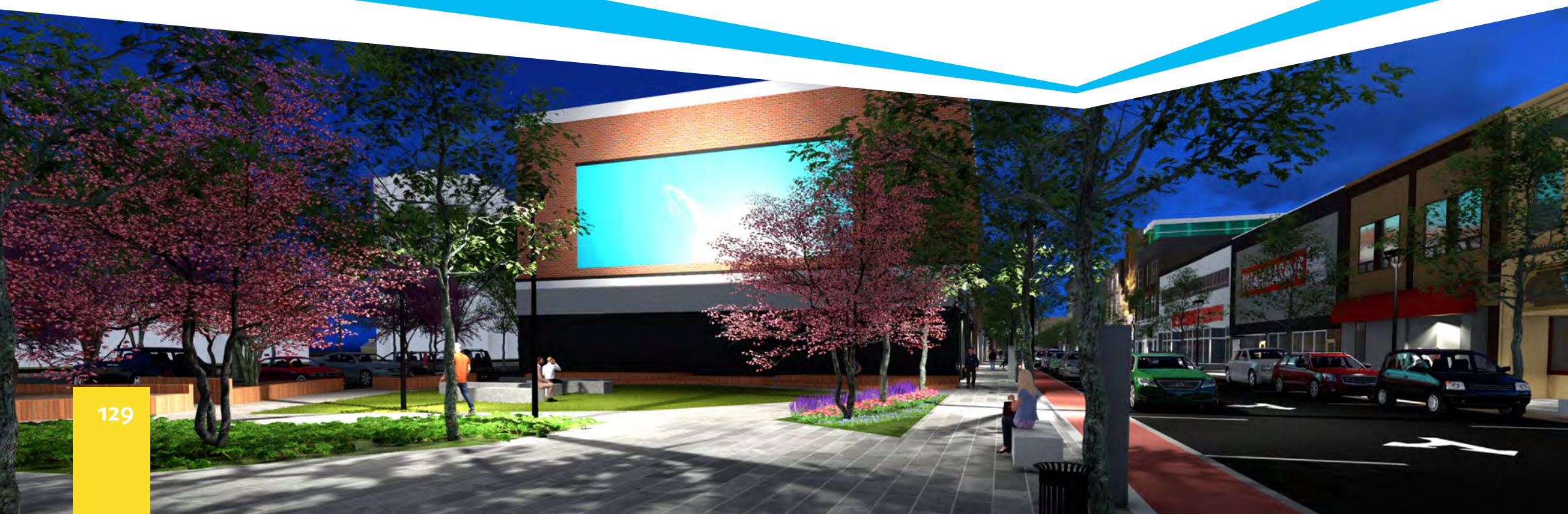
6.1 The 20-Core Moves For Sydney

Though it may seem ambitious, and perhaps even daunting, at the outset, breaking the plan down into a series of 20-Core Moves, helps to reveal the roadmap through a series of priorities which can start a chain reaction for implementation of the urban core vision. The plan has a 20-year lifespan, and if it can be broken down into a series of achievable objectives, then there is every chance for success.

The priorities include setting everyone's compass in the same direction, updating legislation to make the right thing easy, using public investment to leverage private investment, investing in the waterfront and broadcasting the vision to the world as a commonly desired future. These are the logistic first steps. Following them, the highest priority should be to get more people living downtown and targeting key government facilities for the downtown and waterfront. Then office and commercial space will follow, with the need for more parking. Lastly will be the urban campus will develop over the next 20+ years. These steps are summarized below.

1. Cement Roles and Responsibilities

There are 4 government organizations (possibly 5) that will guide this plan over the next 20 years. The CBRM should spearhead the implementation of the plan with support from the SWDA, Port, and possibly a future development corporation which would act as a branch of CBRM. The roles of each organization are summarized in the previous chapter and it will be every organizations mandate to support each other in advancing the goals of this plan. Federal support through infrastructure planning (waterfronts/ports, sea level rise initiatives, infrastructure funding, tourism and business development) should also be tapped for this plan. At the Provincial level, key partnerships should be struck with NGO's including



watershed organizations, tourism and events, and with other departments that may require expanded office facilities in the future.

2. Manage What You Have.

It's easy and exciting to propose new developments that will transform downtown. The harder work is making things run efficiently once they have been built. In many ways, there is a lot of good waterfront and tourism infrastructure currently in the downtown. Could it be better? Absolutely, but regardless of how much infrastructure you have, you will always have to manage it properly. Coordinated and effective management are one of the reasons why shopping malls are successful (i.e. coordinated opening hours, clean common areas, design standards for all tenants, safe and secure, etc). CBRM shouldn't wait for the next new park, or street configuration, or tourist attraction to save downtown; the work can start tomorrow. First and foremost, the SWDA should have the staff and resources to focus on making downtown a better place to be. Clean streets, remove graffiti, plant flowers, educate business owners on getting staff to not use customer parking, promote festivals and events, etc. No amount of new construction can ever offset the poor day to day management of public spaces.

3. Update Planning Policies

It is critical to replace development uncertainty in the downtown with a more certain development process. This report outlines a series of considerations for changes to the land use bylaw in the downtown as well as a process for administering future development applications. Since the Official Plan and LUB are updated every few years, the recommendations outlined in this report should be considered in future plan updates.

