

1965

SUBMISSION OF DALHOUSIE UNIVERSITY
TO THE CITY OF HALIFAX FOR REZONING

Introduction

Nova Scotia has always been proud of the educational facilities on the university level which are available in the Province. These facilities have enabled students from this Province and the whole Atlantic Region to obtain university training which compares very favourably with similar training in other parts of Canada. The City of Halifax is fortunate in being the centre of university education in the Atlantic Region and one of the outstanding areas in Canada in this respect. Without question, university education is becoming increasingly important in the growth and development of the Atlantic Region and the country as a whole. The trained intellect is one of our most important natural resources, and every effort must be made to encourage the growth and strengthening of the facilities which provide university education. In every section of Canada existing universities are expanding their present facilities, and in many areas new colleges and universities are being created in order to handle the great increase in qualified students who are making application for admission. A recent article in the April 23rd edition of Time magazine gives a clear picture of the explosion in university education which is taking place in this country.

Anticipated Growth of Dalhousie

Dalhousie University finds itself in the same position as other Canadian universities with increasing demands being made by a growing student enrolment, with the result that expansion of its physical plant is essential in order to provide the necessary educational services. Unless expansion does take place, Dalhousie University will not be able to fulfil its obligations in the area of higher education. Dr. Henry Hicks, the President of Dalhousie, indicated in a public address a short time ago that 500 qualified students would be refused admission to the University in the fall of 1965 because of lack of proper facilities.

During the last 10 years the enrolment at the University has almost doubled. A survey done by the University indicates that enrolment will jump from approximately 3,000, at the present time, to 5,500 by 1970 and to 7,600 by 1980 (see Appendix "A"). In order to have a comprehensive plan of development, Dalhousie retained Marshall & Merrett, a firm of architects of Montreal, to prepare a detailed Campus Development Plan to cover anticipated growth to the year 1980. This firm has prepared a master development plan for Queen's University and, as well, has done work in connection with the expansion plans of Carleton University in Ottawa and McGill University in Montreal (see Appendix "B" for further details in this respect).

At Page 4 of the Campus Development Plan prepared by Marshall & Merrett, the following statement is made:

"Dalhousie, like every other Canadian University, is in urgent need of space to relieve present overcrowding and to provide for unprecedented expansion. Very simply, Dalhousie has need to triple its physical plant within the next 15 to 20 years - perhaps to double it within the next 5 or 6. The expansion factors are awesome; enrolment will increase by 175 per cent by 1980; the Faculty of Arts and Science will need 150 per cent more space by 1970; undergraduate residences must be quadrupled. And presently non-existent facilities must be provided such as space for entirely new teaching and research activities, auditoria, students' union, physical education centre and athletic fields, graduates' residences, and parking areas."

There can be no doubt that the present land area owned by Dalhousie is not sufficient to meet these expanding needs. The present Studley and Carleton Campi, together with some miscellaneous properties, between them total approximately 53 acres. The logical and orderly development of the University lies, to a considerable extent, in the land area which is largely zoned R-3 now between the Studley and Carleton Campi between Coburg Road and South Street. A considerable number of properties are presently owned in this area, as the University has been engaged in acquiring property for its projected expansion. However, in order to ensure that the University will be able to continue its purchases in this area without paying very large sums of money, it is necessary to have protection by way of re-zoning to prevent the construction of large apartment buildings.

Need for Rezoning

Already there is a large apartment building on LeMarchant Street which has interfered with the building of the Men's Residence, and additional apartment buildings are located on Seymour and Edward Streets. Other apartment buildings are located on Coburg Road, and it is reasonable to assume that additional apartment buildings will be constructed in this area as time goes on. The construction of apartment buildings greatly increases the land value, and if a high-rise apartment building, similar to two already existing on Spring Garden Road, were to be built in the proposed area of expansion, it might successfully block a good portion of the University's expansion programme, since the cost of acquiring the land occupied by such an apartment building would be prohibitive.

The area for which rezoning is being requested is, indeed, much smaller than that suggested in the Campus Development Plan.

