HRM by Design: The Downtown Halifax Plan

CIP 2010 Awards for Planning Excellence

Halifax, Nova Scotia, Canada | March 15, 2010
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Pages</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A. Application form</strong></td>
<td>1</td>
</tr>
<tr>
<td><strong>B. Brief summary</strong> (2 pages)</td>
<td>3</td>
</tr>
<tr>
<td>B-1 The Democratic City: Public Consultation for a 25 Year Vision</td>
<td>3</td>
</tr>
<tr>
<td>B-2 The Modern City: Vibrancy, Walkability and Design Excellence</td>
<td>3</td>
</tr>
<tr>
<td>B-3 The Historic City: Protecting Our Built Heritage</td>
<td>4</td>
</tr>
<tr>
<td>B-4 The Green City: Environmental, Cultural and Economic Sustainability</td>
<td>4</td>
</tr>
<tr>
<td>B-5 The Changing City: A New Planning Regime</td>
<td>4</td>
</tr>
<tr>
<td><strong>C. Addressing Award Criteria</strong> (6 pages)</td>
<td>5</td>
</tr>
<tr>
<td>C-1 Goals and Objectives / Challenges and Solutions</td>
<td>5</td>
</tr>
<tr>
<td>C-2 Urban Form / Reurbanization</td>
<td>6</td>
</tr>
<tr>
<td>C-3 Sustainability</td>
<td>7</td>
</tr>
<tr>
<td>C-4 Heritage Revitalization</td>
<td>8</td>
</tr>
<tr>
<td>C-5 Housing</td>
<td>8</td>
</tr>
<tr>
<td>C-6 Retail</td>
<td>9</td>
</tr>
<tr>
<td>C-7 Methodology / Public Participation</td>
<td>9</td>
</tr>
<tr>
<td>C-8 Implementation</td>
<td>10</td>
</tr>
<tr>
<td>C-9 Innovation and Contribution to the Profession</td>
<td>10</td>
</tr>
<tr>
<td><strong>D. Illustrative materials</strong></td>
<td>11</td>
</tr>
<tr>
<td>D-1 Context Plan</td>
<td>12</td>
</tr>
<tr>
<td>D-2 Downtown Plan Area Detail</td>
<td>13</td>
</tr>
<tr>
<td>D-3 A Walkable Mixed Use Downtown</td>
<td>14</td>
</tr>
<tr>
<td>D-4 Downtown Precincts</td>
<td>15</td>
</tr>
<tr>
<td>D-5 Maximum Heights and Viewplanes</td>
<td>16</td>
</tr>
<tr>
<td>D-6 Opportunity Sites</td>
<td>17</td>
</tr>
<tr>
<td>D-7 Heritage Resources</td>
<td>18</td>
</tr>
<tr>
<td>D-8 Massing Rules</td>
<td>19</td>
</tr>
<tr>
<td>D-9 Streetscape Typologies</td>
<td>20</td>
</tr>
<tr>
<td>D-10 Sustainable Architecture</td>
<td>21</td>
</tr>
<tr>
<td>D-11 Capital Improvements</td>
<td>22</td>
</tr>
<tr>
<td>D-12 Brochure: The HRM by Design Project - Building a Better Downtown</td>
<td>23</td>
</tr>
<tr>
<td><strong>E. Project documentation</strong></td>
<td>30</td>
</tr>
<tr>
<td>E-1 Downtown Halifax Secondary Municipal Planning Strategy</td>
<td>Tab 1</td>
</tr>
<tr>
<td>E-2 Downtown Halifax Land Use By-Law</td>
<td>Tab 2</td>
</tr>
<tr>
<td>E-3 Design Manual (Graphic Urban Design Code)</td>
<td>Tab 3</td>
</tr>
<tr>
<td>E-4 Barrington Street Heritage Conservation District Plan &amp; By-Law</td>
<td>Tab 4</td>
</tr>
</tbody>
</table>
The HRM by Design Downtown Halifax Plan project was launched in mid-2006. The resulting documents were adopted by Council in mid-2009 and ratified into law by the provincial government in late-2009. The Plan embodies three years of extensive public consultation in combination with an extraordinary and sustained effort by a core group of municipal staff. To assist in this effort a citizen-volunteer Urban Design Task Force was appointed by Council, and a consultant team was hired to assist with the early stages of the project. The project was led by the city’s Manager of Urban Design. The resulting Plan delivers a new 25 year-vision for the city; a new land use bylaw; a new “Design Manual” for architecture, streetscape and public space design; a municipal capital improvement strategy; the city’s first-ever heritage conservation district with associated grants and incentives; a new design-based development approval process, and; the city’s first-ever Design Review Committee. It marks a fundamental shift toward design-based urban sustainability and is a historic piece of city-making. The project cost was a remarkably lean $500,000, exclusive of staff time. HRM by Design can be generally summarized under the following five headings:

1. THE DEMOCRATIC CITY: Public Consultation for a 25 Year Vision

Public Consultation for HRM by Design set new records for the Halifax Regional Municipality (HRM) in the thoroughness of the consultation and in the attendance numbers at public events. This did not happen by accident. Before the project got underway HRM’s urban design office began a series of public lectures on urban design. Once the project began six multi-day public forums were undertaken over the three year course of the project. Each forum ran from 9 am to 9 pm for four days and provided every conceivable means for community members to make their voices heard. Project staff also conducted nearly 130 presentations and discussions with community and stakeholder groups. Quarterly newsletters, a project website, a series of “Fact Sheets” and a substantial media presence helped to communicate the evolving plan. Third party polls showed that a remarkable 80% of the public supported the final plan, and it was swept into effect by City Council with a vote of 20-to-1. Three years of hard work would have been meaningless had we not engaged in a sustained and democratic campaign of earnest listening.

2. THE MODERN CITY: Vibrancy, Walkability and Design Excellence

Vibrancy: HRM by Design maintains and protects the historic, compact city grid and enhances it by replacing the old mosaic of separated land use zones with one mixed-use zone. All uses are located within easy walking distance of each other, and the walkability of streets is improved through a variety of capital improvement programs (e.g. active transportation network of bike lanes, waterfront trails and interconnected open spaces) and developer-paid public art and streetscape improvements through the new density bonus program. A substantial urban infill program is directed to vacant and underutilized sites that can both accommodate the growth and benefit from it. The 24-hour vitality and vibrancy that will attend this increase of people and activity will improve the quality of life for all.

Walkability: HRM by Design acknowledges streetscapes as our greatest public realm resource and ensures that they, and the buildings that line them, are of the highest possible quality. Downtown is the central hub of a region-wide transit system, and while streets are to be shared amongst pedestrian, cyclists and motorists alike, the Plan gives unmistakable primacy to pedestrian and active transportation activity. This is complemented by a proposed multi-modal transit facility and a new electric downtown circulator shuttle bus service. In a bold move the Plan eliminates all requirements for vehicular parking, leaving only the provision of bicycle parking as mandatory. Surface parking lots are limited in size to 20 cars, and must be invisible from the street, thereby ensuring a “gap-less” pedestrian experience.

Design Excellence: Growth and change will be of the highest possible design and material quality due to a new form-based land use by-law which is complemented by a detailed new graphic “Design Manual.” The Design Manual prescribes performance standards for buildings, public spaces, heritage-related development, and green design and construction and will be administered by a new volunteer Design Review Committee comprised of local design professionals. The Plan also
identifies nine distinct urban Precincts based on pre-existing built form, density and use characteristics. Through a nuanced application of the new built form rules the existing character of the precincts is protected and enhanced. New built-form rules ensure comfortable, human-scaled streetscapes in which sunlight penetration and sky views are maximized.

3. THE HISTORIC CITY: Protecting Our Built Heritage

Halifax is a historic port city with its Georgian architecture and intimately scaled block structure going back to its founding in 1749. HRM by Design upholds and enhances treasured viewplanes that protect views from Citadel Hill and the pedestrian scale of the original grid. HRM by Design also created the city's first ever Heritage Conservation District, and fast-tracks the creation of two more districts within 18 months. Together these districts protect the heritage heart of the city within which demolition prohibitions are carefully balanced with a generous program of grants and tax incentives. In existence for only three months the first district has surpassed all expectations with numerous projects coming forward to restore long-dormant heritage gems.

4. THE GREEN CITY: Environmental, Cultural and Economic Sustainability

The central thrust of HRM by Design's Downtown Halifax Plan is one that will improve the city's environmental, cultural and economic sustainability. That thrust is to concentrate substantial new development in the existing core to permit significant increases in the number of people living and working downtown. This approach, combined with key regulatory improvements, carries multiple benefits such as: efficient use of existing hard and soft infrastructure; promoting a walkable mixed-use downtown in which car use is not mandatory; major capital improvements to both public transit and active transportation systems; land use bylaw changes that will reduce the per-unit cost of providing housing by ramping up permissible densities; encoding the preservation, renewal and adaptive reuse of the city's built heritage to ensure cultural continuity and preserves embodied energy; directing economic development to the 20% of the Plan area that are vacant opportunity sites; new “green” regulations such as mandatory green roofs, the elimination of parking requirements in favour of mandatory bicycle parking requirements, and harbourfront development rules that address sea level rise.

5. THE CHANGING CITY: A New Planning Regime

The previous downtown planning strategy was 35 years old and the land use bylaw an incredible 60 years old. Because these documents contained vague and contradictory guidance, development had become mired in lengthy interpretations, often followed by lengthy appeals. The approval process could last from two to four years. The cumulative effect of this challenging regulatory climate was that very little development had been occurring in downtown Halifax over the past several decades. The HRM by Design Downtown Plan completely discarded the old plan, the old bylaw, and even the old development approval process, and rebuilt them from scratch. This started by engaging the community to determine a new 25 year vision. That was followed by the creation of a new planning strategy, land use bylaw, design manual and heritage conservation district. And finally a new “Site Plan Approval” development approval process was established that for the first time allows the city design control. Under this process the quantitative elements of a proposal (mass, height, setbacks, etc.) are decided by-right and are not subject to appeal. The qualitative aspects are decided upon by the new design review committee. This new process yields decisions in just 60 days and results in projects of the highest possible quality. Despite the current recession, the new plan and process have precipitated a rush of development applications since they went into effect three months ago. In this way HRM by Design exemplifies the Conference Board of Canada’s “Hub City” concept.
C-1. Goals and Objectives / Challenges and Solutions

In 2006 the 1.5 million acre Halifax Regional Municipality adopted the Regional Metropolitan Planning Strategy (RMPS), which identified a hierarchical network of centres, and established clear growth and service boundaries for each. The RMPS further directed that these centres be inter-connected by robust public transit and active transportation links. The primary centre in this hierarchy is Downtown Halifax. It is a walkable 260 acre mixed-use district containing the seats of municipal and provincial government, the central business district, the historic downtown dating to 1749, and a rich mix of cultural, entertainment, commercial, educational and open space uses. Despite Downtown Halifax being the economic, cultural and social engine of the Maritime Provinces, it had been kept from reaching its full potential by out-dated and ambiguously framed planning and development policies. The previous downtown planning strategy was 35 years old and the land use bylaw an incredible 60 years old. They were written in bygone eras to address out-dated challenges no longer relevant to the city. These documents contained vague and contradictory guidance, resulting in development becoming mired in lengthy interpretations, often followed by lengthy appeals. The approval process could last from one to four years, and the approval body was the 26-member Regional Council whose members are not typically trained in architecture, urban design or city planning. Lack of design oversight resulted in regrettable architecture more often than not, fomenting anti-development attitudes amongst the public. The tragic result was that prospective development was driven to the suburbs or to other cities, and Halifax sat-out the period of growth enjoyed by other Canadian municipalities over the past 15 years. After engaging in some difficult but much needed “constructive candour” about these problematic policies, the RMPS directed that a new detailed downtown urban design plan be undertaken. That plan came to be known as “HRM by Design,” and is the subject of this submission. The following table summarizes the Plan’s primary challenges and solutions:

<table>
<thead>
<tr>
<th>Before HRM by Design:</th>
<th>After HRM by Design:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of community Vision: The old plan and bylaw were 35 and 60 years old respectively. They were stale, written in bygone eras, and were concerned primarily with separation of uses.</td>
<td>A clear and compelling Vision: Of a sustainable, dense, livable, walkable, beautiful and bustling city. Incredibly, this vision is supported by 80% of residents according to third party polling.</td>
</tr>
<tr>
<td>Growth vs. Heritage protection: A fractious and deeply entrenched rift between pro-growth and pro-heritage camps lasting decades. This was publically played out in the media, sending &quot;Halifax is anti-growth&quot; signals far afield.</td>
<td>Growth balanced with Heritage protection: HRM by Design establishes unprecedented heritage protection within heritage districts while promoting significant but well-designed growth outside of the heritage districts through a streamlined approvals process.</td>
</tr>
<tr>
<td>Vague and ambiguous policies: Planning and development policies were 35 to 60 years old, had been deeply complicated by repeated amendments, and were open to multiple interpretations resulting in growth being mired in appeals and counter-appeals.</td>
<td>Clear and predictable planning and development policies: New Policies make clear to the applicant and the community precisely what is allowed, and have resulted in a surge of major applications since adoption.</td>
</tr>
<tr>
<td>Lack of heritage protection: Only extremely modest grants were available, and demolition controls were weak resulting in empty, decaying buildings eventually being demolished.</td>
<td>Robust heritage protection: Plan established first-ever conservation districts, along with heritage design guidelines, substantial grants &amp; incentives, and demolition prohibitions.</td>
</tr>
<tr>
<td>Lack of guidance on matters of design: 60 years of unregulated architectural &amp; streetscape design had marred the downtown.</td>
<td>Design Manual + new Design Review Committee: New Plan is a fundamental shift to design-based regulation.</td>
</tr>
<tr>
<td>Population loss: Between 1961 and 2001 the population of the Halifax Peninsula dropped from 92,000 to 61,000 people resulting in struggling businesses, school closures, and under-utilized infrastructure.</td>
<td>More people living &amp; working downtown: HRM by Design creates opportunity for 3 million sf of office/commercial and housing for 16,000 residents in a livable, walkable city.</td>
</tr>
<tr>
<td>Lack of capital investment in the public realm: Moribund streetscapes, under-utilized public spaces, disproportionate share of taxes spent in suburban areas.</td>
<td>Multi-year downtown capital improvement program: Plan re-establishes the importance of downtown as region’s engine, and directs significant streetscape/open space investment.</td>
</tr>
<tr>
<td>Net Result: Development driven to suburbs, population in decline, downtown in decline, lack of optimism for city.</td>
<td>Net Result: A new optimism is felt everywhere and a downtown renaissance is under way.</td>
</tr>
</tbody>
</table>
C-2. Urban Form / Reurbanization

Infill:
A primary goal of HRM by Design is to sharply increase the number of people living and working downtown on pre-existing infrastructure and services, thereby reducing the pressure for new development in peripheral areas. The HRM by Design area is 260 acres in size within which the plan identified 51 acres of vacant and underutilized land on which to concentrate infill development. These “opportunity sites” are primarily vacant sites, brownfield sites, surface parking lots, or under-utilized/decrepit building sites. These sites can readily accommodate 3 million sf of office/commercial space balanced with housing for up to 16,000 people.

History and Tradition:
Halifax is a historic port city with its Georgian architecture and block structure going back to its founding in 1749. In the 1970s a series of “viewplanes” were established to protect significant views of the city, its harbour, and harbour islands as seen from the highest point in the city, the historic Citadel fortress. HRM by Design upholds and enhances these treasured viewplanes and the intimate pedestrian scale of the original 120’x320’ blocks generally with 60’ rights of way. New built-form rules require that the height of streetwall equal the width of the streets (60’) thereby maintaining the historic, human-scaled street cross-sectional ratio of 1:1. Where additional height is permitted above the streetwall it must step-back a minimum of 10’ from the streetwall to preserve the 1:1 ratio as experienced from the sidewalk. In this way the plan balances protection of the historic scale of the city with the ability for growth and change expressed through contemporary architecture.

Pedestrian and Transit Friendly Mixed-Use Districts:
A complicated mosaic of separated Euclidean land use zones was established in the city in the 1950s, which had the unfortunate effect of separating uses, encouraging automobile use, and fracturing the urban fabric. The new Downtown Plan replaces the old zones with one mixed-use zone. This will enable a rich mix of uses to occur within walking distance of one another, and will result in the vibrant 24-hour downtown the community articulated through public consultation. This walkability is enhanced by a capital investment strategy to improve the active transportation network of bike lanes, waterfront trails and interconnected open spaces. The active transportation strategy is complemented by a proposed multi-modal transit facility and a new electric downtown circulator shuttle bus service. The plan encourages affordable housing through a number of measures including: no minimum unit size, no maximum residential density, the absence of parking requirements (only bicycle parking is required), and density bonuses in exchange for the provision of subsidized units.

Design Manual:
This growth and change will be of the highest possible design and material quality in accordance with a detailed new graphic urban design code to be administered by a new Design Review Committee comprised of local design professionals. Aside from the sustainability benefits of this densification (which are discussed in the next section), the 24-hour vitality and vibrancy that will attend this increase of people and activity will improve the quality of life for all. HRM by Design, and in particular the Design Manual and the new Design Review Committee, herald a new design-based planning paradigm for downtown Halifax and the region at large.

Importance of Streetscapes and Heritage:
HRM by Design acknowledges our streetscapes as our greatest shared public space resource and takes very seriously the responsibility to ensure that they, and the buildings that line them, are of the highest possible quality. As Halifax is a historic city the Plan also acknowledges the crucial role built heritage (individual structures, and intact districts) plays in place-making and in the continuity of our cultural identity. Beyond the graphic urban design code and Design Review Committee mentioned above, the Plan also created the city’s first ever Heritage Conservation District, and fast-tracks the creation of two more districts within 18 months. The conservation district balances demolition prohibitions with a generous program of grants and tax incentives. In existence for only 2.5 months the District has surpassed all expectations with numerous projects coming forward to restore long-dormant heritage gems in the downtown.

Within the 260 acre HRM by Design Downtown Plan area, the Plan identifies 51 acres of vacant and underutilized land
on which to concentrate infill development. Filling in the gaps in the streetwall caused by these vacant opportunity sites is a major strategy in improving walkability and pedestrian comfort downtown.

The Plan identifies nine distinct urban Precincts based on pre-existing built form character, density and use characteristics. Through new built form rules that control the variables of street wall height, building setbacks, overall height and design vocabulary, the existing character of the precincts is protected and enhanced.

C-3. Sustainability

One of HRM by Design’s greatest successes was to balance the ability for positive growth and change through a robust program of urban infill with the protection and ongoing reuse of the historic city fabric. In achieving this balance the Plan garnered the support of a broad range of stakeholders from vocal pro-development groups to active pro-heritage groups and all points of view in between. This approach (and the vibrant, walkable downtown it helps to create) maximizes social interaction, economic and cultural activity and creative expression, leading to a high quality of life while meeting the triple bottom line test of sustainability.

Environmental:
The greatest sustainability benefit of the Plan is the concentration of substantial new development on urban land that is already serviced by both hard infrastructure (roads, pipes, wires, transit, open space, schools) and soft infrastructure (shops, restaurants, galleries, museums). HRM by Design maintains and protects the historic compact and walkable city grid and enhances it by replacing the old mosaic of separated land use zones with a single mixed-use zone which puts all uses within walking distance of one another. In a bold move HRM by Design eliminates all requirements for vehicular parking, leaving only the provision of bicycle parking as mandatory. Surface parking lots are now only permissible when accessory to another use (i.e. no more commercial surface parking lots) and their size is limited to 20 cars, and they must be located behind building mass and be invisible from the street. Downtown Halifax is the central hub of a region-wide transit system, and is home to many of the region’s finest open space assets. This physical organization in conjunction with the Plan’s aggressive densification targets will promote pedestrianism and transit usage while giving all residents a credible alternative to automobile usage, thereby reducing GHG emissions. This approach affirms that our streets are to be shared amongst pedestrian, cyclists and motorists alike, but that pedestrians have primacy in the downtown core.

Through this Plan HRM has committed to meeting a minimum LEED Silver designation in all municipal projects, with a gradual escalation to more intense designation levels. For private development green design and construction is mandatory for applicants wishing to participate in the new density bonus program, and green roofs are mandatory on all new flat roofs. Additionally, legislative amendments are currently underway to give the city the authority to require green design and construction in all private development. As Halifax is a coastal city HRM by Design responds to sea level change by requiring all new habitable space to have a ground-floor finished floor elevation of at minimum 2.5 metres above the mean high water mark.

Cultural:

To encourage families to live downtown the Plan requires that every third unit have two or more bedrooms, and density bonuses are awarded for the provision of affordable units and family-friendly units. The Plan reduces the per-unit cost of housing through a number of measures including: no minimum unit size, no maximum residential density, and the absence of parking requirements. Although the Municipality currently lacks the legislative authority to require a percentage of affordable units in all development, the necessary legislative amendments were directed by the Plan and are now underway.

Encoding the preservation, renewal and adaptive reuse of the city’s built heritage is critical to the Plan’s success in that it ensures cultural continuity and preserves embodied energy. HRM by Design created unprecedented heritage protection
through demolition prohibitions within heritage conservation districts balanced with generous new grants and tax incentives for restoration. Outside of the conservation districts innovative new form-based heritage preservation design guidelines ensure heritage character is preserved while still permitting well-designed growth and change.

Regular street closures for community, cultural and festival events are a hallmark of dynamic and successful cities. The Plan establishes an inter-departmental protocol that encourages temporary street closures to boost vibrancy and sense of community.

**Economic:**
A primary goal of HRM by Design is to sharply increase the number of people living and working downtown on pre-existing infrastructure and services, thereby reducing the pressure for, and cost of, new development in peripheral areas. The HRM by Design area is 260 acres in size within which the plan identified 51 acres of vacant and underutilized land on which to concentrate infill development. These “opportunity sites” are primarily vacant sites, brownfield sites, surface parking lots, or under-utilized/decrepit building sites that can both accommodate, and benefit from up to 11 millions sf of new development, handily fitting the short-term densification target of 3 million sf of office/commercial and housing for up to 16,000 people. The economic impact of these aggressive densification targets on the municipal coffers is enormous both in the generation of tax revenues and in the cost avoidance of not having to service suburban development that will now be directed downtown. The impact on the private sector is likewise enormous in prosperity and job creation. Further, the walkability of streets is improved through a variety of capital improvement programs and developer-paid improvements through the density bonus program which will have major positive impact on the retail commercial activities downtown.

**C-4. Heritage Revitalization**

Halifax is a historic port city with its Georgian architecture and intimately scaled block structure going back to its founding in 1749. HRM by Design upholds and enhances treasured view protection provisions and the pedestrian scale of the original grid. The Plan also acknowledges the crucial role built heritage (structures and districts) plays in place-making and in the continuity of our cultural identity. Beyond the Design Manual and Design Review Committee mentioned elsewhere, the Plan also created the city’s first ever Heritage Conservation District, and fast-tracks the creation of two more districts within 18 months. Together these districts encompass 70% of the registered heritage properties in the downtown. These districts protect the heritage heart of the city, and provide demolition prohibitions that are carefully balanced with a generous program of grants and tax incentives. The city will provide up to $100,000 in matching funds for facade restorations, and will refund 15% of other restoration costs through property tax rebates. In existence for only three months the first district has surpassed all expectations with numerous projects coming forward to restore long-dormant heritage gems. The Plan has successfully balanced protection of the historic scale of the city inside the heritage districts with the ability for robust growth and change expressed through contemporary architecture outside the heritage districts.

**C-5. Housing**

One of HRM by Design’s core aspirations is to significantly increase downtown residential density, and in so doing provide multiple housing options for a range of income earners and families at various stages of their evolution. The Plan increases density by replacing all previous land use zones (many of which prohibited housing) with a single mixed-use zone across the downtown that allows and encourages residential uses. The new bylaw also requires that every third unit constructed have a minimum of two bedrooms in order to accommodate families. New design guidelines have been created to ensure high quality design and construction. Affordability is addressed through a number of innovations that reduce per-unit housing costs, including: elimination of a minimum dwelling unit size, elimination of a maximum residential density, and complete elimination of all parking requirements. And finally, the new density bonus program permits a 30% increase
in building height in exchange for the provision of affordable housing units, or for the provision of family-friendly units (minimum 3 bedrooms plus immediately accessible outdoor amenity space). These residential uses are complimented by mandatory open space which can be provided on rooftops and podium tops, which also result in “green” roofs.

C-6. Retail

Downtown Halifax has a rich historic tradition of pedestrian-based retail “high streets.” Strengthening this, the HRM by Design Plan requires that the sidewalk level uses on the two primary retail streets (Spring Garden Road and Barrington Street) must be active retail/commercial uses. On all other streets in the Plan area sidewalk level retail uses are encouraged in accordance with the new mixed use zone that covers the entire plan area. In areas where retail cannot yet be reasonably expected to succeed, the ground floor must be designed to be readily retrofitted for retail uses in the future. The physical form of retail is also influenced in several important ways by the new Design Manual: the floor to floor height of the first floor of all new structures must be a minimum of 14’ to ensure generous, historically proportioned retail ceiling heights; along the two high streets mentioned above all projects will be required to provide continuous awnings over the sidewalk to contribute to a burgeoning weather-protected pedestrian network important to retail vibrancy in our often damp climate; and, there is guidance on the design of human-scaled and well-proportioned storefronts of high quality design and materials.

C-7. Methodology / Public Participation

HRM by Design began in 2005 when the city requested the Dalhousie University Faculty of Architecture and Planning to prepare a comprehensive “terms of reference” for a downtown urban design plan. HRM then undertook public consultation on that document and ultimately crafted it into a comprehensive “Request for Proposals” that was issued in 2006. Concurrently HRM’s urban design department began a series of public lectures designed to engage residents on the issues of urban design in anticipation of the imminent planning process. By early 2006 a contract had been awarded to a consultant team, a technical staff steering committee had been formed, and 14 citizen-volunteers and 3 city councillors had been appointed to the newly formed Urban Design Task Force to help guide the project. An HRM by Design “kick-off” reception was held on Canada Day 2006 on the ramparts of historic Citadel Hill, over-looking downtown Halifax. On that day began the most ambitious and successful public consultation program ever undertaken by HRM, in which literally thousands and thousands of residents participated. Over the course of the ensuing three years the project team held six public forums, each of which ran from 9 am to 9 pm for four straight days and provided every conceivable means for community members to make their voices heard on every conceivable issue. During this time project staff also conducted over 130 presentations and discussions with community and stakeholder groups. Quarterly newsletters, a project website, a series of “Fact Sheets” and a substantial media presence further helped to communicate the evolving plan. Meanwhile a pivotal approval was sought at the provincial level: Because HRM lacked the legislative authority to conduct design review, “Bill 181 – The HRM by Design Bill” was passed at the provincial legislature with all but one MLA voting in favour, thereby fundamentally enabling the Plan's design-based approach. In a highly iterative and thorough process, the public reviewed three drafts of plan documents, while the Urban Design Task Force and the staff-based technical steering committee reviewed an additional four drafts. The Plan that ultimately went to Council for approval was in its eighth iteration. In the end the true test of any plan is whether the community recognizes it as their own. Third party polls showed that a remarkable 80% of the public supported the final plan, and it was swept into effect by City Council with a vote of 20-to-1. Three years of hard work would have been meaningless had we not engaged in a sustained and democratic campaign of earnest listening. The community recognizes this plan as their own, and as a result they support it overwhelmingly.
C-8. Implementation

In response to these challenges, and those described earlier in Section C-1 of this submission, HRM by Design created a completely new design-based planning paradigm for downtown Halifax. This included the creation of a new municipal planning strategy, land use bylaw, design manual and our first-ever heritage conservation district. An important innovation was the introduction of a Density Bonus program through which additional building height (up to 30%) can be granted in exchange for the provision of specific public benefit such as streetscape improvements, affordable housing or public art to name a few. This new policy regime is supported by a new “Site Plan Approval” development approval process that for the first time enables HRM to regulate the design of buildings and public spaces through a newly created decision-making Design Review Committee (composed of local design professionals). This new process yields decisions in just 60 days, results in projects of the highest possible quality, and removes the ambiguity of prior policy that so often led to appeals. Despite the current recession, the new plan and process have precipitated a rush of development application activity since they went into effect four months ago.

Finally, the HRM by Design downtown plan contains a “Plan Monitoring” program that requires the Plan undergo a “housekeeping” review every year and a major content review every five years. The five year review will be based on a series of performance measures under economic, social, cultural and environmental headings.

C-9. Innovation and Contribution to the Profession

HRM by Design makes a number of practical innovations in the fields of city planning and urban design that, due to the Plan’s straightforward ease of use and clarity of meaning, are readily transportable to other locales. This “portability” of outcomes was highlighted early on in the project’s terms of reference, and was a factor in achieving provincial and federal cost sharing for the project. As news of HRM by Design’s new Downtown Plan spreads, urban design staff are being increasingly contacted by staff and consultants from other municipalities across the country. The Plan’s major innovations have been discussed throughout the submission and are listed here for clarity:

- HRM’s first-ever Heritage Conservation District under the provincial Heritage Property Act
- HRM’s first Design Review Committee, to which Council has handed its decision-making powers
- Replacement of a mosaic of separated “Euclidean” land use zones with a single mixed use zone
- Complete replacement of a 60 year old Land Use Bylaw and a 35 year old Municipal Plan
- Creation of a Density Bonus program resulting in significant developer-paid public benefit
- New regulatory and approval regime that is design-based rather than use-based
- Creation of a new graphic urban design code, including form-based heritage guidelines (the “Design Manual”)
- A built form approach requiring that upper stories be stepped back above a human-scaled streetwall to maximize sunlight penetration and minimize wind and shadow impact
- Mandatory “green” roofs for all roofs of 1:12 pitch or flatter
- Complete removal of all parking requirements
- Commercially operated surface parking lots no longer a permitted use
- Replacement of a fractious multi-year approval process with a clear and predictable 60 day process
- A Plan Monitoring program requiring 5-year plan reviews based on Social, Economic and Environmental Benchmarks
- Record setting public consultation program both in terms of outcomes and attendance at events
D-1. Context Plan
D-2. Downtown Plan Area Detail
D-3. Walkable Mixed Use Downtown
D-4. Downtown Precincts
D-5. Maximum Heights and Protected Viewplanes
D-6. Opportunity Sites for Infill and Densification
D-7. Heritage Resources and Conservation Districts
D-8. Built Form Massing Rules
D-9. Streetscape Typologies
D-10. Sustainable Growth
D-11. Capital Improvements to the Public Realm
D-12. Brochure: *HRM by Design Project - Building a Better Downtown*
The Halifax Regional Municipality (HRM) has a population of approximately 390,000 in more than 200 communities spread over 1.5 million acres, with 1,400 miles of coastline. However, the economic, cultural and social hub of the city, the seat of municipal and provincial government, as well as the greatest concentration of population and employment is Downtown Halifax, which is the focus of HRMbyDesign.
The City of Halifax was founded in 1749, and The Downtown Plan area is centred on its historic grid, located on the eastern slope of the star-shaped fortress known as Citadel Hill. The natural boundaries of The Downtown Halifax Plan area are the Halifax Harbour to the east, Citadel Hill to the west, and established residential neighbourhoods to the north and south. Its size is a very walkable 260 acres.
The overarching intent of HRMbyDesign is to create a vibrant, walkable, sustainable, mixed-use downtown that will draw substantially more people to live and work within its boundaries. The focus is on high quality architecture and public space/streetscape design. The Concept Plan shown here highlights the pedestrian-oriented aspects of the capital improvement plan: the “Heritage Walk” of the downtown (red line), the “Harbour Walk” (green line), and a variety of other pedestrian amenities and connections. Importantly, the mosaic of old single-use, separated zones in the old plan has been replaced with one mixed-use zone, placing all uses within easy walking distance of each other.
HRMbyDesign identifies nine distinct urban Precincts based on pre-existing built form character, density, and use characteristics. Through new built form rules that control the variables of street wall height, at-grade setbacks, upper story building setbacks, overall height and design vocabulary, the existing character of the precincts is protected and enhanced. Beyond preserving existing character, this approach ensures pedestrians a rich variety of different architectural and streetscape experiences.
Prior to HRMbyDesign’s adoption there was no clear regulatory guidance on maximum allowable heights. For example up to seventy (70) separate and often competing policies had to be interpreted to establish acceptable heights on many development applications. Extensive public consultation and detailed urban design analysis led to a highly nuanced approach to establishing maximum building heights under this Plan. Heights step down toward the water, toward Citadel Hill and towards heritage districts. Tall buildings are directed to areas where they already exist. HRMbyDesign upholds and enhances a series of 12 protected viewplanes established in the 1970s at the community’s behest.
Within the 260 acre HRMbyDesign Downtown Plan area, the Plan identifies 51 acres of vacant and underutilized land on which to concentrate infill development. These “opportunity sites” are primarily vacant sites, brownfield sites, surface parking lots, or under-utilized/decrepit building sites. These sites can accommodate 3 million sf of office/commercial space balanced with housing for up to 16,000 people. Filling in the gaps in the streetwall caused by these sites is a major strategy in improving walkability and pedestrian comfort. The Opportunity Sites are shown in crimson on the plan at left, and a shown built-out in yellow in the 3d image below.
HRMbyDesign establishes HRM’s first heritage conservation district, which includes a restoration grant and tax credit program worth $3 million of public money over five years, which is expected to generate in excess of $15 million in private investment. The Plan also mandates the creation two additional districts within 18 months of adoption. These three districts capture the most contiguous and intact historic environments in the city, within their boundaries will be located 70% (88 of 126) of downtown’s registered heritage structures. The Plan also identifies a further 87 historic structures for near-term registration.
In order to maintain a positive pedestrian experience at the street level, and to reduce the impact of wind and shadow on the street while encouraging sunlight penetration, at-grade setback and upper-storey stepback rules have been incorporated into the Land Use By-law. The rules are designed for three main building types: low-rise, mid-rise and high-rise. Precinct character is preserved by adjusting the various height and setback variables to match existing built form. Important in a hill city where views are valued, only slender "point towers" are permitted in the high-rise form. A new bonus zoning program provides applicants for development with an opportunity to achieve additional height in exchange for prescribed public benefit.
HRM by Design acknowledges that streets are the primary component of the public realm in downtown Halifax, and the medium through which residents and visitors experience the city. As such they will be improved to promote a culture of walking through widened sidewalks, the addition of much needed amenities and bike lanes, and by undergrounding of overhead utilities. The diagrams at left show four of the eight “Streetscape Typologies” established by the Plan to reflect and enhance the unique character and function of each street.
HRM by Design will lead to a sustainable city that is densifying to make better use existing infrastructure and is investing to make walking and transit a real alternative to automobile use. This approach is discussed in greater detail in this submission’s Descriptive Data Sheet. The images above illustrate two of the Plan’s fundamental sustainability components.

**Brownfield Infill:** Vibrant new mixed use projects like this will occur on vacant and under-utilized lands throughout the downtown. Since the Plan went into effect in October 2009, there has already been a spike in major applications.

**Multi-modal Transit Hub:** Identified as one of the major capital improvement projects in the Plan, this project will occur on an under-utilized urban land fragment. It will meet LEED Silver designation, fill in a gap in a streetwall, and bring around the clock activity to the heart of the downtown.
Understanding that a sustained lack of investment in downtown's public realm has had significant cumulative deleterious impact, HRM by Design sets out an ambitious capital improvement plan. The Plan will be paid for through a combination of public money, area rates, and density bonusing fees. The images above illustrate two major projects identified in the Plan.

**Public Green Space Reclamation**: The historic garden of Province House (seat of provincial government) is currently used as a parking lot by members of the Legislative Assembly. This space will be reclaimed as urban green space.

**Streetscape Redesign: The George Street Corridor**: George Street connects Citadel Hill to the west to Halifax Harbour in the east. This strong urban axis ties together City Hall and Province House. Today it is an uninspiring streetscape oblivious to its enormous symbolic importance. This project will celebrate this axis through widened sidewalks, distinctive paving, street trees and facade remediation.
WHAT IS HRMbyDESIGN?

- HRMbyDESIGN is an urban design study of the Regional Centre, being conducted as part of the larger community visioning process for neighbourhoods and districts throughout HRM.
- The Regional Centre includes peninsular Halifax, and the city of Dartmouth within the Circumferential Highway.
- HRMbyDESIGN will establish a clear and compelling vision of our city’s future over the next 25 years.
- The centrepiece of HRMbyDESIGN is a new downtown plan, which will replace the current development rules for the downtown.

WHY IS IT NECESSARY?

- We need to stop the endless legal appeals that hamper speedy, good quality development in the downtown.
- We need to repopulate the Halifax peninsula and Dartmouth, to provide opportunities for people to live near where they work. This will also reduce traffic congestion for people coming to work from other areas of the city.
- We need to create cohesive, protected heritage conservation districts.
- We need to create an urban design strategy that will foster high quality, sustainable development and vibrant public spaces.
- We need to simplify, and reduce the risk for developers, by providing clear height and massing controls for new buildings.
- We need to create beautiful buildings through detailed design guidelines, and a commitment to architectural excellence.
- We need to protect the integrity of existing residential neighbourhoods.
- We need to ensure that every building in our city contributes positively to the community.

WHY IS THIS IMPORTANT TO EVERYONE?

- The Regional Centre is the economic and social heart of the region.
- Good urban design will enhance our quality of life by building a healthy, sustainable and vibrant city.
- Our city will be more open, safe, accessible and welcoming to people from all walks of life.
- More investment in cultural, recreational and entertainment venues, including public open spaces.
- A beautiful, exciting city will revitalize the region by attracting and retaining our skilled youth population.
- Preserving our natural and built heritage assets is essential in showcasing our city on the world stage.
- The alternative—status quo—is unacceptable.
The ‘Ten Big Moves for Downtown Halifax’ are the result of extensive consultations, including two forums that each attracted over 500 members of the public. These Moves represent what we want our downtown to look like, and how we want it to function in the next 25 years.

**DEFINED AND DISTINCT DOWNTOWN DISTRICTS**

Even though downtown is a small space, there are several distinct districts, each with their own type of character and building styles. We want to further enhance the characters of these districts by: filling in vacant lots; adding new development at a variety of heights, styles and uses; and ensuring that new developments are appropriate to their location.

**INCREASE OPPORTUNITIES TO LIVE AND WORK DOWNTOWN**

Since the 1970s, peninsular Halifax has lost 25,000 residents to suburban neighbourhoods. To reverse this trend, HRMbyDESIGN accommodates a wide variety of new development, in both the short and long term. The new approvals process will provide the clarity and predictability required to stimulate new residential and commercial development. With more residents and more workers on the peninsula, the downtown will become a more vibrant and prosperous place.

**A PROTECTED AND VIBRANT HISTORIC HEART**

Halifax’s rich heritage assets are a main attraction for tourists and locals, which helps to increase the economic prosperity of the city. The protection and preservation of these heritage resources is a key pillar of HRMbyDESIGN. The Barrington Street Heritage Conservation District will celebrate and protect these buildings. Future historic districts are also planned for South Barrington and the area around Historic Properties.

The Cogswell Interchange (or “highway to nowhere”) is the only physical remnant of a plan to build a freeway in the downtown in the 1960s. The interchange, just north of Historic Properties, takes up 16 acres of prime downtown real estate, and is the main gateway to the downtown. The Cogswell Interchange needs to be demolished and remade into a new area of downtown with iconic office buildings, public space and amenities, and a view to reconnect the north end to downtown Halifax and the waterfront. Cornwallis Park, at the other end of Hollis, also needs to be enhanced with the right kind of investment and development at its edges.

“You can’t rely on bringing people downtown; you have to put them there.”
—Jane Jacobs
Provide a Variety of New and Improved Open Space Anchors and Connections

As more and more people live in and around downtown, we will need more parks and other amenities. A variety of high quality open spaces are proposed to provide signature destinations downtown, and to make downtown living more desirable. Establishing green links between the Citadel and the waterfront is also a priority.

Great Streets That Support a Culture of Walking

Improved streetscapes are intended to enhance the downtown experience, supplement the open space network, promote a culture of walking, support street level retail, and strengthen district identities. Beautiful, well-designed, pedestrian-friendly streets will inspire more people to explore downtown shops, restaurants and entertainment venues. Great streets connect local neighbourhoods and districts, increasing downtown vibrancy around the clock. Filling in the existing vacant lots and gaps in the street walls is a key objective of HRMbyDESIGN.

When I get asked what’s the single most important thing that can be added to a city to help revitalize it, I always say “housing.” —Seth Harry

“...The problem is not the automobile. There are plenty of cars and traffic jams in European cities, but urban planning and design there does not simply revolve around making space for the car. —Larry Ford
REMEDIATING THE INTERFACE AND QUALITY OF EXISTING BUILDINGS & STRUCTURES

This plan will encourage, assist and enable the improvement and/or transformation of existing buildings and infrastructure that currently have a negative impact on the pedestrian experience. This includes improving undesirable street-level conditions, and updating and enhancing existing buildings through façade, lighting and signage improvements.

REINFORCE VISUAL CONNECTIONS AND CIVIC PRIDE

Visually prominent sites provide unique opportunities to define areas, strengthen visual connections, animate open spaces, and to orient and stimulate pedestrian movement. These sites are appropriate for specific functions and urban design features such as public art, monuments, attractions, landmark architecture, and civic or cultural facilities.

NEW DEVELOPMENTS DESIGNED TO BE WELL-MANNERED & PEDESTRIAN FRIENDLY

The approach to guiding new development is focused on ensuring a vital, inviting pedestrian environment that will attract residents, enhance retail uses at street level, encourage active transportation choices, and resonate with visitors to the downtown. Proposed strategies to achieve these objectives include: enhancing existing heritage with complementary design, directing height where it is appropriate, ensuring sun penetration on sidewalks and minimizing wind impacts, ensuring a coherent relationship between neighbouring buildings, and making the overall pedestrian experience comfortable, safe and visually appealing.

A TRANSIT AND ACTIVE TRANSPORTATION FRIENDLY DOWNTOWN

Improved access to downtown and the Regional Centre will be achieved through an increased investment in public transportation. A sustainable, accessible and efficient public transportation system will reduce the reliance on private automobiles, and prolong the life of our transportation infrastructure. High-density development in the downtown will further support long-term transit use. A priority will also be placed on increasing the walkability and options for cycling throughout downtown.

Commitment to downtown revitalization and re-use of historic buildings may be the most effective single act of fiscal responsibility a local government can take.

—Donovan Rypkema

www.downtownhalifax.ca
SUPPORT A VIBRANT DOWNTOWN HALIFAX

The Downtown Plan, as outlined in this document, is scheduled to come before Halifax Regional Council in April 2009. Following the presentation, members of the public will then have an opportunity to address Council and offer their views and comments on the plan. HRM Council will make the final decision on whether to accept the Downtown Plan or turn it down and keep the current policies in place. If you support what you have read, the Downtown Halifax Business Commission urges you to speak at the public hearing and/or write or call your local Councillor to express your support for the plan.

COUNCILLOR’S SUPPORT OFFICE

Councillor’s Support Office
Phone: 902-490-4050
Mail: PO Box 1749, Halifax, NS B3J 3A5
Fax: 902-490-4122

You can locate your Councillor online at the following link:
www.halifax.ca/districts

For more information on HRMbyDESIGN, or if you would like to receive regular project updates, visit www.hrmbydesign.ca.

To be notified of the time/location of the public hearing, email capdistrict@halifax.ca.

This publication was produced and distributed by the Downtown Halifax Business Commission.
For more information or for an electronic version of this brochure, please visit www.downtownhalifax.ca or email info@downtownhalifax.ca.

This publication was printed with vegetable based inks on 100% post-consumer recycled paper.
<table>
<thead>
<tr>
<th></th>
<th>Title</th>
<th>Tab</th>
</tr>
</thead>
<tbody>
<tr>
<td>E-1</td>
<td>Downtown Halifax Secondary Municipal Planning Strategy</td>
<td>Tab 1</td>
</tr>
<tr>
<td>E-2</td>
<td>Downtown Halifax Land Use By-Law</td>
<td>Tab 2</td>
</tr>
<tr>
<td>E-3</td>
<td>Design Manual</td>
<td>Tab 3</td>
</tr>
<tr>
<td>E-4</td>
<td>Barrington Street Heritage Conservation District Plan &amp; By-Law</td>
<td>Tab 4</td>
</tr>
</tbody>
</table>
DOWNTOWN HALIFAX
SECONDARY MUNICIPAL PLANNING STRATEGY

I HEREBY CERTIFY that this is a true copy of the Downtown Halifax Secondary Municipal Planning Strategy which was passed by a majority vote of the Council of the Halifax Regional Municipality at a duly called meeting held on the 16th day of June, 2009.

GIVEN under the hands of the Municipal Clerk and under the Corporate Seal of the Halifax Regional Municipality this ___ day of __________________, 2009.

___________________________
Julia Horncastle
Acting Municipal Clerk
# TABLE OF CONTENTS

Chapter 1: Introduction ......................................................... 1

1.0 Overview ........................................................................ 1
1.1 Trends Shaping Downtown Halifax .................................... 1
1.2 How this Plan Was Created .......................................... 3
1.3 Why We Need a Downtown Plan ..................................... 4
1.4 The Importance of Sustainability ...................................... 5
1.5 Functional Plans ................................................... 5

Chapter 2: Downtown Halifax Urban Design Vision and Principles .............. 6

2.0 Overall Vision for Downtown Halifax .................................. 6
2.1 Guiding Principles ...................................................... 7
2.2 The Ten Big Moves .................................................... 7
2.3 Downtown Precinct Visions ........................................ 10
2.3.1 Vision for Precinct 1: Southern Waterfront ................. 10
2.3.2 Vision for Precinct 2: Barrington Street South ............ 11
2.3.3 Vision for Precinct 3: Spring Garden Road Area .......... 11
2.3.4 Vision for Precinct 4: Lower Central Downtown .......... 12
2.3.5 Vision for Precinct 5: Barrington Street Heritage Conservation District 13
2.3.6 Vision for Precinct 6: Upper Central Downtown ........... 13
2.3.7 Vision for Precinct 7: Historic Properties ................... 14
2.3.8 Vision for Precinct 8: Cogswell Area ......................... 14
2.3.9 Vision for Precinct 9: North End Gateway ................... 15

Chapter 3: Built Form and Precinct Framework .................................. 16

3.0 Built Form Framework ............................................. 16
3.1 Downtown Precincts .............................................. 18
3.2 Land Use Framework .................................................. 18
3.2.1 Land Use Mix ..................................................... 18
3.2.2 Primary Pedestrian-oriented Commercial Streetscapes .... 19
3.2.3 Provision of a Mix of Housing Types ....................... 19
3.3 Building Height and Massing ........................................ 20
3.3.1 Heights Framework ............................................. 21
3.3.2 Building Envelopes ............................................. 21
3.3.3 The Design Manual ............................................. 22
3.3.4 Streetwall Character ............................................ 23
3.3.5 Heritage Character ............................................. 23
3.4 Development and Design Review Process .......................... 24
3.4.1 Site Plan Approval ............................................. 24
3.4.2 Design Review Committee ..................................... 25
3.4.3 Bonus Zoning .................................................... 25
3.4.4 Exceptions to Building Heights and Massing ............... 26
<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.3</td>
<td>Public Transit</td>
<td>56</td>
</tr>
<tr>
<td>7.3.1</td>
<td>Downtown Shuttle</td>
<td>57</td>
</tr>
<tr>
<td>7.3.2</td>
<td>Downtown Transit Terminal</td>
<td>57</td>
</tr>
<tr>
<td>7.4</td>
<td>Parking</td>
<td>58</td>
</tr>
<tr>
<td>7.5</td>
<td>Transportation &amp; Streetscape Design Functional Plan</td>
<td>58</td>
</tr>
<tr>
<td>7.5.1</td>
<td>Transit Corridors</td>
<td>59</td>
</tr>
<tr>
<td>7.6</td>
<td>Freight Movement</td>
<td>59</td>
</tr>
<tr>
<td>7.7</td>
<td>Waterfront View Corridors</td>
<td>59</td>
</tr>
<tr>
<td>8.0</td>
<td>Introduction</td>
<td>60</td>
</tr>
<tr>
<td>8.1</td>
<td>Relationship to Other Plans</td>
<td>60</td>
</tr>
<tr>
<td>8.2</td>
<td>Regulatory Tools</td>
<td>60</td>
</tr>
<tr>
<td>8.2.1</td>
<td>Land Use By-law</td>
<td>60</td>
</tr>
<tr>
<td>8.3</td>
<td>Design Review Committee</td>
<td>61</td>
</tr>
<tr>
<td>8.4</td>
<td>Co-operation with External Agencies</td>
<td>62</td>
</tr>
<tr>
<td>8.5</td>
<td>Public Investment</td>
<td>62</td>
</tr>
<tr>
<td>8.6</td>
<td>Plan Monitoring Program</td>
<td>63</td>
</tr>
<tr>
<td>8.6.1</td>
<td>Amendments to this Plan</td>
<td>63</td>
</tr>
<tr>
<td>8.6A</td>
<td>Transition to this Plan</td>
<td>64</td>
</tr>
<tr>
<td>8.7</td>
<td>Functional Plans</td>
<td>65</td>
</tr>
</tbody>
</table>

Appendices:
- Appendix A - Streetscape Typologies
- Appendix B - Plan Monitoring Performance Measures

List of Maps:
- Map 1 - Plan Area
- Map 2 - Downtown Precincts
- Map 3 - Central Blocks
- Map 4 - Maximum Pre-Bonus Heights
- Map 5 - Maximum Post-Bonus Heights
- Map 6 - Heritage Resources
- Map 7 - Heritage Districts
- Map 8 - Vacant Sites
- Map 9 - Streetscape Typologies
- Map 10 - Open Spaces
- Map 11 - Views
- Map 12 - Prominent Visual Terminus Sites
- Map 13a - Street Network Plan
- Map 13b - Street Network Plan (Bicycle Routes)
CHAPTER 1: INTRODUCTION

1.0 OVERVIEW

This Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS) reflects the vision that Halifax Regional Council and the citizens of Halifax Regional Municipality (HRM) have for the downtown core of Halifax. The DHSMPS encompasses the commercial heart of HRM’s Regional Centre and Capital District. The DHSMPS plan area boundary is shown on Map 1 and includes the business districts of downtown Halifax and Spring Garden Road. This is the same area defined as the "HRM by Design Downtown Plan Area" in the Halifax Regional Municipality Charter. The DHSMPS plan area functions as the central business district, cultural heart and civic seat of HRM, and possesses the greatest mix and intensity of land uses within the region. Framed by the Halifax Citadel National Historic Site and the Halifax waterfront, the DHSMPS plan area consists of the historic settlement’s original block and street pattern, and numerous heritage and cultural landmarks in a distinctive landscape setting.

The DHSMPS seeks to provide a coherent structure that respects and builds upon these existing elements of the downtown. Most importantly, a downtown ‘precincts’ approach helps to coordinate, focus and direct land uses, development, public investments, and cultural planning strategies. It is intended to provide guidance on the ‘look and feel’ of the downtown for the next 25 years and identify where change ought to occur and where it ought to be managed carefully.

This Plan provides a vision for the distinct character and growth aspirations for downtown Halifax, replacing former policy and regulation in the Halifax Municipal Planning Strategy and the Land Use By-law for Halifax Peninsula. The Barrington Street Heritage Conservation District Plan provides a companion document regulating the heritage aspects of this heritage conservation district as enabled under the regulatory framework of the Nova Scotia Heritage Property Act. The DHSMPS is intended to be read in conjunction with the Regional Municipal Planning Strategy, which defines areas of regional interest with respect to the Capital District and downtown Halifax, as well as relevant citywide policies in the Halifax Municipal Planning Strategy.

1.1 TRENDS SHAPING DOWNTOWN HALIFAX

Over the past several decades, downtown Halifax has been shaped by forces in the regional economy, major demographic trends and changing consumer preferences. The key changes affecting the DHSMPS are discussed in the following sections related to population, housing and the economy.

Population & Housing Trends:

(a) Downtown Halifax and the remainder of the peninsula have experienced a significant loss in population over the past three decades (a loss of 25,000 people) due to smaller family
and household sizes and growth of suburban communities.

(b) The downtown population has stabilized with 4.3 percent growth over the last five years attributed to a renewed interest in urban living.\(^1\)

(c) Market analysts anticipate a sustained high demand for multi-family housing over the next few years, due to changing demographics, household formation, lifestyle choices, an aging population and the rising cost of single-detached houses.\(^2\)

(d) This Plan seeks to target mixed use housing in downtown Halifax to attract a diverse community including families with children. The plan will target families by encouraging larger apartment units and related amenities (schools, parks, shopping) to support family living.

(e) Housing affordability in and around downtown Halifax is a challenge in view of the strong demand for central locations. HRM is undertaking an analysis of housing affordability issues, together with homelessness and related social concerns. This Plan encourages a mix of housing types targeting housing affordability as part of the bonus zoning provisions discussed further in chapter 3 of this Plan.

(f) Capitalizing on these trends, this Plan targets downtown Halifax for significant residential growth, building on the Regional Municipal Planning Strategy goals of promoting walkable, transit-oriented & complete neighbourhoods.

Economic Trends:

(g) Being the location of almost half of the region’s jobs, downtown Halifax is the dominant employment center and is the single largest focal point for HRM’s office supply, thus providing a centrally located economic cluster at the convergence of major public transit routes. Growth in the employment sector has been evident in the last five years with more jobs and a tighter market for office space. However, this share of growth has not kept pace with expansion in suburban centres.\(^3\)

---

\(^1\) Nova Scotia Community Counts - Halifax Citadel (Community).


\(^3\) The downtown Halifax core employs approximately 20,000 people. In 1998, the Halifax CBD accounted for 58% of HRM’s total office space, but by 2007 this had declined to 48%. As of 2007, downtown Halifax accounted for 4.9 million square feet of total office inventory, compared with 5.2 million square feet for suburban locations. The gap was narrower for class A office space, with downtown accounting for 1.9 million square feet, only slightly below the 2 million square feet in the suburbs.
(h) The financial services sector, largely concentrated in downtown Halifax has been growing over the past few years and is projected to experience future growth as new companies relocate to HRM. This will cause downtown rents to continue to surge higher as prime space continues to get more difficult to find. 4

(i) There has been a decline in downtown retail occupancy due to competition from suburban malls and outlying “big-box” retail areas. There has also been a shift toward shops and services that cater primarily to tourists and office workers, as well as a trend toward higher-end personal services and “experience” shopping. Spring Garden Road remains a favoured location for retailing as a specialized downtown shopping niche. A critical mass of population and employment is needed to support the continued growth of the downtown retail sector.

(j) Four Halifax universities are located within walking distance of the downtown, attracting a student enrollment of nearly 25,000. The large student population on the Halifax Peninsula supports many downtown shops and services.

(k) The downtown entertainment sector remains strong, with opportunities to sample the work of local artists and numerous bars and restaurants offering live entertainment.

(l) Downtown Halifax is an important centrepiece of the image of HRM as a whole, not only for tourists - including the 727,000 visitors to HRM heritage sites in 2007 5 but also for convention organizers, business people and potential investors. The importance of downtown in branding HRM has been repeatedly demonstrated through the hosting of world class events such as the G-7 Summit, Tall Ships festivals, Halifax International Busker Festival, Atlantic Jazz Festival, Royal Nova Scotia International Tattoo, the Juno Awards, and many downtown sports events. The global knowledge-based economy values not only economic efficiency, but also quality of life factors and cultural authenticity. Both are important assets offered by downtown Halifax.

1.2 HOW THIS PLAN WAS CREATED

In 2006 Council initiated a Regional Centre Urban Design Study (HRMbyDesign) as called for in the Regional Municipal Planning Strategy. HRMbyDesign is intended to articulate a design strategy to foster quality development and vibrant public spaces through the creation of new policies and tools such as design guidelines, improved development approval processes, and incentives for high quality development particularly within the downtown Halifax core. The first phase of the process focused on the entire Regional Centre, which includes the area of Dartmouth

---


located inside the Circumferential Highway, and the Halifax Peninsula. That work, and the public consultation it entailed, yielded the Council-approved Regional Centre Urban Design Vision and Principles, Framework, and Reurbanization Strategy. Taken together, these three project components embody a shared vision for the Regional Centre for the next 25 years, and provide the basis for a new planning framework for this area. The second phase of the project was focused on downtown Halifax in recognition of the economic and cultural importance of this area and the need for a clear urban design vision to guide development and public investment. A consultant study entitled “Downtown Halifax Urban Design Strategy” 6 provided the basis for much of the DSHMPS policy directions.

HRMbyDesign has been championed by a Council appointed 17-member Urban Design Task Force, which includes three Councillors. This group is made up of community volunteers who represent residents and community leaders in business, development industry, heritage, community development, architecture and design fields. Council’s Regional Plan Advisory Committee (RPAC) and the Heritage Advisory Committee (HAC) have also reviewed the project recommendations as they relate to areas of regional interest, amendments to the Regional Municipal Planning Strategy and heritage.

1.3 WHY WE NEED A DOWNTOWN PLAN

The overall goals of this Plan include fostering a positive downtown development climate, making a beautiful public realm, improving heritage protection, investing in public spaces, promoting high quality architecture, and well-designed streetscapes. These objectives are taken into consideration and balanced among each other at all times in the planning process. This Plan will:

(a) improve heritage protection and heritage assistance;

(b) create clarity and predictability in the development approval process so that quality development can occur more efficiently and with fewer appeals;

(c) acknowledge that it is people (residents and workers) that make a lively, vibrant downtown and to achieve that we need design standards to improve the beauty of downtown’s architecture and public spaces;

(d) bring more people to live and work in the Regional Centre, by directing a mix of quality residential and commercial development to areas that can both accommodate it and benefit from it; and

(e) further HRM’s regional goals related to sustainability, economic competitiveness and walkable, and cycle and transit-oriented communities.

---

1.4 THE IMPORTANCE OF SUSTAINABILITY

A sustainable city is one that is growing smartly through three scales of development: city-wide, neighbourhood, and building site. At the city-scale, a sustainable city is densifying to use existing infrastructure and is investing to make walking, cycling and transit appealing alternatives for commuting. At the neighbourhood scale, a sustainable city is one that strives to ensure its neighbourhoods are walkable and complete by locating amenities such as parks, schools, and commercial uses within walking distance of residences. At the building scale, a sustainable city is one that promotes sustainable building design to reduce resource and energy consumption. And finally, a sustainable city is one that recognizes that to be truly sustainable at any scale, development must meet the test and principles of the triple bottom line: socially and culturally sustainable, economically sustainable and environmentally sustainable.

Sustainability is a fundamental underpinning of the design approach to the Regional Centre and downtown Halifax. In recognition of its importance, the theme of sustainability is woven throughout several sections of this Plan including: Introduction, Vision, Built Form, Economic Development, Public Realm and Transportation. HRM is committed to the concept of sustainability by facilitating greater densities and intensities of use, showing leadership in the sustainable design of public buildings and spaces, and investing in public transportation. This Plan will address environmentally sustainable design by encouraging project proponents to design, construct, and operate buildings and landscapes in an environmentally responsible manner through the bonus zoning system.

The Sustainability Functional Plan discussed in chapter 3 of this Plan and the Community Energy Functional Plan directed by the Regional Municipal Planning Strategy, will comprehensively address matters of environmental responsibility and stewardship in the DHSMPS plan area, including public and private development, and encompassing streets, parks, and buildings.

1.5 FUNCTIONAL PLANS

The purpose of a functional plan is to guide the management of the Municipality as set out in the Halifax Regional Municipality Charter. They do not represent land use policy but rather HRM’s intent to create detailed management guides for setting budgets for programs, services and facilities consistent with the implementation of this Plan. Functional plans will also guide HRM in the ongoing management of strategic initiatives, partnerships and demonstration projects useful to seeing the full potential of the Plan realized over time.
CHAPTER 2: DOWNTOWN HALIFAX URBAN DESIGN VISION AND PRINCIPLES

The DHSMPs articulates a compelling vision for downtown Halifax looking forward 25 years and beyond. The vision is described through the following sections in this chapter: (1) overall vision statement for downtown Halifax, (2) guiding principles, (3) ten big moves, and (4) precinct visions. These four components of the vision for downtown Halifax are intended to support and guide the implementation of this Plan in terms of the design of development and public spaces.

2.0 OVERALL VISION FOR DOWNTOWN HALIFAX

In the next 25 years downtown Halifax will become a thriving urban environment with a strengthened historic heart. Many more people will live in downtown Halifax’s mixed use neighbourhoods enjoying splendid public spaces and human scale streetscapes. A mix of housing types will increase living and working opportunities for all people and will appropriately transition in scale and design to surrounding neighbourhoods and cultural destinations. The streetscape experience will be improved through redevelopment which incorporates active street level shops and activities. Infill development and redesigned streetscapes will encourage a culture of walking.

