RP+5
Regional Plan 5 Year Review

DRAFT 4

Regional Municipal Planning Strategy

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CHAPTER 1: INTRODUCTION

1.1 THE FIRST FIVE YEAR PLAN REVIEW

The Regional Plan, as adopted in 2006, emphasized a balanced approach to development and established targets for directing housing growth over the life of the Regional Plan (2006-2031). Twenty-five percent of the growth was to be directed to the Regional Centre (Peninsula Halifax and Dartmouth between the Circumferential Highway and Halifax Harbour); fifty percent directed to the urban communities (communities serviced with publicly managed water and wastewater services outside the Regional Centre) and the remaining twenty-five percent to the rural areas.

In preparing the first five year review of the Plan, the Stantec Quantifying Study[1] was commissioned to assess the public, private and social costs and benefits of various growth scenarios from 2011 to 2031. That Study also considered how these scenarios may impact our environment, health and social well-being and benchmarked HRM with other Canadian and US municipalities to assist in this evaluation. Significant conclusions reached by that Study were that:

- Adhering to the Regional Plan growth targets of 25% of new housing starts (growth) in the Regional Centre, 50% in the urban communities and 25% in the rural areas of HRM is estimated to save $670 million over the current pattern of development.
- Significant additional cost savings could be achieved by increasing growth in the Regional Centre.

The Regional Plan shall target at least 75% of new housing units to be located in the Regional Centre and urban communities with at least 25% of new housing units within the Regional Centre over the life of this Plan.

As a component of this review, an inventory of potentially developable lands within the urban communities, outside the Regional Centre, was undertaken in the fall of 2013. It was estimated that there was sufficient supply for at least 28 to 35 years based on a growth rate in urban communities of 1,200 households per year. The supply will be monitored on an on-going basis[2].

[1] Stantec, 2013. Quantifying the Costs and Benefits to HRM, Residents and the Environment of Alternate Growth Scenarios.

[2] According to Statistics Canada census data, the number of households in HRM grew by 10,015 from 2006 to 2011 – an average of 2,003 per year. If this growth rate was assumed to continue in the future and 50% of this growth was assigned to the urban communities (1,003 households per year), the available supply would be estimated to last 33 to 42 years without any consideration given to the potential for redevelopment, infilling or auxiliary dwelling units. Staff applied a more conservative estimate of 1,200 dwelling units per year in the urban communities based on a previous projection undertaken for HRM by Altus in 2009. Stantec (see Table 1) projects a significant increase in growth in dwelling units between 2016 and 2021.

Amendments introduced through this first five year Regional Plan review focus on the following themes and actions:

Sustainable Solutions:

- Introduce standards for low impact "green" development.
- Ensure that new development pays its fair share to protect the tax rate.
- Expand the use of tools that increase housing affordability, heritage protection, support for culture, control of overall resource and energy consumption, and reduction of greenhouse gas emissions.
- Enhance open space planning by introducing the concept of greenbelting to shape communities and build a network of connected natural and public spaces for future generations.

Enhance the Regional Centre:

- Prepare new land use policies, bylaws, and design guidelines that ensure high quality growth at an appropriate density and scale.
- Create incentives for growth through streamlined development approval processes, tax policies, density bonusing, capital investments and other strategies to attract new development to achieve the Regional Plan's urban growth targets.
- Create robust tools that protect neighbourhood character and scale.

Improve Urban and Rural Community Design:

- Introduce new design standards that create more attractive and sustainable ("green") communities and more beautiful, walkable and complete communities.
- Direct new growth to areas where infrastructure and services already exist.

Make Land Use and Transportation Planning Mutually Supportive:

- Direct growth to designated growth areas based on available infrastructure and services (i.e. growth centres and corridors).
- Support and reinforce growth areas by an appropriately designed transit service and active transportation network.
- Improve the experience of transit users, enhance transit service in appropriate areas, and increase ridership, while reducing single-occupant vehicle commuting. Investment in active transportation and car-sharing options will be supported wherever possible to help provide alternatives to vehicle ownership.

1.2 VISION AND PRINCIPLES

Vision

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

Guiding Principle

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

Principles

This Plan:

- **Provides a framework which leads to predictable, fair, cost-effective and timely decision-making;**
- **Supports development patterns that promote a vigorous regional economy;**
- **Preserves and promote sustainability of cultural, historical and natural assets;**
- **Supports the Regional Centre as the focus for economic, cultural and residential activities;**
- **Manages development to make the most effective use of land, energy, infrastructure, public services and facilities, and foster 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.**

1.3 OBJECTIVES

Environment, Energy and Climate Change

1. Promote an approach to environmental management and economic development that supports a sustainable future through cooperation with other levels of government, government agencies, private landowners, and non-government organizations;

2. Foster a land management and community design approach which integrates preservation of lands of ecological, cultural and environmental significance; lands suited for renewable resource extraction; and lands suited for parks, trails and corridors which provide recreational and educational opportunities;

3. Adopt development practices that sustain air, land, water and groundwater resources and respond to climate change; and

4. Conserve energy and respond to climate change.

Settlement and Housing

1. Direct growth so as to balance property rights and life style opportunities with responsible fiscal and environmental management;

2. Focus new growth in centres where supporting services and infrastructure are already available;

3. Target at least 75% of new housing units to be located in the Regional Centre and urban communities with at least 25% of new housing units within the Regional Centre over the life of this Plan;

4. Design communities that:
   (a) are attractive, healthy places to live and have access to the goods, services and facilities needed by residents and support complete neighbourhoods as described in 6.2.2 (v) of this Plan;
   (b) are accessible to all mobility needs and are well connected with other communities;
   (c) protect neighbourhood stability and support neighbourhood revitalization;
   (d) preserve significant environmental and cultural features;
   (e) promote community food security**;**
   (f) provide housing opportunities for a range of social and economic needs and promote aging in place;

4. Maintain the integrity of rural communities;

5. Preserve agricultural and resource lands;

6. Provide opportunities to establish a network of interconnected greenbelts and open spaces; and

7. Support housing affordability.

Transportation

1. Implement a sustainable transportation strategy by providing a choice of integrated travel modes emphasizing public transit, active transportation, carpooling and other viable alternatives to the single occupant vehicle;

2. Promote land settlement patterns and urban design approaches that support fiscally and environmentally sustainable transportation modes;

3. Forecast HRM's need for mobility and provide service and infrastructure to meet this demand while influencing choices towards transportation sustainability; and

4. Design complete streets for all ages, abilities, and modes of travel.

Economy and Finance

1. Build a vibrant and attractive Regional Centre that attracts private investment and more residents;

2. Promote a business climate that drives and sustains growth by improving competitiveness and by leveraging our strengths;

3. Create a welcoming community where the world's talent can find great opportunities, engaged employers and resources for career advancement;

4. Create a unique, international brand for HRM;

5. Capitalize on our best opportunities for economic growth;

6. Ensure that there are sufficient lands available along the harbour and in business parks to provide economic opportunities;

7. Support and enhance our land, port and air transportation facilities;

8. Create an economic climate that enhances the viability of working lands and conserves natural lands; and

9. Prepare financial plans and strategies that support and encourage the outcomes of this Plan, including environmental conservation, housing affordability, economic competitiveness, revitalization of the Regional Centre and neighbourhood stability.

Regional Centre

1. Adopt a Regional Centre Plan which achieves the vision statement and guiding principles endorsed by Regional Council;

2. Adopt heritage plans and programs that further preserve and enhance the viability of heritage properties, streetscapes, and districts;

3. Prepare capital and operating expenditure programs that enhance development within the Regional Centre, with emphasis of resources on downtown Halifax and Dartmouth**,** and take advantage of opportunities to strategically leverage other public and private sector investments; and

4. Create financial and regulatory incentives to stimulate desired growth.

Cultural and Heritage Resources

1. Preserve and enhance the viability of cultural and heritage resources in HRM and develop policies, programs and regulations to protect and enhance them;

2. Promote cultural and heritage considerations in HRM's broader planning and municipal decision making processes;

3. Assist communities in identifying and celebrating cultural and heritage assets;

4. Support cultural tourism through investment in signature cultural attractions and events;

5. Broaden heritage protection through the identification and preservation of cultural landscapes; and

6. Increase opportunities for cultural activity and bolster the creative economy.

7. Recognize the importance of arts, including professional arts, to the creative economy and vitality of our region.

Municipal Water Services, Utilities and Solid Waste

1. Coordinate municipal initiatives with the Halifax Regional Water Commission (Halifax Water) to:

   (a) provide water, wastewater and stormwater services in a cost-effective manner;
   (b) recoup growth related costs from benefitting property owners; and
   (c) reduce degradation to the natural environment.

2. Manage growth to make the best use of existing water, wastewater and storm infrastructure and avoid unnecessary or premature expenditures;

3. Support environmentally sustainable practices for developments serviced with on-site water and wastewater services;

4. Reduce above grade electrical and telecommunication lines; and

5. Encourage the development of a comprehensive natural gas distribution system; and
6. Reduce the amount of solid waste generated and operate solid waste facilities in an environmentally responsible and cost-effective manner.

Governance and Implementation

1. Engage citizens in the development of policies, programs and services as the basis for building healthy, strong and inclusive communities;

2. Monitor the effectiveness of policies and programs of this Plan;

3. Undertake periodic reviews of this Plan to assess whether changes are needed; and

4. Ensure that HRM policies and programs are aligned to achieve the vision and objectives of this Plan.

1.4 HRM: FROM PAST TO PRESENT

1.4.1 Settlement in HRM

The earliest evidence of the Mi'kmaq culture in what is now known as HRM can be traced to 10,000 years ago. European settlement can be traced to the Portuguese, Basque, English and French fishermen. The French claimed Nova Scotia as part of Acadia in the 1600s but Halifax was established by the British in 1749 as a strategic military site. Culture is never static, and HRM's culture and heritage continues to change and be re-defined through the contribution and interaction of founding communities and the arrival of more recent immigrants.

While the city famously grew around the Citadel fortress on the Halifax Peninsula, settlement did not stay confined to the Peninsula for long. Much of the commercial and government employment, including the Royal Canadian Navy, was focused in Downtown Halifax, while Downtown Dartmouth became an important manufacturing centre. In the rural areas beyond, most people lived off the land or sea through farming, fishing, or both, and were spread relatively evenly along the shorelines and inland waterways. The railways brought new levels of mobility to areas beyond traditional coach roads or water transportation, allowing more population to be located at greater distances from economic centres.

1.4.2 Regional Growth

Since the 1950s, the trend has been strongly toward dispersion of residential population from the urban core. Although the residential areas of Peninsula Halifax and Downtown Dartmouth remain robust, economic and technological changes, cross-harbour bridges, the provincial freeway system, early regional planning efforts, and provincial land banking for new housing helped drive population away from the economic hub and clustering of employment (the urban core). These trends have been augmented by the variability of our topography, the impact of our irregular coastline and the presence of our deep harbour. Our harsh geology impacts the cost of construction in many areas, resulting in development that may be challenging to connect and service within the larger region[3].