At Page 7 of the Plan, the following recommendation is made:

"It cannot be emphasised too strongly that the University should immediately obtain the assistance of the City in zoning to avert this threat to orderly campus expansion. The University area which must thus be protected, on the assumption it will eventually all be required for University or related buildings, is considered as the land lying between Coburg and South Streets, and between Robie and the railway cut west of Oxford Street, plus the present Carleton Campus and an extension of it northward across College Street at least halfway to Spring Garden Road. In addition, a section of the land east of Robie Street between University Avenue and South Street, if not already owned by the City or otherwise protected for institutional use must be included, and the land south of South Street bounded by Studley Avenue, Oakland Road and Dalhousie Street, all of which will probably also be required for University use."

Dalhousie has carefully considered this recommendation and has decided to request rezoning of only a portion of the area recommended so as to avoid any suggestion that the University is requesting rezoning for areas which are unlikely to be required in the reasonably near future. The application is thus quite conservative in the light of the recommendations made by the Plan.

Reasons for Permitting Rezoning

The present Studley Campus is a very attractive area which enhances greatly the beauty of the City. Unfortunately, it has already become very crowded with new buildings and leaves very little scope for additional facilities. The necessary expansion must come in other areas of land. The linking of the Studley and Carleton Campi by development in the area between them has long been considered as the most desirable plan of expansion. In anticipation of this type of development, the City of Halifax some time ago zoned as "park and institutional" area on both sides of University Avenue between the Studley Campus and Robie Street.

Undoubtedly there will be objections raised by existing landowners in the expansion area to any rezoning of their properties. Nevertheless, it is submitted that the objectives of the University are in the public interest and should be given priority over purely private views. Surely the rezoning

of such land, which will not interfere with the existing uses to which it is being put by private owners, is no less democratic than rezoning or expropriation by the City or Province for public purposes. The City has expropriated a large area of land in the centre of the City for public purposes, and the purposes of Dalhousie University in expanding must be given as much weight.

The new buildings which are to be constructed must be of a type which does not radically depart from the existing style of architecture on the Studley Campus. It is true that the proposed new Medical School will be of a high-rise type, but its location near the Victoria General Hospital and high-rise apartment buildings on Spring Garden Road will soften the sharp contrast with the other University buildings on the Studley Campus, which are located a considerable distance away. To construct similar tall buildings near the existing buildings on the Studley Campus and the new Law School on University Avenue would destroy the charming appearance and attractiveness of the present University buildings.

Dalhousie University is also one of the largest businesses in the City of Halifax, providing both employment for a large number of people, and, through its students and faculty members, injecting a considerable amount of money into the economy of the City. The expansion of the University over the next 20 years will multiply this value by approximately three times.

It is important to note that in the present application Dalhousie is not requesting rezoning for all of the land that was suggested by the architects who prepared the expansion programme. Areas on the north and south sides of South Street, the west side of Oxford Street and the south side of Coburg Road and part of the area between South Street and University Avenue are not the subject of this application, although the architects recommend that these areas be protected by rezoning in order to provide sufficient land for expansion. The area on both sides of University Avenue is already zoned "park and institutional" in anticipation of future development. Noteworthy also is the ownership by Dalhousie of a considerable number of properties in the area of expansion, for which very good prices have been paid.

With the increasing emphasis which is being placed on education, both on the undergraduate and postgraduate levels, it is readily apparent that universities must look at least 15 years into the future to anticipate their requirements. Because of continued growth in student enrolment, universities located in urban areas have had to request rezoning and expropriation powers in order to meet their increasing commitment to the education of future students. The University of Toronto has had to acquire, through expropriation, large areas of land in the City of Toronto in order to carry on its expansion programme. The same is true of many universities in the United States. It is submitted that higher education

on the university level is of paramount interest to the public welfare, and that personal inconveniences must not interfere with the necessary growth of universities.

Dalhousie enjoys a national reputation as a university and, as such, reflects credit on the City of Halifax and the Province of Nova Scotia. In order to continue the outstanding job in the field of university education which has been carried on in the past, it is essential, for the reasons set out herein, that the indicated areas of land be rezoned so as to permit the proper type of expansion by the University.

