



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

Item No. 12.4.1
Community Planning & Economic Development Standing Committee
September 22, 2020

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: -Original Signed-
For Lois Yorke, Chair, Heritage Advisory Committee

DATE: August 27, 2020

SUBJECT: **Case H00466: Heritage Conservation Districts (HCDs) Prioritization and Process Review**

ORIGIN

August 26, 2020 special meeting of the Heritage Advisory Committee, Item 9.1.1.

LEGISLATIVE AUTHORITY

Heritage Property Act

Powers of the Committee

s. 4 The Committee shall, within the time limits prescribed by Council or the Act, advise the Region respecting:

- (d) the preparation, amendment, revision or repeal of a conservation plan and conservation by-law;
- (e) the administration of heritage conservation districts;

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Suspends the rules of procedure under Schedule 3, the Community Planning and Economic Development Standing Committee Terms of Reference, of Administrative Order One, the Procedures of the Council Administrative Order;
2. Direct the Chief Administrative Officer to prioritize the adoption of new Heritage Conservation Districts in the following order: 1) Downtown Dartmouth; 2) Old North Suburb; and 3) Creighton's Field; and
3. Repeal the Existing Public Participation Program for Heritage Conservation Districts (HCDs) as contained in Attachment E of the staff report dated August 19, 2020 and adopt a revised Public Participation Program for HCDs as contained in Attachment F.

BACKGROUND

The Heritage Advisory Committee received a staff recommendation report dated August 19, 2020, at their August 26, 2020 special meeting respecting ...

For further information on the background of this item, refer to the staff report dated August 19, 2020.

DISCUSSION

The Heritage Advisory Committee reviewed the August 19, 2020 staff report, and received a staff presentation at their August 26, 2020 special meeting.

Following a discussion of the item, the Committee approved the recommendation as outlined in the "Recommendation" portion of this report.

The Heritage Advisory Committee approved the staff recommendation as outlined above.

For further discussion on this item, refer to the staff report dated August 19, 2020.

FINANCIAL IMPLICATIONS

Refer to the staff report dated August 19, 2020.

RISK CONSIDERATION

Refer to the staff report dated August 19, 2020.

COMMUNITY ENGAGEMENT

The agenda and reports of the Heritage Advisory Committee are posted on Halifax.ca, and draft minutes of the meeting will be made available on Halifax.ca within three business days.

ENVIRONMENTAL IMPLICATIONS

Refer to the staff report dated August 19, 2020.

ALTERNATIVES

The Committee did not discuss alternatives. Refer to the staff report dated August 19, 2020.

ATTACHMENTS

Attachment – Staff Recommendation Report dated August 19, 2020

If the report is released to the public, a copy can be obtained by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

Report Prepared by: Simon Ross-Siegel, Legislative Assistant, Office of the Municipal Clerk, 902.490.6519



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

Attachment
Heritage Advisory Committee
Special Meeting
August 26, 2020

TO: Chair and Members of the Heritage Advisory Committee

SUBMITTED BY: *-Original Signed-*

Steve Higgins, A/Director, Planning and Development

-Original Signed-

Jacques Dubé, Chief Administrative Officer

DATE: August 19, 2020

SUBJECT: **Case H00466: Heritage Conservation Districts (HCDs) Prioritization and Process Review**

ORIGIN

On December 14, 2017, the Community Planning and Economic Development Standing Committee passed the following motion:

THAT the Community Planning and Economic Development Standing Committee request a review to improve time frames for any future Heritage Conservation Districts after the completion of Schmidville Heritage Conservation District.

On May 16, 2019, the Community Planning and Economic Development Standing Committee passed the following motion:

THAT the Community Planning and Economic Development Standing Committee request that the Chief Administrative Officer provide a staff report concerning the implications of prioritizing future heritage conservation districts following the substantial completion of the new heritage district for Historic Properties. Specifically, the committee proposes that new districts be considered first for Downtown Dartmouth, and then for Halifax's Old North End including the area referred to as Creighton's Fields.

LEGISLATIVE AUTHORITY

*Heritage Property Act, R.S.N.S. 1989, c. 199
Heritage Conservation Districts Regulations
By-law H-200, Heritage Property By-law*

RECOMMENDATIONS ON PAGE 2

RECOMMENDATIONS

It is recommended that the Heritage Advisory Committee recommend that Regional Council:

1. Suspends the rules of procedure under Schedule 3, the Community Planning and Economic Development Standing Committee Terms of Reference, of Administrative Order One, the Procedures of the Council Administrative Order;
2. Direct the Chief Administrative Officer to prioritize the adoption of new Heritage Conservation Districts in the following order: 1) Downtown Dartmouth; 2) Old North Suburb; and 3) Creighton's Field; and
3. Repeal the Existing Public Participation Program for Heritage Conservation Districts (HCDs) as contained in Attachment E and adopt a revised Public Participation Program for HCDs as contained in Attachment F.

