Item 9.1

HALIFAX

Centre Plan "Package A"

Heritage Advisory Committee April 23, 2019

Agenda

- 1. Present an overview of Centre Plan, with focus on heritage policies, regulations and design requirements
- 2. Seek Heritage Advisory Committee's recommendation to Regional Council on the proposed Centre Plan



Regional Plan

targets at least 25% of growth to Regional Centre

- 1. Adopt a Regional Centre Plan, which achieves the vision statement and guiding principles endorsed by Regional Council;
- 2. Adopt heritage plans and programs that further preserve and enhance the viability of heritage properties, streetscapes, and districts;
- 3. Prepare capital and operating expenditure programs that enhance development within the Regional Centre, with emphasis of resources on downtown Halifax and Dartmouth, and take advantage of opportunities to strategically leverage other public and private sector investments; and
- 4. Create financial and regulatory incentives to stimulate desired growth.

Regional Centre

- Area: 33 square km (0.6% of HRM)
- 96,619 residents (25% of HRM)
- 32% of net new units (2015-2018)
- Overall population growth on the rise







Purpose

- Express and implement the Vision
- Guide municipal decisions
- Provide clarity for strategic growth
- Guide urban design
- Provide clear and efficient development approval processes
- Simplify and modernize planning framework



Purpose

Package 'A'

Policies and Land Use By-law Regulation Relating to the Following:

- Downtown (Dartmouth)
- Centres
- Corridors
- Higher Order Residential
- > Future Growth Nodes

Package 'B'

Policies and Land Use By-law Regulation Relating to the Following:

- Established Residential
- Industrial
- > Park
- Institutional





The Regional Centre is the civic, cultural, and economic heart of the Halifax Regional Municipality.

It is a prosperous and resilient community that supports the needs, health, and well-being of a diverse and growing population. New growth is located strategically to support the creation of complete communities, human scale design, and pedestrian comfort.

The Regional Centre is the core of the best mid-sized municipality in Canada. It welcomes all who want to live, work, play and learn here.

Core Concepts

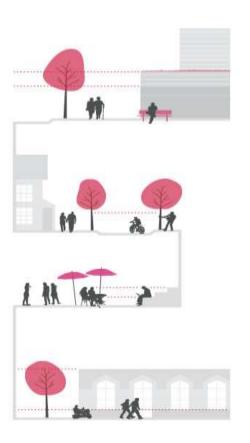
COMPLETE COMMUNITIES

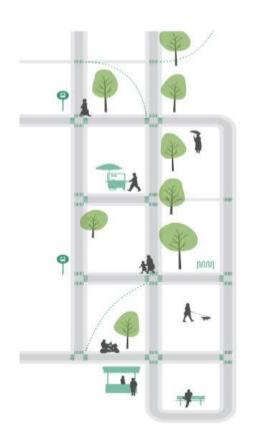
HUMAN SCALE

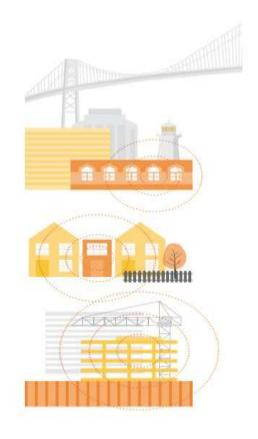
PEDESTRIAN FIRST

STRATEGIC GROWTH





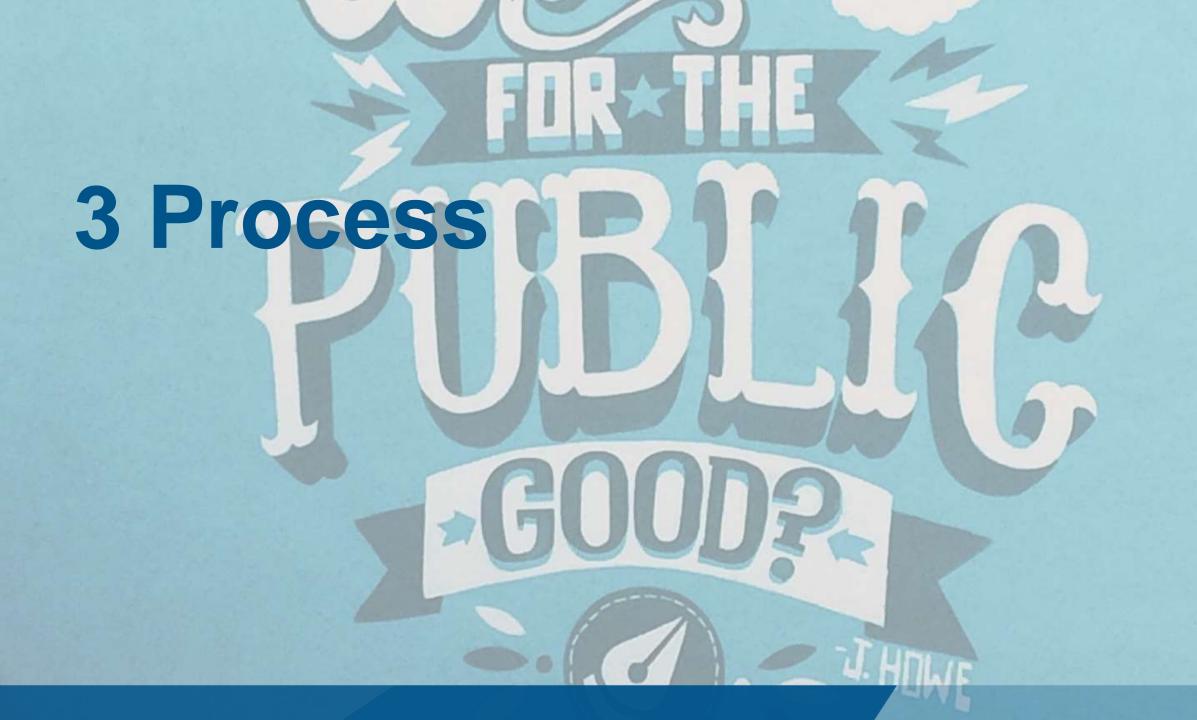




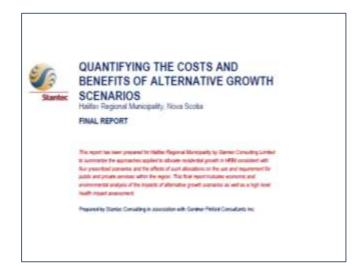
Regional Centre Secondary Municipal Planning Strategy

