



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

**Item No. 14.1.2**  
**Regional Centre Community Council**  
**November 18, 2024**

**TO:** Chair and Members of Regional Centre Community Council

**FROM:** Jacqueline Hamilton, Executive Director Planning and Development

**DATE:** October 22, 2024

**SUBJECT:** **2024-02794: Update to Cultural Use Requirements in Regional Centre – Mi'kmaw Native Friendship Centre**

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**ORIGIN**

Staff initiated.

**EXECUTIVE SUMMARY**

Staff are proposing amendments to the Regional Centre Land Use By-law (LUB) which are needed to accommodate Indigenous design principles for Cultural Uses in the Downtown Halifax zone. The issues requiring amendment were identified as part of the permit review process for development of the Mi'kmaw Native Friendship Centre at 1940 Gottingen Street, Halifax. The proposed amendments are consistent with the *HRM Charter* and approved policy direction in the *Regional Centre Secondary Municipal Planning Strategy* (SMPS). Public engagement was consistent with AO 2023-002-ADM. Therefore, staff recommend that the Regional Centre Community Council proceed with First Reading of the amendments and schedule a Public Hearing. There are no significant risks associated with this recommendation.

**RECOMMENDATION**

It is recommended that Regional Centre Community Council:

1. Give First Reading to consider approval of the proposed amendments to the Regional Centre Land Use By-law, as set out in Attachment 1, and schedule a public hearing.
2. Adopt the amendments to the Regional Centre Land Use By-law, as set out in Attachment 1 of this report.

**BACKGROUND**

On September 5, 2024, Fathom Studios applied for a Development Permit for a new building with a cultural use at 1940 Gottingen Street, the future location of the Mi’kmaw Native Friendship Centre (MNFC). Review by Development Services identified conflicts between requirements of the Regional Centre Land Use By-law (LUB) and the design of the building. The Indigenous design principles of the proposed MNFC include elements that are necessary for the community and its use of the building. The Centre Plan policy and LUB provide for variations to accommodate cultural and institutional uses, but more flexibility is needed to maintain the original intent and allow for expression of Indigenous design principles.

**Enabling Policy and LUB Context**

1940 Gottingen Street is located in the Downtown Halifax (DH) zone, within the Downtown Designation of the Regional Centre Secondary Municipal Planning Strategy (MPS). The Downtown Designation supports large scale built form and an intense mix of uses in the core areas of the Regional Centre. The site is also located within the North End Gateway and Scotia Square Complex Precinct, under section 2.4.3.7 and policies D-24 and D-25 of the MPS. This precinct promotes a gateway between the historic neighbourhoods of the north-end and the high-density, mixed-use downtown but is outside of Central Blocks area where policies support historic block development and continuous streetwalls. The North End Gateway Precinct promotes signature architecture to be located on the subject site as well as architectural features that enhance north-south view corridors.

The design rationale provided by Fathom Studios highlights how the building and uses proposed within honour heritage & culture, provide an architectural legacy, create a hub for the Indigenous community and visitors, provide a space for education and cultural activities, create and improve the gateway to Downtown Halifax and how the space will become a centre for cultural collaboration. The overall design, featuring a large open space to be used for cultural and ceremonial purposes, was subject to extensive consultation with the Indigenous community.

The MPS provides design flexibility through policy IM-9. This policy allows variations to design requirements through Site Plan Approval. This flexibility is provided to accommodate unique and innovative building designs that contain certain institutional, and park and community facility land uses. The proposed use of the MNFC building at 1940 Gottingen Street is a Cultural Use, which is classified as an Institutional Use in the LUB. The proposed development and the necessary variations proposed through amendment meet the intent of policies D-24, D-25 and IM-9 of the MPS.

<b>Site Context</b>	
<b>Subject Site</b>	1940 Gottingen Street (PID: 00002063)
<b>Location</b>	The corner of Rainnie Drive & Gottingen Street
<b>Land Use By-Law Zone</b>	DH (Downtown Halifax)
<b>Land Use By-Law</b>	Regional Centre
<b>Regional Plan Designation</b>	US (Urban Settlement)
<b>Current Use</b>	Vacant
<b>Proposed Use(s)</b>	Cultural Use: Mi’kmaw Native Friendship Centre (Cultural Centre/Hub)
<b>Surrounding Use(s)</b>	<ul style="list-style-type: none"> <li>• Halifax Centennial Pool</li> <li>• Halifax Regional Police Headquarters</li> <li>• Halifax Citadel National Historic Site</li> <li>• Off-leash Dog Park</li> <li>• Emergency Modular Housing</li> </ul>
<b>Additional Information</b>	North End Gateway and Scotia Square Precinct

## **DISCUSSION**

Consistent with the intent of the MPS to provide flexibility for unique and innovative building design and function, staff are proposing amendments to the Regional Centre LUB to provide increased design flexibility for Cultural Uses in the DH zone. HRM is committed to reconciliation with Indigenous community members and staff recognize a specific need to improve our land use policies and regulation to reflect Indigenous design principles and uses.

In 2015, HRM committed to the principles of the Truth and Reconciliation Commission of Canada: Calls to action through a Statement of Reconciliation<sup>1</sup>. Some of the key values of the municipal *Sharing Our Stories, Culture and Heritage Priorities Plan*<sup>2</sup> are to support connection and inclusion through cultural expression, and to uphold the principles of Truth and Reconciliation.

In this spirit, staff recognize the need to work as equal partners with Indigenous community members. This requires amending our land use regulations to recognize the trust we have that Indigenous community members know best what is needed for the function and design of their building. Staff propose specific and relatively minor amendments to remove barriers for this unique design. Future comprehensive engagement and a more holistic review of our land use policies and regulations will need to be undertaken to better reflect Indigenous design principles.

### **LUB Context**

Section 140 of the Regional Centre LUB regulates streetwall width within the DH zone and generally requires in subsection (1) that a streetwall in the zone must extend the full width of any streetline. In subsection (3) some flexibility is provided to reduce this requirement for lots outside of the Downtown Halifax Central Blocks (DHCB) Special Area by 20% of the lot width, and for projects where an at-grade open space is provided by 30% of the lot width. The project at 1940 Gottingen Street proposes a public park/plaza along Rainnie Drive which includes an outdoor event space, a sweat lodge, and exterior space which will connect Indigenous and non-Indigenous community members, as well as tourists to this important site (Attachment 2). This unique open space design requires that the project not provide a streetwall that extends the full width of any streetline.

Sections 359 and 362 of the LUB provide design requirements for buildings. Section 359 requires articulation of streetwalls that are 64 metres or less. This articulation regulation requires that a streetwall must be differentiated in distinct vertical sections that are between 0.3 and 10 metres in width, and that they extend from the ground to the top of the streetwall. The proposal for 1940 Gottingen Street includes horizontal articulation that is based on community engagement that identified an Indigenous design and architectural gestures that are reminiscent of ash peeling, the Pekwitapa’qek (Bay of Fundy) Rock Formations, as well as quill basket making. Section 362 requires sidewall articulation with the same horizontal interventions as section 359. The proposed building incorporates continuous horizontal articulation around the building to its sidewalls.

### **Downtown Gateway Comprehensive Plan**

A new comprehensive plan for the Downtown Gateway precinct was approved by Regional Council in August of 2024<sup>3</sup>. The report initiates work to create the Downtown Gateway Functional Plan and details the significant city building opportunities for the area including new or expanded Municipal facilities, housing, parks, and improved streetscapes and public spaces. The report speaks to a future Rainnie Drive which could be transformed into a destination and pedestrian urban plaza and/or cultural corridor. The open space enabled by the proposed amendments in this report would support this future work.

### **Priorities Plans**

In accordance with Policy G-14A of the *Halifax Regional Plan*, staff considered the objectives, policies and actions of the priorities plans, inclusive of the *Integrated Mobility Plan*, the *Halifax Green Network Plan*,

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<sup>1</sup> <https://legacycontent.halifax.ca/council/agendasc/documents/151208ca1442.pdf>

<sup>2</sup> <https://cdn.halifax.ca/sites/default/files/documents/city-hall/boards-committees-commissions/231214cped1311.pdf>

<sup>3</sup> <https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/240806rc1512.pdf>

*HalifACT*, *Sharing Our Stories: HRM's Culture and Heritage Priorities Plan*, and *People, Planet, Prosperity: Halifax's Inclusive Economic Strategy 2022-2027* in making its recommendation to Council.

Staff specifically reviewed the following Priorities Plans for direction:

- The *Green Network Plan*<sup>4</sup> promotes Cultural Landscapes to connect people to local history and offer opportunities to celebrate different cultures. The plan also highlights Indigenous Significance in its Core Concepts and promotes the Mi'kmaq concept of Netukulimk, which seeks stronger connections between the natural and human environment. These directions support amendments in this report that would increase open space potential on lots with Cultural Uses in specified areas of the DH zone.
- *HalifACT*<sup>5</sup> Action 5.2.7 - Natural Areas and Green Infrastructure promotes natural areas and green infrastructure to increase water filtration and reduce runoff. This action supports the amendment in this report which would increase the potential for open space on lots with Cultural Uses in specified areas of the DH zone.
- *People, Planet, Prosperity: Halifax's Inclusive Economic Strategy*<sup>6</sup> - Action 23 and *Sharing Our Stories: HRM's Culture and Heritage Priorities Plan*<sup>7</sup> – Action 2.9 direct the Municipality to explore opportunities to support the development of Wije'winen, the reimagined MNFC.

### **LUB Amendments**

To support the development of this site, staff propose specific LUB amendments to accommodate this design as well as other cultural uses in the DH zone. Attachment 1 contains the proposed LUB amendments to provide flexibility for the three land use regulations which are not being met in the proposed design of the future MNFC:

- The first amendment to Section 140(3) of the LUB provides an exemption to the full streetwall requirement on any streetline for Cultural Uses in the DH zone. This provides Cultural Uses outside the Downtown Halifax Central Blocks (DHCB) Special Area that include at-grade open space an exemption to the requirement for up to 80% of the lot width along a streetline for that open space. The Cultural Use proposed for 1940 Gottingen Street includes exterior open space important for the design and programming of the future MNFC. This amendment would extend to other potential Cultural Use projects that may include similar elements in the future. This amendment is limited to lots located outside the Downtown Halifax Central Blocks (DHCB) Special Area (shown on Schedule 3B of the LUB).
- The second and third amendments to Sections 359(2) and 362(2) provide an exemption to streetwall and sidewall articulation requirements for Cultural Uses in the DH zone, similar to an exemption that is provided for buildings in Institutional, and University and College Zones that are set back more than 40 metres from a streetline.

