

Item 4

HALIFAX

Centre Plan “Package A”

Executive Standing Committee

June 7, 2019

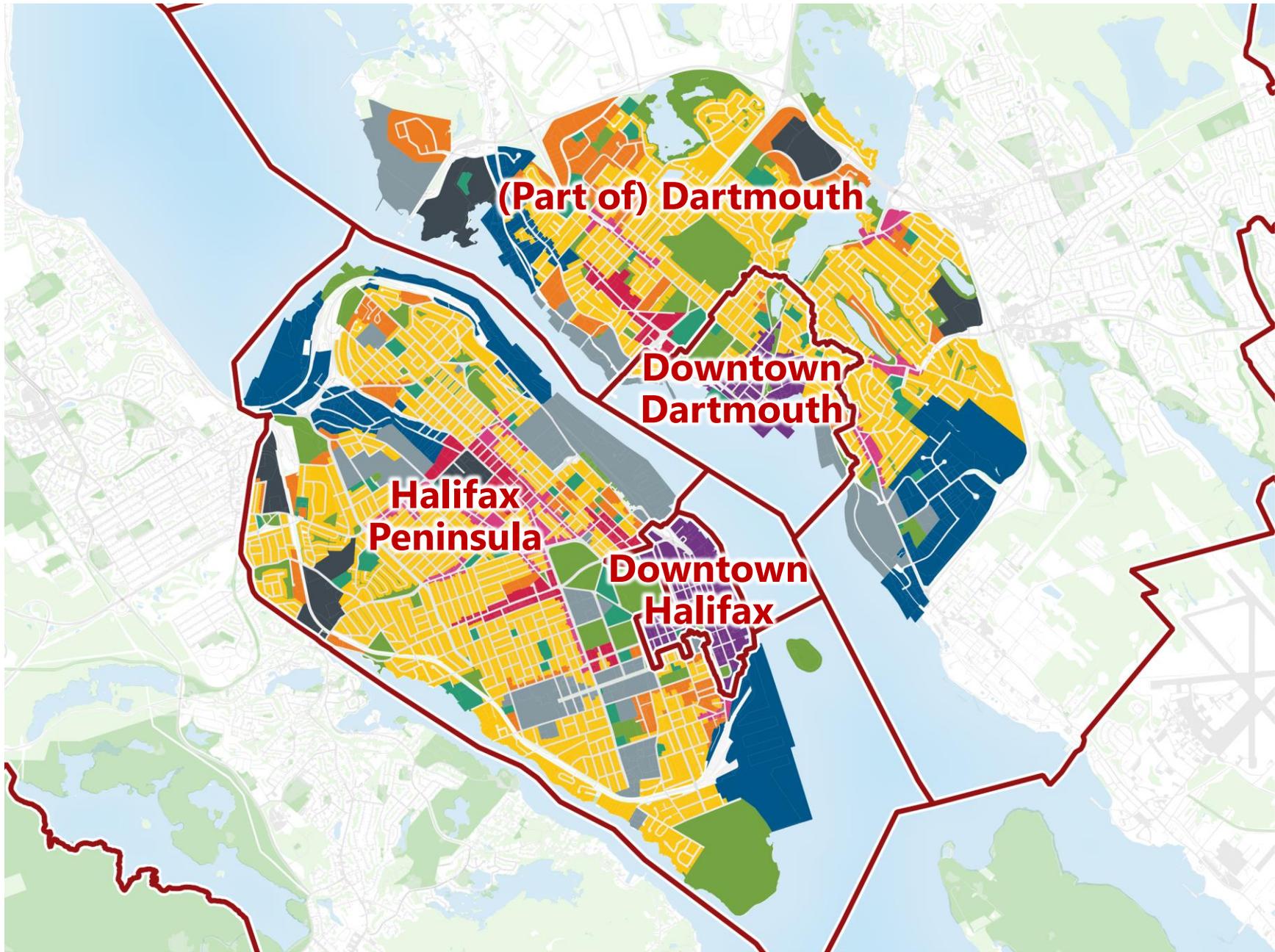
Purpose

- Present Centre Plan Package 'A' overview
- Highlight:
 - Recommendations from Committees and Community Councils
 - Amendments to existing Municipal Planning Documents
 - Adoption Path + Timeline
 - Next steps of the Package 'A' Process + Package 'B' Process

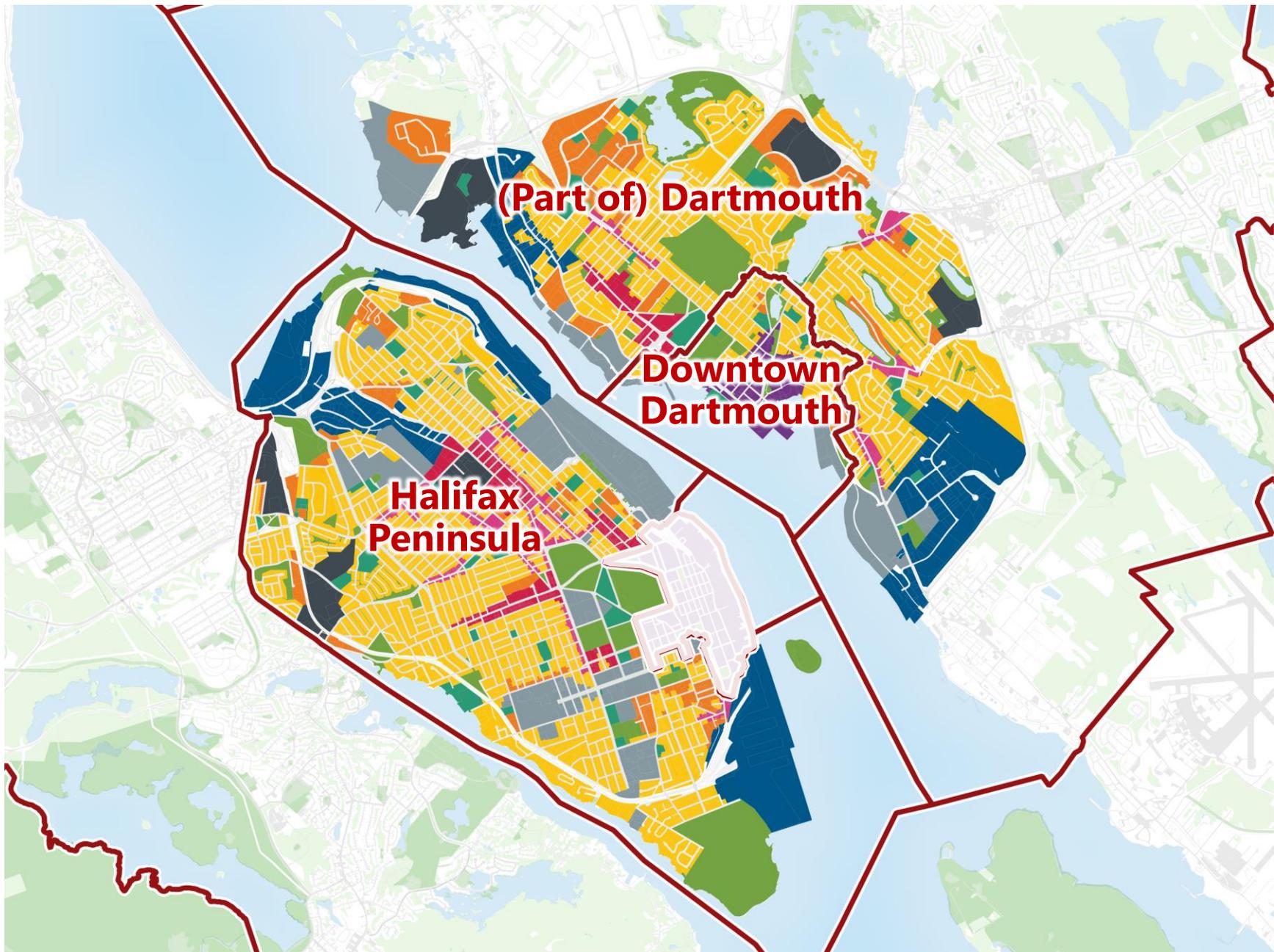
The Regional Centre



The Regional Centre



The Regional Centre

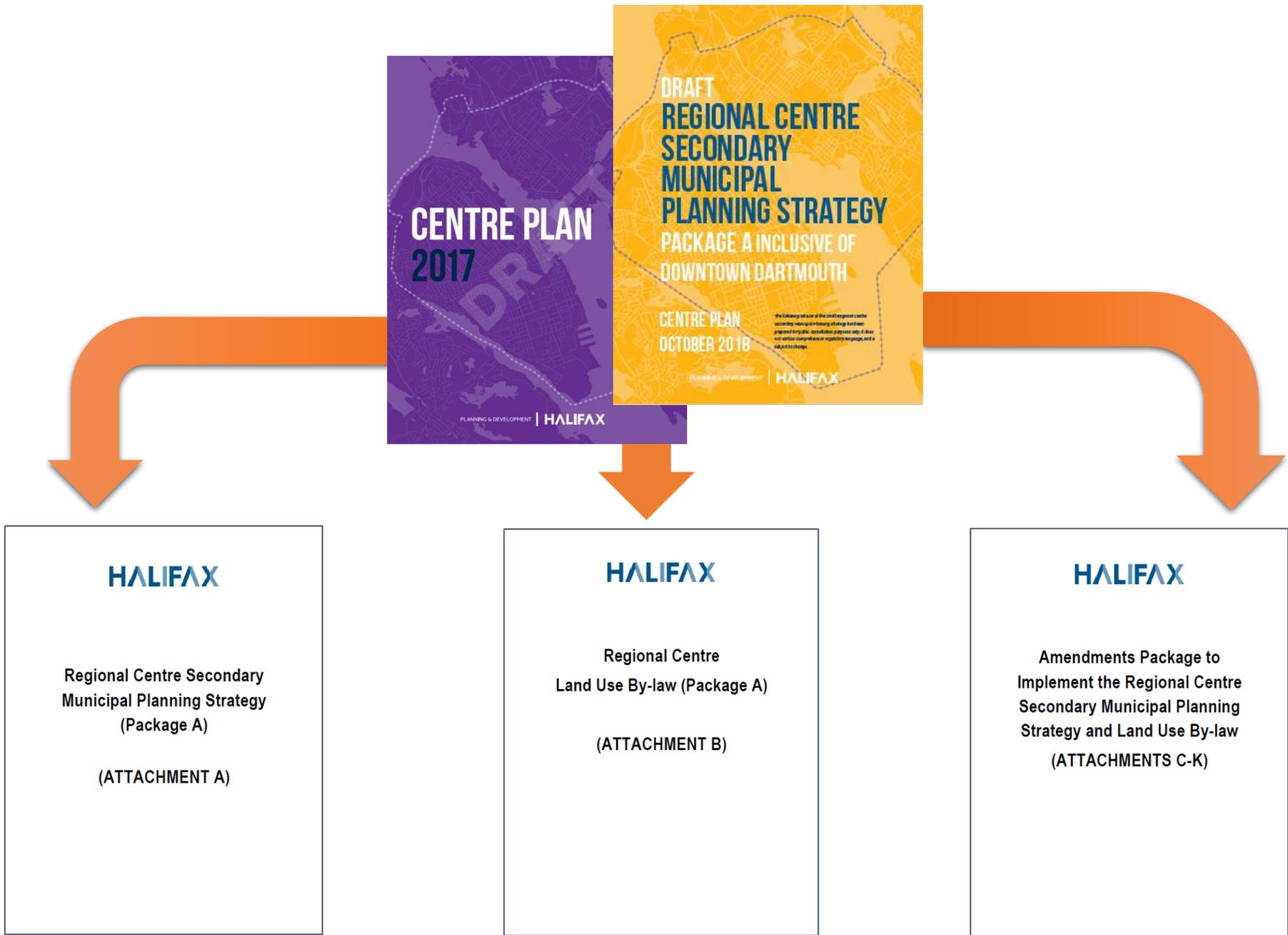


Regional Plan

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.

