

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 15.1.7
Halifax Regional Council
November 26, 2019

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed by 
Jacques Dubé, Chief Administrative Officer

DATE: November 12, 2019

SUBJECT: **Halifax Forum Building Analysis**

ORIGIN

1. July 29, 2014 Regional Council meeting motion:

MOVED by Councillor Mason, seconded by Deputy Mayor Fisher

1. That Halifax Regional Council direct staff to commence planning for the renovation of the Halifax Forum in as a multiyear planned strategic project based on the Forum Community Association submission and developed to ensure best design, plan, and possible on site partnerships for the forum site including possible mixed use opportunities, targeted for completion in 2019. **MOTION PUT AND PASSED**

2. June 20, 2017 Regional Council meeting motion:

MOVED by Councillor Smith, seconded by Councillor Nicoll

6. Direct staff to return to Regional Council with usage and other related statistics following the 2017/18 season to confirm the future of the Lebrun Arena; and
7. Direct staff to complete additional analysis on the Halifax Forum project including further building condition assessment and related renovation feasibility, as well as the potential for a future Dalhousie University arena, and report back to Regional Council prior to undertaking the project. **MAIN MOTION PUT AND PASSED UNANIMOUSLY**

3. August 14, 2018 Regional Council meeting motion:

MOVED by Councillor Smith, seconded by Deputy Mayor Mason

1. Consider a building program of two ice surfaces at the Halifax Forum complex as per the discussion section of the report dated August 3, 2018 and undertake the cost/benefit analysis of replacing or renovating the Civic, as well as adding other appropriate recreation uses, community space and an ice plant that can be expanded to support an additional, third ice surface should conditions change to justify further expansion;
2. Prepare a class D estimate for inclusion in the 2020/21 capital budget process;
3. Undertake a heritage impact analysis; and

RECOMMENDATION ON PAGE 2

4. Prepare an estimate for inclusion in the upcoming capital budget for HRM to undertake necessary repairs and maintenance to ensure the facility is able to be maintained while the analysis is undertaken. **MOTION PUT AND PASSED**

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter

79A (1) Subject to subsections (2) to (4), the Municipality may only spend money for municipal purposes if
(a) the expenditure is included in the Municipality's operating budget or capital budget or is otherwise authorized by the Municipality;

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Approve the redevelopment approach for the Halifax Forum complex as outlined in this report including the restoration of the Halifax Forum in accordance with the *Heritage Property Act*, for the development of a second arena, multi-purpose/event space, parking, and greenspace;
2. Direct the Chief Administrative Officer to:
 - a) engage with the Halifax Forum Community Association to determine the size and composition of the multi-purpose space on the basis of it being primarily for community events and uses as outlined in this report; and
 - b) determine the potential for partnerships on the Halifax Forum complex lands for private mixed-use development, as outlined in this report; and report back to Regional Council; and
3. Subsequent to exploring the partnership opportunities, direct the Chief Administrative Officer to include funds in the 2021/2022 capital budget.

BACKGROUND

The Halifax Forum complex is in the north end of Halifax Peninsula along Windsor Street, between Almon Street and Young Street (Attachment A). The Halifax Forum has been an indoor arena since 1927, having previously been the site of the Nova Scotia Exhibition Grounds. Over its history several facilities evolved into the current configuration of the Halifax Forum complex that includes:

- the Halifax Forum, a single ice surface built in 1927, which is a registered heritage building;
- the Civic, a single ice surface constructed in 1994;
- the 1,672 square metre (18,000 square foot) Multi-purpose Centre (MPC), which is used for events such as large meetings, retail warehouse sales, and concerts, which was constructed in 1988;
- the 418 square metre (4,500 square foot) Maritime Hall, a general space used for meetings and events, and the 18,000 square foot Bingo Gaming Centre that is primarily used for bingo, with some events including regular weekend flea markets and farmers market; and
- parking lots on the north and south with a total of approximately 500 spaces.

In considering the overall provision of arenas in the municipality, the Halifax Forum has been the subject of several proposals and Regional Council deliberations. In 2014, as part of the Long-Term Arena Strategy (LTAS), it was recommended to dispose of the Halifax Forum complex and to enter into agreement with the Department of Natural Defense for a new shared arena and recreation facility at another site. At the same time, the Halifax Forum Community Association (HCFA), which manages the facility on behalf of the municipality, submitted a proposal for a reinvestment at the existing site. Since then, and with subsequent updates to Regional Council on the need for ice surfaces and prospective anticipated construction costs with a redevelopment program, Regional Council has confirmed direction on a possible reinvestment in the

Halifax Forum complex.

Regional Council's latest direction in August 2018 was to undertake a further review of the Halifax Forum complex, to include a building program of two ice surfaces, a cost benefit analysis of a renovation or replacement of the Civic Arena, the addition of appropriate recreation and community spaces, as well as the potential of including an ice plant which could support the addition a third ice pad should scheduling conditions change over time. This direction also included preparation of a class D cost estimate and a heritage impact assessment for the Halifax Forum.

DISCUSSION

In response to Regional Council's direction, Capital Management Engineering Limited (CMEL), which had undertaken previous building assessments and studies of the Halifax Forum, was engaged. CMEL engaged The Ventin Group (+VG), which has experience with heritage projects, specifically a historic arena. The scope of work +VG was responsible for included; site plan, conceptual design, and a heritage impact assessment (HIA). CMEL was responsible for project costing based on the submission of +VG.

A thorough review of the entire complex determined that based on the condition of the facility and limitations associated with the structure and grades, it is not able to meet current standards for service delivery, reliability and accessibility. This determination was based on building conditions, along with the need to address functionality and accessibility, as well an assessment of the value in retaining the Halifax Forum arena. With this, concept plans have been developed for the redeveloped Halifax Forum complex include the following elements that are outlined in Attachments B and C:

- an NHL sized ice surface in a preserved Halifax Forum with fixed seating for 2,900;
- an NHL sized ice surface in a new Civic Arena, with fixed seating for 220;
- an 8,500 square foot single level concourse between the Halifax Forum and Civic arenas;
- an 8,000 square foot multipurpose space adjacent to the Civic arena;
- a two level parking structure constructed on the north side of the site;
- greenspace to the south of the Halifax Forum;
- future possible greenspace and a connection to the adjoining lands to the east;
- an emergency access driveway; and
- building entrances at the shared Halifax Forum and Civic concourse, Civic and Multi-purpose Centre concourse and preserved Halifax Forum façade.

This building program follows the direction of Regional Council to accommodate two ice surfaces while maintaining the space needed to accommodate appropriate space for recreation and community events. The remainder of this report outlines additional information regarding the proposed building program, including the arenas, concourse multipurpose space, greenspace, and parking.

Arenas

Consideration of the number of ice surfaces throughout the entire review of the Halifax Forum complex has been instrumental to the building program. The original proposal from HFCA for the Halifax Forum complex included a third ice pad. However, based on the usage rates across the ice surface inventory, it was determined that a two ice pad building program would be sufficient. This was outlined to Regional Council in 2018. Regional Council subsequently directed staff to proceed with a design for two ice surfaces. The intent is to expand the ice surface in the Halifax Forum to an NHL standard to meet identified needs. The new Civic arena would replace the existing Civic arena, which has been deemed to be more suitable than a renovation, given the building's condition and age, and the need to address issues related to grade and accessibility.

The motion of Regional Council directed staff to consider a building program with two ice surfaces but with an ice plant that could support an additional ice surface, should conditions change. However, with a detailed review, a third ice surface cannot be readily accommodated given the configuration of the site. Furthermore, as highlighted in a previous report to Regional Council, a third ice surface on the Halifax Forum site is not

necessary to meet current and foreseeable needs. On this basis, an ice plant for a possible third ice surface was not included in the design.

The proposed two ice pad configuration in the Halifax Forum complex would function more efficiently than the current building layout, which includes a series of stairs and ramps between arenas and other facilities. The plans involve lowering the ice surface of the Halifax Forum while raising the ice surface of the new Civic to bring the arenas to single grade, which addresses accessibility and functionality issues including more efficient resurfacing of the two ice pads.

Heritage Impact Assessment

Because the Halifax Forum is a registered heritage property, a heritage impact assessment (HIA) was prepared as part of the conceptual design development of the Halifax Forum complex. The purpose of the HIA was to confirm and evaluate the character defining elements of the Halifax Forum and to develop a renovation approach to ensure that its heritage integrity is maintained. From the original heritage registration documents, the following character defining elements were confirmed:

- a low pitched roof;
- symmetry and balanced proportions;
- central doors;
- a concrete stringcourse above and below third story windows;
- an exterior red brick masonry;
- large arched windows along the Windsor Street, southeast and northeast façade (now filled in with brick), and small rectangular windows between the string courses along these facades (now filled in with glass block);
- remaining features of arched windows in both the front and rear facades with fanlight style windows; above reminiscent of clerestory windows found in churches (both filled in with brick);
- two brick pilasters at front and back entrance (back is now enclosed); and
- a concrete foundation of contrasting colour.

The HIA also considered building condition issues, which were previously identified in the CMEL building assessment as extensive, including those related to the:

- masonry;
- building envelope;
- roof;
- roof structure;
- condition of building interior; and
- accessibility and code compliance issues throughout building.

The building assessment and subsequent heritage impact assessment by +VG have confirmed that it is not feasible to fully restore the Halifax Forum building. However, with the intended program for the Halifax Forum complex, a heritage approach has been developed that includes maintaining the south façade and a portion of the west façade of the building. These walls would be stabilized and incorporated into new sections of a rebuilt Halifax Forum which would be comprised of modern components. +VG has proposed other ways of incorporating the original Halifax Forum structure into the design of the new Civic and multi-purpose spaces, including reclaiming the wood beams from the Halifax Forum roof structure and incorporating these throughout the complex.

Any substantial alteration of the Halifax Forum, including the renovations that are proposed, would require the approval of Regional Council in accordance with the Heritage Property Act, with advice from the municipality's Heritage Advisory Committee. Should Regional Council decide to proceed with the renovations of the Halifax Forum as proposed, a more detailed building design would form part of an application for a substantive alteration of a heritage property. While the outcome of this, including the possible advice from the Heritage Advisory Committee, is not known at this time, municipal heritage property program staff have reviewed and support the proposal in principle, which provides Regional Council with assurances about the suitability of the proposed alteration approach. Additional information,

including a masonry condition assessment and conservation management plan would be required as part of the substantial alteration process.

The *Heritage Property Act* does provide a process for demolition and deregistration of a municipally registered heritage property, with Regional Council as the approval body. However, for a property to be deregistered it must meet certain conditions set out in the Act, and a public hearing is required. Additionally, municipal policy, including the newly adopted Centre Plan Package 'A' provides direction on the importance of conserving and protecting heritage assets, including those owned by the Municipality:

Multi-purpose Space

While the Halifax Forum complex is primarily recognized for the Halifax Forum, which is complemented by the Civic rink, there is also a considerable amount of multi-purpose space that been used for community and commercial events on a longstanding basis. The entire Halifax Forum complex is run by the Halifax Forum Community Association (HFCA), on behalf of the municipality. Under the management agreement, HFCA has responsibilities to ensure that community programs are offered, but it otherwise determines its own operating program and finances, including how facilities are used along with respective rates. The municipality remains responsible for the overall capital program of the facilities including major repairs and building recapitalizations.

To determine future requirements for new multi-purpose spaces, recreation and event needs were considered.

Recreation Needs

The Community Facilities Master Plan 2 (CFMP2) provides guidance on the provision of indoor and outdoor community facilities throughout the municipality. Through the CFMP2, the municipality has a "hub and spoke model" consisting of regional multi-district recreation facilities servicing relatively large populations and catchment areas as "hubs" and relatively smaller local recreation centres to serve local needs as "spokes".

The CFMP2 recognizes the Halifax Forum complex as a "hub", but notes that it is not a Major Facility, as it has little in the way of non-arena recreation facilities. With regard to future recreation needs, the distribution, type, and future plans for facilities across Halifax Peninsula were considered. Current plans for facility investments and renewals include:

- the downtown YMCA, which is not a municipal facility but is considered as a new multi-district centre (under construction);
- the new St. Andrews Community Centre (under construction);
- an anticipated new Needham Community Centre; and
- a future redevelopment of the George Dixon Centre.

Coupled with other existing facilities that are available to the public, including private facilities at Dalhousie and St. Mary's universities, the current and future needs for the Halifax Peninsula can be met and dedicated recreation facilities such as gymnasiums and related recreation facilities are not needed at the Halifax Forum complex. This has been confirmed with an analysis of current gymnasium scheduling that indicates that peninsula gymnasiums are scheduled:

- 61% of available prime time hours; and
- 36% of non-prime time hours.

While there may not be the need for additional gymnasium space and related facilities, it is recognized that the ability to offer recreational activities that can be accommodated in multi-purpose spaces is advantageous. These might include yoga, dance, and other activities that do not need a purpose-built gymnasium.

Event Space Needs

Unlike other municipal facilities, the Halifax Forum complex has sizeable facilities that are used almost exclusively for events and meetings. As noted in the Background section this includes the 1,672 square metre (18,000 square foot) Multipurpose Centre (MPC), the 418 square metre (4,500 square foot) Maritime Hall, and the 1,672 square metre (18,000 square foot) Bingo Hall.

These facilities are used for what might be considered:

- community-based events, such as public meetings, cultural celebrations, and the farmers' market;
- commercial-based events, such as merchandise sales; and
- bingo.

In making the distinction above, a broad interpretation of community-based events was considered, such that they may include some for profit events. Also of note is the categorization of bingo, which is a common occurrence in many community centres and halls. Bingo is considered a form of recreation that occurs as an incidental activity with in many recreation or community centres. However, the scale and frequency of bingo, at eight events per week at the Halifax Forum complex means that it should be recognized as distinct. Profits from the bingo are used to off-set facility and program costs. In addition, through an arrangement, profits also fund Nova Scotia Sport Hall of Fame. With this, the existing usage of the Halifax Forum complex is as follows:

Event Type	Maritime Hall 418 sq. m.	Bingo Hall 1,672 sq. m.*	Multi-purpose Centre 1,672 sq. m.
Commercial/Bingo	62% (39 events)	76% (361 events)	68% (32 events)
Community-based	38% (24 events)	24% (112 events)	32% (15 events)

*A section of the Bingo Hall is completely dedicated to Bingo activities and is not typically available for other uses

Notable from the above are not only the differences between the commercial and community-based events, with the high proportion of commercial events, but also number of events. Usage of the Maritime Hall and Multi-purpose Centre might be described as only moderate, whereas there is very high usage of the Bingo Hall, punctuated by the bingo itself, which occurs every night of the week. The other event days (24%) are during the daytime and include uses such as the weekly Farmers' Market and Flea market. This does not capture the length of time associated with an event, which could be over multiple days.

Event Space Needs Assessment

In determining event program needs, the following assumptions were made:

1. The municipality has a continued interest in providing event space, based on the longstanding history of this function at the Halifax Forum complex;
2. While recognizing that multi-purpose spaces should be able to accommodate commercial ventures, new facility space should be focused primarily on community-based events;
3. Facility space should accommodate regular and typical usage, rather than being built to accommodate a small number of large events; and
4. Facility space should be multi-purpose in nature.

Of additional importance is that the assessment for event facility space did not consider the availability of other event facilities in the municipality. It is known that other venues such as Olympic Hall Community Centre, Halifax Exhibition Centre, Halifax Convention Centre, the Cunard Centre, church halls and other facilities provide event spaces. Rather, the analysis concentrated on reasonably accommodating events that are currently offered, but with the noted assumptions above as conditions. Based on this, a multi-purpose program space of 743 square metre (8,000 square feet) that would be capable of being divisible into smaller spaces is proposed. This is largely on the basis that:

- there are opportunities to increase the efficiency and usage of the facilities that currently, other than the Bingo Hall, have only have moderate use; and

- the Multi-purpose Centre is often booked only because the capacity of the Maritime Hall 418 square metres (4,500 square feet) is too small, rather than necessarily a need for its entire 1,672 square metres (18,000 square feet) of the MPC.