BACKGROUND

A Heritage Conservation District (HCD) is a defined area of historic or architectural value that is protected by regulations governing such things as demolition, exterior alteration and new development. Incentives may apply within the District to encourage private architectural conservation and municipal programs can enhance public amenities. A conservation plan and by-law may be adopted alongside other development control mechanisms, such as municipal planning strategy and land use by-law amendments.

The municipality adopted its first HCD along Barrington Street in downtown Halifax in 2009 following a six-year process to consult with the community and prepare the planning documents. The municipality prepared and established its second and third HCDs for Schimidville and Old South Suburb concurrently between 2015 and 2020.

Actions Requested by Regional Council

Prioritizing Future Potential HCDs

On May 14, 2019, Council passed a motion to begin a study for HRM's newest Heritage Conservation District - identified in policy as Historic Properties and Granville Mall HCD in the Downtown Halifax Secondary Municipal Planning Strategy (DHSMPS Policy 34). Council also passed a motion extending the boundary of the potential HCD and staff are proposing to rename it the Downtown Halifax (formerly Historic Properties) HCD. As part of this process, staff are also looking at consolidating the new Downtown Halifax HCD to include Barrington, Old South, and Historic Properties HCD areas to simplify and improve the consistency of the documents.

On May 16, 2019, the Community Planning and Economic Development Standing Committee passed a motion requesting a staff report regarding prioritizing future HCDs – especially Downtown Dartmouth, Halifax's Old North Suburb and Creighton's Field. This motion was in response to the draft Regional Centre Secondary Municipal Planning Strategy (Centre Plan Package 'A') that identified potential new HCD areas.

On September 18, 2019, Council adopted the Regional Centre Secondary Municipal Planning Strategy (Centre Plan Package 'A'), which contains a policy that identifies nine additional study areas for consideration as future HCDs:

- Bloomfield
- Creighton's Field
- Historic Richmond and Hydrostone District
- Downtown Dartmouth
- Old North Suburb (Brunswick Street north of Cogswell)

- Five Corners
- Victoria Road
- Harbourview
- Westmount

Attachment B provides a synopsis of the heritage value of each proposed HCD.

Process Review - Reducing Timelines for HCDs

On December 14, 2017, the Community Planning and Economic Development Standing Committee (CPED) supported a motion of the Heritage Advisory Committee (HAC) to review and improve time frames for future HCDs upon completion of Old South Suburb (completed in January 2020). This motion was in response to concerns expressed by HAC with the length of time it has taken to establish heritage conservation districts (up to six years for Barrington HCD) and proposed that a two-year time frame for completion of future HCDs may be possible with increased resources.

Process for Adopting a HCD

HCDs are adopted utilizing the process described in Attachment A, which consists of adoption and approval of a background study; adoption and implementation of a public participation program; the drafting of a Heritage Conservation Plan and By-law; a public hearing; and approval by Regional Council and the Minister responsible for the *Heritage Property Act*. An important part of this process is public consultation.

Section 6 of the Heritage Conservation Districts Regulations requires a municipal council to adopt a public participation program prior to preparing an HCD Plan and By-law. Section 6(2) of the HCDs Regulations describe the content of a public participation program in broad terms:

(2) The content of a public participation program shall be at the discretion of the council, but it shall identify opportunities and establish ways and means of seeking the opinions of the public with respect to the proposed conservation plan and by-law.

The public participation program used for both Schmidville and Old South Suburb was the same program employed for the Barrington Street HCD (Attachment E). Staff also conducted an online survey and three community workshops with residents and property owners for both Schmidville and Old South Suburb.

Resources to Establish HCDs in Other Canadian Municipalities

Staff consulted with seven other municipalities in four different provinces about timeframes and public engagement for establishing HCDs. Like HRM, none of these municipalities include a minimum legislated timeframe to establish an HCD once the project is initiated. The municipalities indicated that the process to establish an HCD can vary between two and six years depending on several factors, including the size of the study area, threats to the heritage resources within the proposed HCD, and the number of staff involved. All municipalities are required to consult with the public to solicit feedback through a variety of methods. The use of a stakeholder committee as a method of community engagement varies by jurisdiction (see Attachment D).

Process Timeframe in HRM

The standard process to establish an HCD including public participation, planning, and adoption process is summarized in Attachment A. The timeframe for the establishment of the Schmidville HCD in 2018 provides a good example of the current standard adoption timeframe in HRM as it was unhindered by concurrent plan reviews or other competing priorities. Schmidville was completed in four years, with public participation accounting for 18 months of that time, planning and review taking 28 months, and provincial review taking a further three months.

DISCUSSION

With Regional Council having identified ten proposed HCDs (one in process) and with the considerable staff time and resources required to implement a new HCD, staff recommend that Council prioritize the list

of identified study areas to ensure that the municipality establishes conservation measures in those areas that require the most immediate attention. Considering the amount of time to implement an HCD and the potential for shifting priorities, staff are only recommending the top three potential new HCD areas to establish after the Downtown Halifax HCD. A summary of the evaluation of future study areas is contained in Attachment C.