Conclusion

1. In order to fulfil its educational commitments, Dalhousie must expand its facilities.
2. The logical and planned area of expansion lies in the area of land for which rezoning is requested.
3. Zoning protection is necessary in order to ensure that the required expansion will not be frustrated by the growth of large apartment buildings in the area.
4. The expansion requirements of Dalhousie are in the interest of the Atlantic Region, the Province, the City, and the public at large, and should be given favourable consideration.

5. It is submitted that for the reasons set out herein, there should be rezoning of the areas in the City of Halifax shown in Appendix "C" from the present R-3 zoning to "park and institutional" zoning.

APPENDIX "A"

FORECAST OF STUDENT ENROLMENT - with averages of figures estimated separately by the Administration and the Faculties.

Year	Source	Arts & Science		Law		Medicine		Health Professions		Dentistry		Total Undergr.		Graduates*		Total Students		** Grand Total
		M	W	M	W	M	W	M	W	M	W	M	W	M	W	M	W	
1963-4	Admin.	1139	524	123	3	313	26	65	191	71	3	1711	747	172	53	1883	800	2683
	Faculty	1262	595	123	3	265	24	33	197	71	3	1754	822	150(235)	85	1904	907	2864
	Average	1201	560	123	3	289	25	49	194	71	3	1733	785	161	69	1894	854	2748
1965-6	Admin.	1330	670	160	10	370	30	75	230	90	5	2025	945	230	100	2255	1045	3300
	Faculty	1460	690	160	10	305	25	65	210	91	4	2081	939	240(360)	120	2321	1059	3380
	Average	1395	680	160	10	338	27	70	220	90	5	2053	942	235	110	2288	1052	3340
1970-1	Admin.	2040	1020	210	15	430	50	120	350	150	5	2950	1440	410	200	3360	1640	5000
	Faculty	2600	1200	211	14	360	40	80	325	232	8	3483	1587	620(930)	310	4103	1897	6000
	Average	2320	1110	211	14	395	45	100	337	191	7	3217	1513	515	255	3732	1768	5500
1980-1	Admin.	2940	1460	280	20	400	50	160	490	230	10	4010	2030	580	290	4590	2320	6910
	Faculty	3200	1550	280	20	400	50	105	445	232	8	4217	2073	1330(2000)	670	5547	2743	8290
	Average	3070	1505	280	20	400	50	133	467	231	9	4113	2052	955	480	5068	2532	7600

* Note 1: The bracketted figures are the totals estimated by the Faculty of Graduate Studies, from which the figures for men and women have been assumed.

** Note 2: The large discrepancy in forecast totals for 1970-71 is due chiefly to the difference of 740 in Arts & Science and 320 in Graduate Studies; and for the 1980-81 session primarily to the difference of 1130 in Graduate Studies.

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April 20th, 1965

R.A. Cluney, Esq.,
McInnes, Cooper & Robertson,
Barristers, Solicitors, & C.,
P.O. Box 730,
35 Bedford Row,
Halifax, N.S.

Re: Dalhousie University,
Campus Development Plan

Dear Sir:

We acknowledge your letter of April 15th seeking information as to our firm's experience in campus and similar site planning, and are glad to give you the following information:

In 1961 we prepared a report and master plan for development of Queen's University campus at Kingston. Since then we have been in more or less continuous consultation on the campus plan to meet the increased requirements based on new registration estimates, and are currently developing a more detailed plan for the proposed Humanities complex, and landscape planning for various recent construction projects, as well as designing several buildings for the campus. (I believe, incidentally, that Dr. Hicks obtained a reference for our firm from Dr. Deutsch then vice-principal at Queen's).

About 1956 I was named as one of the "Architectural Associates for Carleton University", and was closely involved in the first task of preparing a master plan for the new campus which has since been in process of construction.

We have also been involved in McGill University's campus expansion problems, though less directly and on committee rather than as official consultants; and in limited consultations for several small universities, colleges and schools including, some years ago, Mount Allison and Nova Scotia Technical College.