Recent benchmarks, however, suggest a fairly encouraging picture of HRM's position with respect to population density when compared to six other Canadian municipalities. Although the region is growing more slowly than its comparators, it is fifth among the seven in terms of density of the Census Metropolitan Areas[4]. Among the benchmark regions, its Central Business District population density is second, following only Quebec City. HRM also ranks second to Regina in terms of the density of combined residents and employees in the CBD but has considerably more residents than Regina, suggesting a better integrated downtown area. Overall, HRM is seen to have a balanced pattern of development between its Regional Centre and other growth centres which is conducive to the use of transit and active modes of transportation[5].

[3] Stantec Study, 2013.
[4] Stantec, 2013 based on new 2011 data by which the Halifax CMA has a density of 71.0 persons per km^2
[5] Stantec, 2013 p. 2.10 citing Transportation Association of Canada

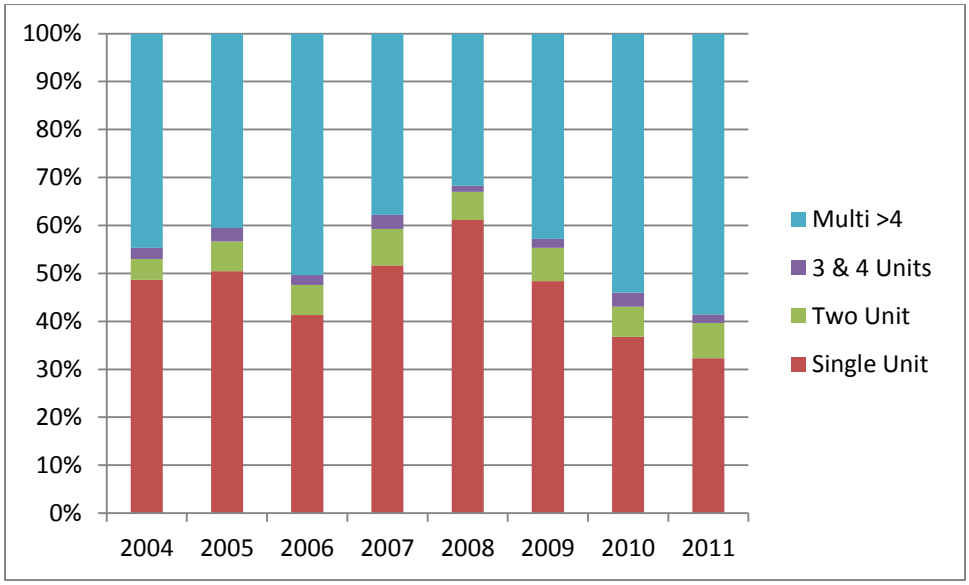
As the largest municipality in the Atlantic Canada, HRM also has a variety of roles to play. It is the capital of Nova Scotia. It is the primary point of international entry to, and exit from Atlantic Canada. It is an important centre of production and an even more important centre for the delivery and management of goods and services. It is also a major cultural centre that people outside of Atlantic Canada look upon as a reflection of the region, and to which people within the region look as a leader.

1.4.3 Development Trends

HRM's past population trend has resulted in a dispersed settlement pattern in many areas, where increasingly larger amounts of land are used by individual households. This in turn has led to higher infrastructure and delivery costs to service these areas. Since 2000, the population in the Regional Centre has stabilized, but the urban communities have continued to attract new residents, and rural commuter subdivisions have spread outwards. Conversely, another trend observed since 2006 is the continued population loss in HRM's more remote rural communities on the Eastern Shore.

One of the key trends in recent decades is the move towards higher density development largely explained by smaller household sizes and more difficult financing options. One-person households are currently the fastest growing category, increasing by 26% in the last decade[6].

Fig. 1-1: New Dwelling Units in HRM by type (2004-2011) Source: HRM



[6] Nova Scotia Community Counts, 2012. www.gov.ns.ca/finance/communitycounts

1.5 HRM: A SUSTAINABLE AND PROSPEROUS FUTURE

Future patterns of development in HRM will be influenced by trends in population, the strength of the economy and employment opportunities, public infrastructure, planning regulations, housing choices and affordability of housing. Projected trends from now until 2031 indicate that employment will continue to grow, albeit at lower levels than the 1996-2006 period. Meanwhile the number of available workers will decrease as the age distribution shifts towards a larger proportion of residents over the age of 65, with corresponding demand for higher density housing. Each of these projected patterns is discussed in more detail below.

1.5.1 Economy and Employment

Within Nova Scotia and the broader Atlantic regional economy, HRM has traditionally shown strong economic performance, and the conditions are set to continue to create relatively more employment than the rest of Atlantic Canada over the next 25 years. Actual growth in HRM will be affected by offshore oil and gas activity levels, as well as a continued restructuring in manufacturing, fishing and forestry industries. Some workers displaced from those industries will need time for retraining before they re-enter the workforce[7]. The short term will see a continuation of the slow-growth stability typical of the Halifax area.

In 2012 a major shipbuilding project was announced by the Government of Canada for HRM. The Conference Board of Canada has suggested that the project will generate an average of 8,500 Nova Scotia jobs over its lifetime to the year 2030, with a peak of 11,500 around the year 2021[8].

1.5.2 Population and Housing

HRM had relatively stable population growth over the last 25 years. In 1976, the population was less than 280,000, rising to approximately 384,778 by 2006 and to over 409,510 by 2011. This growth has not occurred uniformly across HRM, but has instead been focussed mainly in the urban communities and rural areas within commuting distance of the Regional Centre.

The population growth of HRM over the 25-year period between 2011 and 2031 is projected to be approximately 73,115 persons, using a base case scenario[9]. Two thirds of net migration is expected to come from international sources, while the remainder is expected from other parts of Canada[10]. HRM's population is indeed growing increasingly diverse, with over 11,000 new immigrants arriving in HRM since 2006, comprising 76% of provincial in-migration[11]. HRM is also becoming a magnet for foreign students, who numbered 3,000 in 2002 and 6,000 in 2011[12]. The Aboriginal and African Nova Scotian communities are also growing at a faster pace than the rest of the population, presenting significant economic and cultural opportunities.

[7] Altus Group. 2009. Employment, Population and Housing Projections Halifax Regional Municipality: An Update. p. 12
[8] Conference Board of Canada, cited in Stantec, Quantifying the Costs and Benefits of Alternative Growth Scenarios, (Halifax Regional Municipality, 2013
[9] Stantec, 2013, updated from Altus, 2009.
[10] Altus, 2009.
[11] CIC Facts and figures 2011 Canada – permanent residents in province or territory and urban area.

With respect to an aging population, by 2031 there will be more than twice the number of people over the age of 65 than in 2001 (163% increase), and the number of school aged children is expected to level off (see Fig. 1-2). This shift in age distribution will have significant implications on the demand for housing and types of services provided in HRM.

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. As indicated above, using the base case scenario over the period 2011 to 2031, HRM is now expecting a total of almost 39,160 new dwelling units (see Table 1-1)[13] and 42,239 new commuters.

Fig. 1-2: HRM Population Growth by Age (2001-2031) Base Case Scenario

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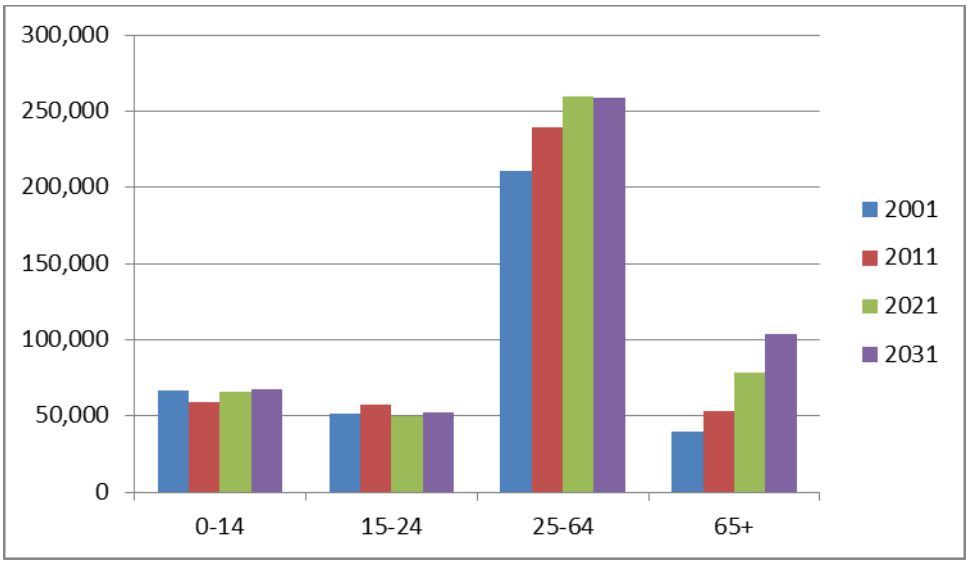


http://www.cic.gc.ca/english/resources/statistics/facts2011/permanent/11.asp

[12] CIC Facts and figures 2011 – Immigration overview: Permanent and temporary residents. Temporary residents Canada – Foreign students present on December 1st by province or territory and urban area. http://www.cic.gc.ca/english/resources/statistics/facts2011/temporary/16.asp

[13] Altus, Group Economic Consulting, 2009, cited in Stantec, 2013

Table 1-1 Key Growth Scenario Projection Parameters (2011-2031) Source: Stantec, 2013, Altus (2009)

Population, Housing and Labour Force Projections Based on Statistics Canada Estimates, 1996-2031									
	1996	2001	2006	2011	2016	2021	2026	2031	Change 2011-2031
Census Population*	342,975	359,195	372,858	390,328	406,305	425,060	438,125	N/A	
Population Estimates**	351,740	369,245	384,780	409,510	433,605	454,325	470,855	482,625	73,115
- Estimate as % of Census	102.6%	102.8%	103.2%	104.9%	106.7%	106.9%	107.5%	N/A	
- Change		17,505	15,535	24,730	24,095	20,720	16,530	11,770	
- % Change		5.0%	4.2%	6.4%	5.9%	4.8%	3.6%	2.5%	
Estimated Dwelling Units	134,880	148,475	160,105	173,255	183,448	195,754	205,435	212,415	39,160
- Change		13,595	11,630	13,150	10,193	12,307	9,680	6,981	
- % Change		10.1%	7.8%	8.2%	5.9%	6.7%	4.9%	3.4%	22.6%
- Singles & Semis	78,905	88,345	93,505	100,280	107,289	114,596	120,681	125,214	24,934
- Apartments & Other	55,975	60,130	66,600	72,975	76,159	81,158	84,754	87,201	14,226
- % Apartments	41.5%	40.5%	41.6%	42.1%	41.5%	41.5%	41.3%	41.1%	
DU Size	2.61	2.49	2.40	2.36	2.36	2.32	2.29	2.27	-0.09
Population 15 & over**	282,680	302,500	323,755	350,050	371,645	388,140	402,690	415,290	65,240
Estimated Labour Force***	190,240	212,015	224,675	246,085	260,152	272,086	282,286	291,118	45,033
Participation Rate***	67.3%	69.7%	68.9%	70.3%	70.0%	70.1%	70.1%	70.1%	-0.2%
Unemployment**	8.2%	7.1%	5.0%	6.0%	6.0%	6.2%	6.1%	6.2%	0.2%
Employed Labour Force**	174,640	196,960	213,440	231,320	244,540	255,215	265,065	273,070	41,750
- Change**		22,320	16,480	17,880	13,220	10,675	9,850	8,005	
- % Change		12.8%	8.4%	7.1%	5.7%	4.4%	3.9%	3.0%	
Outside Commuters		8,000	9,300	9,500	9,700	9,900	9,990	9,990	490
All Commuters		204,960	222,740	240,820	254,240	265,115	275,055	283,060	42,239

1.6 MUNICIPAL PLANNING STRUCTURE, IMPLEMENTATION AND INTERPRETATION

As of 2013, eighteen Municipal Planning Strategies (MPSs) and thirteen Secondary Planning Strategies had been adopted by HRM (or former municipalities) which serve to guide planning decisions at a community or neighbourhood level. These documents, listed in Appendix B, remain in effect and may be amended or repealed at the discretion of Regional Council.

