



# **Regional Municipal Planning Strategy**

August 2006

REGIONAL MUNICIPAL PLANNING STRATEGY

THIS IS TO CERTIFY that this is a true copy of the Regional Municipal Planning Strategy which was duly passed at a duly called meeting of the Council of Halifax Regional Municipality held on the 27th day of June, A.D. 2006.

GIVEN UNDER THE HAND of the Municipal Clerk and the corporate seal of the Municipality this \_\_\_\_ day of July, A.D. 2006.

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Jan Gibson  
Municipal Clerk

## ACKNOWLEDGEMENTS

This Regional Municipal Planning Strategy has been prepared according to the provisions of the *Municipal Government Act* and pursuant to Regional Council's adoption of the *Regional Planning Phase II Action Plan* on December 3, 2002 and *Public Consultation Resolution* on September 2, 2003. The Plan covers the entire Halifax Regional Municipality.

Instrumental in guiding the planning and public consultation process was a Regional Planning Committee (RPC) comprised of 5 citizens, 3 Regional Councillors, and the Municipality's Chief Administrative Officer. The Committee held regular meetings which were open to the public and was responsible for public engagement and awareness building initiatives. The RPC is acknowledged for the success of general public input and participation throughout the process.

The RPC have fulfilled its mandate and have delivered a Regional Plan which upholds the Regional Planning Principles, Goals and Objectives. The RPC have advocated community interests and worked to build a plan for our future. The Committee understood the need for a regional plan and supported Regional Council in this endeavour.

Citizen participation in the process to create this Regional Municipal Planning Strategy is to be commended. The important role of volunteers in participating in the planning process and developing this Plan is recognized.

The work of the RPC was supported by a core staff team of land use, policy, parkland and transportation planners. This core team was augmented with expertise in finance, engineering, environmental management, urban design, and project management.

This Plan lays a foundation to help shape and influence healthy growth for the Halifax Regional Municipality. For this Plan to succeed, business and civic leaders must continue to support these efforts, and all concerned citizens should act on the issues discussed in the Plan.

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## EXECUTIVE SUMMARY

The Regional Municipality Planning Strategy (this Plan) is a guide for the future development of the Halifax Regional Municipality (HRM). It represents a significant step forward in integrated land use planning and long-term coordination. It is a framework that outlines how future sustainable growth should take place in the HRM, in a way that preserves the environment while at the same time maintaining a strong economy. The overarching goal of this Plan is to achieve a shared vision of the future of HRM, a vision of healthy, vibrant and sustainable communities, without taking away from the character that makes HRM a distinct and attractive place to live.

This Plan was spearheaded by the Regional Planning Committee, appointed by Regional Council in February 2003, and was the subject of extensive public input. By integrating land use and planning activities and directing growth to specific compact centres, this Plan promotes efficiency in transportation and service sectors while maintaining the health of the environment and local communities. The Plan focuses on developing our economic hubs, protecting rural resource lands, and encouraging economic opportunities across HRM. The expenditure of approximately \$250 million over the next 25 years in municipal capital and operating costs will be avoided as a result of the more compact, mixed use development outlined in this Plan.

This Plan provides a sound basis for decision-making over the next 25 years, and will be reviewed regularly to ensure policies are meeting its goals and vision. This Plan will be implemented through four broad types of policy: land use regulations, secondary planning strategies, background studies and functional plans. Amendments to the existing land use by-laws will be adopted for land use regulations, and to establish zones, permitted uses and development standards which reflect the policies of this Plan. Secondary planning strategies collectively include the 18 Municipal Planning Strategies and 15 Secondary Planning Strategies. These strategies will be reviewed through Community Visioning exercises to ensure they reflect current community issues. Background studies are required, in some cases, before detailed secondary planning processes can be completed. Functional Plans are detailed management guidelines for setting budgets for programs, services and facilities consistent with the implementation of this Plan.

This Plan outlines directions and policies in the following sectors to reach the goals of the shared vision for the future of the HRM:

- **Growth, Development and Settlement:** The fundamental goal of this Plan is to work towards balanced growth and to avoid risk to the natural environment, the character of our communities and the quality of life in our region. Therefore, a key aspect of this Plan will be to direct growth to compact mixed-used settlement centres. Five land use designations have been created to guide this growth: Urban Settlement, Urban Reserve, Rural Commuter, Rural Resource, and Agricultural. The centres have been defined and strategically located where services such as transit, wastewater and water can be economically and efficiently provided. One quarter of the predicted growth will occur within the Regional Centre, and

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half will be directed towards suburban areas. Policies regarding management of large subdivision development, island development, and the provision of incentives for redevelopment of abandoned and underutilised properties, are additional growth management mechanisms outlined in this Plan.

- **Natural Environment:** In the short-term, this Plan aims to protect the natural environment by establishing development practices that minimize the impact on water, land and air. It also aims to foster the development of an integrated system of natural areas, parks, trails and corridors to maintain ecosystem health and preserve HRM's quality of life. Over the long-term watershed studies and functional plans will be undertaken to support the development of integrated environmental planning practices at the local level under secondary planning strategies. This Plan outlines policies to protect water supplies, wetlands, and riparian buffer zones through designation of park and conservation zones. The Water Quality Monitoring Functional Plan, Open Space Functional Plan, Urban Forest Functional Plan, Hazards to Development Functional Plan and Emissions Reduction Functional Plan will all help achieve long term environmental protection as the impacts of climate change become more evident.
- **Economy and Finance:** This Plan includes policies that support and strengthen the role of the Capital District and Halifax Harbour, as well as business parks, other major employment centres and the rural economy, to ensure economic growth and prosperity to our region. Business and economic growth will be encouraged through an Economic Development Strategy, Capital District Functional Plan, Halifax Harbour Functional Plan and Business Parks Development Functional Plan. Also, urban streetscape design guidelines will provide opportunities for public space, architectural features and structures which enhance the desirability of the Capital District as an economic and cultural centre. A Finance Functional Plan will be created to move towards re-orienting financial and taxation strategies in HRM, including a review of property taxation, specific forms of taxation and broad fiscal policies.
- **Transportation:** Integrated land use and transportation planning is a fundamental component of this Plan. Through such integrated planning, a more effective and efficient transportation system can be developed, and impacts on the environment can be reduced. This Plan includes policies for road improvements, new transit routes and services, and a high speed ferry project, with cost-avoidance of \$75 million over the next 25 years from improved efficiency. A Transportation Master Plan will be prepared which include the following functional plans: Road and Road Network, Public Transit, Active Transportation, Transportation Demand Management and Regional Parking Strategy. All of the transportation aspects of this Plan will be administered by the Strategic Joint Regional Transportation Planning Committee, to ensure coordinated transportation planning across HRM.
- **Community:** Community Visioning and secondary planning processes to be undertaken over the next 25 years will ensure community input on design to ensure the retention of each

centre's individual community character. This will include such detail as centre boundaries, population targets, specific land uses, and densities. In designing HRM's rural and urban community centres, this Plan has outlined design standards for creating livable communities. These include issues such as well situated transit facilities, pedestrian-oriented streetscapes, multi-use trails to enhance connections of amenities and services, bicycle friendly facilities, parking availability, and mixed retail and employment opportunities. This Plan outlines ways that HRM can work towards making affordable housing available to HRM residents at all stages of life.

- **Services:** The settlement pattern adopted in this Plan will reduce infrastructure costs for services including water, wastewater, utilities and solid waste. Coordinated regional planning will also improve the ability to anticipate future infrastructure needs. This Plan includes policies to improve efficiency and sustainability of these services, including policies to ensure water supply and conservation, a Stormwater Management Functional Plan, and a Construction and Demolition Waste Management Strategy. In terms of solid waste, this Plan will be guided by the previously adopted Integrated Waste Management Strategy. A Community Energy Functional Plan will promote energy efficiency and use of cleaner energy in the HRM.
- **Culture and Heritage Resources:** This Plan includes policies for the protection of the cultural and heritage resources that are an integral part of HRM's character and quality of life. Such policies encourage designation of heritage conservation districts, re-use of heritage buildings, restoring registered heritage buildings, preserving landscapes and views, and preserving archaeological resources within HRM. The Cultural Functional Plan will reinforce cultural assets as functional components of HRM's urban and rural environments, and a Heritage Functional Plan provides studies and plans to establish regional operational guidelines to protect and enhance built, cultural and natural heritage. This Plan also outlines mechanisms to work towards strengthening of the *Heritage Property Act* to ensure further protection of our cultural and heritage resources.

Public participation and input will be a key component of implementing this Plan throughout the 25 year time frame. Communication will also be an important activity, to ensure compliance with new regulations. To provide direction in the transition from regional to community planning in implementing this Plan, a Standing Advisory Committee will be created consisting of government, community and resident representatives.

Implementing this Plan over the next 25 years will be a challenging yet rewarding process. It will require the collaboration and support of all sectors of HRM's society to reach a shared vision and protect the quality of life that we know and enjoy. However, by working together, we can achieve the vision outlined in this Plan and bring long term and lasting benefits to all sectors of HRM's community.

# CHAPTER 1: INTRODUCTION

## 1.0 OVERVIEW

This Plan reflects the vision Regional Council and residents have for HRM - to maintain and enhance our quality of life while ensuring a strong economy and a healthy and sustainable environment. It aims to grow a healthy and sustainable region by building upon the vibrancy of the Capital District and Halifax Harbour, richness of its cultural heritage, strength of its varied economy, beauty of its wilderness and ocean areas, desire for social inclusiveness, and character of its communities and built form. Regional Council endorsed the need for this region-wide plan to maintain and enhance our quality of life into the future.

This Plan was spearheaded by the Regional Planning Committee, consisting of a group of citizens and Councillors, and guided by extensive public input. It is a detailed, long-range, region-wide plan that outlines where, when and how future sustainable growth should take place in HRM. It is a framework to ensure that current and future residents continue to enjoy our present quality of life and outlines how we can preserve our environment while at the same time maintaining a strong, vibrant economy.

This is the first Regional Municipal Planning Strategy of the Halifax Regional Municipality, presenting a major step forward in integrated land use planning. Previously, 18 Municipal Planning Strategies and 15 Secondary Planning Strategies guided the communities now found within the amalgamated HRM. Under this Plan, all of these strategies are considered Secondary Planning Strategies, while this Plan provides overarching guidance for the whole region.

Planning on a region-wide integrated basis carries significant benefits to all sectors of our community. By co-ordinating planning activities and directing growth to specific compact centres, this Plan promotes efficiency in municipal service sectors while maintaining the health of the environment and local communities. The integration of transportation and land use planning will avoid future transportation costs, balance road construction with transit provision, and encourage alternatives to private automobile use. Focus can be put on improving and developing economic hubs, such as the Halifax Harbour and the Capital District, which are the economic, cultural and government centres for the Province. Rural resource lands will be protected and employment within communities encouraged, providing economic opportunities across HRM. In terms of financial impact, the expenditure of approximately \$250 million over the next 25 years in municipal capital and operating costs will be avoided as a result of the more compact, mixed use development outlined in this Plan.

Over the longer term, this Plan will guide decisions beyond immediate problems and outline specifically how HRM can change. The Plan will provide a sound basis for decision-making and will guide the private sector toward beneficial and profitable activities affecting the land and people while upholding the public interest. To do this, this Plan will require public collaboration,

cooperation and support to reach its goals. It will also require far-sighted and steadfast leadership to support the principles and goals and to maintain the long-range view. Together, we can work towards planning for a sustainable future.

This introductory chapter provides a look back at HRM's past, and a look ahead at a shared vision for the future. The next eight chapters outline in detail the policies and strategies that will achieve this future vision of the HRM.

## 1.1 HRM: FROM PAST TO PRESENT

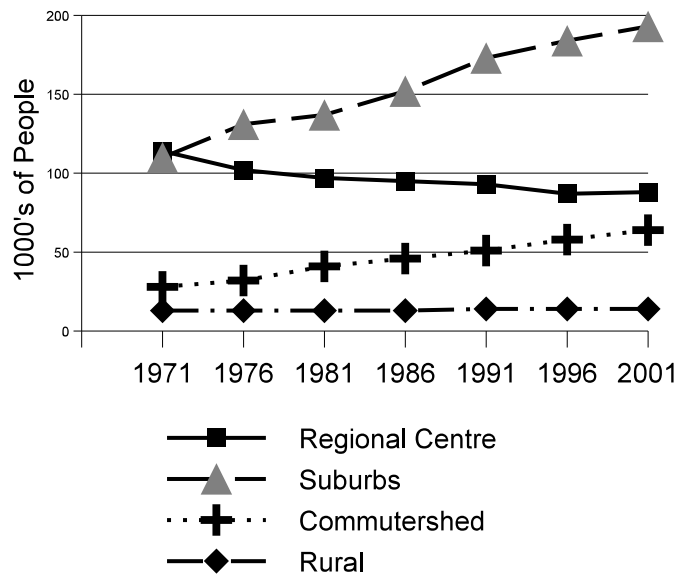
### 1.1.1 Population Growth

HRM had a relatively stable population growth over the last 25 years. In 1976, the population was less than 280 000, rising to approximately 360 000 in 2001 (see Table 1-1). This growth has not occurred uniformly across HRM, but has instead been focussed mainly in suburban and rural areas within commuting distance of the Regional Centre (Figure 1-1).

**Table 1-1: Population Through History**

	<b>1976</b>	<b>1981</b>	<b>1986</b>	<b>1991</b>	<b>1996</b>	<b>2001</b>
<b>Population</b>	278 500	288 100	306 400	330 900	342 900	359 090
<b>Dwelling Units</b>	84 900	97 300	107 400	122 100	131 500	150 100
<b>Persons per household</b>	3.28	2.97	2.86	2.71	2.6	2.39

Source: HRM Baseline Report



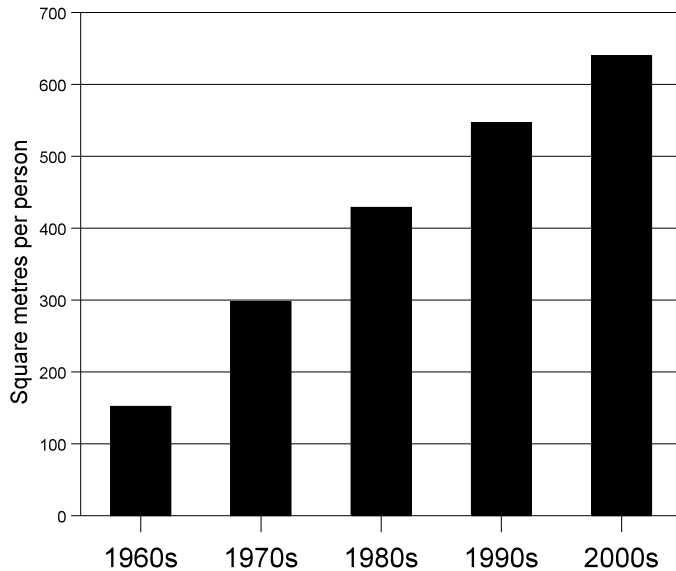
**Figure 1-1 HRM Population by Subregion (1971-2001)**

Source: Statistics Canada

### 1.1.2 Development Trends

Population growth in HRM has been affected by: public policy, taxation and finance, geography, land ownership and the market, all providing incentives or disincentives for residency. In the 1950s, HRM was very compact and most people lived in the former cities of Halifax and Dartmouth, what we now call the Regional Centre. By the 1960s, suburban subdivisions developed and rural commutershed subdivisions began to emerge. As rural areas grew, the population of the Regional Centre began to decline and development moved further out from the Regional Centre.

HRM's past population growth trend has resulted in dispersed settlement patterns in some areas, where increasingly larger amounts of land are used by individual households (Figure 1-2). The dispersed settlement pattern in turn has led to higher infrastructure and delivery costs to service these areas. Since 2000, residential development in the Regional Centre has begun to grow again, but suburban communities have continued to develop and spread across HRM.



**Figure 1-2 Land Subdivided for Residential Development in HRM**

Source: HRM Planning and Development research

## 1.2 HRM: FROM PRESENT TO FUTURE

Future patterns of development for the HRM are influenced by trends in population, the strength of the economy and employment opportunities, and housing availability and need. Projected trends from now until 2026 indicate that employment will expand while the number of available workers will decrease, the age distribution will shift towards a larger proportion of residents over the age of 65, and housing demand will increase, especially in suburban areas. Each of these projected patterns is discussed in more detail below.

### 1.2.1 Economy and Employment

Within Nova Scotia and the broader Atlantic regional economy, HRM has traditionally shown a strong economic performance, and conditions are set to continue to create relatively more employment than the rest of Atlantic Canada over the next 25 years. However, as is seen in much of North America, labour shortages, due in part to the aging of the population and to the increasing use of technology, will be partially responsible for a gradual slowing in the net pace of job creation from 1.5 to 0.6 % per year by 2025. Employment in HRM is expected to expand by about 40 000 workers to about 230 000 persons by 2025 - representing a growth of 0.8 % per year<sup>1</sup>. A natural

<sup>1</sup> Clayton Research Assoc. Ltd. and Cantwell & Co. Consulting. *Employment, Population and Housing Projections Halifax Regional Municipality (Revised)*. May 12, 2004. Halifax



increase in population alone will not be sufficient to produce an adequate supply of labour. As noted in the *Economic Potential of HRM Study*<sup>2</sup>:

"To meet projected employment opportunities over the next 25 years, immigration will have to rise from the current net annual level of 750 to reach about 3500 per year by 2025. This will require major policy and program development by all levels of government."

A strong local economy helps attract workers. HRM's economy is driven mainly by five key economic sectors which help create many of those new jobs: universities and colleges, defence, hospitals, public administration, and financial, insurance and real estate services. Together, these five sectors will account for one third of the job growth by 2026. The stability of, and prospects for, these sectors, therefore, are important to the overall economy of HRM.

### 1.2.2 Population

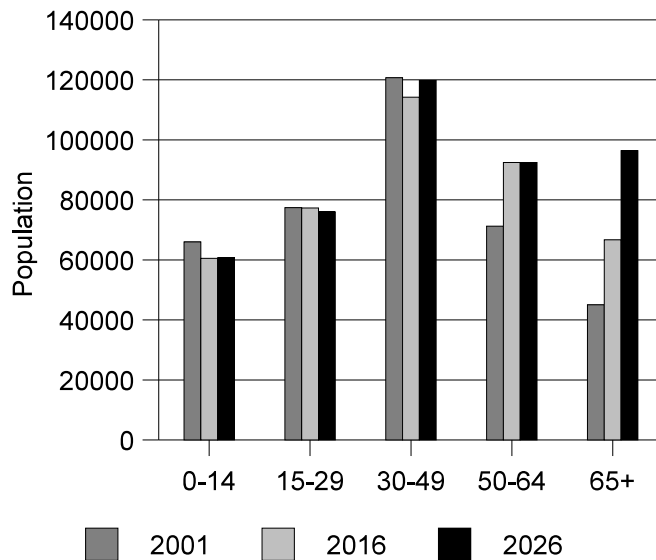
The population of HRM over the next 25 years is projected to rise in the range of 52 000 persons, using a low growth scenario, to 125 000 persons, using a high growth scenario. However the likely rise will be around 84 400 persons, with 24 000 of these coming from natural increase, and the remaining 60 000 from migration. About one third of this migration is expected to come from international sources, while the remaining two thirds is expected from other parts of Canada. This migration is ultimately influenced by local employment opportunities<sup>3</sup>.

An important feature of this projected population growth is the anticipated shift in age of the population (Figure 1-3). By 2026, there will be more than twice the number of people over the age of 65 than in HRM today, and the number of school aged children is expected to level off. This shift in age distribution will have significant implications on the demand for and type of services provided in HRM.

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<sup>2</sup> Gardner Pinfold Consulting Economists Ltd. et al. 2004. *Economic Potential of HRM and Halifax Harbour*. May 2004. Halifax

<sup>3</sup> Clayton Research et al. 2004. Ibid



**Figure 1-3 Projected HRM Population by Age Group**

Source: Clayton Research, 2004

### 1.2.3 Housing

Potential household growth, and ultimately housing demand, is a function of the projected population by age and the number of people in each age group who are expected to head up a household. Over the period 2001 to 2026, HRM is expecting a total of 57 000 new households to emerge<sup>4</sup> or 58 750 new dwelling units. The number of new dwelling units is slightly higher due to the anticipated decline in average household size (i.e., number of persons per household). Low-density housing is expected to account for the majority – about 58% – of housing completions. Medium and high-density development should account for about 42%.

Suburban areas of HRM will continue to play an important role in residential development by capturing 52% of all new housing requirements up until 2026. Approximately 26% of the demand for residential development will be in the Regional Centre, and 22% of the housing demand will be found in rural areas, primarily as single-detached housing.

<sup>4</sup> Based upon the Potential Housing Demand (PHD) model maintained by Canada Mortgage and Housing (CMHC).

**Table 1-2: Projected Housing Demand by Type and Sub-Region 2001-2026**

Sub-region	Single and Semis	Townhouses	Apartments and Others	Total
Urban	3428	1715	9911	15 054
Suburban	18 851	735	11 013	30 599
Rural	11 996	-	1101	13 098
Total	34 275	2450	22 025	58 750

Source: Clayton Research 2004

### 1.3 WHY WE NEED A REGIONAL PLAN

All areas in HRM have grown in accordance with the existing 18 Municipal Planning Strategies. However, these strategies were generally developed in isolation of each other and lack an overall coordinated approach. Continuing with the present trends of growth and development, referred to as the Base Case, can, and has already, led to several problems. As settlement patterns evolved outside the traditional urban and suburban areas, larger residential lots were needed in more rural areas to accommodate on-site services such as well and on-site sewage disposal systems. At the current rate, projected growth would use approximately 18 000 hectares of land for housing development. The current development patterns and rate of growth, particularly in the rural commutershed areas are not only environmentally unsustainable, but are also financially unsustainable for HRM.

The negative impact of our current growth upon the environment will worsen if the status quo continues. Development affects our wildlife and natural open space corridors, wetlands, and shorelines, forcing wildlife out of natural feeding areas, and closing shellfish harvesting areas. Unchecked growth can lead to a degradation of the natural environment, higher dependence upon the automobile, increased greenhouse gas emissions, and a loss of neighbourhood and community character. A coordinated regional plan can reduce the impact of development on the environment by directing growth to compact centres and reducing the amount of land used in development.

Municipal services are much more expensive to provide when development is dispersed<sup>5</sup>. While there is currently a sufficient supply of piped water to meet our needs for the next several decades, this is not necessarily the case in all areas relying on private well water. Some of these areas are already experiencing water shortages and more problems are likely to develop if we do not take adequate water supply into account in determining where to build new subdivisions. Between 1980 and 2004, HRM spent approximately \$80 million on extending water and wastewater services to resolve problems in previously unserved areas.

<sup>5</sup> HRM. *Settlement Pattern and Form with Service Cost Analysis*. April 2005. Halifax.

Transportation efficiency and cost-effectiveness are also affected by existing development patterns. With communities growing without a regional plan, reliance upon the automobile has increased, resulting in higher levels of congestion on our roads and unnecessary strain on existing road infrastructure. This Plan will improve on the efficiency of delivery of these municipal services through coordinated and integrated planning.

Economic growth is fundamental to the success of HRM. Poor transportation networks and increased congestion can result in an inefficient economy, higher costs and lost business. As well, declining natural areas and loss of traditional industries makes HRM less attractive to potential business investment and employees.

In terms of financial sustainability and a healthy economy, there are six critical areas where this Plan can improve HRM's long-term financial position:

- 1. The Risk of Unplanned Growth** - In the absence of a plan encouraging growth in an efficient manner, growth may occur in a dispersed pattern, producing a demand for services that is expensive and inefficient to provide. HRM may invest in costly infrastructure that is not utilized to the extent designed as growth takes place in other areas.
- 2. The Infrastructure Capacity Gap** - HRM's current capacity gap, the difference between the amount of funds required to maintain infrastructure and the funds available under current financial strategies, is about \$30 million per year. This Plan will work towards preventing this capacity gap from growing through proper planning and directed settlement, decreasing the demand for new assets and reducing the costs to operate, maintain and eventually replace those assets.
- 3. Fair and Equitable Relationships** - The New Deal for Cities initiative of the Federal Government is beginning to provide needed assistance to municipalities for investment in infrastructure. Other levels of government are more likely to provide assistance when there is consensus on priorities. For example, in order to receive gas tax funds, a municipality must develop a community sustainable plan. This Plan identifies goals and objectives, and establishes a framework for assessing infrastructure needs, providing a clear sense of priorities. This Plan provides the foundation for sustainable growth, and places HRM in a good position to meet the federal requirements. This Plan will work towards building significant opportunities, including ensuring all levels of government share in the costs of delivering common goals.
- 4. HRM's Competitiveness** - The long term prospects of any municipality depends on the health, vitality and competitiveness of its commercial sector. HRM's recently completed Economic Strategy recognizes the value of this Plan in increasing HRM's competitiveness. For example, quality of life, a vibrant centre, a competitive business climate form a significant part of the economic strategy. This Plan provides the foundation for these

strategies. A strong business climate and quality of life will encourage existing businesses to grow and attract new businesses, which in turn will provide needed tax revenues to further enhance HRM's competitiveness. Tax revenues need to be efficiently and effectively spent to maximize benefits. Inefficient taxes detract from HRM's competitiveness.

5. **Residential Taxation** - Similar to the business community, residents want tax expenditures to be efficient and fair. They want to know what services will be provided, and they want to know services will be provided fairly and consistently. The Plan provides clear direction on what services will be provided where. The tax structure is also of concern. Under the current system, efficient forms of land use cannot be taxed at preferential rates, discouraging opportunities for smart growth and inadvertently encouraging inefficient growth patterns. This Plan calls for the development of a Revenue Strategy and financial policies that encourage sustainable growth, creating a consistent foundation supporting the goals of the Plan.
6. **Community Expectations** - Community expectations form a major factor for any long-term financial plan to succeed. Community values have been expressed through numerous consultation initiatives, and support for the Plan's goals and objectives is strong. Residents and businesses are expecting protection of the environment and quality of life, a strong economy, and efficient investment of tax revenues. This plan meets the goals and objectives approved by Council.

## 1.4 WHERE WE WANT TO BE

HRM residents know an enviable quality of life and its distinctive characteristics make HRM an attractive place to live and sets us apart from other areas. Planning development in a way that protects these qualities is fundamental. This Plan creates a framework to shape the future growth of HRM and to preserve the qualities that are important to the citizens of HRM. We cannot prevent growth, nor should we, but can direct it so that HRM can be sustainable, prosperous and attractive for future generations. Below are the foundations upon which we will direct our growth.

### 1.4.1 HRM's Vision and Principles

The Regional Planning Committee used information gained during the first phase of the project to develop the vision and principles that guided the development of this Plan. These were approved by Council, and are presented below:

#### **Vision**

HRM's vision for the future is to maintain and enhance our quality of life by fostering the growth of healthy and vibrant communities, a strong and diverse economy, and sustainable environment.

## Guiding Principle

The Regional Plan will seek to address the needs and views of all sectors of HRM, recognizing the diversity of its citizens, community and geography.

## Principles

The Regional Plan:

- provides a framework which leads to predictable, fair, cost-effective decision-making;
- supports development patterns that promote a vigorous regional economy;
- preserves and promotes sustainability of cultural, historical and natural assets;
- supports appropriate roles for the Halifax/Dartmouth central business district and local business districts as a focus for economic, cultural and residential activities;
- manages development to make the most effective use of land, energy, infrastructure, public services and facilities and considers healthy lifestyles;
- ensures opportunities for the protection of open space, wilderness, natural beauty and sensitive environmental areas; and
- develops integrated transportation systems in conjunction with the above principles.

## Goals and Objectives

In preparing this Plan, Council adopted, in principle, a set of goals and objectives to guide the creation of policy.<sup>6</sup> Upon completing this Plan, it will be important to monitor outcomes to determine how effective the policies are in achieving these desired goals. To facilitate this, the original goals were simplified and modified into a new set of goals and associated performance measures as outlined in Appendix A.

### 1.5 OPPORTUNITIES OF THIS PLAN

The co-ordinated planning strategies of this Plan provide many specific benefits over continuing with our current development pattern. These benefits are all interlinked. Improved settlement patterns reduce environmental degradation. Reduced environmental degradation improves economic opportunities for tourism, resource use, and protects quality of life. A strong economy in turn

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<sup>6</sup> HRM. *Regional Planning Goals and Objectives*. Halifax: January 27, 2004

attracts new community members to the HRM. The potential benefits of this Plan to each of these sectors of society is outlined in more detail below.

### **Environmental**

- protection of natural areas through connected parks and corridors including six new regional parks;
- reduction of greenhouse gas emissions through transportation planning; and
- more land left in natural state because less land is consumed for residential development - 5000 hectares will be required with this Plan, rather than the 18 000 hectares estimated to be required without a regional plan.

### **Economic**

- identification and protection of key marine and industrial sites on Halifax Harbour;
- long-term financial planning;
- clarity to investors and developers;
- encouragement of a strong central economic cluster (Capital District and surrounding areas) and provision of an adequate supply of business/industrial park lands; and
- protection of tourism assets, such as heritage and culture, the Capital District, and outdoor recreation areas.

### **Transportation**

- improved access to employment centres;
- improved use of the existing transportation network through reducing congestion and improving transit use;
- reduced costs and improved services through the integration of the settlement pattern with transportation planning; and
- taking advantage of Halifax Harbour as a natural transportation corridor.

### **Community**

- promotion of walkable, mixed-use communities where people can be more active in their daily lives;
- a foundation for improved urban and community/neighbourhood design by outlining design guidelines;
- need for only one third of the amount of new local streets than if no Regional Plan were adopted (approximately 500 kilometres compared to 1600 kilometres);
- affordable housing for all levels of income/employment, close to major employment centres;
- provision of services more efficiently across the HRM by focussing growth on key areas; and

- growth areas of sufficient size to easily accommodate the projected demand for new housing, while supporting the goals of cost effective and environmentally sustainable growth.

### **Service**

- more people will have greater access to improved services at a reduced cost;
- a much higher percentage of homes on piped services than under the base case;
- transit service expanded 30% over the base case, through a combination of more routes, greater frequency and lower travel times (the Bus Rapid Transit program);
- greater access to public transit - more HRM residents will be within 500 metres of a transit route or stop (compared to less than 69% with the base case); and
- faster average police response times and more people living within five minutes of a fire station.

### **Financial**

- the ability to anticipate what infrastructure is required, where and when based on a known plan;
- the acquisition of strategic parcels of land while they are still available and the scheduling of construction projects in an orderly cycle; and
- by encouraging the right density in proposed developments and reducing the dispersion and distance between communities, the costs of servicing dispersed developments across HRM can be reduced.

## **1.6 HOW THIS PLAN WAS CREATED**

Development of this Plan began in November 2001. The project was spearheaded by the Regional Planning Committee, which consists of a group of citizens and Councillors. Phase 1 of the project consisted of research and information gathering to provide the necessary background for developing the Plan. Over 18 studies were commissioned and carried out during this phase of the project, including a study of land use opportunities for sustainable development, a brownfield analysis, a housing projections study and a rural community form and land use suitability. The second phase consisted of the development of goals, objectives, activities, and the development of the Plan. Public consultation was essential throughout both phases in gaining citizen feedback and input while developing the Plan.

The public consultation process used in developing this Plan ensured all citizens had an opportunity to participate and to provide input, and emphasized information sharing and collaboration. It involved region-wide, large-scale participatory approaches including public information meetings, open houses, focus groups, surveys, workbooks, and smaller more informal initiatives such as one-on-one meetings, local community meetings, fairs and events, and meetings with various community groups. A key goal of the consultation process was to target and engage those who might not



normally participate in a planning process. Regular newsletters, a website, regional planning displays, televised presentations and other communication initiatives provided information to the public at each step of the process.

## 1.7 MUNICIPAL PLANNING DOCUMENT STRUCTURE

HRM's hierarchy of planning levels will change upon the adoption of this Plan. Prior to the adoption of this Plan, planning decisions were made based on 18 Municipal Planning Strategies (MPSs) and 15 Secondary Plans (Appendix B). With the adoption of this Plan, the 18 MPSs and 15 Secondary Plans all become Secondary Planning Strategies. For greater clarity and communication purposes, the three levels of plans will be called the Regional Municipal Planning Strategy, Community Planning Strategies (previously called Municipal Planning Strategies) and Neighbourhood Planning Strategies (previously called Secondary Plans). Collectively, Community Planning Strategies and Neighbourhood Planning Strategies will be called Secondary Planning Strategies.

This Plan addresses the issue of a large number of plans guiding regional decisions, by providing a regional vision and context. Over time, with extensive public participation, it is anticipated that the number of Secondary Planning Strategies will be reduced, to provide for planning at a more district level and that local centres and communities will maintain their unique character and visions through neighbourhood planning strategies, urban/neighbourhood design and functional plans.

This Plan provides the overall policy framework that guides and directs development throughout HRM. It provides an overall vision for land use and general strategies. The implementation of the Plan is achieved through policy statements. There are four broad types of policy included in this Plan.

### (1) Land Use Regulations

Policies in this Plan which will bring about change to land use regulation immediately upon adoption of this Plan are accompanied with appropriate regulation in either the land use by-law or Subdivision Bylaw or by a contract with the Municipality governing land use known as a Development Agreement. These policies are normally recognized by statements such as: "HRM shall, through the applicable land use by-law,..."

### (2) Secondary Planning Strategies

Much of the vision and direction established in this Plan will be carried out after detailed land use policies have been developed at the community and neighbourhood level. There will be no immediate change in land use regulation stemming from these policies, except as otherwise provided by this Plan. These policies are normally recognized by their reference

to a Secondary Planning Strategy and are intended to guide secondary planning processes to maintain consistency with the overall direction of this Plan.

(3) Background Studies

Certain types of analyses must take place before detailed secondary planning exercises can be completed. These studies, such as watershed analyses and urban design studies for the Capital District are defined in policy.

(4) Functional Plans

The purpose of a functional plan is to guide the management of the Municipality as defined in the *Municipal Government Act*. They do not represent land use policy but rather HRM's intent to create detailed management guides for setting budgets for programs, services and facilities consistent with the implementation of this Plan. Functional Plans will also guide HRM in the ongoing management of strategic initiatives, partnerships and demonstration projects useful to seeing the full potential of this Plan realized over time.

### 1.7.1 Important Terms

There are three frequently used terms found in various policy statements of this Plan– "shall"; "should" and "may". The word "shall" denotes a mandatory action, the word "should" denotes a discretionary action and "may" denotes a permissive action.

The term "shall consider" frequently appears in the context of policies respecting secondary planning strategies. This term denotes the mandatory consideration of policy concepts but does not commit HRM Council to the eventual adoption of policy in secondary planning strategies.

## **1.8 ORGANIZATION OF THIS PLAN**

This Plan is organized into the following chapters:

**Chapter 1 - Introduction:** provides a brief history of HRM's past and present trends in population, development, housing, economic and social sectors. The Introduction sets out HRM's vision for the next 25 years and explains how this Plan will benefit the HRM in working towards these goals.

**Chapter 2 - Environment:** addresses the protection of land, water, and air. It includes such issues as riparian buffers, forest cover, and the natural network (wildlife corridors and species at risk). This chapter provides the framework for four functional plans to be completed within the first five years of adopting this Plan - Water Quality Monitoring, Open Space, Urban Forest, Potential Hazards to Development and Emissions Reduction Functional Plans.

**Chapter 3 - Settlement and Housing:** explains and addresses policies related to the five settlement land use designations: 1) Urban Settlement, 2) Rural Commuter, 3) Rural Resource, 4) Agricultural, and 5) Urban Reserve, in addition to the Halifax Harbour and associated centres. This section includes community design guidelines for directing the appearance of the centres, in addition to policies for residential infill, incentives for opportunity sites, and the public realm. Relative to housing, it focuses on how this Plan will encourage a variety of housing types to serve different stages of life, and will work towards affordable housing that is integrated into the overall community. This chapter also provides a framework for the completion of the Opportunity Sites Functional Plan and the Affordable Housing Functional Plan.

**Chapter 4 - Transportation:** addresses the type of system needed to support the preferred settlement pattern and direct financial investment and planning for major infrastructure construction, as well as co-ordination of the investment. This chapter also describes the Transportation Master Plan and the following Functional Plans: Road and Road Network, Public Transit, Active Transportation, Transportation Demand Management and Regional Parking Strategy.

**Chapter 5 - Economy and Finance:** identifies a number of important economic drivers - the universities and colleges, defence, hospitals, public administration and financial, insurance and real estate services. This Plan seeks to encourage, support, and maintain these drivers and other important industries, including rural resource and tourism business, to promote a vibrant, sustainable and healthy community for citizens and business. The importance of the Capital District and Halifax Harbour are highlighted as key areas for sustaining and growing the economic success of the region. A framework for implementing the supporting Economic Development Strategy is also included.

**Chapter 6 - Culture and Heritage Resources:** reflects the contribution of culture and heritage on HRM's economic vitality (e.g. cultural tourism) and on the overall quality of life. Protection of these important resources is achieved through policies on built heritage, protection of view planes and cultural landscapes, promotion of art and culture, the establishment of heritage conservation districts, and the definition of archaeological resources.

**Chapter 7 - Water, Wastewater, Utilities and Solid Waste:** focuses on how needs such as wastewater disposal and water supply will be addressed and how such utilities as wind turbines, landfills and cell towers will be regulated.

**Chapter 8 - Implementation:** explains how this Plan will be implemented, specifically how land use policies will be carried out and the links between policies and secondary planning strategies. This section also has a plan for implementing specific activities in the short, medium and long term.

**Chapter 9 - Governance:** explains who will be responsible for the activities and policies outlined in this Plan, focussing specifically on the collaboration between government, public and private agencies, and citizens of the HRM. Processes for future Community Visioning exercises and Secondary Planning Strategy preparation are also explained.

## CHAPTER 2: ENVIRONMENT

### 2.0 INTRODUCTION

Protection of water, land and air is a significant component of this Plan. The natural environment is one of the defining features of HRM, with its extensive coastline, lakes, rivers and vast forested areas. Citizens have indicated that anticipating the potential effects of climate change and protection of the natural environment are key priorities for preserving quality of life, community identity, and opportunities for outdoor recreation. The natural environment also provides many ecological and economic benefits to the residents of HRM. Maintaining a healthy natural environment thus makes good economic sense.

Encompassing Atlantic Canada's largest urban centre, HRM's natural environment is under constant pressure from the impacts of urban development. Despite these impacts, HRM's natural environment continues to support large mammal populations such as moose and bear, provides groundwater resources to one quarter of HRM's population for drinking water supply, and supports numerous natural features such as lakes, rivers, estuaries, and forest systems that are worth preserving.

Taking a balanced approach toward environmental protection and development is key to an environmentally and economically sustainable future. In the short-term, this Plan aims to protect the natural environment by establishing development practices that are sensitive to water, land and air. It also aims to foster the development of an integrated system of natural areas, parks, trails and corridors to maintain ecosystem health and preserve HRM's quality of life. Over the long-term, watershed studies and functional plans will be undertaken to support the development of integrated environmental planning practices at the local level.

Many of the lands within the natural network are under federal or provincial jurisdiction. Private landowners and non-governmental organizations also have an important stewardship role in protecting the natural network. This Plan promotes the cooperation of other government agencies, private landowners, and non-government organizations to achieve good environmental management and planning that supports a more environmentally sustainable form of development in HRM.

### 2.1 OPEN SPACE NETWORK

HRM has a vast network of open space. While the conventional concept of open space may imply parks or untouched natural areas, the term "open space" is used here as a land use category to refer to several additional types of land uses with a wide range of functions. Open space is publicly or privately owned, undeveloped land or water, intended to be preserved for agricultural, forest, community form, ecological, historical, public safety, or recreational purposes. It consists of lands for natural resources, agriculture, recreation, environmentally sensitive areas, hazard prone lands, cultural heritage landscapes, natural corridors and trails and preservation areas for potable water and waste/resource management as outlined in Table 2-1.

**Table 2-1: Open Space Typology**

Land Use Type	Land Use Function - All of the following open spaces include, but are not limited to, the following functions:
Natural Resource	<ul style="list-style-type: none"> <li>- Areas important for the sustainable production of minerals or fibre, such as, forest and mineral lands.</li> <li>- Areas required for ground water recharge.</li> <li>- Bays, estuaries, marshes, rivers and streams important for the management of commercial fisheries and aquaculture.</li> <li>- Areas required for the protection and enhancement of air quality and the reduction of greenhouse gases.</li> </ul>
Agriculture	<ul style="list-style-type: none"> <li>- Areas important for the sustainable production of food.</li> </ul>
Recreation	<ul style="list-style-type: none"> <li>- Areas of outstanding scenic, historical and cultural value.</li> <li>- Areas suited for passive and active recreation.</li> <li>- Federal, provincial and municipal parks.</li> <li>- Wilderness areas.</li> <li>- Public access to coastal and lake shores, beaches, rivers and streams.</li> <li>- Areas which serve as links between recreation and open space lands, including utility easements, banks of rivers and streams, trails, water trails, and scenic road corridors.</li> </ul>
Environmentally Sensitive Areas (ESA)	<ul style="list-style-type: none"> <li>- Areas required for the preservation of plant and animal life.</li> <li>- Habitats for fish and wildlife species.</li> <li>- Areas required for ecological and other scientific purposes.</li> <li>- Rivers, streams, bays, estuaries and coastal beaches, lakeshores, banks of rivers and streams and watershed lands.</li> </ul>
Natural Corridors	<ul style="list-style-type: none"> <li>- Naturally vegetated or potentially re-vegetated lands that connect, link or border critical ecological attributes and functions and also provide ecological functions such as habitat, migration routes, hydrological flows, connections or buffering from adjacent impacts. These include such components as woodlands, waterbodies, watercourses, valley lands, riparian zones, and shorelines.</li> </ul>
Hazard Lands	<ul style="list-style-type: none"> <li>- Areas requiring special management or regulations, e.g. steep slope areas, floodplains, wetlands, watersheds, geo-hazards.</li> </ul>
Preservation	<ul style="list-style-type: none"> <li>- Areas required for the protection of potable water quality and water reservoirs.</li> <li>- Areas required for the protection of past, current and future sanitary landfill operations.</li> </ul>
Cultural Heritage Landscapes	<ul style="list-style-type: none"> <li>- Scenic cultural and natural resources, such as, civic squares, town centres, heritage parks, farmlands, woodlands and open water which provide an open space context to the built heritage of a community.</li> </ul>
Community Form	<ul style="list-style-type: none"> <li>- Areas which can be used to separate, shape and define compact urban and rural developments.</li> </ul>

### 2.1.1 Natural Networks

Growth and development throughout HRM has been shaped by a natural network of open space, covering the interior of the Municipality which is generally inaccessible by public road. It consists mainly of provincial Crown lands as well as lands owned by private companies for forest production and harvesting.

