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Halifax Regional Council
June 13, 2006

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY:



Brad Anguish, Director, Environmental Management Services

DATE: May 5, 2006

SUBJECT: HRM Stormwater Management Guidelines

INFORMATION REPORT

ORIGIN

Recommendations of the Water Resources Management Study and Strategy, presented to Committee of the Whole, September 23, 2003 and January 25, 2005.

BACKGROUND

The Water Resources Management Study was presented to Committee of the Whole on September 23, 2003. This study formed the basis for the HRM Water Resources Management Strategy (WRMS) which was presented to Council in January, 2005. Further discussion was deferred to a future CoW session, and it was indicated that specific elements of the WRMS would be brought to Council for approval through normal budget or other processes as required. One of the recommendations of the original study was “that HRM develop stormwater management guidelines to be used throughout the Municipality”. HRM has subsequently had a study completed to develop such Guidelines. Copies of this report are available to Councillors on request (also available online <http://www.halifax.ca/environment/documents/HRMStormwaterManagementGuidelines2006.pdf>). The Stormwater Management Guidelines represent one of the final major deliverables in the WRMS. At this point there is no intention to return to Committee of the Whole with further updates on the WRMS, but staff will continue to implement the recommendations and WRMS elements as outlined in the attached Table of Recommendations and Action Plan. Many of the WRMS elements will be implemented through the Regional Plan policies and follow-up actions.

DISCUSSION

There is a need for a set of consistent, technically sound guidelines for the management of stormwater, to ensure the protection of lakes and rivers. These Guidelines will allow for the creation of best management practises for the control and treatment of stormwater runoff from developed lands. These Guidelines may be used by developers and design engineers in developing stormwater management plans, and by HRM staff in the assessment of proposed developments and the maintenance of existing infrastructure. The Executive Summary of the Stormwater Management Guidelines is attached as an Appendix to this report.

The draft Regional Plan contains policy requiring that a Stormwater Management Functional Plan be prepared. The Stormwater Management Guidelines will form the basis for this functional plan. The Guidelines are intended to be broad based, and may be amended by Watershed Studies which are to be carried out in advance of secondary planning.

HRM staff intend to revise the existing by-laws relating to drainage and stormwater (HRM Lot Grading By-Law L-300, Bedford Grade Alteration By-Law, County of Halifax Topsoil By-Law) which originated in part with the prior municipal units. The existing by-laws need to be updated, harmonised, and combined to provide consistent regulation and management of lot development and stormwater drainage in HRM. The Stormwater Management Guidelines will provide an important information and policy base for a revised by-law. The process for By-Law revision is the subject of a separate information report to Council. The Guidelines will also in part be implemented through reference in the Municipal Service Systems Design Guidelines (the “Red Book”), and by reference as requirements in individual Development Agreements as appropriate.

BUDGET IMPLICATIONS

There are no budget implications related to this report. Any HRM costs associated with management of stormwater structures will be budgeted in the normal manner as required.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

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

ALTERNATIVES

None recommended.

ATTACHMENTS

Stormwater Management Guidelines Executive Summary

Water Resources Management Study Recommendations and Action Plan

Consultant's Report - Stormwater Management Guidelines, 2006 (hard copy available to Councillors on request)

- full document is available online at:

<http://www.halifax.ca/environment/documents/HRMStormwaterManagementGuidelines2006.pdf>

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendas/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

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Stormwater Management Guidelines Executive Summary

The purpose of the Stormwater Management Guidelines is to describe a set of criteria for the design of stormwater management practices to protect the environment of the Halifax Regional Municipality from adverse impacts of urban storm water runoff. The Guidelines describe Best Management Practices (BMPs), techniques and methods of managing stormwater drainage for adequate control and pollutant reduction by using the most effective and practical means that are economically acceptable to the community.