4. Commercial Development District

Create a Commercial Development District to mitigate the impacts of increased property taxes. Bill 177 has amended the MGA to allow the creation of a CDD. CBRM should amend the MPS and create a by-law to enable this legislation as soon as possible.

5. Implement the Parking Strategy for Downtown

Perception is half the battle. If people believe that it is difficult to find parking in the downtown, it impacts business and downtown success. The City should make active strides to implementing the downtown parking plan outlined in this report and they should be vocal about the changes and the need for improvements. Slowly, these changes will start to change attitudes and long held beliefs about parking downtown. The signage and wayfinding study for downtown will be vital to the first phase of parking improvements as will moving to a variable rate and electronic parking strategy for downtown.

6. Leverage Private Investment with Public Investment Downtown

The City and it's partners need to take visible and concrete steps in implementing the vision of this plan over the next 5 years. Public investment in open space networks, Charlotte Streetscape, waterfronts improvements, facade programs, signage, streetscaping, and active transportation will be the foundation for future private investment. This work should include additional improvements to the Sydney boardwalk, renovation of Charlotte Street, changes to two-way streets, linear parks on George Street, Charlotte Square and park facilities outlined in this report. Once these public investments are made, it will begin to leverage private investments with additional developments. CBRM should be active in sharing this downtown plan with local and potential new developers in the region.

Create Demand for Residential and Retail First, Then Residents Will Follow. In most communities, the automatic recommendation for breathing new life into downtown is to "get more residents living downtown". While this recommendation is valid for Sydney, it will be harder to implement given the lack of resident demand to live downtown. The modest rental rates being seen for apartments in the downtown area are not providing the financial support that landlords need in order to fix up their properties. CBRM can play a major role in the turn around of downtown, but it starts with active management of the area and streetscapes. Yes, sidewalk enhancements, pocket parks and façade improvements are needed and will improve the look of downtown, but unless this infrastructure is paired with an active approach to managing the district so that its clean and safe and has interesting events going on, the improvements will have minimal benefit.

Charlotte Street Needs a Facelift. There is no question that Charlotte Street needs a facelift. CBRM should implement a façade improvement

and sidewalk enhancement projects identified in this report as a way to instill confidence in the business community that downtown is on its way back. Vacant lots should be converted into temporary parking, or as temporary/ permanent pocket parks in order to make the street feel more active.

7. Broadcast the Vision

The Urban Core Plan shouldn't sit on a shelf, it should be part of an economic development strategy for the City for enticing development and businesses into the downtown. This should include an active business recruitment strategy for new business gaps in association with SWDA and it should include a developer recruitment strategy to entice developers to the downtown (local and non-local developers). The City and SWDA should be attending developers conferences using this plan to leverage interest in the downtown and waterfront. These actions will require metrics and analytics that may not currently exist in order to provide developers with a snapshot of existing and future conditions, untapped markets and other stats that developers would use to gauge the success of a project. The City, it's government partners and the entire community of Sydney should take every opportunity to broadcast this plan and every step taken to see it fulfilled.

8. Convert As Many Streets Back to Two Back Way as Possible.

If someone is not familiar with an area, presenting them with a maze of one way streets is a sure way to make them feel uncomfortable. Knowing where you want to go, and not being able to get there (as the street doesn't go in the right direction) is frustrating and is one more reason to go to the shopping mall. While this report indicates that there can be good reasons NOT to convert all one way streets back into two way streets, where possible CBRM should limit the use of one way streets in order to make the downtown as accessible and visitor friendly as possible.

9. Tip the Playing Field Towards Downtown.

In some cities, there is so a critical mass of activities and interesting things in the downtown, that the area succeeds in spite of itself. That is not the position that downtown Sydney currently finds itself in. As a result, CBRM needs to provide downtown with as many competitive advantages as possible if it wishes to attract new development and economic activity. Examples of things that can tip the playing field include: lower building permit fees in the downtown; preferential treatment in the processing of planning and building permit (i.e, reduce the processing time for projects downtown); façade improvement cost sharing; lower property taxes OR a property tax holiday /phase in to help offset new construction or renovation costs.

10. Get Building Inspectors and Developers on the Same Page

Several developers mentioned the impact of having building inspectors or technicians that have a can do attitude, and the contrast when confronted with someone who is looking for reasons to hold a project up. Yes, you cant violate the National Building Code of Municipal Land Use Bylaws, but many times there are grey areas that can be interpreted one way or the other. This is especially true when it comes to the interpretation of codes related to the renovation of older buildings in the downtown. CBRM needs as much new development as possible, and the over zealous interpretation of regulations can make the difference between a project proceeding or not.

11. Encourage 300 new Housing Units in the Next 20 years Downtown

There are no less than 10 high quality development sites in the downtown that could accommodate a 50 unit development over the next 20 years. 300 units is an ambitious but achievable goal and it should be the first big target for the stakeholders. Achieving this goal would mean about 700 new people living in the downtown which would double the amount of retail and commercial demand, would drive office space and would increase the potential for transit and active transportation.