In addition to a 743 square metre (8,000 square foot) space, the proposed concept includes a large shared concourse between the Halifax Forum and Civic, which would be additional space that would large enough to support some of the existing program needs such as; farmers market, flea market, public meetings and presentations. The concourse space would be comparable to the Alderney Landing Market, which supports a variety of building program needs. The divisible 743 square metre (8,000 square foot) space and concourse space would be capable of accommodating most existing facility booking needs in a more efficient and cost effective manner. In addition, there would be a significant impact on bingo as its size and frequency would be decreased as it would not have dedicated evening space and would need to be balanced with other activities.

While there are not assurances that all events would return to the Halifax Forum complex after construction, the location, accessibility and revitalized facility would make it desirable to event and program organizers. Additionally, with the creation of an open and potentially divisible space for multipurpose use, it is foreseeable there would be new event and program organizers interested in using the Halifax Forum complex.

HFCA Position

The size and configuration of the prospective multi-purpose space has been the subject of discussions with the HFCA. Initial analysis by staff determined the need for 557 square metres (6,000 square feet) of multi-purpose space. In response and following its own detailed review, the HFCA submitted a proposal for two multi-purpose spaces containing 418 and 1,718 square metres (4,500 and 18,000 square feet). This submission helped inform a subsequent review and the determination for the proposed 743 square metres (8,000 square foot) space. However, the HFCA continues to maintain that a larger multi-purpose space is necessary, which has resulted in it submitting a letter requesting the space be expanded to 1,115 square metres (12,000 square feet) to mitigate loss of revenue and maintain some cultural events (Attachment E).

While consultation has occurred, staff were limited in their ability to fully engage with the HFCA on the potential multi-purpose spaces in the prospective Halifax Forum complex, as Regional Council direction is required to confirm next steps. It is therefore suggested that should Regional Council decide to advance the redevelopment of the Halifax Forum complex, staff would work with the HFCA to finalize the requirements for the multi-purpose space and consider any associated implications to the operating budget for the Halifax Forum. Based on this report, there will however be a need to include a realignment of focus to smaller scale community-oriented events and programs. In addition, it may mean that if there are shortfalls in revenue, a request for an operating grant would form part of the Halifax Forum budget submitted to Regional Council.

Greenspace

With the relocation of most parking to the north side of the site, a greenspace is proposed to the south of the Halifax Forum. The area in which the Halifax Forum complex is located has been the subject of a number of substantial development proposals and approvals, which will significantly increase the residential population and the need for greenspace. The potential park space south of the Halifax Forum would be intended to serve users of the facility and local residents. The extent of the greenspace could be reduced or modified through further design and project development.

Site Configuration and Parking

A two-level parking structure is proposed on the north side of the Halifax Forum Complex, with the upper level being largely at grade and able to provide a level entrance into the facility. The lower parking level is able to be readily incorporated with the slope of the site without requiring much excavation. Additional parking, with a smaller surface parking lot is proposed to the south of the Halifax Forum. The total number

of proposed parking spaces for the entire site is 356, representing a decrease from current approximately 500 spaces

A balanced approach has been taken in addressing the number of parking spaces and configuration of the proposed parking structure and lots. While the municipality is placing an emphasis on providing alternatives to cars and parking, the nature of the Halifax Forum complex as a regional destination with users having hockey or other equipment, necessitates parking. In addition, while on street parking has been and will continue to be necessary within the adjoining residential area, any significant reduction in the amount of on-site parking would consequently cause further off-street parking demands.

Partnership Opportunities

As a part of its July 2014 direction, Regional Council included interest in exploring partnerships including possible mixed-use development opportunities. It is also recognized that the north side of the Halifax Forum complex (currently conceived only as a two-level parking structure) might ultimately be more suitable as a high density, mixed use development site in contemplating the long-term planning and development along Young Street. At this time, the proposed parking structure is viewed as being appropriate and necessary. However, consideration of partnerships for the redevelopment of the Halifax Forum complex could include development of that portion of the site along with parking for the facility. Therefore, with the assessment completed and a conceptual design for the project determined, it is recommended staff explore interest in private partnership to complete the concept design as part of a mixed use development. This could enable the redevelopment to be completed in a timely manner with less reliance of HRM's capital budget while also providing opportunity for additional densification on peninsula corridors as envisioned in the Centre Plan. It is suggested that staff explore this possibility through an expression of interest or other means, and report on this to Regional Council.

While there is merit to exploring partnerships, it is recognized that there are a variety of matters that would need to be addressed, including the possible arrangements for shared infrastructure, impacts on site development, and the possible need for municipal planning policy and zoning amendments. These would be outlined more fully in a subsequent report to Regional Council.

Centre Plan

Regional Council recently adopted Package A of the Regional Centre Plan. It plans for substantial development within the block bounded by Windsor, Young, Robie, and Almon streets in addition to development that has already been constructed or recently approved. Part of the planning for this large block is the introduction of streets and possible pedestrian linkages. With the proposed redevelopment of the Halifax Forum as a registered Heritage Property, street connections cannot be realized to the complete extent as what might be envisioned in the Centre Plan. However, some accommodation of pedestrian linkage and possible additional open space has been reserved between the proposed access driveway and the Canada Post site.

Summary and Costing

CMEL completed a costing summary (Attachment G) based on the +VG concept, which concludes the best case estimate of the Halifax Forum redevelopment would be \$70,950,000 and the worse case estimate would be \$85,900,000. The best estimate used for capital budgeting is \$74,700,000. While the best case and worse case estimates are higher than the figure represented in the August 2018 staff report to Regional Council, the issues identified with accessibility and overall functionality have been addressed to a much more fulsome extent in the current conceptual design. Based on a proposed gross building area of 220,000 square feet, the estimate ranges from a low of \$322 per square foot to a high of \$407 per square foot. The most recent HRM recreation centre tendered was \$330 per square foot. Some of the reasons for the range at this point include: pricing based on conceptual design, inherent costs associated with heritage restorations, unknowns associated with the extent of site excavations, unknowns associated with detailed methods of heritage restoration, unknown market conditions at the time of tendering and unknown market impacts associated with major healthcare projects in the region.

The proposal and associated costs respond to Regional Council's direction through its August 14, 2018 motion. At that time, there was discussion about possible cost savings that might be associated with the alternative of deregistering the heritage designation of the site, demolishing the Halifax Forum, and building a new complex. Prospective costs associated with this would be dependant upon the factors such as the size, location on the site and configuration of a new facility. From broad estimates, there are not substantial cost differences:

1. Construction based on a replica of the Halifax Forum, replacement of the Civic arena, and building program as identified in this report, at an approximate cost of \$69,700,000.
2. Construction based on the arenas and building program outlined in this report, but without a replica of the Halifax Forum, would be at an approximate cost of \$63,800,000.

The substantial difference in the costs above and the recommendation in this report to restore the Halifax Forum is the range of prospective costs. The heritage restoration has certain unknowns, as represented by the worst-case estimate of \$85,900,000.

FINANCIAL IMPLICATIONS

Funding has been proposed in the capital budget for the redevelopment of the Halifax Forum complex. Current estimated funding has been outlined as \$10,000,000 in 2021/22, \$35,000,000 in 2022/23, \$25,000,000 in 2023/24 and \$5,000,000 in 2024/25 funded from the Strategic Capital Reserve (Q606). However, this funding may be adjusted depending on the exploration of potential interest in private partnerships to complete the project as a mixed use development.

It is recognized that outside agencies and foundations may have funding programs to support heritage projects. Outside the capital budget allocations above, as part of the subsequent redevelopment planning, the opportunities for funding through other sources will be explored.

RISK CONSIDERATION

The primary risk consideration is the existing building condition of the Halifax Forum Complex. The Halifax Forum has building condition risks that have been mitigated to date through means such as wall reinforcements and other measures. Other building issues, such as building accessibility and modern code issues can only be addressed through a substantial building reinvestment. The recommendation mitigates these risks.

COMMUNITY ENGAGEMENT

There has been no general community engagement in the preparation of this report. Staff have engaged with the Halifax Forum Community Association and its Redevelopment Committee.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications at this time.

ALTERNATIVES

1. Regional Council could direct the CAO at this time to expand the community program space for the proposed Halifax Forum complex to meet the identified needs of the Halifax Forum Community Association. As noted in this report, there may be limitations on how this may reasonably be achieved

with the current design based on the need for an access driveway, and would result in increased cost. The recommendations in this report suggest that this be considered with the Halifax Forum Community Association rather than simply decided upon by Regional Council at this time.

2. Regional Council could direct the CAO to initiate the process under the *Heritage Property Act* to demolish and deregister the Halifax Forum and subsequently develop plans for a replica of the Halifax Forum, replacement of the Civic arena, and building program as identified in this report, at an approximate cost of \$69,700,000. This alternative is not recommended for the reasons outlined in this report and specifically, inconsistency with municipal policy and provincial legislation.
3. Regional Council could direct the CAO to initiate the process under the *Heritage Property Act* to demolish and deregister the Halifax Forum and develop plans for a standard two pad facility with the building program as outlined in this report, but not a replica of the Halifax Forum, which based on recent projects is estimated to be \$63,800,000. This alternative is not recommended for the reasons outlined in this report and specifically, inconsistency with municipal policy and provincial legislation.
4. Regional Council could choose not to direct the CAO to explore interests in private partnerships as a part of a mixed use development, but instead to undertake the redevelopment of the Halifax Forum Complex, including the restoration of a portion of the Halifax Forum as a municipal registered heritage property and the redevelopment of the arenas and multi-purpose space outlined in this report with funding for the project from HRM's capital budget.

ATTACHMENTS

Attachment A	Context Map
Attachment B	Proposed Project Renderings
Attachment C	Proposed Project Drawings
Attachment D	Heritage Impact Assessment
Attachment E	Letter from HFCA Board Chair
Attachment F	Costing Sheet

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Gareth Evans, Recreation Planning Specialist 902.292.1264
Richard Harvey, Manager of Policy and Planning 902.476.5822
John MacPherson, Manager of Corporate Facility Design & Construction 902.209.0763



HALIFAX FORUM AND SURROUNDING AREA

HALIFAX

**Parks & Recreation
Strategic Planning & Design**





FORUM

1111111111111111









AX FORUM

Reception

FORUM NEWS
2 5 FINAL SCORE (OT) 3
FORUM NEWS



1600 MM

6745 MM

VARRIES
WGRADE

LEGEND

- (G) PRECAST CONCRETE PANEL WITH RECLAIMED BRICK AGGREGATE
- (@) CAPILLARY GLAZING
- (@) CHARCOAL ALUMINUM COMPOSITE
- (@) PLANTER WITH SEATING
- (D) CUT STONE BASE

1

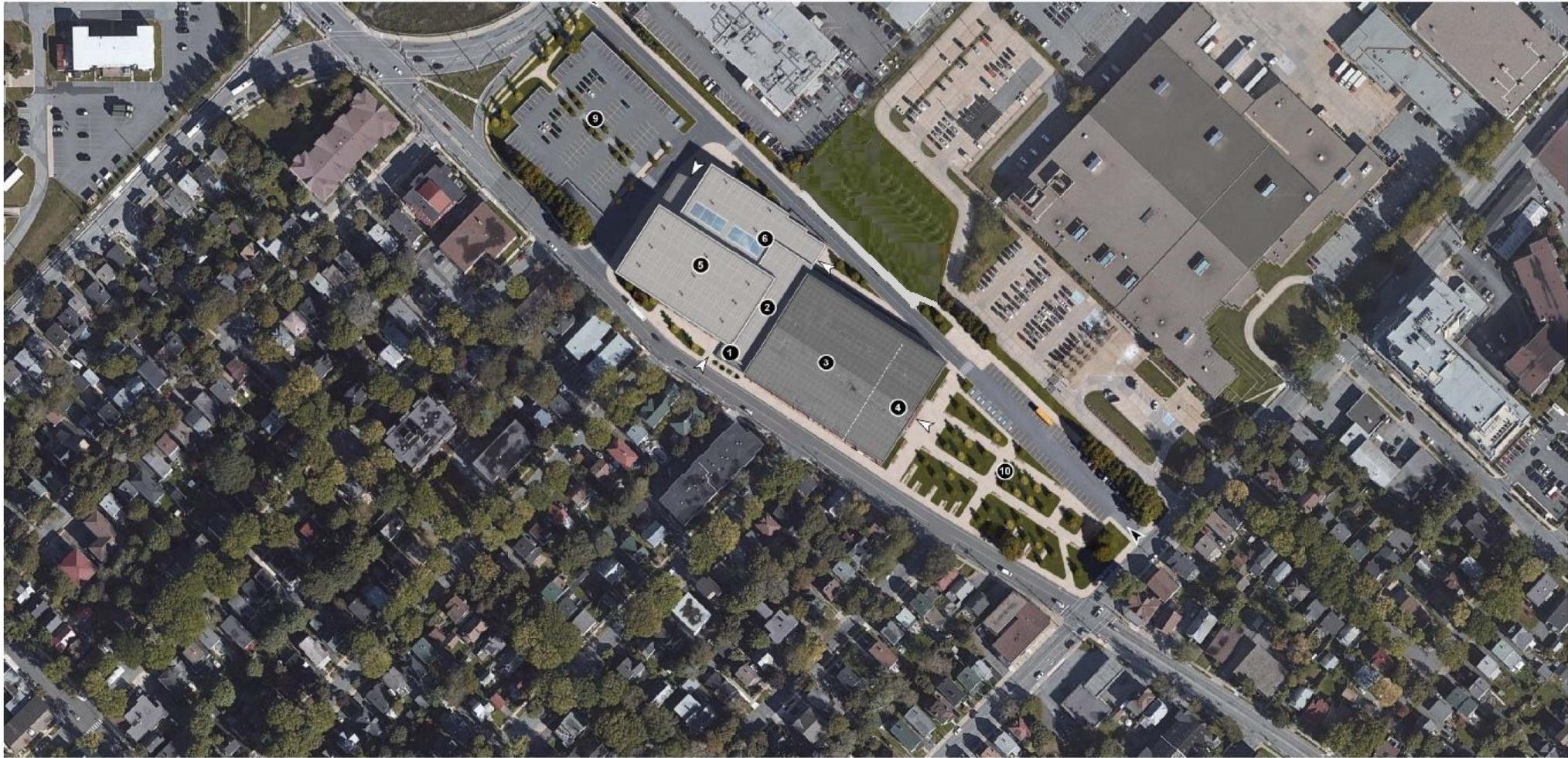
3

2

4

5





Halifax Forum Redevelopment

Aerial Plan

1. Entrance
2. Community Corridor
3. The Forum Revitalized
4. The Forum Preserved

5. New Arena
6. Multipurpose Space
7. Public Outdoor Amphitheatre
8. Public Outdoor Recreation Space

9. New Parking
10. Public Green Space

!> Building Access



Halifax Forum
Source: CMEL



Heritage Impact Assessment

HALIFAX FORUM

Halifax, Nova Scotia

September, 2019 - FINAL DRAFT REPORT

+VG Architects

2102 - 400 SLATER STREET, OTTAWA, ONTARIO K1R 7S7
T: 613.680.5557

50 DALHOUSIE STREET, BRANTFORD, ONTARIO N3H 2H8
T: 519.754.1652

72 STAFFORD STREET, SUITE 200, TORONTO, ONTARIO M6J 2R9
T: 416.588.6370

Commissioning of the Report

Executive Summary

Reserach Material

Principles of HIA

Section 1.0: Introduction

- 1.1: Description of the site
 - 1.1.1: Applicable designations
- 1.2: Proposed development
- 1.3: Description of building
- 1.4: Property data

Section 2.0: Background Research

- 2.1: Development history
- 2.2: Architect and design

Section 3.0: Statement of Significance

- 3.1: Statement of Significance for Halifax Forum
 - 3.1.1: Relating to Design/ Physical Value
 - 3.1.2: Relating to Historical/ Associative Value
 - 3.1.3: Relating to Contextual Value
- 3.2: Character defining elements
- 3.3: Modifications to existing heritage fabric

Section 4.0: Assessment of Existing Conditions

- 4.1: Existing building conditions
- 4.2: Building exterior
 - 4.2.1: Building envelope
 - 4.2.2: Roof
 - 4.2.3: Structure
- 4.3: Building interior
- 4.4: Code compliance
- 4.5: Existing conditions of additions to Forum

- 4.5.1: Multipurpose Centre (MPC)
- 4.5.2: The Civic Centre
- 4.5.3: The Bingo/ Maritime Hall

Section 5.0: Description of Proposed Development

- 5.1: Proposed approach
- 5.2: Halifax Forum
- 5.3: Demolition of additions to Forum
- 5.4: New practice arena building
- 5.5: New multi-purpose building
- 5.6: Ice maintenance
- 5.7: Walking track
- 5.8: Mid-block connection
- 5.9: Site development and landscaping
- 5.10: Regional Municipal Planning Strategy

Section 6.0: Impact of Development

- 6.1: Character defining elements

Section 7.0: Mitigation and Conservation Strategies

- 7.1: Mitigation options
- 7.2: Conservation strategy

Section 8.0: Conclusion

Section R: References

Section A: Appendix

- A.1: Application for registration of Halifax Forum
- A.2: Canada's Historic Places: Halifax Forum
- A.3: +VG's Terms of Reference
- A.4: Design Proposal

Executive Summary

This HIA serves the primary purpose of describing the impact of the proposed development by Capital Management Engineering Ltd (CMEL) on the building known as the Halifax Forum located on 2901 Windsor Street in Halifax, Nova Scotia. This HIA is intended to analyze the heritage significance of the existing building and assess the impact of the proposed interventions.

