



P.O. Box 1749  
Halifax, Nova Scotia  
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**Item No. 15.2.2**  
**Halifax Regional Council**  
**May 14, 2019**

**TO:** Mayor Savage and Members of Halifax Regional Council

Original Signed

**SUBMITTED BY:**

\_\_\_\_\_  
Councillor Sam Austin, Chair, Community Planning and Economic Development  
Standing Committee

**DATE:** April 18, 2019

**SUBJECT:** Case H00437 - Strategy for the Protection of Potential Heritage Resources in  
Downtown Halifax (Map 6)

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### **ORIGIN**

January 31, 2019 meeting of the Heritage Advisory Committee, Item No. 9.3.

April 18, 2019 meeting of the Community Planning and Economic Development Standing Committee, Item No. 12.2.1.

### **LEGISLATIVE AUTHORITY**

Administrative Order 1, *Respecting the Procedures of the Council*, Schedule 3, Community Planning & Economic Development Standing Committee Terms of Reference, section 5:

#### **Oversight – Economics and Immigration**

5. The Community Planning and Economic Development Standing Committee shall oversee the Municipality's Community building initiatives in the areas of arts, culture, recreation and heritage and related facilities strategies by:

- (a) promoting and enabling an inclusive range of arts, culture, recreation and heritage opportunities in the municipality;
- (b) promoting and enabling access to arts, cultural, recreation and heritage facilities that support the Municipality's Community Outcome areas; and
- (c) overseeing the progress on the Municipality's Community building and enhancing strategies and any related initiatives.

5A. "Heritage" for the purposes of community building initiatives relates to overseeing policy matters respecting heritage and, for greater certainty, excludes oversight of a specific application respecting a municipal heritage property, such as an application for a registration, deregistration, substantial alteration, demolition or heritage incentive.

Recommendation on page 2

## **RECOMMENDATION**

The Community Planning and Economic Development Standing Committee recommend that Halifax Regional Council:

1. Initiate a process to evaluate existing potential heritage properties identified in Attachment D of the staff report dated December 28, 2018 under the HRM Evaluation Criteria for registered heritage properties under H-200, the Heritage Property By-law;
2. Initiate a background study for the Historic Properties Heritage Conservation District that will consider additional potential heritage resources identified in Attachment D of the staff report dated December 28, 2018 within a boundary that is contiguous with the area identified in Attachment B of the staff report dated December 28, 2018, as Historic Properties; and
3. Direct staff to prepare a program, including financial and land use incentives, for registered heritage properties located in Downtown Halifax, outside of Heritage Conservation Districts, for Halifax Regional Council's consideration.

## **BACKGROUND**

A recommendation report from the Heritage Advisory Committee pertaining to Case H00437 - Strategy for the Protection of Potential Heritage Resources in Downtown Halifax (Map 6) was before the Community Planning and Economic Development Standing Committee for consideration at its meeting held on April 18, 2019.

For further information, please refer to the Heritage Advisory Committee recommendation report dated February 1, 2019 with attached staff report dated December 28, 2018 (attachment 1).

## **DISCUSSION**

Staff provided a presentation and responded to questions from the Standing Committee in relation to the timelines associated with the proposed background studies and financial and land use incentive programs. The Community Planning and Economic Development Standing Committee, having reviewed this matter at its April 18, 2019 meeting, forwarded the recommendation to Halifax Regional Council as outlined in this report.

## **FINANCIAL IMPLICATIONS**

As outlined in the attached staff report dated December 28, 2018.

## **RISK CONSIDERATION**

As outlined in the attached staff report dated December 28, 2018.

## **COMMUNITY ENGAGEMENT**

The Community Planning and Economic Development Standing Committee meetings are open to public attendance, a live webcast is provided of the meeting, and members of the public are invited to address the Committee for up to five minutes at the end of each meeting during the Public Participation portion of the meeting. The agenda, reports, video, and minutes of the Community Planning & Economic Development Standing Committee are posted on Halifax.ca.

## **ENVIRONMENTAL IMPLICATIONS**

As outlined in the attached staff report dated December 28, 2018.

**ALTERNATIVES**

The Community Planning and Economic Development Standing Committee did not discuss alternative recommendations.

**ATTACHMENTS**

1. Recommendation report from the Heritage Advisory Committee dated February 1, 2019 with attached staff report dated December 28, 2019.
2. Staff presentation dated April 18, 2019.

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A copy of this report can be obtained online at [halifax.ca](http://halifax.ca) or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by:       Liam MacSween, Legislative Assistant, 902.490.6521

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**Attachment 1**  
**Community Planning and Economic Development Standing Committee**  
**April 18, 2019**

**TO:** Chair and Members of Community Planning & Economic Development Standing Committee

Original Signed

**SUBMITTED BY:** \_\_\_\_\_  
For Jenny Lugar, Chair, Heritage Advisory Committee

**DATE:** February 1, 2019

**SUBJECT:** **Case H00437: Strategy for the Protection of Potential Heritage Resources in Downtown Halifax (Map 6)**

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**ORIGIN**

Motion from the January 31, 2019 meeting of the Heritage Advisory Committee, Item 9.3.

**LEGISLATIVE AUTHORITY**

*Heritage Property Act*

s. 14(1) A heritage advisory committee may recommend to the municipality that a building, public building interior, streetscape, cultural landscape or area be registered as a municipal heritage property in the municipal registry of heritage property.

HRM By-law No. H-200 - Heritage Property By-law

4. The [Heritage Advisory] Committee shall, within the time limits prescribed by Council or the [Heritage Property] Act, advise the Region respecting:
- (a) the inclusion of buildings, public building interiors, streetscapes, cultural landscapes or areas in the Registry.

Administrative Order 1, *Respecting the Procedures of the Council*, Schedule 3, Community Planning & Economic Development Standing Committee Terms of Reference, section 5 (a):

**Oversight – Community Building Initiatives**

The Community Planning and Economic Development Standing Committee shall oversee the Municipality's Community building initiatives in the areas of arts, culture, recreation and heritage and related facilities strategies as it relates to overseeing policy matters respecting heritage and, for greater certainty, excludes oversight of a specific application respecting a municipal heritage property, such as an application for a registration, deregistration, substantial alteration, demolition or heritage incentive.

Recommendation on page 2.

## **RECOMMENDATION**

The Heritage Advisory Committee recommends that the Community Planning and Economic Development Standing Committee recommend that Halifax Regional Council:

1. Initiate a process to evaluate existing potential heritage properties identified in Attachment D of the staff report dated December 28, 2018 under the HRM Evaluation Criteria for registered heritage properties under H-200, the Heritage Property By-law;
2. Initiate a background study for the Historic Properties Heritage Conservation District that will consider additional potential heritage resources identified in Attachment D of the staff report dated December 28, 2018 within a boundary that is contiguous with the area identified in Attachment B of the staff report dated December 28, 2018, as Historic Properties; and
3. Direct staff to prepare a program, including financial and land use incentives, for registered heritage properties located in Downtown Halifax, outside of Heritage Conservation Districts, for Council's consideration.

## **BACKGROUND**

The Heritage Advisory Committee received a presentation from staff, and considered the staff report dated December 28, 2018 at their meeting held on January 31, 2019.

Refer to the December 28, 2018 staff report (Attachment 1) for further information on the background of this item.

## **DISCUSSION**

At the January 31, 2019 meeting, the Committee discussed the staff report dated December 28, 2018. Committee members expressed concern that some buildings were not reflected in Map 6, annexed as Attachment A of the report dated December 28, 2018. Staff requested that Committee members follow up with them to identify any buildings which have been excluded, which will subsequently be communicated to Regional Council when the matter comes forward.

Following the discussion, the Committee approved the staff recommendation as contained in the 'recommendation' section of this report.

Refer to the December 28, 2018 staff report (Attachment 1) for further discussion on this item.

## **FINANCIAL IMPLICATIONS**

Refer to the December 28, 2018 staff report (Attachment 1) for information on financial implications associated with this item.

## **RISK CONSIDERATION**

None identified.

## **COMMUNITY ENGAGEMENT**

Meetings of the Heritage Advisory Committee are open to public attendance. The agenda, reports, and minutes of the Committee are posted online at Halifax.ca.

Refer to the December 28, 2018 staff report (Attachment 1) for further information on community engagement specific to this item.

**ENVIRONMENTAL IMPLICATIONS**

None identified.

**ALTERNATIVES**

The Committee did not provide alternatives. Refer to the December 28, 2018 staff report (Attachment 1) for further information on alternatives.

