



DOWNTOWN HALIFAX **HERITAGE** CONSERVATION DISTRICT PLAN



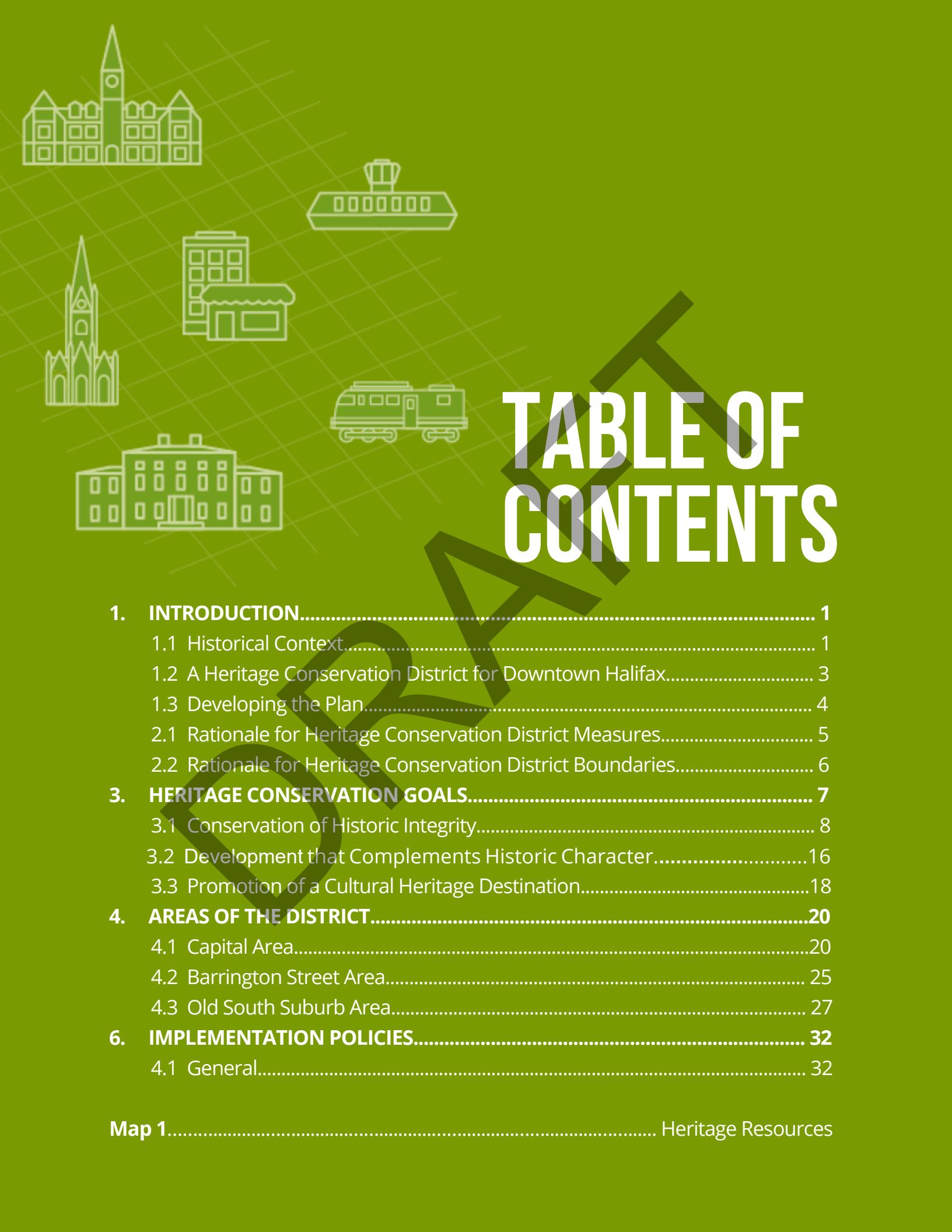


TABLE OF CONTENTS

1. INTRODUCTION.....	1
1.1 Historical Context.....	1
1.2 A Heritage Conservation District for Downtown Halifax.....	3
1.3 Developing the Plan.....	4
2.1 Rationale for Heritage Conservation District Measures.....	5
2.2 Rationale for Heritage Conservation District Boundaries.....	6
3. HERITAGE CONSERVATION GOALS.....	7
3.1 Conservation of Historic Integrity.....	8
3.2 Development that Complements Historic Character.....	16
3.3 Promotion of a Cultural Heritage Destination.....	18
4. AREAS OF THE DISTRICT.....	20
4.1 Capital Area.....	20
4.2 Barrington Street Area.....	25
4.3 Old South Suburb Area.....	27
6. IMPLEMENTATION POLICIES.....	32
4.1 General.....	32

1. INTRODUCTION

1.1 Historical Context



Downtown Halifax

The Halifax Regional Municipality (Municipality) is located in the Sipekni'katik and Eskikewa'kik districts of Mi'kmak'i, the traditional and ancestral lands of the Mi'kmaq First Nations. Halifax, including the Regional Centre, in general is commonly known to the Mi'kmaq as K'ipuktuk, meaning Great Harbour. The original fortified town of Halifax was settled by the British in the middle of the 18th century due to concerns in Massachusetts about the possibility of a French invasion of Acadia. Surveyor General, Charles Morris, laid out a plan for the town, confined within a palisade fence, between Citadel Hill and the harbour. Morris also surveyed the lands that were to become the town's north and south suburbs.



The Capital Area

Established in 1749, the original town of Halifax played a significant role in the economic, social, and political development of the city, province, and country. The town became the seat of both provincial and municipal governments. Today, this Capital area of Downtown Halifax contains the earliest and most celebrated versions of buildings typically found in a traditional downtown, such as government buildings, commercial shops, industrial warehouses, and banks. The wooden waterfront buildings, at the foot of Duke Street, are warehouses associated with the early industrial waterfront and seafaring economy of the port city. This area has a long-standing history as an important financial centre, where three of the five largest banks in Canada emerged. The heritage conservation movement in Nova Scotia also emerged in this area during the 1960s and '70s which saved much of the built heritage in the area and assisted with downtown revitalization.



The Barrington Street Area

Barrington Street was laid out as the original town's principal north-south street and developed first as a residential street. The Barrington Street area, between Grand Parade and the Old Burying Ground, became the principal ceremonial street in the original town of Halifax. From the 1890s to the mid 20th century, this area served as the principal downtown commercial street. The buildings, which occupy the four commercial blocks, reflect the evolution of Barrington Street from its early 19th century beginnings, to its blossoming as the centre of ceremony and commercial retail in the late 19th and early-mid 20th century, its decline in the late 20th century and, now, its revitalization as the commercial core of the downtown.

The Old South Suburb Area

The first suburb of Halifax, established to the south of the original town, is an area of traditional residential Georgian-style architecture. The Old South Suburb was developed between Pleasant Street (now part of Barrington Street south of Spring Garden Road) and Halifax Harbour, outside of the fortified palisade fences of the original town, where a cemetery and other religious and government institutions were established. Much of the historic suburb, and part of the original town, were known locally as Irishtown, especially between the mid-19th century to the early 20th century, due to the presence of many Irish people and immigrants in the area during that time. In 1930, the Canadian National Railways constructed the CN Railway (Via Rail) Station, Hotel Nova Scotian (Westin Hotel), and a park. Now known as Peace and Friendship Park, this park was designed in the railway garden tradition to provide an engaging civic space for railway passengers arriving at key destinations.



1.2. A Heritage Conservation District for Downtown Halifax

A Heritage Conservation District (HCD) is a defined area of historic or architectural value. It is protected by land use, built form, and other regulations governing such things as demolition, exterior alteration, and new development. Incentives, such as grants, may apply to encourage private architectural conservation and programs that enhance the built form and public amenities. An HCD plan and by-law may be adopted alongside other development control mechanisms, such as amendments to a Secondary Municipal Planning Strategy and Land Use By-law.

The Downtown Halifax HCD (Map 1) includes significant heritage values associated with the early settlement, economic life, and traditional architectural character of the city. The area within the Downtown Halifax HCD boundaries continues to experience pressures for new development, and the application of heritage conservation measures are justified to preserve the heritage values and character of the district. There is currently a high concentration of registered municipal heritage properties that are protected from demolition or inappropriate exterior alteration within the Downtown Halifax HCD. However, there is also a high concentration of historic structures that contribute to the character of the area that are not registered. This HCD Plan extends conservation measures to all contributing heritage resources in the District.



POLICY 1

Establishment of District by Adoption of Plan & By-law
The Halifax Regional Municipality (the “Municipality”)
hereby establishes the Downtown Halifax Heritage Conservation District (the “District”)
by concurrently adopting this Heritage Conservation District Plan and the accompanying Heritage Conservation District By-law, By-law H-900.