In its methodology, staff have considered three evaluation criteria to prioritize study areas:

- 1) areas that include a high concentration of registered heritage properties;
- 2) areas that include rare examples of historic architecture;
- 3) areas that are experiencing a high rate of change based on development permit activity in the past five years; and
- 4) areas that include the potential for large-scale redevelopment as a result of their current land use designation.

Downtown Dartmouth scored the highest based on the evaluation criteria, followed by Old North Suburb and then Creighton's Field.

Each of these areas contain more registered heritage properties than most of the other study areas, except for Victoria Road, which scores lower on the other criteria. In terms of heritage value, the mix of building stock in these neighbourhoods is much older and rarer than that found in the other six study areas. These three study areas also include the greatest rate of development in the past five years and the greatest potential development pressures based on the amount of area covered by higher density land use designations.

Following the completion of Downtown Dartmouth and Old North Suburb HCDs and the initiation of Creighton's Field, staff intend to seek Council direction to re-evaluate the list of future potential HCDs as identified in municipal planning policy.

Process Review - Reducing Timeframes to Implement HCDs

From the research conducted by staff on processing timelines for HCDs in other municipalities, HRM is currently establishing HCDs within the average time range experienced by other municipalities: between 2 to 6 years. There is no option for a moratorium on demolition projects in Nova Scotia, therefore, expediting the process to establish HCDs is essential to minimize any loss of historic buildings during the process. Processing times also impact property owners, including developers, who plan their own development projects around policies in a draft HCD Plan and its timeframe for adoption. Any delays in this process may impact their development plans and create uncertainty.

Several factors are needed if the timeframe required to implement future HCDs is going to be reduced:

1) *Community Involvement*

Stakeholder groups made-up of business-owners, residents and property owners should show an interest in establishing an HCD in their neighbourhood. Such groups may assist the municipality by preparing background research on the history and heritage value of their area and of the many heritage resources therein. They may educate other members of their community and promote their area as a district worthy of strong conservation measures. Further, they can consult with individual property owners to encourage them to apply for registration of their heritage properties. These activities can facilitate the process and reduce the timeframe in which an HCD is established. HAC and staff will continue to work with groups to assist in addressing their concerns with development pressures, identifying heritage values, and evaluating heritage resources in their communities.

2) *Public Participation Program*

The existing Public Participation Program used to establish the three existing HCDs was adopted for all HCDs (Attachment E). Since its adoption in 2003, staff have a better understanding of how the program functions and its strengths and weaknesses. One aspect of the program that should be revised is the use

of a stakeholder committee. Although the provision for a stakeholder committee is not a legislated requirement, the existing program requires the Heritage Advisory Committee (HAC) to appoint a stakeholder committee and for municipal staff to work with this committee throughout the public engagement and planning process. Recent experience with the processes to establish Schmidville and Old South Suburb, respectively, suggest that the requirement to appoint and engage a stakeholder committee adds approximately one year to the process. While the stakeholder committees did add time to the processes, they also provided valuable feedback. Staff can also achieve valuable feedback through other means of public engagement.

The municipality can use participatory methods that solicit feedback from the broader community, such as workshops and online options and the Heritage Advisory Committee will be regularly informed on the progress of establishing an HCD. Therefore, staff are recommending a revised Public Participation Program for establishing HCDs intended to reduce timeframes (Attachment F).

Nothing in this revised resolution would preclude Regional Council or HAC from considering other engagement methods, including the establishment of a stakeholder committee, to obtain public opinion regarding the adoption of an HCD where deemed desirable.

3) Planning and Municipal Staff Review

Most of the time required to establish the three existing HCDs was in the preparation of the HCD plans and by-laws and the required amendments to municipal planning documents. These documents required a significant amount of consultation, both internally and externally before being presented to Council. Now that HRM has created policies and regulations within three HCDs, these documents can serve as templates that will reduce the overall timeframe required to prepare new HCDs.

The timing of HCD projects relative to other planning projects is another major factor affecting timeframes. The HRM Planning and Development Department prepared the Schmidville and Old South Suburb HCDs at the same time as two other major planning projects: Centre Plan (Package A) and the plan review of Downtown Halifax. Due to limited staff resources and the priority of these other planning projects to the municipality, it took approximately one year longer to establish the HCDs. The adoption of the Regional Centre Secondary Municipal Planning Strategy (Centre Plan Package 'B'), planned for 2021, may impact the timeframe to prepare and adopt the Downtown Halifax HCD.

The number of staff resources impacts process timeframes to establish HCDs. Currently only one heritage planner leads HCD projects in a team of three heritage planners. The number of heritage staff in other Canadian municipalities range from 1.5 in Victoria, BC and Windsor, ON to six in Ottawa, ON (Attachment D). Considering the municipality's current financial situation, there is no plan to expand the number of heritage planners in the immediate future. However, a new heritage researcher position will be filled in 2020 which will provide support to research projects related to HCDs. Staff resources should be considered when Council discusses timelines for adopting new HCDs at the time of initiation for each project.