Pedestrian and visual connections will unify the downtown through beautifully designed Citadel to Harbour streets (Duke, George, Prince and Sackville Streets), thereby linking the Harbour with Citadel Hill. Downtown Halifax will define its’ character by distinct precincts that celebrate and reinforce the downtown as a civic, cultural, and economic destination. High-quality public plazas, forecourts, courtyards and promenades will complement and visually connect every precinct, adding valuable public amenities and performance spaces throughout the downtown. The Halifax Harbourwalk will celebrate the best attraction of downtown Halifax, featuring a new Halifax ferry terminal as a landmark waterfront destination. Furthermore, the Esplanade Plazas will properly celebrate the significance and importance of Citadel Hill with design features that demand respect.

Barrington Street will be defined as the historic heart of the downtown through its immediate designation as a heritage conservation district. Halifax’s history will further be preserved through the establishment of two additional heritage districts in the area surrounding Barrington Street south and Historic Properties.

The Cornwallis Park area will become the southern gateway into the downtown, with a revitalized park to include public art. Once infill development on vacant sites in the central downtown is underway in the short to mid term, the Cogswell Interchange will be transformed in the mid to long term into a new mixed-use precinct functioning as the northern gateway into the downtown, and will feature a restored surface street grid. Visitors arriving at the transit terminals will immediately feel welcomed and connected to downtown Halifax as a result of the
enhancement of these gateways. Much greater emphasis will be placed on walking, cycling and transit in the downtown.

2.1 GUIDING PRINCIPLES

There are six overarching principles that represent the major themes carried forward in this Plan. These high level principles set the stage for the policies and strategies that follow:

(a) **A Sustainable Downtown:** The promotion of a compact, intensified and walkable downtown is a central ingredient in HRM’s regional sustainability objectives and a major focus of this Plan. This Plan features strategies to promote sustainable building design and environmentally sustainable development practices.

(b) **A Living Downtown:** Create a living downtown through distinct neighbourhoods while supporting the creation of new residential opportunities including desirable high-density neighbourhoods with a variety of housing choices that are supported by high quality community, streetscape and open space amenities that are open year round.

(c) **A Distinct Downtown:** Maintain a distinctive downtown by preserving and reinforcing the elements that impart a sense of history, culture and a unique natural setting.

(d) **A Beautiful Downtown:** Restore the pursuit of longevity, civic pride, visual appeal, and inspiring qualities to the design, improvement and construction of streets, open spaces and buildings.

(e) **A Connected Downtown:** Strengthen the visual and physical connections between historical and natural assets, and civic and open space destinations in the downtown. In addition, create similar connections to surrounding districts and neighbourhoods outside the downtown, in particular along major transit nodes and corridors.

(f) **A Vibrant Downtown:** Create a vibrant downtown by developing policies and procedures that encourage an urban environment with a broad mix of land uses, the required infrastructure and the necessary critical mass to support a creative and exciting economic, cultural and social community.

2.2 THE TEN BIG MOVES

Collectively, ten aspirations constitute a shared and widely agreed upon vision of what we want downtown Halifax to look like in the next 25 years. The ten big moves represent a summary of the key strategies established in this Plan:

1. **Defined and distinct downtown precincts**
Downtown Halifax features nine distinct precincts with varying characters, functional identities
and building forms. The objective of defining these precincts is to help focus and direct land uses, define appropriate character for development, protect heritage, and guide public investment. The precincts are shown on Map 2, with the vision statements described in the next section of this chapter.

2. Increase live and work opportunities in the downtown
The future vibrancy and economic growth of the downtown depends on many more people living and doing business there. The Regional Municipal Planning Strategy accommodates an increase of approximately 25,000 new residents in the Regional Centre over the next 25 years. Building on that figure, this Plan has identified the potential for at least three million square feet of office space and up to 16,000 new residents in the downtown over the next 15 years. Importantly, this capacity accommodates a variety of new residential and commercial development in the short and long term. While this amount of growth may not occur within the 25-year study window, it is nonetheless important to identify that there is capacity for it without negative impact on the open space, heritage protection and urban vibrancy goals of the project.

3. A protected and vibrant historic heart
Halifax’s rich heritage assets are a main attraction for tourists and locals, increasing the economic prosperity of the downtown. The protection and preservation of these heritage resources is a key pillar of this Plan. The Barrington Street Heritage Conservation District will implement stronger methods of heritage protection than currently exist, along with a preservation incentive program. Future study is also recommended in the Barrington Street South and Historic Properties areas to implement similar programs. Design guidelines and incentives will protect heritage resources outside of heritage districts.

4. Integrate the Cogswell and Cornwallis Park Gateways
The transformation of the Cogswell Interchange and Cornwallis Park gateways will serve as catalysts for revitalization and the attraction of new residents and businesses to downtown. Public support for the redevelopment of the Cogswell Interchange and rejuvenation of Cornwallis Park is tremendous, particularly in the Cogswell area due to opportunities to provide more public open space and amenities, and new residential and commercial development.

5. Provide a variety of new and improved open space anchors and connections
The amount and quality of public open space and amenities must increase in parallel with the increase in residents and workers downtown. A variety of high quality open space types are proposed to complement adjacent uses, to provide signature destinations downtown, ensure amenities for high-density residential living and to stimulate the downtown revitalization. Visual and physical connections along the east-west streets that terminate in outdoor public open spaces on the waterfront are important in reestablishing the link between the Citadel and the Harbour, and are a key component of the downtown Halifax vision.

6. Great streets that support a culture of walking
Improved streetscapes are intended to enhance the downtown experience, supplement the open space network, promote a culture of walking, support street level retail operations, and strengthen
precinct identities. Beautiful, well-designed, pedestrian-friendly streets will inspire more people to explore downtown shops, restaurants and entertainment venues. Great streets connect local neighbourhoods and precincts, increasing downtown vibrancy around the clock. A key principle in support of great streets is promoting the infill of vacant and underutilized lands and at-grade parking lots with high-quality development.

7. Improve the quality of existing buildings & structures
As part of the urban design objectives for downtown Halifax, this Plan will encourage, assist and enable the improvement and transformation of existing buildings and infrastructure. Strategies include the retrofitting of undesirable street level conditions, updating and enhancing existing towers and parking structures through façade improvements, and improved lighting.

8. Reinforce visual connections & civic pride
Visually prominent sites provide unique opportunities to define areas, strengthen visual connections, animate open spaces, and to orient and stimulate pedestrian movement. These sites are appropriate for urban design features such as public art, monuments, attractions, landmark architecture, and civic or cultural facilities. Potential opportunity sites include: Granville Mall, the Halifax ferry terminal, waterfront open spaces at the foot of east-west streets, the Cogswell and Commons Gateway, and the north & south ends of Barrington and Hollis streets.

9. New developments designed to be well-mannered & pedestrian friendly
The approach to guiding new development is focused on ensuring a vital, inviting pedestrian environment that will attract residents, enhance retail uses at street level, encourage active transportation choices, and resonate with visitors to the downtown. Proposed strategies to achieve these objectives include: enhancing existing heritage with complementary design, directing height to where it is appropriate, ensuring sun penetration on sidewalks and minimizing wind impacts, promoting a coherent relationship between neighbouring buildings, and ensuring the pedestrian experience is comfortable, safe and visually appealing. This includes the idea that tall buildings have the greatest civic obligation to be appropriately located, and to feature high quality materials, roof treatments, and overall architectural excellence. New towers will aspire to become landmark buildings as part of the renewed downtown Halifax skyline.

10. A transit and active transportation friendly downtown
Building on the goals of the Regional Municipal Planning Strategy, this Plan promotes access to downtown and the Capital District primarily through investment in public transportation, providing alternatives to the dependence on the automobile. Development in turn should be provided at appropriate densities to support continued transit use and much greater emphasis shall be placed on walkability and cycling in the downtown. Public transportation must progress into a whole new level of public acceptability by making its use vastly more convenient and with much improved levels of service. This Plan aspires to make transit use a universally acceptable and accessible means of transportation.
2.3 DOWNTOWN PRECINCT VISIONS

Downtown Halifax features nine distinct precincts as shown on Map 2, each with varying characters, functional identities and building forms. The objective of defining these precincts is to help focus and direct land uses, define appropriate character for development, protect heritage, and direct public investment. The following precinct-specific vision statements articulate long-term goals for these areas that support guidelines for development and public spaces established in the Design Manual and through future functional plans outlined in this Plan.

2.3.1 Vision for Precinct 1: Southern Waterfront

Centred on the southern end of Lower Water Street and anchored by the Halifax Harbourwalk, Cornwallis Park, and the seawall, the southern downtown waterfront is poised to become one of the downtowns’s most desirable neighbourhoods. Building on the existing residential area, significant residential intensification alongside a mix of other compatible civic and commercial uses can serve to create both a great new destination and a splendid place to live overlooking the Harbour and within enviable proximity to all the amenities that downtown living has to offer.

New mixed-use, mid-rise buildings and strategically placed signature point-towers will be the emphasis of the new infill, which will serve to introduce a significant critical mass of people while closing the gaps in the southern waterfront streetscape. These developments will solidify the link between the central downtown and its southern extent anchored by the train station. Building on the existing residential character and heritage resources, new developments will create an integrated and harmonious high density neighbourhood with an exceptional street-level vibrancy including convenience retail outlets, sidewalk cafes, specialty shops, end of street plazas and grade-access residential units.

Defining landmark developments and improvements will include the adaptively reused and integrated power plant facility, a landmark development of signature architectural quality at the southern terminus of Lower Water Street, and new waterfront plazas framed by new potential cultural attractions at the foot of Morris Street and Marginal Road. In concert with open space and streetscape improvements, a strong linkage will be established between the Halifax Harbourwalk and Cornwallis Park to complete the connection between the downtown’s southern destination anchors and further stimulate pedestrian movement throughout the area. The southern waterfront is a precinct defined by the Harbour, with open spaces along the Halifax Harbourwalk, at the end of the streets leading to the Harbour. New buildings will fill in existing gaps along the streetscape. Lower Water Street will have great sidewalks, landscaping and a streetwall that emphasizes its meandering qualities. Pedestrian-oriented retail shops and services will frame open spaces.
2.3.2 Vision for Precinct 2: Barrington Street South

Centred on the historic south Barrington Street spine and anchored by Cornwallis Park, this precinct serves as downtown’s southern gateway comprised of an eclectic mix of small to mid-sized specialty retail, restaurant and professional office uses. This precinct will serve as a renewed community focus for the surrounding neighbourhoods, while providing for a transition in scale and intensity between the downtown and the established low-rise residential areas to the south and west. The low to mid-rise heights, concentration of impressive historic buildings and the formal public square are defining qualities that lend to this precinct’s traditional ‘European’ charm and character.

Improvements to Cornwallis Park and its framing streetscapes will enhance the image and prestige of the park and serve as a catalyst for revitalizing the area. This will occur through the creation of a traditional urban square framed by continuous at-grade commercial uses, cafes, hotels and key civic destinations, including the train station. Speciality shops, restaurants and services will be drawn to the distinct architectural character of south Barrington and Hollis Streets, providing the local and surrounding residential population with convenience and complementary amenities. Infilling of vacant lots combined with streetscape improvements will greatly strengthen the precinct’s role as a link between the south end, the Spring Garden Road area, the waterfront and the central downtown.

Defining landmark developments and improvements will include the enhancement of Cornwallis Park to establish and formalize its civic function as the third anchor point in the triangle of downtown public squares, which includes the Grand Parade and Public Gardens. The park’s signature paving and landscape treatments will extend onto the surrounding streets and to the fronts of the framing buildings. The framing of Cornwallis Park will be completed with a signature development at its south face, which can integrate the existing grocery store function while providing a compelling architectural landmark and public art installations to terminate the Barrington and Hollis view corridors.

2.3.3 Vision for Precinct 3: Spring Garden Road Area

This precinct is one of downtown’s most appealing and vibrant mixed-use areas centred on the lively Spring Garden Road commercial corridor. With proximity to major health and academic institutional complexes, and surrounded by tremendous green amenity, the Spring Garden Road precinct will play a leading role in defining the image of downtown as a livable, enriching and sustainable place to live, work and play. Intensified small-scale commercial uses and enhancements to the streetscapes will further strengthen the precinct’s critical pedestrian function as a link between the downtown and the institutions and neighbourhoods to the west and east.

Residential, office and mixed-uses in mid to high-rise buildings will continue to ensure the critical density of people and activity that lend to the precinct’s vitality while providing for greater utility and physical enclosure to the surrounding open spaces. New, large scaled developments will be carefully designed to ensure that pedestrians on Spring Garden Road...
continue to enjoy sunlight for significant periods throughout the day. Infill opportunities along Clyde Street, adjacent to the historic Schmidtville neighbourhood, will reinforce its residential character while providing for buildings along Clyde Street that transition in height from the mid-rise buildings permitted along Spring Garden Road, to the existing low-rise buildings of Schmidtville to the south. The mixed use nature of the new buildings along Clyde Street will also provide a transition in intensity of use from the active retail required along Spring Garden Road to the primarily residential uses in Schmidtville. Infill developments along Spring Garden Road to the east of Queen Street will reinforce the area’s distinct qualities characterized by historic civic monuments with generous landscaped setbacks.

Defining landmark developments and improvements will include the enhancement of Spring Garden Road as the key east-west downtown pedestrian connection that links the Public Gardens to the Barrington Street Heritage Conservation District. The former Halifax Infirmary property and sites on the north side of Clyde Street will be infilled with a mix of uses that will serve to fill the major ‘gaps’ in the precinct while complementing the adjacent established and historically significant neighbourhoods.

2.3.4 Vision for Precinct 4: Lower Central Downtown

Fronting on the central waterfront, and containing a large concentration of downtown office towers, hotels and major regional attractions, this precinct will continue to serve as the primary regional hub for commerce, culture and tourism. The gaps along the waterfront will be infilled with a mix of uses that integrate parking facilities and are focused around a series of distinctly designed waterfront plazas at the ends of the streets leading to the Harbour. Most significant of these plazas is at the terminus of the Grand Promenade, which serves as a splendid east-west spine that links the waterfront, Grand Parade and the Citadel. The design of the Grand Promenade will provide an appealing route for pedestrians to traverse the steep slope to access many downtown attractions and destinations.

New mid and high-rise developments along the waterfront will step down in height to ensure a low-rise frontage along the Halifax Harbourwalk, while infill within the historic block and street pattern will be massed to ensure that buildings have proportional relationships to the shallow depths of the blocks and narrow widths of the streets. In addition to major new office complexes, substantial new high-density residential developments will help to balance the mix of uses in the precinct and ensure a vibrant street life throughout the day and in all seasons.

Defining landmark developments and improvements will include the infill of major vacant sites to the south and along the waterfront, the redevelopment of the ferry terminal to create an identifiable civic landmark, and major enhancements to the public realm that include key streetscape improvements, new plazas and key public art installations.
2.3.5 Vision for Precinct 5: Barrington Street Heritage Conservation District

The Barrington Street Heritage Conservation District is the downtown’s heritage heart and soul, and serves as the central retail spine that connects to all but one of the downtown’s precincts. Building on its exceptional assets, which include great accessibility, traditional ‘main street’ charm, and an extraordinary assembly of historic resources, this precinct will transform into one of the downtown’s key destinations for shopping, dining, galleries, entertainment and cultural attractions. Sensitive adaptive re-use, additions and infill will help to revitalize the corridor while reinforcing its historic character. A residential population and small-scale businesses in the creative sector will be drawn to the loft spaces and prestigious character associated with the grandeur of the historic buildings.

The heritage value of the Barrington Street Heritage Conservation District lies in the historic and architectural significance of its buildings and civic open spaces, and its evolution as Halifax’s principal downtown commercial street for the past 260 years. The open spaces, churches, and historic government buildings at the northern and southern ends of the precinct provide tangible reminders of the downtown’s social, civic, and religious development in the late 18th and early 19th centuries, and the continuation of these functions in the present day.

The northern and southern ends of the precinct are characterized by historic government buildings and churches with a high order of architectural design set in landscaped open spaces, and defined by formalized paths, perimeter walls, and public monuments. The old commercial part of the precinct between these historic open spaces has a dense urban form based on the original block pattern of sixteen, 12.2m x 18.3m lots per block. Some buildings occupy single lots; others occupy double lots or larger lot consolidations. Buildings vary in width and height, from two to six storeys, with most in the three or four storey range, giving the streetscape a varied skyline and block profile. Some buildings are low and narrow, others higher and wider, in many cases with a projecting cornice or parapet at the roof-line. This varied profile is an important character-defining element of Barrington Street and contributes both to the architectural variety and human scale of the street and the varied sunlight and shadow conditions.

2.3.6 Vision for Precinct 6: Upper Central Downtown

Fronting on the Citadel, anchored to the north and south by major civic destinations, and in close proximity to Barrington Street, this precinct has enhanced appeal as a location for the hospitality and entertainment industry. The fine-grained historic block and street pattern lends well to the concentration of pedestrian-oriented alternative shops, restaurants, bars, night clubs, sidewalk cafes and cultural venues such as performing arts theatres. Infill and redevelopments will continue to intensify this area’s distinct function as the downtown’s arts and entertainment district by accommodating complementary uses such as hotels, small-scale offices for creative related ventures, galleries and artist studios.

New, low to mid-rise buildings will be designed to ensure proportional relationships to the shallow depths of the blocks and narrow widths of the streets. Streetscape improvements will
accommodate the area’s high pedestrian volumes and support spill out activities, including a grand esplanade along the base of the historic Citadel. The Metro Centre’s facade on the Grand Promenade will be readapted to provide a positive frontage. To provide a new civic focus to the precinct, the Sackville Promenade is a potential catalyst for revitalizing the area and serve as a new community gathering space framed by cafes and restaurants. Designed into the steep grade, the Sackville Promenade may be designed as a series of steps, which will lend well to the staging of outdoor events and festivals.

2.3.7 Vision for Precinct 7: Historic Properties

This contiguous and intact heritage environment will continue to serve as a major attraction and hub of social and commercial activity in the downtown. Anchored by the waterfront and the Granville Street Pedestrian Mall, this precinct’s character is defined by low-rise buildings and the intimate spaces they frame. The convergence of small-scale retail uses, a market, restaurants, bars, NSCAD University, galleries, and hotels, creates a charming and vibrant ‘urban village’ in the heart of downtown. This unique function will be further strengthened with the transformation of the Cogswell Interchange, which will place this precinct in a central position to serve as an area focus and primary pedestrian linkage to newly developed areas to the north.

Sensitive adaptive re-use, additions and infill will help to revitalize the precinct while reinforcing its historic character. The Granville Street Pedestrian Mall will be further enhanced by the development of the site to its north, which will reinforce the low-rise street wall and provide a complementary landmark feature to mark its north view terminus. Enhancements to the streetscapes and crosswalks, as well as a potential plaza to the north, will help to strengthen east-west pedestrian connections and links to the waterfront.

2.3.8 Vision for Precinct 8: Cogswell Area

Over the mid to long term of the 25-year life of this Plan, the dismantling of the Cogswell Interchange will enable the transformation of this area into a coherent and appealing mixed-use precinct that will serve to reconnect the downtown with the north end, provide a compelling northern gateway, and accommodate a significant density of office, commercial and residential uses. The development of contemporary landmark towers of signature architectural quality will enhance and update the downtown skyline and potentially redefine its image. These high densities will be supported by a network of pedestrian-scaled blocks framed by high-quality streetscapes and public spaces. Existing buildings and structures that were once inward looking will be readapted to provide positive street frontages with retail use at-grade.

New streets and improved alignments will enhance pedestrian connections to the waterfront and to the north end neighbourhoods. Towers will sit on low-rise podiums that reinforce human-scaled streetscapes while accommodating rooftop gardens and amenity spaces for their inhabitants. Building heights will step down toward the neighbourhoods to the north and the Harbour while further enhancing the shape of the skyline. The approach and entry into the
downtown from Barrington and Cogswell Streets will be greatly enhanced through ceremonial quality streetscaping and clearly defined gateways with landmark public art installations.

Before the redevelopment potential of the Cogswell Interchange area is realized, the vacant and under-utilized sites in the other downtown precincts should commence. Additionally, a detailed Cogswell Interchange Area Masterplan should be undertaken. These two important steps will ensure that the livability of the central downtown will improve in the short term, and that when redevelopment of the Cogswell area does begin in the mid to long term, it will follow a rational plan that yields optimal functionality and vibrancy.

2.3.9 Vision for Precinct 9: North End Gateway

Fronting onto the Citadel and interfacing with the existing historic neighbourhoods of the north end, this precinct will become one of the downtown’s most desirable residential neighbourhoods afforded with tremendous views of the Harbour and proximity to the Commons and the services and shops of Gottingen Street. This area’s role as a major gateway into the downtown will be signified by a high quality open space and public art installation and signature architecture at the prominent corner framed by Cogswell Street and Rainnie Drive. The transformation of Cogswell into a ceremonial boulevard and the esplanade treatment of Rainnie will serve to provide this precinct’s residents, businesses and visitors with tremendous amenity, while enhancing these important pedestrian connections into the downtown from the surrounding areas.

Existing civic and recreational facilities will be integrated into new, mixed-use developments that frame the streets while providing architectural features to enhance important north-south view corridors from the areas to the north. The low to mid-rise buildings will provide interior courtyard gardens accessed through mid-block connections. Their massing and material quality will provide for a complementary transition to the distinct character of the neighbourhood to the north. Gottingen’s intersection with Cogswell and its link to Rainnie will become an important civic focus for the area that will extend the ‘main street’ character to a celebratory terminus at the Citadel Esplanade.

Policy 1 HRM shall, through the applicable provisions contained in the Land Use By-law and Functional Plans, implement the vision for downtown Halifax as outlined in this chapter to guide future development and investment in public space in downtown Halifax. This vision consists of the following components:

(a) Downtown Halifax Vision Statement;

(b) Guiding Principles;

(c) The Ten Big Moves; and

(d) Downtown Precinct Visions.
CHAPTER 3: BUILT FORM AND PRECINCT FRAMEWORK

3.0 BUILT FORM FRAMEWORK

Built form generally refers to the shape, pattern and configuration of buildings and structures that frame streets and open spaces. Built form also refers to architecture; that is, the height of buildings, the articulation of their form, and the quality of their materials and construction. The distinct built form identity of downtown Halifax, as with most historic centres, is closely linked to its human-scale and the fine-grain rhythm of uses and buildings.

The Built Form Framework for downtown Halifax builds on the Urban Design Vision and Principles outlined in Chapter 2 of this Plan to guide decisions regarding growth and development such that the desired scale, function, quality and character of new development are consistent with the vision and principles. The Built Form Framework ensures that development maintains appropriate relationships with streets and open spaces, that there are appropriate relationships between buildings, and that there are appropriate transitions between areas of differing scale and intensity of use. Although the Built Form Framework is considerate of land uses, its central focus is on the character, shape, scale and design of buildings; it is therefore said to be a form-based approach to development regulation, consistent with the direction of the Regional Municipal Planning Strategy.

The Built Form Framework establishes and is supported by the following objectives:

(a) Shaping and guiding new development to respond to the unique context and potential of downtown Halifax.

(b) Clarity of urban design intentions and a reasonable level of predictability of outcomes in the form, scale and intensity of new development.

(c) Flexibility for a variety of development responses that may be shaped by land uses, market forces, and the complex and organic nature of existing building, property and block patterns in downtown Halifax.

(d) Securing meaningful public benefits from the private sector through the carefully considered use of bonus zoning as enabled under the Halifax Regional Municipality Charter.

(e) Enhancing the pedestrian environment by ensuring appropriate interfaces between buildings and sidewalks.

(f) Maximizing sun and sky exposure by introducing appropriate controls for building massing and the relationships between buildings.
(g) Reinforcing distinct precinct character by identifying desirable unique built form characteristics and guiding new developments to reinforce and enhance those defining qualities.

(h) Ensuring feasible and viable forms of development by providing a framework in which a variety of uses and functions can be accommodated with consideration for necessary functions such as servicing and parking, and access to light and privacy.

(i) Attention to civic design and architectural quality by providing guidance for building articulation, material quality, sustainable design, and for reinforcing the visual prominence of special sites.

The Built Form Framework recognizes the inherent complexity of downtown Halifax with respect to property ownership, property size and configurations, block and street patterns, land uses, as well as existing building types, densities and heights. Therefore, the approach taken for shaping new development focuses on defining a set of parameters and standards concerned with ensuring the appropriate building form. Accordingly, the Built Form Framework is comprised of the following four sections:

(a) Downtown Precincts – established to focus and direct context-specific land uses, appropriate development character, heritage protection, and public investment in accordance with existing and desired precinct character.

(b) Land Use – provides guidance for directing certain uses and supporting amenities, services and programs to reinforce existing or desired land use characteristics.

(c) Building Height, Massing & Character - provides guidance for consideration of the unique qualities of the different streetscapes and precincts that make up the downtown, and guidance for the appropriate height and massing of new development.

(d) Development and Design Review – sets out the site plan approval process that will govern downtown development, and introduces detailed design guidelines relating to heritage, built form, streetwall character and sustainable building design.

These four sections are interrelated components of the Built Form Framework, and all four are to be considered in concert when determining the appropriate development scale, character and design on any given site.

Policy 2 HRM shall adopt a Built Form Framework for the DHSMPS plan area as shown on Map 1 and establish a Land Use By-law that includes provisions for downtown precincts, land use, building envelopes and streetwall characteristics, development, and design review.
3.1 DOWNTOWN PRECINCTS

Downtown Halifax features nine distinct precincts as defined on Map 2 each with varying characters, functional identities and building forms. The objective of identifying these precincts is to define appropriate character for development, protect heritage, and direct public investment.

Each precinct is governed by vision statements contained in Chapter 2 and implementing provisions in the Land Use By-law and Design Manual that address the following: precinct character and identity, building height, building massing and upper storey stepbacks, heritage protection considerations, detailed urban design guidelines, open space recommendations and other guidelines and requirements.

This precinct-based approach brings clarity and predictability to downtown Halifax development while retaining the context-specific detail required to direct appropriate treatment of heritage resources, prescribing the maximum building envelopes of new development, and insisting upon vibrancy and excellence of design in the public realm. This approach promotes the filling-in of vacant lots, new development at a variety of scales, styles and uses, and it ensures that new development is appropriate to its location based on existing and desired precinct character.

Policy 3 HRM shall adopt the downtown precincts shown on Map 2 and establish provisions in the Land Use By-law that regulate:

(a) height and built form of development;
(b) detailed urban design guidelines;
(c) open space;
(d) parking; and
(e) other requirements in each of the precincts.

3.2 LAND USE FRAMEWORK

3.2.1 Land Use Mix

In support of the diverse urban character of downtown Halifax, a broad range of residential, commercial, and cultural uses are permitted and encouraged throughout the downtown with few restrictions. The importance of downtown Halifax as an employment centre will continue to be recognized and supported. The components of the Built Form Framework discussed in section 3.3 provide for varied forms of development in low, mid, and high-rise buildings to accommodate the future employment growth needs for downtown. This Plan also supports more people living in downtown Halifax and establishes population targets to support this growth. Residential growth will be encouraged by removing previous density limitations and encouraging...
a broad mix of unit types, housing affordability, and amenities to support downtown living. These strategies are further discussed in section 3.2.3.

Policy 4 HRM shall establish in the Land Use By-law two zones, a Downtown Halifax Zone (DH-1) and an Institutional, Cultural & Open Space Zone (ICO), within which a mix of uses are permitted.

3.2.2 Primary Pedestrian-Oriented Commercial Streetscapes

Primary pedestrian-oriented commercial streetscapes are those downtown Halifax streetscapes with a critical mass of at-grade retail or other commercial uses that animate the sidewalk, and that should be encouraged and enhanced. These streets typically feature streetwalls with continuous retail uses characterized by close placement to the sidewalk, narrow shop fronts, high levels of glazing, and frequent entries. New developments along primary pedestrian-oriented commercial streetscapes will be required to provide active at-grade uses consistent with preexisting built form characteristics. Examples of such active uses include, but are not limited to: retail outlets, restaurants and cafes, banking, and other services.

Policy 5 HRM shall designate Barrington Street and Spring Garden Road as primary pedestrian-oriented commercial streetscapes and establish requirements for retail and other commercial uses at street level.

Policy 6 HRM shall designate primary pedestrian-oriented commercial streetscapes through the Land Use By-law and establish requirements for active ground floor uses along these streets.

3.2.3 Provision of a Mix of Housing Types

This Plan sets a goal of increasing residential density in downtown Halifax with individuals and families at all stages of their lives, and from across the demographic and economic spectrum with a variety of housing needs. The following policies address two key aspects of downtown housing related to housing type and affordability.

Housing type: To achieve the vibrant downtown that this Plan sets out to provide, the lack of downtown housing opportunities for households of two or more people must be addressed. Downtown housing is currently dominated by studio and one-bedroom apartment units. The existing downtown housing stock must therefore be augmented with an increased number of two or more bedroom dwelling units through requirements established in the Land Use By-law that specify minimum ratios for dwelling unit types. Furthermore, provisions are set out in the bonus zoning section of this Plan that encourage developers to provide three or more bedroom dwelling units, and that incorporate amenities such as daycares and outdoor spaces. Design considerations for housing are set out in the Design Manual introduced later in this section, including requirements for landscaped open space for residential uses in certain precincts in recognition of their predominantly medium density residential character.
Housing Affordability: To achieve the vibrant downtown that this Plan sets out to provide, housing opportunities for residents with a variety of income levels must be accommodated. Therefore, housing affordability, as defined in the Land Use By-law, shall be encouraged through the bonus zoning provisions of this Plan. The external appearance of affordable units should be indistinguishable from market units. These and other design considerations for such housing are set out in the Design Manual.

Beyond the regulatory provisions of the Land Use By-law, there is a significant opportunity for municipal, provincial and federal departments and agencies to lead the way in increasing housing affordability with the redevelopment of publicly owned lands in downtown Halifax. Policies in Chapter 5 of this Plan encourage governments to formalize an agreement to collaborate in the development of a full spectrum of housing affordability as part of the redevelopment of government-owned lands in downtown Halifax.

Policy 7 HRM shall establish provisions in the Land Use By-law to encourage a mix of housing types in downtown Halifax including requirements for landscaped open space for residential units.

Policy 8 HRM shall encourage the provision of affordable residential units in downtown Halifax through the bonus zoning provisions of this Plan. Further, it shall be the intention of HRM to collaborate with other levels of government to encourage leadership in the provision of housing affordability in the redevelopment of publicly owned lands in the downtown pursuant to Policy 49.

3.3 BUILDING HEIGHT AND MASSING

Downtown Halifax is comprised of areas that are established and stable, areas that are dynamic and ever-changing, and areas that are historic. While accommodating future growth is a fundamental objective of this Plan, development will not occur uniformly, in scale or in character, over time. This section serves to provide predictability with respect to important characteristics that development must observe depending on location, adjacencies, distinct areas or streets and desired land uses. Building heights and massing are discussed under the following headings:

(a) Heights Framework
(b) Building Envelopes
(c) Streetwall Character
(d) Heritage Character
3.3.1 Heights Framework

For the sake of ensuring clarity and predictability in the desired height and building pattern for downtown Halifax, this Plan establishes a maximum heights framework for development. For developments to achieve the maximum heights as shown on Map 5, developments must (1) conform with the built form and design provisions of the Land Use By-law and (2) provide public benefits in accordance with the bonus zoning provisions discussed in this Chapter. Except for minor architectural features, the maximum heights framework can only be modified through an amendment to this Plan.

The maximum heights framework provides a rational and balanced height pattern resulting from the synthesis of a complex set of urban design considerations tailored to the downtown Halifax context including:

(a) protection of the pedestrian street level experience with a height-to-width ratio of approximately 1:1 which promotes skyviews and sunlight penetration to the street;
(b) reinforcing the existing and desired character of the nine downtown precincts;
(c) the introduction of Heritage Conservation Districts;
(d) respecting the modestly scaled historic block and street pattern;
(e) a transition in heights to the Citadel, heritage areas, low-rise neighbourhoods and the waterfront;
(f) reinforcing a distributed and varied height pattern by directing taller buildings to areas where they already exist; and
(g) upholding the Citadel View Planes and Ramparts requirements from the Land Use By-law for Halifax Peninsula.

Policy 9 HRM shall adopt the building heights shown on Map 5 as the maximum building heights permitted in the DHSMPS plan area subject to the bonus zoning provisions of this Plan.

3.3.2 Building Envelopes

The envelopes establish the height and massing of new developments in the downtown. These envelopes were derived from a comprehensive process of exploration and testing and embody a complex and layered set of urban design considerations. As a result, the building envelopes:

(a) reinforce ‘human-scaled’ streetscapes through proportional street wall heights;
(b) provide transitions in scale to low-rise areas and the waterfront;

(c) define appropriate standards for bulk, above grade stepbacks, and separation distances of buildings to ensure adequate street-level conditions with respect to minimizing wind and maximizing sun penetration and sky exposure; and

(d) balance height and massing relationships to prevent a canyon effect on streets where taller buildings are appropriate.

The envelopes organize all possible building heights into the following categories:

(a) Low-Rise Building Envelope;

(b) Mid-Rise Building Envelope; and

(c) High-Rise Building Envelope.

The envelopes are categorized in this way to reflect the differing set of urban design standards that are applicable for each of the three ranges of heights. Although the guidance provided in this Chapter with respect to matters such as heritage and streetwall conditions are consistently applied to all three envelopes, the massing standards will differ among them. This is because buildings have different effects as they get taller, and can have compounding impacts on the public realm that need to be mitigated with corresponding controls on massing, floor plate size and separation distances.

Policy 10 HRM shall adopt in the Land Use By-law building envelopes for low, mid, and high-rise buildings for the purposes of establishing desirable building streetwall heights and massing requirements.

3.3.3 The Design Manual

The Design Manual will form part of the Land Use By-law, establishing comprehensive design guidelines for development addressing matters related to external design, precinct and streetwall character, heritage, building articulation and materials, lighting, landscaping, parking, signs, and sustainable design. This Manual will be the primary reference used in the design review process for both non-substantive and substantive site plan approvals.

Policy 11 HRM shall adopt a Design Manual as part of the Land Use By-law to provide design guidance in the site plan approval process. The Design Manual shall include provisions related to external design, precinct and streetwall character, heritage character, building articulation and materials, lighting, landscaping, parking, signs, and sustainable design and other similar matters.
Streetwall character is primarily concerned with providing guidance for how buildings should interface with the sidewalk and the quality of the enclosure they provide to the street. The placement, scale and design quality of the building’s streetwall determines the nature and character of the streetscape and reinforces desired pedestrian or broader public realm objectives. This Plan, therefore, provides direction on streetwall height and on streetwall setbacks:

(a) **Streetwall height** refers to the height of the base of a building rising from the sidewalk level. To ensure a comfortable human-scaled street enclosure, street walls should be generally no less than three storeys, and generally no greater than a height that is a 1:1 ratio of the width of the street as measured from building face to building face. Accordingly, maximum streetwall heights will change in accordance with the varying widths of downtown streets – generally 15.3 m to 21.4 m. This enables a range in streetwall heights that can accommodate as much as a two-storey discrepancy on steep sloping sites with frontages on streets of differing elevations. Consistent with the principle of providing a comfortably scaled public realm enclosure, streetwalls not within heritage contexts may be permitted to exceed the general height suggested by the 1:1 ratio, where fronting onto significant public open spaces such as Cornwallis Park, and when appropriately set back from the property line.

(b) **Streetwall setback** refers to the location of the front face of a building relative to the street line. While retail and commercial streets are framed by buildings uniformly placed at the sidewalk with no setback, other areas that are more residential or institutional in character are framed by buildings that vary in their setback from the street. To reinforce existing and desired streetscape and land use characteristics, streetwall setbacks are categorized into a hierarchy of setback standards, which are set out in the Design Manual section of the Land Use By-law.

**Policy 12** HRM shall implement provisions in the Design Manual section of the Land Use By-law relative to streetwall character, how buildings should interface with the sidewalk, and the quality of the enclosure they provide to the street.

**3.3.5 Heritage Character**

Heritage character identifies the variety of heritage resources and contexts that currently exist in the downtown that should have priority consideration where impacted by a new development. These resources are a legacy of the area’s rich and proud history and comprise the most significant aspect of the downtown’s distinction. Heritage policies in Chapter 4 govern heritage conservation, and distinct from those policies the purpose of this section is to:

(a) ensure heritage streetscapes and potential Heritage Conservation Districts are reinforced with compatibly scaled and designed developments; and
(b) ensure development abutting heritage resources provides appropriate transitions based on the significance of the heritage resource.

One of the defining elements of the urban design character of downtown Halifax is the historic grid of the blocks that define much of the original settlement block pattern, designated as Central Blocks on Map 3. On these blocks, the scale of new developments ought to be proportional to the modest depths of the blocks and narrow street widths. Special built form provisions will be established in the Land Use By-law in consideration of the historic block pattern.

Policy 13 HRM shall adopt the term Central Blocks in the Land Use By-law as shown on Map 3 and establish in the Land Use By-law appropriate building form provisions for these blocks.

Policy 14 HRM shall include heritage guidelines in the Design Manual section of the Land Use By-law to be used in evaluating development proposals that are on or abutting registered heritage properties.

3.4 DEVELOPMENT AND DESIGN REVIEW PROCESS

3.4.1 Site Plan Approval

Site plan approval is a development approval process enabled under the Halifax Regional Municipality Charter that will replace the use of development agreements in downtown Halifax. This process will help to improve clarity, predictability and timeliness in the development approval process. Under site plan approval, the approval of any development application shall occur in two parts:

(a) the quantitative elements of an application are subject to approval based on the prescriptive criteria in the Land Use By-law;

(b) the qualitative elements of an application are subject to approval resulting from a design review process. In the case of non-substantive site plan approval, which includes building repairs, window and door replacements, and minor increases in building height, design review will be conducted by staff. In the case of substantive site plan approval, which includes the development of new buildings and most building additions, design review will be conducted by a Design Review Committee (see section 3.4.2).

Policy 15 HRM shall adopt the site plan approval process in the Land Use By-law to ensure high quality design for downtown development. The site plan approval criteria shall be defined in the Land Use By-law and shall address the following matters:

(a) conformance with the Design Manual addressing matters such as architectural and site design, heritage compatibility, and sustainable design;
provisions for non-substantive and substantive site plan approval; and,
requirements for public consultation prior to an application for site plan approval being submitted to the Municipality.

The *Halifax Regional Municipality Charter* enables Council to require a notification area for approved site plans larger than the standard 30 metre radius prescribed by the legislation. In recognition of the importance of public awareness of major developments within downtown Halifax and to ensure an integrated design approach across precincts, a notification area for substantive site plan approvals that is inclusive of the boundary of the DHSMP plan area will be established. Notification will be in the form of a notice published in the local newspaper. For non-substantive site plan approvals, notification will be provided in writing to all assessed property owners as per the requirements of the *Halifax Regional Municipality Charter*.

**Policy 16**

HRM shall, through the Land Use By-law, establish a notification area for substantive site plan approvals within which the Development Officer shall give notice of the approved site plan through advertisement in a newspaper circulating in the Municipality. The notification area for non-substantive site plan approvals shall be as per the requirements of the *Halifax Regional Municipality Charter*.

### 3.4.2 Design Review Committee

The site plan approval provisions of the *Halifax Regional Municipality Charter* enable the establishment of a design review committee to ensure that the design of proposed developments meets the intent of this Plan. The Design Review Committee will be established through the Land Use By-law to administer the Design Manual section of the Land Use By-law, and variances to the Land Use By-law.

**Policy 17**

HRM shall establish a Design Review Committee through the Land Use By-law to evaluate substantive site plan approval applications in conformance with the Design Manual section of the Land Use By-law and variances to the Land Use By-law. Council shall determine an appropriate composition for the committee.

### 3.4.3 Bonus Zoning

Subject to the provisions of the Land Use By-law, View Planes and Citadel Ramparts regulations, a bonus in height is offered as an incentive for specific public benefits in excess of the minimum development requirements set out in this Plan. The maximum achievable building height as shown on Map 5 can only be achieved through the bonus zoning provisions of this Plan. The pre-bonus heights as defined on Map 4 will in all cases be approximately 30% lower than those shown on Map 5. To encourage redevelopment and to provide further incentive for the conservation and re-use of heritage resources, the bonus zoning provisions shall not be applied within the Barrington Street Heritage Conservation District (precinct 5), the two potential Heritage Conservation Districts (precincts 2 and 7), or to low-rise building forms.
Policy 18  HRM may consider a variety of public benefits when assessing site plan approval applications seeking a height bonus in exchange for the provision of public benefit, in accordance with the bonus zoning provisions of the *Halifax Regional Municipality Charter*. HRM shall establish provisions in the Land Use By-law to guide negotiations of appropriate public benefits including:

(a) the preservation or enhancement of a heritage building;
(b) the provision of publicly accessible amenity space;
(c) the provision of residential units at a subsidized cost to contribute to housing affordability in the DHSMPs plan area in accordance with the definition of housing affordability in the Land Use By-law;
(d) the provision of three and four bedroom dwelling units with direct access to outdoor amenity space;
(e) the provision of rental commercial space made available at a subsidized cost for arts and cultural uses or child care centres;
(f) the provision of public art;
(g) the provision of public parking facilities;
(h) investment in public transit or active transportation infrastructure; and
(i) the provision of exemplary sustainable building practices.

3.4.4 Exceptions to Building Heights and Massing

Where all other conditions are met, and subject to certain design conditions, variations to building heights and massing may be considered in exceptional situations to allow for improved building design. It is the intention of these exceptions to avoid rigid interpretations of policy that would compromise quality of building design.

Policy 19  HRM may permit variances of building envelopes in accordance with the variance criteria in the Design Manual part of the Land Use By-law to enable improved building design.

3.4.5 Sustainable Building Design

Sustainable design is defined as architecture, landscape and engineering that establishes the conservation of energy, materials, and natural resources and systems, as a primary consideration
in their planning, design, construction and life cycle. This includes public as well as private
development, and encompasses streets, parks, and buildings.

This Plan supports principles of sustainable building design as part of the design program for
downtown Halifax development by encouraging the use of sustainable design practices. While
there are many initiatives promoting and developing standards for sustainable design, Leadership
in Energy and Environmental Design (LEED™) is the most highly recognized system currently
being used in North America. There are four possible levels of LEED certification: certified,
silver, gold, and platinum. The rating achieved by a given project depends on the number of
points it earns as scored on a range of sustainability measures. LEED standards exist for new
construction, major renovation, multi-unit residential buildings, campuses, and other project
types. HRM is committed to the concept of sustainable design and construction, and has
therefore adopted the requirement that all new municipal buildings across the Municipality must
achieve a minimum rating of LEED silver. This requirement will build LEED capacity amongst
the local design and construction community. As this capacity grows, it is expected that the
minimum requirement will be raised to gold and ultimately to platinum.

At the writing of this Plan, mandatory requirements for energy conservation and sustainable
design standards such as LEED are not enabled under the provincial Building Code Regulations,
which regulate construction practices throughout the province. The Province, under the
leadership of the Department of Energy, is currently reviewing its policies and legislation in this
area. It is HRM’s intent to undertake a Sustainability Functional Plan that will coordinate work
with the Province in strengthening existing municipal and provincial regulation in the areas of
energy conservation and sustainable building and site design. In the interim, the Land Use By-
law will include requirements to maximize sunlight penetration and minimize wind impacts on
sidewalks, particularly in relation to high-rise developments. Beyond these requirements, HRM
and other levels of government can lead the way in achieving sustainable and energy efficient
design in tendering of development projects for publicly owned lands.

Policy 20 HRM shall consider undertaking a Sustainability Functional Plan to coordinate
work with the Province in strengthening existing municipal and provincial
regulation in the areas of energy conservation and sustainable building and site
design.

Policy 21 HRM shall in the Land Use By-law establish provisions to mitigate the impacts of
development by including requirements to maximize sunlight penetration and
minimize wind impacts on sidewalks, particularly in relation to high-rise
developments. HRM shall through the Land Use By-law require all proposed
developments for buildings taller than 20 metres to be subject to a wind impact
assessment. Rooftop landscaping shall also be required.

Policy 22 It shall be the intention of HRM to ensure that all new municipal facilities within
downtown Halifax are designed to show leadership in sustainable building design
and at minimum achieve a LEED silver standard in the LEED or an equivalent certification system.

Policy 23 It shall be the intention of HRM to negotiate an agreement with provincial and federal levels of government and agencies including the Waterfront Development Corporation Limited, to establish LEED standards for the development of public lands throughout downtown Halifax pursuant to Policy 49 of this Plan.

3.4.6 Pedestrian Weather Protection

Through design review, this Plan will encourage development that incorporates provisions for weather protection such as canopies or awnings at the street level. Throughout downtown Halifax a system of pedways provides year round interior connections between major downtown destinations such as shopping districts, office towers, hotels, and convention facilities. Although future pedestrian connections will be encouraged at the street level, this Plan enables the continuation of the pedway system in conjunction with major developments provided the design conforms with the design guidelines set out in the Land Use By-law, and that they do not obscure east-west window views of the Harbour.

Policy 24 HRM shall establish provisions in the Design Manual section of the Land Use By-law to encourage development to incorporate features such as canopies and awnings to provide weather protection for pedestrians at the street level.

Policy 25 HRM may permit pedways to be constructed in conjunction with development projects provided they meet the guidelines set out in the Design Manual.

3.4.7 Signage

Signs are an important facet of the external design of development and the overall image of the downtown. Accordingly, the Land Use By-law and Design Manual will regulate aspects of signage related to the size, placement, and design of signs associated with development to ensure they contribute to the quality of individual buildings and the public realm.

Policy 26 HRM shall establish provisions in the Land Use By-law to regulate the size, placement and design quality of signs in downtown Halifax.

3.4.8 Existing Street Grid and Blocks

In the past, streets have been closed and blocks have been consolidated to enable large scale development projects. The traditional street grid provides a high level of connectivity and is an important characteristic of the downtown. It shall not be subject to further consolidation. The Cogswell Interchange, where HRM intends to reestablish a network of smaller streets and new blocks, presents an opportunity to reestablish this desirable pattern of smaller scaled streets and blocks.
Policy 27  Except for the network of streets associated with the Cogswell Interchange, HRM shall not close streets to permit blocks in the downtown to be consolidated for development.

Policy 28  HRM shall not undertake substantial street widenings in the DHSMPS plan area shown on Map 1 that would materially alter the character of the street grid.

3.4.9  Waterfront Development

The Halifax waterfront includes lands extending from the east of Lower and Upper Water Streets to the water’s edge. These lands are a significant public resource and define the image and identity of downtown Halifax. The majority of undeveloped lands within this area are owned by the Waterfront Development Corporation Limited (WDCL), the provincial crown corporation responsible for purchasing, consolidating, redeveloping, and revitalizing lands around Halifax Harbour. WDCL works with private sector developers to facilitate investment in public infrastructure and amenities to further reinforce the waterfront as a vibrant place to live, do business, invest and visit.

The waterfront is uniquely characterized by an organic and diverse built form with many opportunities for intensification and redevelopment. A higher degree of design discretion is required to respond to this unique development pattern and ensure future waterfront development responds to public interests and objectives in relation to the water’s edge. The water’s edge and the terminus of the east-west Harbour streets are fundamental components of the open space network for downtown, as are the goals of public and visual access to the water. The east-west orientation of buildings as typified by Historic Properties is an established character to be reinforced through the design review process anticipated by this Plan. HRM is undertaking a mapping study through the development of the Halifax Harbour Functional Plan, which is a directive of the Regional Municipal Planning Strategy, to examine the effects of anticipated sea level rise and storm surge as a result of climate change. It is critical for public safety reasons that new development along the Halifax waterfront include design measures to mitigate the impacts of climate change in accordance with these findings. These considerations will be addressed as part of the design review program anticipated by this Plan.

In recognition of the shared mandate for planning the public use of these lands, HRM shall seek to negotiate an agreement with WDCL, with appropriate capital and operating cost sharing strategies, that will guide the following design objectives for the waterfront:

(a)  Encourage low, medium, and high-rise development at appropriate locations and massing that will enhance the waterfront experience through well-designed architecture and public spaces.

(b)  Ensure visual and public access to the water’s edge and views of the Harbour through the extensions of east-west streets as public open space, and a continuous public boardwalk along the water’s edge.
(c) Establish appropriate funding arrangements for capital public realm improvements.

(d) Ensure a continuous, pedestrian scale streetwall along the east side of Lower Water Street.

(e) Encourage linear building forms perpendicular to Lower Water Street that step down in height as they approach the water’s edge.

(f) Encourage the redevelopment of surface parking lots and restrict future surface parking.

(g) Ensure development mitigates the impacts of climate change and where possible, incorporates sustainable design principles.

Policy 29  
HRM shall establish provisions in the Land Use By-law to apply to lands along the Halifax waterfront east of Lower Water Street. The Land Use By-law shall include special provisions for site plan approval within this area to address the following matters:

(a) provide a higher degree of discretion over the design and form of development;

(b) ensure appropriate transitions in heights stepping down to the water’s edge;

(c) maximize skyviews, sun penetration to public spaces and streets, and visual and public access to the water;

(d) allow for flexibility in building forms that reinforce the east-west orientation of development;

(e) when water lots are to be infilled, the development shall ensure public use and access to the water’s edge; and

(f) incorporate provisions to ensure development considers measures to mitigate the effects of sea level rise and storm surge events.

Policy 30  
In accordance with Policies 49 & 58 of this Plan, HRM may seek to negotiate an agreement with Waterfront Development Corporation Limited to further implement the development and public realm objectives for the Halifax Waterfront.
3.4.10 Spring Garden Road Precinct

Spring Garden Road is an important pedestrian and retail corridor connecting major employment, open spaces and cultural destinations. In recognition of this function, special built form provisions will be established to ensure development is further stepped back on the south side of Spring Garden Road between Queen Street and South Park Street to provide adequate sunlight penetration to the street. Increased stepbacks will also be required on the east side of South Park Street between Spring Garden Road and Sackville Streets adjoining the Public Gardens.

In 2007, Council adopted the findings of the Spring Garden Road/Queen Street Area Joint Public Lands Plan\(^7\) which was completed with the Province of Nova Scotia to provide recommendations regarding the redevelopment of municipally and provincially-owned lands in the Spring Garden Road area. The recommended design principles from the study are carried through in the Design Manual section of the Land Use By-law and will form an important part of the design review program and the redevelopment of these lands.

Policy 31 HRM shall through the Land Use By-law establish special built form requirements for development on the south side of Spring Garden Road between Queen Street and South Park Street, and along the east side of South Park Street between Sackville Street and Spring Garden Road, to ensure adequate sunlight penetration to the street and the adjoining Public Gardens.

Policy 32 It shall be the intention of HRM to ensure through its control of the disposition of the Clyde Street parking lots, that their development is beneficial to the commercial well-being of the Spring Garden Road area and the design complements adjacent neighbourhoods. HRM shall initiate a call for proposals for the redevelopment of these lands consistent with the intent of this Plan and the Spring Garden Road/Queen Street Area Joint Public Lands Plan\(^8\). The following criteria shall be considered in the design review of development for those sites:

(a) the provision for mixed commercial and residential uses with active ground floor uses;

(b) the redevelopment shall positively contribute to the streetscape in accordance with the provisions of the Design Manual section of the Land Use By-law; and

\(^7\) Environmental Design and Management Limited and Urban Strategies Inc. Spring Garden Road / Queen Street Area Joint Public Lands Plan. 2006.

\(^8\) Ibid.
(c) public parking in support of Spring Garden Road shall be incorporated within the redevelopment, which at minimum replaces the public parking spaces currently provided on these sites.
CHAPTER 4: HERITAGE CONSERVATION

4.0 INTRODUCTION

Protection of heritage assets is a key component of the urban design vision and principles that underpin this Plan. Within the DHSMPS plan area there are more than 120 municipally registered heritage properties, 15 provincially registered properties, and 10 National Historic Sites. Many of these buildings and sites are recognized landmarks and occupy a prominent place in the urban fabric. In addition, there are approximately 100 other older buildings, many of which would qualify for individual registration and would contribute to the distinct heritage character of the streetscapes and precincts of which they are a part.

Concentrations of contiguous registered and contributing buildings exist on Barrington Street, both in the old commercial area between Duke Street and Spring Garden Road, and in the south Barrington area between Bishop Street and Cornwallis Park, as well as in the Historic Properties area. The cohesive heritage character of these areas makes them readily identifiable as potential heritage districts. In addition, the historic street grid and block pattern in the central part of the downtown reflects the origins of the city and underpins its historic built form. These heritage resources and potential heritage districts are illustrated on Map 6 and Map 7 respectively.

The heritage conservation strategy has several components:

(a) Using the legislative authority of both the Halifax Regional Municipality Charter, for planning policy, zoning and development control, and the Heritage Property Act, for heritage property registration, heritage district designation, demolition control, and financial incentives.

(b) Establishing heritage conservation districts with strong demolition control, guidelines for alterations, and financial incentives to encourage conservation and enhancement of district character.

(c) Protecting registered heritage resources outside heritage districts by means of: new built form guidelines for new development next to, or integrated with the heritage resource; by making the Regional Heritage Functional Plan a Council priority for the provision of improved heritage incentives; and, by working with the province to strengthen demolition controls as part of the Heritage Strategy for Nova Scotia.

(d) Updating the inventory of all potential heritage resources in the downtown and encouraging new individual heritage property registrations and heritage district designations.

(e) Implementing a bonus zoning program and a grants and tax incentives program to leverage actions in support of heritage conservation.
(f) Enhancing heritage districts by means of complementary public realm improvements to streets and open spaces.

4.1 DOWNTOWN HALIFAX HERITAGE CONSERVATION DISTRICTS

A Heritage Conservation District (HCD) recognizes that there is a heritage character and heritage attributes that emerge from a collection of properties, including buildings, structures and landscapes (i.e. a street or a neighbourhood) where the whole is greater than the sum of its parts. HCDs enable the Municipality to conserve the broader context of heritage resources. For example, about one half of the buildings on Barrington Street are registered heritage properties while the others are not. But together, all properties along the street constitute a broader context of heritage significance that is worth conserving. By focusing on the district as a whole, HRM can prescribe policies and guidelines and establish programs that over time, are able to link together heritage resources in a tangible way to ensure that the evolution of the area reinforces key heritage attributes. As such, HCDs ought to be considered not only as environments that already display a continuous heritage character, but should also be understood as a tool that can link together fragmented areas through the sensitive evolution of a district.

The legal process for establishing a Heritage Conservation District occurs through the adoption of a heritage conservation district plan and by-law under the Heritage Property Act. A heritage conservation district plan and by-law will include, but not be limited to:

(a) a heritage character statement – which sets the general parameters to which new buildings and alterations ought to contribute;

(b) a list of the character defining elements of the district – which is essential when designing new buildings in and around the district and to understand what is being conserved;

(c) demolition policies;

(d) policies and guidelines respecting the design of alterations and new buildings; and

(e) financial incentives to encourage retention and restoration of buildings within the district.

The Heritage Property Act also requires that any heritage conservation district plan be preceded by background studies that address a range of issues including:

(a) the heritage value and character defining elements of the proposed district;

(b) the rationale or justification for heritage conservation measures, including development regulations, demolition control, and financial incentives;

(c) the rationale for the boundaries of the district;
(d) the relationship of the proposed conservation plan and by-law for the district with the municipal planning strategy and land use by-law; and

(e) the social and economic implications of establishing the district as these relate to the proposed conservation measures.

In addition, in 2003, HRM adopted a procedure for public participation in the heritage conservation district planning process which includes input from a Stakeholder Steering Committee, property owners, and the public through required public meetings and a public hearing.

It is important to recognize that demolition protection for registered municipal heritage properties outside of heritage conservation districts is limited to a one-year demolition delay. It is only by designating a heritage conservation district, under the authority of the Heritage Property Act, wherein municipal councils are able to establish their own stronger policies, that improved demolition control can be achieved for registered municipal heritage resources. It should be noted that provincially registered properties are permanently protected from demolition, which suggests that an important conservation tool for heritage resources outside of conservation districts is to seek provincial registration. The designation of heritage districts and the ongoing registration of resources at the municipal and provincial level is a key pillar of HRM’s heritage conservation strategy for the downtown.

4.2 BARRINGTON STREET HERITAGE CONSERVATION DISTRICT

In the case of Barrington Street, several background studies were completed between 1998 and 2003, addressing the heritage value and heritage character of the district, analyzing its economic and functional issues and the need for revitalization, and advocating its formal designation as a heritage conservation district. The draft Barrington Street Heritage Conservation District Revitalization Plan was prepared after significant public consultation. That plan was integrated with the Downtown Halifax Secondary Municipal Planning Strategy (this Plan), with the heritage district defined as a precinct in its own right within the larger downtown precinct framework, and the adoption of both plans to be considered in parallel.

Policy 33 HRM shall adopt a Barrington Street Heritage Conservation District Revitalization Plan and By-law under the Heritage Property Act. The Plan and By-law shall include provisions respecting strengthened demolition control and financial incentives for heritage conservation, and regulations and design guidelines governing development in the district.

4.3 POTENTIAL HERITAGE CONSERVATION DISTRICTS

In addition to Barrington Street, there are cohesive concentrations of heritage resources in Precinct 7 (Historic Properties Area) and Precinct 2 (Barrington Street South Area) that warrant consideration for formal designation as heritage conservation districts.
Historic Properties Area

The Historic Properties area has long been recognized as one of the most cohesive heritage environments in Halifax. The late 18th century waterfront warehouses were designated as a National Historic Site in 1963 and by the mid 1980s, all of the buildings in the three block area bounded by Duke and former Buckingham Street between the Harbour and Granville Street had been registered as municipal heritage properties. Also, in 2006 the entire “Granville Block” between Hollis Street and Granville Street was designated as a National Historic Site. Securing strengthened protection for this precinct through formal heritage conservation district designation, is a key objective of this Plan.

Barrington Street South Area

The Barrington Street South area, between Bishop Street and Cornwallis Park and including the parallel blocks along Hollis Street, also has a distinct character influenced by the many heritage buildings within it. As described in Chapter 2, this area is envisioned as a district that “will serve as a renewed community focus for the surrounding neighbourhoods, while providing for a transition in scale and intensity between the downtown and the established low-rise residential areas to the south and west.” At the same time, given its proximity to the downtown core, the area is under pressure for redevelopment. In this context, it is important that ongoing heritage preservation and strengthened protection through heritage district designation be considered through a formal background study and public consultation.

The designation of these potential heritage conservation districts will be considered in accordance with the formal process outlined in section 4.1. In addition:

(a) background studies shall consider the role of existing building forms, heights, and rooflines in defining the historic character of the district, and the effect that regulations respecting the maximum height and stepbacks of permitted additions may have on historic character;

(b) HRM shall require new developments to reinforce the distinct built form qualities that define the character of each district, subject to the analysis of these defining qualities through background studies; and

(c) HRM should support Heritage Conservation Districts by undertaking high quality public realm improvements that will strengthen and enhance their distinct identities.

Policy 34 HRM shall consider undertaking background studies and developing policies, strategies, and programs for potential heritage conservation districts in the Historic Properties area and the Barrington Street South area as shown on Map 7.
4.4 CONSERVATION OUTSIDE HERITAGE DISTRICTS

4.4.1 Strengthening of Demolition Controls

Under the *Heritage Property Act*, registered municipal heritage properties are protected from demolition for only one year, pursuant to the provisions of section 18 of the Act. The Province of Nova Scotia is undertaking a comprehensive review of the legislation within the framework of the recently released *Heritage Strategy for Nova Scotia (2008-2013)*\(^9\), which will consider changes to demolition controls as part of a larger package of amendments. HRM will seek to collaborate with the Province of Nova Scotia in this effort.

Policy 35 HRM shall continue to encourage the Province of Nova Scotia to amend the *Heritage Property Act* to strengthen demolition control for registered municipal heritage properties through formal input into the *Heritage Property Act* review process.

4.4.2 Co-ordination with Provincial Heritage Strategy

The *Heritage Strategy for Nova Scotia*\(^10\) is structured around three strategic directions (Co-ordination of Efforts, Sustainable Management, and Increased Recognition) and eleven key initiatives encompassing stewardship, communication, preservation, prioritization, service delivery, legislation, funding, awareness, promotion, programming, and education. It will be implemented over the next five years.

The adoption of the Strategy affords HRM the opportunity not only to pursue strengthened demolition control but also to pursue improved funding for heritage incentives and other co-operative initiatives. The adoption of the Strategy is timely and creates opportunities for municipal and provincial cooperation in the creation of future Heritage Conservation Districts and ongoing strengthening of heritage protection.

Policy 36 HRM shall pursue opportunities to work co-operatively with the Province of Nova Scotia in accordance with the strategic directions and key initiatives identified in the *Heritage Strategy for Nova Scotia (2008-2013)*\(^11\), and in particular to secure strengthened heritage protection and improved funding for heritage, including tax incentives.

---


\(^10\) Ibid.