Draft Documents



Engagement



March 2016 to November 2018

14 Public Open Houses

15 Pop-up Meetings

141 Survey Participation

10+ Stakeholder Workshops

8 Community Workshops

20 Walking Tours

326 Survey Submissions

50+ Road Show Presentations

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

Storefront: 400 visits over 10 weeks

Key Changes (2018-2019)

- Addition of Downtown Dartmouth Designation & Downtown Zone
- Revised general policies (e.g. Urban Structure, Built Form, Housing, Heritage)
- More nuanced regulations based on the local context
- Stronger heritage policies, and 9 new Future Potential Heritage Conservation Districts
- Built form regulated in Downtown (D) & Centre (CEN) Zones by maximum Floor Area Ratios (FAR) and a maximum overall 90 m height limit
- Built form regulated in Corridors (COR) & Higher Order Residential (HR) Zones by maximum heights (FAR removed)
- Changes to built form regulations

Key Changes (2018-2019)

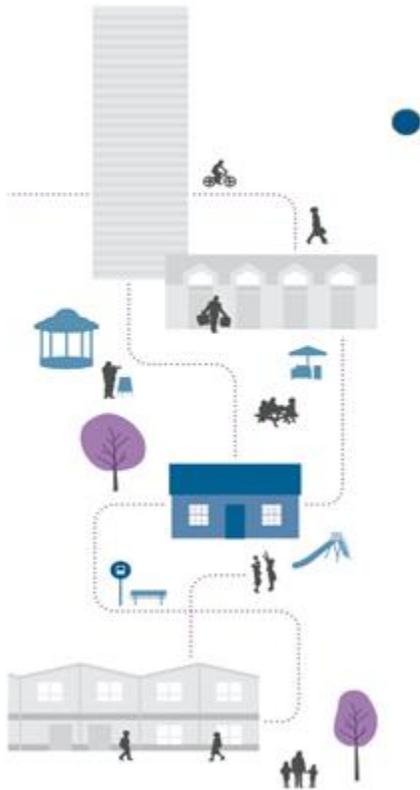
- Special Area policies and regulations for Waterfront, Portland Street and Argyle Street
- New design requirements in the Land Use By-law
- Urban Structure changes
 - more compact Centres, additional Corridors, and Higher Order Residential areas
 - one new Centre (Highfield Park Road, previously HR)
 - three new Future Growth Nodes (Dartmouth Cove, Kempt Road, Strawberry Hill)
- Revised Bonus Zoning framework
- Removal of the Large Lot (1 Ha) Development Agreement Policy

Vision

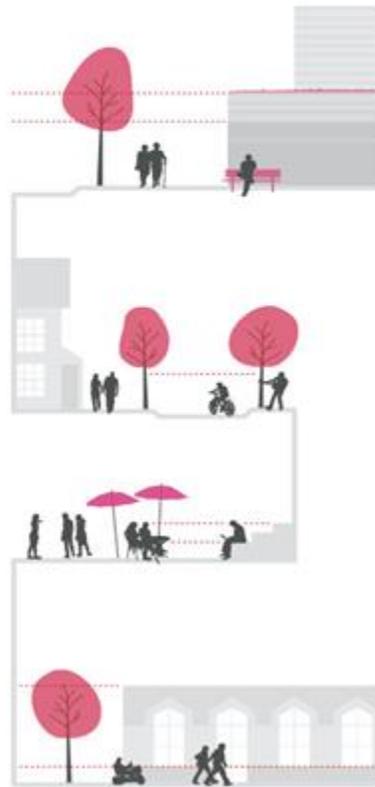
The Regional Centre is the civic, cultural, and economic heart of the Halifax Regional Municipality. It is a prosperous and resilient community that supports the needs, health, and well-being of a diverse and growing population. New growth is located strategically to support the creation of complete 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