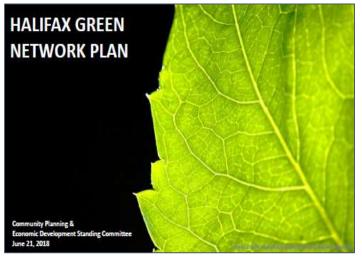
- Context
- Vision
- Urban Structure
- Built Form & Urban Design
- Culture & Heritage
- Housing
- Mobility
- Economic Development
- Implementation



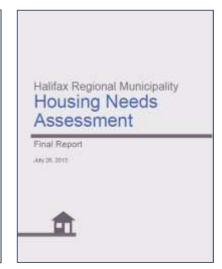


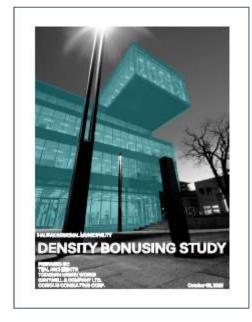
Studies



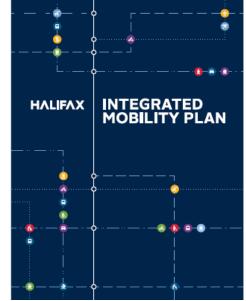




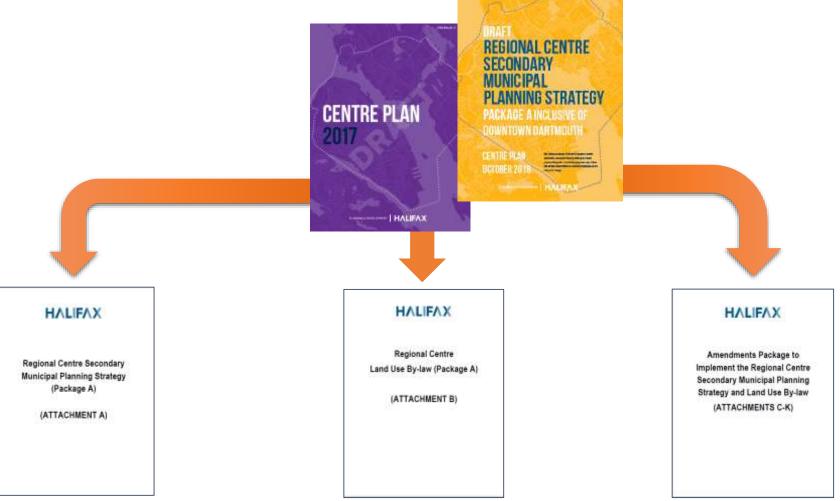








Draft Documents



Engagement

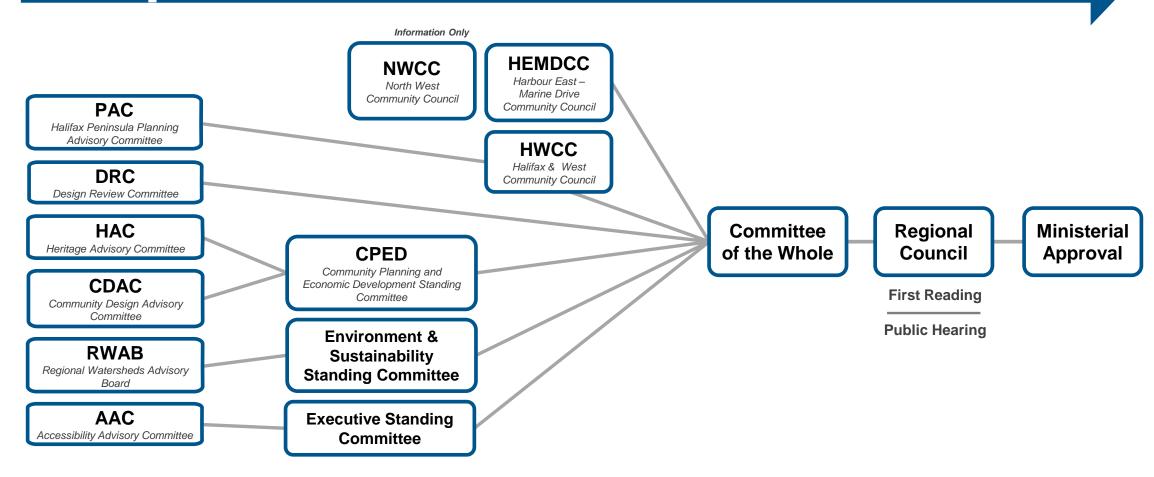
March 2016 to November 2018

14	Public Open Houses	8	Community Workshops
15	Pop-up Meetings	20	Walking Tours
141	Survey Participation	326	Survey Submissions
10+	Stakeholder Workshops	50+	Road Show Presentations

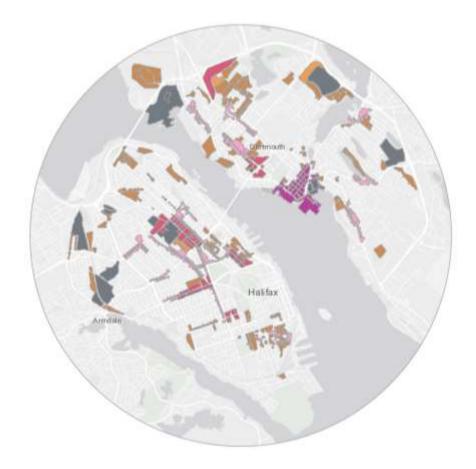
Shape Your City Halifax Website: ~26,500 unique visitors with 24,300 Downloads