With the adoption of this Plan, these community or neighbourhood plans and any future ones are deemed secondary planning strategies in accordance with the provisions of the HRM Charter. Over time, HRM will strive to ensure that secondary planning strategies are consistent with this Plan.

1.6.1 Implementation Tools

Implementation of the policies of this Plan and secondary planning strategies is achieved through various means. Five important implementation documents are:

(1) Land Use By-laws (LUBs) regulate the use of land through zoning and can establish a wide range of development standards such as allowable heights and densities to landscaping requirements. LUBs have significant influence on community design and form. Where an MPS has been adopted, there is a corresponding LUB. All lands in HRM have a governing MPS and LUB.

(2) The Regional Subdivision By-law establishes regulations for the subdivision of land throughout HRM. Included in this By-law is the Urban Service Area which establishes areas which may be developed with municipal water, wastewater and stormwater services. This By-law also establishes design standards for public streets, sidewalks and municipal parkland dedication.

(3) Development Agreements, Rezonings and Site Plan Approvals are regulatory tools which may be established by policy provisions under MPS and LUBs in accordance with the provisions of the *HRM Charter* to allow for discretionary approvals by Regional Council or Community Councils. These tools offer flexibility but statutory requirements are imposed on the approval process and appeals.

(4) Priorities Plans, as identified throughout this Plan, are intended as management plans with more detailed actions to be taken to carry out the policy directives of this Plan. These plans may include regulations, programs, facilities or partnerships and associated budgetary requirements. These Priorities/Functional Plans are not to be considered a legal part of this Plan and were originally referred to as Functional Plans in the original version of this Plan.

(5) The Heritage Property By-law, adopted pursuant to the Heritage Property Act of Nova Scotia, allows for the identification, preservation and protection of properties deemed of heritage value to HRM. The Act also allows for the establishment of heritage conservation districts and heritage protection by-law to preserve areas or communities of historic or architectural significance.

1.6.2 Interpretations

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

The term "shall consider" appears in the context of policies respecting secondary planning strategies, priorities plans. This term denotes the mandatory consideration of these strategies and plans but does not commit HRM to any approval, adoption or implementation of these strategies or plans.

1.7 ORGANIZATION OF THIS PLAN

This Plan is organized into the following chapters:

Chapter 1 - Introduction: establishes the vision, principles, and objectives of this Plan and provides a brief history of HRM's past, present and projected trends in population, development, housing, economic and social sectors.

Chapter 2 – Environment, Energy and Climate Change: 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 the implementation of the *Urban Forest Master Plan*, the *Climate Risk Management Strategy for HRM* and the *HRM Corporate Plan to Reduce Greenhouse Gas Emissions* and for the undertaking of the *Greenbelting and Public Open Space Priorities Plan*.

Chapter 3 - Settlement and Housing: establishes seven land use designations and the associated policies for each. This chapter includes community design guidelines for 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.

Chapter 4 – Transportation and Mobility: outlines the transportation strategies to be pursued through a series of functional/priorities plans.

Chapter 5 - Economy and Finance: identifies policies and a guiding economic strategy to support development of the Regional Centre, business and industrial parks and Halifax Harbour and long term financial planning.

Chapter 6 – The Regional Centre: provides direction for the preparation of the Regional Centre Plan.

Chapter 7 - Cultural and Heritage Resources: broadens the scope of the Regional Plan to include social heritage and cultural development policy alongside the protection of built heritage, cultural landscapes and archaeological resources and establishes new and revised policies that align with best practices in the culture and heritage field and with the urban design and place-making initiatives that have emerged.

Chapter 8 - Municipal Water Services, Utilities and Solid Waste: explains the role HRM will play in municipal water, wastewater and stormwater services since the 2007 transfer agreement with Halifax Water and how the activities of the two organizations are to be coordinated. Municipal policies towards on-site water and wastewater services, solid waste management, natural gas, communications towers and electrical and telecommunication lines are also outlined.

Chapter 9 – Governance and Implementation: outlines how HRM will engage with its citizens, monitor the effectiveness of this Plan and programs and activities that support this Plan, and how this Plan will be implemented and reviewed.

CHAPTER 2: ENVIRONMENT, ENERGY AND CLIMATE CHANGE

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. Environmental stewardship requires the collaboration of all levels of government and the community.

2.1 OBJECTIVES

1. **Promote an approach to environmental management and economic development that supports a sustainable future through cooperation with other levels of government, government agencies, residents, and non-governmental organizations;**

2. **Foster a land management and community design approach which integrates preservation of lands and aquatic systems of ecological, cultural and environmental significance; lands suited for renewable resource extraction; and lands suited for parks, trails and corridors which provide recreational and educational opportunities;**

3. **Adopt development practices that sustain air, land, water and groundwater resources; and**

4. **Conserve energy and respond to climate change.**

2.2 GREENBELTING: BUILDING AN 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 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

Open Space Type	Open Space/Land-Use Function	Land-Use Form
Natural Resource	• provision of minerals, timber, fibre • provision of fish, shell fish, aqua-plants • protection and enhancement of air quality and reduction of greenhouse gases • provision of water supply for human consumption	• Commercial forest pulp & paper • Commercial mineral and aggregate lands • Commercial fisheries • Watershed Lands and reservoirs
Agriculture	• provision of livestock grazing or field crop production	• Private and commercial farm lands
Aquaculture	• provision of food • provision of fertilizer	• Commercial aqua farms- land or water
Recreation and Leisure	• presentation of historical, and cultural value • provision of public recreation, leisure and social opportunities • provision of public access to unique natural features • provision of human mobility linkages between neighbourhoods and communities • protection of natural systems and habitats for public appreciation and experience	• Federal, Provincial, and Municipal Parks providing active and passive recreation opportunity including: Urban parks and civic spaces, amenity greenspace, nature-oriented areas with scenic, recreation and aesthetic values, formal gardens, commons and schoolyards, community gardens, community plazas, playgrounds and open play areas, outdoor sports facilities, cemeteries, burial grounds and memorials, waterfronts • Lakes, rivers and other waterways for water-based recreation • Beaches • Corridors o Greenways o Bikeways & pathways o Riparian buffers Streets
Heritage and Culture	• Conservation, management, and display of historical natural habitat (natural influence) • conservation, management, and display of important historical cultural legacies (human	• Cultural and scenic landscapes • Federal, Provincial, Municipal Parks • Archeological and built heritage sites

Open Space Type	Open Space/Land-Use Function	Land-Use Form
	influenced)	
Hazard & Conservation Lands & Waters	• Protection of human settlement from natural environment forces such as flooding, severe erosion, and tidal surging • Protection of natural areas and ecological systems from human impact	• Floodplains • Coastal zones • Steep slopes • Riparian buffers • Forested areas & natural corridors • Waterways & watersheds
Utility Lands	• Provision of energy, telecommunication, water and sewer services for human consumption	• Corridors o Transmission lines o Natural gas transmission lines o Telecommunication transmission lines • reservoirs • Telecommunication stations
Transportation	• Provision of multi-use transportation routes for walking, bicycling and other means of linking various parts of the community or open space system • Provision of mobility options and linear connections	• Corridors o Greenways o Bikeways & pathways o Rivers o Streets o Road rights of way • Public Transit Lands o Transit stations o Ferry terminals o Bus stops
Community Form	Separation, shaping and definition of urban communities and rural settlements	• Scenic and natural buffers • Landscaped and natural areas • Urban Forest

Greenbelting provides a framework for protecting and preserving connectivity between natural areas and open space lands, for enabling their integration into sustainable community design, defining communities, benefiting the Municipality's economy and the physical health of its people. Greenbelting can reflect and support the overall purposes of this Plan.

A *Greenbelting and Public Open Space Priorities Plan* will determine an economically and environmentally sustainable strategy for the maintenance and distribution of parks and open space throughout HRM. It will consider lands of ecological, cultural and environmental significance; lands suited for renewable resource extraction; and lands suited for parks, trails and corridors which provide recreational and educational opportunities. The Plan will complement growth strategies for urban and rural areas through environmental and cultural research, delineation of natural corridors, community design principles, real property planning and community partnerships. It will guide decision making for public lands planning in pursuit of HRM's open space objectives.

In the short term, increased protection of riparian buffers will be introduced. The strategy will also be used as a foundational work for community planning and regional open space planning. The initial phase of work will focus on open space planning for the Regional Centre and the comprehensive planning of the new community of Port Wallace.

2.2.1 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 preserve our culture and 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 and greenway 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[7];
(i) private conservation areas;
(j) all municipal conservation areas;
(k) wetlands;
(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 to enable limited subdivision, which has traditionally been used for kinship purposes. 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 that is within the Open Space and Natural Resources Designation provided that:

(a) the area of land was in existence prior to April 29, 2006; and
(b) the one additional lot does not meet minimum road frontage requirements.

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

2.2.2 Park Classifications

Table 2-2 contains a description of HRM's Park Classification System which consists of Neighbourhood Parks, Community Parks, District Parks, and Regional Parks which together provide a diversity of recreational opportunities and experiences. The classification system provides 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 linkages between communities and these outstanding natural and historical features which shape HRM's identity.

Table 2-2: Parks Classification System

Park Type	Park Function
Neighbourhood Parks	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.
Community Parks	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.
District Parks	District Parks are primarily intended to serve the recreation needs of several communities with a population in the range of 10 000 persons. 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 and areas intended for passive recreation uses that are left in a predominantly natural state.
Regional Parks	The primary objective of a Regional Park is 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, and recreational, archaeological, historical, cultural and/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.

2.2.3 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, archaeological, historic or geological resources. 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, and Admiral's Cove have also been included in this system. Further planning for regional parks in conjunction with the *Greenbelting and Public Open Space Priorities 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 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 communities, 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 Blue Mountain - Birch Cove Lakes, Feely Lake, Jacks Lake, Second Lake, and Porters Lake. These additional Regional Parks and responsible agencies are identified in Table 2-3 and Map 4.

Table 2-3: Regional Parks

Additional Regional Parks	Responsible Agency
Blue Mountain-Birch Cove Lakes Park	DNR/HRM
Feely Lake	DNR
Jacks Lake Park	HRM
Porters Lake Park	DNR
Second Lake Provincial Park	DNR

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 park boundaries will be determined through the *Greenbelting and Public Open Space Priorities 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[8] has been completed to determine appropriate boundaries for the park. A conceptual geographic area for the park is shown on Map 11. 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 HRM ownership 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 appropriate boundaries for 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.

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 existing Federal Parks, Provincial Parks, Provincial Park reserves, non-designated Provincial Parks and Regional Park lands owned by HRM. This Zone shall permit recreation uses, park uses and other uses as provided by the existing secondary planning strategies for these areas. The Zone shall be applied to future lands acquired by HRM, the Province or the Federal Government for a Regional Park, upon delineation of the park boundaries.