The ultimate selection of recommended stormwater BMPs is dependent on the tributary-specific and in some instances, the reach-specific characteristics, sensitivities and functionalities present within the watershed. Ideally, all BMP design criteria should be based on recommendations developed as part of a comprehensive watershed or subwatershed plan prepared for the subject location's basin. These plans are produced through the study of the environmental and land use features of a watershed. The purpose of the plan is to identify those areas that should be protected and preserved as part of the land use planning process, to evaluate the impact of future land use changes and to develop criteria to mitigate potential cumulative impacts in the watershed.

In the absence of watershed/subwatershed study recommendations, the Guidelines provide general design criteria that should be used in HRM for quantity, quality, erosion, and base flow control. The use of this unified approach should result in a design of stormwater management practices that would meet the flood, water quality, erosion control and groundwater recharge criteria adopted until the completion of the watershed and subwatershed studies.

The overall objectives of introducing BMPs are to minimize the adverse effects on and off the development site. An important part of the selection of BMPs is to preserve the sensitive, natural features and to develop a new stormwater system that can reproduce, as closely as possible, the natural conditions of the undeveloped state. This approach stresses the importance of preserving natural storage, infiltration and pollutant filtering functions where feasible, thus reducing the lifecycle cost for stormwater management and minimizing the need for costly capital improvements to the existing system.

There is no single BMP that suits every development, and a single BMP cannot satisfy all stormwater control objectives. Therefore, cost-effective combinations of BMPs may be required that will achieve the objectives.

These Guidelines are intended to be a tool to be used by HRM to guide developers and their designers toward the selection and design of appropriate stormwater management facilities. It will also be used by HRM staff for the review and design of facilities. It is intended that it will be used in combination with the Regional Plan and other planning and design tools already in place to achieve HRM's long-term goals and objectives.

Water Resources Management - Study Recommendations and Action Plan

BU = HRM Business Unit
 EMS = Environmental Management Services
 RP = Regional Planning

| No. | Recommendation | Action Plan | Progress 2005 | Lead BU | Updated 06/04/20 |
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| Chapter 5.0 Watercourse, Wetland and Coastline Protection | | | | | |
| 5-1 It is recommended that HRM provide protection for lands adjacent to watercourses, wetlands, lakes and coastlines through the use of planning and development controls where appropriate. These would provide riparian buffers to be defined in by-law in riparian areas, shoreline areas and around wetlands. In these adjacent lands, vegetation will be retained, and development, soil removal, excavation, and infilling will be prohibited. The intent of the protection of riparian buffers would include the general prohibition of the infilling and channelization of watercourses. | | | | | |
| 5-2 | It is recommended that the general width of the riparian buffer be 20 m from high water mark along each bank or shore or wetland edge. It is recommended that, where the land within the 20 m buffer zone has an average slope of greater than 20%, the riparian buffer width will be increased and the riparian buffer designation will be extended by 1 m for each additional 2% of slope to a maximum of 60 m in width. | | | | |
| 5-3 | It is recommended that where there are valid reasons to modify the riparian buffer width, or infill a wetland or watercourse, policy and by-law should provide flexibility where appropriate. | | | | |
| 5-4 | It is recommended that, where natural systems have been modified, natural channel design be incorporated (to the extent practical) into the storage, flow and quality improvement of storm runoff, while seeking to remediate and enhance the watercourse conditions. | | | | |
| Chapter 6.0 Service Boundaries | | | | | |
| 6-1 | It is recommended that development boundaries in HRM be defined based on population and employment forecasts for a defined planning period (minimum of 20 years). Population should be | Municipal Planning Strategy and By-Law Most of these policies already exist in current | Draft Regional Plan Chapter 3; Settlement and | RP | |

