

**ADMINISTRATIVE ORDER NUMBER 2020 -012-OP. RESPECTING  
STREETSCAPING IN THE REGIONAL CENTRE**

**BE IT RESOLVED AS AN ADMINISTRATIVE ORDER** of the Council of the *Halifax Regional Municipality* under the authority of the *Halifax Regional Municipality Charter*, as follows:

**Short Title**

1. This Administrative Order may be cited as the “*Regional Centre Streetscaping Administrative Order*”.

**Purpose**

2. The purpose of this Administrative Order is to:
- (a) Describe the way it is expected for streetscaping projects to be planned, constructed, and maintained in the Regional Centre.
  - (b) Define the components of this municipal streetscaping program.

**Interpretation**

3. In this Administrative Order,
- (a) “annual planting” means a grouping of plant species which perform their entire life cycle within one growing season, and must be re-planted each year;
  - (b) “banner” means a strip of fabric containing words and/ or images, suspended between two points and mounted to poles with brackets;
  - (c) “bicycle facility” is an umbrella term referring to a variety of treatments that make riding a bicycle safer and more comfortable e.g. bicycle lane, multi-use path, etc.;
  - (d) “boulevard” means the part of the street right-of-way between the sidewalk and the curb, surfaced in grass or other vegetation (but when surfaced in hard materials like concrete or unit pavers is referred to as the ‘furnishing zone’);
  - (e) “boulevard gardening” means a garden planted by an individual or group in a boulevard;
  - (f) “Charter” means the *Halifax Regional Municipality Charter*, 2008, C. 39, as amended;

- (g) “container” means a small, movable vessel for soil, typically used for annual plantings or small, ornamental trees (in contrast to “planter”);
- (h) “corner radius” means the size of the curve along the curb at a street corner, the size of which affects vehicle turning speed, pedestrian crossing distance and other factors;
- (i) “Council” means the Council of the Municipality;
- (j) “curb extension” is an umbrella term applied to a variety of treatments that physically narrow roadways, creating shorter crossings for pedestrians while increasing the available space for street furniture, benches, plantings, and trees. Typically used at street corners, but also at bus stops or mid-block;
- (k) “furnishing zone” means the part of the street right-of-way between the sidewalk and the curb, surfaced in hard materials like concrete or unit pavers (but when surfaced with grass is referred to as the “boulevard”);
- (l) “non-standard elements” means items not included in the Municipal Design Guidelines but which may be approved for inclusion within the right-of-way through a formal variance granted by the Municipal Engineer;
- (m) “Municipality” means the Halifax Regional Municipality, body corporate, as under the HRM Charter;
- (n) “Municipal Design Guidelines” means the document setting out the minimum design and construction guidelines for infrastructure in the Municipality and refers to the latest edition;
- (o) “Municipal Engineer” means the Engineer of the Municipality and includes a person acting under the supervision and direction of the Engineer;
- (p) “pedestrian oriented streets” means those with buildings located close to the sidewalk (rather than separated from it by vehicle parking); building entrances facing the street and sidewalk (rather than a parking lot); and those with some or all of the following features: frequent doorways, interesting window displays, and the absence of long, blank exterior walls;
- (q) “perennial planting” means a grouping of plant species which continue to grow for many seasons, and do not need to be replanted each spring;
- (r) “planter” means a large, immovable, above-ground vessel for soil, typically planted with perennial plants and/ or trees (in contrast to “container”);
- (s) “public art” means a permanent or temporary work of art created by a professional artist in any medium, material, media or any combination thereof;