Staff recommend these specific amendments to the land use by-law to better reflect the policy intent to provide design flexibility for cultural and institutional uses. Simultaneously, it is recognized that similar projects in other zones may benefit from similar flexibility and therefore staff commit to future collaboration with Indigenous community members to undertake a comprehensive review of our design policies and regulations.

### **FINANCIAL IMPLICATIONS**

The HRM cost associated with implementing these amendments can be accommodated with the approved 2024-2025 operating budget for Planning and Development.

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<sup>4</sup> [https://cdn.halifax.ca/sites/default/files/documents/about-the-city/regional-community-planning/HGNP-Final%20Report\\_20180726\\_updated.pdf](https://cdn.halifax.ca/sites/default/files/documents/about-the-city/regional-community-planning/HGNP-Final%20Report_20180726_updated.pdf)

<sup>5</sup> [https://cdn.halifax.ca/sites/default/files/documents/about-the-city/energy-environment/HRM\\_HaliFACT\\_vNew%20Logo\\_.pdf](https://cdn.halifax.ca/sites/default/files/documents/about-the-city/energy-environment/HRM_HaliFACT_vNew%20Logo_.pdf)

<sup>6</sup> <https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/240305rc1531.pdf>

<sup>7</sup> <https://cdn.halifax.ca/sites/default/files/documents/city-hall/boards-committees-commissions/231214cped1311.pdf>

### **RISK CONSIDERATION**

There are no significant risks associated with the recommendations contained within this report. This application may be considered under existing MPS policies. Community Council has the discretion to make decisions that are consistent with the MPS, and such decisions may be appealed to the N.S. Utility and Review Board. Information concerning risks and other implications of adopting the proposed LUB amendment are contained within the Discussion section of this report.

### **COMMUNITY ENGAGEMENT**

The level of community engagement was consultation, achieved through providing information and seeking comments through the HRM website. The engagement process is consistent with a website requirement as described in Clause 6(a) of the Public Participation Administrative Order which applies to general amendments. A public hearing must be held by the Regional Centre Community Council before considering an approval of the proposed LUB amendments. The HRM website will be updated to indicate notice of the public hearing.

### **ENVIRONMENTAL IMPLICATIONS**

No environmental implications were identified.

### **ALTERNATIVES**

1. Regional Centre Community Council may choose to approve the proposed LUB amendments with modifications. Such modifications may require further consideration by staff and may require a supplementary report or another public hearing. A decision of Community Council to approve this proposed LUB amendment is appealable to the Nova Scotia Utility & Review Board as per Section 262 of the *HRM Charter*.
2. Regional Centre Community Council may choose to refuse the proposed LUB amendments, and in doing so, must provide reasons why the proposed amendments do not reasonably carry out the intent of the MPS. A decision of Community Council to refuse the proposed LUB amendments is appealable to the Nova Scotia Utility & Review Board as per Section 262 of the *HRM Charter*.

### **LEGISLATIVE AUTHORITY**

*Halifax Regional Municipality Charter (HRM Charter), Part VIII, Planning & Development.*

### **ATTACHMENTS**

- Attachment 1: Regional Centre LUB Amendments
- Attachment 2: Review of Regional Centre SMPS policies
- Attachment 3: Project Design Rationale

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Report Prepared by: Brandon Umpherville, Planner III, Planning and Development, 902-240-5128

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## Attachment 1

### Proposed Amendments to the Regional Centre Land Use By-law

**2024-02794**

BE IT ENACTED by the Regional Centre Community Council of the Halifax Regional Municipality that the Regional Centre Land Use By-law is hereby amended as follows:

- 1** Subsection 140(3) is amended by striking out “or” in clause (a), by striking out a period in clause (b) and replacing it with a semicolon, by adding “or” after clause (b), and by adding the following after clause (b):
  - (c) 80% of the lot width, for cultural uses on lots located outside of the Downtown Halifax Central Blocks (DHCB) Special Area, as shown on Schedule 3B, if an at-grade open space is provided, such as a plaza.
- 2** Subsection 359(2) of the By-law is amended by striking out “any new main building or additions to any existing main building in an INS, UC-2, or UC-1 zone that are set back a minimum of 40.0 metres from a streetline.” and replacing it with a colon, and by adding the following clauses after “apply to”:
  - (a) any new main building or additions to any existing main building in an INS, UC-2, or UC-1 zone that are set back a minimum of 40.0 metres from a streetline; or
  - (b) a cultural use located within the DH zone.
- 3** Subsection 362(2) of the By-law is amended by striking out “any new main building or additions to any existing main building in an INS, UC-2, or UC-1 zone that are set back a minimum of 40.0 metres from a streetline.” and replacing it with a colon, and by adding the following clauses after “apply to”:
  - (a) any new main building or additions to any existing main building in an INS, UC-2, or UC-1 zone that are set back a minimum of 40.0 metres from a streetline; or

**(b)** a cultural use located within the DH zone.

## Attachment 2: Review of relevant Regional Centre SMPS policies

This table reviews the proposed zoning changes within the context of enabling policies in the Centre Plan Secondary Municipal Planning Strategy.

<b>Regional Centre SMPS Policies</b>	
<b>Amending the RCLUB to provide flexibility for Indigenous design.</b>	
<b>Policy CHR-1</b>	<b>Staff comment:</b>
<p>The Municipality may support the preservation, celebration, and development of diverse and inclusive cultural resources in the Regional Centre by:</p> <p>a) continuing to highlight, build, and broaden the inventory of cultural resources in the Regional Centre to be more inclusive of Mi'kmaq First Nations, Urban Indigenous, African Nova Scotian, Acadian, and other diverse cultures and communities;</p> <p>b) considering cultural resources when planning for Future Growth Nodes, and considering development agreement proposals and amendments to this Plan;</p> <p>c) protecting cultural resources on municipal properties through conservation management plans, and park and community facility management plans; and</p> <p>d) continuing to explore opportunities to encourage the identification and preservation of cultural resources.</p>	<p>This policy directs the Municipality to explore opportunities to preserve, celebrate, and develop projects that are more inclusive of Mi'kmaq and other Indigenous projects, which may require additional consideration and flexibility.</p>
<b>Policy CHR-3</b>	<b>Staff comment:</b>
<p>The Municipality may consider working with the Government of Canada, the Province of Nova Scotia, Mi'kmaq First Nations, Urban Indigenous, African Nova Scotian, and Acadian communities, as well as other diverse cultures and communities, and community organizations to recognize and commemorate the cultural landscapes located on lands that are not managed by the Municipality, including Point Pleasant Park, Tufts Cove, and the Halifax Citadel.</p>	<p>This policy directs staff to work directly with Mi'kmaq First Nations and Urban Indigenous groups to recognize and commemorate cultural landscapes. The MNFC projects lies near an important cultural landscape identified in the MPS (Halifax Citadel) and would serve to recognize the important and difficult history between Indigenous inhabitants of and colonization.</p>
<b>Amending subsection 140(3) of the RCLUB to exempt a Cultural Use within the DH zone from full lot width streetwall requirement.</b>	
<b>Policy D-12</b>	<b>Staff comment:</b>



<p>The Land Use By-law shall establish built form and maximum building height regulations for the DH Zone within the Downtown Designation, consistent with Map 4 and the policies in Parts 3 and 4 of this Plan. Low-rise buildings, mid-rise buildings, tall mid-rise buildings, and high-rise buildings shall be permitted, and built form requirements may differ in accordance with the Precincts' descriptions detailed in this Part.</p>	<p>This policy enables the LUB to regulate built form such as streetwall design requirements in accordance with a Precincts unique character. The proposed change is within the policy intent.</p>
<p><b>Policies D-24 and D-25</b></p>	<p><b>Staff comment:</b></p>
<p>Policy D-24</p> <p>The Land Use By-law shall establish built form regulations, including maximum building heights, for the North End Gateway and Scotia Square Complex (NSS) Precinct, as shown on Map 2 and Map 4, and consistent with the policies in Parts 3 and 4 of this Plan.</p> <p>Policy D-25</p> <p>The Land Use By-law shall establish the Scotia Square Complex (SSC) Special Area to establish built form regulations to recognize the unique size and grade changes of the site.</p>	<p>These policies allow for built form regulations that recognize unique site size and grade changes. The proposed change enables a cultural use to incorporate open space into a large site to complement the building's function. The amendment to achieve the open space is limited to lots outside the Downtown Halifax Central Blocks (DHCB) Special Area, as shown on Schedule 3B of the LUB, and support unique design in the North End Gateway Precinct.</p>
<p><b>Policy UD-11</b></p>	<p><b>Staff comment:</b></p>
<p>The Land Use By-law shall establish building design requirements for streetwalls to support pedestrian-oriented streetscapes and human-scale design. Specific requirements shall establish standards for:</p> <ul style="list-style-type: none"> <li>a) streetwall articulation;</li> <li>b) pedestrian entrances;</li> <li>c) ground floor transparency;</li> <li>d) site accessibility; and</li> <li>e) weather protection.</li> </ul>	<p>This policy enables the LUB to set and control where streetwall articulation is required. The proposed change is within the policy intent.</p>
<p><b>Amending subsection 359(2) of the RCLUB to add Cultural Use within the DH zone to section exempt from streetwall articulation requirement.</b></p>	
<p><b>Policy D-12</b></p>	<p><b>Staff comment:</b></p>
<p>The Land Use By-law shall establish built form and maximum building height regulations for the DH Zone within the Downtown Designation, consistent with Map 4 and the policies in Parts 3 and 4 of this Plan. Low-rise buildings, mid-rise buildings, tall mid-rise buildings, and high-rise buildings</p>	<p>This policy enables the LUB to regulate built form such as streetwall articulation requirements in accordance with a Precincts unique character. The proposed change is within the policy intent.</p>

<p>shall be permitted, and built form requirements may differ in accordance with the Precincts' descriptions detailed in this Part.</p>	
<p><b>Policy UD-11</b></p>	<p><b>Staff comment:</b></p>
<p>The Land Use By-law shall establish building design requirements for streetwalls to support pedestrian-oriented streetscapes and human-scale design. Specific requirements shall establish standards for:</p> <ul style="list-style-type: none"> <li>a) streetwall articulation;</li> <li>b) pedestrian entrances;</li> <li>c) ground floor transparency;</li> <li>d) site accessibility; and</li> <li>e) weather protection.</li> </ul>	<p>This policy enables the LUB to set and control where streetwall articulation is required. The proposed change is within the policy intent.</p>
<p><b>Amending subsection 362(2) of the RCLUB to add Cultural Use within the DH zone to section exempt from sidewalk articulation requirement.</b></p>	
<p><b>Policy D-12</b></p>	<p><b>Staff comment:</b></p>
<p>The Land Use By-law shall establish built form and maximum building height regulations for the DH Zone within the Downtown Designation, consistent with Map 4 and the policies in Parts 3 and 4 of this Plan. Low-rise buildings, mid-rise buildings, tall mid-rise buildings, and high-rise buildings shall be permitted, and built form requirements may differ in accordance with the Precincts' descriptions detailed in this Part.</p>	<p>This policy enables the LUB to regulate built form such as sidewalk articulation requirements in accordance with a Precincts unique character. The proposed change is within the policy intent and is limited in scope to areas outside of the Central Blocks for additional streetwall width flexibility.</p>
<p><b>Policy UD-11</b></p>	<p><b>Staff comment:</b></p>
<p>The Land Use By-law shall establish building design requirements for streetwalls to support pedestrian-oriented streetscapes and human-scale design. Specific requirements shall establish standards for:</p> <ul style="list-style-type: none"> <li>a) streetwall articulation;</li> <li>b) pedestrian entrances;</li> <li>c) ground floor transparency;</li> <li>d) site accessibility; and</li> <li>e) weather protection.</li> </ul>	<p>This policy enables the LUB to set and control where streetwall articulation is required. Sidewall articulation is enabled in the LUB through streetwall articulation policy. The proposed change is within the policy intent.</p>