**ATTACHMENTS**

Attachment 1 – Staff report dated December 28, 2018

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A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.php> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

Report Prepared by: David Perusse, Legislative Assistant, Office of the Municipal Clerk 902-490-6732

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P.O. Box 1749  
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**Item No. 9.3**  
Heritage Advisory Committee  
January 31, 2019

Community Planning and  
Economic Development  
Standing Committee  
March 14, 2019

**TO:** Chairs and Members of the:  
Heritage Advisory Committee  
Community Planning and Economic Development Standing Committee

**SUBMITTED BY:** *-Original Signed-*  
\_\_\_\_\_  
Kelly Denty, Director, Planning and Development

*-Original Signed-*  
\_\_\_\_\_  
Jacques Dubé, Chief Administrative Officer

**DATE:** December 28, 2018

**SUBJECT:** **Case H00437: Strategy for the Protection of Potential Heritage Resources in Downtown Halifax (Map 6)**

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**ORIGIN**

On May 10, 2016, Regional Council passed the following motion:

*“THAT Halifax Regional Council request a staff report with regard to placing a moratorium on the demolition of buildings inventoried as properties which have potential for registration as municipal heritage properties or inclusion in municipal heritage conservation districts, as identified in the Downtown Halifax Secondary Municipal Planning Strategy, Map 6: "Heritage Resources", forming part of the Downtown Halifax Secondary Municipal Planning Strategy, pending consideration of, and incorporation of a strategy for preserving these buildings in the Regional Plan revisions (RP+5).”*

**LEGISLATIVE AUTHORITY**

- *Heritage Property Act, R.S.N.S. 1989, c. 199*
- *Halifax Regional Municipality Charter, Part VIII*
- *By-law H-200, Heritage Property By-law*

## **RECOMMENDATION**

It is recommended that the Heritage Advisory Committee and the Community Planning and Economic Development Standing Committee recommend that Halifax Regional Council:

1. Initiate a process to evaluate existing potential heritage properties identified in Attachment D of this report under the HRM Evaluation Criteria for registered heritage properties under H-200, the Heritage Property By-law;
2. Initiate a background study for the Historic Properties Heritage Conservation District that will consider additional potential heritage resources identified in Attachment D of this report within a boundary that is contiguous with the area identified in Attachment B of this report as Historic Properties; and
3. Direct staff to prepare a program, including financial and land use incentives, for registered heritage properties located in Downtown Halifax, outside of Heritage Conservation Districts, for Council's consideration.

## **EXECUTIVE SUMMARY**

Map 6 of the Downtown Halifax Secondary Municipal Planning Strategy (DHMPS) identifies potential heritage buildings that were never registered as municipal heritage properties but may have heritage value due to their age and architectural style. The map indicates that there are 104 potential heritage resources when the DHMPS was adopted in 2009. As of January 2019, 71 of these potential heritage resources are still standing in downtown Halifax.

In 2016, Council requested a strategy to protect the remaining potential heritage resources in downtown Halifax. Such a strategy may employ two separate provisions enabled under the *Heritage Property Act*. The first provision would be the inclusion of the properties in the Registry of Municipal Heritage Property and secondly, the expansion of the boundaries of the potential Historic Properties Heritage Conservation District (HCD) to include potential heritage properties.

HCDs and the Registry of municipal heritage properties have certain advantages and disadvantages. A Heritage Conservation District (HCD) has the potential to offer stronger conservation measures than the Registry of Municipal Heritage Property. However, the timeframe to establish an HCD exceeds the timeframe to evaluate heritage resources for potential registration. The registration of municipal heritage properties offers an interim protection period that is not available during the planning phase to adopt an HCD. An HCD and municipal heritage registration may be considered together as two phases of a single strategy to protect heritage resources in downtown Halifax and should be accompanied by financial and land use incentives programs.

## **BACKGROUND**

On May 10, 2016, based on an earlier request by the Heritage Advisory Committee, Regional Council passed a motion to request a staff report regarding a potential moratorium on the demolition of buildings identified on Map 6 of the Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS) entitled "Heritage Resources". Due to significant development activity, to date 30% of the unregistered heritage buildings in Downtown Halifax identified on Map 6 have been demolished since the adoption of the Plan in 2009. While a moratorium on demolitions is not an option under current legislation, this report outlines the means currently available to the Municipality to help address the continued loss of unregistered historic buildings in Downtown Halifax.



### Downtown Halifax SMPS

The DHSMPS was adopted in 2009. Chapter 4 of this plan, entitled “Heritage Conservation”, addresses built heritage. The introduction to this chapter explains that:

*“the 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.”*

Chapter 4 refers to Map 6 - Heritage Resources, which illustrates where landmark sites, registered heritage buildings, registered heritage sites, and potential heritage buildings are located (see Attachment A). The information on Map 6 was prepared by HRM Heritage Property Program staff though the review of historic maps combined with visual site inspections.

No information beyond these two initial sources was gathered on the heritage significance of these buildings. These buildings were identified on Map 6 to illustrate the age of the surviving building stock within the Downtown Halifax Plan boundaries. The DHSMPS does not fully examine the other factors that contribute to the overall heritage value of these buildings including their historical importance or architectural merit and integrity. The DHSMPS also encourages development where it permits post-bonus heights of between 16 and 49 metres throughout the downtown including on properties where both registered heritage buildings and potential heritage buildings are located.

### Registry of Municipal Heritage Property

The Evaluation Criteria for the Registration of Heritage Buildings in HRM, in Attachment C, are used to evaluate the heritage value and character of a potential heritage buildings and to determine if a building merits formal registration as a municipal heritage property. The scoring system is broken down into six categories, identified in Table 1, below.

Table 1: HRM Evaluation Criteria for Registration of Heritage Buildings, Total Possible Scoring Summary

Criterion	Highest Possible Score
1. Age	25
2. Historical or Architectural Importance	20
3. Significance of Architect/Builder	10
4. Architectural Merit: Construction type and Style	20
5. Architectural Integrity	15
6. Relationship to Surrounding Area	10
<b>Total</b>	<b>100</b>

To determine if a building warrants registration as a municipal heritage property, the municipality requires historic background research for the building followed by an application of the evaluation criteria by the Heritage Advisory Committee (HAC). The DHMPS includes Policy 37:

*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:*

*(b) establish an inventory of properties which have potential for registration as municipal heritage properties or inclusion in municipal heritage conservation districts.*

If Regional Council registers a municipal heritage property, then Section 17 of the HPA requires that the property shall not be substantially altered in exterior appearance or demolished without the approval of the

municipality. However, Section 18 of the HPA maintains that where the municipality does not approve an application for substantial alteration or demolition, the property owner may make the alteration or carry out the demolition at any time after three years from the date of the application but not more than four years after the date of the application.

### Inventory of Heritage Resources in Downtown Halifax – Map 6

The Downtown Halifax Secondary Municipal Planning Strategy's Heritage Resources map, Map 6, was created in 2009. The map highlights the rich built heritage located within downtown Halifax. It shows 15 landmark sites, 163 registered heritage buildings, 3 registered heritage sites, and 141 potential heritage buildings located in the Downtown Halifax plan area.

Since 2009, there has been considerable development in Downtown Halifax. This new development has had an impact on both registered heritage buildings and potential heritage buildings. Seven registered heritage buildings and two potential heritage buildings have been integrated into larger development projects. Notable examples of integrated development include the eSpace project at 1652-62 Barrington Street and The Dillon at 5262-68 Sackville Street. There have also been site plan and substantial alteration approvals for integrated development on seven registered heritage buildings that were never carried out but are still in effect.

### Updated Inventory of Heritage Resources in Downtown Halifax

There is a total of 104 potential heritage buildings, identified on Map 6, which are not part of an existing or potential Heritage Conservation District, identified on Map 7. Processes to consider the future of potential heritage buildings within established or potential HCDs are identified or will be identified as part of the respective HCD By-laws. Therefore, these properties are outside of the scope of this report which seeks to establish a means to consider the protection of potential heritage buildings in downtown Halifax that are currently unregistered and outside an existing or potential HCD. Refer to Tables 2 and 3, below, for a summary of existing potential heritage buildings in downtown Halifax.