The Downtown Halifax HCD Plan will protect and conserve the traditional character of the area while allowing for new development. It establishes the District as an historic destination by supporting the traditional setting through a built form framework that requires new construction to be visually consistent or compatible with the traditional architecture. The Plan capitalizes on this unique community identity through investments in public amenities that promote the District as a cultural heritage destination for both residents and visitors.

The Downtown Halifax HCD boundaries include three areas: the Capital; Barrington Street; and Old South Suburb (see Map 1). The Barrington Street and Old South Suburb areas were part of two previous heritage conservation districts. The Barrington Street HCD Plan and By-law (H-500) were established on October 6th, 2009, and the Old South Suburb HCD Plan and By-law (H-800) were established on July 21st, 2020. The Downtown Halifax HCD Plan and By-law (H-900) were established on [date of Minister approval]. The boundaries of the Downtown Halifax HCD Plan were consolidated with the boundaries of these two other HCDs and extended to include a new area to the north, called the Capital. The two previous HCD plans and bylaws were repealed on [date of Minister repeal].

The Downtown Halifax HCD Plan and By-law establishes consistency in the administration of heritage policies and programs that affect Downtown Halifax and continues to support the unique character and setting of the Capital, Barrington Street, and Old South Suburb areas through area-specific provisions.

1.3 Developing the Plan

In accordance with the provisions of the Heritage Property Act and Heritage Conservation Districts Regulations, the Plan was developed by the Municipality in three phases: 1) project initiation; 2) community engagement; and 3) adoption. In the first phase, the Municipality prepared a background study to support the Plan. This study was reviewed by the Heritage Advisory Committee, approved by Regional Council, and the Minister, responsible for the Heritage Property Act, advised that no further studies were required.

Throughout the second phase, the Municipality held a series of meetings with the stakeholder groups to review the issues and goals addressed in the background study and policy directions of the Plan. The community engagement process included two public meetings and several community workshops. In the third phase, the Plan and By-law were reviewed by the Heritage Advisory Committee and other committees of council, adopted by Regional Council, and approved by the Minister responsible for the Heritage Property Act.

2. RATIONALE FOR HERITAGE CONSERVATION MEASURES & FOR DISTRICT BOUNDARIES

2.1 Rationale for Heritage Conservation District Measures

Heritage Values

Heritage value is defined in the Heritage Property Act as the aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of Downtown Halifax as a Heritage Conservation District lies in its significant role in the economic, social, and political evolution of the city, province, and country which continues to the present. The heritage value of Downtown Halifax is embodied in the historic architecture and settings of three neighbourhoods: The Capital Area; the Barrington Street Area; and the Old South Suburb Area.

Refer to Section 4.1 for a statement of heritage value for the Capital area, Section 4.2 for the Barrington Street area, and Section 4.3 for the Old South Suburb area.



Development Pressures

The Downtown Halifax HCD contains some of the most valuable real estate in Halifax. Therefore, there is a great deal of pressure for development in the area. The Cogswell redevelopment project, north of the proposed Downtown Halifax HCD, may spur even more development interest throughout Downtown Halifax, including within the areas subject to this study. There is currently a high concentration of registered municipal heritage properties that are protected from demolition or exterior alteration within Downtown Halifax. This Plan ensures that all contributing heritage resources, registered or unregistered, are afforded measures for protection and that new development complements the historic setting of the District.



Consolidation of Plans and Consistency of Policies

The HCD Plan establishes consistency in the administration of the heritage policies and programs in three areas: Capital Area, Barrington Street Area; and Old South Suburb Area. Conservation measures will provide many cultural and social benefits while boosting both community interest and cultural heritage tourism activity in the area.

2.2 Rationale for Heritage Conservation District Boundaries

POLICY 2

Establishment of District Boundaries and Contributing Heritage Resources

It is the intent of the Municipality to establish the boundary of the District and to identify its contributing heritage resources, as shown on Map 1, which include registered provincial heritage properties and registered municipal heritage properties. The Heritage Conservation District Plan and By-law shall apply to all properties within the District and include heritage conservation measures to protect and conserve those properties identified as contributing heritage resources.

POLICY 3

Conservation of Character-Defining Elements

It is the intent of the Municipality that the character-defining elements of the Downtown Halifax Heritage Conservation District, as identified in this Plan, are conserved or enhanced in the application of the By-law and the Standards and Guidelines for the Conservation of Historic Places in Canada, 2nd Edition ("HRM Conservation Standards"). Contributing heritage resources generally complement the character-defining elements of the District. If a contributing heritage resource has a specific character-defining element that does not complement the District, this element should be conserved regardless of the District's character-defining elements.

Character-Defining Elements

The boundary will encompass the character-defining elements of the District defined as the materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to heritage value and that must be sustained to preserve the heritage value of the District. Refer to Section 4.1 for a list of character-defining elements in the Capital area, Section 4.2 for the Barrington Street area and Section 4.3 for the Old South Suburb area.

POLICY 4

Establishment of Heritage Conservation Measures

It is the intent of the Municipality to establish heritage conservation measures within the boundaries of the Heritage Conservation District and to support interrelated provisions in the applicable secondary municipal planning strategy and land use bylaw to further support these measures.

3. HERITAGE CONSERVATION GOALS



This Plan includes three goals in the administration of the Downtown Halifax Heritage Conservation District. The three goals of the Downtown Halifax HCD Plan:

1. To conserve the historic integrity of Downtown Halifax within a sustainable urban environment.

There are many registered heritage properties in this area, as well as many unregistered historic buildings, modern buildings, and open spaces. The HCD Plan strengthens policies concerning demolition and substantial alteration for all buildings and structures. The Plan defines parameters for appropriately integrated development and encourages it with financial and land use incentives. Review subsection 3.1, below, for policy objectives of this goal.

2. To accommodate residents and visitor by revitalizing aging buildings and by encouraging new development that complements the scale and character of the different areas of Downtown Halifax.

The HCD Plan encourages building revitalization and new development that complements the scale and character within the Capital, Barrington Street, and Old South Suburb areas of Downtown Halifax to accommodate residents and visitors. Streetwall heights, stepbacks, and setbacks are defined in the municipal Land Use Bylaw along with other parameters. Review subsection 3.2, below, for policy objectives of this goal.

3. To promote the Downtown Halifax HCD as a cultural heritage destination.

The HCD Plan improves the historic setting by retaining existing elements in the public realm and by investing in additional street elements that promote the Capital, Barrington Street, and Old South Suburb areas as distinct cultural heritage destinations. The Plan includes a strategy to incorporate significant elements of the public realm into a streetscape plan along with additional elements that promote the significance of these three areas of Downtown Halifax. Review subsection 3.3, below, for policy objectives of this goal.



3.1 Conservation of Historic Integrity

Between 2009 and 2021, over fifty unregistered 19th century buildings, within the Downtown Halifax plan area, have been demolished. Protecting and conserving the historic integrity and traditional character of Downtown Halifax is the essential goal of this Plan. Historic buildings form the unique identity of the District and will continue to influence the character of the built environment while connecting us to the values of our past. This Plan encourages the preservation, rehabilitation, and restoration of historic buildings, streetscapes, and public spaces.

Process to Protect Historic Buildings

The dense concentrations of historic architecture define the character of the three areas of the District. In establishing a Heritage Conservation District, the Municipality seeks to strengthen the protection of registered municipal heritage properties and to extend protection from demolition and inappropriate exterior alteration to all properties in the district that contribute to its heritage value and character.

Prior to the establishment of the Old South Suburb Heritage Conservation District, the registered municipal heritage properties in the District were protected from demolition and inappropriate alteration for three years, through the provisions of Section 18 of the Heritage Property Act.

In establishing the District, it is the intention of the Municipality to strengthen the protection of registered municipal heritage properties and to extend protection from demolition to all other properties that contribute to the heritage value and character of the District. These policies seek to ensure that significant changes to the character of the District cannot occur without consideration of their impact on the heritage value and character of the District.



It shall be the intent of the Municipality to require a Certificate of Appropriateness for the following types of development within the District:

- a)** Exterior alteration of buildings and structures, including additions, façades, roofs, windows, doors, storefronts, signs, awnings, exterior materials, exterior steps and stairs;
- b)** Demolition or removal of buildings and structures;
- c)** Construction of new buildings;
- d)** Awnings and canopies;
- e)** Fences in front yards;
- f)** Utility structures including fuel tanks, mechanical or electrical equipment, satellite dishes;
- g)** Improvements to the public right of way and parks; and
- h)** Alteration, removal or displacement of assets identified in Policy xx.

POLICY 6

Conditions on Certificate of Appropriateness

In addition to the conditions set out in Section 14 of the Heritage Conservation Districts Regulations, a Certificate of Appropriateness may include conditions respecting:

- a)** a requirement to install heritage interpretive signage on the property near the front property line at the expense of the applicant with content, design, and placement approved by the Heritage Officer;
- b)** a requirement for a Heritage Impact Statement, prepared by a qualified heritage professional, at the expense of the applicant;
- c)** the photographic or other documentation of the building prior to its demolition, removal, or substantial alteration at the expense of the applicant;
- d)** a time limit on an approval under which a demolition, removal or alteration can be carried out; and
- e)** suitable restoration of the site following demolition or removal of a building.