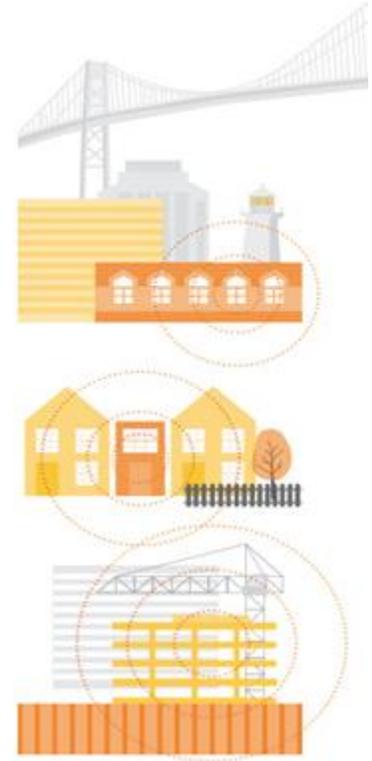
HUMAN SCALE



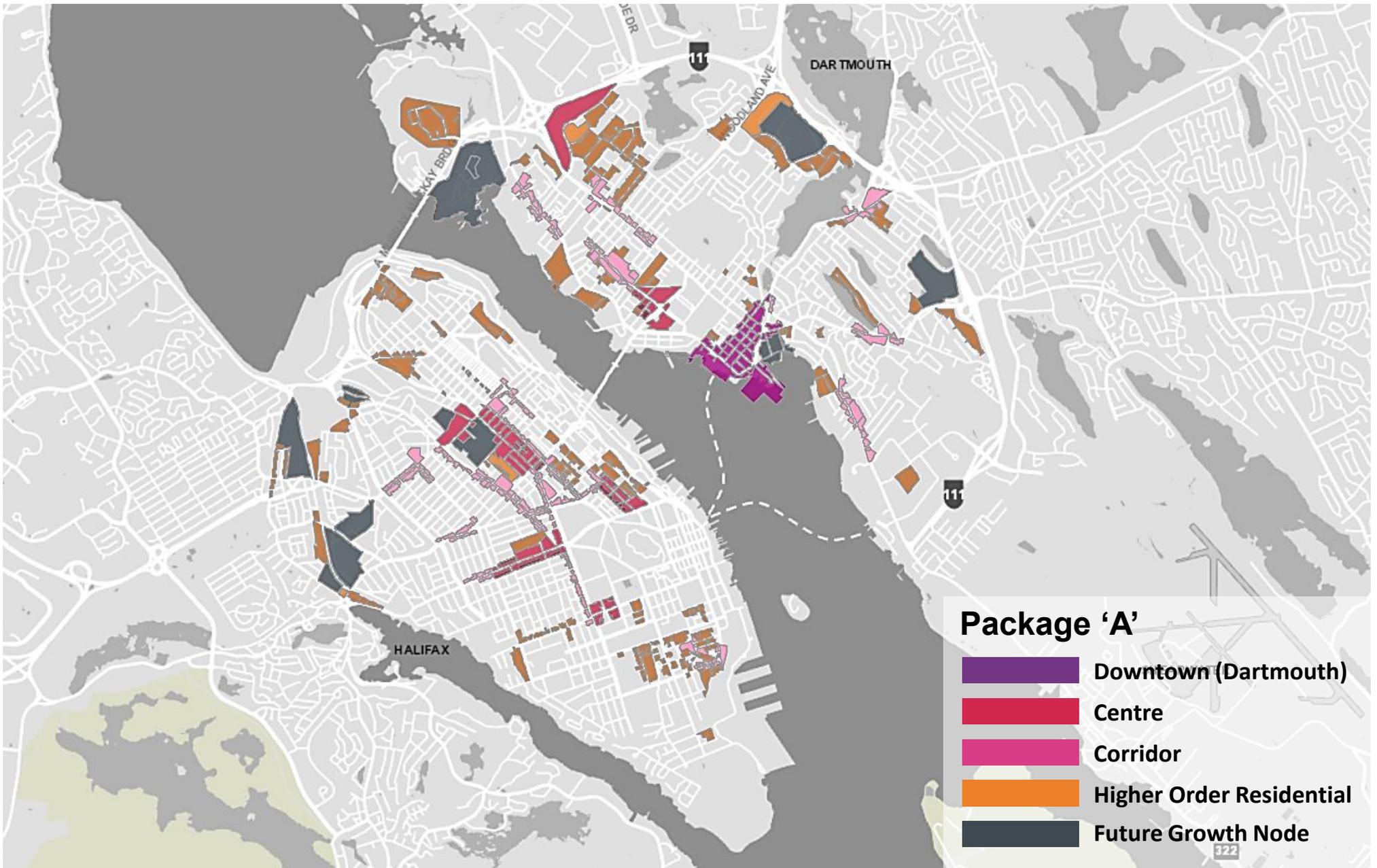
PEDESTRIAN FIRST



STRATEGIC GROWTH



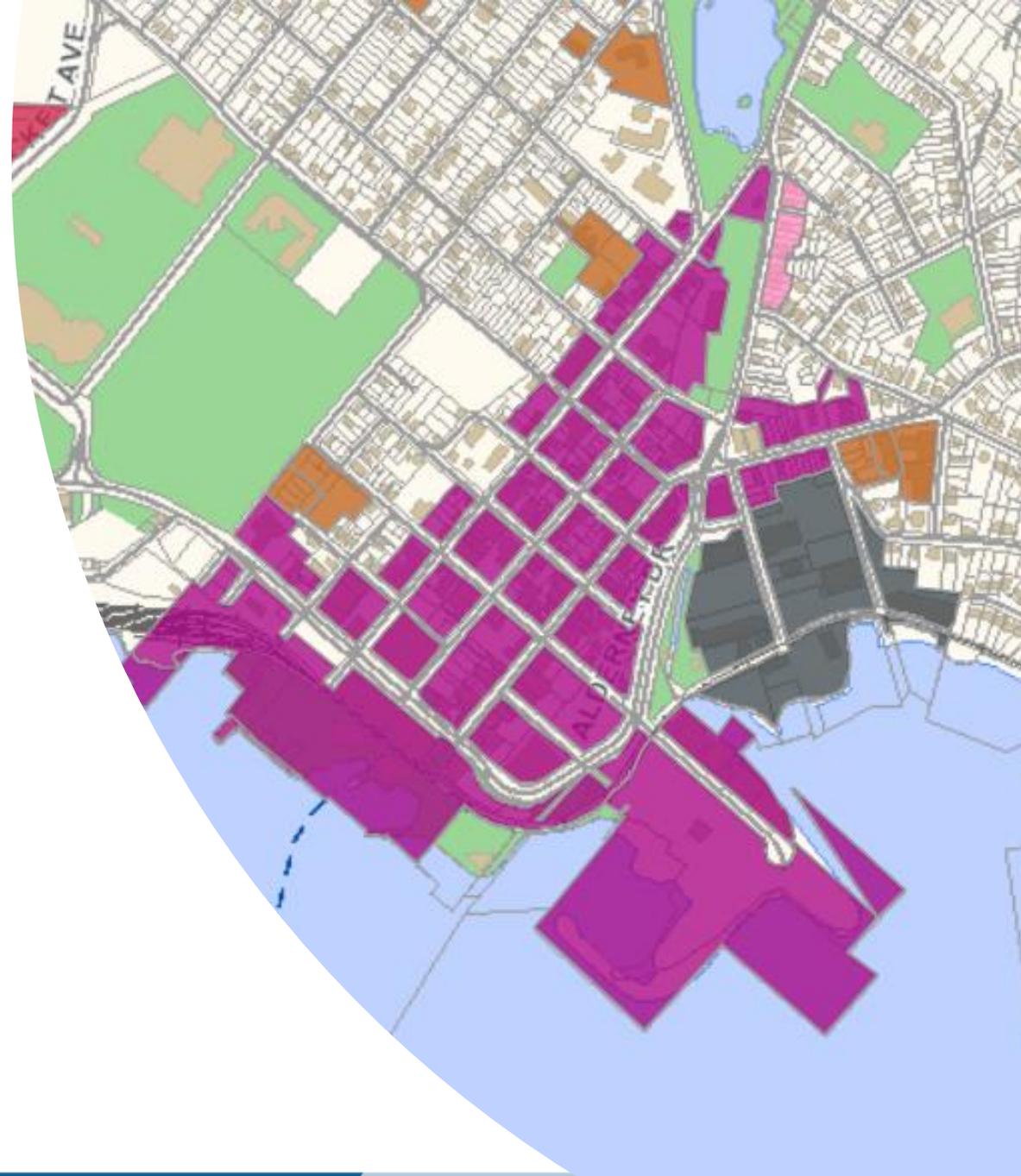
Urban Structure



Urban Structure

Downtown Dartmouth

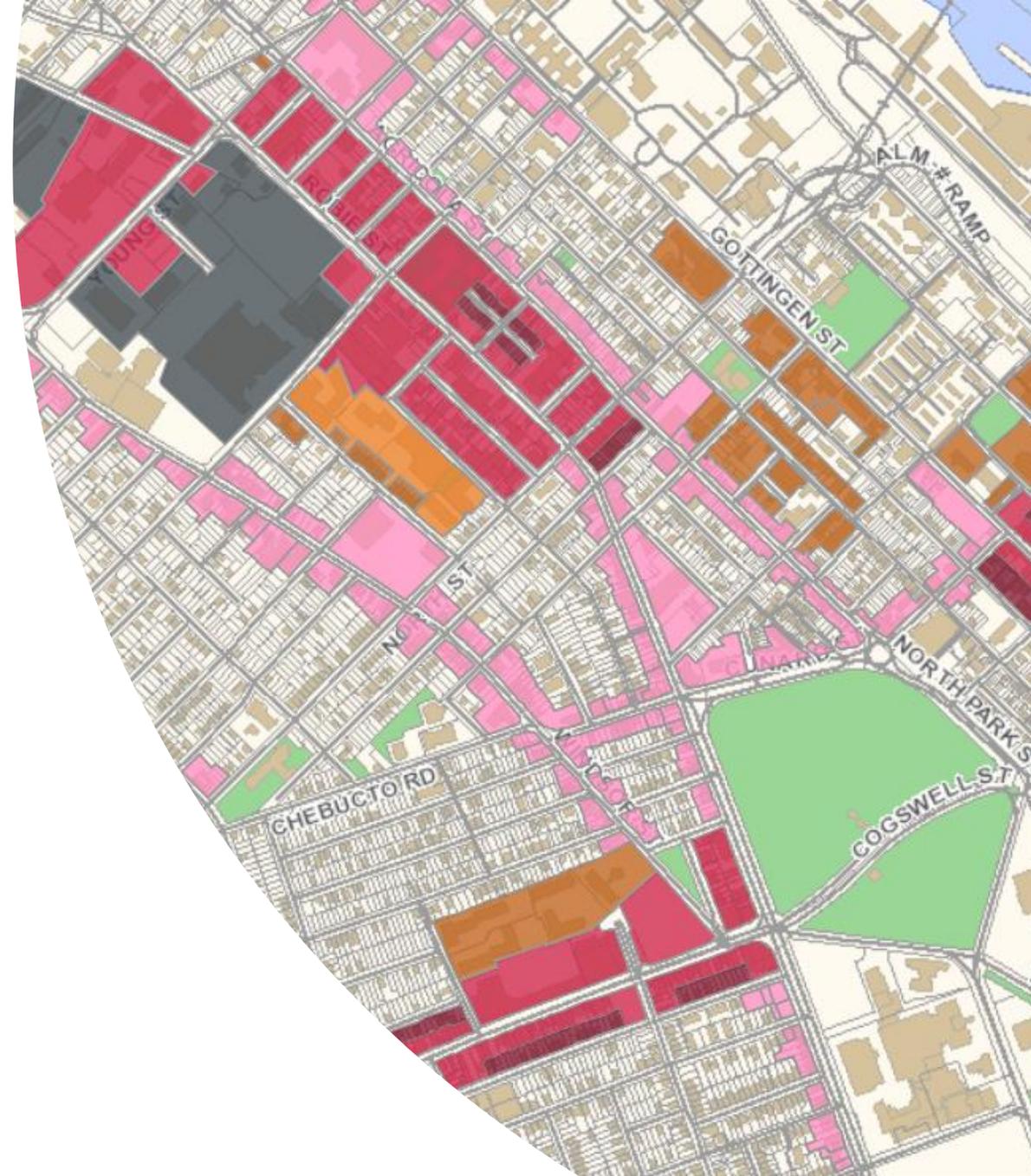
- In Package A, applies to Downtown Dartmouth only
- Major growth areas
- Intensive mix of uses and large-scale developments
- Proposed Heritage Conservation District
- Transitions to low-rise neighbourhoods
- Pedestrian Oriented-Commercial Streets



Urban Structure

Centre

- Applied on existing nodes of commercial and mixed-use areas near transit lines that typically do not abut low-rise residential areas
- 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



Urban Structure

Corridor

- 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:** COR



Urban Structure

Higher Order Residential

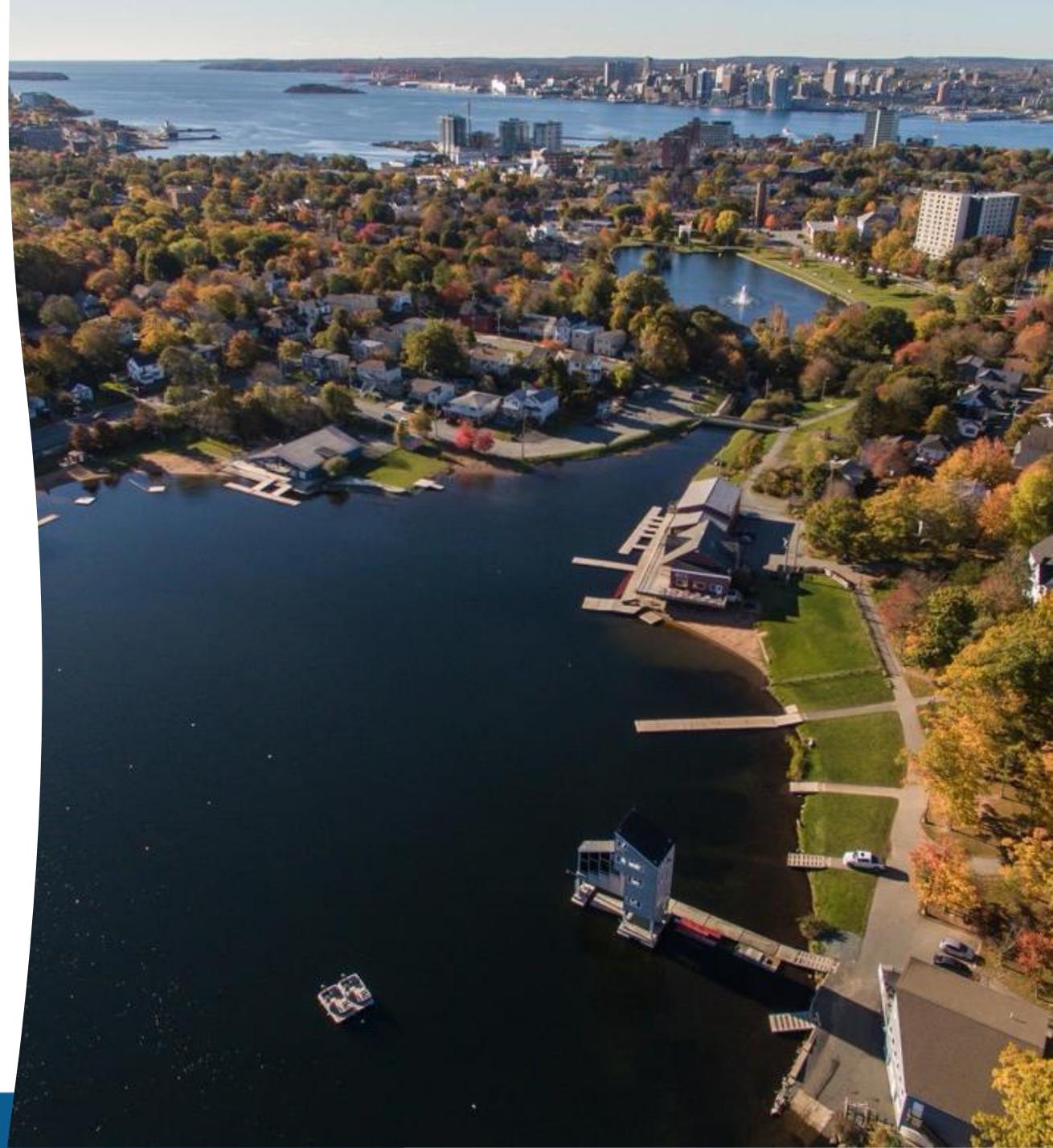
- Low to tall mid-rise forms typically supported on large lots
- Applied to existing multi-unit residential neighbourhoods and larger sites on the periphery of Centres and Corridors
- Supports a limited mix of uses, but less intense than CEN and COR
- **Two Zones:** HR-1 and HR-2



Environmental Regulations

The following environmental regulations from the Regional Plan have been incorporated into the Land Use By-law:

1. Coastal area elevation requirement
2. Watercourse buffer
3. Wetland protection



Sustainability

- Focus of growth in areas best served by transit
- Focus on food security and urban agriculture uses including:
 - local commercial and grocery uses
 - community gardens and urban farms
 - chickens (hens only) and
 - bees (two hives for most properties)
- Requirements for 'Green Roofs'
- Landscaping to reduce stormwater runoff
- Open Space policies to support Green Network Plan



Economic Development

- Development certainty and streamlined processes
- Opportunity for large and smaller-scale property owners
- Focused areas for commercial activity and knowledge economy
- Waterfront Special Area
- Widely-permitted home offices, home occupations, work-live units
- Urban design and heritage protection supports tourism industry
- Support for the maintenance and expansion of key institutions, supporting enclaves of innovation, incentives and partnerships
- Plan enables Council to consider one or more Commercial Development Districts and investments to support growth
- Industrial lands protected and addressed in Package B



Supporting Growth

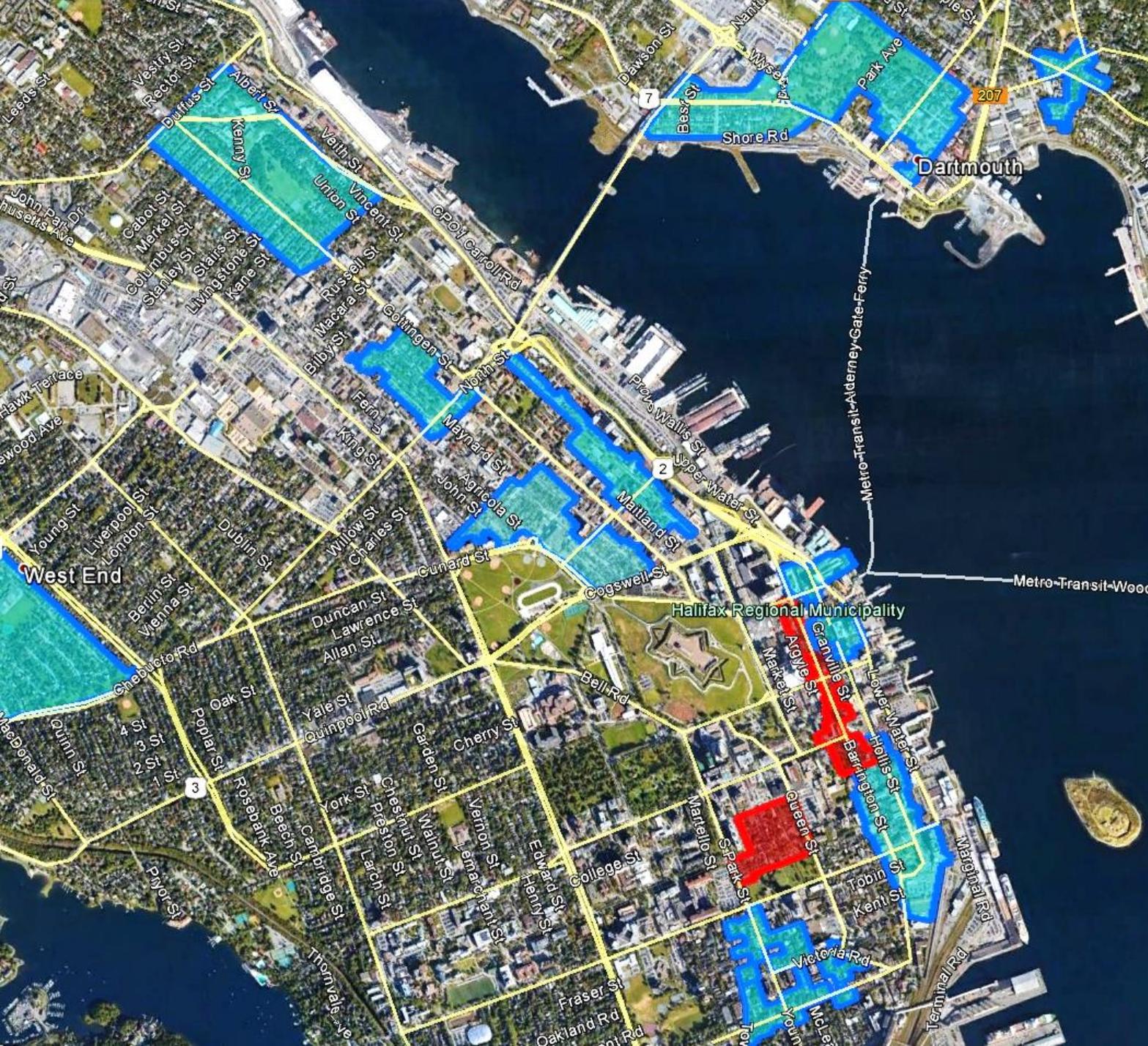
- Investments in the public realm
- Incentives to support the preservation of cultural and heritage resources
- Inter-governmental and community partnerships that support social, cultural and economic development
- Needs assessments and master plans for parks, recreation, and cultural facilities
- Street and streetscaping programs
- Infrastructure needs