The open space network consists of regional parks, natural corridors and trail systems that have been developed by government agencies, non-governmental organizations and private land owners. The trail systems have become the backbone of a system of interconnected open space and provide opportunity for activities such as back country hiking, biking, portaging and nature appreciation. The natural corridors interconnect natural areas and provide opportunity for wildlife to migrate between habitat patches and maintain natural ecological functions.

Within HRM, this network of open space serves many functions. It shapes settlement form and provides natural resources that support the economy and preservation of our cultural heritage. It provides opportunity for outdoor recreation and aesthetic enjoyment. It also provides habitat for wildlife and performs important environmental services such as the retention of flood waters, uptake of nutrients, abatement of pollution and moderation of climate. It is, therefore, important to strengthen the connection between natural areas, parks and communities to conserve biodiversity, provide opportunities for outdoor recreation, retain HRM's natural and cultural heritage, support the retention of important environmental systems and preserve HRM's quality of life.

E-1 HRM shall establish an Open Space and Natural Resource Designation, shown on the Generalized Future Land Use Map (Map 2), as the area encompassing a natural network of open space in the interior of HRM. The Open Space and Natural Resource Designation shall apply to government-owned and private resource sector lands and generally include the following:

- (a) federal parks;
- (b) habitat protected by federal and provincial legislation;
- (c) regional parks;
- (d) trail networks;
- (e) provincially designated parks;
- (f) provincial parks reserves;
- (g) provincially designated wilderness areas and nature reserves;
- (h) provincial Crown lands classified C1(resource) and C2 (resource and recreation) under the Integrated Resource Management Plan by the Province<sup>7</sup>;
- (i) private conservation areas;
- (j) all municipal conservation areas;
- (k) wetlands;

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<sup>7</sup> NS Department of Natural Resources (DNR). *Integrated Resource Management - Introduction*. <http://www.gov.ns.ca/natr/irm/introduction.html> Accessed Aug. 15, 2005

- (l) salt marshes;
- (m) beaches;
- (n) commercial forestry, agriculture and fishery lands;
- (o) environmentally sensitive areas;
- (p) natural corridors; and
- (q) cultural landscapes.

E-2 To preserve the interconnected system of open space and minimize fragmentation within the Open Space and Natural Resource Designation, HRM shall, through the Subdivision By-law, prohibit residential development on new roads.

Due to the inability to create frontage through the construction of new public roads, it is appropriate to create an alternative mechanism by which the limited traditional subdivision of lots for kinship purposes is possible. The Subdivision By-law contains provisions which are designed in part to ease the development constraints of lands with minimal road frontage. Those provisions permit the creation of an additional lot which does not meet the minimum road frontage requirements provided the area of land being divided was in existence prior to August 1, 1987. Many properties have been created since that date so, to be equitable to all landowners within the Open Space and Natural Resource Designation, it is appropriate to adjust this date forward to coincide with the effective date of this Plan.

E-3 HRM shall, through the Subdivision By-law, provide for the creation of one additional lot from any area of land, within the Open Space and Natural Resources Designation and in existence prior to the date of Council's first notice of its intention to adopt this Plan, which does not meet minimum road frontage requirements.

### 2.1.2 Parks and Trails

Table 2-2 contains a description of HRM's Park Classification System. The system is made up of Neighbourhood Parks, Community Parks, District Parks, and Regional Parks. The table gives an overview of parks typically provided within HRM. Included in the park classification system, are descriptions of the function and design features of the park type, and the number of households served by park type. With the exception of the Regional Park classification which includes federal and provincial parks, all other park classifications refer to municipally-owned parks. The parks serve the recreation needs of a growing population and the trail system, which is developing throughout HRM, provides critical linkages between communities and these outstanding natural and historical features which serve HRM.

**Table 2-2: Parks Classification System**

Park Type	Park Function
<b>Neighbourhood Parks</b>	Neighbourhood Parks are primarily designed to provide unorganized play activities for children, quiet seating or rest areas and/or linear linkages between other municipal parks or open spaces. These parks typically provide centrally located recreational services for neighbourhoods of 80 - 120 households.
<b>Community Parks</b>	These parks may be designed for organized youth and recreational adult level sports but may also include facilities for play by children. These areas may also be designed for passive recreation and left in a predominantly natural state. Community Parks are primarily intended to serve the recreation needs of a community comprised of three or four neighbourhoods with a population in the range of 1200 persons.
<b>District Parks</b>	District Parks are primarily intended to serve the recreation needs of several communities with a population in the range of 10 000. District Park facilities may provide a range of recreational uses including, but not limited to, walking and cycling trails, sports fields, picnic areas, supervised beaches, and play facilities for children.
<b>Regional Parks</b>	The primary objective of a Regional Park will be to preserve and protect significant natural or cultural resources. The essential feature of a Regional Park may include, but not be limited to, open space, wilderness, scenic beauty, flora, fauna, recreational, archeological, historic or geological resources. A Regional Park will have sufficient land area to support outdoor recreational opportunities for the enjoyment and education of the public. The size of a Regional Park must be sufficient to ensure that its significant resources can be managed so as to be protected and enjoyed. Regional Parks may be federal, provincial or municipal properties and are intended to serve the educational, cultural and recreation needs of the population of the entire region as well as for visitors to HRM.

### 2.1.3 Regional Parks

The Regional Parks system consists of public lands administered by federal, provincial and municipal agencies that have been recognized as regional parks based on their open space, wilderness, scenic beauty, flora, fauna, recreational, archeological, historic or geological resources. These parks include areas designated as historic sites by Parks Canada (Halifax Citadel, George's Island, York Redoubt). The system also includes areas designated as Provincial Parks, Non-designated Provincial Parks and Provincial Park Reserves by the NS Department of Natural Resources. Some municipal parks meeting the regional park criteria (Table 2-2) such as Point Pleasant, Western Common, Admiral's Cove have also been included in this system. Further planning for regional parks to take place in conjunction with the Open Space Functional Plan could include more municipally-owned parks that meet the regional park criteria.

The 1975 Halifax Dartmouth Regional Development Plan, repealed in 1998, contained policies and Regional Park designations supporting a Regional Parks and Trail System. The objectives were to preserve seven natural landscapes of outstanding value and to establish interconnected trail system between them. Over the years, the Province and former municipalities acquired lands to create the present Regional Park system. However, the full scope of the plan was not completed. This, coupled with future population growth contemplated at higher densities for urban and suburban areas, requires additional areas to be preserved for future Regional Park development.



HRM intends to create additional Regional Parks at various locations throughout HRM including the Western Common, Blue Mountain - Birch Cove Lakes, Feely Lake, Jacks Lake, Second Lake, and Porters Lake. The existing and additional Regional Parks are identified in Table 2-3.

Further analysis is necessary to determine appropriate geographic boundaries for the Western Common, Porters Lake and Blue Mountain - Birch Cove Lakes parks. Lands within the Western Common and Porters Lake parks are publically owned and the definition of park boundaries will be determined through the Open Space Functional Plan. Once the appropriate boundaries are established, the lands will be zoned Regional Park.

Lands within the Blue Mountain - Birch Cove Lakes Park are both privately and publically owned and a study<sup>8</sup> has been completed to determine appropriate boundaries for the park. A conceptual geographic area for the park is shown on Map 13. It is the intention that, over time, the necessary private lands within the park be acquired for public use. Methods of acquisition range from provincial and municipal partnerships, as financial resources permit, land trades and conservation easements. Once acquired, public lands within the park will be re-designated as Open Space and Natural Resource and zoned Regional Park. Lands outside the park will be designated and zoned for development as appropriate.

The Jacks Lake lands are under the ownership of HRM except for approximately 20 hectares (exact boundaries to be determined) in the ownership of the Province of Nova Scotia. HRM intends to carry out a study to determine the appropriate geographic boundaries of the Jacks Lake Park. Through the secondary planning process for the Sandy Lake Urban Settlement area, the remainder lands, including the lands owned by the Province, will be examined for re-designation to permit development as appropriate.

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<sup>8</sup> Halifax Regional Municipality (HRM) , NS Department of Natural Resources (DNR) , NS Department of Transportation and Public Works (TPW). 2006. *Blue Mountain/Birch Cove Lakes Assessment Study*. Prepared for HRM, DNR, and TPW by Environmental Design Management (EDM) Ltd. March 2006.

**Table 2-3: Regional Parks**

<b>Existing Regional Parks</b>	<b>Responsible Agency</b>
Admirals Cove Park	HRM
Canal Lakes Park	HRM / Shubencadie Canal Commission
Cole Harbour - Lawrence Town Coastal Heritage Park	HRM/DNR
Hemlock Ravine Park	HRM/DNR
Long Lake Provincial Park	DNR
McNab's Island Provincial Park	DNR/Parks Canada
Sandy Lake Park	HRM
<b>Additional Regional Parks</b>	<b>Responsible Agency</b>
Blue Mountain - Birch Cove Lakes Park	DNR/HRM
Feely Lake	DNR
Jacks Lake Park	HRM
Porters Lake Park	DNR
Second Lake Provincial Park	DNR
Western Common Wilderness Area	HRM

E-4 Within all designations, HRM shall establish a Regional Park Zone under the land use by-law. This Zone shall generally be applied to all Federal Parks, Provincial Parks, Provincial Park reserves, non-designated Provincial Parks and the new Regional Parks designated under this Plan. Within the Blue Mountain - Birch Cove Lakes Park, the zone shall only be applied to the publicly owned lands. This Zone shall permit recreation uses, park uses and other uses as provided by the existing secondary planning strategies for these areas.

#### 2.1.4 Municipal Parks

There are increasing expectations concerning the quality and quantity of municipally-owned public spaces dedicated to recreation and leisure pursuits. HRM is predicted to experience steady growth in residential development during the life of this Plan. Given the higher densities desired for growth centres within HRM, there will be additional requirements for more open space and parks to serve the recreation and leisure needs of local residents. Therefore, the dedication of land through the subdivision process is to be increased to 10% as enabled under the *Municipal Government Act*.

E-5 HRM shall, through the Subdivision By-law, establish a requirement for a minimum of 10% park dedication for new subdivisions. Existing residential subdivisions outside of the Interim

Growth Management Area as well as those recognized under Policies S-20, S-22 and S-28 shall be subject to a 5% park dedication requirement.

### 2.1.5 Natural Areas and Natural Corridors

Natural areas include significant ecological features within the regional landscape. They play a vital role in protecting vegetation, fish and wildlife which are significant to the biodiversity, beauty and character of HRM. Within HRM are five designated wilderness areas and a portion of a sixth designated under the *Special Places Protection Act*. HRM and non-governmental conservation organizations have acquired and permanently protected other environmentally sensitive areas throughout HRM.

Protection of isolated blocks of habitat will not adequately protect wildlife in HRM. The size and continuity of natural corridors contribute to the overall connectivity of natural landscapes, which are in turn critical to reducing losses of native species of flora and fauna caused by development practices. The length and width of wilderness networks is determined by the requirements of desired wildlife species as well as other desired uses within the network. For example, it may not be possible to protect wide corridors and thereby accommodate larger species in all areas within the Urban Settlement Designation. Secondary networks address some of the problems of habitat fragmentation for smaller species within the Urban Settlement Designation.

There are 14 Natural Corridors which are significant to the on-going connectivity and conservation of HRM's natural network as shown on the Parks and Natural Corridors Map (Map 4). Potential linkages are identified on this map. The primary function of these corridors and policies that support them is to conserve wildlife habitat and, in some cases, also conserve riparian, recreational and cultural lands. Over time, it is the intention of HRM to work cooperatively with provincial and federal agencies, non-governmental organizations and land owners to achieve an interconnected system of open space as shown on the Trails and Natural Networks Map (Map 3) and the Parks and Natural Corridors Map (Map 4).

- E-6 Within the Open Space and Natural Resource Designation, HRM shall, through the applicable land use by-law, establish a Protected Area Zone. This Zone shall be applied to wilderness areas which have been designated under the *Wilderness Areas Protection Act*, nature reserves designated under the *Special Places Protection Act*, and conservation-related properties owned by government or private conservation organizations. The Zone shall only permit scientific study and education, trails and similar public, conservation and recreational uses.
- E-7 Further to Policy E-6, HRM shall encourage the Province to evaluate the potential for the designation of the Ship Harbour Long Lake Crown block for protection under the *Wilderness Areas Protection Act*.

## 2.2 WATER RESOURCES

Water, a limited and precious resource, is one of HRM's highly valued environmental assets. Protection of this resource for potable waters supply, wildlife habitat, recreational enjoyment, and aesthetic value is important to HRM. HRM's strategy is aimed at protecting this resource through land use control and retention of those features that regulate water flow, mitigate flooding, reduce water pollution and protect ecological functions. Restoration and protection of water quality in Halifax Harbour is discussed in detail in Chapter 5.

### 2.2.1 Potable Water Supply

The protection of the watersheds designated for municipal water supply is a matter of regional importance. The Pockwock Watershed serves the communities of Halifax, Bedford, Sackville, a portion of Fall River, Waverley and Timberlea. The Lake Major Watershed serves the communities of Dartmouth, Eastern Passage, Cole Harbour and Westphal. Communities in Grand Lake, Lake Thomas, a portion of Fall River, Enfield and the adjacent Municipality of East Hants rely on water from the Shubenacadie River Watershed. The Bennery Lake Watershed is a water source for the Halifax International Airport and Aerotech Industrial Park but future expansions could require HRM to draw from Shubenacadie Grand Lake.

The land uses permitted within these watersheds should not threaten water quality. Low-density residential, conservation related uses and resource activities may be undertaken in some of these watersheds without having adverse effects on water quality. Currently, with the exception of the Grand Lake and Lake Thomas watersheds, land use activities are regulated under existing land use by-laws leading to a wide variation in the range of permitted land uses in the conservation zones of each community. HRM will continue to allow for a variety of land uses as currently permitted at the community level as long as these uses do not threaten the municipal water supply. Activities and practices within the provincially designated Pockwock Lake, Lake Major and Bennery Lake watersheds are further restricted by their respective regulations prescribed under the *Environment Act*.

Consideration needs to be given to adopting sustainable measures to manage the supply of potable water for HRM communities that draw water from Lake Thomas and Grand Lake. The future water supply needs of the Halifax International Airport and Aerotech Industrial Park also need to be considered.

E-8 HRM shall, through the applicable land use by-law, establish a Protected Water Supply Zone. This Zone shall be applied to all publically owned lands within designated public watersheds including, but not limited to, the Pockwock, First and Second Chain Lakes, Lake Major, Bennery Lake watersheds and to lands around Topsail Lake and Lake Lamont and Tomahawk Lake. This Zone shall also be applied to private lands within these watersheds as is necessary to protect the public water supply. The Zone shall permit water distribution and purification facilities, passive parks and trails, conservation related uses, and other uses as provided by the existing secondary planning strategies for these areas.

### 2.2.2 Wetlands Protection

Wetlands and other watercourses are vital components of the hydrological cycle and affect the quality and quantity of groundwater. They are natural filters for removing sediment, contaminants and excessive nutrients which are drawn up by the vegetation and settle out naturally before entering groundwater. They absorb peak stormwater flows, reducing the risk of flooding downstream while offsetting groundwater extraction to reduce the risk of wells running dry. Wetlands also provide habitat for fish and wildlife and provide opportunities for education and research. Moreover, wetlands are also unsuitable for development as they pose a hazard for the stability of structures, but they do enhance the overall aesthetics of a community. The protection of wetlands is therefore essential.

The alteration of wetlands falls under provincial jurisdiction. Wetlands less than 2 hectares in area are assessed under the Nova Scotia Wetland Designation Policy and those more than 2 hectares in area require an environmental impact assessment reviewed under the *Environmental Assessment Act*. Through this Plan, it is HRM's intent to prohibit the development of wetlands until such time as they are made suitable for development in accordance with provincial requirements.

E-9 HRM shall, through the applicable land use by-law, establish a Wetlands Schedule to be used as a reference in determining the presence of wetlands 2000 m<sup>2</sup> or greater in area. On all applications for development approval, the by-law shall require the proponent to verify the existence and extent of any wetland shown on the schedule. The by-law shall prohibit development within any such wetland.

### 2.2.3 Riparian Buffers

Retaining riparian buffers around watercourses and along the coastline is important for the protection of water quality, wildlife and the protection of property from natural hazards of flooding. In addition to the functions of flood regulation, riparian buffers reduce the impacts of sedimentation and erosion and nutrient loading on watercourses, regulate the temperature of adjacent watercourses, provide important wildlife habitat and add aesthetic value to HRM.

The *Water Resource Management Study*<sup>9</sup> recommends the adoption of riparian buffers as established by the Department of Natural Resources. These setbacks are considered adequate for stream bank stability, water temperature regulation and aesthetic value. They also provide minimal protection of wildlife and flood mitigation and partial benefits for sediment removal. They will be used as a general method of riparian buffer protection for the whole of HRM until buffers that meet the specific needs of each watershed can be determined through the watershed studies and implemented through secondary planning processes.

To maximize the protection benefits of riparian buffers, trees, shrubs, ground cover vegetation and soils must be protected. Retaining native vegetation and native soils enhances runoff storage

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<sup>9</sup> Dillon Consulting Ltd. *HRM Water Resource Management Study*. Dec. 2002. Halifax.

capacity, infiltration, and nutrient recycling. The canopy should also be retained over watercourses, soil erosion should be prevented, and activities or land uses which introduce nutrients or contaminants into watercourses need to be excluded. In some cases it may also be determined that HRM should consider the ownership of riparian buffers to protect public interest and public access.

- E-10 HRM shall, through the applicable land use by-law, require the retention of a minimum 20 metre wide riparian buffer along all watercourses throughout HRM to protect the chemical, physical and biological functions of marine and freshwater resources. The by-law shall generally prohibit all development within the riparian buffer but provisions shall be made to permit board walks, walkways and trails of limited width, fences, public road crossings, driveway crossings, wastewater, storm and water infrastructure, marine dependent uses, fisheries uses, boat ramps, wharfs, small-scale accessory buildings or structures and attached decks, conservation uses, parks on public lands and historical sites and monuments within the buffer. In addition, no alteration of land levels or the removal of vegetation in relation to development will be permitted.
- E-11 Policy E-10 shall not apply to lands designated Halifax Harbour on the Generalized Future Land Use Map (Map 2), industrial lands within the port of Sheet Harbour and lands within the Waterfront Residential (R-1C) Zone under the Shubenacadie Lakes Secondary Planning Strategy.
- E-12 Further to Policy E-10, where a use or development can be considered by development agreement, HRM shall consider, under the development agreement, the acquisition of riparian buffers as public open space as well as alternative uses within the buffers.
- E-13 Further to Policy E-10, HRM shall, through the applicable land use by-law, relax the riparian buffer requirement for lots in existence on the effective date of this Plan and lots shown on current tentative and final subdivision applications, where otherwise development would be prohibitive. No relaxation to the buffer under the by-law shall be permitted for lots created after the effective date of this Plan.

#### 2.2.4 Floodplains

Land adjacent to rivers and streams which are subject to flooding (floodplains) are unsuitable for development. Development or alteration of a floodplain can restrict the normal water drainage patterns and cause significant damage to property and infrastructure and risk to life. Limiting development on these lands reduces the need for costly flood control infrastructure such as channels, reservoirs and dykes, and protects the public from property damage and loss of life.

To minimize the effects upon natural stormwater flows, HRM will exercise control over the placement and stabilization of fill necessary for the flood proofing of structures permitted within a floodplain designation of a Secondary Planning Strategy. Through the review of subdivision applications, any roadways proposed within a floodplain designation will need to meet HRM's stormwater requirements. The following policies are intended to mitigate the consequences of

flooding along major rivers and stress the environmental importance of rivers in regulating and draining water flows through watersheds.

- E-14 HRM shall restrict development and prohibit the placement of fill or alteration of grades in association with development that restricts the capacity of flow or increases flood levels within the 1 in 100 year and 1 in 20 year floodplains for designated watercourses, under secondary planning strategies and land use by-laws. Boardwalks and walkways, conservation uses, historic sites and monuments and wastewater, stormwater and water infrastructure shall be permitted within floodplains.
- E-15 Notwithstanding Policy E-14, within the 1 in 100 year floodplain, provisions may be made in secondary planning strategies and land use by-laws to permit development which has been adequately flood-proofed.

### 2.2.5 Coastal Inundation

Sea level has slowly risen along the Atlantic Coast, accelerated by global warming. Expected increases in the frequency and severity of storm events related to climate change is an additional concern. Rising sea levels and storm surges can result in increased damage to coastal communities and have significant impacts on coastal infrastructure, environmental assets, utilities, property and community economic development. The following policy mitigates the potential impact that coastal inundation and storm surge events could have on human safety. It is intended as an interim measure pending the completion of the Potential Hazards to Development Functional Plan.

- E-16 HRM shall, through the applicable land use by-law, prohibit all residential development on the coast within a 2.5 metre elevation above the ordinary high water mark, except for lands designated Halifax Harbour on the Generalized Future Land Use Map (Map 2) and industrial lands within the port of Sheet Harbour. Provisions shall be made within the by-law to permit residential accessory structures, marine dependant uses, open space uses, parking lots and temporary uses within the 2.5 metre elevation.

## **2.3 WATERSHED PLANNING**

The *Water Resources Management Study*<sup>10</sup>, which forms the basis of the policies contained in this Chapter, recognizes that watersheds are the fundamental unit for understanding water resources and undertaking watershed planning. Environmental features - water, soils, vegetation, habitat - within a watershed are all interconnected, and land use activities in one part of a watershed can adversely affect the quality and quantity of water in another. We must, therefore, plan communities based on watershed analysis to protect those environmental features and functions that sustain our desired objectives for water quality and quantity in urban, suburban and rural areas.

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<sup>10</sup> Dillon Consulting Ltd. Dec. 2002. Ibid

Planning on a watershed basis will be undertaken in greater detail during the review of secondary planning strategies, following the completion of watershed studies. These strategies may also be shaped by new information available from research to be undertaken as part of functional plans identified later in this Chapter. Policies here support the need for secondary planning strategies to reinforce and support the overall direction of this Plan, and provide a guide for the basis of secondary municipal planning strategies.

Although it is not the intention of this Plan to achieve pristine conditions for every watershed, there is a desire to achieve public health standards for body contact recreation and to maintain the existing trophic status of our lakes and waterways to the extent possible. Our lakes, waterways and coastal waters should not be further degraded. We must, therefore, plan on a watershed basis, identify remedial measures to improve waterbodies at risk, and protect those environmental features and functions which sustain our desired objectives for water quality and quantity in urban, suburban and rural areas. Watershed studies will, therefore, be prepared as background information to be considered in the development of future secondary planning strategies.

E-17 Watershed or sub-watershed studies concerning natural watercourses shall be carried out as part of comprehensive secondary planning processes. These studies shall determine the carrying capacity of the watersheds to meet the water quality objectives which shall be adopted following the completion of the studies. The studies, where appropriate, shall be designed to:

- (a) recommend measures to protect and manage quantity and quality of groundwater resources;
- (b) recommend water quality objectives for key receiving watercourses in the study area;
- (c) determine the amount of development and maximum inputs that receiving lakes and rivers can assimilate without exceeding the water quality objectives recommended for the lakes and rivers within the watershed;
- (d) determine the parameters to be attained or retained to achieve marine water quality objectives;
- (e) identify sources of contamination within the watershed;
- (f) identify remedial measures to improve fresh and marine water quality;
- (g) recommend strategies to adapt HRM's stormwater management guidelines to achieve the water quality objectives set out under the watershed study;
- (h) recommend methods to reduce and mitigate loss of permeable surfaces, native plants and native soils, groundwater recharge areas, and other important environmental functions within the watershed<sup>11</sup> and create methods to reduce cut and fill and overall grading of development sites;
- (i) identify and recommend measures to protect and manage natural corridors and critical habitats for terrestrial and aquatic species, including species at risk;

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<sup>11</sup> Gibbon, J. *Addressing Imperviousness In Plans, Site Design and Land Use Regulations, Non-Point Education for Municipal Officials*. 1998. Technical Paper Number 1, University of Connecticut.



- (j) identify appropriate riparian buffers for the watershed;
- (k) identify areas that are suitable and not suitable for development within the watershed;
- (l) recommend potential regulatory controls and management strategies to achieve the desired objectives; and
- (m) recommend a monitoring plan to assess if the specific water quality objectives for the watershed are being met.

## 2.4 FUNCTIONAL PLANS

Resolution of environmental protection issues addressed in this Chapter requires specific programs or activities on the part of HRM. While some of this activity will be undertaken as part of HRM's ongoing work, many issues will be addressed through functional plans which are described in more detail in the following sections.

### 2.4.1 Water Quality Monitoring Functional Plan

HRM will strive to meet body contact recreation standards for our lakes, waterways and coastal waters where feasible. It is also the desire of HRM to stem the decline of lakes from the accelerated process of eutrophication, and sedimentation and inputs from other urban runoff by managing development on a watershed basis.

To examine where and how these long-term objectives may be met, an on-going water quality monitoring program is needed for selected lakes. The program is to be designed and undertaken by qualified persons financed in whole or in part by developers proposing large-scale developments which could have a significant impact on lakes through a master planning or development agreement process. Monitoring of water quality will be based on national guidelines established by the Canadian Council for Ministers of the Environment (CCME), including the Canadian Guidance Framework for the management of phosphorous in freshwater systems. Details of the program are to be negotiated under the terms of a development agreement in consultation with the applicable Watershed Advisory Board.

The Water Quality Monitoring Functional Plan should consider:

1. specifying the duration of monitoring for the pre-construction, construction and post-construction phases of development;
2. specifying the physical and chemical water quality indicators to be measured, the location and frequency of testing and the format of submissions to the Municipality in each phase of development;
3. assessing lake water quality against the water quality objectives established under Policy E-17 to detect changes such as eutrophication, which would be used as a basis for re-evaluating watershed management controls and future development potential within the area;
4. conforming with all water quality policies, specifications, protocols and review and approval procedures approved by Regional Council; and
5. establishing an on-going monitoring program for selected lakes and rivers to determine the state of water resources and to detect changes over time.

E-18 HRM shall prepare a Water Quality Monitoring Functional Plan to establish a comprehensive water quality monitoring program for the Municipality.

#### 2.4.2 Open Space Functional Plan

A comprehensive Open Space Functional Plan is necessary to help determine an economically and environmentally sustainable strategy for the equitable maintenance and distribution of parks and natural open space throughout the Municipality. To guide the development of the Open Space Functional Plan, the Open Space Typology and Park Classification System outlined in Tables 2-1 and 2-2 shall be used.

The Open Space Functional Plan should consider:

1. coordinating and managing a program to research and identify potential natural corridor linkages, community networks and significant natural habitats to guide considerations of future development (see Map 5, Significant Habitats and Endangered Species and Appendix C: Species at Risk in HRM 2004);
2. coordinating and managing a program to research and identify potential urban corridors for the restoration of natural corridor linkages, community networks and significant natural habitats to guide considerations of future development;
3. establishing selection criteria and acquisition guidelines for natural open space areas and sustainable natural open space management strategies;
4. assessing opportunities to further the development and establishment of management plans for the 1975 Regional Park System, the new Regional Parks proposed under this Plan, and other areas identified for their potential as regional parks;
5. developing a system of interconnected public open spaces throughout HRM to include municipally-owned parks, public access to coastal areas and watercourse shorelines, water route and land-based trails as illustrated on the Trails and Natural Network Map (Map 3), conservation areas, schools, natural corridors and habitats and other public facilities;
6. establishing a trail network that includes a variety of trails such as linear parks, hiking trails, nature trails and scenic loops;
7. including a comprehensive planning approach for the retention of coastal and freshwater lake access and incentives for the protection of watercourse buffers;
8. developing an operational framework to include community partners, federal and provincial departments, non-profit groups and private sector companies and organizations in parks and natural open space planning and management; and
9. identifying, in cooperation with the Federal and Provincial government, species-at-risk habitats and annually review the Significant Habitats and Endangered Species Map (Map 5) and Appendix C: Species at Risk in HRM, 2004 contained in this Plan.

E-19 HRM shall prepare an Open Space Functional Plan to determine an economically and environmentally sustainable strategy for the equitable maintenance and distribution of parks and open space throughout the Municipality.

### 2.4.3 Urban Forest Functional Plan

Under the Urban Forest Functional Plan, HRM will adopt design guidelines and a management strategy for native plant material of heritage importance. The extensive use of native plants in landscape design shall also be encouraged in institutional, commercial and industrial developments through the development review process.

E-20 HRM shall prepare an Urban Forest Functional Plan to identify design guidelines and a management strategy to maximize the urban forest.

### 2.4.4 Potential Hazards to Development Functional Plan

There are numerous potential hazards in HRM that may be encountered wherever development of land takes place throughout the Municipality. These hazards may present substantial risk to life and property when not fully addressed. Hazard planning should consider potential threats such as the effects of climate change, coastal inundation and storm surge events, wildland fire, contaminated sites, abandoned mines, pits and quarries, abandoned land fill and disposal sites, dam failure and radon gas.

The Potential Hazards to Development Functional Plan should consider:

1. identifying areas, such as the location of contaminated sites, abandoned mines, pits and quarries, and areas at high risk for radon exposure through cooperation and collaboration with the Province;
2. preparing an Historical Land Use Map to identify sites that may have been contaminated through former land uses;
3. developing guidelines to protect the public from potential hazards, as listed above;
4. developing guidelines to educate the general public about potential hazards to human life and property; and
5. developing management plans for climate change, coastal inundation and storm surge events, wildland/urban interface fires and emergency preparedness for dam failure.

E-21 HRM shall prepare a Potential Hazards to Development Functional Plan to seek measures to mitigate risks to life and property associated with development.

### 2.4.5 Emissions Reduction Functional Plan

Although air quality in HRM is better than most cities in Canada, air pollution has environmental and economic effects on the citizens of HRM. Even at low levels it has the potential to harm our health, and damages forests, wildlife, fish, water, agricultural crops and buildings. These air-borne materials come from local and far-off sources. They are largely emitted by human activities related to transportation, industry and energy production.

The preservation of clean air is essential to the quality of life enjoyed by residents of HRM. Government responsibility for regulation of air quality in Nova Scotia is shared between federal and

provincial levels, and government must ensure that there is a coordinated approach among jurisdictions on environmental issues. Since many of the long-term solutions to air pollution in our region now depend on land use and transportation decisions, HRM should assume a more active role in maintaining and restoring HRM's good air quality.

The major contribution HRM can make to improving air quality and reducing greenhouse gas emissions will be to provide environmentally and economically sustainable land use planning. By adopting the settlement and transportation policies contained in this Plan, HRM should work towards improved air quality and reduced emissions by promoting compact development and active transportation, providing more public transit, using renewable energy sources, switching to lower-carbon fossil fuels (e.g. bio-diesel and natural gas), encouraging energy efficient buildings and preserving our urban and rural forests. Examples of current successful HRM projects include the purchase of ultra-low sulfur bio-diesel fuel for Metro Transit buses, the organics composting and methane recapturing programs, the Climadapt partnership for climate adaptation, and pursuing cost effective energy conservation in HRM buildings.

Four major air pollutants which affect air quality in HRM are ground-level ozone, fine particulate matter, greenhouse gas emissions and residential wood combustion.

The Emissions Reduction Functional Plan should consider:

1. developing a program to work towards the reduction of air pollution both within HRM business units and other organizations;
2. creating an inventory of air pollutants and greenhouse gases; their origins, pathways, latent health effects and effective response strategies;
3. encouraging the Province to provide public air quality monitoring data within HRM, especially in those areas strongly affected by large emission sources, or greatly affected by wood smoke;
4. encouraging large emission sources (e.g., NS Power Inc., Dartmouth refinery, assorted commercial and institutional boilers) to reduce emissions through greater energy efficiency, the use of renewable energy or cleaner fuels or other types of mitigation; and
5. encouraging provincial and federal governments to provide consumer rebates for conversions to low emission wood burning appliances.

E-22 HRM shall prepare an Emissions Reduction Functional Plan which shall identify programs and methods to reduce the level of air pollutants and greenhouse gases.

## CHAPTER 3: SETTLEMENT AND HOUSING

### 3.0 INTRODUCTION

Growth must be well managed to avoid a risk to the natural environment, the character of our communities, and the quality of life in HRM. As growth spreads into the countryside, it demands extensive expenditures in new community infrastructure - schools, roads, wastewater and water distribution systems to support the new growth. The stability of surrounding rural areas is also threatened as a result of increased congestion and the loss of forestry and farm land. The livability of both city and countryside is greatly diminished when the lines between urban and rural communities are blurred.

The citizens of HRM have indicated through consultation that a balanced approach to growth across the Municipality is the desired approach. To achieve this, approximately 25% of growth will be targeted to occur on the Halifax Peninsula and in downtown Dartmouth, inside the Circumferential Highway (Regional Centre), approximately 50% will occur in the suburban areas, and the remaining 25% will occur within the rural areas. This is consistent with projected housing demand in HRM<sup>12</sup>.

The intention is not to discourage rural housing growth in favour of urban or suburban communities. Rather, the approach is to shape settlement in such a way that transit and other alternatives to commuting will become more viable. This offers not only lifestyle and environmental benefits, but also helps prepare for the possibility of rising oil prices. Similarly, it is important to encourage rural employment growth and ensure the long-term economic viability of remote rural areas to keep jobs close to residents.

Over the next 25 years, HRM will direct much of its investment to a series of centres as illustrated on the Settlement and Transportation Map (Map 1). These centres have been strategically located in HRM where services such as transit, wastewater and water distribution services can be economically provided to support development. The centres have sufficient land to accommodate anticipated growth, though some may grow more than others depending on market preferences. To maintain healthy and vibrant communities, investment will also continue in areas not designated for growth such as in existing neighbourhoods where infill development will respect the character of the area.

The centres fall under a series of general land use designations as shown on the Generalized Future Land Use Map (Map 2). These designations form the legal framework for achieving the growth management strategy of this Plan. The land use designations are:

1. Urban Settlement Designation;
2. Urban Reserve Designation;
3. Rural Commuter Designation;
4. Rural Resource Designation; and

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<sup>12</sup> Clayton Research et al. 2004.

## 5. Agricultural Designation.

Sections 3.1, 3.2 and 3.3 of this Chapter provide descriptions of the various designations and their associated policies under this Plan.

### 3.1 URBAN SETTLEMENT DESIGNATION

The primary intention of the Urban Settlement Designation is to define those areas where urban forms of development will occur throughout the next 25 years. The designation encompasses both developed and undeveloped lands and includes the following six sites as potential areas for new urban growth subject to the completion of secondary planning processes for each area:

1. Bedford South;
2. Morris-Russell Lake;
3. Bedford West;
4. Port Wallis;
5. Sandy Lake; and
6. Highway 102 west corridor adjacent to Blue Mountain - Birch Cove Lakes Park.

This Plan supports the growth of a series of mixed-use transit-oriented centres in strategic locations throughout the designation. The centre types are: the Regional Centre, Urban District Centres, Suburban District Centres, Urban Local Centres and Suburban Local Centres as shown on the Settlement and Transportation Map (Map 1). These centres include lands suitable for significant residential growth, and are already, or will become, focal points for varying levels of service, amenity and employment for the surrounding communities. The vision for these centres is that they will be well designed, safe and comfortable communities which build on their historical foundations. A high quality public realm featuring public squares and parks, community gardens, public art, and a comfortable and safe environment for pedestrians and cyclists will be components for achieving the design concept for these centres.

- S-1 HRM shall establish the Urban Settlement Designation, shown on the Generalized Future Land Use Map (Map 2), as the area where central wastewater and water distribution services are intended to be provided to facilitate an urban form of development over the next 25 years. Any development boundary established under the existing secondary planning strategies shall be replaced by the Urban Settlement Designation. The designation is intended to provide for a diverse, vibrant and liveable urban environment which provides for the development of a series of mixed-use transit-oriented Centres within the general locations as shown on the Settlement and Transportation Map (Map 1). The five types of centres within the designation are the Regional, Urban District, Suburban District, Urban Local and Suburban Local centres.
- S-2 When considering amendments to the Urban Settlement Designation Boundary, HRM shall consider:
- (a) amendments to the boundaries to include additional areas to implement the results of reviews of regional population and housing forecasts;

- (b) amendments to the boundaries of designations if the targets for growth under this Plan are not being met; and
- (c) amendments to include adjacent lands if the lands are within a growth centre.

S-3 Further to the principles of this Plan stated in section 1.4, HRM shall consider requests to allow for the initiation of a secondary planning process to consider development of the six sites for new growth provided that any such proposal serves to:

- (a) protect the fiscal health of HRM and its capacity to meet additional financial commitments; and
- (b) address any deficiencies in municipal service systems which would be needed to service the proposed area and the estimated cost of upgrades needed to provide a satisfactory service level.

### 3.2 URBAN RESERVE DESIGNATION

The primary intent of the Urban Reserve Designation is to ensure there is a continuous supply of land that can be serviced with central (municipal wastewater and water distribution) services beyond the 25 year time horizon of this Plan. The Urban Settlement Designation identifies those lands which HRM intends to service within the next 25 years. The Urban Reserve Designation focuses on those lands abutting the Urban Settlement Designation which could be serviced beyond the next 25 years to ensure the Municipality has a long-term supply of serviceable lands. Providing services to these lands may be considered within the 25 year time frame of this Plan subject to Policy IM-18. The following seven areas of land have been designated as Urban Reserve:

1. interior lands bounded by Highway 7, Ross Road, Highway 207 and Broom Road (Cole Harbour/Westphal);
2. land surrounding Anderson Lake area (Dartmouth/Bedford);
3. Governor Lake North (Timberlea);
4. Ragged Lake (Halifax);
5. Kidston Lake lands (Spryfield/Herring Cove);
6. Purcell's Cove area back lands; and
7. private lands in the Blue Mountain - Birch Cove Lakes Regional Park area.

S-4 HRM shall establish the Urban Reserve Designation for those lands situated outside the Urban Settlement Designation where central services (municipal wastewater and water distribution) may eventually be provided, as shown on the Generalized Future Land Use Map (Map 2). The primary intent of this designation shall be to retain sufficient lands which shall provide an adequate supply of serviceable land beyond the time horizon of this Plan.

S-5 HRM shall, through the applicable land use by-law, establish an Urban Reserve Zone to control development in the Urban Reserve Designation. This Zone shall permit limited residential development and open space uses on existing lots serviced with on-site sewage disposal systems and wells.

### 3.3 RURAL SETTLEMENT DESIGNATIONS

HRM residents have indicated that maintaining the integrity of rural lands and rural communities is a fundamental component of this Plan. HRM's rural lands will not simply be viewed as locations for future urbanization, but recognized for their ecological, economic and social value. Policies for Rural Settlement designations provide a clear future direction for a sustainable form of growth within the rural areas of HRM. The following three land use designations are established for the rural areas:

1. Rural Commuter Designation;
2. Rural Resource Designation; and
3. Agricultural Designation.

The Rural Commuter Designation encompasses rural communities within commuting distance of the Regional Centre which are heavily influenced by suburban style forms of residential development. The Rural Resource Designation encompasses the rural communities along the Eastern Shore which are more reliant on a traditional resource-based economy. The Agricultural Designation encompasses the significant agricultural lands in the Musquodoboit Valley which are a defining cultural feature of the Valley and its people, and a rare asset in HRM.

Over the next 25 years, HRM will support the investment of a series of designated centres within the three rural designations described above, and illustrated on the Settlement and Transportation Map (Map 1). These centres have been strategically located to reflect those communities which provide commercial and institutional services to surrounding areas or are located near major highway interchanges. They are centres which have sufficient land to accommodate additional growth and where future services such as transit can be provided. In certain centres, the future provision or expansion of municipal wastewater and water distribution services, or water services alone, may be considered to support further development. Some centres may grow more than others depending on market preferences.

This Plan has sufficient flexibility to adapt to community and market preferences since the detailed community design for all centres will be implemented through a Community Visioning and secondary planning process.

#### 3.3.1 Rural Commuter Designation

The primary intention of the Rural Commuter Designation is to focus low to medium-density uses within defined centres which are within easy commuting distance to the Regional Centre, to support the delivery of convenience services to the surrounding settlement area, protect the natural resource base and preserve the natural features that foster the traditional rural community character. Residential development within this designation has historically been characterized by large lot residential developments. Many residents who reside here commute to the urban and suburban centres for employment.