E-5 The *Western Common Master Plan*, endorsed by HRM on June 15, 2010, shall provide guidance for the development and management of the Western Common.

2.2.4 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% with limited exceptions.

E-6 HRM shall, through the *Subdivision By-law*, establish a requirement for a minimum of 10% park dedication for new subdivisions except that the dedication shall be reduced to 5% for:

(a) existing residential subdivisions outside of the Interim Growth Management Area;
(b) Classic Conservation Design Developments as provided for under Section 3.4.1 of this Plan; and

[8] Halifax Regional Municipality (HRM), N.S. 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.

(c) the first three lots subdivided from any parcel of land in existence on June 16, 2007.

2.2.5 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 is 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 the loss of native species of flora and fauna caused by development practices. The length and width of wilderness networks are 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. Through development of HRM's *Greenbelting and Public Open Space Priorities Plan*, 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-7 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-8 Further to Policy E-7, HRM shall encourage the Province of Nova Scotia to evaluate the potential for the designation of additional lands for protection under the *Wilderness Areas Protection Act*.

E-9 Where HRM is considering approval of new secondary planning strategies or amendments to existing secondary planning strategies to allow new developments, natural corridors shall first be delineated, consistent with the *Greenbelting and Public Open Space Priorities Plan* approach, to identify areas to be retained for natural areas and natural corridors.

2.2.6 Urban Forests

The *Urban Forest Master Plan* provides a comprehensive urban forest neighbourhood approach to maximizing the urban forest in the Urban Settlement Designation to ensure a sustainable future for our urban forest.

E-10 The recommendations of the *Urban Forest Master Plan*, adopted in principle by HRM in September 2012, shall be considered in planning, programming and regulatory activities related to managing and enhancing the urban forest cover in HRM.

2.2.7 Greenbelting and Public Open Space Priorities Plan

A comprehensive *Greenbelting and Public Open Space Priorities 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 HRM and to provide guidance for community planning. To guide the development of this Priorities Plan, the Open Space Typology and Park Classification System outlined in Tables 2-1 and 2-2 shall be used.

E-11 A *Greenbelting and Public Open Space Priorities Plan* may consider:

(a) coordinating and managing a program to research, identify and designate potential natural areas, systems an distinct landscapes, natural corridors and critical ecosystem linkages, and significant natural habitats to guide future development (see Map 5, Significant Habitats and Endangered Species and Appendix C: Species at Risk in HRM 2004);

(b) coordinating and managing a program to research and identify potential public open space parks and corridors for the provision of quality open space for recreational and social development, restoration of natural corridor and urban ecosystem function, greenway networks to connect communities and provide mobility options and significant natural habitats to guide considerations of future development;

(c) establishing selection criteria, investment and management guidelines for public open space lands, infrastructure and sustainable natural open space management strategies;

(d) examining criteria for classifying and developing HRM parks including comprehensive criteria for designating regional parks;

(e) 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;

(f) developing an evaluation methodology and criteria for determining land capability and functionality in meeting standards for the delivery of public open space services, open space conservation, community development and growth management;

(g) developing a system of interconnected public and natural undisturbed open spaces throughout HRM to include HRM parks, coastal areas and watercourse shorelines, water route and land-based greenways as illustrated on the Trails and Natural Network Map (Map 3), multi-functional streets, environmental and cultural conservation areas, schools, natural corridors, habitats as well as other public and community facilities;

(h) establishing a green-way network that includes a variety of corridors such as linear parks, hiking trails, nature trails and scenic loops;

(i) including a comprehensive planning approach for the retention of coastal and freshwater lake access and incentives for the protection of watercourse buffers;

(j) developing an operational framework to include community partners, federal and provincial departments, non-profit groups and private sector companies; and

(k) 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-12 HRM shall prepare a *Greenbelting and Public Open Space Priorities Plan* to protect and preserve connectivity between natural areas and open space lands, to enable their integration into sustainable community design, to help define communities, to benefit the Municipality's economy and the physical health of its people, and to reflect and support the overall purposes of this Plan.

2.3 WATER RESOURCES

Water, a limited and precious resource, is one of HRM's most highly valued environmental assets. Protection of this resource for potable water supply, wildlife habitat, recreational enjoyment, and aesthetic value is crucial for HRM. HRM's strategy aims to protect this resource through land use control and retention of those features that regulate water flow, mitigate flooding, reduce water pollution and protect ecological functions.

2.3.1 Potable Water Supply

Water extraction and treatment facilities have been established on various surface waters and well heads which supply piped potable water to communities throughout the region. The water supplies owned and operated by Halifax Regional Water Commission (Halifax Water) as of 2013 are illustrated on Map 12.

With the exception of the Grand Lake and Lake Thomas watersheds, land use activities are currently regulated under existing land use by-laws leading to a wide variation in the range of permitted land uses within each community. HRM will continue to allow for a variety of land uses provided that these uses do not threaten the municipal water supply and a consistent policy and regulatory approach is achieved throughout each watershed.

Activities and practices within the provincially designated watersheds (Pockwock Lake, Lake Major and Bennery Lake) are subject to regulations prescribed under the *Environment Act*. Watershed Advisory Boards have been established as a liaison between the Province and communities in developing regulations within each watershed.

The remaining water supply watersheds and well head areas are not designated water supplies. Consideration may need to be given to adopting municipal measures to protect these waters supplies and future water supplies.

E-13 HRM shall, through the applicable land use by-law, establish a Protected Water Supply Zone which shall be applied to all publicly owned lands which serve as a water supply watershed, including emergency water supply watersheds and well head protection areas. This Zone may also be applied to private lands within these watersheds deemed 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. The zone shall establish a minimum 30.5 metre riparian buffer around water supply sources.

E-14 For any lands within a watershed or ground water supply area where a public water supply system has been established or is proposed, Council shall consider amendments to land use by-laws deemed necessary to:

(a) protect the water supply;
(b) ensure that a consistent regulatory approach within each watershed; or
(c) conform with any Statement of Provincial Interest Regarding Drinking Water.

2.3.2 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, while enhancing the overall aesthetics of a community, wetlands are unsuitable for development as they pose a hazard for the stability of structures. It is essential that wetlands are protected.

The alteration of wetlands falls under provincial jurisdiction. Wetlands less than 2 hectares in area are assessed under the *Nova Scotia Wetland Conservation 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-15 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 m² 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 except as required to allow for public infrastructure. HRM may consider amending the restrictions made under the land use by-laws from time to time to conform to any guidelines or Statement of Provincial Interest adopted by the Province.

2.3.3 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 the natural hazards of flooding. In addition to the functions of flood regulation, riparian buffers reduce the impacts of sedimentation, 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*[9] 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, flood mitigation and partial benefits for sediment removal. They will be used as general 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, the trees, shrubs, ground cover vegetation and soils must be protected. Retaining native vegetation and native soils enhances runoff storage 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.

[9] Dillon Consulting Ltd. *HRM Water Resource Management Study*. Dec. 2002. Halifax.

E-16 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. Through a secondary planning process, the width of the riparian buffer may be increased. 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 shall be exempted from the buffer requirement.

Development within the riparian buffer shall generally be prohibited but provisions may be made to permit water control structures, boardwalks, 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-17 Further to policy E-16, where a development may be considered by development agreement, HRM shall consider the acquisition of riparian buffers as public open space.

E-18 HRM shall, through the applicable land use by-law, relax the riparian buffer requirement for lots in existence on August 26, 2006, where otherwise development would be prohibitive. No relaxation to the buffer shall be permitted for lots created after August 26, 2006.

E-19 HRM shall consider a by-law to protect existing trees and to manage the retention and the removal of existing trees within riparian buffer zones.

HRM recognizes that development and water lots that have been infilled may result in undesirable impacts on the marine environment and the aesthetic character of the surrounding environment.

E-20 HRM may, through secondary planning strategies and land use by-laws, consider measures to regulate development of water lots that have been infilled, including establishing setbacks of buildings and structures from the water.

2.3.4 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 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 the loss of life. In the early 1980s, floodplain mapping for the Sackville and Little Sackville Rivers was prepared under the Canada-Nova Scotia Flood Damage Reduction Program and policies and regulations have been adopted under the Sackville planning documents to reduce the risk to property and the need for flood control measures.

To minimize 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 policy is intended to mitigate the consequences of flooding along major rivers and emphasize the environmental importance of rivers in regulating and draining water flows through watersheds.

E-21 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. Water control structures, boardwalks and walkways, conservation uses, historic sites and monuments and wastewater, stormwater and water infrastructure shall be permitted within floodplains. Within the 1 in 100 year floodplain, HRM may, through secondary planning strategies and land use by-laws, permit development which has been adequately flood-proofed.

2.3.5 Coastal Inundation

Sea level has slowly risen along the Atlantic Coast due to coastal subsidence and accelerated by global warming. An additional concern is the anticipated increases in the frequency and severity of storm events related to climate change. Rising sea levels and storm surges can result in increased damage to coastal communities and have significant impacts on coastal infrastructure, environmental assets, utilities, properties and community economic development. The following measures mitigate the potential impact that coastal inundation and storm surge events could have on human safety. Special provisions for the Downtown Halifax Secondary Plan Area were approved by HRM in 2004.

E-22 HRM shall, through the applicable land use by-law, prohibit all residential development on the coast within a 3.8 metre elevation above Canadian Geodetic Vertical Datum (CGVD 28). 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 3.8 metre elevation. Consideration may be given to amending the by-law requirements where an updated system of measurement has been adopted or studies have been undertaken which recommend that such amendments are deemed prudent to provide a reasonable level of safety or to conform with guidelines or statements of interest adopted by the Province.

2.4 WATERSHED PLANNING

The *Water Resources Management Study*[10], 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 such as water, soils, vegetation, and habitat are all interconnected, and land use activities in one part of a watershed can adversely affect the quality and quantity of water in another.

Planning on a watershed basis will therefore be undertaken in greater detail during the creation of secondary planning strategies and upon completion of watershed studies. This Plan will seek 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.

E-23 HRM shall undertake watershed or sub-watershed studies concerning natural watercourses prior to undertaking secondary planning strategies in areas where new or additional development could adversely affect watercourses within the watershed. 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) identify any areas around watercourses where increased flow from development could cause flood damage to properties or environmental damage and estimate the maximum increase in flow from the area to be developed that would not cause damage to the areas identified;
(h) recommend strategies to adapt HRM's stormwater management guidelines to achieve the water quality objectives set out under the watershed study;
(i) 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[11] and create methods to reduce cut and fill and overall grading of development sites;
(j) identify and recommend measures to protect and manage natural corridors and critical habitats for terrestrial and aquatic species, including species at risk;

[10] Dillon Consulting Ltd. Dec. 2002. Ibid

[11] 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.

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

E-24 HRM may consider preparing a water quality monitoring protocol to provide guidance for water quality monitoring plans accepted by HRM under clause (n) of policy E-23 and any other monitoring programs to be undertaken for HRM by landowners.

2.5 ENERGY, EMISSIONS AND CLIMATE CHANGE

2.5.1 Climate Change

As a permanent feature of Gas Tax Funding, all municipalities in Nova Scotia are required to complete a Municipal Climate Change Action Plan. The Regional Municipal Planning Strategy complies with this requirement.