The existing property located at 2901 Windsor Street is registered as a municipal heritage property under the Heritage Property Act of Nova Scotia. The heritage impact statement (HIA) will identify character defining elements that require protection. An assessment of the existing condition of the building has been carried out by CMEL in 2016 and it informs the recommended conservation treatment. Where possible, the HIA identifies previous alterations. The HIA includes a description of the proposed interventions together with an assessment of their impact on the heritage character defining elements and a review of mitigation options and conservation strategy.

Research Materials Consulted

Materials consulted and used to assign cultural heritage value or interest of the site for this report include:

Halifax Regional Municipality Application for Registration of 2901 Windsor Street (Halifax Forum), September 23, 2003 (see Appendix A.1)

Canada's Historic Places Heritage Registry: Halifax Forum (see Appendix A.2)

Commissioning of the Report

The report was commissioned by Capital Management Engineering Ltd (CMEL). +VG Architects is a multidisciplinary architectural firm specializing in heritage conservation. The design approach to this project aims to enhance the heritage significance of the building. The decision making process is predicated on a balance of the heritage requirements, client needs, compliance with building code, structural concerns and environmentally sustainable conditions.

Principles of the HIA

According to By-law H-200, Heritage Impact Statement/ Assessment means a "study to determine if any heritage resource will be impacted by a specific proposed development or site alteration, and which can also demonstrate how the heritage resource will be conserved in the context of redevelopment or site alteration, and in which mitigative or avoidance measures, or alternative development or site alteration approaches may be recommended."

This HIA is based on +VG's Terms of Reference for a Heritage Impact Assessment (see Appendix A.3).

This HIA applies appropriate conservation principles in compliance with:

The Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada (2010).

1.1 Description of Site

The Forum complex is comprised of two separate lots, 2901 Windsor Street and 6192 Young Street. While the lot known as 6192 Young Street is vacant, it has a long association with the Forum. The Forum building is located on 2901 Windsor Street in the north side of Halifax, between Almon Street to the southeast, Young street on the northwest, Windsor Street to the southwest and neighbouring properties to the northeast. There is asphalt parking on the north and south end of the property, from where it is accessible by car. It also has an access for cars from Windsor Street. The buildings are mostly surrounded by parking and asphalt areas with minimal landscaped areas.

1.1.1 Applicable Designations

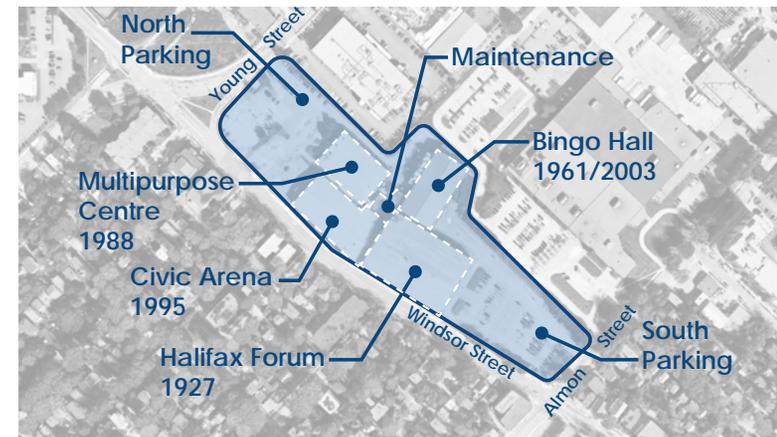
The Forum building from 1926 has been registered as a municipal heritage property under the Heritage Property Act of Nova Scotia in 2003.

1.2 Proposed Development

CMEL's proposal to redevelop the site has the purpose of upgrading the existing facilities at the Halifax Forum to meet the current NBCC 2015 requirements, upgrade the hockey arena to an NHL size with adequate supporting facilities and rehabilitate the structure while maintaining its heritage value. At the same time, CMEL proposes the demolition of the additions to the Forum and their replacement with a practice ice rink with the addition of a multi-purpose facility to support the current community programs that take place at the site, surrounded by landscaped areas.



Halifax Forum location in Halifax
Source: Google Maps



Halifax Forum Complex
Source: Google Maps

1.3 Description of Building

Designed by prominent Canadian architect Andrew Cobb, construction on the building started in 1926 and has been continuously operated ever since its opening as an artificial hockey arena and an event venue. Throughout the years, numerous additions allowed the building's program to expand and it currently includes a second ice hockey arena, the Maritime Hall and a Multipurpose Centre. It is a two-story complex with a gross area of approximately 123,000 sq. ft.

1.4 Property Data

Property Name: Halifax Forum
Street Address: 2901 Windsor Street &
6192 Young Street
City, Province: Halifax, Nova Scotia
Primary Use: Arenas, Multipurpose Centre,
Bingo Hall
Number of Buildings on Site: Four
Reported Year Built: Halifax Forum, 1927
Multipurpose Centre, 1988
Civic Centre, 1995
Bingo/ Maritime Hall, 1961
Building Area: 123,000 sq. ft.
Owner: Halifax Regional Municipality



Halifax Forum Street View

Source: Google Maps



Halifax Forum Registration Plaque

Source: CMEL

1931



1960



1973



Site development

Source: National Resources Canada, Dalhousie University and HRM

2.1 Development history

In the end of the 19th century the land on which the Forum is constructed was farm land with plenty of room around. It was purchased by the Exhibition Commission for the purpose of constructing the Exhibition buildings which were previously on Tower Road. The Provincial Exhibition was officially opened on the lands east of Windsor street between Almon and Young Street in 1897 by Lord Aberdeen. In 1917, as a result of the Halifax Explosion, the Exhibition buildings were destroyed. In 1926, the construction for the Halifax Forum began. It was the first artificial ice rink east of Montreal. The architect chosen to design the Halifax Forum was Andrew Cobb, who also designed the Grandstand, midway and various other buildings around the Exhibition grounds. The official opening was on December 21, 1927 and the first public skating event was held on December 26, 1927. The first hockey game was played on December 30, 1927.

The Provincial Exhibition sold the lands including the Forum to His Majesty the King in 1941. Subsequently, the property was sold to the Corporation of the City of Halifax in 1948, who is still the owner to this day. In 1947, the Forum Commission was granted the power to manage and operate all aspects of the former Provincial Exhibition Commission, however all proceeds are directed to the City.



McCall apartments aerial view, 1921

Source: National Resources Canada, Dalhousie University and HRM



Reconstruction workmen, Willow Park, Halifax, N.S.

Source: Nova Scotia Archives and Records Management



Gov. McCall apartments temporary housing for displaced residents on exhibition grounds, 1918

Source: Nova Scotia Archives and Records Management

After the Halifax explosion in 1917 which affected the city dramatically, displaced residents were housed in temporary housing at Gov. McCall apartments which were located on the Exhibition Grounds. Across from Windsor Street, reconstruction workmen were housed in a camp located on a site known as Willow Park. The camp, completed in 1918, was the home of nearly 2000 men.

There have been many alterations and additions at and around the Forum building since its construction. In 1961, a new arena, called the Civic Arena was opened to the north east of the Forum using the same ice-making facilities. This facility was closed in 1995 and underwent a major renovation in 2003. A new Civic Arena opened north west of the Forum in 1995 and a multi-purpose centre was opened in 1989 to the north-west of the Forum. Other alterations that have occurred at the Forum buildings involve the filling in of the windows, new doors, new floors, major and minor repair work, including the tying of the brick exterior walls to the concrete bleacher structure, repointing and brick replacements.

The Forum has been a venue for many events other than hockey. It has hosted boxing events, wrestling, curling, circuses, rallies, ice capades, skating competitions, rock concerts, trade shows and others. The program of the site has changed as well with the addition and removal of buildings, including the removal of the Grandstand. Boxers, wrestlers, politicians and royalty have been some of the many people who have visited the building throughout its history.



Exhibition building
Source: HRM Municipal Archives



Exhibition building after explosion
Source: halifaxforum.ca

2.2 Architect and Design

Andrew Cobb (1876-1943), who was the architect of the Forum, was famous for his work and had many commissions in the Maritimes. Born in Brooklyn, New York in 1876, he was educated at the Horton Academy, Acadia University, Massachusetts Technical College and Ecole des Beaux Arts in Paris. He moved to Canada in 1909 and he took an oath of allegiance to the King in 1913. He was a member of the Royal Institute of British Architects and the Maritime Association of Architects. He was a versatile architect, trained in the Beaux Arts style but did not restrict his work to any one genre. Some of Cobb's buildings in Halifax are:

Neptune Theater	(1915)
Roy Building	(1915)
Provincial Archives Building	(1929)
Bank of Nova Scotia	(1930-1931)
Provincial Building	(1935)
Dalhousie University	
Science Building	(1913-1915)
Shirreff Hall Dormitory	(1920)
Arts Building	(1921-1922)
Medical Science Laboratory	(1922-1924)
Public Health Centre	(1922-1924)
Kings College	
Main Building and Chapel	(1928)
Dormitory	(1931)

The Forum's design is inspired by Georgian architecture with its low pitched roof, balanced proportions and central doors on each wall. The windows were originally fanlight style windows reminiscent of clerestory windows found in churches. The Forum was designed to sit 5500 people with 2000 standing.



The Forum building in 1927, before the filling in of the windows and the replacement of the doors, with original signage
Source: halifaxforum.ca



Aerial view of the Exhibition Grounds, 1930
Source: HRM Municipal Archives

3.1 Statement of Significance for Forum Building

3.1.1 Relating to Design/ Physical Value

- Fair example of Georgian style architecture.

Georgian style architecture is characteristic with its balanced proportions and symmetry. There is a restrained use of ornament and balanced repetitions of windows and doors openings.

3.1.2 Relating to Historical/ Associative Value

- Association with architect Andrew Cobb. Andrew Cobb is an important Canadian architect whose work has left a lasting mark on the architectural fabric of the city of Halifax and the province of Nova Scotia.
- Association with the game of hockey. When the Halifax Forum was constructed it was the first artificial rink east of Montreal.
- Association with other cultural events. The Forum has a long history of hosting diverse cultural events and activities, such as concerts, exhibitions, conventions and other sporting events.



Halifax Forum, 1950

Source: HRM Municipal Archives



Game at the Halifax Forum

Source: halifaxforum.ca

3.1.3 Relating to Contextual Value

- Development of site
The site has a long history of a gathering place. It was the site of the Exhibition buildings, which were replaced by the Forum after the Halifax Explosion.
- Recreational programming
The Forum complex draws people from the HRM as it has a history of offering diverse entertainment and services, including farmers market, concert venues, and of course hockey games.



Aerial view of Exhibition grounds, 1931
Source: HRM Municipal Archives

3.2 Character Defining Elements

- Low pitched roof;
- Symmetry and balanced proportions;
- Central doors;
- Concrete string course above and below third story windows;
- Exterior red brick masonry;
- Remaining features of large arched windows along the Windsor Street, southeast and northeast façade (now filled in with brick), and small rectangular windows between the string courses along these facades (now filled in with glass block);
- Remaining features of arched windows in both the front and rear facades with fanlight style windows above reminiscent of clerestory windows found in churches (both filled in with brick);
- Two brick pilasters at front and back entrance (back is now enclosed);
- Concrete foundation of contrasting colour;

3.3 Modifications to Existing Heritage Fabric in Forum

These are some of the changes that have occurred in the Forum building since its construction:

- Structural modifications to exterior walls, tying them to the concrete bleacher seating structure;
- Over cladding, canopy and door replacement of the southeast main entrance;
- Window openings filled with brick in the 1960s;
- New rectangular windows on northeast elevation;
- Multiple brick repairs;
- New mechanical wall penetrations;
- Cornice covered up at south elevation;
- Windsor Street entrance- doors and windows modifications;
- Concrete band painted at south elevation;
- Original signage has been replaced;
- Addition at north west end has covered up that elevation;
- Interior painting of masonry;



Halifax Forum, southeast facade
Source: CMEL



Halifax Forum, southwest facade
Source: CMEL



Halifax Forum, northeast facade
Source: CMEL

4.1 Description of existing building conditions

The condition assessment summary is based on the CMEL's Halifax Forum Assessment completed in September, 2016. At the time of the report, the building's condition was in a state of disrepair with many of its structural and architectural elements in need of attention.



Halifax Forum Windsor Street entrance
Source: CMEL

4.2 Building Exterior

4.2.1 Building Envelope

The building envelope of the Forum consists of speed tiles (terracotta tiles) behind brick cladding. The exterior brick layer has a depth of 4" and the terracotta tiles have a depth of 8". The brick and the terracotta are tied together every 7 brick courses using a brick header course. This wall system is non-load bearing and without insulation. In addition, there are no expansion joints in the original construction and the walls were not tied to the main structure. Due to these particularities, the deterioration of the walls has accumulated over the years to an extent where there is bowing in the exterior walls, movement and cracking, especially in the corners of the building, exacerbated by freeze thaw cycles and moisture penetration. Additionally, the brick units themselves are cracking and spalling in many locations.

Numerous repairs are visible on the exterior of the building and at the time of the heritage registration of the building in 2003, 50% or more of the original brick had already been replaced. There are many inappropriate repairs done on the exterior masonry, including repointing with harder modern Portland cement mortars and stronger brick units, resulting in further deterioration of the original softer bricks and lime mortar. There is evidence of moisture penetrating the brick envelope and getting into contact with structural elements causing rusting and deterioration. This was addressed in recent stabilization work which reinforced the rusted structural columns. Additional repairs and stabilization



Brick deterioration and inappropriate repairs

Source: CMEL



Facade condition, efflorescence and glass block windows

Source: CMEL



Brick deterioration

Source: CMEL

measures that have been undertaken include the tying of the exterior walls to the concrete bleacher structure as a safety measure.

The glass block masonry, not original to the building, is in fair to poor condition with signs of cracked or absent mortar and broken glass units, in need repointing and replacing. The vinyl replacement windows are in good condition.