S-6 HRM shall establish the Rural Commuter Designation, shown on the Generalized Future Land Use Map (Map 2), as the area within commuting distance of the Regional Centre that has been heavily influenced by low-density residential development. The primary intent of this designation shall be to protect the character of rural communities and conserve open space and natural resources by focussing growth within a series of centres, as shown on Settlement and Transportation Map (Map 1), and carefully controlling the amount and form of development between centres. The three types of centres within the designation are the Rural Commuter, Rural Commuter District and Rural Commuter Local centres.

### 3.3.2 Rural Resource Designation

In many rural communities, the resource sector - farming, fishing, mining and forestry and their supporting services - are an important source of employment and way of life. It is important, therefore, to protect both the supply of raw materials and the ability to take advantage of those materials. Resource related industries must also have room for sustainable expansion without being constrained by the encroachment of residential uses.

The Rural Resource Designation encompasses rural communities along the Eastern Shore which are beyond the commutershed of the Regional Centre and relatively unaffected by suburban style residential development. The primary intention of the Rural Resource Designation is to protect the rural resource base upon which communities depend. The designation is also intended to support the delivery of commercial and community services to the surrounding settlement areas and to protect the natural features and built heritage which define the rural character of the Municipality and are important to the tourism industry.

S-7 HRM shall establish the Rural Resource Designation, shown on the Generalized Future Land Use Map (Map 2), as the area encompassing rural communities along the Eastern Shore which are beyond the Rural Commuter Designation and relatively unaffected by suburban-style residential development. The primary intent of this designation shall be to protect the natural resource base and the natural features and built heritage which define rural character and support tourism. This shall be accomplished by supporting growth within a series of centres, as shown on the Settlement and Transportation Map (Map 1), and carefully controlling the amount and form of development between centres. The two types of centres within the designation are the Rural Resource District and Rural Resource Local centres.

### 3.3.3 Agricultural Designation

The Agricultural Designation encompasses part of the Musquodoboit Valley. It contains the only remaining prime farmland within HRM which is largely unaffected by non-agricultural uses. Although the number of farms within the area has declined over the last 50 years, the Musquodoboit Valley is still used for dairy and mixed farming, forestry and mining. A substantial portion of Valley residents are employed in the resource sector, which is a substantive economic base to support other employment sectors. Due to productive agricultural soils and climatic conditions within the Valley, these lands are highly suitable for agricultural production.

Given the proximity of the Musquodoboit Valley to the growing Elmsdale centre and the presence of significant deposits of kaolin clay, the farmlands and resources within the Musquodoboit Valley may be under pressure in the future for significant residential development. Community consultation has indicated that the natural resource base of the area needs to be preserved and protected. For example, if the clay deposits are developed, a large influx of workers needing housing might result. As well, residential development on or near the site of the deposits could limit their extraction.

To help achieve the needed protection, an Agricultural Designation has been established. It is intended to preserve land for farming and other forms of resource production, prevent wide-spread residential uses in resource production areas where such development may conflict with the operations of a farm, forestry or extractive facility, and protect a traditional way of life.

- S-8 HRM shall establish the Agricultural Designation, shown on the Generalized Future Land Use Map (Map 2), as the area encompassing a significant portion of the Musquodoboit Valley. The primary intent of this designation shall be to encourage the use of this area for natural resource-based activities and industries such as farming, forestry and mining and to protect these resource uses from the intrusion of incompatible non-resource related residential uses which may conflict with the operation of a farm, forestry operation or extractive facility. The designation shall also support services for the surrounding agricultural communities by establishing a series of centres within which growth will be supported, as shown on the Settlement and Transportation Map (Map 1), and by limiting the amount of residential development which may occur beyond these centres. The two types of centres within the designation are the Agricultural District and Agricultural Local centres.
- S-9 Within the Agricultural Designation, HRM shall amend the Mixed Use Zone under the Musquodoboit Valley-Dutch Settlement Land Use By-law to limit permitted uses in this zone to resource uses, small businesses related to resource uses, limited commercial and industrial uses and residential uses. Following completion of the secondary planning process and the establishment of centre boundaries, the extent of the Mixed Use Zone may be adjusted.

#### 3.3.4 Rural Commuter Transit Sites

It is the intention of this Plan to prepare secondary planning strategies to define the centres within the rural commuter designation. There are concerns, however, that critical sites within certain centres may be inappropriately developed before a secondary planning strategy is completed. Therefore, as an interim land use management tool, controls will be applied to certain lands within some of the rural commuter centres. Land uses may be approved by development agreement provided they are conducive to the creation of a focal point for the centre. This mechanism will remain in place until future secondary planning strategies are completed and adopted by HRM.

- S-10 HRM shall, through the applicable land use by-law, establish a Comprehensive Development District (CDD) Zone to apply to certain lands within the following Rural Commuter Centres: Enfield, Fall River, Hubbards, Lake Echo, Musquodoboit Harbour, Porters Lake and Upper Tantallon. This zone is intended to protect these lands as focal points for transit-oriented design development within these centres by requiring development to proceed by

development agreement except for the continuation and expansion of existing uses. In considering approval of such development agreements, HRM shall consider the following:

- (a) whether the development is designed as part of a focal point for the distribution of services to the outlying area;
- (b) the types of land uses to be included in the development which may include a mix of medium-density residential uses, ground floor commercial, institutional uses, recreation uses, parking facilities and transit stations or transit stops;
- (c) where necessary, locations for pedestrian sidewalks;
- (d) architectural details marking the entrance to buildings;
- (e) controls on signage;
- (f) controls on heights, massing, scale and type of development;
- (g) details of the exterior architectural design of new buildings which should be complementary to the traditional building style within the surrounding community;
- (h) where necessary, details concerning preferred traditional building materials;
- (i) appropriate locations of parking for park-and-ride facilities and retail outlets; and
- (j) any other matter relating to the impact of the development upon surrounding uses or upon the general community, as contained in Policy IM-15.

### 3.4 PLANNING FOR CENTRES

It is estimated that physical inactivity in HRM costs the provincial health care system \$16 million a year, and the total economic burden of physical inactivity is estimated at over \$68 million per year<sup>13</sup>. Community planning that provides for safe and walkable communities, sidewalks, biking paths and easy access to transit has the potential to reduce the human and economic burden of physical inactivity and to improve the health of HRM residents. Table 3-1 provides an outline of the types of centres which are to be included in the various designations, their locations, the nature of land uses and the type of transit services that are to be encouraged.

Through secondary planning processes, to commence upon the adoption of this Plan, the various centres will be included in a design process which will more specifically determine such items as centre boundaries, population targets, specific land uses, densities and methods of implementation. Further policy guidance for this community design process is found in Chapter 9.

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<sup>13</sup> Walker, S. and Colman, R. *The Cost of Physical Inactivity in the Halifax Regional Municipality*. 2005. GPI Atlantic. Prepared for the Heart and Stroke Foundation of Nova Scotia.

**Table 3-1: Characteristics of Centres**

<b>Urban Settlement Centres</b>			
<b>Centre Type</b>	<b>Centre Name</b>	<b>Land Uses</b>	<b>Transit</b>
Regional	Regional Centre	<ul style="list-style-type: none"> <li>• on opportunity sites, medium to high density residential, commercial, institutional or recreation uses</li> <li>• in established neighbourhoods, low to medium density residential uses</li> </ul>	<ul style="list-style-type: none"> <li>• focal point for higher order transit</li> </ul>
Urban District	West End Mall Mic Mac Mall	<ul style="list-style-type: none"> <li>• mix of high density residential, commercial, institutional &amp; recreation uses</li> </ul>	<ul style="list-style-type: none"> <li>• parking structures for park &amp; ride and commercial uses</li> </ul>
Suburban District	Spryfield Bedford West Sunnyside Mall Sackville Russell Lake	<ul style="list-style-type: none"> <li>• mix of low, medium and high density residential, commercial, institutional &amp; recreation uses</li> <li>• in established neighbourhoods, low to medium density residential uses</li> </ul>	<ul style="list-style-type: none"> <li>• connecting point for higher order transit to other centres &amp; Regional Centre</li> <li>• surface park &amp; ride or parking structures</li> <li>• street or side yard parking for pedestrian oriented retail</li> </ul>
Urban Local	Shannon Park City of Lakes Business Park Penhorn Mall Woodside	<ul style="list-style-type: none"> <li>• mix of medium to high density residential, commercial, institutional &amp; recreation uses</li> <li>• in established neighbourhoods, low to medium density residential uses</li> </ul>	<ul style="list-style-type: none"> <li>• all day transit to connect to other centres &amp; Regional Centre</li> <li>• shared surface parking or parking structures for park &amp; ride and commercial uses</li> </ul>
Suburban Local	Herring Cove Lakeside/Beechville Timberlea Village Clayton Park West Birch Cove Bedford South Kearney Lake North Bedford Mill Cove Lower Sackville Middle Sackville Burnside East Tacoma Drive Westphal Cole Harbour Morris Lake Eastern Passage	<ul style="list-style-type: none"> <li>• mix of low to medium density residential &amp; convenience commercial uses</li> <li>• in established neighbourhoods, low to medium density residential uses</li> </ul>	<ul style="list-style-type: none"> <li>• all day transit to connect to other centres &amp; Regional Centre</li> <li>• surface park &amp; ride or parking structures</li> <li>• street or side yard parking for pedestrian-oriented retail</li> </ul>

<b>Rural Designations Centres</b>				
<b>Centre Type</b>	<b>Centre Name</b>	<b>Land Uses</b>	<b>Services</b>	<b>Transit</b>
Rural Commuter	Upper Tantallon Fall River Lake Echo Porters Lake	<ul style="list-style-type: none"> <li>• low to medium density residential</li> <li>• open space design subdivisions</li> <li>• mix of commercial, institutional &amp; recreational uses</li> </ul>	<ul style="list-style-type: none"> <li>• consideration of central wastewater &amp; water for Porters Lake</li> <li>• consideration of central water for Fall River and Upper Tantallon</li> </ul>	<ul style="list-style-type: none"> <li>• park &amp; ride, express bus to Regional Centre</li> <li>• shared parking for park &amp; ride and commercial uses</li> </ul>
Rural Commuter District	Enfield Musquodoboit Harbour	<ul style="list-style-type: none"> <li>• low to medium density residential</li> <li>• mix of convenience commercial, institutional &amp; recreational uses</li> </ul>	<ul style="list-style-type: none"> <li>• possible central wastewater &amp; water for Musquodoboit Harbour</li> </ul>	<ul style="list-style-type: none"> <li>• park &amp; ride, express bus to other centres &amp; Regional Centre</li> <li>• shared parking for park &amp; ride and commercial uses</li> </ul>
Rural Commuter Local	Hatchet Lake Hubbards Hubley Sambro Indian Harbour Waverley Whites Lake Jeddore North Preston East Preston / Cherry Brook / Lake Loon	<ul style="list-style-type: none"> <li>• low to medium density residential</li> <li>• mix of convenience commercial, institutional &amp; recreational uses</li> </ul>	<ul style="list-style-type: none"> <li>• shared or individual on-site sewage disposal systems (except for existing central wastewater &amp; water services in North Preston)</li> <li>• possible central wastewater &amp; water for Hubbards</li> </ul>	<ul style="list-style-type: none"> <li>• peak transit service to other centres &amp; Regional Centre</li> <li>• shared parking for park &amp; ride and commercial uses</li> </ul>
Rural Resource District	Sheet Harbour	<ul style="list-style-type: none"> <li>• low to medium density residential</li> <li>• mix of convenience commercial, institutional &amp; recreational uses</li> </ul>	<ul style="list-style-type: none"> <li>• shared or individual on-site sewage disposal systems</li> </ul>	<ul style="list-style-type: none"> <li>• rural bus service to other centres &amp; Regional Centre</li> <li>• shared parking for park &amp; ride and commercial uses</li> </ul>
Rural Resource Local	Lake Charlotte Moser River Tangier	<ul style="list-style-type: none"> <li>• low density residential</li> <li>• mix of retail, institutional &amp; recreational uses</li> </ul>	<ul style="list-style-type: none"> <li>• shared or individual on-site sewage disposal systems</li> </ul>	<ul style="list-style-type: none"> <li>• basic bus service or shared taxi to District Centre</li> </ul>
Agricultural District	Middle Musquodoboit	<ul style="list-style-type: none"> <li>• low to medium density residential</li> <li>• mix of convenience commercial, institutional &amp; recreational uses</li> </ul>	<ul style="list-style-type: none"> <li>• existing central wastewater &amp; water</li> </ul>	<ul style="list-style-type: none"> <li>• rural bus service to other centres &amp; Regional Centre</li> <li>• shared parking for park &amp; ride and commercial uses</li> </ul>
Agricultural Local	Upper Musquodoboit	<ul style="list-style-type: none"> <li>• low density residential</li> <li>• mix of convenience commercial, institutional &amp; recreational uses</li> </ul>	<ul style="list-style-type: none"> <li>• shared or individual on-site sewage disposal systems</li> </ul>	<ul style="list-style-type: none"> <li>• basic bus or shared taxi to District Centre</li> </ul>

The Urban Settlement Designation includes both the urban and suburban centres. These centres will be designed through Community Visioning and secondary plan review processes as mixed-used transit-oriented communities, to accommodate a mix of housing types, office, retail and institutional uses in addition to parks, trails, community gardens and safe public open spaces. Growth can occur in many of the existing areas in the HRM by developing vacant land or redeveloping under-used sites where appropriate. Policies in this Plan provide protection to established neighbourhoods from rapid unplanned change, directing most future growth to areas where it can occur without affecting residents.

This Plan envisions that low-density residential uses consisting of single unit dwellings, accessory apartments, two-unit dwellings, and townhouses may be considered in appropriate locations within the established neighbourhoods which are within walking distance of the commercial and transit focus of each centre. It is anticipated that a mix of medium to high density residential and commercial uses will be situated around key focal points within the centre such as transit stations. This density is expected to gradually decrease and the proportion of residential land uses is expected to increase toward the periphery of the centre in the transition area between the centres and the surrounding neighbourhoods. The density of each centre will vary and be considered within its regional context.

The community centre and surrounding neighbourhoods will be serviced with an interconnected system of streets, pathways, sidewalks, and bicycle lanes where appropriate. Buildings within the centre will have varied architectural facades which will frame the street and have direct connection to the public sidewalk and street. The ground floor of buildings within the core of a centre that front on corridors and public facilities will be developed with commercial uses such as shops, restaurants and cafes with large windows that add visual interest for pedestrians and provide shelter in the form of awnings, structured colonnades or street trees. Adequate short-term parking will be provided to service these retail areas, without compromising pedestrian access from the sidewalk.

Maintaining the integrity of rural communities and lands is integral to this Plan, and policies regarding rural areas provide recognition of their ecological, economic and social values. Centres in rural areas will be focussed around areas where a service centre has already begun to develop to serve the outlying area. Sustainable growth is envisioned in a way that will protect the rural resource base and ensure the retention of rural community character.

S-11 HRM shall, through secondary planning processes, define the centres within each designation. The general characteristics of the centres are provided in Table 3-1. These planning strategies shall also define the specific boundaries of the centres, population targets and will develop detailed design policies related to the layout of the centres, range of permitted uses, development densities and mechanisms for implementation. The centres shall be designed in consideration of the criteria described in Chapter 9 and all other applicable policies of this Plan.

S-12 HRM shall encourage the Province and the Halifax Regional School Board to locate schools within existing or planned communities, to integrate them with other complementary land

uses, to minimize land consumption for school buildings and parking, and to provide convenient and attractive pedestrian access to all school facilities.

- S-13 Further to Policy S-12, until the secondary planning processes are completed, HRM shall continue to regulate land use in those areas identified as centres and for those areas between centres, according to the policies of the applicable existing secondary planning strategies and land use by-laws, except where otherwise provided by this Plan.

Although it is the intention of this Plan to identify strategically located centres where transit, wastewater and water distribution services can be economically provided to support future growth, there are a number of existing communities where services have to be maintained or improved. HRM will continue to support the provision of services within all non-designated centres to sustain healthy and vibrant communities. Where opportunities arise to undertake greater investment in infrastructure in non-designated centres, HRM will examine the benefits and implications for further development of these areas through an amendment to this Plan.

- S-14 HRM shall consider amending this Plan to include additional communities as designated centres for development where circumstances change or opportunities arise for investment in infrastructure that will accommodate additional growth.

### **3.5 MANAGEMENT OF RESIDENTIAL DEVELOPMENT WITHIN RURAL DESIGNATIONS**

Citizens have indicated that maintaining the character of rural lands and rural communities, as well as preserving and supporting the sustainable economic growth of the natural resource sector, are important objectives of this Plan. The widespread residential development of land throughout the Rural Commuter, Rural Resource, and Agriculture Designations would be inconsistent with the Plan's goals and objectives of creating compact mixed-use communities and protecting rural character, natural environment and natural resources.

Large scale residential development can impact features that define rural character, including large expanses of forest, pastoral landscapes, scenic views and other important cultural features. Such development may take natural resource lands out of production and may conflict with existing resource activities such as farming, forestry and mining. Extensive road development to service these developments may fragment open space, affecting important environmental features and leaving islands of natural habitat that may not be large enough to sustain biodiversity. Further, extensive residential development strains existing community services and adds pressure for the development of costly infrastructure in unplanned areas.

To minimize these impacts, large scale as-of-right residential development will be discouraged in the Rural Commuter, Rural Resource and Agricultural Designations. Provisions will be established to allow small scale infill development on existing roads and to allow limited development on new roads in the Rural Commuter and Rural Resource designations. Further, with the adoption of this Plan, the Residential Growth Management Controls within the Hammonds Plains, Beaver Bank and

Upper Sackville Secondary Planning Strategy and the Interim Growth Management Controls as approved in 2004 will no longer be in effect. Notwithstanding, provisions will be made within the Hammonds Plains, Beaver Bank and Upper Sackville Secondary Planning Strategy to allow for the future development of large scale subdivisions on lands zoned or under application for rezoning to a Comprehensive Development District prior to Council's first notice of its intention to adopt this Plan.

### 3.5.1 Open Space Design Developments

Large-scale residential development may be considered through a development agreement if it is in some form of Open Space Design. Open Space Design Development is a creative form of development designed to conserve a connected system of open space. It begins with the identification of primary conservation areas to be protected - such as riparian buffers, wetlands, vernal pools, natural corridors, slopes exceeding 30%, rock outcropping, archeological sites, floodplains, and natural resources. It follows with the identification of secondary conservation areas that should be protected or carefully developed. These include mature forests, slopes between 15% and 30%, scenic views, trails, historic sites and buildings. Building sites are then located on the lands where soils are best suited for development and are then connected through a common road system. Lot lines are then drawn to delineate the extent of private or public ownership of the parcel.

In its classic form, Open Space Design Developments are designed to achieve connectivity in open space by retaining conservation areas under single ownership such as in the form of a condominium corporation or HRM. There are concerns, however, that the small lots required to achieve the classic form of Open Space Design may not be feasible in all areas of HRM without experiencing interference between private wells. There is also a desire by some homeowners to service the dwelling units with individual on site sewage disposal systems and the Nova Scotia Department of Environment and Labour will not allow these systems to be located off-site into the commonly owned lands. It may, therefore, be necessary to allow the entire parcel or portions of the development to be subdivided into large, privately-owned lots. HRM will strive to achieve Open Space Design in these areas by establishing maximum building site disturbance areas and minimizing the extent of road development to avoid impact on the primary and secondary conservation areas. This form of Open Space Design Development may be considered only in the Rural Commuter and Rural Resource Designations.

In areas where there are sufficient soil and water conditions to allow the developer to set aside a significant majority of the parcel as common open space, densities will be increased from one unit per hectare to one unit per 0.4 hectares. This form of Open Space Design Development may be considered in all rural designations, including the Agricultural Designation, as it would leave a substantial amount of the conservation land intact under single ownership. This would minimize the impact of development on larger tracts of land required to maintain a viable commercial farm.

To provide an opportunity for more active use of the common open space, consideration of golf courses as an appropriate use within the classic form of Open Space Design Development shall be given during secondary planning processes. Given the prevalent use of pesticides and irrigation



needs of golf courses it may be most appropriate that golf courses only be considered within centres where municipal water distribution systems are to be provided. Analysis at the secondary planning level will benefit from the findings of watershed studies and community visioning.

S-15 HRM shall permit the development of Open Space Design residential communities, as outlined in this Plan, within the Rural Commuter and Rural Resource designations and within the Harbour designation outside of the Urban Service Area, but not within the portions of the Beaver Bank and Hammonds Plains communities as identified in the Subdivision By-law under Policy S-25 and within the Rural Area Designation under the Eastern Passage/Cow Bay Plan Area. HRM will consider permitting the maximum density of such developments to one unit per hectare of gross site area. In considering approval of such development agreements, HRM shall consider the following:

- (a) where the development is to be serviced by groundwater and as determined through a hydrogeological assessment conducted by a qualified professional, that there is an adequate supply of ground water to service the development and that the proposed development will not adversely affect groundwater supply in adjacent developments;
- (b) that there is sufficient traffic capacity to service the development;
- (c) the types of land uses to be included in the development which may include a mix of residential, associated public or privately-owned community facilities, home-based offices, day cares, small-scale bed and breakfasts, forestry and agricultural uses;
- (d) whether soil conditions and other relevant criteria to support on-site sewage disposal systems can be met;
- (e) the lot frontages and yards required to minimize the extent of road development, to cluster building sites on the parcel and provide for appropriate fire safety separations;
- (f) that the building sites for the residential units, including all structures, driveways and private lawns, do not exceed approximately 20% of the lot area;
- (g) approximately 80% of the lot is retained as a non-disturbance area (no alteration of grades, except for the placement of a well or on-site sewage disposal system in the non-disturbance area shall be permitted and provision shall be made for the selective cutting of vegetation to maintain the health of the forest);
- (h) that the development is designed to retain the non-disturbance areas and to maintain connectivity with any open space on adjacent parcels;
- (i) connectivity of open space is given priority over road connections if the development can be sited on the parcel without jeopardizing safety standards;
- (j) trails and natural networks, as generally shown on Map 3 or a future Open Space Functional Plan, are delineated on site and preserved;
- (k) parks and natural corridors, as generally shown on Map 4 or a future Open Space Functional Plan, are delineated on site and preserved;
- (l) that the proposed roads and building sites do not significantly impact upon any primary conservation area, including riparian buffers, wetlands, 1 in 100 year floodplains, rock outcroppings, slopes in excess of 30%, agricultural soils and archaeological sites;

- (m) the proposed road and building sites do not encroach upon or are designed to retain features such as any significant habitat, scenic vistas, historic buildings, pastoral landscapes, military installations, mature forest, stone walls, and other design features that capture elements of rural character;
  - (n) that the roads are designed to appropriate standards as per Policy T-2;
  - (o) views of the open space elements are maximized throughout the development;
  - (p) opportunities to orient development to maximize the capture of solar energy;
  - (q) the proposed residential dwellings are a minimum of 800 metres away from any permanent extractive facility;
  - (r) the proposed development will not significantly impact any natural resource use and that there is sufficient buffering between any existing resource use and the proposed development to mitigate future community concerns; and
  - (s) consideration be given to any other matter relating to the impact of the development upon surrounding uses or upon the general community, as contained in Policy IM-15.
- S-16 Further to Policy S-15, within the Rural Commuter, Rural Resource and Agricultural Designations, HRM shall permit an increase in density for Open Space Design Developments up to 1 unit per 4000 square metres, or greater in centres as may be provided for in secondary planning strategies, where approximately 60% or more of the site is retained in single ownership of an individual, land trust, condominium corporation or the Municipality. Notwithstanding Policy E-5, the parkland dedication shall be relaxed to a minimum of 5% for this type of development. In considering approval of such development agreements, HRM shall consider the following:
- (a) the criteria specified in Policy S-15, with the exception of items (f) and (g); and
  - (b) that the common open space cannot be used for any other purpose than for passive recreation, forestry, agriculture or conservation-related use except for a portion of which may be used as a village common for active recreation or the location of community facilities designed to service the development.
- S-17 Through secondary planning processes, HRM shall undertake detailed analyses, particularly in centres where municipal water distribution systems are to be provided, to identify where golf courses may be considered an acceptable use of the common open space in Open Space Design Developments.

### 3.5.2 Island Development

The coast of HRM contains approximately 1700 islands, a portion of which are government-owned while others are privately owned. Buildings have been constructed on more than 230 of the privately owned islands. Currently, 22 islands in HRM have been subdivided. HRM intends to protect the natural environment of its islands and to prevent impact on neighbouring coastal communities by limiting the type and scale of development. The islands are considered incapable of supporting intensive development due to limited soil cover and lack of freshwater supply. Intensive development can also generate excessive traffic and parking demands in coastal

communities. Such development can also destroy the delicate natural environment upon which many valued species of wildlife depend. In addition, island residents should expect a reduced level of municipal services. Police, fire, waste removal and other municipal services cannot be provided to island residents as efficiently as those properties served by public roads.

S-18 HRM shall consider residential development on islands within the Rural Commuter and Rural Resource Designations by development agreement. The development agreement shall consider the types of land uses to be included in the development which may only include single unit dwellings, aids to marine navigation and existing uses. In considering approval of such development agreements, HRM shall consider the following:

- (a) where provided, requirements for shore land parking areas for island residents;
- (b) the density of residential units on the site do not exceed 1 unit per 1.5 hectares;
- (c) that the proposed development does not significantly impact on natural features and that sufficient buffering between any natural features and the proposed development is provided;
- (d) the retention or provision of public access points, boat landing areas and waterfront parkland;
- (e) that no public roads are to be constructed on the island;
- (f) that no bridge, causeway or other permanent vehicular access with the mainland shall be constructed; and
- (g) requirements for any other matter relating to the impact of the development upon surrounding uses or upon the general community, as contained in Policy IM-15.

### 3.5.3 Other Growth Management Mechanisms

While it is the desire of HRM to encourage the use of Open Space Design Development as the preferred form of development in rural areas, there are a number of existing local roads (both public and private) or proposed local roads under a tentative or final plan of subdivision that should be permitted to develop. HRM is committed to providing municipal services (waste collection, road maintenance, etc.) along those roads and may allow the infill of traditional patterns of development along them. Some limited development provisions will also be made for lands that were under a conceptual application of subdivision review prior to the establishment of the Interim Growth Management controls on January 22, 2004.

S-19 Within the Rural Commuter, Rural Resource, Agricultural, Open Space and Natural Resource designations and the Harbour designation outside of the Urban Service Area, HRM shall, through the Subdivision By-law, permit the subdivision of lots fronting existing local roads, including existing private roads, to the extent that they are currently provided for under existing Secondary Planning Strategies, and those roads shown on completed tentative and final subdivision applications submitted on or before the effective date of this Plan. Within these designations but outside of Water Service Areas, lots fronting on existing non-local roads shall be permitted provided they have wide frontages.

- S-20 In recognition of on-going residential subdivisions within the approval process and the various stages of completion of each subdivision, particularly relative to parkland dedication and street layout commitments, HRM shall, through the Subdivision By-law, establish provisions to restrict future development resulting from concept applications which were approved pursuant to the Interim Growth Management Controls. Subdivision pursuant to any completed concept application on file prior to January 22, 2004, shall be permitted to proceed through to completion on the basis of the approval of a maximum of 25 lots per year where a completed tentative or final subdivision application, for the initial phase of subdivision construction, pursuant to the completed concept plan application has been filed prior to Council's first notice of its intention to adopt this Plan. Where a tentative or final subdivision application, for the initial phase of subdivision construction has not been filed prior to Council's first notice of its intention to adopt this Plan, the subdivision may proceed as per Policies S-15, S-16, S-18 or S-23.
- S-21 To apply growth management provisions evenly and consistently throughout HRM, all existing growth management mechanisms contained in secondary planning strategies shall be replaced with the growth management provisions contained in this Plan. Notwithstanding, the growth management provisions within the Eastern Passage/Cow Bay Secondary Planning Strategy shall continue to apply and provisions shall be made within the Beaver Bank, Hammonds Plains and Upper Sackville Planning Strategy to provide for the development of large scale subdivisions on lands zoned or under application for rezoning to a Comprehensive Development District prior to Council's first notice of its intention to adopt this Plan.

At the time of the adoption of the Interim Growth Management Controls in 2004, provision was made to allow completed Concept subdivision applications submitted prior to January 22, 2004 to continue through the subdivision process but subject to yearly limitations on the number of lots that can be created and the amount of road constructed. Due to technicalities in not meeting the prescribed subdivision application requirements, three specific subdivision projects were not accommodated; Lands of J. E. F. Hallet in Fall River, Lands of Atlantic East Properties Ltd. (Abbecombec Village) in Clam Bay and Lands of Kellswater Holdings Limited in Lake Echo. These developments had proceeded through substantial planning and design processes but had failed to file official applications for subdivision approval with HRM prior to January 22, 2004. It is clear that these developments were not pre-emptive in nature and as such it is reasonable to provide accommodation for their continued development through this Plan subject to the same restrictions as other subdivisions within the Interim Growth Management Area.

- S-22 Notwithstanding Policy S-20, HRM shall provide for the subdivision of Lands of J. E. F. Hallett in Fall River (PID No's. 00506857 and 00506840), Lands of Atlantic East Properties Ltd. (Abbecombec Village) in Clam Bay (PID No. 41054024) and Lands of Kellswater Holdings Limited in Lake Echo (PID No's. 40168478 and 40881484) through to completion on the basis of the approval of a maximum of 25 lots per year. Where a completed tentative or final subdivision application, for the initial phase of subdivision construction, pursuant to a completed concept application has not been filed within one year of Council's first notice

of its intention to adopt this Plan, the subdivision may proceed as per Policies S-15, S-16, S-18 or S-23.

- S-23 Notwithstanding Policy S-15, HRM shall, through the Subdivision By-law, establish provisions to allow the creation of a maximum of eight lots on new public streets, per area of land with public street frontage in existence on the effective date of this Plan:
- (a) within the Rural Commuter Designation, where the proposed road intersects with a local road; and
  - (b) within the Rural Resource Designation, where the proposed road intersects with a local road or non-local road.

HRM will also consider options for the infill of subdivisions between existing subdivisions, to enhance traffic circulation, provide for the efficient delivery of services and emergency access and where because of the prevailing patterns of abutting development, an open space design form cannot be achieved. Determination of desirable areas for infill and the form of subdivision will be examined through a more detailed analysis in future secondary planning strategies.

- S-24 Through secondary planning processes, HRM shall undertake detailed analyses to identify options and areas where infill subdivision and the appropriate form of which should be encouraged to secure efficient road connections between subdivisions to enhance traffic circulation, the delivery of services or emergency accesses. Consideration shall also be given to areas which cannot achieve an open space design form due to the prevailing patterns of abutting development.

An analysis of two-lane commuter highways within HRM has indicated that high traffic volumes on two highways, Beaver Bank Road and Hammonds Plains Road, are nearing a safety threshold. In both cases, new links in the roadway network have been proposed that would reduce traffic loading to a point where safe highway access could be provided. The significant cost of these new roadway links (the Beaver Bank Bypass in the case of Beaver Bank Road and Highway 113 in the case of Hammonds Plains Road) can be delayed if development controls limit the amount of additional traffic that will be added to these two commuter highways.

Through the subdivision process, new development has a role in helping to fund required traffic solutions through capital cost contributions. This approach may be viable and warrants further analysis through comprehensive master planning at the secondary planning level.

Until a substantive change is made in the infrastructure capacity within the Hammonds Plains and Beaver Bank areas, due to the safety concerns stated in section 4.1.1.4, it is appropriate to limit all further residential subdivision activity involving new public roads in these areas. As provided for by the *Municipal Government Act*, existing plans of residential subdivision, at the tentative or final plan of subdivision stage on or before the effective date of this Plan, shall be permitted to proceed through to completion.

Residential development will be encouraged where adequate transportation facilities are made available and transit oriented centres established such as at each end of the Hammonds Plains Road as shown on the Settlement and Transportation Map (Map 1).

- S-25 HRM shall, through the Subdivision By-law, limit development within portions of the Hammonds Plains and Beaver Bank communities to prohibit residential development on new roads.
- S-26 To determine the feasibility of new development funding additional traffic infrastructure in the Hammonds Plains and Beaver Bank communities, HRM shall, through the secondary planning process, consider comprehensive master planning in accordance with the capital cost contribution policy.
- S-27 Notwithstanding Policy S-25, HRM shall, through the Subdivision By-law, provide for infill subdivision within the identified portions of Hammonds Plains and Beaver Bank, where in the opinion of the Traffic Authority, new roads would promote the intent of this Plan by enhancing traffic safety.
- S-28 In recognition of on-going residential subdivisions within the approval process on lands outside of the portions of the Hammonds Plains and Beaverbank communities identified pursuant to Policy S-25 and within the Beaver Bank, Hammonds Plains and Upper Sackville Secondary Planning Strategy, HRM shall, through the Subdivision By-law, restrict future development resulting from concept applications which were filed prior to Council's first notice of its intention to adopt this Plan. Subdivision pursuant to any completed concept plan application on file prior to Council's first notice of its intention to adopt this Plan, shall be permitted to proceed through to completion on the basis of the approval of a maximum of 25 lots per year. Where a completed tentative or final subdivision application, for the initial phase of subdivision construction, pursuant to a completed concept application has not been filed within one year of Council's first notice of its intention to adopt this Plan, the subdivision may proceed as per Policies S-15, S-16, S-18 or S-23.

As stated in section 2.1.1 for the Open Space and Natural Resource Designation, given the similar inability to create frontage through the construction of new public roads within the portions of Hammonds Plains and Beaver Bank identified under Policy S-25, it is also appropriate to create an alternative means by which the limited traditional subdivision of lots for kinship purposes is possible. The Subdivision By-law contains provisions which are designed in part to ease the development constraints of lands with minimal road frontage. Those provisions permit the creation of an additional lot which does not meet the minimum road frontage requirements provided the area of land being divided was in existence prior to August 1, 1987. Many properties have been created since that date so, to be equitable to all landowners within these areas, it is appropriate to adjust this date forward to coincide with the effective date of this Plan.

- S-29 HRM shall, through the Subdivision By-law, provide for the creation of one additional lot from any area of land, within the portions of Hammonds Plains and Beaver Bank identified

under Policy S-25 and in existence prior to the date of Council's first notice of its intention to adopt this Plan, which does not meet minimum road frontage requirements.

Residential development on private roads has provided another form of traditional development for the rural areas. However, due to variations in the levels of road construction and regular maintenance, these conditions often result in unsafe passage for commercial and emergency service vehicles thereby creating dangerous access situations. Road maintenance issues may also affect the ability to provide other services such as waste and organics collection. This limits the opportunity for some residents to actively participate in waste reduction and recycling programs. Given past experiences, no new private roads will be permitted in all areas of HRM but, to retain rural character and better achieve the principles of open space design, HRM will examine options for the creation of a new rural road standard.

S-30 HRM shall, through the Subdivision By-law, prohibit the creation of new private roads within the Municipality. To reduce the impact of road development on rural areas and to provide for the creation of more effective Open Space Design developments, HRM will consider establishing a public rural road standard as outlined in Policy T-2.

Permitting subdivision to occur on existing roads may lead to an increased demand on the existing street network to maximize the use of current street frontage in order to create new lots. This could result in an increased desire to create "flag lots" having minimal physical frontage on the abutting street network.

The use of flag lots without restrictions could result in an increased use of informal private roads to provide access to such lots. Such forms of access present challenges to providing services such as solid waste collection and emergency response. There is also a potential that property owners who become dissatisfied with this form of street access will petition HRM to take-over private lanes that are not capable of meeting municipal standards. Further, unlimited use of flag lots may alter the character of an existing community or development. Therefore, the use of flag lots will be limited.

S-31 HRM shall, through the Subdivision By-law, regulate the design of flag lots in new subdivisions such that no more than three flag lots are contiguous to each other. In keeping with provisions made during the adoption of the Interim Growth Management Controls in 2004, accommodation shall also be made to exempt flag lots shown on preliminary, tentative or final subdivision applications on file prior to March 13, 2004 from the new requirements.

### **3.6 HOUSING DIVERSITY AND AFFORDABILITY**

Housing is fundamental to HRM's quality of life, social inclusion, future growth and development. The need for shelter is universal, and housing is a powerful determinant of the quality of one's life, including health, safety, and access to public amenities. This Plan recognizes a continuum of housing affordability and the different but complementary roles that the market and different levels of government can play in ensuring that housing options exist for a range of needs and income levels.

HRM is not responsible for the delivery of social services and subsidized housing, however all local governments in Nova Scotia are responsible for ensuring that their planning processes and regulations provide for a suitable supply of housing in a range of types and locations to meet current and future community needs. The goal of the Provincial Statement of Interest Regarding Housing in the *Municipal Government Act* is "to provide housing opportunities to meet the needs of all Nova Scotians." The statement further requires that,

"Planning documents must include housing policies addressing affordable housing, special-needs housing and rental accommodation. This includes assessing the need and supply of these housing types and developing solutions appropriate to the planning area. The definition of the terms affordable housing, special-needs housing and rental housing is left to the individual municipality to define in the context of its individual situation."

HRM may not be able to influence all of the factors related to the development of a variety of housing types. The Municipality, however, can support housing affordability and social inclusion by ensuring that municipal policies, regulations and processes encourage efficient development and open up opportunities for diverse, innovative and well-designed housing. The Municipality can also support non-profit housing providers and developers by considering, where feasible, requests for land priced at below market value, offering tax reduction and tax deferral programs and awarding community grants for initiatives that advance the goals of this Plan.

With respect to housing, the role of the provincial government in 2006 is to manage public, co-operative and non-profit housing units, to administer and license programs related to child and foster care and to deliver special needs housing. In HRM, there are approximately 6100 social housing dwelling units (4% of total housing stock) that are home to 15 000 individuals. The provincial government owns approximately 4500 of these units where rent is based on annual household income. They range from single detached dwellings to high-rise apartment buildings.

In addition, there are about 1600 non-profit and co-operative housing units built under federal social housing programs. Residents of these housing projects include seniors, families and single individuals. These housing units are owned by their respective non-profit and co-operative sponsors and each housing project has its own operating agreement with Canada Mortgage and Housing Corporation. The federal government provides subsidies to existing and new social housing projects, and the three levels of government have a history of partnering on local housing initiatives.

The price of housing has experienced significant inflation over several years prior to the adoption of this Plan. It is not possible to accurately predict the level of price change in the future as it depends on many factors, most of which are beyond the control of HRM. However, this Plan supports development of affordable housing across the economic spectrum in a number of ways by:

1. identifying parcels of land for development of new housing in both serviced and unserved areas based on projected market trends - additional reserve areas have been identified which may be considered if growth outpaces projections;



2. encouraging more compact forms of development that can lead to cost avoidance associated with elongated infrastructure and widespread services;
3. creating many location choices for housing development in a broad range of growth centres in urban, suburban and rural areas;
4. creating opportunities for a mix of housing types at a range of price levels within growth centres;
5. reducing dependency on private automobile travel through increasing access to public transit - transit use is encouraged by supporting growth in locations where transit can be most economically provided and also by creating a framework of transit-friendly community design;
6. monitoring housing and demographic trends, and the supply of available lots for housing on an ongoing basis so that adjustments may be made in the event that projected housing demand surpasses available supply;
7. encouraging secondary planning efforts to consider more options for diverse and special needs housing; and
8. encouraging innovation in housing design, developing affordable housing targets and incentives, developing partnerships, and engaging in public education and community facilitation processes at the community level.

### 3.6.1 Meeting the Needs of a Diverse Population

The Halifax Regional Municipality has a diverse population with respect to age, income, ethnic background, household size, family type and tenure. Housing represents the largest monthly expenditure for most households in HRM and if housing consumes too much of the available income, families or individuals may be forced to reduce their budget for food, clothing, or other necessities. This Plan recognizes the growing need and the importance of housing diversity and affordability to community planning.

- S-32 HRM shall, through the secondary planning process, consider conducting a housing needs analysis which should include the need for affordable housing, special-needs housing, manufactured housing and rental accommodation.

### 3.6.2 Residential Care Facilities

Nova Scotia has one of the highest rates of disabilities when compared to the rest of Canada. The need to provide housing options to persons with disabilities is an important component of the spectrum when considering housing options in HRM. Support to persons with disabilities who require assistance with the activities of daily living can be provided in private, public and non-profit residential living arrangements and may include the provision of meals, housekeeping, transportation, individualized personal care, life skills and health services. Housing form may vary from a small home to apartment-style settings and may include various levels of care and services.

Currently residential living environments of up to three residents are allowed in all residential neighbourhoods but their operation and economic feasibility would be facilitated by modestly increasing the number of residents that can be supported to reside together.

S-33 HRM shall, through the secondary planning process, consider permitting licensed residential care facilities of more than three residents operated or funded under the *Homes for Special Care Act* in residential areas. The number of residents permitted should be compatible with the prevailing land use.

### **3.7 DEVELOPING INCENTIVES FOR INCLUSIVE AND AFFORDABLE HOUSING**

#### **3.7.1 Incentive or Bonus Zoning**

The *Municipal Government Act* allows municipal governments in Nova Scotia to provide incentive or bonus zoning that relaxes one set of requirements if an applicant exceeds in other requirements or undertakes action in the public interest. Therefore, through a land use bylaw, HRM can grant particular incentives in return for community benefits such as affordable and special needs housing.

Incentive or bonus zoning is a system of exchange based on good planning practice, public transparency and accountability to provide for community benefits such as the provision of affordable housing. This approach would indicate what are the incentives and the associated community benefits as well as how the benefits are provided. Therefore, Council should consider permitting incentive or bonus zoning through secondary planning processes.