E-25 The recommendations of the *Climate Risk Management Strategy for Halifax Regional Municipality*, approved in principle by HRM in 2008, shall provide guidance for corporate priority actions to manage the risks associated with climate change.

2.5.2 The Community Energy Plan

A Community Energy Plan (November 2007) was endorsed by HRM in 2007 with the following vision statement adopted:

> *In partnership with other agencies, HRM intends to achieve the most significant improvement to energy sustainability, security, renewable technology, and environmental emissions among similar sized cities in Canada over the next 10 years.*

The Plan established eight main goals:

- Improve the energy efficiency of buildings;
- Increase transportation choice and efficiency;
- Increase industrial energy efficiency;
- Encourage energy efficient land use planning and neighbourhood site planning;
- Increase efficiency of infrastructure;
- Increase energy security and diversify energy supply;
- Educate and engage residents and businesses; and
- Demonstrate local government leadership.

Various actions were recommended to achieve these goals and progress reports have been prepared.

E-26 The Community Energy Plan (CEP), approved by HRM in 2007 and as updated, shall provide guidance to HRM actions and programs with the goal of embedding considerations of energy security, energy conservation, energy distribution and energy consumption into all aspects of HRM activities. Updates to the CEP will seek proven, integrated and systematic approaches to energy planning in collaboration with community stakeholders with the goal of reducing corporate and community energy consumption with particular emphasis on using renewable energy (geothermal, solar, wind) and district energy.

E-27 Where deemed advisable to implement or further an action or program of the Community Energy Plan or the Economic Strategy under Section 5.2, HRM shall consider amendments to Secondary Planning Strategies and Land Use By-laws or any other by-laws of the Municipality.

E-28 The *Halifax Regional Municipality Corporate Plan to Reduce Greenhouse Emissions: 2012 – 2020*, approved by HRM in 2012, shall provide guidance on what actions should be taken to achieve municipal targets for reducing corporate greenhouse gas emissions. Progress reports shall be prepared to measure the progress made in achieving this target.

E-29 HRM shall co-operate with Nova Scotia Environment and other government agencies in developing policies and programs to protect air quality and reduce greenhouse gas emissions and, where deemed advisable by HRM, shall consider adopting or amending by-laws to achieve these objectives.

2.5.3 Wind Energy

With the passage of *The Electricity Act* (May 2010), Nova Scotia has adopted aggressive renewable energy targets which are likely to be achieved in large part through the use of wind energy. HRM intends to implement measures to help achieve these targets.

Within the applicable Regional Plan policy designations, three new energy overlay zones have been created to reflect how wind energy facilities should be treated differently between the urban and rural areas of HRM. The new energy zones in the urban and rural areas permit a range of wind energy facilities including micro, small, medium and large scale machines which have been classified based on different heights and levels of power generation. These range from large wind farms to smaller machines used as supplemental power sources for businesses and residences.

E-30 Within all Regional Plan Designations, HRM shall establish three overlay zones including an Urban Wind (UW-1) Zone, a Rural Wind (RW-2) Zone and a Restricted (R) Zone within the Land Use By-law to regulate wind energy facilities. These regulations will be implemented through the community land use by-laws. The Urban Wind (UW-1) Zone and the Rural Wind (RW-2) Zone shall be applied to those areas where various categories of wind energy facilities shall be permitted in urban and rural areas. The Restricted (R) Wind Zone shall be applied to the those areas where wind energy faculties shall be prohibited including Regional Parks, Conservation Areas, Protected Areas and the Western Commons and areas within Urban HRM not suitable for wind energy facilities.

E-31 HRM shall establish requirements within the applicable Land Use By-laws that include wind energy performance standards and regulations to control height, scale, access, setback and separation distances of such facilities in order to adequately address operational needs, safety concerns and the mitigation of impacts to adjacent properties.

Wind turbines should be permitted in HRM without placing a limit on the number of wind turbines within a particular location, provided that distance separation requirements can be met. However, where a property abuts another or where a number of properties are contiguous and are intended to be used to connect into the same large wind energy facility, the setback requirement from the property boundary may be waived where the adjoining property forms part of the same wind farm.

E-32 HRM seeks to encourage the development of large scale wind energy facilities in rural areas by permitting the expansion of wind farms in suitable locations. Accordingly, where a large scale wind turbine is proposed to connect to a wind energy facility on an adjacent lot, the setback requirement from the property boundary may be waived where the adjoining property forms part of the same wind farm.

HRM recognizes that municipal regulations duplicating Provincial and/or Federal requirements should be minimized so as not to unduly hinder wind energy development and that the Provincial Environmental Assessment process guidelines may change over time which could necessitate changes to municipal regulations in order to remain both consistent and complimentary. Accordingly, HRM may seek to amend municipal regulations to ensure that future requirements are adequate to regulate wind energy facilities in HRM.

E-33 HRM shall seek to ensure that Federal and Provincial processes comply with municipal requirements for large scale wind energy facility development. Where Federal and Provincial regulations have been amended, HRM may also amend municipal land use by-law regulations to remain consistent with these changes.

E-34 HRM shall seek to recognize advances in wind energy technology and wind energy standards and may amend wind turbine municipal land use by-law regulations to reflect these changes.

CHAPTER 3: SETTLEMENT AND HOUSING

3.0 INTRODUCTION

HRM seeks a balanced approach to growth and will direct much of its investment to a series of centres where services such as transit, wastewater and water distribution services can be economically provided.

3.1 OBJECTIVES

1. **Direct growth so as to balance property rights and life-style opportunities with responsible fiscal and environmental management;**

2. **Target at least 75% of new housing units to be located in the Regional Centre and urban communities with at least 25% of new housing units within the Regional Centre over the life of this Plan;**

3. **Focus new growth in centres where supporting services and infrastructure are already available;**

4. **Design communities that:**
   - **(a) are attractive, healthy places to live and have access to the goods, services and facilities needed by residents and support complete neighbourhoods as described in 6.2.2 (v) of this Plan;**
   - **(b) are accessible to all mobility needs and are well connected with other communities;**
   - **(c) promote energy efficiency and sustainable design;**
   - **(d) protect neighbourhood stability and support neighbourhood revitalization;**
   - **(e) preserve significant environmental and cultural features;**
   - **(f) promote community food security[14];**
   - **(g) provide housing opportunities for a range of social and economic needs and promote aging in place;**

5. **Maintain the character of rural communities;**

6. **Preserve agricultural and resource lands;**

7. **Provide opportunities to establish a network of interconnected greenbelts and open spaces; and**

[14] Community food security exists when community residents obtain a safe, culturally acceptable, nutritionally adequate diet through a sustainable food system that maximizes community self-reliance and social justice.

8. **Support housing affordability.**

3.2 LAND USE DESIGNATIONS

There are seven general land use designations which form the framework for achieving the growth management strategy of this Plan. These are illustrated on Map 2: The Generalized Future Land Use Map with the intent and policy direction for each explained in the following sections.

3.2.1 Urban Settlement Designation

The Urban Settlement Designation encompasses those areas where development serviced with municipal water and wastewater systems (serviced development) exists or is proposed under this Plan. The designation includes three designated growth areas where Secondary Planning Strategies haven been approved (Morris-Russell Lake, Bedford South and Bedford West) three areas for future serviced communities, subject to HRM approval of secondary planning (Port Wallace, Sandy Lake, and the Highway 102 west corridor adjacent to Blue Mountain - Birch Cove Lakes Park).

The Morris-Russell Lake Secondary Plan area has not been able to develop as expected due to the Shearwater air base being re-acquired by the Canadian Armed Forces. Consideration may be given to amending this Secondary Planning Strategy to allow for additional serviced development at the north end of Morris Lake and Eastern Passage if the connector road from Mount Hope Avenue to Caldwell Road is feasible.

S-1 The Urban Settlement Designation, shown on the Generalized Future Land Use Map (Map 2), encompasses those areas where HRM approval for serviced development has been granted and to undeveloped lands to be considered for serviced development over the life of this Plan. Amendments to this Boundary may be considered:

(a) where reviews of regional population and housing forecasts have been undertaken and the proposed amendments may assist in achieving the growth targets established by this Plan; and
(b) the lands are within or adjacent to a growth centre.

S-2 Where requests are received to initiate secondary planning for any of the areas identified above as potential growth areas, consideration shall be given to:

(a) the need for additional lands and the fiscal implications to HRM and Halifax Water and their capacity to meet additional financial commitments; and
(b) the implications for achieving the HRM growth targets.

3.2.2 Urban Reserve Designation

The Urban Reserve Designation is intended to ensure that a supply of land is available for serviced development over a longer term horizon. The following seven areas are 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-3 The Urban Reserve Designation shall be established on the Generalized Future Land Use Map (Map 2) to identify those lands situated outside the Urban Settlement Designation where serviced development may be provided after the life of this Plan.

S-4 HRM shall, through the applicable land use by-law, establish an Urban Reserve Zone to regulate development of lands within the Urban Reserve Designation. This Zone shall permit open space uses and limit residential development to existing lots.

3.2.3 Rural Settlement Designations

Under this plan, Rural Settlement Designations encompass all lands outside the Urban Settlement and Urban Reserve Designations. The following three land use designations are established:

3.2.3.1 Rural Commuter Designation

S-5 The Rural Commuter Designation shall be established on the Generalized Future Land Use Map (Map 2) to encompass those areas within commuting distance of the Regional Centre that are heavily influenced by low-density residential development. The intent for this designation is to:

- 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);
- support the delivery of convenience services to the surrounding settlement area;
- control the amount and form of development between centres; and
- protect the natural resource base and preserve the natural features that foster the traditional rural community character.

3.2.3.2 Rural Resource Designation

S-6 The Rural Resource Designation shall be established on the Generalized Future Land Use Map (Map 2) to encompass lands and communities along the Eastern Shore. The intent for this designation is to:

- protect the natural resource base and the ability to sustain these resources in the future;
- protect natural and heritage features which define the rural character and support tourism;
- establish a series of centres on the Settlement and Transportation Map (Map 1) where growth is to be supported while controlling the amount and form of development between centres; and
- support the delivery of commercial and community services to the surrounding settlement areas.

3.2.4 Agricultural Designation

The Musquodoboit Valley contains the only remaining prime farmland within HRM which is largely unaffected by non-agricultural uses. Although the number of farms has declined over the last 50 years, dairy and mixed farming, forestry and mining remain important sources of employment.

S-7 The Agricultural Designation shall be established on the Generalized Future Land Use Map (Map 2) to encompass a significant portion of the Musquodoboit Valley. The intent for this designation is to:

- encourage the use of this area for natural resource-based activities and industries such as farming, forestry and mining and to protect these uses from the intrusion of incompatible non-resource related uses; and
- support services for the surrounding agricultural communities by establishing a series of centres within which continuing development 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.

S-8 The Mixed Use Zone, established under the Musquodoboit Valley-Dutch Settlement Land Use By-law, shall permit 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 PLANNING AND DESIGN FOR GROWTH CENTRES

Tables 3-1 and 3-2 outline the types of centres intended for the Urban Settlement and Rural Commuter Designations respectively and the associated design characteristics which are to be supported when preparing secondary planning strategies. Table 3-3 lists other Rural Centres which are no longer targeted for growth, but will continue to be recognized for their role in the rural settlement pattern. Directives for preparing a secondary planning strategy for the Regional Centre are found under Chapter 6.