# Wije'winen, Mi'kmaw Native Friendship Centre

## Design Rationale

October 7, 2024

### Prepared for

Stephanie Norman, Principal  
Planner/ Development Officer

### Planning & Development Permit Office

5251 Duke St, 3rd Floor, Suite  
300, Duke Tower  
Halifax, NS  
B3J 1P3

### Submitted By

Chris Crawford  
Partner, Director of Architecture  
and Interiors  
chris.crawford@fathomstudio.ca  
fathomstudio.ca  
40 King Street  
Dartmouth, NS  
B2Y 2R4



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1.0 **Project Brief**

# 1.1 — Project Description

Fathom Studio, on behalf of the Mi'kmaw Native Friendship Centre, is submitting an application for a Development Permit for a mixed-use community building at 1940 Gottingen Street (PID 00002063). The site is a corner lot, bounded by Gottingen Street and Rainnie Drive.

The site is 5277m<sup>2</sup> total. The building ranges from 2 Storeys on the lower end of Gottingen St. and 6 Storeys near the corner at Rainnie Drive.

The building navigates a substantial grade change wrapping around the entire site. Along Gottingen Street there is over a 9% slope in grade. Rainnie Drive has a 9% slope in grade.

The grade changes along the base of the building have required a high level of coordination and detailing to ensure that the transition from interior to exterior is integrated, seamless, and accessible. The building has 3 floor levels that meet grade. From lowest to highest grades, these points of entry include:

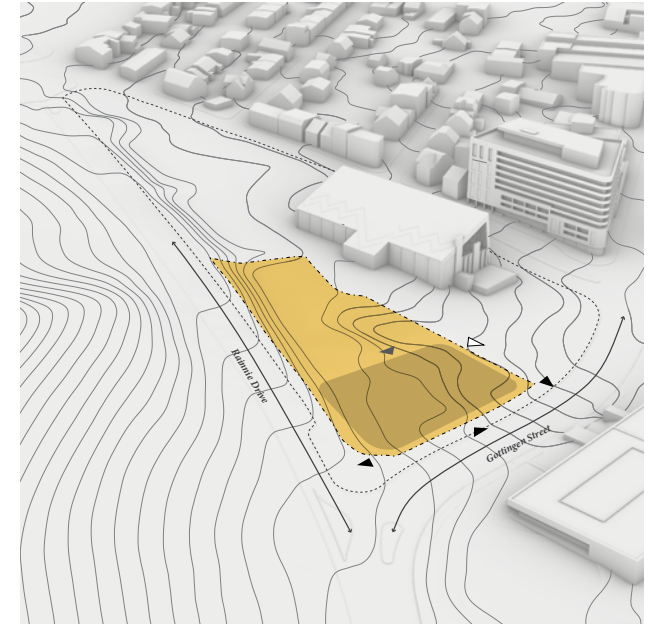
- L1- Gottingen St. retail entrance, parkade entrance and Mainline Needle Exchange Entrance
- L2- Entrance for main event spaces, cafe, and Every One Every Day, exterior event space
- L3- Primary building entrance for MNFC programming

## Future Considerations

The HRM Integrated Mobility Plan, HRM Centre Plan Package B, and numerous previous studies have identified Rainnie Drive as a future complete street. Our team has, in previous MNFC designs, shown the Rainnie Drive as a linear park with, planting, active transportation, and limited or no vehicle access. Fathom Studio's recent work with HRM to masterplan

the new HRM Gateway (the full set of properties connected to the MNFC site) further reinforces the opportunity for a landscaped parkway including an Active Transportation network connection along Rainnie Drive. Within our work Fathom reviewed the potential for regrading Rainnie Drive to accommodate connected park spaces, better accessibility, and greater viability for other future developments facing Rainnie Drive.

While this plan has been generally accepted by HRM the timeline and certainty of the work has meant that we are required to proceed with the current design and grade of Rainnie Drive. We have, however, designed the subgrade parking structure and landscape plan to accommodate regrading of Rainnie Drive should this project become approved and executed by HRM in the future.



PROJECT SITE

## 1.2 — Cultural Context

### Project Vision and History

The MNFC has served as a gathering place for Halifax's urban Indigenous community for 50 years, offering social based programming and space to celebrate Indigenous culture. Over the years, the MNFC has experienced tremendous growth with the total Indigenous population in Atlantic Canada doubling since 2006. The new building, on the corner of Gottingen and Rainnie Drive, will provide much needed space for additional programming and serve as place to showcase Indigenous history and cultures. The new MNFC will (from the new Wije'winen website):

- Honour the contribution of Indigenous peoples to the Region's heritage and culture.
- Develop the building/program in a financially sustainable manner through innovation, partnership and social enterprise.
- Provide an architectural legacy for Centre clients and the Halifax Region.
- Create a hub of activity for Indigenous communities and visitors.
- Provide Indigenous (and non-Indigenous) communities with a place to gather to learn and participate in cultural activities, the arts and events.
- Become the gateway for non-Indigenous peoples and tourists visiting Halifax and Indigenous communities and interpretation centres throughout Nova Scotia; and
- Become a center for cultural collaboration – promoting Indigenous communities, cultural events and the arts.

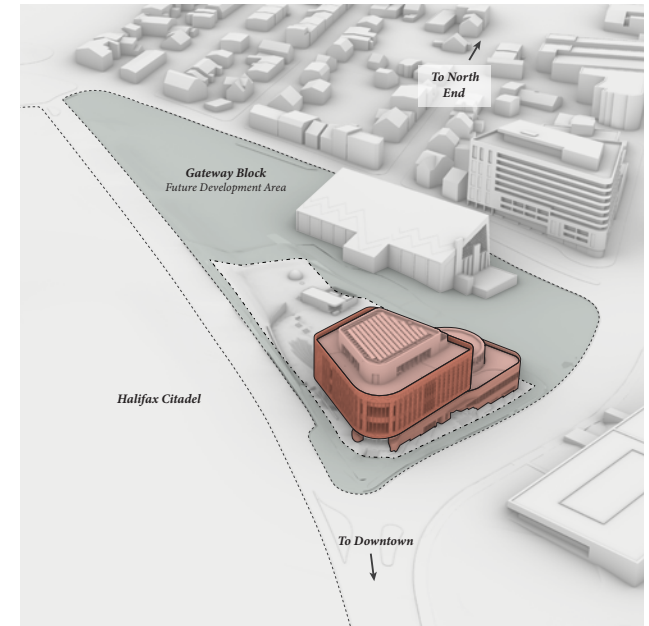
### Site Significance

The site selected by the MNFC team represents an ideal location for several reasons. The site is located only three blocks from its previous location on Gottingen Street, offering a sense of familiarity

and convenience to existing clients and community. The site is also connected to Downtown Halifax and will become a prominent physical representation of Indigeneity in our city. The site and future MNFC is across the street from one of the largest landmarks of colonialism in our city, Citadel Hill. The juxtaposition between a dark past and optimistic future presented by the MNFC site. The visibility offered by this site allows the new MNFC to illustrate a different approach to site and architecture within our city, representing the history and contribution of Indigenous peoples to Nova Scotia and educating visitors on Wabanaki and Indigenous culture. ***As part of the North End Gateway and Scotia Square Complex Precinct (2.3.4.7 MPS) this site is specifically indicated as needing Signature architecture.***

### Community Consultation

Fathom has been working with the MNFC team, and greater Mi'kmaq and urban Indigenous community since 2016. This project took shape through collaboration and consultation with the Friendship Centre leadership, staff, advisors, knowledge holders, elders and community members. We had the honour of being invited to the Membertou First Nations in Cape Breton to listen, conduct research, take part in a sweat lodge ceremony with Danny Paul, and engage in extensive listening and conversation. Two key themes have laid the groundwork for our conceptual design completed to date. In our conversations with elders, it was consistently shared that the Indigenous interconnected world view was represented in not only the design of the project but with the way our team viewed the project and its importance. Thinking in a holistic way that considers 7 generations into the past and into the future has become part of our design process.



**SIGNATURE ARCHITECTURE**



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# 2.0 LUB Summary and Design Rationale