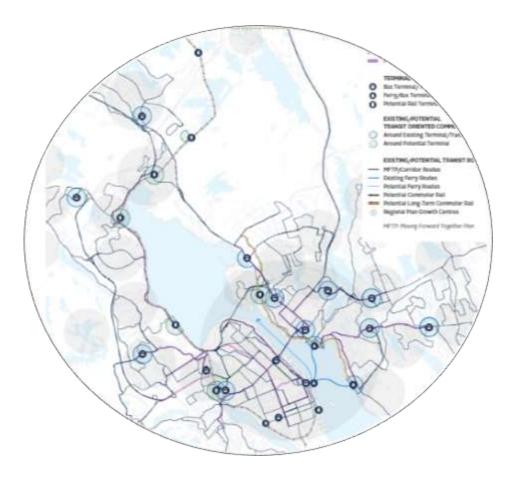
Storefront: 400 visits over 10 weeks

Adoption Path



4. Urban Structure





Downtown

- In Package A, applies to Downtown Dartmouth only
- Major growth areas
- Intensive mix of uses and large scale developments supported
- Proposed Heritage Conservation District
- Transitions to low-rise neighbourhoods
- Pedestrian Oriented Commercial Streets

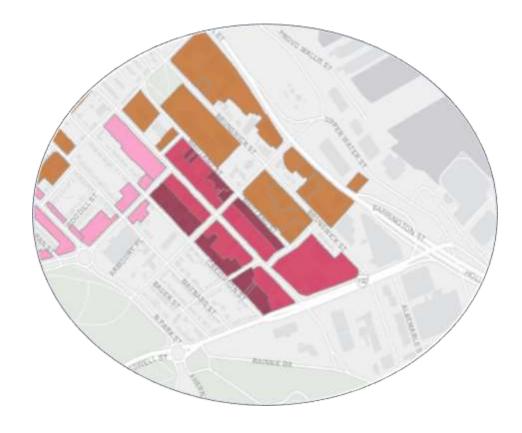






Centre Designation

- Applied on existing nodes of commercial and mixed-use areas near transit lines that typically do not abut low-rise residential
- Major growth areas where mid to high-rise is accommodated
- Two zones:
 - CEN-2 which allows the broadest range of uses and forms from mid to high-rise;
 - CEN-1 acts as a transition and allows less intensive uses and forms



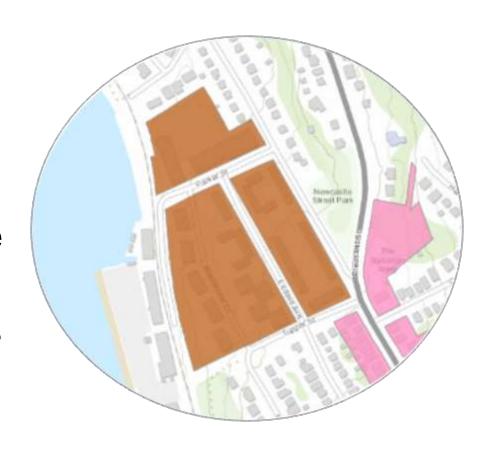
Corridor Designation

- Applies to lands which abut transit routes and connect major nodes such as Centres or parks
- Typically abut low-density residential to the rear
- Meant to provide a mix of uses to surrounding neighbourhoods
- Typically low to mid-rise forms with limited tall mid-rise forms
- Transitions to low-rise areas
- One Zone: Corridor



Higher Order Residential Designation

- Low to tall mid-rise forms typically supported with limited high-rise forms supported on large lots
- Applied to existing multi-unit residential neighbourhoods and larger sites on the periphery of Centres and Corridors
- Supports a limited mix of uses, but less intense than CEN and COR
- Two Zones: HR-1 and HR-2



Future Growth Node Designation

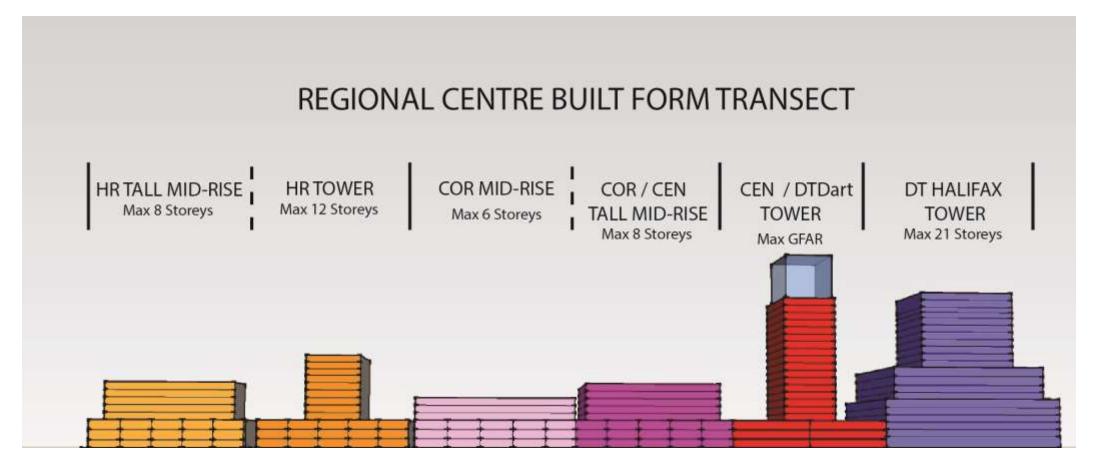
- Applied on larger commercial, industrial or vacant lands
- Intent is to accommodate significant mixed-use growth
- Some growth nodes already have neighbourhood planning completed, others will require detailed planning in the future
- One Zone is applied to the lands: Comprehensive Development District Zone (CDD)
- Proposals proceed via Development Agreement