\(^11\) Ibid.
4.5 HERITAGE REGISTRY

Downtown Halifax will continue to grow and evolve with the construction of new buildings as well as the renovation and adaptive re-use of older buildings. Key to managing the ongoing transformation of downtown in keeping with the overall vision, is a clear understanding of existing heritage resources, their value, and the proper tools for their conservation.

The former City of Halifax established a Registry of Municipal Heritage Properties in 1981 following passage of the *Heritage Property Act* in 1980. The first registrations were based on a 1978 inventory of the City’s more prominent heritage buildings, streetscapes and sites. Most of the buildings in that original inventory were registered by the mid-1980s. Since that time, a number of other buildings have been registered, but there are numerous other buildings of heritage value that are not inventoried, are unregistered and are unprotected from substantial alteration or demolition.

In preparing this Plan, a preliminary review of potential heritage resources was undertaken to determine the extent of buildings of heritage interest in the downtown. While not an exhaustive analysis, it was possible to discern the broad extent of potential heritage resources based on prior inventories, historic maps, and visual surveys of apparent age and contextual integrity. In some instances, the heritage value identified lies in the significance of individual properties, while in others it is their contribution to the character of streetscapes or potential heritage conservation districts.

This information provides a starting point for developing a new inventory of potential heritage properties. In updating the Registry of Heritage Properties and establishing the new inventory, it is important to fully understand the heritage values and character defining elements that must be protected. In the same vein, heritage attributes may include the entire front facade, the entrance, or the landscaped portions of a property. All of these can potentially inform the design of new buildings and alterations.

Policy 37 HRM shall continue to maintain a Registry of Heritage Properties which shall include information on all properties registered as Municipal Heritage Properties and shall:

(a) continue to update the registry by developing statements of significance, heritage value, and character defining elements for each property so registered; and

(b) establish an inventory of properties which have potential for registration as municipal heritage properties or inclusion in municipal heritage conservation districts.
Policy 38 HRM may proactively encourage new heritage property registrations by means of public education through publications, workshops, registration campaigns, and direct contact with potential heritage property owners.

4.6 HERITAGE BUILDING CONSERVATION STANDARDS

HRM currently uses a set of Heritage Building Conservation Standards based on those used by the United States Secretary of the Interior (36 CFR 67) (1991), which is in keeping with internationally recognized conservation principles and is similar to the Federal Standards and Guidelines for the Conservation of Historic Places in Canada. The HRM Heritage Building Conservation Standards are used to assess all applications for alteration of registered heritage properties and are also incorporated into the Barrington Street Heritage Conservation District Revitalization Plan and By-law. The intent of these standards is to protect and conserve the heritage value, character defining elements, and historic integrity of heritage resources. They are also consistent with the Heritage Design Guidelines included in the Design Manual section of the Land Use By-law.

Policy 39 HRM shall through amendments to the Heritage By-law continue to apply the Heritage Building Conservation Standards to registered heritage properties and properties in heritage conservation districts in parallel with the Design Manual section of the Land Use By-law.

Policy 40 HRM shall monitor the combined effectiveness of the Heritage Building Conservation Standards and the Built Form Framework in the Design Manual section of the Land Use By-law in protecting and conserving the heritage value, character defining elements, and historic integrity of heritage resources, in accordance with the Plan Monitoring Program outlined in section 8.4 of this Plan.

4.7 FINANCIAL INCENTIVES

The Heritage Property Act enables municipalities to “provide financial assistance in respect of municipal heritage property or property located in a heritage conservation district to any person to assist in the restoration or renovation of such property upon such terms and conditions as . . . council . . . deems fit.”

HRM has a Heritage Incentives Grant Program that is available to residential or commercial heritage properties throughout the Municipality. HRM also provides grants to churches and other registered properties owned by non-profit organizations through its Community Grants program. In addition, through the process of establishing the Barrington Street Heritage Conservation District, HRM may provide a financial incentive package for Barrington Street consisting of grants, tax credits and permit fee waivers for eligible restoration and renovation work, with the intention of triggering significant private investment in the district.
Policy 41 It shall be the intention of HRM to provide financial incentives for the restoration and renovation of municipally registered heritage properties and properties in heritage conservation districts subject to availability of funds and the annual budget process.

4.8 GUIDELINES FOR DEVELOPMENT IN HERITAGE CONTEXTS

The Design Manual section of the Land Use By-law includes heritage guidelines for developments that are integrated with or abutting registered heritage properties. The intent of the guidelines is to ensure complementary development beside or surrounding registered heritage buildings.

Policy 42 HRM shall require any development that is integrated with or abutting a registered municipal heritage property, or that is located in a heritage conservation district to conform with the heritage guidelines as set out in the Design Manual and other applicable sections of the Land Use By-law.

4.9 HERITAGE IMPACT STATEMENTS

A heritage impact statement is a statement that determines how a heritage resource will be impacted by a specific proposed development. It can also demonstrate how the heritage resource will be conserved in the context of redevelopment or site alteration. Mitigative or avoidance measures, or alternative development or site alteration approaches may be included.

A heritage impact statement contains, but is not limited to the following information:

(a) Identification of Heritage Value and Character Defining Elements - based on information available in the HRM Registry of Heritage Properties or Inventory of Potential Heritage Properties, supplemented by additional research, site analysis, or evaluation as necessary.

(b) Description of the Proposed Development or Site Alteration - this description details the rationale and purpose for the development or site alteration, the proposed works and graphical layout, and how the development or site alteration fits with the objectives of the Municipality as expressed in planning documents.

(c) Measurement of Development or Site Alteration Impact - any impact of the proposed development or site alteration must be identified, whether it is direct or indirect, physical, or aesthetic.

(d) Consideration of Alternatives, Mitigation and Conservation Methods - where an impact on a heritage resource is identified, the heritage impact statement may include alternatives to proposed conservation or mitigative measures.
(e) Implementation and Monitoring - this is a schedule and reporting structure for implementing the recommended conservation or mitigative or avoidance measures, and monitoring the heritage resource as the development or site alteration progresses.

(f) Summary Statement and Conservation Recommendations regarding:

(i) The heritage value and character defining elements of the heritage resource.

(ii) The identification of any impact that the proposed development will have on the heritage resource.

(iii) An explanation of what conservation or mitigative measures, or alternative development or site alteration approaches are recommended to minimize or avoid any impact on the heritage resource.

(iv) If applicable, clarification of why some conservation or mitigative measures, or alternative development or site alteration approaches are not appropriate.

Policy 43 HRM may require applicants for development to provide a Heritage Impact Statement for the following types of development applications:

(a) any addition to, or new development integrated with, a registered heritage property located outside a heritage conservation district; and

(b) any addition to, or new development integrated with, a building located in a heritage conservation district.
CHAPTER 5: ECONOMIC DEVELOPMENT

5.0 INTRODUCTION

Among its many region-wide goals, the HRM Economic Strategy\(^\text{12}\) calls for a vibrant, healthy and attractive downtown as a key ingredient in making our region a world-class urban centre. A major focus of the Capital District, downtown Halifax is the showroom for HRM given its prominence as the regional employment centre, the setting for major events, and the physical and symbolic centre for municipal and provincial governments.

The vision for downtown Halifax builds on HRM’s reputation as a great and competitive Municipality. Downtown development policies must seek to promote growth and investment while protecting the heritage and human scale that attracts employees and residents to the city centre. During the HRMbyDesign process, both developers and citizens have expressed the need for greater certainty in plan policies and regulations, to reduce financial risk on the one hand and ensure attractive development and heritage conservation on the other. For this reason, more attention is being given to resolving downtown urban design, community form and approval process issues at a strategic level through in-depth public participation and a regulatory shift toward design rather than land use.

The ideas in this Plan related to economic competitiveness and sustainability are fundamental to the goals of attracting and keeping a talented workforce, which is critical to the future of downtown Halifax and the region as a whole. This emerging workforce, the next generation that will fill the jobs of retiring baby boomers, looks for quality of lifestyle when making location choices, and more and more that means a quality downtown. Excitement, vibrancy and a full suite of cultural, social and recreational amenities, choices in housing and diversity in all things will define successful cities moving forward.

There are four basic interconnected components of a successful downtown and a living, authentic and a dynamic city which are embodied in this Plan:

(a) **Liveability**, which relates to the walkability and experience at the street level.

(b) **Critical mass** of buildings and people living, working, shopping and moving about downtown.

(c) **Prosperity** of the economy: when a critical mass and liveable downtown are achieved, there is an upward spiral whereby prosperity is increased.

(d) **Culture**: with increased prosperity comes opportunity for cultural undertakings such as art, theatre, music, and heritage preservation. The more these are funded and supported, the more liveable the downtown.

### 5.1 ECONOMIC COMPETITIVENESS

This Plan promotes varied opportunities to accommodate the critical mass required to support the optimal growth for downtown Halifax. The economic capacity research\(^\text{13}\) in support of this Plan identifies significant opportunity to grow within downtown Halifax by filling in the gaps, which includes many vacant or underutilized lands where future growth could be directed within the capacity of existing municipal services (refer to Map 8). Also there are many heritage resources which are candidates for reuse and revitalization.

This Plan provides for short, medium and long-term development growth targets. Within the next 15 years, this Plan provides capacity for at least 16,000 residents, 15,000 jobs, and up to three million square feet of office development within downtown Halifax. Over the course of this Plan, full realization of the build out of the downtown vision could yield upwards of 15 million square feet of development. This capacity is intended to achieve the following outcomes:

(a) Ensure the viability of the traditional Central Business District (precincts 4, 5, 6, and 7) as a major employment location for the region.

(b) Support related commercial, institutional and residential development needed to sustain employment growth.

(c) Infilling and intensifying vacant or underutilized properties, in particular, along the waterfront and traditional Central Business District.

(d) Support the eventual redevelopment of the Cogswell Interchange lands (precinct 8) after the vacant and underutilized lands in the traditional Central Business District (precincts 4, 5, 6, 7) have been developed.

Providing sufficient and varied opportunities for development particularly in the central area of downtown Halifax is a major underpinning of this Plan. Recognizing that demand for development may change over time in response to market forces, the Plan calls for a periodic review and monitoring program to be undertaken at five year intervals to monitor its growth targets.

**Policy 44** HRM shall encourage applicants for development to efficiently use downtown land by consolidating primary development parcels with remnant abutting parcels where possible.

---

\(^{13}\) *Office for Urbanism. Downtown Halifax Urban Design Strategy. 2008.*
Policy 45  It shall be the intention of HRM to:

(a) ensure a critical mass of development to support future growth by providing for adequate development capacity and varied forms of development to accommodate the commercial and residential targets of this Plan;

(b) provide clarity and predictability for downtown development;

(c) promote high quality design, the revitalization of heritage resources, and encourage the redevelopment of vacant and underutilized lands in downtown Halifax;

(d) develop a capital investment program to implement the desired improvements to the public realm;

(e) implement regional transportation and parking strategies to facilitate a higher order transit service for downtown Halifax; and

(f) encourage growth of office development and related supportive uses particularly in the central business district (precincts, 4, 5, 6, and 7) to ensure downtown Halifax maintains its position as the dominant employment centre within the region.

As a short term priority of this Plan, HRM has conducted a Demand, Capacity and Baseline Indicators Study to refine the growth targets and establish baseline data related to the monitoring of economic capacity, demand and land use ratios for office and supportive commercial, institutional and residential development. This study provides benchmarks for measuring the effectiveness of the Plan during the five-year plan monitoring program and provides a framework for adjustments as needed. This study was completed in advance of the adoption of this Plan as the downtown office market is in a period of transition with an influx of jobs anticipated in the financial and information technology sectors over the course of the next five years.

Policy 46  HRM shall establish benchmarks for monitoring economic growth through the results of the Demand, Capacity and Baseline Indicators Study. Further, as part of the plan monitoring program, HRM shall consider amendments to this Plan to
reflect any required adjustments to the capacity targets and the regulatory framework of this Plan.

With a clear and compelling vision articulated for the growth of downtown Halifax, there is greater certainty over the desired form of development. This Plan therefore includes form-based policies to support the timely implementation of this vision. The Plan will streamline the development approvals process for downtown Halifax to facilitate greater levels of development investment in the downtown core and employ bonus zoning to secure key public benefits as identified in Chapter 3 of this Plan. The proposed design review program for downtown development together with a capital investment plan, will create the desired image of downtown Halifax as a vibrant and liveable place and a magnet for future growth.

Policy 47 In accordance with the goals of this Plan related to achieving clarity and predictability in development, HRM shall implement in the Land Use By-law a height framework for downtown Halifax.

Policy 48 HRM shall streamline the development approvals process for downtown Halifax by implementing a site plan approval process for downtown development.

5.2 PUBLIC LANDS & FACILITIES DEVELOPMENT

In 2004, HRM completed the Capital District Facilities Needs and Opportunities Strategy, which provides a high level strategic plan for the development of public facilities and lands within the Capital District area. This includes downtown Halifax as well as surrounding business districts in Halifax and downtown Dartmouth. The study identifies a significant proportion of vacant land holdings in downtown Halifax which are owned by municipal, provincial, and federal levels of government and agencies such as the Waterfront Development Corporation Limited. It also highlights future needs with respect to investment and development of major public facilities such as expanded and new facilities for conventions, culture and recreation. This Plan presents an opportunity for government, in partnership with the private sector, to lead in the strategic development of these lands and facilities as demonstration projects for implementing the urban design vision for downtown Halifax. This Plan, therefore, supports an intergovernmental and co-ordinated approach to ensure strategic investment in public facilities and redevelopment of key public lands.

Policy 49 HRM shall work in cooperation with other levels of government to encourage the strategic redevelopment of public lands and investment in public amenities and support the implementation of this Plan. It shall be the intention of HRM to pursue agreements with the federal and provincial governments as appropriate to further goals related to sustainable building design and housing affordability in the tendering of projects for public lands pursuant to Policies 8 and 23 of this Plan.

5.3 COGSWELL INTERCHANGE LANDS

The Cogswell Interchange lands present a significant opportunity for transforming the downtown at its northern gateway. Repeatedly, throughout project consultations, the community has been nearly unanimous in requesting that the Cogswell Interchange be removed and a grid of city blocks and new development parcels be restored; an approach that is consistent with the Ten Big Moves. However, this redevelopment requires careful planning to ensure the timing and land use mix optimizes and supports the strategies laid out in this Plan related to filling-in of vacant or underutilized lands in the traditional CBD (precincts 4, 5, 6, and 7). A master plan is needed to give consideration to:

(a) Land use and long-term economic functions for downtown Halifax.

(b) Appropriate transition in form and land use to nearby neighbourhoods.

(c) Special attention to the design of the street network to ensure it meets the urban design objectives of the plan related to extension of the street grid pattern.

(d) The timing of bringing Cogswell Interchange lands into the development market once vacant and underutilized lands in the traditional CBD are developed.

This Plan reflects HRM’s commitment to move forward with the planning and design work related to the redevelopment of the Cogswell Interchange lands. This approach will capitalize on the momentum of the this Plan, and will enable sound decision-making on the future use of these lands.

Policy 50 HRM shall consider undertaking a Cogswell Interchange Functional Plan as a priority to ensure the future use and urban design of these lands.
CHAPTER 6: PUBLIC REALM

6.0 INTRODUCTION

The public realm framework contained in this Plan will guide the preparation of a functional plan for the implementation of the downtown Halifax urban design vision with respect to the existing and potential elements of downtown that are primarily in public ownership. This includes public uses, all public open spaces and streetscapes. This aspect of the Plan is central to the overall strategy as it shapes the most prominent and visible aspects of the urban environment and therefore makes the greatest impact on the image and impression presented by the downtown.

Consistent with the vision for downtown Halifax, the purpose of this framework is to ensure that the quality and character of the public realm and how it is experienced will enhance downtown’s liveability, economic vitality, aesthetic quality and pedestrian environment. The key objective of the public realm framework is to cultivate and nurture a legible, cohesive and appealing physical environment by identifying and coordinating aspects of the public realm for improvement and strengthening, which will lead to a coherent structure for downtown Halifax.

By articulating the objectives for the public realm that are necessary to bring the long-term vision to fruition, this framework serves as the primary guide for informing and making decisions with respect to capital improvement strategies.

The components that comprise the public realm framework are:

(a) Streetscapes
(b) Open Spaces & Connections
(c) Gateways
(d) Views & Visual Character
(e) Public Art
(f) Pedestrian Amenity & Comfort
(g) Street Festivals
(h) Sustainable Public Spaces
6.1 STREETSCAPES

Streets are the primary component of the public realm in downtown Halifax. As such they must be designed to promote a culture of walking through widened sidewalks along major pedestrian corridors, to provide much needed public amenities, and to feature undergrounded electrical and telecommunications utilities wherever possible.

The Streetscape Typologies contained in Appendix A have been developed to provide the Municipality with a framework for distinguishing the unique character of downtown streetscapes and their urban design function with respect to land use, level of pedestrian use, and their visual and physical connectivity to natural features, landmarks and destinations. The Streetscape Typologies direct how the pedestrian qualities of the streetscape are to be enhanced in future capital investment. They work in concert with the Street Network Plan as shown on Map 13, which will inform the traffic function of the street. The resulting streetscape classifications are shown on Map 9, and shall inform the Transportation & Streetscape Design Functional Plan to be conducted following the adoption of this Plan. The main streetscape classifications are as follows:

(a) Avenues
(b) Civic Avenue
(c) Grand Promenade
(d) Harbour View Streets
(e) Harbourfront Streets
(f) Esplanades
(g) Pedestrian Priority Streets
(h) Supporting Streets

The Streetscape Typologies provide a conceptual framework for guiding future public improvements. A Transportation & Streetscape Design Functional Plan for downtown Halifax will be required to develop design plans to implement the public realm objectives for these typologies including designs for wider sidewalks and increased pedestrian and active transportation amenities. The Transportation & Streetscape Design Functional Plan will also identify necessary amendments to the Municipal Service Systems Design Guidelines, also known as the “HRM Red Book.”
Policy 51 HRM shall consider undertaking a Transportation & Streetscape Design Functional Plan to carry out specific design plans for designated streetscape corridors and to undertake changes to the Municipal Service Systems Design Guidelines (HRM Red Book) in support of the Streetscape Typologies contained in Appendix A. The Transportation & Streetscape Design Functional Plan shall also consider amendments to temporary street closure procedures, enhancements to the downtown transportation network, overall improvements to public transit services for downtown Halifax, funding mechanisms to support alternate modes of transportation, and measures to mitigate the impacts of truck traffic on downtown streets, as outlined in S.7.5 of this Plan.

Policy 52 In accordance with Policy 51, HRM shall recognize east-west streets as having a special function in connecting the downtown to its waterfront. These streetscapes will receive a detailed level of design in the Transportation & Streetscape Design Functional Plan.

Policy 53 HRM shall recognize the “Grand Promenade” along George and Carmichael Streets as the primary east-west pedestrian connection linking major civic and cultural attractions to one another. The Transportation & Streetscape Design Function Plan shall ensure that the design quality of these streets reinforce their role as the symbolic historic and civic axis of downtown Halifax.

Policy 54 HRM shall recognize streetscapes adjoining the Citadel as “Esplanades” and ensure the design and quality of the streetscapes reinforce their civic and landmark importance.

Policy 55 HRM shall designate “Pedestrian Priority Streets” along Argyle, Albemarle, Granville and Bedford Row, as shown on Map 9, in recognition of their important pedestrian function. HRM shall support these streets primarily as destinations for sidewalk cafes, street performances, and other street-oriented uses and shall discourage vehicular through traffic along these streets.

6.2 OPEN SPACES & CONNECTIONS

Map 10 of this Plan includes a framework of various open space types. The framework is intended to:

(a) complement adjacent land uses and provide a focus for the precincts identified in this plan;

(b) ensure public amenity for high density living; and

(c) serve as catalysts for downtown revitalization.
The framework provides guidance for future capital investment in terms of upgrading the quality of existing open spaces and creating opportunities for new public spaces throughout downtown Halifax. A Downtown Halifax Open Space Functional Plan will establish design parameters to ensure the scale, function, and amenities of these spaces reflect their intended function and use, and will address existing gaps and future opportunities for expanding on the parks system. Existing documentation such as the 2000 Waterfront Open Space Plan will be consulted in the creation of the Downtown Halifax Open Space Functional Plan. Provisions in the Land Use By-law will secure the open spaces at the terminus of east-west streets for public access. HRM shall seek to work in cooperation with the Waterfront Development Corporation Limited and other relevant agencies and property owners to ensure a continuous public access is maintained along the Harbour as a key component of the open space network.

Policy 56

HRM may implement a system of interconnected, high quality open spaces as generally shown on Map 10. HRM shall consider undertaking a Downtown Halifax Open Space Functional Plan to establish design parameters to ensure the scale, design and level of amenities of these open spaces reflect their intended function and use.

Policy 57

In accordance with Policy 56, it shall be the intention of HRM to ensure new open space plazas are constructed in particular where east-west streets terminate at the water’s edge and where they terminate at Citadel Hill. Plazas should be designed to accommodate a variety of civic gatherings, performances and outdoor cafes, and ensure surrounding uses are public, highly visible and serve to animate the plazas including retail, sidewalk cafes and cultural attractions.

Policy 58

It shall be the intention of HRM to establish an agreement with the Waterfront Development Corporation Limited and other relevant agencies and property owners to ensure collaboration in the development of the open space system along the Halifax waterfront including a continuous trail system along the waterfront connecting the Halifax waterfront to other areas along the Halifax Harbour and open spaces at the terminus of east-west streets.

Policy 59

HRM shall consider opportunities for open spaces in conjunction with major redevelopments to incorporate forecourts, courtyards and mid-block pedestrian connections on larger development blocks to enhance the pedestrian permeability and connectivity of downtown Halifax.

6.3 GATEWAYS

As identified in the Ten Big Moves in Chapter 2, clearly defined gateways enhance orientation, define a sense of place and contribute to civic pride. This Plan identifies two primary gateways into the downtown, the Cogswell Interchange lands and Cornwallis Park to the north and south respectively. Investing in and transforming these areas will create distinct and memorable entry points into the downtown. The ferry terminal also marks an important entry to downtown Halifax. Provisions for transformation of this site are discussed in the transportation Chapter of this Plan.

Policy 60 HRM shall designate the primary north and south gateways of downtown Halifax as Cogswell Interchange lands and Cornwallis Park. HRM shall consider supporting the transformation of these areas in accordance with the Transportation & Streetscape Design Functional Plan. HRM shall develop a comprehensive design plan for redevelopment of the Cogswell Interchange lands in accordance with Policy 50.

6.4 VIEWS & VISUAL CHARACTER

As recognized by the Regional Municipal Planning Strategy, views from the Citadel to the Harbour are a cherished part of HRM’s heritage. They have defined and shaped the urban form and skyline of downtown Halifax. In recognition of their value, the Land Use By-law will continue to maintain the protection of the Citadel View Planes and Rampart views. In addition to these views, there are other important public views and views of prominent visual terminus sites that deserve protection and consideration in the context of the design review requirements outlined in Chapter 3 of this Plan. These views are illustrated on Maps 11 and 12, and include:

(a) Window views along east-west streets from the Citadel to the Harbour, which shall be protected as public corridors through the waterfront view corridors provisions in the Land Use By-law.

(b) Framing views where there are sweeping views of the downtown or Harbour as afforded by higher elevations where buildings will be required to contribute to the image of the downtown and its skyline through appropriate architectural response and well-designed roof treatments.

(c) Views of Prominent Visual Terminus Sites, including views of landmark sites where existing or potential landmark buildings, structures, public spaces or public art provides a termination of a view.

Policy 61 HRM shall through the Land Use By-law, protect designated views from the Citadel including the Citadel View Planes and Ramparts views. HRM shall further protect designated window views along east-west streets from the Citadel.
to the Harbour as defined on Map 11 through the waterfront view corridors provisions of the Land Use By-law.

Policy 62 HRM shall consider the following views as part of the design review provisions contained in the Land Use By-law:

(a) framing views, as designated on Map 11, and

(b) views of prominent visual terminus sites, as designated on Map 12.

6.5 PUBLIC ART

HRM’s Public Art Policy\(^{18}\) calls for installation of public art to celebrate Halifax’s cultural identity and showcase local arts and culture, particularly in high profile locations in downtown Halifax and the Capital District. Public art will help reinforce the unique identity of the precincts and can enhance the overall quality and experience of the public realm. In downtown Halifax, public art should be considered at a variety of scales and contexts including:

(a) Larger installations at visually prominent locations such as the terminus of view corridors, at gateways on prominent corners, or in public open spaces.

(b) Smaller installations along streetscapes, walkways, and interior courtyards, and in association with buildings.

Public art is broadly defined in the Public Art Policy\(^{19}\) and may include memorials, sculptures, water features, murals, lighting, or individual art installations, and may combine with building and landscape design. It may also include traditionally functional elements such as street furniture and utility boxes. HRM shall support the installation of public art through its capital investment programs and in partnership with the private sector through the bonus zoning provisions of this Plan.

Policy 63 To implement the objectives of HRM’s Public Art Policy\(^{20}\), HRM shall support the installation of public art at appropriate locations in downtown Halifax through its capital investment programs and through the bonus zoning provisions of the Land Use By-law.


\(^{19}\) Ibid.

\(^{20}\) Ibid.
6.6 PEDESTRIAN AMENITY & COMFORT

How the public realm is designed, programmed and interfaces with surrounding spaces and land uses is crucial to its capacity to attract and support a broad spectrum of users and to ensure that there are places where people feel comfortable and safe. HRM has adopted streetscape guidelines, plans and a wayfinding program for the Capital District that reinforce the principles of safety, universal design, public amenity and accessibility for its commercial corridors. The Design Manual contained in the Land Use By-law and the Transportation & Streetscape Design Functional Plan will provide further guidance on how these principles may be tailored through the downtown Halifax context in terms of guiding further investment whether by HRM, or through private sector contributions.

Policy 64 HRM shall consider using Crime Prevention Through Environmental Design Strategies in accordance with the Transportation & Streetscape Design Functional Plan to enhance safety in the design of public spaces in downtown Halifax.

Policy 65 HRM shall consider universal design principles in the design of public spaces in downtown Halifax to promote accessibility for all users in accordance with HRM’s Capital District Streetscape Guidelines and the Transportation & Streetscape Design Functional Plan.

Policy 66 HRM shall consider special design treatments for identifying pedestrian corridors in downtown Halifax in accordance with the Transportation & Streetscape Design Functional Plan.

Policy 67 HRM may implement a wayfinding signage system for downtown Halifax as recommended in the Capital District Urban Design Project Visual Identity and Wayfinding Signage Guidelines.

Policy 68 HRM shall incorporate into the Transportation & Streetscape Design Functional Plan a co-ordinated system of site furnishings and amenities throughout downtown Halifax as directed by the Capital District Streetscape Guidelines.

---


23 Ibid.
6.7 STREET FESTIVALS

Regular street closures for community, cultural and festival events are a hallmark of dynamic and successful cities. An important aspect of strengthening downtown Halifax is therefore the establishment of an interdepartmental protocol that encourages temporary street closures to boost vibrancy and sense of community. Recommendations for changes to HRM’s temporary street closure procedures will be provided through the Transportation & Streetscape Design Functional Plan.

Policy 69 HRM shall consider through the Transportation & Streetscape Design Functional Plan amendments to its temporary street closure procedures to streamline the process by which such closures are obtained by community groups and other interests for street related festivals and events.

6.8 SUSTAINABLE PUBLIC SPACES

This Plan is founded on principles of sustainability and promotes sustainable practices at all scales: regional, downtown, and site level both in terms of building and public space design. HRM can and is leading in the demonstration of sustainable practices in the design of public spaces through a variety of ways: use of alternative energy such as geothermal energy and district heating concepts, the provision of active transportation infrastructure and facilities for organics and recycling, tree planting, use of local materials in public space design, and use of solar and energy efficient lighting systems. Guidance for sustainability in public space design will be provided through the Transportation & Streetscape Design Functional Plan, the Sustainability Functional Plan, and the Downtown Halifax Open Space Functional Plan.

Policy 70 It shall be the intention of HRM to demonstrate leadership in implementing sustainable design for public spaces in accordance with the Transportation & Streetscape Design Functional Plan, the Sustainability Functional Plan, and the Downtown Halifax Open Space Functional Plan.
CHAPTER 7: TRANSPORTATION

7.0 INTRODUCTION

Transportation and traffic movements within downtown Halifax require the integration of sustainable transportation practices and land use. Within the Regional Municipal Planning Strategy, transportation policy addresses how built form and transportation impact one another, while reducing the environmental impacts of growth. The same holds true for downtown Halifax. To create an area where the built form encourages pedestrian activity and develops an efficient system of moving people throughout, in and out of the downtown, requires sustainable transportation options and a strong vision.

7.1 DOWNTOWN STREETS

The basis for any transportation policy is the network within which it functions. The street network is a key component to moving people and goods. Therefore, it is important that the changes and improvements to the streets within the downtown core be addressed in two ways. One will develop a network of use that defines the streets with higher traffic volumes and those that will be more focused on transit, and still others that will be more pedestrian-oriented. The other is the design of streets in accordance with the Streetscape Typologies as laid out in Chapter 6 of this Plan. While they may seem distinct in the traditional sense, the two can be intertwined so that downtown Halifax becomes a vibrant area. The Streetscape Typologies have been defined in Appendix A. These matters will be considered as part of the Transportation & Streetscape Design Functional Plan.

7.1.1 Street Network Plan

The downtown street network has been studied to determine the best way to move traffic. Even cities with a pedestrian and transit focus require methods of moving vehicles efficiently from one place to another. In Halifax, it has been recognized that providing one-way flow on the narrow streets can be beneficial in reducing the needed width for traffic flow and optimizing on-street parking, cycling infrastructure, and sidewalk extension opportunities. This allows for one travel lane where two lanes would be required for two-way streets. The downtown street network works best when a hierarchy of traffic bearing roles is defined. Streets designated for higher-order traffic flow are Lower Water, Hollis, Prince, Sackville, Duke and Brunswick. With those streets handling the bulk of traffic, other streets in the network can assume roles focused on transit (Barrington and Spring Garden) or pedestrian (Bedford Row, Granville, Argyle, Market, Albemarle, George and Carmichael, Bishop, Salter, Blowers, and Grafton). The changes to the downtown streets will occur once consultation for traffic flow alterations has been undertaken.

Policy 71 HRM shall implement the downtown Street Network Plan as shown on Map 13 through its capital investment programs. The Street Network Plan sets out a
hierarchy of streets to encourage vehicular traffic to utilize specific streets and enable the development of other streets to be more pedestrian and transit-oriented.

### 7.2 ACTIVE TRANSPORTATION

The culture of walking is prevalent throughout the downtown. As a compact area, it is already possible to walk easily from one place to another. The Streetscape Typologies add to the walkability of the area by ensuring the amenities are in place to encourage walking. However, walking is not the only mode of active transportation that is used within the core of the region. Other modes such as cycling need to be considered and the infrastructure to support these modes are required to ensure that choice is available. The Active Transportation Plan adopted by Council in 2006 examined where infrastructure should be developed. Therefore, it is important to use these documents to ensure that the required infrastructure is built (including on road facilities, bike racks and lockers).

**Policy 72**

HRM shall consider opportunities to install active transportation infrastructure in downtown Halifax to encourage the use of all modes of active transportation.

HRM shall consider the Active Transportation Plan in determining appropriate locations for such infrastructure.

**7.2.1 Waterfront Trail**

The Harbourwalk waterfront trail is a significant component in the development of a network of active transportation infrastructure in downtown Halifax. This trail not only connects communities to one another, but also enables connections to be made to other parks, open spaces and natural areas. However, with restrictions to access in some areas along the Harbour, it is important to note that the trail may veer away from the water at specific locations, such as through the HMC Dockyard.

**Policy 73**

HRM shall consider opportunities to extend and improve the continuous Harbourwalk waterfront trail through the DHSMPS plan area, acknowledging that at certain points, it will be necessary for the trail to diverge from the waterfront.

### 7.3 PUBLIC TRANSIT

Building on the goals of the Regional Municipal Planning Strategy, access to downtown should be significantly enhanced through investment in public transportation, which will provide a real alternative to the dependence on the automobile. Development in turn should be provided at appropriate densities to support continued transit use. Public transportation must progress into a

---


25 Ibid.
whole new level of public acceptability by making its use vastly more convenient and treating users as customers with much improved levels of service. Transit should become a universally acceptable and accessible means of transportation.

To accomplish this, the development of new services such as a downtown shuttle and a high speed ferry service are required. New services will provide more public transportation options to commuters and decrease the desire to use private vehicles for commuting.

Ferry service in HRM has been successful for over 250 years. However, the cross-harbour ferries to Dartmouth and Woodside serve specific markets and with increased pressure on the road networks from other areas, the service requires expansion to serve the growing communities around the Bedford Basin. A fast ferry service will enable residents living in and around Bedford to have a fast, reliable service to the downtown, reducing the number of cars on the downtown streets. To ensure this happens, a new terminal building will be required to meet the needs of the ferry and its users, while still accommodating the existing cross-harbour service to Dartmouth and Woodside. Existing policies in the Regional Municipal Planning Strategy support this as a regional transportation priority.

7.3.1 Downtown Shuttle

Creation of a frequent, high-capacity shuttle service in the downtown, with connections to nearby destinations such as hospitals and universities, has several benefits. First, it can expand the reach of express transit services and ferries that stop at a single location downtown. It can also improve connectivity within the downtown for visitors, shoppers, and employees alike. Using hybrid diesel-electric buses, the service can also reduce the impacts of buses on the downtown by reducing noise and emissions, and allowing some routes to transfer passengers and turn around before entering the downtown.

Policy 74 HRM shall implement a downtown shuttle program that will service the needs of the downtown enabling connections to employment, shopping and cultural areas of the downtown for residents and visitors.

7.3.2 Downtown Transit Terminal

Accommodating new services and the associated increase in the number of passengers will result in changes to the major downtown transit terminal. A new terminal, or an upgraded Scotia Square terminal, should become a major transit station that will meet the needs of the users and allow for increased capacity so that new services can be incorporated into the system.

Policy 75 HRM should consider the development of a new major transit terminal in the DHSMPS plan area.
7.4 PARKING

Key to encouraging the use of alternative modes of transportation, including active modes and public transit, is providing disincentives to drive. The cost is often cited as a motivator to switch from driving to work to other modes, as is the lack of available or convenient parking. Parking is required at the end of every trip and if it is too expensive or unavailable, commuters will choose other options. However, for a downtown to be vibrant and continue to thrive, parking is required and should be developed to encourage short-term trips.

A Regional Parking Strategy Functional Plan is underway that will provide guidance on appropriate parking ratios. Until that strategy is completed and implemented through amendments to this Plan, provisions will be established in the Land Use By-law to exempt downtown developments from the requirement to provide on-site parking in order to encourage alternative forms of transportation. The design guidelines will encourage the provision of short term public parking integrated within a development project and the development of parking structures rather than surface parking lots. Design guidelines will address the proper integration of these facilities along downtown streets.

Development of commercial surface parking facilities within downtown Halifax is prohibited in precincts 1, 2, 8 and 9, except where they are accessories to a permitted use and designed in accordance with the Design Manual. In precincts 3, 4, 5, 6 and 7, all new surface parking lots are prohibited. This is to ensure that the needs of the land owners, tenants, customers and residents are met, to promote the use of alternative modes of transportation (such as cycling, walking, transit, carpooling), and to create pedestrian-friendly neighbourhoods. Structured parking will be permitted subject to the location and design criteria set out in the Design Manual.

Policy 76 HRM shall through the Land Use By-law, exempt development within downtown Halifax from requiring on-site parking to encourage the use of alternative modes of transportation.

Policy 77 HRM shall through the Land Use By-law establish design criteria related to location, design and layout of parking facilities that are intended to limit surface parking and encourage appropriately designed parking structures.

7.5 TRANSPORTATION & STREETSCAPE DESIGN FUNCTIONAL PLAN

An overall transportation plan is required to implement this Plan’s transportation objectives for the downtown core of Halifax. The transportation plan will be addressed in the combined Transportation & Streetscape Design Functional Plan to ensure that both of these issues are studied in consideration and in cooperation with one another. The transportation aspect of the functional plan will promote enhanced transit service for downtown Halifax and address the following matters:

(a) designation of corridors for transit;
(b) the Street Network Plan as designated on Map 13;

(c) provisions for funding mechanisms to support alternate modes of transportation; and

(d) measures to mitigate the impacts of truck traffic on downtown streets.

Further amendments to this Plan and the Regional Municipal Planning Strategy will be required to implement the findings of the Transportation & Streetscape Design Functional Plan. Policy 51 of this Plan indicates that HRM shall consider undertaking this proposed functional plan.

7.5.1 Transit Corridors

Designation of transit corridors will provide a focus for land use, urban design and the public investment strategy laid out in this plan. The Regional Municipal Planning Strategy designates regional transit corridors that must be implemented at the local planning level. The Transportation & Streetscape Design Functional Plan will support the full integration of the regional transportation vision with the objectives of this plan.

7.6 FREIGHT MOVEMENT

Freight movement is a significant component of the volume of traffic on downtown streets. There are few alternative routes for trucks to access the port in south-end Halifax other than Barrington, Hollis and Lower Water Streets. However, with this truck traffic comes noise, vibration, exhaust and the potential for collision and spills. Solutions to reducing or eliminating the need to use downtown streets for freight movement will be sought, although previous work has shown that these solutions are expensive and must avoid adding time penalties to the delivery of freight. As part of the Transportation & Streetscape Design Functional Plan, HRM with other levels of government will continue to study alternative routing for the movement of freight, including the use of the rail cut to mitigate the negative impacts of truck traffic through downtown Halifax.

7.7 WATERFRONT VIEW CORRIDORS

To maintain the road and open space system, as well as to accommodate alternative means of transportation within existing corridors, it is essential to identify and retain corridors significant to the integrity of the public realm. The continuation of the east-west routes onto the waterfront lands preserves the views to the Harbour as well as provides links to waterfront amenities such as plazas and open spaces located at the foot of the corridors. Therefore it is important to preserve the corridors as they have been identified in the Land Use By-law through the creation of waterfront view corridors.

Policy 78 Further to Policy 61, HRM shall, through the Land Use By-law, provide for the preservation of future public access the waterfront view corridors as shown on Map 13a.
CHAPTER 8: IMPLEMENTATION

8.0 INTRODUCTION

This Plan is the primary policy document used to guide decision-making for development and investment within downtown Halifax. It provides a vision for land use, built form, design, heritage preservation and public investment, and it sets out general strategies and approaches to be used by HRM and all of its citizens and partners to achieve that vision. The Plan shall be implemented through the adoption and enforcement of its Land Use By-law and other by-laws of Council, and through Council's annual capital and operating budgets.

Key to effective implementation is a program of monitoring and adjustment to ensure that the desired outcomes are realized. This Chapter outlines regulatory, investment and monitoring policies that will ensure the effective implementation of this Plan.

8.1 RELATIONSHIP TO OTHER PLANS

The intent of this document is to create a plan unique to downtown Halifax that clearly articulates its values and attributes. To provide a link to broader community issues such as commercial development, open space and transportation, consideration must also be given to how this Plan fits within the hierarchy of existing planning documents affecting the area; the Regional Municipal Planning Strategy and the Halifax Municipal Planning Strategy. Together, these planning documents address regional, community and local interests. On matters specific to local downtown needs, it is intended that the policies in this Plan take precedence. On broader regional or community matters, the Regional Municipal Planning Strategy and the Halifax Municipal Planning Strategy are to be referenced.

Policy 79 HRM shall adopt this Plan as the Downtown Halifax Secondary Municipal Planning Strategy for the area shown on Map 1. In the event of conflict between this Plan, the Regional Municipal Planning Strategy or the Halifax Municipal Planning Strategy, the more stringent shall prevail.

8.2 REGULATORY TOOLS

8.2.1 Land Use By-law

HRM shall adopt a Land Use By-law for the purpose of carrying out the intent of this Plan. The Land Use By-law is the principal mechanism by which land use policies shall be implemented and as such shall set out zones, permitted uses, development standards, building height and massing requirements and detailed design guidelines, which shall reflect the policies of this Plan. Most notable among the Land Use By-law's regulatory structure is the application of the site plan approval process for development in downtown Halifax.
The Land Use By-law is comprised of the following five key components that work together to regulate and guide new development:

(a) **Precincts**: The Downtown Precincts Map, as shown on Map 2, provides the framework for implementing the policy objectives contained within this Plan. Each precinct will include discrete built form and design requirements for development which will be reflected in the Land Use By-law.

(b) **Built Form & Height Framework**: These requirements constitute the development envelope and form the quantitative elements that new buildings must achieve. The Land Use By-law accomplishes this through the establishment of standards for building height, massing, streetwall height and setbacks within each of the precincts.

(c) **Site Plan Approval and Design Review**: Within all areas under this Plan, new development is to be reviewed and approved through the site plan approval process. The approval will address both the quantitative and qualitative aspects of the development with the built form and height framework in accordance with the specifics of the By-law being administered by the Development Officer, and the qualitative aspects of the design being subject to review by the Design Review Committee in accordance with the Design Manual.

(d) **Design Manual**: The Design Manual forms part of the Land Use By-law and is the primary reference document to be used in designing and reviewing new development proposals for the downtown. It contains the detailed architectural guidelines and principles to be followed in each of the precincts.

(e) **Bonus Zoning**: The Land Use By-law contains two building height regimes; a lower, pre-bonus height which may be achieved without the contribution of certain public benefits, and a post-bonus height where public benefits in excess of the minimum development requirements are achieved. The post-bonus height program is also undertaken through the site plan approval process.

Policy 80 HRM shall adopt the Downtown Halifax Land Use By-law for the purposes of implementing the regulatory framework of this Plan. The Land Use By-law shall include provisions for site plan approval as the mechanism for approval of development within downtown Halifax, height and built form regulations, precincts, design manual, permitted land uses and a bonus zoning system.

### 8.3 DESIGN REVIEW COMMITTEE

The establishment of a Design Review Committee to oversee the administration of the Design Manual is a significant component of the new governance model instituted by this Plan for development in downtown Halifax. This governing body will be established through the Land
Use By-law as per Policy 17, with the mandate of ensuring quality design in all new developments within the downtown.

### 8.4 CO-OPERATION WITH EXTERNAL AGENCIES

HRM works with many other organizations and agencies including other levels of government, to increase the quality of services and facilities it provides to residents. This Plan relies on a strategic, co-operative approach on many local issues with a variety of external agencies including the Halifax Regional School Board, the Halifax Port Authority, the Waterfront Development Corporation Limited, the Halifax-Dartmouth Bridge Commission, and the provincial and federal governments. Schools, transportation and the development of publicly owned lands are key issues that will shape the future of the downtown and that will require the attention and co-operation of many partners including HRM. In particular, the retention of schools in and around the downtown is essential in achieving the goals of this Plan. The concept of complete and walkable neighbourhoods with residents, businesses and public amenities in close proximity to one another is unattainable if existing downtown or peninsular schools are consolidated or closed. The Plan aims to attract 16,000 new residents to the downtown area over the next 25 years and neighbourhood schools will be required to accommodate the expected increase of school aged children.

Policy 81 In accordance with Policies 30, 49, and 58 of this Plan, HRM may seek to negotiate agreements with the Halifax Regional School Board, the Halifax-Dartmouth Bridge Commission, and the Waterfront Development Corporation Limited to improve co-ordination with external agencies on the issues of neighbourhood school retention, transportation, and the development of publicly owned lands.

### 8.5 PUBLIC INVESTMENT

Chapters 6 and 7 outline primary areas where future public investment is needed to support the objectives of this Plan. The importance of the public realm is critical to the downtown and improvements to streetscapes, open spaces, gateways and other public spaces are needed to achieve the overall vision. These spaces frame the most prominent aspects of the urban environment, particularly in relation to heritage conservation districts, and provide the greatest impact on the image and impression of the downtown.

To bring the ideals of this Plan to fruition, HRM must provide leadership in undertaking capital investment and funding programs that exemplify a high quality and attractive public realm, support heritage restoration and renovation, and reinforce active transportation and a transit-oriented transportation system. To demonstrate HRM’s commitment to making these investments a reality, a multi-year capital investment strategy that prioritizes this work shall be prepared.

Policy 82 HRM shall consider undertaking a Downtown Halifax Capital Investment Functional Plan that outlines and prioritizes all of the areas where future public
investment is necessary to support the goals and objectives of this Plan. The Plan shall include a multi-year implementation schedule.

8.6 PLAN MONITORING PROGRAM

This Plan sets a clear direction for development and investment within downtown Halifax over the next 25 years. To implement this new direction, the co-operation of numerous agencies and initiatives will be needed, both within and outside the municipal government. This Plan will be reviewed periodically to determine the degree of success in achieving its intent and address any changes in underlying assumptions or economic conditions. Central to the effective implementation of the many aspects of this Plan is the establishment of an effective monitoring program. This program will be conducted through regular and five-year reviews as outlined under section 8.6.1, as well as through a mandatory ten-year review as outlined in the Halifax Regional Municipality Charter. The Plan Monitoring Performance Measures outlined in Appendix B may be used to monitor the effective implementation of this Plan on an ongoing basis.

Policy 83 HRM shall establish a program, including appropriate criteria and benchmarks, to monitor success in implementing the policies of this Plan.

Policy 84 HRM shall conduct a ten-year review of this Plan as required by the Halifax Regional Municipality Charter.

8.6.1 Amendments to this Plan

In the process of implementing this Plan, there may be a need for amendments to address emerging land use and regulatory issues. HRM will establish a process to enable the public, community groups, adjacent municipalities, boards, commissions, government agencies, and others to propose changes to this Plan and its implementing by-laws. This process provides for a continuous and systematic review of this Plan and associated regulations in response to changing conditions and circumstances impacting growth and development throughout HRM.

The amendment process may include an annual review and a five-year review. The annual review generally is limited to those amendments resulting in non-substantive technical changes. The five-year review is designed to address amendments which propose substantive changes. This amendment process, based on a defined cycle, provides sufficient time to measure the effects of new land use initiatives, and provides predictability to determine when new land use initiatives may be introduced. The five-year review shall include the monitoring of growth targets as referenced in Policy 46 of this Plan. With the annual review, the amendment process also has sufficient flexibility to accommodate technical adjustments or minor amendments which do not affect the overall intent of this Plan. The process requires early and continuous public involvement and dialogue.
Policy 86 HRM shall adopt an amendment process that provides for regular review and evaluation of the policies contained in this Plan and development regulations.

Policy 87 Further to Policy 86, it shall be the intention of HRM to conduct an annual review to consider proposed amendments that do not require substantive changes to this Plan or the Land Use By-law.

Policy 88 Further to Policy 86, it shall be the intention of HRM to conduct a five-year review to consider amendments:

(a) that could be considered in the annual review as well as those outside the scope of the annual review;

(b) that relate to substantive changes to this plan and corresponding development regulations; and

(c) that relate to the monitoring of growth targets and Plan Monitoring Performance Measures as set out in Appendix B of this Plan.

Development projects with highly significant benefits for the downtown and HRM at large that exceed the maximum height or building mass may be proposed from time to time.

Policy 89 Notwithstanding the foregoing policies, where a proposed amendment addresses unforeseen circumstances, or is deemed by Council to confer significant economic, or social, or cultural benefits to HRM beyond the bonus zoning provisions of this Plan, such amendments shall be considered by Council at any time regardless of the schedule for reviews.

Policy 90 HRM shall establish public participation programs for amendments to this Plan that describe opportunities for public input based upon the scope and intent of the amendment.

8.6A TRANSITION TO THIS PLAN

During the course of preparation of this Plan, development continued to occur in the Plan area according to the previous MPS policies and land use by-law requirements. At the time of Plan adoption, development agreement applications in various stages of review and approval remained in progress. In consideration of the fact that these projects were designed within the parameters of the previous policies of the Halifax Municipal Planning Strategy, the substantial investment made in the preparation of such applications and that they were submitted in advance of this Plan being given first reading by Council, it is reasonable that provision be made to allow Council to consider them after the effective date of this Plan under the previous policies. Similarly, non-substantive amendments to approved development agreements should also be able to be considered under the previous policies.
It is not, however, appropriate that development that is not in conformance with this Plan be afforded longstanding rights relative to time frames for project approval and completion. Developments that are not constructed and completed within a reasonable time period after Plan adoption should be required to comply with the requirements of the Land Use By-law.

Policy 90A Applications for development agreements on file on or before March 31, 2009 shall be considered under the policies in effect at the time the complete application was received. Where any such application is withdrawn, significantly altered, or rejected by Council, any new development proposal shall be subject to all applicable requirements of the Land Use By-law.

Policy 90B Applications pursuant to Policy 90A that have not proceeded to a public hearing by March 31, 2010 shall be subject to all applicable requirements of the Land Use By-law.

Policy 90C Applications approved pursuant to Policy 90A shall include project commencement dates not exceeding three years from the date of execution of the development agreement and project completion dates not exceeding six years from the date of execution of the agreement.

Policy 90D Applications for non-substantive amendments to approved development agreements shall be considered under the policies in effect at the time the agreement was approved.

The Province is considering a public/private partnership for a new World Trade and Convention Centre in downtown Halifax on the two blocks bounded by Argyle Street, Prince Street, Market Street and Sackville Street. Such a development will have a significant economic, social and cultural impact on downtown Halifax, the province and the maritime region. The development will have the added benefit of revitalizing two, full underutilized yet prominent city blocks in the downtown core. Accordingly, it is appropriate to include specific provisions in this Plan to enable the development as contemplated.

Policy 90E HRM shall, through the land use by-law, establish provisions and requirements to enable the development of a new publically-sponsored convention centre together with retail, hotel, residential or office, and underground parking space on the two blocks bounded by Argyle Street, Prince Street, Market Street and Sackville Street.

8.7 FUNCTIONAL PLANS

The purpose of a functional plan is to guide the management of the Municipality as set out in the Halifax Regional Municipality Charter. They do not represent land use policy but rather HRM’s intent to create detailed management guides for setting budgets for programs, services and facilities consistent with the implementation of this Plan.
Capital improvements are important components of functional plans. Capital facilities and spending on improvements and new facilities are closely linked to availability of funds. Functional plans specific to the downtown Halifax area may identify costs and services of needed facilities and services. This Plan provides the framework for the establishment of the following five new functional plans for downtown Halifax:

(a) the Sustainability Functional Plan as per Policy 20;
(b) the Cogswell Interchange Functional Plan as per Policy 50;
(c) the Transportation & Streetscape Design Functional Plan as per Policy 51;
(d) the Downtown Halifax Open Space Functional Plan as per Policy 56; and
(e) the Downtown Halifax Capital Investment Functional Plan as per Policy 82.

Policy 91 HRM shall consider undertaking functional plans to address the downtown's facility and service needs and recommended means of funding, consistent with this Plan.
# APPENDIX A
## STREETSCAPE TYPOLOGIES

<table>
<thead>
<tr>
<th>Streetscape Typology</th>
<th>Primary Purpose</th>
<th>Defining Features</th>
<th>Cross Section</th>
</tr>
</thead>
</table>
| **1. Avenues**  
(Barrington and Spring Garden) | Avenues are the primary pedestrian-oriented shopping streets in downtown. They are also focused on the provision of public transit. | • Broad, distinctly paved sidewalks and crosswalks  
• Sidewalk ‘bump-outs’ at intersections  
• Unique lighting, banners and furnishing  
• Trees/landscaping where possible  
• Roadway width reduced to minimum requirements  
• Well designed transit stops | ![Cross Section](image1.png) |
| **2. Civic Avenue**  
(Hollis Street, South Park Street, vicinity of Spring Garden intersection, Cogswell Street, portion of Gottingen) | The primary north-south connection (Hollis Street) linking major civic and cultural attractions including Cornwallis Park. Linking landmark buildings in park-like settings on the eastern end of Spring Garden Road and along a portion of Barrington Street. Linking the Halifax Commons to the downtown and waterfront (Cogswell & Gottingen Streets). Linking Citadel to Public Gardens and Victoria Park (South Park Street). Linking Victoria Park to the site of the future Central Public Library on the old Infirmary site (Clyde St.) | • Iconic view termini and landmarks  
• Distinctive paving in “civic” vocabulary along sidewalks, at crosswalks and across the roadway at strategic civic locations (Cornwallis Park, Government House, Province House/Gallery, Provincial Courthouse, Memorial Library, Clyde Street, future Flatiron Plaza)  
• Where paving extends across the roadway, it should seamlessly integrate with adjacent public space treatments  
• Sidewalk ‘bump-outs’ at intersections  
• Unique lighting, banners and furnishing  
• Trees/landscaping where possible | ![Cross Section](image2.png) |
<table>
<thead>
<tr>
<th>Streetscape Typology</th>
<th>Primary Purpose</th>
<th>Defining Features</th>
<th>Cross Section</th>
</tr>
</thead>
</table>
| 3. Grand Promenade (Carmichael and George) | The Grand Promenade is the symbolic historic visual axis linking the Old Town Clock to the harbour. It is downtown’s primary east-west pedestrian connection linking major civic and cultural attractions along it. Of all the streets in downtown Halifax this corridor has the greatest potential to become an iconic symbol of the city and a showcase of the best of urban design and civic pride. | • Continuous, distinctive, feature paving extending across the entire right of way to building faces, including across intersections. Feature paving should extend from the Citadel to the waterfront promenade. Paving to appear as a plaza treatment without curbs, while accommodating pedestrian safety considerations  
  • An expanded sidewalk on the north side in conjunction with a double row of street trees  
  • Unique lighting, banners and furnishing  
  • Vertical elements should help define the sidewalk edge on the north side  
  • Visual landmark termini at each end  
  • Should define the “civic” language of streetscape design and elements for downtown Halifax, to be consistent with other civic public realm initiatives (see Citadel to Harbour Streets and Civic Avenue) |               |
<table>
<thead>
<tr>
<th>Streetscape Typology</th>
<th>Primary Purpose</th>
<th>Defining Features</th>
<th>Cross Section</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>4. Harbour View Streets</strong> (Duke Street, Prince Street, Sackville Street, Salter Street, Bishop Street, Morris Street)</td>
<td>Harbour View Streets are east-west streets that provide key visual and physical links between the waterfront and the downtown and feature protected ‘window’ views of the harbour at their eastern ends</td>
<td>• Waterfront plazas and public art landmarks at harbour termini&lt;br&gt;• Distinctive sidewalk &amp; crosswalk paving in a “civic” vocabulary similar to Grand Parade&lt;br&gt;• Sidewalk ‘bump-outs’ at intersections&lt;br&gt;• Unique lighting, banners and furnishing&lt;br&gt;• Trees/landscaping wherever possible&lt;br&gt;• A “water-view” language of streetscape design and elements</td>
<td><img src="image1.png" alt="Cross Section Diagram" /></td>
</tr>
<tr>
<td><strong>5. Harbourfront Streets</strong> (Upper Water, Lower Water and Marginal Road)</td>
<td>These streets form the primary north-south connection serving the Waterfront and accessing waterfront related attractions and open spaces.</td>
<td>• An irregular alignment affording opportunities for creating visual interest, view termini, and varied spaces along its length&lt;br&gt;• Distinctive sidewalk and crosswalk paving&lt;br&gt;• Special paving treatment extended across the roadway and seamlessly integrated with waterfront plazas&lt;br&gt;• Sidewalk ‘bump-outs’ at intersections&lt;br&gt;• Unique lighting, banners and furnishing that associate with the waterfront&lt;br&gt;• Continuous street trees within the right of way, reinforced with additional rows of trees on private property wherever possible&lt;br&gt;• Should define the “water-view” language of streetscape design and elements for downtown Halifax, to be consistent with other civic public realm initiatives (see Harbour View Streets)</td>
<td><img src="image2.png" alt="Cross Section Diagram" /></td>
</tr>
<tr>
<td>Streetscape Typology</td>
<td>Primary Purpose</td>
<td>Defining Features</td>
<td>Cross Section</td>
</tr>
<tr>
<td>----------------------</td>
<td>----------------</td>
<td>------------------</td>
<td>--------------</td>
</tr>
<tr>
<td>6. Esplanades</td>
<td>Esplanades are streets that front the Citadel. Historically, the name ‘esplanade’ was given to the open area between the city and/or fortress walls.</td>
<td>• A series of modest Esplanade Plazas corresponding to the ends of streets that lead to the Citadel and that may include public art, heritage interpretive features, wayfinding, pedestrian seating and special paving treatments • Plazas should link with sidewalks and be ‘trail heads’ for walkways and stairs that lead to the Citadel • Distinctive sidewalk &amp; crosswalk paving • Sidewalk ‘bump-outs’ at intersections • A continuous double row of street trees where possible on the city-side of the streets • High quality stone retaining walls on the Citadel side, particularly at plazas • Unique lighting, banners and furnishing that associate with the Citadel • Other landscaping treatments where possible</td>
<td></td>
</tr>
<tr>
<td>Streetscape Typology</td>
<td>Primary Purpose</td>
<td>Defining Features</td>
<td>Cross Section</td>
</tr>
<tr>
<td>----------------------</td>
<td>--------------------------------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------</td>
<td>---------------</td>
</tr>
</tbody>
</table>
| 7. Pedestrian Priority Streets (Argyle, Market, Grafton, Blowers, Granville, Bedford, Dresden, Birmingham, Brenton, Artillery, Doyle, etc.) | Pedestrian priority streets have existing or potential important pedestrian-oriented functions and/or connections to pedestrian destinations and which don’t accommodate significant vehicular traffic. These are the “background” streets of the downtown, of which there are many. | • Occasional use of distinctive paving across the entire roadway (i.e. Argyle Street) extended to adjacent animated building faces. Paving to appear as a plaza treatment without curbs while accommodating pedestrian safety considerations  
• Broadened sidewalks to enable continuous street trees  
• Roadway width reduced to minimum requirements  
• Unique lighting, banners and furnishing  
• Fixtures that can close segments of the streets off from vehicular traffic for occasional street festivals, markets and other events. | ![Cross Section](image1.png) |
| 8. Supporting Streets (All remaining streets in the downtown Halifax Plan area.) | Supporting Streets provide the armature upon which the other streetscape typologies rest. Excellence in design and function are equally important on these streets as on the others. They must be designed and constructed to a high standard befitting the importance of their role in downtown Halifax. | • Distinctive sidewalk and crosswalk paving  
• Widened sidewalks wherever possible.  
• Sidewalk ‘bump-outs’ at intersections  
• Unique lighting, banners and furnishing  
• Trees/landscaping wherever possible | ![Cross Section](image2.png) |
# APPENDIX B: PLAN MONITORING

## PERFORMANCE MEASURES

<table>
<thead>
<tr>
<th>Impact Area</th>
<th>Category</th>
<th>Indicator</th>
<th>Baseline Measure 2008-09</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Economic</strong></td>
<td>Building Permits</td>
<td># of permits issued</td>
<td>46</td>
</tr>
<tr>
<td></td>
<td>Inventory</td>
<td># of new residential units</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Total inventory of space for all uses</td>
<td>6.4 million sq. ft</td>
</tr>
<tr>
<td></td>
<td>Approval Process</td>
<td>Average time from submission to approval</td>
<td>16 months</td>
</tr>
<tr>
<td></td>
<td>Office Space</td>
<td>Average rental or lease premium</td>
<td>$4.22 per sq.ft</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Aggregate realty assessment</td>
<td>$2,069,178, 510</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Office space : Inventory</td>
<td>6,694,764 sq.ft</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Office space: ratio of demand to supply</td>
<td>1: 1.5</td>
</tr>
<tr>
<td><strong>Social, Cultural &amp; Environment</strong></td>
<td>Green Designed Buildings</td>
<td># of buildings with LEED silver or higher</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>Housing</td>
<td># of occupied dwellings or units</td>
<td>10,124 (2006 census)</td>
</tr>
<tr>
<td></td>
<td>Housing Affordability</td>
<td>Total number of units approved through Provincial Housing Affordability programs</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>Mobility</td>
<td>Kilometres of bike lanes</td>
<td>2.2 km</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Average # weekday trips (all bus and ferry)</td>
<td>2662</td>
</tr>
<tr>
<td></td>
<td>People</td>
<td># of people living downtown (Halifax Citadel provincial riding)</td>
<td>19,644 (2006 census)</td>
</tr>
<tr>
<td></td>
<td>Investment in Public Realm</td>
<td>$ value of public and private investment made in public realm</td>
<td>2009 Capital budget</td>
</tr>
<tr>
<td></td>
<td>Heritage</td>
<td># of heritage districts</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Municipal grants and tax exemptions for heritage restoration and preservation (excluding the Heritage and Culture Reserve)</td>
<td>Heritage Property Program: $150,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Community Grants: $75,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>IAMS Heritage Facilities Upgrades: $152,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Non-profit Tax Exemptions: $254,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>TOTAL = $631,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Heritage Projects supported by program</td>
<td># of projects &amp; avg. $ value per project in 2009 (to be determined)</td>
</tr>
</tbody>
</table>
Area where building height is measured between the commencement of the top storey of a building and the mean grade of the finished ground adjoining the building between the building and the fronting street.
Rampart Maximum

Area where building height is measured between the commencement of the top storey of a building and the mean grade of the finished ground adjoining the building between the building and the fronting street.
Downtown Halifax Secondary Municipal Planning Strategy

Map 7
Heritage Districts

Effective: Note: Effective date does not indicate date of data creation.
Map 9
Streetscape Typologies

**Streetscape Type**
- **Primary Civic Street**
  - A Avenue
  - C Civic Avenue
  - E Esplanade
- **East-West Harbour Street**
  - G Grand Promenade
  - F Harbour Front Street
  - V Harbour View Street
- **Pedestrian Street**
  - P Pedestrian Priority Street
  - S Supporting Street

**Effective:**

Note: Effective date does not indicate date of data creation.
Downtown Halifax
Secondary Municipal Planning Strategy

Map 10
Open Spaces

Open Public Spaces
- Courtyard
- Forecourts/Greens
- Heritage and Cultural Landscape
- Civic Square
- Harbour Walk
- Desired Mid-Block Link

Potential Civic Spaces
- Potential Courtyard
- Potential Plaza

Effective:

Note: Effective date does not indicate date of data creation.
Downtown Halifax
Secondary Municipal Planning Strategy

Map 12
Prominent Visual Terminus Sites

Effective date does not indicate date of data creation.
DOWNTOWN HALIFAX LAND USE BY-LAW

I HEREBY CERTIFY that this is a true copy of the Downtown Halifax Land Use By-law which was passed by a majority vote of the Council of the Halifax Regional Municipality at a duly called meeting held on the 16th day of June, 2009.