POLICY 7

Preference for Retention of Heritage Resources

It shall be the intent of the Municipality to make every effort to seek the retention, preservation, rehabilitation, and restoration of buildings, streetscapes, structures, features, spaces and areas with heritage value within the District in accordance with the Municipality's general policy on the protection of heritage resources in the Regional Municipal Planning Strategy, Section 7.3.

POLICY 8

Demolition Rationale

Every application for a Certificate of Appropriateness for demolition or removal of a building or structure shall include a rationale for the reasons why the proposed demolition or removal is necessary and cannot be avoided, and the alternatives to demolition or removal that may be available.

POLICY 9

Demolition, Removal or Substantial Alteration of Registered Municipal Heritage Properties

An application for the demolition, removal or substantial alteration of a registered municipal heritage property shall proceed in accordance with the Heritage Property Act in tandem with an application for a Certificate of Appropriateness for the demolition, removal or substantial alteration of a contributing heritage resource. Where Council denies an application for demolition, removal or substantial alteration of a registered municipal heritage property, the Heritage Officer shall refuse a Certificate of Appropriateness in accordance with the decision of Council. In accordance with the Heritage Property Act, the property owner may not carry out the application for demolition or substantial alteration to the registered heritage building at any time in the future without the approval of Council.



POLICY 10

Public Hearing Required for Demolition

Where an application is made for demolition of a contributing heritage resource, as identified in Map 1, or any building in the District, the application shall be considered at a public hearing to ensure that significant changes to the character of the District do not occur without consideration of its impact on the heritage value and character of the District. In determining whether to grant or refuse permission, Council shall consider:

- a)** the heritage value of the building or structure;
- b)** the significance of the building or structure to the heritage value and character-defining elements of the District;
- c)** the structural condition of the building or structure if the application proposes to remove a building or a portion of a building;
- d)** the potential for repair and continued use of the building or structure;
- e)** the contents of a Heritage Impact Statement, if available;
- f)** the environmental implications of the demolition project;
- g)** the compliance or lack of compliance of the proposed development with the HRM Conservation Standards and Heritage Design Guidelines; and
- h)** the written advice of Heritage Staff and the Heritage Advisory Committee.

POLICY 11

Demolition of a Contributing Heritage Resource

The Municipality shall hold a public hearing before considering a Certificate of Appropriateness for the demolition of a contributing heritage resource that is identified on Map 1. After the public hearing, the Heritage Officer shall:

(a)

(i) If Council approves an application for a Certificate of Appropriateness for demolition of a contributing heritage resource, grant a Certificate of Appropriateness in accordance with the decision of Council; or

(ii) If Council denies an application for a Certificate of Appropriateness for demolition of a contributing heritage resource, refuse a Certificate of Appropriateness in accordance with the decision of Council; and

(b) In accordance with the Heritage Property Act, no Certificate of Appropriateness shall be granted until the time for appeal has elapsed or the appeal has been disposed of, whichever is the longer.

(c) Notwithstanding Map 1, when a Certificate of Appropriateness is issued for the demolition of a contributing heritage resource, the property containing the building is no longer a heritage resource when the building is demolished.

POLICY 12

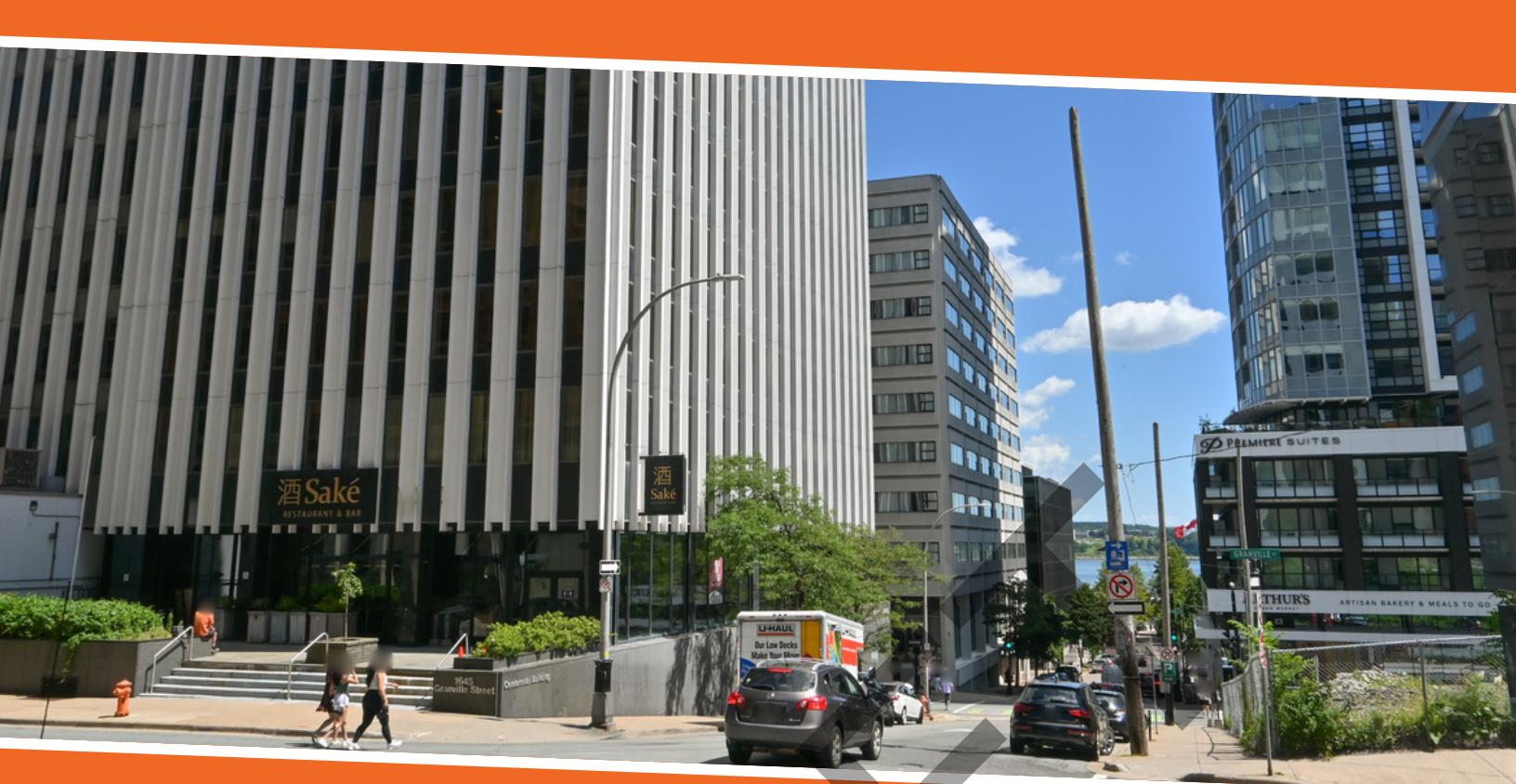
Heritage Impact Statement

An application for a proposed development has the potential to impact the heritage value and character of the District or property, the Heritage Officer may require a heritage impact statement to complete an application for a Certificate of Appropriateness. In determining if a heritage impact statement is required, the Heritage Officer shall consider the potential impact of the development on the heritage value and character defining elements of the District and property.

POLICY 13

Hazardous Buildings

Nothing in this Plan and its accompanying By-law restricts the authority of the Municipality to demolish a building pursuant to the Fire Prevention By-law.



Sustainable Development and Modern Heritage

This Plan recognizes the cultural and environmental importance of sustainable development in mitigating the impacts of climate change. The reuse and retrofit of existing buildings shall be considered a benefit, wherever possible, rather than the alternative of complete demolition and replacement, with new construction. This approach will also encourage less waste in landfills since most of the landfill waste in Nova Scotia comes from demolition debris.

Twentieth century modern heritage is prevalent in Downtown Halifax including early modern steel framed buildings, including Art Deco, and post-war buildings in a variety of popular modern designs from the 1950s, '60s and '70s that are worthy of conservation as heritage resources in the district. Certain urban design structures and spaces from the modern period are also worthy of conservation as contributing heritage resources.

POLICY 14

Sustainable Development and Accessibility

The Municipality recognizes the environmental and climate change mitigation benefits of protecting buildings, especially large buildings, from complete demolition, and may extend financial incentives to all properties within the District to improve the functionality of all buildings, including their energy efficiency and accessibility.

POLICY 15

Modern Heritage Buildings (1930-1980)

The Municipality shall recognize the importance of modern buildings and structures, constructed between 1930 and 1980, and the cultural and environmental benefits of rehabilitation and adaptive reuse of these buildings and structures.