*Table 2: Number of Heritage Resources in Downtown Halifax Still Standing Outside of an HCD and their Approximate Age and Style*

Number of Potential Heritage Buildings Outside of Existing or Future HCDs identified on Map 7	Number of Potential Heritage Buildings Outside of Existing or Future HCDs that are Still Standing	Number of Potential Heritage Buildings Outside of Existing or Future HCDs Demolished Since 2009
104	71	33

*Table 3: The Approximate Age and Style of the Buildings which are Still Standing*

Approximate Age and Style as a Percentage of the 71 Potential Heritage Buildings Outside of Existing or Future HCDs that are Still Standing		
Late Georgian to Mid-Victorian (1800-1885)	Late Victorian to Edwardian (1885-1914)	Beaux Arts and Art Deco (1925-1939)
75% concentrated in a few areas (53 buildings)	16% concentrated in one area (12 buildings)	9% including 3 landmark sites (6 buildings)

Since 2009, 33 buildings – or 30 per cent – of the 104 potential heritage buildings on Map 6 have been demolished. 71 potential heritage buildings remain standing, refer to Attachment D for a revised Map showing existing potential heritage buildings. To determine if these remaining buildings warrant protection from exterior alteration or demolition would require further research, analysis, and evaluation. However, the methods used to identify these heritage resources in Map 6, including a review of historic maps and visual site inspections, can be used to further estimate the age and style of the potential heritage buildings.

It appears that 53 buildings – or 75 per cent – of the remaining 71 potential heritage buildings are of Late Georgian and Mid-Victorian stock built between 1800 and 1885. These buildings represent the living legacy of Old Town Halifax. This vintage and style of building in HRM is located predominantly in the old towns of Halifax and Dartmouth and in their oldest adjacent suburbs. In downtown Halifax, this building stock is predominantly located in the vicinities of Spring Garden Road, and to its north, and between Blowers Street and Sackville Street.

The other 18 buildings – or 25 per cent – of the remaining potential heritage buildings are in the Late Victorian, Edwardian, Beaux Arts, and Art Deco styles of architecture. The Late Victorian style is certainly the most common historic building style represented in the HRM Registry of Heritage Property. This style of building is predominantly located in the neighbourhoods surrounding the downtown built between 1885 and 1900. Buildings of this style are more ornate and aesthetically detailed than the buildings of the earlier Georgian and Victorian styles. There are a few examples of this style and the later Edwardian style in the vicinity of Spring Garden Road but these styles are not common in downtown Halifax. Out of the six institutional and commercial buildings constructed in the monumental Beaux Arts and Art Deco styles in the mid-20<sup>th</sup> century, three are identified on Map 6 as unregistered landmark sites. These sites include the Ralph M. Medjuck Building on the Sexton Campus of Dalhousie University, the Halifax Memorial Library Building in the middle of Grafton Street Park, and the Provincial Building across from Province House on Hollis Street. (note: Regional Council would have the opportunity to consider the implications of any protective measures as they relate to individual properties through future processes under the Heritage Property Act or Municipal Policies)

#### **Heritage Conservation Districts (HCDs)**

In addition to Map 6, Map 7 identifies where the Heritage Conservation District on Barrington Street is located. It also shows the proposed locations for two potential Heritage Conservation Districts within the Downtown plan boundaries at Barrington Street South and Historic Properties (see Attachment B). Heritage Conservation Districts afford a level of protection to heritage buildings through a process to consider applications for their exterior alteration or demolition.

HRM adopted the Barrington Street Heritage Conservation District in 2009. The Barrington Street HCD encompasses 24 registered municipal heritage properties and 17 potential heritage buildings, identified on Map 6. Regional Council formally initiated a process to establish a Heritage Conservation District in Barrington South (Old South Suburb) and this process is ongoing. The proposed Old South Suburb HCD encompasses 41 registered municipal heritage properties and 21 potential heritage buildings.

Regional Council has not yet initiated a process to establish a Heritage Conservation District for Historic Properties. Its current potential boundaries, identified on Map 7, include 21 registered municipal heritage properties.

#### **Culture and Heritage Priorities Plan (CHPP)**

The Regional Plan states Council's intent to prepare a *Culture and Heritage Priorities Plan* with the aim of providing "greater direction for strategic planning and investment in culture and heritage". The CHPP offers the best opportunity to pursue broad strategic directions for the Heritage Property Program based upon best practices research. The CHPP is currently being developed and is expected to be completed in the fall of 2019.

#### **Development Trends Impacting Heritage Resources in Downtown Halifax**

The adoption of the DHSMPs in 2009 coincided with historically low interest rates and a pent-up demand for residential and mixed-use development in the downtown, resulting in a development boom. Due in large part to the higher density redevelopment potential permitted on properties in the Downtown Halifax Land Use Bylaw, there is a trend to demolish potential heritage buildings rather than retrofit them or integrate them into new developments. If development in Downtown Halifax remains consistent with the previous decade, this demolition trend will likely continue if unabated.

Almost one third of the original stock of potential heritage buildings, outside of an existing or potential HCD, have been lost in less than 10 years. It is therefore possible, if development trends continue, that one half of the remaining stock outside of an existing or potential HCD, will be lost before 2030 and that the entire stock of potential heritage buildings, outside of an existing or potential HCD, will be lost before 2040. There have also been several demolitions within the Barrington Street Heritage Conservation District. However, these demolitions were reviewed and approved as part of a process to weigh the interests of conservation versus the redevelopment of these heritage resources.

There is also a trend to integrate registered heritage buildings and buildings within a Heritage Conservation District with new development. The registration of buildings as municipal heritage properties or their inclusion in an HCD does ensure that the heritage resources form part of redevelopment projects in an area where higher densities are permitted. There are far less examples of larger development projects integrating potential heritage buildings because these heritage resources can be demolished as-of-right without any consideration for their heritage value or character.

## **DISCUSSION**

### **Strategy to Help Protect Downtown Halifax Heritage Resources**

There are two tools under the *Heritage Property Act* that can be used to formulate strategies that can help protect significant heritage resources from inappropriate exterior alterations and demolitions: The Registry of Municipal Heritage Property and the Heritage Conservation District. Each tool has its advantages and disadvantages that are worth considering when formulating a strategy to protect heritage resources. Refer to Table 3, below, for a summary of the advantages and disadvantages of these two tools.

#### **Research and Evaluate Potential Heritage Resources for Inclusion in the Registry of Municipal Heritage Property**

The buildings identified in Attachment A, Map 6, as potential heritage buildings may warrant registration as municipal heritage buildings. To determine if these buildings warrant registration requires the preparation of historic research assessments for each building followed by a review under the HRM Evaluation Criteria by the Heritage Advisory Committee (HAC). Presently, the HRM Heritage Property Program does not have historic background research prepared for each potential heritage building. It is estimated that staff would be able to prepare this background research for each building using in-house resources within an eighteen-month timeframe. Staff would notify all property owners before submitting their property to HAC for evaluation as a municipal heritage property.

The HAC can apply evaluation criteria to potential heritage buildings based on the background research and it may make a recommendation to Regional Council to register potential heritage buildings if the buildings score more than 50 points. According to the *Heritage Property Act*, no person shall substantially alter the exterior appearance of or demolish the building for 120 days except if the municipality refuses to register the property. Regional Council may refuse or accept to register at its own discretion.

If Regional Council accepts the proposal to register a municipal heritage property then there is a measure of protection from inappropriate exterior alteration or demolition. However, the property owner may proceed with the alteration or carry out the demolition at any time after three years from the date of the application, but not more than four years after the date of the application. Registration as a municipal heritage property encourages the integration of the heritage resources into larger developments, however, there is no comprehensive development strategy or possibility for development agreements within the DHSMPs to facilitate the integrated development. A policy enabling integrated proposals by development agreement currently exists as part of the Halifax and Dartmouth secondary plans and is proposed as part of the forthcoming Centre Plan, but was not included in the DHSMPs in favour of the site plan approval process.

It should be noted that the last time a large number of properties were evaluated concurrently for registration was by the four pre-amalgamation municipalities of Halifax, Dartmouth, Bedford and Halifax County

between the years of 1978 and 1981. This process formed the bulk of HRM's current register of heritage properties and is enabled by the *Heritage Property Act*.