GIVEN under the hands of the Municipal Clerk and under the Corporate Seal of the Halifax Regional Municipality this _____ day of ________________, 2009.

__________________
Julia Horncastle
Acting Municipal Clerk
# TABLE OF CONTENTS

Title .................................................................................................................. 1

Definitions .......................................................................................................... 1

Administration ...................................................................................................... 9
  Design Review Committee .................................................................................. 9
  Composition of the Committee ......................................................................... 9
  Meetings ........................................................................................................... 10
  Chair and Vice-Chair ....................................................................................... 10
  Committee Role .................................................................................................. 10
  Remuneration of Committee Members ............................................................. 11
  Appeal of Committee Decision ......................................................................... 11
  Development Permit .......................................................................................... 11
  Development Permit: Application ....................................................................... 12
  Site Plan Approval: Area of Application ........................................................... 12
  Site Plan Approval: Application ........................................................................ 13
  Site Plan Approval: Exemptions ......................................................................... 13
  Site Plan Approval: Non-Substantive Applications ........................................... 14
  Site Plan Approval: Substantive Applications .................................................. 14
  Site Plan Approval: Variance of Requirements ................................................ 14
  Site Plan Approval: Notification ....................................................................... 14
  Licenses, Permits, and Compliance With Other By-laws .................................... 15
  Maps and Schedules ......................................................................................... 15

Interpretation ........................................................................................................ 16
  Application of Requirements ......................................................................... 16
  Zones, Precincts and Schedules ....................................................................... 16
  Interpretation of Zoning Boundaries ............................................................... 16

Land Use Requirements ........................................................................................ 18
  Downtown Halifax Zone (DH-1) ....................................................................... 18
    Permitted Land Uses ...................................................................................... 18
    Pedestrian-Oriented Commercial Street Uses ............................................... 18
    Residential Uses: Dwelling Unit Mix ............................................................ 18
    Residential Uses: Precincts 2, 3 and 9 - Landscaped Open Space Requirements  19
    Residential Uses: Storm Surge Protection ..................................................... 19
    Publically-Sponsored Convention Centre ..................................................... 20
  Institutional, Cultural & Open Space Zone (ICO) ............................................... 20
    Permitted Land Uses ...................................................................................... 20
    Waterfront View Corridors ........................................................................... 21
    Waterfront View Corridors: Abutting Uses ................................................... 21
Built Form Requirements ................................................................................. 22
Lot Requirements .......................................................................................... 22
Number of Buildings on a Lot ....................................................................... 22
Registered Heritage Properties ..................................................................... 22
Registered Heritage Properties: Development on Abutting Property .......... 22
Building Height: Maximum Pre-bonus Heights and Maximum Post-Bonus Heights ........................................................................ 22
Landscaping for Flat Rooftops ....................................................................... 23
Land Uses at Grade ......................................................................................... 23
View Plane Requirements .............................................................................. 23
Rampart Requirements .................................................................................. 24
Wind Impact ..................................................................................................... 24
Accessory Buildings ........................................................................................ 24
Prohibited External Cladding Materials ......................................................... 24
Streetwalls ...................................................................................................... 26
Streetwall: Streetline Setbacks .................................................................... 26
Streetwall: Height .......................................................................................... 26
Streetwall: Width ........................................................................................... 26
Streetwall: Stepbacks ..................................................................................... 26
Streetwalls: Variance through Site Plan Approval ........................................ 26
Building Setbacks and Stepbacks .................................................................. 27
Low-Rise Buildings ......................................................................................... 27
Mid-Rise Buildings ......................................................................................... 27
Mid-Rise Buildings: Central Blocks ............................................................... 27
High-Rise Buildings ......................................................................................... 27
Permitted Encroachments .............................................................................. 28
Building Setbacks and Stepbacks: Variance through Site Plan Approval .... 28
Precincts: Additional Requirements ............................................................... 29
Precinct 1: Southern Waterfront ................................................................... 29
Precinct 3: Spring Garden Road Area ........................................................... 30
Precinct 4: Lower Central Downtown ........................................................... 30
Precinct 5: Barrington Street Heritage Conservation District ....................... 30
Post-Bonus Height Provisions ........................................................................ 31
Buildings Higher than the Pre-Bonus Height Requirements ......................... 31
Bonus Exception for Registered Heritage Buildings ..................................... 31
Public Benefit Categories ............................................................................... 31
Public Benefit Agreement ............................................................................. 32
Signs .................................................................................................................. 33
Permit Requirements ....................................................................................... 33
Temporary Sign By-law .................................................................................. 33
Encroachment License ........................................................................................................... 33
Permitted Signs ....................................................................................................................... 33
Prohibited Signs ....................................................................................................................... 34
Signs on Registered Heritage Properties and Properties in a Heritage Conservation District ......................................................................................................................... 35
Signs on Buildings ....................................................................................................................... 35
Illuminated Signs ....................................................................................................................... 35
Fascia Signs ............................................................................................................................... 35
Window Signs ............................................................................................................................ 35
Canopies and Awning Signs ...................................................................................................... 36
Projecting Signs ........................................................................................................................ 36
Parking ........................................................................................................................................ 37
    Accessory Surface Parking Lots: General Requirements ........................................................ 37
    Commercial Surface Parking Lots .......................................................................................... 38
    Commercial Parking Garages: General Requirements ............................................................ 38
    Commercial Parking Garage: Design .................................................................................... 39
    Bicycle Parking: Required Number of Spaces ........................................................................ 40
    Bicycle Parking: Class A Requirements ................................................................................ 41
    Bicycle Parking: Class B Requirements ................................................................................ 41
Schedule S-2: Wind Assessment Performance Standards ........................................................... 43
    General ..................................................................................................................................... 43
    Qualitative Assessment .......................................................................................................... 43
    Quantitative Assessment ........................................................................................................ 44
    Determination ........................................................................................................................ 44

LIST OF MAPS

    Map 1 - Zoning and Schedule W
    Map 2 - Downtown Precincts
    Map 3 - Pedestrian-Oriented Commercial Streets
    Map 4 - Maximum Pre-Bonus Heights
    Map 5 - Maximum Post-Bonus Heights
    Map 6 - Streetwall Setbacks
    Map 7 - Streetwall Heights
    Map 8 - Central Blocks
    Map 9 - Prominent Visual Terminus Sites
    Map 10 - Archaeological Resources

Schedule S-1: Design Manual
Title

1 This By-law shall be cited as the Downtown Halifax Land Use By-law.

Definitions

2 In this By-law;

(a) *Accessory* means naturally and normally incidental, subordinate, and exclusively devoted to.

(b) *Accessory Building* means a detached subordinate building, not used for human habitation, located on the same lot as the main building, structure, or use to which it is accessory, the use of which is naturally or customarily incidental and complementary to the main use of the land, building or structure.

(c) *Accessory Surface Parking Lot* means on-site, surface parking provided in support of the main use of the land.

(d) *Adult Entertainment Use* means a massage parlour, sex-aid shop, an adult bookstore, or an adult cabaret.

(e) *Adult Cabaret* means any premises or part thereof, whether public, semi-public, or private, wherein is provided the opportunity to feel, handle, touch, paint, be in the presence of, or be entertained by the nude body of another person, or to observe, view or photograph any such activity.

(f) *Adult Bookstore* includes any establishment or place for the purpose of retail trade where 20% or more of the value of the total stock in trade or 20% or more of the area used for display of materials in any such establishment or place is comprised of books, magazines, or other periodicals relating to, or portrayed as relating to, sexual activities.

(g) *Alcohol related establishment* means a permanent use (not subject to a temporary permit) that is licensed to serve alcohol without a meal pursuant to the *Nova Scotia Liquor Control Act*.

(h) *Alter* means to make any change in the size, shape, structure or materials of a building or any part thereof.

(i) *Archaeological Resources* means the areas of land shown on Map 10 Archaeological Resources attached to this By-law.
(j) **Attached Building** means a building otherwise complete in itself, which depends for structural support or complete enclosure upon a division wall or walls shared in common with an adjacent building or buildings.

(k) **Average grade** means the average finished elevation around the perimeter of the lot.

(l) **Basement** means a level of a building that has more than one-half of its floor-to-ceiling height below the average grade.

(m) **Bicycle Parking, Class A** means a facility which secures the entire bicycle and protects it from inclement weather, and includes any key secured areas such as lockers, bicycle rooms, and bicycle cages.

(n) **Bicycle Parking, Class B** means bicycle racks, including wall mounted varieties, which permit the locking of a bicycle by the frame and the front wheel and support the bicycle in a stable position with two points of contact.

(o) **Bicycle Parking, Enhanced** means any of the following: bicycle parking in excess of the required minimums in terms of quantity or class; the provision of sheltered bicycle parking; the provision of showers, at the rate of one for every six bicycle spaces, and clothes lockers, at the rate of one for every bicycle space.

(p) **Billboard** means any freestanding sign and supporting structure, maintained or used for display of advertising matter, or any advertising sign displayed in conjunction with mural artwork occupying an equal or greater surface area on a building, wall or fence.

(q) **Building** includes any structure placed on, over, or under the land and every part of the same and any external chimney, staircase, porch, or other structure used in connection with such buildings.

(qa) **Building face** means that portion of a building facade which is separated from other portions of the same facade by recesses or offsets a minimum of 0.5m in depth.

(r) **Building height** means the vertical distance between the **average grade** and a horizontal plane extended across the top of the building, except as otherwise specified on Map 4, Maximum Pre-Bonus Heights and Map 5, Maximum Post-Bonus Heights.

(s) **Building width** means the total horizontal distance between the outermost edges of the building wall or walls facing a street or public open space.
(t) *Central Blocks* means the blocks identified on Map 8.

(u) *Commercial Parking Garage* means a building whose primary use is the provision of parking to the general public for a fee.

(v) *Commercial Recreation Use* means a building or part of a building in which a recreational activity is performed and for which a membership or instruction fee is charged, and without limiting the generality of the foregoing, shall include weight-lifting or fitness centres, boxing or racquet sport clubs, martial arts schools and dance studios.

(w) *Commercial Surface Parking Lot* means an area of land used for the provision of parking to the general public for a fee.

(x) *Commercial use* means the use of a building for the purpose of buying and selling goods and supplying services.

(y) *Community Facility* means a building or site owned by a government agency or non-profit organization or religious institution or philanthropic institution and used as a meeting place for entertainment or education or social activities by the general public on a regular or occasional basis and includes a church hall or a public hall.

(z) *Corner lot* means a lot situated at the corner of two streets, unless such streets form an angle of greater than 135 degrees in which case such a lot shall be an interior lot.

(aa) *Cultural use* means the presentation of art, artistic performances, musical performances, lectures, or other exhibits.

(ab) *Depth* means a specified distance along a horizontal plane towards the interior of a building or a lot from a streetline or lot line.

(ac) *Dwelling Unit* means 1 or more rooms used or designed to be used by one or more persons as a place of abode which contains not more than one kitchen and includes but is not limited to living, sleeping and sanitary facilities.

(ad) *Facia Sign* means a sign which is attached directly to or painted on a building wall, and which does not extend therefrom nor extend above the roof line.

(ae) *Flanking lot* means a lot situated at the intersection of three or more streets.

(af) *Flat roof* means a roof that is sloping no greater than 1:12.
Floor area ratio means the gross area of all floors in a building, measured from the outside of external walls, divided by the area of a lot.

Front Yard means a yard extending across the full width of a lot between the street line and the nearest wall of any main building or structure on the lot.

Front lot line means the lot line abutting a street.

Gross Floor Area means the aggregate of the area of all floors in a building, whether at, above or below grade, measured from the exterior faces of the exterior walls, or from the centre line of the common wall separating two buildings, but does not include area below grade used for private garage, parking, loading, or building support uses.

Ground Sign means a sign supported by one or more uprights, poles or braces, placed in the ground.

High-rise Building means a building or that portion of a building that is greater than 33.5 metres in height.

Housing Affordability means all types of housing whereby the provincial government provides some form of subsidy or rent assistance, including public, non-profit and co-operative housing, as well as rent supplements for people living in private market housing.

Institutional use means any educational or religious use, museum, public library, fire or police station, public works, hospital, nursing home, community facility, recreational, cultural or open space use.

Interior lot means a lot abutting only one street.

Interior lot line means any lot line that is not coincident with a streetline.

Landscaped Area means any combination of trees, shrubs, flowers, grass or other horticultural elements, decorative stonework, pavers, screening or other landscape architectural elements, all of which are designed to enhance the visual amenity of a property or to provide an amenity for common use by the occupants of a building.

Landscaped Open Space means any outdoor landscaped area or playground for common use by the occupants of a building, but shall not include space for vehicular access, car parking, areas for the maneuvering of vehicles, or areas covered by any building.
(as)  *Lot* means a parcel of land described in a deed or as shown on a registered plan of subdivision.

(at)  *Lot area* means the total area within the boundaries of a lot.

(au)  *Lot coverage* means the percentage of the lot that is covered by buildings, including accessory buildings.

(av)  *Lot line* means a boundary of a lot.

(aw)  *Low-rise Building* means a building or that portion of a building that is less than 18.5 metres in height.

(ax)  *Lot width* means the width of a lot measured in a straight line between the intersecting points of the side lot lines, or side lot line and flanking lot line for flanking lots, and the streetline.

(ay)  *Marine related use* means a use that is dependant upon access to the Harbour and includes, without restricting the generality of the foregoing, marinas, tugboat facilities, and boat building and repair facilities.

(az)  *Massage Parlour* includes any premises or part thereof, by whatever name designated, where a massage, body rub, alcohol rub, bath or similar activity is performed, offered, advertised or solicited by persons in pursuance of a trade, calling, business, or occupation or which is equipped or arranged so as to provide such activity, but does not include any premises or part thereof where treatment is routinely offered or performed for the purpose of medical or therapeutic treatment and is performed or offered by or under the supervision or direction of a physician, licensed naturopath, chiropractor, osteopath, massage therapist, physiotherapist, or nurse licensed or registered under the laws of the Province of Nova Scotia.

(ba)  *Mid-rise Building* means a building or that portion of a building that is no less than 18.5 metres in height and no more than 33.5 metres in height.

(bb)  *Multiple Unit Dwelling* means a building containing four or more dwelling units.

(bc)  *Nude* means the showing of the human male or female genitals, pubic area or buttocks with less than a full opaque covering, or the showing of a female breast with less than a full opaque covering over any portion thereof below the top of the areola of the breast.

(bd)  *Open Space Use* means the use of land for public and private parks and playgrounds, athletic fields, tennis courts, lawn bowling greens, outdoor skating
rinks, picnic areas, cemeteries, day camps, historic sites or monuments, and similar uses to the foregoing, together with the necessary accessory buildings and structures, but does not include commercial camping grounds, golf courses nor a track for the racing of animals or motorized vehicles.

(be) *Parking lot* means a parking area for three or more motor vehicles.

(bf) *Personal service use* means a use providing services for the personal needs of individuals and includes uses providing grooming, tailors, depots for collecting dry cleaning and laundry, and other similar uses.

(bg) *Playground* means an area of outdoor landscaped open space equipped with play equipment such as slides, swings or climbing structures or other recreational equipment.

(bh) *Projecting Sign* means a sign which projects from and is supported by or which extends beyond a wall of a building.

(bi) *Ramparts* means the Citadel Ramparts pursuant to Section 26B of the Halifax Peninsula Land Use By-law and as depicted on Map ZM-17 of the Halifax Peninsula Land Use By-law, as amended from time to time.

(bj) *Rear lot line* means a lot line that is furthest from and opposite a streetline and that solely applies to an *interior lot*.

(bk) *Rear Yard* means a yard extending across the full width of the lot between the rear wall of a building and the rear lot line and its depth shall be the distance or the mean of the distance between the rear wall of the building and the rear lot line.

(bl) *Recreation use* means the use of land, buildings or structures for active or passive recreational purposes and may include indoor recreation facilities, sports fields, sports courts, playgrounds, multi-use trails, picnic areas, scenic view points and similar uses to the foregoing, together with the necessary accessory buildings and structures, but does not include commercial recreation uses.

(bm) *Registered heritage building* means a building on a registered heritage property pursuant to the *Heritage Property Act* of Nova Scotia.

(bn) *Registered heritage property* means a municipal heritage property or a provincial heritage property pursuant to the *Heritage Property Act* of Nova Scotia.

(bo) *Required front yard* means the minimum depth required by this By-law of a front yard on a lot between the front lot line and the nearest main wall of any building or structure on the lot.
Residential use means the use of a building or a portion of a building for human habitation.

Retail use means a building in which articles of merchandise or commerce are sold or rented directly to the public.

Setback means a specified distance between a lot line and the nearest wall of a building.

Sex-Aid Shop includes any establishment or place for the purpose of retail trade where 10% or more of the value of the total stock in trade or 20% or more of the area used for display of materials in any such establishment or place is comprised of articles relating to or portrayed as relating to sexual activities.

Side yard means a yard extending from the front yard to the rear yard of a lot between the side lot line and the nearest wall of any building.

Sign means any structure, device, light or natural object including the ground itself, or any part thereof, or any device attached thereto, or painted or represented thereon, which shall be used to identify, advertise, or attract attention to any object, product, place, person, activity, institution, organization, firm, group, commodity, profession, enterprise, industry, or business, or which shall display or include any letter, word, model, number, flag, insignia, device or representation used as an announcement, direction or advertisement, and which is intended to be seen from off the premises or from a parking lot, except any "sign" regulated under HRM By-law S-800, as amended from time to time.

Sign Area means the area or portion of an advertising structure, including holes or vacant spaces, upon which the advertising message is displayed, including those portions used for decoration, outlines or borders.

Storey means that portion of a building between any floor and floor or any floor and ceiling, provided that any portion of a building partly below grade shall not be deemed to be a story unless its ceiling is at least 2 metres above grade.

Street means any public street, road, highway or travelled way or portion thereof.

Streetline means a lot line that separates a street from a lot.

Streetline grade means the elevation of a streetline at a point that is perpendicular to the horizontal midpoint of the streetwall. Separate streetline grades shall be determined for each streetwall segment that is greater than 38 metres in width or part thereof.
(ca) Streetwall means the wall of a building or portion of a wall facing a streetline that is below the height of a specified stepback or angular plane, which does not include minor recesses for elements such as doorways or intrusions such as bay windows.

(cb) Streetwall height means the vertical distance between the top of the streetwall and the streetline grade, extending across the width of the streetwall.

(cc) Streetwall setback means the distance between the streetwall and the streetline.

(cd) Stepback means a specified horizontal recess from the top of a streetwall, which shall be unobstructed from the streetwall to the sky except as otherwise specified.

(ce) Structure means anything that is erected, built or constructed of parts joined together or any such erection fixed to or supported by the soil or by any other structure, and includes buildings, walls signs, and fences exceeding 2 metres in height.

(cf) Through lot means a lot that abuts two streets, but is not a corner lot.

(cg) Transportation use means uses associated with transportation and includes ferry terminals, bus stations, and train stations.

(ch) Use means the purpose for which a building, structure, or premises or part thereof is used or occupied, or intended to be or designed to be used or occupied. "Used" shall include "arranged to be used", "designed to be used", and "intended to be used".

(ci) View Plane means a View Plane as defined in Part I of the Halifax Peninsula Land Use By-law and as depicted on the View Planes Map of the Halifax Peninsula Land Use By-law, as amended from time to time.

(cj) Viewing triangle means the triangular shaped area which is that part of and within a corner lot measured from the intersection of the projected curb line of two intersecting streets 6 metres along each curb line and within a straight line joining the two points within which visibility from any street or driveway shall be unobstructed above a height of 1 metre.

(ck) Yard means an open area, uncovered by buildings, except for permitted encroachments.
Administration

3 (1) This By-law shall be administered by the Development Officer.

Design Review Committee

4 (1) There is hereby created the Design Review Committee.

Composition of the Committee

(2) The Committee shall consist of not more than 12 members, who shall be appointed by Council in accordance with the following:

(a) residents of the Municipality who have applied to Council to act as members;

(b) with the exception noted in clause (d), only those applicants with professional expertise in the fields of architecture, landscape architecture, urban design, city planning, structural engineering or a similar field shall be eligible as members of the Committee;

(c) where possible, the Committee shall be comprised of 4 architects, 2 landscape architects, 1 city planner or urban designer, 1 structural engineer, 1 professional at large from the above referenced professions, and 3 residents at large;

(d) where possible, at least one member with professional expertise in architecture should be an accredited professional in sustainable building design and construction.;

(e) with the exception of the resident at large member, members of the Committee must hold a professional degree in their respective fields;

(f) members of the Committee shall be appointed by Council for a period of two years with the exception of the original appointments by Council where five of the members shall be appointed for a period of one year;

(g) a member of the Committee shall be eligible for re-appointment;

(h) a member of the Committee who is absent from three consecutive meetings of the Committee without cause shall be deemed to have resigned from the Committee; and
should a vacancy occur on the Committee, for any reasons other than the expiration of the term of a member, Council shall, within 30 days of notification of a vacancy, appoint a person to fill the vacancy, and the person so appointed shall hold office for the remainder of the term of the member in whose place he or she was appointed.

Meetings

(3) The Committee shall meet once each month, which may be in the evening, or hold additional meetings at the request of the majority of the Committee members.

(4) A quorum of the Committee is four (4) members.

(5) Where the Chair and Vice-Chair are absent from a meeting the Committee shall elect an Acting Chair for that meeting.

(6) The procedure of the Committee shall be governed, where not inconsistent with the Halifax Regional Municipality Charter or this By-law, by Administrative Order No. 1 Respecting the Procedures of the Council.

(7) Meetings of the Committee are open to the public.

Chair and Vice-Chair

(8) The Committee shall, at its first meeting and annually thereafter, elect from the members, a Chair and a Vice-Chair for the ensuing year.

(9) The Chair shall represent the Committee at Council or a committee of Council.

(10) The Chair shall act as spokesperson for the Committee.

(11) The duties of the Chair, in whole or in part, may be shared with or delegated to the Vice-Chair in order to carry out the role and responsibilities of the Committee.

Committee Role

(12) The Committee shall review:

(a) site plan approval applications as per subsections (13) and (14) of section 5 of this By-law; and

(b) wind impact assessments as per Schedule S-2 of this By-law.

(13) The Committee shall:
(a) approve, approve with conditions, or deny an application for substantive site plan approval consistent with the requirements of the Design Manual;

(b) seek and consider the advice of the Heritage Advisory Committee on site plan applications on registered heritage properties or abutting registered heritage properties, and on applications within heritage conservation districts;

(c) advise the Development Officer on matters pertaining to bonus zoning in relation to substantive site plan approvals; and

(d) advise Council on potential amendments to regulation and policy to carry out the role and responsibilities of the Committee or to further the intent of this By-law as may be required from time to time.

Remuneration of Committee Members

(14) Each member of the Committee may receive an honorarium at a rate set by Council for each application for which he/she has actively participated in the decision to either approve or refuse. Each member of the Committee may also be reimbursed for any necessary expenses incurred while engaged in official duties, provided such expenses are approved by the Chief Administrative Officer in advance.

Appeal of Committee Decision

(15) A decision by the Committee to approve, approve with conditions, or deny a substantive site plan approval may be appealed to Council in accordance with the Halifax Regional Municipality Charter.

Development Permit

5 (1) No person shall undertake a development without first obtaining a development permit.

(2) No person shall erect, construct, alter, or reconstruct any building or locate or carry on any industry, business, trade, or calling or use any land or building without complying with the provisions of this By-law.

(3) A development permit shall expire 12 months from the date issued if the development has not commenced.
Development Permit: Application

(4) An application for a development permit shall be accompanied by a site plan drawn to scale showing the following:

(a) the items required to be shown in the application for a Building Permit under the Building By-law;

(b) dimensions of the site and the location of all proposed buildings;

(c) identification, location and gradients of all parking areas including the location and width of driveways, entrances and exits to parking areas, maneuvering areas for vehicles, service areas, visitors parking and loading areas;

(d) the location and details of proposed landscaped open space;

(e) a wind impact assessment, where required, pursuant to section 8 (18);

(f) elevations prepared by a surveyor licensed in the Province of Nova Scotia confirming compliance with View Plane and Ramparts height limitations, where applicable; and

(g) any additional information related to the site, buildings, or adjoining properties as may be required by the Development Officer to determine if the proposal conforms to the provisions of this By-law.

(5) Where a proposed development requires a relaxation of the requirements of this By-law, the applicant shall provide a written proposal explaining the rationale for the request based on the applicable criteria contained in the Design Manual.

Site Plan Approval: Area of Application

(6) In addition to the requirements of sub-section (1), unless otherwise specified, all development within the Downtown Halifax Secondary Municipal Planning Strategy plan area boundary, as shown on Map 1, shall be subject to site plan approval by the Development Officer.

(7) The Development Officer shall approve a permit where the proposed development meets the requirements of this By-law and the Design Review Committee has determined that the development meets the criteria of the Design Manual attached as Schedule S-1 of this By-law.
Prior to an application for site plan approval being submitted, the applicant shall undertake public consultation concerning the project in a format acceptable to the Development Officer and using a combination of the following three methods:

(a) open house;
(b) public kiosk; and
(c) website/online forum.

Site Plan Approval: Application

All applications for site plan approval shall be accompanied by a site plan drawn to an appropriate scale showing the information required in sub-section (1).

All applications for site plan approval shall be accompanied by detailed architectural plans indicating compliance with the precinct specific design requirements of the Design Manual and:

(a) streetwall height and setbacks pursuant to section 3.1 of the Design Manual;
(b) streetwall material quality and detail pursuant to section 3.2 of the Design Manual;
(c) building articulation pursuant to section 3.3 of the Design Manual;
(d) the siting of building utilities, vehicle access and parking, lighting and signage pursuant to section 3.5 of the Design Manual; and
(e) any other information the Development Officer may require to determine compliance with the Design Manual.

Site Plan Approval: Exemptions

Notwithstanding subsection (4), the following developments shall be exempt from site plan approval:

(a) a change in size of windows and doors that do not face streetlines;
(b) building repairs;
(c) window and door replacement in existing openings; and
(d) installation or repair of minor building features.
Site Plan Approval: Non-Substantive Applications

(11) The following developments are non-substantive site plan approval applications:

(a) accessory buildings and structures;

(b) development that does not materially change the external appearance of a building facing streetlines;

(c) new window and door openings or alterations to existing window and door openings abutting streetlines;

(d) alteration of external cladding material that does not affect the external appearance of a building facing streetlines;

(e) signs;

(f) decks, patios, and similar unenclosed features; and

(g) steps, stairs and other entryways.

(12) A non-substantive site plan application may be approved by the Development Officer.

Site Plan Approval: Substantive Applications

(13) Any application that is not listed in sub-sections (10) or (11) is a substantive site plan approval application and shall be referred to the Design Review Committee.

Site Plan Approval: Variance of Requirements

(14) Where specified in this By-law, the Design Review Committee may consider applications to relax the requirements of the By-law subject to the criteria of the Design Manual.

Site Plan Approval: Notification

(15) The area of notification for non-substantive site plan approval shall be 30 metres from the property boundary of the lot subject to approval.

(16) The area of notification for a substantive site plan approval shall be the Downtown Halifax Secondary Municipal Planning Strategy plan area boundary plus 30 metres.
Licenses, Permits, and Compliance With Other By-laws

(17) Nothing in this By-law shall exempt any person from complying with the requirements of any other By-law of HRM or from obtaining any license, permission, permit, authority, or approval required by any other By-law of HRM or any regulation of the Province of Nova Scotia or the Government of Canada.

(18) Where the provisions of this By-law conflict with those of any other By-law of HRM or regulation of the Province of Nova Scotia or the Government of Canada, the more restrictive provision shall prevail.

(19) Where excavation is required for a development on any area identified on Map 10 - Archaeological Resources, a development permit may be issued and the application may be referred to the Nova Scotia Department of Tourism, Culture and Heritage, Heritage Division for any action it deems necessary with respect to the preservation of archaeological resources in accordance with provincial requirements.

Maps and Schedules

(20) The following maps and schedules form an official part of this By-law:

Map 1    Zoning and Schedule
Map 2    Precincts
Map 3    Pedestrian-Oriented Commercial Streets
Map 4    Maximum Pre-Bonus Heights
Map 5    Maximum Post Bonus Heights
Map 6    Streetwall Setbacks
Map 7    Streetwall Heights
Map 8    Central Blocks
Map 9    Prominent Visual Terminus Sites
Map 10    Archaeological Resources
Schedule S-1    Design Manual
Schedule S-2    Wind Assessment Performance Standards
**Interpretation**

Application of Requirements

6 (1) Where a development is comprised of more than one use, unless otherwise specified, the requirements within this By-law for each use shall apply.

Zones, Precincts and Schedules

(2) For the purpose of this By-law and the map entitled Map 1, Zoning and Schedule, the following zones and schedules are hereby established:

- Downtown Halifax Zone DH-1
- Institutional, Cultural & Open Space Zone ICO
- Schedule W Waterfront Development Overlay

(3) In addition to subsection (2) there shall be precincts as shown on Map 2.

Interpretation of Zoning Boundaries

(4) The boundary of a zone shown on Map 1, and between the Precincts shown on Map 2, shall be determined as follows:

(a) where a zone or precinct boundary is indicated as following a street, the boundary shall be the streetline of the street unless otherwise indicated;

(b) where a zone or precinct boundary is indicated as approximately following lot lines, the boundary shall follow lot lines, unless said lot lines are the subject of a subdivision approval after the date of adoption of this By-law, in which case the zone or precinct boundary shall remain as it is shown on the map;

(c) where a zone or precinct boundary follows the shoreline, the boundary shall be the ordinary high water mark;

(d) where a part of the Harbour is in-filled beyond the limits of a zone or precinct boundary or a building is constructed over water, said land or buildings shall be deemed to be included within and subject to the requirements of that abutting zone and precinct; and
(e) Upon the closing of a street or portion of a street to public use, the land comprising such former street or portion of such street shall be zoned as follows:

(i) where the zones of the abutting lands are the same, the land comprising the former street shall have the same zoning as the abutting lands;

(ii) where the zones of the abutting lands are different, the center line of the former street shall be the boundary line and the lands on either side of the boundary line shall have the same zoning as the abutting lands; and

(iii) where none of the above apply, the zone boundary shall be scaled from Map 1 and Map 2.
**Land Use Requirements**

**Downtown Halifax Zone (DH-1)**

**Permitted Land Uses**

1. The following uses shall be permitted in the DH-1 Zone:
   - Commercial uses, excluding adult entertainment uses;
   - Cultural uses;
   - Institutional uses;
   - Marine-related uses;
   - Open Space uses;
   - Residential uses;
   - Transportation uses; and
   - Uses accessory to the foregoing.

2. Notwithstanding subsection (1), only those uses listed below shall be permitted on the ground floor of a building in the DH-1 Zone immediately abutting the streetline of Pedestrian-Oriented Commercial Streets, as identified on Map 3:
   - The following commercial uses:
     - Banks and related uses;
     - Licenced alcohol establishments;
     - Personal service uses;
     - Eating establishments; and
     - Retail uses;
   - Cultural uses; and
   - Uses accessory to the foregoing.

3. Notwithstanding subsection (2), pedestrian entrances and lobbies associated with any use permitted pursuant to subsection (1) may face and have access onto Pedestrian-Oriented Commercial Streets.

**Residential Uses: Dwelling Unit Mix**

4. Buildings erected, altered or used as a multiple unit dwelling shall be required to include at least one dwelling unit containing not less than two bedrooms for every three dwelling units and one dwelling unit containing not less than two bedrooms for every three, or part of three, dwelling units in a building containing more than three dwelling units.
(5) Residential uses shall have direct access to the exterior ground level separate from any non-residential use.

**Residential Uses: Precincts 2, 3 and 9 - Landscaped Open Space Requirements**

(6) Where any residential building is erected, altered, or used primarily for residential purposes in Precinct 2: Barrington Street South; Precinct 3: Spring Garden Road Area; or Precinct 9: North End Gateway, the lot on which such building is located shall contain landscaped open space.

(7) For the purpose of subsection (6), *primarily* means more than 50% of the gross floor area is devoted to residential uses, including enclosed space serving residents of the building and areas devoted to personal services, such as laundry and waste disposal and common area.

(8) A minimum of 5 square metres of landscaped open space shall be provided for each person residing in the building.

(9) For the purposes of calculating the number of persons residing in a building, the population of each dwelling unit shall equal 2.25 persons.

(10) A maximum of 60% of the landscaped open space requirement may be transferred to the building rooftop, provided that:

(a) the rooftop landscaped open space is contiguous and not less than 56 square metres in area; and

(b) the rooftop landscaped open space is fully accessible for the common use of the occupants of the building.

(11) The requirements of subsections (7) and (10) may be varied by site plan approval where the relaxation of the requirement is consistent with the Design Manual.

**Residential Uses: Storm Surge Protection**

(12) No portion of a building on a lot within Schedule W, shall be less than a 2.5 metre elevation above the ordinary high water mark.

(13) Subsection (12) does not apply to parking garages, accessory structures or entrances to residential uses.

(14) Notwithstanding subsection (12), any existing residential use situated less than the required elevation may expand provided that such expansion does not further reduce the existing elevation.
(15) Every application for a development permit for a building or structure to be erected pursuant to subsections (12) and (14) shall be accompanied by plans drawn to an appropriate scale showing the required elevations, contours and lot grading information to determine that the proposed building or structure will meet the requirements of this section.

Publically-Sponsored Convention Centre

(15A) Notwithstanding any provision of this By-law except subsections (14) through (17) of section 8, a publically-sponsored convention centre together with retail, hotel, residential or office, and underground parking space, may be developed on the two blocks bounded by Argyle Street, Prince Street, Market Street and Sackville Street in accordance with the drawings attached as Appendix "B" to this By-law. For the purposes of this subsection, “publically-sponsored convention centre” means an establishment funded or otherwise financially supported by any or all levels of government which is used for the holding of conventions, seminars, workshops, trade shows, meetings or similar activities, and which may include dining and lodging facilities for the use of the participants as well as other compatible accessory facilities.

(15B) In addition to the requirements of subsection (15A), the requirements of subsection (6) of section 5 shall apply. The Development Officer shall refer the application for site plan approval to the Design Review Committee for their approval of the proposal's qualitative elements as set out in section 1.1 b. of the Design Manual.

Institutional, Cultural & Open Space Zone (ICO)

Permitted Land Uses

(16) The following uses shall be permitted in the ICO Zone:

Institutional uses;
Cultural uses;
Open Space uses;
Eating establishments or retail uses accessory to permitted uses; and
Uses accessory to the foregoing.

(17) Where eating establishments or retail uses accessory to permitted uses are permitted they shall have no separate entrance from the exterior of the building.
Waterfront View Corridors

(18) To preserve waterfront view corridors, every structure shall be setback a minimum of 7.62 metres from the mean centre line of the prolongation of George Street, Prince Street, Sackville Street, Salter Street, Bishop Street and Morris Streets from their intersection with Lower Water Street and extending eastward to the ordinary high water mark of Halifax Harbour or the eastern boundary of any water lot, whichever is greater.

(19) Every application for a development permit for a building or structure to be erected abutting the waterfront view corridors of subsection (18) shall furnish such plans and data as the Development Officer shall require to determine that the proposed building or structure will meet the required setbacks.

(20) Deleted

(21) Deleted

Waterfront View Corridors: Abutting Uses

(22) Notwithstanding subsections (1) and (16), only those uses listed below shall be permitted on the ground floor of a building abutting a waterfront view corridor, as identified in subsection (18):

- Cultural uses;
- Banks and related uses;
- Licensed alcohol establishments;
- Personal service uses;
- Eating establishments;
- Retail uses; and
- Uses accessory to the foregoing.

(23) Notwithstanding subsection (22), pedestrian entrances and lobbies associated with a hotel may face and have access onto the waterfront view corridor, as identified in subsection (18).
Built Form Requirements

Lot Requirements

8 (1) Every lot shall have frontage on a street.

Number of Buildings on a Lot

(2) Every building hereafter erected shall be located on a lot as herein defined and in no case shall there be more than one main building on one lot or one building on more than one lot, except that this provision shall not apply to development in Schedule W.

Registered Heritage Properties

(3) In addition to the requirements of this By-law and the Heritage By-law, development on a Registered Heritage Property shall be subject to the Development in Heritage Contexts section of the Design Manual.

(4) In addition to the requirements of this By-law, development on a non-registered Heritage Property in a Heritage Conservation District shall be subject to sections 4.5 and 4.6 of the Development in Heritage Contexts section of the Design Manual.

Registered Heritage Properties: Development on Abutting Property

(5) In addition to the requirements of this By-law, development on a lot abutting a Registered Heritage Property shall be subject to the requirements of the Design Manual.

Building Height: Maximum Pre-bonus Heights and Maximum Post-Bonus Heights

(6) No building shall be erected, constructed, altered, reconstructed, or located so that it exceeds the Maximum Pre-Bonus Heights specified on Map 4.

(7) Notwithstanding subsection (6), the Maximum Pre-Bonus Heights specified on Map 4, may be exceeded to the Maximum Post-Bonus Height specified on Map 5, pursuant to Section 12.

(8) The height requirements in subsections (6) and (7) shall not apply to a church spire, lightning rod, elevator enclosure, an elevator enclosure above a structure required for elevator access to rooftop amenity space, flag pole, antenna, heating, ventilation, air conditioning equipment or enclosure of such equipment, skylight, chimney, landscape vegetation, clock tower, solar collector, roof top cupola,
parapet, cornices, eaves, penthouses or other similar features, provided that the total of all such features, shall occupy in the aggregate less than 30 % of the area of the roof of the building on which they are located.

(9) The height requirements in subsections (6) and (7) may be exceeded on those properties identified as Prominent Visual Terminus Sites - Map 9, as provided for in the Design Manual.

(10) Features referenced in subsection (8) shall be setback no less than 3 metres from the outer most edge of the roof on which they are located. No setback is required for clock towers, parapets, cornices and similar architectural features.

(11) The requirements of subsections (8) and (9) may be varied by site plan approval where the relaxation is consistent with the criteria of the Design Manual.

**Landscaping for Flat Rooftops**

(12) All buildings erected or altered, with a flat roof shall provide a fully landscaped area on those portions of the flat roof not required for architectural features or mechanical equipment. These landscaped areas need not be fully accessible except where they are provided pursuant to the requirements of subsection (10) of section 7.

**Land Uses at Grade**

(13) The ground floor of a building, excluding a parking garage, that has access at the streetline or Transportation Reserve shall have a floor-to-floor height of no less than 4.5 metres.

**View Plane Requirements**

(14) Notwithstanding any provision of this By-law, no building shall be erected, constructed, altered, reconstructed, or located in any zone so as to protrude through a View Plane except as permitted pursuant to Section 24 of the Halifax Peninsula Land Use By-law, as amended from time to time.

(15) Any permit issued by the Development Officer pursuant to plans and data presented by the applicant shall not, at any time, be deemed to be permission to protrude through a View Plane.

(16) No building shall be constructed so that it is parallel to a view plane, unless such view plane is parallel to a street line.
Rampart Requirements

(17) Notwithstanding any provision of this By-law, no building shall be erected, constructed, altered, reconstructed, or located in any zone so as to be visible above the ramparts as specified by Section 26B of the Halifax Peninsula Land Use By-law, as amended from time to time.

Wind Impact

(18) Any building or building addition resulting in a height exceeding 20 metres shall only be permitted following consideration of its wind impact pursuant to the performance standards in Schedule S-2.

Accessory Buildings

(19) Accessory buildings shall be permitted in all zones subject to the following requirements:

(a) a maximum of 5 metres in height and a maximum of 23.5 square metres in floor area;

(b) no accessory building or portion thereof shall be permitted between a streetline and a streetwall where such streetwall is setback less than 9.5 metres from a streetline;

(c) no accessory building or portion thereof shall be located within a required setback; and

(d) an accessory building shall not require any setback from an interior lot line if such building is located entirely within the rear yard of the lot on which such building is located

Prohibited External Cladding Materials

(20) The following external cladding materials shall be prohibited:

(a) vinyl;

(b) plastic;

(c) plywood;

(d) concrete block;
(e) exterior insulation and finish systems where stucco is applied to rigid insulation;

(f) metal siding utilizing exposed fasteners;

(g) darkly tinted or mirrored glass; and

(h) vinyl windows on registered heritage properties or properties located within a heritage conservation district.

(21) The requirements of subsection (20) may be varied by site plan approval where the relaxation is consistent with the criteria of the Design Manual.
Streetwalls

Streetwall: Streetline Setbacks

9 (1) Streetwalls shall have a streetline setback as specified on Map 6.

Streetwall: Height

(2) The maximum streetwall height shall be as specified on Map 7.

(3) The minimum streetwall height shall be 11 metres high, or the height of the building where the building height is less than 11 metres.

(4) Where there is more than one streetwall of differing heights the lowest of the streetwalls shall be the permitted streetwall height.

Streetwall: Width

(5) A streetwall shall extend the full width of a lot abutting the streetline.

(6) On lots other than on Central Blocks, the streetwall width may be reduced to no less than 80% of the width of a lot abutting a streetline, provided the streetwall is contiguous.

Streetwall: Stepbacks

(7) The following minimum stepbacks above the streetwall shall apply to buildings with streetwall setback requirements of 0 to 1.5 metres or 0 to 4.0 metres as identified on Map 6:

(a) a minimum of 3 metres for that portion of a building that is a maximum of 33.5 metres in height; or

(b) a minimum of 4.5 metres for that portion of a building that is greater than 33.5 metres in height.

Streetwalls: Variance through Site Plan Approval

(8) The requirements of subsections (1) through (7) may be varied by site plan approval where the relaxation is consistent with the criteria of the Design Manual.
Building Setbacks and Stepbacks

Low-Rise Buildings

10 (1) No setback is required from an interior lot line for a low-rise building or the low-rise portion of a building.

(2) With the exception of required streetwall setbacks, a low-rise building or the low-rise portion of a building is permitted to cover 100% of the lot upon which it is situated.

(3) On lots located outside of Central Blocks, as identified on Map 8, a low-rise building or the low-rise portion of a building may be setback from interior lot lines no more than 20% of the lot width.

Mid-Rise Buildings

(4) Above a height of 18.5 metres, or the height of the streetwall, the mid-rise portion of a building shall be setback from interior lot lines no less than 10% of the lot width or 5.5 metres, whichever is less. Where a lot has more than one streetline, the greater lot width shall apply.

(5) The mid-rise portion of a building shall not project beyond the vertical plane of the exterior walls of the low-rise portion of the building.

Mid-Rise Buildings: Central Blocks

(6) Notwithstanding subsection (4), no setback is required from an interior lot line for the mid-rise portion of any building on Central Blocks as identified on Map 8.

High-Rise Buildings

(7) Any portion of a high-rise building above a height of 33.5 metres shall be setback 11.5 metres from interior lot lines.

(8) Any portion of a high-rise building above a height of 33.5 metres shall be separated a minimum of 17 metres between the high-rise portion of other buildings or the same building on the same lot, where one of the high-rise buildings is used for commercial purposes.

(9) Any portion of a high-rise building above a height of 33.5 metres shall be a minimum of 23 metres between the high-rise portion of other buildings or the
same building on the same lot, where both of the high-rise buildings are used for residential purposes.

(10) Any portion of a building above a height of 33.5 metres shall be a maximum width of 38 metres and a maximum depth of 38 metres.

(11) Notwithstanding subsection (10) any portion of a building above a height of 33.5 metres located in the Central Blocks, as identified on Map 8, shall be a maximum width of 38 metres and a maximum depth of 27.5 metres.

**Permitted Encroachments**

(12) Eaves, gutters, down spouts, cornices and other similar features shall be permitted encroachments into a required setback, stepback or separation distance to a maximum of 0.6 metres.

(13) Balconies shall be permitted encroachments into a setback, stepback or separation distance, at or above the level of the second storey of a building, provided that the protrusion of the balcony is no greater than 2 metres from the building face and the aggregate length of such balconies does not exceed 50% of the horizontal width of that building face.

**Building Setbacks and Stepbacks: Variance through Site Plan Approval**

(14) The requirements of subsections (1) through (13) may be varied by site plan approval where the relaxation is consistent with the criteria of the Design Manual.
Precincts: Additional Requirements

Precinct 1: Southern Waterfront

11 (1) In addition to all other requirements of this By-law, the following shall apply to Schedule W as shown on Map 1:

(a) multiple buildings on a lot shall be permitted provided they are designed in a manner that permits future subdivision;

(b) all buildings shall be setback no less than 8 metres from the ordinary high water mark;

(c) the maximum height of any building shall be 12.5 metres;

(d) building height in clause (c) may increase at a rate of 1 metre for every additional 1 metre of setback from the minimum required setback from the ordinary high water mark;

(e) the width of any building face parallel to the ordinary high water mark shall not exceed 21.5 metres;

(f) any portion of a building above a height of 33.5 metres feet shall be a maximum width of 21.5 metres parallel to Lower Water Street and a maximum depth of 38.5 metres.

(g) the width of any low-rise or mid-rise building face parallel to the ordinary high water mark may increase at a rate of 1 metre for every additional 1 metre setback from the ordinary high water mark;

(h) buildings on lots with a streetline width greater than 27.5 metres shall be setback from interior lot lines no less than 10% of the lot width or 8 metres, whichever is less. Where a lot has more than one streetline, the greater lot width shall apply; and

(i) clauses (b) through (e) apply to any building or portion thereof within 30 metres of the ordinary high water mark.

(2) The requirements of subsection (1) may be varied by site plan approval where the relaxation is consistent with the criteria of the Design Manual.
Precinct 3: Spring Garden Road Area

(3) On the south side of Spring Garden Road, between Queen Street and South Park Street, and on the east side of South Park Street between Spring Garden Road and Sackville Street, above a height of 17 metres measured at the streetline, buildings shall be setback an additional 0.9 metres from the streetline, for every 0.6 metres in height.

(4) On the lands commonly known as the Clyde Street Parking Lots, P.I.D. Nos. 00077875 and 00077438:

(a) a minimum stepback of 3 metres above the streetwall shall apply to that portion of a building facing Clyde Street that is a maximum of 28 metres in height;

(b) new development shall maintain a minimum of 210 or more parking spaces in total on the two lots; and

(c) every application for a development permit shall be accompanied by a statement containing such information as may be deemed necessary by the Development Officer to ensure compliance with the requirements of subsection (b).

Precinct 4: Lower Central Downtown

(5) In addition to all other requirements of this By-law, the following shall apply to Schedule W as shown on Map 1:

(a) the requirements of subsection (1); and

(b) on lots having less than 27.5 metres of frontage, streetwalls abutting Upper Water Street shall be 100% of the lot width at the streetline.

(6) The requirements of subsection (5) may be varied by site plan approval where the relaxation is consistent with the criteria of the Design Manual.

Precinct 5: Barrington Street Heritage Conservation District

(7) Within the Barrington Street Heritage Conservation District Precinct, development shall be subject to the requirements of this By-law, the Development in Heritage Contexts section of the Design Manual, and HRM By-law H-500, A By-law Respecting the Establishment of a Heritage Conservation District on Barrington Street. Where this By-law is in conflict with By-law H-500, the requirements of By-law H-500 shall prevail.
Post-Bonus Height Provisions

Buildings Higher than the Pre-Bonus Height Requirements

12  (1) A building that exceeds the Maximum Pre-Bonus Height as shown on Map 4 shall be required to provide a public benefit on the lot equal to a value of not less than $4.00 per 0.1 square metre of gross floor area for all or part of any storey above the Pre-Bonus Heights. Where it is not feasible to provide the public benefit on the lot being developed, the developer shall provide the benefit off-site as may be agreed between the Municipality and the developer.

(2) The developer shall submit cost estimates, in a format acceptable to the Development Officer, which provide detailed costs of the public benefit.

(3) The rate of $4.00 per 0.1 square metre in subsection (1) shall be adjusted annually in accordance with the Statistics Canada, Province of Nova Scotia Consumer Price Index, on the anniversary of adoption date of this By-law.

(4) The public benefit shall be completed at the time of the issuance of an Occupancy Permit pursuant to the Building By-law (HRM By-law B-201) or such other time as may be provided under the public benefit agreement.

(5) The provisions of subsection (1) do not apply to additional height provided for the Prominent Visual Terminus Sites identified on Map 9, unoccupied architectural features, and permitted height encroachments pursuant to subsection (9) of subsection 8.

Bonus Exception for Registered Heritage Buildings

(6) Development which proposes the demolition of a Registered Heritage Building is not eligible for bonus height and cannot exceed the Maximum Pre-Bonus Height shown on Map 4.

Public Benefit Categories

(7) Subject to meeting all applicable requirements of this By-law, development pursuant to subsection (1) shall be permitted where the developer provides one or a combination of the following public benefits:

(a) where the development includes a registered heritage property which is to be maintained, the preservation or enhancement of the heritage resource;
(b) the provision of publicly accessible amenity or open space, where a deficiency in such spaces exists;

(c) the provision of residential units at a subsidized cost to contribute to housing affordability in the Downtown Halifax Secondary Municipal Planning Strategy plan area;

(d) the provision of 3 and 4 bedroom units with direct access to outdoor amenity space;

(e) the provision of rental commercial space made available at a subsidized cost for arts or cultural uses;

(f) the provision of public art;

(g) the provision of public parking facilities, where a deficiency in such facilities exists;

(h) investment in public transit or active transportation infrastructure;

(i) the provision of exemplary sustainable building practices.

(8) The developer shall provide a written proposal which provides a description of the details and extent of the Public Benefit to be provided.

Public Benefit Agreement

(9) Prior to the issuance of a development permit by the Development Officer, the developer shall enter into an agreement with the Municipality which shall:

(a) identify the particular parcel of land to be developed, where the public benefit is to be provided off-site of the development;

(b) include design drawings, provided by the developer for the required public benefit and where necessary, include detailed construction drawings, site plans, specifications, and cost estimates of the proposed work; and

(c) identify the required process and conditions for supervision and acceptance of the proposed public benefit before the work is accepted by the Municipality as the public benefit for the development.
**Signs**

**Permit Requirements**

13  (1) No person shall erect a sign without first obtaining a development permit.

(2) Except as provided for in subsection (5), an owner shall have at all times a valid permit for every sign(s) on any premise.

**Temporary Sign By-law**

(3) This By-law shall not apply to any sign regulated under HRM By-law S-800, A By-law Respecting Requirements for the Licensing of Temporary Signs.

**Encroachment License**

(4) In addition to the provisions of this section, if a sign or advertising structure is intended to project or extend over any portion of any street, no permit for such sign or advertising structure shall be granted until the applicant obtains approval under the Encroachment By-law permitting such applicant to maintain such sign or advertising structure so projecting or extending over a portion of a street.

**Permitted Signs**

(5) The following signs shall be permitted and do not require a development permit:

(a) name and street number of residential and non-residential buildings;

(b) “No Trespassing” signs and other such signs regulating the use of a property, provided said signs do not exceed 0.2 square metres in area;

(c) non-illuminated real estate sign less than 2 square metres in area pertaining to the sale, rental, or lease of the premises on which the sign is displayed. A sign so erected shall be removed within 14 days after the referenced sale, rental or lease;

(d) signs regulating traffic within the lot or giving direction or identifying the function of part or all of a building, provided that such signs do not exceed 0.5 square metres in area;

(e) signs erected by a governmental body or public authority;
(f) memorial signs or tablets and signs denoting the date or erection of a building as well as signs identifying historic sites; and

(g) non-illuminated signs which are incidental to construction and are located on the same lot, provided that such sign shall not exceed 2 square metres in area. A sign so erected shall be removed within 14 days after conclusion of the activity.

Prohibited Signs

(6) Notwithstanding any other Section of this By-law, the following signs shall not be permitted or erected in any zone:

(a) signs which create a hazard to public safety;

(b) signs located within the viewing triangle of a street or driveway or which obstruct the vision of drivers whether by virtue of their location, appearance or illumination or which obscure or obstruct any traffic control sign or device of any public authority;

(c) signs which obstruct access to or from a fire escape, door, window, or other required fire exit;

(d) signs which resemble traffic control signs of any public authority, whether by shape, colour, message or location which would interfere with or confuse traffic along a public road;

(e) signs which advertise a product which is no longer sold or a business which is no longer in operation;

(f) signs that are unrelated to the product, service or business that is upon a lot;

(g) signs on public property or public rights-of-way unless erected by a public authority or specifically permitted by the Municipality;

(h) signs located on or affixed to the roof of any structure;

(i) signs which project above a roof line;

(j) signs which project above a streetwall stepback;

(k) ground signs or billboards;

(l) signs affixed to natural objects (trees, stones); and
(m) signs which use fluorescent colours for either background or individual characters.

**Signs on Registered Heritage Properties and Properties in a Heritage Conservation District**

(7) Signs on Registered Heritage Properties and Properties in a Heritage Conservation District shall meet the requirements of the Design Manual.

(8) The following types of signs are prohibited on registered heritage properties and properties in a heritage conservation district:

(a) internally-illuminated fascia signs or awning signs;
(b) stretch skin plastics for awning or canopy signs; and
(c) textile banners, with or without frames.

**Signs on Buildings**

(9) No sign that encroaches into a street shall be less than 3.1 metres above the surface of a sidewalk.

(10) No part of a sign shall be closer than 3.1 metres horizontal from a curb face or the nearest edge of a vehicular passageway or traffic lane.

**Illuminated Signs**

(11) Where signs are illuminated, they shall be illuminated in such a manner not to cause a glare or hazard to motorists, pedestrians or neighbouring premises.

**Fascia Signs**

(12) Fascia signs shall not extend beyond the extremities of a wall on which they are affixed.

(13) The maximum combined size of fascia signs on the wall of a building shall be no greater than 10% of the total area of said wall.

**Window Signs**

(14) The aggregate area of all window signs shall not exceed 25% of the window, or glass area of a door, to which they are affixed.
Canopies and Awning Signs

(15) Signs on awnings shall not cover more than 25% of the area of the awning and the length of the text shall not exceed 80% of the length of the front valance.

Projecting Signs

(16) Projecting signs shall;

(a) be separated a minimum distance of 2.5 metres from other projecting signs on the same property;

(b) have a minimum setback of 1.2 metres from an interior lot line; and

(c) have a maximum area of 1.9 square metres.

(17) Only one projecting sign is permitted per business premise.
Parking

Accessory Surface Parking Lots: General Requirements

14  (1)  Accessory Surface Parking Lots shall be prohibited in the following areas as depicted on Map 2:

   Precinct 3: Spring Garden Road Area;
   Precinct 4: Lower Central Downtown;
   Precinct 5: Barrington Street Heritage Conservation District;
   Precinct 6: Upper Central Downtown; and
   Precinct 7: Historic Properties.

(2)  The following requirements shall apply to accessory surface parking lots:

   (a)  accessory surface parking lots shall not have a parking surface area greater than the equivalent of 20 parking stalls plus area for ingress or egress of motor vehicles to a street or highway by means of driveways, aisles or for maneuvering;

   (b)  accessory surface parking lots shall be located in the rear or side yard no closer to the streetline than 50% of the lot depth;

   (c)  all accessory surface parking lots and access to accessory surface parking lots shall be hard surfaced with asphalt, concrete or pavers, and delineated by concrete curbing. All parking spaces and driving aisles shall be delineated with painted lines;

   (d)  all accessory surface parking lots visible from the street shall have a landscaped vegetated strip of at least 1.5 metres in depth adjacent to any street, exclusive of driveway accesses, and a further strip of at least 1 metre in depth along other lot lines. Landscaping may consist of grassed areas or planters, with one shrub planted for every 2 metres of length along side and rear lot lines, and one tree, staked, with a minimum base caliper of 50mm for every 4.5 metres abutting a street line;

   (e)  individual parking spaces shall be 2.7 metres by 6.1 metres except in the case of curb parking parallel to an internal driveway, in which case the length of the parking stall shall be increased to 6.7 metres;

   (f)  there shall be a minimum aisle width between parking stalls of 7.3 metres for two-way traffic or 4.3 metres for one-way traffic;
(g) parking or storage of motor vehicles is not permitted in areas used for ingress or egress of motor vehicles to a street or highway, or in areas used for driveways, aisles or maneuvering areas;

(h) parking spaces shall not be immediately adjacent to doors or passageways from buildings; and

(i) parking areas and driving aisles in a front yard are not permitted. A driveway in the front yard is permitted only to provide access to parking areas located in a side or rear yard.

(3) The design of accessory surface parking lots shall meet the requirements of the Design Manual.

**Commercial Surface Parking Lots**

(4) Commercial surface parking lots are prohibited in all zones.

**Commercial Parking Garages: General Requirements**

(5) Commercial parking garages shall be permitted in all precincts.

(6) The following requirements shall apply to commercial parking garages:

(a) individual parking spaces shall be 2.7 metres by 6.1 metres except in the case of curb parking parallel to an internal driveway, in which case the length of the parking stall shall be increased to 6.7 metres;

(b) parking or storage of motor vehicles is not permitted in areas used for ingress or egress of motor vehicles to a street or highway, or in areas used for driveways, aisles or maneuvering areas; and

(c) parking stalls shall not be adjacent to doors or passageways from buildings.
Commercial Parking Garage: Design

(7) Commercial parking garages shall provide a streetwall as specified on the Streetwall Height Map 7, and in no case shall the streetwall height be less than 11 metres high where the building height is less than the required streetwall height, but greater than 11 metres high. For those buildings less than 11 metres high the streetwall height shall be the full height of the building.

(8) Rooftop parking and mechanical equipment shall be visually obscured from the street through the use of architectural features.

(9) At-grade uses abutting a street shall be limited to:

(a) on Pedestrian-Oriented Commercial Streets those uses in subsections (2) and (3) of section 7; and

(b) on all other streets those uses permitted in the zone applicable to the lot.

(10) Streetwalls greater than 15 metres in width measured parallel to the streetline shall have the appearance of two or more buildings by altering the appearance of the facade or roof in increments of 6 metres to 12 metres.

(11) 75 % of the surface area of the face of the ground floor of the building shall be comprised of windows. For the purpose of calculating this requirement those openings in the building wall used for access of vehicles shall be excluded.

(12) Commercial use storage, delivery bays and garbage receptacles shall be contained within the building.

(13) Commercial parking garage mechanical equipment, meters and similar utilities shall be located on top of, or within, the building.