POLICY 16

Demolition of a Building which is Not a Contributing Heritage Resource

The Municipality shall hold a public hearing before considering a Certificate of Appropriateness for the demolition of a building which is not identified as contributing heritage resource, on Map 1. After the public hearing, the Heritage Officer shall:

(a) (i) If Council approves an application for a Certificate of Appropriateness for demolition of a building which is not a contributing heritage resource, grant a Certificate of Appropriateness in accordance with the decision of Council; or

(ii) If Council denies an application for a Certificate of Appropriateness for demolition of a building which is not a contributing heritage resource, not grant a Certificate of Appropriateness until three years have elapsed from the date of the application; and

(iii) During the three-year period mentioned in (b) above, HRM may negotiate with the owner to find ways and means to retain and rehabilitate the building, which may involve financial or other incentives from HRM, other levels of government, and other organizations with an interest in heritage preservation.

(b) In accordance with the Heritage Property Act, no Certificate of Appropriateness shall be granted until the time for appeal has elapsed or the appeal has been disposed of, whichever is the longer.

POLICY 17

Cultural and Historic Open Spaces

The Municipality shall identify the following open spaces as contributing heritage resources and continue to provide the public with access to the spaces, where such access is an established cultural use.

Open Spaces
Contributing heritage resources include more than buildings. Certain open spaces are important heritage resources valued today for their cultural uses and for their heritage value associated with the historic evolution of Downtown Halifax as industrial waterfront lands, markets, civic spaces, a cemetery, and modern public spaces that celebrate the city and encourage public access.

The Municipality shall continue to provide the public with physical access to the following spaces:

- Grand Parade
- Historic Properties
- Granville Mall
- City Wharf
- Chebucto Landing
- Sackville Landing
- Water Street Parkette
- Peace and Friendship Park
- Nathan Green Square

The Municipality shall require visual access, from each street frontage to the following spaces and shall encourage physical access for the public in these spaces:

- Province House Grounds (PID #00002618)
- Government House Grounds (PID #00076265)
- The Cheapside (PID #00628677)
- Old Burying Ground (PID #00077040)

Wharves

Wharves are heritage resources that do not necessarily retain their original uses or materials but maintain their original location, approximate dimensions, and valuable access to the waterfront. Wharves have also gained new cultural uses as recreational open space along the accessible waterfront. Buildings, or building wings, have been constructed on certain wharves including City Wharf (Halifax Ferry Terminal), Queen's and Mitchell's Wharves (Queen's Marque), and Cable Wharf. There are currently no structures on Butler's Wharves, where the CSS Atlantic is moored, or Campbell's Wharf, where HMCS Sackville is moored.

POLICY 18

It is the intent of the Municipality to conserve the historic integrity of existing wharves in the District and to support interrelated provisions in the applicable secondary municipal planning strategy and land use by-law to ensure that the majority surface of wharves, with no existing structures, shall not be enclosed by any structure.

Adaptation to Sea Level Rise and Storm Surges

Downtown Halifax and Nova Scotia are situated in the northern limit of the Atlantic Hurricane system. Hurricanes often dissipate before reaching the coast; however, these extreme storms have been landing in Nova Scotia more frequently. Hurricane Juan, one of the most destructive hurricanes to hit Atlantic Canada, caused extensive damage in 2003. Scientific evidence suggests that hurricanes will hit the Maritimes more frequently due to climate change and the ensuing sea level rise caused by melting glaciers, ice sheets, and the expansion of warming water. The amount of devastation that a hurricane or extreme storm can inflict on a community is determined by the magnitude of the storm combined with land use, infrastructure, and development patterns along the coast. Downtown Halifax, its historic setting and contributing heritage resources, is vulnerable to hurricanes due to its location on the coast, its population density, intensity of infrastructure, and its plans for further growth.



POLICY 19

The Municipality shall collaborate with other organizations to develop measures to mitigate the imminent threat of sea level rise and storm surges to all existing infrastructure, including contributing heritage resources, near the waterfront in the Capital Area. Mitigative measures shall be evaluated to ensure that these measures do not compromise the historic integrity of the contributing heritage resources and the District.

Heritage Conservation Incentives

This Plan will seek to encourage private property owners and non-profit organizations interested in carrying out conservation and other improvements on their heritage buildings. A new financial incentives program can encourage and support conservation projects on heritage resources including maintenance, preservation, rehabilitation and restoration work.

Conservation Standards

In 2014, the Municipality adopted the Standards & Guidelines for the Conservation of Historic Places in Canada, 2nd Edition. This document offers results-oriented guidance for sound decision-making when planning for an historic place. The Standards & Guidelines will be used to evaluate any proposed alteration to a property within the District based on the heritage value and character-defining elements of the property and its respective area of the District in Appendices A, B, and C.

POLICY 20

Financial Incentives Program

The Municipality may consider a financial incentives program for the Downtown Halifax HCD to encourage and support conservation and functional improvement projects. The financial incentives program shall prioritize revitalization projects, especially rehabilitation work.

POLICY 21

Conservation Standards and Guidelines

The Standards for the Conservation of Historic Places in Canada, 2nd Edition, shall be included in the Heritage Conservation District By-law, shall apply to all properties in the District and shall be used to evaluate any proposed alteration to any property within the District. The Guidelines for the Conservation of Historic Places in Canada, 2nd Edition, shall be included in the Heritage Conservation District By-law and shall be used to interpret and apply the Standards for the Conservation of Historic Places in Canada, 2nd Edition.



3.2 Development that Complements Historic Character

Since 2009, there has been new construction within the District that is appropriate to the scale and character of the area. However, there has also been construction that is out of scale and character with the District. This Plan will encourage the protection and appropriate adaptive reuse of existing historic buildings in the area. It will also encourage design and construction of infill buildings that complement historic buildings while filling empty spaces that detract from the architectural cohesiveness of the District.

Contemporary design in the District can be appropriate to the heritage buildings. New construction that is visually consistent with the traditional character of the District will support the Plan's goal of enhancing the unique character of the area. New construction will provide continuity with the pedestrian scale on the street while ensuring that historic places are visually prominent and framed within an appropriate setting. Historic buildings should not become anomalies at risk of demolition or inappropriate alteration. Instead, new construction should facilitate efforts to conserve the District's historic buildings by supporting the existing historic character.

Incentive or Bonus Zoning Program

The District can be revitalized with new infill development on properties which are not contributing heritage resources with limited impact on the heritage character of the District. The District can also be revitalized with new integrated development on properties which are contributing heritage resources with limited impact on the heritage character of the heritage resource or District. Any increase in height for new infill development on properties within the District will contribute to the conservation of contributing heritage resources within the District through an incentive or bonus zoning.

POLICY 22

Bonus Zoning

It is the intent of the Municipality to conserve the historic integrity of heritage buildings and the historic setting of the Downtown Halifax Heritage Conservation District and to support provisions within the applicable secondary municipal planning strategy and land use by-law to enable a bonus zoning program in locations of the District where certain registered heritage properties and certain contributing heritage resources are located to ensure the conservation of heritage resources on the lot and that conservation projects, including rehabilitation, can be undertaken.

Heritage Design Guidelines

The Downtown Halifax HCD Bylaw includes a Design Manual provides general heritage design guidelines for all new development in the downtown and more specific design guidelines for development in heritage contexts. The heritage design guidelines include provisions relating to façade alterations and signs. These guidelines also include provisions for development on the same property as heritage buildings, new development abutting heritage properties, and infill development throughout the District.

Where a development application involves a contributing heritage resource, the application is referred to the Heritage Officer. If the application requires a Certificate of Appropriateness, the Heritage Officer evaluates the application using the Heritage Conservation District By-law including the applicable sections of the HRM Conservation Standards. If the application meets the HRM Conservation Standards, the Heritage Officer uses the applicable Heritage Design Guidelines of the By-law.

If the development application involves a substantial alteration to a contributing heritage resource or registered municipal heritage property, the application is evaluated by the Heritage Officer, Heritage Advisory Committee, and Regional Council.

Commercial and Residential Interest

There is a strong commercial interest in the District. Business owners recognize the benefits of promoting Downtown Halifax as a destination for residents, cultural heritage tourists, and visitors in general. They also recognize the benefits of encouraging appropriate development in the District to support a greater local population base that will sustain frequent patronage to local businesses. Property development firms have an expressed interest in providing greater residential and commercial accommodations in the District. Greater access to residential units will increase the residential population of the historic suburb and provide more opportunities for people to experience and safeguard its heritage resources.

POLICY 24

Encouraging Infill and Integrated Development

It is the intent of the Municipality to amend applicable municipal planning strategies and land use bylaws to encourage infill and integrated development within the District.



POLICY 23

Design Guidelines Supplement Conservation Standards

The Heritage Design Guidelines, attached to the By-law, shall supplement the Standards & Guidelines and shall provide a parallel frame of reference by which applications for Certificates of Appropriateness shall be evaluated.