Heritage

- Continued identification and registration
- Low-rise built form over:
 - registered heritage properties; and
 - nine proposed Heritage Conservation Districts (HCDs)
- Development Agreement options on registered heritage properties
- Incentive or bonus zoning for heritage conservation
- Heritage design requirements for registered heritage and abutting properties
- Additional incentives may be considered





Proposed Heritage Conservation Districts Regional Centre

Housing

- New and infill developments concentrated in areas served by transit
- Range of built form enabled
- Mix of unit types required in high-density developments but no maximum unit counts
- Secondary suites and backyard suites for low-density dwellings
- Shared housing permitted, work/live units, home offices
- Majority (60%) of density bonus targeted to affordable housing money-in-lieu
- Policy support for partnerships and other municipal tools to address affordable housing targets and the Affordable Housing Workplan



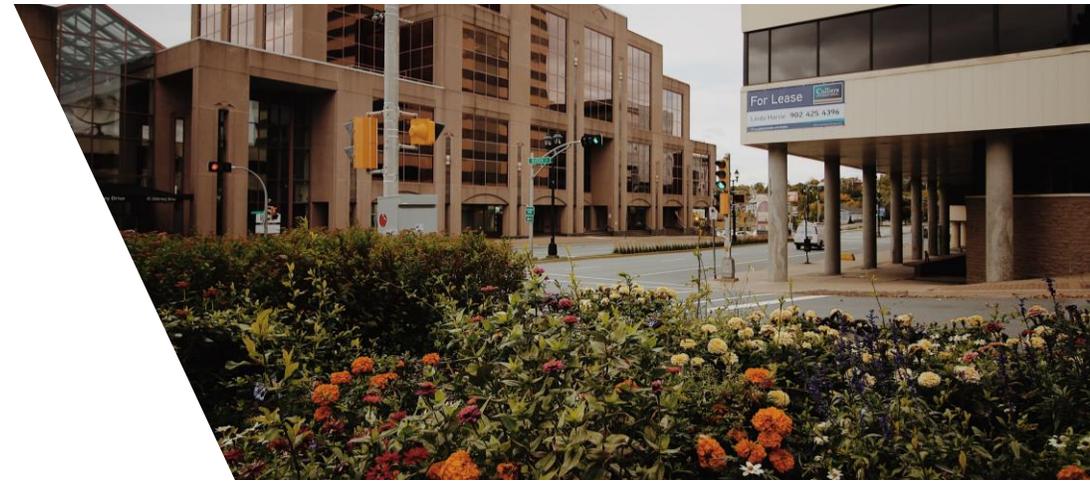
Transportation & Mobility

- Modernized bicycle parking requirements
- Reduced car parking requirements
- Growth focused near current and proposed high frequency transit
- Mixed-use zones can reduce the need for travel
- Policies and design requirements to encourage traditional street-grid and pedestrian connections



Pedestrian Oriented Commercial Streets

- Required active ground uses
- Fine-grained storefronts & ground floor design requirements
- Examples: Gottingen Street, Quinpool Road, Robie Street, Portland Street, Alderney Drive
- Additional streets can be added



Accessibility

- Most built form requirements regulated by the NS Building Code
- New Accessibility Act regulations are pending
- The Plan focuses on people/pedestrian mobility through greater mix of uses along transit corridors
- Permitting accessibility ramps in required setbacks
- Site Plan requirements for accessible open spaces
- Requirements for barrier free at grade private open spaces and parking areas, where provided
- Direct connection from sidewalk to building entrances must be provided
- Shared housing options permitted, but challenge of barrier free affordable housing



Incentive or Bonus Zoning

- Regional Plan direction
- Goal is to support quality of life, and successful densification
- Accompanied by an overall increase in development rights and certainty
- Predictable post-bonus framework set in policy





Incentive or Bonus Zoning

- Standard 2,000 sm pre-bonus floor area
- 20% of the remainder total floor area used to calculate value of bonus and public benefits
- Seven bonus rate areas based on 60% of average market rates
- Proposed framework spreads out the public benefit across the Regional Centre, with less per development cost
- 60% of value targeted to affordable housing as money-in-lieu
- Shift to money-in-lieu to leverage other investments
- Recent studies indicate minimal impact on development potential (*Turner Drake & Partners, 2018; Turner Drake & Partners, 2019*)

Incentive or Bonus Zoning

The Land Use By-law includes a list of public benefit options as follows:

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



Incentive or Bonus Zoning

Table 2: Potential Public Benefits - Mid-Rise Example

Bonus Rate District	Bonus Rate (2019)	Floor Area subject to Bonusing	Public Benefit (\$CAD)
South End Halifax	\$258	623 square metres (5,119 sm – 2,000 sm) * 0.2	\$160,734
North End Halifax	\$180		\$112,140
Woodside	\$66		\$41,118
Downtown Dartmouth, Mic Mac, Penhorn	\$144		\$89,712

Total Floor Area Subject to Bonusing: 12%

Planning Tools

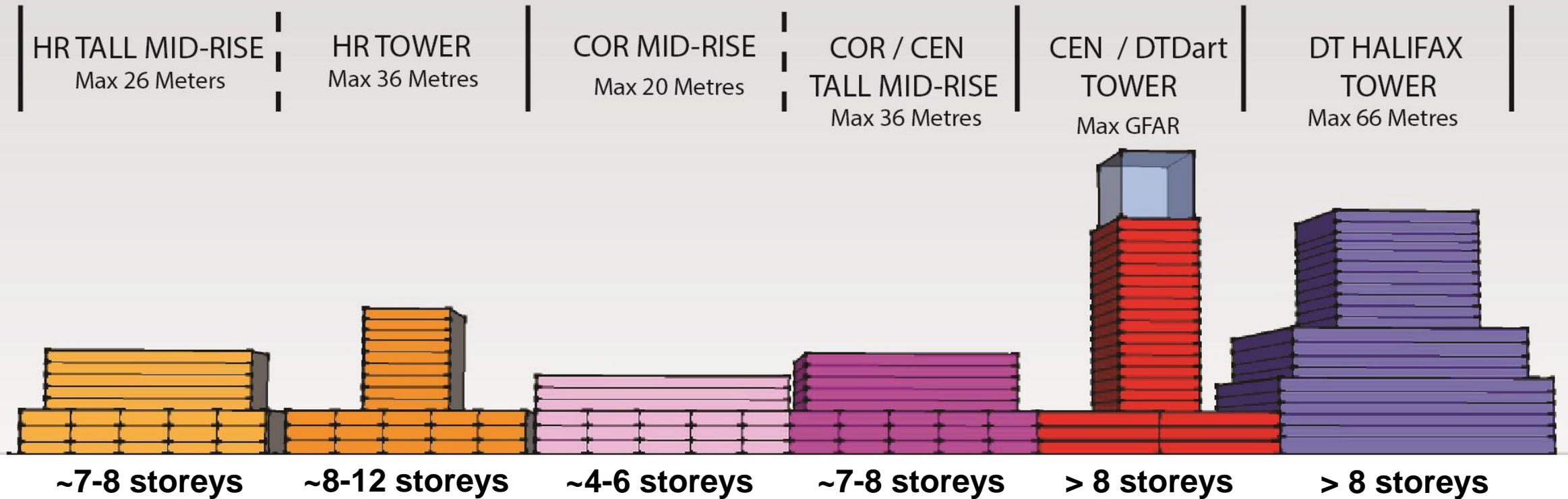
1. Development permit (DP)
2. Site plan approval (SPA) – Exemptions & Process (3 levels)
3. Variation to Land Use By-law requirements by SPA
4. Variance
5. Development Agreement (DA)
6. Incentive or Bonus Zoning
7. Performance Standards

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 Comprehensive Development District (CDD) Zone within the Future Growth Node Designation

Built Form Transect

REGIONAL CENTRE BUILT FORM TRANSECT

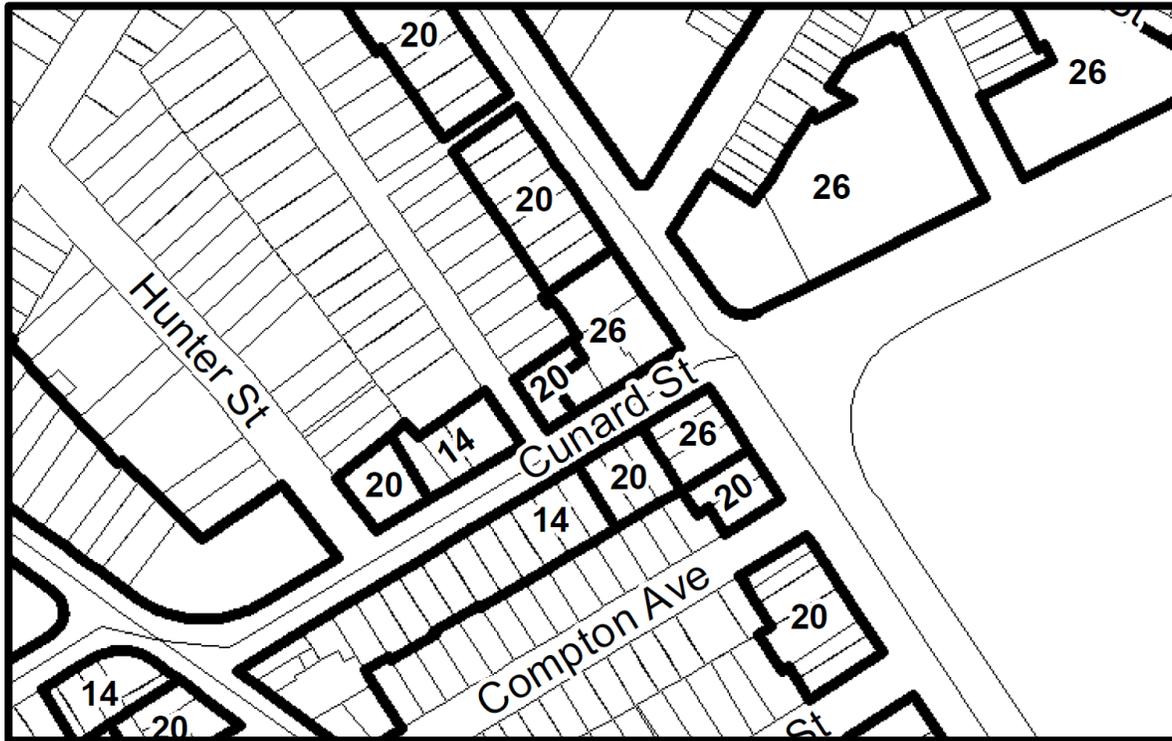


Maximum Floor Area Ratio (FAR)



- Schedule 8 of LUB provides maximum FAR values
- FAR is applied only in Centres and Downtown Dartmouth
- Subject to maximum height of 90 metres (295 feet)
- FAR cannot be increased by consolidating lots
- Some exemptions to FAR

Maximum Building Height

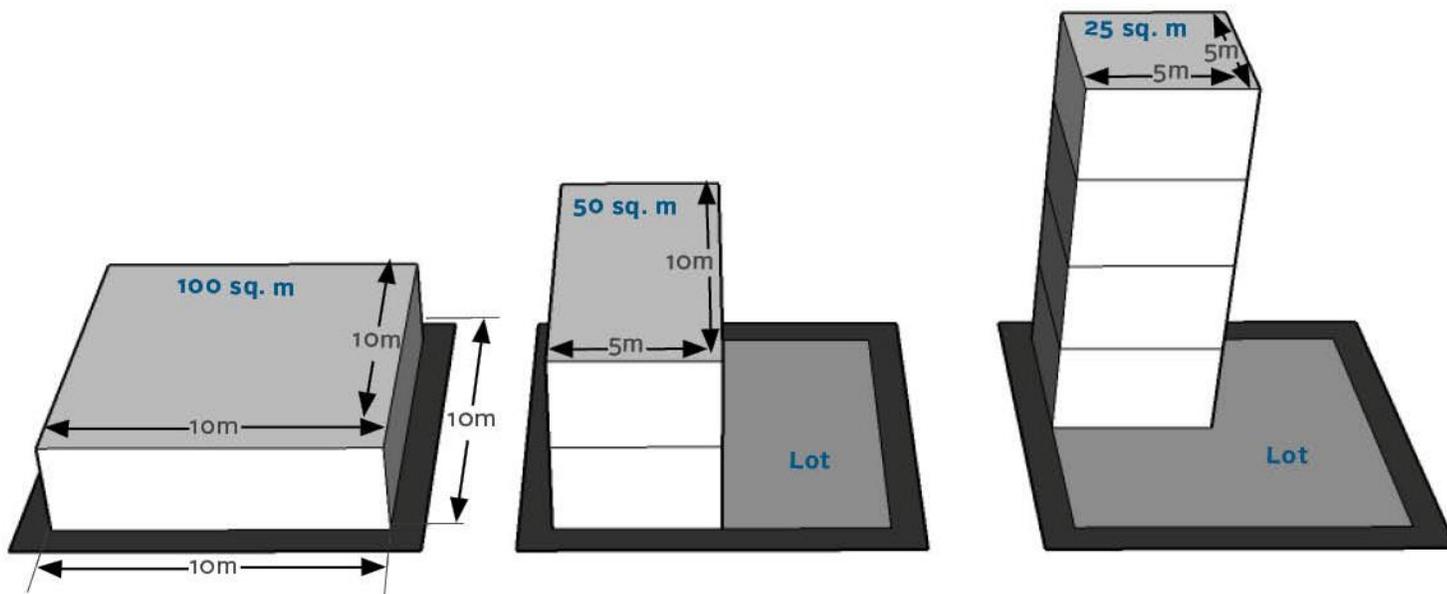


- Schedule 7 of LUB provides maximum building heights in metres
- Corridors, and Higher Order Residential have height limits and do not have FAR

Floor Area Ratio (FAR)

$$\text{FAR} = \frac{\text{Floor Area}}{\text{Lot Area}} \quad \text{or} \quad \frac{\text{Total square meters of all floors in a building}}{\text{Total square meters of a lot}}$$

All of these buildings have a Floor Area Ratio of 1.