(14) The design of commercial parking garages shall meet the criteria of the Design Manual.
**Bicycle Parking: Required Number of Spaces**

(15) The minimum and maximum number of required bicycle parking spaces shall be as follows:

<table>
<thead>
<tr>
<th>Use</th>
<th>Bicycle Parking Requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Multiple Unit Dwelling (four or more dwelling units)</td>
<td>0.5 spaces per dwelling unit</td>
</tr>
<tr>
<td></td>
<td>80% Class A, 20% Class B</td>
</tr>
<tr>
<td>Hotels, Inns</td>
<td>1 space for every 20 rooms</td>
</tr>
<tr>
<td></td>
<td>80% Class A, 20% Class B</td>
</tr>
<tr>
<td></td>
<td>Minimum 2 Class B spaces</td>
</tr>
<tr>
<td>General Retail, Trade and Service, Food Store, Shopping Centre, Restaurants</td>
<td>1 space per 300 sq. m. GFA</td>
</tr>
<tr>
<td></td>
<td>20% Class A, 80% Class B</td>
</tr>
<tr>
<td></td>
<td>Minimum 2 Class B spaces</td>
</tr>
<tr>
<td>General Office, Banks, Medical Clinics, Institutional Uses, Government Buildings</td>
<td>1 space per 500 sq. m. GFA</td>
</tr>
<tr>
<td></td>
<td>50% Class A, 50% Class B</td>
</tr>
<tr>
<td></td>
<td>Minimum 2 Class B spaces</td>
</tr>
<tr>
<td>Auditoriums, Theatres, Stadiums, Halls</td>
<td>1 space for every 20 seats</td>
</tr>
<tr>
<td></td>
<td>20% Class A, 80% Class B</td>
</tr>
<tr>
<td></td>
<td>Minimum 2 Class B spaces</td>
</tr>
<tr>
<td></td>
<td>Maximum requirement of 50 spaces</td>
</tr>
<tr>
<td>Schools, Colleges, Universities</td>
<td>1 space for every 250 sq. m. GFA</td>
</tr>
<tr>
<td></td>
<td>20% Class A, 80% Class B</td>
</tr>
<tr>
<td>Recreation Facilities, Community Centres, Libraries</td>
<td>1 space per 200 sq. m. GFA</td>
</tr>
<tr>
<td></td>
<td>20% Class A, 80% Class B</td>
</tr>
<tr>
<td></td>
<td>Minimum 2 Class B spaces</td>
</tr>
<tr>
<td>Commercial Parking Garages</td>
<td>5% of motor vehicle parking provided</td>
</tr>
<tr>
<td></td>
<td>Minimum 2 Class B spaces</td>
</tr>
<tr>
<td></td>
<td>Maximum of 50 spaces</td>
</tr>
<tr>
<td>Any Uses Not Specified Above</td>
<td>1 space per 500 sq. m. GFA</td>
</tr>
<tr>
<td></td>
<td>50% Class A, 50% Class B</td>
</tr>
</tbody>
</table>

(16) Bicycle parking shall not be required for the following land uses: single, two and three unit dwellings, townhouses, self storage facilities, car washes, cemeteries, and funeral homes.
Bicycle Parking: Class A Requirements

(17) Class A bicycle parking spaces shall be subject to the following requirements:

(a) class A bicycle parking shall be located a maximum of 200 metres from an entrance.

(b) parking spaces shall have a minimum door opening of 0.6 metres, be no less than 0.6 metres long and 1.2 metres in height, with an aisle width of not less than 1.5 metres; and

(c) bicycle rooms and cages for the storage of multiple bicycles shall contain racks so that individual bicycles are supported.

Bicycle Parking: Class B Requirements

(18) Class B bicycle parking shall be subject to the following requirements:

(a) covered parking spaces, in which bicycles are protected from precipitation, shall be located a maximum of 30 metres from an entrance;

(b) uncovered parking shall be located a maximum of 15 metres from an entrance;

(c) parking spaces shall be located at ground level and visible to passers-by or building security personnel;

(d) where parking spaces are not visible to passers-by, directional signage shall be provided;

(e) all bicycle parking spaces shall be located on hard surfaces in areas that are visible and well illuminated.

(f) parking spaces shall have a minimum overhead clearance of 2 metres;

(g) access to and exit from parking spaces shall be provided with an aisle of not less than 1.2 metres in width, to be provided and maintained beside or between each row of bicycle parking;

(h) parking spaces shall be located a minimum of 0.6 metres from any wall or other obstruction; and

(i) parking spaces shall be a minimum of 0.6 metres wide and 2 metres long.
(19) In cases of 100% lot coverage, or where it is otherwise impractical to provide on-site parking, Class B bicycle parking may be installed within the street right-of-way, in accordance with the provisions of the Streets By-law (S-300), provided it is a maximum of 100 metres from the location such parking is to serve.
Schedule S-2: Wind Assessment Performance Standards

General

(1) A new building that is proposed to be greater than 20 metres in height or an addition to a building that will result in the building being greater than 20 metres in height shall be subject to a quantitative wind impact assessment.

(2) The wind impact assessment shall address:

(a) Existing conditions, accounting for buildings and other physical features on the lot and any surrounding buildings and features that may influence the development or that may be influenced by the development.

(b) The impact of the development and such areas within the influence of such development on the following places:

(i) the public realm, including parks, plazas, and other open spaces, sidewalks and other pedestrian traveled ways, building entrances; and

(ii) private amenity spaces such as rooftop gardens.

(c) The expected level of comfort for various activities associated with the above-noted areas with regard to factors such as sitting, standing, and walking.

(d) The methodology and standards used in the assessment.

Qualitative Assessment

(3) A qualitative assessment shall include an analysis and description of expected wind impacts without the use of quantitative scale model simulation analysis.

(4) For development that is minor in scope, such as a small addition in building height or a development where wind impact is not expected to be detrimental or may be improved upon in the opinion of the qualified professional, a qualitative wind assessment may be prepared.

(5) The qualitative assessment shall be in the form of a report and shall be subject to the acceptance of the Development Officer or Design Review Committee.
Quantitative Assessment

(6) Where a quantitative wind assessment is required, such analysis shall be based upon scale model simulation analysis.

Determination

(7) Where the impact of the development upon the places identified in S-2(2)(b) can be mitigated, with consideration of the criteria of the Design Manual regarding overall building design, the development shall be approved by the Development Officer or Design Review Committee.
Area where **building height** is measured between the commencement of the top storey of a building and the mean grade of the finished ground adjoining the building between the building and the fronting street.
Rampart Maximum

Area where building height is measured between the commencement of the top storey of a building and the mean grade of the finished ground adjoining the building between the building and the fronting street.

Effective:

Note: Effective date does not indicate date of data creation.
Downtown Halifax
Land Use By-Law

Map 7
Streetwall Heights

Streetwall Height

15.5 metres
17.0 metres
18.5 metres
21.5 metres

Effective:
Note: Effective date does not indicate date of data creation.
C

M

gh
t

on

Map 8
Central Blocks

St

lk
Fa

r
Po
la n

dS

tla

nd

Pl

La
ne

St
t

! ! ! ! ! ! ! !
! ! ! ! ! ! ! !
! ! ! ! ! ! ! !

St

! ! ! ! ! ! ! !
! ! ! ! ! ! ! !
! ! ! ! ! ! ! !
! ! ! ! ! ! ! !

d

! ! ! ! ! ! ! !

St

ll
swe
Cog

! ! ! ! ! ! ! ! ! ! ! !

! ! ! ! ! ! ! ! ! !

! ! ! ! ! ! ! ! ! ! ! !
! ! ! ! ! ! ! ! ! ! ! !

! ! ! ! ! ! ! ! ! ! ! !
! ! ! ! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! !


U

! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! ! ! ! ! !
! ! ! ! ! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! !
! ! ! ! ! ! ! ! !

! ! ! ! ! ! ! ! ! !
! ! ! ! ! ! ! ! ! ! ! ! !

ic
ns w
Bru

Rainnie Dr

! ! ! ! !

! ! ! ! ! ! ! ! !
! ! ! ! ! ! ! ! !

St

t

St

a rle

er
S

re
i

en

Downtown Halifax
Land Use By-Law

Rd

em
Alb

Ba
u

ay
na
r

ot
tin
g

C
d

ian
ot
Sc

dy
s

G

ai
tla
n

w

St

Pu
r

M

n
or

lis
al

! ! ! ! ! ! ! ! !

pp
er
W

at
e

rS


! ! ! ! ! ! ! ! !

t


kS

! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! !


t

t
eS
Duk

! ! ! ! ! ! ! ! !
! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! !

St

fo
Be d

rin
Ba r

rge


Geo


rd R

is S
Holl

g to


l St
hae
mic

ow

nS


t

rn
Ah e


t

Car


eS

t


c
Prin

! ! ! ! ! !

Av e

! ! ! ! ! ! ! ! ! ! ! ! !

S
yle
Arg


fton
Gra


t

! ! ! ! ! ! ! ! ! ! ! ! !

St

! ! ! ! ! ! !

! ! ! ! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! ! ! ! ! !

Rd

le S
n vil
Gra


Mar


k et

Be
ll

! ! ! ! ! ! !


St


al A
Roy

S
ville

a
an d
An n

t

t
le S

le
Artil

l
ry P

rt

t


Blo


! ! ! ! ! ! ! ! ! ! ! ! !


! ! ! ! ! ! ! ! ! ! ! ! !


! ! ! ! ! !

! ! ! ! ! ! ! ! ! ! !

! ! ! ! ! !

e
Sa lt

r St

! ! ! ! ! !
! ! ! ! ! !

le S
Doy

t
St

t

r
ate

kS

Su m

W
er

t

P ar

op
Bish

Lo w

th
So u

S
am
ing h
Birm

k
Sa c

ry C
rtille

sS
wer

t


St

r St
me
Pl

t

rris
Mo

Que

g ina
l Rd

St

Terr

St

St

t
Ke n

St
ick

St

en S
Gre

w
kn o
Lu c

t

ith St
0 Sm

St

r
Victo

d
ia R

nd
Bla

St

Effective:

er
Tow

t

d
al R

Mar

rch

th
So u

r Rd
Towe

! ! ! ! ! ! ! !

Central Block

S
ve y

in
Tob

St

! ! ! ! ! ! ! !

Har

in
Term

e

ve

to n
llin g
We

! ! ! ! ! ! ! !
! ! ! ! ! ! ! !

Chu

St
en

Row

St

v
ht A

w
Fe n

! ! ! ! ! ! ! !

St

n
sd e

St

lto n

Wrig

ity A
e rs
Univ

de S

llo S t

St

n
nto
Bre

n
nto
Bre

Marte

Car

e ge
Coll

Cly

Dre

in
Sp r

Rd
en
ard
gG

100
metres

200

±

Note: Effective date does not indicate date of data creation.


Map 9
Prominent Visual Terminus Sites

Note: Effective date does not indicate date of data creation.
Downtown Halifax Land Use By-law

Map 10
Archaeological Resources

Archaeological Buffers

Effective: [date]

Note: Effective date does not indicate date of data creation.
Schedule S-1: Design Manual
# Table of Contents

## 1 Introduction

1.1 Purpose of the Design Manual ................................................................. 1

1.2 Relationship to Downtown Halifax Secondary Municipal Planning Strategy and Land Use By-law .......................................................... 1

## 2 Downtown Precinct Guidelines

2.0 Introduction ................................................................................................... 2

2.1 P1 - Southern Waterfront ........................................................................... 2

2.2 P2 - Barrington Street South ...................................................................... 2

2.3 P3 - Spring Garden Road Area .................................................................. 3

2.4 P4 - Lower Central Downtown .................................................................. 3

2.5 P5 - Barrington Heritage Conservation District ....................................... 4

2.6 P6 - Upper Central Downtown .................................................................. 5

2.7 P7 - Historic Properties ............................................................................ 5

2.8 P8 - Cogswell Area .................................................................................. 6

2.9 P9 - North End Gateway .......................................................................... 6

2.10 Waterfront Overlay .................................................................................. 7

## 3 General Design Guidelines

3.1 The Streetwall ......................................................................................... 9

3.2 Pedestrian Streetscapes .......................................................................... 11

3.3 Building Design ...................................................................................... 17

3.4 Civic Character ...................................................................................... 20

3.5 Parking, Services and Utilities ................................................................. 23

3.6 Site Plan Variances .................................................................................. 27
Heritage Design Guidelines ..................................................... 30
4.1 New Development in Heritage Contexts ........................................... 30
4.2 Guidelines for Infill ................................................................. 32
4.3 Guidelines for Abutting Developments .......................................... 36
4.4 Guidelines for Integrated Developments and Additions .................. 38
4.5 Guidelines for Facade Alteration on Registered Heritage Buildings and Buildings in Heritage Conservation Districts 43
4.6 Guidelines for Signs on Registered Heritage Buildings and ................. 53
Buildings in Heritage Conservation Districts

Sustainability Guidelines ....................................................... 59
5.1 Sustainable Design .................................................................. 59
5.2 Sustainability Guidelines ......................................................... 59

Concepts Used in this Manual ................................................. 63

Appendix A ............................................................................. 77
Map 1 - Civic Character ............................................................ 77
1.1 Purpose of the Design Manual

The Design Manual is to be the primary reference used during the design review component of the Site Plan Approval process for downtown Halifax development applications.

Site Plan Approval is a development approval process enabled under the HRM Charter that brings improved clarity, predictability and timeliness to development approvals. Under Site Plan Approval, the approval of any development application will proceed in two parts:

a. The *quantitative* elements of an application (maximum height, setbacks, stepbacks, lot coverage, etc.) are subject to approval based on the prescriptive criteria in the Downtown Halifax Land Use By-law. This will enable an applicant to understand exactly how much development is possible before the application is submitted. This part of the approval is *not* subject to the Design Manual.

b. The *qualitative* elements of an application (architectural design, streetscape presence, public realm contribution, sustainability, etc.) are subject to a discretionary approval resulting from a design review process. It is this discretionary process for which the Design Manual is intended. Additionally, the Design Manual contains criteria by which modest modifications to the quantitative elements of the Land Use By-law may be made through the design review process.

1.2 Relationship to the Downtown Halifax Secondary Municipal Planning Strategy and the Downtown Halifax Land Use By-law

The Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS) sets policies governing both the quantitative and qualitative elements of development in downtown Halifax.

The quantitative policies are then elaborated in the Downtown Halifax Land Use By-law, and the qualitative policies are elaborated in this Design Manual.

Taken together, the Design Manual and the Land Use By-law give decision making authority to the policies of the Secondary Municipal Planning Strategy. The process by which that decision-making authority is exercised is Site Plan Approval.
2.0 Introduction to Precincts

Downtown Halifax features distinct areas with varying characters, functional identities and building forms. The objective of defining these areas as precincts is to help focus and direct land uses, define appropriate development, protect heritage, and guide public investment to ensure their vitality and to strengthen their unique role in contributing to the assets and success of the downtown. Nine precincts have been created by identifying existing and potential areas with concentrations of common uses or distinct identities. The objective, over time, is to make land use planning decisions that cultivate or further develop the precincts’ desirable functions and qualities. Later chapters of this Design Manual set forth design guidelines that apply to development throughout the downtown. The purpose of this chapter is to set forth the following specific design and development criteria that are unique for each of the nine precincts.

Precinct boundaries are found on Map 2 of the Land Use By-law.

2.1 Precinct 1: Southern Waterfront

The following general criteria shall apply:

a. Fill existing gaps created by vacant properties and parking lots with new development.

b. Create a system of open space that includes:
   - extensions of east-west streets between Lower Water Street and the Harbour as key components of an open space network;
   - the boardwalk;
   - sidewalks along Lower Water Street, and;
   - plazas and small parks where the extensions of the east-west streets intersect the boardwalk.

c. Tall and slender towers provided that their placement and design are consistent with the objectives identified for this precinct and with the design guidelines.

d. Ensure that development along Lower Water Street has streetwall and landscaping conditions that emphasize its meandering qualities and emergence as an important street. Encourage measures such as sound-proofing requirements for new development to reduce the conflict created by truck traffic travelling along Lower Water Street.

e. Permit surface parking lots only when they are an accessory use and are in compliance with the Downtown Precinct Guidelines.

f. New waterfront development shall adhere to section 2.10 of the Design Manual.

2.2 Precinct 2: Barrington Street South

The following general criteria shall apply:

a. Retain, and to respect in future development, the small to mid-size types of buildings, or the effect achieved by buildings of that size range, and their relationship to the street, that currently exists along Barrington Street. Buildings that occupy larger floorplates and frontages should have design elements that replicate the existing rhythm of individual storefronts along the street.

b. Ensure that buildings create an animated streetscape through active ground floor uses and pedestrian scaled design features.

c. Infill development along Hollis Street should be of a similar scale and type as that found on Barrington Street.

d. New development shall appropriately frame Cornwallis Park and respect the train station as a historic landmark.

e. To permit surface parking lots only when they are an accessory use and are in compliance with
the Land Use By-Law and Design Manual.

f. Improve the pedestrian environment in the public realm through a program of streetscape improvements as previously endorsed by Council (Capital District Streetscape Guidelines).

g. Focus pedestrian activities at sidewalk level through the provision of weather protected sidewalks using well-designed canopies and awnings.

2.3
Precinct 3:
Spring Garden Road Area

The following general criteria shall apply:

a. Development shall appropriately frame Citadel Hill, the Public Gardens, and Victoria Park through the provision of consistent, animated streetwalls of superior quality and design.

b. Ensure that there continues to be adequate sunlight penetration on Spring Garden Road.

c. Focus pedestrian activities at sidewalk level through the provision of weather protected sidewalks using well-designed canopies and awnings.

d. Prohibit new surface parking lots of any kind.

e. Improve the pedestrian environment in the public realm through a program of streetscape improvements as previously endorsed by Council (Capital District Streetscape Guidelines).

f. Development shall be in keeping with The Spring Garden Road/Queen Street Area Joint Public Lands Plan, including:

- ensure that the Clyde Street parking lots are redeveloped with mid-rise development, underground parking, and massing that transitions to Schmidtville;
- ensure that the existing parking supply on the two Clyde Street parking lots will be preserved as part of the redevelopment of those lots, and that in addition, the redevelopment provides adequate parking for the new uses being introduced;
- reinforce a development pattern of “monumental” buildings on Spring Garden Road from Queen Street towards Barrington Street;
- a new public open space, 2,000 square metres minimum, shall be established at the terminus of Clyde Street, on the east side of Queen Street;
- Clyde Street and Brenton Place to become important pedestrian-oriented streets;
- allow for a mid-rise development at the corner of Morris and Queen Streets, and;
- to allow tall buildings on the western blocks of the precinct.

2.4
Precinct 4:
Lower Central Downtown

The following general criteria shall apply:

a. Allow for mixed-use high-rise infill development on large opportunity sites.

b. Prohibit new surface parking lots of any kind.

c. Ensure that existing surface parking lots and vacant sites are developed.

d. Vacant sites shall be developed in a way that provides a continuous streetwall and uninterrupted pedestrian experiences.

e. The precinct is to be characterized by animated streetscapes.

f. Focus pedestrian activities at sidewalk level through the provision of weather protected sidewalks using well-designed canopies and awnings.

g. East-west streets shall continue to provide views between the Citadel and the Harbour.

h. Extensions of east-west streets between Lower Water Street and the Harbour are required as key
components in open space network.

i. Establish the George Street and Carmichael Street corridor as a major east-west pedestrian connection, given the linkage between the Town Clock, the Grand Parade, and the Harbour.

j. To ensure that the Halifax Harbournwalk is of a width and quality to be an important open space linkage with other precincts.

k. Ensure that Lower Water Street shall be developed with a continuous streetwall and public realm design that emphasizes its meandering qualities and its emergence as an important street.

l. To retain isolated heritage properties and protect them from inappropriate redevelopment.

m. New waterfront development shall adhere to Section 2.10 of the Design Manual.

2.5 Precinct 5: Barrington Street Heritage Conservation District

The following general criteria shall apply:

a. Preserve and maintain historic government buildings, churches, and historic open spaces.

b. Protect heritage buildings from unwarranted demolition.

c. Develop Grand Parade into its full potential as a public gathering place integrated with the historic George Street axis.

d. Conserve the historic character of Barrington Street and ensure that new development is supportive of, and harmonious with it in terms of height, massing, size, scale, proportion, materials, and architectural features, while not necessarily mimicking heritage architecture.

e. Respect the typical streetscape rhythm comprised of up to eight buildings in each block with one or more bay widths in each building.

f. Respect the scale, configuration and rhythm of the traditional components of the lower facade of Barrington Street buildings, including ground floor height, bay width, and entrances to upper floors.

g. Allow and encourage contemporary shop front design in the precinct to support and stimulate commercial and retail revitalization.

h. Respect the traditional appearance and proportions of the upper facades of heritage buildings in Barrington Street.

i. Respect the importance of traditional windows in establishing the character of heritage buildings and to ensure that windows in new buildings respond to, or reference, traditional fenestration patterns.

j. Retain the heritage character of the precinct by using building materials traditionally found in Barrington Street for both rehabilitation and new construction.

k. Achieve the objectives of the precinct through accurate architectural reproduction of historic styles or through expressions of contemporary architecture.

l. Focus pedestrian activities at sidewalk level through the provision of weather protected sidewalks using well-designed canopies and awnings. The use of awnings and canopies reminiscent of the original awnings of Barrington Street shall be required.

m. Recognize the historic role of building cornices and parapets and to ensure these elements are conserved, replaced or installed on buildings in Barrington Street.

n. Permit rooftop additions on historic buildings to encourage their economic revitalization while ensuring that such additions are visually inconspicuous and subordinate to the main building when viewed from the opposite side of the street, in accordance with the Heritage Design Guidelines contained in this Design Manual.

o. Attract high quality retail, cultural, and entertainment uses at street level.
p. Fill vacant space on upper floors and encourage residential conversion.

q. Encourage the application of the Alternate Compliance Methods and Performance Based Equivalencies of the Nova Scotia Building Code Regulations in the precinct in order to facilitate the functional upgrading of buildings within the district.

r. Prohibit new surface parking lots of any kind.

s. Improve the pedestrian environment in the public realm through a program of streetscape improvements as previously endorsed by Council (Capital District Streetscape Guidelines).

t. Through redevelopment and reuse in the district, restore investor confidence, trigger private investment, and thereby improve Barrington Street’s image and marketing potential to attract further investment.

2.6 Precinct 6: Upper Central Downtown

The following general criteria shall apply:

a. Encourage low to mid-rise mixed use development while respecting the historic block pattern.

b. Improve the appearance and street-level functionality of larger buildings such as the Metro Centre with street-oriented infill and landscaped roofs.

c. Encourage the historic downtown grid to be reinstated over the Metro Centre as redevelopment occurs.

d. Development must appropriately frame Citadel Hill through the provision of consistent, animated streetwalls of superior quality and design.

e. Improve public amenity along Brunswick Street and provide small areas of formal open space on the Citadel side of Brunswick Street as opportunities for views to the Harbour along east-west streets.

f. Require that vacant sites be developed in a way that provides a continuous streetwall and uninterrupted pedestrian experience.

g. Prohibit new surface parking lots of any kind.

h. Pedestrian activity and retail commerce shall be encouraged by the protection of sidewalks from weather through the use of canopies and awnings.

i. East-west streets shall provide views between the Citadel and the Harbour.

j. George Street shall be established as an important east-west street, a grand promenade, given the linkage between the Town Clock, the Grand Parade, and the Harbour.

k. Focus pedestrian activities at sidewalk level through the provision of weather protected sidewalks using well-designed canopies and awnings.

l. The Argyle Street and Blower Street area shall be reinforced as a vibrant area of low to mid-rise buildings, small-scale retail uses, restaurants, bars, potential for permanent sidewalk cafes, hotels, cultural uses, and residential uses.

m. As rooftops are highly visible from the Citadel in this precinct, they shall be well-designed, carrying the architectural language of the building onto the roof. Flat roofs are required to be landscaped, with living “green roofs” given strong preference.

2.7 Precinct 7: Historic Properties

The following general criteria shall apply:

a. Protect and enhance the existing character of the precinct by preserving the existing buildings and their relationship to the street.

b. New development shall respond the historic character of this precinct through complementary or differentiated building materials and design.
c. Continue to promote the area for pedestrian activity by allowing for storefronts to spill-out onto the pedestrian mall and by permitting permanent sidewalk cafes.

d. Provide public access to, and open space on waterfront lands, which shall include continuous public access along the water’s edge with the boardwalk system.

e. The Granville Mall shall be preserved and enhanced as a major public open space, and its connections to the waterfront shall be improved.

f. Prohibit new surface parking lots of any kind.

2.8 Precinct 8: Cogswell Area

The following general criteria shall apply:

a. Remove the interchange infrastructure and reestablish streets, blocks, and open spaces that are an extension and reinforcement of the historic downtown grid and that provide connectivity between the north end and downtown.

b. Encourage the historic downtown grid to be reinstated as redevelopment occurs.

c. Allow high-rise, mixed-use development comprised of relatively large podiums with point towers so as to maintain views of the water.

d. Focus pedestrian activities at sidewalk level through the provision of weather protected sidewalks using well-designed canopies and awnings.

e. Define the area with modern landmark buildings.

f. Redevelop larger existing sites such as Scotia Square and Purdy’s Wharf with street-oriented infill.

g. Provide for public access and open space on the waterfront lands which shall include continuous public access at the water’s edge and green space at the terminus of each east-west street extension (i.e. Cogswell).

h. Require that development step down to the water’s edge and to the existing low-rise neighbourhoods to the north.

i. Enhance important vistas and focal points such as the view of the water.

j. Ensure that there are pedestrian-oriented street level uses, particularly at water’s edge and fronting open spaces.

k. Encourage intensification of underdeveloped existing sites such as the Trademart building and the police station.

l. Consider this precinct as being an important location for new transit and parking facilities.

m. Permit surface parking lots only when they are an accessory use and are in compliance with the Land Use By-Law and design guidelines.

n. Architectural and open space design shall respond to the significant grade changes in this area. Refer to Section 3.2.5 of the Design Manual for further guidance.

2.9 Precinct 9: North End Gateway

The following general criteria shall apply:

a. Establish a low and mid-rise development pattern that is an extension of the neighbourhood to the north.

b. Open up and preserve the views of the Citadel from the north-south streets and ensure that development frames these views. Given the significant grade changes between Cogswell Street and Rainnie Drive, views may be preserved over the rooftops of new development.

c. Encourage signature architecture befitting this precinct as a gateway to the downtown.

d. Permit surface parking lots only when they are an accessory use and are in compliance with the Land Use By-Law and design guidelines.
2.10 Downtown Halifax Waterfront

This section applies to waterfront lands in precincts 1 and 4 that lie between Lower Water Street and the Harbour, in addition to the requirements of precincts 1 and 4 above.

The downtown Halifax Waterfront presents unique challenges in structuring development regulations. Because the parcels tend to be very large, and because the location of the water’s edge is changeable, the creation of building massing rules based on front, side and rear property lines, like those in the rest of downtown, is not feasible. Additionally there is the requirement for the provision of public open space on a continuous boardwalk along, and unimpeded public access to, the waterfront.

These special conditions call for a special set of development rules that demand the highest level of development quality and public amenity while still being agile enough to respond to, and accommodate, a wide range of design solutions. Therefore, for waterfront lands in precincts 1 and 4 located between Lower Water Street and the Harbour, a more flexible, design guideline-driven development review process is required. To that end, HRM will work collaboratively with the landowners along this section of the waterfront to fulfill the objectives of the DHSMPS.

The Waterfront Development Corporation Limited (WDCL), as the primary landowner in this area, has a special and ongoing role to play in the development of the waterfront. WDCL is the provincial Crown Corporation responsible for purchasing, consolidating, redeveloping and revitalizing lands around Halifax Harbour. The WDCL works with private sector developers to facilitate public and private investment in public infrastructure and amenities to further reinforce the waterfront as a vibrant place to live, do business, invest and visit. In recognition of this, HRM and WDCL will seek to negotiate an agreement to ensure that the respective mandates of the two organizations are co-operatively fulfilled through the administration of the DHSMPS.

Waterfront Objectives:

In addition to the requirements of the underlying precincts (1 and 4), the following objectives shall therefore apply to all properties located between Lower Water Street and the water’s edge within those precincts:

a. Ensure that public access to the waterfront is maintained and improved, and that the waterfront is in use around the clock in all four seasons.

b. Ensure that a generally complete and consistent streetwall is built along Lower Water Street that permits visual and physical access to the harbour along the eastward extension of the east-west streets to the water’s edge, and at intermediate locations as deemed appropriate.

c. Ensure that views of the harbour and of the sky are preserved by requiring that the upper storeys of buildings above the streetwall present a slender face to Lower Water Street, and that their long dimension is arranged perpendicular to Lower Water Street.

d. Ensure that the waterfront boardwalk is maintained, extended and improved, and that the public enjoyment of the boardwalk is not negatively impacted by abutting development.

e. Ensure that public open spaces are provided where the eastward extension of east-west streets intersects the boardwalk. These open spaces shall be accomplished through the use of waterfront view corridors that extend from Lower Water Street to the water’s edge.

f. Ensure that waterfront development incorporates human-scaled building elements. This means a range of building details from small (masonry units, door knobs, window mountings, etc.) to medium (doors, windows, awnings, balconies, railings, signs, etc.) to large (expression of floor lines, expression of structural bays, cornice lines, etc.).

g. Ensure that adequate consideration of future sea level rise has been incorporated into building design to avoid flooding, where ground floor
residential uses are proposed.

h. Ensure that all buildings are setback from the ordinary high water mark or face of Seawall by no less than 8 metres.

i. Ensure building height immediately adjacent to the 8 metre setback shall not be higher than 12.5 metres. Height may increase as distance from the boardwalk or the water’s edge increases at a rate of approximately one metre of vertical height for every one metre of horizontal stepback from the boardwalk or water’s edge.

j. Ensure that every effort is made to provide north-south pedestrian connections through the middle of these large properties.

k. Ensure that long, unbroken runs of building wall at the water’s edge or boardwalk’s edge are not permitted. The longest run of building face permissible abutting either the water’s edge or the boardwalk shall be 21.5 metres. Building walls longer than 21.5 metres must be modulated through the use of such devices as articulation of the building mass, significant stepbacks from the water’s edge or boardwalk’s edge, the interruption of the building wall with public spaces, etc. The general massing approach is to be one of linear “finger” buildings perpendicular to Lower Water Street resulting in a pattern of narrowing and widening of the public realm along the water’s or Halifax Harbourwalk’s edge.

l. Ensure that high quality, low-maintenance site furnishings and lighting styles that conform to the requirements of the HRM Municipal Service Systems Design Guidelines (“HRM Red Book”) are used in both private and public developments along the waterfront.
3.1 The Streetwall

This section provides guidance for how buildings interface with the sidewalk and thereby the quality of the enclosure they provide to the street. A streetwall is formed when buildings line or front onto a street with consistent setbacks. The placement, scale and design quality of the building’s streetwall, as well as the uses provided at-grade, can determine the nature and character of the streetscape and reinforce desired pedestrian and broader public realm objectives.

The three sections in this subchapter are concerned with:

a. appropriately located pedestrian-oriented commercial uses;
b. the setback of the streetwall from the front property line (streetwall placement), and;
c. the height of the streetwall up to the point where upper storey stepbacks are required.

3.1.1 Pedestrian-Oriented Commercial

Grade related commercial uses such as retail stores and restaurants are permitted and encouraged on all streets in the downtown to enhance the pedestrian environment. On certain downtown streets pedestrian-oriented commercial uses are required to ensure a critical mass of activities that engage and animate the sidewalk. These streets will be defined by streetwalls with continuous retail uses and are shown on Map 3 of the Land Use By-law.

Pedestrian-oriented commercial uses are encouraged but not required on all remaining street frontages. These areas include streetwalls with an inconsistent retail environment due to a variety of at-grade uses or different building typologies such as house forms.

All retail frontages should be encouraged to reinforce the ‘main street’ qualities associated with the historic downtown, including:

a. The articulation of narrow shop fronts, characterized by close placement to the sidewalk.
b. High levels of transparency (non-reflective and non-tinted glazing on a minimum of 75% of the first floor elevation).
c. Frequent entries.
d. Protection of pedestrians from the elements with awnings and canopies is required along the pedestrian-oriented commercial frontages shown on Map 3, and is encouraged elsewhere throughout the downtown.
e. Patios and other spill-out activity is permitted and encouraged where adequate width for pedestrian passage is maintained.
f. Where non-commercial uses are proposed at-grade in those areas where permitted, they should be designed such that future conversion to retail or commercial uses is possible.

3.1.2 Streetwall Setback

In downtown Halifax, the placement of the building relative to the front property line generally corresponds to the grade-level uses and intensity of pedestrian traffic. For the most part existing development in the downtown is uniformly placed at the sidewalk with little or no setback, and it is desirable that future development follow that example. However there are areas that are more residential or institutional in character that observe a variety of streetwall setbacks. To reinforce existing and desired streetscape and land use characteristics, streetwall placements are therefore categorized according to the following setback standards (see Map 6 of the Land Use By-law):

a. Minimal to no Setback (0-1.5m): Corresponds to the traditional retail streets and business core of the downtown. Except at corners or where an entire block length is being redeveloped, new buildings should be consistent with the setback of the adjacent existing buildings.
b. Setbacks vary (0-4m): Corresponds to streets where setbacks are not consistent and often associated with non-commercial and residential uses or house-form building types. New buildings should provide a setback that is no greater or lesser than the adjacent existing buildings.

c. Institutional and Parkfront Setbacks (4m+): Corresponds to the generous landscaped setbacks generally associated with civic landmarks and institutional uses. Similar setbacks designed as landscaped or hardscaped public amenity areas may be considered where new public uses or cultural attractions are proposed along any downtown street. Also corresponds to building frontages on key urban parks and squares where an opportunity exists to provide a broader sidewalk to enable special streetscape treatments and spill out activity such as sidewalk patios.

3.1.3 Streetwall Height

To ensure a comfortable human-scaled street enclosure, streetwall height should generally be no less than 11 metres and generally no greater than a height proportional (1:1) to the width of the street as measured from building face to building face. Accordingly, maximum streetwall heights are defined and correspond to the varying widths of downtown streets – generally 15.5m, 17m or 18.5m. Consistent with the principle of creating strong edges to major public open spaces, a streetwall height of 21.5m is permitted around the perimeter of Cornwallis Park. Maximum Streetwall Heights are shown on Map 7 of the Land Use By-law.
General Design Guidelines

3.2 Pedestrian Streetscapes

3.2.1 Design of the Streetwall

In designing streetwalls, the following guidelines should be observed:

a. The streetwall should contribute to the ‘fine-grained’ character of the streetscape by articulating the façade in a vertical rhythm that is consistent with the prevailing character of narrow buildings and storefronts.

b. The streetwall should generally be built to occupy 100% of a property’s frontage along streets.

c. Generally, streetwall heights should be proportional to the width of the right of way, a 1:1 ratio between streetwall height and right of way width. Above the maximum streetwall height, further building heights are subject to upper storey stepbacks.

d. In areas of contiguous heritage resources, streetwall height should be consistent with heritage buildings.

e. Streetwalls should be designed to have the highest possible material quality and detail.

f. Streetwalls should have many windows and doors to provide ‘eyes on the street’ and a sense of animation and engagement.

g. Along pedestrian frontages at grade level, blank walls shall not be permitted, nor shall any mechanical or utility functions (vents, trash vestibules, propane vestibules, etc.) be permitted.
3.2.2 Building Orientation and Placement

The orientation and placement of a building on a property helps define the quality and character of the public realm.

a. All buildings should orient to, and be placed at, the street edge with clearly defined primary entry points that directly access the sidewalk.

b. Alternatively, buildings may be sited to define the edge of an on-site public open space, for example, plazas, promenades, or eroded building corners resulting in the creation of public space (see diagram at right). Such treatments are also appropriate for Prominent Visual Terminus sites identified on Map 9 of the Land Use By-law.

c. Sideyard setbacks are not permitted in the Central Blocks defined on Map 8 of the Land Use By-law, except where required for through-block pedestrian connections or vehicular access.
3.2.3 Retail Uses

Retail uses are most successful, and help to animate a street when located at-grade in areas of high visibility and pedestrian traffic, and when appropriately designed and focused. The following guidelines shall apply to retail uses:

a. All mandatory retail frontages (Map 3 of Land Use By-law) should have retail uses at-grade with a minimum 75% glazing to achieve maximum visual transparency and animation.

b. Weather protection for pedestrians through the use of well-designed awnings and canopies is required along mandatory retail frontages (Map 3) and is strongly encouraged in all other areas.

c. Where retail uses are not currently viable, the grade-level condition should be designed to easily accommodate conversion to retail at a later date.

d. Minimize the transition zone between retail and the public realm. Locate retail immediately adjacent to, and accessible from, the sidewalk.

e. Avoid deep columns or large building projections that hide retail display and signage from view.

f. Ensure retail entrances are located at or near grade. Avoid split level, raised or sunken retail entrances. Where a changing grade along a building frontage may result in exceedingly raised or sunken entries it may be necessary to step the elevation of the main floor slab to meet the grade changes.

g. Commercial signage should be well designed and of high material quality to add diversity and interest to retail streets, while not being overwhelming.
3.2.4 **Residential Uses**

Care should be taken to create building forms for residential uses that have a residential look and feel.

a. Individually accessed residential units (i.e. town homes) should have front doors on the street, with appropriate front yard privacy measures such as setbacks and landscaping. Front entrances and first floor slabs should be raised above grade level for privacy, and should be accessed through means such as steps, stoops and porches.

b. Residential units accessed by a common entrance and lobby may have the entrance and lobby elevated or located at grade-level, and the entrance should be clearly recognizable from the exterior through appropriate architectural treatment.

c. Projects that feature a combination of individually-accessed units in the building base with common entrance or lobby-accessed units in the upper building, are encouraged.

d. Units with multiple bedrooms (2 and 3 bedroom units) should be provided that have immediately accessible outdoor amenity space. The amenity space may be at-grade or on the landscaped roof of a podium.

e. Units provided to meet housing affordability requirements shall be uniformly distributed throughout the development and shall be visually indistinguishable from market-rate units through the use of identical levels of design and material quality.

f. Residential uses introduced adjacent to pre-existing or concurrently developed eating and drinking establishments should incorporate acoustic dampening building materials to mitigate unwanted sound transmission.
3.2.5 **Sloping Conditions**

Many streets in the downtown are steeply sloped, and pose challenges to creating pedestrian-oriented streetwall conditions. Internal floors are by necessity flat, making it difficult to match the external grade for building entrances, and sometimes even to provide windows. New buildings must provide a good interface to these sloping street conditions, utilizing the design strategies outlined in these guidelines. Greater flexibility in interpretation of the guidelines is required, as is greater creativity and effort in design.

a. Maintain active uses at-grade, related to the sidewalk, stepping with the slope. Avoid levels that are distant from grade.

b. Provide a high quality architectural expression along facades. Consider additional detailing, ornamentation or public art to enhance the experience.

c. Provide windows, doors and other design articulation along facades; blank walls are not permitted.

d. Articulate the façade to express internal floor or ceiling lines; blank walls are not permitted.

e. Wrap retail display windows a minimum of 4.5 metres around the corner along sloping streets, where retail is present on the sloping street.

f. Wherever possible, provide pedestrian entrances on sloping streets. If buildings are fully accessible at other entrances, consider small flights of steps or ramps up or down internally to facilitate entrances on the slope.

g. Flexibility in streetwall heights is required in order to transition from facades at a lower elevations to facades at higher elevations on the intersecting streets. Vertical corner elements (corner towers) can facilitate such transitions, as can offset or “broken” cornice lines at the top of streetwalls on sloping streets.
3.2.6 Elevated Pedestrian Walkways

The intent of these guidelines is to focus pedestrian activity and at the sidewalk level in support of sidewalk level retail establishments, and overall public realm vibrancy. Canopies and awnings are encouraged throughout the downtown for this reason. While weather-protected sidewalk-level connections are generally preferred, pedways may be appropriate or necessary in some cases, such as interconnecting convention and hotel spaces. When deemed necessary pedways shall:

a. Not be constructed in a north-south direction such that they block views up and down the east-west streets in the downtown.

b. Not be more than a single storey in height.

c. Strive to have as low a profile as possible.

d. Be constructed of highly transparent materials.

e. Be of exceptionally high design and material quality.

3.2.7 Other Uses

All uses should help create an animated street environment with doors, windows and pedestrian activity fronting and directly accessing the public realm.

a. Non-commercial uses at-grade should animate the street with frequent entries and windows.
3.3 Building Design

3.3.1 Building Articulation

The articulation of a building is what gives it a human scale and a sense of quality, through attention to detail. Articulation implies a three-dimensional facade, where windows and other elements have depth, creating a dynamic play of light and shadows through the use of solids and voids. Typically the articulation will indicate the transition between floors and interior spaces, giving a human scale to the facade. This articulation can also include changes in materials, or material treatments.

a. To encourage continuity in the streetscape and to ensure vertical ‘breaks’ in the façade, buildings shall be designed to reinforce the following key elements through the use of setbacks, extrusions, textures, materials, detailing, etc.:

- **Base**: Within the first four storeys, a base should be clearly defined and positively contribute to the quality of the pedestrian environment through animation, transparency, articulation and material quality.

- **Middle**: The body of the building above the base should contribute to the physical and visual quality of the overall streetscape.

- **Top**: The roof condition should be distinguished from the rest of the building and designed to contribute to the visual quality of the skyline.

b. Buildings should seek to contribute to a mix and variety of high quality architecture while remaining respectful of downtown’s context and tradition.

c. To provide architectural variety and visual interest, other opportunities to articulate the massing should be encouraged, including vertical and horizontal recesses or projections, datum lines, and changes in material, texture or colour.

d. Street facing facades should have the highest design quality, however, all publicly viewed facades at the side and rear should have a consistent design expression.
3.3.2 Materials

Building materials help define the character and quality of a building and how it relates to its context. Where brick is predominant, new buildings will define themselves by the use, or lack of brick. Of importance in material selection is longevity and ability to age with grace. Materials like stone, brick and glass will endure well over time.

a. Building materials should be chosen for their functional and aesthetic quality, and exterior finishes should exhibit quality of workmanship, sustainability and ease of maintenance.

b. Too varied a range of building materials is discouraged in favour of achieving a unified building image.

c. Materials used for the front façade should be carried around the building where any facades are exposed to public view at the side or rear.

d. Changes in material should generally not occur at building corners.

e. Building materials recommended for new construction include brick, stone, wood, glass, in-situ concrete and pre-cast concrete.

f. In general, the appearance of building materials should be true to their nature and should not mimic other materials.

g. Stucco and stucco-like finishes shall not be used as a principle exterior wall material.

h. Vinyl siding, plastic, plywood, concrete block, EIFS (exterior insulation and finish systems where stucco is applied to rigid insulation), and metal siding utilizing exposed fasteners are prohibited.

i. Darkly tinted or mirrored glass is prohibited. Clear glass is preferrable to light tints. Glare reduction coatings are preferred.

j. Unpainted or unstained wood, including pressure-treated wood, is prohibited as a building material for permanent decks, balconies, patios, vernadas, porches, railings and other similar architectural embellishments, except that this guidelines shall not apply to seasonal sidewalk cafes.

3.3.3 Entrances

The entrance of a building is the most recognizable and used part of a facade, and provides an important visual cue. It must be prominent, recognizable and accessible.

a. Emphasize entrances with such architectural expressions as height, massing, projection, shadow, punctuation, change in roof line, change in materials, etc.

b. Ensure main building entrances are covered with a canopy, awning, recess or similar device to provide pedestrian weather protection.

c. Modest exceptions to setback and stepback requirements are possible to achieve these goals.
3.3.4 **Roof Line and Roofscapes**

Roof lines and roofscapes have a significant impact on the image of the city. Due to the vantage points afforded by the sloping condition of downtown, the bridges, the Citadel, and the long views across the water, the design of roof conditions must be carefully considered. This is true of low, mid and high-rise buildings, and is true for the roofs of podiums and other building form articulations.

a. Buildings above six storeys (mid and high-rise) contribute more to the skyline of individual precincts and the entire downtown, so their roof massing and profile must include sculpting, towers, night lighting or other unique features.

b. The expression of the building ‘top’ (see previous) and roof, while clearly distinguished from the building ‘middle’, should incorporate elements of the middle and base such as pilasters, materials, massing forms or datum lines.

c. Landscaping treatment of all flat rooftops is required. Special attention shall be given to landscaping rooftops in precincts 3, 5, 6 and 9, which abut Citadel Hill and are therefore preeminently visible. The incorporation of living “green roofs” is strongly encouraged.

d. Ensure all rooftop mechanical equipment is screened from view by integrating it into the architectural design of the building and the expression of the building ‘top’. Mechanical rooms and elevator and stairway head-houses should be incorporated into a single well-designed roof top structure. Sculptural and architectural elements are encouraged to add visual interest.

e. Low-rise flat roofed buildings should provide screened mechanical equipment. Screening materials should be consistent with the main building design. Sculptural and architectural elements are encouraged for visual interest as the roofs of such structures have very high visibility.

f. The street-side design treatment of a parapet should be carried over to the back-side of the parapet for a complete, finished look where they will be visible from other buildings and other high vantage points.
3.4 Civic Character

The downtown’s civic character is largely defined by highly visible sites occupying important symbolic locations, or that have important public functions. These include sites that form view termini, sites adjacent to significant public open spaces, corner and gateway sites, and civic buildings. Since these sites help shape the image and character of an area, and of the whole downtown, they have a greater civic obligation to meet the highest possible standards in design and material quality. To enhance the distinction and landmark quality of new buildings in these locations, modest exceptions to stepbacks and height restrictions are permitted to encourage massing and design that accentuate the visual prominence of the site.

Gateway architecture contributes to civic character

The Old Town Clock is a striking example of a prominent view terminus that helps to define downtown’s civic character
3.4.1 Prominent Frontages and View Termini

These are frontages and sites with exceptional visibility and opportunity for signature or landmark architectural treatments or features. These sites can enhance the quality of public areas, reinforce downtown or precinct identities, orient pedestrians and strengthen civic pride. Accordingly, development on these sites has a greater civic responsibility that obliges consideration for the highest possible design and material quality. The design of these buildings should provide distinctive massing articulation and architectural features so as to reinforce their visual prominence.

a. Prominent Visual Terminus Sites: These sites identify existing or potential buildings and sites that terminate important view corridors and that can strengthen visual connectivity across downtown. On these sites distinctive architectural treatments such as spires, turrets, belvederes, porticos, arcades, or archways should be provided. Design elements (vertical elements, porticos, entries, etc.) should be aligned to the view axis. Prominent Visual Terminus Sites are shown on Map 9 in the Land Use By-law.

b. Prominent Civic Frontage: These frontages identify highly visible building sites that front onto important public open spaces such as the Citadel and Cornwallis Park, as well as important symbolic or ceremonial visual and physical connections such as the waterfront boardwalks, the proposed Grand Promenade linking the waterfront to the Town Clock, and other east-west streets that connect the downtown to the waterfront. Prominent Civic Frontages are shown on Map 1 in Appendix A of the Design Manual.
3.4.2 Corner Sites

Corner buildings have a greater visual prominence given that they terminate two streetwalls and that they have excellent visual exposure from the open space created by street intersections. This special condition should be acknowledged with design responses such as:

a. Provision of a change in the building massing at the corner, in relation to the streetwall.

b. Provision of distinctive architectural treatments such as spires, turrets, belvederes, porticos, arcades, or archways.

c. Developments on all corner sites must provide a frontal design to both street frontages.

d. Alternatively, buildings may be sited to define the edge of an on-site public open space, for example, plazas, promenades, or eroded building corners resulting in the creation of public space.

3.4.3 Civic Buildings

e. Civic buildings entail a greater public use and function, and therefore should be prominent and recognizable, and be designed to reflect the importance of their civic role.

f. Provide distinctive architectural treatments such as spires, turrets, belvederes, porticos, arcades, or archways.

g. Ensure entrances are large and clearly visible. Provide a building name and other directional and wayfinding signage.

h. Very important public buildings should have unique landmark design. Such buildings include transit terminals, museums, libraries, court houses, performing arts venues, etc.
3.5 Parking, Services and Utilities

3.5.1 Vehicular Access, Circulation, Loading and Utilities

Service areas are a necessary part of buildings, but often do not create a welcoming pedestrian environment. Care must be given to the design in order to minimize their presence and impact on the public experience by locating them to less visible parts of the building and by integrating them within the building mass.

a. Locate parking underground or internal to the building (preferred), or to the rear of buildings.

b. Ensure vehicular and service access has a minimal impact on the streetscape, by minimizing the width of the frontage it occupies, and by designing integrated access portals and garages.

c. Locate loading, storage, utilities, areas for delivery and trash pick up out of view from public streets and spaces, and residential uses.

d. Where access and service areas must be visible from or shared with public space, provide high quality materials and features that can include continuous paving treatments, landscaping and well designed doors and entries.

e. Coordinate and integrate utilities, mechanical equipment and meters with the design of the building, for example, using consolidated rooftop structures or internal utility rooms.

f. Locate heating, venting and air conditioning vents away from public streets. Locate utility hook-ups and equipment (i.e. gas meters) away from public streets and to the sides and rear of buildings, or in underground vaults.

3.5.2 Parking Structures

a. Where multi-storey parking facilities are to be integrated into new developments they should be visually obscured from abutting streets by
wrapping them with ‘sleeves’ of active uses.

b. Animated at-grade uses should occupy the street frontage, predominantly retail, with 75% transparency.

c. At-grade parking access and servicing access to retail stores should be provided to the rear and concealed from the street.

d. Provide articulated bays in the façade to create fine-grained storefront appearance.

e. Provide pedestrian amenities such as awnings, canopies, and sheltered entries.

f. Provide façade treatment that conceals the parking levels and that gives the visual appearance of a multi-storey building articulated with ‘window’ openings.

g. Design of parking structures such that they can be repurposed to other uses (i.e. level floor slabs) is encouraged.

h. Provide cap treatment (at roof or cornice line) that disguises views of rooftop parking and mechanical equipment.

i. Utilize high quality materials that are compatible with existing downtown buildings.

j. Locate pedestrian access to parking at street edges, with direct access. Ensure stairs to parking levels are highly visible from the street on all levels.

k. Ensure all interior and exterior spaces are well lit, inclusive of parking areas, vehicular circulation aisles, ramps, pedestrian accesses, and all entrances.

l. Maintain continuous public access to parking at all hours and in all seasons.

m. Minimize the width and height of vehicular access points to the greatest practical extent.

n. Provide clear sightlines for vehicles and pedestrians at sidewalks, by setting back columns and walls, and providing durable low-maintenance mirrors.

o. Bicycle parking must be provided in visible at-grade locations, and be weather-protected.
3.5.3 Surface Parking

a. Surface lots shall be located out of sight behind buildings or inside city blocks rather than adjacent to streets or at corners.

b. Surface lots shall only be moderate in size (10-20 cars) for the handicapped and visitors, and must include bicycle parking opportunities.

c. Surface parking shall be designed to include internal landscaping or hardscaping on islands at the ends of each parking aisle, clearly marked pedestrian access and paths, lighting and be concealed with landscaped buffers or other mitigating design measures.

d. In addition to landscaping, a variety of hardscaping materials should be used to add visual texture and reduce apparent parking lot scale. Landscaping should be low maintenance.

3.5.4 Lighting

Night image is an important aspect of the downtown’s urban character and form.

a. Attractive landscape and architectural features can be highlighted with spot-lighting or general lighting placement.

b. Consider a variety of lighting opportunities inclusive of street lighting, pedestrian lighting, building up- or down-lighting, internal building lighting, internal and external signage illumination (including street addressing), and decorative or display lighting.

c. Illuminate landmark buildings and elements, such as towers or distinctive roof profiles.

d. Encourage subtle night-lighting of retail display windows.

e. Ensure there is no ‘light trespass’ onto adjacent residential areas by the use of shielded “full cut-off” fixtures.

f. Lighting shall not create glare for pedestrians or motorists by presenting unshielded lighting elements in view.
3.5.5 Signs

Signs play an important role in the overall image of downtown. Signs should contribute to the quality of individual buildings and the public realm. They should reflect the unique characteristic of their context. This includes compatibility with heritage buildings and districts, where appropriate. High quality, imaginative, and innovative signs are encouraged. Design objectives for signs include:

a. Integrate signs into the design of building facades by placing them within architectural bay, friezes or datum lines, including coordinated proportion, materials and colour.

b. Signs should not obscure windows, cornices or other architectural elements.

c. Sign scale should reinforce the pedestrian scale of the downtown, through location at or near grade level for viewing from sidewalks.

d. Large freestanding signs (such as pylons), signs on top of rooftops, and large scale advertising (such as billboards) are prohibited.

e. Signs on heritage buildings should be consistent with traditional sign placement such as on a sign band, window lettering, or within architectural orders.

f. Street addressing shall be clearly visible for every building.

g. The material used in signage shall be durable and of high quality, and should relate to the materials and design language of the building.

Signs that integrate with existing architectural orders, such as the sign at left, are preferred. Signs that obscure architectural elements, such as the sign at right, are discouraged.

The signs on these heritage buildings fit within architectural orders and enhance the public realm.
3.6 Site Plan Variances

Where all other conditions are met, and subject to the conditions set out here, clearly specified variances of certain land use by-law requirements may be considered. The following types of variances may be considered throughout downtown Halifax by Site Plan Approval:

3.6.1 Streetwall Setback Variance
Streetwall setbacks may be varied by Site Plan Approval where:

a. the streetwall setback is consistent with the objectives and guidelines of the Design Manual;

b. on an existing building, where an addition is to be constructed, the existing structural elements of the building or other similar features are prohibitive in achieving the streetwall setback requirement; or

c. the streetwall setback of abutting buildings is such that the streetwall setback would be inconsistent with the character of the street.

3.6.2 Side and Rear Yard Setback Variance
Side and rear yard setbacks may be varied by Site Plan Approval where:

a. the modified setback is consistent with the objectives and guidelines of the Design Manual; and

b. the modification does not negatively impact abutting uses by providing insufficient separation.

3.6.3 Streetwall Height Variance
Streetwall heights may be varied by Site Plan Approval where:

a. the streetwall height is consistent with the objectives and guidelines of the Design Manual; and

b. the modification is for a corner element that is used to join streetwalls of differing heights; or

c. the streetwall height of abutting buildings is such that the streetwall height would be inconsistent with the character of the street; or

d. where a landmark building element is called for pursuant to the Design Manual.

3.6.4 Streetwall Width Variance
Streetwall widths may be varied by Site Plan Approval where:

a. the streetwall width is consistent with the objectives and guidelines of the Design Manual; and

b. the resulting gap in the streetwall has a clear purpose, is well-designed and makes a positive contribution to the streetscape.

3.6.5 Upper Storey Streetwall Stepback Variance
Upper storey streetwall stepbacks may be varied by Site Plan Approval where:

a. the upper storey streetwall setback is consistent with the objectives and guidelines of the Design Manual; and

b. the modification results in a positive benefit such as improved heritage preservation or the remediation of an existing blank building wall.

Note: In cases where the maximum streetwall height is within two storeys of the maximum building height, the Design Review Committee may reduce the maximum streetwall height to ensure an appropriate proportion of streetwall height to upper building height.

3.6.6 Upper Storey Side Yard Stepback Variance
The setbacks requirements of this section may be varied by Site Plan Approval where:

a. the upper storey side yard stepback is consistent with the objectives and guidelines of the Design Manual; and

b. where the height of the building is substantially lower than the maximum permitted building height.
height and the setback reduction is proportional
to that lower height; or

c. a reduction in setback results in the concealment
of an existing blank wall with a new, well-
designed structure.

3.6.7 Maximum Tower Width Variance

The maximum tower dimensions may be varied by
Site Plan Approval where:

a. the maximum tower width is consistent with the
objectives and guidelines of the Design Manual;
and

b. the modification results in a clear public benefit
such as the remediation of an existing blank
building wall; or

3.6.8 Maximum Height Variance

Maximum building height may be subject to modest
variance by Site Plan Approval where:

a. the maximum height is consistent with the
objectives and guidelines of the Design Manual;
and

b. the additional building height is for rooftop
architectural features and the additional height does
not result in an increase in gross floor area;

c. the maximum building height is less than 1.5
metres below the View Plane or Rampart height
requirements;

d. where a landmark building element is provided
pursuant to the Design Manual; or

e. where the additional height is shown to enable
the adaptive re-use of heritage buildings.

3.6.9 Landmark Element Variance

Modest encroachments may be considered by
variance where the encroachments are demonstrated
to result in a greatly improved building design.
Examples of possible modest encroachments include
architectural features such as balconies, designed
roof treatments, porte cocheres and landmark
elements such as corner or entry towers.

An encroachment envelope is defined below for
identified Prominent Visual Terminus sites (see
Map 9 in the Land Use By-law), and any corner
site including where a sloping condition results
in the convergence of two streetwalls of differing
heights. This encroachment can be made available
where the design of the development demonstrates
a consistency with the urban design objectives
for these highly visible sites. The width of the
encroachment envelope may be up to 20% of the
lot frontage, but shall not exceed 10 metres. The
width of the encroachment envelope can extend to
the exterior face of the streetwall, or both faces on a
corner site, and extend to a height of no more than 6
metres above the height of the building providing it
does not protrude through a View Plane or Rampart
restriction.

Maximum height and envelope requirements may
be varied by Site Plan Approval for landmark ele-
ments where:

a. the maximum height is consistent with the objectives
and guidelines of the Design Manual; and

b. the additional building height is for rooftop
architectural features and the additional height does
not result in an increase in gross floor area; or

c. the maximum building height is less than 1.5
metres below the View Plane or Rampart height
requirements; or

d. where a landmark building element is provided
pursuant to the Design Manual; or

e. where the additional height is shown to enable
the adaptive re-use of heritage buildings.
3.6.10 Precinct 1 Built Form Variance

For lands located in “Schedule W” on Map 1 of the Downtown Halifax Land Use By-law, the built form requirements of Section 11(1) of the LUB and Section 2.10 of Schedule S-1 of the LUB may be varied by Site Plan Approval where the variance will:

a. fill existing gaps created by vacant properties or parking lots with new development; or
b. enhance the public realm in the area, including the extension of the east-west streets between Lower Water Street and the harbour and their intersection with the Halifax Harbour Walk, the pedestrian interface of the proposed building and the Halifax Harbour Walk, provide or improve sidewalks along Lower Water Street, or provide for public or private plazas or parks; or
c. frame the open spaces identified above; or
d. provide adequate separation between buildings; or
e. propose tall and slender towers, where permitted, provided that their placement and design are consistent with the objectives identified for this precinct and with the Design Manual; or
f. ensure Lower Water Street has streetwall and landscaping conditions that emphasize its meandering qualities and emergence as an important street.

g. provide for mixed-use high-rise infill development on large opportunity sites; or
h. fill existing gaps created by vacant properties or parking lots with new development; or
i. develop vacant lots in a way that provides a continuous street wall and uninterrupted pedestrian experiences; or
j. provide for animated streetscapes as detailed in the design manual; or
k. focus pedestrian activities at sidewalk level through the provision of sidewalks protected from the weather through such means as well-designed canopies and awnings; or
l. maintain or enhance the east-west streets to maintain important views between the Citadel and the harbour; or
m. provide adequate separation between buildings; or
n. ensure Lower Water Street has streetwall and landscaping conditions that emphasize its meandering qualities and emergence as an important street; or

3.6.11 Precinct 4 Built Form Variance

For lands located in “Schedule W” on Map 1 of the Downtown Halifax Land Use By-law, the built form requirements of Section 11(5) of the LUB and Section 2.10 of Schedule S-1 of the LUB may be varied by Site Plan Approval where the variance will:

a. fill existing gaps created by vacant properties or parking lots with new development; or
b. enhance the public realm in the area, including the extension of the east-west streets between Lower Water Street and the harbour and their intersection with the Halifax Harbour Walk, the pedestrian interface of the proposed building and the Halifax Harbour Walk, provide or improve sidewalks along Lower Water Street, or provide for public or private plazas or parks; or
c. frame the open spaces identified above; or
d. provide adequate separation between buildings; or
e. propose tall and slender towers, where permitted, provided that their placement and design are consistent with the objectives identified for this precinct and with the Design Manual; or
f. ensure Lower Water Street has streetwall and landscaping conditions that emphasize its meandering qualities and emergence as an important street; or
g. provide for mixed-use high-rise infill development on large opportunity sites; or
h. provide adequate separation between buildings; or
i. maintain or enhance the east-west streets to maintain important views between the Citadel and the harbour; or
j. provide adequate separation between buildings; or
k. ensure Lower Water Street has streetwall and landscaping conditions that emphasize its meandering qualities and emergence as an important street; or
l. retain, enhance and protect isolated heritage properties.

3.6.12 Landscaped Open Space Variance

Landscaped open space requirements may be varied by Site Plan Approval where:

a. The landscaped open space to be provided is consistent with the objectives and guidelines of the Design Manual; and
b. The modification does not exceed 10% of the requirement.

3.6.14 Prohibited External Cladding Material Variance

The use of prohibited external cladding materials may be varied by Site Plan Approval where:

a. The objectives and guidelines of the Design Manual are met;
b. The use of the material is necessary for an appropriate architectural embellishment of the building; and
c. The material does not exceed 10% of the total area of the facade.
4.1

New Development in Heritage Contexts

As part of the city’s evolution, new architecture will invariably be constructed on the same site as, and abutting, heritage resources. These guidelines ensure that as this evolution continues the goal of creating and protecting a coherent downtown is achieved.

There are three conditions under which new buildings can be introduced into heritage contexts in downtown Halifax, and different design strategies apply to them with the same objective of ensuring that as the downtown evolves, it continuously becomes more and more coherent:

1. **Infill** – This type of development occurs on sites that do not contain a heritage resource, but rather occur on vacant or underutilized sites that are in between other heritage properties, abutting them on each side. Typically, a strong contiguous heritage context exists around them.