5 Built Form

Built Form Typologies

- Low-rise building approximately 1-3 storeys
- Mid-rise building approximately 4-6 storeys
- Tall mid-rise building approximately 7-8 storeys
- High-rise building greater than 8 storeys
- Varies based on the local context

Built Form Transect

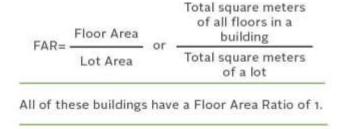


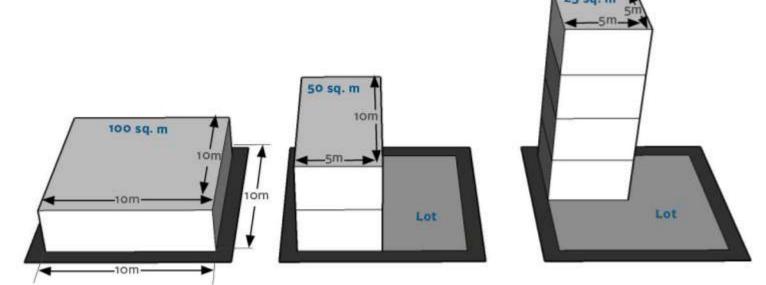
Maximum Building Height



- Schedule 7 of LUB provides maximum building heights in metres.
- If no maximum building heights is specified on Schedule 7, then no maximum building height limit applies.
- The requirements of Part VII still apply.

Floor Area Ratio (FAR)





Floor Area Ratio (FAR) means the total floor area of all main buildings within a FAR precinct on a lot, divided by the area of the lot within that FAR precinct.

Maximum Floor Area Ratio (FAR)

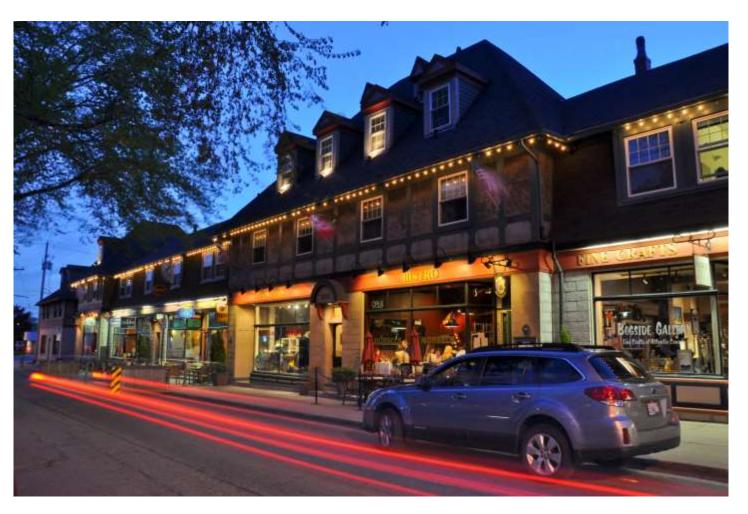


- Schedule 8 of LUB provides maximum FAR values.
- If no maximum FAR value is specified on Schedule 8, then no maximum FAR applies.

Ground Floor Requirements

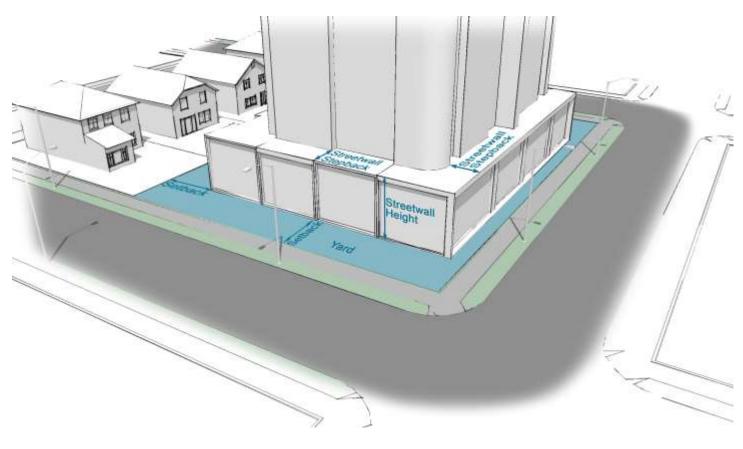
- Minimum ground floor height of 3.5 metres;
- Clear glass glazing on pedestrian-oriented commercial streets between 50-80% of a building's total ground floor façade
- Privacy measures for grade-related residential units; and
- Requirement for grade-oriented premises along any streetline in any D, CEN-2, CEN-1, or COR zone.

Grade-Oriented Premises



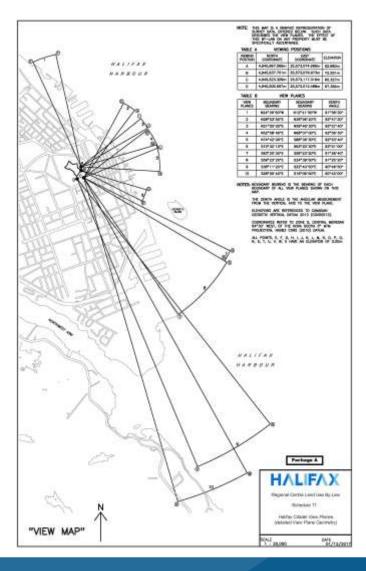
Grade-Oriented
Premises means
premises on a ground
floor of a building that are
accessible by
pedestrians from, and
front and face, a
streetline.

Streetwall Heights and Stepbacks



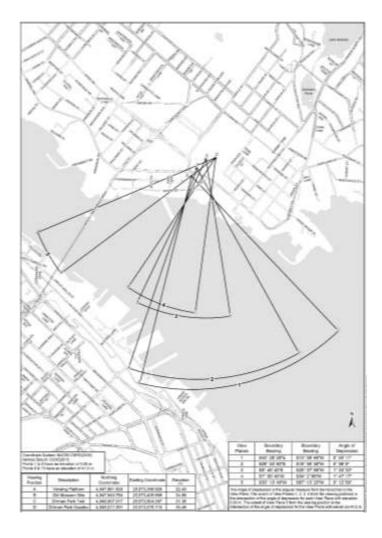
Streetwall means the wall of a building or portion of a wall of a building facing a streetline below the height of a specified stepback.