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.

Transition to Low-Rise Neighbourhoods

- 6.0 metres setback from a transition lines as shown on Schedule 26



HR-1 and 2 abutting low-rise residential



COR abutting low-rise residential

Built Form Requirements

- Streetwall heights and setbacks
- Ground floor requirements (height, glazing, privacy)
- Grade oriented premises (min. number and width of units or storefronts, and min. depth)
- Front and flanking yards
- Side and rear setbacks
- Maximum building dimension
- High-rise tower dimension and tower separation distance
- Landscaping
- Amenity space



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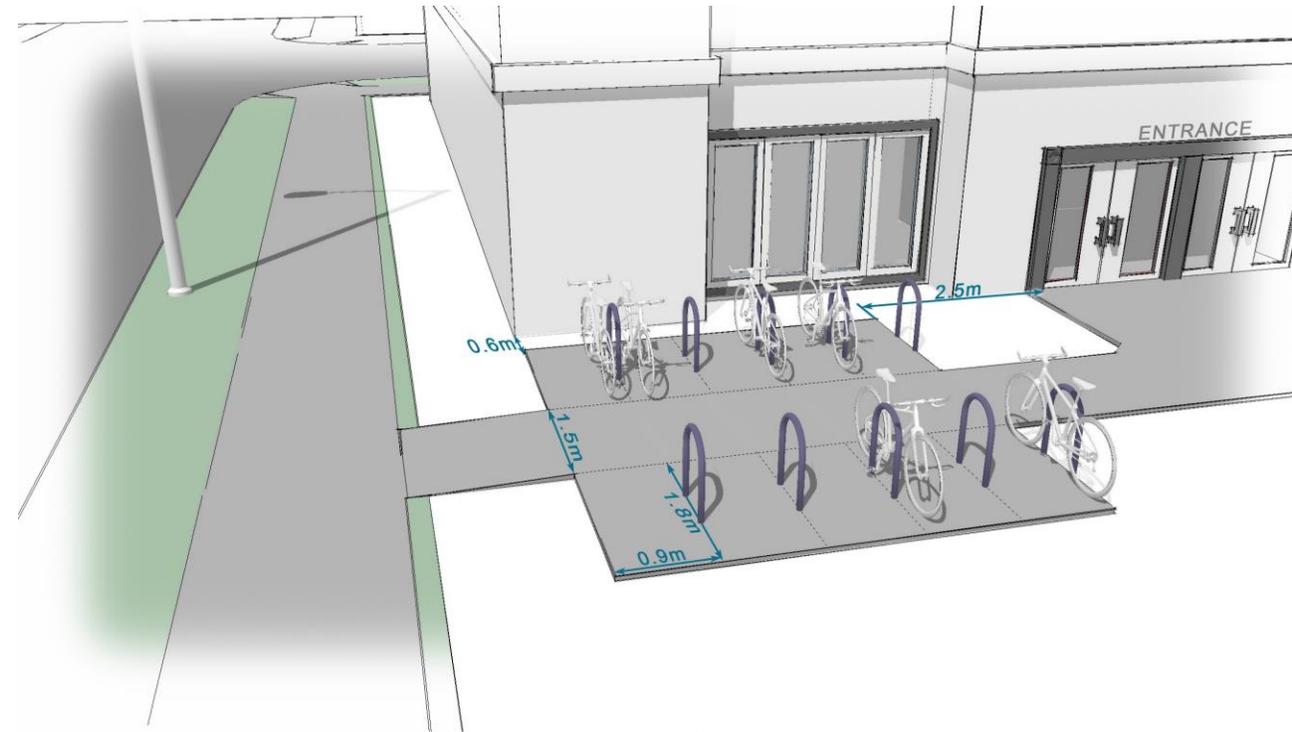
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Parking Requirements

- Reduced or no parking requirement for multi-unit dwellings, and most other housing forms
- Downtown, Centre and CDD zones have no parking requirements for any use
- Enhanced bicycle parking requirements



Design Requirements

- 41 site and building design requirements, including 9 heritage design requirements, are now contained within the Land Use By-law
- A Design 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

Open Space

Privacy for Grade-Related Units

Private open spaces which are 2.5 metres deep or greater, as measured perpendicularly from the streetline, and which are located between the streetline and a grade-related unit, shall provide privacy for the residential units by using a minimum of one of the following elements per grade-related unit:

- a) a deciduous tree that is not a shrub with a minimum base caliper of 50 millimetres;
- b) a minimum of two shrubs, no less than 1.0 metre in height;
- c) planters ranging in height from 0.25 to 1.0 metres; or
- d) masonry walls ranging in height from 0.25 to 1.0 metres.

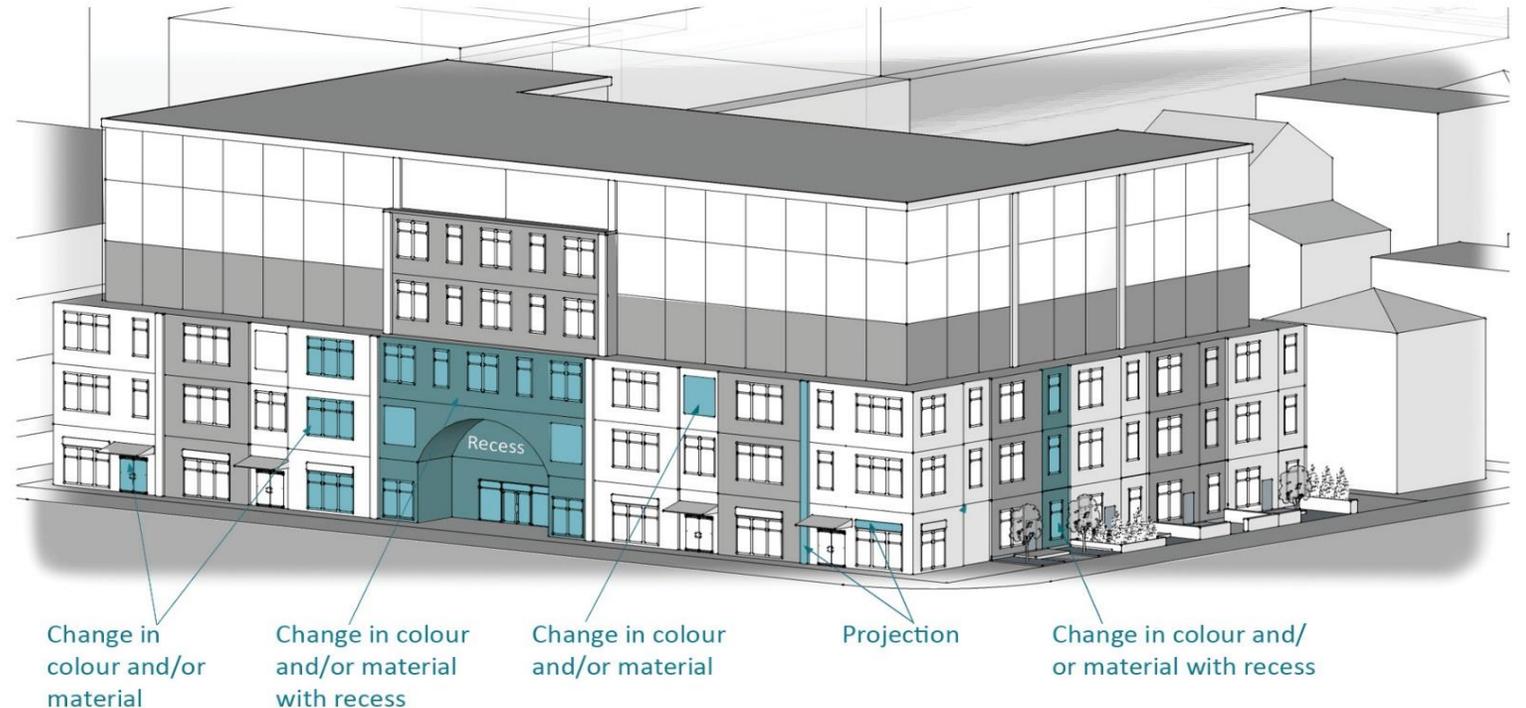


Building Design

Streetwall Articulation

Streetwalls shall be divided into distinct sections no less than 0.3 metres in width and not exceeding 8 metres in width, from the ground floor to the top of the streetwall, with each section differentiated by using at least two of the following

- a) colour(s);
- b) recessed entrances of abutting façades;
- c) material(s); or
- d) projections and recesses not less than 0.15 metres in depth.



Urban Design Awards

Urban Design

Urban design plays an important role in enhancing the quality of life for residents of the Halifax Regional Municipality.

Urban design helps build better communities by improving the functionality, sustainability and overall appearance of the public and private spaces. Done well, design makes a lasting positive impact for residents now and in the future.

The Awards

The 2018 Halifax Urban Design Awards were held on Friday, May 4, 2018. Congratulations to all the winners and thanks to everyone who submitted a project.



Companion Urban Design Document

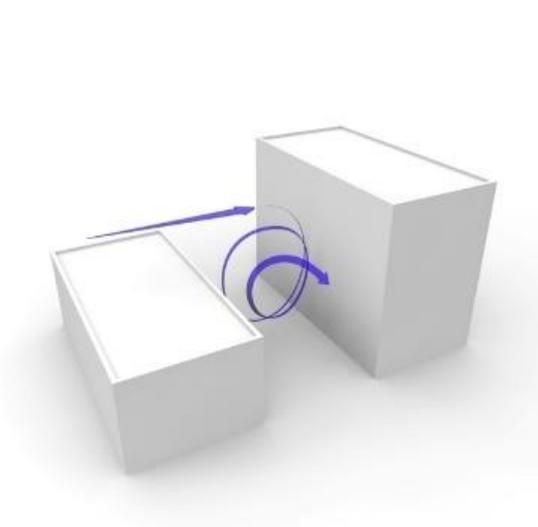
How it will be used:

- To encourage and reward design excellence.
- Elevate urban design dialogue among planning staff, Design Advisory Committee, Council, the public, property owners, designers and other stakeholder groups.
- May be used to assess submissions to Urban Design Awards program

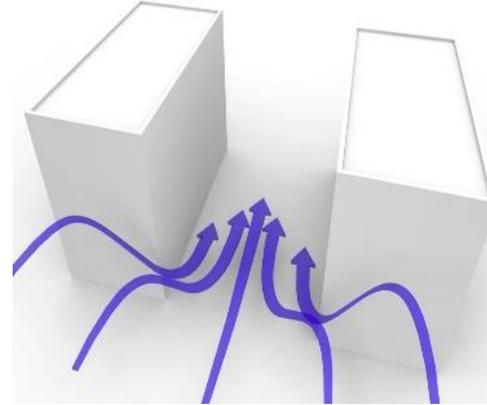
Legal Status:

Can be used in considering development agreements, and provide general design advice to site plan approval projects

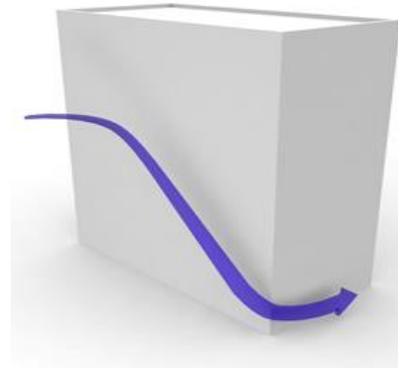
Pedestrian Wind Impact Assessment Protocol



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.