Any application for zoning incentives will be evaluated on the basis of applicable policies in this Plan and secondary planning strategies, including strategic objectives, development and design criteria, the integration of community benefits in the overall development, and distinguishing eligible community benefits from what would normally be required as part of good development.

S-34 HRM shall, through the secondary planning process, consider adopting policies to permit incentive or bonus zoning which provides for the construction of new or the renovation of affordable housing or housing that exceeds the barrier-free requirements of the *Nova Scotia Building Code Regulations*.

#### **3.7.2 Parking Standards for Transit Oriented Housing Development**

This Plan significantly increases opportunities for using transit and reducing dependency on costly private automobile travel. Households that live in areas well-served by transit may choose to own fewer vehicles, or none at all. This means that some parking standards may unnecessarily add to the overall cost of development and therefore the cost of housing.

S-35 To support affordable housing developments, HRM shall, through a secondary planning process, consider reducing parking requirements for such developments located on main transit routes within the Regional Centre.

### 3.7.3 Secondary Dwelling Units

Secondary dwelling units are an important source of affordable private rental housing within HRM, accounting for approximately 28% of rental units in 2005<sup>14</sup>. These units provide affordable rental housing to a variety of residents. Not only do these units increase the supply of diverse housing, they also make home ownership possible for those who can use the income to offset mortgage payments. Secondary units are currently allowed in many areas of HRM by right, by re-zoning, or by development agreement. Secondary units in suitable areas can contribute to the resiliency and balance of local housing markets but they should be located where adequate service capacity exists and a permitting process will ensure compliance with design and building safety standards.

S-36 When undertaking comprehensive reviews of secondary planning strategies, HRM shall consider policies to permit secondary dwelling units, in suitable low-density residential areas within the centres of the Urban and Rural designations. When permitting secondary units in low density residential zones, HRM shall also consider requirements in the applicable land use by-law that include the following:

- (a) appropriate lot sizes where on-site sewage disposal systems are required;
- (b) servicing availability;
- (c) maximum and minimum size of the dwelling;
- (d) design compatibility and exterior appearance of the dwelling; and
- (e) location and availability of parking.

### 3.7.4 Housing and Neighbourhood Revitalization

Housing is the foundation of any community and diversity of housing can help ensure that as residents move through their life-stages they can stay in their neighbourhoods. Opportunities for safe, affordable and accessible housing are integral to the health of residents but these opportunities do not equally exist in all neighbourhoods. A recent study<sup>15</sup> identified nine high-need census tracks in HRM with respect to housing need and housing quality, over-crowding, low income, and unemployment. This Plan recognizes that solutions to the complex issues facing those neighbourhoods will have to emerge from those communities and be supported by all levels of government and private sector partners.

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<sup>14</sup> Bruce, D. *Examining the Susidiary Rental Stock and Occupants in HRM*. 2004. Working Session on Housing and Neighbourhood Development in HRM Summary Report, Halifax, NS.

<sup>15</sup> Engeland, J. et al. *Evolving Housing Conditions in Canada's Census Metropolitan Area 1991-2001*. CMHC and Statistics Canada. (Ottawa: Minister of Labour, 2005)

- S-37 HRM shall, through a secondary planning process, consider the preparation of revitalization strategies, where appropriate, to address such matters as:
- (a) improving local parks, transit, community services and facilities;
  - (b) improving the public realm, streets and sidewalks;
  - (c) identifying priorities to improve the quality of the existing housing stock or allowing opportunities for a range of new housing;
  - (d) identifying opportunities for vacant lots;
  - (e) identifying priorities for capital and operational funding needed to support the strategy; and
  - (f) identifying potential partnerships and mechanisms for community development, stimulating investment in the neighbourhood and supporting revitalization strategies.

### 3.7.5 Neighbourhood Stability

For a neighbourhood to be stable, the expansion or redevelopment of existing housing and businesses must be predictable. At the same time, neighbourhoods must be able to meet the needs of their residents as those needs change through different stages of life. A desirable neighbourhood will also attract new households with their own particular needs, which have to be integrated with those of longtime residents.

Without neighbourhood resilience to accommodate the needs of new and existing residents, people who would otherwise be committed to an area might feel forced to relocate if their social or physical conditions change. Conversely, excessive or sudden changes may drive residents elsewhere due to increased tax assessments or loss of neighbourhood character. Neighbourhood stability, therefore, requires a careful balance to avoid either extreme. This balance can be monitored through indicators of neighbourhood change such as permits for new construction, conversions, demolitions, housing stock state of repair and change in the socioeconomic conditions of residents.

This Plan is designed to protect established neighbourhoods from rapid unplanned change by directing most future growth to centres where development can occur without affecting existing residents. Some limited growth can, however, be accommodated within existing neighbourhoods if it is planned with attention to good design that respects the local character. Small amounts of new development in appropriate locations can complement neighbourhoods and act as a catalyst for improvement.

This may involve using vacant lots, dividing parcels to create new lots for houses, or adding additional units to existing dwellings. Infill can also include small scale redevelopment of groups of buildings. In the suburban context infill might involve, but not be limited to, adding an accessory apartment to an existing single unit dwelling, installing a garden suite, or converting a single unit dwelling into a two or three unit dwelling.

There are many opportunities within established neighbourhoods where low to medium-density development can be accommodated without altering the local character. Through Community

Visioning, future secondary planning processes may consider some new single and two unit dwellings, basement apartments, small scale townhouses and low rise multiple unit dwellings in appropriate locations. Within existing neighbourhoods, development would be required to comply with urban design guidelines. Policies and regulations will strive to ensure that infilling is sensitive, gradual and compatible with the existing physical character. Projects will be required to respect and reinforce the general physical patterns in existing neighbourhoods.

S-38 Until the Community Visioning exercises and secondary planning strategies are prepared and approved, HRM shall permit infill housing in accordance with the applicable policies under existing secondary planning strategies and land use by-laws, except as otherwise specified in this Plan.

### **3.8 FUNCTIONAL PLANS**

#### **3.8.1 Opportunity Sites Functional Plan**

Within the Regional Centre, there are a number of vacant or under-used sites. Although they already have development potential under existing secondary planning strategies and land use by-laws, these sites present new opportunities which meet the overall intent of this Plan - to be more appropriately used than their current condition suggests. Some of these sites are located along major transportation corridors, outside established low-density neighbourhoods, and offer an opportunity for the development of a mix of medium to high-density residential and commercial uses. Others are located along the Halifax Harbourfront and are best used for industrial purposes, and for which policies are presented in Chapter 5. Within the Capital District, opportunity sites would be developed to support the role of the Capital District as the economic and cultural centre of HRM. Finally, some opportunity sites are located in established neighbourhoods. Their development will be guided by the Secondary Planning process. A list of selected opportunity sites greater than 2000 square metres in the Regional Centre is included in Appendix D and shown on the Opportunity Sites within Regional Centre Map (Map 6). These sites are either vacant parcels or properties which are not used to their fullest extent. Others not identified here, but with similar conditions, may also be developed with the same considerations.

Depending upon the situation, the range of opportunities for development of sites on main transportation corridors or outside established neighbourhoods, could involve the redevelopment of the entire site or renovation of existing buildings. Generally, the role of the Municipality is to create the appropriate climate for such a transition to take place. In some cases, the Municipality may invest in infrastructure, provide other incentives to encourage redevelopment or renovation, or even undertake the redevelopment itself. It is important that future development taking place on these sites is sensitive to the surrounding neighbourhood and that these sites can be developed without adverse impact on existing infrastructure.

The Opportunity Sites Functional Plan should consider:

1. financial incentives programs for opportunity site redevelopment;

2. a brownfield redevelopment program;
  3. hosting a brownfield redevelopment forum;
  4. creating and maintaining a comprehensive database of opportunity sites; and
  5. creating a framework to prioritize the development of opportunity sites.
- S-39 HRM shall prepare an Opportunity Sites Functional Plan to assist the Community Visioning exercise and the preparation of secondary planning strategies described in Policy S-38 and to facilitate the development or redevelopment of opportunity sites within the Regional Centre and other locations.

### 3.8.2 Affordable Housing Functional Plan

This Plan recognizes a continuum of affordable housing and the different but complementary roles of the market and different levels of government and the non-profit sector in this regard. While the vast majority of housing in HRM will not require any municipal intervention (apart from a supportive regulatory framework and a fair and efficient development process), in some cases HRM may opt to develop incentive programs and partnership agreements to take advantage of and to complement federal and provincial housing programs<sup>16</sup>.

The Affordable Housing Functional Plan should consider:

1. creating a definition of affordable housing for the purpose of regional and local priorities;
2. preparing a housing needs assessment and developing neighbourhood change indicators;
3. establishing implementation mechanisms to ensure a reasonable distribution of adequate, acceptable and affordable housing including financial and non-financial incentives;
4. creating and monitoring affordable housing targets;
5. identifying funding opportunities and partnership possibilities for housing projects;
6. identifying strategies that encourage innovative forms of housing;
7. identifying areas requiring neighbourhood revitalization through community input and support;
8. identifying possible locations for affordable housing demonstration projects;
9. identifying possible incentives for non-profit and for-profit affordable housing developers such as bonus zoning;
10. investigating the potential of HRM real estate assets and business strategies (acquisition, leasing and sale) to support affordable housing retention and development;
11. creating a public education and communication tool kit to address a range of housing issues; and
12. developing accessible and adaptable housing design guidelines.

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<sup>16</sup> See Tomalty, R. and Cantwell, R. *Municipal Land Use Policy and Housing Affordability in HRM*. 2004. and Tomalty, R. and Jozsa, A. *The Potential for Partnerships in Community Reinvestment and Affordable Housing in HRM*. 2004.

S-40 HRM shall prepare an Affordable Housing Functional Plan to meet its affordable housing needs in a phased approach using a range of incentives and implementation tools.

## CHAPTER 4: TRANSPORTATION

### 4.0 INTRODUCTION

A growing municipality requires a strong vision to manage traffic movements, strategically improve and expand roadways and transit service, and encourage alternative modes of transportation, such as walking and carpooling. This Plan creates such a framework, through the integration of land use and transportation planning, enabling residents to use alternatives to the automobile, while recognizing its continued importance and use. The development of the centres will include investment in infrastructure appropriate to the function of each centre, particularly in reference to transit service as outlined in Table 3-1. The Plan identifies projects to upgrade transit service, improve traffic flows, and aid in economic, physical, community and cultural development.

An effective regional transportation system links people and communities with each other and with the goods, services and employment opportunities which they seek, in an environmentally sensitive and fiscally responsible manner. It offers a choice of interconnected travel modes and forms a powerful tool for shaping future development. For this to occur, new investments in infrastructure or services should be strategically planned in conjunction with land use and coordinated with all levels of government.

The need for such an approach has become increasingly apparent as the number of vehicles on our roads has increased alongside the growth of HRM's population. This growth has occurred especially in suburban and rural commuting areas resulting in a pattern of increased traffic congestion entering peninsular Halifax and the major business parks.

As the population grows, managing travel demand in HRM will be done through a variety of measures including:

- encouraging car and van pooling and greater use of transit;
- strategically investing in a road transportation network designed to provide options to HRM residents, businesses and visitors and to improve the commuting experience;
- improvements to Metro Transit's service levels and ridership through increased coverage, the Bus Rapid Transit (MetroLink) Service and express bus service;
- encouraging alternative modes of transportation, including the provision of an active transportation plan and network;
- increased use of Halifax Harbour as a transportation corridor; and
- developing centres that are designed to encourage the use of alternative modes of transportation, especially transit (see section 3.4).

The goal of integrating transportation and land use planning in this Plan is seen best in the promotion of a settlement pattern which integrates mixed-use, transit and pedestrian-oriented centres with a complementary, multi-modal transportation system (refer to Chapter 3). Road improvements to reduce congestion and improve traffic flows throughout HRM, new transit routes and services, and



the implementation of the high-speed ferry project are planned to be implemented within the next 25 years, and beyond. These projects are shown on the Future Transit and Transportation Map (Map 7).

The proposed balance of transportation capital projects – roughly half on roads and half on transit – is estimated at over \$150 million. This will avoid an estimated \$75 million in major capital costs over the life of this Plan. Improved efficiency of operating expenditures, reconfiguring growth and changing the current mix of transportation spending is expected to avoid nearly \$165 million in operating costs over the life of this Plan, while providing better service. Rather than expanding costly road networks, new transit solutions can be applied to meet the needs of the public.

A computerized network model was used to test the influence of a variety of settlement patterns on the transportation system. Targets were set for the number of vehicle trips that would be reduced through transit improvements and transit-oriented development, then combined with the overall increase in trip-making resulting from growth. The model could then report areas of congestion to be addressed through the road expansion program. The targets set for the percentage of trips taken by transit for various combinations of origins and destinations is shown in Table 4-1.

**Table 4-1: Existing and Target Transit Modal Splits**

Trip Destination ▶ ▼ Trip Origin	Transit Modal Splits (Existing) and Targeted				
	Regional Centre	Suburban A	Suburban B	Suburban C	Rural
Regional Centre	(25%) <b>29%</b>	(20%) <b>25%</b>	(15%) <b>20%</b>	(10%) <b>17%</b>	(0%) <b>8%</b>
Suburban A	(20%) <b>25%</b>	(20%) <b>25%</b>	(15%) <b>20%</b>	(10%) <b>17%</b>	(0%) <b>8%</b>
Suburban B	(15%) <b>20%</b>	(15%) <b>20%</b>	(15%) <b>20%</b>	(10%) <b>17%</b>	(0%) <b>8%</b>
Suburban C	(10%) <b>17%</b>	(10%) <b>17%</b>	(10%) <b>17%</b>	(10%) <b>17%</b>	(0%) <b>8%</b>
Rural	(0%) <b>8%</b>	(0%) <b>8%</b>	(0%) <b>8%</b>	(0%) <b>8%</b>	(0%) <b>8%</b>
Total of all trips	18% <b>23%</b>				

- Notes: 1. Modal Split refers to the portion of all trips to work that use transit for at least a portion of that trip.
2. The Suburban area is broken down into three categories: A, B and C. Suburban A is closest to the Regional Centre with greater accessibility to transit, while Suburban C is farthest from the Regional Centre with less accessibility to transit. Rural includes Rural Commutershed.
3. Existing modal split data is aggregated based on the 2001 Census Place of Work Tabulations.

## 4.1 ROAD EXPANSION AND NETWORK

### 4.1.1 Transportation Corridors and Capital Projects

#### 4.1.1.1 Transportation Corridors

An efficient and effective transportation system depends upon preserving corridors for future transportation projects. Transportation corridors are wide, linear areas providing important connections between communities and modes of transportation. They are critical to the movement of passengers, goods and services.

There are many benefits of transportation corridor planning. These include:

1. resolving major planning issues prior to the beginning of a development project;
2. providing a framework within which individual projects can be reviewed and prioritized; and
3. preserving transportation corridors within new communities which help to reduce overall development and infrastructure costs, uncertainty about where corridors will be needed in the future and social and economic impacts; and
4. the protection of investments in the transportation network.

To maintain the system, as well as to accommodate alternative means of transportation within existing corridors, it is essential to identify and retain corridors significant to the integrity of the transportation network and to identify and define the function of each type of road or facility.

#### 4.1.1.2 Capital Projects

A transit-focussed planning strategy still requires the expansion and improvement of the road network in strategic locations. Directing growth to specific areas may reduce the need to build roads. However, road construction is still needed for efficient growth of HRM. Road projects with a regional impact are identified in Table 4-2 in three categories:

- |                  |  |
|------------------|--|
| Programmed       | - projects which have been identified in the immediate three year capital budget;                    |
| Planned          | - projects which are anticipated to be built within the 25 year time frame of this Plan, when needed |
| Future Potential | - projects which have been identified to be constructed beyond the 25 year horizon of this Plan      |

Within the next 25 years, changes to the priority of the projects listed above may occur and other road expansion projects may be implemented from time to time, as required. A review of these transportation projects, as with all other infrastructure projects, will occur every five years.

The road projects listed in Table 4-2 will not necessarily be designed to only accommodate automobile traffic and do not negate the investment in and emphasis upon other modes such as public transit and active transportation. Road improvements will, therefore, facilitate alternative modes of transportation infrastructure such as active transportation corridors and dedicated bicycle and pedestrian facilities.

These large-scale projects, however, do not constitute the only road projects that will be undertaken during the 25 year time frame of this Plan. Local road improvement projects and projects that provide access to growth centres will continue to be implemented as required.

**Table 4-2: Growth Related Capital (Road Construction) Projects and Priorities**

Programmed Projects	Planned Projects	Future Potential Projects
<p><b>Lacewood Drive</b> - Extend four lane width from Main Street to Joseph Howe Drive</p> <p><b>Mount Hope Interchange and Extension of Mount Hope Avenue to Baker Drive</b></p> <p><b>Fairview Interchange Upgrade</b> - Upgrades recommended in the <i>Bridge Capacity Study</i><sup>17</sup></p> <p><b>Armdale Rotary Conversion and Access and Egress Improvements</b> - Conversion of rotary to modern roundabout and upgrading of roadway(s) to improve access and egress to and from the Armdale Rotary</p>	<p><b>Bayers Road</b> - Widening to five or six lanes between the CN Rail overpass and Connaught Avenue and to four lanes between Connaught Avenue and Windsor Street</p> <p><b>Burnside Drive/Commodore Drive Intersection</b> - Addition of intersection approach lanes</p> <p><b>Wright Avenue Extension</b> - Extend Wright Avenue from Burnside Drive to Highway 118</p> <p><b>Highway 107 Extension</b> - Connect Akerley Boulevard to Highways 101 and 102 (Provincial)</p> <p><b>Herring Cove Widening</b> - Four lanes on Herring Cove Road between Old Sambro Road and the Armdale Rotary</p> <p><b>Mount Hope Avenue</b> - Extension from Baker Drive to Caldwell Road</p> <p><b>Bedford South Interchange</b></p> <p><b>Middle Sackville Connector</b></p> <p><b>Highway 101 Connector and Interchange</b> (Provincial)</p>	<p><b>Barrington Street</b> - Four lanes between the two bridges</p> <p><b>Beaver Bank By-pass</b></p> <p><b>Highway 113</b> (Provincial)</p> <p><b>Highway 107</b> - Cherrybrook By-pass (Provincial)</p> <p><b>MacKay Bridge Twinning and Connection to Bedford Highway</b></p>

T-1 HRM shall identify the transportation corridors shown on the Future Transit and Transportation Map (Map 7), as areas for future road or transportation infrastructure development. HRM shall, through the applicable land use by-law, establish a Transportation Reserve Zone over the portions of the corridors it plans to acquire within the next five years.

<sup>17</sup> Delphi - MRC. 2005. *Halifax-Dartmouth Bridge Capacity Study: Final Report*. Halifax: Aug. 2005

If HRM has not acquired the subject properties within 5 years of the adoption of this Plan, the lands shall revert to the zone, under the applicable land use by-law, of the adjoining lands to the centre line of the corridor.

#### 4.1.1.3 Rural Streets and Roads

Low-density development in the Rural Commuter, Agricultural and Rural Resource Designations will have different residential street needs from those in the Urban Settlement Designation. Densities and travel demand in the rural areas are very low and road maintenance has a proportionately greater per capita cost than in the Urban Settlement Designation.

While private roads will be prohibited in the Municipality because they are difficult to maintain and service, they do help retain the existing character of rural areas. As current local road standards are not compatible with all areas in HRM, it is appropriate to consider alternative standards for rural residential (local) streets and roads while still being able to provide emergency and service vehicle access and maintain safety.

T-2 Further to Policy S-30, HRM shall develop a specific rural local road standard for public streets, that will complement the character of rural communities while ensuring that safety and servicing standards are met.

#### 4.1.1.4 Threshold for Commuter Roads

Safety concerns arise on commuter highways with frequent access points, as steady traffic on the highway results in very few gaps for drivers to safely enter or exit traffic. Widening the highway, while making it easier for through traffic, will only make it more difficult for those turning movements to be safely made. Similarly, improvements to the highway geometry, while improving safe flow along the highway, provide no benefit for safe access. A service road to collect driveway traffic and deliver it to well-spaced signalized intersections along the highway is a possible solution, but prohibitively expensive. A more cost-effective solution is to add a new link to the roadway network that will divert some of the traffic from the problem roadway. Adding or enhancing transit service may also help to manage traffic volumes.

Throughout the implementation of this Plan the need may arise to place limitations on subdivision of land for residential housing development where there is insufficient capacity in the adjacent roadway network to safely accommodate additional travel demand. This situation is already the case in portions of the Hammonds Plains and Beaver Bank communities as outlined in section 3.5.3. The Municipal Transportation Engineer (Traffic Authority) may determine that a commuter road cannot support additional traffic and therefore determine that no new subdivision activity should be permitted which would worsen traffic problems.

T-3 Further to clause 280(1)(c) of the *Municipal Government Act*, the Development Officer shall not grant approval for any subdivision of land for development of residential uses where, in

the opinion of the Engineer, the subdivision would produce traffic loads exceeding the safe travel capacity of the adjacent road network.

#### 4.1.1.5 Bicycle Parking Requirements

Adequate facilities located at destinations are integral to encouraging cycling for transportation. Bicycles require dedicated parking facilities which may be short-term (racks) or long-term (lockers). Many workers also require other facilities such as showers, change rooms and locker rooms after their journey to work.

T-4 Within the Urban Settlement Designation and portions of the Harbour Designation within the Urban Service Area, HRM shall, through the applicable land use by-law, establish provisions which specify the quantity, type and location of bicycle parking spaces required for different types of development.

## 4.2 REGIONAL COORDINATION

Land use planning and development decisions rest primarily with HRM, but the resulting transportation demands from such activity can have significant impacts on all agencies involved in transportation operations. Discussions between HRM and the Province have resulted in agreement that a strategic committee of key regional transportation stakeholders be created, called the Strategic Joint Regional Transportation Planning Committee, that could deal effectively with coordinating transportation network management and settlement patterns. Road maintenance issues will also be included as part of the mandate for this committee. Through this committee, HRM will coordinate strategic planning of the regional transportation system in support of implementing this Plan. HRM intends to prioritize capital projects and integrate settlement patterns and environmental concerns with transportation planning to create a sustainable region.

It is recognized that a portion of HRM's existing and expanded road network will be part of the provincial and national highway system. Although HRM will participate in the planning of those roadways through the Strategic Joint Regional Transportation Planning Committee, their construction and maintenance will remain the responsibility of the senior levels of government.

T-5 HRM shall establish a Strategic Joint Regional Transportation Planning Committee to implement the transportation aspects of this Plan and for consistent application of maintenance and traffic controls between HRM and the Province. The Committee shall report to the Standing Advisory Committee as per Policy G-1.

### 4.3 TRANSPORTATION MASTER PLAN

HRM intends to develop a comprehensive Transportation Master Plan to create the foundation for the overall transportation system and coordinate with other agencies to improve the competitive position of HRM throughout the 25 year time frame of this Plan. The Transportation Master Plan will include five functional plans which are intended to improve traffic movements and shift the trend away from single occupant vehicles to other modes of transportation. These functional plans are the Road and Road Network Functional Plan, Public Transit Functional Plan, Active Transportation Functional Plan, Transportation Demand Management Functional Plan and Regional Parking Strategy Functional Plan.

Many other projects are in the planning stage and many policies, strategies, and studies have already been completed and are being implemented by HRM. The Transportation Master Plan will integrate all of these into an overall direction. Existing components such as the Metro Transit Strategy, the Neighbourhood Shortcutting Policy and others will be supported and referenced in the Master Plan. The Transportation Master Plan, and all other related documents will be administered by the Strategic Joint Regional Transportation Planning Committee.

The Transportation Master Plan will provide a framework for:

1. developing and implementing strategic road expansion projects, Metro Transit projects and street standards and classifications;
  2. integrating transportation planning with land use planning and environmental protection and conservation, particularly in relation to the development of centres as outlined in section 3.4;
  3. incorporating the recommendations of transportation studies;
  4. transportation demand management, commuter trip reduction programs and the Active Transportation Plan to encourage alternative modes of transportation;
  5. developing a regional parking strategy;
  6. a program for acquiring rail corridors deemed surplus; and
  7. developing emergency preparedness plans in conjunction with the Joint Emergency Measures Organization and a hazardous goods route.
- T-6 HRM shall prepare a comprehensive Transportation Master Plan which will guide the implementation of the policies of this Plan, as well as other projects, plans and programs. The Transportation Master Plan will incorporate the following functional plans to address specific elements in detail: Road and Road Network, Public Transit, Active Transportation, Transportation Demand Management and Regional Parking Strategy. To bring together expertise and planning from both the provincial and municipal governments, the transportation system, functional plan and related documents will be incorporated into the mandate of the Strategic Joint Regional Transportation Planning Committee.

The following sections outline the five functional plans of the Transportation Master Plan.

#### 4.3.1 Road and Road Network Functional Plan

The road network is the backbone of the transportation system, required for the effective and efficient movement of goods, people and services, regardless of the transportation mode used. Without it, the economic, social, and cultural fabric of HRM is compromised.

Traditionally, we have thought of roads as conduits for motor vehicle movement. However, as HRM moves toward compact mixed-use transit and pedestrian-oriented centres, the function of the roads will change to accommodate and encourage alternative modes of transportation.

##### 4.3.1.1 Road Classification

Roads are classified according to their primary function, typically based upon their physical characteristics, network connectivity and context within the lands they service (refer to Map 8, Road Hierarchy Classification). A new rationalized classification system will be developed within the Road and Road Network Functional Plan to replace the existing ones which predate amalgamation.

##### 4.3.1.2 Street Standards

Many factors must be taken into account to create street standards appropriate to compact, mixed-use transit and pedestrian-oriented communities (to accommodate a variety of users while still accommodating motor vehicle movements). Streets should be considered part of the public space. They should include not only the road itself, but also the sidewalks, landscaping and other public spaces. In some cases, bus rapid transit services may have priority on clearly defined lanes. Changes to the width of local roads, yard setbacks and new landscaping policies may result in slower traffic speeds. Such changes will be introduced under the Road and Road Network Functional Plan.

##### 4.3.1.3 Emergency Preparedness and Hazardous Goods Routes

Through the Joint Emergency Measures Organization (EMO), consisting of municipal, provincial and federal officials, a plan to establish the priority routes for street clearing and evacuation purposes will be created and communicated to residents. Also, to reduce the potential for evacuation, designated hazardous goods routes are required. Such routes should be created with the assistance of environmental engineers and other experts. The potential role of the transit system for mass evacuation should also be considered.

The Road and Road Network Functional Plan should consider:

1. a road classification system;
2. street standards;
3. emergency preparedness; and
4. hazardous goods routes.

T-7 HRM shall prepare a Road and Road Network Functional Plan to ensure that the road network meets the needs of present and future users.

#### 4.3.2 Public Transit Functional Plan

Land use planning and transportation are closely linked. Positive response to new transit initiatives such as the MetroLink bus rapid transit and the U-Pass program, together with a widely expressed interest in potential new transit investment, confirms the importance of improving the existing system and adding new services. In addition to conventional bus routes other services include: bus rapid transit (MetroLink) services, ferry services (conventional and the proposed HarbourLink fast ferry service), express bus service, specialized low volume services, and rural transportation services. All public transit services are convenient alternatives for residents who either choose to or need to take a bus or ferry to their destination. In light of public consultation, existing transit services will be improved and new services offered, not only to the Capital District, but also to the region's major employment centres such as Bayers Lake and Burnside/City of Lakes Business Parks. These topics will form part of the Public Transit Functional Plan.

##### 4.3.2.1 Improving Existing Transit

To be an attractive alternative to the automobile, Metro Transit must not only consider new higher-order services such as fast ferries and bus rapid transit (MetroLink), but also enhance its regular routes that feed these services and serve a wider population base. In fact, introducing these higher-order services may also increase demand on existing routes as people become more comfortable using transit and look for local connections from MetroLink and ferries.

##### 4.3.2.2 Bus Rapid Transit (MetroLink)

Bus Rapid Transit (MetroLink) and Rural Express Bus services provide fast, efficient and convenient transportation with limited stops, and can be a viable alternative to the single occupant vehicle. Infrastructure to support MetroLink includes transit priority signals and queue jump lanes which will allow buses to be brought to the head of the queue to expedite travel through key intersections.

Rural Express Bus service will follow the 100 series highways and serve strategically located park and ride facilities in the rural commutershed. This service will be integrated with the conventional transit services.

##### 4.3.2.3 Fast Ferry Services

The proposed Fast Ferry system (HarbourLink) provides a unique opportunity to develop high-speed transit links, enabling HRM to build upon the use of Halifax Harbour as a natural transportation route. With a large percentage of HRM's population living in close proximity to Halifax Harbour, we need to embrace the unique opportunity of utilizing one of the world's greatest ice-free harbours for transportation purposes. To that end, HRM will strive to integrate fast ferries into the existing ferry and bus systems (see Map 7). New ferry services are seen as a realistic alternative for



commuters from the Bedford Basin, initially, and over time serving Purcell's Cove, Eastern Passage and Shannon Park. These routes will be reviewed every five years.

#### 4.3.2.4 Rail Transit

The proposed fast ferry and MetroLink bus services offer the most cost effective opportunities for providing higher-order transit service for the foreseeable future. Compared to ferry or bus operations, rail transit involves greater complexity and higher costs. To justify the level of effort and investment required, there must be an adequate population base and a settlement pattern which focuses residential density, employment, campuses and commercial uses in pedestrian-oriented centres close to potential station sites.

In the more distant future there may be potential to use rail lines in HRM for some form of transit service, either on rails or using busways built on abandoned track beds. Keeping options open for such eventualities would also ensure that federal funding for rail transit are not missed. With this in mind, it is important to consider long-term possibilities, including rail, when addressing proposals affecting railway infrastructure or corridors. It is also important to consider the potential for intermodal transfers when planning bus or ferry terminals close to rail lines.

#### 4.3.2.5 Specialized Markets and Community-Based Transit Services

Community taxi and innovative paratransit concepts enable specialized markets, small communities and other low-volume routes to be served. Such services include private taxis and limousines, commercial van pools, and water taxis and small craft shuttles. Further detail will be provided in the Public Transit Functional Plan.

Most rural residents accept cars as a necessity, however, some do not have access to cars or rides from others, and feel isolated. Therefore, it is important that community-based transportation options be considered within the Public Transit Functional Plan and that possible partnerships between HRM and community-based organizations be explored. These options may include parcel bus services, post bus services, shared fleets, small vans, shared taxis or jitneys, rural taxi service, formal ride sharing programs and community car-sharing.

#### 4.3.2.6 Transit Accessibility

Improvements to conventional transit must fully consider the needs of persons with disabilities. Designated Accessible Low Floor (ALF) bus services provide easier access for existing transit customers, and increased mobility for Metro's disabled community. A trade-off in the adoption of ALF buses is reduced seating capacity for regular passengers, requiring more passengers stand or that more buses and drivers are needed with funding to support them.

Access-A-Bus currently operates within 610 metres of an urban transit route in the Municipality. Registered users outside the area may still access the system once they travel to an area within the service boundary. As this type of door-to-door service can not be sustainably funded in rural areas, there is no intention of extending the Access-A-Bus service area to coincide with expansion of transit

services into rural areas. New rural transit services will be designed for accessibility, but the onus will be on the user to get to the transit stop.

The extension of transit to areas that currently are without such service will broaden accessibility throughout the region. At the same time, transit investment must also be directed to providing a higher order of transit service to areas with high trip generation and existing basic transit service as a means of addressing critical roadway loading from car trips. It is this investment in shifting the highest volume of trips possible to transit that will take priority in the Public Transit Functional Plan.

The Public Transit Functional Plan should consider:

1. improvements to the existing transit system, including the cross harbour ferry system;
2. expansion of the MetroLink service;
3. the development of a fast ferry service;
4. the long-term possibility of rail or other transit when developing or responding to proposals affecting railway infrastructure, corridors or services; the long-term possibility of rail or other transit when planning bus or ferry terminals; and preserving any rail corridors that CN abandons in the future to ensure that commuter rail service is retained as a possible mode of transportation for the Municipality;
5. the development of community and specialized transit services; and
6. improvements to transit service to the region's major business parks for both employees and customers.

T-8 HRM shall prepare a Public Transit Functional Plan as part of the overall Transportation Master Plan to improve existing services and develop new services.

#### 4.3.3 Active Transportation Functional Plan

Active, healthy lifestyles can be achieved when walking, cycling or other active transportation modes are incorporated into everyday activities such as the trip to work. Urban centres with mixed-uses and pedestrian-oriented streets encourage people to use non-motorized modes of transportation. This Plan will help create pedestrian-oriented centres with sidewalks, bicycle routes and multi use trails.

Active transportation can assist in managing traffic by reducing the number of motor vehicles on the roads. There are also important air quality benefits associated with active transportation. These ways of travelling must be treated as an integral part of the HRM transportation system, with appropriate facilities and supportive programs.

The following sections describe components of the Active Transportation Plan.

#### 4.3.3.1 Walking

Walking is one of the cornerstones of a healthy lifestyle and active transportation. In urban areas or traditional town centres, origins and destinations are closer to each other resulting in more pedestrian activity. In traditional suburban areas, land uses are usually segregated and surrounded by large parking lots. This type of settlement favours driving over walking. Forty-one percent of HRM residents who live and work on the Halifax Peninsula walk to their place of employment<sup>18</sup>. This compares to an overall level of only 1% of suburban dwellers who walk to work.<sup>19</sup>

Community design elements are also important to the encouragement of walking as an active mode of transportation. Clustering related uses, development of pedestrian and transit friendly centres and creating pathways, linear parks and sidewalks also helps increase the number of people walking for utilitarian purposes. A full description of the requirements of a pedestrian-oriented, compact, mixed-use community is discussed in Chapter 3.

#### 4.3.3.2 Bicycling

A *Blueprint for a Bicycle Friendly HRM*<sup>20</sup> was adopted, in principle, by Regional Council in December 2002. The report recommends developing infrastructure for bicycles, creation of a promotional and education program, and implementation tools (such as by-laws and specifications) for bicycle facilities and infrastructure. The Active Transportation Functional Plan will build upon this plan and encourage cycling as a healthy and environmentally friendly mode of transportation.

A bicycle route network should be designed to accommodate cyclists with varying levels of skill and confidence. HRM residents have repeatedly stated that improving the ease and safety of cycling through the development of on-road bicycle facilities will promote cycling as a mode of transportation. The development of on-road facilities (for existing roads) will need to be evaluated individually and, where feasible, the type of facility should be consistent with the Municipal Service Systems Specification document.

#### 4.3.3.3 Trails

The trail system within HRM can be incorporated into an overall active transportation network. The development of a regional trail network, which links outdoor recreation opportunities, communities, employment areas and so on, is an on-going effort coordinated through a partnership of local trails

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<sup>18</sup> Statistics Canada, *2001 Journey to Work Data and HRM Planning Services*

<sup>19</sup> Ibid

<sup>20</sup> Environmental Design Management Limited & Alta Planning + Design. 2002. *Blueprint for a Bicycle Friendly HRM*. Halifax: Dec. 2002

groups, the Halifax Regional Development Agency (HRDA), HRM, and Nova Scotia Department of Natural Resources (DNR). The current trails system is illustrated on the Trails and Natural Networks Map (Map 3). Portions of this system forms part of the overall Active Transportation Network.

HRM intends to develop policies, through the Active Transportation Plan, which are consistent with the Province to create a cohesive trail system and ensure that the provincial mandate is implemented in such a manner as to complement the goals and objectives of HRM and meet the needs of the Halifax Regional Trails Advisory Team (HRTAT), various cycling clubs and the Bikeways Advisory Committee (BAC).

Urban trails provide pedestrians and cyclists with convenient connection between neighbourhoods, parks, public transit and employment centres. They provide opportunities for active transportation and help reduce air pollution. Urban trails currently proposed are illustrated on the Trails and Natural Networks Map (Map 3).

The Active Transportation Functional Plan will also include recommendations on a variety of other issues for trail use and development, including Off Highway Vehicle (OHV) use.

The Active Transportation Functional Plan should consider:

1. creating a well-connected, safe and functional active transportation network;
2. a phased implementation strategy including cost estimates for the proposed network;
3. the integration of the active transportation network with the transit system to encourage intermodal trips;
4. policies which require active transportation networks to be included as part of community development, school and other public facilities locations;
5. a framework for an educational and promotional campaign;
6. policies and proposed wording for municipal standards, rules and regulations which need to be amended to comply with those policies; and
7. suggesting potential funding mechanisms to add to municipal funding.

T-9 HRM shall prepare an Active Transportation Functional Plan as part of the overall Transportation Master Plan to promote healthy lifestyles and reduce the number of motorized vehicles on the road network.

#### 4.3.4 Transportation Demand Management Functional Plan

The traditional approach to traffic congestion has been to expand road capacity. However, despite short-term relief, traffic volumes eventually increase to use the newly created road capacity. Methods to balance the demand for transportation infrastructure with supply, to reduce costs and improve efficiency are required. This is known as transportation demand management.

Transportation demand management is a set of strategic initiatives geared at improving the efficiency of the transportation network, encouraging alternatives to the single occupant vehicle trip and encouraging behavioural change.

The following sections outline the components of the Transportation Demand Management Functional Plan.

#### 4.3.4.1 Influencing Travel Habits

Traffic congestion can be reduced if people change their travel habits (even if only for part of the time), by driving less, sharing rides or choosing to drive when there is less traffic. In addition to the traditional focus on transit service and land use planning, HRM can encourage people to try new commuting routines, such as promoting transit use, walking and telecommuting.

#### 4.3.4.2 Traffic Calming

Traffic calming is a combination of measures to alter driver behaviour to help reduce the negative effects of motor vehicle use and improve conditions for pedestrians and non-motorized vehicle users. Traditional forms of neighbourhood traffic calming are often seen as the most suitable methods of reducing volumes and speeds. Chicanes, speed bumps, raised crosswalks and other methods of reducing traffic volumes and speeds are favoured by residents but may negatively affect emergency response times. While these methods of traffic calming are effective, they have, in some instances, shifted traffic to other roads. More comprehensive solutions are needed.

Alternatively, land use planning can help decrease traffic speeds and volumes through neighbourhoods by reducing front yard setbacks, increasing planting along boulevards, and narrowing lane widths (while maintaining an acceptable minimum width to accommodate emergency vehicles). All can give the illusion of a narrow street and make motorists feel uncomfortable driving at higher speeds or cutting through such neighbourhoods.

#### 4.3.4.3 Improving Transportation Efficiency

Numerous opportunities exist to make the transportation system more efficient, such as influencing trip capacity, trip endpoints, parking efficiency, roadway efficiency and pricing incentives. These are each described below:

1. increasing the number of people carried in each vehicle, through ride-sharing, car or van pooling and transit use all help reduce the number of vehicles on the road and increase the average number of people per vehicle;
2. end of trip facilities, such as preferential parking for car and van pools, bicycle parking facilities, indoor bus waiting areas and pedestrian friendly streetscapes can influence how people choose to travel - these kinds of facilities may be required through secondary planning strategies and land use by-laws;

3. roadway efficiency can be achieved through a number of methods, including reversible lanes, queue-jumping lanes for transit buses, and high occupancy vehicle (HOV) lanes. Intelligent Transportation Systems (ITS) optimize traffic flow through priority signalling, synchronized signals and electronic toll collection (smart cards); and
4. pricing incentives which include tolls, parking rates, and public transit rates are designed to encourage commuters to use alternative modes of transportation to the single occupant vehicle - various methods can be used (smart cards, transponders) to provide a pricing signal to commuters that will trigger a market response, such as saving money by switching from driving to other modes during peak travel times.

The Transportation Demand Management Functional Plan should consider:

1. educating the public on how to reduce their reliance upon the private automobile and reduce single occupancy vehicle trips;
2. developing the framework for a comprehensive Transportation Systems Management Program;
3. developing the framework for a Commuter Trip Reduction Program for HRM staff and other large employers in HRM;
4. investigating funding opportunities for transportation demand management measures and programs;
5. investigating potential incentives to reduce the reliance upon the single occupant vehicle trip; and
6. establishing acceptable levels of traffic congestion.

T-10 HRM shall prepare a Transportation Demand Management Functional Plan as part of the overall Transportation Master Plan to balance the demand for transportation infrastructure with supply and to reduce costs and improve efficiency.

#### 4.3.5 Regional Parking Strategy Functional Plan

The decision to drive alone is heavily influenced by the cost, availability and convenience of parking. To reduce the demand for parking, several things can alter the behaviour of the commuter. These include establishing park and ride facilities; increasing the price of daily and/or monthly parking<sup>21</sup>; requiring maximum parking standards for developments; and encouraging shared parking between uses.

It is also important to balance the needs of business, tourism and other uses throughout HRM, while at the same time promoting the use of alternative modes of transportation. Parking is vital to businesses as it allows them to be accessible to their employees, customers and visitors who travel to these destinations by private automobile.

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<sup>21</sup> Institute of Transportation Engineers. *Implementing Effective Travel Demand Management Measures*. (Washington, DC: ITE, 1993)

The Regional Parking Strategy Functional Plan should consider:

1. balancing the needs of the business, service and tourism sectors with transportation objectives;
  2. developing an overall direction for parking in both the Capital District and outlying business, employment and retail centres;
  3. incorporating on-street parking policies into the overall strategy;
  4. examining methods of reducing parking demand;
  5. investigating financial incentives to reduce the demand for parking, particularly commuter-related parking;
  6. establishing maximum, as well as minimum parking standards and encouraging shared parking between uses; and
  7. developing policies and criteria that can permit a reduction in the requirements for automobile parking when bicycle parking is provided in a development.
- T-11 HRM shall prepare a Regional Parking Strategy Functional Plan as part of the overall Transportation Master Plan to balance the parking needs of business, tourism and other uses throughout HRM and to promote the use of alternative modes of transportation.