12. Target Key Government Facilities for the Downtown

There are many government facilities that belong in the downtown including libraries, office buildings, museums, art galleries, archives, performance centres, etc. Sydney should actively encourage new government facilities at all 3 levels of government to locate downtown. This will increase parking demand which should spur a dedicated parking facility in the future.

13. Downtown Needs More Traffic Generators

Retail responds to existing activity, and is rarely an activity in and of itself, although large shopping malls are an exception. Ideally, traffic is first generated and then retailers show up to take advantage of it. From our interviews with developers it is clear that there is no longer enough pedestrian and vehicle traffic downtown in order to support a substantial amount of new retail. When Tim Horton's closes at 5pm you know you have a problem. To counter this negative, CBRM needs to identify and locate several major activity generators in the downtown. Possibilities, include a new library, expanded YMCA, relocated portion of CBU or the NSCC Marconi Campus, etc.

14. Investigate the Feasibility of a Parking Structure

With all the new demand for housing, government facilities, commercial and office space in the downtown, there will be a tipping point where the land values will warrant a new structured parking facility in the downtown. At that point, the feasibility of a paid parking structure for the downtown will make economic sense. Until then, the Town should be looking to introduce paid parking on non-private lands as development sites start to remove parking. There is much research (some in this report) to show the high cost of free parking for cities.

15. Fill Empty Corner Lots

Use Vacant Corners On George Street to Bring Retailers Back Downtown. While there is an argument that new activity should be clustered together on Charlotte Street in order to highlight any new improvements, some businesses need exposure to high traffic volumes, and will either leave downtown, or if new, will locate elsewhere (e.g., Prince Street) in order to provide drive through service, or have access to large amounts of surface parking. In this regard, George Street provides an opportunity to accommodate businesses that would otherwise not consider downtown. CBRM should up-zone these vacant corners and work with existing property owners to get these areas in-filled with new development.

16. Program Events Throughout the Year.

Its not enough to have a great boardwalk, or festival space, animation is why residents and visitors come to an area or district. CBRM should ensure that there are adequate funds to program the band shells at Wentworth and Open Hearth Parks, events on the waterfront and downtown. This includes food festivals, musical events and anything else that draws a crowd.

17. Expand Waterfront Commercial Uses

Holman's Wharf and other commercial locations along the waterfront will improve the financial capacity of Spinnakers Landing by creating a cluster of commercial uses on the waterfront. SRDC and the SPC should start by subsidizing new commercial developments like restaurants and small commercial kiosks in order to create a commercial cluster much like Halifax did over 20 years ago when it's waterfront was barren. These should be developed on a cost recovery basis rather than a for profit basis for the first 10 years.

18. Encourage New Commercial and Office Uses Downtown.

One of the last steps in Urban Core Plan is to encourage new retail and office infilling. This is really the last step because there are so many other steps that need to happen preceding the expansion of commercial and office space. This will take a dedicated and thoughtful effort on behalf of SWDA to recruit new businesses, new office users and new developers into the downtown. Some communities make the mistake of trying to do this as the first step, when in reality, this can't happen until the other preceding steps have been addressed. This step probably won't start to happen until at least 5-10 years into the plan.

19. Build a New Farmers' Market in the Downtown.

For most towns and cities, a vibrant farmers market is an integral part of the downtown experience. CBRM should find a permanent home for the local farmer's market. Ideally, the facility would have a permanent covered and heated building with plumbing for vendors that need running water, and washrooms for visitors. Close proximity to surface parking is a bonus. Pairing the facility with a permanent business (i.e., a small brewery) would provide a year round use that would help defray the operating costs of the building, and provide atmosphere for visitors.

20. Ambassadors For the Cruise Ship Industry.

Saint John, NB has a program where they pin a rose on each cruise ship visitor so that residents and businesses can identify them. The merchants then go out of their way to say hello, offer directions and generally welcome them to the community. If this is not already being done, CBRM should consider this. A small fiddle pin/broach would be a nice Cape Breton variation on this idea.

6.2 Parking Recommendations

As noted throughout this report, parking is not the catalyst to create change in the downtown, but it is an essential part of supporting change in the downtown. Furthermore, it can potentially be detrimental to other initiatives if a do nothing approach is taken to parking. Parking is a high profile topic and can be very influential on the progress of Downtown Sydney therefore, the first short term steps are important to show that change and progress are on the way.

The following parking initiative are considered the highest short-term priorities:

- Establish the leadership group and formalize the parking recommendations in this report into a formal parking strategy that will guide activities over the next 5-10 years.
- Establish a relationship with a parking meter vendor to initiate the upgrading and replacement process for parking meters and parking lot technologies in high demand areas of the downtown core including, but not limited to the areas surrounding the Dorchester/ Charlotte employment hub (between Esplanade and George Street); the existing Municipal parking lot south of Pitt Street and areas surrounding the YMCA.
- Immediately start to the process to consolidate land parcels in the Dorchester Parking Hub including consideration of the legal, operational and financial arrangements required to upgrade the parking lot. Start the design process for this lot and its access points starting with proof of concept level drawings to initiate discussions with the various land owners. This should include the intended parking technologies (as coordinate with the upgrades identified in the previous point) and parking strategies to accommodate individual businesses.
- Coordinate the Charlotte Street reconstruction project with the parking meter upgrades defined in the parking strategy. Note that upgrading parking technologies in the Dorchester Parking Hub and along Charlotte Street will be implemented once construction of these facilities is underway.
- Transfer existing parking meters that were upgraded with newer technologies to strategic residential areas to help manage/deter weekday

parking spill over from employment areas and generate additional revenue when employees use these on-street spaces.