Shadow Impact Assessment Protocol and Performance Standards

- Required for any new building or addition to a building:
 - located within 100 metres of any area (key parks) identified on Schedule 27, or
 - higher than 26 metres outside 100 metres
- Within the identified park boundaries development must not result in:
 - less than 6 hours of sunlight, and
 - does not result in any point within that property being in shade for more than 4 continuous hours between 8:00 am and 6:00 pm on September 21

Amendments Package

- Removes all areas, including site specific policies, covered by Centre Plan Package A
- Remaining areas will continue under current plans and by-laws until the adoption of Package B

HALIFAX

**Amendments Package to
Implement the Regional Centre
Secondary Municipal Planning
Strategy and Land Use By-law
(ATTACHMENTS C-K)**

Transition Policies

Policies 3.9, 10.25-10.28

- Complete development agreement (DA) applications on file on the date of First Notice of Intention:
 - 24 months to proceed to First Reading
 - 3 years to start, 6 years to complete
 - 10 years to amend King's Wharf DA, and 20 years to complete
- Applications to extend timelines (one time)
 - max one year to start project, two years to complete
- Amendments to existing DAs can be considered under policies in effect DA was approved

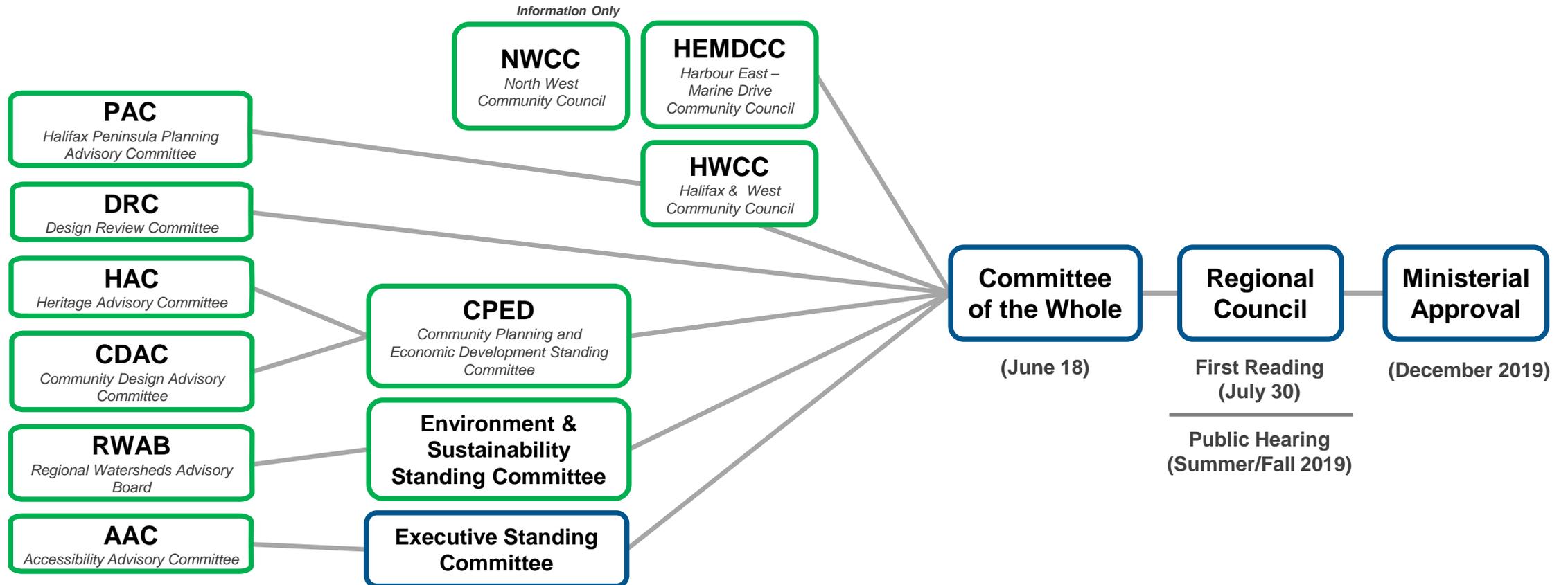
Plan Amendments within Regional Centre

- 4 – approved
- 9 – expected to reach public hearing before notice of Council's intention to adopt the Centre Plan on July 30 2019
- 11 – will not reach public hearing before July 30 2019, and will come forward to Regional Council for further direction in June

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Adoption Path



What We Heard – Adoption Path

- Positive recommendation with no changes from HAC, RWAB and ESSC
- Positive recommendation from the HPPAC and AAC with additional considerations
- Local urban structure changes from HEMDCC & HWCC
- Positive recommendation from CDAC and CPED with additional considerations
- Correspondence received through Clerk's Office

What We Heard – Adoption Path

- Re-introduce an amended development agreement option for existing large lots (1 ha or larger)
- Adopt Design Guidelines for development agreements and variations
- Minot urban structure (e.g. extent of some corridors)
- Governance under the Centre Plan
- Stop accepting plan amendments in Package B areas
- Minor local changes in urban structure and built form
- Density bonusing and administration
- Questions on future process improvements
- Municipal investments to support growth

Centre Plan Development Processes

- New Plan that represents current context, best practices and has community support
- Package A lands to be governed by one Plan and one Land Use By-law vs. three
- Model for Plan and By-law Simplification
- Site plan approval process vs. development agreements will result in:
 - shorter approval path
 - more predictable results through clear by-law requirements
 - three levels of site plan approval tailored to the size and complexity of projects
 - overall greater development rights

Next Steps

- CPED recommendation
- Three remaining Committee reviews
- Staff Supplementary Report
- Committee of the Whole and Regional Council
- First Reading and Public Hearing at Regional Council
- Ministerial Approval
- Staff return with additional implementation tools (e.g. bonus zoning fund spending)
- Commence community engagement on Package B

Recommendation

It is recommended that the Executive Standing 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.

AAC Recommendation

It is recommended that the Executive Standing 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 **with consideration to the following:**
- **establishing an inclusive definition of the term pedestrian that includes users of wheel chairs, mobility scooters, assistive devices, and infant strollers**

Thank you
centreplan.ca

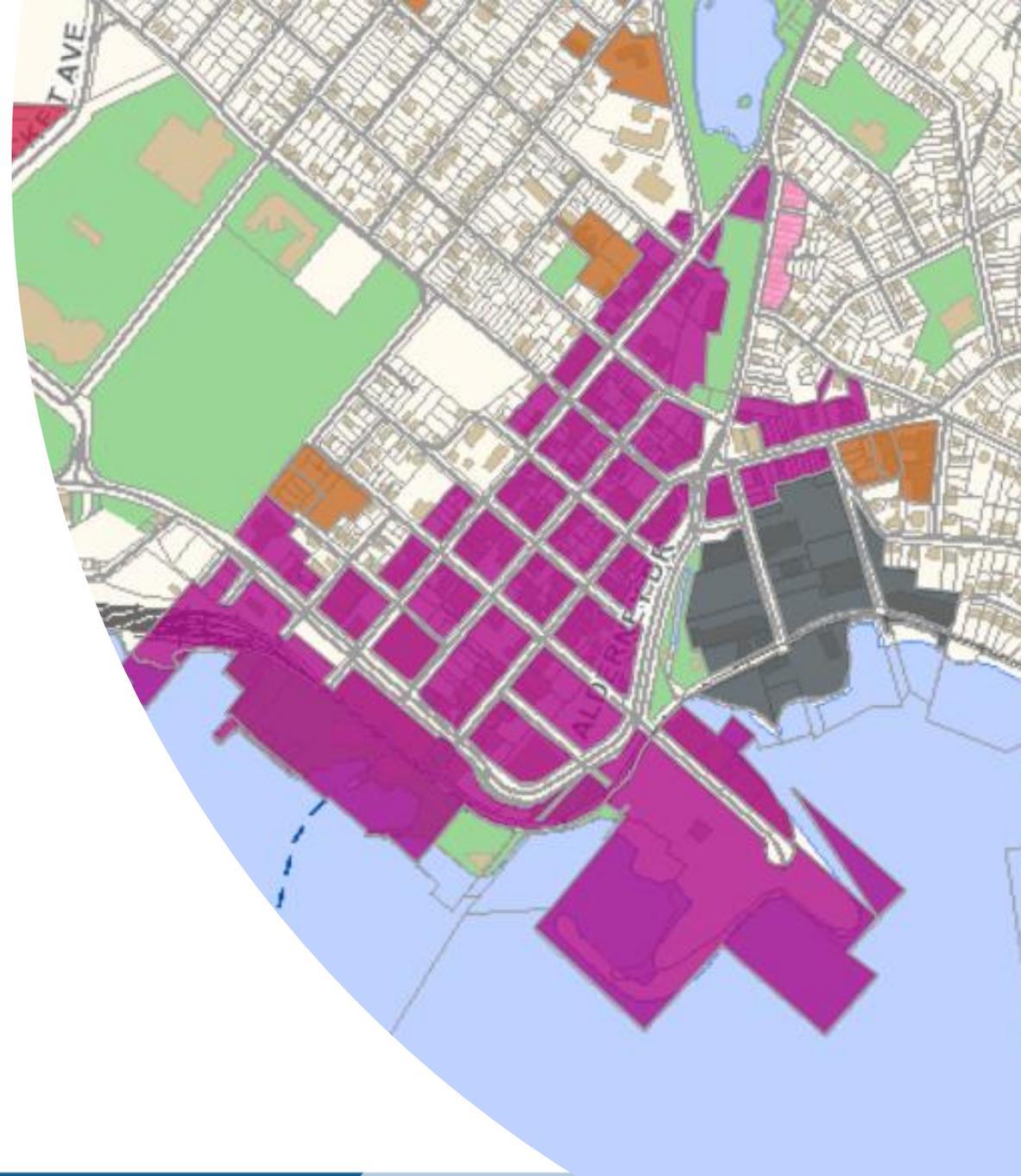
The logo features the words "CENTRE PLAN" in a bold, white, distressed font. The text is set against a dark blue background that contains a faint, light blue map of a city street grid. The overall design is clean and professional.