When evaluating applications for Certificates of Appropriateness, in the event of conflict between the provisions of the Standards & Guidelines and the Heritage Design Guidelines, the Standards & Guidelines shall prevail.

3.3 Promotion of a Cultural Heritage Destination

People have an interest in living in the District. There is also a strong commercial interest with restaurants, stores and offices in operation. People are also interested in learning more about the history and architecture of the District.

The Downtown Halifax HCD will support a distinct and desirable community that is designed and programmed to provoke the public's interest in heritage. The Plan will help people make a connection between the past and the present using a variety of techniques to meet the varying needs of people. The District will include educational signage that will help people learn about the history and architecture of the District. It will also include interpretive streetscape elements with an appropriate historical design such as lamp posts and benches to help evoke and enhance the historic and architectural experience of the area.

These educational and interpretive features will promote the area as an historic destination and as an attractive place in which to live, work, and visit. These features will improve the public's awareness, understanding and appreciation of the heritage value and character of the District as well as a deeper appreciation of the need to preserve it. As such, these public investments will facilitate efforts to conserve the District's historic buildings, streetscapes, and public spaces.

Streets, Open Spaces and Public Education

Historic buildings and structures provide the essential character of the District. This character is important to all residents and business operators. It is especially vital to retail businesses because it provides a distinct setting and a desirable historic destination for visitors, including cultural heritage travellers. Both residents and visitors need to feel welcomed. Interpretation can awaken their interests and relate to them at a personal level. Streets and open spaces provide a venue for people to gather and learn about the District. Retail businesses can also provide places for visitors to frequent in the District.

Branding is a marketing strategy that involves creating a differentiated name and image to establish a presence in the public's mind and to attract people. A brand strategy for the Capital, Barrington Street, and Old South Suburb areas can help market these areas in Downtown Halifax as distinct and desirable historic destinations.

POLICY 25

Cultural Heritage Destination Strategy

It is the intent of the Municipality to develop a strategy for the District to emphasize the area as a desirable place to visit and to learn about the history of the three areas within the District. The following items will be addressed in the Strategy:

- a)** Street lamps and benches with a design appropriate to the historical periods and architecture of each area;
- b)** Establishment of a visual connection, using street furnishing and trees, between the Old Burying Ground, near Spring Garden Road, and Peace and Friendship Park;
- c)** Improve visual and physical connection to the Town Clock, from Lower Water Street through to Argyle Street;
- d)** Improve pedestrian safety and amenities around Province House square;

- e)** Special effects lighting to highlight character-defining elements of historic buildings at night and use financial incentives to support such projects;
- f)** Street infrastructure to support tree health and pedestrian safety, including curb extensions;
- g)** Street furnishings including benches, bike racks, litter containers, etc.;
- h)** Interpretive and wayfinding signage to highlight topics that communicate the heritage values of the District; and
- i)** A visual identity and brand with marketing actions, including online connectivity, to promote the District as a distinct and desirable historic destination for residents and cultural heritage travellers.

POLICY 26

Existing Commemorative, Interpretive and Public Realm Infrastructure

It is the intent of the Municipality to maintain the existing commemorative and interpretive infrastructure in the District. The following infrastructure, identified in Map x, shall be conserved within the District:

- Sailor statue in Sackville Landing;
- Joseph Howe statue on Province House Grounds;
- Boer war soldier statue on Province House Grounds;
- Historic Sites and Monument Board plaques for National Historic Sites, National Historic Persons, and National Historic Events;
- Celtic cross monument in right of way near southwest corner of George Street and Lower Water Street;
- Crimean war memorial with lion statue in Old Burying Ground;
- Cenotaph in Grand Parade; and
- Granite curbs on sidewalks.

4. AREAS OF THE DISTRICT



The Downtown Halifax Heritage Conservation District is composed of three different areas: the Capital Area, Barrington Street Area, and Old South Suburb Area. The goals and policy objectives, identified in Section 3 above, apply to all three areas. However, the Municipality aims to conserve the unique heritage values and character-defining elements for each area, identified below, in the application of these policies. The sections below also include policy objectives unique to each area.

4.1 Capital Area

The following Statement of Significance and policies apply only to properties within the area identified as the Capital area on Map 1.

Statement of Significance for the Capital Area

Heritage Value

The Capital area's heritage value lies in its significant role in the economic, social, and political development of the city, province, and country. Together with the rest of the area, between Citadel Hill and the Harbour, the Capital area is the oldest historic area associated with the original town, established in 1749. The Capital area is an exemplary agora of the old town of Halifax: an area used for public assemblies and markets. The streets surrounding Province House and the Grand Parade, the oldest civic open space and public gathering place in the region, continue to serve public assemblies including political and recreational gatherings. Commercial establishments around Province House, Grand Parade, and open spaces near the waterfront, continue to serve as local markets and gathering spaces.

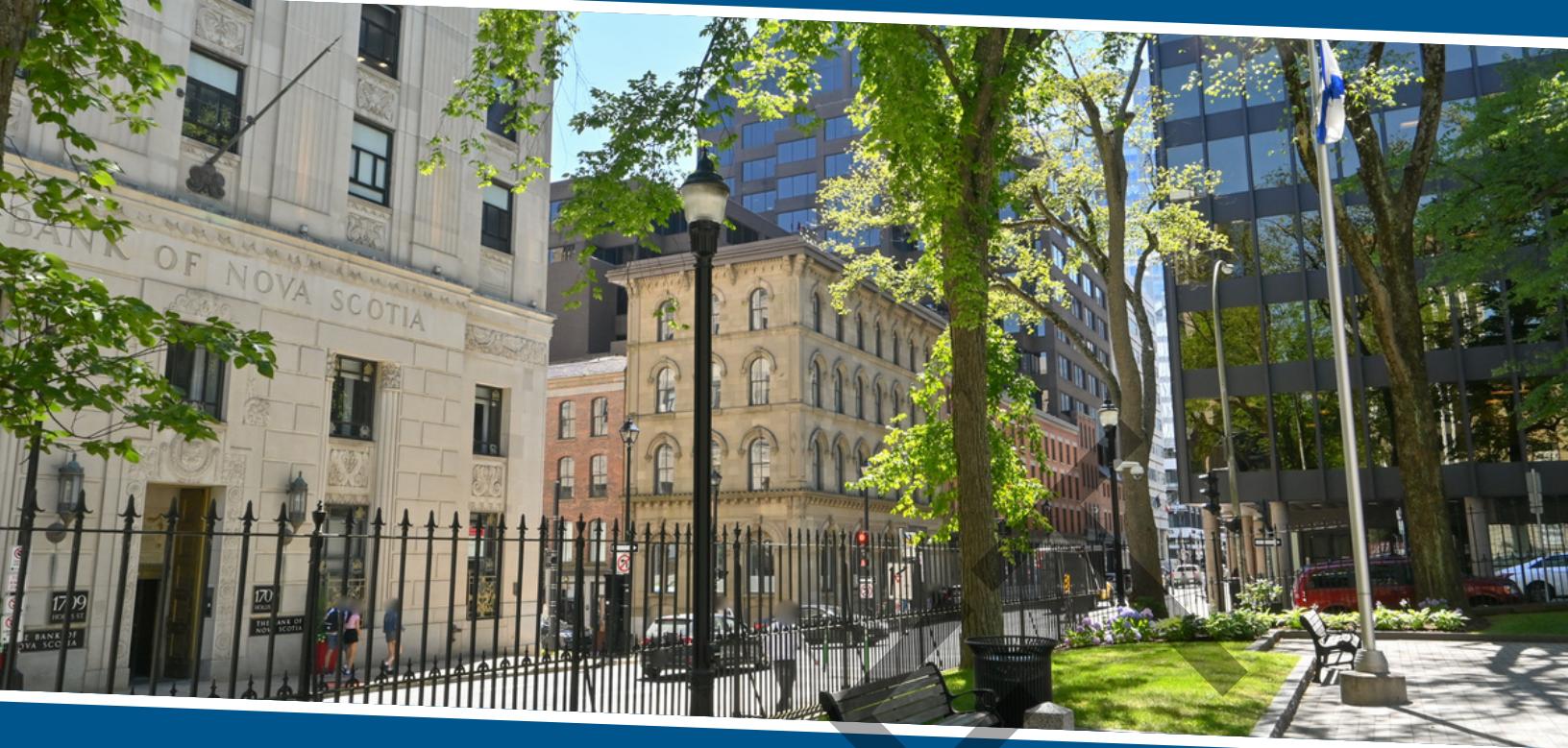
The Capital area has a long-standing history as an important financial centre in the country. The area has significant associations with three of the five largest banks in Canada dating back to the 1820s. The Halifax Banking Company was the sole bank in the city in 1825 and was run out of a Historic Properties building by Enos Collins and his associates. The Halifax Banking Company was one of the first banks to merge with the Canadian Bank of Commerce (later CIBC) in 1903. The Bank of Nova Scotia (later Scotiabank) was established in 1832 with initial operations located in John Roman's stone building at the corner of Duke Street and Granville Street. The increasing prosperity of Halifax was unprecedented by the 1860s, Edward Kenny and his son founded the Merchant's Bank in 1864 while operating their dry goods business out of the Kenny-Dennis building (Figure 15) at the corner of George Street and Granville. The Merchant's Bank of Halifax would change its name to the Royal Bank of Canada (RBC) in 1901.