» Finalize the preferred location for a future parkade structure and consolidate/reserve the lands necessary for the future construction of the facility.

» Explore opportunities to convert existing gravel lots near the Dorchester Employment Hub (i.e. empty lots on George Street) to temporary surface parking lots accommodate any excess parking demand resulting from the construction of the new waterfront building adjacent to the Port of Sydney (and the associated loss of existing parking spaces).

» Develop a wayfinding and signage strategy and associated educational campaign to support the proposed changes to the downtown parking environment.

6.3 Avoiding Potential Pitfalls

As with every plan that recommends substantial changes, there are always potential pitfalls that will need to be avoided along the way. The following considerations have been compiled from dozens of similar downtown reinvestment projects.

» The implementation of this plan requires that developers have more certainty in the outcomes of the process. The City will need to create certainty in the requirements for developers to meet and in turn, developers will demand more certainty that if they have met the goals, they will be rewarded with a more certain outcome.

» The City needs to be strategic in its investments downtown. Signature open spaces, active transportation, trail linkages and investing in the waterfront boardwalk will help create spaces where people will want to live, shop and work.

» Don't settle for development that just meets the minimum standards. You'll only have one chance to get it right. Set the bar high at the beginner and ensure that developers follow the rules and have similar objectives for high quality developments that service all residents in the downtown.

» The roles of each government organization needs to be crystal clear if the plan is to be implemented. Roles and responsibilities as well as measurable targets for each organization needs to be part of the strategic implementation plan for the 20 year vision. The CBRM should provide a leadership role in the implementation process.

» The City and Province should be committed to locating key government facilities in the downtown.

» Involve the federal government early in order to understand the implications and remedial measures for sea level rise.

» Don't let new development be sidetracked by fears over lack of parking. Ample free parking will not drive the growth of downtown, new residents and businesses will drive the growth.

» Set reasonable growth targets and create a detailed roadmap for how to achieve them and who will be responsible.

» Acknowledge that the hardest part of implementing the plan is the first 2-3 years. Keep up the momentum and the faith in the early years.

» Don't try to leapfrog the steps outlined in this chapter. It will be very energy intensive to focus on creating new businesses and fixing properties without first establishing roles and responsibilities and prioritizing new residents.

» Urban trends and technologies are constantly evolving. This plan shouldn't be viewed as a static document; it needs to be updated to consider new changes and new trends.