4) Consolidation of Planning Processes

Instead of running concurrent planning projects separately, the municipality may expedite the timeframe to establish HCDs by consolidating HCD projects into larger planning initiatives, such as secondary municipal planning strategies (i.e. Regional Centre SMPS) or plan reviews (i.e. Downtown Halifax SMPS Review) where such planning projects share geographical boundaries with the HCD study area. This approach may result in fewer delays and allow for greater integration and formulation of heritage policies with other policy objectives like development and housing. With the adoption of the Regional Centre SMPS in 2021 this approach will have limited impact on processing timelines as all other listed potential HCDs are within the Regional Centre boundaries.

5) Consolidation of HCD Processes

Consolidating two or more HCD planning processes and documents is also an approach, especially where study areas share a similar history, architectural tradition, and location. The processes and documents for the Old South Suburb and Schmidville HCDs were developed concurrently, between 2015 and 2020, but not consolidated at the time. However, due to the similarities between these two areas in terms of

geographic location and traditional architecture, economies of scale were achieved when preparing research documents, inventories, public engagement and policy development. Both processes were complete within a five-year timeframe.

Conclusion

HRM is processing HCDs within similar timeframes as other municipalities across Canada – which varies based on the size of the area and the amount of development pressure. To reduce the amount of time required to process a new HCD, staff are proposing changes to the processes that were used in previous HCD projects. Regional Council approval is required to change the public participation program. At this time, staff are not recommending additional staff resources given the options presented and with recent approval of a heritage researcher position.

FINANCIAL IMPLICATIONS

There are no financial implications. The HRM costs associated with processing this application can be accommodated within the approved 2020/21 operating budget for Cost Centre C340, Social and Heritage Policy.

RISK CONSIDERATION

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

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

COMMUNITY ENGAGEMENT

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

ENVIRONMENTAL IMPLICATIONS

No concerns identified.

ALTERNATIVES

The Heritage Advisory Committee and Community Planning and Economic Development Standing Committee may recommend that Regional Council:

1. Direct the Chief Administrative Officer to prioritize the adoption of new Heritage Conservation Districts in a different order of priority.
2. Maintain the Existing Public Participation Program as contained in Attachment E.

ATTACHMENTS

- Attachment A: Heritage Conservation District Adoption Process
- Attachment B: Descriptions of Future Potential Heritage Conservation Districts Identified in Regional Centre Plan, Package A
- Attachment C: Prioritization Methodology and Evaluation
- Attachment D: Resources to Establish HCDs in Other Canadian Municipalities
- Attachment E: Existing Resolution Regarding A Public Participation Program for the Establishment of a Heritage Conservation District
- Attachment F: Revised Resolution Regarding A Public Participation Program for the Establishment of a Heritage Conservation District

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

Report Prepared by: Seamus McGreal, Planner III, 902.717.1568

ATTACHMENT A
HERITAGE CONSERVATION DISTRICT ADOPTION PROCESS

Statutory procedure for establishing a Heritage Conservation District under the Heritage Property Act:

The Municipality:

1. adopts a public participation program by resolution;
2. undertakes and approves a background study to rationalize the proposed Heritage Conservation District;
3. submits study and public participation program to Minister, responsible for the *Heritage Property Act* for provincial approval.
4. begins the public consultation phase to secure public input on what a Heritage Conservation District Plan and By-law should contain;
5. prepares a draft Heritage Conservation District Plan and By-law and conducts further public consultation;
6. gives notice of intention to hold a public hearing on the draft Heritage Conservation District Plan and By-law by newspaper advertisements for two successive weeks and by ordinary mail to all property owners, 21 days prior to date of public hearing;
7. ensures that development and building permits issued after the date of publication of the first notice of intention, for a period of 120 days, be consistent with the proposed Conservation Plan and By-law. If the Plan and By-law do not come into effect within 120 days, such permits may be issued provided that they meet all other applicable by-laws;
8. provides public access to the proposed Heritage Conservation District Plan and By-law;
9. holds a public hearing that enables public input before Regional Council makes its decision which requires majority vote of Council;
10. if the Heritage Conservation District Plan and By-law are approved by Council, submits the Heritage Conservation District Plan and By-law to the Minister, responsible for the *Heritage Property Act*, for approval, with documentation regarding compliance with the statutory planning process;
11. receives the Minister's decision on the Heritage Conservation District Plan and By-law – either approved or rejected. Heritage Conservation District Plan and By-law comes into effect when approved by the Minister; and
12. gives notice of approval of the Heritage Conservation District Plan and By-law in the newspaper and files documents in the Registry of Deeds on the subject properties.