Table 3-1: Future Characteristics of Urban Settlement Growth Centres

Centre Type	Centre Name	Land Uses and Design	Transit, AT and Parking	Open Space	Cultural Heritage
Regional District Growth Centre	West End Mall Mic Mac Mall	• Mix of high density residential, commercial, institutional and recreation uses • Adjacent to established residential neighbourhoods, low to medium density residential uses • Existing retail plazas and shopping centres • Encourage infill or redevelopment of large parking lots into traditional blocks with streetwalls and step-backs • pedestrian oriented facades	• Connecting point for transit routes to other centres • Pedestrian oriented terminals with limited park and ride • Frequent local transit • Enhanced pedestrian linkages • Street, shared, rear or structured parking wherever possible • Access to AT routes • Short interconnected blocks for ease of walkability	• Private and public realm streetscaping featuring landscaped pocket parks and tree-lined streets • Interconnected private and public open space linked with greenbelt corridors • Landscaped and treed parking facilities • Improved quality and quantity of parks, trails and AT corridors • Private and public realm urban forest canopy cover to be maintained and improved • Provisions for food security	• Built and natural heritage to be maintained and improved • Heritage features integrated with new development • Public art integrated with new development • Scenic public views preserved • Cultural heritage corridors

Regional Local Growth Centre	Shannon Park City of Lakes Penhorn-Woodlawn Woodside	• Mix of medium to high density residential, commercial, institutional and recreation uses • In established residential neighbourhoods, low to medium density residential uses • Pedestrian oriented facades	• Transit service to connect to other centres and Regional Centre • Enhanced pedestrian linkages • Street or shared side or rear yard parking, or parking structures • Access to AT routes • Short interconnected blocks for ease of walkability	• Streetscaping featuring landscaped pocket parks and tree-lined streets • Interconnected private and public open space linked with greenbelt corridors • Improved quality and quantity of parkland • Focus on waterfront parks and trails • Private and public realm urban forest canopy cover to be maintained and improved • Riparian canopy cover to be maintained and improved • Provisions for food security	• Built and natural heritage to be maintained and improved • Heritage features integrated with new development • Public art integrated with new development • Scenic public views preserved • Cultural heritage corridors

Centre Type	**Centre Name**	**Land Uses and Design**	**Transit, AT and Parking**	**Open Space**	**Cultural Heritage**
Urban District Growth Centre	Spryfield Bedford West Sunnyside Mall Sackville Russell Lake Port Wallace Sandy Lake Hwy. 102 West Corridor Bedford South	• Mix of low, medium and high density residential, commercial, institutional and recreation uses • In established residential neighbourhoods, low to medium density residential uses • Existing retail plazas and shopping centres • Encourage infill or redevelopment of large parking lots into traditional blocks with streetwalls and step-backs • Pedestrian oriented facades	• Connecting point for transit routes to other centres and Regional Centre • Enhance pedestrian linkages • Street or shared surface parking at the rear wherever possible • Access to AT routes • Short interconnected blocks for ease of walkability	• Streetscaping featuring landscaped pocket parks and tree-lined streets • Interconnected private and public open space linked with greenbelt corridors • Improved quality and quantity of parkland • Focus on waterfront parks and trails • Private and public realm urban forest canopy cover to be maintained and improved • Riparian canopy cover to be maintained and improved • Provisions for food security	• Built and natural heritage to be maintained and improved • Heritage features integrated with new development • Public art integrated with new development • Scenic public views preserved • Cultural heritage corridors

Urban Local Growth Centre	Herring Cove Lakeside/Beechville Timberlea Village Clayton Park West Birch Cove Kearney Lake Bedford Mill Cove Lower Sackville Main Street Middle Sackville Morris Lake North Westphal Cole Harbour Eastern Passage	• Mix of low, medium and high density residential, small office, small institutional and convenience commercial uses • In established residential neighbourhoods, low to medium density residential uses • Encourage infill or redevelopment of large parking lots into traditional blocks with streetwalls and step-backs • Pedestrian oriented facades	• Transit to connect to other centres and Regional Centre • Pedestrian oriented transit stops • Enhanced pedestrian linkages • Street, or rear yard parking wherever possible • Access to AT routes • Short interconnected blocks for ease of walkability	• Streetscaping featuring landscaped pocket parks and tree-lined streets • Interconnected private and public open space • Improved quality and quantity of parkland • Focus on waterfront parks and trails • Private and public realm urban forest canopy cover to be maintained and improved • Provisions for food security	• Built and natural heritage to be maintained and improved • Heritage features integrated with new development • Public art integrated with new development • Scenic public views preserved • Cultural heritage corridors

Table 3-2: Future Characteristics for Growth Centres in the Rural Commuter Designation

Centre Type	Centre Name	Land Uses and Design	Services	Transit, AT and Parking	Culture/Open Space
Rural District Growth Centre	Porters Lake Upper Tantallon River-Lakes/Fall River	• Low to medium density residential, commercial, institutional and recreation uses • Town scale • Redevelopment of retail plazas in traditional blocks with street-walls encouraged • Pedestrian supportive facades	• Individual on-site services • Consideration of central wastewater collection and water distribution for Porters Lake • Consideration of central water for Fall River	• Park and ride with trail linkages, express bus service to Regional Centre • Enhanced pedestrian linkages • Shared surface parking for park and ride and commercial uses, with as much parking as possible to the rear or sides, linked by walkways to facades • Access to active transportation routes • Short block connectivity for pedestrians	• Private and public realm streetscaping featuring landscaped pocket parks and tree-lined streets • Focus on waterfront access, parks and trails and AT corridors • Riparian canopy cover to be maintained and improved • Landscaped and treed parking facilities • Interconnected private and public open space linked by greenbelting to include riparian, wildlife, cultural, recreational corridors • Preserve cultural landscapes and built heritage • Provisions for food security

Centre Type	Centre Name	Land Uses and Design	Services	Transit, AT and Parking	Culture/Open Space
Rural Local Growth Centre	Tantallon Crossroads Enfield Lake Echo Musquodoboit Harbour Hubbards	• Mix of low to medium density residential, convenience commercial, institutional and recreational uses • Village scale • Redevelopment of retail plazas in traditional blocks with street-walls encouraged • Pedestrian oriented facades	• Individual on-sire sewage disposal systems • For Hubbards: possible central wastewater collection and water distribution services	• In areas with no transit, potential for cost-shared community-based transit in some locations • Enhanced pedestrian linkages • Shared side or rear parking linked to walkways, bike lanes or trails • Access to AT • Short block connections for pedestrians	• Private and public realm streetscaping featuring landscaped pocket parks and tree-lined streets • Focus on waterfront access, parks and trails and AT corridors • Riparian canopy cover to be maintained and improved • Landscaped and treed parking facilities • Interconnected private and public open space linked by greenbelting to include riparian, wildlife, cultural, recreational corridors • Preserve cultural landscapes and built heritage • Provisions for food security

Table 3-3: Rural Designation Centres not identified for Growth

Centre Type	Centre Name	Land Uses	Services	Transit, AT and Parking	Culture/Open Space
Rural Service Centre	Sheet Harbour Middle Musquodoboit	• Mix of low to medium density residential, commercial, institutional and recreational uses	• Individual on-site sewage disposal systems existing central wastewater collection and water distribution services	• Potential for cost-shared, community-based public transportation • Shared side or rear parking • Access to active transportation routes • Short block connectivity	• Interconnected private and public open space linked by greenbelting to include riparian, wildlife, cultural, recreational corridors • Riparian canopy cover to be maintained and improved • Preserve cultural landscapes and built heritage • Provisions for food security

Centre Type	Centre Name	Land Uses and Design	Services	Transit, AT and Parking	Culture/Open Space
Rural Local Centre	Hatchet Lake Hubley Sambro Indian Harbour Waverley Whites Lake Head of Jeddore North Preston East Preston Cherry Brook Oyster Pond Tangier Moser River Upper Musquodoboit Lucasville	• Mix of low to medium density residential, convenience commercial, institutional and recreational uses	• Individual on-site sewage disposal systems	• Potential for cost-shared, community-based public transportation in some locations • Shared surface parking • Access to active transportation routes • Short block connectivity for pedestrians	• Interconnected private and public open space linked by greenbelting to include riparian, wildlife, cultural, recreational corridors • Riparian canopy cover to be maintained and improved • Preserve cultural landscapes and built heritage • Provisions for food security

S-9 HRM shall prepare secondary planning strategies for the centres outlined in Tables 3-1 and 3-2 and generally illustrated on Map 1 with consideration given to:

a) the objectives presented in section 3.1 and the general characteristics presented in Tables 3-1 and 3-2;
b) the specific boundaries, population targets and detailed design policies related to the layout of the centres, range of permitted uses and criteria for conversion of uses, allowable development densities and mechanisms for implementation;
c) the recommendations of any plans and studies identified by this Plan that have been accepted or endorsed by Regional Council; and
d) any other relevant objectives and policies of this Plan.

S-10 In the event that provision of a centralized water distribution and wastewater collection system is not feasible for the Porters Lake Rural Growth Centre, consideration may be given to expanding the boundary of this growth centre, as presented on Map 13E, under a secondary planning strategy.

S-11 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: Hubbards, Lake Echo, Musquodoboit Harbour, Porters Lake and Upper Tantallon. This zone is intended to protect these lands as focal points for 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 and parking facilities;
(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 applicable matter as set out in policy G-14 of this Plan.

S-12 HRM shall encourage the Province and the Halifax Regional School Board to take into consideration the objectives of this Plan and secondary planning strategies when deciding where to locate schools and other public facilities to integrate complementary developments.

S-13 When undertaking reviews of secondary planning strategies for rural areas, HRM shall consider limiting the scale of retail developments allowed for outside of growth centres identified in Tables 3-2 and 3-3

3.4 MANAGEMENT OF RESIDENTIAL DEVELOPMENT WITHIN RURAL DESIGNATIONS

Studies undertaken for HRM have found that:

- the cost of providing road service to lots with extensive road frontage is substantially higher than the cost of providing road service to a more compact form of development with higher densities;

- some lakes are at risk of significant degradation without remediation or the use of low impact development approaches for future development;

- available groundwater supplies have limited capacity to support additional development in some areas;

- provision of central municipal water and wastewater management services to many rural communities may be cost prohibitive.

HRM may consider addressing these findings through enhanced standards for rural developments and, potentially new by-laws, as outlined in Chapter 8.

3.4.1 Conservation Design Developments

A conservation design process seeks to preserve significant environmental and cultural features of the landscape and to develop in a sustainable manner. Areas that support important environmental functions or pose environmental hazards are first identified, followed by lands that are culturally significant or provide environmental functions that should be protected or incorporated as part of the development are identified. Development is then located on the lands where soils are best suited for development incorporating measures to mitigate environmental impacts.

In this Plan, three types of conservation design developments may be considered for approval by development agreement. Lower Density and Higher Density Classic Conservation Design developments require lands to be protected be held as common open space. The Higher Density form requires more open space to be retained than the Lower Density form but allows for a higher density of development to compensate. The Hybrid Conservation Design permits smaller scale developments on large lots where the majority of the natural open space is retained on individual properties

S-14: HRM shall consider Lower Density and Higher Density Classic Conservation Design developments by development agreement, within the River Lakes Secondary Plan Area and the Rural Growth Centres shown on Maps 13A to 13G except for lands within the Lake Echo Sub-watershed, as generally illustrated on Map 13D. Where a proponent submits a survey prepared by a Nova Scotia Land Surveyor demonstrating that a subject area of land is outside the Lake Echo Sub-watershed, the subject area may be considered for development pursuant to this policy.