CENTRE PLAN

Urban Structure

Downtown Dartmouth

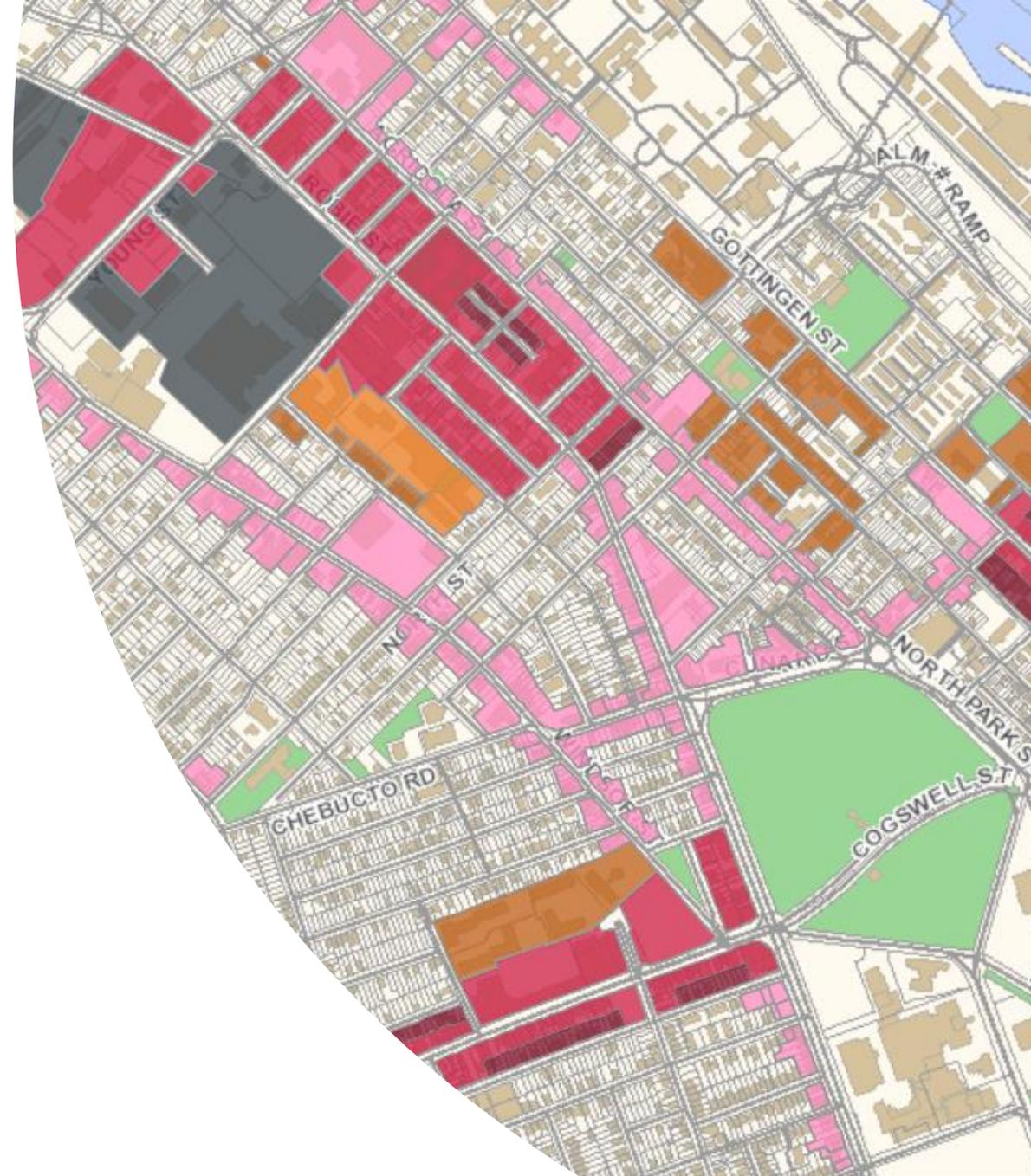
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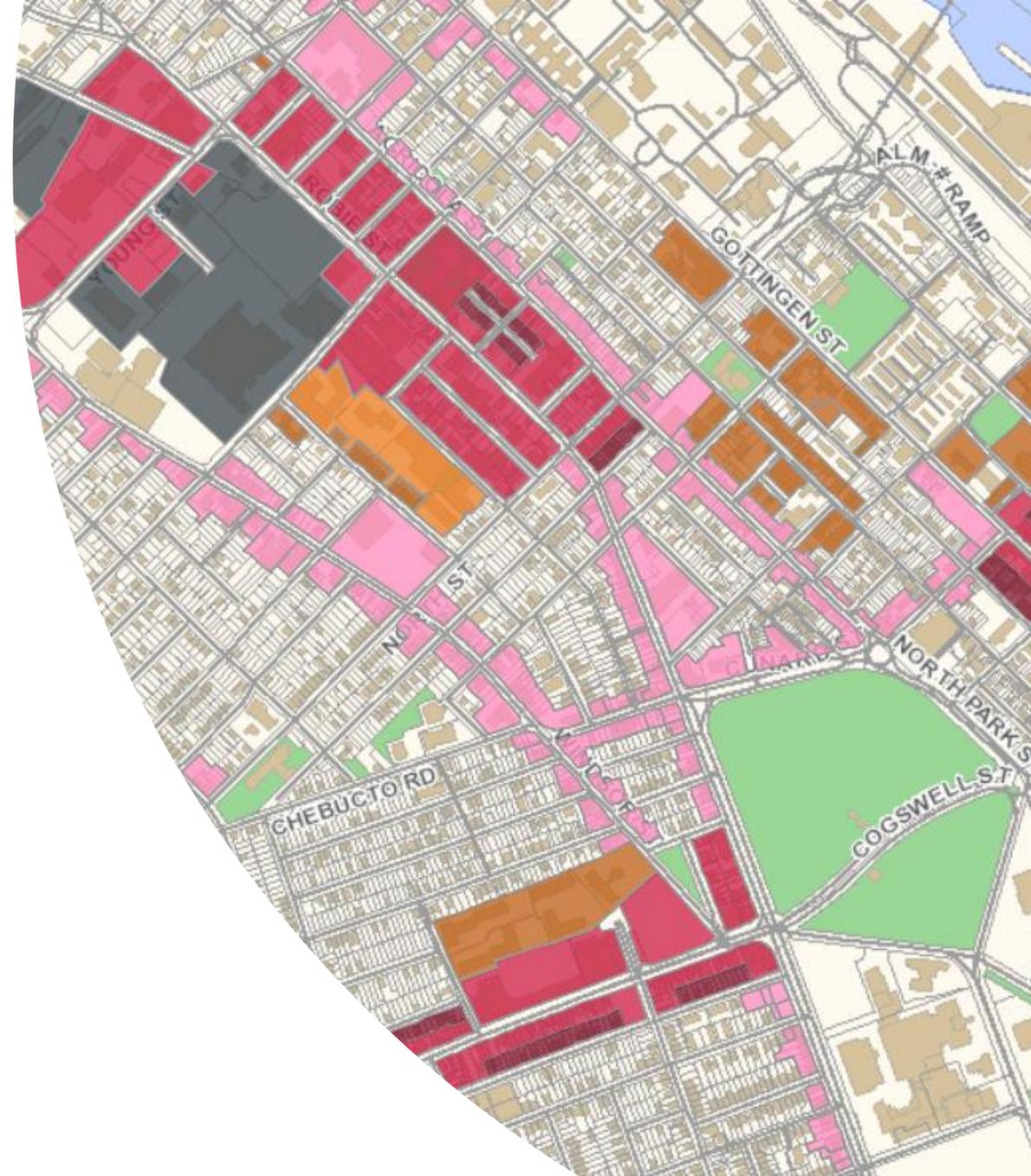
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Urban Structure Centre

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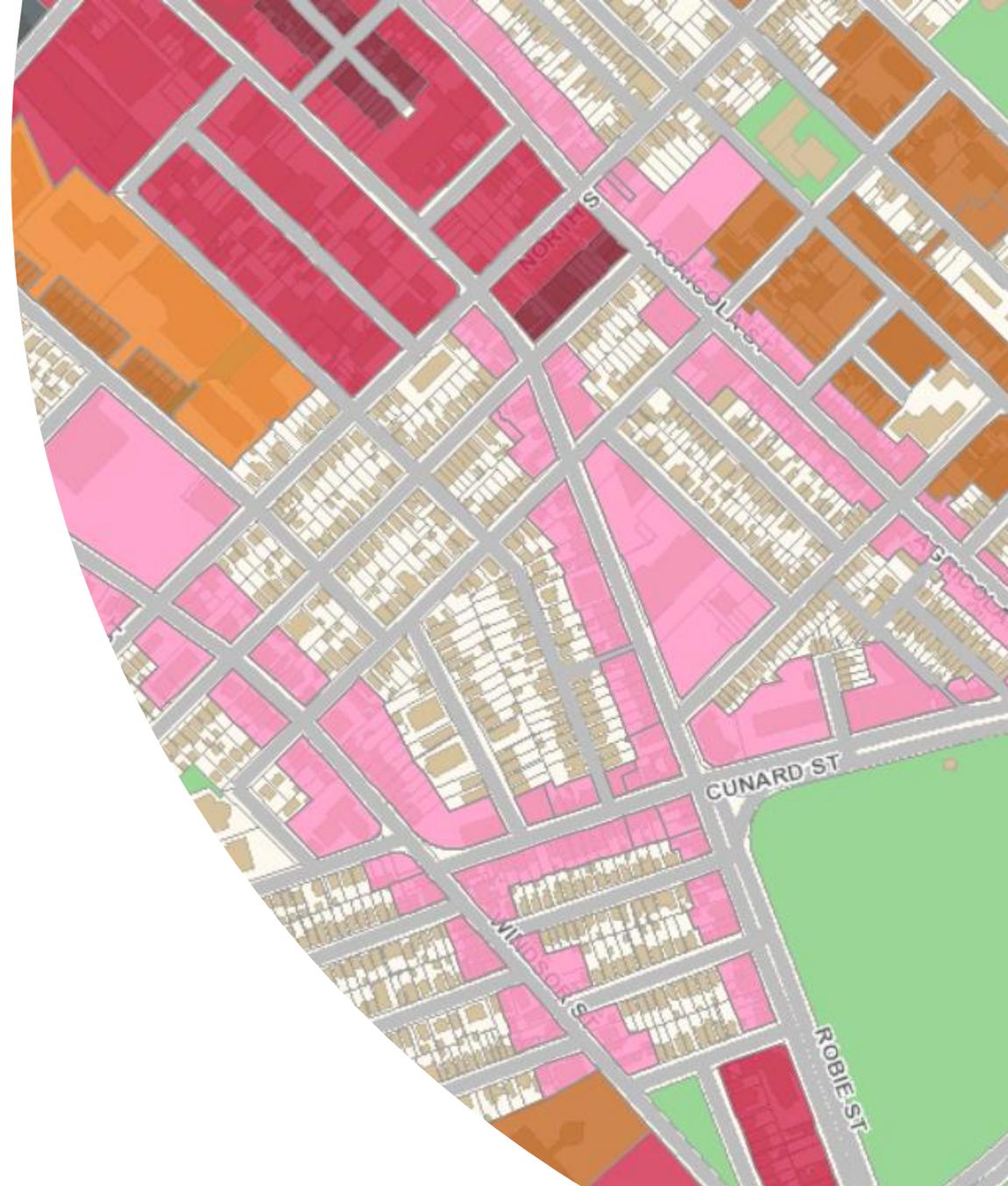
- 1) Gottingen Street, Halifax;
- 2) Highfield Park Drive, Dartmouth;
- 3) Joseph Howe Drive, Halifax;
- 4) Quinpool Road, Halifax;
- 5) Robie Street and Young Street, Halifax;
- 6) Spring Garden Road, Halifax; and
- 7) Wyse Road, Dartmouth.



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- Typically abut low-density residential to the rear
- Meant to provide a mix of uses to surrounding neighbourhoods
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- Transitions to low-rise areas
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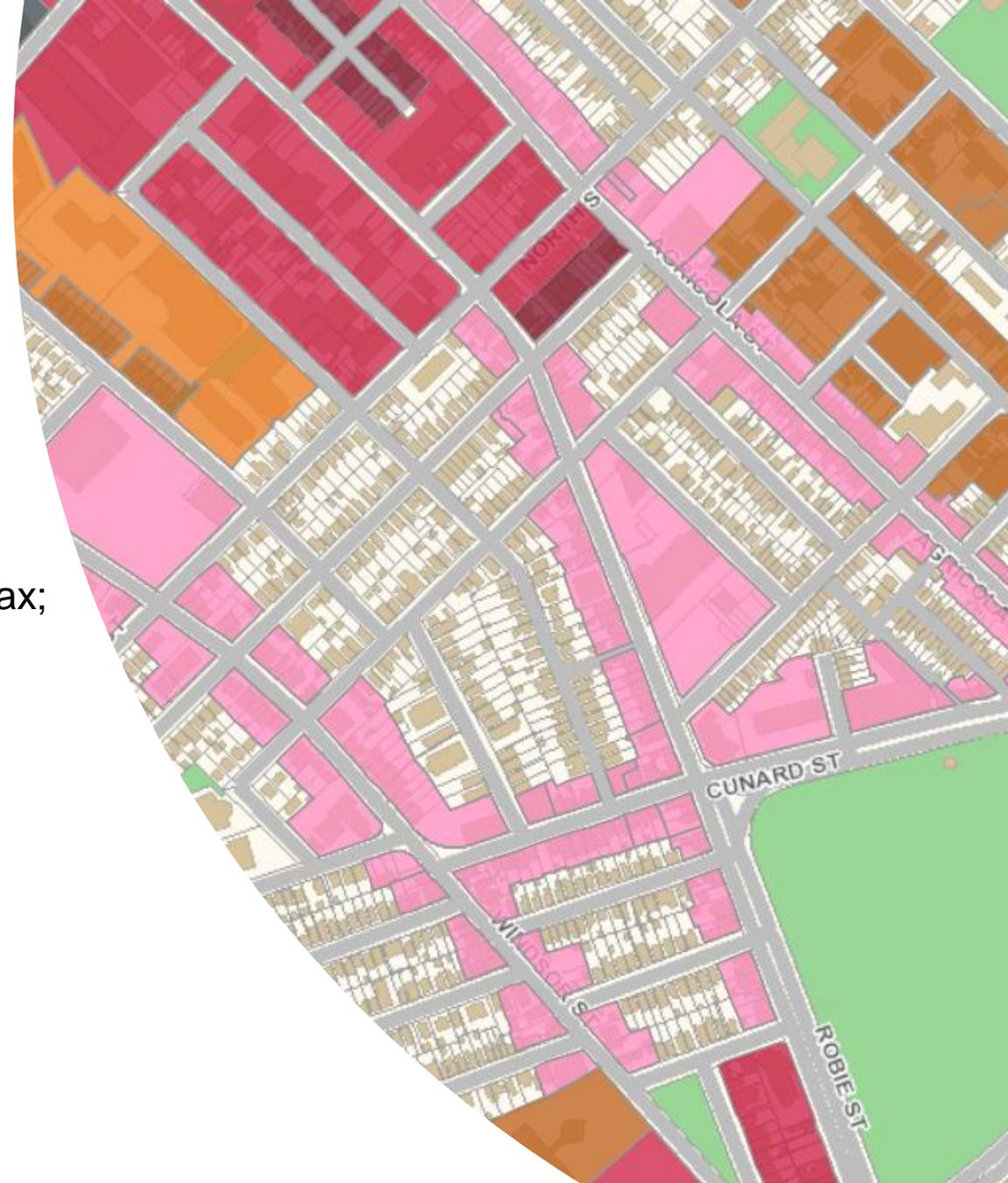