Speed tile on the interior of the brick, destructive testing
Source: CMEL



Northwest corner deterioration, significant cracking in the wall assembly
Source: CMEL

4.2.2 Roof

The roof assembly for the Halifax Forum consists of a sloped modified bitumen roof membrane, supported by a wood roof deck. Drainage is provided by eaves troughs and downspouts. Some of the downspouts are piped into the rain water leaders which lead into the building and then into the municipal storm system. Water is released onto the adjacent flat roof of the Bingo Hall where it abuts with the Forum. The modified bitumen roof is in fair condition with reports of past leaks at mechanical equipment locations and evidence of past repairs at the equipment. Roof was installed in 2001 and has localized areas of wrinkling.



Halifax Forum roof
Source: CMEL



Halifax Forum roof
Source: CMEL



Roof of connection between Forum and Maritime Hall
Source: CMEL



Halifax Forum roof
Source: CMEL

4.2.3 Structure

The roof structure consists of tongue and groove wood decking, supported by wood battens, which in turn are supported by open web steel joists of the Massillon bar joist type. The OWSJ are supported by steel trusses, longitudinal girders and built-up steel columns on the interior and at the exterior walls. The second floor and the bleachers are made of cast-in place concrete and the columns are supported on spread footings according to the original drawings. There are signs of corrosion with bubbled and flaking paint throughout on the steel framing. A structural analysis determined that the wood decking and wood battens have enough capacity to support the current NBCC 2015 requirements for snow loading, however the OSWJ and the trusses do not. It should be noted that the girder trusses have been reinforced but have not been analyzed structurally.

There is no diagonal truss bracing in the exterior walls and this lack of lateral load resisting system does not meet the current requirements of the NBCC 2015 for seismic design. Diagonal bracing should be installed in the exterior walls to resist current wind and seismic loading.

In addition, the way the roof structure is constructed originally necessitates the longitudinal span of trusses which are supported by internal columns located close to the ice rink. These columns prevent an unobstructed view from the seating area to the ice rink.



Roof structure and interior columns supporting longitudinal girders

Source: CMEL



Rust and paint bubbling on truss members

Source: CMEL

Serious corrosion in the column flanges that are embedded in the exterior masonry wall due to moisture penetration through the brick envelope has been remediated by reinforcing the steel columns.

A gap between the exterior brick walls and the concrete slab in some areas of about 1.5" has been remediated in subsequent repairs.

While the repairs have stabilized the structure for the time being, they are not a long-term solution, since the conditions for further deterioration of the building have not been addressed.

Bleacher seating has areas of spalling concrete and exposed reinforcing.



Rusting on embedded structural columns due to moisture penetration through the masonry
Source: CMEL



Reinforced structural columns after repairs
Source: CMEL

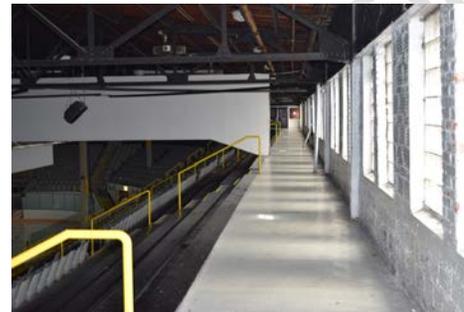
4.3 Building Interior

Interior wall finishes generally consists of painted concrete, speed tile and exposed painted metal columns and beams. The floor finishes consist of finished epoxy resin on top of the concrete slabs and rubber matting. Ceilings are open to the underside of the ceiling deck with exposed structural components. The box area is glass and plywood with wooden frames. The seats are painted wooden arena seats in the lower to middle sections. The seating has been reduced from the original seating capacity due to code compliance issues.

The wooden chairs in the seating area are in good condition. The speed tile within the exterior wall system is in very poor condition with failing masonry. On the interior, the condition of the speed tile masonry is fair.



Windsor entrance interior
Source: CMEL



Second level concourse
Source: CMEL

4.4 Code Compliance

The exit capacity of the Halifax Forum might have been reduced with the addition of two buildings on the east and north side of the building, the one on the north side effectively closing the north exit doors.

Multiple non-compliances with the current building code are identified. The slope of the ramps leading to the seating stands exceeds the maximum allowable slope for ramp in an assembly occupancy building and all ramps exceed the maximum slope allowable for barrier free access.

Required minimum distance between seat rows is not met. Maximum quantity of seats between aisles within the stands for fixed seating has been exceeded. The rails at the aisle do not comply with the requirement for a lower rail.

The maximum travel distance between the high seating areas and the exits has been exceeded as well as the minimum required exit width through the ramps under the bleachers has not been met. The exit on the east side is also below the minimum required width. The code compliance review suggests that the emergency egress is challenged. The number of water closet based on the occupancy has not been met.



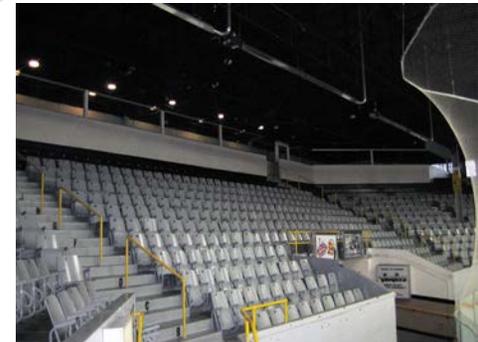
Railing at seating
Source: CMEL



Slope at Windsor entrance
Source: CMEL



Width of path to seating
Source: CMEL



Seating at Forum
Source: CMEL

4.5 Existing Conditions of Additions to Forum

4.5.1 Multipurpose Centre

The MPC is a pre-engineered steel structure constructed in 1988 with standard concrete footings and concrete foundation walls. The roof is galvanized metal in fair condition. The roof structure is not up to code for snow loading requirements. The vertical metal siding is in fair to poor condition with evidence of corrosion and multiple areas of damaged panels around the building. The main entrance doors are in fair condition, secondary and exit doors are in poor condition. Overhead doors are in poor condition.

4.5.2 The Civic Arena

The Civic Centre is a pre-engineered steel structure with standard concrete footings and concrete foundation walls constructed in 1995. The exterior is a combination of vertical metal siding, concrete and brick masonry cladding. The roof is galvanized standing seam metal roof and it is in fair to good condition, however the roof structure is not up to code for current snow loading requirements.

The concrete block is in fair to poor condition. The exposed poured in place foundation wall is in fair to good condition with localized exposed reinforcing. Vertical metal siding is in fair condition. Brick cladding is in good condition with localized cracked brick. Doors are in poor condition. Steel framed glazing is in fair to poor condition with visible corrosion.

Halifax Forum
HIA - REPORT | September, 2019



Multipurpose Centre
Source: CMEL



Civic Arena
Source: CMEL

4.5.3 The Maritime Hall

The Hall was constructed in 1961 and renovated in 2003. The building has a steel structure, with standard concrete footings and frost wall. The roof is a sloped pre-finished standing seam combined with a section of flat modified bitumen roof. The roof structure is not up to code for current snow loading requirements. The exterior is vertical and horizontal metal siding with an addition clad in fiber cement board siding. The foundation is in fair condition and the fiber cement board is in fine condition with signs of deterioration. Metal siding is in fair to good condition. Brick cladding is in fair condition. Building main entrance is in fair condition.



Maritime Hall
Source: CMEL

5.1 Proposed approach

Building condition

The current condition of Forum building is poor and there are many architectural and structural elements in need of attention in its exterior and its structure. On the interior, the building doesn't meet many requirements for exiting, maximum slope, and spacing of the seats. According to the building condition assessment by CMEL from 2016 problems with the building structure and envelope include:

- Roof structure is not up to NBCC 2015 requirements for snow loading;
- Bleachers have shear cracking at ramp openings and exposed reinforcing;
- Façade is not laterally braced and is not up to seismic requirements;
- Wall assembly is compromised, and moisture is penetrating through it. There are many inappropriate repairs with modern materials which are contributing to the deterioration of original masonry material;
- Columns at wall have rusted and have been reinforced, the reason for their deterioration (moisture penetration through the building envelope) has not been addressed;
- Walls were pinned to the structure, temporarily remediating the structural lack of connection between the two which resulted in a gap of 1.5" between the exterior wall and the concrete slab;
- Deficiencies in original construction such as lack of expansion joints contribute to the deterioration and cracking of the exterior facades during freeze thaw cycles, especially in the corners of the building.

Salvaging materials

The structural condition of the building presents a common problem with heritage structures that have fallen in disrepair. While their heritage value is to be preserved and maintained in the future, the reality of the current state of deterioration is that the building will be unusable unless a comprehensive and strategic approach is taken towards its overall improvement, one that will preserve the intrinsic heritage and cultural value while at the same time delivering a healthy and robust structure that will serve many future generations.

The strategy for the Forum building proposes to recapture the inherent quality and value in the architectural elements and reconstitute them in a way that preserves the embodied history, while recuperating and fulfilling the potential of the site. In the case of the Forum building, this will consist of a range of elements from the large steel girders to the wooden bleachers seating to the masonry brick and terracotta units. Recognizing the value of these in and of themselves as part of the larger whole, despite not being character defining elements, and reusing them throughout the Forum will provide the project with an interpretation of the site that will be a memorable and meaningful experience for the visitor. Some examples of the reusal of these historical artefacts would be using the wood decking as an interior wall features (refer to render on page 67) and using damaged bricks as aggregate for concrete throughout the building (render on page 71).

These small architectural features will strengthen the message of the project. The harvesting of materials and elements that need remediation in their current form, the creation of an inventory of these and their repurposing will be a major move that will be explored further and broken down into concrete steps in the design development stage of the project. A consultation with a heritage masonry specialist will be crucial to determining a healthy approach to the harvesting and reusal of brick and terracotta.

Taking these steps towards the rehabilitation of the Forum building transforms the site into a cultural quarry for re-imagining the site in a way that will safeguard the inherent heritage value. The salvaging of the elements that embody cultural value will preserve the authenticity and integrity of the site. The building's reinstated condition will be a palimpsest of the past and present with dimensions of history spread throughout the fabric of the complex.

Embodied energy

Reusing the exiting materials from the Forum will contribute towards the three main pillars of sustainability cultural, environmental and financial, of the redevelopment of the site.

There is proven value in conserving and rehabilitating historic buildings and many benefits of doing so for the maintaining of a sense of place, including an aesthetic character imbued in heritage materials that is lacking in new construction. The contextual heritage value of the Forum is preserved in the programming and the recreational nature

of the site, strengthening social sustainability. In addition, heritage architecture such as the Forum building provide a place distinctiveness that contributes to the collective identity and cultural heritage of the community and the city of Halifax.

Rehabilitating historic structures is also an important action towards reducing the carbon footprint from construction projects, as there is an environmental advantage in conservation because it reduces construction and demolition wastes. There is already embodied energy in existing buildings and existing materials that will be wasted on new materials. The embodied energy of a historic building includes not only the energy expended in the production of its materials, but all the non-renewable energy invested in it such as maintenance and operating consumption. Thus, renovating and harvesting the existing Forum building retains this life-cycle energy-cost which would be lost in a demolition and rebuilding project.

Regarding an economic advantage, renovation projects of historic structures are found to have a strong positive influence on the surrounding community, improving identity, pride and well-being which builds social capital. A strong sense of community and neighbourhood cohesion in turn boosts the local economy.

Through the careful inventory of harvested and reinstated materials that have value in themselves, the project will move this project closer to a goal of social, environmental and economical sustainability.

5.2 Halifax Forum

The overall approach for the Forum is one of rehabilitation with elements of preservation and restoration, retaining the overall inherent heritage value of the site, including its physical, historical and contextual value as identified in the Statement of Significance by Canada's Historic Places (Section 3.1 of this report).

According to the Standards and Guidelines for the Conservation of Historic Places in Canada: "Rehabilitation is the primary treatment when: a) Repair or replacement of deteriorated features is necessary. b) Alterations or additions to the historic place are planned for a new or continued use." The Halifax Forum is severely deteriorated and there is a need for replacement of many of the structural and architectural elements. Additionally, the alterations to the Forum are intended to continue the current use of the site.

The Standards and Guidelines for the Conservation of Historic Places in Canada define preservation as follows: "Preservation involves protecting, maintaining and stabilizing the existing form, material and integrity of an historic place or individual component, while protecting its heritage value." At the same time, "restoration" is defined as "accurately revealing, recovering or representing the state of an historic place or individual component as it appeared at a particular period in its history, while protecting its heritage value."

The challenge is to retain as much as possible from the existing structure while at the same time stabilizing it for long term use and upgrading it to the requirements of a

modern hockey arena. Because of the deteriorated state of the building and the masonry, the proposal calls for the partial preservation of the building.

The intention is to preserve the south façade (main Forum entrance) together with a 50' portion of the east and west walls because of its importance as the main entrance. The entrance doors, which will be restored to their original appearance, will continue to serve as the main threshold through which the visitor arrives at the Forum complex and experiences the building from the outside to the inside. This façade will be most impactful in its preserved state as it welcomes the visitor in the same way as it did at its opening day. Here, the preservation work will focus on remediation of the masonry through appropriate materials and methods. Masonry material will be harvested from the other walls and incorporated as needed here. The grade at the entrance will be raised to match the surrounding site, as it currently drops right in front of the Forum doors.

The western façade (at Windsor Street) is to be taken apart to about 50' from the south side and rebuilt in-situ to a restored state of a period of time of the opening of the building. To distinguish between the preserved and restored portion of the wall at the southwestern corner of the building, a strip of glazing will mark the transition visually (refer to drawing on page 58).

The east façade will be taken apart and rebuilt in a contemporary way, using the same footprint, since it faces the back of the site and does not directly impact the views

towards the Forum. This will allow for the salvaging of historic material such as brick and terracotta units that can be used in the restoration work of the south façade and the reusal of damaged brick units for concrete aggregate.

The north façade is currently enclosed in the Civic Hall, and its condition should be examined more closely by a heritage masonry specialist who can determine the best strategy for that part of the building. The proposal currently plans for the rebuilding of this wall using contemporary materials similar to the east wall.

The roof structure is to be taken down as well and reconstructed in situ with a new one that will match the slope, height and shape of the existing but will meet current load requirements. A modern stronger roof structure will allow for a complete span across the entire building without the need of interior columns, which get in the way of the views, as is the case currently.

On the interior, the project proposes to accommodate an NHL sized arena (a NHL sized arena has dimensions of 200' x 85', while the current one has slightly smaller dimensions of 198' x 80.5'). A new bleacher structure with adequately spaced seating, exit widths and appropriate slopes for ramps will replace the current one. The project also intends to drop the level of the Forum ice rink to about 2m below its current level and in this way provide a practical separation of the ice maintenance machines and a continuous first level concourse throughout the Forum building.

While the state of disrepair to the Forum is significant and the need for intervention is great, the main intent is to preserve and celebrate the history of the site and to continue the recreational and community use of the building, while at the same time placing the building in a more robust state for future generations. The rehabilitation of the building will include preservation and restoration approaches and it will help protect the heritage of the site.

Substantial alteration

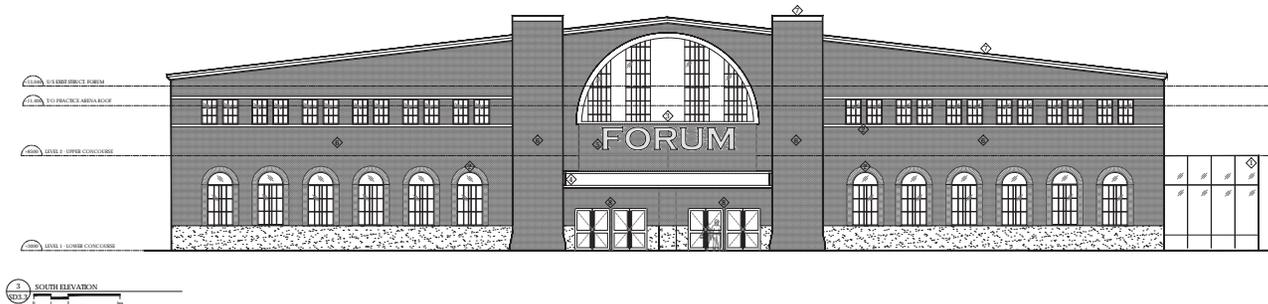
According to the Heritage Property Act of Nova Scotia, substantial alteration means "any action that affects or alters the character-defining elements of a property." The impact on the character defining elements of the Forum is described in Section 6.1, and could be described as substantial alteration since the intent it affects the character defining elements but at the same time preserves the heritage of the site.