S-15 HRM shall also consider Lower Density Classic Conservation Design developments by development agreement subject to the following locational criteria:

(a) on lands where two-thirds or more of the land to be developed is outside the boundaries of the Rivers Lakes Secondary Plan Area and Rural Growth Centre shown on Maps 13A to 13G and which has a minimum of 20 metres of continuous frontage on a publicly owned and maintained road that was in existence as of April 29, 2006 to a maximum of 100 dwelling units; and

(b) the lands are within the Rural Commuter, Rural Resource, Agricultural designations and within the Harbour Designation outside of the Urban Settlement Area but not within the portions of the Beaver Bank and Hammonds Plains communities as identified in the Subdivision By-law under Policy S-24 and lands within the Rural Area Designation under the Eastern Passage/Cow Bay Plan Area.

S-16: HRM shall consider Hybrid Conservation Design developments by development agreement subject to the following locational criteria:

(a) the lands are within the Rivers Lakes Secondary Plan Area and the Rural Growth Centres presented in Maps 13A to 13G except for lands within the Lake Echo Sub-watershed, as generally illustrated on Map 13D. Where a proponent submits a survey prepared by a Nova Scotia Land Surveyor demonstrating that a subject area is outside the Lake Echo Sub-watershed, the subject are may be considered for development pursuant to this policy; or

(b) on lands where two-thirds or more of the land to be developed is outside of the Rivers Lakes Secondary Plan Area or a Rural Growth Centre presented in Maps 13A to 13G and which has a minimum of 20 metres of contiguous frontage on a publicly owned and maintained road that was in existence as of April 29, 2006 to a maximum of 30 dwelling units; and

(c) the lands are within the Rural Commuter, Rural Resource, Agricultural designations and within the Harbour Designation outside of the Urban Settlement Area but not within the portions of the Beaver Bank and Hammonds Plains communities as identified in the Subdivision By-law under Policy S-24 and lands within the Rural Area Designation under the Eastern Passage/Cow Bay Plan Area.

S-17: For any conservation design development application made pursuant to policies S-14, S-15 or S-16, HRM shall consider the following criteria:

(a) the proposal satisfies the design standards presented in Table 3-4;
(b) in addition to the residential uses identified in Table 3-4, publicly or privately owned community facilities, home-based offices, day cares, and small-scale bed and breakfasts may be considered;
(c) except for lands required to be retained for on-site non-disturbance area under the Hybrid Conservation Design development, the open space portion of the development may be used for agriculture, passive recreation, conservation-related uses or the placement of wastewater management facilities, community wells or other community facilities designed to service the development;
(d) connectivity of open space is given priority over road connections if the development can be sited on the parcel without jeopardizing safety standards or unduly increasing road maintenance costs to HRM;
(e) a private driveway shall only provide access to a public street for up to 20 dwelling units;
(f) the proposed roads and building sites are designed to avoid impact upon any primary conservation area;
(g) natural drainage systems, wetlands and other natural detention storage areas are retained;
(h) where the proposed development is to be serviced by a groundwater supply, a hydrogeological assessment conducted by a qualified professional has determined that there is an adequate supply of groundwater to service the development without adversely affecting groundwater supply in adjacent developments;
(i) the development shall not rely on cisterns for potable water supply, except in special circumstances as may be authorized under an approved secondary planning strategy;
(j) secondary conservation areas that capture elements of rural character are retained;

(k) connectivity is maintained with any open space on adjacent parcels and trails and natural networks, as generally shown on Map 3;
(l) residential dwellings maintain a minimum separation of 800 metres from any permanent extractive facility;
(m) parkland dedication may be relaxed to a minimum of 5% for the Lower Density and Higher Density Classic Conservation Design developments; and
(n) any applicable matter as set out in Policy G-14 of this Plan.

Table 3-4 Conservation Design Development Standards

	Lower Density Classic Conservation Design[15]	**Higher Density Classic Conservation Design[16]**	**Hybrid Conservation Design**
Open Space Requirement	Approximately 40% of the net developable area as common open space[17].	Approximately 50% of the net developable area as common open space.	Approximately 80% of each lot is retained as a site non-disturbance area.
Primary Conservation Areas	Areas including riparian buffers, wetlands, slopes exceeding 30%, and floodplains, environmentally sensitive areas, archaeological sites and other areas of high ecological value.		
Secondary Conservation Areas	Areas including mature forests, scenic views, trails, historic sites and buildings, and other features of high cultural value.		
Maximum Net Density	1 unit per hectare of net developable area.	(a) One unit per 0.4 hectares of net developable area where the development is serviced with a municipal water supply; or (b) One unit per 0.5 hectares of net developable area where the development is serviced with a groundwater supply; or (c) Where a secondary planning strategy is adopted after August 29, 2006, for a rural growth centre identified in Table 3.2, the allowable density and open space requirements may be varied to that prescribed by the secondary planning strategy.	1 unit per hectare of net developable area
Permitted Residential Uses	Single-unit and two-unit,	Single and two-unit dwellings for conditions (a), (b), or (c) above.	Single-unit and two-unit dwellings.

[15] Both Lower and Higher Density Classic Conservation Design developments may be serviced with a shared water and/or waste water system. The yields of the Lower Density Classic Conservation design are designed to facilitate on-site servicing subject to the verification of sustainable densities through the required studies and approvals from the Nova Scotia Department of Environment for On-site Sewage Disposal.
[16] This form of development may also be serviced by an on-site system if there is sufficient area allocated to each house site to meet the Nova Scotia Regulations for On-site Sewage Disposal and to prevent any interference between wells as determined through the required Hydrogeological Assessment.
[17] Net Developable area means the gross area of a property excluding riparian buffers and wetlands, bare rock, slopes in excess of 30% and floodplains.

	Lower Density Classic Conservation Design[15]	Higher Density Classic Conservation Design[16]	Hybrid Conservation Design
	dwellings.	Townhouses and low rise multiple unit buildings may be permitted under condition (c)	

3.4.2 Island Development

The coast of HRM contains approximately 1700 islands, a portion of which are government-owned while others are privately owned. HRM intends to protect the natural environment of these islands and to prevent undesired impacts on neighbouring coastal communities by limiting the type and scale of development.

S-18 HRM shall consider all residential development on islands within the Rural Commuter and Rural Resource Designations of this plan by development agreement subject to the following criteria:

(a) where parking, access or other supporting infrastructure is to be located on privately owned lands not subject to the agreement, the required easements have been obtained from the property owners in favour of the lot to be developed and the supporting infrastructure is permitted by the Land Use By-law on the lands on which it will be located;
(b) only single unit dwellings, aids to marine navigation and existing uses shall be permitted;
(c) the density of residential units on the site does not exceed 1 unit per 1.5 hectares;
(d) the proposed development does not significantly impact on natural features and that sufficient buffering between any natural features and the proposed development is provided;
(e) the retention or provision of public access points, boat landing areas and waterfront parkland;
(f) no public roads are constructed on the island and no bridge, causeway or other permanent vehicular access with the mainland shall be constructed; and
(g) any applicable matter as set out in policy G-14 of this Plan.

3.4.3 Special Provisions and Other Growth Management Mechanisms

Special provisions are made in recognition of certain applications made and approvals granted prior to the adoption of this Plan.

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 Regional Subdivision By-law, permit the subdivision of lots fronting existing local roads, including existing private roads, to the extent currently provided for under existing Secondary Planning Strategies, and for those roads shown on completed tentative and final subdivision applications submitted on or before August 26, 2006. Within these designations but outside of Water Service Areas, lots fronting on existing non-local roads shall be permitted with wider frontages.

S-20 HRM shall, through the Regional Subdivision By-law, establish restrictions on 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 may be considered for approval subject to the following:

(a) 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 April 29, 2006; and
(b) where a tentative or final subdivision application, for the initial phase of subdivision construction has not been filed prior to April 29, 2006, subdivision may only be granted in accordance with the provisions of this Plan.

S-21 HRM shall replace all existing growth management mechanisms contained in secondary planning strategies with the growth management provisions contained in this Plan except that:

(a) the provisions adopted under the Eastern Passage/Cow Bay Secondary Planning Strategy shall continue to apply; and
(b) provision shall be made within the Beaver Bank, Hammonds Plains and Upper Sackville Planning Strategy to allow for the development of large scale subdivisions on lands zoned or under application for rezoning to a Comprehensive Development District prior to April 29, 2006.

S-22 HRM shall, through the Regional Subdivision B-law, establish special provisions to allow for consideration of approval 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) provided that:

(a) approval of a maximum of 25 lots per year may be granted; and
(b) 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 by April 29, 2007, no subdivision approvals shall be granted under this exemption.

S-23 HRM shall, through the Regional Subdivision By-law establish provisions to allow the approval of a maximum of eight lots on new public streets, per area of land with public street frontage in existence on August 26, 2006:

(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.

Until transportation infrastructure capacity is increased within the Hammonds Plains and Beaver Bank areas, residential subdivision activity shall be limited.

S-24 HRM shall, through the Regional Subdivision By-law, establish special provisions to:

(a) limit development within portions of the Hammonds Plains and Beaver Bank communities;
(b) prohibit the creation of new roads to generate residential development except where new roads can be demonstrated to improve traffic safety or achieve better regional network connectivity;
(c) permit approval of one additional lot from any area of land in existence prior to April 29, 2006, which does not meet minimum road frontage requirements; and
(d) permit residential development on new roads identified as Future Subdivision Connectors on Map 1.

S-25 HRM shall, through the Subdivision By-law, allow subdivision approvals from concept applications which were filed prior to April 29, 2006 on lands outside of the portions of the Hammonds Plains and Beaverbank communities identified pursuant to Policy S-24 and within the Beaver Bank, Hammonds Plains and Upper Sackville Secondary Planning Strategy subject to the following restrictions:

(a) a maximum of 25 lots per year shall be permitted; and
(b) where a completed tentative or final subdivision application, for the initial phase of subdivision construction has not been filed by April 29, 2007, no subdivision approvals shall be granted under this exemption.

S-26 HRM shall, through the Subdivision By-law, prohibit approval of new private roads throughout HRM.

S-27 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 except that flag lots shown on preliminary, tentative or final subdivision applications on file prior to March 13, 2004 are exempted from these requirements.

S-28 Where a secondary planning strategy so provides, the Subdivision By-law may permit the creation of additional lots from an area of land which does not meet the minimum lot frontage requirements, providing the lots have frontage on an existing road. These provisions may also include the ability to retain lot frontage exemptions for areas of land which have undergone minor alterations that do not increase development potential.

3.5 COMMUNITY FACILITIES

In 2008, HRM endorsed *the Community Facilities Master Plan* as a strategic approach to enhancing the quality of life of citizens through the provision of sustainable, planned, accessible and appropriate community facilities based on the following principles:

- encourage integrated planning (working collaboratively with Regional Council and municipal departments);
- work with the needs and expectations of the population and its distribution within the municipality;
- include program opportunities for community based arts and culture;
- encourage the usage of buildings other than those that are municipally owned; and
- maintain and creates a balance between investing in new assets, and existing facilities

S-29 *The Community Facilities Master Plan* shall provide guidance for needs assessment, planning, management and financing of community facilities in HRM.