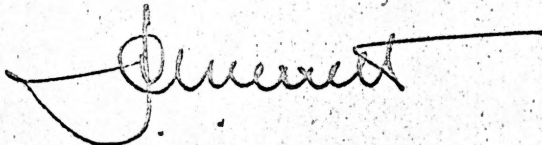
R.A. Cluney, Esq.
April 20th, 1965.

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We have done other site development planning, for the Royal Victoria Hospital in Montreal, for instance, and for industrial projects. In 1944 - 45, I prepared a complete master plan including zoning, subdivision and other by-laws for the City of Saint John, N.B., and have since done the same for Pointe Claire, P.Q., and acted as consultant for other municipalities and developers in the Montreal area. I studied site development and city planning at the University of London, and am a member of the Town Planning Institute of Canada.

I trust that the foregoing outline will suffice for your purpose, and that you will not hesitate to call on us if we can be of any further assistance in Dalhousie's campus expansion. Having studied the problems and arrived at some conclusions I remain keenly interested.

Yours faithfully,

A handwritten signature in cursive script, appearing to read 'R.A. Cluney', with a long horizontal line extending to the right from the end of the signature.

JCM:rzg

APPENDIX "C"

Areas for which Rezoning is Requested
from R-3 to "Park and Institutional"

- (a) The area bounded on the north by Coburg Road, on the east by Seymour Street, on the south by a "park and institutional" zone north of University Avenue, on the west by LeMarchant Street;
- (b) The area bounded on the east by Robie Street, on the south by the "park and institutional" zone north of University Avenue, on the west by Seymour Street, and on the north by a prolongation of the northerly side line of College Street in a westerly direction to the easterly side line of Seymour Street;
- (c) The area bounded on the east by Summer Street, on the south by College Street, on the west by Robie Street, and on the north by a line drawn midway in the block between Spring Garden Road and College Street;
- (d) The west side of LeMarchant Street from Coburg Road to South Street extending westerly to the Studley Campus, except for what is presently zoned "park and institutional".
- (e) The area bounded on the west by the east line of LeMarchant Street, on the north by the south line of the

APPENDIX "C"

"park and institutional" zone on the south side of University Avenue, on the east by Robie Street, and on the south by a line running from Robie Street to LeMarchant Street and being parallel to and 100 feet in a southerly direction from the south line of the "park and institutional" zone on the south side of University Avenue.

APPENDIX "D"

DALHOUSIE REZONING APPLICATION - COMMENTS ON STAFF REPORT TO CITY COUNCIL

1. In the Staff Report there is little mention of the reason for the rezoning recommended by the Marshall & Merrett "Campus Development Plan". The application is based on the recommendation of the architects that, in order to protect Dalhousie from the possibility of large apartment buildings being constructed in the area which will be needed for expansion, there must be protective rezoning. Failure to obtain such rezoning gives rise to the danger that Dalhousie may be forced to do without certain important areas of land or, alternatively, be forced to pay enormous prices in order to obtain the land it requires. Already there are several large apartment buildings not far removed from the campus, and if a similar type of building were erected in the area for which rezoning is requested, it would seriously hamper the development programme of the University.

2. The question of possible loss of tax revenue by the City as a result of the expansion of Dalhousie seems to have little relevance to the rezoning application, although a great deal is said in the Staff Report on this question. Conceivably, Dalhousie could purchase all of the land which is shown by the Marshall & Merrett Plan to be required for further expansion without any rezoning. Whether the City would feel it had to take some kind of action in order to prevent Dalhousie from acquiring such a large block of nontaxable land is a question

which has to be decided apart from the present rezoning application.

3. The rezoning of the areas in question does not necessarily mean that these areas are forever lost for tax assessment purposes. If the areas are rezoned, then there is no loss in tax revenue until the properties themselves are acquired by the University and are used for University purposes and not for rental purposes. It is also possible that some portions of the area in question may not be needed or, alternatively, may not be suitable for University building purposes and would remain under private ownership. In any event, rezoning of the area does not mean that the City has taken a step which cannot be retraced at a later time should some part of the area not be required by Dalhousie. The zoning could always be changed back again to its present type if there are sufficient grounds for doing so.