Building Condition

The proposal for the rehabilitation of the Forum should be revisited once a proper heritage masonry report and conservation plan is prepared. Until then, the approach to the building should not be solidified and is contingent on the condition of the building envelope.

5.3 Demolition of additions to Forum

The project proposes that the Multi-Purpose Centre (1989), the Civic Arena (1995), the Maritime Hall (1961/2003) and all the mechanical and ice plant facilities are to be demolished, since their condition is poor to fair and they



SOUTH ELEVATION NOTES:

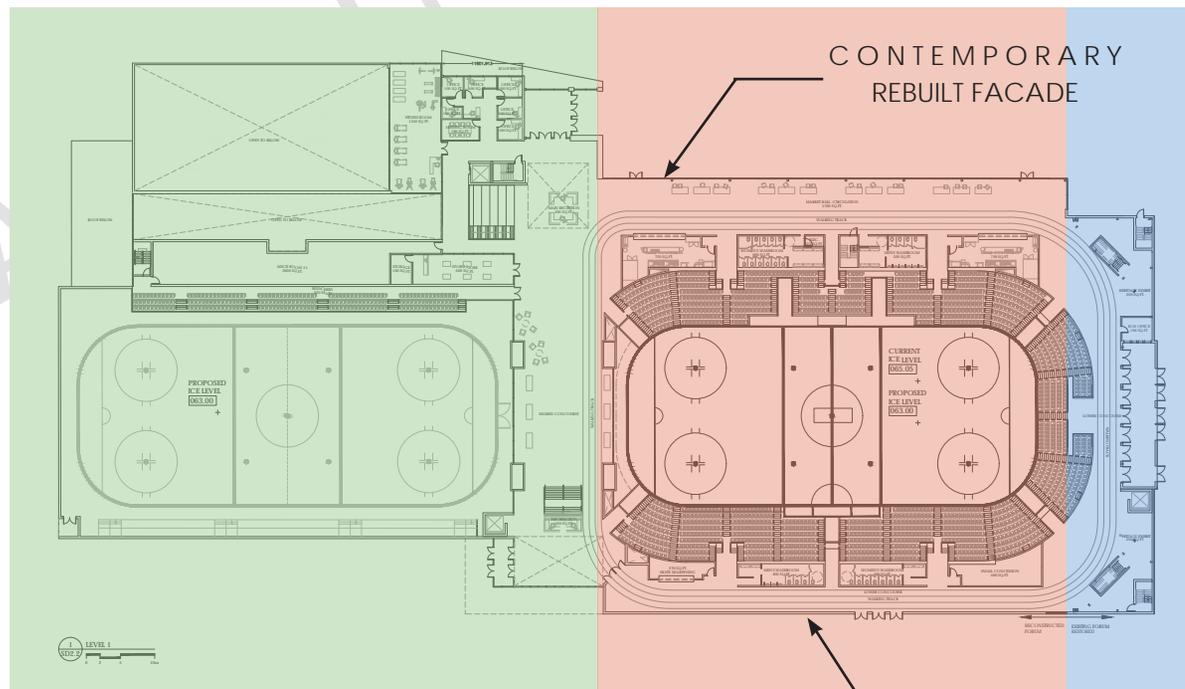
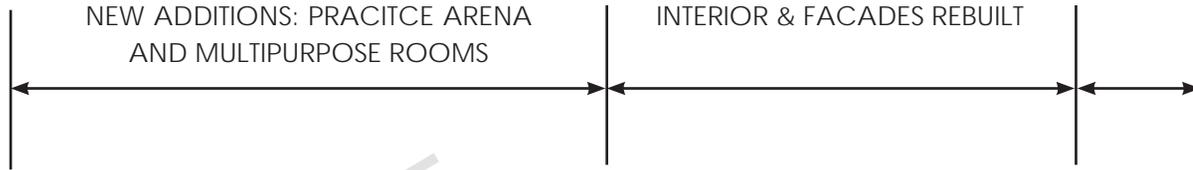
- ① NEW 4 SIDED SSG CURTAIN WALL ADDITIO
- ② RESTORED WINDOWS ALUMINUM FRAME TYP.
- ③ RESTORED CENTRAL WINDOW ALUMINUM FRAME TYP.
- ④ NEW ENTRANCE CANOPY
- ⑤ RESTORED FORUM 'FORUM SIGN'
- ⑥ EXISTING MASONRY T.B STABILIZED, REPAIRED AND RE-POINTED
- ⑦ NEW ROOF FLASHINGS AND PARAPET CAP TYP.
- ⑧ NEW ALUMINUM FRAMED ENTRANCE DOORS



PRESERVED FACADES &
REBUILT INTERIOR

NEW ADDITIONS: PRACITCE ARENA
AND MULTIPURPOSE ROOMS

INTERIOR & FACADES REBUILT



CONTEMPORARY
REBUILT FACADE

REBUILT FACADE AT
WINDSOR STREET,
RESTORED TO OPENING
DAY

do not meet the current code requirements. The heritage registration extends only to the Forum building (1927) and they do not carry any heritage value in themselves. While the additions are important because they provide continuity for the diverse use of the site, they will be replaced by new buildings that will allow the site to maintain its diverse programming in the future.

5.4 New practice arena building

The new practice arena building is located approximately at the same location as the old one, however it is aligned with the Halifax Forum arena in a straight line. The two arenas come together united by a shared concourse which opens up onto Windsor street, serving as an entrance into the complex. This entrance is surrounded by a small plaza, located in front of the practice arena building, giving the sidewalk breathing room from the tight setback of the Halifax Forum. In terms of shape, rhythm and materiality, the practice arena follows the Halifax Forum by recreating the heritage patterns into a more contemporary but distinct façade. The two solid volumes of the Halifax Forum and the practice arena are interrupted by the shared concourse glass façade entrance which gives the façade an animated look, making it possible for the passerby to see the activities happening inside.

The ice level of the practice arena is at 63.00m, the same as the proposed new ice level of the Forum, which allows for ice resurfacing machines to service that area from underneath the shared concourse. On one side of the arena are the dressing rooms with the bleacher seating on top of

5.5 New multi-purpose building

The proposal incorporates a large area for community use of the building. To the back side of the renovated Forum is a market hall area, a wide corridor the length of the building which is intended for market use, exhibitions and vendors. This corridor continues towards the other end of the building, forming a "T" shape with the shared Forum and practice arena concourse, creating a continuous public circulation through the site. Behind the practice arena the corridor steps down to the level of the north entrance, becomes narrower and it gives access to the new multipurpose space attached at the back of the complex. This multipurpose space with a size of 7740 sq.ft. is on one level, with exits to the exterior landscaping, close to the north parking lot and is divisible into three smaller spaces with movable partitions.

5.6 Ice maintenance

By using the natural slope of the site from Almon to Windsor Street into the design concept, the ice maintenance area has access to both the practice arena and the Halifax Forum arena. The ice maintenance is completely separated from the public circulation of the complex and has access to the exterior at the back of the site.

5.7 Walking track

The walking track throughout the Forum building is located on the ground level concourse and it goes through the circulation spaces of the arena, including the market hall area to the back of the building. The walking track is three lanes wide and has a total distance of 250m.

5.8 Parking

The design proposes a total of 356 new parking spots in two locations: on the north and south side. The parking structure at the north is hidden underneath landscaping, creating a naturalized look of that side of the complex. This landscaping allows to retain existing paths through the site. The two level structure is made possible by the natural slope of the site, as the grades at that end dip to around 59.00m.

5.9 Site development, circulation and landscaping

The site has been redeveloped to maximize the amount of green space. Vehicle entrance is available on Young, Windsor and Almon Street. These entrances are connected through a road behind the Forum buildings, however pedestrian traffic from the building to the park behind is prioritized through the use of removable bollards. These allow for the back of the building to spill into an open area plaza which continues into an outdoor theatre, splashpad, playground and outdoor gym.

The south parking lot has been reduced to allow for the creation of a park and plaza that gives the visitor a more formal approach to the restored heritage facade and entrance of the Halifax Forum.

5.10 Regional Municipal Planning Strategy

The proposal conforms to the Regional Municipal Planning Strategy because it contributes to the celebration of heritage resources by making the redeveloped Halifax Forum a viable space for the growth of the community and local economy. More specifically, the proposal supports these points from the Regional Municipal Planning Strategy regarding Cultural and Heritage Resources:

1. Preserve and enhance the viability of cultural and heritage resources in HRM and develop policies, programs and regulations to protect and enhance them;
2. Promote cultural and heritage considerations in HRM's broader planning and municipal decision-making processes;
3. Assist communities in identifying and celebrating cultural and heritage assets;
4. Support cultural and heritage tourism through investment in signature cultural and heritage attractions and events;
5. Broaden heritage protection through the identification and preservation of cultural landscapes; and
6. Increase opportunities for cultural activity and bolster the creative economy.
7. Recognize the importance of arts, including professional arts, to the creative economy and vitality of our region.

6. Impact of Development

The impact of the development on the character defining elements are evaluated based on +VG's terms of reference for Heritage Impact Assessments (Appendix A.3):

- Demolition of any, or part of any, heritage attributes or features;

Due to the poor condition of the building, it will be necessary to have partial demolition of the northeastern, northwestern and southwestern façades, affecting the brick masonry and the building envelope. This is a necessary intervention and the extent of the reconstruction of the exterior façades should be confirmed after a detailed masonry condition analysis.

The roof structure of the Forum will be affected as well since the existing built up structural members do not meet the current load requirements. The roof structure will be taken down and replaced with a structural roof system that meets the shape, height and slope of the existing one and is up to current standards.

The bleacher structure on the interior of the building will be affected as well, since it doesn't comply to code requirements for seating and row width.

- Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building;

The alterations that are proposed for the building are intended to mitigate the current conditions of disrepair in the building while at the same time preserving the heritage and improving the condition of the building as much as possible. The modifications will be sympathetic and compatible with the existing since they will be replicating whatever is already existing and, in some cases, will restore elements that have been removed throughout the years (such as the window openings and the entrances) based on historical and photographic information.

- Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape;

The proposed new buildings are similar in outline and height as the existing ones. There will be no shadows as a result of the new construction that will obscure or affect negatively the existing heritage building, since the proposed height of the new construction is the same or less than the Forum.

- Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship;

The development will not isolate the Forum building or make it separate from its context and its relationship with the surroundings since it will keep the same relationship to the street and the same location.

- Obstruction of significant identified views or vistas within, from heritage conservation districts;

Not applicable.

- Obstruction of significant identified views or vistas within, from individual cultural heritage resources;

There will be no obstruction of significant views or vistas, since the proposed new buildings will not block any of the existing views. The Halifax Forum will have the same presence on the street and the passerby will have an unobstructed view towards its southeastern façade. The southwestern façade will remain unobstructed from Windsor Street.

- A change in land use where the change affects the property's cultural heritage value;

There will be no change in the land use since the redeveloped site will have the same use and programming as before.

- Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource.

The site and the drainage of the site will mostly remain the same, except for the area of the site that will be taken up by a new two-level parking garage structure. The parking structure will take advantage of the natural slope of the site, where the north end of the site is approximately 3m lower than the proposed Windsor Street entrance to the site.

6.1 Character defining elements

Character defining element	Impact
Low pitched roof	The roof structure will be replaced with a new structure that will meet the required load requirements. It will have the same shape, height and slope as the existing one.
Symmetry and balanced proportions	The proportions of the building and the symmetry of the facades will not be affected.
Central doors	The doors location will not change. The main entrance at the south side will be restored using photographic and historic evidence.
Concrete string course	The concrete string course will be preserved at the south facade and reconstructed on the west.
Exterior red brick masonry	The brick masonry will undergo partial preservation and reconstruction; it will be salvaged and reused whenever possible.
Remaining features of windows	The window openings will be reinstated with windows based on photographic and historic evidence.
Concrete foundation	Foundation will be repaired where needed.

7.1 Mitigation options

- Exterior brick masonry:

The reconstruction will involve salvaging brick units and reinstalling them. To minimize the demolition of the brick façades, a consultation with a heritage masonry specialist will help confirm which areas of the façades could be retained. If the amount of existing brick is insufficient for the reconstruction of the facades, then it is recommended that a replacement brick in similar colour, texture, strength and porosity is sourced and installed in a way that will not affect the overall condition of the wall.

- Roof structure:

Since the roof structure is determined not to be up to the current load requirements, it is recommended that a consultation with a structural engineer takes place in order to determine the possibility of reinforcing the existing roof structure versus completely rebuilding it using modern structural components. Another concern is the obstruction of views by the interior columns supporting the roof and how an unobstructed view from the interior seating to the ice rink can be accommodated with the current structure.

7.2 Conservation Strategy

Applicable standards from the Standards and Guidelines to the Halifax Forum are:

Standard 3

Conserve heritage value by adopting an approach calling for minimal intervention.

An approach of minimal intervention is required for any heritage conservation project. While the extent of deterioration in the Forum building is great, the approach should still be one of bringing as little change as possible in order not to disrupt the integrity of the heritage building. In the case of the Forum, an approach of minimal intervention should still be taken, despite the amount of work required to bring the building to current requirements.

Standard 10

(a) Repair rather than replace character-defining elements. (b) Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. (c) Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.

Standard 10's implicit goal is to address elements that are severely deteriorated as is the case in the Halifax Forum. In the case when these are irreparable, the Standards and Guidelines advise that these elements should be replaced with new elements that match the existing, such as the exterior masonry and the window openings. In the case when there are not enough physical elements remaining, such as the windows that have been removed, the Standards advise that they should be made compatible with the character of the historic place. In the case of the Forum, there is photographic and archival evidence including original drawings that can guide the replacement of new elements.

Additionally, Standard 11 relates to the additions to the Halifax Forum, dictating their relationship with the heritage designated building. The new additions to the Forum should be physically distinguishable from the heritage building, while at the same time compatible and subordinate to it.

Standard 11

(a) Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. (b) Make the new work physically and visually compatible with, subordinate to, and distinguishable from the historic place.

Regarding the preservation of the south facade, the Standards guiding the project will be:

Standard 9

Make any intervention needed to preserve character-defining elements physically and visually compatible with the historic place and identifiable on close inspection. Document any intervention for future reference.

The Forum building will be in part preserved and in part restored and the difference between the two will be visually marked by an architectural reveal. All elements will be physically and visually compatible with the heritage of the building based on existing evidence or historical sources. It is recommended that before any intervention the building is thoroughly documented.

Standard 13

Repair rather than replace character-defining elements from the restoration period. Where character-defining elements are too severely deteriorated to repair and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of

sound versions of the same elements.

There is less deterioration in the Forum's south facade, which will allow for the preservation of that facade. The facade there will be repaired, repointed and brick will be replaced where necessary while at the same time preserving the integrity of the wall.

Standard 14

Replace missing features from the restoration period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.

Standard 14 for restoration is similar to Standard 10 b) for rehabilitation, guiding the work relating to elements which have been removed such as the window openings, the glazing and the entrance in the southeastern facade of the Forum.