The Capital area embodies a variety of traditional and modern architectural styles associated with its seat as the centre of government for Halifax and for Nova Scotia and as a competitive regional centre in the developing modern world. The area was largely developed with wooden buildings in the late 18th century. However, much of this earlier building stock was lost to fires and redevelopment except for the industrial waterfront buildings at Historic Properties. The sturdy masonry buildings from the Georgian and Victorian periods of the 19th century and the commercial towers from the latter half of the 20th century now embody the historic legacy and heritage value of the area. The architectural styles are different throughout the area but there are vicinities that share similar architectural traditions associated with different periods in the development of the Capital area:

The Province House is the historic seat of provincial government and its ensuing economic prosperity. Province House sits at the centre of its own city block surrounded by open space and monuments at the heart of the Capital area. The Palladian architecture of Province House square is complemented by classically-inspired architecture along its surrounding streets (Hollis, Granville, Prince, and George). The classical architectural theme extends further to commercial buildings along Duke Street, Sackville Street, and Bedford Row and it is expressed in both traditional and modern styles from Georgian and Italianate to Art Nouveau and Art Deco styles. The classical theme is interrupted by modern commercial towers that represent the continued prosperity of Halifax into the increasingly global post-war economy of the 20th century.

The wooden waterfront buildings east of Lower Water Street, at the foot of Duke Street, are warehouses associated with the early industrial waterfront development and seafaring economy of the port city, during Georgian and Victorian times, which is now used for commercial retail and offices. The attached commercial buildings along the Granville block, north of Duke Street, share an Italianate style associated with the prosperous retail industries of the developing merchant class in the latter half of the 19th century which benefitted from the proximity to waterfront trade.

The Capital area is valued for its association with the fledgling of the heritage conservation movement in Halifax that saved much of the built heritage of the area during the 1960s and '70s. The area was used for political gatherings in the 1960s to protest urban renewal projects including Harbour Drive which planned to replace the harbourfront and much of the area's heritage buildings with a highway connecting the Cogswell Interchange to the south end port. Many of the area's heritage buildings, including the Morse's Tea Building, and recreational waterfront are legacies of this initial heritage conservation movement. The rehabilitation of the Granville pedestrian mall and the Halifax waterfront buildings in the 1970s was an early and influential demonstration that heritage conservation is a viable approach to urban planning and redevelopment. It was an important catalyst in conserving and reviving the historic urban fabric of the city.



Character-Defining Elements

The Capital area has many character-defining elements that define the heritage value of the district. Character-defining elements for the area are listed below along with elements for the Granville Block and the Halifax Waterfront Buildings.

Character-Defining Elements of the entire Capital area:

- a) classical details complementary to the architecture of Province House, especially on buildings located on streets surrounding the Province House grounds;
- b) stone wall and entranceways with wrought iron fencing and gates around Province House grounds;
- c) statues on the Province House grounds;
- d) variety of traditional and modern architectural styles unified in appearance by classical details;
- e) most traditional commercial buildings are of the Italianate style;
- f) masonry and brick buildings with earlier buildings occasionally built with wood;
- g) Grand Parade, located at the axis of George Street, framed by St. Paul's Church at one end and City Hall at the other, with the Cenotaph in the centre. The grounds are landscaped with formalized paths, hard surfaces, grassed areas, perimeter trees, perimeter stone walls and iron railings;
- h) mid-20th century steel office towers and curtain-wall construction;
- i) buildings are close to the street with no setbacks;
- j) roofs are typically flat with some gable or hipped roofs

- k)** dormers are rare, except in Historic Properties;
- l)** sandstone widely used as exterior material, especially on institutional buildings;
- m)** detached buildings;
- n)** stone buildings frequently have corner quoins;
- o)** brick buildings typically have the brick exposed, especially on older commercial buildings;
- p)** strong cornice lines;
- q)** sculptured window heads over windows and doors;
- r)** most buildings are taller than wide;
- s)** buildings are located within Halifax's original street grid layout and original town walls;
- t)** proximity to Halifax Harbour with views of the harbour from east-west streets;
- u)** waterfront land physically accessible to pedestrians as public right-of-way;
- v)** proximity to Citadel Hill with views of the hill from east west streets and views of the Town Clock from George Street; and
- w)** S.S. Acadia and HMCS Sackville
- x)** elements contributing to the heritage value of the Granville Block (Granville Mall), north of Duke Street:
 - i.** attached buildings with shared roof line and end buildings with hipped roof;
 - ii.** similar four storey massing of the buildings with stone and brick façades;
 - iii.** the Italianate design elements such as the ornate moldings on the eaves, the carved window jambs, the sculpted keystones in the arched windows and openings, and the decorative elements of the wrought-iron detailing;
 - iv.** stone, brick and stucco façades;
 - v.** paired semi-circular headed windows with narrow framing;
 - vi.** variety of cornices with dentils and string courses between floors;
 - vii.** columns with capital;
 - viii.** quoin corners;
 - ix.** roof balustrades and cresting;
 - x.** symmetrical horizontal design;
 - xi.** similar floor heights; and
 - xii.** concrete construction of the Bell Building and the cast-iron façade of the Coomb's Old English Shoe Store with all ornate Italianate openings and details.
- y)** elements contributing to the heritage value of the Halifax Waterfront Buildings (Historic Properties):
 - i.** relationship between the buildings, waterfront and surrounding area including:
 - the spatial relationship of the buildings to each other, the harbour, and the street; open and undeveloped spaces between buildings; and simple, rectangular massing with minimal exterior detailing;
 - elements related to the fluid functional interior structural designs historically intended to evolve with changing needs of use or tenants;
 - rectangular building shapes;
 - ii.** two to four-and-a-half storey massing under a hipped roof with large "hoistway" dormers vertically aligned with large "loading" openings on the elevations;
 - iii.** balanced fenestration with regularly placed windows;
 - iv.** timber and random-coursed ironstone construction;
 - v.** sandstone quoins and belt-courses on stone buildings;
 - vi.** window surrounds on stone buildings with lintels and lugsills;
 - vii.** Collins Bank/Simon's Warehouse as evolved from two buildings in its rectangular, three-and-a-half storey massing under a hipped roof with large "hoistway" dormers vertically aligned with large 'loading' openings on the elevations; regularly placed windows, timber and random-coursed ironstone construction of Collins Bank portion and the timber and granite construction of the Simon's Warehouse portion, with sandstone quoins, lintels, and belt-courses, interior brick fire walls;

- viii. Pickford and Black Building in its rectangular four and-a-half storey massing under hipped roof with large "hoistway" dormers vertically aligned with large 'loading' openings on the elevations, timber and rough ironstone construction with sandstone quoins, lintels and belt-courses, the two-storey glass storefront on the Water Street corner, interior brick fire walls; the Old Red Store in its timber frame and wood construction, rectangular, three-and-a-half-storey massing, vertical alignment of large 'loading' openings flanked by smaller windows with high ratio of solid wall surface to openings;
- ix. the Privateers' Warehouse in its rectangular three-and-a-half storey massing under a gable roof, timber frame and split-faced random-coursed ashlar ironstone construction with dressed sandstone quoins and lintels, small window apertures, and loading doors on the ground floor;
- x. the Wooden Storehouse/Loft in its rectangular three-and-a-half-storey massing under a pitched roof, heavy timber frame construction, classically inspired detailing such as returned eaves and balance fenestration;
- xi. the Carpenter's Shop in its rectangular two-storey, flat roofed massing, heavy timber frame construction, legible pattern of alternating windows and doors.

Infill and Integrated Development

In the Capital area, there are very few vacant properties. Therefore, infill development is limited to only a few sites currently serving as parking lots and the pressure for development puts heritage buildings at risk of demolition. Properties generally do not have rear yards or side yards. Buildings are constructed to cover entire lots or nearly entire lots. There are several examples of integrated development, in this area, where new construction is placed on top of heritage buildings. Other examples of integrated development demolish a portion of a heritage building and retain the street façade(s) to varying extents. This redevelopment practice is often referred to as façadism.

The advantages of façadism allow for the preservation of the most significant features of a heritage building and the character of the District. It is also an option to avoid a complete demolition and to accommodate maximum allowable space in a new development. Examples of façadism in the Capital area include the Granville Street side of Barrington Place (1858 Granville Street), Founder's Square (1701 Hollis Street), RBC Waterside Centre (1871 Hollis Street), the TD Building's integration of the Barnstead Drug Building (1786 Granville Street), and the Press Block (1724-40 Granville Street).