## CHAPTER 5: ECONOMY AND FINANCE

### 5.0 INTRODUCTION

The Halifax Regional Municipality is the economic hub of Atlantic Canada and accounts for 40% of Nova Scotia's Gross Domestic Product (GDP) and about 20% of the GDP for Atlantic Canada. HRM is also an international gateway, due to its coastal location, world-class port, strategic rail, air and highway facilities, and competitive workforce.

HRM has experienced growth in both population levels and in its economy over the past decade. Conditions for achieving this growth in a sustainable manner need to be properly nurtured. This Plan encourages growth by enhancing those physical, natural and social attributes that make HRM an attractive place to work, live and play, and in turn attract business and investment.

This Plan consists of policies and frameworks that encourage economic activity while promoting a vibrant, sustainable and healthy community. The Capital District is recognized for its role as the centre of commerce, business, government, health care, post secondary education, culture and entertainment through secondary planning strategies and functional plans. A framework is provided for achieving balanced land use among the diversity of activities in Halifax Harbour while considering impacts of climate change, environmental improvement and protection. Policies support the continued development of business and industrial parks, the Port of Halifax, and the Halifax International Airport, as well as rural resource employment and tourism opportunities.

This Chapter focuses on policies and programs in support of the economic contributions of the Capital District, Halifax Harbour, business parks, growth centres and the rural areas of HRM. In conjunction with this Plan, HRM has prepared an innovative Economic Development Strategy designed to build a creative community and to lead the region towards vibrant, sustainable economic growth. This should be reviewed on an ongoing basis to maintain consistency with this Plan as it adapts to changing circumstances. This is discussed in the functional plans section of this Chapter. The Chapter also reviews financial strategies HRM can undertake to improve its own fiscal health in the provision of services.

### 5.1 THE CAPITAL DISTRICT

The Capital District is the centre of commerce, business, government, health care, post secondary education, and cultural and entertainment sectors of the HRM. In 2005, the Capital District area generated \$80 million in annual taxes which, including the surrounding urban core, accounts for 56% of HRM's employment base<sup>22</sup>.

The Capital District consists of the commercial core areas of downtown Dartmouth, downtown Halifax, and the surrounding commercial districts along Spring Garden Road, Quinpool Road, and

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<sup>22</sup> HRM. *Baseline Report - Population, Housing, Employment, Journey-to-Work*. July 13, 2004. Halifax.



Gottingen Streets. Many of the drivers of our region's economy are centred within the Capital District and surrounding urban core including the hospitals, universities and colleges, financial and public administration sectors, and some military and port facilities. This clustering of economic activity facilitates creativity, exchange of ideas, ease of business transactions and spin-off activities.

This Plan provides policies in order that HRM, in cooperation with senior levels of government, citizens and stakeholders, can support and strengthen the critical economic function of the Capital District. These policies include: supporting key economic drivers, investing in public infrastructure to attract businesses and residents to the area, striving to ensure that new development complements the unique urban fabric of the Capital District, respecting heritage, cultural and natural area assets, and establishing an efficient and effective way to move people and goods within and to the Capital District.

#### 5.1.1 Capital District Sub-Designation

Due to the importance of the Capital District to HRM's economy, society and culture, this Plan recognizes this area as unique within the Urban Settlement Designation.

EC-1 HRM shall establish the Capital District Sub-Designation within the Urban Settlement Designation, as shown on the Generalized Future Land Use Map (Map 2), which consists of the commercial core areas of downtown Dartmouth, downtown Halifax, and the surrounding commercial districts along Spring Garden Road, Quinpool Road, and Gottingen Streets. The intent of the designation is to recognize the importance of this area as the principal economic, social and cultural centrepiece of the region.

#### 5.1.2 Spring Garden Road Commercial Area Plan

Within the Capital District, the existing Spring Garden Road Commercial Area Plan contains policies that enable considerable commercial and residential development to take place as-of-right, with little opportunity for input from members of the public or Council. Additional urban design guidance is required to ensure that future development will preserve and enhance the vitality of this area. Until the Capital District Sub-Designation Policy Amendments are completed, such development shall only be considered by way of development agreement.

EC-2 Within the Spring Garden Road Commercial Area Plan, HRM shall only consider new development or expansions to existing development greater than 12 metres in height by development agreement. When considering an application for a development agreement, in addition to the applicable policies of the Halifax Municipal Planning Strategy, including the Spring Garden Road Commercial Area Secondary Planning Strategy and the requirements of the Halifax Peninsula Land Use By-law, including requirements pertaining to height and setback of buildings, HRM shall consider the following:

- (a) sidewalk retail uses, including restaurants and cafes, shall be encouraged within the Capital District to bring life to the streetscape with the pedestrian activity that accompanies such uses;
- (b) new development should observe the front setbacks of adjacent buildings to maintain a consistent street wall, and should avoid large, incongruous setbacks that create gaps in the streetwall;
- (c) buildings should avoid long, un-interrupted blank walls, especially facing sidewalks or other public areas. Building wall articulations such as projections, recesses and expression of floor lines should be used to add variety to otherwise plain, unadorned building surfaces. At sidewalk level, no less than 50% of a building wall shall be composed of display windows and glass doors;
- (d) new developments should incorporate human scaled building elements in, at a minimum, the first three stories of development to enhance the pedestrian environment. Human scaled building elements range from small (masonry units, doorknobs, window muntins, etc.) to medium (doors, windows, awnings, balconies, railings, signs, etc.) to large (expression of floor lines, expression of structural bays, cornice lines, etc.);
- (e) for building facades along sidewalks and pedestrian routes, consideration should be given to weather protection for pedestrians through the use of decorative canopies and awnings;
- (f) public safety should be a consideration in the design of new buildings and the spaces they create to limit opportunities for crime. Special attention should be paid to the elimination of dead spaces, the introduction of pedestrian level lighting and to the provision of evening uses which encourage passive surveillance or "eyes on the street" after regular working hours;
- (g) the architecture of new or redeveloped buildings should be complementary to adjacent buildings of historic or landmark significance in terms of building height along the established street wall, materials, and structural rhythm. Traditional building materials such as wood shingle and brick are preferred, however the creative use of modern building materials is acceptable where such use does not detract from the existing streetscape character;
- (h) the upper storeys of buildings should be designed to promote visual interest in the urban skyline;
- (i) consideration should be given to the maximization of sunlight at street level, and to the minimization of any wind tunnel effect;
- (j) usable common areas in residential developments should be provided where the size of the project and site conditions permit. Buildings should be arranged around larger contiguous common areas rather than providing more numerous but smaller and fragmented areas;
- (k) encouraging design at the interface of commercial areas and residential neighbourhoods that is compatible with residential uses, and discouraging adverse impacts on residential uses from noise, lighting, illuminated signage and commercial service areas; and

- (l) service areas for trash dumpsters and compactors, recycling bins, loading docks, mechanical equipment, fuel tanks, transformers and HVAC intake/exhaust vents should be located away from the street front. Those elements which, for operational reasons, cannot be located away from the street front should be attractively screened from view.

### 5.1.3 Urban Design Study

The Capital District Sub-Designation is located in the Regional Centre. HRM strives to show leadership in design of new development, and is undertaking an Urban Design Study in the Regional Centre. This study will provide for an overall design strategy to foster well- designed buildings and streetscapes through the creation of new policies and tools including design guidelines, processes, and incentives. The Regional Centre Urban Design Study will ultimately form the basis for a new set of policies pertaining to the Capital District to be incorporated through amendments to this Plan.

The Regional Centre Urban Design study may also serve as a model for urban design studies elsewhere and for implementation of new developments on HRM owned properties and public infrastructure. This is discussed under the functional plans section at the end of this Chapter.

EC-3 HRM shall prepare a Regional Centre Urban Design Study which shall focus on the Capital District and the main transportation corridors within the Regional Centre and help define character areas, precincts, and other components of urban design. The Design Plan shall clearly set out the design objectives for the overall urban form, with regard to character, continuity, enclosure, quality of the public realm, ease of movement, legibility, diversity and adaptability. New polices pertaining to the Capital District shall be implemented through amendments to this Plan.

### 5.1.4 Capital District Policy Amendments

The cluster of activities in the Capital District is a key element of the strength and success of HRM as a leader in Atlantic Canada. To optimize the value of this key element, Council endorsed a public vision for the Capital District and an inter-governmental focus on preserving this asset<sup>23</sup>. The vision, in part, states that the Capital District has a role as the regional and provincial centre for government, commerce, education, health, military, festivals and events, arts and culture and recreation and entertainment. A strong regional centre is a key to success. To achieve an appropriate balance between these land uses, and to maintain the vibrancy of the Capital District, HRM will amend this Plan with a new set of policies pertaining to the Capital District.

EC-4 HRM shall prepare amendments to this Plan to foster the continued development of the Capital District as a healthy and attractive place to live, work, play, and do business. In

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<sup>23</sup> HRM. *Halifax Regional Municipality's Capital District Vision Report*. Mar. 12, 2002. Halifax.

particular, these new policies shall shape the future of the Capital District through means such as:

- (a) defining and facilitating design excellence and architecture and build on the image of the downtown as the cultural capital of Atlantic Canada;
- (b) identifying, protecting and promoting areas with significant heritage buildings and sites;
- (c) enhancing existing parks and green spaces and acquiring and developing new urban green space where feasible;
- (d) establishing incentives to facilitate a high caliber of design including recognition programs, and where feasible, grants and tax relief for heritage properties;
- (e) maintaining and improving pedestrian linkages among downtown streets, parks, public spaces, and the water's edge;
- (f) establishing urban design principles and design guidelines to shape development form to reinforce both traditional architectural form and encourage contemporary design forms; and
- (g) capitalizing on the redevelopment opportunities which take advantage of the special nature of the Cogswell Interchange lands.

EC-5 Until such time as this Plan is amended to incorporate additional policies for the Capital District Sub-Designation, the existing Secondary Planning Strategies which fall within this Sub-Designation shall remain in force, subject to all other relevant policies of this Plan.

## **5.2 HALIFAX HARBOUR**

### **5.2.1 Halifax Harbour Designation**

Halifax Harbour is the heart of HRM and one of our most important assets. It is critical to the role of HRM as an international gateway, and is a major contributor to the economic base of HRM, the Province and the Atlantic region. The Harbour is also a key feature in defining our identity and our culture and is an important environmental ecosystem, supporting a diversity of plant and animal life.

A wide variety of activities and land uses occur in Halifax Harbour. The Harbour is the second largest natural ice-free port in the world and a globally-competitive shipping hub. It hosts two world-class container terminals, general cargo operations, ship building and repair facilities, off-shore oil and gas facilities, headquarters for the East Coast Navy and Coast Guard and a burgeoning cruise ship industry. The Harbour is a major multi-modal transportation hub and is eastern Canada's gateway for freight movement. In addition, the waters and shoreline of Halifax Harbour provide opportunities for many recreational activities and special events along with its extensive parks and trail systems, contributing to HRM's growing tourism industry. The harbourfront is also becoming a desirable place to live, with a growing interest in developing lands for residential purposes.

EC- 6 HRM shall establish a Halifax Harbour Designation which extends from Hartlen Point in Eastern Passage to Chebucto Head, including Northwest Arm and Bedford Basin, and

extends inland generally to the first major roadway parallelling the Harbour, as shown on the Generalized Future Land Use Map (Map 2). The designation shall support a range of development opportunities including marine-dependent industrial and commercial uses, transportation uses and facilities including ferries, recreational uses, residential uses, institutional uses and matters related to environmental improvement and protection.

### 5.2.2 Regional Plan Amendments for Areas Within the Halifax Harbour Designation

In conjunction with the formulation of this Plan, Council also initiated a planning process for Halifax Harbour. This Plan supports the completion of this comprehensive planning process to provide Council, the public and stakeholders with a long range vision to guide decision making. Preliminary recommendations contained in a report entitled "Planning Strategy for Halifax Harbour - Preliminary Recommendations"<sup>24</sup> were endorsed by Council and used as a basis to conduct further analysis and consultation.

Once the Halifax Harbour planning process is completed, HRM will amend this Regional Plan with a new set of policies that will provide more specific guidance for future land uses and investment within the Halifax Harbour Designation.

The major purpose of the Halifax Harbour planning process is to achieve a sustainable balance among the variety of land uses in the Harbour, including marine-dependent industrial/commercial, transportation, residential, recreational, institutional uses and environmental improvement and protection. The preservation of existing and future opportunities that support the continued economic vitality of the Port of Halifax is of critical importance. This includes marine dependent uses such as our military and coast guard facilities, container terminals, energy producers and support facilities, general bulk cargo facilities, ship manufacturing and repair and cruise ship facilities, plus the transportation linkages to support these installations. Careful attention must be paid to the juxtaposition of marine dependent operations with adjacent existing or future residential development, such that potential negative impacts are minimized. Also of high importance is the continued planning and implementation of further waterfront trail and parkland development, with the objective of establishing a contiguous active transportation route encircling the whole of Halifax Harbour, including linkages to inland trail systems, transit nodes and adjacent residential neighbourhoods. With the realization of Harbour Solutions, increased attention will be paid to opportunities that will further improve the environmental quality of the harbour, through inland watercourse protection, source control strategy and marine habitat restoration initiatives

EC-7 HRM shall prepare an amendment to this Plan for the area defined by the Halifax Harbour Designation on the Generalized Future Land Use Map (Map 2). The purpose of this amendment shall be to provide specific policies and implementation mechanisms which strive to achieve a sustainable and integrated balance among the various land uses around

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<sup>24</sup> HRM. Staff report to Regional Council: *Planning Strategy for Halifax Harbour*. July 13, 2004. Halifax.

Halifax Harbour, including marine dependent uses, transportation infrastructure, recreational uses, residential uses, institutional uses, and environmental improvement and protection.

EC- 8 Further to Policy EC-7, Council shall use the following guidelines in preparing detailed policies for the area within the Halifax Harbour Designation:

(a) Working Harbour - Marine Industrial/Marine Commercial Uses

- (i) reserve sufficient harbour frontage and harbourfront lands for marine-dependent industrial/commercial development, for the Port of Halifax to remain a globally competitive seaport (refer to Appendix E and Map 9);
- (ii) develop regulations that mitigate potential negative impacts of existing and potential marine-dependent industrial/commercial areas on adjacent uses, while maintaining the economic viability of marine-dependent uses; and
- (iii) discourage new residential development from locating in areas that abut sites designated for intensive marine industrial/marine commercial uses.

(b) Transportation Infrastructure

- (i) in coordination with HRM's Economic Development Strategy and in partnership with senior levels of government and economic development stakeholders, participate in initiatives that will strengthen the Port of Halifax as an economic growth centre, for example, to provide improved inter-modal transportation efficiency and the highest possible level of freight service to the Port of Halifax, and further exploring the potential for making Halifax a home port for the cruise ship industry (refer also to section 5.4); and
- (ii) proceed with detailed feasibility studies and implementation of a phased high-speed ferry network within Halifax Harbour, such systems to be integrated with land-based transit systems and active transportation opportunities (refer also to Chapter 4).

(c) Recreational Uses

- (i) facilitate, support, plan and develop new parks and trail systems in appropriate locations within the Halifax Harbour Designation (refer to Appendix E and Map 9) including linkages to inland park/trail systems and seek to secure or acquire appropriate waterfront sites for parkland and trail development;

- (ii) integrate trail systems with existing and planned transit corridors and terminals, and to residential neighbourhoods adjacent to the Halifax Harbour Designation;
  - (iii) design and develop alternate trail routes around marine industrial operations where safety or security reasons so require;
  - (iv) achieve maximum public access to harbourfront locations while respecting international security regulations for port facilities and operations; and
  - (v) encourage uses which promote the social and cultural assets which Halifax Harbour provides, to the benefit of both residents and tourists.
- (d) Residential Uses
- (i) identify appropriate locations within the Halifax Harbour Designation that are suitable for multi-unit or mixed use residential development (refer to Appendix E and Map 9);
  - (ii) establish appropriate regulations for site and building development and appropriate planning approval processes for residential development;
  - (iii) ensure that any residential development proposals abutting Halifax Harbour include provision for public access to the Harbour and trail/boardwalk development; and
  - (iv) discourage new residential development from locating in areas that abut existing and proposed marine industrial uses. Where residential development is proposed to locate in proximity to existing or proposed marine industrial uses, develop appropriate mitigation measures.
- (e) Marine Environment
- (i) identify significant environmentally sensitive areas and potential cultural heritage and archeological sites along the shores of Halifax Harbour, and determine appropriate protection or management mechanisms; and
  - (ii) anticipate impacts of climate change and weather events on the shoreline of Halifax Harbour.

EC- 9 Until such time as this Plan is amended to incorporate specific policies for the Halifax Harbour Designation, the existing Secondary Planning Strategies which fall within this Designation shall remain in force, subject to all other relevant policies of this Plan.

EC- 10 Secondary Planning Strategies within the Halifax Harbour Designation may be amended, as appropriate, to address the guidelines as described under Policy EC-8.

### 5.3 BUSINESS AND INDUSTRIAL PARKS

There are other major employment centres in HRM in addition to the Capital District and Halifax Harbour. These include the 12 business parks (municipally, provincially and privately operated) located throughout HRM, plus the Halifax International Airport. Together, they employ tens of thousands of people and are a major component of HRM's economic base. It is critical that HRM's business parks are provided with the necessary infrastructure and services to sustain their success and that there is a timely supply of sufficient serviced land and development opportunities to accommodate future expansion.

#### 5.3.1 Business/Industrial Park Sub-Designation

HRM operates 6 of the 13 business parks - the Aerotech Business Park, Burnside Business Park, City of Lakes Business Park, Bayer's Lake Business Park, Lakeside Business Park and Ragged Lake Business Park. The Provincial Government manages seven parks: Atlantic Acres, Bedford, Sackville, Woodside, Eastern Shore, Sheet Harbour and Musquodoboit Harbour. The privately operated Halifax International Airport, in conjunction with Aerotech Business Park, is also a major employment centre. The continued development of business parks within HRM is vital to the economic future of the region and it is necessary to ensure that an adequate supply of land is available to accommodate future growth. It is also important that municipal wastewater and water distribution services, where financially feasible, be made available to accommodate economic expansion.

The *Halifax Inland Terminal and Trucking Options Study*<sup>25</sup> recommends a new inland rail/truck distribution terminal be established at the site of the Rocky Lake quarry in Bedford. In addition to providing long-term capacity to support freight service through the Port of Halifax, the facility will reduce truck traffic in the downtown core, reduce vehicular emissions and provide a more central location for distribution for other value-added industrial activity. Based on the anticipated rate of freight increase at the Port, the terminal is expected to be needed in the next 13 to 20 years. In the near term, the Halifax Port Authority and its partners should pursue the acquisition of the land needed for the facility. When acquisition is complete, the lands should be included within the Business/Industrial Park Sub-Designation as per Policy IM-10.

EC-11 HRM shall establish a Business/Industrial Park Sub-Designation to identify lands which have the potential for growth of industrial and business uses and associated support uses, as shown on the Generalized Future Land Use Map (Map 2). Sites in this designation include all existing business/industrial parks, including Halifax International Airport, and their proposed

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<sup>25</sup> MariNova Consulting Ltd. January 2006. *Final Report Halifax Inland Terminal and Trucking Options Study*. Halifax.



expansion areas. The sub-designation is intended to provide priority areas for an integrated mix of industrial, commercial, service and support uses.

EC-12 Notwithstanding Policies SU-2 and SU-5, for HRM-operated parks within both the Business/Industrial Park Sub-Designation and the Urban Settlement Designation, municipal wastewater and water distribution services may be extended upon determination by HRM Council that financial resources are available. This also applies to lands within the Aerotech Business Park. The industrial zoning applied under the applicable secondary planning strategy to those lands which are owned by HRM shall be extended to coincide with the boundaries of the Business/Industrial Park Sub-Designation.

### 5.3.2 Future Potential for Associated Mixed Use Development - Area Surrounding Burnside and City of Lakes Business Park

Business park development in HRM affords opportunities for select residential development as well as commercial and industrial. Medium to high-density residential land uses can complement a business park by allowing easy access to employment for residents and reducing commuting costs to the individual and the Municipality as a whole. However, it is important that the location of residential uses be carefully considered in the context of the overall business park development plan to reduce and mitigate potential land use conflicts related to noise, odour, safety, traffic and related issues.

One area where a mix of medium to high density residential land uses might be considered complementary is in the area north and east of the Burnside Business Park and the City of Lakes Business Park as shown on the Burnside Potential Mixed Use Area (Map 12). In this area a mix of multiple unit dwellings and townhouses may be integrated with commercial and office uses to provide for a vibrant and accessible urban transit village. Limitations on the extent of residential development shall be established to ensure that it does not become the predominant land use in this area. In an effort to achieve compatibility and integration with surrounding and future potential commercial development, and to allow for innovation and flexibility in design, these uses and any commercial retail and office uses may be considered by rezoning to a comprehensive development district.

EC-13 HRM shall establish a Burnside Comprehensive Development District (BCDD) Zone within the Dartmouth Land Use By-law which may be applied to portions of the lands east and north of the Burnside Business Park and the City of Lakes Business Park, as shown on the Burnside Potential Mixed Use Area (Map 12), by rezoning. This zone shall permit a mix of multiple unit dwellings, townhouses, commercial, office, institutional and recreation uses subject to the provisions of a development agreement. Prior to considering any development agreement within a BCDD, HRM shall require a concept plan for the entire area to be rezoned. The concept plan shall include the following information, some or all of which may be made part of any agreement as HRM deems necessary to fully describe and control the development:

- (a) a map(s) and assessment of the physical nature of the land, including its topography, and any significant vegetation, natural features and environmental characteristics that would shape and enhance the development;
- (b) a transportation plan, including vehicular, pedestrian and public transit systems, and traffic impact analysis sufficient to evaluate the internal and off-site implications of the systems;
- (c) the method of providing municipal wastewater and water distribution services to the development;
- (d) the general phasing of development;
- (e) the distribution and nature of all land uses;
- (f) the total number and type of dwelling units, and the gross residential density proposed in the whole development and each of the phases.

EC-14 Further to the provisions of Policy EC-13, in considering approval of a development agreement within the BCDD, HRM shall consider the following:

- (a) the mix of residential uses, which shall consist of multiple unit dwellings and townhouses with a variation in architectural design;
- (b) the residential component, which shall constitute a minor portion of the area of the Business Parks shown on Map 12;
- (c) the density of townhouse and multiple unit development, which shall not exceed 89 and 124 units per net hectare, respectively;
- (d) that the residential component of the development is adequately separated and buffered from any existing or future potential heavy industrial use to mitigate land use conflicts;
- (e) the architecture of mixed commercial, residential, institutional use buildings which should be clearly articulated as having a building base, building middle and building top through the use of cornice lines, changes of materials, window proportions, etc.;
- (f) the measures to integrate commercial, residential, institutional and recreation uses within and among buildings to alleviate potential impacts among uses;
- (g) the land uses, which shall be well integrated through a system of pedestrian walkways, trails, footpaths, parks and natural areas;
- (h) that the residential component is within a convenient walking distance of transit, services and amenities;
- (i) that the development is designed to foster a sense of place and public safety and to limit opportunities for crime;
- (j) human scaled elements, which shall be incorporated in the first three stories of the mid to high-rise buildings to enhance the pedestrian environment;
- (k) that the upper stories of mid to high rise buildings are designed to promote visual interest and variety in the skyline;
- (l) the hours of operation of any non-residential uses, including business uses located in residential buildings;

- (m) the safety and efficiency of all transportation systems, including the effects of driveways to and traffic from abutting uses and its effects on pedestrian walkway systems; and
- (n) any other matter relating to the impact of the development upon surrounding uses or upon the general community, as contained in Policy IM-15.

### 5.3.3 Halifax International Airport and Aerotech Business Park

Halifax International Airport is a significant contributor to HRM's economy, generating about \$1 billion in direct and indirect benefits with an employment base of about 5400 jobs<sup>26</sup>. The Halifax International Airport Authority, the agency responsible for managing the airport, plans significant expansion and improvements over the coming years, including the potential for a third runway<sup>27</sup>. These expansion plans reflect projected increases in both passenger and freight traffic at the airport.

One issue facing the airport's activity is the potential impact of noise from plane traffic on surrounding areas. Transport Canada has charted areas where noise impacts may be significant and recommends restricting development, especially residential, from locating within these areas. These areas, known as Noise Exposure Forecast contours, will be incorporated into the applicable secondary planning strategy and land use by-law.

EC-14A In accordance with Transport Canada guidelines, HRM shall, through the secondary planning process, establish a Noise Exposure Forecast Schedule around the Halifax International Airport. Within this Schedule, new residential uses shall be subject to development controls to mitigate noise from airplane traffic.

HRM's Aerotech Business Park, located adjacent to the Halifax International Airport, is a fully-serviced business park originally intended to accommodate aerospace technology industries. To date, few of those types of uses have located there, prompting a re-examination of the role and target market of the Park. HRM is in the process of expanding potential uses and adjusting requirements to create opportunities for other business uses in the Park. Three issues arise from this shift in marketing direction: the capacity of the wastewater treatment plant at the Park to accommodate new growth, the need to reserve lands for airport related uses, and the potential image the Park could portray to airport visitors. These issues are in the process of being resolved through amendments to the applicable existing secondary planning strategy and land use by-law. Finally, the future development of the Aerotech Business Park needs to be sensitive and complementary to the expansion plans and development of the Halifax International Airport. Coordination of effort will help ensure long-term goals for both facilities are aligned.

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<sup>26</sup> SGE Acres Ltd. *Halifax International Airport Economic Impact 2002*. (Halifax: HIAA, 2002)

<sup>27</sup> LPS Aviation and Dillon Consulting. *Halifax International Airport Master Plan*. February 2004. Halifax.

EC-15 HRM shall cooperate with the Halifax International Airport Authority in the development of a proposed new runway and other airport-related facilities, and strive to ensure that all expansion plans adequately address infrastructure needs and comply with the policies of the applicable secondary planning strategy.

#### 5.3.4 Private Business Parks

In addition to publicly owned business parks, there may be opportunities to develop private business parks within appropriate areas/communities of HRM. These parks will be developed through community visioning exercises and preparation of secondary planning strategies, or may be considered by amendment to the applicable existing municipal planning strategy.

EC-16 Through the secondary planning process, HRM shall consider permitting private business parks in appropriate locations within or adjacent to designated growth centres.

### **5.4 ECONOMIC DEVELOPMENT STRATEGY**

Economic growth is influenced by many factors, and cannot be guaranteed by one organization or level of government or by the private sector alone. HRM's Economic Development Strategy is therefore intended to provide a shared, overall sense of vision and direction to economic development organizations and community leadership. This document should be reviewed on an ongoing basis so that its overall intent remains consistent with this Plan and any amendments made to this Plan. The Economic Development Strategy strives to ensure:

- HRM's bustling job market will compel our young and ambitious to stay and make our community a magnet for highly trained immigrants and expatriates;
- HRM's investments in social and cultural infrastructure will enhance its character as one of the most vibrant and unique communities on the continent;
- HRM's renown as one of the continent's great regions - a beautiful, immensely livable place that teems with history and creativity - will draw high profile companies and people to our community;
- each partner in HRM's future will work in sync to propel our economy forward in a way that improves the quality of life for every citizen; and
- HRM will possess the best business climate in Canada, one able to kick-start and grow ambitious new enterprises and attract exciting companies from anywhere on the globe.

Implementing the Economic Development Strategy will require support from a number of organizations and stakeholders. HRM, as a major stakeholder, will endeavour to take the lead, within its ability, in a number of areas. Specifically, HRM will strive to:

1. reinforce, promote and market HRM as an international commercial gateway and an economic and cultural force within Nova Scotia, Atlantic Canada and beyond;
2. reinforce and enhance the role of the Capital District and its adjacent areas as the HRM's primary centre for encouraging the growth of key economic drivers, including educational facilities, medical facilities, the military, public administration and finance/insurance/real estate;
3. enhance and support the economic function of other employment centres;
4. reinforce the economic function of Halifax Harbour including marine-based industry, energy, sciences, port and navy operations, sewage treatment operations, transportation and tourism, and balance this function with the desire for increased public open space and recreation, residential and other interests;
5. improve the market attractiveness to support economic growth in the Port of Sheet Harbour;
6. assist in retaining and attracting a talented workforce, through closer relationships with post secondary and medical institutions and immigrant recruitment, including to rural areas;
7. ensure a strategic approach to the development of large-scale industrial parks, business parks and retail parks that is consistent with regional growth management objectives;
8. enhance rural and local economies and rural quality of life, including specific recommendations for future rural economic development;
9. achieve an effective and efficient regulatory regime for commercial and industrial development (development approval processes), to include appropriate and sufficient opportunities for public input;
10. achieve a reliable and integrated freight transportation system in partnership with other levels of government, non-profit agencies and the private sector;
11. achieve collaboration among government levels, other agencies and business stakeholders to support the long range vision for economic development within the region, consistent with this Plan;
12. create a competitive tax structure; and
13. protect those historical and cultural assets that residents of HRM value.

EC-17 HRM should review its Economic Development Strategy, in partnership with stakeholders, to provide ongoing consistency with this Plan as it may be amended over time.

#### 5.4.1 The Rural Economy

HRM recognizes the value and significance of a vibrant rural economy. Economic opportunities from natural resource development, tourism and the service economy need to be maximized, further supporting employment growth and individual choice of lifestyles.

The resource sector accounts for over 4% of the total GDP of HRM and employs about 3000 people. In many rural communities, the resource sector - farming, fishing, mining and forestry - and supporting services, are the main economic activities and sources of employment. It is important, therefore, to protect both the supply of raw materials and the ability to take advantage of those materials.

A large active gypsum mine is located near Enfield. Product is shipped to the United States from the National Gypsum terminal at Wright's Cove in Dartmouth. The mine is estimated to have at least 100 years of supply left. A second gypsum deposit is located near Murchyville, but there are no active plans for its development at this time. Similarly, a kaolin deposit in the Musquodoboit Valley could be developed, with product potentially shipped through the port of Sheet Harbour, but no firm plans have been put forward. Quarrying is another major extractive industry active in HRM, and currently four quarries are in operation. Protecting these and other future locations from residential encroachment is important.

The fishery of HRM comprises some 750 harvesters operating from 120 landing sites. Sambro and Eastern Passage are the main ports, with several smaller communities along the Eastern Shore and on St. Margaret's Bay heavily dependent on the fishery.

In agriculture, there are approximately 13 000 hectares of land in agricultural production, with most farms located in the Musquodoboit Valley. Greenhouses, beef, dairy, mixed vegetables and horticulture are the main farm types, with most produce destined for the Nova Scotia market.

The forest industry in HRM accounts for about 12% of Nova Scotia's production. Lumber and wood fibre is produced for domestic and export markets. Wood pellets are also produced for foreign and local markets. HRM's natural network includes lands which are privately and publicly managed as working forests. The Province is a key partner in the natural network through their Integrated Resource Management Program for Crown lands. In eastern areas of HRM, several thousand hectares of the Province's forests are licenced to private forestry interests.

To support economic development within the rural areas of HRM, Council will strive to:

- (a) improve cooperation between government levels to collaboratively work with rural communities, business owners and citizens, in community economic development planning and projects, and facilitate partnerships for successful implementation;
- (b) work with relevant authorities to encourage the provision of good communication linkages in the rural areas (including road improvements and telecommunications)
- (c) consider strategic infrastructure investment where deficiencies have consistently hindered economic viability;
- (d) promote rural industrial parks in accordance with the Business Park Functional Plan;
- (e) support agriculture and other traditional rural resource industries including forestry, fishing and resource extraction and investigate measures by which these industries can be protected from encroachment by incompatible uses;
- (f) encourage and provide support services to those individuals establishing or maintaining businesses in the rural areas;
- (g) create opportunities, including appropriate zoning, to direct rural businesses to locations within designated growth centres, and between centres where appropriate;
- (h) provide for transit service between key rural centres, as set forth in Chapter 4;
- (i) provide improved pedestrian facilities, including strategically located sidewalks and multi-use trails, as set forth in the Chapter 4; and

- (j) with specific reference to the port of Sheet Harbour, HRM will strive to improve cooperation between government levels and collaboratively work with the community of Sheet Harbour, including its business interests and citizens, to improve the attractiveness of the port to shippers, and to seek opportunities for processing and shipping value-added goods through the port in conjunction with the Sheet Harbour Industrial Park.

#### 5.4.2 Tourism

Tourism is a key component of HRM's economy. To support the continued growth of tourism and its contributions to HRM's economy, this Plan provides a definitive framework within which the assets that attract visitors to HRM and support the tourism industry are protected and enhanced. This framework is supported by the general direction of this Plan of compact settlement which complements the distinctive character, diverse land uses, and unspoiled natural vistas that draw tourists and investors to Nova Scotia. This framework to support tourism will consider:

- (a) the Capital District and the Halifax Harbour waterfront attract a significant number of tourists each year. The Halifax Harbour plan will lay out the framework for the development of lands adjacent to the Harbour. This Plan provides the direction for the types of uses along the waterfront, while still protecting the natural beauty of the Harbour and its significance to tourism. Plans for the Capital District will encourage economic development, and enhancement of historical and cultural assets. As well, urban design initiatives will allow HRM to continue to be a desirable place to visit;
- (b) natural features such as views of the Harbour and ocean, rugged coastlines and natural areas attract visitors to our region. Protecting view planes, not only from the Citadel, but from other areas, has been identified in this Plan (see Chapter 7);
- (c) open space, parks, recreation areas, an interconnected system of trails, and natural areas are attractive to visitors and residents alike. These are established and protected to ensure they are available for present and future generations;
- (d) development is encouraged to follow settlement patterns, design approaches and land use combinations which are compatible with the diversity and character of communities which draw tourists and investors to Nova Scotia;
- (e) the heritage and cultural assets are recognized as unique and valuable to attract people to HRM. Their protection is established in this Plan and through other mechanisms such as the *Heritage Property Act*;
- (f) HRM businesses provide the support structure to accommodate visitors to the area. Restaurants, bed and breakfast establishments and tourism outfitters are accommodated in this Plan and in secondary planning strategies;

- (g) visitors and residents need an effective transportation network to get to and around the Region. Chapter 4 of this Plan helps ensure the network gets people and goods to where they need to go;
- (h) that Halifax has potential to become a home port for cruise ship operations, including multi-modal possibilities (air, motorcoach, rail and ship) for the cruise industry; and
- (i) that small-craft boating also contributes to tourism.

## 5.5 FUNCTIONAL PLANS

### 5.5.1 Capital District Functional Plans

In addition to the urban design programs and secondary planning strategies, a number of other initiatives will support the Capital District's growth and development. These include public infrastructure investment, urban streetscape design guidelines and support for HRM's main economic drivers which exist in and around the Capital District. This work will be conducted by means of Capital District Functional Plans.

#### 5.5.1.1 Capital District Public Infrastructure Functional Plan

Characteristics of an area that make it appealing for people to work, live and play also attract businesses to employ those people. Private investment is one way to achieve these characteristics, however HRM also needs to ensure the appropriate amenities are in place and are maintained to attract residents, businesses, tourists and employees to the area. Public investment in cultural and heritage assets, entertainment venues, streetscapes and public art will help lay the groundwork to achieve this goal.

There are many opportunities for new development or redevelopment of properties owned by the three levels of government in the Capital District. The *Public Facility Needs and Opportunities Study*<sup>28</sup> provides advice on these development options and a priority list for implementation. This document will be used as a guide in considering future public property development in cooperation with the other levels of government in the Capital District.

The Capital District Public Infrastructure Functional Plan should consider:

1. prioritizing public projects to be developed and implemented in the Capital District, generally following the recommendations of the *Public Facility Needs and Opportunities Study*. Priority should be based on the resources available, the benefits derived from a project and the role the project plays in enhancing the Capital District;

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<sup>28</sup> Cantwell & Co. and Plaskett, Bill. *Public Facility Needs and Opportunities Study*. May 2004. Prepared for HRM and Capital Commission Society.



2. facilitating work with other public and private land owners in the Capital District to encourage redevelopment in accordance with the policies of this Plan and the recommendations of the *Public Facility Needs and Opportunities Study*;
3. completing the public art policy and using it to guide the development of necessary programs to manage, maintain and commission public art, with a goal to attain excellence in all aspects of public art in HRM; and
4. exploring and obtaining external funding through senior government programs and the private sector.

EC-18 HRM shall prepare a Capital District Public Infrastructure Functional Plan to facilitate and coordinate appropriate investment and programs to support the overall vitality of the District, and which furthers the policies and intent of this Plan.

#### 5.5.1.2 Urban Design Guidelines Functional Plan

The Capital District Urban Design Project<sup>29</sup> recommended that further study be carried out in a number of areas including:

1. further to section 5.1.3, an Urban Design Strategy to address:
  - (a) new or redeveloped civic buildings and civic spaces;
  - (b) heritage districts and landmark sites;
  - (c) contemporary architectural design;
  - (d) building form (height and massing);
  - (e) streetscape and building facade design;
  - (f) views and skylines (reinforcing current view plane protection);
  - (g) tools such as design handbooks, design guidelines, and demonstration projects; and
  - (h) a capacity building strategy to develop the necessary skills and knowledge about urban design within HRM, the development industry, and the general public.
2. integration of transportation and streetscape planning;
3. underground utility line policies;
4. bicycle safety and comfort;
5. urban forest plan;
6. sidewalk café policy;
7. strategies for funding and maintaining streetscape furnishings and other investments;
8. parking strategy;
9. litter abatement and solid waste management initiatives;
10. strategies to support universal design;
11. techniques for energy reduction, including district heating and solar access opportunities; and
12. funding opportunities through senior government programs and the private sector.

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<sup>29</sup> Gordon Radcliffe Landscape Architects, et al. *HRM Capital District Urban Design Project*. 2004. Vols.

EC-19 HRM shall prepare an Urban Design Guidelines Functional Plan, in conjunction with other policies of this Plan, to address opportunities and issues related to the integration of transportation and streetscape design, underground utilities, bicycle travel, vehicular parking, urban forestry, sidewalk cafes, universal design, maintenance of street furnishings, litter and solid waste, energy conservation and funding opportunities. The functional plan shall consider suburban as well as urban core communities.

### 5.5.2 Halifax Harbour Functional Plan

A number of locations within the Halifax Harbour Designation involve issues and opportunities requiring more detailed analysis in advance of specific land use policies and regulations being developed. In addition, there are several topics related to harbour management and administration and jurisdictional opportunities that warrant further evaluation and resolution.

The Halifax Harbour Functional Plan should consider the following studies:

1. Wright's Cove Area Land Use and Transportation Study: assess the potential of this area for future additional marine-dependent industrial/commercial development or mixed-use development.
2. Nova Scotia Hospital Property Land Use Study: with specific reference to the western portion of the Nova Scotia Hospital property and its water lot, request the provincial government to undertake, in cooperation with HRM, a planning study regarding the projected types of marine-dependent industrial/commercial uses and their locations on the site, development phasing including requirements for water lot infilling, vehicular access, analysis of potential impacts of potential uses on adjacent properties, appropriate mitigation measures and other relevant land use planning matters. Stakeholders and public to be engaged.
3. Inland Inter-model Freight Distribution Terminal Study: determine the feasibility and costs to construct a rail/truck distribution terminal at a site outside the Regional Centre, to reduce truck traffic in Downtown Halifax and improve freight movement efficiency.
4. Downtown Dartmouth Marshalling Yard Relocation Study: determine detailed costs and implementation strategy for relocating the marshalling yard from the downtown Dartmouth waterfront.
5. High Speed Ferry Study - Downtown Halifax to Bedford: complete the feasibility analysis for high-speed ferry connection between downtown Halifax and the Bedford waterfront (refer also to Chapter 4). Future studies to be undertaken for other potential locations within the harbour, including Purcell's Cove, Eastern Passage and Shannon Park.
6. Western Shore of Bedford Basin: study for the area generally between Birch Cove and Bedford Waterfront (Phase II), to address future land use, trails and parkland, environmentally sensitive areas, cultural assets, public views, access and servicing.

7. Shannon Park Lands: request the Federal Government to undertake, in cooperation with HRM, a planning study to address land use opportunities including a major sports venue, transit terminus (ferry terminal, bus terminal, park and ride), harbourfront parkland and trail system, servicing and mixed use residential/commercial development. Stakeholders and public to be engaged.
8. North West Arm: neighbourhood planning process to address issues and opportunities regarding water lot infill, environmental management, parkland and trail development, water-base recreation and navigation, historical/cultural assets, public views protection and central (municipal wastewater and water distribution) services including extensions on Purcell's Cove Road. Stakeholders and public to be engaged.
9. Dartmouth Cove Area: neighbourhood planning process for the greater Dartmouth Cove area, in conjunction with the Capital District Urban Design Study, to address land use mix, urban form, waterfront and water lots, parkland and trail connections, access, integration with Dartmouth Marine Slips property and existing marine business uses, Shubenacadie Canal and development opportunities on Alderney Drive. Stakeholders and public to be engaged.
10. Infill of Water Lots: establish an inter-governmental working committee of environmental approval agencies to determine water lot infill objectives, legislative regimes and improved coordination of application processes, and other matters related to environmental improvement of the Harbour
11. Climate Change: mapping and modelling study to predict impacts of climate change and weather events on the shoreline of Halifax Harbour, and subsequent recommendations for mitigation and risk management.
12. Water-based Recreation: inventory and needs assessment addressing facilities such as boat launches, vehicle and trailer parking, marinas and small craft servicing and fuelling, boat storage, berthing and mooring, recreational diving, canoeing/kayaking and other water recreation pursuits.
13. Houseboat Community Implications: best practises research on the implications for non-based-housing in the context of Halifax Harbour.
14. Environmental: participate with senior levels of government and stakeholders in undertaking comprehensive mapping and data compilation of important marine habitat, including areas and opportunities for preservation, conservation, and restoration.
15. Harbour Management and Governance: best practises research to assess how other world-class harbours are managed and administered, and the feasibility for application in the context of Halifax Harbour.