Halifax Citadel View Planes



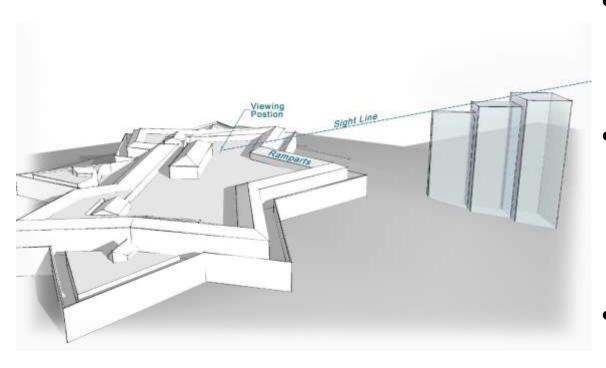
- Converted coordinates for all viewing positions and all view planes to NAD83 and CGVD2013; and
- Prepared a new view plane map.

Dartmouth View Planes



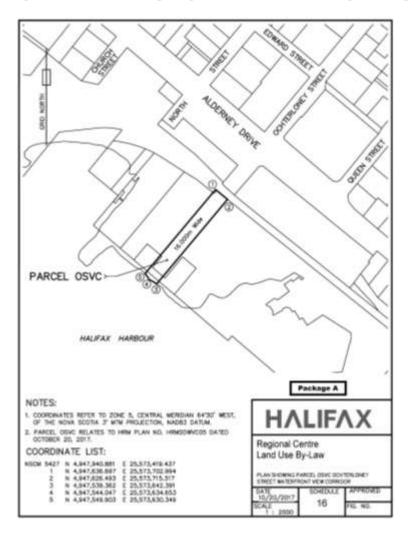
- Converted coordinates for all 4 viewing positions and all 5 view planes to NAD83 and CGVD2013; and
- Prepared a new view plane map.

Halifax Citadel Ramparts



- Converted coordinates for all viewing positions and ramparts to NAD83 and CGVD2013;
- Updated all viewing positions elevations to also include the theoretical eye-level elevation; and
- Prepared a new ramparts map.

Dartmouth Waterfront View Corridors



- Surveyed 10 view corridors along the Dartmouth waterfront.
- Each waterfront view corridor adopted as a separate schedule to the LUB.
- Will allow for precise delineation.



Culture & Heritage Policy Objectives

- CH1 Consider built heritage and the impacts of land use and built form regulations on community character.
- CH2 Preserve and enhance the built and living heritage including places, sites, structures, streetscapes, archaeological resources, cultural landscapes, traditions and practices which reflect the Regional Centre's diverse evolution, built heritage and culture.
- CH3 Inventory potential cultural landscapes, built and living heritage, including heritage sites, landmark buildings, and Heritage Conservation Districts to inform land use and development decisions.
- CH4 Identify and protect a wide range of cultural resources that reflect the heritage and culture of diverse communities.
- CH5 Establish incentives to encourage public and private sector investments in heritage conservation and stewardship of cultural resources.
- CH6 Evaluate heritage and cultural policies, programs, interventions, and building regulations to ensure consistency with evolving community values and new guiding documents.

General Heritage Policies

- Policy 5.1 The Municipality shall consider creating and maintaining a broad range of programs that provide financial or other incentives for the identification, registration, conservation, and continued use of buildings, structures, streetscapes, cultural landscapes, areas and districts of historic, architectural or cultural value.
- Policy 5.2 The Municipality shall seek to conserve and maintain registered heritage properties owned by the Municipality in accordance with the Standards and Guidelines for the Conservation of Historic Places in Canada, 2nd edition, and shall seek to register additional significant heritage properties owned by the Municipality. The Municipality may consider registered heritage properties in the purchase or lease of space for its own use.

General Heritage Policies

- Policy 5.3 The Land Use By-law shall adopt measures to protect and where opportunities arise restore and enhance heritage places, sites, buildings, structures, streetscapes, and cultural landscapes by:
 - identifying significant public view planes and view corridors and prohibiting development within them;
 - (b) identifying and conserving registered heritage properties;
 - adopting land use regulations and site plan approval requirements that support the conservation, preservation and continued use of registered heritage properties;
 - (d) subject to Policy 5.5 and 5.6, establishing maximum heights and floor area ratios over registered heritage properties and proposed Heritage Conservation Districts to encourage development that is sensitive to heritage contexts;
 - (e) requiring conformity to regulations established for Heritage Conservation Districts;
 - (f) creating incentives to preserve and restore registered heritage buildings through incentive or bonus zoning and development agreements;
 - addressing cultural values on municipal properties through conservation management plans and parks and facility management plans.

Heritage Conservation Districts

- Potential HCDs are areas containing a significant density of buildings that score high in this analysis based on:
 - Character study analysis (HRM, 2017) evaluated buildings in the Regional Centre by age, architectural integrity, architectural typology and condition.
 - List of significant and intact historic neighbourhoods (Heritage Trust, 2015)
 - Where these areas intersected with areas supported by other analysis, they were included
- HCD boundaries encompass areas with a high density of historic, registered or landmark properties from a particular period in the municipality's history
- Boundaries were delineated to include as many significant buildings for these areas as possible, with the intention that during the creation of a background study in support of initiating these HCDs, the boundary may be adjusted
- The intention is to minimize development pressure in these historic areas until new planning rules for the heritage districts can be created

Registered Heritage Properties

- Registered Heritage Properties in the D, CEN-1 and CEN-2 zones have a maximum FAR of 1.75
- In the HR-1, HR-2 and COR zones the maximum height is capped at 11 metres
- Higher level of protection than in existing plans and land use by-laws