The disadvantages of façadism include an approach to integrated development that does not facilitate minimum intervention, reversibility, or complementary and subordinate additions. These alterations often include a great loss of material and interior space. The new structure cannot be removed in the future without compromising the integrity of the heritage façade. The new structure is often much larger than the heritage façade and the scale is difficult to disguise as complementary or subordinate to the façade through massing and articulations of materials.

Fortunately, conservation measures can mitigate the disadvantages of façadism by limiting the loss of materials, planning for reversibility, and by employing an overall massing framework for both infill and integrated development that complements and maintains the prominence of heritage buildings and the historic setting of the District. Façadism shall not be used on detached heritage buildings with gable, hipped, or mansard roofs.

POLICY 27

Height and Massing Framework in the Capital Area

It is the intent of the Municipality to conserve the historic integrity of heritage buildings and the historic setting of the Capital area and to support interrelated provisions in the applicable secondary municipal planning strategy and land use bylaw through a height and massing framework and policies that limit loss of historic materials, facilitate reversibility, complementary and subordinate development within heritage properties and the Capital area. Façadism shall not be used as an approach to integrated development on detached heritage buildings with gable, hipped, or mansard roofs. Integrated development constructed behind or above heritage buildings shall be given preference over the façadism approach to integrated development.

4.2 Barrington Street Area

The following Statement of Significance and policies apply only to properties within the area identified as the Barrington Street area on Map 1.

Statement of Significance for the Barrington Street Area

Heritage Value

The heritage value of the Barrington Street area lies in the historic and architectural significance of its buildings and its evolution as Halifax's principal downtown street from settlement to the present day. Barrington Street was laid out as the original town's principal north-south street and developed first as a residential street. It became the principal ceremonial street in the town of Halifax, between Grand Parade and the Old Burying Ground, just outside the town walls.

From the 1890s to the mid 20th century, the street served as the town's principal commercial street. The Barrington Street area is easily recognizable due to its historic architecture, central position halfway down the hill between the Citadel and the Harbour, its intersection with the Grand Parade in the north and Old Burying Ground in the south, and its continuing function as the main arterial street through the centre of Downtown Halifax.

The buildings which occupy the four blocks between the Grand Parade and the Old Burying Ground reflect the evolution of Barrington Street as the original town's centre of ceremony, from its early 19th century beginnings, to its blossoming in the late 19th and early-mid 20th century, its decline in the late 20th century and, currently, its revitalization as the commercial core of the downtown.

Character-Defining Elements

The Barrington Street area has many character-defining elements that define its heritage value. Character-defining elements for the area are listed below.

- a)** Buildings are built out to the front and side lot lines, creating a continuous streetwall profile;
- b)** Dense urban form based on the original block pattern of sixteen, 12.2m x 18.3m lots per block;
- c)** Buildings of varying widths which occupy single lots, double lots or larger lot consolidations;
- d)** Some buildings are low and narrow, others higher and wider, in many cases with a projecting cornice or parapet at the roofline;
- e)** Buildings of varying low- to mid-rise heights, between two and six storeys, create a varied streetwall profile, with very few buildings exceeding 22 metres in height;
- f)** Tops of buildings are articulated by a variety of cornice and parapet treatments;
- g)** Upper façades are articulated by vertically proportioned windows organized symmetrically between structural bays defined by pilasters, columns, etc.;
- h)** Rhythm of recessed entrances and storefronts create interest at street level; and
- i)** Exterior materials are predominantly masonry—brick, stone, terra cotta, cement, stucco—with a wide variety of ornamentation.

Infill and Integrated Development

The building at 1592–94 Barrington Street is the only recent example of infill development in the Barrington Street area. There are very few vacant properties in this area with little opportunity for infill development. Buildings cover entire lots or nearly entire lots—side yards are uncommon, rear yards are rare and not extensive where present. The Espace building (1652–56–62 Barrington Street) is the only example of an integrated development, in this area, where new construction is placed on top of a heritage building. There are a few example of façadism in this area, including the reconstructed Roy Building and Old Zeller's Building (1657 Barrington Street and 1593–97 Barrington Street), the Keith Building (1581–87 Barrington Street), the NFB Building's façade rehabilitation (1572–76 Barrington Street), and Neptune Theatre's integration of the City Club (1580 Barrington Street).

Like the Capital area, there are advantages and disadvantages to façadism in the Barrington Street area. Conservation measures can mitigate the disadvantages by limiting the loss of materials, planning for reversibility, and by employing an overall massing framework for both infill and integrated development that complements and maintains the prominence of heritage buildings and the historic setting of the District.

POLICY 28

Height and Massing Framework in the Barrington Street Area

It is the intent of the Municipality to conserve the historic integrity of heritage buildings and the historic setting of the Barrington Street area and to support interrelated provisions in the applicable secondary municipal planning strategy and land use bylaw through a height and massing framework and policies that limit loss of historic materials, facilitate reversibility, complementary and subordinate development within heritage properties and the Barrington Street area. Façadism shall not be used as an approach to integrated development on detached heritage buildings with gable, hipped, or mansard roofs. Integrated development constructed behind or above heritage buildings shall be given preference over the façadism approach to integrated development.

4.3 Old South Suburb Area

The following Statement of Significance and policies apply only to properties within the area identified as the Old South Suburb Area on Map 1.

Statement of Significance for the Old South Suburb Area

Heritage Value

The Old South Suburb area is valued for its associations with the early settlement of Nova Scotia, its historic open spaces, religious and government institutions and as one of the first contiguous suburbs of the once fortified town of Halifax. The district is valued as an area of traditional architecture. It is also valued for its associations with the early social and economic life of the waterfront town and the vibrant railway industry of the 1920s and 30s.

During the late 18th century and into the 19th century, a series of settlers acquired larger parcels of land south of the original town and built Georgian style dwellings. As the economy expanded with the Golden Age of Sail more residential buildings were constructed to the south of the original town that exemplify the architecture of the Georgian and early to mid-Victorian periods in Nova Scotia. The Scottish Georgian architectural style is characterized by the distinctive Scottish, five-sided, dormers on pitched or truncated pitched roofs. The configuration is most often a two-and-a-half-storey, three-bay townhouse, with a side hall plan inside. The Scottish Georgian domestic architectural style is more prevalent in the Old South Suburb than anywhere else outside of Scotland. Further Georgian styles include the large square mansions with hipped roofs and the Palladian style with a triangular pediment.

Architectural styles evolved gradually, rather than dramatically, from Georgian to Victorian styles. This gradual evolution in styles, during the mid-Victorian years of the 1860s and 1870s, gives the area an overall cohesive architectural character rather than a jarring jumble of heritage styles. As the Mansard roof gained in popularity, the familiar two-and-a-half-storey, three-bay, side-hall-plan townhouses were built with curvaceous Mansard roofs, often with attractive arched-roof dormers and tall chimneys. This architectural feature along with other more ornamental elements are prominent on the buildings of the Late Victorian period which are predominantly located along Barrington Street. The previous owners and tenants of these early buildings are associated with early social and economic activities relating to the waterfront town. The district was home to many dockyard labourers including a high percentage of Irish residents, especially between 1860 and 1890. Much of this area was known informally as Irishtown for many decades thereafter.

In the 1930s, Halifax was the great eastern terminus of transcontinental rail passenger service in Canada. The Canadian National Railways Station (Via Rail Station) was constructed c. 1930, creating a major southern access point into downtown Halifax by rail. The construction of the Hotel Nova Scotian (Westin Hotel) by the Canadian National Railways, c. 1931, adjacent to the Canadian National Railway (Via Rail) Station speaks of railway affairs during the 1920s and 30s with its emphasis on both passenger traffic and tourism. These two buildings were designed in the Beaux-Arts architectural style with its symmetry, monumentality and classically inspired detailing. The Canadian National Railways created Park Nova Scotian (Cornwallis Park), c. 1931, in the railway garden tradition that contributes to the public realm at key railway destinations across the nation. The relationships of these buildings with this open space create a monumental destination and define the southern extent of Halifax's downtown core.



Character-Defining Elements

The Old South Suburb area has many character-defining elements that define its heritage value. Character-defining elements for the area are listed below along with elements for the Old Burying Ground and the Monumental Railway Destination.