As part of the conservation strategy, these are a series of actions that are recommended in order to protect the heritage value of the site:

- A detailed documentation of the existing conditions including photographic and drawing records;
 - Retaining and restoring original elements and incorporating original architectural features which have been removed over time in the final facades;
 - Evaluating the condition of the heritage facades by engaging a heritage masonry specialist;
 - Removing and restoring heritage elements off site by heritage conservation specialists when needed;
 - Creating an inventory of existing materials to be repaired, reused or salvaged in the Forum building or throughout the new buildings, including but not limited to:
 - o Red brick and speed tile masonry from the exterior walls;
 - o Wooden chairs from bleacher area in the Forum;
 - o Score board from the 70s;
 - o Industrial grade equipment and light fixtures;
 - o Riveted steel columns and trusses;
- A Conservation Plan including:
 - o Detailed plan of work, including a description of each phase of the demolition and reconstruction process;
 - o Determining original colour scheme by performing a paint analysis (in areas such as foundation);
 - o Conducting a test for the original mortar and brick to determine strength, porosity and composition;
 - o Other tests and investigations prior to beginning the construction work;

8. Conclusion

The site of the Halifax Forum has had a long and vibrant history of a community venue and a centre for sports and recreation. As it stands today, the Forum building has physical, historical and contextual heritage value and has been registered as a municipal heritage property under the Heritage Property Act of Nova Scotia.

Despite its long history and its potential the Forum building has fallen in a state of disrepair and a lot of its structural and architectural elements are in need of attention. In addition, there are multiple non-compliances regarding safe exiting from the building and snow loading requirements.

The proposal for the redevelopment of the Halifax Forum complex aims at rehabilitating the heritage building while at the same time creating a viable and lively local community venue around it, celebrating its historic value. This is accomplished by replacing the existing additions to the Forum, which are in a poor state and not up to code requirements, with new modern facilities that will provide a practice arena, multi-purpose spaces and convenient ice maintenance area. It will also develop the site in a way that will provide additional parking and landscaped area and a connection to the surrounding neighbourhood.

Extending the life of the Forum building in the future, is the main purpose of the project. By combining an approach of restoration and reconstruction, the building will be lifted from the state of disrepair it currently has fallen

into and will be upgraded to current code requirements. In addition, this approach will allow the building's architectural heritage value to be maintained and highlighted, creating a sense of place, history and community around it. One of the main strategy of the heritage part of the project will be the salvaging of historic materials and artefacts and their reuse in the restoration and reconstruction work, such as brick and terracotta units, and even the repurposing of some in the new construction additions in a creative and modern way.

By carefully addressing the deterioration and code compliance issues of the Forum, the project aims at bringing the existing facility to current code requirements, stabilizing the structural and architectural elements at risk, and creating a NHL size arena. The overall proposal for the complex reimagines the site while at the same time emphasizing the heritage value of the Forum building. By maintaining the recreational nature of the site and rehabilitating the existing historic structure, there is a continuity of the heritage value of the site in the future, while at the same time serving as an important local venue and sustaining a vibrant community around it.

References:

Parks Canada. Standards and Guidelines for the Conservation of Historic Places in Canada. 2003.
<https://www.historicplaces.ca/en/pages/standards-normes.aspx>

Nova Scotia Legislature. Heritage Property Act of Nova Scotia.
<https://nslegislature.ca/sites/default/files/legc/statutes/heritage.htm>

Halifax Regional Municipality. By-Law H-200.
<https://www.halifax.ca/sites/default/files/documents/city-hall/legislation-by-laws/By-lawH-200.pdf>

Canada's Historic Places. Halifax Forum.
<https://www.historicplaces.ca/en/rep-reg/place-lieu.aspx?id=3142&pid=0>

Halifax Regional Municipality. Application to consider 2901 Windsor Street and 6192 Young Street, Halifax, as Registered Heritage Properties.

Capital Management Engineering Lmted. Halifax Forum Assessment Final Report. September 2016.

Halifax Regional Municipality. Regional Municipal Planning Strategy.
<https://www.halifax.ca/sites/default/files/documents/about-the-city/regional-community-planning/RegionalMunicipalPlanningStrategy.pdf>

HALIFAX REGIONAL MUNICIPALITY APPLICATION FOR REGISTRATION

APPENDIX 1

A

103.1



P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Halifax Regional Council
September 23, 2003

Halifax Regional Council
Case H00116 - Application for Registration of 2901
Windsor Street, Halifax (The Halifax Forum) Page 2 September 23, 2003

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY:

Original Signed

Allan MacLellan, Chair
Heritage Advisory Committee

DATE: September 16, 2003

SUBJECT: Case H00116 - Application for Registration of 2901 Windsor Street,
Halifax (The Halifax Forum)

ORIGIN

August 27, 2003 Heritage Advisory Committee meeting.

RECOMMENDATION

The Heritage Advisory Committee **recommends** that Regional Council:

- 1) Set the date of Tuesday, October 28, 2003 for a heritage hearing to consider the registration of 2901 Windsor Street (The Halifax Forum).
- 2) Approve the registration of 2901 Windsor Street (The Halifax Forum) as a registered heritage property as per the HRM Heritage Property Program.

PLEASE RETAIN REPORT FOR HERITAGE HEARING

BACKGROUND

See attached staff report to the Heritage Advisory Committee.

DISCUSSION

See attached draft minute extract.

ATTACHMENTS

- 1) Staff report to the Heritage Advisory Committee
- 2) Draft Heritage Advisory Committee minute extract

Additional copies of this report, and information on its status, can be obtained by contacting the office of the Municipal Clerk at 490-4210, or Fax 490-4208

Report Prepared by: Patti Halliday, Legislative Assistant

Report Approved by: Allan MacLellan, Chair, Heritage Advisory Committee

Heritage Advisory Committee
August 27, 2003

To:

Heritage Advisory Committee

Submitted by:

Paul Murphy, Director, Planning & Development Services

Date:

August 11, 2003

Subject:

H00116 - Application to consider 2901 Windsor Street and 6192 Young Street, Halifax, as Registered Heritage Properties

STAFF REPORT

ORIGIN

An application by Mr. G. C. Findlay, Chairman of the Halifax Forum Community Association, to consider the properties at 2901 Windsor Street and 6192 Young Street, Halifax, as Heritage Properties.

RECOMMENDATION

It is recommended that should the properties at 2901 Windsor Street and 6192 Young Street (PID # 00004010 and 41035924, respectfully) score more than 45 points, the Heritage Advisory Committee recommend to Regional Council that these properties be registered under the HRM Heritage Property Program (Map 1).

r:\reports\heritag\h00116 halifax forum aug 03

BACKGROUND

Mr. G. C. Findlay, Chairman of the Halifax Forum Community Association, has made an application to have both 2901 Windsor Street and 6192 Young Street considered heritage properties under the HRM Heritage Property Program. The properties are owned by Halifax Regional Municipality and the building is used as the Halifax Forum.

Under the Heritage Property Program, all registration applications for heritage buildings are reviewed by the Heritage Advisory Committee (HAC). To provide a basis for the review, a Heritage Research Report (Attachment 1) is developed that is used to score the building against the former City of Halifax's Heritage Property Evaluation System - Heritage Buildings (Attachment 2).

Should the building score more than 45 Points, a positive recommendation will be provided to the Regional Council, and notice of this recommendation will be provided to the registered owners of the building at least thirty (30) days prior to its registration.¹ An opportunity for the owners to be heard is provided before Council votes on the recommendation.² If the building is scored on August 27, 2003, Council cannot consider the registration earlier than October 21, 2003.

It should be noted that while the Heritage Research Report was based on the building (known as 2901 Windsor Street), the surrounding lands associated with the Halifax Forum are also significant. The Forum complex is comprised of two separate lots, namely 2901 Windsor Street and 6192 Young Street. While the lot known as 6192 Young Street is vacant, it has a long association with the Forum. As a result, the applicant would also like consideration be given for both lots.

BUDGET IMPLICATIONS

There are no budget implications for this application.

FINANCIAL MANAGEMENT POLICIES/BUSINESS PLAN

This report complies with the Municipality's Multi-year Financial Strategy, the approved operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating Reserves, as well as any relevant legislation.

ALTERNATIVES

There are no alternatives to be considered for Heritage Registrations.

¹As per Section 14(2) of the Heritage Property Act

²As per Section 15(2) of the Heritage Property Act.

r:\reports\heritag\h00116 halifax forum aug 03

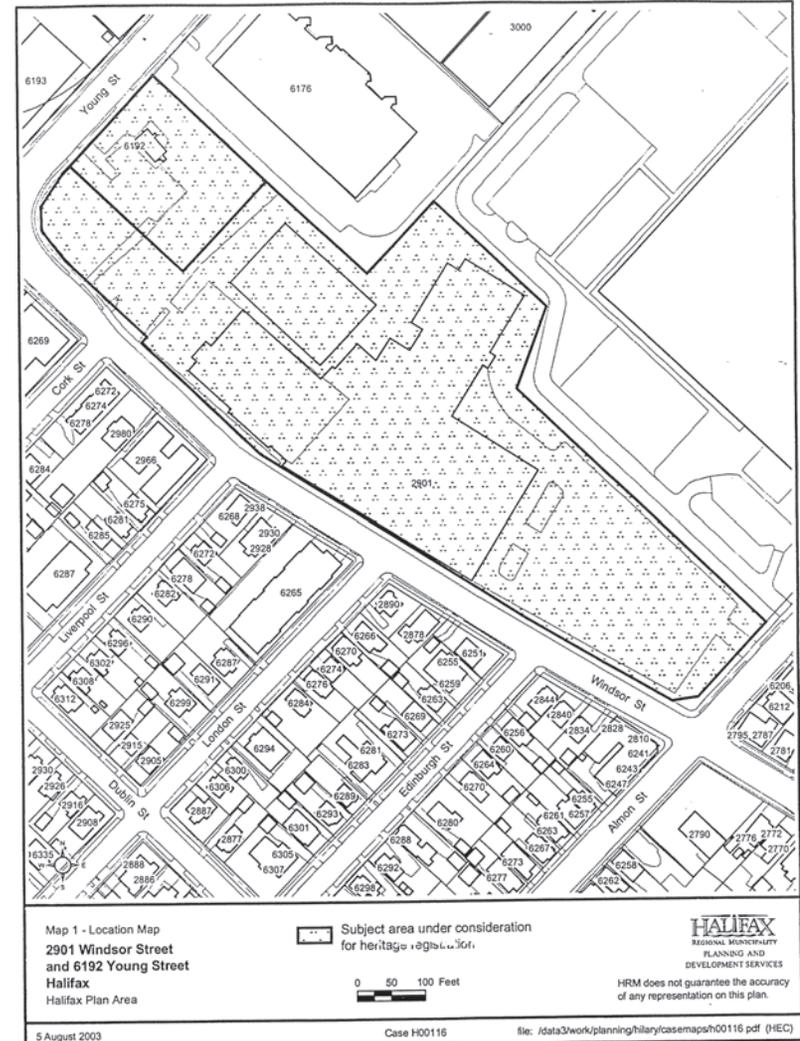
ATTACHMENTS

Map 1: Site Plan - 2901 Windsor Street and 6192 Young Street, Halifax

Attachment 1: Heritage Research Report for 2901 Windsor Street, Halifax.

Attachment 2: City of Halifax's Heritage Property Evaluation System - Heritage Buildings.

Further Information regarding the contents of this report may be obtained by contacting Kevin Barrett, Heritage Planner at 490-4419. For additional copies or information on the report's status, please contact the Municipal Clerk's Office at (tel) 490-4210 or (fax) 490-4208.



r:\reports\heritage\h00116 halifax forum aug 03

**Report on the Halifax Forum
2901 Windsor Street
Halifax, Nova Scotia**

Prepared For: Kevin Barrett, Heritage Planner

Prepared By: Darryl Kelman

05/08/03

Development History

In 1897, Lord Aberdeen officially opened the Provincial Exhibition on the lands to the east of Windsor Street between Almon and Young. Exhibition buildings had recently been built and their entrance was off of Windsor. The Exhibition had previously been on Tower Road. The land was purchased by the Exhibition Commission from Samuel H. Cooper (B328-237). The land had originally been farms and there was plenty of room for the Exhibition to expand. Over the next few years the Commission obtained and developed more land between Young and Almon. In 1926, construction began on an artificial covered ice rink. It was designed by Andrew Cobb, who also designed the Grandstand, midway, and various out-buildings around the Exhibition grounds. Cobb's original sketch of what the Exhibition grounds would look like when completed can be viewed at the Provincial Archives but unfortunately it is in such a state that reproduction is not easy (1.3.4.9).

The new arena was christened 'The Forum' on December 21, 1927 (*Evening Mail*) and its first manager was P.C. Neville. The first public skating at the Forum was held December 26, 1927 (*Evening Mail*) and according to the *Evening Mail* there were over a thousand boys present. The first hockey game played on artificial ice east of Montreal was played on December 30 (*Evening Mail*). There were 1 660 spectators present to see the Crescents beat the Canadian National Recreation Club 6-3 in overtime. Some thought that the 55¢ reserved seat and 35¢ rush seat ticket prices were too high and that the promenade was too wet and slippery. According to the *Evening Mail*, "those who have visited rinks equipped with artificial ice" say "that such should not exist" (*Evening Mail, December 31, 1927, p. 6*). Some in attendance thought that programs would be helpful and that there were not enough ushers. And some, such as columnist Gee Ahern, were not impressed by the 'public-be-damned' attitude at the Forum and were not too keen on the business of hockey. There was however, nothing but praise for the ice itself. The artificial ice provided a game far faster than the spectators were used to. The snack bar also did a booming business (*Evening Mail*).

In 1941 the Provincial Exhibition sold the lands (including the Forum) to His Majesty the King (B828-557) who then sold the property to the Corporation of the City of Halifax in 1948 (B969-175). The City is still the owner today. In 1947, a Provincial Act granted the Forum Commission the power to manage and operate all aspects of the former Provincial Exhibition Commission. There was no ownership however, as sales were conducted and proceeds went to the City (*Halifax Mail-Star*).

There have been renovations, additions, subtractions and all other sorts of development at the Forum for the last seventy-five years. A new arena, called the Civic Arena was opened to the west of the Forum in 1961 using the same ice-making facilities. It was closed in 1995 and converted into a bingo centre in 2003. A new Civic Arena opened north of the Forum in 1995 (where the Forum Annex once stood). A Multi-Purpose Centre was opened in 1989 to the north-west of the Forum. Of the above mentioned renovations, the one that affected the exterior appearance of the Forum the most was the addition of the newest Civic Arena to the north of the Forum. Its addition has hidden most of the former northern entrance of the Forum. Other work at the Forum has included bricking in the windows, new doors being installed, a new floor, and various minor repair work both inside and out. In 1978 the Metro Centre opened in downtown Halifax. The newer, larger, and more modern arena began to draw many of the events (especially higher levels of hockey) that the Forum used to host. However, the Forum continues to draw events that perhaps would be lost in the Metro Centre.

Besides hockey, there have been many varied and interesting events held at the Forum. Boxing, wrestling, curling, circuses, rallies, ice capades, skating competitions, and rock concerts are to name but a few.

Historical Associations

As the Forum is an event venue, there have been countless historical figures pass through its doors. None of them however, can be considered 'associated' with the Forum as most only visited the Forum for a day or two. Boxers, wrestlers, politicians (such as Lester B. Pearson who held a rally at the Forum) and royalty (Elizabeth II visited while still a Princess) are just a few of the type of very temporary visitor the Forum entertained.

Others, such as hockey players who would have played their home games on the Forum ice, can claim a little closer association. During the years of the Voyageurs, an AHL (American Hockey League) affiliate to the Montreal Canadiens of the NHL (National Hockey League), future Hall of Famers Larry Robinson, and Ken Dryden played. Other future NHL stars such as Guy Carbonneau and Brian Skrudland played regularly at the Forum. The most important historical association however, is with the architect.

Andrew Cobb

The Forum architect was born in Brooklyn, New York, on June 13, 1876 to parents Charles and Mary. He was educated at the Horton Academy, Acadia University, Massachusetts Technical College and Ecole des Beaux Arts in Paris. From 1904 to 1907 he honed his skills in Cleveland, Ohio. During this period he met and married Myrtle Seely and they would have two daughters; Charlotte and Elizabeth.