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| | | Housing | |
| | Community Planning Strategies. | | |
| | This recommendation is currently being implemented in the Master Plan Studies in priority growth areas, and the Greenfield Study will help implement the recommendation on a Regional scale as part of the Regional Plan. | Draft Regional Plan RP | |
| | Municipal Planning Strategy and By-Law | | |
| | This is being implemented in urban areas through Master Planning Process. The Greenfield Study will help implement the recommendation on a Regional scale as part of the Regional Plan. | Chapter 3: Settlement and Housing Chapter 7: Water, Wastewater, Utilities and Solid Waste | |
| | A Study has been completed on Options for On-site and Small Scale Wastewater Management, which will help in the development of settlement patterns for the rural areas. | Policies S-1 to S-12 and SU-2 to SU-17 define urban and rural settlement designations and servicing provisions. | |
| | | Draft Regional Plan Policies S-1, SU-2 | |
| | Municipal Planning Strategy and By-Law, Municipal Service Systems Design Guideline, Business Plans and Budgets , Capital Cost Contribution Policy | | |
| | If is recommended that for the defined urban development areas, full municipal services be required for all new development. Priority should be given to the provision of municipal services within urban areas which produce an intensive and compact form of development. HRM will direct that sufficient capability of the municipality to accommodate anticipated growth for a specified period of time. Council should ensure that at least a 20 year supply of serviced lands in the urban development area will be maintained at all times. Servicing capacity can be reassigned in some urban areas (outside the urban core) if a plan of subdivision is not registered within three years of draft approval. Provision of partial services should be discouraged to reduce potential for wastewater system failures. | Through the Multi Year Financial Strategy and the Capital Cost Contribution Policy, this recommendation is achieved now in some areas. There is more to do. | |
| | For rural settlements/service centres a hierarchy approach to defining service priorities should be applied as defined in Chapter 7.0. | Draft Regional Plan Policies SU-2, 3, 14-17 | |
| | The feasibility of the options in order of priority should be based on an evaluation of: | | |
| | <ul style="list-style-type: none"> • the scale and form of development; • physical or environmental constraints; • potential cumulative impacts to ground and surface water resources; | | |

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| <ul style="list-style-type: none"> comparison of costs and benefits of the alternatives including costs associated with planning, construction, start-up, operation, maintenance, financing and replacement; funding availability. <p>In rural resource areas, individual on-site systems are recommended for wastewater service.</p> <p>Regular surveys and forecasts should be undertaken to implement this policy (e.g. 5 year updates).</p> | <p>6-4</p> <ul style="list-style-type: none"> It is recommended that the following criteria be considered when reviewing requests for extensions of services or changes to the urban development area: <ul style="list-style-type: none"> Municipal sewers or water may be extended outside the urban area where required to correct an existing health problem; Extensions may be permitted for necessary operating purposes, such as the looping of existing mains, the replacement of existing mains and the interconnection of urban areas; Where full servicing is being discouraged for areas adjacent to urban areas policies can be developed to state that expansions on individual water and septic is not allowed except for once per settlement area in order to "round" the area, and add a maximum of 5 residential units; Amendments to boundaries may be considered to implement the results of reviews of municipal population and housing forecasts; Delete designation if total land available for urban area does not show a need for additional lands to be designated; Consideration and evaluation of alternative/expansion development policies must include analysis of impacts on natural heritage and availability of existing or committed infrastructure, impacts of increased densities, agricultural capability, financial capability of the municipality as well as population/employment forecasts; Consideration of other matters deemed necessary by Council; Compliance with buffer and distance separation policies/regulations such as those for aggregate and sand deposit extraction, forestry and fishing in rural and coastal areas; Consideration of fiscal impacts including property assessments; That alternatives to the provision of piped municipal water and sewer services have been thoroughly investigated; | <p>Draft Regional Plan Policies SU-2, 3, 14+17</p> |
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| <ul style="list-style-type: none"> • The development is in compliance with the desired pattern of development within the local area and the region; • That the development is within a reasonable distance of existing infrastructure; • That the development is contiguous to an existing subdivision serviced with water and sewer; and • That there are sufficient community services in the area capable of servicing the development. <p>In addition, where full servicing is expected to be supplied in the future, HRM should consider encouraging lot development that will allow for subdivision in the future to increase densities and compact settlement form (e.g. buildings placed on side of lots).</p> | <p>Chapter 7.0 Wastewater Management</p> <p>7-1 It is recommended that HRM develop a hierarchy of wastewater management forms to be used for new development in designated rural settlement/service centres as designated through the Regional Plan.</p> <ul style="list-style-type: none"> • Central collection and treatment with surface water discharge is the preferred form of servicing for designated rural settlement/service centres. These systems should only be permitted at locations designated by the Municipality as a focal point for the provision of a mix of commercial, residential, community facility, entertainment and employment services to the surrounding rural settlement area. Lot creation will be permitted only if sufficient sewage treatment plant capacity will be available to accommodate it; • Communal system with subsurface discharge is the preferred means of servicing multiple lots/units in rural settlement/service centres where it is not feasible to implement a central collection and treatment system, where conditions are suitable over the long term and appropriate management plans are in place for system maintenance, and where lot sizes can be reduced to allow the clustering of development on a small portion of the site; and • Rural settlement/service centres may be serviced by individual on-site systems where the use of communal systems is not feasible and where conditions are suitable over the long term. <p>The preferred method of servicing for the rural settlement/service centres would be determined through a study of the options available. The selection of the preferred method would consider capital and operational financial aspects of the potential service options.</p> <p>In low density resource-based areas, outside of the designated rural settlement/service centres, individual on-site systems will continue to be the form of wastewater servicing.</p> | <p>Draft Regional Plan Policies SU-2, 3, 14-17</p> <p>Municipal Planning Strategy, and Land Use By-Law</p> <p>RP</p> |