ATTACHMENT B

Descriptions of Future Potential Heritage Conservation Districts Identified in Regional Centre Plan, Package A

AREA: DARTMOUTH

1. Harbourview Area The area is generally bounded to the south by Shore Road and to the north by Windmill Road and has notable harbour views from side streets and lanes. It was developed in the late 19th and early 20th century as a compact, early working-class residential district that supported the surrounding industry and commerce of Downtown Dartmouth.

2. Downtown Dartmouth: The sections of Downtown Dartmouth to the southeast of the Dartmouth Common contain a mix of 18th and 19th century residential and commercial buildings where the architecture of the buildings tell the story of the evolution of the community.

3. Five Corners: The area where Portland and Pleasant Streets intersect contains a nearly contiguous collection of 19th and early 20th century residences within one of the oldest neighbourhoods in Dartmouth.

HALIFAX

4. Historic Richmond and Hydrostone District: The Hydrostone area is an early example of town planning, that was built to house workers displaced by the Halifax Explosion of 1917. Richmond is the historic neighbourhood adjacent to Needham Hill that was destroyed by the Explosion and reconstructed in a variety of early 20th century architectural styles.

5. Bloomfield District: The largely intact and contiguous tree-lined streetscapes of the Bloomfield District, west of Gottingen in Halifax's North End, contains an important collection of Georgian, Victorian and Edwardian grand residences representing the merchant class of the 19th century.

6. Brunswick Street District (north of Cogswell Street): In the Brunswick Street area development dates to the earliest period of colonial British and German settlement beginning in 1756, spanning the Georgian period through to late 19th century residences of merchants and business owners.

7. Creighton's Field: This North End neighbourhood adjacent to the Halifax Common is characterized by intact and contiguous streetscapes of small-scale workers houses dating from the Georgian and Victorian periods of the 19th Century.

8. Westmount: Developed post WWII, Westmount is one of two similar communities built by the federal government to house returning servicemen and their families.

9. Victoria Road: This area is generally south of what was once the Freshwater Brook, which flowed along Victoria Park from the Commons to the Halifax Harbour near the foot of Inglis Street. Tower Road, Victoria Road and South Park Street were fashionable streets in the late 19th Century that were at that time at the southern fringe of the City. This area includes two registered heritage streetscapes and dozens of mid-to-late Victorian homes, mainly in very good condition. Today, many of these old residences have been converted to multi-unit dwellings, but many have also been restored as single unit dwellings.

ATTACHMENT C Prioritization Methodology and Evaluation

Methodology

Staff have identified four criteria to prioritize study areas for future HCDs and they are as follows:

1. Concentration of Heritage Resources

Study areas which include a high concentration of identified heritage resources shall be given priority. The number of registered heritage properties within a study area shall be used as the indicator for this criterion since these properties have been formally designated as heritage resources.

2. Heritage Value

Study areas which include heritage resources which are rare examples of historic architecture from an early period in HRM, Nova Scotia, Canada, and North America shall be given priority. This criterion requires both quantitative and qualitative analyses.

3. Recent Development Pressure

Study areas which have experienced a relatively high number of permit applications in the past five years, between 2015 and 2020, when compared to the number of properties within the area. Areas with a higher rate of recent development will also include a higher rate of impact on the character of the contributing heritage resources.

4. Potential Development Pressure

Study areas which include potential large-scale redevelopment that could threaten heritage resources with demolition shall be given priority. Percentage of higher density land use designations within study areas shall be used as the indicator for this criterion.

Evaluation

The Regional Centre Secondary Municipal Planning Strategy identifies nine additional study areas for consideration as future potential HCDs and provides a synopsis of the heritage value of each (see Attachment B). Using the above evaluation criteria

Concentration of Heritage Resources

HCD Study Areas	Total Area (Sq. Metres)	# of Properties	# of Registered Heritage Properties	Avg Date of Registered Heritage Properties	Permits Issued (2015-20)
Victoria Road	118,054	186	39	1889	44
Old North Suburb	88,435	84	37	1868	41
Downtown Dartmouth	243,634	165	26	1866	83
Creighton's Field	135,968	439	14	1871	111
Hydrostone	348,847	523	14	1920	93
Five Corners	50,090	59	13	1883	22
Bloomfield	91,161	239	11	1880	58
Harbourview	105,434	190	1	N/A	44
Westmount	257,114	281	0	N/A	60

Heritage Value

Within the Regional Centre there are many areas of high heritage value due to the age, integrity and architectural character of the building stock therein. Historically, development in the Regional Centre expanded outwards from the original townsites of Halifax (1749) and Dartmouth (1750), meaning that the highest concentration of older structures will be found close to the two downtown areas. Also, major commercial, institutional and public buildings were constructed within the downtown areas, many of which have survived due to their cultural importance and durable masonry construction. The neighbourhoods close to Downtown Halifax, such as Creighton's Field, Schmidville, Brunswick Street and Old South Suburb contain the highest proportion of Georgian and Victorian residential buildings in the Municipality, many of which are rare by North American standards. Downtown Dartmouth contains a mixed stock of historic buildings, including some of the oldest houses in the municipality.