4. Staff refers to the Marshall & Merrett Plan as being of a tentative nature and cites as an example the change in location of the Law School which is now being constructed. The inference is made that the Plan cannot be relied upon as accurately establishing the location of the University buildings which will be required in the next 15 years. It is true that the Plan is a suggested scheme of expansion, and there must necessarily be revisions and changes in location of various buildings. However, this does not invalidate the fundamental point of the area of land which the University will need in order to properly

expand its facilities through the year 1980. The Plan states that the estimates made may be conservative in respect to land requirements, and this is borne out by the increase in enrollment at the University over the past two years. The Plan bases its calculations on the estimates of student enrollment, which are attached to the Plan and were prepared by the University. This estimate shows a student body of between 3300 and 3400 for the year 1965-66, and a recent indication is that the enrollment for the coming year may hit the 4000 mark. Assuming that student enrollment is increasing at a faster rate than was estimated, it is clear that the University's land requirements will probably exceed the amount indicated in the Plan by 1980.

5. The Plan is criticized by Staff from the point of view of design and the lack of grouping of buildings. As the Plan only establishes guide lines, it would seem that the actual grouping of various buildings could not be established, as this is something which may depend on such factors as future academic developments, student interest in different disciplines, availability of funds, etc.

6. Staff's approach seems to be to confine rezoning to as small an area as possible, based on the fact that the University's development plans have not been finalized in exact detail and the Marshall & Merrett Plan indicates the requirement of certain buildings which may not be necessary until close to 1980. The present area zoned for University use is 53 acres. To provide space for expected growth, the Plan indicates that the

physical plant should be doubled within the next five years and tripled in the next 15 to 20 years. It is clear that it is a reasonable assumption to expect the University will require a substantial amount of additional land to carry out its expansion programme. The area included in the application for rezoning is roughly one half of the total amount recommended by the Plan for zoning protection. The University has cut in half the recommendation of Marshall & Merrett in order to keep its request to a minimum which is consistent with its requirements of the next few years. Staff only recommended rezoning for approximately one half of the area requested, which would result in zoning protection for the University of only one quarter of the land area recommended by the Plan. Surely this is an unrealistic approach to the obvious requirements of the University in acquiring additional land for expansion.

COMMENTS ON STAFF RECOMMENDATIONS

1. Staff recommends rezoning to "Park and Institutional" of land on the west side of LeMarchant Street. This is as requested.
2. Staff recommends extension of the "Park and Institutional" area on the north and south sides of University Avenue to a total of 200 feet, an increase of 50 feet. The rezoning requested was an increase of 100 feet on the south side of University Avenue and an increase of 275 feet on the north side of University Avenue.

3. Staff recommends against rezoning on the north side of College Street because the Marshall & Merrett Plan indicates these areas will be used for research institutes, which can be established under the existing zoning. The reason given by Staff misses the point for rezoning, which is to protect the area from the construction of large apartment buildings which will either prevent or greatly hinder the University in obtaining this area. It is a specious argument to say that the research institutes could be established under the existing zoning, since this is true of the whole area which Marshall & Merrett recommend for rezoning. Under R-3 zoning, institutes may be established and the University could complete its entire expansion programme without any change in zoning should there be no difficulty in obtaining the land necessary.

4. Staff recommends against rezoning of the area between LeMarchant and Seymour Streets north of the present "Park and Institutional" strip because the Marshall & Merrett Plan indicates this would not be needed until a later stage of the development and because the construction of new residence facilities on this land as suggested by the Plan requires further study and surveys. It appears that enrolment is increasing faster than estimated by the University when the Plan was prepared, and this indicates the more immediate need of expansion of residence facilities. Also, the fact that the Plan suggests further study be given the residence question is no reason for delaying the rezoning which is necessary to protect the land from the difficulties which have already been mentioned should apartment buildings be

established in the area.

5. Staff suggests that research facilities and sports grounds might be located outside the Studley-Carleton area. This is a general criticism of the Marshall & Merrett Plan and has no relevance to the areas for which rezoning is requested, with the exception of the area on the north side of College Street, which has already been discussed.