- a) the original rectangular grid layout including all existing right-of-way alignments and widths;
- b) the Old Burying Ground bordered by a stone wall and wrought iron fence, the entrance is clearly defined by an historic monument, and paths wind among the gravestones and trees;
- c) St. Mary's Basilica and Glebe House face the Burying Ground from across Spring Garden Road, and St. Matthew's Church and Government House face across Barrington Street. Both churches are built to the street edge and their classic building forms, front facades and tall spires are prominent landscape features.
- d) Government House is set back from the street in spacious, landscaped grounds;
- e) traditional buildings in wood, stone and brick construction;
- f) two-and-a-half-storey building height, which is remarkably consistent throughout the area;
- g) buildings are close to the street with no setback or just enough setback to allow for stairway entrances;
- h) side yards and alleys, in between buildings, providing space between detached buildings;
- i) roofs are either pitched, truncated-pitched or Mansard roofs, with a few flat roofs;
- j) dormers are plentiful, with the five-sided Scottish dormer being particularly characteristic of the area;
- k) three-bay building width is most common, and the side-hall plan is also prevalent;
- l) doors frequently have transoms and side-lights;
- m) vertically proportioned windows are higher than wide and have over-and-under sashes;
- n) building widths are between 6 and 16 metres and depths are between 10 and 35 metres;
- o) wood buildings finished with wooden shingles;
- p) stone buildings frequently have stringcourses and corner quoins;
- q) brick buildings usually have the bricks exposed, although sometimes the bricks are covered with stucco or parge finish;
- r) buildings have prominent cornices, usually supported by brackets or dentils;
- s) the terrace, distinctive of the Scottish Georgian style, with three examples in Pryor Terrace, Morris Terrace, and Fraser Terrace;
- t) cohesive streetscapes; and
- u) active use of a building or site at street level.

Additional character-defining elements of the monumental railway destination:

- a)** the Beaux-Arts architecture of the Hotel Nova Scotian (Westin Hotel) and Canadian National Railway (Via Rail) Station with its symmetry, classical detailing, and 25 metre setback from the street;
- b)** twelve storey addition to the Hotel Nova Scotian (Westin Hotel) with complementary materials, design, and a 25-metre setback from the street;
- c)** unobstructed views of the Canadian National Railway (Via Rail) Station and Hotel Nova Scotian (Westin Hotel) looking eastward and southward across Cornwallis Park from all streets and from along Hollis Street;
- d)** unobstructed views of Cornwallis Park from the public space in front of the railway station and hotel;
- e)** all elements within the open space of Cornwallis Park including grassed areas, trees, shrubs and formal path layout; and
- f)** monumental public art at the centre of Cornwallis Park.

Infill and Integrated Development

Like the Capital Area, there are very few vacant properties in the Old South Suburb area. Therefore, infill development is limited to only a few sites currently serving as parking lots and the pressure for development puts heritage buildings at risk of demolition. There are a few examples of recent infill development that replaced heritage buildings lost to demolition or fire, including W Suites (1233-45 Barrington Street), the Vic (1273-99 Hollis Street), Flynn Flats (5132-38 Bishop Street), and Soho (1212 Hollis Street). Unlike the Capital and Barrington Street areas, most heritage buildings in the Old South Suburb area are detached and do not cover entire lots. These properties consist of side yards and large rear yards. Many of the heritage buildings also include gable, hipped, or mansard roofs.

There are no examples of façadism in the Old South Suburb and this approach to integrated development is not consistent with the character of this area. Instead, there is room for integrated development in the large rear yards of heritage properties. The historic integrity of heritage buildings can remain intact with no new massing constructed over the heritage building.

POLICY 29

Height and Massing Framework in the Old South Suburb Area

It is the intent of the Municipality to conserve the historic integrity of heritage buildings and the historic setting of the Old South Suburb area and to support interrelated provisions in the applicable secondary municipal planning strategy and land use bylaw through a height and massing framework and policies that limit loss of historic materials, facilitate reversibility, complementary and subordinate development within heritage properties and the Old South Suburb area. Façadism shall not be used as an approach to integrated development in the Old South Suburb area. The height of streetwalls for infill development on smaller lots, abutting heritage buildings, shall complement the traditional building height of the District.

Conservation Treatment of Rear Wings for Integrated Development

Over half of the heritage buildings in the Old South Suburb Area include rear wings. A rear wing is part of a main building that is subordinate to it and projects to the rear of it. The rear wing can be an original part of the main building, such as a rear ell, or a later addition to it. If the rear wing is an original part of the main building, then it has historic significance. Also, if the rear wing was added to the building during an important period in the history of the building then the rear wing can be considered a significant historic addition. Rear wings may have heritage value because of materials, forms, spatial configurations, uses and cultural associations. However, some rear wings may have been added to the historic building more recently and are not of historic significance. If there is evidence that this is the case, these additions can be removed to facilitate appropriate rehabilitation projects.

All rear wings are considered part of the heritage building unless there is documentary or physical evidence that the structure is not of historic significance. The Heritage Officer may request a Heritage Impact Statement where a development proposal seeks to remove or impact a rear wing. The statement shall demonstrate how the rear wing will be conserved and integrated in the context of redevelopment or site alteration. A financial incentives program may also support appropriate mitigative measures, alternative development or site alteration approaches recommended in the statement.

POLICY 30

Heritage Impact Statements for Rear Wings

An application for a proposed development of a contributing heritage resource has the potential to impact a rear wing which is a character-defining element, the Heritage Officer may require a heritage impact statement to complete the application. If a heritage impact statement is required, the statement shall demonstrate how the character-defining element shall be conserved in the context of redevelopment or site alteration.

Underground Wires and Street Trees

Burying overhead wires underground provides for significant urban design improvements such as the planting of street trees. It also provides for a more complementary setting for signage, street lighting and furnishing. To help cover costs associated with underground wiring in downtown Halifax, the Municipality will seek opportunities for cost sharing with the utility companies.

Downtown Halifax, including the Old South Suburb, experienced cycles of tree planting and clearing throughout its history. During the Late Georgian period, willows and poplars shaded residential streets and provided character and charm. However, in 1830, downtown sidewalks were cleared of all obstructions including much of the urban forest. Fortunately, hundreds of private trees remained on residential properties in the area. New street trees were later planted and flourished in Mid to Late Victorian times only to perish when electric and telephone poles were installed. Once again, more street trees were planted. In 2019, there were over 400 trees gracing the streets and residential properties in the Old South Suburb.

The people of Halifax value trees for their social benefits associated with quality of life. In 2012, the Municipality adopted the Urban Forest Master Plan to ensure a sustainable future for its urban forest recognizing that trees provide multiple benefits to people in an urban environment including many natural services to the economy such as slowing down storm water flow, providing habitat for birds, purifying the air, and cooling streets on hot summer days. Trees will frame registered municipal heritage properties and contributing resources without obscuring these heritage resources from the public view.

POLICY 31

Underground Wires

It is the intent of the Municipality to encourage the undergrounding of overhead wires in the District.

POLICY 32

POLICY 32

Trees Providing Character and Charm

It is the intent of the Municipality to plant additional trees on municipal property, using appropriate planting infrastructure, within Peace and Friendship Park and along public streets, in accordance with the Urban Forest Master Plan. New trees will be planted in the Right-of-Way but not directly in front of contributing heritage resources and new plantings shall include distinct species to enhance the historic character of the District.

POLICY 33

New Construction around Peace and Friendship Park

It is the intent of the Municipality to support and enhance the historic monumental setting around Peace and Friendship Park through interrelated provisions in the applicable secondary municipal planning strategy that requires new construction in this area to contribute to the prominent setting of the Hotel Nova Scotian (Westin Hotel) and Canadian National Railway (Via Rail) Station with appropriate setbacks and streetwall height.

Monumental Setting around Peace and Friendship Park

The prominent setting of the Hotel Nova Scotian (Westin Hotel) and Canadian National Railway (Via Rail) Station with large setback from the street and views to and from Peace and Friendship Park are character-defining element of the District.

6. IMPLEMENTATION POLICIES



4.1 General

Downtown Halifax Heritage Conservation District Plan

POLICY 34

This Plan complements amendments to the applicable municipal planning strategies and land use by-laws to guide decision-making with respect to heritage conservation within the Downtown Halifax Heritage Conservation District.

POLICY 35

This Plan shall be adopted by the Municipality pursuant to the *Nova Scotia Heritage Property Act*, the *Halifax Regional Municipality Charter*, and such other statutes as may apply.

Downtown Halifax Heritage Conservation District Plan

POLICY 36

Pursuant to the authority of Section 19A of the *Heritage Property Act*, it is the intent of the Municipality to adopt the Downtown Halifax Heritage Conservation District By-law to further the objectives and policies of this Plan.

Strengthened Protection from Demolition for Registered Municipal Heritage Properties

POLICY 37

In accordance with the *Heritage Property Act*, section 18 of the *Heritage Property Act*, respecting consideration by the Municipality of application to alter or demolish, does not apply in the District.

POLICY 38

It is the intent of the Municipality to prepare statements describing heritage value and character-defining elements for all contributing heritage resources identified on Map 1 that shall be used by the Heritage Officer or Council when evaluating applications for Certificates of Appropriateness.

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Map 1: Potential Downtown Halifax Heritage Conservation District

District

Potential Downtown Halifax Heritage Conservation District Boundary

Potential Division Boundary Between Areas

Potential Area to be removed from Barrington Street Area and added to Capital Area

Potential area to be removed from Barrington Street Area and added to Old South Suburb Area

Potential Contributing Heritage Resource

Municipally Registered Heritage Property