*Table 3: Advantages and Disadvantages of inclusion in the Registry of Municipal Heritage Property versus Inclusion within a Heritage Conservation District*

Tool	Timeframe for Completion and "Moratorium"	"Protection"	"Inclusivity"	Possibility for Integrated Development
<b>Registry of Municipal Heritage Property</b>	After research is complete, registration can take as little as four months.  120-day protection period after Notice of Recommendation is sent to property owner prior to registration.	Regional Council can decide outcome of a demolition application. However, property owner may alter or demolish after three years of an application but not after four years.	Only "the best" heritage buildings are registered based on scoring criteria	Less flexibility with no potential for development agreements in downtown Halifax
<b>Heritage Conservation District</b>	After background study is complete, adoption can take three years or more.  No interim protection prior to HCD approval.	Municipality can decide outcome of a demolition application and decision will stand.	More modest heritage buildings are also included.	More flexibility with comprehensive development strategy

*Expand the Boundaries in the Background Studies for the Potential Historic Properties Heritage Conservation District to Include Potential Heritage Resources*

There is the potential to expand the scope of the background study for the proposed Historic Properties HCD to include an area of downtown Halifax that is contiguous with the area identified in Attachment B (Map 7). Regional Council may also consider including non-contiguous areas as additional districts under the same By-law. For example, the Town of Truro Heritage Conservation District administers three non-contiguous HCDs under one plan and By-law. Preparing the background study is the first step toward establishing an HCD. Regional Council would then consider initiating a process to establish a Heritage Conservation District in Historic Properties after it receives the background study.

Heritage Conservation Districts can take a few years to complete. For example, the Barrington Street HCD plan took five years to complete. The Schmidville HCD plan took three years to complete after the background study was adopted by Regional Council. The time it takes to establish a HCD itself poses a threat to the districts as there is no process to protect potential heritage buildings during the planning process to establish an HCD.

Once established, an HCD will ensure that the heritage value and character of heritage resources are considered when an application is submitted for its exterior alteration or demolition. Depending on the policy language in the HCD By-law, a municipal decision to allow or refuse a development application affecting a heritage resource can stand. The HCD can include a range of heritage resources that may include the Art Deco landmark sites to more modest Victorian buildings that exhibit the local vernacular architecture. The HCD is also accompanied by amendments to the Downtown Halifax Secondary Municipal Planning Strategy and Land Use By-law. These amendments can ensure that heritage resources are integrated into new development while still allowing for considerable development height within the HCD where appropriate.

*Financial and Land Use Incentives Programs*

Financial and land use incentives programs will be integral to any strategy that aims to revitalize and conserve historic buildings within downtown Halifax whether these buildings are registered as municipal heritage properties, form part of a Heritage Conservation District, or both. Such programs were identified in *Case #H00460 – Protection of Municipal Heritage Buildings* that will be presented to the Heritage

Advisory Committee. A financial incentives program was vital to encouraging improvements to the functionality and architectural integrity of buildings within the existing Barrington Street Heritage Conservation District which resulted in extensive improvements to that District. Conservation measures in the form of financial incentives, such as grants or tax rebates, should accompany conservation measures that take the form of additional regulations on the development of heritage buildings in downtown Halifax.

The municipality should participate in heritage conservation projects in partnership with private property owners by securing public investments in private property. The role of the municipality should extend beyond that of regulator, recognizing that heritage conservation is a public benefit that bolsters our tourism industry, improves our streetscapes and is central to promoting and retaining civic pride and identity.

### **Conclusion**

A strategy to protect potential heritage resources in downtown Halifax may include two separate provisions enabled under the *Heritage Property Act* including the research and evaluation of potential heritage resources for inclusion in the Registry of Municipal Heritage Property and the expansion of the boundaries of the potential Historic Properties Heritage Conservation District to include potential heritage properties. These provisions may be considered together as two phases of the one strategy to protect heritage resources along with financial and land use incentives programs.

First, the Heritage Advisory Committee can evaluate the potential heritage buildings under the HRM Evaluation Criteria to present Regional Council with a list of significant heritage resources for recommendation as municipal heritage properties. Should Regional Council wish to proceed to a heritage hearing for any of these potential heritage resources, a 120-day interim protection period will ensure that these resources are protected until considered by Regional Council for registration as municipal heritage properties. Therefore, the approach to evaluate heritage resources for potential registration ensures that significant heritage resources are protected with the shortest delay possible.

Second, at the direction of Regional Council, the background studies for the potential Historic Properties HCD may consider expanding the boundaries of the potential HCD to include potential heritage resources within a larger area to the south that is contiguous with the area delineated in Attachment B on Map 7.

A Heritage Conservation District has the potential to offer stronger conservation measures than the Registry of Municipal Heritage Property. A HCD can apply conservation measures to a wider range of heritage resources because it not only seeks the best examples of a specific type of building but seeks to preserve the character of an entire neighbourhood or precinct. A HCD can offer greater flexibility for integrating heritage resources into larger development projects because the land use bylaw can be amended to support the heritage development goals of the HCD. The HCD planning process provides a more creative platform to engage stakeholders, including owners of potential heritage buildings, in discussions around appropriate conservation measures and development goals. The timeframe to establish a HCD exceeds the timeframe to evaluate heritage resources for potential registration and there is no possible interim protection period to conserve potential heritage buildings during the planning and community engagement process to establish the HCD.

### **FINANCIAL IMPLICATIONS**

There are no immediate budget implications resulting from the report recommendations. The proposed financial incentives are expected to be similar in scope and magnitude to the Barrington Street incentives program, however various options will be developed and brought forward for Council's consideration.

All HRM costs associated with preparing the Historic Properties Heritage Conservation District plan, or the evaluation of individual properties can be accommodated within annual operating budget for C002 Urban Design.

## **RISK CONSIDERATION**

There are no significant risks associated with the recommendations in this Report. The risks considered rate Moderate due to the potential for affected property owners to object to the recommendations outlined in this report. These risks would be mitigated by appropriate public and stakeholder engagement in-keeping with the Municipality's current policies and procedures.

To reach this conclusion, consideration was given to operational, financial, and/or strategic risks.

## **COMMUNITY ENGAGEMENT**

The community engagement process for this project is consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement included information sharing achieved through public accessibility to the required Heritage Advisory Committee and Community Planning and Economic Development Standing Committee meetings.

## **ENVIRONMENTAL IMPLICATIONS**

No concerns identified.

## **ALTERNATIVES**

### **Heritage Advisory Committee**

1. The HAC may recommend that Regional Council refuse some or all the staff recommendations in this report. This may require a supplementary staff report.
2. The HAC may recommend that Regional Council initiate background studies for multiple Heritage Conservation Districts that will consider all existing potential heritage resources identified in Attachment D within multiple boundaries under the same By-law as the Historic Properties HCD.

### **Community Planning and Economic Standing Committee**

1. CPED may recommend that Regional Council refuse some or all the staff recommendations in this report. This may require a supplementary staff report.
2. CPED may recommend that Regional Council initiate background studies for multiple Heritage Conservation Districts that will consider all existing potential heritage resources identified in Attachment D within multiple boundaries under the same By-law as the Historic Properties HCD.

## **ATTACHMENTS**

Attachment A: Downtown Halifax SMPS, Map 6, Heritage Resources

Attachment B: Downtown Halifax SMPS, Map 7, Heritage Districts

Attachment C: Evaluation Criteria for the Registration of Heritage Buildings in HRM

Attachment D: Existing Heritage Resources in December 2018

A copy of this report can be obtained online at [halifax.ca](http://halifax.ca) or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Seamus McGreal, Planner III, 902-490-4663

Report Approved by: Kurt Pyle, Acting Manager, Heritage Property Program, 902-490-6011