In 1909 Cobb and his family arrived in Canada. By 1910 Cobb was in partnership with S.P. Dumaresq, a notable Haligonian architect from a notable Haligonian family. The Dumaresq's are responsible for hundreds of buildings in Halifax and the maritimes. In 1913, in Halifax County Court, Cobb took the oath of allegiance to the King, making his move to Canada permanent.

Throughout his lifetime Cobb was a regular at his church, the First Baptist Church, in Halifax. He was a member of both the Royal Institute of British Architects and the Maritime Association of Architects. A golf enthusiast, Cobb also sat as President of the Bedford Golf and Country Club. It is for his buildings however, that Cobb is best remembered.

Cobb was a prolific and versatile architect. He designed churches (ie: St. James First Presbyterian), university buildings (ie: the MacDonald Library and both the Arts and Science buildings at Dalhousie), industrial buildings (ie: the stores at the Naval Dockyards), hospitals (ie: in Cornerbrook, Newfoundland), residences, banks, inns, office buildings, and in 1915 the Imperial Theatre. As well, Cobb designed the Provincial Exhibition grounds at Windsor and Almon Streets which included the Grandstand, cattle buildings, the Industrial Building, and of course the Forum. Cobb passed away in 1943.

Architectural Style

Cobb was a talented and renowned architect who trained in the Beaux Arts style but did not restrict his work to any one genre. He was known to design from the Arts and Crafts style to the Neo-Classical style. The Forum is most likely inspired by Georgian architecture with its low pitched roof, balanced proportions, and central doors on each wall. The windows, before being bricked in, were fanlight style reminiscent of clerestory windows most commonly found on Churches. The exterior is red brick though wood and concrete were used in the construction as well.

Sources

- Connolly, Pat, "Auld Lang Syne or Hello Dolly?", *The Barometer*. January 12, 1978, pp. 8-10.
- Conwell, James (ed), *Nova Scotia Blue Book and Encyclopaedia*. 1932, part 2, p. 8.
- Evening Mail, December 21-31, 1927.
- Halifax Mail-Star, January 14, 1959.
- Halifax Mail-Star, September 15-25, 1959.
- Halifax Mail-Star, July 30, 1959.
- Halifax Mail-Star, February 15, 1962.
- Halifax Mail-Star, October 16, 1975.
- Halifax Mail-Star, December 28, 1977.
- Land Information Centre Plans, D377-34363.
- Land Information Centre Plans, D309-29099.
- Land Information Centre Plans, D190-13689.
- Menke, Frank E. "The History of Hockey", *Atlantic Sportsman*. 1948.
- Nova Scotia Public Archives, 1.3.4.9.
- Nova Scotia Public Archives, "The Forum: Fifty Years", MG 100 vol. 153, #9.
- Nova Scotia Public Archives, "Provincial Exhibition: 1928-1930", RG 35-102 series 22 A.13.
- Nova Scotia Public Archives, "Building Inspector Permits, 1902-1949", RG 35-102 series 39 #59.
- Nova Scotia Public Archives, "Building Inspector Permits, 1974-78", RG 35-102 (39) vol. 64.
- Nova Scotia Public Archives, "Assessment Rolls", RG 35-102 series 19A.
- Nova Scotia Public Archives, "City Council Minutes", RG 35-102 series 1, section A.
- Nova Scotia Public Archives, "Naturalization", RG 38 vol. 291.
- Nova Scotia Public Archives, "Notes on Andrew Cobb", MG 100 vol 104, #24.
- Registry of Deeds, Book 238-237, 1897.
- Registry of Deeds, Book 428-360, 1913.
- Registry of Deeds, Book 488-981, 1918.
- Registry of Deeds, Book 828-557, 1941.

Registry of Deeds, Book 969-175, 1948.

Registry of Deeds, Book 6706-368, 2001.

Heritage Property Program

Evaluation Criteria

CITY OF HALIFAX Heritage Property Evaluation System

In 1978, Council approved this Evaluation System for designating heritage properties within the City of Halifax., the Evaluation System is as follows:

■ HERITAGE BUILDINGS

CRITERIA	POINTS	JUSTIFICATION / EXPLANATION
1. Age 1749 - 1840 1841 - 1867 1868 - 1895 1896 - 1914 1915 - 50 years prior to present	15 12 10 7 5	
2. Relationship to Important Occasions, Institutions, Personages, Eras (i) <u>Occasions, Institutions, Personages</u> National Importance Provincial Importance Local Importance (ii) <u>Eras</u>	20 15 10 10	A building cannot have both points for relationship to occasions, institutions, personages, and for relationship to an era. For buildings with a number of relationships, the most important will receive full points and for each additional relationship add 5 for National Importance, 3 for Provincial Importance and 2 for Local Importance, up to an extra 10 points.
3. Relationship to Surrounding Area Excellent Good Fair	10 7 5	Consider architecture, scale, use, and age of the building and surrounding buildings. Building is a definite asset to surrounding buildings and area Building is very compatible with surrounding buildings and area Building is in keeping with the character of the area.

- 2 -

CRITERIA	POINTS	JUSTIFICATION / EXPLANATION
4. Aesthetic / Architectural Merit		Consider placement of doors, proportion and shape of windows, roof shape, architectural detailing, proportion of width to height, materials used, chimneys, and how well the building reflects the spirit of the particular architectural style.
(i) Only or rare example of particular architectural type in Halifax	20	
(ii) Original facade	5	
(iii) Outstanding example of architectural type: Building has particularly noteworthy architectural characteristics and aesthetic value	20	
Good example of architectural type: Building competently displays the major architectural characteristics of the type and is aesthetically pleasing.	15	
Fair example of architectural type: Building displays some architectural characteristics worthy of note, and is acceptable from an aesthetic point of view.	10	



2901 Windsor Street





2901 Windsor Street



EXTRACT FROM DRAFT AUGUST 27, 2003 HERITAGE ADVISORY COMMITTEE MINUTES:

3.1 H00116 - Application for Registration of 2901 Windsor Street, Halifax (The Halifax Forum)

- A staff report prepared for Paul Dunphy, Director, Planning and Development Services, regarding the above, was before the Committee for its consideration.

Mr. Darryl Kelman, Researcher, presented the heritage research report on the property.

(Ms. Morris took her place at the meeting at 6:45 p.m.)

The Committee proceeded to evaluate 2901 Windsor Street, with the following results:

1. Age

1927 5 points

2. Relationship to Important Occasions, Institutions, Personages, Eras

Provincial Importance 15 points
Local Importance 2 points

3. Relationship to Surrounding Area

Community centre for the area
Building is very compatible with surrounding buildings are area 7 points

4. Aesthetic/Architectural Merit

A lengthy discussion ensued regarding the aesthetic/architectural merit of this building, and the following points were made:

- About 50% of the bricks are repointed.
- The windows were bricked in during the 1960s due to the amount of light coming in and decay in the windows.
- Some members believed the brick arena to still be unique as there are no others in the area, even though it does not look like the original building.
- The entire property will be registered and, as a result, the modern buildings will be under the umbrella of registration, unless specified otherwise by subdividing the property.

- The proponent's intent was to only register the main forum building.
- The proponents were encouraged to give consideration to restoring some of the Cobb features in future renovations.

- (i) Only or rare example of particular architectural type in Halifax 4 points
- (ii) Original facade 2 points
- (iii) Fair example of architectural type: Building displays some architectural characteristics worthy of note, and is acceptable from an aesthetic point of view. 10 points

MOVED by Andrea Arbic, seconded by Janet Morris, that the Heritage Advisory Committee score 2901 Windsor Street a total of 45 points and recommend to Regional Council that the property be registered under the HRM Heritage Property Program. MOTION PUT AND PASSED.

FINAL DRAFT



Halifax Forum

2901 Windsor Street, Halifax, Nova Scotia, B3K, Canada

Formally Recognized: 2003/11/17



Front Elevation



Front Elevation



OTHER NAME(S)

n/a

LINKS AND DOCUMENTS

[HRM Heritage Property Program](#)

CONSTRUCTION DATE(S)

1926/01/01 to 1927/12/31

LISTED ON THE CANADIAN REGISTER: 2005/06/30

STATEMENT OF SIGNIFICANCE

DESCRIPTION OF HISTORIC PLACE

The Halifax Forum building is a large, brick Georgian inspired structure set in a quiet location in the North End of Halifax, Nova Scotia. The building has had many additions and alterations since its construction in 1926. The heritage designation applies only to the original 1926 building.

HERITAGE VALUE

Social Value

The Halifax Forum building is valued for its use as a public space in Halifax and its association with the game of hockey. It has been used for exhibitions, athletic events, and concerts since its construction in 1926. It was erected on a lot between Young and Almon Streets, on the site of a covered yet temporary ice rink. The Forum is recognized for having hosted the first hockey game on artificial ice east of Montreal. There have also been countless historical figures that have visited the building, participated in sports activities or spoke during important events. One of the best examples of this is the hockey team the Voyagers, an American Hockey League (AHL) affiliation of the Montreal Canadiens of the National Hockey League (NHL). Hockey Hall of Fame inductees Larry Robinson, Ken Dryden, and NHL stars such as Guy Carbonneau and Brian Skrudland played regularly at the Halifax Forum. The Halifax Forum building continues today to serve as a public space, hosting various events including hockey games.

Architectural Value

The Halifax Forum building is also valued for its association with Andrew Cobb. Cobb was a prolific and versatile architect who built churches, university buildings, industrial buildings and hospitals throughout Nova Scotia. Architecturally, his design of the Halifax Forum building was inspired by Georgian architectural style with its low pitched roof, balanced proportions and central doors on each wall. The exterior is red brick, though wood and concrete were also used in the construction. Over the past twenty-five years there have been many renovations and alterations to the Halifax Forum building. The most

<http://www.historicplaces.ca/en/rep-reg/place-lieu.aspx?id=3142&pid=6683&h=Halifax,...> 01/09/2016

notable is a particularly large addition at the north-west end of the building attached to the arena called the Civic Arena that was originally in the main portion of the building later moved to this newer addition on the building.

Source: HRM Heritage Property File 2901 Windsor Street, Halifax Forum, found at HRM Planning and Development Services, Heritage Property Program, 6960 Mumford Road, Halifax, Nova Scotia.

CHARACTER-DEFINING ELEMENTS

The key character-defining elements of the Halifax Forum (original section only) include:

- Georgian architectural elements such as the low pitched roof, balanced proportions, central doors on each wall and white granite string course which wraps around the entire building;
- string course above and below third storey windows;
- remaining features of small windows above and below (now filled in with brick) on the Windsor Street side;
- remaining features of arched windows in both the front and rear facades with fanlight style windows above reminiscent of clerestory windows found in churches (both filled in with brick);
- remaining features of front central arched window over the entrance (now filled in with brick);
- exterior red brick with two large brick pilasters forming the entrance on the front of the facade and the rear;
- wood construction and concrete foundation of contrasting colour.

RECOGNITION

JURISDICTION

Nova Scotia

RECOGNITION AUTHORITY

Local Governments (NS)

RECOGNITION STATUTE

Heritage Property Act

RECOGNITION TYPE

Municipally Registered Property

RECOGNITION DATE

2003/11/17

HISTORICAL INFORMATION

SIGNIFICANT DATE(S)

n/a

THEME - CATEGORY AND TYPE

Expressing Intellectual and Cultural Life
Sports and Leisure

FUNCTION - CATEGORY AND TYPE

CURRENT HISTORIC
Leisure
Sports Facility or Site

ARCHITECT / DESIGNER

Andrew Cobb

BUILDER

n/a

<http://www.historicplaces.ca/en/rep-reg/place-lieu.aspx?id=3142&pid=6683&h=Halifax,...> 01/09/2016

ADDITIONAL INFORMATION

LOCATION OF SUPPORTING DOCUMENTATION

HRM Planning and Development Services, 6960 Mumford Road, Halifax, NS B3L 4P1

CROSS-REFERENCE TO COLLECTION

FED/PROV/TERR IDENTIFIER

23MNS0637

STATUS

Published

RELATED PLACES

n/a



NEARBY PLACES



Building S-27

Stadacona, Nova Scotia

Building S-27 is a large, solid, symmetrical, flat-roofed, red-brick building, composed of three...



Hennessey Place Hydrostones

5520 - 5532 Hennessey Place, Halifax, Nova Scotia

The Hennessey Place Hydrostones are a six-unit two-storey structure built of hydrostone following...



Royal Bank Building

<http://www.historicplaces.ca/en/rep-reg/place-lieu.aspx?id=3142&pid=6683&h=Halifax,...> 01/09/2016



Terms of Reference for a
Heritage Impact Assessment
Required as Part of a Complete Planning Application

Description	<p>A heritage impact assessment is a study to determine the impact of a proposed development on the cultural heritage value of a property, or properties, and to recommend an overall approach to the conservation of the resource(s).</p> <p>The study will be based on a thorough understanding of the significance and heritage attributes of the cultural heritage resource(s), identify any impact the proposed development or alteration will have on the resource(s), consider mitigation options, and recommend a conservation strategy that best conserves the resource(s) within the context of the proposed development.</p> <p>The heritage impact assessment will apply conservation principles, describe the conservation work and recommend methods to avoid or mitigate negative impacts to the cultural heritage resource(s). Minimal intervention should be the guiding principle for all work.</p>
Prepared by	<p>This analysis will be prepared by a qualified heritage specialist. Applicants should refer to the Canadian Association Heritage Professionals (CAHP) at www.cahp.ca, which lists members by their specialization.</p>
When Required	<p>In accordance with heritage conservation policies, a heritage impact assessment may be required when a development or redevelopment of property is proposed:</p> <ul style="list-style-type: none"> on, adjacent to, or in the immediate vicinity of, an individually designated historic property; or, within, adjacent to, or in the immediate vicinity of, the boundaries of a Heritage Conservation District.
Rationale	<p>The heritage impact assessment is required in order to:</p> <ul style="list-style-type: none"> determine compliance with relevant cultural heritage policies assist staff with their analysis and report preparation <p>The rationale for the requirement for the heritage impact assessment arises from: the <i>Ontario Heritage Act</i>; Section 2(d) of the <i>Planning Act</i>; Section 2.6.3 of the <i>Provincial Policy Statement (2005)</i>.</p>

50 Dalhousie Street, Brantford, Ontario N3T 2H8 | T: 519.754.1652 | F: 519.754.0830

72 Stafford Street, Suite 200, Toronto, Ontario M6J 2R8 | T: 416.588.6370 | F: 416.588.6327
400 Slater Street, Penthouse 2102, Ottawa, Ontario K1R 7S7 | T: 613.915.8412



Terms of Reference for a
Heritage Impact Assessment
Required as Part of a Complete Planning Application

Required Contents	<p>A heritage impact assessment will contain, but is not limited to, the following:</p> <p>Introduction to Development Site</p> <ul style="list-style-type: none"> a location plan and current site plan of the property a written description of the property, its location and surroundings, including the heritage status of the development site and adjacent properties a written description of the heritage attributes of the site, including any significant features, buildings, landscapes and vistas <p>Research and Analysis</p> <ul style="list-style-type: none"> a comprehensive review of the history of the property's development as documented in pictorial and textual records and as observed in as-found evidence a chronological history of the development of any structures, such as additions, removals, conversions, etc. an evaluation of the cultural heritage significance of the site in terms of its history, architecture and local context the reproduction of any pictorial records found, including relevant maps, atlases, drawings, photographs, permit records, land title records, assessment rolls, etc. <p>Statement of Significance</p> <ul style="list-style-type: none"> a statement of significance identifying the cultural heritage value and heritage attributes of the cultural heritage resource(s), in accordance with provincial legislation Ontario Regulation 9/06 this statement will be informed by current research and analysis of the site as well as pre-existing heritage descriptions this statement will be written in a way that does not respond to or anticipate any current or proposed interventions to the site <p>Assessment of Existing Condition</p> <ul style="list-style-type: none"> a comprehensive written description of the physical condition of the structures on the site, including their exterior and interior current photographs of the property, including: <ul style="list-style-type: none"> views of the area surrounding the property to show it in context with adjacent properties exterior views of each elevation of each building
--------------------------	--