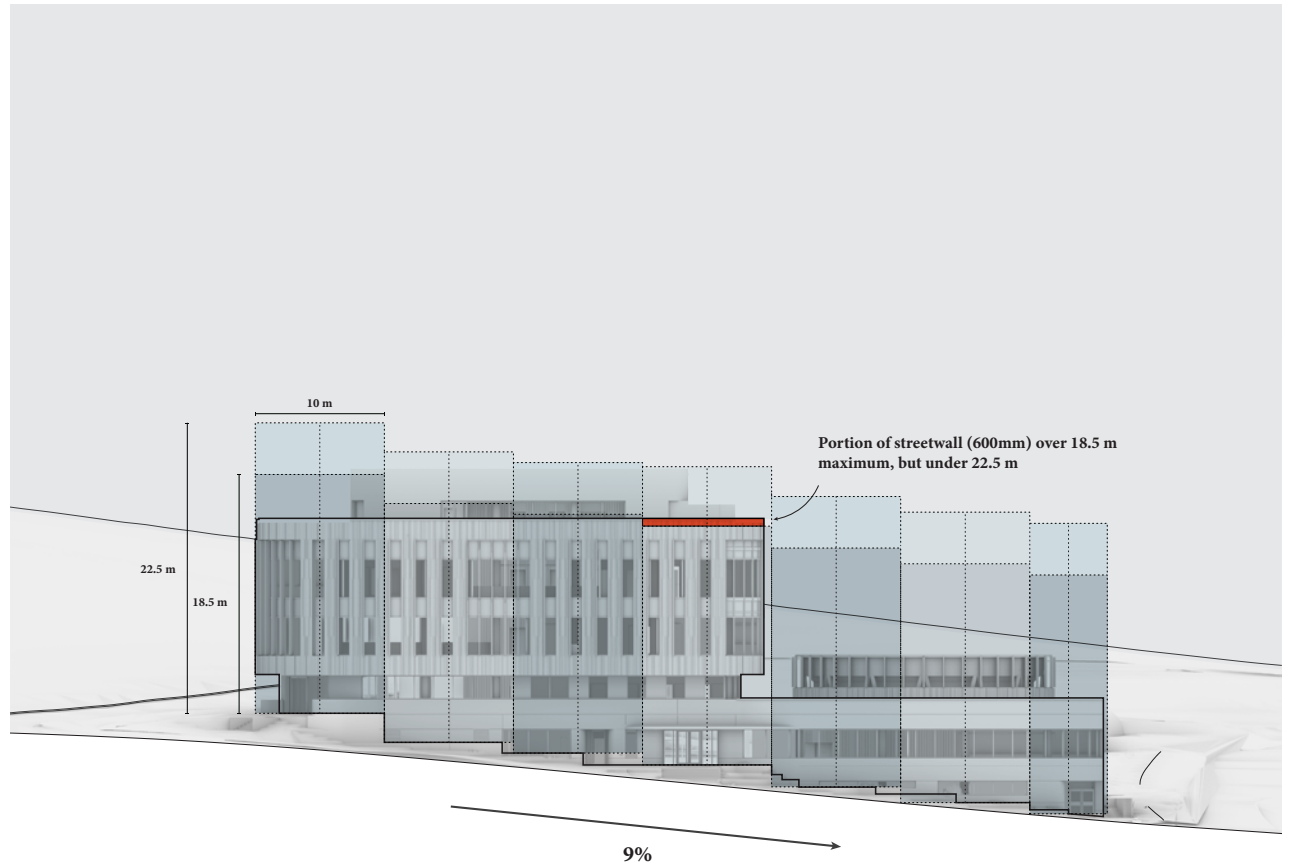
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# 2.1 — Regional Centre LUB Summary

## Part V Chapter 3: Built Form and Siting Requirements within the DH Zone

131 Maximum Building Height:	Compliant (less than 23m)
132 (2) Minimum Front or Flanking Setback:	Compliant (more than 0m)
134 (6) Maximum Front or Flanking Setback:	Compliant (less than or equal to 4m)
135 (1b) Minimum Side Setback:	Compliant (greater than 1.25m)
135 (4) Minimum Side Setback for portions of the building above streetwall but less than 33.5m:	Compliant (more than 4.5m)
136 (1) Minimum Rear Setback:	Compliant (more than 0m)
137 (1+2b) Maximum Streetwall Height:	<b>Compliant (site is sloping 9%, which increases the 18.5m maximum to 22.2m)</b>
138 (1bii) Minimum Streetwall Height:	Compliant (more than 8m)



**STREETWALL HEIGHT ON GOTTINGEN ST.**  
Elevation showing slope of Gottingen St at 9% and streetwall height.

**Part V Chapter 3: Built Form and Siting Requirements within the DH Zone**

131 Maximum Building Height: Compliant (less than 23m)

132 (2) Minimum Front or Flanking Setback: Compliant (more than 0m)

134 (6) Maximum Front or Flanking Setback: Compliant (less than or equal to 4m)

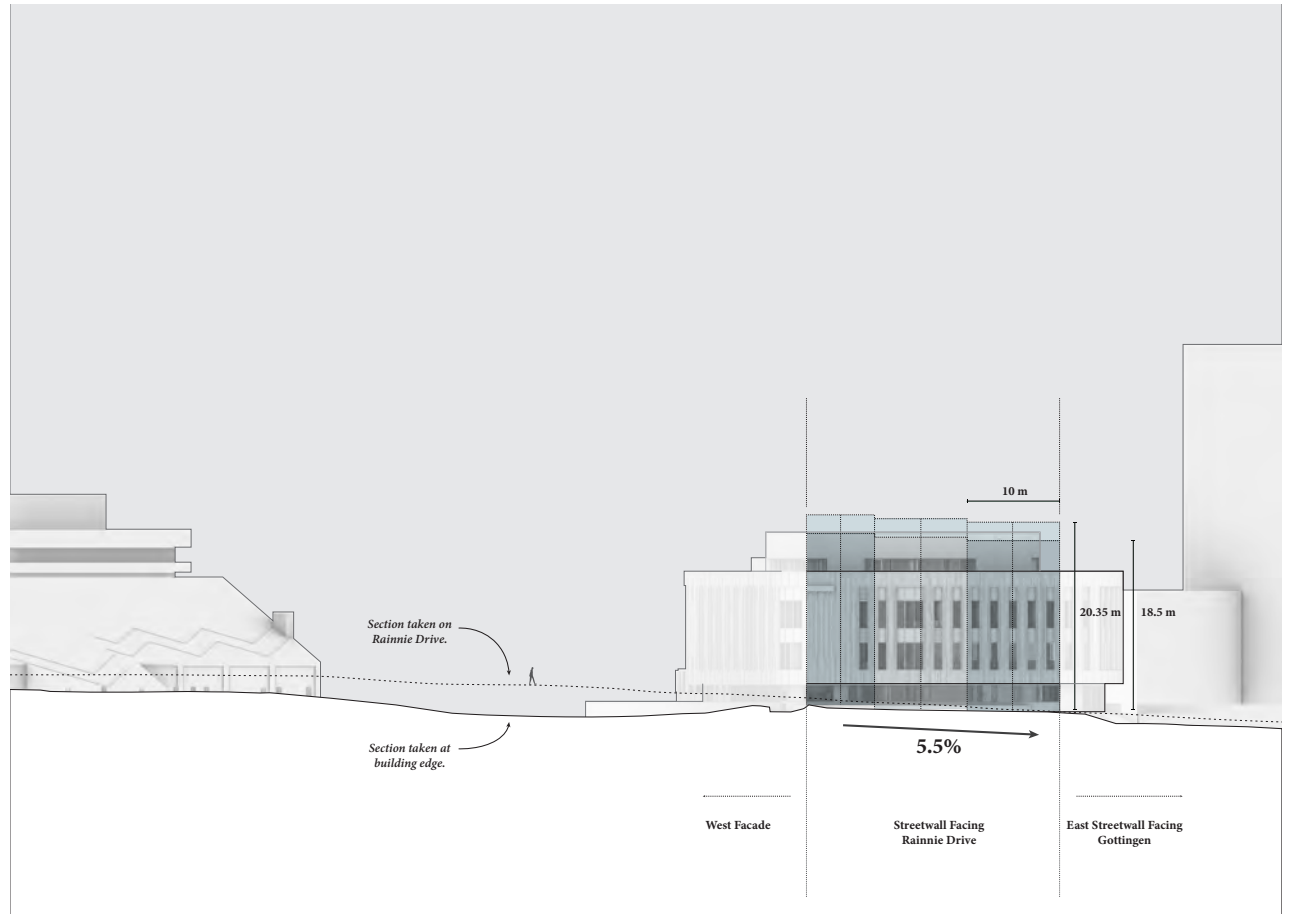
135 (1b) Minimum Side Setback: Compliant (greater than 1.25m)

135 (4) Minimum Side Setback for portions of the building above streetwall but less than 33.5m: Compliant (more than 4.5m)

136 (1) Minimum Rear Setback: Compliant (more than 0m)

137 (1+2b) Maximum Streetwall Height: **Compliant (site is sloping 5%, which increases the 18.5m maximum to 20.35m)**

138 (1bii) Minimum Streetwall Height: Compliant (more than 8m)



**STREETWALL HEIGHT ON RAINNIE DR.**

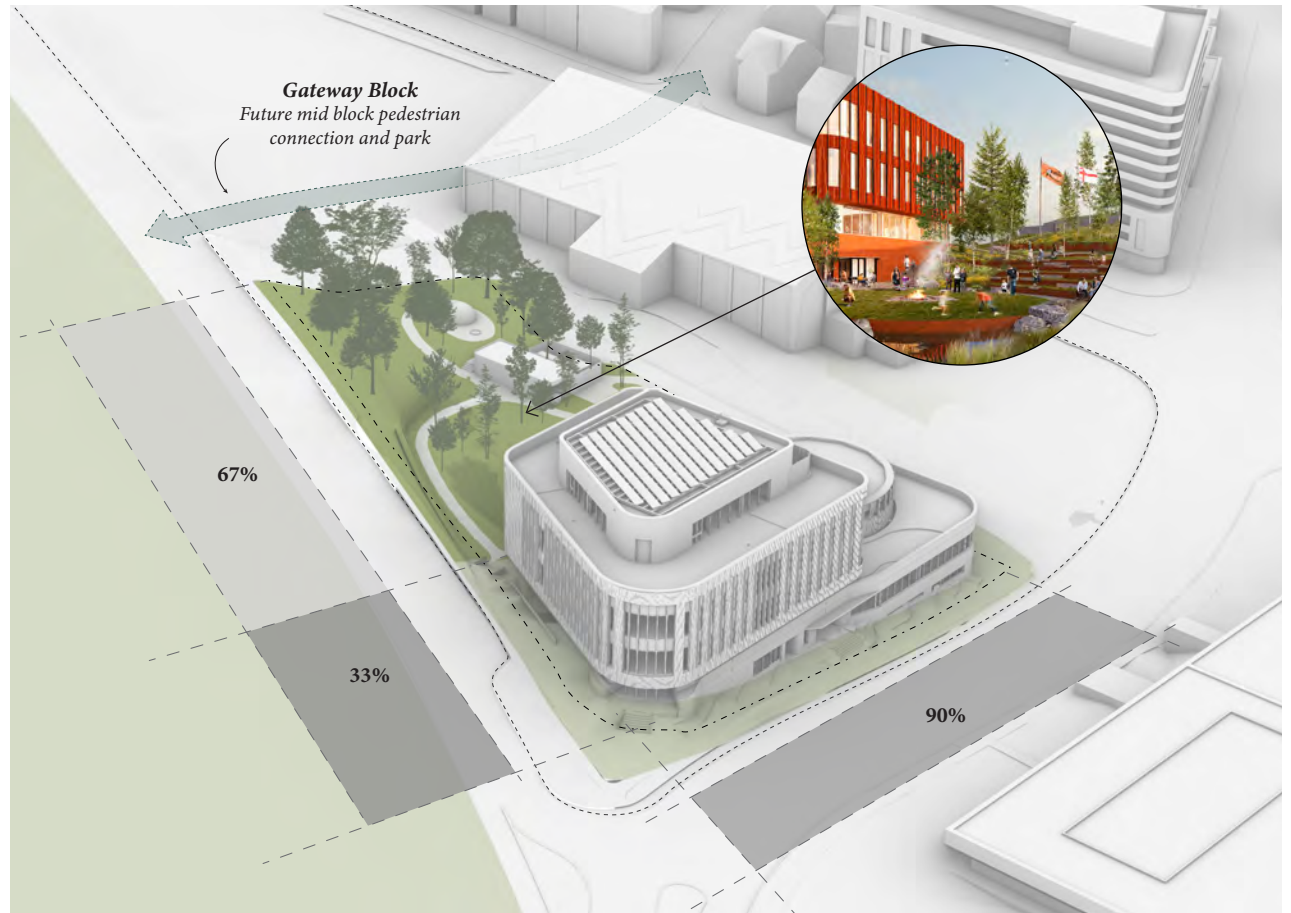
Elevation showing slope of Rainnie Drive at 5.5% and streetwall height.