- (t) “refuge island” means a protected space in the centre of the street facilitating bicycle and pedestrian crossings by allowing one direction of traffic to be crossed at a time;
- (u) “Regional Centre” means the urban core of the Municipality, and includes the Halifax Peninsula and Dartmouth within the Circumferential Highway, as defined in the Regional Centre Secondary Municipal Planning Strategy;
- (v) “seasonal decoration” means a temporary installation related to the time of year (e.g. string lights, wreaths, and similar items);
- (w) “staff” means the staff of the Municipality;
- (x) “stormwater best management practice (BMP)” means a structural, vegetative, or managerial practice used to treat, prevent or reduce water pollution, including *green stormwater infrastructure* such as retention ponds, bioswales, and green roofs;
- (y) “street” means a public street as defined in clause 3(bu) of the Halifax Regional Municipality Charter, S.N.S. 2008, c.39;
- (z) “street furniture” means permanently installed or temporarily placed furniture, including but not limited to benches, tables, chairs; receptacles for waste and recycling; bicycle racks; bollards, and other pieces intended for use by the public, but excluding newspaper boxes, mailboxes, traffic and utility poles, and smoking receptacles;
- (aa) “tactical urbanism” means the use of various basic materials, such as posts, paint and more, to temporarily build and test the function of various street enhancements (including streetscaping);
- (bb) “Tactile Walking Surface Indicator (TWSI)” means a textured ground surface feature to assist people who are visually impaired to navigate the surrounding environment;
- (cc) “traffic calming” means a combination of primarily physical measures that reduce the negative effects of motor vehicle use, alter driver behaviour, and improve conditions for all street users;
- (dd) “underground wiring” means buried power and communication lines;
- (ee) “wayfinding signage” means signage helping to direct users from point to point, or confirming their progress along a route;

## **Regional Centre Streetscape Program Framework**

4. The goal of the Regional Centre Streetscape Program is to improve the public realm of certain streets to support their role as “places” (see Table 1) in addition to being transportation “links”.
5. The objectives of the Regional Centre Streetscape Program are to:
  - (a) Enhance the character and identity of pedestrian oriented streets in commercial, heritage, and institutional districts in the Regional Centre;
  - (b) Authentically respond to a street by enhancing its natural or cultural aspects;
  - (c) Improve economic outputs by attracting people to invest and visit;
  - (d) Create quality public spaces that contribute to the social life of the municipality;
  - (e) Consider inclusivity and the needs of diverse groups of people;
  - (f) Improve environmental outcomes, such as reduced emissions and noise, improved air quality and tree canopy, and climate resiliency resulting from underground power and telecommunications;
  - (g) Promote active and healthy lifestyles by improving accessibility and making active transportation options like walking, wheeling, and bicycling pleasant and attractive; and,
  - (h) Foster partnerships to build and maintain improvements to the public realm.

## **Project Evaluation Criteria**

6. Staff shall determine priority locations for streetscaping by evaluating potential projects according to the criteria in Table 1.
7. Staff shall maintain a project list, including scope and ranking, to support streetscape project planning, inform annual budgets, and facilitate integration opportunities with other projects. This shall be a living document and the act of project identification and evaluation shall not obligate Council to construct any given project.

**Table 1. Project Evaluation Criteria**

| <b>Criterion</b> | <b>Description</b>   |
|------------------|--|
| Plan Alignment   | Projects that advance municipal priorities described in Centre Plan, municipal planning strategies, and Council plans and reports are prioritized according to the importance of the plan, with greater weight given to projects aligning with multiple plans. |

|  |   |
|--|---|
| High Place Value                           | <p>Projects are prioritized according to the location of the street, with weight given to the following locations:</p> <ul style="list-style-type: none"> <li>• Those within pedestrian oriented districts of a commercial, heritage, or institutional nature, especially those forming their spines ('main streets') and at transitions from one place to another ('gateways');</li> <li>• Those fronting regionally significant cultural or natural features (e.g. historic sites, waterfronts, parks);</li> <li>• Connections between regionally significant public places (e.g. major park to regional facility; streets with prominent views of landmarks or the water); and</li> <li>• Those with high pedestrian volumes (e.g. near major pedestrian generators like transit hubs and event centres).</li> </ul> |
| Project Integration                        | <p>Proposed streetscaping improvements that can be carried out at the same time as another project (i.e. street recapitalization, active transportation, reinstatement of adjacent segment by private developer) are strongly prioritized to maximize cost savings due to economies of scale, however this should never be the only criterion.</p>  |
| Capitalizes on Existing Strengths & Assets | <p>Projects that enhance or build on a previous streetscaping asset or project; or fill gaps left behind after previous work, are given greater weight over projects in new locations.</p>  |
| Outside Funding                            | <p>The extent to which a project is to be externally funded is prioritized in proportion to the amount of external funding received, however this should never be the only criterion.</p>   |

8. This Administrative Order applies to streetscaping within the Regional Centre, but does not preclude streetscaping outside this area, which may be approved, on a case by case basis by Council, or may be the subject of a future administrative order.