All study areas identified for priority status in this report fall within the areas adjacent to the original townsites of Halifax and Dartmouth, and due to their historic building stock exhibit a comparably high degree of heritage value.

Recent Development Pressure

Downtown Dartmouth and Old North Suburb experienced the highest rate of development over the past five years with 83 permits issued for the 165 properties in Downtown Dartmouth (50%) and 41 permits issued for the 84 properties in the Old North Suburb (49%). Five Corners (39%) also experienced a high rate of development. Creighton's Field (25%) and the other study areas similar rates of building permits issued when compared to the number of properties within the study area boundaries. Of the 556 permits issued within all nine study areas, the vast majority were for low density residential projects (40%) followed by commercial projects (10%) and then higher density residential projects (7%). Most of the permits were issued for renovations (50%) followed by additions (9%) and new construction (8%).

Potential Development Pressure

Certain study areas will experience more development pressures than others due to their proximity to the downtown cores as increasing numbers of residents and businesses seek to locate near the central services and cultural facilities of HRMs downtown areas. Of all the proposed HCD study areas identified in the Regional Centre Secondary Municipal Planning Strategy (Centre Plan Package 'A'), Downtown Halifax (Historic Properties), Downtown Dartmouth, Old North Suburb, and Creighton's Field encompass more high-density land use designations than any other. These include the Downtown, Centre, Corridor, and Higher-Order Residential Designations. While growth and

development should be encouraged in these areas, the heritage-sensitive development regulations created through the HCD approval process can ensure that new development is appropriate for its historic context.

HCD Study Areas	ER		CEN		COR		HR		D		# of Properties
	sq m	%	sq m	%	sq m	%	sq m	%	sq m	%	
Bloomfield	64,658	71%	0	0%	4,027	4%	32	0%	0	0%	239
Creighton's Field	68,705	51%	7,766	6%	16,383	12%	4,040	3%	0	0%	439
Downtown Dartmouth	21,990	9%	0	0%	0	0%	0	0%	46,340	19%	165
Five Corners	38,560	77%	0	0%	0	0%	0	0%	0	0%	59
Harbourview	56,786	54%	0	0%	0	0%	0	0%	0	0%	190
Hydrostone	153,271	44%	0	0%	6,414	2%	0	0%	0	0%	523
Old North Suburb	24,803	28%	1,248	1%	0	0%	34,641	39%	0	0%	84
Victoria Road	81,550	69%	0	0%	0	0%	1,197	1%	0	0%	186
Westmount	138,153	54%	0	0%	0	0%	0	0%	0	0%	281

Legend: ER – Established Residential; CEN – Centre; COR – Corridor; HR – Higher-Order Residential; D – Downtown
 Designations not identified: PCF – Parks and Community Facility; INS – Institutional; and DND – Department of National Defence
 *Historic Properties study area identified in the Downtown Halifax Secondary Municipal Planning Strategy

Evaluation Criteria Conclusion

- (1) Concentration of Heritage Resources (the total number of registered heritage properties);
Top Areas: (1) Victoria Road [39]; (2) Old North Suburb [37]; (3) Downtown Dartmouth [26]; and (4) Creighton's Field [14].
- (2) Heritage Value (due to the age, integrity and architectural character of the building stock)
Top Areas: (1) Downtown Dartmouth; (2) Old North Suburb; (3) Creighton's Field; and (4) Bloomfield
- (3) Recent Development Pressure
 (based on number of permits issued divided by number of properties between 2015 and 2020)
Top Areas: (1) Downtown Dartmouth; (2) Old North Suburb; (3) Five Corners; and (4) Creighton's Field
- (4) Potential Development Pressure
 (based on the amount of area included in higher density land use designations in the Regional Centre SMPS)
Top Areas: (1) Downtown Dartmouth; (2) Old North Suburb; (3) Creighton's Field; and (4) Bloomfield

The study areas that scored the highest based on an application of the criteria include 1) Downtown Dartmouth, 2) Old North Suburb, and 3) Creighton's Field, in this order of priority.

ATTACHMENT D
Resources to Establish HCDs in Other Canadian Municipalities

Municipal staff consulted with seven other municipalities in four different provinces about timeframes and public engagement for establishing HCDs. Like HRM, none of these municipalities include a minimum legislated timeframe to establish an HCD once the project is initiated. The municipalities indicated that the process to establish an HCD can vary between two and six years depending on several factors including the size of the study area and threats to the heritage resources within the proposed HCD. The municipalities include at least one full-time heritage staff and one staff working part time in the heritage property program (i.e. 1.5 in Windsor and Victoria) and up to six heritage staff in Ottawa. All municipalities are required to consult with the public to solicit feedback through a variety of methods.