**Part V Chapter 3: Built Form and Siting Requirements within the DH Zone**

139 (1a) Minimum Streetwall Stepback:	Compliant (more than 3m)
140 (1) Streetwall Width Within the DH Zone:	Compliant on Gottingen Street
140 (3b) Streetwall Width Within the DH Zone:	<b>33% Streetwall Width on Rainnie Drive with 67% of site being an at grade open space with future mid block connection opportunities</b>
143 (2) Ground Floor Requirements:	Compliant (corner lot and slope greater than 8%)

**Part V Chapter 19: Accessory Structures, Backyard Suite Uses, and Shipping Containers**

Compliant to all requirements laid out in Chapter 19. Refer to Drawings.



**STREETWALL WIDTH ON RAINNIE DRIVE**

Throughout its history, the MNFC has never had their own exterior space. The proposed public park/plaza will provide much needed space for the MNFC to expand the range and scale of their current programs to better serve their community. The visibility offered by this site allows the new MNFC to illustrate a different approach to site and architecture within our city, representing the history and contribution of Indigenous peoples to Nova Scotia and educating visitors on Wabanaki and Indigenous culture. As part of the North End Gateway and Scotia Square Complex Precinct (2.3.4.7 MPS) this site is specifically indicated as needing Signature architecture. The building in combination with the park space will create a gateway for Indigenous peoples, non-Indigenous peoples, and tourists to connect to the history and culture of Halifax and Nova Scotia in a new way.

## Part VII Chapter 3: Building Design Requirements

359 (3) Streetwalls or exterior walls that abut a front or flanking yard, and that have a width no greater than 64.0m, shall be divided into distinct sections between 0.3 metre and 10.0 metres in width, extending from the ground to the top of the streetwall.

359 (4) Each distinct section required under Subsection 359(3) shall be differentiated from abutting distinct sections by using a minimum of two of the following methods:

- (a) different colours;
- (b) different materials;
- (c) different textures;
- (d) living walls;
- (e) projections; or
- (f) recesses

**Compliant: Streetwalls are articulated at sections less than 10m in width. Articulation is achieved through horizontal architectural features rather than vertical. Sections are made distinct through the following methods:**

- A. Recessed pedestrian entrances
- B. Projected planters that are integrated into the building facade
- C. Change in materials as you move up the building (weathering steel, bronze steel, curtain wall, terracotta)
- D. Change in texture as you move around the building (rough weathering steel, smooth bronze steel, glossy curtain wall, textured terracotta)
- E. Large openings at building coners



TURTLE ISLAND



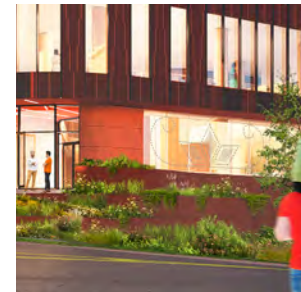
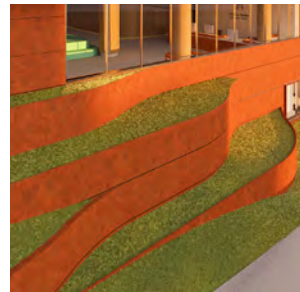
ASH PEELING



PEKWITAPA'QEK ROCK FORMATIONS



QUILL BASKET MAKING



### STREETWALL ARTICULATION

The building's streetwall is articulated through horizontal architectural gestures rather than vertical. This decision was made after in depth consultation with community and learning of the cultural symbolism that is represented by these forms.

As we create a building for the seven generations of the past and future it is imperative that it is for all of Mother Earth's creatures. Just as the muskrat placed the soil on the turtles back, densely planted garden terraces and roof plantings are placed on the building form, creating space for all relations. As you move up from the site seemingly breaking the connection to the Earth, the garden terraces follow you up pulling the outdoors in.

The building architecture at the base of the building uses horizontal banding to articulate the streetwall. Bands of corten cladding peel away from the facade to become terraced planting wrapping the entire building. These horizontal bands are inspired by the red sand rock formations at Pekwitapa'qek (the bay of fundy).

This peeling of the facade also symbolizes the peeling of ash. Each ribbon of the facade holding and connecting the building to nature.

The terracotta cladding on Levels 4 and 5 of the building mimic the natural orange tone of the corten, a symbolic gesture to the losses experienced by thousands of Indigenous children, families, and their communities. The baskets are comprised of vertical members that come together to create horizontal rings of quills. The vertical expression and textile quality of the terracotta references quill basket making while contrasting with the horizontal nature of the building.

### Part VII Chapter 3: Building Design Requirements

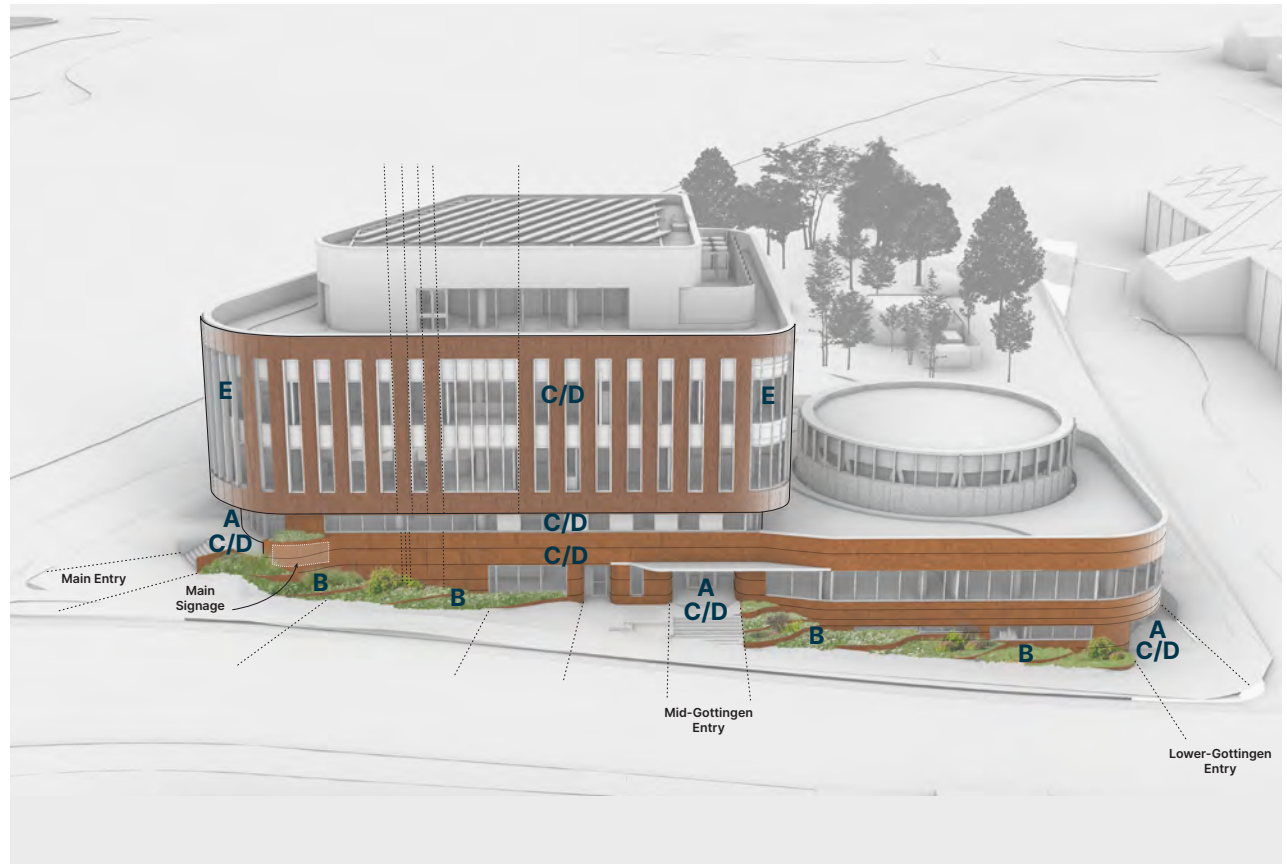
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359 (4) Each distinct section required under Subsection 359(3) shall be differentiated from abutting distinct sections by using a minimum of two of the following methods:

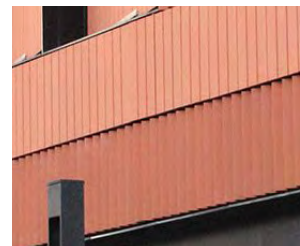
- (a) different colours;
- (b) different materials;
- (c) different textures;
- (d) living walls;
- (e) projections; or
- (f) recesses

**Compliant: Streetwalls are articulated at sections less than 10m in width. Articulation is achieved through horizontal architectural features and vertical. Sections are made distinct through the following methods:**

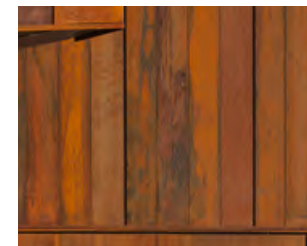
- A. Recessed pedestrian entrances
- B. Projected planters that are integrated into the building facade
- C. Change in materials as you move up the building (weathering steel, bronze steel canopy, curtain wall, terracotta)
- D. Change in texture as you move around the building (rough weathering steel, smooth bronze steel, glossy curtain wall, textured terracotta)
- E. Large openings at building corners