**Guidelines**

9. Staff shall consider including design guidelines for various streetscaping elements in its Municipal Design Guidelines and may require adjacent property owners to build streetscapes by applying the guidelines upon construction and reinstatement of municipal sidewalks as part of development or redevelopment of a site.

10. The Municipal Design Guidelines may include guidance regarding streetscaping including, but not limited to:

- (1) where the inclusion of various streetscape elements is required or recommended;

- (2) the minimum requirements for tree planting (i.e. number of trees and soil volume per tree) in the boulevard or furnishing zone;
- (3) the minimum standards for reinstatement of the right-of-way as part of any development or construction activity which necessitates reinstatement of the pedestrian realm; and,
- (4) the expectation for reinstatement of existing streetscaping elements.

### **Streetscape Program Elements**

11. Streetscaping considers how certain elements can be used in the street right of way to support aesthetic considerations and contribute to a street's function as part of the public realm. The following elements are components of the streetscaping program:

- (a) special sidewalk and furnishing zone treatments (unit pavers, distinct scoring, tinted concrete, exposed aggregate, and more);
- (b) street trees in hard surfaces and associated structures (i.e. soil cells, tree guards, tree grates, single tree planters, and more);
- (c) ornamental street, pedestrian, and accent lighting;
- (d) granite curbs;
- (e) raised planters;
- (f) shrub and perennial horticultural plantings;
- (g) street furniture (benches, waste receptacles, and more);
- (h) underground wiring; and,
- (i) non-standard elements that may be approved on a case by case basis.

### **Horticulture in the Right-of-Way**

12. Perennial horticultural plantings may be included as a component of streetscaping projects and maintained by the Municipality.

13. Streetscaping projects shall not include the installation and maintenance of annual plantings, including flower beds, hanging baskets, and containers.

14. With the exception of grandfathered annual plantings maintained by the Municipality listed in Table 2, the installation and maintenance of annual plantings in the street right-of-way (ROW), such as but not limited to flower beds, hanging baskets, and containers, shall be the responsibility of Business Improvement Associations (BIA's) or others and shall be subject to applicable agreements confirming responsibility for ownership and maintenance of these elements within the street right-of-way.

**Table 2. Annual Plantings in the Regional Centre Street R.O.W Maintained by HRM**

| Street Name          | From             | To                 | Notes   |
|----------------------|------------------|--------------------|---|
| <i>Dartmouth</i>     |                  |                    |   |
| Alderney Drive       | Park Avenue      | Mill Lane          | median beds, Alderney plaza containers, hanging baskets |
| Portland Street      | Alderney Drive   | Prince Albert Road | planters  |
| Prince Street        | Portland Street  | Alderney Drive     | planters  |
| King Street          | Portland Street  | Queen Street       | planters  |
| Lancaster Drive      | Woodlawn Avenue  | Cannon Terrace     | bed near intersection                                   |
| MicMac Blvd          | Glen Manor Drive | Mall entrance      | median beds   |
| Prince Albert Road   | Nowlan Street    | Glenwood Avenue    | hanging baskets   |
| Queen Street         | King Street      | Wentworth Street   | containers  |
| Victoria Road        | Albro Lake Road  | Jackson Road       | bed near intersection                                   |
| Wyse Road            | Nantucket Avenue | Boland Road        | median beds   |
| <i>Halifax</i>       |                  |                    |   |
| Granville Mall,      | Duke Street      | North end of Mall  | hanging baskets   |
| Cogswell Interchange | Hollis Street    | Upper Water        | planter in traffic island <sup>1</sup>                  |
| Lower Water Street   | Salter Street    | George Street      | containers in boulevard <sup>2</sup>                    |
| Queen Street         | Green Street     | Victoria Road      | planters near intersection                              |

15. If the Municipality chooses to discontinue maintenance of any annual or perennial horticultural streetscape elements for budgetary or any other reasons, a suitable low maintenance treatment will be installed.