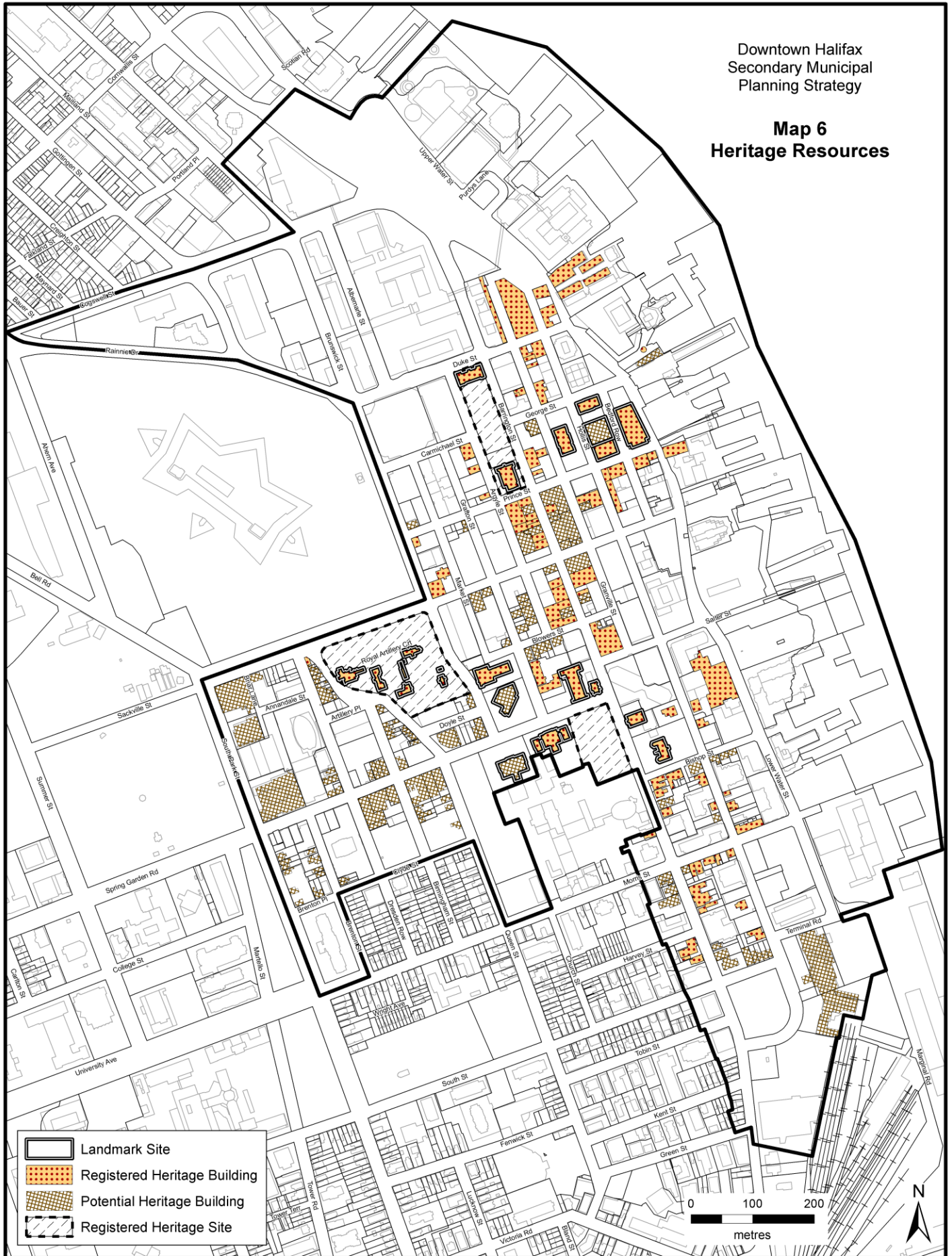
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**ATTACHMENT A**

**DOWNTOWN HALIFAX SMPS, MAP 6, HERITAGE RESOURCES**

**Map 6**  
**Heritage Resources**



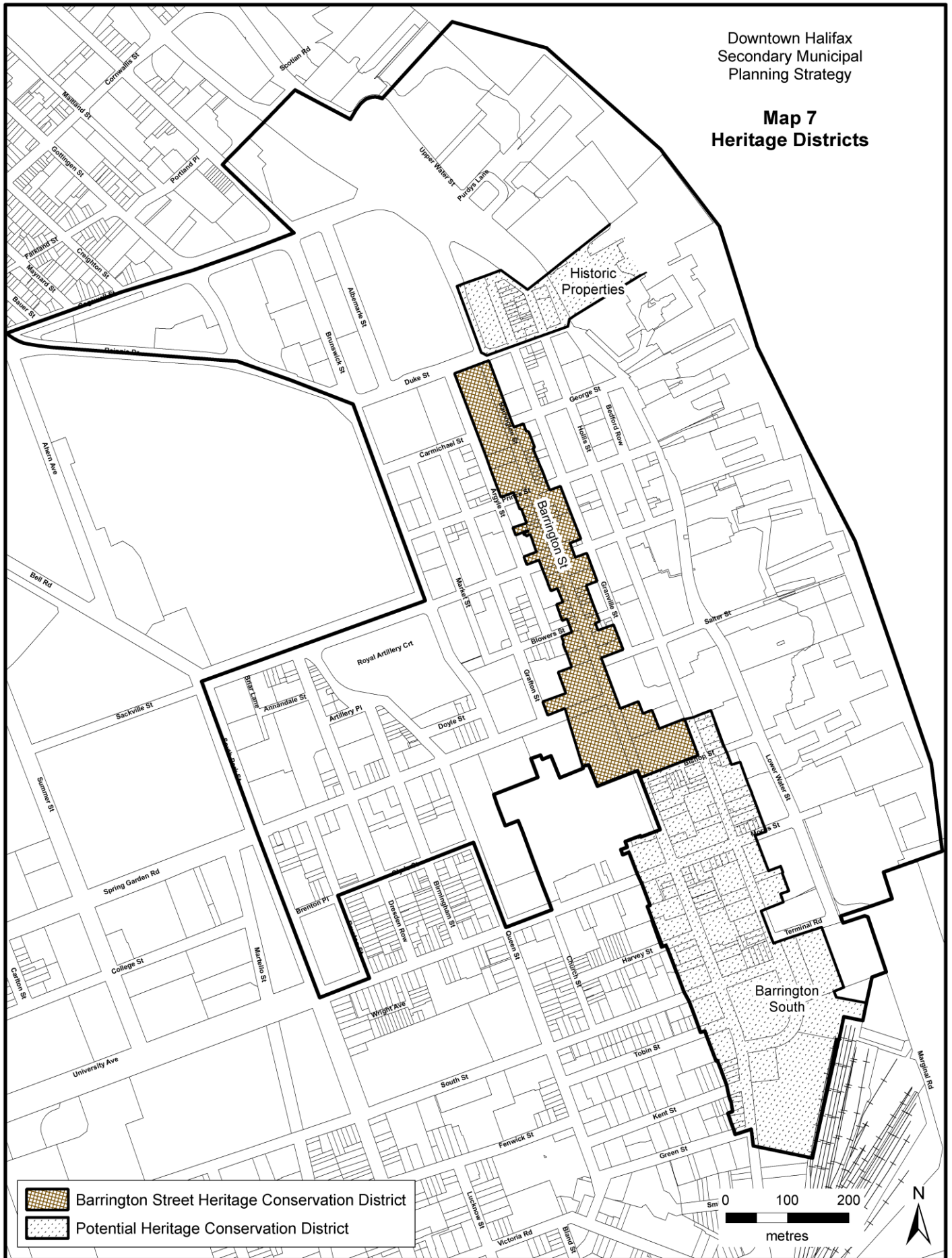
Effective: 1 June 2013

Note: Effective date does not indicate date of data creation.

**ATTACHMENT B**

**DOWNTOWN HALIFAX SMPS, MAP 7, HERITAGE DISTRICTS**

### Map 7 Heritage Districts



Effective: 1 June 2013

Note: Effective date does not indicate date of data creation.



## **ATTACHMENT C:**

## **EVALUATION CRITERIA**

**Heritage Property Program  
Community & Recreation Services**

**March 2013**

**EVALUATION CRITERIA  
FOR REGISTRATION OF HERITAGE BUILDINGS (Revised 2004)**

**1. AGE**

Age is probably the single most important factor in the popular understanding of the heritage value of buildings. The following age categories are based on local, national and international occasions that may be considered to have defined the character of what is how the Halifax Regional Municipality and its architecture.

Date of Construction	Points	Timeline
1749 - 1785	25	Halifax Garrison Town to the Loyalist migration
1786 - 1830	20	Boom period following construction of Shubenacadie Canal
1831 - 1867	16	From Boom to Confederation
1868 - 1899	13	Confederation to the end of the 19 <sup>th</sup> century
1900 - 1917	9	Turn of the Century to Halifax Harbour Explosion
1918 - 1945	5	The War Years
1945 - Present	3	Post-War

*\* Maximum score of 25 points in this category*

**2. HISTORICAL OR ARCHITECTURAL IMPORTANCE**

A building can receive points for:

- A) Having specific associations with important occasions, institutions, personages and groups,  
**OR**  
 B) For being architecturally important unique/representative of a particular period.