STREETWALL ARTICULATION



TERRACOTTA



WEATHERING STEEL



BRONZE STEEL

### Part VII Chapter 3: Building Design Requirements

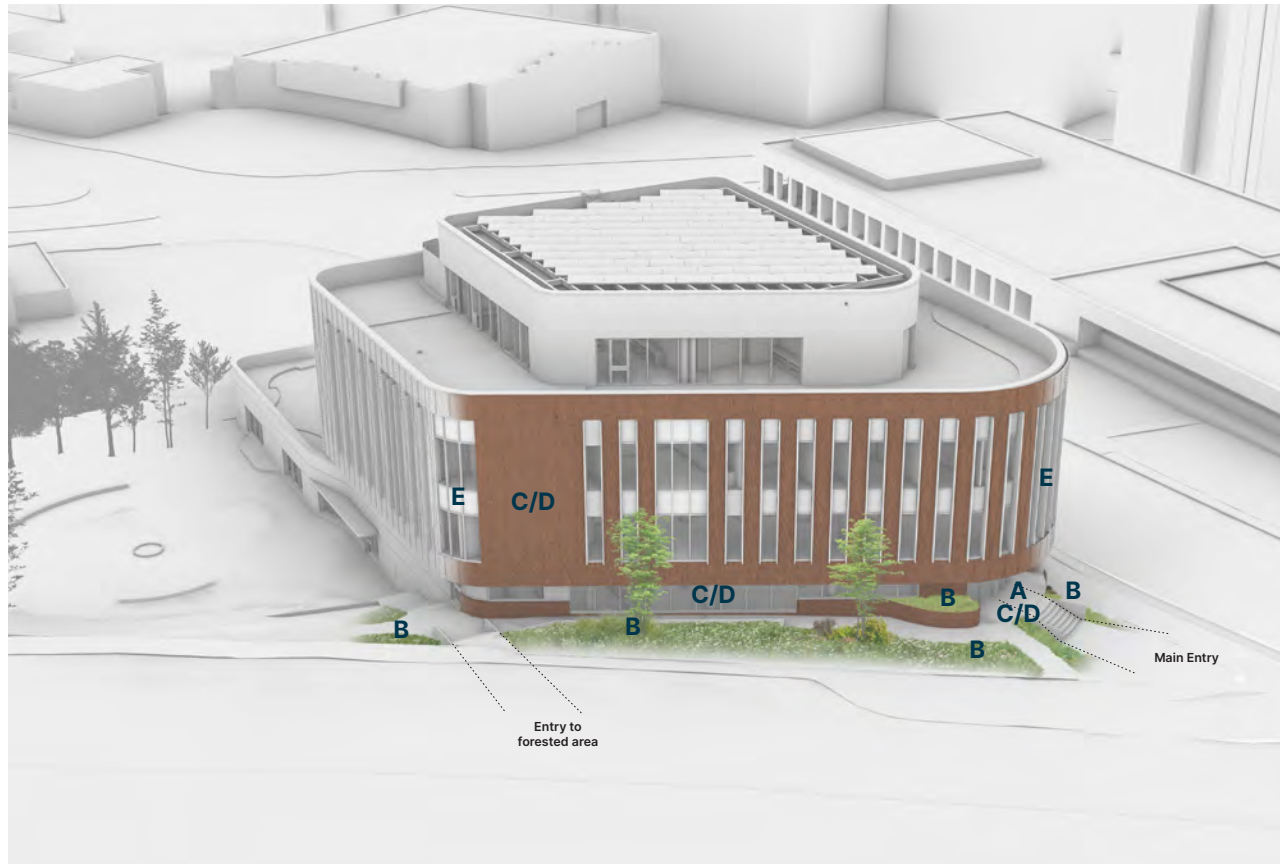
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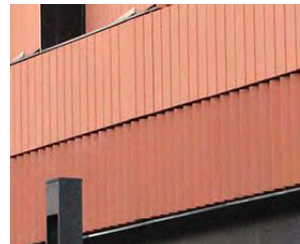
- (a) different colours;
- (b) different materials;
- (c) different textures;
- (d) living walls;
- (e) projections; or
- (f) recesses

**Compliant: Streetwalls are articulated at sections less than 10m in width. Articulation is achieved through horizontal architectural features and vertical. Sections are made distinct through the following methods:**

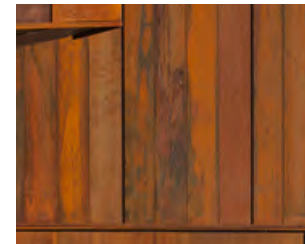
- A. Recessed pedestrian entrances
- B. Projected planters that are integrated into the building facade
- C. Change in materials as you move up the building (weathering steel, bronze steel canopy, curtain wall, terracotta)
- D. Change in texture as you move around the building (rough weathering steel, smooth bronze steel, glossy curtain wall, textured terracotta)
- E. Large openings at building corners



STREETWALL ARTICULATION



TERRACOTTA



WEATHERING STEEL



BRONZE STEEL



**STREETWALL ARTICULATION**

Connecting the cultural elements to the articulation methods



## Part VII Chapter 3: Building Design Requirements

361 Any main building at the corner of two streets shall be detailed in a manner that provides visual prominence to that corner of the building by:

(a) providing a consistent architectural treatment to both streetwalls; and  
 (b) using a minimum of two of the following methods:

- (i) a change in the building massing at the corner that has a dimension either vertically or horizontally of no less than 1.0m
- (ii) the use of a distinctive architectural treatment at the corner
- (iii) the provision of a corner pedestrian entrance
- (iv) public art
- (v) an eroded building corner
- (vi) a change in both material and colour

**Compliant: Streetwalls are articulated at sections less than 10m in width. Articulation is achieved through horizontal architectural features and vertical. Sections are made distinct through the following methods:**

- A. Distinctive architectural treatment at the corner (large curtain wall opening)**
- B. Corner pedestrian entrance**
- C. Public art**
- D. An eroded building corner**
- E. Change in material and texture**



CORNER TREATMENT



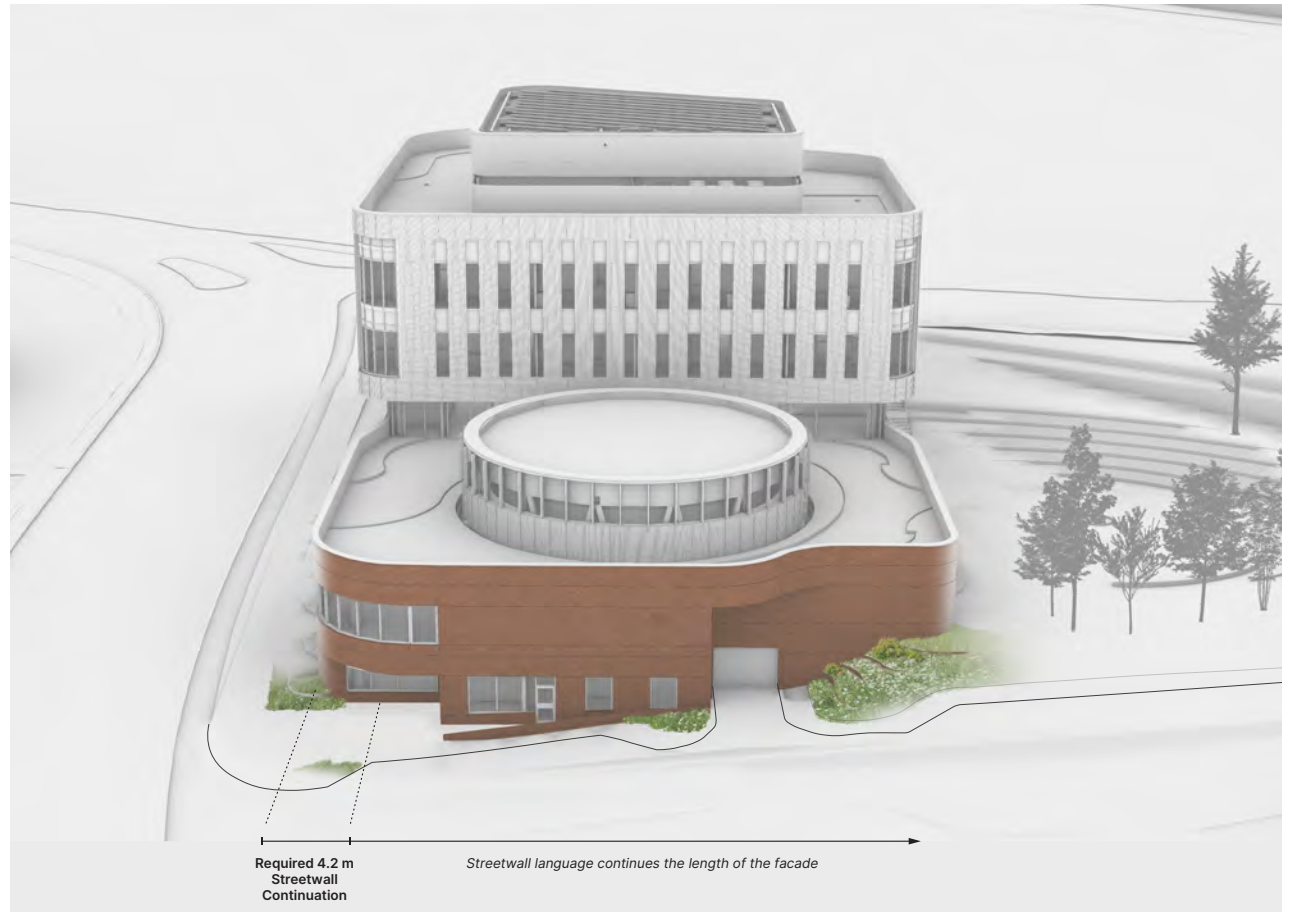
### Part VII Chapter 3: Building Design Requirements

362 (1) Where a main building has a side setback that is at least 2.0 metres, the wall facing the side lot line shall continue the streetwall articulation for a depth of no less than double the side setback distance

**Compliant: The streetwall articulation continues more than double the side setback (side setback= 2.1m)**

368 Exterior foundation walls protruding more than 0.6 metres above grade shall be required to be clad in the same material as those used on the wall that connects to the exterior foundation wall or underground parking structure.