FIGURE 104. Charlotte Street Estimate of probable Cost

ITEM NO.	DESCRIPTION	UNIT	UNIT PRICE	Dorchester to Pitt EST. QUANT.	Dorchester to Pitt TOTAL PRICE	Pitt to Prince EST. QUANT.	Pitt to Prince TOTAL PRICE	Prince to Wentworth EST. QUANT.	Prince to Wentworth TOTAL PRICE	Wentworth to Falmouth EST. QUANT.	Wentworth to Falmouth TOTAL PRICE	Falmouth to Townsend EST. QUANT.	Falmouth to Townsend TOTAL PRICE	TOTAL QUANT.	TOTAL PRICE
1	**WATER SYSTEM**														
1.1	Installation of Fire Hydrant	ea	$6,000.00	1	$6,000.00	1	$6,000.00	1	$6,000.00	1	$6,000.00	1	$6,000.00	**5**	**$30,000.00**
1.2	Removal of Fire Hydrant	ea	$3,500.00	1	$3,500.00	1	$3,500.00	1	$3,500.00	1	$3,500.00	1	$3,500.00	**5**	**$17,500.00**
1.3	Replace existing water service	ea	$3,500.00	2	$7,000.00	1	$3,500.00	1	$3,500.00	1	$7,000.00	1	$3,500.00	**6**	**$24,500.00**
				Subtotal	**$ 16,500.00**		**$ 13,000.00**		**$ 13,000.00**		**$ 16,500.00**		**$ 13,000.00**		**$72,000.00**
2	**STORM SEWER**														
2.1	Manhole	ea	$8,000.00	2	$16,000.00	2	$16,000.00	2	$16,000.00	2	$16,000.00	2	$16,000.00	**10**	**$80,000.00**
2.2	Catchbasin	ea	$4,000.00	4	$16,000.00	2	$8,000.00	2	$8,000.00	2	$8,000.00	2	$8,000.00	**12**	**$48,000.00**
2.3	Pipe	ea	$2,500.00	20	$50,000.00	10	$25,000.00	10	$25,000.00	10	$25,000.00	10	$25,000.00	**60**	**$150,000.00**
2.4	Remove Existing Catchbasin	ea	$1,500.00	4	$6,000.00	2	$3,000.00	2	$3,000.00	2	$3,000.00	2	$3,000.00	**12**	**$18,000.00**
2.5	Remove Existing Manhole	ea	$2,000.00	2	$4,000.00	2	$4,000.00	2	$4,000.00	2	$4,000.00	2	$4,000.00	**10**	**$20,000.00**
2.6	Remove Pipe	m	$65.00	20	$1,300.00	10	$650.00	10	$650.00	10	$650.00	10	$650.00	**60**	**$3,900.00**
				Subtotal	**$ 93,300.00**		**$ 56,650.00**		**$ 56,650.00**		**$ 56,650.00**		**$ 56,650.00**		**$319,900.00**
3	**STREET CONSTRUCTION**														
3.1	Asphalt	m2	$50.00	1510	$75,500.00	1052	$52,600.00	1095	$54,750.00	1155	$57,750.00	990	$49,500.00	**5802**	**$290,100.00**
3.2	Asphalt Removal	m2	$4.00	1510	$6,040.00	1052	$4,210.00	1095	$4,380.00	1155	$4,620.00	990	$3,960.00	**5802**	**$23,210.00**
3.3	Asphalt Bike Lane	m2	$60.00	290	$17,400.00	183	$10,980.00	190	$11,400.00	197	$11,820.00	178	$10,680.00	**1038**	**$62,280.00**
3.4	Concrete Curb and Gutter	m	$130.00	408	$53,040.00	257	$33,410.00	270	$35,100.00	276	$35,880.00	260	$33,800.00	**1471**	**$191,230.00**
3.5	Curb Removal	m	$15.00	408	$6,120.00	257	$3,860.00	270	$4,050.00	276	$4,140.00	260	$3,900.00	**1471**	**$22,070.00**
3.6	Rolled Concrete Curb - 100mm	m	$175.00	0	$0.00	0	$0.00	0	$0.00	0	$0.00	0	$0.00	**0**	**$0.00**
3.7	Concrete Sidewalk	m2	$100.00	1620	$162,000.00	974	$97,350.00	951	$95,100.00	1171	$117,100.00	900	$90,000.00	**5616**	**$561,550.00**
3.8	Concrete Pavers	m2	$260.00	282	$73,320.00	100	$26,000.00	112	$29,120.00	110	$28,600.00	113	$29,380.00	**717**	**$186,420.00**
3.9	Sidewalk Removal	m2	$8.00	1620	$12,960.00	974	$7,790.00	951	$7,610.00	1171	$9,370.00	900	$7,200.00	**5616**	**$44,930.00**
3.10	Traffic Sign Post	ea.	$600.00	10	$6,000.00	10	$6,000.00	10	$6,000.00	10	$6,000.00	10	$6,000.00	**50**	**$30,000.00**
3.11	Parking Meter Post Installation	ea.	$500.00	25	$12,500.00	20	$10,000.00	20	$10,000.00	20	$10,000.00	20	$10,000.00	**105**	**$52,500.00**
3.12	Adjust Existing Manhole	ea	$1,000.00	1	$1,000.00	1	$1,000.00	1	$1,000.00	1	$1,000.00	1	$1,000.00	**5**	**$5,000.00**
3.13	Adjust Existing Catchbasin	ea	$600.00	2	$1,200.00	2	$1,200.00	2	$1,200.00	2	$1,200.00	2	$1,200.00	**10**	**$6,000.00**
3.14	Adjust Existing Valve Adjustment	ea	$650.00	8	$5,200.00	8	$5,200.00	8	$5,200.00	8	$5,200.00	8	$5,200.00	**40**	**$26,000.00**
				Subtotal	**$432,280.00**		**$259,600.00**		**$264,910.00**		**$292,680.00**		**$251,820.00**		**$1,501,290.00**
4	**LANDSCAPING**														
4.1	Street Tree with Grate	ea.	$1,000.00	15	$15,000.00	10	$10,000.00	10	$10,000.00	10	$10,000.00	10	$10,000.00	**55**	**$55,000.00**
4.2	Planter Tree	ea.	$3,900.00	5	$19,500.00	5	$19,500.00	5	$19,500.00	5	$19,500.00	5	$19,500.00	**25**	**$97,500.00**
4.3	Tree Removal	ea.	$530.00	4	$2,120.00	4	$2,120.00	0	$0.00	0	$0.00	0	$0.00	**8**	**$4,240.00**
4.4	Soil Cell	m3	$500.00	345	$172,500.00	230	$115,000.00	230	$115,000.00	230	$115,000.00	230	$115,000.00	**1265**	**$632,500.00**
				Subtotal	**$ 209,120.00**		**$ 146,620.00**		**$ 144,500.00**		**$ 144,500.00**		**$ 144,500.00**		**$789,240.00**
5	**ELECTRICAL**														
5.1	Duct Bank (High and Low voltage, Comms)	m	$450.00	214	$96,300.00	139	$62,330.00	145	$65,250.00	148	$66,600.00	140	$63,000.00	**786**	**$353,480.00**
5.2	Direct Bury Conduit (New Lighting)	m	$150.00	214	$32,100.00	139	$20,780.00	145	$21,750.00	148	$22,200.00	140	$21,000.00	**786**	**$117,830.00**
5.3	New Ornamental Street Light	ea.	$16,000.00	7	$112,000.00	5	$80,000.00	5	$80,000.00	5	$80,000.00	5	$80,000.00	**27**	**$432,000.00**
5.4	Removal of Existing Power poles and OH electrical	ea.	$3,000.00	12	$36,000.00	8	$24,000.00	8	$24,000.00	10	$30,000.00	8	$24,000.00	**46**	**$138,000.00**
5.5	Temporary Lighting	LS	$10,000.00	1	$10,000.00	1	$10,000.00	1	$10,000.00	1	$10,000.00	1	$10,000.00	**5**	**$50,000.00**
5.6	Temporary Reinstatement of Abutting Lighting Circuits	LS	$14,000.00	1	$14,000.00	1	$14,000.00	1	$14,000.00	1	$14,000.00	1	$14,000.00	**5**	**$70,000.00**
5.7	Pad Mounted Transformer	ea.	$100,000.00	1	$100,000.00	1	$100,000.00	1	$100,000.00	1	$100,000.00	1	$100,000.00	**5**	**$500,000.00**
				Subtotal	**$400,400.00**		**$311,110.00**		**$315,000.00**		**$322,800.00**		**$312,000.00**		**$1,661,310.00**
6	**MISCILLANEOUS**														
6.1	Pavement Markings	m	$15.00	197	$2,960.00	126	$1,890.00	129	$1,940.00	140	$2,100.00	129	$1,940.00	**721**	**$10,830.00**
6.2	Removal and Disposal of Impacted Soil (Provisional)	t	$200.00	20	$4,000.00	20	$4,000.00	20	$4,000.00	20	$4,000.00	20	$4,000.00	**100**	**$20,000.00**
6.3	Pre Construction Survey	LS	$10,000.00	1	$10,000.00	1	$10,000.00	1	$10,000.00	1	$10,000.00	1	$10,000.00	**5**	**$50,000.00**
6.4	Gateway Sign	ea.	$45,000.00	1	$45,000.00	1	$45,000.00	1	$45,000.00	1	$45,000.00	1	$45,000.00	**5**	**$225,000.00**
6.5	Bench	ea.	$3,200.00	10	$32,000.00	10	$32,000.00	10	$32,000.00	10	$32,000.00	10	$32,000.00	**50**	**$160,000.00**
6.6	Bike Rack	ea.	$2,000.00	15	$30,000.00	15	$30,000.00	15	$30,000.00	15	$30,000.00	15	$30,000.00	**75**	**$150,000.00**
6.7	Construction Mitigation (Traffic and Pedestrian Manage	LS	$10,000.00	1	$10,000.00	1	$10,000.00	1	$10,000.00	1	$10,000.00	1	$10,000.00	**5**	**$50,000.00**
6.8	Mobilization	LS	$30,000.00	1	$30,000.00	1	$30,000.00	1	$30,000.00	1	$30,000.00	1	$30,000.00	**5**	**$150,000.00**
6.9	Charlotte Square Park (excluding land costs)	sq.m.	$800.00	0	$0.00	0	$0.00	0	$0.00	800	$640,000.00	0	$0.00	**800**	**$640,000.00**
				Subtotal	**$163,960.00**		**$162,890.00**		**$162,940.00**		**$803,100.00**		**$162,940.00**		**$1,455,830.00**
	Construction Total				$ 1,315,560		$ 949,870		$ 957,000		$ 1,636,230		$ 940,910		**$5,799,570.00**
	Const. Contingency (15%)				$ 197,334		$ 142,481		$ 143,550		$ 245,435		$ 141,137		$869,935.50
	Design & CA Services (15%)				$ 197,334		$ 142,481		$ 143,550		$ 245,435		$ 141,137		$869,935.50
	Total w/Contingency				**$ 1,710,228**		**$ 1,234,831**		**$ 1,244,100**		**$ 2,127,099**		**$ 1,223,183**		**$7,539,441.00**