**2A) Relationship to Important Occasions, Institutions, Personages or Groups**

Nationally	Points	Comments
Intimately Related	16 - 20	
Moderately Related	11 - 15	
Loosely Related	1 - 10	
Provincially	Points	Comments
Intimately Related	11 - 15	
Moderately Related	6 - 10	
Loosely Related	1 - 5	

Locally	Points	Comments
Intimately Related	11 - 15	
Moderately Related	6 - 10	
Loosely Related	1 - 5	
No relationship to important occasions, institutions, personages or groups.	0	

*\* Maximum score of 20 points in this category, scoring from one of the three categories only*

## 2B) Important/Unique Architectural Style or Highly Representative of an Era

Importance	Points	Comments
Highly important, Unique, or representative of an era	16 - 20	
Moderately important, Unique, or representative of an era	11 - 15	
Somewhat important, or representative of an era	10 - 1	
Not important, Unique, or representative of an era	0	

*\* Maximum score of 20 points in this category.*

## 3. SIGNIFICANCE OF ARCHITECT/BUILDER

Is the structure representative of the work of an architect or builder of local, provincial or national importance?

Status	Points	Comments
Nationally	7 - 10	
Provincially Significant	4 - 6	
Locally Significant	1 - 3	
Not Significant	0	

*\* Maximum score of 10 points in this category.*

#### 4. ARCHITECTURAL MERIT

The assessment of architectural merit is based on two factors:

A) *Construction type/building technology*: which refers to the method by which the structure was built (early or rare uses of materials), and building techniques;

AND

B) *Style*: which refers to the form or appearance of the architecture.

<b>Construction Type/Building Technology</b>		
<b>A) Construction type</b>	<b>Points</b>	<b>Comments</b>
Very rare/ early example	7 - 10	
Moderately rare/ early	4 - 6	
Somewhat rare/ early example	1 - 3	
Not rare/ common example	0	
<b>B) Style</b>	<b>Points</b>	<b>Comments</b>
Very rare/ early example	7 - 10	
Moderately rare/ early	4 - 6	
Somewhat rare/ early example	1 - 3	
Not rare/ common example	0	

*\* Maximum score of 10 points for Construction Type, and a maximum score of 10 for Style - a total maximum of 20 points in this category.*

#### 5. ARCHITECTURAL INTEGRITY

Architectural Integrity refers to the extent to which the building retains original features/ structures/ styles, not the state of the building's condition.

<b>Architecture</b>	Consider any additions/ removal/ alterations to windows, doors, porches, dormers, roof lines, foundations, chimneys, and cladding.	
<b>Exterior</b>	<b>Points</b>	<b>Comments</b>
Largely unchanged	11 - 15	
Modest changes	6 - 10	
Major changes	1 - 5	
Seriously compromised	0	

*\* Maximum score of 15 points in this category.*



**6. RELATIONSHIP TO SURROUNDING AREA**

<b>Points</b>	<b>Comments</b>
6 - 10	The building is an important architectural asset contributing to the heritage character of the surrounding area.
1 - 5	The Architecture is compatible with the surrounding area and maintains its heritage character.
0	Does not contribute to the character of the surrounding area.

*\* Maximum score of 10 points in this category.*

## SCORING SUMMARY

Property	Date Reviewed	Reviewer

Criterion	Highest Possible Score	Score Awarded
1. Age	25	
2. a) Relationship to Important Occasions, Institutions, Personages or Groups <b>OR</b> 2. b) Important, Unique Architectural Style, or Highly Representative of an Era	20	
3. Significance of Architect or Builder	10	
4. a) Architectural Merit: Construction type/building technology	10	
4. b) Architectural Merit: Style	10	
5. Architectural Integrity	15	
6. Relationship to Surrounding Area	10	
<b>Total</b>	<b>100</b>	

SCORE NECESSARY FOR DESIGNATION

50

Designation Recommended?

YES

NO

COMMENTS:  

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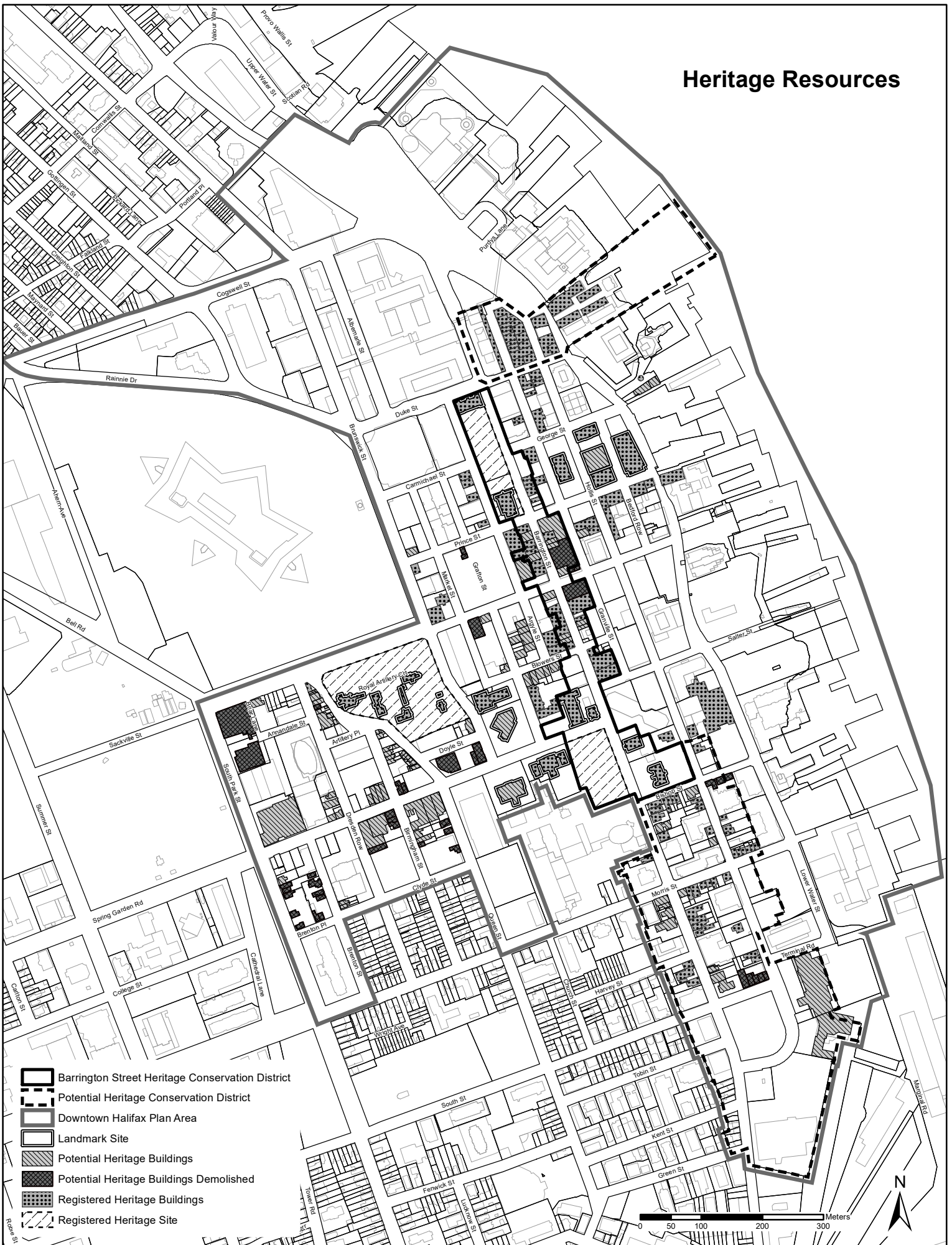
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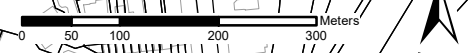
**ATTACHMENT D**

**EXISTING HERITAGE RESOURCES IN DECEMBER 2018**

# Heritage Resources



-  Barrington Street Heritage Conservation District
-  Potential Heritage Conservation District
-  Downtown Halifax Plan Area
-  Landmark Site
-  Potential Heritage Buildings
-  Potential Heritage Buildings Demolished
-  Registered Heritage Buildings
-  Registered Heritage Site



**HALIFAX**

# Case H00437

Strategy for the Protection of Potential  
Heritage Resources in Downtown Halifax  
(Map 6)