Municipality	Stakeholder Committee (SC)		Number of Heritage Staff *
Toronto ON	Optional	SC increases project time but different perspectives provide a benefit.	3 **
Windsor ON	Optional	SC depends on how many issues need to be addressed and how much buy-in there is for project.	1.5
Edmonton AB	Yes	SC composed of residents most affected. Meet every three months.	4.5
Winnipeg MB	No	All owners invited to the public engagement events.	2
Ottawa ON	Optional	SC not required. Number of meetings depends on group.	6
Victoria BC	No	The applicant group is the SC.	1.5
Kingston ON	Optional	Local rate payer groups are heavily involved in providing specific edits to the documents and meeting with staff on multiple occasions.	2
HRM NS	Yes (Currently)	Heritage Advisory Committee selects and appoints an SC to work with staff.	3

**Many of the above noted municipalities engage consultants to supplement full time staff from time to time for various parts of the HCD process, including research, policy drafting and public engagement.*

***The City of Toronto has a large heritage planning section, but only has three heritage planners assigned to HCD work at any given time.*

The use of a stakeholder committee as a method of community engagement varies by jurisdiction (see above table). Edmonton uses stakeholder committees as a rule, but Winnipeg prefers to engage with all property owners through public engagement events. Victoria, BC accepts applications for HCDs from community groups who then serve as the de facto stakeholder group. In the Ontario municipalities, stakeholder committees are optional, and their use depends on community interest, specific issues, and community “buy in”. In Kingston, local community groups are sometimes consulted as a de facto stakeholder group since they are very interested and engaged in the public participation events and planning document review.

ATTACHMENT E

Existing

A Public Participation Program for the Adoption of a Municipal Heritage Conservation Plan and By-law Related to the Establishment of a Heritage Conservation District

Be it resolved that the Council of Halifax Regional Municipality does hereby adopt the following public participation program pursuant to Section 6 (1) (i) of the Heritage Property Act, Statutes of Nova Scotia, 1989, Chapter 199.

1. All requests for a Heritage Conservation District shall be directed to Regional Council for preliminary review. Where Regional Council determines that the request has merit:
 - (a) The request shall be forwarded to municipal staff for preparation of a report and recommendation to the Heritage Advisory Committee.
 - (b) Where the HAC determines that a heritage conservation district should be considered a recommendation shall be made to Regional Council to initiate the planning process for the adoption of a Heritage Conservation Plan and By-law.
2. Where Regional Council determines that it wishes to further consider the adoption of a Heritage Conservation District the case shall be referred to the Heritage Advisory Committee who shall implement the following public participation procedure(s):
 - (a) The Heritage Advisory Committee shall establish a Stakeholder Steering Committee according to the *Terms of Reference: Heritage Conservation District Steering Committee*, outlined in "Attachment 1" of this resolution.
 - (b) The Heritage Advisory Committee in conjunction with municipal staff may implement an opinion survey to gain direct input of property owners within the proposed Heritage Conservation District boundaries into the draft Heritage Conservation Plan and By-law using a proven survey method.
 - (c) The Heritage Advisory Committee in conjunction with municipal staff, shall hold a minimum of two (2) public meetings concerning the proposed Heritage Conservation Plan and By-law at key stages of the planning process to provide information to public stakeholders and seek input into the proposed Heritage Conservation Plan and By-law.
 - (d) The following public meeting notification procedures shall apply:
 - (i) Notice of the public meeting at which the Heritage Conservation District shall be discussed shall be published in a newspaper circulating in the area affected a minimum of fourteen (14) days prior to the meeting. The notice shall indicate the time, date and place of the meeting and the location and hours during which written material concerning the proposed Heritage Conservation Plan and By-law may be inspected by members of the public.
 - (ii) Written notification of the meeting shall be forwarded to all property owners, businesses and tenants within the District a minimum of fourteen

(14) days prior to the meeting.

- (e) Minutes of the public meeting(s) and all related written submissions and staff reports shall be forwarded to Regional Council.
 - (f) The Heritage Advisory Committee shall forward its recommendation(s) and all related information to Regional Council.
3. Council shall give notice of intention to adopt a Heritage Conservation Plan and By-law and hold a public hearing by newspaper advertisements on two successive weeks and by ordinary mail or personal service to all property owners, 21 days prior to date of hearing.
 4. Nothing in this resolution shall preclude Regional Council from taking other measures as deemed necessary to obtain public opinion regarding the adoption of a Heritage Conservation Plan and By-law.
 5. Any amendments to a municipal planning strategy and land use by-law required to support or implement a Heritage Conservation Plan and By-law shall be undertaken in accordance with Halifax Regional Council's Resolution Respecting Public Participation.

"ATTACHMENT 1"
Terms of Reference
Halifax Regional Municipality Heritage Conservation District
Stakeholder Steering Committee

1. Statement of Purpose

The Heritage Conservation District Stakeholder Steering Committee (the "Committee") will represent broader stakeholder interests within the proposed heritage conservation district. The Committee will operate as a sub-committee of the Municipal Heritage Advisory Committee (HAC) and will work with municipal staff throughout the heritage conservation district plan and by-law adoption process. Committee members will work with staff at key points in the planning process including issue and opportunity identification, review of draft policy and regulations, public participation, and discussion of other program elements as required.