2. **Abutting** – This type of development occurs on sites that do not contain a heritage resource but that are directly abutting a heritage resource on one side. This type of development occurs in a less contiguous heritage environment than infill.

3. **Integrated and Additions** – This type of development occurs on the same site as a heritage resource. Integrated developments occur on sites where existing heritage structures are part of a larger consolidated site or significant development proposal, and where heritage buildings are to be integrated into a larger building or building grouping. Additions are to existing heritage properties to which new construction will be added, often on top of existing buildings, but can be to the sides or rear in a manner that respects existing heritage attributes.

These three types of development in heritage contexts are discussed further in Sections 4.2, 4.3 and 4.4.

Design of buildings according to these guidelines needs to be balanced with good urban design principles and the vision for the downtown. New buildings should comply with all other relevant guidelines. Creative solutions should be considered that meet the spirit and intent of all guidelines.

As a principle of both heritage compatibility and sustainability, new additions, exterior alterations, or new construction should not destroy historic materials, features, or spatial relationships that characterize a property. The new work should be differentiated from the old and should be compatible with the historic materials, features, size, scale, height, proportion and massing to protect the integrity of the property and its environment.

It is not necessary to mimic a specific historical era in heritage contexts. New buildings should vary in style. Style should not be a determinant of compatibility, rather material quality, massing and urban design considerations are given prominence in this approach. Elements of new building design and façade articulation can respond to specific heritage elements with new interpretations or traditions.

4.1.1 Replicas and Reconstructed Buildings

On some sites the opportunity may exist to replicate a formerly existing structure with a new building, or as a part of a larger building proposal. This approach is possible where good documentary evidence exists. The replication of a historic building should proceed in a similar manner to the restoration of an existing but altered or deteriorated structure. Design of the building should be based on documentary evidence including photographs, maps, surveys and historic design and construction drawings. The interior space and basic structure of a replica building is not required to, but may, also use historic materials or details as long as the exterior presentation replicates the original structure.
4.1.2 New Buildings in Heritage Contexts

Entirely new buildings may be proposed where no previous buildings existed, where original buildings are missing, or where severely deteriorated or non-historic buildings are removed. The intention in designing such new buildings should not be to create a false or ersatz historic building, instead the objective must be to create a sensitive well-designed new structure “of its time” that fits and is compatible with the character of the district or its immediate context. The design of new buildings should carefully consider requirements elsewhere in these guidelines for density, scale, height, setbacks, stepbacks, coverage, landscaped open space, view corridors, and shadowing. Design considerations include: contemporary design, material palette, proportions of parts, solidity vs. transparency and detailing.

4.1.3 Contemporary Design

New work in heritage contexts should not be aggressively idiosyncratic but rather it should be neighbourly and respectful of its heritage context, while at the same time representing current design philosophy. Quoting the past can be appropriate, however, it should avoid blurring the line between real historic buildings, bridges and other structures. “Contemporary” as a design statement does not simply mean current. Current designs with borrowed detailing inappropriately, inconsistently, or incorrectly used, such as pseudo-Victorian detailing, should be avoided.

4.1.4 Material Palette

As there is a very broad range of materials in today’s design palette, materials proposed for new buildings in a heritage context should include those historically in use. The use and placement of these materials in a contemporary composition and their incorporation with other modern materials is critical to the success of the fit of the proposed building in its context. The proportional use of materials, drawing lines out of the surrounding context, careful consideration of colour and texture all add to the success of a composition.

4.1.5 Proportion of Parts

Architectural composition has always had at its root the study of proportion. In the design of new buildings in a heritage context, work should take into account the proportions of buildings in the immediate context and consider a design solution with proportional relationships that make a good fit. An example of this might be windows. Nineteenth century buildings tended to use a vertical proportion system in the design and layout of windows including both overall windows singly or in built up groups and the layout of individual panes.

4.1.6 Solidity versus Transparency

Similar to proportion, it is a characteristic of historic buildings of the 19th century to have more solid walls with punched window openings. This relationship of solid to void makes these buildings less transparent. It was a characteristic that was based upon technology, societal standards for privacy, and architectural tradition. In contrast buildings of many 20th century styles use large areas of glass and transparency as part of the design philosophy. The relationship of solidity to transparency is a characteristic of new buildings that should be carefully considered. It is an element of fit. The level of transparency in the new work should be set at a level that provides a good fit on street frontages with existing buildings that define the character of the street in a positive way.

4.1.7 Detailing

For new buildings, detailing should refer to the heritage attributes of the immediate context. Detailing can be more contemporary yet with a deference to scale, repetition, lines and levels, beam and column, solid and transparent that relates to the immediate context. In past styles, structure was often unseen, hidden behind a veneer of other surfaces, and “de-
“tailing” was largely provided by the use of coloured, shaped, patterned or carved masonry or added traditional ornament, moldings, finials, cresting and so on. In contemporary buildings every element of a building can potentially add to the artistic composition of architectural, structural, mechanical and even electrical systems.

4.2 Guidelines for Infill

These guidelines apply to sites that are in between heritage buildings in the downtown. These guidelines will ensure visual consistency as seen from the public realm (i.e. from the street, from parks, plazas and open spaces, or from any other place where significant views exist).

Where there is a contiguous environment, new development needs to reinforce and be consistent with the prevailing character of the heritage resources as a group. This will require flexible application of the guidelines. For example, where prevailing streetwall heights of heritage buildings are 4 storeys but an adjacent historic building is 6 storeys, there can be a variety of strategies to ensure visual consistency related to height:

- transitioning new buildings from 6 to 4 storeys
- maintaining 6 storeys but emphasizing other prevailing elements of the district
- maintaining 4 storeys at the streetwall with a step back for the upper 2 storeys.

In instances where the heritage value of a building includes its three-dimensional character (width, depth and height), the entire building envelope should be conserved, and the transition of new construction to, and from, the heritage buildings should respect all three dimensions.
4.2.1 Cornice Line

The cornice is the topmost projecting part of a facade, typically detailed with a decorative moulding. The cornice line is the extended horizontal definition of the building that indicates where the facade ends and the roof begins. When abutting buildings have a continuous cornice line they result in a harmonious streetwall.

a. Maintain the same or similar cornice height established by existing heritage buildings for the podium (building base) to create a consistent streetwall height, reinforcing the ‘frame’ for public streets and spaces.

4.2.2 Sidewalk Level Height and Articulation

The sidewalk level of a building is the portion of a building with the greatest presence on the street. Over time a building may change use, and with that, will change the requirements of the sidewalk level. Buildings with a generous grade sidewalk level floor height, and with a detailed articulation, will have the greatest flexibility and prominence over time.

a. Maintain the same or similar height of the first storey of new buildings to the first storey datum line of heritage buildings (i.e. the height of intermediate cornice lines or frieze boards between the first and second storeys).

b. Maintain other heights and proportions in the first storey such as:
   - sign band height and size;
   - window height, size and proportion, including transoms;
   - door height, position, and setback, and;
   - maintain the prevailing at-grade use (i.e. retail or residential) while considering the intended use and role of the street.
4.2.3 Rhythm

The idea of rhythm on a building facade or along a streetwall makes reference to the recurrence at regular intervals of design elements that help structure their visual character and definition. For example, a vertical line dividing buildings approximately every 6m to 12m will create a rhythm for the street that speaks to a certain scale and intimate character.

a. Maintain the rhythm of existing heritage buildings, generally at a fine scale, typically in 6m to 12m intervals (storefronts, individual buildings, etc.) in a vertical proportion.

b. For larger or longer buildings, clearly articulate vertical divisions or bays in the façade at this rhythm.

c. Where appropriate for consistency, provide retail bays or frontages at the same rhythm.

4.2.4 Window Proportion

The proportion of a window is defined by the relationship of its vertical and horizontal dimensions (i.e. 1 to 2; 1 to 3) and the resulting orientation (i.e. vertical or horizontal).

a. Maintain the window proportions of existing heritage buildings (generally vertically oriented windows).

b. Windows should be aligned above each other from storey to storey.
4.2.5 Materials

The building materials help define the character and quality of a building and how it relates to other buildings or structures in its context. In an area where brick is predominant, new buildings will define themselves by the use, or lack of brick. Also of importance in the selection of materials is their longevity and ability to age with grace. Materials like stone, brick and glass will endure well over time.

a. Provide similar materials to those in use in existing heritage buildings.

b. Typical materials are masonry, usually brick or stone, in small modular units (bricks, cut stones).

c. Where materials differ, for example concrete, provide fine scale articulation of the surface finish through score lines, modular units or other such means.

d. Provide similar colour palettes, typically neutrals and earth tones, and textures.

e. New materials should be high quality and durable, ensuring they age well.

4.2.6 Upper Level Stepbacks

The stepback of a building occurs at the upper levels providing a transition from the street related levels. Stepbacks are a useful design solution to maintain a consistent streetwall and minimize the visual presence of upper levels, as well as reduce their impact on sunlight penetration.

a. Building elements that are taller than the podium or streetwall height should step back.

b. Stepbacks should generally be a minimum of 3 metres in areas of contiguous heritage resources.

c. In the upper setback levels greater freedom of material choice and design expression is permitted.
4.3
Guidelines for Abutting Developments

The following guidelines apply to sites that have no heritage buildings on them, but that share a property line with sites that do. These guidelines differ from the Infill Guidelines in Section 4.2 in that they allow greater flexibility. The primary design intent of these guidelines is to contribute to the conservation of heritage resources by ensuring their visual prominence. New buildings abutting heritage resources have flexibility for how they achieve the intent of the guidelines. However, because applicants for development on abutting properties have no interest in or control of the heritage property, angle plane controls are imposed that are not required under Section 4.4 for Integrated Development.

In instances where the heritage value of a building includes its three-dimensional character (width, depth and height), the entire building envelope should be conserved, and the transition of new construction to, and from, heritage buildings should respect all three dimensions. In instances where the heritage value is limited to a single (i.e. front) façade, as in a row building, then the transition to new development need only address the two-dimensional heritage façade.

4.3.1 Cornice Line

The cornice line is the extended horizontal definition of the building that indicates where the facade ends and the roof begins. When adjacent buildings have a continuous cornice line they result in a harmonious streetwall.

a. Maintain the same or similar cornice height established by existing heritage buildings for the podium (building base) to create a consistent streetwall height, reinforcing the ‘frame’ for public streets and spaces.

4.3.2 Rhythm

The idea of rhythm on a buildings façade or along a streetwall makes reference to the recurrence at regular intervals of design elements that help structure their visual character and definition. For example, a vertical line dividing buildings every 10 metres, will create a rhythm for the street that speaks to a certain scale and intimate character.

a. Maintain the rhythm of existing heritage buildings, generally at a fine scale, typically in 6m to 12m intervals (storefronts, individual buildings, etc.) in a vertical proportion.

b. For larger or longer buildings, clearly articulate vertical divisions or bays in the façade at this rhythm.

c. Where appropriate for consistency, provide retail bays or frontages at the same rhythm.

d. Rhythm is of primary importance in the base of new buildings abutting heritage buildings, but some reference to the rhythm may be desirable above the cornice line as well.
4.3.3 Grade Level Height and Articulation

The continuity of the grade level is a significant aspect of experiencing the transition from a heritage building to a new building. The continuity should be reflected in matters of overall height and proportion, as well as design elements of rhythm and articulation and in the use of building materials.

a. Maintain the same or similar height of the first storey of new buildings to the first storey datum line of heritage buildings.

b. Maintain other heights and proportions in the first storey such as:
   - sign band height and size;
   - window height, size and proportion, including transoms;
   - door height, position, and setback, and
   - maintain the prevailing at-grade use (i.e. retail or residential) but consider the intended use and role of the street.

4.3.4 Height Transition

Ensuring a proper transition from heritage to abutting new buildings includes attending to their overall height and ensuring that significant heritage resources are not overwhelmed by new construction.

a. Step back the streetwall of new buildings that are taller than the heritage building to an approximate 45 degree angle plane. This angle plane affects the form of the new building only to the depth of the upper storey stepback plane (i.e. the front-most 3 metres of depth of the building). The angle plane originates at the outside edge of the heritage building and at a height equal to the highest point of the habitable portion of the heritage building as in the diagram.

b. Above the cornice line established by the heritage building the streetwall plane of the new building abutting the heritage building must observe the approximately 45 degree angular plane. This angle plane affects the form of the new building only to the depth of the upper storey stepback plane.
4.4
Guidelines for Integrated Developments & Additions

This section applies to development proposed for a site upon which a heritage resource exists.

There are situations in the downtown where heritage buildings are grouped together. Often the preservation of such groups of buildings is most effectively accomplished by allowing new development either next to, or above, the heritage grouping, or behind a preserved heritage facade. This kind of redevelopment can provide the financial means to preserve the heritage buildings or their facades so that they are not lost to deterioration or demolition.

The following guidelines apply to sites with individual heritage buildings, or small groups of them where there is significant new development proposed. The primary design intent of the guidelines is to enable the preservation of the heritage resource through new development, while ensuring the visual prominence of the heritage asset.

In instances where the heritage value of a building includes its three-dimensional character (width, depth and height), the entire building envelope should be conserved, and the transition of new construction to, and from, heritage buildings should respect all three dimensions. In instances where the heritage value is limited to a single (i.e. front) facade, as in a row building, then the transition to new development need only address the two-dimensional heritage facade.
4.4.1 Building Setback

A setback takes place at the grade level and is the distance between a building and an established alignment (i.e. a property line, or another building). A setback is often the best way to design a transition from heritage resources to new construction, giving the heritage resource visual prominence.

a. New buildings proposed to abut heritage buildings on the same site (integrated development) should generally transition to heritage buildings by introducing a building setback from the building line. This setback can be accomplished in several alternate ways, including:

- new construction is entirely setback from the heritage building, resulting in a free-standing heritage structure. This is suitable where multiple façades have heritage value (see diagram for Option 1 at left).
- new construction is setback from the street frontage of the heritage building, but only to a depth required to give the heritage structure visual prominence (see diagram for Option 2 at left).
- new construction is setback along its entire façade from the street line established by the heritage structure (see diagram for Option 3 at left).

b. Consideration should only be given to the construction of new buildings abutting, or as an addition to, a heritage resource, when the parts of the heritage building that will be enclosed or hidden from view by the new construction do not contain significant heritage attributes.
4.4.2 Cornice Line & Upper Level Stepbacks

The cornice is the topmost projecting part of a facade, typically detailed with a decorative moulding. The cornice line is the extended horizontal definition of the building that indicates where the façade ends and the roof begins. When adjacent buildings have a continuous cornice line they result in a harmonious streetwall.

The stepback of a building occurs at the upper levels providing a transition from the street related levels. Stepbacks are a useful design solution to maintain a consistent streetwall and minimize the visual presence of upper levels, as well as reduce their impact on sunlight penetration.

a. Maintain the same or similar cornice height for the podium building (building base) to create a consistent streetwall height, reinforcing the ‘frame’ for public streets and spaces.

b. Stepback building elements that are taller than the podium or streetwall height. Stepbacks should generally be a minimum of 3 metres for flat-roofed streetwall buildings and increase significantly (up to 10 metres) for landmark buildings, and buildings with unique architectural features such as peaked roofs or towers.

c. Greater flexibility in the contemporary interpretation of historic materials and design elements is permitted.
4.4.3 Façade Articulation and Materials

There are two alternative approaches to façade articulation: similarity and contrast.

**Similarity:**

a. Maintain the same architectural order and rhythm of both horizontal and vertical divisions in the facade.

b. Provide similar materials to existing heritage buildings.

c. Typical materials are masonry, usually brick or stone, in small modular units (bricks, cut stones).

d. Where materials differ, for example concrete, provide fine scale articulation of the surface through score lines or modular units.

e. Provide similar colour palettes, typically neutrals and earth tones.

**Contrast:**

f. Consider existing architectural order and rhythm of both horizontal and vertical divisions in the facade in the articulation of the new building.

g. Provide contrasting materials and surface treatments that complement the heritage building. Use of glass can be effective both for its transparency and reflectivity.

h. Ensure materials and detailing are of the highest quality. In a downtown-wide context, use of contrast should result in the most exemplary buildings in the downtown.
4.4.4 Examples of Integrated Development

New building provides a setback to heritage building in centre. Note use of glass to join new and old at sides and above, enhancing the distinctiveness and visual prominence of the heritage building. Upper level stepbacks. Cornice line similarity. Material similarity. Rhythm similarity.

New, larger building setback from heritage buildings. A portion of this new building (black) comes to street edge, where it maintains street rhythm and grade level height. Slight setback at street edge of upper levels. Window proportion similarity. Material contrast.

New building negotiates several cornice lines and datum lines between multiple existing heritage buildings. Upper level stepbacks. Rhythm similarity. Material similarity. Window proportion similarity.
4.5 Guidelines for Facade Alteration on Registered Heritage Buildings and Buildings in Heritage Conservation Districts

The intent of these guidelines is to conserve the character of historic buildings while allowing for reasonable change to improve their functional and economic viability and enable their rehabilitation and revitalization. These guidelines shall apply to all registered heritage buildings, and all buildings in heritage conservation districts.

4.5.1 Rhythm of Bays and Shopfronts

Typically, historic buildings in the downtown abut each other and create a streetscape rhythm comprised of up to eight buildings in each block with one or more shop fronts in each building. Some buildings still occupy 12m x 18.5m (40’ x 60’) lots that date from the original town plan while others occupy larger lot consolidations. Consequently, the buildings are of various widths and sizes with vertical bay divisions in both their upper and lower facades roughly corresponding with fractions of the original lot width of 12 metres. This creates a rich texture and visual interest within the streetscape.

a. The traditional architectural elements of historic building facades such as columns, pilasters, entries and shopfronts which establish a pedestrian scale and rhythm, should be retained.

b. Consolidating two (or more) shopfronts into one is discouraged, since it reduces pedestrian interest. If such consolidation is proposed, the retention of original historic building features should not be compromised, even if this means retaining a redundant entry configuration.
4.5.2 Lower Facade (Storefront)

The lower facade is typically framed by structural columns and defined at its upper edge by a minor cornice and a decorative band, often a signband. Shopfronts traditionally had high ceilings, were very transparent with large display windows with clear glazing, often with a glazed transom, and a recessed entryway, sometimes embellished with decorative tiles, stone or terrazzo paving. The base panel below the display windows was typically of wood and sometimes decorated with moulded panels. Traditionally, street level entry doors for stairs to upper floors were incorporated into the facade in a separate vertical bay with details relating to the design of the shopfront entry.

a. Existing traditional shopfronts should be retained.

b. Historic photos and drawings should be used to support the restoration or replication of decorative elements of historic significance in the shopfront.

c. The following features should be incorporated in the design of rehabilitated or restored shopfronts, as applicable:

   • restoration of cast iron or masonry elements; or
   • a high percentage of glazing, in the display window area, transom windows and in the entry door(s); or
   • a recessed entry with a rectangular or trapezoidal plan; or
   • transom window above the entry and display windows, often stretching the full width of the shopfront; or
   • base panels rich in detail and of durable materials; or
   • a shopfront cornice and signband which is generally a reduced version of the main cornice atop the building; or
   • access to upper floors should be in the original configuration.
4.5.3 Contemporary Expression Within the Historic Shopfront Frame

The objective is to allow and encourage contemporary shopfront design in historic commercial buildings to support and stimulate retail revitalization. The historic frame is the supporting structure for the upper facade, comprised of visible elements such as pilasters or columns which visually frame the shopfront.

Contemporary design expression within the historic storefront frame shall be permitted provided that original structural elements are retained and provided that the predominant material is clear glass. Various approaches to contemporary expression, with varying degrees of success, are illustrated below.

In Building #1 a modern storefront has been recreated in the traditional style, respecting the original structural divisions and proportions of the facade. This approach is encouraged.

In Building #2, the historic frame has been hidden by a veneer of renovations. The storefront cornice and transom windows are covered by an oversize, moulded panel. The stone columns which originally framed the storefront and visually connected the upper facade with the ground have been covered with wide wooden panelling. The entrance to the upper floors remains intact but the storefront display window has been recessed at an angle to the street. Although the renovated storefront has a cohesive theme within itself, it does not respect the proportions and structure of the original historic frame of the building.

In Building #3, the historic frame is intact but has been disguised by a paint scheme which de-emphasizes the character defining vertical elements and transom windows. This approach is also discouraged.

In Building #4 the original storefront had display windows with upper transoms and a dentilled cornice over a recessed, central entry. 1960s-era renovations covered the transoms with an oversized signboard and re-arranged the doors. Most recently, the transom windows have been re-established, the signband returned closer to its original proportions, and the storefront has been fitted with infolding window and door panels within the original structural facade divisions, with one bay transformed into a spacious lobby and entry to the upper floors. This functional reorganization of the shopfront gives the building a contemporary face while respecting its character defining elements, and is encouraged.

4.5.4 Upper Facade

Upper facades on historic commercial buildings are typically characterized by punched window openings in a masonry surface with a roughly equal solid to void ratio and vertical proportions (height greater than width).

a. To maintain this upper floor pattern and texture, new window openings are encouraged to be repetitive, and organized in relationship to the vertical elements which frame and divide the facade.

b. Vertical elements such as pilasters, columns, cornices, and projecting bays should be retained.

c. Historic photos and drawings should be used to support the restoration or replication of decorative elements of historic significance on the upper facade.

d. Existing projecting bays or other architectural elements, such as cornices that project over the public right-of-way, should be retained provided that Building By-law, life-safety and other pertinent concerns have been satisfactorily addressed.

e. Existing fenestration patterns should be retained. Where new openings are proposed, they should be compatible with the existing architectural features of the building.

4.5.5 Windows

Windows are extremely important to the character of historic commercial buildings in the downtown. Made of wood, traditional windows are mostly double or single hung (vertically sliding) sash or fixed sash. They are sometimes found individually or grouped in pairs or threes or fours, forming a horizontal band of vertical units in the facade.

The intent of these guidelines is to encourage the retention, repair, rehabilitation, and restoration of original windows.
Where there are existing windows within historic window openings which are either original or more recent replacements in the historical form and material, every effort should be made to retain and repair them.

Repair of existing wood windows should use wood sash and frames.

Where existing appropriate windows are too deteriorated to repair, replacement windows should replicate either original windows, as documented by historical photographs or drawings or the existing windows.

Replacement of wooden windows should be in wood, and should match the shape, proportion, type of operation, detail, colour and clarity of glass of the wood original when painted.

Where they exist, lintels, sills, and other historic window surround elements should be retained.

The original fenestration pattern should be retained. Where new openings are proposed, they should be compatible with the original composition in terms of alignment, proportion, surrounds, and ornamentation.

In the event that the original windows have been replaced and the existing windows are inappropriate to the building, then new windows should be designed to replicate the original window’s size, configuration and appearance as based on archival information. If such information is not available, the following criteria should be referenced:

- The dimensions of frames, sashes, muntins, etc., should be similar to traditional wood windows.
- The window should be divided into a minimum of two sash or panes; more divisions are also possible.
- Operable windows are encouraged and the method of opening should replicate that of traditional window types.
- Horizontally sliding windows are discouraged.
as they are not traditional.

- Glass should be clear; tints, colours or mirrored surfaces are not acceptable.

- Frames and sashes should preferably be of painted or stained wood but aluminum clad windows are also acceptable.

- Vinyl windows are not permitted.

- The sash should be recessed within the window frame at least 4 inches from the exterior surface of the building facade.

4.5.6 Materials

The objective is to retain the character of historic building facades by using traditional materials for both rehabilitation and new construction. These are:

a. Brick in a range of buff/beige through red colours, traditional dimension.

b. Building stone, particularly granite and sandstone.

c. Terracotta, tile and glazed brick materials and decorative elements.

d. Cast iron and pressed metal decorative elements, particularly cornices.

e. Wood elements for shopfront base panels, windows, bay window framing.

f. Parged or cement rendered surfaces.

g. Specially treated concrete finishes for rear or for some secondary surfaces.

h. Wooden clapboards or shingles.

For existing buildings, where new materials are required for repair, they should match the old materials they are replacing. If this is not feasible for cost, technical or availability reasons, then new substitute materials should be largely indistinguishable from original materials. The treatment of existing materials is primarily that of good conservation tech-
niques. Detailed recommendations for conservation of materials can be found in the Federal Standards and Guidelines for Conservation of Historic Buildings in Canada.

i. Vinyl siding, plastic, plywood, concrete block, and EIFS (exterior insulation and finish systems where stucco is applied to rigid insulation), and metal siding utilizing exposed fasteners are prohibited for use on historic buildings in the downtown.

j. Darkly tinted or mirrored glass is also prohibited.

Generally, roofs on historic commercial buildings in the downtown are flat and covered with bituminous membrane, tar and gravel finish, etc. These materials are acceptable for both replacement roofs on existing buildings and new roofs on building additions. Some historic buildings have slate or wood shingle roofs. Where possible, these should be repaired or replaced with like materials. Where this is not feasible, then asphalt shingle roofs in black or dark grey tones are acceptable.

4.5.7 Cornices and Parapets

The objective is to recognize the architectural heritage value of cornices and parapets and to ensure these elements are conserved or replaced.

a. The retention of original cornices and parapets is required.

b. Repairs should be undertaken with matching materials and anchoring systems should be reinforced to ensure safety.

c. If cost or structural considerations make conservation of existing cornices difficult, substitute materials can be considered.

d. Where original cornices have disappeared, their replacement can be considered based on archival evidence.
4.5.8 Penthouses & Minor Rooftop Structures

The objective is to encourage the retention of existing rooftop features such as mechanical penthouses and permit the addition of appropriate new rooftop elements.

a. Where feasible, existing mechanical penthouses should be retained.

b. New rooftop elements or equipment on top of heritage buildings, such as satellite dishes and skylights, should be set back far enough from the front or other facades to be inconspicuous from the sidewalk on the opposite side of the street.

c. The cladding material for new rooftop elements should be compatible with and distinguishable from those of the main building.
4.5.9 Awnings and Canopies

Most historic commercial buildings in downtown Halifax had awnings for sun or rain protection. Awnings played an important role in the streetscape and public realm of the area. Retractable fabric awnings were the most common type.

New awnings and canopies should be designed to fit within the dominant structuring elements of the lower facade. This usually means fitting the awning below the intermediate cornice and between vertical columns or pilasters. Furthermore, they should respect the edges of facade features; for example they should meet the facade at the top or bottom of transom windows or signbands and not in the middle.

a. Retractable fabric awnings are encouraged for use on all buildings. The fabric (usually heavy canvas, not shiny or translucent vinyl) can be a solid colour, preferably a traditional dark colour, or striped and usually the ends of the frame are left open.

b. Plain valences, often with a signband are acceptable.

c. In some instances, metal and glass fixed canopies are appropriate, particularly if there is archival evidence of their precedent on the building or on similar historic buildings.

d. Stretch skin plastic or vinyl awnings are prohibited.

e. Curved stretch skin plastic and idiosyncratically shaped fixed awnings are prohibited.

f. Internal illumination of awnings or canopies is prohibited.

4.5.10 Paint Colour

It is important for colours to be suited both to the style and era of a historic building as well as to complement the colour of the building’s exterior materials. At the same time it is not the intent of these guidelines to dictate choice of colour, nor to unduly limit creative expression in storefront design in historic commercial buildings.
The colours of exterior materials on historic buildings include red brown brick in a variety of hues and tones, as well as blue-grey brick, pale yellow brick, blue-green glazed brick, pink and white stucco, sandstone and granite in earth tones, and white and brown terra cotta. As most historic buildings in the downtown are of masonry construction, paint is used only on wooden elements - on windows, doors, storefronts, cornices, trim and signs. Traditionally, the paint colours used in combination with masonry materials were analogous or similar to them in tone and hue.

a. Most paint manufacturers supply a range of mid-toned ‘heritage colours’ that complement traditional masonry materials and, in general, any and all of these are suitable for use on Barrington Street.

b. While it is possible to research original colours by scraping down, this has limited value because of the extent of renovation on the street - many wooden features are not original. Rather, it is recommended that paint to be used in a way that enhances the architectural character of the building.

c. Paint schemes should respect and reinforce the articulation of architectural features such as pilasters, columns, base panels, window casings, moulded trim elements, cornices, dentils, and brackets, etc.

d. Colours appropriate to the era of the building are encouraged, with the exception of the area described in Section 4.5.3 Contemporary Expression Within the Historic Shopfront Frame. Within that area, higher-toned colours of individual choice are allowed, although vivid day-glow and fluorescent colours are not allowed. Appropriate colours for areas outside the shopfront (i.e., structural elements framing the shopfront and painted elements on upper storeys) are defined as colours within the ‘heritage colour’ palettes of major paint manufacturers.
4.6
Guidelines for Signs on Registered Heritage Buildings and Buildings in Heritage Conservation Districts

4.6.1 Basic Principles

For the purpose of these guidelines, the main function of ‘business signs’ is to identify the business. Business signs are intended to be permanent, exterior signs, usually mounted on buildings. These signs do not carry advertising or temporary or changeable messages. Content is restricted to include only the business name and visual identity graphics, plus brief text and appropriate graphics to describe products and services.

No sign should be located so that it disfigures or conceals any significant architectural feature of the building.

Sign sizes and location should be considerate of view planes to neighbouring businesses and their signs.

A ‘good neighbour approach’ will ensure that each business has good visibility, with their signage mass roughly proportional to the size of their premises. This approach should help implement highly visible signage for all, without creating a clutter of competing signs.

These guidelines shall apply to all registered heritage buildings, and all buildings in heritage conservation districts.

4.6.2 Sign Lighting

With the exception of restrictions on internally lit sign boxes, or awnings, for aesthetic reasons (see next section) there are no specific restrictions in these guidelines for lighting methods.

In general, non illuminated signs or indirectly illuminated signs (which reflect light from a source intentionally directed upon it) are preferred.

Lighting which washes the facades of buildings, enhances architectural features (i.e. marquee-style lighting which outlines such features) or lighting that illuminates doorways is encouraged when it can be used to help make the storefront more legible or more accessible at night.

Any lighting used to illuminate signs or facades should be designed in such a way that the light source is not visible from the street. Lighting hardware which is visible on building facades should respect the integrity of the architecture in the same way intended for signage (i.e. it should not disfigure or conceal any significant architectural feature of the building, and its style, material, and finish should be compatible with the building architecture and materials).

Regulations concerning colours of lights, and lights that create a glare or hazard to motorists, pedestrians or neighbouring premises are covered in the Land Use By-law and must be adhered to.
4.6.3 Materials

It is not the intent of these guidelines to restrict design creativity by restricting materials, except for the specific examples mentioned below. Owners and their designers are encouraged to select durable, high quality material for signs which complement or contrast with their storefronts, and which are designed and placed so as to help businesses use their entire storefronts to communicate awareness of their identity, image and location.

Prohibited Materials include:

a. internally lit box signs or internally lit awning signs;

b. stretch skin plastics for awning or canopy signs; and

c. textile banners, with or without frames. Banners are not suitable for permanent business signage.

Use of non-traditional sign materials is allowed and encouraged where it helps create an exciting, interesting ambience for the building and the streetscape. Examples of non-traditional materials include lit neon tubes, formable plastics, shaped, incised rock and aggregates, porcelain enamel, digital colour output (when treated and sealed for weather and ultraviolet protection, etc.), cast and sheet metals, etc.

For window signs, materials such as gold, silver and aluminum leaf (or simulations of same), glass etching, vinyl applique and paint are recommended, for placement on the interior face of the windows.

4.6.4 Allowable sign types

4.6.4.1 Fascia Signs and Flat Wall-Mounted Signs

A fascia sign is typically a sign board mounted parallel to (or individual letters fixed to) the face of a building to create a sign in the format of a horizontal band.

a. Fascia signs should be installed in the architectural frieze above the storefront, if one exists, in which case the size of the frieze dictates the maximum size of the sign.

b. If no frieze or other similar architectural feature exists, facia signs for ground-floor businesses should be located in a horizontal band above the upper line of ground floor windows and doors, and below the lower sill of second storey windows. Fascia signs for upper floor occupants would be similarly located above the upper line of windows on their respective floor.

Wall-mounted signs are also suitable for placement at eye level for viewing by pedestrians approaching, or in front of the premises. As a result, the size of such signs should be scaled for reading at close proximity. These types of signs are also useful for identifying businesses on upper floors of a building, which are accessed from a street level door. In these cases, signs should be placed close to the door at a height comfortable for viewing from the street.

c. The size of such a wall-mounted should be no greater than 50% of the area of the door.

d. Flat wall-mounted signs should project no more than 10cm from the wall if they are located closer than 2.5m vertical to the sidewalk. Wall signs which are above that elevation (i.e. typically those used to sign upper storey occupants) should project no more that 30cm from the wall.

The maximum size of fascia and wall mounted signs is regulated by the Land Use By-law.
4.6.4.2 Awning Signs

Awnings are encouraged for ground storey installation on historic commercial buildings.

a. Permanent sign graphics may be placed on the sloped front surface of awnings, on the front valence, or on side panels, where these exist.

b. If multiple awnings are used on one wall, only the two outermost side panels may be used for signage.

The maximum size of awning signs is regulated through the Land Use By-law.

4.6.4.3 Projecting Signs

These are signs which project horizontally from an exterior wall of a building using brackets or other hardware to frame or hang the sign. Such signs typically have two faces, back-to-back, but may be multifaceted and have more than two faces.

a. Projecting signs that identify a ground floor business should be located above or adjacent to the entrance to the business premises.

b. Projecting signs can also be used to identify businesses in upper storeys if they are accessible from a street level door. In this case one projecting sign is allowable for each such entrance in addition to projecting signage for the ground floor occupant.

c. Projecting signs may be comprised of 3-dimensional, flat and contour shapes, including effigy signs and symbols. In most cases the imagery represented by sculptural effects or shapes should relate to the business, its products and services so that they serve to identify the business and convey its image.

4.6.4.4 Window Signs

Window signs are typically those where the name of the business is painted on a window to both identify the business and provide a visual screen through which the window display can be viewed. For these
reasons, window signs should be designed so that they do not unduly obscure vision through the window. Generally, this can be achieved by choosing slender fonts and limiting sign area to no more than 25% of the window area - the size limit established by the Land Use By-law. Businesses do have the freedom to place temporary signs and other display material inside their premises, viewable through the window, and these guidelines do not restrict the use of windows for viewing interior advertising and promotional material. Multiple window signs may also be used, subject to the 25% coverage limit per window. Signs may also be used on upper storey windows to identify business occupants.

Windows, doors and glass transoms above doors are also often good locations for painted civic number signs. Generally, the size of lettering for civic number signs should be no greater than 15cm.

4.6.4.5 Free-standing (Ground) signs

There are very few opportunities for freestanding (ground) signs in front of historic commercial buildings in the downtown, as buildings typically abut the sidewalk.

In the very few cases where there is a set back or apron area at sidewalk grade in front of the building, these should be considered special cases and should be designed to suit site-specific details and the spirit of these guidelines, using the guidelines for fascia, wall mounted and projecting signs as a basis for determining appropriate style and size.

The location and maximum size of freestanding (ground) signs are regulated through the Land Use By-law and must also conform to HRM By-law S-800, Temporary Signs By-law.

4.5.4.6 Number of signs

In order to minimize signage clutter, only two of any of the following sign types should be used for any one business:

a. Fascia or awning sign (front panel).
b. Projecting sign or awning side panels (max 2 panels).

c. Wall mounted sign or window sign (including multiple window signs).

d. Free-standing (ground) sign.

4.6.4.7 Sandwich Boards
Sandwich board signs add vibrancy to commercial streetscapes if they are well designed. Generally, the design of sandwich board signs should be coordinated with a building’s other signs to achieve consistency of image.

Sandwich boards should:

a. be located near the entrance to the business they advertise;

b. be located so as not to obstruct passage along any sidewalk in conformance with Capital District streetscaping policy;

c. not exceed a single face area of 0.6 square metres;

d. be non-illuminated;

e. be displayed only during business hours, and;

f. be limited to one sandwich board sign per business entrance.

Specific regulations for siting and size of sandwich boards are contained in HRM By-law S-800, Temporary Sign By-law.

4.6.4.8 Building Identification Signs
A sign which denotes the address and name of a building (but excluding the name of the business) shall be permitted in addition to other permitted signs. Such signs shall meet the guidelines applicable to the sign type (fascia, hanging, etc.).
4.6.4.9 Murals and Mural Signs

A mural is a painting on a building wall or structure which contains no advertising message or sign, and which is intended to serve only as public art or to provide a historical interpretation.

A mural sign is a painted sign which is applied directly to the wall of a building or a panel attached to a wall for decorative and illustrative purposes and which contains words, logos, messages or images as an accessory to permitted advertising.

Murals and mural signs which cover all or a portion of any wall and which complement advertising of a business, service, or profession within the building on which the mural is located shall be permitted, provided that any text or logos which serve as part of the mural do not exceed the maximum allowable area for fascia signs (as regulated through the Land Use By-law) and provided that the alignment and proportions of the mural complement the architectural features of the building.

4.6.4.10 New Signs Modelled on Historic Signs

New signs modelled on historic signs which may not meet these guidelines but for which there is historical evidence may also be permitted subject to referral to and recommendation by the Design Review Committee and Heritage Advisory Committee and subject to such signs being approved under the Land Use By-law.
5.1 Sustainable Design

Until HRM acquires the provincial authority to require that the guidelines in this chapter be met for all developments, the bonus zoning program will be used to encourage them in downtown Halifax. This chapter will also provide guidance for applicants who wish to voluntarily incorporate sustainable design in their projects.

5.2 Sustainability Guidelines

5.2.1 Sustainable Sites

a. Ensure that erosion and sedimentation controls are in place during construction.
b. Develop “brownfield” sites in accordance with provincial standards.
c. Implement a plan that preserves or restores indigenous topsoil and plants.
d. Limit site disturbance to 12 metres beyond building (on green fields) or restore 50% of non-building area by planting native vegetation.
e. Plant at least one tree on the site for every 100 square metres of impermeable surface on the building lot, including parking, walkways, and plazas.
f. Use light-coloured roofing materials with high reflectance.
g. Use light-coloured materials on parking lots and walkways and any other hard surfaces.
h. Use pervious paving materials for non-landscaped areas on the site.
i. Design exterior lighting to be shielded or full cutoff as required. Exterior lighting shall fall within the property.
j. Decrease storm water rate and quantity by 25% and remove 80% total suspended solids and 40% of total phosphorous.
5.2.2 Transportation

a. Provide bicycle storage and convenient changing facilities for 5% of building occupants.

b. Provide transit and pedestrian-friendly physical links to mass transit infrastructure. Bus stops or ferry terminals must within 500 metres of the site.

c. Provide carpool parking for 10% of occupants and provide preferred parking for low consumption automobiles.

5.2.3 Water Conservation

a. Eliminate potable water for landscape irrigation.

b. Reduce potable water for sewage conveyance by 50% or treat 100% of wastewater to tertiary standards on-site.

c. Employ strategies that use 30% less water than baseline building usage.

5.2.4 Construction Waste Management

a. Develop a construction and demolition waste management plan that incorporates recycling and is in compliance with HRM By-law No. S-600.

5.2.5 Atmosphere

a. New buildings should be designed to exceed requirements of the Model National Energy Code for buildings by 40% and eliminate CFC-based refrigerants.

5.2.6 Materials

a. Provide a recycling room and program to conform to HRM By-law S-600. All buildings over 4 storeys must provide elevator access to the recycling room.

b. When renovating existing buildings, maintain 75% of the building shell.
5.2.7 Indoor Air Quality

a. Provide a ventilation system that meets the most current American Society of Heating, Refrigerating, and Air-Conditioning Engineers (ASHRAE) Standard and conforms to the Provincial Smoke Free Places Act.

b. The building shall be designed to provide daylighting to all full time occupied spaces.

c. Develop a Construction IAQ program so that ventilation system components will be protected from contaminants.

d. Install permanent air-monitoring systems in buildings.

e. HVAC and refrigeration equipment should not contain CFCs or HCFCs.

f. Use building materials that do not use CFCs or HCFCs.

g. Provide thermal comfort and control of climate systems for individual occupants.

h. Provide views to the outdoors to as many occupants as possible.

i. Limit the Volatile Organic Compound content in architectural materials.

5.2.8 Building Materials

a. Use local materials where possible, and employ post-consumer recycled content and post-industrial recycled content.

b. Specify and use salvaged or refurbished materials where possible.

c. Promote the use of rapidly renewable materials.

d. Incorporate green roofs wherever possible in new development and in retrofitting existing development.

e. Design buildings with durability in mind.
5.2.9 Energy Conservation

a. Buildings should use natural ventilation and passive energy design where possible.

b. Installation of a waste heat recovery system is recommended.

c. Promote use of on-site and off-site renewable energy.

d. Consider a district energy system.

e. Encourage building systems that monitor and control excessive energy consumption.

f. Develop lighting controls that manage energy consumption. These may include task lighting, daylighting, and energy efficient artificial lighting.

5.2.10 General Sustainable Development Guidelines

a. Coordinate programmed areas that will benefit from sun exposures in appropriate zones within the building.

b. Manipulate building envelopes to respond to climate and orientation.

c. Develop exterior and interior shading devices that minimize heat gain and control daylighting.

d. Employ wood products harvested from certified forests.

e. Specify and require biodegradable materials when appropriate.

f. If possible, select materials based on life-cycle costs.

g. Encourage recycled grey-water for appropriate uses.

h. Encourage operable windows that provide fresh air to interior work spaces.

i. Install a grey water system that recovers non-sewage waste water or uses roof or ground storm water collection systems, or recovers ground water from sump pumps.
Adaptability

The capacity of a building or space to be changed so as to respond to changing social, technological and economic conditions.

Amenity

Aesthetic or other features of a development that increase its marketability or usability to the public.

Angular Plane

The angle of a building’s mass that is required to protect sunlight and sky views for pedestrians. Achieved by ensuring that the mass of a building or buildings is within a certain angle (often 45 degrees). Often entails terracing and stepbacks.
Articulation

The division of a building façade into distinct sections; the materials, patterns, textures, and colors that add visual interest to a building or façade; areas with higher levels of articulation are typically more inviting pedestrian environments.

At-Grade

Used to express that a feature and a public right of way meet at the same elevation. Things that happen on the ground. A street café is at-grade.

Back Lot Parking

Parking that is contained behind buildings, in the middle of a block, linked yet hidden from the pedestrian’s experience of a street.

Built-to-Line

The required placement of the front of a building to ensure an appropriate street or open space enclosure. The objective of a build-to-line is to maintain a consistent setback and to create a continuity of buildings along the edge of a street.
**Corner Treatment**

A unique built feature on a corner building that acknowledges its prominence on the street in terms of views and architectural presence. Can be achieved by adding to building volume with elements such as a turret, or by subtracting from the building volume resulting in conditions such as recessed entries.

**Density**

The floor space of a building, or buildings, in relation to a given area of land.

**Design Lines**

These are the main composition lines that help define the scale, rhythm, and disposition of building elements such as doors, windows and cornices. A new building for example, can integrate with an older building by following similar design lines.
Elevation

The façade of a building, or the drawing of a façade.

Enclosure

The use of buildings to create a sense of defined space.

Envelope

The physical outer layer of a building’s fabric (the cladding and the roof, for example). Also an imaginary outline of the massing that a building could take according to zoning provisions.

Frontage

The portion of a property adjoining a public right of way, that is, the portion facing a road, waterway, walkway etc.
**Gateway Treatment**

A design feature intended to signify entrance to a distinct area, usually in places where a new character or sense of identity should be recognized. Achieved through details of the built form, or through landscaping.

**Ground Level Condition**

The way that a building is experienced at-grade. Active uses (i.e. retail, public spaces), with an open and public presence (i.e. windows and doors) provide engaging ground level conditions. Blank façade result in inactive ground level conditions.

**Height Transition**

The tapering of building heights as a way of achieving compatibility of built forms and mitigating impacts (views, sunlight, etc.) of shifts from areas of one character (i.e. low-rise) to another (i.e. high-rise).
**Human Scale**

The impression of a building when seen in relation to its surroundings, or the size and proportion of parts of a building or its details, that relates in a positive way to the visual and physical experience of a pedestrian.

**Infill Development**

In land use and transit planning, the development of vacant parcels in urbanized or suburbanized areas, typically bringing the density of the area closer to that allowed by the existing zoning regulations.

**Interface**

The threshold between two elements of the built environment. This is often marked by walls or fences, but can refer to the space in between things as well.
Landmark

A building or structure that stands out from its background by virtue of height, size or some other aspect of design.

Lot Types

Corner Lot

A property on the end of a block, with frontage on two streets, and adjoining other properties on its two other sides.

Flank Lot

A property on the end of a block, with frontage on three streets, and adjoining other properties on its interior side.

Interior Lot

A property in the middle of a block, with a single street frontage, and adjoining other properties on both sides and its rear.

Through Lot

A property in the middle of a block, with two street frontages on opposing sides, and adjoining other properties on both sides.
Massing

The combined effect of the height, bulk, and silhouette of a building or group of buildings.

Mixed Use

A mix of uses within a building, on a site or within a particular area, possibly including employment, residential, commercial, live/work, or retail.

Node

A place where activity and routes are concentrated often used as a synonym for junction.
Pedestrian Friendly

A built environment that emphasizes and is conducive to walking between destinations. A pedestrian-friendly environment may include sidewalks, street trees, benches, fountains, transit stops, pedestrian-oriented signs and lighting, public art, and buildings that are visually interesting with high levels of transparency and articulation.

Pedestrian Scale

Describes an area designed to allow pedestrians to comfortably walk from one location to another and interact with the built environment; an effort to create an appropriate relationship between human beings and the size/function of surrounding buildings; an emphasis on building features and characteristics which can be observed in close proximity, at the speed a pedestrian would travel.

Pedestrian-Orientated

The characteristics of an area where the location and access to buildings, types of uses permitted on the street level, and storefront design are based on the needs of persons on foot.

Permeability

The degree to which an area has a variety of pleasant, convenient and safe routes through it.
Public Open Space

All space for formal and informal, active or passive recreation, with access generally open to the public. Includes nature reserves, cemeteries, reservoirs, parks and plazas, among others.

Private Realm

Privately owned land and structures, such as buildings and the uses and functions on a property, including sidewalk extensions if in private ownership, vehicular drop off, private amenity areas, etc.

Public Realm

The parts of an urban place whether publicly or privately owned that are available for everyone to see, use and enjoy, including streets, squares and parks; all land to which everyone has ready, free and legal access at all times. It includes the features and amenities within those lands, such as benches, lights, sidewalks, etc. Also commonly referred to as “public domain” and “public space”.

Public / Private Interface

The point at which public areas and buildings meet private ones.
Right-of-Way (ROW)

A strip of land in public ownership, including the space above and below the surface, that is platted, dedicated, established by prescription or otherwise legally established for the use of pedestrians, vehicles, or utilities. It usually includes the road surface for vehicles, sidewalks, and may include boulevards with trees.

Setback

The distance from the property line to the nearest part of the associated building or structure, measured perpendicular to the property line. Zoning By-laws typically require minimum setbacks to ensure that the use of a property does not infringe on the rights of neighbors; to allow room for wider sidewalks, lawns and trees; to preserve access to light, sunshine, and views; for amenity spaces; or for access and circulation.

Sidewalk Bump Out

An extension of the sidewalk or curb line into the roadway, often the on-street parking lane, to reduce the effective pavement width, often at intersections but also mid-block. Also known as curb bulb-outs or neck-downs. Curb extensions significantly improve pedestrian crossings by reducing the crossing distance, visually and physically narrowing the roadway, improving the ability of pedestrians and motorists to see each other, and reducing the time that pedestrians are in the street.

Step back

A built form typology that involves recessing taller elements of a building in order to ensure an appropriate built form presence on the street edge. Usually achieved by creating a distinct podium, or base, to a building. Measured above grade.
Street Side Parking

Parking that lines the side of a street, usually parallel or angled.

Street Furnishing

Objects in the street, such as bus shelters, litter bins, seating, lighting, benches, signs, and bollards, among others. Well designed, integrated and carefully sited, they contribute to the amenity and attractiveness of a street.

Streetscape

The elements within and along the street that define its appearance and street scenery (overall appearance of the street), identity, and functionality, including adjacent buildings and land uses, street furniture, landscaping, trees, sidewalks, and pavement treatments, among others.

Streetwall

A condition where buildings consistently line or front onto the edge of a street. Best achieved where buildings have consistent setbacks built out to the sidewalk.
**Streetwall Elements**

The components that, taken together, give a streetwall its unique character, such as recessed entries or bay windows or signage treatments or canopies.

**Transparency**

A street level development standard that defines a requirement for clear or lightly tinted glass in terms of a percentage of the façade area between an area falling within 0.5 metres and 3 metres above the adjacent sidewalk or walkway.

**Typology**

Classification by type of buildings, streets, or urban elements. For example, typologies of open spaces may include parks, plazas, forecourts and courtyards.

**Urban Form**

The physical form and configuration of an urban place. It includes the pattern and frequency of streets, the scale and relationships of the buildings, the size and distribution of open spaces, and the relationship to natural features including the topography.
Urban Grain

The pattern of the arrangement and size of buildings and uses and their plots in an area, usually along a street. Fine urban grain refers to a pattern of street blocks and building sites that are small and frequent, thereby creating a dynamic and animated urban environment for the pedestrian.

Visual Terminus

The end point of a view line. Often accentuated through design elements – public art, adding or subtracting from the building mass, or landscaping.

Walkable

Refers to a single route, or a system of routes, between points that is relatively short, barrier free, interesting, safe, well-lit, comfortable and inviting to pedestrian travel.
I HEREBY CERTIFY that this is a true copy of the Barrington Street Heritage Conservation District Plan which was passed by a majority vote of the Council of the Halifax Regional Municipality at a duly called meeting on the 16th day of June, 2009.

GIVEN under the hands of the Municipal Clerk and under the Corporate Seal of the Halifax Regional Municipality this __________ day of __________________, 2009.

_________________________
Julia Horncastle
Acting Municipal Clerk
“I have never visited a downtown with a successful record of economic revitalization where historic preservation wasn’t a key element of the strategy.”

Donovan Rypkema
The Economics of Heritage Preservation, National Trust for Historic Preservation, Washington, D.C., 1994 / 2005
CONTENTS

1. INTRODUCTION
   1.1 Purpose and Statutory Context ................................................................. 1
   1.2 Structure of Plan and By-law ................................................................. 1
   1.3 Overall Objectives ............................................................................... 1
   1.4 Planning Process ................................................................................... 2
      1.4.1 Background Studies
      1.4.2 Steering Committee & Public Input
      1.4.3 Integration with HRMbyDesign
   1.5 Rationale for Conservation and Revitalization Measures .................... 3

2. ESTABLISHING THE DISTRICT
   2.1 Establishment of District by adoption of Plan & By-law ................. 4
   2.2 General Description of Heritage Conservation District ................... 4
   2.3 Rationale for Heritage Conservation District Boundary ................... 4
   2.4 Relationship with Downtown Halifax Secondary Municipal Planning
      Strategy Downtown Precincts ................................................................. 5
   Map 1: Heritage Conservation District Boundary Map .......................... 6

3. HERITAGE VALUE AND CHARACTER DEFINING ELEMENTS
   3.1 Heritage Value of the District ............................................................... 7
   3.2 Character Defining Elements ............................................................... 8
   3.3 Architectural Styles ............................................................................. 9
   3.4 Heritage Value and Character-Defining Elements of Individual Buildings 9

4. CONSERVATION & DEVELOPMENT POLICIES
   4.1 Protection and Conservation of Architectural Character .................. 10
   4.2 Conservation Standards ....................................................................... 10
   4.3 Design Guidelines ............................................................................... 11
   4.4 Demolition ......................................................................................... 11
   4.5 Alternate Building Code Compliance Methods and Performance Based
      Equivalencies ....................................................................................... 13

5. FINANCIAL INCENTIVES FOR RESTORATION AND REVITALIZATION
   5.1 Existing Financial Incentives ............................................................... 15
   5.2 New Financial Incentives for the District .......................................... 15

6. PUBLIC REALM IMPROVEMENTS
   6.1 Capital District Streetscape Plan ......................................................... 17
   6.2 Pedestrian Amenity Areas ................................................................. 17

7. MARKETING & RETAIL RECRUITMENT ............................................. 18

8. IMPLEMENTATION POLICIES ............................................................. 19

APPENDIX 1: Catalogue of Buildings ...................................................... 23
1. INTRODUCTION

1.1 PURPOSE AND STATUTORY CONTEXT

The purpose of this Heritage Conservation District Plan and its accompanying Heritage Conservation District By-law is to encourage conservation, restoration and commercial revitalization of Barrington Street’s historic buildings, streetscapes, and public spaces.

The Plan and By-law are adopted under the Heritage Property Act, 1989 R.S.N.S., c.199, as amended (hereinafter referred to as “the Act”) which enables Halifax Regional Municipality (HRM) to both protect buildings and provide financial assistance for their conservation and restoration.

The Plan and By-law are integrated with the Downtown Halifax Secondary Municipal Planning Strategy (DHSMPs) and Land Use By-law (LUB), which is adopted under the Halifax Regional Municipality Charter.

1.2 STRUCTURE OF PLAN & BY-LAW

This Plan expresses the policies of Halifax Regional Council regarding conservation of heritage character and economic revitalization of Barrington Street and is structured around four pillars, as follows:

(a) Development policies and demolition controls to ensure conservation of the street’s historic architectural character.

(b) Financial and regulatory incentives to encourage property owners to invest in restoration, rehabilitation and enhancement of their buildings.

(c) Public realm improvements to enhance the aesthetic and functional quality of the street and sidewalks within the public right-of-way.

(d) Marketing initiatives to promote the district and attract new business.

These pillars are considered to be interdependent and all are necessary for successful implementation of the Plan.

The By-law is an accompanying document containing the administrative procedures, and regulations through which the policies of the plan are implemented.

1.3 OVERALL OBJECTIVES

(a) To revitalize Barrington Street as a focus of retail, commercial, and cultural activity.

(b) To encourage restoration of heritage buildings and storefronts.

(c) To attract upmarket specialty retail, cultural, and entertainment uses at street level.

(d) To fill vacant space on upper floors and encourage conversion to residential use.

(e) To improve the pedestrian environment in the public realm.

(f) To improve HRM’s image & marketing potential.

(g) To restore investor confidence and trigger private investment.
1.4 PLANNING PROCESS

1.4.1 Background Studies

The need for the district was discussed in two background studies: *Downtown Barrington: A Strategy for the Rejuvenation of Barrington Street* (David Garrett Architects, 1998) and *Barrington Street Heritage District* (Ekistics Planning & Design, 2003).\(^1\)

The 1998 study documented the historical evolution of Barrington Street and analyzed the factors that contributed to its economic decline in the late 20th century. It provided an integrated set of recommendations regarding improved pedestrian amenity, traffic calming, urban design, and retail use and marketing, and advocated the need for incentives and special district designation to build investor confidence and trigger revitalization activity. It also included a complete inventory of heritage buildings and a synopsis of prior studies.

The 2003 study discussed special district options, compared the heritage planning tools available through the *Municipal Government Act* and the *Heritage Property Act*, discussed the economic advantages of heritage district designation, and provided examples from other cities. It also included recommendations regarding conservation techniques, architectural design guidelines, sign guidelines, streetscape improvements, and marketing.

1.4.2 Steering Committee & Public Input

Following direction from Regional Council in 2003, a Steering Committee was formed to develop a heritage conservation and revitalization plan for the district. With representation from Barrington Street property and business owners, the Downtown Halifax Business Commission (DHBC), Heritage Trust of Nova Scotia, the Heritage Advisory Committee, and the general public, the committee met bi-weekly during 2004 and 2005.

A preliminary planning framework, which included proposals for strengthened protection of heritage buildings, financial incentives for restoration, design guidelines for new development, and public realm improvements was presented to property owners at a public meeting in January 2005. Most participants supported the designation of the district. Some wanted assurance that the municipality will do its part by making the needed improvements in the public realm. A second public meeting was held in June 2005 and an opinion poll carried out by the DHBC in August 2005 again confirmed property owner support.

The Steering Committee completed the draft plan and by-law in December 2005 and presented it to Regional Council in January 2006. Council accepted the document in principle subject to a detailed staff review of certain key issues including the cost and implications of the proposed financial incentives and public realm improvements and aspects of the proposed demolition policy.

---

1.4.3 Integration with HRMbyDesign

In early 2006, HRMbyDesign - the Regional Centre Urban Design Strategy - was initiated and it became clear that the draft plan and by-law would need to be revised because its regulatory context was based on existing Municipal Planning Strategy (MPS) policies for the Central Business District, whereas HRMbyDesign would result in a comprehensive restructuring of those policies and preparation of a new Downtown Halifax Secondary Municipal Planning Strategy and Land Use By-law.

A series of public forums and stakeholder workshops on HRMbyDesign were held between 2006-08, through which a new vision was developed for downtown growth and development balanced by strengthened heritage protection and, in particular, the establishment of heritage conservation districts, of which Barrington Street would be the first. The final draft of the plan and by-law, integrated with the new Downtown Halifax Secondary Planning Strategy and Land Use By-law, was completed in February 2009.

1.5 RATIONALE FOR CONSERVATION AND REVITALIZATION MEASURES

The rationale for conservation and revitalization measures for Barrington Street was expressed in the 1998 Background Study as follows, and is as pertinent today as it was then:

Barrington Street is an identifiable district within the downtown. It is well-recognized in the public consciousness as Halifax’s historic main street. Its many Victorian, Edwardian and Early Modern commercial buildings give it a unique heritage character which is quite different from that of adjacent streets. Barrington Street is also recognized as the street which has suffered most from contemporary change in the downtown retail market, and the effects of traffic and transit. Once the bustling heart of the city, it is now economically and visually diminished. There is widespread public concern about its economic health and a widely acknowledged recognition of the need for its revitalization.

There is a pressing need to re-establish private sector confidence in the street and create an environment which encourages private investment. There is a need to enhance its heritage character and physical attractiveness through building facade, storefront, and signage improvements, public realm developments, and sympathetic new buildings. There is also a need to expand commercial activity and to promote and market the street as a commercial destination.

While some of these needs and challenges might be met spontaneously through individual initiatives, the wide range of actions necessary to successfully revitalize the street on a broad scale will demand coordinated, focussed effort by both the private and public sectors. The most effective way of doing this is through designation of the street as a Special District where actions and incentives are implemented in a co-ordinated fashion.

Since 1998 there have been some improvements on the street through the efforts of a few individual building owners but there is still a prevailing uncertainty about the future. As such, a concerted effort is needed on the part of the municipality, property and business owners, and the Downtown Halifax Business Commission to bring about significant revitalization. This Plan and related by-law represent HRM’s commitment to this partnership.
2. **ESTABLISHING THE DISTRICT**

2.1 **ESTABLISHMENT OF DISTRICT BY ADOPTION OF PLAN & BY-LAW**

Under the *Heritage Property Act*, a heritage conservation district is established through concurrent adoption of a heritage conservation district plan and by-law by Regional Council and its approval by the Minister responsible for the Act.

**Policy 1 Establishment of District by Adoption of Plan & By-law**

HRM hereby establishes the Barrington Street Heritage Conservation District (the “District”) by concurrently adopting this heritage conservation district plan and the accompanying Heritage Conservation District By-law, HRM By-law H-500.

**Policy 2 Heritage Conservation District Boundary**

HRM hereby establishes the boundary of the District as shown on Map 1.

2.2 **GENERAL DESCRIPTION OF HERITAGE CONSERVATION DISTRICT**

The heritage conservation district extends along Barrington Street from Duke to Bishop and includes the public right of way and all buildings and sites fronting on the street, except for the three modern hi-rise office towers. Within this area there are 26 registered heritage buildings and 16 other old commercial buildings (pre-1940) that are not registered but which by virtue of their age, architecture or historical association contribute strongly to the street’s historic character. Two buildings from the 1950s-1960s add an element of early modern heritage to the mix, and two from the 1970s -1990s add a more modern flavour. There are also two sites - the former Birk’s site (vacant since demolition in the late 1980s) and the former NFB site (partially vacant since a fire in 1991) that have potential for new development that could significantly enhance the district if designed in a compatible manner. Historic government buildings, churches, and open spaces (the Grand Parade and the Old Burying Ground) frame the district at its north and south ends.

Details on the history and architecture of buildings in the district are included in Appendix 1.

2.3 **RATIONALE FOR HERITAGE CONSERVATION DISTRICT BOUNDARY**

The purpose of establishing the district is to implement a program of incentives and actions to encourage commercial revitalization and restoration of Barrington Street buildings. Accordingly, the boundary is drawn tightly around properties that front on Barrington to focus the effect of these programs on Barrington alone. Where properties extend through to Argyle, Granville, Grafton, and Hollis Streets, the boundary extends to those streets except in the six cases described below.