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| | | Draft Regional Plan Community Plans Policies SU-2, 3, 14-17 | EMS |
| 7-2 | <p>It is recommended that HRM develop a hierarchy of wastewater management forms to be used when remediating failed individual on-site systems. Remediating on-site wastewater treatment systems should recognize that:</p> <ul style="list-style-type: none"> • when single failures are identified it is preferred that they be remediated or replaced with individual on-site systems where there is space available; • communal services are the preferred means of servicing multiple lots/units in areas where multiple failures have been identified, where conditions are suitable over the long term; and, • central collection and treatment with surface water discharge is to be provided where there is a large number of failures and/or where the above methods cannot be utilized. | This policy will be developed using in part the conclusions of the study identified in 6-2: Options Study for On-site and Small Scale Wastewater Management. | |
| 7-3 | <p>It is recommended that HRM consider the use of Wastewater Management Districts or condominium agreements for communal systems with subsurface discharge.</p> | Municipal Planning Strategy and By-Law | RP |
| 7-4 | <p>It is recommended that methods of public education and information dispersal be implemented on septic system operation and management. The program should be prepared in cooperation with other levels of government and based on improving public awareness of septic system management, operation and maintenance requirements and other matters of environmental and public health concern.</p> | <p>Flush-Less Program Implemented 2003-2004 in Kingswood and Fall River areas. Partnership with Clean Nova Scotia and Environment Canada.</p> | EMS |
| 7-5 | <p>It is recommended that HRM request that NSDEL use the on-site system data base to evaluate system failures.</p> | <p>Environmental Policy Regional Planning will attempt to acquire the data for analysis and Environmental Management Services will determine if the data base will be helpful to evaluate and avoid future problems.</p> | RP EMS |
| 7-6 | <p>It is recommended that HRM cooperate with NSDEL to undertake a study to evaluate failures of on-site systems with central water servicing. It is further recommended that if there is a trend of failures identified, HRM request that NSDEL review the requirement for larger capacity on-site sewage disposal systems when approving lots to be serviced with on-site wastewater treatment and central water services.</p> | <p>Environmental Policy The Province is the lead with on-site systems. However, HRM has a vested interest. To meet the demands of the recommendations, HRM shall start discussions with the Province.</p> | EMS |