2. Membership

Committee members shall be appointed by the Municipal Heritage Advisory Committee (HAC) using a consensus approach. HAC will seek to establish an effective balance of Committee members to best represent the interests of stakeholders.

The membership of the Committee shall represent a broad cross-section of stakeholders, including (but not necessarily limited to) : property owners, residents, business owners (where applicable), the area business commission or residents association (where applicable), Nova Scotia Heritage Trust or other similar heritage organization and HAC.

The Committee membership shall consist of:*

- a. Two (2) members of Heritage Advisory Committee
- b. One (1) member of Nova Scotia Heritage Trust**
- c. Two (2) property owners within the proposed district
- d. Two (2) business owners and/or tenants within the proposed district that do not own the property

*Additional members may be appointed at the discretion of HAC in order to effectively represent stakeholder interests.

** Where a member of Nova Scotia Heritage Trust is not provided, a representative of an alternative heritage-specific organization may be appointed to the Committee.

3. Meeting Guidelines

Meetings shall be held according to a regular schedule as agreed to by the Committee and endorsed by the HAC. Committee members will be required to attend meetings on a regular basis. The quorum for regular meetings is a majority of the appointed members.

The Committee may form sub-committees to address specific focus topics as deemed necessary. Meeting records of every Committee meeting shall be prepared and circulated (and approved) at the following meeting.

4. Committee Chair

The committee shall appoint a Chair and a Vice-Chair (to act in the absence of the Chair) who will keep the group focused on an accepted agenda, guide discussion and encourage participation by all committee members.

5. Decision-Making

The Committee will work on a consensus basis, however, should a vote be necessary, all motions shall require support from the majority of members present.

6. Reporting to HAC

The Committee will provide monthly verbal reports/updates to HAC and all Committee meeting minutes shall be forwarded to HAC for information.

ATTACHMENT F
Revised

A Resolution Regarding A Public Participation Program for the Establishment of a Heritage Conservation District

Be it resolved that the Council of Halifax Regional Municipality does hereby adopt the following public participation program pursuant to Section 6 (1) (i) of the *Heritage Conservation District Regulations* made under Section 26 of the *Heritage Property Act*, Statutes of Nova Scotia, 1989, Chapter 199.

1. All requests for a Heritage Conservation District shall be directed to Regional Council for preliminary review. Where Regional Council determines that the request has merit:
 - a. The request shall be forwarded to municipal staff for preparation of background studies and a report with recommendations to the Heritage Advisory Committee (HAC).
 - b. Where the HAC determines that a heritage conservation district should be considered, a recommendation shall be made to Regional Council to initiate the planning process for the adoption of a Heritage Conservation Plan and By-law.
2. Where Regional Council determines that it wishes to consider the adoption of a Heritage Conservation District the case shall be referred to the Heritage Advisory Committee who shall implement the following public participation procedure(s):
 - a. HAC, in conjunction with municipal staff, shall hold a minimum of one initial public information meeting to present the background studies and to discuss heritage conservation measures proposed for the Heritage Conservation District Plan.
 - b. HAC, in conjunction with municipal staff, shall hold a second public information meeting to present the Heritage Conservation District Plan and to discuss heritage conservation measures and all other documents that require adoption along with the proposed Heritage Conservation District Plan and By-law including, if necessary, any amendments to the applicable secondary municipal planning strategy and land use bylaw.
 - c. The following notification procedures shall apply to the above public information meetings:
 - i. Notice of the public information meeting at which the Heritage Conservation District shall be discussed shall be published in a newspaper circulating in the area affected a minimum of fourteen (14) days prior to the meeting. The notice shall indicate the time, date and place of the meeting and the location and hours during which written material concerning the proposed Heritage Conservation Plan and By-law may be inspected by members of the public or retrieved from a website.
 - ii. Written notification of the meeting shall be forwarded to all property owners, businesses and tenants within the District a minimum of fourteen (14) days prior to the meeting.
 - d. Minutes of the public information meeting(s) and all related written submissions and staff reports shall be forwarded to Regional Council.
 - e. HAC shall forward its recommendation(s) and all related information to Regional Council.
3. Regional Council shall give notice of intention to adopt a Heritage Conservation District Plan and By-law and hold a public hearing by newspaper advertisements on two successive weeks and by

ordinary mail or personal service to all property owners, 21 days prior to date of public hearing.

4. Nothing in this resolution shall preclude Regional Council, HAC, or municipal staff from using other methods as deemed necessary to obtain public opinion regarding the adoption of a Heritage Conservation District Plan and By-law and minutes from all public engagement activities shall be forwarded to HAC for information.
5. HAC shall encourage all its members to participate in public engagement activities
6. Any amendments to municipal planning strategies and land use bylaws required to support or implement a Heritage Conservation District Plan and By-law shall be undertaken in accordance with Regional Council's Resolution Respecting Public Participation.