EC-20 HRM shall prepare a Halifax Harbour Functional Plan to address opportunities regarding area-specific land use, environmental sustainability/ harbour management and administration and may use the results of this work in preparing the amendment to this Plan for the Halifax Harbour Designation as described in Policy EC-7.

### 5.5.3 Business Parks Development Functional Plan

HRM has prepared a Business Park Assessment and Growth Plan<sup>30</sup>. Recommendations from this study are intended to provide direction to HRM's business planning and long-term capital investment planning for HRM business parks. The study findings will also be used as the basis for preparing a Business Parks Development Functional Plan, which will investigate various topics important to the long term development and sustainability of the region's business parks.

The Business Parks Development Functional Plan should consider:

1. establishing a system to monitor availability of land for commercial, industrial and institutional uses and determine whether supply is meeting demand, in order that sufficient lands are appropriately designated to accommodate anticipated business growth;
2. consulting with the Province of Nova Scotia to determine the best way to develop the business parks under provincial ownership, including ownership and management options;
3. rationalizing the number, location, ownership, types of uses, design parameters, service levels and overall purpose of all business parks in HRM, including those owned by the private sector, the Province of Nova Scotia and HRM;
4. reviewing of pricing strategies as a growth development tool, including implications for other business parks, employment centres and the Capital District;
5. further to item 4, analysing implications for creating incentive programs for locating in rural business parks, including costs/benefits and impacts on other business parks, employment centres and the Capital District;
6. investigating introduction of varying municipal infrastructure standards within business parks, tailored to land use type;
7. encouraging redevelopment opportunities for obsolete or under utilized buildings and properties;
8. determining opportunities for improving access, including public transit, into and around business parks;
9. considering land banking to ensure adequate long-term supply of land;
10. considering incorporating residential uses in appropriate locations; and
11. investigating designating additional lands for use as an office campus.

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<sup>30</sup> CBCL Ltd. and Cantwell & Co. Consulting. *Business Park Assessment and Growth Plan*. January 2005. Prepared for Halifax Regional Municipality.

### 5.5.3.1 Burnside Business Park

Burnside Business Park was established by the former City of Dartmouth and makes up 75% of the demand for serviced land in business parks in HRM. A variety of businesses have located in the park since its inception and support infrastructure such as hotels, restaurants and services have located here. Longer term expansion of Burnside will proceed on both privately held and publically held lands to the east and north of the current park, and a major commercial centre is underway for lands adjacent to Highway #118. Depending on need and market factors, it is possible that not all of these lands will be required for industrial or commercial uses. An alternative land use for portions of these lands is residential, and this Plan contemplates this use under Policy EC-13.

Through the Business Parks Development Functional Plan, the following topics are intended to be addressed, specific to the Burnside Business Park:

1. capitalizing on the infrastructure which will service the proposed commercial development on Highway #118 to position HRM for future development;
2. development planning for, and implications of, the anticipated construction of the Sackville Expressway;
3. incorporation of urban amenities such as sidewalks and parks in appropriate areas of all business parks which have a focus on retail and office development;
4. improvement in transit service to high-density employment areas in Burnside;
5. implementation of a grid system for the road network, where possible, to maximize functionality of the road layout and encourage development of road projects that will have a direct and positive impact on the Burnside Business Park;
6. development of a pedestrian based transportation plan for Burnside Business Park, which will fulfill the objectives of the Active Transportation Plan; and
7. consideration of segregating land use type to differentiate infrastructure requirements, based on the following criteria such as:
  - (a) areas of office development should have higher densities, more parks, sidewalks and urban amenities;
  - (b) warehouse distribution areas should have wide streets, limited infrastructure and be segregated from office uses; and
  - (c) manufacturing areas should have rail access, and limited infrastructure.

### 5.5.3.2 City of Lakes Business Park

The City of Lakes Business Park was created in the mid 1980s. It is located north and east of the Burnside Drive/Highway 111 interchange, and includes lands adjacent Spectacle and Frenchman Lakes. Most property within the park was originally under public ownership, with the exception of a small, privately held area east of Frenchman Lake. The focus for the City of Lakes Business Park is that it be developed as a premier suburban office and business services location, capitalizing on its strategic location and natural features of the area. Numerous high-end office buildings, a hotel and several retail/warehousing outlets have been constructed, together with an extensive park/trail system.

The future of the City of Lakes Business Park should address reinforcing its role as a prestigious office building location, determining areas for expansion and reviewing and enhancing development controls to encourage appropriate land use, proper site and building design criteria and Park amenities.

Through the Business Parks Development Functional Plan, the following topics are intended to be addressed, specific to the City of Lakes Business Park:

- (i) confirmation that the City of Lakes Business Park will be developed as a premiere suburban office and accessory business services location;
- (ii) determination of appropriate restrictive covenants and zoning by-law provisions pertaining to the City of Lakes Business Park, including permitted land uses, site and architectural design criteria, urban amenities (infrastructure, active transportation and transit services, parks/trails) and signage/marketing strategy. The “Draft 2.0 Municipal Planning Strategy” and “Draft 2.0 Land Use By-law”, City of Dartmouth, 1990, and the “North Dartmouth Planning Study”, EDM, 1994, will be used as a framework for this work; and
- (iii) determination of additional lands for expansion of the City of Lakes Business Park.

#### 5.5.3.3 Bayer’s Lake Business Park

Bayer’s Lake Business Park is the pre-eminent location in HRM for large-format retailers. Despite the large amount of retail space in the park, new formats emerge which require serviced land. Current issues include traffic congestion, pedestrian access, park expansion capability and the presence of acid-bearing slate.

The Business Parks Development Functional Plan, specific to the Bayer’s Lake Business Park, should consider:

1. opportunities to improve vehicular access to and within the park;
2. streetscape aesthetic improvements and active transportation improvements;
3. opportunities for the cost effective addition of serviced land for retail and non-retail development;
4. opportunities to improve transportation infrastructure and safety, including left-hand turning locations, driveway locations and bus lay-bys;
5. opportunities to assist in crime prevention;
6. continue to develop a brand-building signage program for the park; and
7. opportunities to improve transit service for both employees and customers.

#### 5.5.3.4 Ragged Lake Business Park

The former City of Halifax developed the Ragged Lake Business Park as a suburban office campus at the same time as they serviced the Bayer's Lake Business Park. When the Western Common Plan was prepared in 1998, it was envisioned that the Ragged Lake Business Park would develop as an integrated office and residential campus. However, there is poor access into the park which makes it difficult to market the properties, and more recently, it has been determined that the provision of municipal services to the area may be problematic. These major infrastructure issues need to be addressed, and a coordinated vision for the park determined. Until that time, this area remains a long term development area.

#### 5.5.3.5 Woodside Ocean Industrial Park

The Woodside Ocean Industrial is Park was established by the Province of Nova Scotia in the 1970's as an ocean industrial park with a common user dock providing access to deep water in Halifax Harbour. As well as the ocean industrial function, Innovacorp operates a technology innovation centre which provides incubator space for start up companies in the high tech sector. Recently, Innovacorp announced plans for a major new high-tech manufacturing complex. The park also contains many non-industrial commercial and institutional uses. As well, the need to maintain some areas, notably Woodside, for industrial purposes associated with the off-shore, has been identified.

Through the Business Parks Development Functional Plan, HRM will work with the Province in undertaking a land use planning study to identify and reserve areas for appropriate industrial/commercial uses, and limit areas for non-industrial uses in the Woodside Ocean Industrial Park.

EC-21 HRM shall prepare a Business Parks Development Functional Plan to guide future development of business parks owned and operated by HRM, consistent with the policies of this Plan.

## 5.6 HRM FINANCES

An important requirement for the economic well-being of a community is the financial health of its municipal government in providing necessary services. HRM must provide services to its citizens through sound financial management practices, adequate financial strategies, and competitive and fair revenue generation.

This Plan will move towards re-orienting financial and taxation strategies to reach its goals through the creation of a Finance Functional Plan. The purpose of the Finance Functional Plan is to address a revenue strategy, including property taxes and other forms of revenue, broad fiscal policy and the financial impact of implementing this Plan.

### 5.6.1 HRM's Revenue Strategy

To support this Plan and the need for a predictable and appropriate revenue stream to support municipal services, HRM has embarked on a review of its revenue and fiscal strategies. There are three main elements to this review: property taxation and broad forms of taxation; other, more specific forms of taxation and charges; and broad fiscal issues including the management of debt, reserves and capital. Collectively, these strategies are designed to ensure that HRM's fiscal strategies and processes support and encourage the outcomes of this Plan, including environmental conservation, housing affordability and neighbourhood stability.

#### 5.6.1.1 Property Taxation (Residential and Commercial)

Property taxes are a large share of overall municipal revenue. In turn assessments, along with the tax rate, dictate the total revenue available to HRM. Assessment is based on market value of property located in HRM which changes as a result of growth. Market value is widely recognized as the most technically correct basis for property taxation and there is every reason to believe that Nova Scotia's market value system provides reasonable estimates of property values. The issue for municipalities, however, is whether market value is the proper or only basis for taxation to encourage sustainable growth, allocate costs appropriately, create a truly competitive taxation environment and respect individual ability to pay.

To address taxation, the Finance Functional Plan should consider:

1. researching, analysing and recommending tax reforms (including possible legislative changes) which reflect an appropriate balance between market based property taxation and other charges, and ensure that the tax reforms: (a) are rational and transparent in the relationship between taxes paid and services available to the community, both now and in the future, (b) ensure a competitive local government taxation environment, and (c) consider the relationship between tax burden and the ability to pay;
2. ensuring that any tax system reforms include appropriate levels of taxation to encourage efficient forms of development, consider incentives for brownfield development, and do not encourage inefficient patterns of development;
3. ensuring the tax system provides stable, appropriate revenue streams to allow for the long-term growth of the Municipality. These should recognize and encourage the demographic and economic growth within HRM;
4. researching the commercial tax burden including (a) appropriate benchmarks with other jurisdictions, (b) its relationship to the cost and mix of services provided, and (c) the impact of such burden on economic growth and development, and provide Council with any appropriate recommendations; and
5. researching the Deed Transfer Tax and its relationship to economic growth and provide Council with any appropriate recommendations.



### 5.6.1.2 Other Forms of Taxation and Charges

While property taxation is currently the most powerful revenue tool available to HRM, other taxes and charges have extremely significant impacts upon the delivery of critical infrastructure and hence, the development of efficient settlement patterns. The provision of water service is a regulated service performed at arms length through a utility; however, wastewater service remains an unregulated service very closely linked to the provision of water. The funding of HRM's wastewater services is dependent upon a variety of taxes and fees. To support the outcomes of this Plan, these charges and fees must be examined to ensure they encourage long-term sustainable growth in HRM including in those areas where a community's ability to pay may be weaker and the potential benefits to HRM are more widespread than the local area. Such fees and charges under HRM by-laws such as the Trunk Sewer Charge, Sewer Development Charge, Local Improvement Charges, Pollution Control Charge and the Capital Cost Contribution (CCC) all contribute to the development and operation of the wastewater system. (The CCC must also be examined to determine whether other services might be included in the charges, for example transit). These charges all interact to allow for the funding of the various wastewater components.

To address other forms of taxation and charges, the Finance Functional Plan should consider:

1. investigating and identifying ways to integrate the funding of water distribution and wastewater services so as to ensure the most efficient development and use of that infrastructure;
2. reviewing and updating the various wastewater taxes, fees and charges under HRM by-laws to ensure they encourage the development patterns and infrastructure investments being proposed under this Plan; and
3. researching and assessing the impact on housing affordability of charges levied on lot development and home sales and purchases.

### 5.6.1.3 Broad Fiscal Policies

HRM can also improve its financial health through fiscal management of debt, reserves and capital. By focussing on long-term debt management, HRM can reduce overall financing and debt servicing costs. Setting aside resources to pay for future costs - reserves- can also benefit from better long range planning. Finally, 25 year capital planning and forecasting of demand can help ensure the capacity to pay for anticipated services and infrastructure.

To address broad fiscal policies, the Finance Functional Plan should consider:

1. establishing a 25 year debt plan with debt targets;
2. investigating the relationship of debt to growth to ensure both the most efficient allocation of resources and that stable patterns of growth are supported;
3. establishing a reserve framework which provides a rational structure for the development of reserves that is sensitive to various cost drivers such as growth or economic change;

4. establishing each reserve recommended under the Reserve Framework, even where funding is not immediately available. It should also provide regular estimates of the funding and balance targeted for each of its reserves and the resulting reserve gap;
5. investigating linking reserve allocations to changes in growth and other factors;
6. creating a long-term 25 year Forecast of Demand which allows HRM to investigate and model various funding options and strategies for both capital and operating budgets. This will include estimates of capital demand, related operational requirements and estimated available funding, both operational and capital, and will detail funding gaps that exist;
7. completing the State of the Physical Assets project. This information is an important element of any long-term asset recapitalization plan;
8. creating a long-term 25 year Capital and Operational Plan which is based on the Forecast of Demand and the growth scenarios of this Plan with required funding plans. This will require substantial revision to budgeting and planning systems and may require an extensive planning period to complete;
9. implementing the required Public Sector Accounting Board standards; and
10. advancing the economic and financial benefits of this Plan to other levels of government and seek to secure improved partnerships and funding arrangements.

#### 5.6.1.4 Financial Impact of Implementing the Regional Plan

The cost to provide the Plan's growth-related services over the next 25 years will be \$250 million less than under the expected Base Case. This benefit will be shared among HRM, other government levels and private property owners. The pressure for HRM to spend more money just to maintain the same level of service will then be reduced. It also means that HRM will also be able to provide more, and different types of services, more affordably. Although cost avoidance is anticipated over the long-term, there will be a considerable up-front investment. There are a number of options which might be explored so that this investment occurs, including:

1. re-prioritizing the Capital Plan to include greater transit investment;
2. extending the Capital Cost Contribution to transit infrastructure including the introduction of new transit lines as envisioned by this Plan;
3. allocating federal fuel transfers to transit; and
4. using future operating capacity freed up due to declining interest costs. This capacity is being created due to HRM's declining debt.

EC-22 HRM shall prepare a Finance Functional Plan to address issues concerning a revenue strategy and the financial impacts of implementing this Plan.

## CHAPTER 6: CULTURAL AND HERITAGE RESOURCES

### 6.0 INTRODUCTION

Cultural resources distinguish HRM and its communities from all others. Our culture and heritage form a significant part of our identity, create an intrinsic understanding of where we have come from, and enhance our quality of life. Collectively, these vital resources define the distinctive characteristics of HRM, develop an appreciation of our shared community values, contribute to HRM's economic and social vitality, add to people's quality of life, and play an essential role in cultural tourism. It is for these reasons that this Plan establishes strong, protective measures to promote their continued growth and vitality. HRM is committed to an integrated planning approach that considers cultural and heritage issues from a holistic perspective and throughout this Plan cultural and heritage resources are given special consideration.

This Chapter describes the fundamental land use principles considered important to effectively protect and enhance heritage and cultural resources. Although this Chapter focuses primarily on land use and HRM's physical assets, it also considers the cultural diversity and social heritage of HRM. These fundamental principles will be developed in greater detail in secondary planning strategies as well as in any applicable urban design guidelines and the Cultural Plan.

### 6.1 BUILT HERITAGE

Built heritage includes structures which contribute to an understanding of heritage and may reveal architectural, cultural, or social-political patterns of local history. Our built heritage is an integral part of the landscape. Heritage structures require recognition, special status and regulations to protect, maintain and restore or rehabilitate them for continued use. HRM will encourage this protection by adopting an expanded region-wide model for heritage protection, by strengthening heritage protection provisions at the community level, and by using a streetscape and district approach to heritage protection rather than looking only at individual buildings.

CH-1 When considering a development agreement application in connection with any municipally registered heritage property, a lot on which a municipally registered heritage building is situated, or a building, part of a building or building site within a heritage conservation district, HRM shall, in addition to the criteria established under the appropriate policies guiding the development agreement under the applicable secondary planning strategy, also give consideration to the following:

- (a) that any municipally registered heritage property covered by the agreement is not altered to diminish its heritage value;
- (b) that the development maintains the integrity of any municipally registered heritage property, streetscape or heritage conservation district of which it is part;
- (c) that significant architectural or landscaping features are not removed or significantly altered;

- (d) that the development observes, promotes and complements the street-level human-scaled building elements established by adjacent structures and streetscapes;
- (e) that the proposal meets the heritage considerations of the appropriate Secondary Planning Strategy as well as any applicable urban design guidelines;
- (f) that redevelopment of a municipally registered heritage property, or any additions thereto shall respect and be subordinate to any municipally registered heritage property on the site by:
  - (i) conserving the heritage value and character-defining elements such that any new work is physically and visually compatible with, subordinate to and distinguishable from the heritage property;
  - (ii) maintaining the essential form and integrity of the heritage property such that they would not be impaired if the new work was to be removed in the future;
  - (iii) placing a new addition on a non-character-defining portion of the structure and limiting its size and scale in relationship to the heritage property; and
  - (iv) where a rooftop addition is proposed, setting it back from the wall plane such that it is as inconspicuous as possible when viewed from the public realm; and
- (g) any other matter relating to the impact of the development upon surrounding uses or upon the general community, as contained in Policy IM-15.

#### 6.1.1 Development Abutting Registered Heritage Properties

The Halifax Secondary Planning Strategy contains criteria that new development adjacent to heritage properties must meet. While these criteria apply only within the Halifax Plan Area, the development of properties which abut federally, provincially or municipally registered heritage properties in all areas of HRM also warrants consideration. Policy EC-3 requires HRM to prepare a Regional Centre Urban Design Study that will be coordinated with the Heritage Functional Plan required in Policy CH-13. Once completed these plans will, among other things, address and clarify issues surrounding heritage protection and new development. In the interim, Policy CH-2 will provide guidance for development abutting heritage properties. It is not the intent of this policy to require that new development replicate the appearance of abutting federally, provincially or municipally registered heritage structures, but rather to require innovative design solutions that incorporate architecture, place-making, and material selection of the highest quality that are appropriate in relation to their abutting neighbours.

CH-2 For lands abutting federally, provincially or municipally registered heritage structures, HRM shall, when reviewing applications for development agreements, rezonings and amendments pursuant to secondary planning strategies, or when reviewing the provision of utilities for said lands, consider a range of design solutions and architectural expressions that are compatible with the abutting federally, provincially or municipally registered heritage structures by considering the following:

- (a) ensuring that new developments respect the building scale, massing, proportions, profile and building character of abutting federally, provincially or municipally registered heritage structures by ensuring that they:
  - (i) incorporate fine-scaled architectural detailing and human-scaled building elements within the pedestrian realm;
  - (ii) consider, within the pedestrian realm, the structural rhythm (i.e., expression of floor lines, structural bays, etc.) of abutting federally, provincially or municipally registered heritage structures; and
  - (iii) any additional building height proposed above the pedestrian realm mitigate its impact upon the pedestrian realm by incorporating design solutions, such as setbacks from the street wall and modulation of building massing, to help reduce its apparent scale;
- (b) the siting of new developments such that their footprints respect the existing development pattern by:
  - (i) physically orienting new structures to the street in a similar fashion to existing federally, provincially or municipally registered heritage structures to preserve a consistent street wall; and
  - (ii) respecting the existing front and side yard setbacks of the street or heritage conservation district including permitting exceptions to the front yard requirements of the applicable land use by-laws where existing front yard requirements would detract from the heritage values of the streetscape;
- (c) minimizing shadowing on public open spaces;
- (d) complementing historic fabric and open space qualities of the existing streetscape;
- (e) minimizing the loss of landscaped open space;
- (f) ensuring that parking facilities (surface lots, residential garages, stand-alone parking and parking components as part of larger developments) are compatible with abutting federally, provincially or municipally registered heritage structures;
- (g) placing utility equipment and devices such as metering equipment, transformer boxes, power lines, and conduit equipment boxes in locations which do not detract from the visual building character or architectural integrity of the heritage resource;
- (h) having the proposal meet the heritage considerations of the appropriate Secondary Planning Strategy, as well as any applicable urban design guidelines; and
- (i) any other matter relating to the impact of the development upon surrounding uses or upon the general community, as contained in Policy IM-15.

For the purposes of Policy CH-2, the following definitions apply:

1. "Abutting" means adjoining and includes properties having a common boundary or a building or buildings that share at least one wall. Properties are not abutting where they share only one boundary point as opposed to a boundary line.
2. "Building scale" means a building's size relative to another building's size, or the size of one building's elements relative to another building's elements.

3. "Massing" means the way in which a building's gross cubic volume is distributed upon the site, which parts are higher, lower, wider, or narrower.
4. "Proportion" means the relationship of two or more dimensions, such as the ratio of width to height of a window or the ratio of width to height of a building or the ratio of the height of one building to another.
5. "Profile" means a building's cross-sectional shape or the shape of its outline.
6. "Building character" means the combined effect of all of the architectural elements of a building or a group of buildings.
7. "Human-scaled building elements" means a range of building details from small (masonry units, doorknobs, window muntins, etc.) to medium (doors, windows, awnings, balconies, railings, signs, etc.) to large (expression of floor lines, expression of structural bays, cornice lines, etc.).
8. "Street wall" means the vertical plane parallel to the street in which the front building facades of the majority of the buildings along a street are located.
9. "Pedestrian realm" means the volume of space enclosed by the horizontal plane of the street and sidewalks, and the vertical planes of the facing streetwalls. The height of this volume is determined by the height of the base of the adjacent buildings as defined by a major cornice line or by the point at which a building's massing is first stepped-back from the streetwall. Where cornice lines or setbacks do not exist, the height will be generally two to five stories, as appropriate.

## 6.2 CULTURAL LANDSCAPES

Cultural landscapes are geographic areas which have been modified, influenced or given special cultural meaning. These cultural landscapes provide opportunities for the interpretation and understanding of important historical settings and past patterns of land use. Examples may include a burial ground, historical garden or a larger landscape reflecting human intervention, such as the pastures of the Musquodoboit Valley, the Shubenacadie Canal, or the Bedford Barrens.

The cultural heritage, natural environmental resources and recreational opportunities of our landscapes contribute to our quality of life as well as to vital tourism revenues for local communities. For these reasons, it is preferable that these assets remain accessible to the public and that our scenic landscapes of historic canals, riverside farms, wooded areas and coastal villages are conserved for future generations. Additional measures intended to maintain the natural heritage of HRM are contained in Chapter 2.

### 6.2.1 Cultural Heritage Model

In cooperation with the Heritage Division of the Nova Scotia Department of Tourism, Culture and Heritage, HRM has developed an initial cultural landscape inventory called the Cultural Heritage Model of HRM. The inventory presents a baseline of information representing the cultural heritage of HRM, and is intended to provide a basis for communities preparing secondary planning strategies to create local inventories of important heritage sites, scenic views and significant landscapes. The model identifies various types of cultural landscapes including culturally significant river and coastal corridors such as the Shubenacadie, Musquodoboit and Sackville Rivers, which served as major trade routes for the Mi'kmaq, as well as coastal communities such as Hubbards, Duncan's Cove, Ketch Harbour and Eastern Passage.

The management and preservation of cultural and heritage resources is linked to early and effective identification at the community planning level. These processes often rely on community knowledge as well as access to archival and documentary resources. In this regard, the importance of protecting and managing documentary heritage must also be recognized.

CH-3 HRM shall adopt the Cultural Heritage Model<sup>31</sup> as a framework to assist in the preservation of cultural landscapes during the secondary planning process. The Model shall consider lands identified on the Cultural Significance Map (Map 10).

CH-4 In recognition of its regional significance, HRM shall, through secondary planning processes involving lands adjacent to the Shubenacadie Canal, consider and evaluate the potential impact of development on the visual quality, cultural and historic value and natural environmental resources of the Shubenacadie Canal.

### 6.2.2 Scenic Views

Scenic resources are an important component of the cultural and heritage values of HRM. Significant views such as those from Citadel Hill and the Dartmouth Common to Halifax Harbour are of regional significance, and are already protected at the community planning level. Additional scenic views of Halifax Harbour will be considered through secondary and other associated planning processes. This Plan reinforces the importance of these views to the cultural identity of HRM, and seeks to extend these protections to other regionally significant views throughout HRM as identified through the Cultural Landscape Model for HRM.

Scenic views also include the gateways to HRM communities, often described as "the view from the road". These scenic entry routes should encompass the outstanding natural features and picturesque landscape qualities of the area. To retain scenic views and culturally significant landscapes, such as the Northwest Arm of Halifax Harbour, prominent coastal headlands and coastal

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<sup>31</sup> Environmental Design Management (EDM) Limited. *Model for Assessing Cultural Heritage Values in the Halifax Regional Municipality*. April, 2005. Halifax.

villages, HRM will consider identifying and preserving views as a component of cultural landscapes. In these areas, measures will be taken to preserve the integrity of the scenic views and cultural landscapes of a community.

CH-5 HRM shall support views and viewplane policies and regulations adopted under the Halifax Secondary Planning Strategy and Halifax Peninsula Land Use By-law and the Downtown Dartmouth Secondary Planning Strategy and Downtown Dartmouth Land Use By-law. These shall not be relaxed by way of any land use regulation or development agreement process. Any alteration shall only be considered as an amendment to this Plan.

CH-6 HRM shall, when considering any alteration to the Armdale Rotary, consider maintaining the current views of the Northwest Arm from St. Margaret's Bay Road, Chebucto Road and Joseph Howe Drive.

### 6.2.3 Archaeological Resources

Archaeological resources are the remains of any building, structure, activity, place or cultural feature or object that, because of the passage of time, is on or below the surface of land or water and is of significance to the understanding of the history of a people or place. These sites are protected under provincial legislation, the *Special Places Protection Act*, which regulates the destruction, alteration or removal of archaeological resources from these sites.

In conjunction with the Heritage Division of the Nova Scotia Department of Tourism, Culture and Heritage, HRM has prepared the Areas of Elevated Archaeological Potential Map (Map 11) to identify areas with high potential to contain archaeological resources from the period of time preceding European settlement. The development of these sites could present a significant risk to archaeological resources. If these sites are recognized and appropriately addressed prior to development taking place, adverse consequences can be mitigated and archaeological resources preserved.

HRM has also cooperated with the Provincial Heritage Division to map additional sites of potential significance based on HRM's European heritage. Street maps of Dartmouth and Halifax (circa 1864) have been supplied to HRM by the Provincial Heritage Division to assist in the prediction of potential archaeological resources. For other areas, HRM will seek the cooperation of the Provincial Heritage Division to conduct further research necessary to create predictive maps for archaeological resources. A list of potential archeological resource areas will help ensure appropriate measures are taken to protect significant archaeological resources where excavation is proposed in accordance with applicable requirements under the *Special Places Protection Act*.

CH-7 HRM shall, through the applicable land use by-law, establish a Potential Archaeological Resource Areas Schedule. The by-law shall require that, where excavation is necessary in connection with a development within areas identified on the schedule, applications be referred to the Provincial Heritage Division for any action it deems necessary with respect to the preservation of archaeological resources in accordance with provincial requirements.



### 6.3 SECONDARY PLANNING STRATEGIES

Through secondary planning strategies and other appropriate means, HRM should retain, preserve, rehabilitate and restore sites, streetscapes, structures and conditions (for example views), which impart a sense of the community's heritage. The focus will be on structures that are relevant to important occasions, eras, or personages, that are architecturally significant, or are of significant age. Where appropriate, to assure the continuing viability of such areas, sites, streetscapes, structures, or conditions, suitable re-uses may be encouraged.

CH-8 To protect HRM's built heritage and cultural landscapes, HRM shall, through secondary planning strategies or other appropriate means, consider:

- (a) designating historically significant buildings, sites, streetscapes and conservation districts for heritage protection;
- (b) using Heritage Conservation Districts as a means to protect and promote the unique built and visual heritage features throughout HRM, and implement incentive programs for those designated Heritage Districts;
- (c) developing heritage design guidelines that complement the heritage character of an area;
- (d) identifying key sites within the Regional Centre where opportunities for exceptional new architecture can be pursued while respecting the heritage character of the surroundings;
- (e) developing mapping and inventories of heritage buildings based on building age, architectural significance, historic events or persons;
- (f) developing mapping, inventories and policies in support of the preservation of cultural landscapes, including, but not limited to:
  - (i) scenic views, and sites of potential archaeological significance;
  - (ii) areas representative of the cultural origins, social heritage and ethnic diversity of local communities;
  - (iii) cemeteries and places of worship;
- (g) strategies for the development of central public spaces and amenities for performing arts, visual arts, and heritage activities, for the incorporation of arts and culture facilities into new civic developments, and for the incorporation of public art, horticultural elements, monuments and commemorative markers into new development;
- (h) strategies to encourage the reuse, restoration, and retention of registered heritage properties and throughout HRM, including but not limited to:
  - (i) allowing for a relaxation of zoning requirements for registered heritage properties, such as setback or side yard provisions, permitted uses, or parking requirements, where it can be demonstrated that current limitations are an impediment to the revitalization, rehabilitation, and ongoing use of the property;

- (ii) allowing for a relaxation of building code requirements through the application of the Alternate Compliance Methods of the *Nova Scotia Building Code Regulations*; and
  - (iii) amending zoning requirements to better reflect the traditional form and placement of heritage buildings and the streetscape typology of the neighbourhood;
- (i) preserving heritage buildings and areas when undertaking municipal public works;
  - (j) prior to selling or otherwise disposing of any surplus municipal property which may have heritage significance, carrying out an evaluation of the property to determine the level of significance, if any. Where the surplus property is of significance, measures should be undertaken to ensure the retention of the building to the greatest reasonable extent through heritage registration, restrictive covenants or other appropriate means;
  - (k) requiring that any applicant for redevelopment of a registered heritage property adjacent to a heritage property, or for development within a heritage district, prepare a heritage impact statement that describes impacts of the development on heritage areas;
  - (l) measures to protect significant viewplanes;
  - (m) identifying scenic entry routes;
  - (n) requiring that if registered heritage properties or structures within a heritage conservation district must be replaced due to age, fire or forces of nature, there be flexibility within the review process to allow reconstruction on the original building footprint and in the original building form by permitting relief from building setbacks, height restrictions, or other conditions that would otherwise change the new structure's location or historic form; and
  - (o) adopting policies to permit incentive or bonus zoning which provide for the preservation and sustainability of heritage buildings.

CH-9 Further to Policies CH-5 and CH-8, HRM shall also identify and protect regionally significant views as a component of cultural landscapes through secondary planning strategies and other planning processes.

CH-10 To protect scenic views as a component of cultural landscapes, HRM shall, through the secondary planning process, consider developing guidelines for:

- (a) scenic lookouts, information and directional signs to important urban and rural cultural, heritage, environmental and tourism destinations;
- (b) the protection of views to natural and cultural heritage features, mature trees and roadside vegetation along and beyond the road right-of-way; and
- (c) coordination with private landowners and the provincial government regarding landscaping, berming, pathways and other features.

CH-11 Further to Policy CH-10, HRM shall, through the secondary planning process, refine and consider the preservation of significant cultural landscapes, and culturally significant coastal villages and their landscapes through mechanisms such as management plans, land use

designations, architectural design guidelines, direct purchase, lease, conservation easements or other means available under the authority of applicable provincial legislation.

## 6.4 HERITAGE CONSERVATION DISTRICTS

HRM should pro-actively capitalize on the provisions of the *Heritage Property Act* which enables HRM to designate an area as an Heritage Conservation District. This allows HRM to protect and enhance the special building character-defining elements and cultural heritage value of groups of properties, streetscapes and areas. The purpose of a Heritage District designation is to encourage investment in restoration and rehabilitation and improve property values. HRM does not presently have any designated Heritage Conservation Districts. The designation of such districts will be a priority in the preparation of secondary planning strategies.

To strengthen protection of built heritage, amendments to the *Heritage Property Act* are required. These amendments would decrease the chances of unnecessary demolition and clarify the types of incentives which HRM could use to protect built heritage.

## 6.5 FUNCTIONAL PLANS

### 6.5.1 Cultural Functional Plan

Culture is about the past, the present, and the future. It is about creative expression and lifelong learning, and it is about community identity and a sense of place. HRM's aim is to reinforce cultural assets as functional components of HRM's urban and rural environments and to foster their continued contribution to the character, diversity, civic pride and economic development of the region. The history of cultural development in HRM and extensive community consultations acknowledge the importance of the following seven pillars of culture:

1. Heritage - The history of people and places reflected in built, natural, and social history assets.
2. Arts - The creative products and expressions that are a reflection of culture.
3. Community Design - The creative design of open spaces, buildings, streets, amenities, and neighbourhoods.
4. Life long learning - Access to learning and cultural understanding.
5. Community Diversity - Awareness, understanding and appreciation of diverse communities, neighbourhoods, and people and their traditions and customs.
6. Leisure and Celebration - Civic events and festivals, social gatherings and sport, food and drink and local food production and celebration.
7. Economic development - Cultural investment for long-term economic and community development.

The Cultural Functional Plan considers:

1. enhancing the provision of cultural services and partnerships with other levels of government, community organizations, and private sector for greater collaboration and resource allocation and management in developing the arts and culture sector and communities;
2. enhancing cultural access and community equity including: arts and culture events, public art, cultural facilities and infrastructure, civic places and spaces, and interpretive opportunities;
3. enhancing recognition, promotion and development of community character through urban design, diversity initiatives and immigration support, and heritage and arts development;
4. encouraging life-long learning and creative development and expression through arts and culture programs (for all ages), performing and visual arts spaces and facilities, opportunities for professional artists to work in HRM; and
5. investing strategically in cultural development to support social and economic vitality through development of a cultural funding framework and decision-making criteria, evaluation indicators and progress measures, an equitably balanced approach to rural, urban, and suburban cultural development, cultural asset and information management, and infrastructure enhancement.

CH-12 HRM should review its Cultural Functional Plan to support a strategic approach to the provision of cultural services, facilities, programs and investment.

### 6.5.2 Heritage Functional Plan

A comprehensive Heritage Functional Plan is necessary to recognize, protect and promote important urban, rural, and coastal cultural landscapes, buildings and other significant places. The Heritage Functional Plan will develop policies, strategies and programs to protect and enhance built, cultural and natural heritage by encouraging conservation, preservation, and sustainable use. The Functional Plan will include a series of specialized studies and plans that will establish regional operational guidelines to achieve desired outcomes. Through the Heritage Functional Plan, HRM will also ask the Province to amend the *Heritage Property Act* to provide increased municipal authority to enact regulations regarding building demolition, heritage conservation easements and tax incentives for the preservation of heritage properties, such as charitable donation status for the granting of preservation easements, and restrictive covenants for the preservation of registered heritage properties. Requests for amendments should include specific efforts to expand the length of the current one year protection-from-demolition provision.

The Heritage Functional Plan should consider:

1. coastal and rural community cultural landscape and built heritage analysis, inventory and mapping;
2. urban and suburban area cultural landscape and built heritage analysis, inventory and mapping;

3. built heritage asset monitoring and performance measures to maintain and expand inventories of registered heritage properties;
4. financial incentives including grants, tax exemptions, credits and loans;
5. non-financial incentives, such as stream-lining permit approvals, complementary public works, permit fee reduction or waiver, building code alternatives, plaques and recognition awards, zoning adjustments, density bonuses, density transfer and variances;
6. regulatory incentives, such as: conservation easements, heritage district designations, heritage plans, sub-area plans, urban and commercial design standards, and community and neighbourhood design guidelines;
7. regulatory barriers and disincentives to heritage preservation;
8. requesting the Provincial government create guidelines and training workshops to assist developers, contractors and on-site workers in the recognition and reporting of potential archaeological resources discovered during construction;
9. the creation of a cooperative program with the Provincial government to create an inventory of cemeteries and abandoned cemeteries;
10. supporting the continued research, identification and designation of heritage conservation districts;
11. preparing appropriate regulatory standards and design guidelines to protect and conserve their special character;
12. requesting the Province to identify the age of buildings in potential heritage conservation districts or to provide the Municipality with access to provincial property assessment data concerning the age of buildings;
13. requesting the Province to consider amendments to the *Heritage Property Act* to provide increased municipal authority to enact regulations regarding building demolition;
14. strategies to recognize, protect and promote documentary resources to assist with the identification, management and preservation of cultural and heritage resources;
15. the requirements of the Cultural Functional Plan; and
16. the potential of HRM real estate assets and business strategies (acquisition, leasing and sale) to support the conservation of heritage and cultural assets.

CH-13 HRM shall prepare a Heritage Functional Plan to develop policies, strategies and programs to protect and enhance built, cultural and natural heritage by encouraging conservation, preservation, and sustainable use.

# CHAPTER 7: WATER, WASTEWATER, UTILITIES AND SOLID WASTE

## 7.0 INTRODUCTION

This Plan offers the opportunity to substantially reduce costs associated with constructing and operating infrastructure through directing growth to appropriate locations and anticipating future infrastructure requirements. This allows all stakeholders in community building to develop plans for effective service delivery well in advance of when they will be needed. The resulting efficiencies can achieve savings which support a higher quality of life for residents of HRM. This Chapter lays out policies and programs in support of more effective service delivery relating to a broad spectrum of services including water supply, wastewater management, stormwater management, solid waste management, communications and energy.

## 7.1 INFRASTRUCTURE CHARGES

To help facilitate planned growth without imposing an excessive financial burden on taxpayers, HRM intends to recover infrastructure related costs associated with new growth by using infrastructure charges in accordance with the provisions of the *Municipal Government Act*. Recovery of infrastructure charges will enable the Municipality to allocate the costs associated with new infrastructure to developers and subdividers deriving servicing benefits from the new infrastructure.

In 2002, HRM amended all secondary planning strategies and subdivision by-laws to provide for infrastructure charges, and also adopted the Capital Cost Contribution Best Practice Guide as the methodology for determining infrastructure charges. This methodology built upon a model already in place by the Halifax Regional Water Commission which directs costs to the beneficiary. Under this approach a Charge Area is defined where the developer's cost is based on the demand for new services that is created by new development within that area, and HRM's cost is based on the demand created by existing development.

SU-1 HRM shall, through the secondary planning process, determine the costs and charges associated with new infrastructure for new development and, through the Subdivision By-law, define Charge Areas relating to infrastructure charges.

## 7.2 URBAN SERVICE AREAS

This Plan seeks to focus development in areas where water distribution and wastewater systems can be provided in a cost-effective manner with consideration given to both capital and operating costs. HRM also seeks to support a competitive housing market by maintaining a 15 year supply of serviced lands.

- SU-2 HRM shall establish an Urban Service Area under the Subdivision By-law to designate those areas within the Urban Settlement Designation and the Harbour Designation, or as otherwise determined under Policy IM-18, where municipal wastewater and water distribution systems are to be provided. The Area shall initially include all lands within existing service boundaries established under secondary planning strategies at the time of adoption of this Plan. Lands within the Urban Service Area shall only be developed with municipal wastewater and water distribution systems. Any service boundary established under existing secondary planning strategies shall be replaced by the Urban Service Area boundary.
- SU-3 HRM shall, through the applicable land use by-law, establish an Urban Settlement Zone to encompass lands that are within the Urban Settlement Designation but outside the Urban Service Area. This zone shall permit single unit dwellings serviced with on-site sewage disposal systems and wells on two hectare lots on existing roads, public parks and playgrounds.
- SU-4 HRM may monitor the amount of wastewater generated and discharged by new and existing development within the Urban Service Area to determine whether the capacity of any system is at risk of being exceeded. If monitoring indicates that capacity is at risk of being exceeded, HRM shall consider measures to address the situation, including restricting development. Capacity in this case means the capacity of the municipal services systems as established by the appropriate regulatory body in accordance with provincial or federal regulations.
- SU-5 Further to Policy IM-9, within the Urban Settlement designation, HRM shall consider requests to amend the Urban Service Area. When considering any expansion of the Urban Service Area, HRM shall have regard to the following:
- (a) that a Community Visioning exercise has been undertaken in accordance with Policy G-11 and a Secondary Planning Strategy for the lands to be included within the Urban Service Area has been adopted by HRM except that this requirement may be waived where, in the opinion of HRM, the proposed extension represents a minor adjustment to the Area;
  - (b) the financial ability of HRM to absorb any costs relating to the extension;
  - (c) that the lands are within a reasonable distance of existing infrastructure and sufficient capacity exists within the system;
  - (d) the impacts on natural heritage and availability of existing or committed infrastructure, impacts on density targets, and agricultural capability ;
  - (e) compliance with buffer and distance separation policies and regulations for natural resource activities within the Urban Settlement Designation;
  - (f) impacts on the natural environment and cultural features;
  - (g) existing or potential drainage or pollution problems;
  - (h) the interconnection of urban areas;
  - (i) watershed or sub-watershed studies are completed as per Policy E-17;

- (j) that the lands are adjacent to an existing subdivision serviced with municipal wastewater and water distribution systems;
- (k) that an infrastructure charge area is established, if appropriate; and
- (l) the sufficiency of community services in the area and the ability to expand community services to meet future needs.

Prior to the adoption of this Plan, HRM initiated planning studies to consider new communities serviced with municipal wastewater and water distribution systems. One community, known as Bedford West, encompasses lands on the west side of the Bicentennial Highway, in the vicinity of the Hammonds Plains and Kearney Lake Roads. A similar process has also been initiated for the community of Morris-Russell Lake. In the event that HRM approves secondary planning strategies for these communities, amendments to the Subdivision By-law will also be adopted to authorize the extension of municipal services.