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| 7-7 | It is recommended that HRM encourage homeowners to install water conservation devices. | Environmental Policy | Requires further action with HRWC. |
| 7-8 | It is recommended that the existing infrastructure be prioritized by watershed for the purposes of I/I evaluation. The watersheds should then be examined to determine sources of I/I and action plans developed to either eliminate the source of I/I or expand collection and treatment facilities. | Environmental Policy, Capital Budget | EMS 25-Year Capital Plan and annual capital budgets. |
| 7-9 | It is recommended that HRM perform wet weather flow studies to evaluate the merits of separating sewers and/or reducing CSOs. | Environmental Policy, Capital Budget | Ongoing sewershed studies, Halifax and Dartmouth. HHSP has undertaken some sewer separation in downtown Halifax, 2005-2006 to eliminate CSOs. |
| 7-10 | It is recommended that when sanitary sewers are to be installed, the design must include provision for stormwater management, including the management of stormwater from roof leaders and foundation drains. | Municipal Service Systems Design Guideline | Draft Regional Plan, Section 7.6 Wastewater Management Functional Plans |
| Chapter 8.0 Stormwater Management | | Municipal Planning Strategy, Environmental Policy | Consideration for implementation through Stormwater Guidelines (see 8-1). |
| 8-1 | It is recommended that HRM develop stormwater management guidelines to be used throughout the Municipality. | Consulting study completed, Stormwater Management Guidelines done. | RP EMS |
| 8-2 | It is recommended that, where HRM has identified particularly sensitive watersheds, a watershed approach to stormwater management be applied. | Municipal Planning Strategy and By-Law Done in Master Plans now. Under Regional Planning, | RP |

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| | | Section 2.3., Policy E-15 | |
| | | will be required in all community plans. Regional Planning will map any sensitive areas. Stormwater Guidelines to be implemented through revised by-laws and Municipal Service Systems Design Guidelines. | RP |
| 8-3 | It is recommended that the stormwater management guidelines require: | <ul style="list-style-type: none"> • pre-development hydrology be maintained or enhanced to the extent practical, keeping in mind the potential for basement flooding, groundwater contamination and inflow and infiltration to the sanitary sewer. It is also recommended that natural systems should be preserved and maintained; • the volume of sediments and contaminants being discharged into the storm sewer system and eventually into a receiving water be reduced to levels that are not harmful to the intended use of the receiving waters and shall not exceed current limits under the wastewater discharge by-law; • peak storm discharges be reduced through a hierarchy of source, conveyance, and end-of-pipe control measures to reduce the risk of flooding and stream bank erosion in a watershed approach; • emerging technologies be considered for water resource management with an emphasis on the importance of natural systems; and • developers be required to investigate the cumulative effects of existing and future developments on the downstream environment. | Draft Regional Plan See 8-1 |
| 8-4 | It is recommended that a public education plan be instituted to inform storm sewer users of their potential effect on the environment. | Environmental Policy, Business plans and Budgets | Ongoing campaign – “Only Rain in the Storm Drain”, By-Law W-101 enforcement. |
| 8-5 | It is recommended that erosion and sediment control shall be applied to all development and construction approvals through the development of policy that includes lot level erosion and sediment control. | Municipal Planning Strategy and By-Law Consulting study completed, Stormwater Management Guidelines done. Draft Regional Plan, Section 7.6 Wastewater Management Functional Plans | RP The study identified in 8-1 and 8-3 will determine the resources required for this. |
| 8-6 | It is recommended that a Floodway designation in Zoning mapping be established that reflects the 1:20 year floodways and a Floodway Fringe designation of the 1:100 year floodway fringe of the Sackville River and the Little Sackville River as defined by mapping of the Canada-Nova Scotia Flood Reduction | Municipal Planning Strategy and By-Law Draft Regional Plan | RP |