Urban Structure

Corridor

There are 15 Corridors:

- 1) Agricola Street, Halifax;
- 2) Barrington Street – Inglis Street, Halifax;
- 3) Chebucto Road, Halifax;
- 4) Gottingen Street – Isleville Street – Young Street, Halifax;
- 5) Oxford Street – Bayers Road, Halifax;
- 6) Pleasant Street, Dartmouth;
- 7) Portland Street, Dartmouth;
- 8) Prince Albert Road – Braemar Drive, Dartmouth;
- 9) Queen Street, Halifax;
- 10) Quinpool Road, Halifax;
- 11) Robie Street – Cunard Street, Halifax;
- 12) Victoria Road – Primrose Street, Dartmouth;
- 13) Windmill Road, Dartmouth;
- 14) Windsor Street, Halifax; and
- 15) Wyse Road, Dartmouth.



Urban Structure

Higher Order Residential

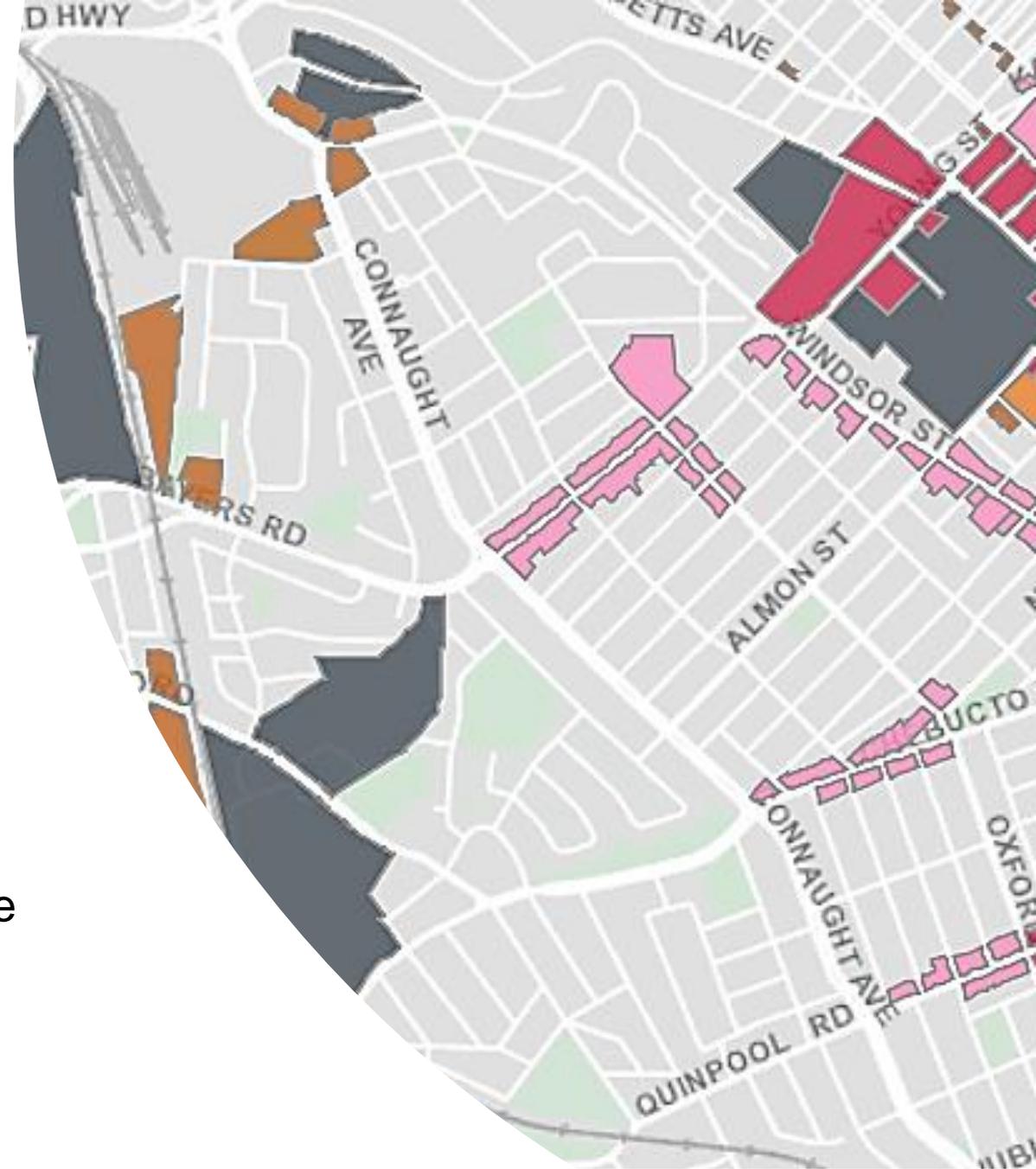
- Low to tall mid-rise forms typically supported on large lots
- Applied to existing multi-unit residential neighbourhoods and larger sites on the periphery of Centres and Corridors
- Supports a limited mix of uses, but less intense than CEN and COR
- **Two Zones:** HR-1 and HR-2



Urban Structure

Future Growth Node

- Applied on larger commercial, vacant and underutilized lands
- Intent is to accommodate significant mixed-use growth
- Some growth nodes 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

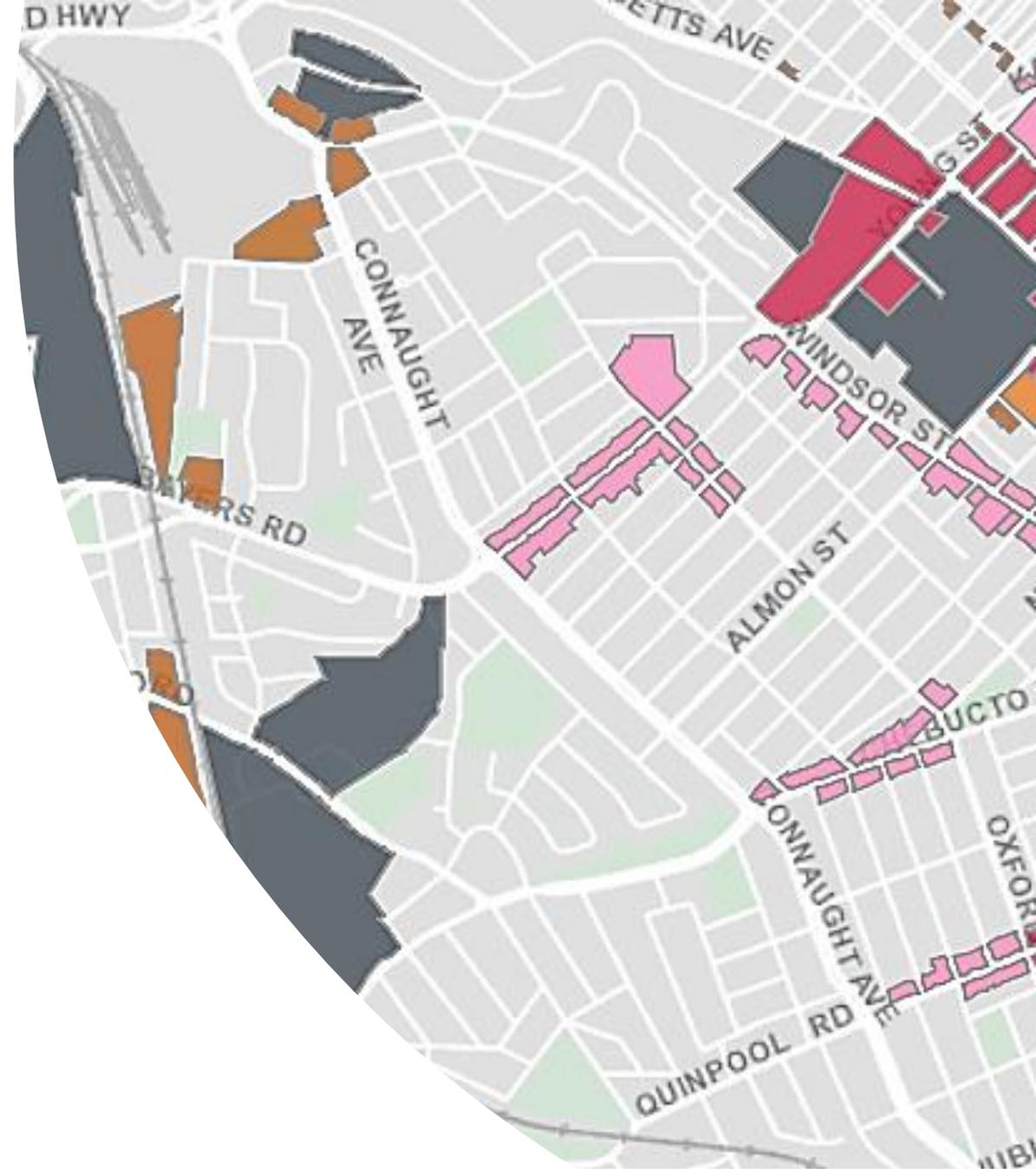


Urban Structure

Future Growth Node

There are 10 Future Growth Nodes:

- 1) Dartmouth Cove, Dartmouth;
- 2) Halifax Shopping Centre Lands, Halifax;
- 3) Joseph Howe Rail Lands, Halifax;
- 4) Kempt Road Lands, Halifax;
- 5) Mic Mac Mall Lands, Dartmouth;
- 6) Penhorn Lands, Dartmouth;
- 7) Shannon Park Lands, Dartmouth;
- 8) Strawberry Hill Lands, Halifax;
- 9) West End Mall Lands, Halifax;
- 10) Young Street Lands, Halifax.



Incentive or Bonus Zoning

Table 1: Example Developments for Density Bonusing

	Designation	FAR	Lot Size	Total Floor Area
Mid-Rise	Centre	3.5	1,462 square metres	5,119 square metres
Tall Mid-Rise	Higher Order Residential	n/a	2,322 square metres	8,462 square metres
High-Rise	Centre	8	2,406 square metres	19,248 square metres

Table 2: Potential Public Benefits - Mid-Rise Example

Bonus Rate District	Bonus Rate (2019)	Floor Area subject to Bonusing	Public Benefit (\$CAD)
South End Halifax	\$258	623 square metres (5,119 sm – 2,000 sm) * 0.2	\$160,734
North End Halifax	\$180		\$112,140
Woodside	\$66		\$41,118
Downtown Dartmouth, Mic Mac, Penhorn	\$144		\$89,712

Incentive or Bonus Zoning

Table 3: Potential Public Benefits - Tall Mid-Rise Example			
Bonus Rate District	Bonus Rate (2019)	Floor Area subject to Bonusing	Public Benefit (\$CAD)
South End Halifax	\$258	1,292 square metres (8,462 sm – 2,000 sm) * 0.2	\$333,439
North End Halifax	\$180		\$232,560
Woodside	\$66		\$85,272
Downtown Dartmouth, Mic Mac, Penhorn	\$144		\$186,048

Table 4: Potential Public Benefits - High-Rise Example			
Bonus Rate District	Bonus Rate (2019)	Floor Area subject to Bonusing	Public Benefit (\$CAD)
South End Halifax	\$258	3,449 square metres (19,248 – 2,000 sm) * 0.2	\$889,996
North End Halifax	\$180		\$620,820
Woodside	\$66		\$227,634
Downtown Dartmouth, Mic Mac, Penhorn	\$144		\$496,656