SU-7 Notwithstanding Policies S-3 and SU-5, where secondary planning strategies have been adopted to allow for the development of the Bedford West or Morris-Russell Lake communities, the Subdivision By-law shall be amended to expand the Urban Service Area in accordance with a phasing plan adopted under the Secondary Planning Strategies, provided that an infrastructure charge area is established for those areas. Similarly, the zoning shall be amended as appropriate in accordance with the applicable Secondary Planning Strategy.

SU-8 Notwithstanding Policy SU-2, the portions of the Bedford West community under the Halifax Secondary Planning Strategy shall not be included within the Urban Service Area. The extension of services to these lands shall be considered in accordance with Policy SU-7. In the interim, to recognize the existing development rights of these lands, HRM shall through the Subdivision By-law and the Land Use By-law for the Halifax Mainland Area, provide for the subdivision and development of these lands in accordance with the Two-Family Dwelling (R-2) Zone of the Land Use By-law for the Halifax Mainland Area.

The Sackville Trunk Sewer currently overflows to the Sackville River during periods of high rainfall and wet weather. Notwithstanding, it is anticipated that HRM will extend the trunk sewer along Sackville Drive to the Lively Subdivision in Middle Sackville in response to public health issues. The route of the proposed trunk sewer passes in front of the proposed Suburban Local Centre for Middle Sackville, but the land within the Centre is outside of the existing service boundary. Allowing undeveloped bulk lands on the west side of Sackville Drive to develop on services will minimize development along Sackville Drive with numerous single driveways, will provide more immediate funding for the trunk sewer in the form of local improvement charges, and will allow development to proceed in a manner that is more consistent with the intent of the Urban Settlement designation.

Due to the over flows that are currently experienced in the Sackville Trunk Sewer, extensions to the service boundary must either have development rights that are contingent on available sewer capacity, or must be off-set by restricting an equivalent amount of development within the existing



boundary. Lands within the boundary that are restricted from developing may eventually be developed if capacity becomes available in the sewer system.

SU-9 HRM shall, through the Sackville Land Use By-law, establish a CDD (Comprehensive Development District) Zone over a portion of PID No. 41071069 and the whole of PID No's. 40281479, 40875346, 41093733, 40695504, 41089012 and 41089004 located in Middle Sackville. Consideration may be given to allow for the extension of municipal wastewater and water distribution services to these properties to allow for a residential subdivision if a development agreement has been entered into with HRM. In considering approval of a development agreement, HRM shall have regard to the following matters:

- (a) the types of land uses to be included in the development and that, where the development provides for a mix of housing types, it does not detract from the general residential character of the community;
- (b) that adequate and useable lands for community facilities are provided;
- (c) any specific land use elements which characterize the development;
- (d) the general phasing of the development relative to the distribution of specific housing types or other uses;
- (e) that the development is capable of utilizing existing municipal trunk sewer and water services without exceeding capacity of these systems;
- (f) the provisions of Policies S-2 and SU-5;
- (g) that a sewage flow monitoring program is established for the development and that provisions are made for its phasing in relation to achieving sewage flow targets;
- (h) that the sewage flow monitoring program proposed by the developer for implementation under clause (g) addresses, in a form acceptable to HRM, target sewage flows to be achieved in relation to development phasing and the method, duration, frequency and location of monitoring needed to verify that target sewage flows have been achieved;
- (i) provisions for the proper handling of stormwater and general drainage within and from the development; and
- (j) any other matter relating to the impact of the development upon surrounding uses or upon the general community, as contained in Policy IM-15.

SU-10 Notwithstanding Policy IM-9, HRM shall include within the Urban Settlement Designation and Urban Service Area approximately 21 hectares of undeveloped land within PID No's. 40281479 and 40875346, located in Middle Sackville along the west side of Sackville Drive in Middle Sackville. In considering approval of a development agreement for these lands pursuant to Policy SU-9, HRM shall have regard to the criteria specified in Policy SU-9 with the exception of items (f), (g) and (h). Further, to recognize the existing development rights on the portion of these lands which abut Sackville Drive, HRM shall through the Land Use By-law for Sackville, provide for the development of these lands as shown on approved final plan of subdivision file no. 19980686-19-F in accordance with the Rural Residential (R-6) Zone of the Land Use By-law for Sackville.

Establishing new municipal wastewater systems may be an option in areas not located adjacent to an existing Urban Service Area. Consideration of such new systems should be given to those centres situated along the coast which have the potential to discharge into a marine environment, such as Hubbards, Porters Lake and Musquodoboit Harbour. In cases where a wastewater system is provided, a water distribution system should also be provided. It is also recognized that other centres may be faced with water supply problems, therefore in the future, even when wastewater systems are not required, water distribution systems may be considered provided a wastewater management program is established. Further study of these centres is required to determine the potential of wastewater and water systems and the associated costs to HRM and affected residents if provided.

SU-11 During a review of secondary planning strategies for Planning Districts 1 and 3 (St. Margarets Bay), Planning Districts 8 and 9 (Lake Echo/Porters Lake) and Eastern Shore West, HRM shall conduct further study into the potential of providing municipal wastewater, stormwater, and water distribution systems within the Hubbards, Porter's Lake and Musquodoboit Harbour centres.

### 7.3 RURAL SERVICES

The capability of the land to support rural settlement throughout the Rural Commuter, Rural Resource, and Agricultural Designations (refer to Chapter 3) is constrained to varying degrees by soil, surface water, and groundwater conditions for development. The *Options for On-site and Small Scale Wastewater Management Study*<sup>32</sup> concluded that there are very few inland communities where a municipal wastewater system can be developed. This is due to low flows in river systems during the summer months and provincial requirements for both the dilution of treated wastewater as well as the removal of phosphorous from wastewater that rely on land-based effluent dispersal. However, alternative treatment technologies may be feasible for servicing the levels of wastewater expected from the centres, including those inland from the coast.

Similarly, there are areas with varying degrees of groundwater quality because of the predominant geology. Most areas of HRM require some mitigation of groundwater quality. Others have a higher risk for groundwater quality problems due to the presence of radio nuclides, base metals or contamination from former mining operations.

#### 7.3.1 Water Service Areas

Although this Plan encourages a more compact urban form in which development is serviced with wastewater and water distribution systems, this Plan recognizes that there are already in existence some developments serviced with a water distribution system and on-site sewage disposal systems.

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<sup>32</sup> Land Design Services, Ekistics Planning and Design, John Zuck and Associates and Spatial Metrics Atlantic. *Halifax Regional Municipality Options for On-site and Small Scale Wastewater Management*. 2004. Halifax.

Prior to amalgamation in 1996, the former Halifax County Municipality was allocated a portion of the Pockwock and Lake Major water supplies. HRM intends to recognize the existing Water Service Districts and refer to them as Water Service Areas under the Subdivision By-law. While the establishment of new Water Service Areas is important in supporting the settlement form established in this Plan, HRM should also endeavour to complete the installation of water services within the previously established Water Service Districts.

Water service boundaries were established to limit where water services would be permitted. The boundaries also served to respond to concerns that extending water distribution systems to rural areas would increase the pace of development thereby straining limited community services and possibly reducing the performance of the water distribution system to unsatisfactory levels. These concerns remain and HRM will therefore only allow for further extensions in accordance with the policies which follow.

SU-12 In recognition of the existing Water Service Districts under the Halifax County Municipality Subdivision By-law, HRM shall, through the Subdivision By-law, establish Water Service Areas within which development shall be permitted which is serviced by a public water distribution system but without a municipal wastewater system. Within these areas, a water distribution system shall be required to service all new subdivisions located adjacent to an existing water distribution system where a new or extended public street or highway is proposed. Further, no water distribution system shall be permitted to extend outside of a Water Service Area.

SU-13 HRM may consider establishing new Water Service Areas, subject to the financial ability of HRM to absorb any related costs, provided a wastewater management plan is also considered in accordance with Policy SU-20, if:

- (a) the area is within a Rural Commuter, Rural Resource or Agricultural centre and it has been determined through a secondary planning process that new growth is to be encouraged in this area;
- (b) an Open Space Design development is proposed within a Rural Commuter, Rural Resource or Agricultural centre pursuant to Policy S-16;
- (c) the lands are adjacent to an existing Water Service Area and an Open Space Design development is proposed within an Urban Reserve designation pursuant to Policies IM-18 and S-16; or
- (d) a study has been prepared by a qualified person verifying that there is a water quality or quantity problem in an existing community that cannot reasonably be rectified by an alternative means.

SU-14 HRM may consider expanding existing Water Service Areas to existing communities, subject to the financial ability of HRM to absorb any costs related to the expansion, if:

- (a) the lands are in proximity to a trunk water main planned or constructed by the Water Commission to improve the performance of the water distribution system;
- (b) a study has been prepared by a qualified person verifying that there is a water quality or quantity problem that cannot reasonably be rectified by an alternative means; or
- (c) there are environmental concerns related to the long-term integrity of on-site sewage disposal systems and a wastewater management plan is also considered in accordance with Policy SU-20.

SU-15 Further to clause (a) of Policy SU-14, where the Water Commission has identified a need for trunk water mains, to enhance the reliability of existing water distribution systems, HRM shall consider amending the Water Service Area to include lands around the following mains upon determining their alignment and width:

- (a) between Middle Sackville and Beaver Bank; and
- (b) between Hammonds Plains Road and Sackville Drive east of Lucasville Road.

The Enfield and Dutch Settlement communities are not located near an existing Water Service Area owned by the Halifax Regional Water Commission. However, both communities are close to a water distribution system that is owned and maintained by the Municipality of East Hants. Some residents of these areas experience poor water quality and quantity and are now on a private water distribution system. To address these concerns and the uniqueness of the situation, HRM and the Halifax Regional Water Commission need to work with East Hants to investigate options for providing Enfield and Dutch Settlement with a water distribution system.

SU-16 HRM shall, through the secondary planning process, investigate options to extend a water distribution system to the Dutch Settlement and Enfield communities. In doing so, HRM shall seek the cooperation of the Municipality of East Hants. No water distribution system shall be extended to these communities unless a Water Service Area has been established in accordance with Policy SU-13.

### 7.3.2 On-site Sewage Disposal Systems

As stated in section 3.5.1, HRM is establishing a priority on the development of Open Space Design residential communities which will be serviced by communal on-site sewage disposal systems within those areas of the Rural Commuter, Rural Resource and Agricultural designations which are not serviced with municipal wastewater and water distribution systems. Provincial regulations allow for communal on-site sewage disposal systems, subject to approval of a management plan. A management plan must contain measures to ensure land owners are responsible for the maintenance of these systems.

Malfunctioning on-site sewage disposal systems cause bacteria and other contaminants to enter groundwater and surface water which may pose health risks and cause environmental degradation. Contamination has resulted in closures to swimming and shellfish harvesting and has increased the eutrophication process of lakes and estuaries. HRM intends to request the Province to enforce its mandate to protect the environment by undertaking an on-site sewage disposal system inspection program<sup>33</sup> and to require homeowners to install devices which can extend the life of, or improve the performance of on-site systems.

SU-17 HRM shall encourage, where appropriate soil conditions exist, the development of open space design developments serviced by communal on-site sewage disposal systems on lands within the Rural Commuter, Rural Resource and Agricultural Designations, provided that the systems comply with the requirements of the Nova Scotia Department of Environment and Labour.

SU-18 HRM shall, through secondary planning processes, consider the potential for establishing Wastewater Management Districts within Rural Commuter, Rural Resource and Agricultural Centres.

SU-19 HRM may consider establishing Wastewater Management Districts in areas that have failing on-site sewage disposal systems that cannot be remediated on-site.

The risk of inadequate performance of on-site sewage disposal systems in areas which are serviced with a central water supply is of grave concern to HRM. According to the Dillon Consulting HRM *Water Resource Management Study*<sup>34</sup>, there is a higher degree of risk of on-site sewage disposal system failure in areas serviced with central water because the unlimited source of water can cause hydraulic overloading.

Regular maintenance would reduce the risk of failure. This might be achieved by adopting a by-law that requires regular system maintenance of private on-site sewage disposal systems or by establishing Wastewater Management Districts in which funds are collected from owners within the district for system maintenance. Financing for system maintenance might also be included in the cost of providing central water.

SU-20 To protect public health and the environment, HRM shall investigate a means to ensure that on-site sewage disposal systems are maintained. Without limiting the generality of the foregoing, consideration shall be given to adopting a maintenance by-law, establishing Wastewater Management Districts and establishing a funding mechanism with the Water Commission administering a waste water management fee as approved by HRM.

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<sup>33</sup> Dillon Consulting Ltd. 2002.

<sup>34</sup> Dillon Consulting Ltd. 2002. Ibid

### 7.3.3 Private Wells

The Municipality seeks to ensure that development in rural areas has an adequate and sustainable water supply. Until the mid 1980's, the Province required hydrogeological assessments to be conducted before recommending subdivision approval but this requirement was later relaxed to mandate that well drillers conduct a pump test on individual lots after subdivision approval had been granted. This test does not assess long-term sustainable yield of a larger subdivision with many lots or any potential impact on existing wells in adjacent subdivisions.

Hydrogeological studies can address these broader issues and whether the groundwater conforms with health standards, such as those established under the Canadian Drinking Water Guidelines. Currently there is no legislative authority for as-of-right subdivisions under the *Municipal Government Act* to allow municipalities to require a hydrogeological assessment as a condition to granting subdivision approval.

SU-21 HRM shall request that the Nova Scotia Provincial Government amend the *Municipal Government Act* to grant HRM the authority to require a hydrogeological assessment for lots serviced with well water as a condition for granting as-of-right subdivision approval. If such amendment is enacted, HRM shall consider amending the Subdivision By-law to require hydrogeological assessments as a condition of subdivision approval.

## 7.4 SOLID WASTE/RESOURCE MANAGEMENT

### 7.4.1 The Integrated Resource Management Strategy

Prior to amalgamation, an Integrated Resource Management Strategy<sup>35</sup> (IWMS) was adopted by all four municipal units. The Strategy established an objective of diverting 88% of solid waste generated in HRM from the solid waste management facility at Otter Lake and guides HRM in its management of solid waste issues. The Strategy is comprised of a number of components which must be implemented including reducing waste, recycling, reusing waste materials, composting and managing construction and demolition waste. In 1996 Regional Council approved the IWMS as adopted by the four municipal units, and adopted a IWMS Implementation Plan with the objective of 60% diversion of solid waste generated in the HRM.

To facilitate the safe production, distribution and use of compost material, guidelines have been adopted for establishing and operating commercial, municipal, and industrial composting facilities and for the testing and classifying of the finished compost product. All composting facilities, except for personal composting operations, are required to obtain a composting permit from the Province and each facility must satisfy the requirements of the composting guidelines.

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<sup>35</sup> Community Stakeholder Committee (CSC). *An Integrated Waste Resource Management Strategy for Halifax County/Halifax/Dartmouth/Bedford*. Adopted in Principle, March 25, 1995

To support the waste management strategy, composting operations are permitted in a number of zones throughout HRM, under secondary planning strategies and land use by-laws, subject to locational criteria contained within the applicable land use by-laws and compliance with provincial guidelines.

Construction and demolition (C&D) waste is another key component of the IWMS. In 1998 HRM adopted objectives for a C&D Waste Management Strategy that supports the following objectives of the IWMS: to maximize recycling of C&D waste, increase economic activity and value added processing, provide for proper disposal of C&D waste that cannot be recycled, and minimize impacts from C&D transfer, processing and disposal operations.

In 2001, HRM adopted the C&D Materials Recycling and Disposal License By-law (By-law L-200) to regulate C&D disposal operations. At the same time all secondary plans and land use by-laws were amended to recognize the unique land use requirements of the C&D industry, and require a rezoning process for C&D operations and site plan approval process for disposal sites. All secondary plans also include the identical provisions for a Community Liaison Committee around disposal sites.

SU-22 HRM shall, through a public consultation process as defined by Council, consider all options for a new regional waste processing and disposal facility, including siting a new facility, extending the life of the existing facility, and exploring waste diversion initiatives.

SU-23 Where new waste resource recovery and waste diversion activities have been identified, HRM shall consider amendments to the land use by-laws to permit such activities and shall consider establishing appropriate zone standards.

#### 7.4.2 Remediation of the Decommissioned Hwy 101 Landfill

A landfill site adjacent to Highway 101 in Upper Sackville was decommissioned in 1996 and contains approximately three million tonnes of solid waste. To reduce the risk of environmental impact, the site has been capped, a leachate treatment plant constructed and a groundwater monitoring program established. The potential for using methane generated by the landfill to generate electricity is being investigated with potential operation in the near future.

Monitoring and treatment of effluent will continue until decomposition of waste is complete. During this time, use of, and access to the site, will be restricted. Eventually a long-term plan will explore opportunities for redevelopment of the site.

SU-24 HRM shall continue to monitor the Highway 101 Landfill and undertake remedial action where appropriate. Uses of the site shall be restricted to reduce potential hazards to public health and safety.

SU-25 HRM shall develop a long-term plan for the redevelopment of the Highway 101 Landfill, once the site is stabilized, which shall consider opportunities to provide public benefits from the reuse of the site.

## 7.5 FUNCTIONAL PLANS

### 7.5.1 Wastewater Management Functional Plan

HRM owns and maintains wastewater systems of various ages and conditions. In older parts of Halifax and Dartmouth, the systems are combined to collect wastewater and stormwater and, in many other areas, the wastewater systems experience high inflow and infiltration rates which often results in overflows and discharge into the environment without treatment. Expected increases in the frequency and severity of wet weather flows related to climate change is a concern. High inflow and infiltration rates are very costly to HRM and reduce the ability to accommodate new development. Expenditures may also be needed to rectify situations where overflows are occurring.

Reduced water consumption through conservation measures can help preserve the capacity of the municipal wastewater system which would be financially beneficial to HRM. Conservation measures are undertaken by municipalities throughout North America to preserve the capacity of its wastewater infrastructure. Conservation measures include the use of low-flow, high-efficiency fixtures, landscaping practices that require less frequent watering, and changing behaviour practices, such as repairing leaky faucets, pooling water for food washing, and turning off water when brushing teeth and shaving.

HRM seeks to provide a service level which meets with the expectations of its citizens, avoids unplanned expenditures and conforms with provincial regulatory standards. To accomplish this, Wastewater Management Functional Plans shall be prepared on a sewershed basis.

The Wastewater Management Functional Plan should consider:

1. means to improve the performance of the wastewater system in terms of public safety, rehabilitation, regulatory compliance, system capacity (both existing and future), physical condition, system reliability and optimization;
2. means to improve wastewater treatment plant performance with consideration given to wet weather overflows, odour control, inflow/infiltration remediation, back up power systems, optimizing system performance and making maximum use of available capacity;
3. the criteria for siting any new facilities providing centralized wastewater treatment;
4. incentive and education programs to reduce water consumption and if required, identify legislative amendments to implement such programs;
5. a prioritized list of actions for implementation, having particular regard for environmental, health and safety concerns;
6. where combined wastewater and stormwater systems exist, the feasibility of separating the systems; and



7. the above recommendations within the context of existing standards, procedures, regulations and compliance requirements, projects, initiatives and priorities, including any adopted under this Plan.

SU-26 HRM shall prepare Wastewater Management Functional Plans on a sewershed basis. The recommendations of such plans shall be considered for implementation within the context of municipal priorities and the Economic Development Strategy.

SU-27 When siting new facilities providing centralized wastewater treatment, HRM shall be consistent with the siting criteria for treatment plants and outfalls developed by the Halifax Harbour Solutions Advisory Committee in March 1998.

### 7.5.2 Stormwater Management Functional Plan

HRM intends to plan future development on a watershed basis over time. In the interim, a review of municipal stormwater management practices will be undertaken as stormwater runoff can be a significant contributor to environmental degradation of water resources. Common stormwater management problems include increased volume and velocity of watercourses in developed areas, decreased base flows in receiving waters, and contaminants being carried into watercourses.

The HRM *Water Resource Management Study*<sup>36</sup> noted that even in moderately developed watersheds, stormwater impacts have included loading of toxic substances such as heavy metals and hydrocarbons, increased nutrient loading from fertilizers and organic debris, increased levels of bacteria from animal waste, increased sedimentation, increased salinity from road salt, lower levels of dissolved oxygen, increased stream temperature and reduced biodiversity. An expected increase in the frequency and severity of wet weather flows related to climate change is an additional concern.

Although the Nova Scotia Provincial Government has the primary responsibility for protecting water resources, HRM acknowledges that it plays a role in protecting water resources through the application of the Municipal Service Systems Specification document which contain objectives, design guidelines and standards for storm water management systems which are applied to subdivision applications and building permits submitted for approval. A review of the design guidelines and standards could lead to improved stormwater management practices from the perspective of environmental protection.

The Stormwater Management Functional Plan should consider:

1. methods to reduce increased stormwater flows caused by development with consideration given to problems associated with downstream flooding, stream bank erosion, groundwater contamination and inflow and infiltrations into wastewater systems;
2. incorporating natural watercourses as a component of a stormwater management strategy;

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<sup>36</sup> Dillon Consulting Ltd. 2002.

3. reducing site disturbance and impervious surfaces in new developments;
4. employing naturally occurring soils and native plant species in stormwater management plans;
5. methods of reducing sediments and contaminants being discharged into watercourses;
6. applying emerging technologies to improve the performance of stormwater management systems; and
7. establishing best management practices and criteria for the quantity and quality of stormwater discharge.

SU-28 HRM shall, in consultation with the Nova Scotia Provincial Government, prepare a Stormwater Management Functional Plan with recommendations to be considered for adoption under the Municipal Service Systems Specification document<sup>37</sup> or HRM's operational and administrative programs and land use policies and regulations.

### 7.5.3 Underground Utilities Functional Plan

Underground electrical and telecommunications utilities are not in widespread use in HRM. Utility companies instead have invested in overhead lines that have a lower capital cost and use management programs to protect the overhead lines from damage. This approach often interferes with HRM's objectives relating to aesthetics, the urban forest canopy, and reliability.

Street trees are highly valued in HRM for their aesthetics. Trees also promote healthy communities by improving air quality, creating cooler micro-climates, reducing stormwater runoff and providing wildlife habitat. Street trees, however, often interfere with the operation of overhead power lines, resulting in pruning or removal of trees from the urban landscape. In more extreme storm events, fallen trees have caused extensive damage to power lines.

Various initiatives have been undertaken in the past to provide underground utilities, primarily in urban and commercial centres. Some areas in Downtown Dartmouth and Halifax have underground services. Underground lines may be installed in new subdivision developments at the request of the developer, who pays a capital cost contribution to help off-set future replacement costs. This practice is not wide spread in HRM.

In 2004, HRM commissioned the *Underground Utilities Feasibility Study*<sup>38</sup> to examine the costs and benefits of underground utilities in terms of cost, reliability, and aesthetics. The study determined that a joint trench standard was required for HRM to make underground services feasible in new developments and determined that noticeable improvements in reliability would not occur until underground services were completed in an area that contained approximately 500 homes. The study

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<sup>37</sup> HRM. *Municipal Service Systems*. (Halifax: Public Works and Transportation, 2002)

<sup>38</sup> Kinetrics Inc. *HRM Underground Utilities Feasibility Study*. 2005. Halifax.

also identified the potential for significant costs to the eventual home purchaser. Costs should be kept to a reasonable level to avoid undue pressure on new housing prices.

The Underground Utilities Functional Plan should consider:

1. the development, in conjunction with Nova Scotia Power Inc. and telecommunication utilities, a joint trench standard that defines the management and ownership responsibilities of the underground electrical and telecommunication system;
2. requiring underground electrical and telecommunication systems in all new developments as a condition of subdivision approval in the Urban Settlement Designation; and
3. supporting the installation of underground electrical and telecommunication systems throughout the Capital District.

SU-29 HRM shall, in consultation with Nova Scotia Power Inc. and telecommunication utilities, prepare an Underground Utilities Functional Plan with recommendations to consider for adoption under the Subdivision By-law and the Municipal Service Systems Specification document.

#### 7.5.4 Community Energy Functional Plan

HRM has demonstrated leadership in environmental management through energy conservation measures and use of alternative fuels. Over the next 25 years there will be significant changes in the way energy is obtained and used. HRM seeks to identify and use clean, efficient and renewable supplies of energy and to reduce consumption.

HRM recognizes that wind turbines may play an important role in satisfying electrical power needs in a sustainable manner. Wind turbines often have heights comparable to twenty storey buildings which can adversely impact community aesthetics and scenic landscapes and the rotating blades may cause excessive noise to neighbouring residents.

The design of the buildings and neighbourhoods which make up a community are another important opportunity for reducing energy consumption. Buildings which do not consider the environmental context in which they are located and rely heavily on the consumption natural resources can become unsustainable. HRM should examine ways to support the implementation of green building design within the Municipality to reduce energy consumption and impact on the natural environment.

HRM is committed to developing a Community Energy Functional Plan which will analyse the community's future from a systems perspective and plan for issues and opportunities arising from energy security, supply and demand. The goal will be to improve the well-being of the community's future through the understanding and management of energy supply and demand. The plan will consider the supply and use of energy within the community's planning process, using a holistic approach and assessing the full environmental, social and economic costs of energy choices.

The Community Energy Functional Plan should consider:

1. programs and measures for HRM to use cleaner energy which may include using co-generation and district energy infrastructure development as well as natural gas distribution networks;
2. energy efficiency measures that HRM could employ in its buildings, utilities and vehicle fleet;
3. the viability of using renewable energy sources, including biomass, methane, wind, photovoltaics and solar;
4. a program to educate citizens to encourage energy efficiency in the design of buildings, site plans, subdivisions and communities; and
5. in cooperation with the Province, citizens and industry stakeholders, appropriate measures, including the provision of a formal public consultation process, for the siting of wind turbines.

SU-30 HRM shall prepare a Community Energy Functional Plan to identify clean, efficient and renewable supplies of energy and to reduce consumption. Consideration shall be given to implementing the recommendations through HRM's operational and administrative programs and land use policies and regulations.

#### 7.5.5 Communication Tower/ Antenna Functional Plan

Communication facilities are regulated by Industry Canada which has recognized that municipalities may have an interest in the siting of these facilities, particularly with regard to aesthetic impacts on the built form and landscapes. A federal policy has therefore been established that encourages consultation between proponents and local governments before a decision is made whether to grant a license. The means of consultation is not specified but left for the Municipality to decide upon.

The Communication Tower/Antenna Functional Plan should consider:

1. making recommendations regarding an appropriate formal public consultation process;
2. preparing siting and design guidelines for the various types of structures.

SU-31 HRM shall, in cooperation with Industry Canada and industry stakeholders, prepare a Communication Tower/Antenna Functional Plan, to address community concerns regarding aesthetic and environmental impacts of telecommunication structures and facilities.

## CHAPTER 8: IMPLEMENTATION

### 8.0 INTRODUCTION

This Plan is the primary policy document used to guide decision-making for growth and development within HRM. It gives an overall vision for land use development, and provides general strategies and approaches to be used by HRM and all its citizens and partners to achieve that vision.

Several measures beyond those specified in this document may also be used by Regional Council to implement this Plan. For example, in addition to specific by-laws, Regional Council may adopt administrative procedures that will improve the efficiency of implementing policies in this Plan. Most of all, implementation of this Plan will require the input, support and cooperation of all citizens and stakeholders from the private and public sectors in the HRM.

This Chapter outlines policies that will ensure the effective implementation of this Plan in the short, medium and long-term.

### 8.1 THE PLANNING FRAMEWORK

Municipal land use planning in Nova Scotia is enabled under the *Municipal Government Act*. The Act states that municipalities are to "assume the primary authority for planning within their respective jurisdictions, consistent with their rural or urban character, through the adoption of municipal planning strategies and land use by-laws consistent with interests and regulations of the Province". This Plan is considered a Municipal Planning Strategy under the *Municipal Government Act* and provides the overall policy framework for guiding and directing development throughout HRM.

#### 8.1.1 Municipal Planning Structure

HRM's hierarchy of planning documents is changed upon the adoption of this Plan. Prior to the adoption of this Plan, planning decisions were made based on 18 Municipal Planning Strategies (MPSs) and 15 Secondary Plans (Appendix B). With the adoption of this Plan, the 18 MPSs and 15 Secondary Plans all become Secondary Planning Strategies. For greater clarity and communicating purposes, the three levels of plans will be called the Regional MPS, Community Planning Strategies (previously called Municipal Planning Strategies) and Neighbourhood Planning Strategies (previously called Secondary Planning Strategies). Collectively, Community Planning Strategies and Neighbourhood Planning Strategies will be called Secondary Planning Strategies.

This Plan addresses the issue of a large number of plans guiding regional decisions, without a regional vision and context. Over time, with public participation, it is anticipated that the number of Secondary Planning Strategies will be reduced to provide for planning at a more district level and so that local centres and communities maintain their distinctive character and visions through neighbourhood planning strategies, urban/ neighbourhood design and functional plans.

- IM-1 HRM's existing Municipal Planning Strategies and Secondary Planning Strategies (now collectively called Secondary Planning Strategies since the adoption of this Plan) shall be considered Secondary Planning Strategies in accordance with the *Municipal Government Act*.
- IM-2 Further to Policy IM-1, HRM shall strive to ensure that all Secondary Planning Strategies are consistent with this Plan.
- IM-3 HRM shall strive to balance the differing needs identified in Secondary Planning Strategies by working with the public, other government organizations, and non-governmental organizations.

## 8.2 REGIONAL IMPLEMENTATION

As the governing body for HRM, Regional Council provides leadership on issues of region-wide importance through this Plan. Policies contained in Secondary Planning Strategies shall also be used to achieve the vision set out in this Plan. Presently, as a matter of administrative policy, the adoption of future Secondary Planning Strategies, and amendments to existing Secondary Planning Strategies, including those within the Capital District, are subject to the approval of Regional Council. Amendments to the land use by-laws that affect all of HRM, are also subject to approval of Regional Council. Except within the Capital District, property-specific rezonings and development agreements are subject to the approval of the Community Council or a joint Community Council having jurisdiction in the area affected.

- IM-4 HRM shall implement region-wide planning policies through this Plan, Secondary Planning Strategies, Land Use By-laws, the Subdivision By-law and Functional Plans.

The development of a single subdivision by-law to replace the four by-laws regulating the subdivision of land in the four former municipal units was almost finalized prior to the completion of the Regional Planning Project. The by-law is a general harmonization of all of the former regulations and serves to standardise the subdivision process across HRM. Given the timing of completion of this Plan and the need to implement some of the policies through a subdivision by-law, it is an appropriate occasion to also adopt a Regional Subdivision By-law.

Similarly, the notion of harmonizing the various existing land use by-laws to standardize regulations is worthy of consideration. However, such an undertaking would be lengthy and involve extensive consultation and could not be accomplished within the initial phase of the Regional Planning exercise.

- IM-5 HRM shall adopt a Regional Subdivision By-law for the purpose of regulatory subdivision activity in HRM and in carrying out the intent of this Plan. This by-law shall replace and repeal all existing subdivision by-laws and applicable regulations and ordinances.
- IM-6 HRM shall consider reviewing all land use by-laws within the Municipality to identify ways to create a harmonized system of development regulations over time.

### 8.3 REGIONAL PLAN REVIEW AND AMENDMENTS

In the process of implementing this Plan, there may be a need for amendments to address emerging land use and regulatory issues. HRM will establish a Regional Municipal Planning Strategy process to enable the public, community groups, adjacent municipalities, boards, commissions, other government agencies, and others to propose changes to this Plan and its implementing by-laws. This process provides for continuous and systematic review of this Plan and associated regulations in response to changing conditions and circumstances impacting growth and development throughout HRM.

The Regional Municipal Planning Strategy amendment process includes an Annual Review and a Five-Year Review. The Annual Review generally is limited to those amendments resulting in non-substantive technical changes. The Five-Year Review is designed to address amendments which propose substantive changes. This amendment process, based on a defined cycle, provides sufficient time to measure the effects of new land use initiatives, and provides predictability to determine when new land use initiatives may be introduced. With the Annual Review, the amendment process also has sufficient flexibility to accommodate technical adjustments or minor amendments which do not affect the overall intent of this Plan. The process requires early and continuous public involvement and public dialogue.

IM-7 HRM shall adopt an amendment process that provides for review and evaluation of the policies contained in this Plan and development regulations. Through the amendment process, the policies of this Plan and supporting development regulations shall be subject to review, evaluation, and amendment on the basis of an Annual Review and a Five-Year Review.

IM-8 Further to Policy IM-7, the Annual Review shall consider proposed amendments that do not require substantive changes to this Plan and development regulations.

IM-9 Further to Policy IM-7, the Five-Year Review shall consider amendments:

- (a) that could be considered in the Annual Review as well as those outside the scope of the Annual Review;
- (b) relating to substantive changes to this Plan and corresponding development regulations;
- (c) to alter a Designation or Centre; and
- (d) to Water Service Area or Urban Service Area boundaries.

IM-10 Notwithstanding Policies IM-8 and IM-9, if a proposed amendment addresses unforeseen circumstances or are deemed appropriate by Regional Council, such amendments may be considered by Council at any time regardless of the schedule for reviews.

IM-11 HRM shall establish public participation programs for amendments to this Plan which describe opportunities for public input based upon the scope and intent of the amendment.

IM-12 Proposed amendments to this Plan shall be accompanied by any changes to Secondary Planning Strategies, Functional Plans or other planning documents required for implementation so that these documents are consistent with this Plan.

IM-13 Further to Policy IM-12, HRM shall consider requiring a financial analysis be undertaken to evaluate the resources required and the time frame necessary for full implementation of this Plan. Planned alternatives and costs should be clearly explained and proposals financially achievable.

#### **8.4 REGIONAL MPS - DISCRETIONARY APPROVALS**

IM-14 The following uses shall only be considered subject to the entering into a development agreement in accordance with the provisions of the *Municipal Government Act*:

- (a) Within the Urban Settlement Designation;
  - (i) commercial or residential uses as permitted in the various zones under the Spring Garden Road Commercial Area Plan and Halifax Peninsula Land Use By-law pursuant to Policy EC-2;
  - (ii) mixed use development on lands identified on Map 12 pursuant to Policies EC-13 and EC-14;
- (b) Within the Rural Commuter Designation;
  - (i) development within the Comprehensive Development District Zone;
  - (ii) Residential Open Space Design development pursuant to Policy S-15 and S-16;
  - (iii) residential development on islands;
- (c) Within the Rural Resource Designation;
  - (i) Residential Open Space Design development pursuant to Policy S-15 and S-16;
  - (ii) residential development on islands;
- (d) Within the Agricultural Designation;
  - (i) Residential Open Space Design development pursuant to Policy S-16.

IM-15 In considering development agreements or amendments to land use by-laws, in addition to all other criteria as set out in various policies of this Plan, HRM shall consider the following:

- (a) that the proposal is not premature or inappropriate by reason of:
  - (i) the financial capability of HRM to absorb any costs relating to the development;
  - (ii) the adequacy of municipal wastewater facilities, stormwater systems or water distribution systems;



- (iii) the proximity of the proposed development to schools, recreation or other community facilities and the capability of these services to absorb any additional demands;
  - (iv) the adequacy of road networks leading to or within the development;
  - (v) the potential for damage to or for destruction of designated historic buildings and sites;
- (b) that controls are placed on the proposed development so as to reduce conflict with any adjacent or nearby land uses by reason of:
  - (i) type of use;
  - (ii) height, bulk and lot coverage of any proposed building;
  - (iii) traffic generation, access to and egress from the site, and parking;
  - (iv) open storage;
  - (v) signs; and
- (c) that the proposed development is suitable in terms of the steepness of grades, soil and geological conditions, locations of watercourses, marshes or bogs and susceptibility to flooding.

IM-16 HRM shall encourage the federal and provincial governments to comply with municipal by-laws and regulations relative to their respective land holdings within the Municipality.

IM-17 Where appropriate, HRM shall integrate its business planning and budgeting in accordance with the priorities established in this Plan.

IM-18 Provided other policies of this Plan are satisfied, for the purpose of providing for the development of similar uses on properties which abut one another or share a common street line, HRM shall consider the following development agreements or amendments to the applicable land use by-laws, for lands which are located where land use designations abut one another, as shown on the Generalized Future Land Use Map (Map 2):

- (a) amendments within a designation to provide for the development of uses which are uses permitted within the abutting designation;
- (b) amendments within a designation to provide for the development of uses which are uses permitted by the zone on the abutting property within the abutting designation;
- (c) development agreements within a designation which are extensions of development agreements in effect on the abutting property within the abutting designation; and
- (d) amendments within the Urban Reserve Designation where it meets or shares a common street line with the Urban Settlement Designation or the Harbour Designation to accommodate serviced development where the development is generally consistent with the intent of the Urban Settlement Designation policies in this Plan including Policy SU-5. Preference will be given to lands that are naturally tributary to trunk municipal service systems.

## 8.5 SECONDARY MUNICIPAL PLANNING STRATEGIES

HRM intends to review Secondary Planning Strategies to ensure that they are consistent with this Plan and that they reflect current community issues and desires for future change. In most cases, the goals of the planning strategies are consistent with the policies of this Plan. Some immediate changes will be made to secondary planning strategies upon the adoption of this Plan. Additional changes will be needed over time to rationalize the number of secondary planning strategies and to ensure that local planning policies do not conflict with this Plan. Distinct community character and aspirations will be addressed through secondary planning and urban design processes including visioning exercises as described in Chapter 9.

IM-19 Existing Secondary Planning Strategies shall remain in effect and continue as official municipal policy until repealed.

IM-20 When evaluating a proposal for a development agreement or rezoning under this Plan or a Secondary Planning Strategy, all applicable policies under this Plan shall be considered, with the exception of non-substantive amendments to existing development agreements entered into prior to the effective date of this Plan and any agreement pursuant to Policy IM-21.

IM-21 Applications for a development agreement or rezoning on file prior to Council's first notice of its intention to adopt this Plan shall be considered under the policies in effect at the time the complete application was received. Where any such application is withdrawn, significantly altered, or rejected by Council, any new application shall be subject to all applicable policies of this Plan.

IM-22 In the event of conflict between this Plan and a Secondary Planning Strategy, the more stringent shall prevail.

IM-23 HRM shall consider reviewing Secondary Planning Strategy boundaries and shall consider realigning them to encompass areas of common planning interest. Areas of common planning interests should include the predominant settlement pattern outlined in the various land use designations of this Plan, major transportation systems, watershed or sub-watershed boundaries, or other significant natural features.

IM-24 HRM shall undertake the review and preparation of Secondary Planning Strategies in the order of priority as follows:

- (a) plan areas where the existing Secondary Planning Strategy policies are inconsistent with this Plan;
- (b) plan areas with designated centres for future growth;
- (c) plan areas where there is a need to undertake redevelopment, reuse, or re-investment to stem decline;
- (d) plan areas where there is a need to address a wide range of planning issues in a comprehensive manner;

- (e) plan areas having planning issues which strategically affect the growth of a large portion of HRM as a whole;
- (f) plan areas where there is a need to support rural economic development; and
- (g) the age of the existing planning strategy.

IM-25 When adopting new or undertaking comprehensive reviews of existing secondary planning strategies, HRM shall:

- (a) identify policies from this Plan which apply to the area;
- (b) establish water quality objectives and policies, where appropriate in accordance with Policy E-17;
- (c) consider establishing policies for the provision of services to the planning area;
- (d) consider establishing policies for the layout of major roads, improvements to the transit system, and other sub-regional transportation systems serving the plan area;
- (e) establish policies for open space and park sites;
- (f) consider establishing policies for capital improvements, the means and schedule for providing them, and amendments to Functional Plans to support planned land uses;
- (g) consider creating design elements required for the buildings, streets, and parks and open space within the area;
- (h) consider establishing policies regarding universal design standards;
- (i) identify any new issues which need resolution at the municipal-wide level; and
- (j) consider any other matter of planning concern or implementation measure needed to carry out this Plan.

## 8.6 FUNCTIONAL PLANS

The purpose of a functional plan is to guide the management of the Municipality as defined in the *Municipal Government Act*. They do not represent land use policy but rather HRM's intent to create detailed management guides for setting budgets for programs, services and facilities consistent with the implementation of this Plan. Functional Plans will also guide HRM in the ongoing management of strategic initiatives, partnerships and demonstration projects useful to seeing the full potential of this Plan realized over time. Functional Plans also include plans prepared by special-purpose bodies such as the Halifax Regional Water Commission or the Waterfront Development Corporation which affect growth and development as envisioned under this Plan. Some Functional Plans are operational or program-related and guide daily management decisions such as HRM's Business Unit Plans. Others include specific details of facility design and location.

Capital improvements are important components of Functional Plans. Capital facilities and spending on improvements and new facilities are closely linked to availability of funds. HRM Functional Plans may identify costs and services of needed facilities and services and distinguish between improvements needed for new growth and those needed to support existing development.

IM-26 HRM shall consider adopting Functional Plans to address region-wide facility and service needs and recommended means of funding, consistent with this Plan.

- IM-27 Further to Policy IM-26, the initiation or completion of Functional Plans shall be independent of any planning process.
- IM-28 HRM shall request input into plans affecting HRM's interest which have been prepared by independent, special-purpose bodies such as the Waterfront Development Corporation, the Halifax-Dartmouth Bridge Commission or other governmental agencies.