FIGURE 105. George Street Parks Street Estimate of probable

ITEM NO.	DESCRIPTION	UNIT	UNIT PRICE	George Street Linear Park EST. QUANT.	TOTAL PRICE
3	**STREET CONSTRUCTION**				
3.1	Asphalt Patching	m2	$50.00	30	$1,500.00
3.2	Asphalt Removal	m2	$4.00	120	$480.00
3.3	Asphalt Bike Lane	m2	$60.00	90	$5,400.00
3.4	Concrete Curb and Gutter	m	$130.00	40	$5,200.00
3.5	Curb Removal	m	$15.00	30	$450.00
3.7	Concrete Sidewalk	m2	$100.00	150	$15,000.00
3.8	Concrete Pavers	m2	$260.00	50	$13,000.00
3.9	Sidewalk Removal	m2	$8.00	30	$240.00
3.10	Traffic Sign Post	ea.	$600.00	3	$1,800.00
3.12	Adjust Existing Manhole	ea	$1,000.00	1	$1,000.00
3.13	Adjust Existing Catchbasin	ea	$600.00	2	$1,200.00
3.14	Adjust Existing Valve Adjustment	ea	$650.00	1	$650.00
				Subtotal	**$45,920.00**
4	**LANDSCAPING**				
4.1	Street Tree with Grate	ea.	$1,500.00	5	$7,500.00
4.2	Seating Wall	m3	$1,200.00	20	$24,000.00
4.3	landscaping	m2	$150.00	30	$4,500.00
				Subtotal	**$ 36,000.00**
5	**ELECTRICAL**				
5.3	New Ornamental Street Light	ea.	$9,000.00	2	$18,000.00
5.6	Temporary Reinstatement of Abutting Lighting Circuits	LS	$2,000.00	1	$2,000.00
				Subtotal	**$20,000.00**
6	**MISCILLANEOUS**				
6.1	Pavement Markings	m	$15.00	8	$120.00
6.5	Bench	ea.	$3,200.00	2	$6,400.00
6.6	Bike Rack	ea.	$2,000.00	2	$4,000.00
6.7	Construction Mitigation (Traffic and Pedestrian Management)	LS	$2,000.00	1	$2,000.00
				Subtotal	**$12,520.00**