50 Dalhousie Street, Brantford, Ontario N3T 2H8 | T: 519.754.1652 | F: 519.754.0830

72 Stafford Street, Suite 200, Toronto, Ontario M6J 2R8 | T: 416.588.6370 | F: 416.588.6327
400 Slater Street, Penthouse 2102, Ottawa, Ontario K1R 7S7 | T: 613.915.8412

**Terms of Reference for a
Heritage Impact Assessment**
Required as Part of a Complete Planning Application

	<ul style="list-style-type: none"> views of the property including all significant landscape features interior views of each room in each building close-up views of all significant interior heritage features <p>Description of the Proposed Development</p> <ul style="list-style-type: none"> a written description of the development proposal a conceptual site plan and conceptual drawings of all building elevations description and drawings should note which heritage attribute(s) are considered for retention and which are considered for removal or alteration <p>Impact of Development on Heritage Attributes</p> <ul style="list-style-type: none"> a discussion of the potential impacts the proposal may have on the site's heritage attributes negative impacts on cultural heritage resources may include: <ul style="list-style-type: none"> destruction of any, or part of any, significant heritage attribute alteration that is not sympathetic to the heritage attribute shadows created by new development that alter the appearance of or change the viability of a heritage attribute isolation of a heritage attribute from its surrounding environment, context or significant relationship direct or indirect obstruction of significant views or vistas a change in land use which negates the property's cultural heritage value land disturbances such as a grade change that alters soils and drainage patterns that adversely affect a cultural heritage resource <p>Considered Mitigation and Conservation Strategies</p> <ul style="list-style-type: none"> an assessment of alternative options, mitigation measures and conservation methods that may be considered in order to avoid or limit the negative impact on the cultural heritage resource(s) alternatives and strategies should have consideration for relevant cultural heritage policies (Provincial Policy Statement; Official Plan; Heritage Conservation District Plan, Designation By-law, if applicable)
--	---

50 Dalhousie Street, Brantford, Ontario N3T 2H8 | T: 519.754.1652 | F: 519.754.0830

72 Stafford Street, Suite 200, Toronto, Ontario M6J 2R8 | T: 416.588.6370 | F: 416.588.6327
400 Slater Street, Penthouse 2102, Ottawa, Ontario K1R 7S7 | T: 613.915.8412

**Terms of Reference for a
Heritage Impact Assessment**
Required as Part of a Complete Planning Application

	<ul style="list-style-type: none"> recommendations for additional studies to be undertaken related to, but not limited to: restoration specifics, design guidelines, interpretation and commemoration, lighting, signage, landscaping, structural analysis, additional written and photo documentation prior to demolition, long-term maintenance plan <p>Appendices</p> <ul style="list-style-type: none"> a list of primary and secondary sources consulted a summary of the author's qualifications
Format	The study will be submitted in hard copy (2 copies) and in PDF format.
Requirement for Peer Review	<p>The Client reserves the right to request an independent peer review of a heritage impact assessment <i>at the development proponent's cost</i>. Heritage Planning staff will facilitate peer reviews if deemed necessary.</p> <p>Peer reviews will evaluate the assessments provided in heritage impact assessments. These reviews may include, but are not limited to, addressing inconsistencies, factual errors, discrepancies, inappropriate conservation advice not consistent with recognized standards (see below), omissions and misrepresentations.</p>
Comments	<p>It is expected that the preferred protective and mitigative measures will be consistent with recognized standards for heritage conservation, including:</p> <ul style="list-style-type: none"> Ontario Ministry of Tourism and Culture's <i>Standards and Guidelines for Conservation of Provincial Heritage Properties</i> Ontario Ministry of Tourism and Culture's <i>Eight Guiding Principles in the Conservation of Historic Properties</i> Ontario Ministry of Tourism and Culture's <i>Heritage Conservation Principles for Land Use Planning</i> <i>Well-Preserved: The Ontario Heritage Foundation's Manual of Principles and Practice for Architectural Conservation</i> the Parks Canada <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> the <i>Appleton Charter for the Protection and Enhancement of the Built Environment</i> the <i>International Charter for the Conservation and Restoration of Monuments and Sites (the Venice Charter)</i>

50 Dalhousie Street, Brantford, Ontario N3T 2H8 | T: 519.754.1652 | F: 519.754.0830

72 Stafford Street, Suite 200, Toronto, Ontario M6J 2R8 | T: 416.588.6370 | F: 416.588.6327
400 Slater Street, Penthouse 2102, Ottawa, Ontario K1R 7S7 | T: 613.915.8412

**Terms of Reference for a
Heritage Impact Assessment
Required as Part of a Complete Planning Application**

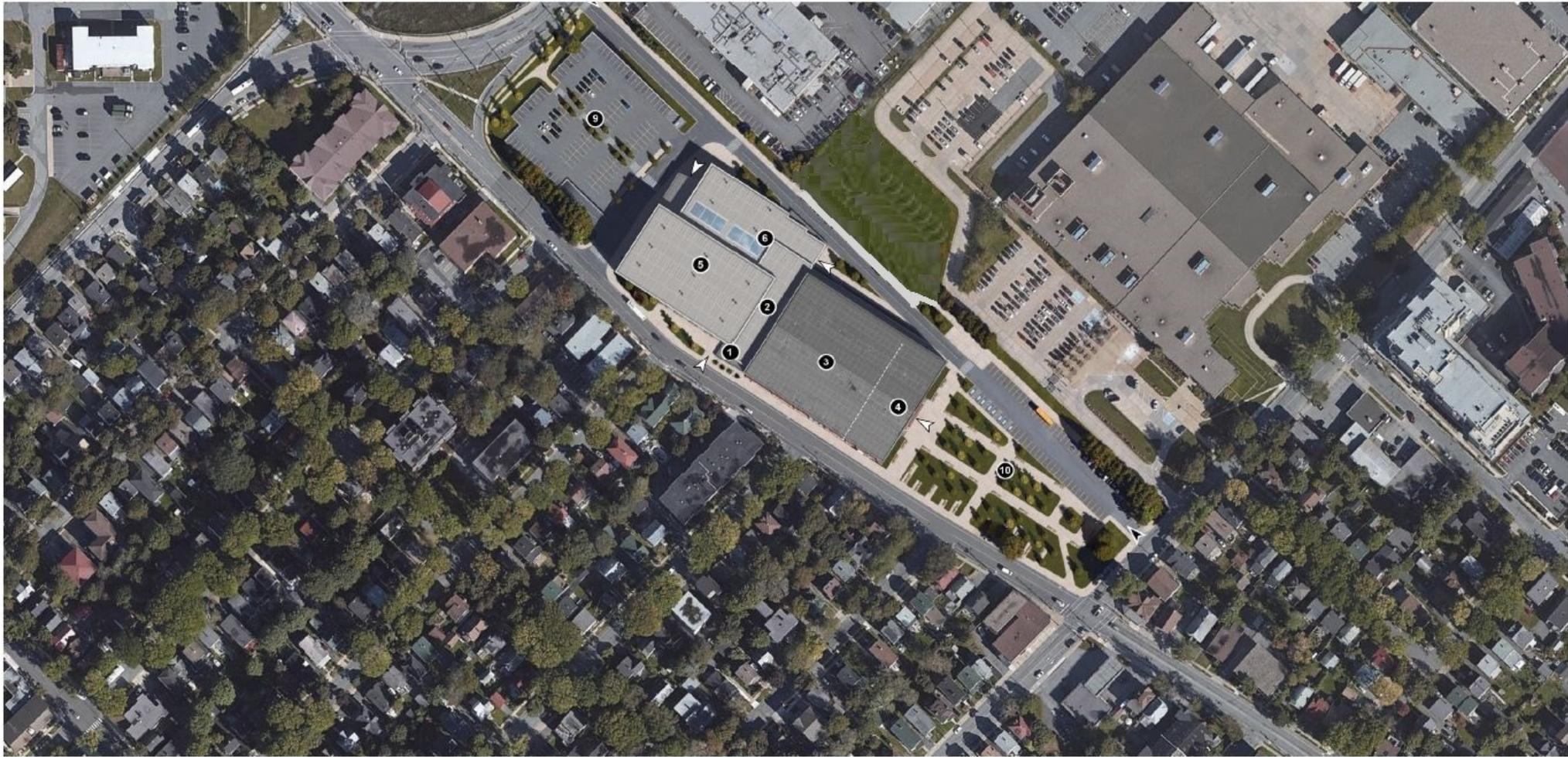
Online Resources: http://www.mtc.gov.on.ca/en/heritage/heritage.shtml http://www.pc.gc.ca/docs/pc/guide/nldclpc-sgchpc.aspx http://www.international.icomos.org/charters/appleton.pdf http://www.icomos.org/venice_charter.html

This communication is intended as a private communication for the sole use of the primary addressee and those individuals listed for copies in the original message. The information contained in this communication is private and confidential and if you are not an original intended recipient you are hereby notified that copying, forwarding or other dissemination or distribution of this communication by any means is prohibited. If you are not specifically authorized to receive this communication and if you believe that you received it in error please notify the original sender immediately. This is proprietary to +VG Architects (The Ventin Group).

FINAL DRAFT

50 Dalhousie Street, Brantford, Ontario N3T 2H8 | T: 519.754.1652 | F: 519.754.0830

72 Stafford Street, Suite 200, Toronto, Ontario M6J 2R8 | T: 416.588.6370 | F: 416.588.6327
400 Slater Street, Penthouse 2102, Ottawa, Ontario K1R 7S7 | T: 613.915.8412



Halifax Forum Redevelopment

Aerial Plan

- 1. Entrance
- 2. Community Corridor
- 3. The Forum Revitalized
- 4. The Forum Preserved

- 5. New Arena
- 6. Multipurpose Space
- 7. Public Outdoor Amphitheatre
- 8. Public Outdoor Recreation Space

- 9. New Parking
- 10. Public Green Space

➤ Building Access

















+VG

RUM BINGU

CANADA

City

Tim Hortons

CASTONE

World Trade Centre

RE

PRINCE



September 10, 2019

Gareth Evans
 Recreation Planning Specialist, Parks and Recreation /Program Support Services
 Halifax Municipality

Dear Gareth,

Let me first thank you, not just for your presentation to the Halifax Forum Community Association Board of Directors on September 5th, 2019 but also for your collaboration with the Board's Redevelopment Committee over the past several years as we all work towards a revitalized historic Halifax Forum and a renovated Forum complex to serve the community needs long into the future.

The Board passed a motion at our last meeting (see attached) expressing its excitement and support of the current draft design/plans for the redevelopment project as we currently understand it. Additionally, the Board expressly wanted me to highlight to you an area where we strongly feel the current draft plans could be improved to better serve community cultural events and activities at the Halifax Forum complex as well as strengthening our post-renovation annual revenue.

As the Board understands the current draft plan has a proposed dedicated Multi-Purpose space of 8,000 sq.ft. The HFCA would like this dedicated redeveloped Multi-Purpose space increase by 4,000 sq.ft. to 12,000 sq.ft.

As it currently exists, multi--purposed space at the Halifax Forum Complex is 36,500 sq/ft. Even at the HFCA proposed 12,000 sq.ft size that is a 67% reduction in Multi-Purpose space. The Board recognizes the need to "right size" the multi-use recreation, social and community space as part of the redevelopment project – finding the balance between fiscal realities and serving the community needs. As such we have already begun to rethink how we can maximize space efficiency to better serve community organizations. The Board's Redevelopment Committee has examined the community usage patterns and financial impact of different sized Multi-Purpose spaces and specifically compared 8,000 and 12000 sq.ft and would like to raise the following points (all based on historical multi-year event data) for consideration and discussion:

- Revenue:
 - At 8,000 sq.ft. there would be a 57% decrease in Multi-Purpose space revenue equating to loss of over \$270,000 annually. This is a significant portion of revenue that the Board feels we would not be able to recapture even with a redeveloped facility.

- At 12,000 sq.ft there would only be a 18 % decrease in Multi-Purpose space revenue equating to just over \$80,000 annually. The Board feels confident that we would be able recapture this revenue though increased sale of the modernized 12,000 sq.ft multi purposed space.
- **Communities Served:**
 - At 8,000 sq.ft., of the 40 plus community organizations we now serve in the Multi-Purpose Center we would be only be able to provide adequate space for 9 of these organizations. A significant number of these organizations are culturally based such as Indian Festival, Angels Essentials, Chinese Festival, Filipino Fest, ISANS and the Indo Canadian Society (to name a few).
 - At 12,000 sq.ft the renovated space would be able to serve 31 of the 40 community organizations we now serve in the Multi-Purpose Center. Of the 9 organizations we would not be able to serve only one is cultural in nature.

The Halifax Forum Community Association Board of Directors is excited at the plans for the revitalized historic Halifax Forum and a redeveloped Forum complex and we strongly believe a dedicated Multi-Purpose space of 12,000 sq.ft. would better serve our diverse offering of cultural, community, recreational and social activities that has made the Forum much "more than a rink" long into the future.

Yours truly,

Original Signed

George Findlay
Chairman of the Board
Halifax Forum Community Association

ATTACHMENT

Halifax Forum Redevelopment Motion

Whereas; The Halifax Forum Complex has been delivering a wide variety of recreational and community activities to the residents of the Halifax Municipality and beyond since 1927. While the foundation of the Forum has been our traditional ice pads, our diverse offering of cultural, community, recreational and social activities has made the Forum much “more than a rink.

Whereas; Over the years we have become a recreational, social and cultural Hub for Halifax. And as our surrounding neighbourhood, and Halifax as a whole, continues to transform the need for a multi-faceted, multi-use facility has never been greater.

Whereas; The Halifax Forum Community Association’s has never been more committed to our vision for a revitalized historic Halifax Forum while transforming the complex into a modern day, multi- rink, multi-faceted, multi-purposed hub of recreation, social and community activity.

Whereas; The Halifax Forum Community Association’s recognizes the need to “right size” the multi-use recreation, social and community space as part of the redevelopment project – finding the balance between fiscal realities and serving the community needs for residents of all ages and abilities.

Be It Resolved that; Halifax Forum Community Association supports the redevelopment design with a revised multi-purpose space of 12,000 sq/ft*. **And Furthermore;** The Halifax Forum Community Association recognizes in order to deliver our future community program offering, the renovated space of 12,000 sq/ft* needs to be able to be divided into two separate areas when necessary; thus, providing flexibility in supporting our core multi- purposed pillars of Community sporting, recreational and social activities.

Be It further resolved that; The Chairman send a letter to Gareth Evans of HRM outlining our excitement and support of the redevelopment project as we currently understand it and the letter should also identify our specific concerns as it relates to the size of the future multi-purpose space proposed. In order to continue to serve the variety of community based events based at the Forum and for financial specific reasons, it is the wish of the HFCA to have a dedicated redeveloped Multi-Purpose space of 12,000 sq. ft as opposed to the current HRM staff recommended 8,000 sq.ft This increase in size will allow us to continue to serve a large variety of community cultural events and will also provide us with an additional \$200,000+ of event revenue per annum.

13-Nov-19

Halifax Forum Costing Summary

Demolition

The demolition costs are based on demolishing the Halifax Forum Complex and salvaging brick and wood ceiling from the building for reuse

	cost
Demolition of the complex	\$3,003,480
Salvage of brick and wood	\$2,204,689
Demolition Costs	\$5,208,169

New Construction Costs

The new construction costs are based on the concept design drawings

	cost
Site costs	\$4,217,888
New construction costs	\$42,876,994
New Construction Costs	\$47,094,882

Total Cost

Demolition Costs			\$5,208,169
New Construction Costs			\$47,094,882
Overhead and profit			\$7,845,458
Soft Costs			\$4,811,881
Project Contingency 15%			\$9,744,058
Total Building Cost Best Estimate			\$74,704,448
Best Case Estimate	-5%	\$3,735,222	\$70,969,226
Worst Case Estimate	15%	\$11,205,667	\$85,910,115