Proposed Heritage Conservation Districts

- Identified in the MPS and on Map 10 as having "significant heritage value"
- 9 Potential HCDs identified in the Plan





Proposed Heritage Conservation Districts

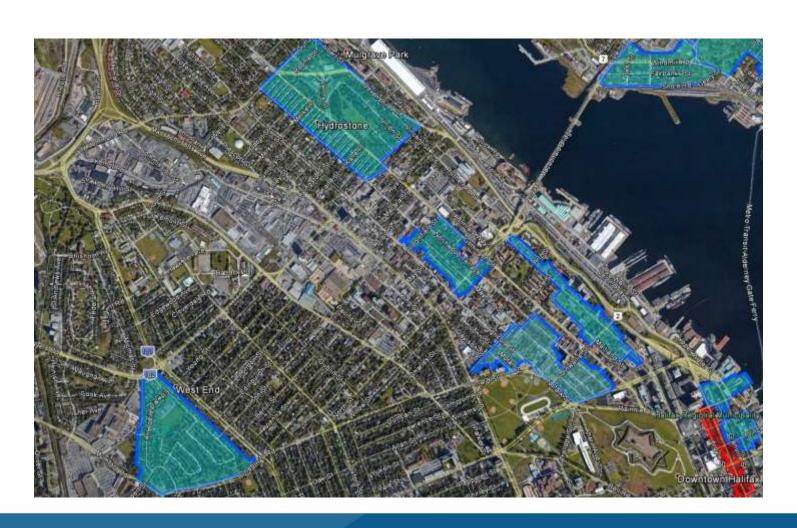
- Within the proposed HCDs the FAR in the CEN-1 and CEN-2 zones remains 1.75, in the D zone the FAR is 2.25
- In the COR, HR-1 and HR-2 zones the maximum height is 11-14 metres, with some underutilized sites at 20 metres
- Options and recommendations for initiating the HCDs, any financial incentives, streetscape and signage associated with any new HCDs will be brought forward to Halifax Regional Council as separate reports for consideration
- It is estimated that there are 2,500 properties within the proposed HCDs

Proposed Heritage Conservation Districts – Dartmouth



- 1. Harbourview
- 2.Downtown Dartmouth
- 3. Five Corners

Proposed Heritage Conservation Districts – Halifax North and West End



- 4. Historic Richmond and Hydrostone District
- 5. Bloomfield District
- 6. Brunswick Street
- **District**
- 7. Creighton's Field
- 8. Westmount

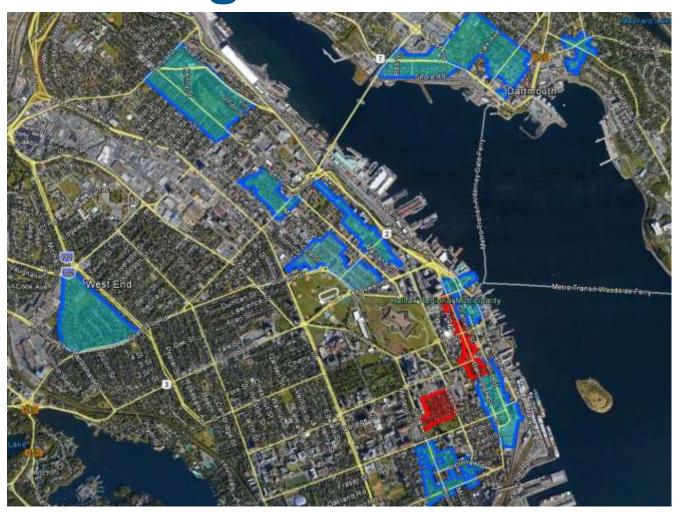
Proposed Heritage Conservation Districts – South End Halifax



9. Victoria Road

- Indicated in red: established Barrington and Schmidtville HCDs
- Additional proposed HCDs within Downtown Halifax Plan Area: Barrington Old South Suburb and Historic Properties

Proposed Heritage Conservation Districts – Regional Centre



Heritage Development Agreement Policy – Policy 5.9

Policy 5.9

Outside of a Heritage Conservation District, on any property containing a registered heritage building, Council may consider a development agreement for any development or change in use not otherwise permitted by the Land Use-By-law, including a development that exceeds the maximum heights or maximums floor area ratios on Maps 2 and 3 of this Plan, to support the integrity, conservation and adaptive re-use of registered heritage buildings. For a development agreement in accordance with this Policy, Council shall consider that:

- (a) any development shall maintain the integrity of any registered heritage property, or streetscape of which it is part;
- (b) the impact on adjacent uses, particularly residential uses, is minimized in terms of intensity of use, scale, traffic generation, noise, hours of operation, and such other land use impacts as may be required as part of a development;

Heritage Development Agreement Policy – Policy 5.9

- (c) the development is reasonably consistent with the policies of this Plan, in particular the objectives and policies as they relate to heritage resources;
- (d) any new construction, additions, or renovations on the property meets the design requirements in the Land Use By-law, and the Standards and Guidelines for the Conservation of Historic Places in Canada, 2nd edition;
- (e) any new construction, additions, or renovations fronting on a street substantially maintains the predominant streetwall height, setbacks, scale and rhythm of the surrounding properties;
- the transition for any new construction, addition or renovation with respect to the scale, form and intensity of abutting uses;
- (g) the development complies with Pedestrian Wind Impact and Shadow Impact Assessment Performance Standards of the Land Use By-law; and
- (h) the quality and extent of the restoration or preservation of the registered heritage property when evaluating proposals for integrated development and adaptive re-use.

Heritage Development Agreement Policy – Policy 5.10

Policy 5.10

Any development agreement considered in accordance with Policy 5.9, shall require incentive or bonus zoning for the property and the requirements of the Land Use Bylaw respecting incentive or bonus zoning shall apply, including that a development permit shall not be issued unless a waiver under Section 18 of the *Heritage Property Act* has been registered on the property. Any development that proposes to demolish registered heritage building or buildings shall not be eligible for a heritage development agreement. Council may only consider a development agreement in accordance with this policy or policy 5.9 if:

- (a) site plan approval has not been granted for the development; and
- (b) any addition is not located within the existing front yard of the registered heritage building.