Compliant



#### SIDE WALL ARTICULATION

### Part VII Chapter 3: Building Design Requirements

363 (1) Pedestrian entrances in the streetwall shall be distinguished from the streetwall by using a minimum of two of the following methods:

- (a) different colours;
- (b) different materials;
- (c) projections; or
- (d) recesses;
- (e) a change in height; or
- (f) a change in the roofline

**Compliant: Pedestrian entrances in the streetwall are distinguished from the streetwall through the following methods:**

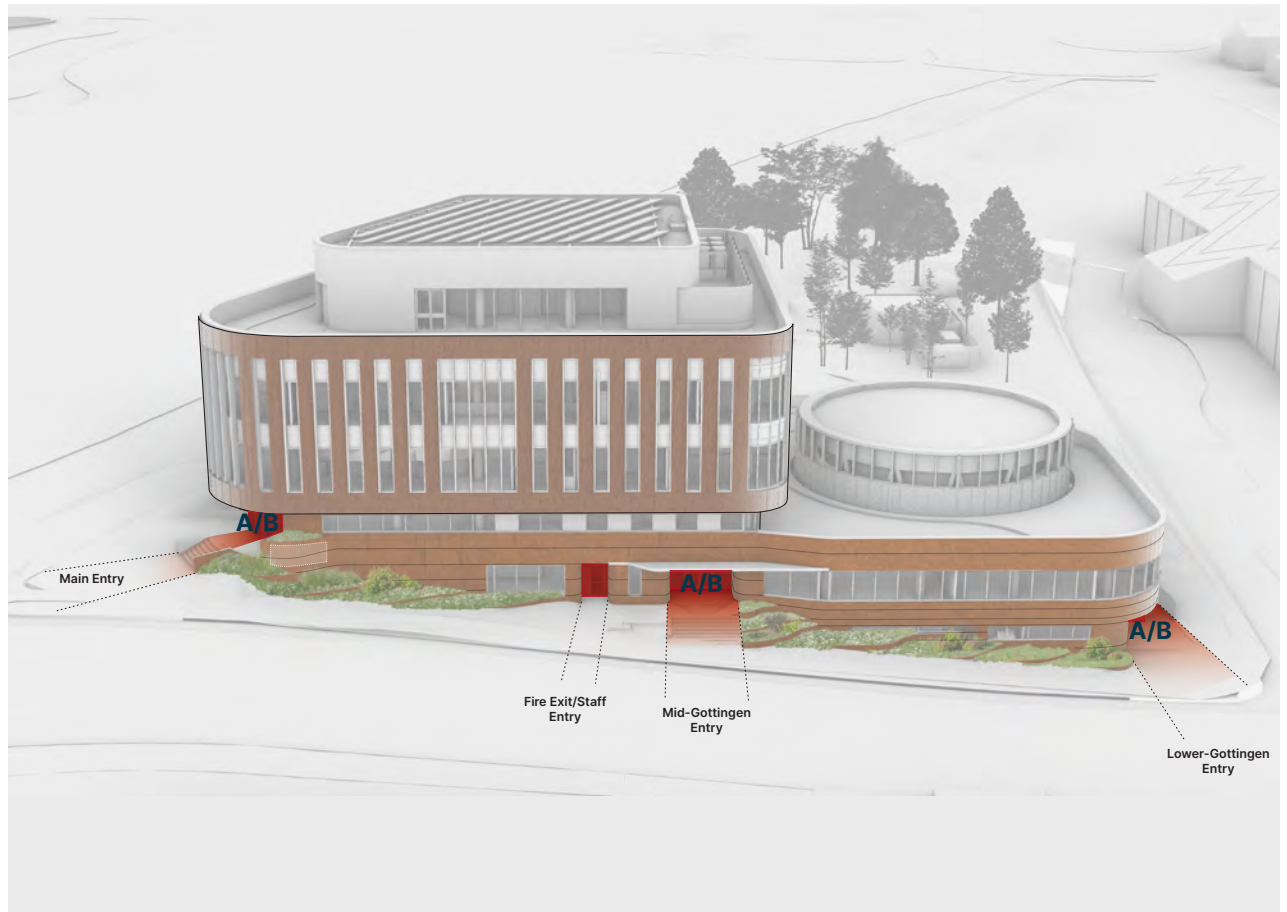
- A. Change in material (curtain wall vs. weathering steel on the vertical face, bronze steel canopy)**
- B. Recesses**

367 Weather protection for pedestrians shall be required above the entrances and shall consist of a minimum of one of the following methods:

- (a) canopies;
- (b) awnings;
- (c) recessed entrances; or
- (d) cantilevers.

**Compliant: Weather protection is provided through the following methods:**

- C. Canopies**
- D. Recessed entrances**



**PEDESTRIAN ENTRANCES ALONG STREETWALLS**

### Part VII Chapter 3: Building Design Requirements

364 In any DH zone, a minimum of one pedestrian entrance is required per grade-oriented premises within the streetwall

Compliant

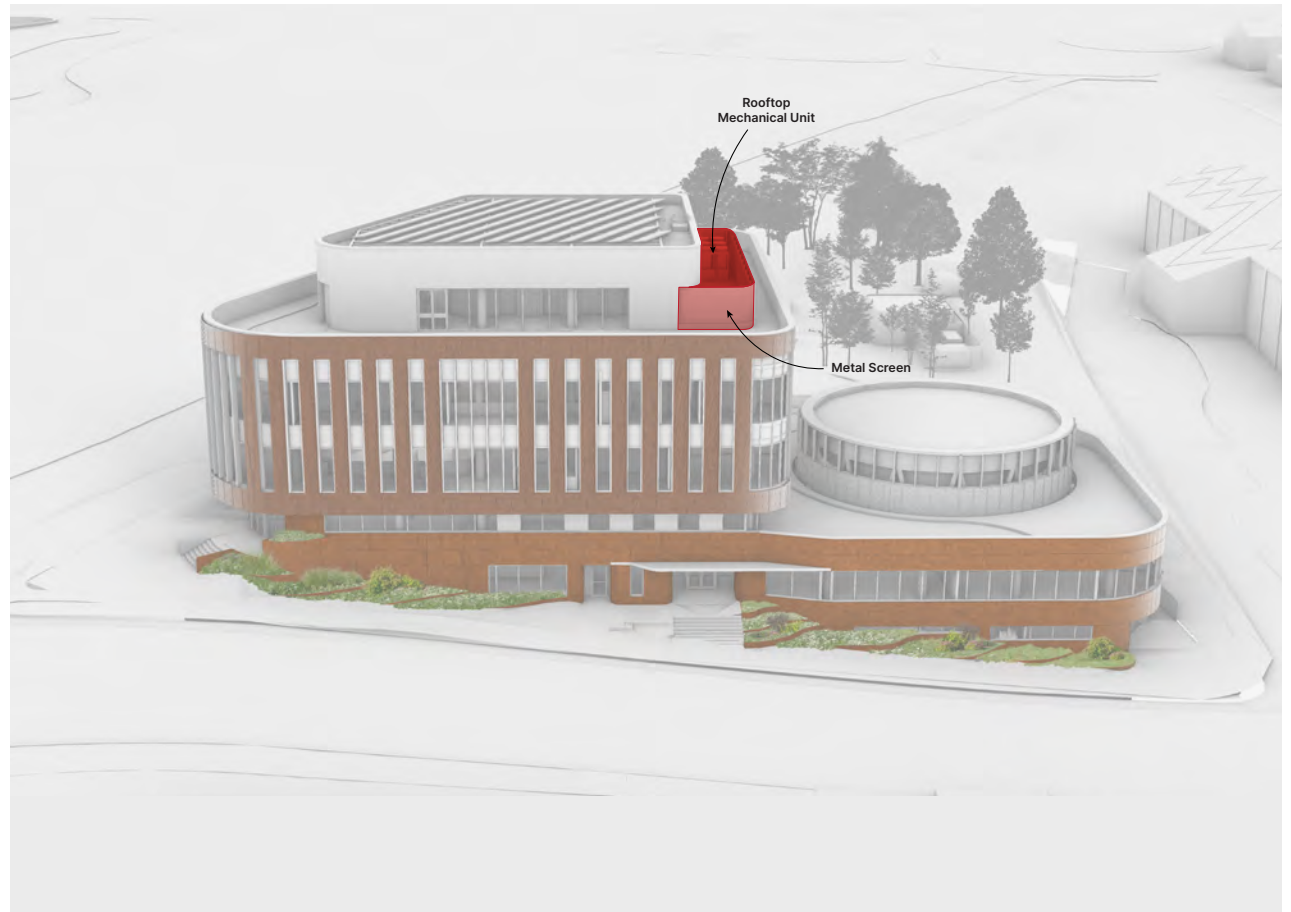
366 Within a streetwall, the building's ground floor facade shall consist of clear glass glazing as follows:

Compliant

(b,ii) for all other uses, a minimum requirement of 25%

369 Rooftop mechanical features shall be required to be visually integrated into the overall design of the building top and screened

**Compliant: Mechanical equipment on the Level 5 rooftop is concealed with perforated metal cladding that is integrated into the facade of the Level 6 structure.**



**ROOFTOP MECHANICAL INTEGRATED INTO THE LEVEL 6 MASSING**

### Part VII Chapter 3: Building Design Requirements

364 In any DH zone, a minimum of one pedestrian entrance is required per grade-oriented premises within the streetwall

Compliant

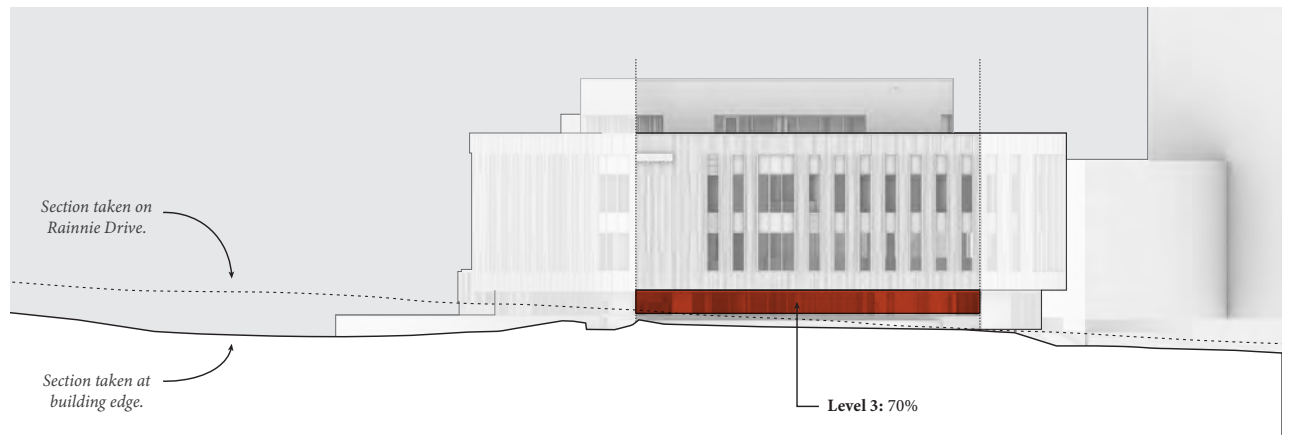
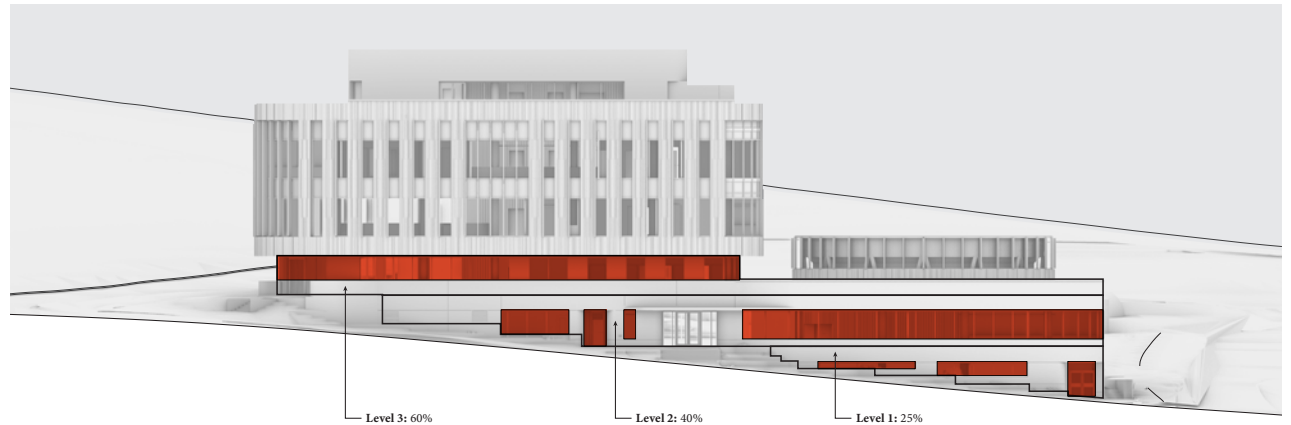
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Compliant