6. Staff says that densities could be increased and hence the land requirement would be lessened. It is certainly not to the advantage of the University to purchase land beyond what is reasonably necessary to carry out its expansion programme. Dalhousie is very much concerned to keep its land requirements at a minimum which is consistent with the expansion of its facilities which will be required in the next 15 years. The awareness of the University in this respect is illustrated by the present application, which requests rezoning for about one half of the area recommended by the Plan.

7. Staff says that if the rezoning, as requested, is granted, then the question of expropriation should be dealt with in order to determine whether the City or the Province will expropriate on behalf of the University should this be necessary. Dalhousie has bought a large number of properties in the area for which rezoning was requested. It may be that the City will have to decide this matter, but it is submitted that the granting of the application need not be tied in with this question.

APPENDIX "E"

MEMORANDUM RE DALHOUSIE REZONING APPLICATION -
MARSHALL & MERRETT COMMENTS ON STAFF REPORT

1. It is impossible to predict accurately the number and scope of faculties required or the area of buildings required by the University in 1980. The enrolment projection to 1980 is for approximately eight thousand students but this may be completely too low. In the past two years the enrolment projection to 1980 has risen from about five thousand to about eight thousand. It may be that the ultimate enrolment of the University will be in the range of ten thousand to fifteen thousand. It is the uncertainty as to ultimate needs that creates the requirement for more land availability for expansion than can be definitely proved to be a specific necessity in fifteen years' time.

2. Reference is made in the Staff Report to the relocation of the Law School Building as evidence of the unreliability of the plan for expansion. This relocation merely points out that flexibility must be available in planning the University's expansion. There are bound to be changes and revisions made in the original plan as time goes by, and there must be sufficient land available to enable required changes to be made. Already the previous site selected for the Law School Building suggests itself as a possibility for the Music, Drama and Art Centre which is now being discussed.

3. The Staff Report refers to the undesirability of a University-Medical Institutional Complex being established in the City of Halifax. With the undenied necessity for an increase in university and medical facilities, it is inevitable that such a so-called complex will be established in the City. The area around University Avenue and Robie Street is the logical place for this growth to be carried out. It is desirable from a planning standpoint to have these buildings grouped in one area rather than separated throughout the City.

4. With respect to the question of loss of tax revenue by the City, it should be pointed out that Dalhousie is only asking for the use of 2% of the area of the City for its purposes, and surely in view of its importance to education in the Atlantic Provinces this request is not unreasonable.

5. The examples indicated in the Staff Report of urban university development, coupled with very high density, do not stand up. Oxford University is a collection of colleges, each with its own extensive land with open space and segregation from the near-by city. London University has no campus, as such, since it is an affiliation of scattered urban educational institutions. Both M.I.T. and the University of Pennsylvania are in the process of extensive expansion on land acquired in the middle of dense urban areas. McGill University has sixty acres in the midst of very high real estate values, plus other areas over which it has expropriation rights and ownership, giving it a total of eighty acres, which does not include

another forty acres occupied by adjacent teaching hospitals.

6. It will be a long time before land adjacent to Dalhousie will be saturated by high-density apartments, so that rezoning of the area as requested will not deprive the City of this source of tax revenue. When saturation occurs, then the lands bordering the University will be more valuable because of the existence of the University. Until the University acquires and uses land, there is no tax revenue lost to the City of Halifax. All in all, any loss of tax revenue by the City of Halifax does not seem great in relation to the benefits which the University brings to the City.

7. The plan of development prepared by students at the Nova Scotia Technical College is concerned with siting arrangements given to students as an architectural problem in which they were required to resolve a single building within very precisely determined criteria. The result ignores the Carleton Campus completely and gives little thought to the timing or staging of expansion in relation to demand and financing. It also removes existing buildings and puts new ones in their place. The result is a satisfactory academic exercise which is only concerned with locating a certain number of buildings in a prescribed area of land and does not deal with the many problems involved in connection with the expansion of a university over a period of fifteen years.

8. Reference is made in the Staff Report to the empty spaces between buildings shown on the plan of expansion. These

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spaces permit future expansion between the buildings which are shown on the plan. Central building groups will tend to expand toward each other, leaving less open space. An example of this is the proposed extension of the Arts and Administration Building.