Development in Heritage Contexts

- Specific Site Plan Approval for registered heritage and abutting properties
- Development outside HCDs on registered heritage properties can be considered by Development Agreement when the maximum height or FAR is proposed to be exceeded
- Bonus zoning applies to DAs considered above, in accordance with the LUB regulations

Public benefits:

- affordable housing;
- heritage conservation;
- public art;
- improvements to municipal parks*;
- community or cultural indoor spaces; and
- other public benefits that may be set out in the Land Use By-law



^{*}replaces private open spaces

1. Total Floor Area of Development – 2,000 sq. m.= "Remaining Area"

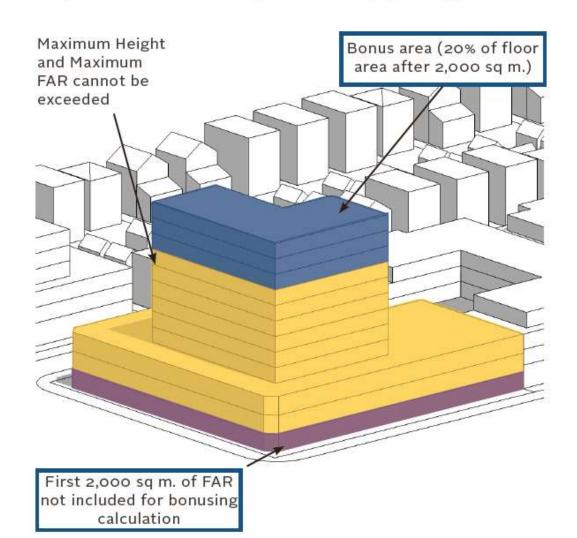
2. Remaining Area x .20 (20% of remaining floor area)= "Bonus Area"

3. "Bonus Area" x Bonus Rate = Public Benefit Contribution

Bonus Rate District #	Name of Bonus Rate District	Average market land value, 2018 (\$/square metre)	Density bonus rate, 2018 (\$/square metre)
1	South End Halifax	\$430	\$258
2	Cogswell Redevelopment Lands	\$430	\$258
3	North End Halifax	\$300	\$180
4	Shannon Park	\$220	\$132
5	North Dartmouth	\$140	\$84
6	Downtown Dartmouth & Mic Mac/Penhorn	\$240	\$144
7	Woodside	\$140	\$66

Table: Density bonus rates and districts

Sample North End Halifax development based on proposed regulations.



TOTAL SQUARE METERS OF FLOOR AREA

FLOOR AREA MINUS 2,000 SQ M.

20% OF REMAINING FLOOR Area = "Bonus" area

"BONUS AREA" X BONUS
RATE (NORTH END HALIFAX)

15,000 sq m.

13,000 sq

2,600 sq m.

2,600 sq m. x \$180= **\$468,000**

A minimum 60% of the \$468,000 public contribution must be provided as cash-in-lieu for affordable housing. The remaining 40% can be contributed to any of the public benefit categories in the Land Use By-law.

Public Benefit Requirements: Conservation of a Registered Heritage Building

- 235 (1) Subject to Subsection 235(2), on a registered heritage property, up to 90% of the total value of a required public benefit shall be allocated to the conservation of a registered heritage building on the site of the development.
 - (2) The applicant shall register a waiver on title of the property that, without the approval of the Municipality, the registered heritage property shall not be altered or demolished under Section 18 of the Heritage Property Act.



Cultural Landscapes

Dartmouth:

- Dartmouth Central Common
- Shubenacadie Canal Waterway
- The Avenue
- Tufts Cove



Halifax:

- Halifax Citadel and Halifax Common
- Africville
- Point Pleasant Park and Young Avenue
- Connaught Avenue and Fairview Cemetery

Culture

Policy 5.11 To support and encourage vibrant, diverse and inclusive cultural assets and ways to celebrate culture in the Regional Centre, the Municipality may:

- (a) continue to build and broaden the inventory of cultural assets in the Regional Centre to be more inclusive of Mi'kmaq First Nations, Indigenous, African Nova Scotian, Acadian and other diverse cultures;
- (b) use the Inventory of Cultural Assets to further research and engage the community when planning for Future Growth Nodes, and when Plan amendments and development agreements are considered; and
- (c) continue to explore incentives and opportunities to encourage the preservation and expansion of built heritage, and the development of cultural spaces.

6 Land Use By-law

Planning Tools

- 1. Development permit (DP)
- 2. Site plan approval (SPA)
- 3. Variation to the LUB requirements by SPA
- 4. Variance
- 5. Development agreement
- 6. Incentive or bonus zoning
- 7. Performance standards

Development Agreement Options

- 1. Development of a registered heritage property
- 2. Expansion of non-conforming uses
- 3. Change to less intensive non-conforming uses
- 4. Development in the King's Wharf (KW) Special Area
- 5. Development in a CDD Zone

Heritage Regulations Within the LUB

- 1. Where site plan approval is required, development on a registered heritage property, within a heritage conservation district, abutting a registered heritage property, or abutting heritage conservation district, shall meet the requirements of the design criteria.
- 2. Any new construction, additions, or renovations on a registered heritage property shall meet the requirements of the design criteria and the Standards and Guidelines for the Conservation of Historic Places in Canada, 2nd Edition, as set out in By-Law H-200.
- 3. More than one main building is permitted on a registered heritage property.
- 4. New buildings cannot cantilever over a registered heritage property.
- 5. More stringent sign requirements on registered heritage buildings.



Design Requirements

- Design requirements are now contained within the LUB
- An advisory committee is proposed to make recommendations to the Development Officer on all Level II and III site plan approval applications.
- The Development Officer will have the final approval to ensure all quantitative and qualitative requirements are met.