Community Planning and Economic  
Development Standing Committee

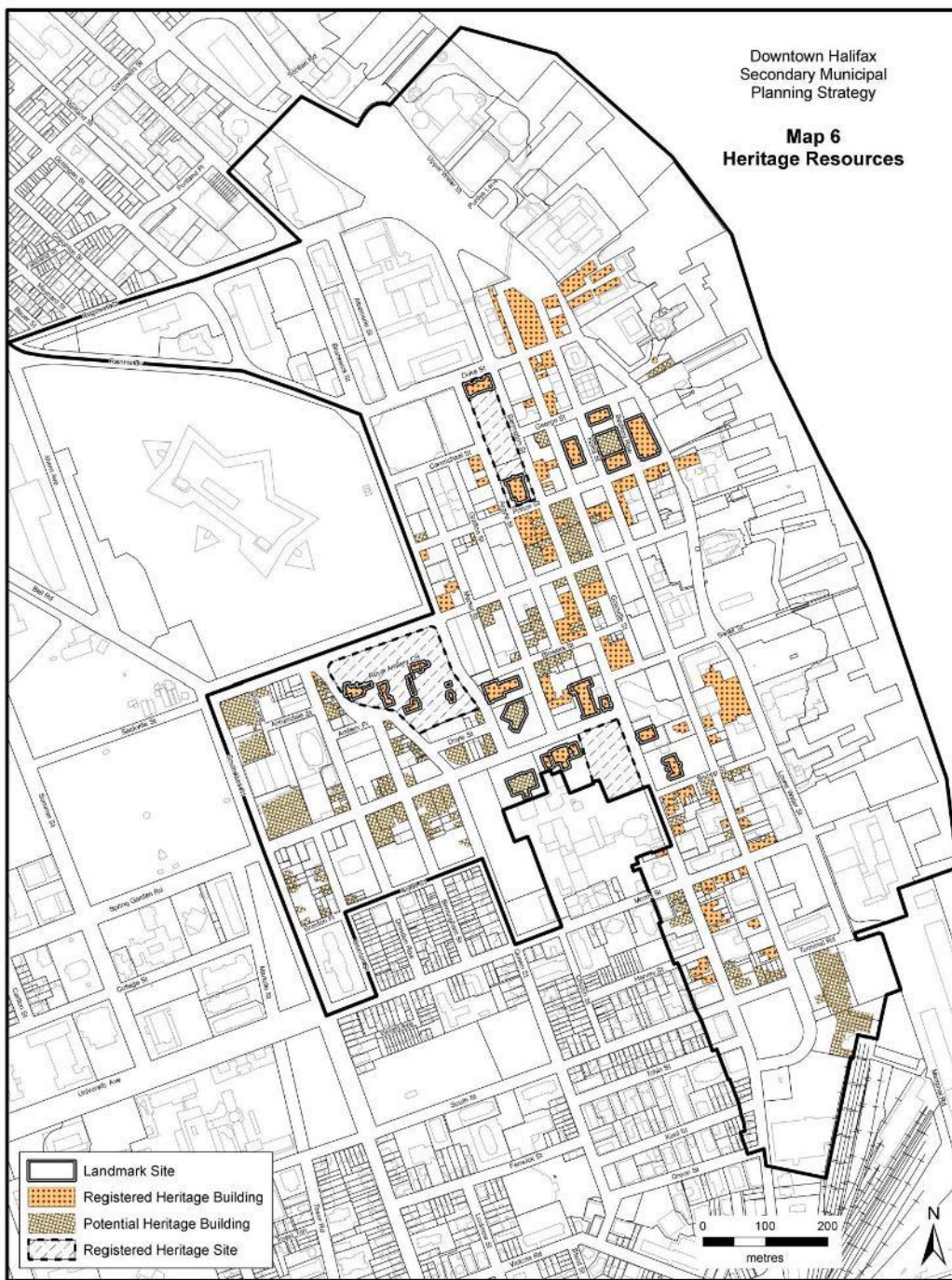
April 18, 2019

# Origin

Regional Council motion:

*“THAT Halifax Regional Council request a staff report with regard to placing a moratorium on the demolition of buildings inventoried as properties which have potential for registration as municipal heritage properties or inclusion in municipal heritage conservation districts, as identified in the Downtown Halifax Secondary Municipal Planning Strategy, Map 6: "Heritage Resources", forming part of the Downtown Halifax Secondary Municipal Planning Strategy, pending consideration of, and incorporation of a strategy for preserving these buildings in the Regional Plan revisions (RP+5).”*

**Map 6**  
**Heritage Resources**



# Registry of Municipal Heritage Property and Inventory of Heritage Resources

*Table 1: HRM Evaluation Criteria for Registration of Heritage Buildings, Total Possible Scoring Summary*

<b>Criterion</b>	<b>Highest Possible Score</b>
1. Age	25
2. Historical or Architectural Importance	20
3. Significance of Architect/Builder	10
4. Architectural Merit: Construction type and Style	20
5. Architectural Integrity	15
6. Relationship to Surrounding Area	10
<b>Total</b>	<b>100</b>



# Updated Inventory

## Potential Heritage Resources in Downtown Halifax

*Table 2: Number of Heritage Resources in Downtown Halifax Still Standing Outside of an HCD and their Approximate Age and Style*

Number of Potential Heritage Buildings Outside of Existing or Future HCDs identified on Map 7	Number of Potential Heritage Buildings Outside of Existing or Future HCDs that are Still Standing	Number of Potential Heritage Buildings Outside of Existing or Future HCDs Demolished Since 2009
104	71	33

*Table 3: The Approximate Age and Style of the Buildings which are Still Standing*

Approximate Age and Style as a Percentage of the 71 Potential Heritage Buildings Outside of Existing or Future HCDs that are Still Standing		
Late Georgian to Mid-Victorian (1800-1885)	Late Victorian to Edwardian (1885-1914)	Beaux Arts and Art Deco (1925-1939)
75% concentrated in a few areas (53 buildings)	16% concentrated in one area (12 buildings)	9% including 3 landmark sites (6 buildings)