Construction Total per Bump-Out Park	$ 114,440
Const. Contingency (15%)	$ 17,166
Design & CA Services (15%)	$ 17,166
Total per bumpout w/Contingency	$ 148,772
5 Linear Parks	**$ 743,860**

FIGURE 106. Signage & Facade Program

ITEM NO.	DESCRIPTION	UNIT	UNIT PRICE	Signage & Wayfinding EST. QUANT.	TOTAL PRICE
6	**MISCELLANEOUS**				
6.1	Gateway Signage	ea.	$6,000.00	5	$30,000.00
6.2	Parking Directional	ea.	$500.00	20	$10,000.00
6.3	Parking Central Lot Gateway	ea.	$4,000.00	2	$8,000.00
6.4	Downtown Banners	ea.	$200.00	100	$20,000.00
6.5	Pedestrian Wayfinding Signage	ea.	$6,000.00	15	$90,000.00
6.6	Interpretive Signs	ea.	$4,000.00	15	$60,000.00
6.7	Street Signs	ea.	$600.00	40	$24,000.00
6.8	Charlotte Commercial District Signs	ea.	$2,000.00	12	$24,000.00
6.9	Waterfront Wayfinding	ea.	$3,000.00	12	$36,000.00
				Subtotal	**$302,000.00**

Signage & Wayfindng Plan	$ 25,000
Total	**$ 327,000**

ITEM NO.	DESCRIPTION	UNIT	UNIT PRICE	Façade Program EST. QUANT.	TOTAL PRICE
6	**MISCELLANEOUS**				
6.1	Façade Enhancement Program	ea.	$5,000.00	50	$250,000.00
				Subtotal	**$250,000.00**

Façade Program Design Manual	$ 35,000
Total	**$ 285,000**

FIGURE 107. Capri Parking Lot Estimate of probable Cost

ITEM NO.	DESCRIPTION	UNIT	UNIT PRICE	Capri Parking Lot EST. QUANT.	Capri Parking Lot TOTAL PRICE
3	**STREET CONSTRUCTION**				
3.1	Asphalt Removal & Grading	m2	$4.00	9000	$36,000.00
3.2	Misc. Removals (fences, barriers, etc.)	LS	$10,000.00	1	$10,000.00
3.3	New Asphalt & Gravels	m2	$45.00	8500	$382,500.00
3.4	Concrete Sidewalk	m2	$100.00	100	$10,000.00
3.5	Concrete Curb	m.	$110.00	300	$33,000.00
3.6	Internal Signage	ea.	$600.00	6	$3,600.00
3.7	Pavement Markings and Symbols	LS	$8,000.00	1	$8,000.00
3.8	New Manholes (Drainage)	ea.	$4,000.00	2	$8,000.00
3.9	New Catch basin & Pipes	ea.	$6,000.00	8	$48,000.00
				Subtotal	**$539,100.00**
4	**LANDSCAPING**				
4.1	Planter Tree	ea.	$800.00	20	$16,000.00
4.2	Shrubs	sq.m.	$100.00	50	$5,000.00
4.3	Sod & Topsoil	sq.m.	$16.00	200	$3,200.00
4.4	Bike Racks	ea.	$1,200.00	10	$12,000.00
				Subtotal	**$ 36,200.00**
5	**ELECTRICAL**				
5.1	New Ornamental Street Light	ea.	$6,000.00	8	$48,000.00
5.2	Car Charge Stations	ea.	$3,000.00	20	$60,000.00
				Subtotal	**$108,000.00**
6	**MISCELLANEOUS**				
6.1	Directory Sign	ea.	$3,000.00	4	$12,000.00
6.2	Pre Construction Survey	LS	$4,000.00	1	$4,000.00
6.3	Bench	ea.	$3,200.00	2	$6,400.00
6.4	Parking Pay Station	ea.	$8,000.00	4	$32,000.00
6.5	Mobilization/Demobilization	LS	$5,000.00	1	$5,000.00
6.6	Charlotte Street Gateway Sign	sq.m.	$6,000.00	1	$6,000.00
				Subtotal	**$65,400.00**

Construction Total	$ 748,700
Const. Contingency (15%)	$ 112,305
Design & CA Services (15%)	$ 112,305
Total	**$ 973,310**

FIGURE 108. Upgrade parking meters Estimate of probable Cost

ITEM NO.	DESCRIPTION	UNIT	UNIT PRICE	Upgrade Meters EST. QUANT.	Upgrade Meters TOTAL PRICE
7	**MISCILLANEOUS**				
7.1	New Parking Modern Meters	ea.	$520.00	150	$78,000.00
7.2	Relocate Old Meters to Residential Areas	ea.	$150.00	60	$9,000.00
				Subtotal	**$87,000.00**