Site Plan Approval – Design Requirements

- 32 general building, site, and landscape design requirements to implement the Urban Design Goals for mixed use and multi-unit developments.
- 9 Heritage design requirements related to heritage conservation design to ensure that built heritage in the Regional Centre continues to be a vital part of existing streetscapes, and that new construction will be sensitive to the design context set by existing heritage buildings.

Heritage Design

 Site plan approval requirements related to heritage conservation design to ensure that built the heritage in the Regional Centre continues to be a vital part of existing streetscapes, and that new construction will be sensitive to the design context set by existing heritage buildings.

Sample Heritage Design Requirement

- Character defining elements of registered heritage buildings shall be conserved and remain unobstructed
- New window and door openings on registered heritage buildings shall match established patterns (materials, design, detail, and dimensions).
- Architectural elements on registered heritage buildings shall be preserved, such as pilasters, columns, cornices, bays, and parapets.
- Archival evidence shall be used to support the rehabilitation and restoration of character defining elements on registered heritage buildings, or on registered heritage properties.

Sample Heritage Design Requirement

Streetwall Stepback for Taller Portions of New Developments in a Heritage Context

 Any portions of new developments in a heritage context that are taller than the cornice line of an existing abutting registered heritage building shall be stepped back from the streetwall (Diagram 14).

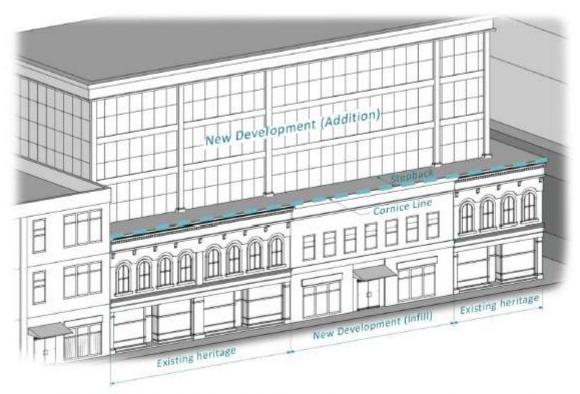


Diagram 14: Streetwall stepback for taller portions of new developments in a heritage context, as per Section 149

Sample Design Requirement

Side Wall Stepback for Taller Portions of New Detached Buildings in a Heritage Context

Where new development in a heritage context that is a detached building on or abutting a registered heritage property which abut the same streetline, any portions of the new development that are taller than the cornice line of the heritage building shall be stepped back 3 metres on the side that abuts the heritage building.



Diagram 15: Side wall stepback for taller portions of new detached buildings in a heritage context, as per Section 150

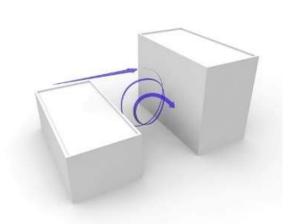


Performance Standards

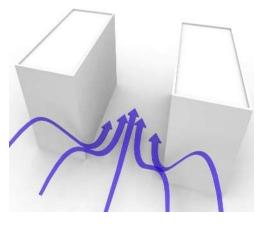
 Pedestrian Wind Impact Assessment Standards

2. Shadow Impact Assessment Standards

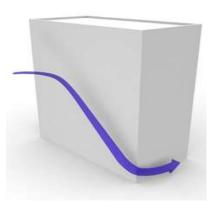
Pedestrian Wind Impact Assessment Protocol



Strong upper level winds are directed to grade level by taller buildings.



Winds can be channelled between buildings.



Winds tend to accelerate around exposed building corners.

Wind Comfort Performance Standards

Comfort category	GEM speed	Description
Sitting	< 10 km/h	Calm or light breezes suitable for outdoor restaurants, seating areas, and other amenities
Standing	< 14 km/h	Gentle breezes suitable for main building entrances and bus stops where pedestrians may linger
Strolling	< 17 km/h	Moderate winds appropriate for window shopping and strolling along a downtown street, or park
Walking	< 20 km/h	Relatively high speeds that can be tolerated if one's objective is to walk, run, or cycle without lingering
Uncomfortable	≥ 20 km/h	Strong winds unacceptable for all pedestrian activities; wind mitigation is typically required

Shadow Impact Assessment Protocol and Performance Standards

- Minimizing shadow is key to the enjoyment and usability of parks and open spaces. The orientation, mass and elevation of a building directly affects the area cast by a shadow, as well as its duration. Direct sunlight improves the enjoyment and usability of open spaces.
- To minimize shadow in key public parks the Land Use By-law requires a shadow impact study for mid-rise, tall mid-rise and high-rise buildings, and specifies limitations for allowable shadowing on important public parks.

Identified Areas Examples

Dartmouth:

- Dartmouth Central Common
- Victoria Park
- Sullivans Pond Park
- Maynard Lake Park

Halifax:

- Halifax Common
- Public Gardens
- Gorsebrook Park
- Cogswell Park







Summary of proposed Plan

- Aligned with the Regional Plan with respect to protecting heritage and cultural resources
- Shifts development pressure away from registered heritage properties and proposed HCDs
- Offers flexibility through increased range of uses, development agreement policies, and bonus zoning for heritage preservation
- Provides strong design requirements through site plan approval process for registered heritage properties, and abutting new developments
- Provides policy support for additional identification, partnerships and incentives, and municipal stewardship of its own heritage properties
- Proposes an ambitious workplan for 9 additional HCDs
- Offers greater protection than current plans and by-laws

HAC Recommendation

Heritage Advisory Committee

It is recommended that the Heritage Advisory Committee recommend that Halifax Regional Council:

- Give First Reading and schedule a public hearing to consider the Regional Centre Secondary Municipal Planning Strategy, and the Regional Centre Land Use By-law, as contained in Attachments A and B of this report.
- Adopt the Regional Centre Secondary Municipal Planning Strategy, and the Regional Centre Land Use By-law, as contained in Attachments A and B of this report.

Thank you!

Eric Lucic, Manager, Regional Planning Kasia Tota, Principal Planner Justin Preece, Planner II