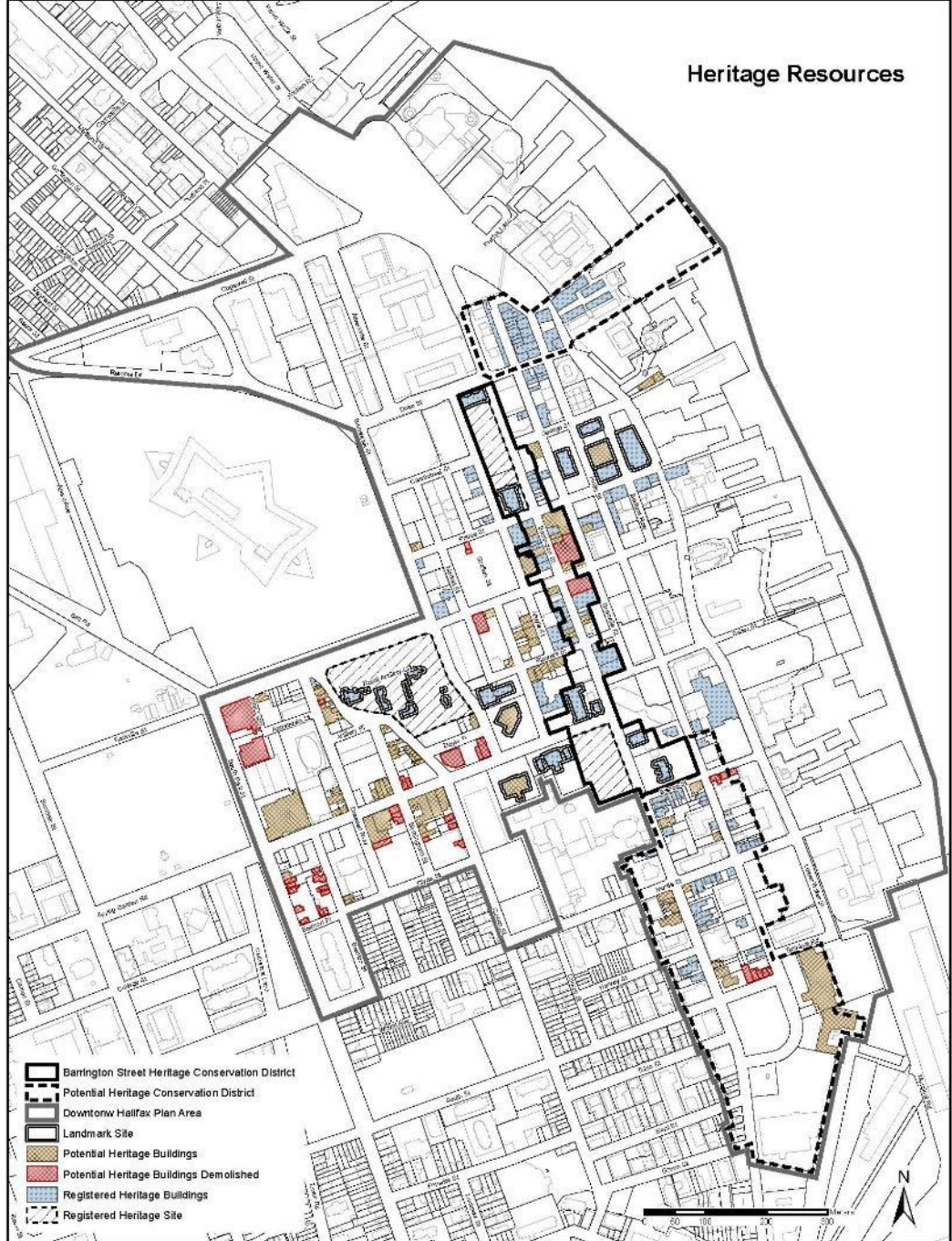
Mid-Victorian buildings demolished



Late Victorian buildings demolished



# Heritage Resources





Late Georgian to Mid-Victorian buildings Still Standing





Late Victorian buildings Still Standing





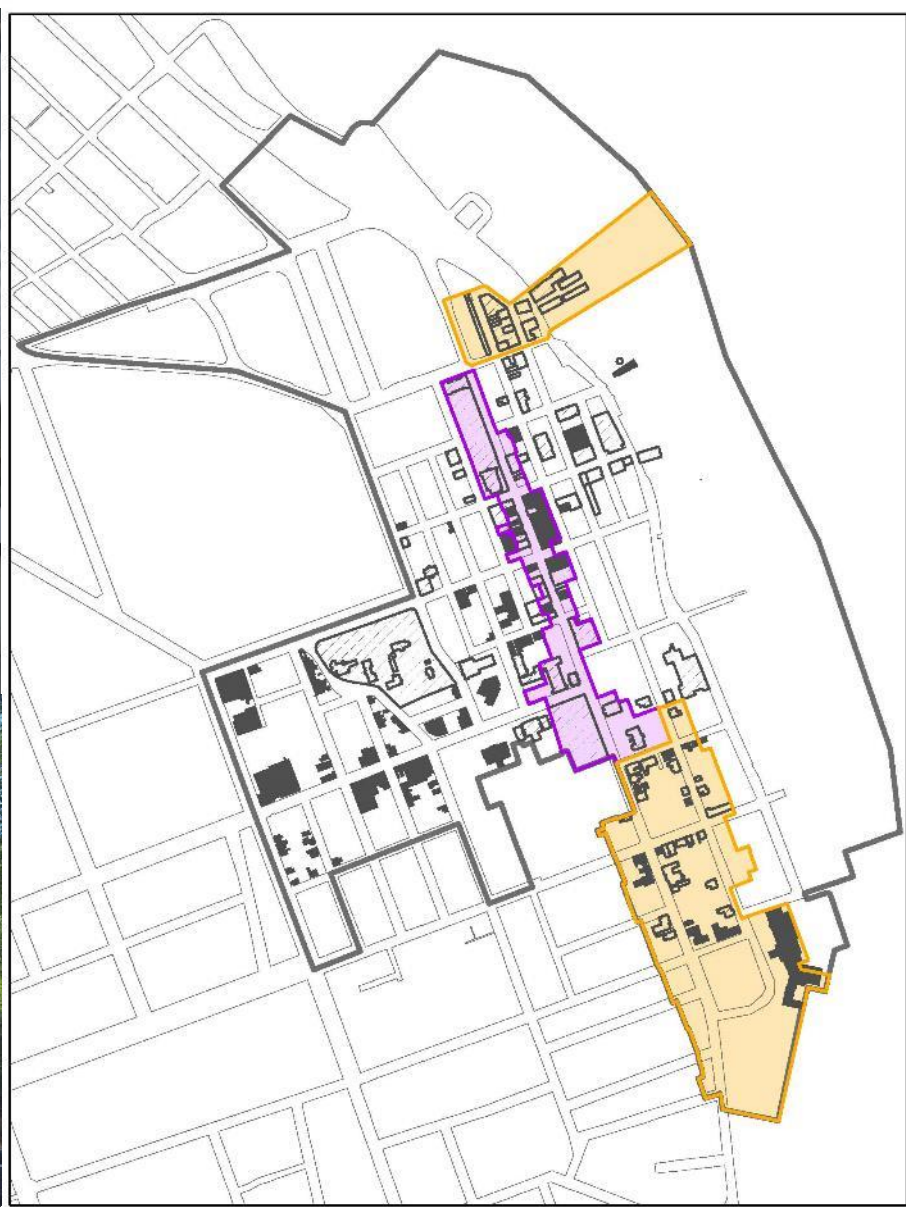
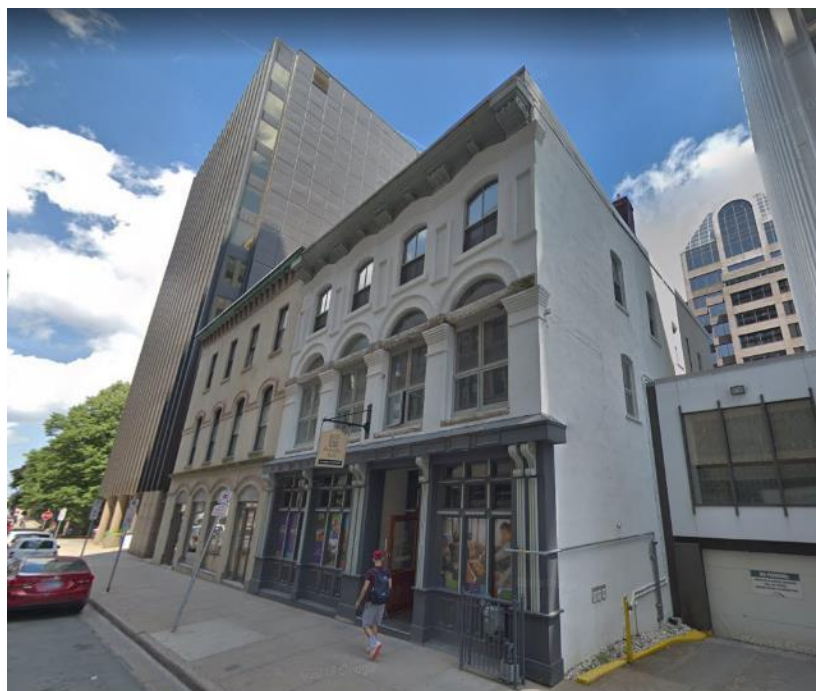
Beaux Arts and Art Deco buildings Still Standing



# Strategy to Help Protect Downtown Halifax Heritage Resources

*Table 3: Advantages and Disadvantages of inclusion in the Registry of Municipal Heritage Property versus Inclusion within a Heritage Conservation District*

Tool	Timeframe for Completion and “Moratorium”	“Protection”	“Inclusivity”	Possibility for Integrated Development
<b>Registry of Municipal Heritage Property</b>	<p>After research is complete, registration can take as little as four months.</p> <p>120-day protection period after Notice of Recommendation is sent to property owner prior to registration.</p>	<p>Regional Council can decide outcome of a demolition application. However, property owner may alter or demolish after three years of an application but not after four years.</p>	<p>Only “the best” heritage buildings are registered based on scoring criteria</p>	<p>Less flexibility with no potential for development agreements in downtown Halifax</p>
<b>Heritage Conservation District</b>	<p>After background study is complete, adoption can take three years or more.</p> <p>No interim protection prior to HCD approval.</p>	<p>Municipality can decide outcome of a demolition application and decision will stand.</p>	<p>More modest heritage buildings are also included.</p>	<p>More flexibility with comprehensive development strategy</p>



Heritage Conservation Districts



# Conservation Strategy

- Land Use Incentives
- Financial Incentives
- Municipal Heritage Registration
- Heritage Conservation District

# Recommendations

The HAC recommends that CPED recommend that Halifax Regional Council:

1. Research and evaluate existing potential heritage properties under the HRM Evaluation Criteria for registered heritage properties;
2. Initiate a background study for the Historic Properties Heritage Conservation District that will consider additional potential heritage resources within a contiguous area;
3. Prepare a program, including financial and land use incentives, for registered heritage properties located in Downtown Halifax, outside of Heritage Conservation Districts, for Council's consideration.