Construction Total	$ 87,000
Const. Contingency (15%)	$ 13,050
Total w/Contingency	**$ 100,050**

FIGURE 109. 2-Way Street Conversions Estimate of probable Cost

ITEM NO.	DESCRIPTION	UNIT	2-Way Side Streets UNIT PRICE	2-Way Side Streets EST. QUANT.	2-Way Side Streets TOTAL PRICE
	2 Way Street Conversion				
8	**Prince Street (Esplanade to George)**				
8.1	Signals at Charlotte	LS.	$100,000.00	1	$80,000.00
8.2	Pavement Markings, Symbols and Signage	LS.	$8,000.00	1	$8,000.00
8.3	Signals at George Street	LS.	$180,000.00	1	$180,000.00
	Westbound Left Turn Lane on Prince at George	LS.	$60,000.00	1	$60,000.00
9	**Wentworth Street (Esplanade to George)**				
9.1	Pavement Markings, Symbols and Signage	LS.	$8,000.00	1	$8,000.00
10	**Falmouth Street (Esplanade to George)**				
10.1	Pavement Markings, Symbols and Signage	LS.	$8,000.00	1	$8,000.00
11	**Townsend Street (Esplanade to George)**				
11.1	Signals at George Street	LS.	$35,000.00	1	$35,000.00
	Signals at Charlotte	LS.	$120,000.00	1	$120,000.00
	Pavement Markings, Symbols and Signage	LS.	$10,000.00	1	$10,000.00
				Subtotal	**$509,000.00**

Construction Total	$ 509,000
Const. Contingency (15%)	$ 76,350
Design & CA Services (15%)	$ 76,350
Total w/Contingency	**$ 585,350**

6.4 Costs and Phasing

This report describes many potential projects including the Charlotte Street improvements, a signage and wayfinding program, George Street Linear Parks, a Facade Program, intersection upgrades, 2-way sidestreets and various parking improvements.

The overall cost of implementing the public projects in this report is about $10.5 million (including design and HST). Done over a 20 year period, that is about $500k per year for the projects outlined in this report. These estimates assume 2017 dollars and should be adjusted for inflation over the 20 year period. The following table (Figure 110) summarizes the total cost of each phase corresponding with the project cost estimates shown later in this chapter.

This includes materials and installation but excludes tax (which the municipality can partially recoup). Where needed, design and engineering has also been included. Design and engineering can vary significantly depending on the scope of work at each project. For some simple projects like paving, it could be as low as 3% of the construction budget, for larger more complex projects it could be in the 15-18% range for design and construction administration (CA) services. Full design and CA services would be closer to the 18% but if the municipality can manage some of the CA work through it's engineering department, it would be safe to lower the estimate to about 15% for design and partial CA services (15% was assumed in the total project cost spreadsheets). Exact costs will depend upon detailed designs and bidding climate prevailing at the time of implementation. All projects require detailed design to facilitate quality implementation.

The cost estimates do not include land acquisition costs. Several acquisitions have been recommended in this study.

Some of the capital required may already exist within annual budgets for maintenance and renewal of the streets, parks and other related infrastructure. Materials and quantities were derived from measurements taken from the GIS base mapping. This level of accuracy is sufficient for general planning; however, more accurate estimates will be required during the detailed design and construction stages before going to tender with proposed work. Actual costs may be plus or minus 20%. All quotes reflect April 2017 'installed' prices, not including tax. With recent ballooning petroleum prices, prices could increase rapidly in line with petroleum prices. The CBRM may want to consider adding a 20% contingency on these numbers

It is important to recognize that the drawings and designs in this document are conceptual only. A qualified design firm/team should be commissioned to prepare schematic and detailed design drawings and contract documents for each individual project. This additional cost has been accounted for in the cost spreadsheet.

FIGURE 110. Total Estimate of probable Cost

	20-Year Plan
Charlotte Street (Dorchester to Townsend)	$ 7,539,441.00
George Street Linear Parks	$ 743,860.00
Signage& Wayfinding	$ 327,000.00
Façade Program	$ 285,000.00
Capri Parking Lot Enhancements	$ 973,310.00
Modern Meters Downtown	$ 100,050.00
2 way street conversions & intersections	$ 585,350.00
Total	**$ 10,554,011.00**

6.5 Final Words

Downtown Sydney has some significant advantages over other small cities across Canada. It has an thriving waterfront, an energetic and engaged community, a nearby university with young students who bring optimism and new ideas, a cruise terminal with 2 cruise ship berths soon, a fully public waters edge, ample empty development sites, government organizations that partner well together, a strategic mayor and council and a downtown with extremely good bones. There is ample room for growth and there is a willingness to move into new and unfamiliar ground on the part of the stakeholders. The outcomes of the extensive engagement process over the last 5 months were purposefully designed to feed into the conceptual design of the Urban Core Plan.

The resulting plan, we can say with every confidence, is a plan for and by the people of Sydney. It will require leadership, dedication, collaboration and optimism to achieve over the next 20 years.