## CHAPTER 9: GOVERNANCE

### 9.0 INTRODUCTION

This Plan sets a clear direction for HRM over the next 25 years. To implement this new direction, the cooperation of numerous agencies and initiatives will be needed, both within and outside the municipal government. A critical factor will be the need to ensure that Secondary Planning Strategies reflect the direction of this Plan as they are reviewed. In addition, this Plan will need to be reviewed periodically to determine the degree of success in achieving its intent, and changes in critical underlying assumptions. A Corporate Scorecard<sup>39</sup> has been developed in conjunction with the Regional Planning Project, for use as a management tool to help set priorities within the HRM administration. These considerations point to the importance of governance in helping to realize the regional vision.

Citizens need to be confident in the governance and management of HRM, and should feel that they are making a difference and can actively participate in its future direction. The aim is to engage citizens in an ongoing dialogue through education, promotion and public debate on regional and local issues. This ability to participate should be inclusive and accessible to all. Effective communication among Council, staff, residents, businesses, public agencies and other levels of government is key to achieving the regional vision.

- G-1 HRM shall establish a Standing Advisory Committee to provide direction for the transition from regional planning to Community Visioning and secondary planning, with representation from:
- (a) HRM Regional Council;
  - (b) HRM senior management;
  - (c) HRM residents drawn from urban, suburban and rural communities; and
  - (d) other bodies as determined by Regional Council.
- G-2 HRM shall establish criteria and benchmarks to monitor success in implementing the policies of this Plan, with reference to the HRM Scorecard criteria wherever appropriate.

### 9.1 FRAMEWORK FOR DECISION-MAKING

Coordinated effort from a broad range of public and private stakeholders is needed to guide effective decision-making throughout the life of this Plan.

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<sup>39</sup> HRM. *Corporate Scorecard - Excellence in Governance*. July 2005. Halifax.

### 9.1.1 Senior Government Levels

Many outcomes and benefits of this Plan require cooperation among the different levels of government. Coastal zone management, regional park development, economic development and transportation are examples of delivery areas requiring strong inter-governmental cooperation.

To ensure successful implementation of this Plan, HRM must be aware of available funding from higher levels of government and the conditions attached to such funding. Conversely, HRM must ensure that these government levels are aware of this Plan and its implications for decisions that they make. In some cases, HRM will need to request additional powers beyond those currently established in its enabling legislation.

### 9.1.2 Municipal Councils and Committees

Halifax Regional Council is elected to represent and serve the people of the Municipality, providing leadership and advocacy to ensure that HRM programs and services contribute to a high quality of life in the community. Regional Council has established Community Councils from its own members to improve access to decisions that are of local interest.

Regional and Community Councils may appoint Advisory Committees on specific topics, with members selected from the general public in addition to Councillors and municipal staff. Planning Advisory Committees have been appointed by several Community Councils to provide input and hold local consultation on land use planning applications.

### 9.1.3 Boards and Commissions

HRM works with various boards, commissions and authorities, such as the Halifax Regional School Board, the Halifax International Airport Authority, the Halifax Port Authority, the Metropolitan Regional Housing Authority, the Halifax Regional Water Commission, and the Halifax-Dartmouth Bridge Commission. Schools and transportation are critical factors in shaping the future of HRM and the cooperation of such boards and commissions will be key to realizing the vision of this Plan.

To improve the coordination of municipal and provincial transportation interests, a Strategic Joint Regional Transportation Planning Committee is proposed. The structure of this new agency will ensure that transportation and land use planning are closely coordinated.

### 9.1.4 Neighbouring Counties

HRM shares boundaries with four other counties: Lunenburg, Hants, Colchester and Guysborough. All but Guysborough County contain settlements which lie within an attractive commuting distance of major employment centres in HRM and may result in development locating beyond HRM's boundaries. Therefore, HRM must work with neighbouring municipalities to minimize artificial distortions to the housing and transportation market. In some cases, there may also be opportunities

for HRM to cooperate with abutting municipalities for the sharing of infrastructure, transit or community services.

#### 9.1.5 Business Units and Budgets

Staff is organized under several departments known as Business Units, which focus on key areas of responsibility. To ensure effective implementation of this Plan, particular attention will have to be given to staffing. This arises both from the need to ensure proper management and maintenance of new facilities, and the need to communicate and enforce compliance with new by-laws.

Changes to by-laws or a shift from predetermined standards toward more performance-based regulations will require communication to the public and familiarization of enforcement staff. In addition, the introduction of some new regulations will require more resources for enforcement and compliance. Nevertheless, the need for communication, enforcement and compliance will affect staffing and operating budgets.

#### 9.1.6 Environmental and Neighbourhood Organizations

Many citizens have already invested a great deal of time and energy in the future of HRM and their communities, through active involvement in non-governmental organizations. These focus on specific areas of interest, such as environmental conservation, or specific geographical areas such as local neighbourhoods. By consulting with these existing organizations, HRM can learn about key issues and draw from their efforts and representation. While this cannot substitute for broad public consultation, it can provide a means to identify key issues and interests early in the decision process.

#### 9.1.7 The Development Community

This Plan will provide a more predictable geographic and financial framework for development decisions. While some former opportunities will be curtailed, many new possibilities will be created. Fairness, timely communication and on-going dialogue is especially important as innovative concepts and procedures are introduced. Mutual respect and trust are the foundations of a working relationship between HRM and the development community which will ensure successful implementation of the plan over its 25-year time frame.

#### 9.1.8 The Financial Community

Lenders and investors provide developers with the capital funds to develop new subdivisions and construction projects. HRM recognizes the importance of working with investors and lenders to inform them about the new concepts embodied in this Plan, providing examples of cases where these concepts have been implemented, and assisting with obtaining information on the financial viability and market response associated with such examples.

G-3 To provide a framework to guide HRM's continued coordination with stakeholders, HRM shall strive to:

- (a) pursue funding opportunities from senior levels of government;
- (b) identify and request amendments to provincial legislation necessary to enable the Municipality to implement specific policies in this Plan;
- (c) develop inter-agency partnerships to provide effective, seamless program delivery and policy outcomes;
- (d) ensure committees of Council or new committees of Council assist in implementing the policies in this Plan.;
- (e) assist members of advisory committees to become knowledgeable about the concepts embodied in this Plan;
- (f) consider, as a condition for future cost-sharing or other financial assistance for schools or education programs, whether the Department of Education or relevant university board demonstrates that its proposed plans support specific policies of this Plan;
- (g) consider, as a condition for future cost-sharing or other financial assistance for transportation routes, services or terminals, whether the relevant authority, commission or carrier demonstrates that its proposed plans support specific policies of this Plan;
- (h) work with neighbouring municipalities to encourage land use planning which addresses matters of mutual interest with the overall approach of this Plan;
- (i) consider opportunities to partner with abutting municipalities to share infrastructure or services, where such partnerships would benefit HRM residents or reduce HRM costs;
- (j) consider the need for effective communication, enforcement and compliance and the timely processing of development applications to implement regulations arising from adoption of this Plan, when determining operating budgets and staffing for its Business Units;
- (k) through HRM public participation programs, obtain input from non-governmental organizations representing interests or locations relevant to major policy decisions;
- (l) maintain communication with the development community when implementing and periodically reviewing this Plan; and
- (m) inform the financial community, where appropriate, about new development concepts and the associated economic viability through publications, workshops and conferences.

## **9.2 COMMUNICATION, ENFORCEMENT AND COMPLIANCE**

New directions embodied in this Plan call for new regulations as well as new policies. If new regulations are to be effective, people need to know about them and to understand the reasons for the changes. Effective communication can increase understanding of new policies, improve compliance, and reduce the dependence on enforcement.

Communication is especially important during the transition period following adoption of this Plan. The need to communicate will continue throughout the 25-year time frame of the Plan. This will include an on-going program of Community Visioning and Secondary Plan Reviews in addition to



Five Year Reviews of this Plan itself. To meet this need, it is anticipated that a Communication and Public Education Functional Plan will be prepared and implemented.

The Communication and Public Education Functional Plan should consider measures to:

1. inform the public about the regulations and policies in this Plan, the secondary plans and the functional plans;
  2. explain the reasoning behind the new regulations and policies;
  3. update the public about changes to the regulations and policies as required;
  4. inform the public about upcoming Community Visioning and Secondary Plan Review public participation programs;
  5. provide examples, ideas and concepts compatible with this Plan;
  6. enforce compliance with regulations;
  7. determine and impose penalties for non-compliance; and
  8. establish a staff group dedicated to communicating regulations, policies and compliance measures throughout the time frame of this Plan.
- G-4 HRM shall prepare a Communication and Public Education Functional Plan to assist in implementing the regulations and policies in this Plan, the secondary plans, the functional plans and the subdivision and land use by-laws.
- G-5 HRM shall establish appropriate penalties and enforcement mechanisms to deter non-compliance with regulations arising from this Plan, Secondary Planning Strategies and functional plans. As part of an enforcement mechanism, HRM shall explore opportunities for issuing summary offence tickets where appropriate.

### **9.3 PUBLIC PARTICIPATION**

#### **9.3.1 Opportunities for Input**

The public encompasses a wide range of stakeholders, including residents, advocacy groups, non-profit agencies, businesses and landowners. Active public participation in municipal decision-making is critical for understanding what citizens value, exploring the importance of these values relative to each other, and achieving a shared vision for the future of our communities and the HRM.

Opportunities for public input in municipal decision-making include making submissions to Regional and Community Councillors or staff, commenting at public hearings and meetings, participating in workshops, and volunteering for Council committees.

- G-6 HRM shall continue to improve opportunities for on-going involvement by the public in municipal government and municipal government decision-making, including but not limited to Regional and Community Councils, Council Committees, Advisory Committees and public participation programs, by researching and establishing best practice public participation guidelines.

- G-7 HRM shall encourage Boards and Commissions on which HRM sits, to adopt inclusive public participation measures.
- G-8 HRM shall provide budget information on an annual basis and include references to this Plan in such sessions and other budget communications wherever relevant.

### 9.3.2 Effective Public Participation Programs

To be successful, participation programs must offer meaningful opportunities for the public to become involved, respect the time and effort made by the public to provide comments, and demonstrate that the input will be seriously considered. This means determining the steps in the decision process where people want to be consulted and where their participation can best contribute. Focussing consultation where it is most effective avoids needlessly prolonging decision-making. Timely notification of upcoming events, clearly presented background information and credible analysis are all critical to effective participation. Participants should also have the opportunity to consider and comment on research and information as it becomes available during the process. Many decisions are constrained by already-established priorities, financial constraints or existing development rights. These constraints need to be clearly articulated at the outset of a project.

Participation programs need to be transparent, inclusive, collaborative, and provide an opportunity for the constructive exchange of information. The programs need to provide an opportunity for participants to work together with government to generate solutions that may not have otherwise been considered. This enables municipal decisions to benefit from local knowledge and ideas, while the public can learn about new concepts and successful examples from other municipalities. Different consultation tools are available that encourage creativity and the sharing of ideas and concepts, such as visual preference surveys, design workshops, three-dimensional modelling and web-based communication.

- G-9 When approving public participation programs, HRM shall consider, where appropriate, the following:
- (a) focussing participation on the issues most likely to have a broad interest to the public;
  - (b) obtaining input from relevant stakeholders, including residents, advocacy groups, non-profit agencies, landowners and the business community
  - (c) scheduling participation early in the decision process;
  - (d) clearly indicating the limitations within which decisions must be made;
  - (e) providing timely notification of upcoming participation events;
  - (f) providing information to the public on possible options and trade-offs;
  - (g) helping participants to identify alternatives;
  - (h) providing information to participants on concepts, examples and best practices;
  - (i) ensuring that analysis provided to the public is accurate and objective;
  - (j) enabling the public to examine data and sources used for analysis;
  - (k) encouraging participants to exchange ideas and concepts between each other;
  - (l) fostering group problem-solving among diverse interests; and

- (m) using tools which encourage creative and multi-dimensional thinking.

### 9.3.3 Outreach for Inclusiveness

Some individuals and groups may feel under-represented in municipal decision making. This may be due to any number of reasons, such as logistical challenges, inadequate notification, lack of available time, consistent schedule conflicts, fear of public speaking, or a perception that comments would be unwelcome or ignored. Effort is needed to reach out to those who typically do not participate, not only in the interest of fairness but also because these groups may have concerns and insights that are not readily perceived by more vocal participants.

- G-10 HRM shall consider reasonable opportunities to improve public participation in municipal decision-making to improve consultation with individuals and groups that may feel under-represented.

## **9.4 BUILDING STRONG COMMUNITIES**

### 9.4.1 From Regional Planning to Secondary Planning

This Plan provides a broad, region-wide vision which will need to be interpreted at the local level, with sensitivity to the context of the many diverse communities which together form HRM. Among the new directions set by this Plan, there will be more emphasis on high quality design, more opportunities for innovative and compact housing, and more synergy between nearby land uses than has typically been the case.

There are many ways of achieving these ends, and HRM will look to its communities for creative ideas which draw from local familiarity and make the most of distinctive natural and cultural features. Communities will interpret this Plan in two distinct but related steps: Community Visioning and Secondary Planning.

### 9.4.2 Community Visioning

As a first step, HRM will undertake a Community Visioning process. Community Visioning will provide an informal opportunity for communities to think creatively about each of the Centres designated in this Plan, in terms of how they could function, how they might change, and what they might look like over a 25-year time frame. The public will have an opportunity to participate at the community level, combining local familiarity with innovative ideas and concepts.

Community Visioning will explore how this Plan could be expressed in different ways in different locations while retaining its overall intent. In this manner, the Community Visioning will prepare the path for the official Secondary Plan reviews that will follow.

As an informal prelude to secondary planning, the Community Visioning process will have no legal status but will be useful for understanding options and opportunities which the reviews themselves

will take into account. Community Visions will define goals and objectives compatible with this Plan while bearing in mind limited municipal resources. The process will be broad in scope, involving many different disciplines such as architecture, engineering, ecology and open space design.

To facilitate discussion and encourage innovative problem solving, examples may be used from other locations, including successes and lessons learned. Differences will be considered between these locations and the characteristics and culture of HRM. It will be especially important to distinguish between Centres according to their rural, suburban or urban context.

Unlike Secondary Planning which involves a statutory legal process resulting in land use regulation, Community Visioning will be relatively brief and informal. It will expedite the formal Secondary Planning by identifying options and opportunities early, so that local residents and businesses have time to develop their thoughts in preparation for the Secondary Planning process itself.

G-11 HRM shall undertake Community Visioning exercises with public participation for various areas, including Centres, throughout the Municipality, as a basis for the development of community design objectives and the adoption of secondary planning strategies.

### 9.4.3 Secondary Planning

HRM is currently divided into a large number of Plan Areas, each of which already has a Municipal Planning Strategy. Upon adoption of this Plan, these Strategies will become known as Secondary Planning Strategies. To implement this Plan, the many Plan Area boundaries will need to be revisited, and these Secondary Planning Strategies will need to be reviewed to ensure that they are compatible with the new regional vision. Moreover, just as this Plan defines future actions to be undertaken by HRM to achieve its purposes, so the new Secondary Plans will define such actions to achieve the goals of each community.

The secondary planning process will take several years, and in the meantime, most of the existing plan policies will remain in effect. Secondary plans will be reviewed in order of priority in accordance with Policy IM-24.

As the second step for interpreting this Plan at the local level, secondary planning will draw upon Community Visioning, respecting the diversity within HRM while remaining consistent with the overall regional direction. This Plan will rely on Secondary Planning to achieve several key elements of the overall regional vision.

### 9.4.4 Integration and Design

The strategy for future growth management depends on integrating land use and transportation systems. Over the next 25 years, HRM will need not only to invest in transit, but also to develop communities which accommodate a variety of alternative transportation modes and require less driving. Compact mixed-use development designed to facilitate walking and access to transit can

occur within most centres in HRM, whether in an urban, suburban or rural context. The type and density of development will vary according to this context and the character of each community.

Creating livable communities requires a commitment to good design. These standards should strive for a functional and complementary relationship between buildings and the spaces around them, and address how they work together over time to create an attractive and safe place. Good community design needs to be an important component of this Plan and all subsequent secondary planning strategies.

#### 9.4.5 Context and Heritage

It is important to recognize that community design objectives and standards cannot be considered or applied universally throughout HRM. Communities and centres within the Urban Settlement Designation will require a different form of community design than in communities and centres within the Rural Designations. For example, applying a full range of design standards in rural centres should not be necessary and would not be consistent with the historic rural character of these communities. Within these areas, community form is characterized by low densities, undisturbed land, vistas and rural landscapes.

There must also be a concerted effort to preserve strategic heritage and natural elements. It is important to recognize, enhance and preserve the positive attributes of HRM and to improve the living environment where it is less than satisfactory. The design of streets, parks and civic buildings can enhance community identity and social interaction.

#### 9.4.6 Criteria to Consider for Visioning and Planning

The policies described below provide a set of community design criteria to consider during the visioning exercises and secondary planning processes. Participants will tailor the resulting vision and plan policies to the type of each community or centre and its location within HRM.

- G-12 To facilitate community stability, adaptability, vitality, quality, character and safety, Community Visioning exercises and secondary planning strategies shall consider:
- (a) encouraging compatibility in design while allowing sufficient scope to adapt to changing needs and markets;
  - (b) encouraging adaptable building designs and appropriate re-uses of older buildings;
  - (c) facilitating the availability and affordability of a variety of housing for all citizens;
  - (d) adopting regulations aimed at avoiding unnecessary or excessive rates of change;
  - (e) adopting performance standards to minimize light and noise;
  - (f) investing in parks, streetscapes, public spaces and facilities;
  - (g) encouraging more people to live, work and play in existing communities where services such as schools or other community facilities already exist, while ensuring that new development is compatible with adjacent neighbourhoods;

- (h) building on existing employment nodes and established suburban and rural centres by providing a variety of housing options closer to jobs and transit;
- (i) the potential for incentives, such as expedited approval processes, to encourage development proposals which are consistent with regional, community and neighbourhood goals and objectives; and
- (j) separation and buffering between residential and industrial uses to:
  - (i) minimize noise, odour, glare, dust and other impacts of industrial operations on residential uses, and
  - (ii) protect industry from nuisance complaints.

G-13 Community Visioning exercises and secondary planning strategies shall consider the following criteria, as appropriate to the land use designation (Urban and Rural) and type of centre being studied:

- (a) how to ensure that development within the centres supports walking and transit use and integrates transit with the density and mix of surrounding uses;
- (b) a parking strategy for each centre;
- (c) a compact, mixed-use building form with transit, shops, services and schools in close proximity to the centre;
- (d) opportunities for incorporating commercial, community and cultural facilities within the focal points of each centre;
- (e) usable public spaces for informal socializing, recreation and civic gatherings;
- (f) a street network that provides a convenient and pleasant walking and cycling environment;
- (g) the location of buildings close to streets and sidewalks, enclosure of secluded public spaces and creation of visual interest; and
- (h) any other mechanism to strengthen the centre's role as both a destination and an attractive place to live.

G-14 Community Visioning exercises and secondary planning strategies shall consider opportunities for the infill of two unit dwellings, small scale townhouses and low rise multiple units in appropriate locations within established neighbourhoods, including policies addressing:

- (a) patterns of streets, blocks, lanes, parks, public building sites, rear and side yard setbacks and landscaped open space appropriate to the site and compatible with adjacent residential uses;
- (b) infill that does not involve the entire demolition of existing housing;
- (c) architecture, external design and appearance reflecting the traditional character of dwellings within the immediate neighbourhood;
- (d) size and configuration of lots appropriate to the site and compatible with adjacent residential uses;
- (e) height, massing, scale and type of dwelling unit appropriate to the site and compatible with abutting and adjacent residential uses;

- (f) privacy for residents of new and existing buildings;
- (g) effective and attractive buffers, screening, fencing and landscaping;
- (h) innovative designs blending medium-density development into existing neighbourhoods;
- (i) opportunities for integrating small-scale food production and community gardening into site and building designs;
- (j) recreation and amenity space for the residents of the development;
- (k) visual impact of parking;
- (l) setbacks of buildings from streets appropriate for the site and compatible with adjacent residential uses;
- (m) special landscape or built-form features which contribute to the unique character of a neighbourhood;
- (n) heritage buildings, structures and landscapes;
- (o) traffic generation, access, egress and parking compatible with adjacent residential uses and existing road network;
- (p) that wastewater and water distribution systems are capable of servicing the development;
- (q) mitigation of the impacts of construction on adjacent properties; and
- (r) processes established to collaborate with neighbourhood residents on the design of proposed medium-density development.

G-15 Community Visioning exercises and secondary planning strategies within the Regional Centre shall provide for the development of a mix of medium to high-density residential uses - townhouses and multiple unit dwellings - and commercial uses on the opportunity sites such as those shown on the Opportunity Sites within Regional Centre Map (Map 6). When considering the adoption of future secondary planning strategies, HRM shall require that policies consider the following:

- (a) patterns of streets, blocks and lanes, parks and public building sites appropriate for the site are compatible with abutting and adjacent residential uses - commercial or other uses serving the public are encouraged at the street level of residential buildings;
- (b) a minimum target of affordable housing;
- (c) controls on heights, massing, scale and type of development are appropriate for the site and compatible with abutting and adjacent residential uses;
- (d) buildings that are designed to reinforce a human scale streetscape through the stepping back of higher rise buildings away from the street where appropriate to avoid a massive building appearance, and visual breaks along large building facades to create the appearance of several smaller buildings;
- (e) adequate privacy for residents of new and existing buildings;
- (f) adequate buffers and screening for any proposed apartment buildings or parking areas from adjacent residences, and complementary fencing and landscaping to enhance privacy;
- (g) adequate recreation and amenity space for the inhabitants of the development;

- (h) conservation of heritage buildings, structures and landscapes;
- (i) traffic generation, access to and egress from the site, does not adversely affect the existing road network;
- (j) minimizing visual impacts from parking areas;
- (k) the capability of wastewater and water distribution systems to service the development; and
- (l) processes to collaborate with neighbourhood residents on the design of the development.



## Appendix A: Goals and Performance Measures

Vision: HRM is a desirable and attractive place to play and learn	
Recommended Healthy, Sustainable, Vibrant Community (HSVC) Goals	Sample Performance Measures
Protect and promote HRM's Culture and Heritage	<ul style="list-style-type: none"> <li>Registered heritage properties and districts</li> <li>Number of heritage buildings de-registered annually</li> <li>Number of permits issued for heritage building restoration</li> </ul>
Support leisure and life long learning	<ul style="list-style-type: none"> <li>Age of library collection</li> <li>Benchmark comparison with external standards and comparable library systems</li> <li>Number of complaints received regarding quantity and quality of collections, facilities, programs and services</li> <li>Number of volumes added per year</li> <li>Rate of library usage per capita</li> <li>Number of active registered library users</li> <li>Ratings in HRM residents survey</li> <li>Conveniently located/accessible community library branches</li> </ul>
Promote healthy, active lifestyles	<ul style="list-style-type: none"> <li>Participation in HRM recreation programs</li> <li>Recreation programs and registration per capita</li> </ul>
Celebrate HRM's diversity, community character and pride of place	<ul style="list-style-type: none"> <li>Number of festivals and events supported by HRM</li> <li>Library collection, programs and services reflecting community diversity and demographics</li> <li>Total net migration</li> </ul>
Promote HRM as a centre for the Arts <sup>40</sup>	<ul style="list-style-type: none"> <li>Number of theatre seats per capita</li> <li>Percentage employed in arts/culture sector</li> </ul>
Provide useable public open-space in all communities	<ul style="list-style-type: none"> <li>Number of hectares designated as open space (% change)</li> </ul>

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<sup>40</sup> Recommendation of performance measures for this outcome pending development of HRM Cultural Policy

<b>Vision: People and goods can move easily throughout the Municipality</b>	
<b>Recommended HSVC Goals</b>	<b>Sample Performance Measures</b>
Ease and Safety of Travel	<ul style="list-style-type: none"> <li>• % of citizens completely or mostly satisfied with average commute time to work</li> <li>• % of citizens completely or mostly satisfied with ease of travel throughout HRM</li> <li>• Collision rates - all</li> <li>• Number of sidewalk snow and ice violations/ complaints</li> <li>• Surface Distress Index (SDI) rating of streets and sidewalks</li> </ul>
Transportation Choice	<ul style="list-style-type: none"> <li>• % residents living within 1 km of higher order transit route (including ferries)</li> <li>• % residents living within 500 metres of local transit route</li> <li>• Number of park and ride spaces and rate of utilization</li> <li>• Trails (kms)</li> <li>• Designated bicycle routes (kms)</li> <li>• % of street with sidewalks</li> <li>• Availability of taxis and accessible taxis</li> </ul>
Fiscally and environmentally sustainable transportation options	<ul style="list-style-type: none"> <li>• Average number of occupants/(private) vehicle</li> <li>• Modal split (between cars, transit, cycling and walking)</li> <li>• % of operating and capital cost of transportation network paid for by user</li> <li>• Transit ridership</li> <li>• Number of pounds of greenhouse gas emission avoided through public transit</li> </ul>
Integrated planning and operation of all transportation modes within HRM	<ul style="list-style-type: none"> <li>• % of centres with access to Transit, Park &amp; Ride and Active Transportation routes</li> </ul>
Efficient movement of freight	<ul style="list-style-type: none"> <li>• Timely movement of freight from ports</li> <li>• Risk of hazardous spills</li> <li>• Number of complaints about truck traffic</li> </ul>

<b>Vision: Clean and Healthy Environment</b>	
<b>Recommended HSVC Goals</b>	<b>Sample Performance Measures</b>
Clean water	<u>Drinking Water</u> <ul style="list-style-type: none"> <li>• Drinking Water Quality</li> <li>• Drinking Water Safety</li> <li>• Water distribution system efficiency</li> <li>• Citizen perception of water quality</li> </ul> <u>Rivers, Lakes and Harbour Water</u> <ul style="list-style-type: none"> <li>• Harbour Bacteria Count</li> <li>• Beach Closures - Number of Days on Selected Lakes</li> </ul>
Clean air	<ul style="list-style-type: none"> <li>• Air Quality Index (5-6 major air quality indicators)</li> <li>• Small Particulate Matter</li> <li>• Greenhouse Gas Emission Reduction Corporate Buildings/ Public Transit</li> <li>• Urban Forest Canopy Cover</li> </ul>
Clean land	<ul style="list-style-type: none"> <li>• Waste Diversion Rates</li> <li>• Types &amp; Numbers of Sewage Treatment/ Pumping Stations</li> <li>• Impervious surface</li> <li>• Topsoil sustainability</li> </ul>
Preservation of inter-connected open space and environmentally significant areas	<ul style="list-style-type: none"> <li>• Hectares designated as Regional Park (% change)</li> <li>• Hectares designated as Protected Water Supply (% change)</li> <li>• Hectares designated as Protected Area (% change)</li> <li>• Hectares designated as Open Space (% change)</li> <li>• Hectares designated as wetland (% change)</li> <li>• Hectares not yet secured for interconnected open space corridor</li> </ul>
Sustainable use of natural resources	<ul style="list-style-type: none"> <li>• Water consumption per capita</li> <li>• Change in hectares designated as Natural Resource land</li> <li>• Change in hectares designated as Agricultural land</li> <li>• Energy Consumption per sq. metre of HRM Buildings</li> <li>• Energy Consumption of Street Lights</li> <li>• Corporate and Community Sustainability Initiatives</li> </ul>

<b>Vision: Create a Climate that Promotes Economic Growth</b>	
<b>Recommended HSVC Goals</b>	<b>Sample Performance Measures</b>
Sufficient land supply to promote economic growth	<ul style="list-style-type: none"> <li>• Hectares of serviced business park land sold and developed</li> <li>• Hectares of commercial land</li> <li>• Vacancy Rate in HRM Business Parks</li> </ul>
Streamlined municipal regulation and taxation	<ul style="list-style-type: none"> <li>• Competitive commercial tax burden (e.g., compared to other municipalities)</li> <li>• Number of days to get permits and approvals</li> <li>• Smart business survey results</li> </ul>
Attraction of new businesses, retention and growth of existing businesses	<ul style="list-style-type: none"> <li>• % employment growth</li> <li>• % Commercial assessment increase</li> <li>• Value of commercial building permits</li> <li>• Number of Businesses (% growth)</li> <li>• Commercial vacancy rate</li> <li>• Smart business survey results</li> </ul>
Maximize the economic and social benefits of the Capital District	<ul style="list-style-type: none"> <li>• % employment growth in Capital District</li> <li>• Qualitative</li> </ul>
Reinforce and promote HRM as a regional and national economic and cultural centre	<ul style="list-style-type: none"> <li>• Tourism revenue</li> <li>• % vacancy Metro Centre</li> <li>• Qualitative</li> </ul>
Reinforce the economic and social function of Halifax Harbour	<ul style="list-style-type: none"> <li>• Hectares of land allocated for harbour/marine use</li> <li>• Cruise ship revenue</li> <li>• Port revenue</li> <li>• Events on the harbour</li> <li>• Public Access</li> </ul>

<b>Vision: Development is Appropriately Planned and Fiscally Sustainable</b>	
<b>Recommended HSVC Goals</b>	<b>Sample Performance Measures</b>
Compact development and efficient land use	<ul style="list-style-type: none"> <li>• Hectares of residential land consumption per capita</li> <li>• Population added within existing service areas</li> </ul>
Excellence in urban design	<ul style="list-style-type: none"> <li>• Urban design plan and guidelines established through community involvement</li> <li>• Increased public satisfaction with urban design</li> </ul>
Housing choice	<ul style="list-style-type: none"> <li>• Distribution of housing by housing type</li> <li>• Number of units constructed (single/multi) compared with market projections</li> <li>• Number of units constructed and rented at subsidized rate</li> </ul>
Predictable and fair land use regulation	<ul style="list-style-type: none"> <li>• Length of time for processing applications (permits, subdivisions and planning)</li> <li>• Number of planning appeals</li> <li>• Number of community plan amendments</li> <li>• % of existing community plans reviewed since the adoption of the Regional Plan</li> </ul>
Mixed use, walkable communities	<ul style="list-style-type: none"> <li>• Distance from individual units to necessities of everyday living (transit, local services)</li> <li>• Transit Ridership</li> <li>• Number of people walking to work</li> </ul>
Cost effective services that promote economic efficiency and sustainability	<ul style="list-style-type: none"> <li>• Capital Capacity Gap</li> <li>• Cost of servicing per household</li> </ul>

# Appendix B: Existing Municipal Planning Strategies

## Urban Plans

Dartmouth Municipal Planning Strategy

    Pinecrest - Highfield Park Secondary Planning Strategy

    Downtown Dartmouth Secondary Planning Strategy

Halifax Municipal Planning Strategy

    Bedford Highway Secondary Planning Strategy

    Central Business District Secondary Planning Strategy

    Fairview Secondary Planning Strategy

    Halifax Waterfront Development Area Secondary Planning Strategy

    Mainland South Secondary Planning Strategy

    Peninsula Centre Area Secondary Planning Strategy

    Peninsula North Secondary Planning Strategy

    Quinpool Road Commercial Area Secondary Planning Strategy

    South End Area Secondary Planning Strategy

    Spring Garden Road Commercial Area Secondary Planning Strategy

    Wentworth Secondary Planning Strategy

    Western Common Area Secondary Planning Strategy

## Suburban Plans

Eastern Passage/Cow Bay (EP/CB) Municipal Planning Strategy

Cole Harbour/Westphal (CH/W)Municipal Planning Strategy

Sackville Municipal Planning Strategy

    Sackville Drive Secondary Planning Strategy

Bedford Municipal Planning Strategy

Timberlea/Lakeside/Beechville (T/L/B) Municipal Planning Strategy

## **Rural Commutershed Plans**

Lawrencetown Municipal Planning Strategy

Porters Lake and Lake Echo (PL/LE) (Planning Districts 8 and 9) Municipal Planning Strategy

Lake Major, North Preston, Lake Loon/Cherry Brook and East Preston (LM/NP/LL/CB/EP) Municipal Planning Strategy

Shubenacadie Lakes (Planning Districts 14 and 17) Municipal Planning Strategy

Beaver Bank, Hammonds Plains and Upper Sackville (BB/HP/US) Municipal Planning Strategy

St. Margaret's Bay (Planning Districts 1 and 3) Municipal Planning Strategy

Prospect (Planning District 4) Municipal Planning Strategy

Chebucto Peninsula (Planning District 5) Municipal Planning Strategy

## **Rural Plans**

Eastern Shore (East) Municipal Planning Strategy

Eastern Shore (West) Municipal Planning Strategy

Musquodoboit Valley- Dutch Settlement Area Municipal Planning Strategy

## Appendix C: Species at Risk in HRM 2004

Species	National Status	Provincial Status
Piping Plover ( <i>Charadrius melodius</i> )	Endangered	Endangered
Roseate Tern ( <i>Sterna dougallii</i> )	Endangered	Endangered
Harlequin Duck ( <i>Charadrius melodius</i> )	Special Concern	Endangered
Ipswich Sparrow ( <i>Passerculus sandwichensis princeps</i> )	Special Concern	Endangered
Wood Turtle ( <i>Clemmys insculpta</i> )	Endangered	Vulnerable
Moose (Mainland Population) ( <i>Alces alces americana</i> )	not listed	Endangered
Boreal Felt Lichen ( <i>Erioderma pendiculata</i> )	Endangered	Endangered

### Definition of Species at Risk Categories

**Provincial Legal Status:** Species listed as at risk by the Nova Scotia Species at Risk Working Group are approved by the responsible minister and are included on the list of species at risk in Nova Scotia and are then protected under the *Endangered Species Act*. The Nova Scotia Species at Risk Working Group status is assigned based on an assessment of biological factors and rigorous assessment criteria, followed by classification into categories based on level of risk.. Status categories are as follows: 1) Endangered - a species facing imminent extirpation or extinction; 2) Threatened - a species likely to become endangered if limiting factors are not reversed; 3) Vulnerable - a species of special concern because of characteristics that make it particularly sensitive to human activities or natural events.

**National Legal Status:** Species listed as at risk by COSEWIC (Committee on the Status of Endangered Wildlife in Canada) are approved by the appropriate minister and are protected under the national *Species at Risk Act* (SARA). The COSEWIC status is assigned based on an assessment of biological factors and rigorous assessment criteria, followed by classification into categories based on level of risk.. Status categories are as follows: 1) Endangered - a species facing imminent extirpation or extinction; 2) Threatened - a species likely to become endangered if limiting factors are not reversed; 3) Special Concern - (formerly "vulnerable") a species of special concern because of characteristics that make it particularly sensitive to human activities or natural events<sup>41</sup>.

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<sup>41</sup> Nova Scotia Species At Risk, DNR, [online]  
[http://www.speciesatrisk.ca/municipalities/sar\\_ns.htm#assessment](http://www.speciesatrisk.ca/municipalities/sar_ns.htm#assessment) [available Oct. 19, 2004]



## Appendix D: Selected Opportunity Sites in the Regional Centre

This list and the Opportunity Sites within Regional Centre Map (Map 6) show sites within the Regional Centre which are vacant or have potential for redevelopment. While these sites are not necessarily currently available for development, the list is presented for illustrative purposes to indicate the type of properties that might be developed under different circumstances. Usually the amount of land that is available at any one time is always changing as parcels are developed and others become available. Not included are vacant parcels under 2000 square metres in area, those which are in the process of being developed and others which might be available for development but have not been identified.

### Part A - Sites along major transportation corridors, outside the Capital District or established neighbourhoods

#### PID number Location

39958	198 Wyse Rd, Dartmouth
39982	200 Wyse Rd, Dartmouth
39990	224 Wyse Rd, Dartmouth
40006	228 Wyse Rd, Dartmouth
63693	Shannon Park, Dartmouth
70136	230 Wyse Rd, Dartmouth
81661	219 Wyse Rd, Dartmouth
153106	Corner, Young & Windsor Sts, Halifax
162891	6030 Pepperell St, Halifax
240200	163 Pleasant St, Dartmouth
40173668	5 Horizon Crt, Dartmouth
40414047	40 Highfield Park Dr, Dartmouth
40430191	60 Highfield Park Dr, Dartmouth
40549859	70 Highfield Park Dr, Dartmouth
40559882	30 Highfield Park Dr, Dartmouth
40721888	2854 Robie St, Halifax
40724270	2419 Robie St, Halifax
40741571	3276 Kempt Rd, Halifax
40808164	3360 Kempt Rd, Halifax
40924326	CNR Maintenance Yards, Halifax
41035924	6192 Young St, Halifax

## **Part B - Sites within established neighbourhoods**

### **PID number Location**

36160	72 Primrose St, Dartmouth
63370	43 Parkstone Rd, Dartmouth
103762	5280 Green St, Halifax
142489	966 Mitchell St, Halifax
40414104	20 True North Cres, Dartmouth
40414179	80 True North Cres, Dartmouth
40414203	34 True North Cres, Dartmouth
41050956	2669 Gladstone St., Halifax

## **Part C - Sites within the Capital District**

### **PID number Location**

2063	Cogswell St, Halifax
2071	Cogswell St, Halifax
2089	Cogswell St, Halifax
77099	1335 Queen St, Halifax
44248	27 Faulkner St, Dartmouth
45823	95 Wyse Rd, Dartmouth
77099	1335 Queen St, Halifax
77438	1462 Queen St, Halifax
77875	5515 Clyde St, Halifax
82651	118 Wyse Rd, Dartmouth
83071	71 Shore Rd, Dartmouth
83683	27 Alderney Dr, Dartmouth
108308	28 Queen St, Dartmouth
109207	101 King St, Dartmouth
114306	16 Canal St, Dartmouth
114330	42 Canal St, Dartmouth
127985	2445 Brunswick St, Halifax
140228	Quinpool Rd, Halifax
148437	2240 Barrington St, Halifax
230953	Pine St, Dartmouth
40180127	19 Maitland St, Dartmouth
40497836	46 Portland St, Dartmouth
40718934	17 Maitland St, Dartmouth
40928541	Cogswell St Interchange, Halifax
40937872	CNR, Dartmouth
40938268	CNR, Dartmouth
41068990	Gottingen St, Halifax

# Appendix E: Halifax Harbour Plan Proposed Land Use

## 1. Marine Industrial/Marine Commercial Sites

Sites proposed to be designated for marine industrial/marine commercial uses within the Halifax Harbour Designation, include the following (refer also to Map 9):

- Former Ultramar Refinery lands
- Autoport lands
- Shearwater lands (Waterfront area and Maritime Helicopter Facility)
- Cherubini Metal Works lands
- Imperial Oil Refinery lands
- Woodside Common User Wharf/Irving lands
- Nova Scotia Hospital Lands (southern portion and lands generally below multi-use trail, including water lot)
- HRM Wastewater Treatment Plant lands
- Coast Guard lands
- Dartmouth Cove Waterfront (existing uses)
- Lyle Street lands north of MacDonald Bridge
- DND Dockyard Annex (waterfront lands)
- NSPI lands
- Bedford Institute of Oceanography lands
- National Gypsum lands (owned/leased) and potential adjacent lands at Wright's Cove area (under study)
- DND Bedford Magazine
- Canadian National (CN) Property (water lot), Rockingham Shore
- Fairview Cove lands
- Richmond Terminal lands
- Halifax Shipyards lands
- HMCS Dockyard lands
- Ocean Terminals and Halterm lands (including Dover Mills and Halifax Grain Elevators)

## 2. Recreation Sites

Major existing components of the Halifax Harbour parks and trails system include the following, (refer also to Map 9):

Lawlor's Island

Hartlen Point Golf Course

Dartmouth Harbourwalk (N.S. Hospital Lands)

Dartmouth Common

Bedford Fish Hatchery Park

McNab's Island

MacCormack's Beach

Dartmouth Ferry Terminal Park

Admiral Cove Park

Bedford Waterfront Phase I

Princes Lodge/ Hemlock Ravine  
Seaview Park  
Point Pleasant Park  
Regatta Point Walkway  
Sir Sanford Fleming Park (Dingle)  
Herring Cove Trail  
Duncan's Cove Trail

Sherwood Point  
Halifax Waterfront Boardwalk  
Horseshoe Island Park  
Deadman's Island  
York Redoubt  
Chebucto Head (Lighthouse)

Sites proposed to be developed as parks and trails within the Halifax Harbour Designation include the following (refer also to Map 9):

- George's Island;
- Lawlor's and McNab's Islands;
- Link from Woodside to Eastern Passage/Cole Harbour Rails to Trails system;
- Lands adjacent Dartmouth Wastewater Treatment Plant;
- Link from NS Hospital lands to Downtown Dartmouth, with connection to Shubenacadie Trail system;
- Dartmouth Waterfront to MacDonald Bridge (trail);
- MacDonald Bridge to Shannon Park (trail);
- Shannon Park (waterfront park and trail system);
- Bedford Institute of Oceanography (BIO) land to Wrights Cove (trail);
- Wright's Cove to Admiral Cove Park (trail);
- Bedford Waterfront Phase II (waterfront park and trail);
- Bedford Waterfront to Birch Cove (trail);
- Birch Cove to Fairview Cove and Seaview Park (trail);
- Seaview Park to Robie Street Rail Line (trail);
- North Barrington Street to MacDonald Bridge (trail);
- MacDonald Bridge to Halifax Waterfront (Barrington Street - trail);
- HPA property to Point Pleasant Park (trail);
- Point Pleasant Park to Chebucto Road (Rail Cut - trail);
- Armdale Yacht Club to Purcell's Cove (trail); and
- Chebucto Head Lighthouse property (park and trail).

### **3. Residential Sites**

Sites proposed to be designated for future multi-unit or mixed-use residential development within the Halifax Harbour Designation include the following (refer also to Map 9):

- Dartmouth Cove area, including the former Dartmouth Marine Slips property;
- Downtown Dartmouth Waterfront lands;
- Shannon Park;
- Bedford Waterfront Phase II/Mill Cove Area;
- Birch Cove area; and
- Halifax Waterfront lands