(a) **Old City Club & Neptune Theatre: Site 16**

This is an “L” shaped, registered heritage property that includes the former City Club (now the Neptune Theatre School) which fronts on Barrington, and the modern Neptune Theatre, which fronts on Argyle and Sackville. The rear portion of the City Club was demolished in the late 1980s. The heritage registration originally applied only to the City Club but came to include the Neptune when the two properties were consolidated in the mid-1990s to facilitate construction of the new theatre and its connection to the remaining, intact front
portion of the City Club. The heritage district boundary includes the intact front portion of the City Club but excludes the modern theatre behind it except for the small portion that faces Barrington.

(b) Former NFB & Argyle Bar & Grill: Site 17
This is a registered heritage property that extends through from Barrington to Argyle but which includes two separate structures. Facing Barrington is the shell of the former NFB building which was destroyed by fire in 1991. Facing Argyle is the modern Argyle Bar & Grill, which was partially rebuilt after the fire. The heritage district boundary includes the old NFB facade and the vacant site behind, but excludes the Argyle Bar & Grill.

(c) Farquhar Building: Site 19
The Farquhar building, at the corner of Barrington and Blowers, is situated on the same registered heritage property as the Opa Tavern which fronts on Argyle and an atrium style addition between the two, fronting on Blowers. Originally, only the Farquhar building was registered but the other two became registered through a lot consolidation undertaken to facilitate construction of the atrium style addition. The heritage district boundary includes the Farquhar building alone.

(d) Old Paramount Theatre: Site 40
The boundary includes the entrance to the former Paramount Theatre, which fronts on Barrington, but excludes the main part of the former theatre which fronts on Granville and Blowers and which was redeveloped for occupancy by Mountain Equipment Co-op in 1999.

(e) One Government Place: Site 28
Similarly, the boundary includes the entrance to One Government Place but not the main part of the modern building which fronts on Granville Street.

(f) Birk’s Site: Site 23
The boundary includes the portion of this site fronting on Barrington but excludes the portion fronting on Granville.

2.4 RELATIONSHIP WITH DOWNTOWN HALIFAX SECONDARY MUNICIPAL PLANNING STRATEGY PRECINCT DESIGNATIONS

The Barrington Street Heritage Conservation District as designated under this Plan corresponds with the Barrington Street Heritage Conservation Precinct (Precinct 5) identified in the Downtown Halifax Secondary Municipal Planning Strategy.
### Historic Name (Year Built) | Street Level Business
--- | ---
1. City Hall (1888) | JW D Bookstore
2. Grand Parade (1749) | Ideal Bikes / Just Us Coffee
3. St. Paul’s Hill | Captain Sub
4. St. Paul’s Church (1749) | Telus/Manpower
5. St. Paul’s Building (1897) | Granite Brewery
6. Forrester Building (1820s) | Sam the Record Man (vacated)
7. Wright/Marble Building (1896) | Sam the Record Man (vacated)
8. NS Furnishings Building (1895) | Tim Horton’s
10. Old Academic Insurance (1919) | CD Plus
11. Harrison Building (1893) | Creative Market Place / Youth Business
12. Canada Permanent Trust (1950) | Neptune Theatre School
13. Tramway Building (1916) | Form Former NFB facade & vacant site
14. Former Tip Top Tailors (1915) | Attica
15. C of E Institute (1888) | Venus Pizza
16. Old City Club (1821/91) | Judge’s Jewellers
17. St. Mary’s Young Men’s Benevolent Society Hall (1891) | Provincial Government Offices
18. Brander Morris Building (1907) | Certainly Cinnamon/Momoya
19. Farquhar Building (1897) | United Bookstore
21. St. Mary’s Basilica & Glebe (1891) | Discovery Centre
22. Old Burying Ground (1749) | Travel Cuts / Pogue Fado
23. Old Bank’s Site | Random Play
24. Crowe’s Building (1912) | Sievert’s Tobacco Store
25. Cabot Building (1890) | Star Anise Restaurant
27. G.M. Smith Building (1893) | Carsand Mosher
28. One Government Place (1980s) | Carsand Mosher
29. Clevedon Building (1870s) | W. M. Brown Building (1910)
30. Foreign Affair (1870s/1950s) | Renaissance
31. Old Photographic Studio (1860s) | Vacant
32. Former Eaton’s (1928) | Vacant
33. Colwell building (1871) | Target
34. Buckley’s Building (1897) | Extremepita
35. Johnson Building (1890) | Young’s Pizzeria
36. Roy Building (1897/1919/1928) | Young’s Pizzeria
37. D’Allaird building (1950s) | Toucan
38. Old Zeller’s (1930) | Seafood Restaurant
40. Old Paramount entrance (1930s) | The Flying Pig
41. Sievert’s Tobacco Store (1890s) | Sievert’s Tobacco Store
42. Mediterraneo Restaurant (1920) | Star Anise Restaurant
43. Mary MacAlpine (1890s) | Fireworks Jewellers
44. Carsand Mosher (1950s) | Carsand Mosher
45. W. M. Brown Building (1910) | Renaissance
46. Pacific Building (1911) | Mud Room / Chives
47. Freemason’s Hall (1924) | Vacant/ Halifax Estate Jewellery
48. St. Matthew’s Church (1858) | Century
49. Government House (1800) | Century
3. HERITAGE VALUE & CHARACTER DEFINING ELEMENTS

3.1 HERITAGE VALUE OF THE DISTRICT

The heritage value of Barrington Street lies in the historic and architectural significance of its buildings and civic open spaces and its evolution as Halifax’s principal downtown commercial street over the 250 years from settlement to the present day.

The open spaces, churches, and historic government buildings at the northern and southern ends of the district provide tangible reminders of the former City of Halifax’s social, civic, and religious development in the late 18th and early 19th centuries, and the continuation of these functions in the present day.

The buildings which occupy the four blocks between the Grand Parade and the Old Burying Ground reflect the evolution of Barrington Street as the City’s centre of commerce, from its early 19th century beginnings, to its blossoming in the late 19th and early-mid 20th century, its decline in the late 20th century and, currently, its potential for revitalization as the symbolic heart of the downtown.

The Barrington Street Heritage District is easily recognizable due to its central position half way down the hill between the Citadel and the Harbour, its intersection with the Grand Parade and the historic George Street axis, its continuing function as the main arterial street through the centre of the downtown, and its historic architecture which provides a clear contrast with the modern hi-rise towers at each end of the district.
3.2 CHARACTER DEFINING ELEMENTS

Within the district there are three distinct character areas.

(a) Grand Parade Area (Sites 1-4 on Map 1)

The Grand Parade is HRM’s most historic civic open space and public gathering place. It is framed by St. Paul’s Church at one end and City Hall at the other, with the Cenotaph in the centre. The grounds are landscaped with formalized paths, hard surfaces, grassed areas, perimeter trees, perimeter stone walls and iron railings.

(b) Historic Commercial Blocks (Sites 5-20, 23-47)

- Buildings are built out to the front and side lot lines, creating a continuous streetwall.
- Buildings of varying heights between two and six storeys create a varied streetwall profile.
- Tops of buildings are articulated by a variety of cornice and parapet treatments.
- Upper facades are articulated by vertically proportioned windows organized symmetrically between structural bays defined by pilasters, columns, etc.
- Rhythm of recessed entrances and storefronts create interest at street level.
- Exterior materials are predominantly masonry - brick, stone, terra cotta, cement, stucco - with a wide variety of ornamentation.

(c) Old Burying Ground Area (Sites 21, 22, 48 & 49)

The Old Burying Ground is an oasis of treed open space at one of the busiest intersections in Downtown Halifax. The cemetery is bordered by a stone wall and wrought iron fence, the entrance is clearly defined by an historic monument, and paths wind among the gravestones.

St. Mary’s Basilica & Glebe House face the Burying Ground from across Spring Garden Road, and St. Matthew’s Church and Government House face across Barrington Street. Both churches are built to the street edge and their classic building forms, front facades and tall spires are prominent landscape features. The Basilica is surrounded by driveways and a parking area, whereas St. Matthew’s has soft landscaping on either side, and Government House is set back from the street in spacious, landscaped grounds.
3.3 ARCHITECTURAL STYLES

In terms of architectural style, the district includes an eclectic mix of Georgian, Italianate, Victorian Gothic, Neo-Gothic, Chicago Style, Romanesque Revival, Art Deco, Arts & Crafts, Beaux Arts, Vernacular and modern influences.

3.4 HERITAGE VALUE AND CHARACTER-DEFINING ELEMENTS OF BUILDINGS

Details on the history and architecture of all buildings in the district are included in Appendix 1, based on the “Catalogue of Buildings” from the 1998 Downtown Barrington background study.
4. CONSERVATION & DEVELOPMENT POLICIES

4.1 PROTECTION AND CONSERVATION OF ARCHITECTURAL CHARACTER

Under the *Heritage Property Act*, the means by which architectural character is protected and conserved in a heritage conservation district is through the requirement for a “Certificate of Appropriateness” for any type of development over which Council chooses to exercise control. This may include new buildings; demolition or alteration of existing buildings, including additions, facade alterations, signs, and alteration of exterior colour; as well as utility structures, fences, exterior stairs, landscaping, and substantial alterations of grade.

Prior to the establishment of the District, only registered heritage properties were protected from alteration or demolition. By establishing the District, it is Council’s intention to strengthen the protection of municipal heritage properties and provide new protection to non-registered properties. In general, the purpose of district-wide architectural regulation and demolition control is to provide a secure environment for heritage-based investment and ensure that all development will support the objectives of the revitalization plan.

**Policy 3 Certificate of Appropriateness Required**

HRM shall require a Certificate of Appropriateness for the following types of development within the District:

(a) Exterior alteration of buildings and structures, including but not limited to additions, facades, roofs, windows, doors, storefronts, signs, awnings, exterior materials, exterior steps and stairs, and alteration of exterior paint colour;

(b) Demolition or removal of buildings and structures;

(c) Construction of new buildings.

4.2 HERITAGE BUILDING CONSERVATION STANDARDS

HRM has a set of Heritage Building Conservation Standards that govern alterations to registered municipal heritage properties throughout the municipality. These standards are based on those used by the United States Secretary of the Interior and are in keeping with the Venice Charter and other internationally recognized conservation principles. They are also similar to the Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada. Upon adoption of this plan, the Conservation Standards will apply to all properties in the District.

**Policy 4 Conservation Standards as Guide for Issuance of Certificates of Appropriateness**

The HRM Heritage Building Conservation Standards shall be included in the Conservation By-law, shall apply to all properties in the District, and shall provide the primary frame of reference by which applications for Certificates of Appropriateness shall be evaluated.
4.3 DESIGN GUIDELINES

This Plan and its accompanying By-law are integrated with the Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS) and Land Use By-law (LUB). The DHSMPS is structured around nine distinct precincts, each with its own character and functional identity. The objective of defining these precincts is to focus and direct land uses, define appropriate character for development, protect heritage, and direct public investment. The Barrington Street Heritage Conservation District is a precinct in its own right within this structure.

The DHSMPS is implemented through the LUB which includes requirements for maximum height and massing of new development within each precinct. This includes provisions for maximum building height, streetwall height, step back of upper storeys above the streetwall, and stepback of rooftop additions on existing buildings. Maximum heights for the Barrington Street Heritage Conservation District established under the LUB ensure that new development respects the existing scale and form of the district while allowing for modest additional development capacity.

The LUB includes a Design Manual which provides general design guidelines for all new development in the downtown and more specific guidelines for development in heritage contexts. The heritage design guidelines include provisions relating to infill and additions, new development integrated with heritage buildings on the same site, and new development abutting heritage properties, as well as facade alterations and signs. The Design Manual also includes design guidelines for public open spaces which, within the Barrington Street Heritage Conservation District, include the Grand Parade and the Old Burying Ground area.

Design Review is implemented through the site plan approval process and referral to the Design Review Committee. Where development involves a registered heritage property or a property located in the Barrington Street Heritage Conservation District, the application is referred to the Heritage Advisory Committee for review under the Heritage Property By-law or Heritage Conservation District Plan and By-law, as applicable. In such cases, the applicable sections of the Design Manual will be used in parallel with the Conservation Standards to guide decision making with respect to the issuance of Certificates of Appropriateness.

**Policy 5 Design Guidelines Supplement Conservation Standards**

The applicable sections of the Land Use By-law Design Manual shall supplement the Conservation Standards and shall provide a parallel frame of reference by which applications for Certificates of Appropriateness shall be evaluated.

4.4 DEMOLITION

Prior to the establishment of the Barrington Street Heritage Conservation District, the 26 registered municipal heritage properties in the District were protected from demolition for up to one year, through the provisions of Section 18 of the *Heritage Property Act*. Four of these buildings are also provincially registered heritage properties and are permanently protected from demolition subject to the authority of the Provincial Heritage Advisory Council and the Minister responsible for the *Heritage Property Act*. 

Barrington Street Heritage Conservation District Revitalization Plan
In establishing the District, it is the intention of HRM to strengthen the protection of registered municipal heritage properties and to extend some protection from demolition to all other properties in the District. The purpose of demolition control is to ensure that significant changes to the character of the District cannot occur without consideration of their impact on the heritage value and character of the District (see also Section 8, policy 20).

**Policy 6 Preference for Retention of Heritage Buildings**
HRM shall make every effort to seek the retention, preservation, rehabilitation, and restoration of buildings, streetscapes, features, spaces and areas with heritage value in the Barrington Street Heritage Conservation District consonant with the municipality’s general policy stance on heritage conservation detailed in the Municipal Planning Strategy, particularly City-Wide (Section II) Policy 6.1.

**Policy 7 Demolition Rationale and Concept Plan for Replacement Building Required**
No application for a Certificate of Appropriateness for demolition or removal of a building in the Barrington Street Heritage Conservation District shall be considered complete unless it includes:

(a) an explanation of the reasons for the proposed demolition or removal and the alternatives to demolition or removal that may be available.

(b) a concept plan for a replacement building.

**Policy 8 Public Hearing Required - Criteria for Review of Application**
Where application is made for a Certificate of Appropriateness for demolition or removal of any building in the Barrington Street Heritage Conservation District, the application shall be considered at a public hearing. In determining whether to grant or refuse permission, Council shall consider:

(a) the heritage value of the building as articulated in section 3 and Appendix 1 of this Plan.

(b) the structural condition of the building.

(c) the potential for repair and continued use of the building.

(d) the merits of the proposal for a replacement building.

(e) the written advice of Heritage Staff and the Heritage Advisory Committee.

**Policy 9 Demolition of Registered Municipal Heritage Properties**
Where Council approves an application for a Certificate of Appropriateness for demolition or removal of a registered municipal heritage building, the certificate shall not be issued until the applicable provisions of the *Heritage Property Act* respecting appeal are met.
Policy 10  Demolition of Non-Registered Properties

(a) Where Council approves an application for a Certificate of Appropriateness for demolition or removal of a non-registered building, the certificate shall not be issued until the applicable provisions of the Heritage Property Act respecting appeal are met.

(b) Where Council denies an application for a Certificate of Appropriateness for demolition or removal of a non-registered building, a demolition permit (under the Building Code Act) shall not be granted until one year has elapsed from the date of the application.

(c) During the one-year period mentioned in (b) above, HRM may negotiate with the owner to find ways and means to retain and rehabilitate the building, which may involve financial or other incentives from HRM, other levels of government, and other organizations with an interest in heritage preservation.

Policy 11  Conditions on Certificate of Appropriateness for Demolition or Removal

A Certificate of Appropriateness granted for the demolition or removal of any building in the Barrington Street Heritage Conservation District may include conditions respecting:

(a) the photographic or other documentation of the building prior to its demolition or removal, at the expense of the applicant, for deposit in the HRM Registry of Heritage Property;

(b) suitable restoration of the site following demolition or removal of the building;

(c) the architectural character of any replacement building;

(d) any other matter pursuant to section 14 of the provincial Heritage Conservation Districts Regulations 138/92.

Policy 12  Irreversible Structural Damage

Nothing in this Plan and its accompanying By-law restricts the authority of HRM, pursuant to the Fire Prevention By-law or the Dangerous and Unsightly Premises provisions of the Halifax Regional Municipality Charter to demolish a building where there is irreversible structural damage.

4.5 ALTERNATE BUILDING CODE COMPLIANCE METHODS & PERFORMANCE BASED EQUIVALENCIES

The establishment of the Heritage Conservation District enables the Alternate Compliance Methods and Performance Based Equivalencies of the Nova Scotia Building Code Regulations to be used on all buildings in the district, where previously they were only applicable to individually registered heritage buildings. Under the Regulations a property owner may request that the Alternate
Compliance provisions be used. The Alternate Compliance provisions make it easier for old buildings to meet code requirements for fire safety, fire escapes, spatial separations, height and area of rooms, window areas, washroom facilities, etc., and can make a great difference in the economic viability of heritage buildings. They are particularly useful when a building is undergoing change of occupancy, such as conversion of upper floors to residential use. A number of buildings in the district have this potential and could benefit from use of Alternate Compliance Methods.

**Policy 13 Alternate Building Code Compliance Methods & Equivalencies**

When requested by a property owner, HRM shall apply the Alternate Building Code Compliance Methods and Performance Based Equivalencies of the Nova Scotia Building Code Regulations in the Barrington Street Heritage Conservation District in order to facilitate functional upgrading of buildings within the district.
5. FINANCIAL INCENTIVES FOR RESTORATION AND REVITALIZATION

Financial incentives for restoration, improvement and enhancement of buildings in the Heritage District are an essential component of the revitalization plan. The goal of incentives is to have as many buildings as possible restored, improved, enhanced and revitalized.

5.1 EXISTING FINANCIAL INCENTIVES

5.1.1 HRM Incentives

HRM has a number of programs that support heritage properties in the District in a variety of ways. These include:

(a) **Heritage Incentives Program** - this program provides 50% cost-sharing for exterior improvement of residential and commercial heritage properties throughout HRM. This program has a limited budget that cannot support the extensive restoration work needed for Barrington Street (see next section).

(b) **Community Grants Program** - this program provides assistance to non-profit community groups, and includes grants for building improvements.

(c) **HRM By-law T:200: Tax Exemption for Non-Profit Organizations** - this by-law provides full or partial tax exemption for buildings owned by non-profit organizations and listed in the by-law.

(d) **HRM Heritage and Culture Reserve** - the HRM Heritage and Culture Reserve, funded from a percentage of the proceeds of sale of surplus HRM property, is allocated for improvements to HRM-owned heritage properties, public monuments, public art, etc.

5.1.2 Provincial Grants for Conservation Advice.

This program provides 50% cost sharing for professional architectural advice and preparation of building conservation plans. It applies to registered heritage properties and properties in municipal heritage districts.

5.2 NEW FINANCIAL INCENTIVES FOR THE DISTRICT

Approximately one half of the buildings in the Heritage Conservation District are in need of improvement to storefronts and signs. Restoration of storefronts and signs to a better aesthetic condition is vitally important for the image of the district and the success of the revitalization plan. Additionally, almost all buildings could accommodate new awnings, the addition of which could have a dramatic effect on the image and attractiveness of the street.

A number of buildings are also in critical need of upper facade repair and restoration, which can be expensive, particularly on larger buildings. Similarly, there are a number of buildings which have potential for significant interior upgrading to meet Building Code requirements and to facilitate
refurbishment and conversion, either to residential use or higher quality commercial or office use. Often, both exterior and interior improvements are needed to make a building more economically viable.

In late 2007, a consultant study was undertaken to clarify the high level estimated total cost of needed restoration and improvement work on all buildings in the district. An on-line survey of all building owners was conducted and a representative sample of owners were interviewed in detail regarding the estimated costs of their pending or potential improvement projects. The study also evaluated the degree of interest of property owners in participating in an incentives program combining grants and property tax rebates over the next 5-10 years and, conversely, the extent to which an incentives program would encourage them to invest.

The study was based on the assumption that the incentives program would be structured roughly as follows:

(a) Incentive funding would support exterior structural and restoration work and improvements to public interior circulation areas, lobbies, etc, where there is tangible benefit to the public.

(b) The first $200,000 of any eligible project cost would be supported by a matching grant program (50% cost sharing up to $100,000 max).

(c) Costs beyond the first $200,000 would be cost shared through a tax credit based on the percentage of additional costs attributable to exterior restoration and eligible interior improvements.

(d) The incentive program would run for five years with the possibility of renewal for a further period, depending on take-up and effectiveness.

The study showed that the likely participation rate among property owners is 72%, with these owners representing thirty buildings with estimated renovation project costs ranging from $60,000 to $7.5 million and totalling about $14 - $18 million of likely investment within the next 5-10 years if an incentives program were to come into effect.

**Policy 14 Proposed Financial Incentive Program**

HRM shall implement a Financial Incentives program for the Barrington Street Heritage Conservation District for a five-year period following the adoption of this Plan, consisting of the following components:

(a) Grants and Property Tax Credits subject to annual budget allocations.

(b) Waiver of permit application fees for building permits and sign permits, except where an application involves demolition of a building in the Heritage Conservation District.
6. PUBLIC REALM IMPROVEMENTS

6.1 CAPITAL DISTRICT STREETSCAPE PLAN

In 2004 Regional Council approved a major program of streetscape improvements for the commercial corridors in the Capital District. The foundation for the program at that time was a conceptual plan for streetscape improvements on a street by street basis, prepared by Gordon Ratcliffe, Landscape Architects. The Streetscape Plan for Barrington Street included:

(a) Sidewalk repair and replacement
(b) New street trees
(c) New street furnishings (benches, bike racks, litter containers, etc.)
(d) New pedestrian level lighting
(e) New wayfinding and interpretive signage
(f) Grand Parade landscaping and amenity improvements
(g) Transit Terminal improvements at Scotia Square

Implementation began in 2005 and 2006 with improvements to the Scotia Square Transit Terminal. In 2006, preliminary design and traffic studies were undertaken to examine the feasibility of establishing mid-block pedestrian amenity areas combined with transit stops. Also in 2006 the Grand Parade Province House Joint Public Lands Plan was completed with a comprehensive vision and accompanying design concepts and cost estimates for the transformation of the Grand Parade into a multi-functional gathering place.

6.2 PEDESTRIAN AMENITY AREAS

In 2007, the proposal for mid block pedestrian areas and transit stops was examined in greater detail by a multi-departmental review team representing Metro Transit, Public Works, Transportation Planning, Traffic, Urban Forestry, and the Streetscape Program. This resulted in the development of a draft Functional Design that would satisfy the many technical interests involved and result in the following improvements to the street:

(a) Broad sidewalk amenity areas combined with improved transit stops.
(b) A slightly serpentine re-alignment of the street travelled way.
(c) Re-location of commercial loading to designated spaces.
(d) Elimination of the seven existing on-street parking stalls.
(e) Maintenance of all but one of the existing transit stops.
(f) Maintenance of existing accessible parking stalls.
(g) Integration of street trees and new street furnishings, with increased opportunities for sidewalk cafes.

---


The Functional Design lays the foundation for a more detailed Schematic Design Study which will involve consultation with key stakeholders, including property owners and businesses, detailed cost estimates, and a detailed phasing plan. The detailed Schematic Design will be implemented as part of the Downtown Halifax Secondary Municipal Planning Strategy in accordance with HRM’s authority under the *Halifax Regional Municipality Charter*.

7. **MARKETING & RETAIL RECRUITMENT**

Official establishment of the Barrington Street Heritage Conservation District will raise the public profile of Barrington Street, enhance its image, and enable it to be marketed as a unique destination and attraction within Downtown Halifax. This will benefit individual businesses and the Downtown as a whole.

The lead agency for marketing the District will be the Downtown Halifax Business Commission (DHBC) in collaboration with Destination Halifax, and the Greater Halifax Partnership (GHP). These agencies already work individually and together to promote the Downtown and its various historic, cultural, entertainment, business, and retail attractions. DHBC initiatives have a retail focus and are targeted principally towards the local population. Destination Halifax targets the tourist market. The GHP targets the non-retail, business and office market. The creation of the Heritage Conservation District will add another dimension to these efforts. The DHBC will spearhead development of a marketing and promotional campaign focussed specifically on the Heritage Conservation District. This will include:

(a) **Marketing** - Formation of a marketing group, including representatives from businesses on the street, to oversee and co-ordinate image development and marketing for the District.

(b) **Logo** - Development of a unique graphic design image, logo, and identity for the Heritage Conservation District, to be used in all communication and promotional initiatives.

(c) **Media Exposure** - Ensuring that the Heritage Conservation District is featured in all relevant publications, such as the Greater Halifax Visitors Guide, the Provincial Doers and Dreamers Guide, etc.

(d) **Brochure** - Development of a brochure highlighting the district’s attractions.

(e) **Web Page** - Development of a web page linked with the DHBC, HRM, GHP and other websites.

(f) **Special Promotions** - Working with businesses to establish co-ordinated hours of opening, special Barrington Street promotions, and special promotions linked with neighbouring Spring Garden Road, etc.

(g) **Retail Recruitment** - This will involve linking specific buildings with specific businesses, re-shaping the retail/business mix to appeal to both residents and tourists; monitoring up-coming vacancies to ensure that street level space is fully occupied, and developing strategic retail anchors and clusters.
8. IMPLEMENTATION POLICIES

8.1 GENERAL

Policy 15 Barrington Street Heritage Conservation District Revitalization Plan
(a) The Barrington Street Heritage Conservation District Plan complements the Downtown Halifax Secondary Municipal Planning Strategy in providing the principal framework to guide decision-making with respect to heritage conservation within the Barrington Street Heritage Conservation District.

(b) This Plan shall be adopted through the powers of Halifax Regional Municipal Council under the Nova Scotia Heritage Property Act, the Halifax Regional Municipality Charter, and such other statutes as may apply.

Policy 16 Barrington Street Heritage Conservation District By-law
(a) Pursuant to the authority of Section 19A of the Heritage Property Act, HRM shall adopt the Barrington Street Heritage Conservation District By-law to further the objectives and policies of this Plan.

(b) The By-law shall include standards respecting conservation of buildings and properties within the Barrington Street Heritage Conservation District.

Policy 17 Heritage Officer
In accordance with Section 19G(1) of the Heritage Property Act, Regional Council shall designate a person or persons employed by the Municipality as the Heritage Officer who shall be responsible for the administration of the Barrington Street Heritage Conservation District Revitalization Plan and By-law and the issuance of Certificates of Appropriateness.

Policy 18 Strengthened Protection from Demolition for Registered Municipal Heritage Properties
The HRM Heritage Property By-law (H-200) shall continue to apply to existing registered municipal heritage properties situated within the Heritage Conservation District, as shown on Map 1, except that the provisions of paragraph 2 of Form B of the by-law, which allow for substantial alteration or demolition of the registered property after one year following a refusal of an application, shall not apply. Instead, municipal heritage properties in the Heritage Conservation District shall be subject to the strengthened demolition policies for the District specified in this plan, as permitted under the Heritage Property Act.

Policy 19 Provincial Heritage Properties
It shall be the intention of Council to include within the Heritage Conservation District St. Paul’s Church, City Hall/Grand Parade, St. Mary’s Basilica, the Old Burying Ground and Government House, all of which are provincially registered heritage properties, while acknowledging that, pursuant to section 19A(7) of the Heritage Property Act, the extent to which the requirements of the Heritage Conservation District Revitalization Plan and By-law may apply to these properties
shall be determined by the Minister responsible for the *Heritage Property Act*. Any future provincial registrations shall be subject to the same provision.

**Policy 20  Downtown Halifax Secondary Municipal Planning Strategy & Land Use By-law Apply**

The Downtown Halifax Secondary Municipal Planning Strategy and Land Use By-law shall be the principal authority respecting land use and new development, including building height and massing and building design in the District. In parallel, the Barrington Street Heritage Conservation District Revitalization Plan and By-law shall be the principal authority respecting heritage conservation in the District.

8.2 **AMENDMENTS**

In the process of implementing this plan, there may be a need for amendments to address emerging heritage conservation and regulatory issues. HRM will establish a process to enable the public, community groups, adjacent municipalities, boards, commissions, other government agencies, and others to propose changes to this plan and its implementing by-laws. This process provides for continuous and systematic review of this plan and associated regulations in response to changing conditions and circumstances impacting growth and development throughout HRM.

The amendment process includes an Annual Review and a Five-Year Review. The Annual Review generally is limited to those amendments resulting in non-substantive technical changes. The Five-Year Review is designed to address amendments which propose substantive changes. This amendment process, based on a defined cycle, provides sufficient time to measure the effects of new initiatives, and provides predictability to determine when initiatives may be introduced. The Five-Year Review shall include the monitoring of the Financial Incentives Program referenced in Policy 16 of this Plan. With the Annual Review, the amendment process also has sufficient flexibility to accommodate technical adjustments or minor amendments which do not affect the overall intent of this plan. The process requires early and continuous public involvement and public dialogue.

**Policy 21**

HRM shall adopt an amendment process that provides for review and evaluation of the policies contained in this plan and development regulations.

**Policy 22**

Further to Policy 21, it shall be the intention of HRM to conduct an Annual Review to consider proposed amendments that do not require substantive changes to this plan and development regulations.

**Policy 23**

Further to Policy 21, it shall be the intention of HRM to conduct a Five-Year Review to consider amendments:

(a) that could be considered in the Annual Review as well as those outside the scope of the Annual Review; and

(b) relating to substantive changes to this plan and corresponding development regulations.
Policy 24  HRM shall establish public participation programs for amendments to this plan which describe opportunities for public input based upon the scope and intent of the amendment.
APPENDIX 1

BARRINGTON STREET HERITAGE CONSERVATION DISTRICT

CATALOGUE OF BUILDINGS

Based on:

Catalogue of Buildings, Downtown Barrington Study, David Garrett Architects, 1998 (photographs and text)

HRM research files contributed by Elizabeth Pacey & Maud Rozinski, 1977/1978

Georgian Halifax, Elizabeth Pacey, Hounslow Press, Willowdale, Ontario, 1987

Historic Halifax, Elizabeth Pacey, Hounslow Press, Willowdale, Ontario, 1988

Architects of Nova Scotia, Maud Rozinski, Province of Nova Scotia, 1994

Notes from Gary Shutlack, Archivist, Nova Scotia Archives & Records Management

Building & site index numbers correspond with index numbers shown on Map 1, Heritage Conservation District Boundary (Page 6) and Heritage Conservation District By-law Schedule “A” (page 85).
01 Old City Hall
Barrington Street & 1841 Argyle Street

*Built:* 1888/90  
*Style:* Victorian Classical  
*Architect:* Edward Elliott  
*Owner:* Halifax Regional Municipality  
*Designation:* Municipal Heritage Property, Provincial Heritage Property, National Historic Site

City Hall stands at the north end of the Grand Parade, the symbolic centre of Halifax, and has been the seat of municipal government for over one hundred years. This fitting location was only agreed to, however, after considerable controversy.

The site was formerly occupied by Dalhousie College, and negotiations for its acquisition hinged on the City providing Dalhousie with sufficient funds and land to build elsewhere. Agreement was only reached after twelve years of negotiation and after a benefactor, William Young, agreed to supplement the City’s final offer out of his own pocket.

The architectural competition was won by Edward Elliott (who also designed 1650 and 1668 Barrington) and the builder was Rhodes, Curry and Co.

The sub-basement of the building is the original foundation of the old Dalhousie College.

Built of freestone, the hall is Classical in design and decorative detail. On the front facade, it has a central clock tower and two end pavilions which accentuate the symmetrical composition. Strong belt courses define the first and second storeys, and the second storey windows are accented by semi-circular fanlights.

Small, gabled dormers on the main body of the roof, and large pedimented dormers on the end pavilions combine with the central tower to give the building a “spirited lightness” that is unusual for government buildings of the period.

Combined with the Grand Parade and St. Paul’s Church, City Hall gives strong definition to the northern edge of the Barrington Street heritage area. It ties in with both the historic, civic function of the Grand Parade and the late 19th century architecture of the nearby older commercial blocks. It does this in much the same way that Government House relates to the Old Burying Ground at the southern end of the district, providing a strong beginning and ending to the downtown core heritage area.
02 Grand Parade
Barrington Street

*Built:* 1749  
*Style:* N/A  
*Architect:* N/A  
*Owner:* Halifax Regional Municipality  
*Designation:* Municipal Heritage Property

The Grand Parade is Halifax’s oldest area of public open space, having been laid out and reserved at the time of settlement in 1749.

With St. Paul’s Church (1750) at one end, City Hall (1888) at the other, and the Cenotaph (1929) in the centre, it has long been the city’s symbolic centre for public assembly.

The Grand Parade is strategically located at the intersection of Barrington Street, the city’s major north south street, and George Street, the historic “Georgian Axis”, which leads from Citadel Hill and the Town Clock down to the harbour and the ferry wharf.

The Grand Parade is the symbolic heart of the city.
03 St. Paul’s Hill
Barrington Street

St. Paul’s Hill refers to a street that once ran between Barrington and Argyle in front of St. Paul’s Church. This street was closed in the early 1980s and incorporated into the Grand Parade when the landscaping at the Grand Parade was re-worked. The hill remains identified as a separate piece of property in the HRM mapping system.
04 St. Paul’s Anglican Church
1749 Barrington Street

*Built:* 1750  
*Style:* Georgian  
*Architect:* Unknown, after James Gibbs  
*Owner:* St. Paul’s  
*Designation:* Municipal Heritage Property  
               Provincial Heritage Property  
               National Historic Site

As described by Elizabeth Pacey in *Historic Halifax*, St. Paul’s Church is “a landmark of both the city’s and the nation’s architectural heritage. Constructed in ... 1750 ... it was the first public building in the newly-founded garrison town of Halifax ... and is recognized as the oldest Protestant church in Canada ... the structure is a masterly combination of early building techniques of the New World and refined classical design of the Old Country. St. Paul’s was modelled on James Gibbs’ drawings of Marylebone Chapel in London ... and ... is the very essence of ... Gibbs’ style - the pure classical symmetry of the main structure and the contrasting decorative flourish of a three-tiered baroque steeple”.

In *Thy Dwellings Fair* (by Allan Duffus, Elizabeth Pacey, Ed MacFarlane, and George Rogers), it is noted that the “exterior detailing of St. Paul’s is in the classical tradition, inspired by the work of the celebrated British architect, Sir Christopher Wren, and his protégée, James Gibbs. The Palladian window, pilasters, pediments, and intricate three-tiered steeple all exemplify British classicism. However, the floor plan of the church, the simple rectangular auditorium with galleries on three sides of the interior, represents, distinctly, the style of the New England meeting house. The north end of the church was extended by an additional window bay in 1812, and the belfry rebuilt. It was again enlarged in 1858 with the addition of side wings. The chancel at the south end was added in 1872”.

In the context of Barrington Street, St. Paul’s hearkens back to the very earliest period of development of the city in the 1750s when the street was newly surveyed and but a trail leading south to the cemetery (the Old Burying Ground) and out to Point Pleasant.

The church also provides a visual clue to the character of the street in the late 18th and early 19th centuries, when it was a fashionable residential address with a mixture of wood frame houses, garden lots and mansions mostly built in the same neo-classical tradition as St. Paul’s.

In the latter part of the 19th century, most wooden houses on the street were replaced by brick and stone structures, both as a result of fire prevention by-laws prohibiting wooden construction, and as a result of the quickening pressure for commercial redevelopment.

With further change and modern development in the 20th century, the church now stands almost as the sole reminder of the wooden architecture that typified Barrington Street in earlier times.
05 St. Paul’s Building
1684 Barrington Street

Built: 1897
Style: Chicago School
Architect: J.C. Dumaresq
Owner: Franz Geisel, Heinz Dettmer,
The Estate of Ernst Buhrer
Designation: Municipal Heritage Property

Like the so-called Marble building just down the street (1672 Barrington), this building was built for Halifax entrepreneur George Wright and designed by architect, J.C. Dumaresq. The builder was Samuel Marshall. In its day it has been home to Buckley’s Drug Store (from 1897 to 1935, see also 1667 Barrington), the Belgian, Argentinian, Italian, and Chilean Consulates, the Continental Bank, Lloyd’s Bank, and a variety of professional offices.

Architecturally, it stands as a completion of the late 19th century streetscape of which it is a part, and as a fine example in its own right of the Chicago Style influence that prevailed at the time of its construction.

Situated at the corner of Barrington and Prince Streets, the building overlooks St. Paul’s Church and the Grand Parade and is, hence, at one of the most prominent and publicly visible locations in the city. This fact was undoubtedly in architect Dumaresq’s mind when he designed the building and chose to work in the “wrap around corner” mode. He may also have been influenced by the similar design of the Farquhar building which was under construction at the corner of Barrington and Blowers Street in the same year.

Like the Farquhar building, the St. Paul’s building is designed as a series of layered arcades set on top of a sturdy ground floor section built into the hillside. The four storeys above the first are subtly differentiated by the use of segmental arched windows on the second and fourth storeys and semi-circular arched windows on the third and fifth storeys. As on many other arcaded buildings in the district, the top-most windows are smaller and narrower, creating a kind of architectural quickening at the top storey.

The storeys are firmly defined by corbelled cornices which both accentuate the height of the building and relate it to human scale.

Perhaps the most outstanding feature of the building is its varied use of yellow and red brickwork and terra cotta to accentuate the cornices, string courses and window heads. These materials give the building a unique appearance and warm texture that, in many respects, sets the tone for the lively streetscape of which the building is a part.

Although it has undergone some change from the original (e.g., the removal of a mansard roof and a corner tower), the building is substantially intact and stands today as an excellent representative of Barrington Street’s commercial hey-day.
06 Forrester Building

Other Names

Phinney’s Building
1678 Barrington Street

Built: 1820’s (1916 Addition)
Style: Georgian with Victorian and Edwardian alterations
Architect: J.C. Dumaresq (1918 Addition)
Owner: Peter Kleronomos
Designation: None

This is the oldest commercial building on Barrington Street, dating back to the 1820s when it was established as the home of Thomas Forrester’s dry goods business.

Built of ironstone and sandstone, the building was originally a three storey structure designed in classic Georgian style with a six-bay front, a pitched roof and small dormers.

By 1858, it was occupied by William Fraser and Sons, manufacturers and dealers in pianos, organs and melodeons.

In the late 1800s, the pitched roof was changed to a mansard roof with five dormers overlooking the street.

In 1912, Phinney’s Musical Instruments occupied the ground floor. Phinney’s remained at this location until the early 1990s. In 1916, the building was known as the Bond building and underwent alterations to accommodate the “Tally Ho Restaurant”. This was when the central windows in the second floor were combined into the wide window openings that we see today.

Further alterations occurred when the mansard roof was replaced by a full fourth storey under a flat roof. Originally, the windows in this more contemporary addition matched the windows below, but some have more recently been blocked up and reduced to half size, square windows (although the original openings and sills still remain).

Although the Forrester/Phinney’s building has undergone change over its lifetime, it has somehow still managed to retain its original Georgian spirit. This perhaps has something to do with retention of the refined, classical window trim on the second and third storeys, and perhaps something to do with the stone exterior, which endure as a reminder of the architectural technology of the Georgian period.

Restoration of the storefront and unblocking of the fourth storey windows could go a long way towards helping the building regain its Georgian symmetry, a strong contributing element in the streetscape.

It is interesting to note that the third floor window trim is of masonry, while the second floor window trim is of wood. The latter may date from the 1916 renovations.
**07 Wright Building**

*Other Names*

**Marble Building**

1672/74 Barrington Street

*Built:* 1896  
*Style:* Chicago Style  
*Architect:* J.C. Dumaresq  
*Owner:* Churchill Steel & Timber Ltd.  
*Designation:* Municipal Heritage Property

This building has heritage value for its architecture, its historical association, and its overall contribution to the street. It was built in 1896 for George Wright, a successful entrepreneur and developer, who made his fortune compiling and publishing catalogues and guidebooks, including “Wright’s World Directory”, which was distributed world-wide. Wright travelled extensively on business and to promote his personal crusade against social evils. He is of historical note in Halifax for having been lost in the sinking of the Titanic and for having bequeathed his home, which still stands at the corner of Young Avenue and Inglis Street, to the local chapter of the Canadian National Council of Women.

Wright’s architect was J.C. Dumaresq, who was responsible for many other Barrington Street buildings. For this building, Dumaresq worked in the Chicago style, no doubt as a symbol of Wright’s success, but also to complement the Chicago style Nova Scotia Furnishings building which was built next door the previous year.

As described by Elizabeth Pacey in *Historic Halifax*, the building “is constructed of grey brick with red brick and terra cotta accents. The feeling of height is achieved by the acceleration of detail towards the top of the structure - the arched windows and the high rooftop parapet. The window pairs are divided by costly red marble colonnettes which account for the nickname “marble building”.

Like the adjacent Nova Scotia Furnishings building and the St. Paul’s building two doors away, the Wright building stands both as a testament to the historical evolution of Barrington Street as Halifax’s main commercial street in the latter part of the 19th century, and as a contemporary example of successful historic building revitalization.

Its facade and original decorative features are intact. The name of its original owner is cast in stone at the top of the rooftop parapet. Its avant-garde (for its day) style has attracted avant-garde tenants such as Marconi, the inventor of wireless technology, who operated an experimental broadcasting station in the building for four years. In more recent years, it has housed architects offices and art gallery workspace on its upper floors and café/restaurants at street level.

(See also 1684 Barrington, which was built for George Wright with J.C. Dumaresq as architect).
08 Nova Scotia Furnishing Building
1668/70 Barrington Street

Built: 1895
Style: Chicago Style
Architect: Edward Elliott
Owner: 778938 Ontario Ltd.
Designation: Municipal Heritage Property

This is one of several buildings on Barrington Street that exemplify the early Chicago Style of architecture. As Elizabeth Pacey explains in *Historic Halifax*, the Chicago style embodied “revolutionary changes in construction technology ... (where) ...the development of steel beam construction meant that exterior walls were no longer load-bearing ... a steel frame could support a much higher structure than heavy masonry walls ... (and) ... windows could be larger ... (because) ... the ratio of glass to brick or stone was no longer critical for structural stability.” The six-storey, Nova Scotia Furnishings building embodies all of these features with “a vast expanse of glass under broad Romanesque arches and a ... flurry of small arched windows and cornice brackets ... (raising) ... the architectural tempo as the eye ... (travels) ... upward”.

The steel frame technology is readily apparent in the first two storeys, where it is exposed and used to great effect in the tall, recessed storefront.

The building was designed by architect Edward Elliott, who had earlier designed Halifax City Hall (1890) and the nearby Harrison building (1893 - see 1650 Barrington). Originally from Dartmouth, Elliott trained in Boston and spent the early years of his practice there. He returned to Halifax in 1878 and became one of the most highly regarded architects in the city. In 1895, he joined in partnership with Charles Hopson, an English architect who had also worked extensively in the United States. Their partnership was a vigorous one and, during the last years of the century, they became known for introducing not only the latest American styles but also the “Yankee spirit of enterprise” into the Nova Scotian architectural scene.

The Nova Scotia Furnishings building exemplifies this spirit, and stands today as a model of successful historic building revitalization.

From its beginnings in 1895, when the local press described it as the “handsomest and most imposing mercantile building in the city” to its restoration in the 1980s the building has always been a symbol of commercial enterprise on Barrington Street.

Its current diversified use, incorporates ground floor retail (communication equipment and services), a second floor hair salon, a restaurant (fronting on Argyle Street), third floor offices for the Downtown Halifax Business Commission and a graphic design firm, and upper floor offices for a software development company.
09 Ungar’s Steam Laundry

Other Names
Granite Brewery
1662 Barrington Street

Built: 1893
Style: Victorian Classical
Architect: J.C. Dumaresq
Owner: Granite Brewery Ltd.
Designation: None

According to research in HRM heritage files, this building was built about 1892 by Max Cohn amidst a complex series of financial arrangements, and rented in that year to Ungar’s Steam Laundry. Max Ungar purchased the property shortly thereafter, in 1895.

Ungar’s Laundry stayed in the premises until 1940, when they merged with Cousin’s Laundry and moved to West Street. Other occupants during this period included hairdressers, crockery retailers, clothiers, stationers, a lending library, and dry goods retailers.

From 1945 to 1960 the store was occupied by Hudson’s Ready-to-Wear.

The architect is not known, but HRM evaluation notes suggest that it may have been J.C. Dumaresq, based on the style of brickwork used on the building, particularly the serrated brickwork on the second storey.

The building is a three storey building of eight bays. Brick pilasters define a four-window central section balanced by two-window end sections framed by end pilasters. Heavy brackets surmount the pilasters to support a substantial roof overhang. The second storey window heads and third storey window sills are accented by continuous stone courses which add a light touch to the composition. The third storey windows are arched, with keystones, and there is a subtle, decorative brickwork frieze just below the cornice.

The present-day storefront is not original but is designed in a manner that perfectly suits the architecture of the building. Its vertical divisions match those on the upper stories; it has a traditional panelled base; and it has a well proportioned signband set beneath a simple, bracketed cornice.

Like its neighbours, the building makes its own unique contribution to the streetscape and supports the overall, late 19th century ambience of the block.
This building was built as the first office of the Canada Permanent Mortgage Corporation and Canada Permanent Trust Company in Nova Scotia, opening in 1920 and continuing to 1963. From 1963 to 1978 it was owned and occupied by Phoenix Insurance Company, which incorporated the famed Nova Scotian firm “Acadia Fire Insurance Company”, one of the country’s oldest insurance companies.

It was designed by architect Andrew Cobb, who also designed the Tramway building and many other buildings in the city (see 1598 Barrington). Cobb maintained his office here from 1920 to 1938.

The building is designed in the Beaux Arts style, which emphasized interpretation of classical design principles, and used classical trim as ornament.

On this building, classical principles are embodied in the symmetry of the facade, but the facade design itself is not strictly classical. The window arrangement is quite unusual, focusing the eye on ornamented triple windows in the centre of the facade, with the surrounding windows left plain.

The ground level has the greatest ornamentation, with a heavy ashlar stone base, and a combination of classical pilasters and engaged columns framing the window and door openings.

The building’s front facade is clad entirely in granite, a material which imparts a very solid appearance befitting the financial institutions which have occupied the building for most of its lifetime. The solidity of the exterior material also perhaps explains why the exterior of the building has remained virtually unchanged since it was built.

Like its immediate neighbours, it is an important component of the streetscape on this part of Barrington, contributing strongly to the containment of the street while being low enough in height to allow penetration of afternoon sun.
11 Harrison Building

Other Names
Sam The Record Man
1650/54 Barrington Street

Built: 1893
Style: Victorian Classical
Architect: Edward Elliot
Owner: STRM Inc.
Designation: Municipal Heritage Property

This building belongs to the era of commercial redevelopment of Barrington Street in the late 19th century and is part of a remarkable ensemble of buildings which survive from the same period.

It was built for Harrison Brothers, painters and decorators in 1893, and was designed by architect Edward Elliott, who also designed Halifax City Hall, the Nova Scotia Furniture Company building (just down the street at 1668 Barrington), the Point Pleasant Park gates, the Dartmouth Post Office, and the Truro Agricultural College, among many other buildings.

Elliott was regarded as one of the best architects of his day in Halifax, and was known for the clarity of his designs. In her book *Architects of Nova Scotia*, Maud Rozinski notes that Elliott “assimilated the styles of his day in a generally controlled and classical manner, departing from the Italianate mannerisms of some of his predecessors”.

This is certainly the case in this building, which has simple yet assured lines and little ornamentation on the upper storeys except for a central arched window and bracketed parapet which provide a visual focus for the highly symmetrical composition.

From 1895 until his death in 1901, Elliott was in partnership with Charles Hopson, with whom he maintained an office in this building.

Harrison Brothers owned and occupied the building until 1919 or later, along with various other business and professional offices. Bond’s Clothing Store operated there in the 1950s.

On the ground floor, the building has undergone some alteration from the original, with storefront entrances having been removed and replaced by continuous display windows. The result is reasonably compatible with the spirit of the building, however, because it has maintained the storefront tradition of panelled base, main window and transom, and because it fits in with the overall symmetry of the facade.

In terms of its relationship with its surroundings, the building contributes positively to the streetscape as part of a trio of buildings of similar scale, proportion and fenestration. This particular grouping is environmentally significant in the context of Barrington as a north-south street because it is tall enough to provide a solid, well proportioned wall of enclosure, yet low enough in height (three storeys) to allow the afternoon sun to penetrate.
12 Canada Permanent Trust Building
1646 Barrington Street

*Built:* 1950
*Style:* International
(now Fowler Bauld Mitchell)
*Owner:* Nasco Consultants
*Designation:* None

Built in 1950, this is one of the downtown’s earliest modern office towers and a typical example of the international style in its formative years.

Its seven storey height, lightweight, steel frame, curtain wall construction, and busy, grid exterior of aluminum and glass panels are notably out of scale and character with the late 19th century streetscape which occupies the rest of the block.
13 Tramway Building
1598 Barrington Street

Built: 1916
Style: Early 20th century Neo-Gothic
Architect: Andrew R. Cobb
Owner: Morris Strug
Designation: None

This building is notable both for its historical associations and its architecture. It was built in 1916 for the Halifax Electric Tramway Company which had operated the Halifax electric tram system (the Halifax Street Railway or the “Birneys”) since 1895. In 1916/1917, the company was reorganized under the title of the Nova Scotia Tramways and Power Company, and the move into this building probably coincided with that reorganization. The company continued in operation until 1949, when the rail-based trams were replaced by more modern electric trolleys.

The building had, and still has, two storefronts, one of which was the home of Tip Top Tailors from 1921-1941 (see 1592 Barrington) and the other of which housed Chas. Brown Furriers from 1942-1983.

Its architect was Andrew Cobb, one of the city’s most well-known early 20th century architects. Originally from New York, Cobb studied at Acadia University, M.I.T., and the Ecole des Beaux Arts, in Paris. He set up practice in Halifax about 1909, at first in partnership with S.P. Dumaresq, but later on his own.

Cobb designed many buildings in Halifax, including the Acadia Insurance building (1656 Barrington), the old Casino Theatre (now demolished), many buildings at Dalhousie University, and many houses designed in the English Arts and Crafts style. He also collaborated on the highly regarded Bank of Nova Scotia building and the Provincial building, which both face Province House.

Cobb maintained his office in the Tramway building for the first year after its construction and also from 1938 until his accidental death in 1943.

The Tramway building itself is notable as Halifax’s only example of the Modern Neo-Gothic style and as the first building on Barrington Street to use concrete extensively in its construction. Octagonal pillars articulate the facades and culminate in a series of pointed turrets that punctuate the roofline and give the building its castellated, neo Gothic look. The smooth, concrete finish of the pillars accentuates the simplicity of the forms and creates a definite “modern” look that was perhaps, in 1916, ahead of its time.

HRM evaluation notes suggest that the building relates well to the Gothic character of the nearby Church of England Institute (Khyber), and provides a visual anchor to the block in a scale compatible to many buildings in the immediate surroundings.
### 14 Former Tip Top Tailors

1592 Barrington Street

<table>
<thead>
<tr>
<th><strong>Built:</strong></th>
<th>1915</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Style:</strong></td>
<td>Renovated Cubist</td>
</tr>
<tr>
<td><strong>Architect:</strong></td>
<td>Unknown</td>
</tr>
<tr>
<td><strong>Owner:</strong></td>
<td>3000405 Nova Scotia Ltd.</td>
</tr>
<tr>
<td><strong>Designation:</strong></td>
<td>None</td>
</tr>
</tbody>
</table>

In 1915, a fire destroyed the buildings between the Church of England Institute (Khyber) and the corner of Barrington and Blowers Streets. Along with the adjacent Tramway building, this building was constructed in the following year.

Research notes in HRM heritage files suggest that, initially, the building may have been used as a rear entrance for Reardon’s store, which fronted on Argyle Street. By 1935, it was occupied by Dressner’s Ladies Wear. Then, in 1942, Tip Top Tailors moved in.

Tip Top Tailors was a Canada-wide household name in mass produced men’s clothing from the 1920s to the early 1980s. The company started in Halifax in 1921, locating at first in the storefront of the adjacent Tramway building. In 1942 they moved into this building, presumably after it was renovated (see below) and remained here until 1980. There have been a number of other commercial tenants since then, but the name “Tip Top Tailors” is still set in the sidewalk in front of the building in coloured ceramic tile.

Architecturally, the building gives no exterior clue about its 1915 appearance, and is assumed to have been extensively renovated in 1940/1941 prior to its occupancy by Tip Top Tailors. HRM research notes refer to it as the only example of “cubist massing” in the city and as an “excellent example of a small scale attached commercial building in international style.” The building is certainly like no other on the street, and may, at least, be said to have heritage value as one of the earliest examples of Post War Modernist renovation on Barrington. At the same time, however, the building is out of character with its neighbours.
Built for the Church of England Institute in 1888, this building is one of the trio of free-standing, 19th century, institutional buildings that contribute strongly to the late Victorian architectural ambience of this part of the Historic District.

It was designed by architect Henry F. Busch, who also designed many other buildings in Halifax including the Halifax Academy and the Public Gardens Bandstand. Busch was known as the province’s best exponent of the Second Empire style but here, on the Church of England Institute, he chose to work in a highly decorated Gothic mode, retaining only the Second Empire’s trademark mansard roof.

Built of brick, the building’s most prominent feature is an ornate corner oriel window connected to a single engaged column below and a turreted spire above.

Windows are designed in a variety of arched forms and trimmed with elaborate sandstone caps with prominent keystones.

The entrance is set in a slightly projecting centre bay that rises up through the eaves and culminates in a steeply pitched Gothic dormer. Other dormers accent the roofline both on the front and on the south side.

Horizontal articulation is provided by a solid sandstone foundation, a dentiled string course at first floor height, and a prominent, bracketed cornice at the eaves.

The old institute is one of the more intact historic buildings on Barrington Street, having suffered little if any alteration to its exterior.

It is owned by Halifax Regional Municipality and has recently undergone a major roof strengthening to accommodate increased snow loads resulting from the adjacent Neptune expansion, as well as a major interior re-fit to meet fire codes and building standards for public use. It is currently leased to the Khyber Arts Society, a community arts group. It also houses the office of the Heritage Trust of Nova Scotia.
16 City Club

*Other Names*
Neptune Theatre School
1580 Barrington Street

*Built:* 1821/renovated in 1891  
*Style:* Second Empire  
*Architect:* J.C. Dumaresq  
*Owner:* Neptune Theatre  
*Designation:* Municipal Heritage Property

This building is one of the oldest buildings on downtown Barrington Street, dating back to 1821, when it was constructed as a Georgian mansion for the Honourable Simon Bradstreet Robie, who held several high offices including Solicitor General and Member of the Legislative Council.

The City Club, a fashionable retreat for young men from the city’s upper classes, took the mansion over in 1858.

In 1888, the northern part of the Robie Estate was sold to the Church England for construction of the Church of England Institute (1588 Barrington) and, in 1891, the southern portion was sold for construction of the St. Mary’s Young Men’s Total Abstinence and Benevolent Society building (1572 Barrington). In the same year, 1891, the facade of the old Robie/City Club mansion was transformed into the building we see today.

Designed by architect J.C. Dumaresq, the building is comparable in style to the St. Mary’s Glebe House (1508 Barrington), which he also designed in the same year.

Constructed of brick and sandstone, it has a mansard roof and two prominent projecting bays that rise to connect with large roof dormers. The entrance is set between the bays, under a sturdy porch.

Windows are arched and set in the facade in pairs under sandstone hoods with prominent keystones.

The facade is lavishly ornamented with fancy brickwork belt courses and elaborate stone window hoods and window sills.

Like those on the St. Mary’s Glebe House, the dormers are of painted wood, which provides an interesting contrast with the darker brick surfaces of the main walls.

The City Club was acquired by the City of Halifax in the early 1990s, following the fire which heavily damaged the adjacent NFB building. In 1996, it was incorporated into the expanded Neptune Theatre, to which it is now connected, and is now enjoying new life as the home of the Neptune Theatre School.
17 St. Mary’s Young Men’s Total Abstinence & Benevolent Society Hall

*Other Names*

**Former NFB Building**

1572 Barrington Street

| **Built:** | 1891 |
| **Style:** | Second Empire |
| **Architect:** | J.C. Dumaresq |
| **Owner:** | B&G Innkeepers Ltd. |
| **Designation:** | Municipal Heritage Property |

This is the facade of the St. Mary’s Young Men’s Total Abstinence and Benevolent Society building, one of several church related institutional buildings built on this part of Barrington Street in the late 1880s/early 1890s (i.e., the City Club and Church of England Institute buildings next door, and the St. Mary’s Glebe a block away).

The architect was J.C. Dumaresq, who also designed the City Club and the St. Mary’s Glebe in the same year.

In 1907 (at the same time that the adjacent Brander Morris building was constructed), the Benevolent Society building became the Nickle Theatre, Halifax’s first permanent movie house. It continued to be a movie theatre, changing hands several times (the Imperial Theatre, 1941 and, later, the Family Theatre) until it was occupied by the National Film Board.

The building was heavily damaged by fire in the early 1990s, leaving only the shell.

At present, the property is the subject of an agreement between the property owner and HRM whereby the municipality has contributed funds to stabilize the facade and the owner has forfeited the right to demolish or alter it. The future use of the facade and the site, however, is an open question.
18 Brander Morris Building
1566 Barrington Street

Built: 1907
Style: Arts & Crafts (Rustic Gothic)
Architect: Harris & Horton
Owner: 778938 Ontario Ltd.
Designation: None

This site has a long historical association with the furniture trade, going back to 1888, when Brander’s upholstery business occupied the first house in from the corner of Blowers Street, and earlier to 1863, when McEwan and Co., upholsterers and cabinetmakers occupied the second house in from the corner.

By 1898, Brander’s upholstery had become Brander Morris & Co., upholsterers and cabinetmakers, for whom this new building was constructed in 1907. After Brander and Morris ceased operation in 1927, the building was subsequently occupied by Gordon and Keith Furniture (1928), Western Furniture (1958) and Antique Furniture (1981).

The building has a number of very interesting and unusual features that warrant conservation. HRM heritage file material describes it as a “typical commercial building of the era, where the frame ... is expressed and the infill panels are generally window area ... this style or expression ... (being) ... no doubt, a result of economics but ... (also) ... to some degree a result of the broader architectural movement of the day sometimes referred to as the “Chicago style.”

The facade is divided into two “halves”, roughly in a 4-3 proportion which reflects the underlying property configuration and which may reflect the way that adjoining properties were brought together in the Brander Morris partnership. Each “half” is symmetrically designed within itself with a visually balanced window arrangement framed by protruding triangular pilasters, a strong cornice, and centred, triangular pediments. These features give the building a quasi-classical look. Perhaps the most unusual feature, however, is the fact that the facade is made from concrete blocks rusticated to resemble rough stone. There are also some surprising, idiosyncratic details, including beach stones incorporated as decoration in the ovolo moulding of the cornice and as a facing material in the tympanum of the pediment.

The building was restored in 2001 by 778938 Ontario Ltd.
This building was built for James and Robert Farquhar, plumbers, tinsmiths, gas fitters and sheet iron workers, who maintained a store at street level and three floors of workshops upstairs. The firm dealt in electrical supplies, repairs, stoves and kitchen furnishings at this location until 1935. James and Robert were related to James Augustus Farquhar, a sea captain and commission merchant who operated a wharf off Lower Water Street.

The brick building was designed by architect Harris Tremaine, who also designed the Roy building in the same year.

Using a stylized Italianate motif, Tremaine created three tiers of arches above the Barrington Street level, with each tier accentuated by strong horizontal cornices of sandstone and corbelled brick. The arches are arranged in ascending order, with single arches on the second storey, double arches on the third storey, and triple arches on the fourth storey. This theme is carried around the corner in a smooth, wrap-around curve, and is repeated, with variations, on the Blowers Street facade. The whole composition is topped by a prominent dentiled cornice.

When constructed, this building made a strong architectural statement at the Barrington and Blowers street corner, and one can imagine Tremaine envisioning that the Italianate motif might be continued into new buildings on either side.

This did not happen but, across the street some thirteen years later, in 1910, the W.M. Brown building (see 1551 Barrington) would be built with a curved corner that echoed Tremaine’s design.

If the Farquhar building’s street level storefront were refurbished, either closely following the original, or in a sympathetic contemporary treatment that respects the original, the building could once again shine as an outstanding example of Barrington Street’s Victorian commercial architectural heritage.
20 Barrington Gate
1546 Barrington Street

**Built:** 1996  
**Style:** Contemporary Infill/Replacement  
**Architect:** Noel Fowler  
**Owner:** Barrington Street  
  Historical Development Ltd.

Barrington Gate is a contemporary infill replacement structure of six storeys, built in 1996 on the site of the former St. Mary’s Infirmary, a four-storey structure, which burned down in 1995.

The design of the building was approved under a development agreement.
21 St. Mary’s Glebe
1508 Barrington Street

*Built:* 1891  
*Style:* Second Empire  
*Architect:* J.C. Dumaresq  
*Owner:* Roman Catholic Episcopal Corp.  
*Designation:* Municipal Heritage Property

A substantial part of the block bounded by Barrington Street, Spring Garden Road, Grafton Street and Blowers Street has been the heart of the Roman Catholic Archdiocese of Halifax for over two hundred years. It was on the northern section of the block, just below Blowers, that the first Catholic church, a small wooden structure (St. Peter’s), was built in 1794.