### **Exclusions**

16. The following elements shall not be delivered by the streetscape program:

- (a) banners;
- (b) boulevard gardens;
- (c) seasonal decorations;
- (d) annual plantings;
- (e) special district signage;
- (f) any brackets or hardware associated with the above; and,
- (g) other similar elements.

17. The installation and maintenance of these elements in the street right-of-way shall be the responsibility of Business Improvement Associations (BIA's) or others and shall be subject to applicable policies and agreements confirming responsibility for ownership and maintenance of these elements within the street right-of-way.

<sup>1</sup> Will be removed as part of Cogswell Interchange redevelopment project

<sup>2</sup> Installation/maintenance is a shared responsibility between HRM and Develop Nova Scotia

19. The following elements are primarily delivered by other municipal projects or programs, however, they may all be carried out in conjunction with streetscaping projects:

- (a) accessibility features (TWSIs, curb ramps, etc.)
- (b) bicycle facilities;
- (c) bicycle racks;
- (d) bus stops and associated furnishings (such as shelters, benches, garbage cans, etc.);
- (e) corner radius modifications;
- (f) containers;
- (g) curb extensions;
- (h) stormwater infrastructure (e.g. catchbasins, trench drains, stormwater BMPs);
- (i) heritage or cultural interpretation (i.e. plaques, cultural street sign blades, etc.);
- (j) new and recapitalized sidewalks;
- (k) neighbourhood signs;
- (l) public art;
- (m) refuge islands;
- (n) repaving roads;
- (o) road safety improvements;
- (p) tactical urbanism projects;
- (q) traffic calming elements;
- (r) street trees planted in grass boulevards;
- (s) preservation of existing mature trees;
- (t) wayfinding signage; and,
- (u) other

18. As per the Streets By-law (S-300), abutting property owners are responsible for the maintenance of grass in the boulevard between the sidewalk and the curb.

### **Municipally Delivered Streetscape Projects**

20. Municipally delivered streetscape projects are considered for funding through the annual capital budget cycle, and subject to Council approval. This includes budgets for the renewal of streetscape elements nearing the end of their useful life to ensure that the integrity of older projects can be maintained.

21. Streetscape project funding may be used to supplement other capital project funding to include streetscape elements within the scope of other projects.

22. Larger integrated projects may be identified in the capital budget, which include streetscaping as part of their scope.

23. In addition to capital funding, the Municipality may supplement the streetscaping budget with funding from other sources, such as from other levels of government or the private sector.



24. The inclusion of any streetscape elements in a project that may be required under the Municipal Design Guidelines (per section 10 above) will be dependant on Council approval of budgets, or availability of other funding, to do so.

### **Maintenance**

25. Staff shall be assigned to plan, deliver, and maintain the assets of the streetscaping program.

26. Staff shall track the type, amount, and condition of streetscape assets, in a streetscape asset inventory.

27. Service standards for streetscape assets shall be established and reviewed from time to time.

28. Service standard expectations shall be determined ahead of project construction for any non-standard streetscape elements.

29. Where they are necessary, internal and external service level agreements or maintenance contracts shall be updated as needed following the installation of streetscaping elements to ensure their maintenance needs will be addressed.

30. Cost estimates for project maintenance shall be identified and proposed for inclusion in operating budgets as part of the regular capital budget OCC (operating cost of capital) process ncluding streetscapes delivered by third parties under sections 9 and 10.

31. Any capital impacts of streetscaping must also be identified and included in proposed budgets, such as any new equipment needed to maintain streetscape assets.

### **Authority**

32. Regional Council delegates Directors or Managers the authority to approve and execute service level agreements between business units in accordance with this Administrative Order, and any amendments to such agreement.

33. Regional Council delegates the Chief Administrative Officer the authority to approve and execute service level agreements on behalf of the Municipality with third parties in accordance with this Administrative Order, and any amendments to such agreement.

Done and passed in Council this 30<sup>th</sup> day of September, 2020.

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Mayor Mike Savage

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Phoebe Rai, Acting Municipal Clerk

I, Phoebe Rai, Acting Municipal Clerk of the Halifax Regional Municipality, hereby certify that the above noted Administrative Order was passed at a meeting of Halifax Regional Council held on September 30, 2020.

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Phoebe Rai, Acting Municipal Clerk

Notice of Motion:  
Approval:

September 1, 2020  
September 30, 2020