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| Program, and adjacent to other rivers where similar conditions are recognized. | <p>Section 2.2.4, Floodplains Policies E-12, 13</p> <p>Analysis to establish mapping priorities is presently being carried out under the Regional Plan. The cost of floodplain mapping which is required in large development areas will be completed as part of a Master Plan, and can be recovered from developers through the Capital Cost Contribution Program.</p> <p>Floodplain mapping which may be required in existing developed areas will be costed and carried out separately as part of a community plan.</p> | | |
| 8-7 | <p>It is recommended that for watercourses which have not been mapped under the Canada-Nova Scotia Flood Damage Reduction Program, the provisions of designated floodplains be applied. Mapping will be undertaken on a watershed basis. Watersheds will be prioritized based on environmental sensitivity, historical flooding and development pressure.</p> | <p>Draft Regional Plan Policies E-12, 13</p> <p>Municipal Planning Strategy and By-Law</p> | <p>The master planning process will identify the need for floodplain protection in the priority growth areas.</p> <p>Further analysis which is presently being done under the Regional Plan will determine large new development areas that require flood- plain mapping and protection.</p> |
| 8-8 | <p>It is recommended that within the Floodway designation a Floodway Zone be established, encompassing the 1:20 year floodway, in which conservation related uses, public and private parks and playgrounds, recreation uses, roadways, utility and service corridors, parking lots, temporary uses and uses of a similar nature shall be permitted. Notwithstanding that these uses shall be permitted, any structures intended for human habitation, whether permanent or temporary, shall be prohibited, and the placement of off-site fill shall be prohibited.</p> | | |
| 8-9 | <p>It is recommended that the redevelopment of existing uses within the 1:20 year floodway be permitted through the development agreement process, subject to the proponent agreeing to maintain, or enhance where possible, the water retention capabilities of the floodway.</p> | | |
| 8-10 | <p>It is recommended that the 1:100 Floodway fringe be identified on the Zoning map. Permitted uses within the floodway fringe should be determined by the underlying zones. Further to the applicable zone requirements, require floodproofing of structures erected within the 1:100 floodway fringe and</p> | | |

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| Monitoring Functional Plan | Development Agreements The recommendations in the Halifax Watershed Advisory Board's report "Recommendations for Monitoring Freshwater Quality to Assess Impact of Development in the Halifax Regional Municipality" will be considered when these requirements are developed. | Policy E-16 |
| Environmental Policy, Business Plans and Budgets Identify through the business plan and budget process. | HRM to include community volunteers as appropriate; sampling, analysis and monitoring procedures to follow valid methods; results to be provided promptly to HRM and the appropriate WAB; and HRM to retain database of monitoring results. | Section 2.4.1, Water Quality Monitoring Functional Plan Policy E-16 |
| Environmental Policy, Business Plans and Budgets Identify through the business plan and budget process. | It is recommended that HRM undertake a water quality monitoring program in the order of 50 to 70 sites per year, 3-4 times per year for 4 physical chemical base parameters and occasional more complex studies including bioindicators. In addition to this HRM will undertake lake based or watershed based studies to establish community based water quality objectives, targets and monitoring parameters and to establish comprehensive development criteria. These studies will be phased over time and be implemented based on need and when funding is available. | Budget established for FY06/07 under Regional Planning for monitoring and watershed studies. |
| Environmental Policy Review the adoption of fundamental parameters and targets with other levels of government, specifically NSDDEL and DFO. Negotiate with NSDDEL and Environment Canada in the development of a water quality monitoring program consistent with those in other provinces. | It is recommended that performance measures be developed in cooperation with other levels of government and organizations, to include: Cooperate in the adoption of the CABIN biomonitoring program, with the adoption of sites in HRM. | Studies undertaken through NSDDEL Water Quality Objectives and Model Development Steering Committee developed a process to establish water quality objectives, and developed a standard lake phosphorus model for general use. |
| Regional Plan Watershed Studies and Water Quality Monitoring Functional Plan will help define site-specific objectives | | Regional Plan Watershed Studies and Water Quality Monitoring Functional Plan will help define site-specific objectives |

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| 9-4 | <p>It is recommended that water quality monitoring/ performance measures data be reviewed as it becomes available in HRM on an annual basis and to assess the effect of development as measured against the objective standards established for water quality. As established water quality standards/targets are approached, consider further actions to avoid exceeding water quality targets and performance measures.</p> | <p>Environmental Policy</p> <p>Identify priorities through the business planning process.</p> <p>Ongoing data collection and compilation. Purchase of a compiled water quality database is complete.</p> |