(b,ii) for all other uses, a minimum requirement of 25%

369 Rooftop mechanical features shall be required to be visually integrated into the overall design of the building top and screened

**Compliant: Mechanical equipment on the Level 5 rooftop is concealed with perforated metal cladding that is integrated into the facade of the Level 6 structure.**



**GROUND FLOOR GLAZING (366)**



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## 3.0 Site Design

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# 3.1 — Site Access

## Proposed Easement

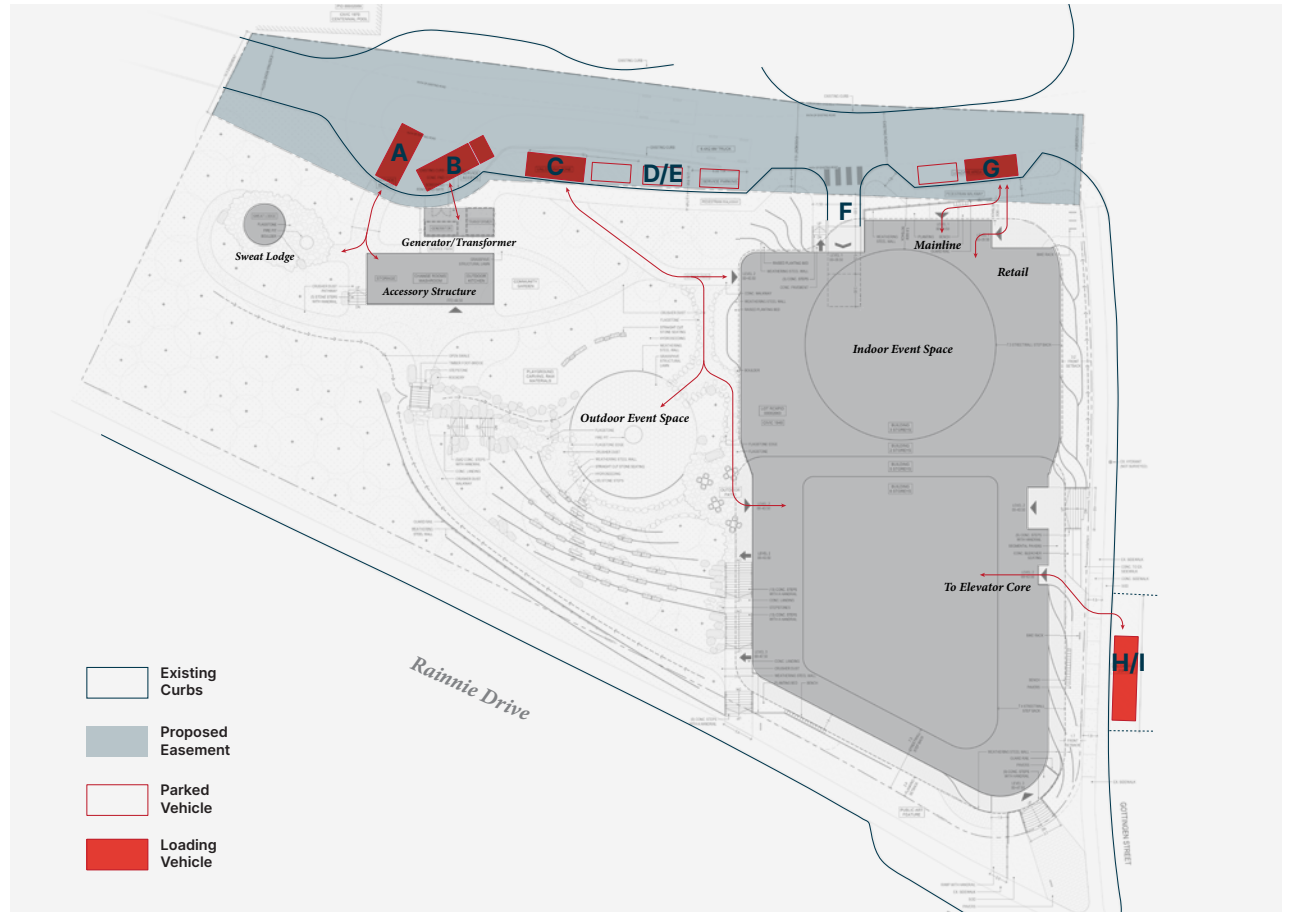
The proposed easement is required for vehicular and pedestrian access to the landscaped park and building. The easement maintains a depth of 10m from the MNFC property line, except for the area where the property line becomes irregular. 10m is the minimum width required for two way vehicular traffic. It also keeps within the boundaries of the existing curbs at Centennial Pool.

### Vehicular Access:

- A. Wood deliveries to sweat lodge
- B. Boom truck servicing for transformer
- C. Cube van deliveries for interior and exterior events
- D. Parking for MNFC owned sprinter vans (can only be achieved by encroaching on easement due to slope of site)
- E. Lay-by for garbage truck
- F. Underground parkade entrance
- G. Loading area for Mainline Needle Exchange and Retail services
- H. Loading area for larger deliveries to main event space, catering/kitchen, Mainline Needle Exchange
- I. Lay-by for tour busses

### Accessibility:

The North West edge of the site is the only area where the landscape is at grade with the road (easement). Access to this end of the site is the only way to enter the landscape without a ramp or stairs. This also increases future public access and site safety by maintaining the continuity of the pedestrian sidewalk through the back of the site.



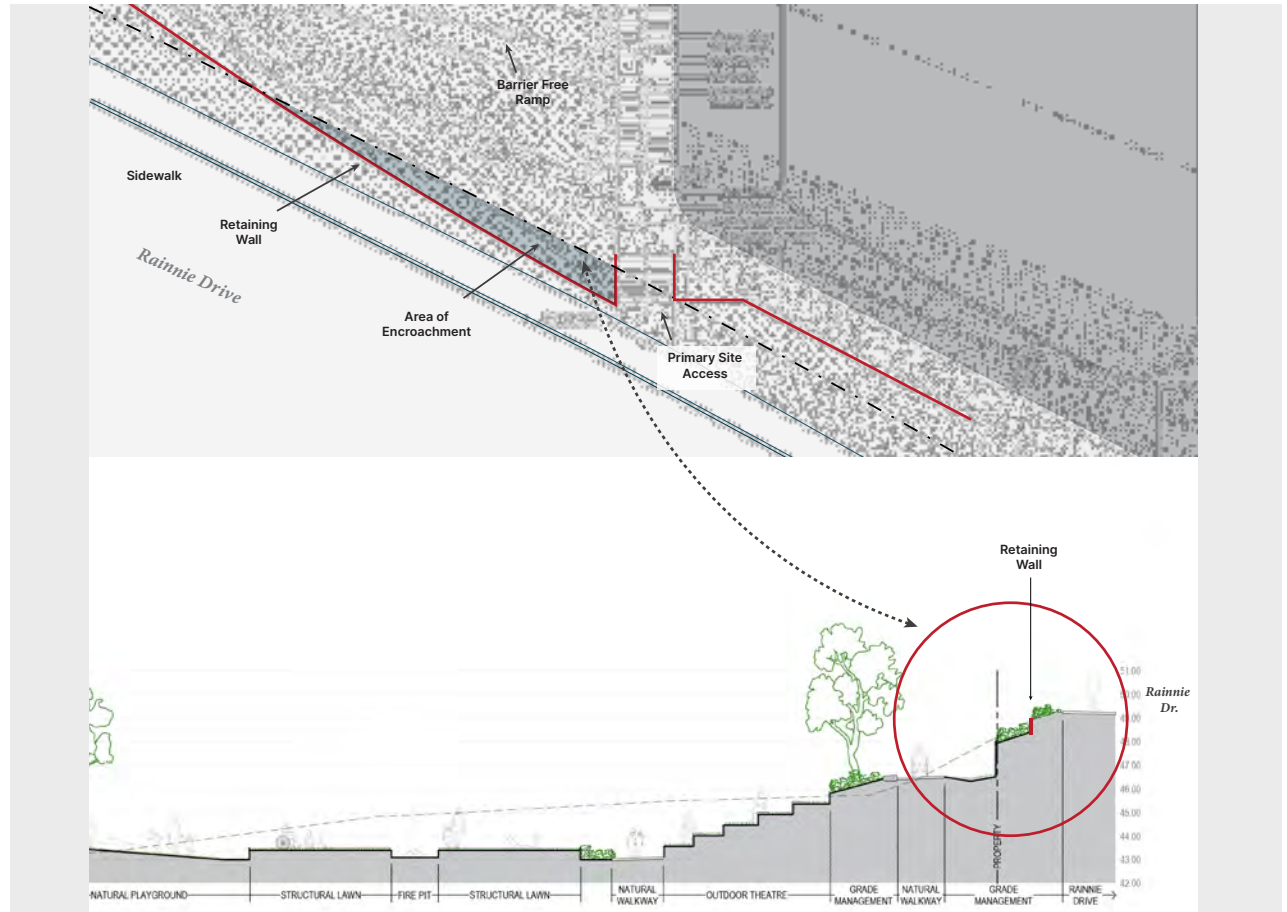
**SITE/BUILDING ACCESS**

# 3.2 — Grade Retention

## Retaining on Rainnie Drive

Our design is showing a small amount of grade retention along with stairs encroaching into HRM property on Rainnie Drive.

The steep slope of the site makes it difficult to provide an accessible entrance to the exterior landscape. Our strategy to overcome these challenges is to build retaining walls and stairs at the primary site access point on Rainnie drive to the West of the building.



LANDSCAPE ACCESS



4.0 **Project Renderings**











# Wela'liq