St. Mary’s Basilica (originally known as St. Peter’s) was begun in 1820 under Bishop Edmund Burke, lengthened in the 1860s, and finished with an ornate granite facade and a soaring steeple in 1874 under Archbishop Thomas Connolly.

The Glebe was built in 1891 on the site of an earlier dwelling owned by Lawrence O’Connor, the first Roman Catholic lawyer to be admitted to the Nova Scotia Bar. The Glebe is believed to have been designed by J.C. Dumaresq, a noted late-nineteenth century architect, who designed many other buildings nearby on Barrington Street and throughout the downtown.

Constructed of brick, the building has numerous projecting bays, a mansard roof, and varied gabled and tower dormers of cream-painted wood. The facades are accented with sandstone string courses which define the stories and articulate the window heads and sills. Ornamental brickwork on the second storey and at the eaves further enlivens the facade. Corner buttresses, a broad pointed arch portico at the Barrington Street entrance, and pointed arch windows in the dormers reinforce the Gothic mood of the building.

The perimeter of the property at the street corner is defined by a granite knee wall capped by ornamental ironwork. On the Barrington Street side, the perimeter wall flows into the Glebe’s main entrance steps in a graceful curve, drawing the eye into the centre of the main facade.

The Glebe contributes strongly to the historic ambience of the Old Burying Ground precinct, and its ongoing use for its original purpose adds to the historical continuity of the area.

The Glebe also provides a strong historical and architectural link with several other late Victorian institutional buildings which still stand just to the north on Barrington Street - the St. Mary’s Young Men’s Total Abstinence and Benevolent Society building (the former NFB, now standing as a shell only), the former City Club (now Neptune Theatre School), both designed by Dumaresq, and the former Church of England Institute (now Khyber Arts Society), which are brick structures built in the 1888-1891 period.
This cemetery was set apart in 1749, the year that Halifax was founded, as a common burial ground for the inhabitants. Many of the city’s first citizens, their descendants, and men of the British Army and the Royal Navy who were stationed in Halifax are buried here. The cemetery remained in use for almost one hundred years, until 1844. During that period, over 12,000 men, women and children were buried here; fewer than 10% of their graves are marked. St. Paul’s Church became owner of the graveyard in the 1790s, and has maintained it ever since.

A monument to two heroes of the Crimean War - the Welsford and Parker Monument - was erected in the cemetery in 1855. Constructed of sandstone, the monument is in the form of a triumphal Roman arch surmounted by a carved lion. The carving is attributed to George Laing, a Scottish stonemason who, in the eight years that he lived in Halifax, was involved in the construction of many of the city’s finest mid-Victorian buildings.

By the 1980s, frost and vandalism had taken their toll on the gravestones, and the cemetery needed extensive repair. Public and private funds were sought by the Old Burying Ground Foundation to carry out the necessary work. In 1984, a complete record was made of the site. In 1990/91, a landscape plan was implemented, and tilted stones reset. The Welsford and Parker Monument was also restored at that time. The Old Burying Ground fulfils an important role in the cultural heritage of Halifax. It is a reminder of the very earliest days of the settlement, both in terms of the people who lived and died here, and in terms of the original geography of the city - it is situated just outside the original town plot and palisades. The presence of significant institutional buildings in the immediate vicinity, including St Mary’s Basilica and Glebe, Government House and the Old Court House, reinforces the historic ambience of the site.

With its old stone walls, wrought iron railings and many trees, the cemetery functions as a softening element in the urban landscape, providing a quiet place a stone’s throw away from the busyness of the Barrington Street - Spring Garden Road intersection. If Barrington Street is viewed as a heritage axis in the downtown, the Old Burying Ground also functions as a counterpoint to the Grand Parade, both through its historic open space function and its two centuries-old connection with St. Paul’s Church.
23 Old Birk’s Site (Vacant)
Barrington & George Street

Built: N/A
Style: N/A
Architects: N/A
Owner: Halifax Regional Municipality

Prior to 1912, this site was occupied by a number of buildings dating back into the 19th century. These were destroyed by fire in 1912 and replaced by four new buildings, including the Birk’s building (three storeys high at mid block) and the Cragg building (seven storeys high at the corner of Barrington and George, and, at the time, the tallest building in Halifax and the Maritimes). These buildings were demolished in the late 1980s, and the site has been vacant ever since, except for a brief period during the 1996 G7 conference when it was decked over and used as an outdoor pavilion and beer garden. An early 1990s proposal to develop a new commercial building on the site never materialized.

Although the buildings are gone and the site has been turned into a parking lot, it retains heritage value potential from a number of perspectives.

The old foundations may still exist and have archaeological and heritage value as a potential “dig”. A dig should certainly be undertaken before any permanent redevelopment takes place.

The demolition of the buildings has also exposed the back of the adjacent Dennis Building to full public view from the Grand Parade, revealing the ghost forms of earlier buildings embedded in its structure. These ghost forms hold interpretive value, particularly when considered in combination with the archaeological potential of the site.
24 Crowe Building
1729 Barrington Street

Built: 1915
Style: Victorian Traditional Commercial
Architect: George W. Thompson
Owner: Hilltribe Designs Inc.
Designation: Municipal Heritage Property

William Crowe first established his “Raymond Sewing Machine” business at this site in 1884, later expanding into the fabric trade. In 1912, a fire destroyed his building, along with other buildings on the northern half of this block, the fire wall on the adjacent Cabot building (constructed in 1890) being credited with having prevented the fire from spreading further south.

Crowe built this new building in 1915, and continued his business here until his death in 1919. In subsequent years, the building was used by a succession of clothiers including A. Webber Millinery (1921), Paradise Millinery (1922-30), Arcade Ladies Shop (1932-1972) and Fit-Rite Clothiers (1975). The present occupant (Karavan) continues this tradition.

The tall, narrow building is faced with green glazed brick and is, perhaps, the only building in the province so treated.

Granite is used as an accent material on the continuous window sills, on the string courses between the windows, the keystones at the head of the arched windows, and the string course above the third storey windows. White brick is used as an accent in the triple-diamond design at the top of the facade.

The roofline cornice is made of copper. The storefront retains its look from renovations c1950.

Contextually, the building fits well with its neighbours on the southern half of the block, illustrating the commercial life of the street in the late 19th and early 20th centuries. It also supports the setting of the Grand Parade, contributing to the human-scaled containment of that important and historic public open space.
25 Cabot Building
1725/27 Barrington Street

Built: 1890
Style: Victorian Traditional Commercial
Architect: J.C. Dumaresq
Owner: Kenneth Evong
Designation: Municipal Heritage Property

This building was constructed for William Cabot, a dry goods merchant, who occupied the premises for almost fifty years until 1937. Leeds Ladies Wear was at this location through the 1940s, and the building has since housed a series of retail ventures, with professional and business offices upstairs.

The building is of red, rock-faced sandstone.

Triple windows on the second storey are rectangular and joined by a continuous lintel. The central window is of bulls eye glass block.

Windows on the third storey are segmentally arched, with decorative keystones at their heads.

The facade is topped by a cornice and sandstone parapet.

At street level, the storefront has been renovated in a contemporary, heritage panelling style. However, a faithful restoration of the original storefront (or a well-designed variation on it) would work best to bring the building back to its full heritage character and maximize its contribution to the heritage streetscape and setting of the Grand Parade.
26 Kaizer Building

1721 Barrington Street

*Built:* 1895  
*Style:* Arts & Crafts (Rustic Gothic)  
*Architect:* William C. Harris  
*Owner:* Aytar Singh  
*Designation:* Municipal Heritage Property

This building has a long association with the development and practice of dentistry in Halifax in the late 19th and early 20th centuries.

It was built for Edmund P. Ennis, who practised here until the 1920s, by which time the building was known as the “Maritime Dental Parlour”. Ennis was succeeded by dentist Harry Tolson into the 1940s.

The building is faced in a combination of rusticated grey granite, white granite, and yellow glazed bricks, resulting in a highly variegated wall surface.

In style, the building emanates a certain castellated Gothic character through the incorporation of bartizan-like protuberances and a pointed parapet in the design.

The name “Kaizer” is set into the upper storey, just below the parapet; however, research material on file does not explain the origin of this.

Contextually, the Kaizer building relates well to its neighbours, particularly the adjacent G.M. Smith building, and contributes very positively to the historic setting of the Grand Parade. Like its neighbour to the south, however, it could benefit from surface cleaning and restoration of the storefront cornice.
27 G.M. Smith Building
1715 Barrington Street

**Built:** 1893
**Style:** Victorian Gothic/ Art Nouveau
**Architects:** J.C. Dumaresq and H.H. Mott
**Owner:** 778938 Ontario Ltd.
**Designation:** Municipal Heritage Property

This four-storey building was constructed for George M. Smith, a well established dry goods merchant, whose firm occupied it for thirty five years until 1928, after which it was put to use as a showroom for the Nova Scotia Light & Power Company.

From the 1940s to the 1970s it was a clothing store. A major fire occurred in 1950, when it was occupied by Kay’s Department Store.

The building was renovated in 1977 by architects Fowler, Bauld & Mitchell and has since been occupied by various commercial tenants (on the ground floor) and professional offices (on the upper floors).

Designed by architects J.C. Dumaresq and H.H. Mott, this building was one of the last commercial building on Barrington Street to be built of stone. Its unusual design has been described variously as Victorian with Art Nouveau influences and Gothic.

The design is based on a vertical division of the facade into three bays, each two windows-wide, with a large window to wall area ratio.

The centre bay is carried up beyond the roofline, culminating in a gabled parapet, and the verticals which divide the bays also culminate in square finials. These features do give the building a certain “Gothic” character.

The second floor windows are arched, while those on the third and fourth floors are rectangular. The central window on the second storey has the date “1893” carved on its lintel. The centre windows on the upper floors are oriel windows, and have delicate engaged columns set into their mullions.

The exterior stonework combines rusticated and smooth elements which give the wall surface great variety. The exterior stonework was cleaned in 2002 and this building now glows as the centrepiece of a very interesting group of buildings facing the Grand Parade.
28 Government Place Entrance
1713 Barrington Street

Built: 1980’s
Style: Post-Modern
Architect: Lyndon & Lynch
Owner: NS Transportation & Public Works
Designation: None

This arched entry replaced a one storey masonry building constructed in the 1950s which, in turn, replaced an earlier 19th century structure of three storeys.

It leaves the sides of the adjacent buildings significantly exposed and is the only single storey structure on the block.
This registered heritage property is one of the most intact, small scale, mid-Victorian commercial buildings on Barrington Street.

Available records indicate that it was occupied by Alexander’s millinery in the early 1870s, then by William Cleverdon, watchmaker until about 1903. In the 1910s and 20s it was a dry goods store, then a shoe store but, in the 1930s returned to jewellery and watchmaker use with occupancy by Tully Bros and H. Bergman.

Beginning in the 1930s, the upstairs was used as a photographic studio by the famous Nova Scotian marine photographer Wallace McAskill, a use which was continued by Mr. McAskill’s widow until 1964.

Following a period of occupancy by Nelson’s Eye Antiques, the property came to its present owners, G & F. Roberts in the mid-1960s, returning it to use in the jewellery trade.

Architecturally, the building is thoroughly intact, and its storefront, bracketed first storey cornice, Italianate fenestration, ornamental brickwork, and bracketed rooftop cornice stand as exemplars of mid 19th century design. The brickwork ornamentation in particular is outstanding.
30 Foreign Affair
1705 Barrington Street

Built: Mid 19th Cent., modernized 1950’s
Style: 1950’s Modern
Architect: Unknown
Owner: Crafts International Ltd.
Designation: None

The origins of this building have not been researched, but it is most probably contemporaneous with or older than the 1870s buildings on either side.

The building is shown on a late 19th century photograph with a traditional storefront, vertically proportioned upstairs windows, a pitched roof, and small dormers facing Barrington (see HRM file material for 1709 Barrington).

A set of streetscape drawings and property histories for this block was published in The Society for the Study of Architecture in Canada Bulletin in 1980. In that article, the building is described as having been a boarding house, toy store and milliners in 1875; a dressmaker’s in 1879; J. Roy & Co Sewing Machines in 1880; and a “double house” and clothing store from 1893-1910. The article also refers to an 1853 daguerreotype which shows the building with its two dormers existing at that time.

The building was modernized in the 1950s into its present form, with the pitched roof removed, the upstairs windows opened up into a bank of mullioned windows, and the storefront modified in 1950s fashion.

Although modernized and altered from the original, the present-day building has a certain 1950s design integrity which makes it fit well with its neighbours and its surroundings in a quiet and supportive way.

The storefront design remains rooted in tradition, with a recessed entrance, separate door to the upstairs, and a stylized, simplified cornice aligned with that on the adjacent Roberts jewellers building.

The second floor windows, although very much a 1950s creation, retain traditional vertical proportions within the overall horizontally proportioned window opening, and are centred in the facade.

The flat roofline, although not original, and of somewhat lower height than its neighbours, does fit within the overall rhythm of roof heights and building proportions on the block.
31 Old Photographic Studio

1701 Barrington Street

*Built:* 1860’s  
*Style:* Victorian Traditional Commercial  
*Architect:* Unknown  
*Owner:* 2091451 Nova Scotia Ltd  
*Designation:* None

For many years after it was built, this elegantly proportioned building located at the corner of Barrington and Prince Streets was home to a series of retail stores on its ground floor and a series of photographers’ studios on upper floors.

Stores included a milliner (1860s), Evans Dry Goods (1870s), Stimpson’s Grocery (1880s), Drake’s Grocery (1890s), Jacques Clothiers (1900s), Stephens Clothiers (1910s), Condon’s Men’s Wear (1910s - 1950s), and Neima’s Jewellery (1950s - 1970s).

Photographers included Millman & Ray (1880s), D. Ferguson (1880s), Beaumont Moss (1890s), C.H. Climo (1900s), L.G. Cox (to 1930s), and J.D. Gallant (to 1947). Some of these, particularly Moss and Climo, were well known for their portraits, examples of which are preserved at P.A.N.S.

In more recent decades, the ground floor has been occupied by fast-food restaurants and the upper floors by personal service uses and apartments.

Architecturally, the building speaks both of its mid-Victorian origins and of its adaptation to changing commercial uses. The upper floors retain their original arched windows and stone sills, and the exterior is finished in pink stucco.

The ground floor, however, is highly altered, with a combination of split block cladding in mixed colours, horizontally proportioned windows, out-of-character signage, and an exposed, bare metal exhaust vent running up the Prince Street side of the building. A traditional roofline cornice has been replaced in modern times by bare aluminum flashing. These alterations do not enhance the look of the building and they diminish the quality of the streetscape on this most significant corner, opposite St. Paul’s Church.

The building should be restored. References for restoration (showing what the building once looked like) include streetscape drawings from the 1982 Barrington Street Revitalization Study, a late 19th century photograph published in *Trans & Tracks*, a history of the Halifax streetcar system by Russ Lownds, 1990, and photo collections at the NS Museum and NS Archives.

One vestige of the original storefront still exists in the form of an engaged column at the corner of the building.
32 Former Eatons Store

Other Names
Johnston Building
Centre For Craft & Design
1683 Barrington Street

Built: 1928
Style: Beaux Arts
Architect: S.P. Dumaresq (upper floors)
Owner: NS Dept. of Supply & Services
Designation: None

Built for Eaton’s in 1928, this building is significant in that it was the first location of a Central Canadian department store in Halifax and Nova Scotia and was the consecration of Barrington Street as the major shopping street in the city. At the time, it was the largest retail store in the city centre.

HRM research notes (from 1982) indicate that it is not clear how many floors the building originally had or if any were added later. The first two floors on Barrington and the first three on Granville are designed in the typical Eaton’s manner used in other Canadian cities. The top floors are assumed to have been designed independently by S.P. Dumaresq, the local architect who worked on the project, as the brickwork is similar to his other work at this time (the Maritime Command building and the Halifax Infirmary on Queen Street).

Stylistically, the building can be placed in the early 20th century Beaux Arts school, where classical motifs were used as decorative elements on otherwise modern buildings.

The first floor is of stone, with large display windows fronting both on Barrington Street and Prince Street (where they are stepped down the hill). The second floor features a series of roundheaded windows, grouped in threes and arranged as a rhythmic arcade above the storefronts. Classical emphasis is given to the arcades through the use of engaged columns dividing the windows one from the other, and through the use of a simplified, dentiled cornice at the top of the second floor.

These features give the building a solid visual base, relating it well to the human scale at street level. The upper floors are designed in a more modern fashion, with rectangular windows and a somewhat harder-edged, rectilinear articulation of the facade.

Contextually, the building relates well to its neighbours and to the street. The arched windows echo those on the adjacent Colwell building and the St. Paul’s building directly across the street, and the second storey cornice helps to reduce the apparent scale of the building in relation to its immediate three-storey neighbours. Eaton’s moved out of the building in the 1960s, relocating to a suburban shopping mall. It was occupied subsequently by Woods department store, until the late 1970s, when it was purchased by the Provincial Government for use as offices. This re-use of the building has been beneficial in that it has involved no substantial change to the architecture, has kept people working downtown, and has given the NS Centre for Craft and Design a strong exposure on the street.
33 Colwell Building
1673 Barrington Street

Built: circa 1871
Style: Mid-Victorian Italianate
Architect: Unknown
Owner: Andscott Holdings
Designation: Municipal Heritage Property

This handsome stuccoed brick building was built about 1871 and has remained substantially intact into the present day.

In the 1890s, the double storefronts were occupied by Bon Marché Milliners on one side and Reynolds Gentlemen’s Furnishing on the other, while the Halifax Commercial College occupied the upper floors.

Colwell Brothers luxury clothing store moved in 1901 and occupied the building until the late 1970s.

Architecturally, the building is an excellent example of the mid-Victorian, Italianate style. Round-headed windows are placed rhythmically in the facade and joined by continuous brick mouldings that give the impression of an elegant arcade.

At the roofline, the original dentiled and bracketed cornice remains intact, although it needs repair and restoration. For many years the name “Colwell Building” was affixed to the centre of this cornice but this has been removed for safety reasons within the past five years.

At street level, the two storefronts are also substantially intact, retaining their recessed entrances, dentiled cornice and traditional narrow signband.

Overall, the Colwell building is an important element of the commercial heritage of Barrington Street and, with its excellent state of architectural integrity, sets an exemplary tone for the street.
34 Buckley’s Building

Other Names
United Bookstore
1667/69 Barrington Street

Built: 1897/1919/1928
Style: Victorian Traditional Commercial
Architect: Unknown
Owner: United Bookstores Ltd.
Designation: None

This building is associated with the celebrated firm of druggists, Buckley Bros., which, through family ties, goes back to the “Medical Hall” of Dr. Avery and his Maritimes-wide operation of wholesale drugs manufacturing, importing and distributing in 1824. Buckley Bros., may be most well-renowned for their “Buckley’s Cough Mixture” product.

After moving into this building about 1890, the firm also opened a store across the street, at 1684 Barrington in what is now known as the “St. Paul’s Building” after that new building was constructed in 1897.

Both stores continued in operation on Barrington Street well into the 20th century, and the firm still has premises on Jubilee Road.

Architecturally, the building relates well with the adjacent Colwell and Johnson buildings and other similarly scaled buildings across the street.

Its storefront has substantially retained its original character, with a deeply recessed entrance, base panelling below the display windows, and narrow signboard and fascia above.

The upper storeys also appear substantially intact. The second floor windows could be enlargements of the original window openings (compare the third storey) but are still in keeping with the original, by virtue of their vertical proportions and rhythmic placement. The third storey windows are intact, as is the prominent cornice at the roofline.

The name “Buckley’s” still remains affixed at the top of the building.
**35 Johnson Building**

*Other Names*

**Little Mysteries**
1663 Barrington Street

<table>
<thead>
<tr>
<th><strong>Built:</strong></th>
<th>1890</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Style:</strong></td>
<td>Victorian Traditional Commercial</td>
</tr>
<tr>
<td><strong>Architect:</strong></td>
<td>Unknown</td>
</tr>
<tr>
<td><strong>Owner:</strong></td>
<td>Singh Enterprises Ltd</td>
</tr>
<tr>
<td><strong>Designation:</strong></td>
<td>None</td>
</tr>
</tbody>
</table>

This three storey brick building is known as the Johnson building because of its association with Thomas Johnson, a jeweller whose firm operated on Barrington Street for over one hundred years, from 1871 to 1980.

The Johnson premises were originally located further down the street, between George and Duke Streets. They moved into this building some thirty years after its construction, in about 1920.

The building fits well in its mid-block setting as part of a trio of adjacent, similarly scaled, late 19th century buildings (the old Buckley’s and Colwell Brothers buildings) although, of the three, it is the one which has been most altered from the original.

As is common along the street, the upper floors give the clue to original character.

On the third storey, the building is substantially intact, and retains its original roofline cornice and three, evenly spaced, arched windows.

The second storey also originally had three arched windows connected by a decorative belt course joining the window heads across the width of the building. This design feature has been undone, however, by the insertion of a picture window cut into the belt course.

Streetscape drawings from the 1982 Barrington Street Revitalization Study show that the ground floor facade was originally divided into a traditional storefront, with the entrance recessed between two display windows, and a side door leading to the upstairs apartment .... much the same as the adjacent United Bookstore storefront. The original storefront cornice and narrow signband was also still in place, providing continuity with the signage on the United Bookstore and Colwell’s buildings.

Since 1982, the storefront has been significantly re-modelled, however, with the central door relocated to the side; new and larger display windows installed; and the cornice and signband removed and replaced with a larger sign occupying the entire wall space between the store windows and the second floor window sills.

The heritage character of the streetscape would be enhanced if, at the very least, the storefront cornice and signband were reconstructed, and the overall scale of the sign reduced, to restore continuity.
James E. Roy had a prosperous piano and organ manufacturing business in Halifax at the end of the 19th century and was also active in real estate. He built not only the Roy building, but the Tramway building as well (1598 Barrington) and was financially involved in other properties on the street.

In her book *Architects of Nova Scotia*, Maud Rosinski notes that “in 1896, entrepreneur J.E. Roy took ... (architect Harris S. Tremaine) ... on an extensive trip to gather ideas for an immense building with four stores on the ground floor, five storeys of offices on Barrington Street and six storeys on Granville Street.” (Harris Tremaine also designed the Farquhar building at 1558 Barrington in the same year).

The first phase of the building, two storeys high, was constructed in 1897. After a fire in 1918, the building was rebuilt in 1919 with an additional two storeys under the guidance of architect Andrew Cobb (see also 1598 Barrington, the Tramway building). Two further storeys, for a total of six, were added in 1928.

While the six storey building presents a fairly massive face to Barrington Street, there are small scale elements of its facade design which moderate its massiveness and add visual interest.

The facade is divided vertically into three broad bays, with rhythmic 4-(3-1-3)-4 fenestration on the upper levels. The end bays (four windows wide) are defined by a slight forward projection of the wall surface.

The entrance is centrally located in a tall arch that rises to the second storey, the lines of which are carried upward to a curved parapet at the roofline. This parapet proclaims the dates of construction (1897, 1919, 1928) in carved lettering. A corbelled brick cornice at the roofline echoes the original second storey cornice line four floors below.

As in many other buildings on Barrington, the original storefronts on the Roy building have been altered in ways which do not enhance its heritage character. There have also been alterations to the main entrance (window infilling) that have diminished its architectural effect. If the original storefronts and entrance were restored, the building would look very much better, and could considerably improve the overall appearance of this section of the street.
37 D’Allaird Building

Other Name
Vogue Optical
1645 Barrington Street

Built: circa 1950’s
Style: Late Art Deco
Owner: Belvedere Holding Corp. (Charlottetown, PEI)
Designation: None

There is no readily available information in HRM files about the history of this building.

It consist of two distinct parts - a three storey lower section, of sandstone, and a two storey upper section, of concrete block.

A photograph taken in 1945 shows an earlier three-storey building (D’Allaird) which stood on this site. The evolution of the present building has not been researched but the building appears to be a renovation of the D’Allaird building.

The lower section of the present building has stylistic elements which echo those of the earlier Art Deco Zellers store directly across Sackville Street and suggest a deliberate attempt on the part of the architect to fit the renovated building in with its neighbour. Similarities include window clusters accentuated by simple pilasters, and stylized “swag” ornamentation above the windows and at the third storey roofline. The use of herringbone brickwork between the storeys is a more modern decorative touch, however.

The upper section of the building is of concrete block, has different fenestration than the lower section, and appears to have been added at a later date (1960s?).
38 Zellers Building

Other Names
Discovery Centre
1593/95 Barrington Street

Built: Opened 1939
Style: Art Deco
Architect: Gratton D. Thompson
Owner: 1595 Visitors Centre Ltd.
Designation: None

One of the interesting features of Barrington Street is that its buildings span a variety of eras and styles, from the late 19th century to the present day. One such style is the Art Deco style, which was current in the 1920s and 1930s.

According to the American National Trust for Historic Preservation publication What Style Is It?, Art Deco was a style that “strove for modernity and artistic expression to complement the machine age” and its ornamentation consisted largely of “low relief geometric designs, often in the form of parallel straight lines, zigzags, chevrons and stylized floral motifs ...... this ornament could be rich, varied and handcrafted or reduced to the merest suggestion for efficient machine production ... concrete, smooth-faced stone and metal were characteristic exterior architectural coverings, with accents in terra cotta, glass and coloured mirrors ...... forms were simplified and streamlined, and a futuristic effect was often sought.”

The former Zellers building is the best example of the Art Deco style in HRM.

Three storeys high and constructed of sandstone, the building occupies the western end of the block bounded by Barrington, Sackville and Granville Streets. Its Barrington Street facade is divided into a 2-5-2 window arrangement, which is subtly accented on the upper storeys by stylized pilasters and a slightly projecting roofline parapet. A decorative band of parallel lines and floral motifs divides the ground floor from the upper floors, and there are similar geometric motifs above the second storey windows and in a continuous band at the roof line.

Streetscape drawings from the 1982 Barrington Street revitalization Study indicate that, when Zellers occupied the building, it had a wide, recessed entrance set in the centre bay, with flanking display windows on both sides. This arrangement has been altered over time, however, as the building has gone through a number of use changes.

The former Zellers store makes a considerable contribution to the character of the downtown Barrington streetscape. In the Halifax context, it is a rare example of the Art Deco style and warrants consideration for individual heritage property designation in its own right.
The Keith building is one of several magnificent Romanesque Revival, early Chicago Style buildings built on Barrington Street in the late 1890s.

Commissioned by the firm of Gordon and Keith, dealers in house furniture, carpets, pianos and organs, the building was designed by architect William Tuff Whiteway, who had practised previously in Vancouver’s Gastown and in St. John’s Newfoundland.

Whiteway’s design features a highly articulated facade comprised of a series of tall Romanesque arches reaching to the third storey, a profusion of small, flat-headed windows at the fourth storey, and a wide frieze of decorative brickwork at the roofline.

The composition is divided asymmetrically into two bays, three arches wide and one bay, five arches wide, separated by an entrance bay of slightly taller arches that reach up to the top storey.

The vertical divisions of the facade are emphasized by sandstone pilasters, and the horizontal divisions by a series of decorative, terra cotta panels at third floor level, the rhythmic repetition of arches across the width of the building at fourth floor level, and the strong horizontal line of the frieze at the roofline.

The upper levels of the facade are intact, and retain all of their original decorative and textural details. The street level, however, has been highly altered by storefront renovations.

If the storefronts were restored, the building would regain its full heritage value and maximize its potential to contribute to the renaissance of the street.

The Keith Building was extensively damaged by Hurricane Juan in 2003 and, in late 2005, the upper floors remain vacant. The building is in serious need of restoration and rehabilitation.
Part of the heritage value of the Old Paramount Theatre Entrance lies in the fact that it is the one remaining movie theatre space still in existence in the downtown. Others such as the Capitol, have long since been demolished.

The main body of the old theatre occupied the south-eastern half of this block, abutting Granville and Sackville Streets and was converted into retail space for Mountain Equipment Co-op in 1999.

The theatre entrance opened onto Barrington Street through this narrow frontage between Sievert’s Cigar Store and the Green Lantern Building.

The old theatre entrance is now occupied by the Random Play CD store and, in 2005, the upper floors were converted for use by the Nova Scotia Community College, with access from the rear entrance abutting Granvill Street. Although these are active uses occupying the building, its exterior remains in a very run down condition and is need of restoration.
41 Sievert’s Cigar Store
1573 Barrington Street

Built: Before 1907
Style: Victorian Traditional Commercial
Architect: Unknown
Owner: Craig E. Sievert
Designation: Municipal Heritage Property

This building is home to the longest running business on old Barrington Street and is further distinguished by the fact that it is the only remaining wooden building facade on the street.

L.E Sievert moved into the building as a tenant in 1907. His son bought the premises in the 1950s and the store is now operated by Craig Sievert, the grandson of the original owner.

The prior history of the building has not been researched but, from its appearance, it seems likely that the building was constructed in the early part of the 19th century.

The store is a period piece inside and out. On the interior it retains its original pressed tin ceilings, wooden tongue and groove wall panelling, and period counters and display cases. The exterior is also substantially intact, although it has likely undergone some simplification and reduction of detailing in its lifetime.

In traditional Maritime Vernacular fashion, the building has wood shingle cladding and wide, wooden cornerboards. Windows are plainly trimmed. The upper facade is finished with a bracketed cornice and large, carved consoles, framing what appears to be either a wide signband or the remains of a more elaborate cornice, now covered in asphalt shingles.

The storefront, however, is intact. Framed in wood, it has a recessed entrance for the store and a separate entrance for the upstairs apartments. The store windows are set over panelled baseboards, and are divided in, traditional fashion, into large display windows and upper transoms. The doors are of wood and also have transom windows above. The storefront composition is framed by wide wooden pilasters, a simple, moulded cornice, and large wooden brackets. There is also a pull-out awning, one of the few traditional awnings remaining on the street.

Overall, Sievert’s is a remarkable vestige of an earlier time, and its existence in the heart of the city, only a block or two from multi-million dollar office towers on the same street, is something that gives Barrington Street a unique flavour.
42 Star Anise Restaurant
1571 Barrington Street

_Built:_ 1920  
_Style:_ Victorian Traditional Commercial  
_Architect:_ Unknown  
_OWNER:_ Giannoulis Stavros  
_Designation:_ None

This brick building fits in with its older neighbours, Fireworks Gallery to the south and Sievert’s Cigar Store to the north.

Its upper storey is relatively intact, with three, evenly spaced windows and a simple, gabled parapet at the centre of the facade. The brickwork is plain, but there are three soldier courses and some corbelling above the windows which add texture to the wall surface. The coping at the top of the wall is deteriorated, but could easily be re-instated.

Streetscape drawings from the 1982 Barrington Street Revitalization Study indicate that, when the building was occupied by the Canadiana Restaurant, it had a traditional storefront with a recessed commercial entrance and a separate entrance to the upstairs. Modern renovations have combined the two entrances into one and obscured the original storefront.

The opportunity exists to restore the recessed storefront along the original lines and to clean the second storey brickwork to more fully reveal its decorative value. If this were done, the building would considerably enhance the heritage character of this part of the street.
43 Fireworks Gallery

**Other Names**

Mary McAlpine Building
1569 Barrington Street

**Built:** 1907  
**Style:** Victorian Traditional Commercial  
**Architect:** Harris & Horton  
**Owner:** Judith Anderson-Little  
**Designation:** None

The history of this building has not been researched. An old photo hanging in the store, and probably taken in the late 19th century, shows a three-storey building with a bell-cast mansard roof and window arrangement very similar to the present. This may or may not be the same building.

Built of brick, the building is plain and unassuming in its overall scale and style, but nevertheless contains some interesting decorative elements.

Its storefront surround has quasi-classical components, including side pilasters with stylized capitals, the suggestion of an entablature formed by a moulded wooden hood over the storefront windows, and a dentiled brickwork frieze separating the first and second storeys. The storefront has a traditional recessed entrance, wood-framed display windows and stained glass transoms, and the door is of wood with a full, three-quarter length glass panel.

The second storey has three windows with chambered stone sills and slightly arched heads set beneath flared brick lintels; the centre window is slightly wider than the flanking windows, and matches the width of the entrance immediately below. The brickwork on the second storey is laid in wide courses resembling stone. These features are all accentuated by a paint scheme which distinguishes the ornamental features from the main wall surface.

Although it is relatively humble compared with some of Barrington Street’s more distinctive architectural constructions, this building is of equal interest when viewed from the point of view of the overall commercial heritage of the street.

Historically, it represents the small scale, owner-occupied enterprises in which downtown Barrington Street had its beginnings and of which there are now only a few remaining examples.

In terms of its contribution to urban character, the building relates well to the human scale, presents a warm and intimate face to the street, and provides contextual support for the more elaborate buildings located nearby. Its signage is particularly attractive and effective, and serves as an excellent model for the successful integration of commercial signage and historic architecture.

According to the manager of Fireworks Gallery, this site was home to Cooley’s Jewellery Store in the 1890s. Fireworks has been here since 1980.
44 Carsand Mosher
1565 Barrington Street

*Built:* 1961  
*Style:* 20th Century Modern  
*Architect:* C.D. Davison  
*Owner:* Carsand Mosher Photographic Ltd.  
*Designation:* None

This building is an example of mid 20th century, low-rise commercial architecture.

While its horizontal design emphasis and predominantly aluminum and glass exterior contrast with the vertical design emphasis and masonry exteriors of its older neighbours, it is of similar building height, has recessed storefronts that reflect the tradition on the street, and is a typical representative of its particular style.
45 W. M. Brown

Other Names
Gabriels/Hudsens/Renaissance
1551 Barrington Street

Built: 1910/11
Style: Edwardian Commercial
Architect: R.A. Johnson
Owner: Alshebri Realty Ltd.
Designation: Municipal Heritage Property

This building, now under single ownership, was originally two separate properties. The section next to the old YMCA was built for John Taylor MacDonald, a druggist; the corner section was built for W.M Brown, an old established manufacturer of confectionery.

MacDonald ran his store until 1913, when it was taken over by McGillivray’s Pharmacy. Fry’s Drug Store moved in 1925, followed by Basil Winters Mens Wear in 1940. Clyde Eisnor’s Men’s Wear took over in 1952. Clyde Eisnor was also president of the Capitol Theatre, which stood on the next block to the south, on the site of the present MTT office tower.

Brown occupied the corner building until 1919, followed by other confectioners until 1930, when it was taken over by John Gabriel & Sons, watchmakers & jewellers.

Both buildings were designed by architect R.A. Johnson, who was active in Halifax from 1902 - 1949.

The three-storey brick building fits well on its corner location, and was deliberately designed with a rounded corner to reflect the architecture of the Farquhar Building which stood (and still stands) diagonally opposite on the corner of Barrington and Blowers Streets (see 1558 Barrington).

The building is architecturally intact on its upper storeys, which feature a rhythmic arrangement of windows, stone window sills, brick quoins, and a corbelled frieze and bracketed cornice.

The street level storefronts have been altered from the original over the course of their history but, following renovations made in 1997, now have an interesting contemporary “heritage” look that is reasonably complementary to the architectural style of the building.
46 Pacific Building

Other Name

Former YMCA

1537 Barrington Street

Built: 1911
Style: Neo-Classical
Architect: Jackson & Rosencrans (NY)
Harris & Horton (Local)
Owner: 3056938 Nova Scotia Ltd.
Designation: Municipal Heritage Property

Constructed in 1911 for the YMCA, this brick building was designed by architects Jackson & Rosencrans of New York, who also designed YMCAs in Ottawa, Winnipeg and Montreal.

Although the building exterior has been significantly altered on the ground floor, the essence of the original architectural design can still be seen by looking up to the second, third and fourth storeys.

One of the interesting features of the building is that its main facade is finished in white glazed terra cotta. The facade is divided into three, vertically proportioned bays, with the centre bay recessed behind a low balustrade at first floor level. Corners are strongly articulated by coursed terra cotta quoins.

The second storey windows are roundheaded, and the vertical arrangement of windows in each bay is subtly framed and emphasized by surface panelling.

Originally, there was a prominent storefront cornice spanning the width of the building at the first floor level above tall display windows, the main entrance was recessed and framed by paired classical columns (which may still exist under the veneer of modern alterations), and there was a prominent dentiled cornice at the roof line.

The old YMCA is an important link with the mixed institutional/commercial history of this part of Barrington Street, and is an excellent expression of the architectural styles that were in vogue for institutional buildings in the early 20th century. Restoration of the original entrance, display windows and storefront cornice would considerably enhance the appearance of the building and the visual amenity of the street, and could be the keystone for completion of the visual upgrading of the immediate neighbourhood.
The Freemason’s Brotherhood in Halifax has roots which go back to the earliest days of the settlement, the first lodge having been established in 1750 by Governor Edward Cornwallis and others. Various lodge buildings were established over the years, including one which stood on this site from 1875 until it was demolished in 1914. The present building was constructed in 1924.

Designed by architect S. P. Dumaresq, the building is a remarkable early 20th-century interpretation of traditional classical elements combined with modern effects. Constructed of brick, with ornamentation on the front facade executed in sandstone, the building occupies the entire end of the block bounded by Barrington, Salter and Granville Streets.

The front facade has a strong classical composition. Six sandstone pilasters surmounted by a frieze and entablature divide the facade into five bays, creating a classical temple effect. The central bay is accentuated by double pilasters.

At ground level, the visual focus is a central entrance framed by massive pillars and columns which support an entablature and balustrade. The second floor windows are tall and roundheaded and trimmed with plain sandstone surrounds and central keystones. The central window on the second floor is deeply recessed and more ornately trimmed, adding to the compositional effect of the central bay above the entrance. The third level has no windows but is defined by five medallions symbolizing the Masonic Order. It is interesting to note that the third floor continues above cornice height to accommodate the high ceilings in the meeting rooms while retaining proper classical proportions for the facade. The well-ordered fenestration is continued around the side of the building along with a less elaborate version of the frieze and cornice, providing visual interest on the slightly less public face.

The Freemason’s Hall fits well with the adjacent Pacific (former YMCA) Building, which was built some fifteen years earlier, and echoes some of its design elements, including round-headed windows on the second floor, and a recessed bay above the entrance. The two buildings together form a solid architectural unit which gives considerable architectural interest to the southern end of the Barrington St. commercial area.
St. Matthews is the site of the first dissenting Protestant church in Canada. The congregation is the oldest in the United Church of Canada. After fire consumed an earlier pioneer meeting house in 1857 on a different site (Mathers Meeting House, corner of Prince & Hollis), the St. Matthew’s congregation commissioned a new church on this site. The competition was won by the firm of William Thomas & Sons.

William Thomas came to Canada from England as an experienced architect in the 1840s. He first settled in Toronto and, along with his sons William and Cyrus, designed many churches in Ontario. The design for St. Matthews was undertaken by Cyrus, who also designed the Spring Garden Road Courthouse and several buildings on Granville Street at about the same time.

The church is built in Victorian Gothic style with a steeply pitched roof, a buttressed nave, and a tall, buttressed steeple. The windows are archetypal Gothic compositions featuring graceful pointed arches and intricate foil and cusp designs in stained glass. The Gothic composition of the front elevation facing Barrington Street is re-enforced by tall, upward-thrusting finials at the building corners and by finials and crenellations atop the tower.

The church is constructed of brick with a stuccoed exterior. The church has numerous local historical associations, having been attended by many notable Haligonians, including various Lieutenant Governors who lived just next door at Government House.

St. Matthews is an important element in the ensemble of institutional buildings and open spaces situated near the intersection of Barrington Street and Spring Garden Road. Along with Government House, St. Mary’s Basilica, St. Mary’s Glebe, the Old Courthouse and the more modern buildings of Dal Tech (formerly T.U.N.S.), it faces and overlooks the Old Burying Ground and contributes strongly to the heritage character and visual beauty of the area.

Also, the St. Matthews steeple provides an important visual punctuation to the southward view along Barrington Street from within the commercial district, and counters the overwhelming mass of the adjacent Maritime Centre office tower.
This was the third Government House to be built in Halifax, and was begun in 1800 at the urging of Governor Sir John Wentworth, who maintained that the residence in which he was living (situated where Province House now stands) was “in danger of falling into the cellar.”

Sir John had come to Nova Scotia as a Loyalist and was a member of a wealthy and influential New England family with connections to the landed gentry in Yorkshire, England. Historians have surmised that, when choosing plans for the new building, he most probably took design ideas from contemporary architectural publications such as *A Series of Designs for Country Seats* and from country houses designed by John Carr, the architect for the family estates in Yorkshire. To supervise the construction he appointed Isaac Hildrith, a well-respected, Yorkshire-born master builder and surveyor who was known for his previous work on the Shelburne Anglican church and the Shubenacadie Canal survey.

Government House is built of Nova Scotia freestone and other local materials, along with bricks imported from England and slate from Scotland.

In style, the hip-roofed dwelling adheres to neo-classical, Palladian ideals and consists of a well-proportioned central form of three-stories, flanked by smaller two-storey wings. On the lower storey, the stonework is rusticated, in contrast with the smooth masonry of the upper storeys. The front and rear facades are divided symmetrically into five bays with evenly spaced windows. The ground floor windows are set in blind arches, while the upper windows are rectangular. Distinction between the second and third stories is created by the use of smaller, square windows on the top floor. The east facade faces Hollis Street across a broad lawn and is ornamented with classical pilasters rising above the first storey. A neo-classical portico with paired columns and a curved staircase gives visual focus to the central doorway. On the west facade, the lateral wings are extended and bowed toward Barrington Street. A semicircular driveway draws the eye to the entrance, which is now used as the main entrance and which is emphasized by a graceful, neo-classical porch. The entire site is contained within stone walls.

In her book *Georgian Halifax*, Elizabeth Pacey describes Government House as “Canada’s oldest government executive mansion and a fine and pure example of Georgian style ... (which) ... combines the dignity of history and the value of a priceless architectural treasure.”
By-law H-500

Heritage Conservation District
(Barrington Street) By-law
I HEREBY CERTIFY that this is a true copy of the Barrington Street Heritage Conservation District Bylaw which was passed by a majority vote of the Council of the Halifax Regional Municipality at a duly called meeting on the 16th day of June, 2009.

GIVEN under the hands of the Municipal Clerk and under the Corporate Seal of the Halifax Regional Municipality this _____________ day of _____________________, 2009.

_________________________
Julia Horncastle
Acting Municipal Clerk
## CONTENTS

1. **SHORT TITLE** ........................................................................................................... 1

2. **CONTENT, SCOPE, INTERPRETATION AND COMPLIANCE WITH OTHER BY-LAWS** .......................................................................................................................... 1

3. **DEFINITIONS** ........................................................................................................... 2

4. **REQUIREMENT FOR CERTIFICATE OF APPROPRIATENESS**
   - Types of development requiring a Certificate of Appropriateness .......................... 3
   - Types of development not requiring a Certificate of Appropriateness .................... 3

5. **ADMINISTRATIVE PROVISIONS**
   - Administration by Heritage Officer ...................................................................... 4
   - Requirement for application .................................................................................. 4
   - Application Process .............................................................................................. 4
   - Content of application .......................................................................................... 4
   - Notice to applicant regarding completeness of application ................................. 5
   - Conformity with Conservation Standards & Design Guidelines ............................. 5
   - Non-substantive Applications ................................................................................. 5
   - Heritage Impact Statement .................................................................................. 5
   - Demolition applications require Public Hearing and Council Approval ................. 5
   - Issue of certificate of appropriateness within thirty days (if no public hearing) ..... 5
   - Issue of certificate of appropriateness following public hearing for demolition ....... 6
   - Conditions on certificate of appropriateness ....................................................... 6
   - Right to appeal ....................................................................................................... 6
   - Expiration of certificate of appropriateness ......................................................... 6

**SCHEDULE A**: Heritage Conservation District Boundary Map ......................... 7

**SCHEDULE B**: Heritage Building Conservation Standards ............................... 8

**SCHEDULE C**: Content of Heritage Impact Statements ........................................ 9
HALIFAX REGIONAL MUNICIPALITY  
BY-LAW No. H-500  
RESPECTING THE ESTABLISHMENT OF A HERITAGE CONSERVATION DISTRICT ON BARRINGTON STREET

BE IT ENACTED by the Council of the Halifax Regional Municipality, under the authority of the *Heritage Property Act*, R.S.N.S. 1989, Chapter 199 as follows:

SHORT TITLE

1 This by-law shall be known as By-law No. H-500 and may be cited as the Heritage Conservation District (Barrington Street) By-law.

CONTENT, SCOPE, INTERPRETATION AND COMPLIANCE WITH OTHER BY-LAWS

Content

2 (1) Schedules “A”, “B”, and “C” attached to this by-law are hereby declared to form part of this by-law.

Scope

(2) This by-law shall apply within the Barrington Street Heritage Conservation District, the boundaries of which are shown on Schedule A, Barrington Street Heritage Conservation District Map.

Interpretation of Heritage Conservation District boundary

(3) The boundary of the Heritage Conservation District, as shown on Schedule A shall be determined as follows:

(a) where the boundary is indicated as approximately following a property line, the boundary shall follow such property line;

(b) where the boundary is indicated as following a street or highway right-of-way, the boundary shall be the edge of such street or highway right-of-way;

(c) where any building or structure encroaches into the street or highway right of way, the building or structure is deemed to be wholly within the District.

Compliance with other By-laws

(4) This by-law does not exempt any person from complying with the requirements of all other by-laws or regulations in force within HRM.
DEFINITIONS

3 (a) “Act” or “Heritage Property Act” means the Nova Scotia Heritage Property Act, Chapter 199, RSNS, 1989 as amended.

(b) “Certificate of Appropriateness” means the document by which the Heritage Officer certifies that a proposed development conforms with the requirements of this by-law.

(c) “Conservation Plan” means the Barrington Street Heritage Conservation District Revitalization Plan.

(d) “Conservation Standards” means the Heritage Building Conservation Standards included in Schedule B of this by-law.


(g) “Development” means any erection, construction, alteration, replacement, reconstruction, rebuilding, restoration of or addition to any building or structure, and includes the demolition or removal of buildings or structures, and the construction, erection or placement of signs, fences, walls and utility structures.

(h) “Existing” means in existence on the date of adoption of this by-law.

(i) “Heritage Advisory Committee” means the Heritage Advisory Committee of the Halifax Regional Municipality (HRM).

(j) “Heritage Impact Statement” means a study prepared by an architect or other design professional to indicate if any heritage resource will be impacted by a specific proposed development or site alteration, and which can also demonstrate how the heritage resource will be conserved in the context of redevelopment or site alteration, and in which mitigative or avoidance measures, or alternative development or site alteration approaches may be recommended.

(k) “Heritage Officer” means the person or persons appointed by the Halifax Regional Municipality (HRM) to administer the Barrington Street Heritage Conservation District Revitalization Plan and By-law.

(l) “Regulations” or “Heritage Conservation Districts Regulations” means the Nova Scotia Heritage Conservation Districts Regulations 138/92 as amended made pursuant to the Act.
REQUIREMENT FOR CERTIFICATE OF APPROPRIATENESS

**Types of development requiring a Certificate of Appropriateness**

(1) A Certificate of Appropriateness shall be required for the following types of development:

(a) new buildings;

(b) additions to existing buildings;

(c) demolition or removal of any building or structure;

(d) exterior alteration of the facade of existing buildings or structures, including, but not limited to any alteration to storefronts, upper facades, windows, doors, cladding, trim, cornices, parapets, roof, chimneys, foundation, awnings, canopies, balconies, exterior steps or stairs, and exterior paint colour;

(e) signs, except for those listed in section 4(2)(b);

(f) awnings and canopies;

(g) fences;

(h) utility structures including but not limited to fuel tanks, mechanical or electrical equipment, satellite dishes, etc.

**Types of development not requiring a Certificate of Appropriateness**

(2) A Certificate of Appropriateness shall not be required for the following types of development:

(a) temporary structures incidental to construction, maintenance or repair;

(b) signs excluded from the requirement for a development permit under the Downtown Halifax Land Use By-law.

(c) maintenance and repair of existing buildings or structures including existing signs, fences, and utility structures provided such are not altered and remain substantially the same as before the maintenance or repair.
**ADMINISTRATIVE PROVISIONS**

**Administration by Heritage Officer**

(1) This by-law shall be administered by the Heritage Officer.

**Requirement for application**

(2) No person shall undertake any development in the District unless a Certificate of Appropriateness has been issued by the Heritage Officer or section 4(2) applies.

**Application Process**

(3) Applications shall be submitted to the Municipality in accordance with applicable building and development permit application procedures, except for applications for alteration of paint colour, which may be made directly in writing to the Heritage Officer.

**Content of application**

(4) An application for a Certificate of Appropriateness shall include, as applicable:

(a) a site plan showing the property boundaries and location of the proposed development.

(b) elevation drawings, drawn to scale, to illustrate the architectural design, dimensions, materials and colour of the proposed development.

(c) where an application is for an alteration to an existing building or structure, it shall include “before and after” drawings, sketches or photographs to illustrate both the existing situation and the proposed alteration.

(d) where an application is for demolition or removal of a building or structure, the application shall include:

(i) an explanation of the reasons for the proposed demolition or removal and the alternatives to demolition or removal that may be available.

(ii) a concept plan for a replacement building, with elevation drawings drawn to scale showing proposed height, facade design, and materials, including an elevation drawing or photo montage of the entire block showing the proposed replacement building in the context of all other buildings in the streetscape.

(iii) payment of the required fees.

(iv) agreement from the owner to place a sign on the property notifying the public of the demolition application.
Notice to applicant regarding completeness of application

(5) Within fifteen days of receiving an application for a Certificate of Appropriateness, the Heritage Officer shall inform the applicant in writing whether or not the application is complete and whether or not additional information is required.

Conformity with Conservation Standards & Design Guidelines

(6) No Certificate of Appropriateness shall be issued except where the proposed development is reasonably consistent with the Conservation Standards attached to this by-law as Schedule “B” and the applicable sections of the Design Manual.

Non-Substantive Applications

(7) The following types of development shall be deemed to be non-substantive applications and a Certificate of Appropriateness may be issued by the Heritage Officer, where the application meets the Conservation Standards and the applicable sections of the Design Manual:

(a) any alteration to, or replacement of, windows, doors, storefronts, window or door openings, cladding, trim, cornices, parapets, roof, chimneys, foundation, balconies, awnings, exterior steps or stairs, and paint colour;

(b) signs;

(c) fences;

(d) utility structures and other minor developments that do not substantially alter the building or site under review.

Heritage Impact Statement

(8) Where an application is for a rooftop addition or other addition to an existing building and where the addition has a gross floor area greater than 50% of the gross ground floor area of the existing building, the Heritage Officer may require the developer to submit a Heritage Impact Statement.

(9) The content of a Heritage Impact Statement shall be as described in Schedule “C”.

Demolition Applications require Public Hearing and Council approval

(10) Where an application is for demolition or removal of a building, the application shall require a public hearing and shall be referred to the Heritage Advisory Committee for recommendation to Council and to Council for a decision in accordance with the applicable policies of the Conservation Plan.

Issue of Certificate of Appropriateness within thirty days (if no Public Hearing)

(11) Where no public hearing is required, within thirty days of receiving a completed application, the Heritage Officer shall grant the Certificate of Appropriateness if the proposed development conforms with the Conservation Standards and applicable sections of the Design Manual or shall inform the applicant, in writing, of the
reasons for not granting the certificate.

**Issue of Certificate of Appropriateness following public hearing for demolition**

(12) Where a public hearing has been held pursuant to section 5(10), the Heritage Officer shall issue or deny a Certificate of Appropriateness in accordance with the decision of Council, but no certificate shall be issued until the time for appeal has elapsed or the appeal has been disposed of, whichever is the longer.

**Conditions on Certificate of Appropriateness**

(13) The Heritage Officer may grant a Certificate of Appropriateness with conditions in accordance with the provisions of section 14 of the Nova Scotia Heritage Conservation Districts Regulations.

**Right to appeal**

(14) The approval, imposition of conditions on, or denial of a Certificate of Appropriateness may be appealed to the Nova Scotia Utility and Review Board pursuant to the Act.

**Expiration of Certificate of Appropriateness**

(15) Any Certificate of Appropriateness shall be valid for a period of two years from the date of issuance. Upon written request by the applicant, a new Certificate of Appropriateness may be issued at the discretion of the Heritage Officer provided that the development continues to meet the Conservation Standards and Design Manual.
## SCHEDULE “A”

### BARRINGTON STREET HERITAGE CONSERVATION DISTRICT BOUNDARY

<table>
<thead>
<tr>
<th>Historic Name (Year Built)</th>
<th>Street Level Business</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. City Hall (1888)</td>
<td></td>
</tr>
<tr>
<td>2. Grand Parade (1749)</td>
<td></td>
</tr>
<tr>
<td>3. St. Paul’s Hill</td>
<td></td>
</tr>
<tr>
<td>4. St. Paul’s Church (1749)</td>
<td></td>
</tr>
<tr>
<td>5. St. Paul’s Building (1897)</td>
<td>JWD Bookstore</td>
</tr>
<tr>
<td>6. Forrester Building (1820s)</td>
<td>Ideal Bikes / Just Us Coffee</td>
</tr>
<tr>
<td>7. Wright/Marble Building (1896)</td>
<td>Captain Sub</td>
</tr>
<tr>
<td>8. NS Furnishings Building (1895)</td>
<td>Telus/Manpower</td>
</tr>
<tr>
<td>9. Ungar’s Laundry (1893)</td>
<td>Granite Brewery</td>
</tr>
<tr>
<td>10. Old Acadian Insurance (1919)</td>
<td>Sam the Record Man (vacated)</td>
</tr>
<tr>
<td>11. Harrison Building (1893)</td>
<td>Sam the Record Man (vacated)</td>
</tr>
<tr>
<td>12. Canada Permanent Trust (1950)</td>
<td>Tim Horton’s</td>
</tr>
<tr>
<td>14. Former Tip Top Tailors (1915)</td>
<td>CD Plus</td>
</tr>
<tr>
<td>15. C of E Institute (1888)</td>
<td>Khyber Arts / Heritage Trust</td>
</tr>
<tr>
<td>16. Old City Club (1821/91)</td>
<td>Neptune Theatre School</td>
</tr>
<tr>
<td>17. St. Mary’s Young Men’s Benevolent Society Hall (1891)</td>
<td>Former NFB facade &amp; vacant site</td>
</tr>
<tr>
<td>18. Brander Morris Building (1907)</td>
<td>Attica</td>
</tr>
<tr>
<td>19. Farquhar Building (1897)</td>
<td>Venus Pizza</td>
</tr>
<tr>
<td>21. St. Mary’s Basilica &amp; Glebe (1891)</td>
<td></td>
</tr>
<tr>
<td>22. Old Burying Ground (1749)</td>
<td></td>
</tr>
<tr>
<td>23. Old Birk’s Site</td>
<td></td>
</tr>
<tr>
<td>24. Crowe Building (1912)</td>
<td>Hilltribe</td>
</tr>
<tr>
<td>25. Cabot Building (1890)</td>
<td>Elephant’s Eye</td>
</tr>
<tr>
<td>26. Kaiser Building (1895)</td>
<td>Freak Lunch Box</td>
</tr>
<tr>
<td>27. G.M Smith Building (1893)</td>
<td>Peep Show</td>
</tr>
<tr>
<td>28. One Government Place (1980s)</td>
<td>Entrance lobby</td>
</tr>
<tr>
<td>29. Cleverdon Building (1870s)</td>
<td>Robert’s Jewellers</td>
</tr>
<tr>
<td>30. Foreign Affair (1870s/1950s)</td>
<td>Foreign Affair</td>
</tr>
<tr>
<td>31. Old Photographic Studio (1860s)</td>
<td>Extreme Pita</td>
</tr>
<tr>
<td>32. Former Eaton’s (1928)</td>
<td>Provincial Government Offices</td>
</tr>
<tr>
<td>33. Colwell building (1871)</td>
<td>Certainly Cinnamon/Momoya</td>
</tr>
<tr>
<td>34. Buckley’s Building (1897)</td>
<td>United Bookstore</td>
</tr>
<tr>
<td>35. Johnson Building (1890)</td>
<td>Little Mysteries</td>
</tr>
<tr>
<td>36. Roy Building (1897/1919/1928)</td>
<td>Vacant</td>
</tr>
<tr>
<td>37. D’Allaird building (1950s)</td>
<td>Vogue Optical</td>
</tr>
<tr>
<td>38. Old Zeller’s (1930)</td>
<td>Discovery Centre</td>
</tr>
<tr>
<td>39. Keith / Green Lantern Bldg. (1896)</td>
<td>Travel Cuts / Pogue Fado</td>
</tr>
<tr>
<td>40. Old Paramount entrance (1930s)</td>
<td>Random Play</td>
</tr>
<tr>
<td>41. Sievert’s Tobacco Store (1890s)</td>
<td>Sievert’s Tobacco Store</td>
</tr>
<tr>
<td>42. Mediterraneo Restaurant (1920)</td>
<td>Star Anise Restaurant</td>
</tr>
<tr>
<td>43. Mary MacAlpine (1890s)</td>
<td>Fireworks Jewellers</td>
</tr>
<tr>
<td>44. Carsand Mosher (1950s)</td>
<td>Carsand Mosher</td>
</tr>
<tr>
<td>45. W.M.Brown Bldng. (1910)</td>
<td>Renaissance</td>
</tr>
<tr>
<td>46. Pacific Building (1911)</td>
<td>Mud Room / Chives</td>
</tr>
<tr>
<td>47. Freemason’s Hall (1924)</td>
<td>Vacant/ Halifax Estate Jewellery</td>
</tr>
<tr>
<td>48. St. Matthew’s Church (1858)</td>
<td></td>
</tr>
<tr>
<td>49. Government House (1800)</td>
<td></td>
</tr>
</tbody>
</table>
SCHEDULE “B”
HERITAGE BUILDING CONSERVATION STANDARDS

These Conservation Standards are based on Conservation Standards used by the United States Secretary of the Interior (36CFR67)(1991) and are in keeping with most conservation principles, including the Venice Charter (1964).

The historic character of a heritage resource is based on the assumptions that (a) the historic materials and features and their unique craftsmanship are of primary importance and that (b) in consequence, they are to be retained, and restored to the greatest extent possible, not removed and replaced with materials and features which appear to be historic, but which are in fact new.

(1) The property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building, its site and environment. (See Note 1)

(2) The historic character of the property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize the property shall be avoided.

(3) Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding hypothetical features or architectural elements from other buildings, shall not be undertaken.

(4) Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

(5) Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize the property shall be preserved.

(6) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old design in colour, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

(7) The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials, shall not be used.

(8) Significant archaeological resources affected by the project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

(9) New additions, exterior alterations, or related new construction shall not destroy materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment. (See Note 2)

(10) New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Note 1: This standard is not intended to regulate the use of property. Land use regulation is implemented through the Land Use By-law under authority of the Municipal Government Act.

Note 2: Within the Downtown Halifax Secondary Planning Area and the Barrington Street Heritage Conservation District, section 4 of the Design Manual of the Downtown Halifax Land Use By-law shall be considered in evaluating matters relating to compatibility of massing, size, scale and architectural features.
SCHEDULE “C”  
CONTENT OF HERITAGE IMPACT STATEMENTS

A heritage impact statement is a study to determine if any heritage resource will be impacted by a specific proposed development or site alteration. It can also demonstrate how the heritage resource will be conserved in the context of redevelopment or site alteration. Mitigative or avoidance measures, or alternative development or site alteration approaches may be recommended.

A heritage impact statement contains, but is not limited to the following information:

(a) **Identification of Heritage Value and Character Defining Elements** based on information available in the HRM Registry of Heritage Property or Inventory of Potential Heritage Property, supplemented by additional research, site analysis, or evaluation as necessary.

(b) **Description of the Proposed Development or Site Alteration.** This description details the rationale and purpose for the development or site alteration, the proposed works and graphical layout, and how the development or site alteration fits with the objectives of the municipality as expressed in planning documents.

(c) **Measurement of Development or Site Alteration Impact.** Any impact (direct or indirect, physical or aesthetic) of the proposed development or site alteration must be identified.

(d) **Consideration of Alternatives, Mitigation and Conservation Methods.** Where an impact on a heritage resource is identified, the heritage impact statement may include alternatives to proposed conservation or mitigative measures.

(e) **Implementation and Monitoring.** This is a schedule and reporting structure for implementing the recommended conservation or mitigative or avoidance measures, and monitoring the heritage resource as the development or site alteration progresses.

(f) **Summary Statement and Conservation Recommendations:**
   - The heritage value and character defining elements of the heritage resource.
   - The identification of any impact that the proposed development will have on the heritage resource.
   - An explanation of what conservation or mitigative measures, or alternative development or site alteration approaches are recommended to minimize or avoid any impact on the heritage resource.
   - If applicable, clarification of why some conservation or mitigative measures, or alternative development or site alteration approaches are not appropriate.