3.6 HOUSING DIVERSITY AND AFFORDABILITY

In Nova Scotia, the Provincial Government is the leader in the provision of social services and subsidized housing and is moving forward with mixed market, mixed tenure developments in HRM and elsewhere.[18] HRM can also play an important role in supporting housing affordability and social inclusion through policies and regulations. Opportunities may also arise through participating in partnerships or programs with housing organizations, the Province or the Government of Canada.

S-30 When preparing new secondary planning strategies or amendments to existing secondary planning strategies to allow new developments, means of furthering housing affordability and social inclusion shall be considered including:

a) creating opportunities for a mix of housing types within designated growth centres and encouraging growth in locations where transit is or will be available;
b) reducing lot frontage, lot size and parking requirements;
c) permitting auxiliary dwelling units or secondary suites within single unit dwellings;

[18] Building Community and Affordability for Nova Scotia Families: A Housing Strategy for Nova Scotia. May 2013.

d) permitting homes for special care of more than three residents of a scale compatible with the surrounding neighbourhood;
e) permitting small scale homes for special care as single unit dwellings and eliminating additional requirements beyond use as a dwelling;
f) introducing incentive or bonus zoning in the Regional Centre;
g) allowing infill development and housing densification in areas seeking revitalization; and,
h) identifying existing affordable housing and development of measures to protect it.

S-31 Where Provincial strategies or programs are made in support of affordable housing, HRM may consider means to further or complement such strategies or programs through its programs, policies or regulations.

S-32 HRM may consider partnerships or financial support for housing organizations.

S-33 HRM shall monitor housing and demographic trends to assist in determining future housing needs.

S-34 HRM shall investigate other means of supporting affordable housing including reducing or waiving of fees.

CHAPTER 4: TRANSPORTATION AND MOBILITY

4.0 INTRODUCTION

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.

4.1 OBJECTIVES

1. **Implement a sustainable transportation strategy by providing a choice of integrated and connected travel modes emphasizing public and community based transit, active transportation, carpooling and other viable alternatives to the single occupant vehicle;**

2. **Promote land settlement patterns and urban design approaches that support fiscally and environmentally sustainable transportation modes;**

3. **Forecast HRM's need for mobility and provide service and infrastructure to meet this demand while influencing choices towards transportation sustainability; and**

4. **Design complete streets for all ages, abilities, and modes of travel.**

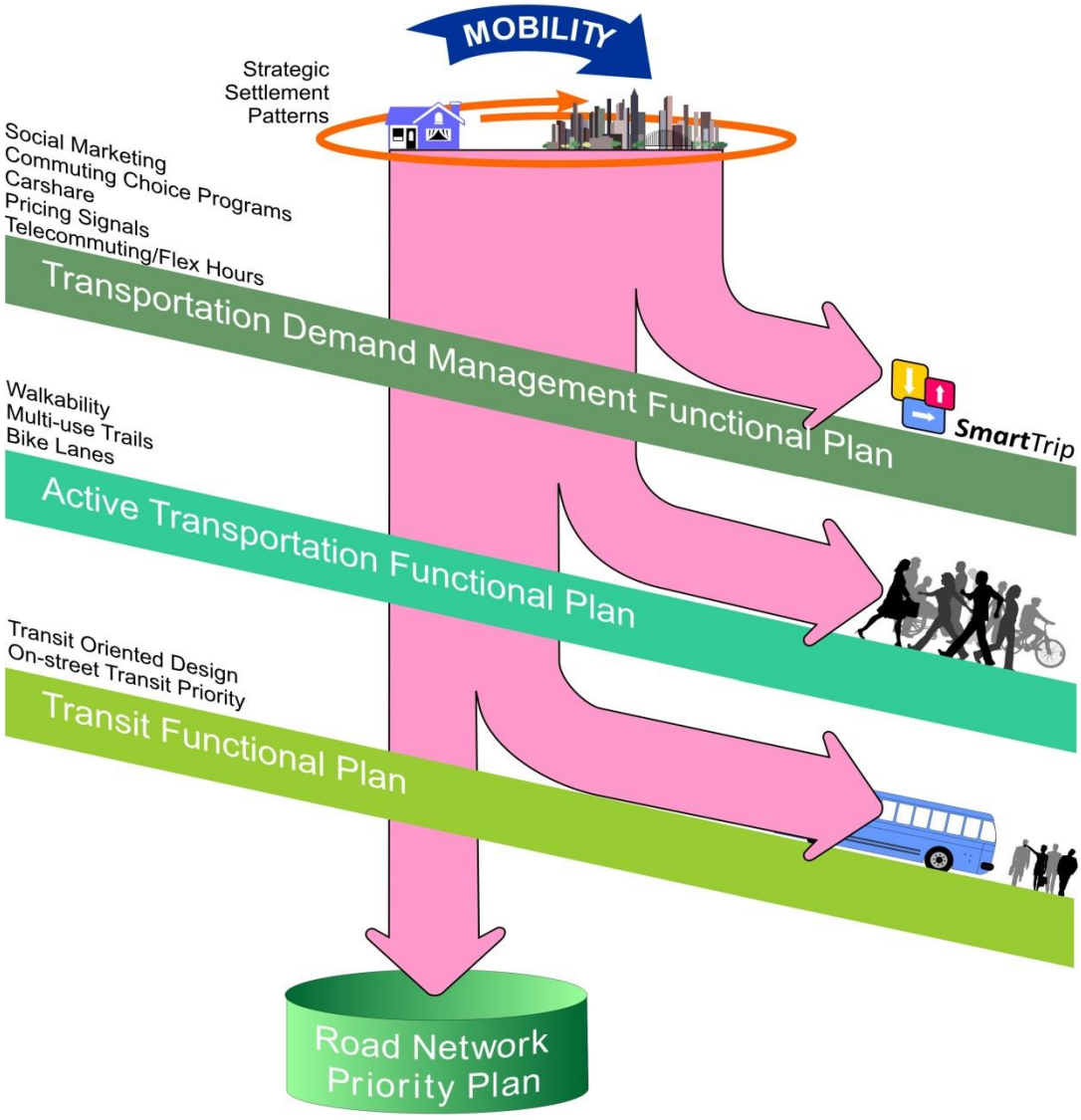
4.2 DEMAND MANAGEMENT STRATEGIES

4.2.1 Transportation Demand Management

Transportation demand management is the application of strategies and policies, including public education, programs and incentives to reduce travel demand of single-occupancy vehicles, or to redistribute this demand in space or in time. Figure 4-1 shows how one can perceive mobility demand flowing through a hierarchy of travel modes. When more of that demand is captured by sustainable travel modes, there is less demand on our roadway network and parking supply.

T-1 The Halifax Transportation Demand Management (TDM) Functional Plan (June 2010) shall provide guidance for future strategies and programs to further the transportation objectives of this Plan.

Fig. 4-1: Approach for Transportation Demand Management



4.2.2 Active Transportation

T-2 *The Active Transportation Plan*, approved by HRM in November 2006, shall provide guidance for the objectives, policies, plans and standards for an active transportation network. Consideration shall be given to revisions to this Plan to further advance the goals of, supporting healthy lifestyles, enhancing mobility and public safety, improving environmental quality and reducing auto dependency.

T-3 When preparing secondary planning strategies or negotiating development agreements, HRM shall consider:

(a) protecting greenways from development that would disrupt the continuity of planned greenways;
(b) requiring planned greenways to be built by developers to HRM standards when the land abutting them is developed; and
(c) requiring new development be connected to, and provide access to, existing and planned greenways.

T-4 Priority projects for the active transportation network shall be identified in the Active Transportation Priorities Plan, including but not limited to:

- Regional Centre Cycling Network
- Burnside Drive Greenway (Commodore Drive to Akerley Boulevard)
- Kearney Lake Road Paved Shoulder
- Hammonds Plains Road Paved Shoulder
- CN Mainline Crossings (SMU, Halifax Shopping Centre, Chisholm Avenue)
- Porter's Lake Transit Terminal Connection
- Highfield Park Transit Terminal Connection
- Woodside Ferry and Mount Hope Greenway Connection
- Alderney Ferry to Macdonald Bridge Connection
- Middle Sackville River Greenway
- Trans Canada Trail Active Transportation Greenway (Portions of Phase 1)

4.2.3 Public Transit

Transit facilities and services are to be planned in collaboration with land use planning and community design with emphasis on serving the Regional Centre, Regional District, Urban District and Local Growth Centres. As HRM continues to plan for growth, new investments in transit will be required to address emerging transportation issues. Providing system-wide accessibility will be an important consideration. Metro Transit will continue to investigate the potential demand and feasibility of new services such as rail, bus rapid transit and expanded ferry service.

T-5 Transit Service Plans shall be prepared at regular intervals for consideration by HRM. These plans will be developed in consultation with the public and other stakeholders and, upon adoption by HRM, shall provide guidance for investment in transit services.

T-6 HRM shall, through Land Use By-laws, permit public transit facilities in all zones with frontage on or abutting minor collector, major collector, arterial roads and expressways. Such facilities shall not be subject to zone requirements.

T-7 The Urban Transit Service Boundary, illustrated in Map 7 of this Plan, shall establish the area within which HRM will direct future investment in public transit services, with the exception of rural commuter express service which may be considered outside of this Boundary. The level of service outside this boundary shall not be increased, but modifications to services may be considered that serve to facilitate operational planning. Existing routes and services not contained within this boundary will continue to exist, and as with any public transit routes or services, any service reductions will be based upon performance standards approved by HRM.

T-8 Transit priority measures, such as designated transit lanes, transit signal priority, and queue jump lanes may be made to improve the reliability and travel time of public transit vehicles**.**

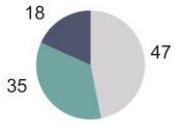
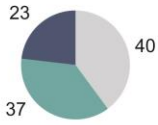
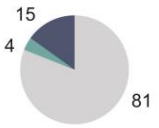
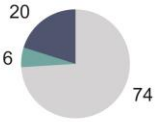
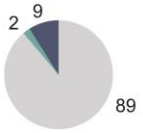
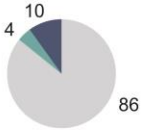
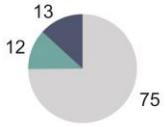
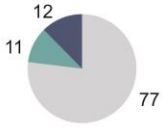
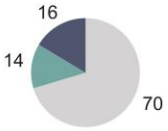
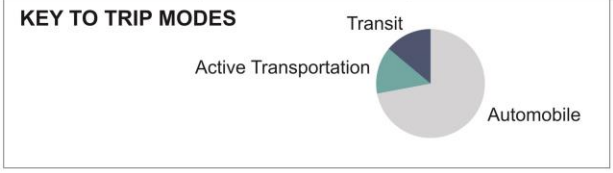
T-9 HRM shall require mixed use residential and commercial areas designed to maximize access to public transit (Transit Oriented Development) within the Urban Transit Service Boundary through secondary planning strategies, and shall strive to achieve the intent of this policy through land use by-law amendments, development agreements and capital investments**.**

T- 10 HRM may consider programs to encourage and assist communities with developing their own community based transit services in the areas outside the Urban Transit Service Boundary.

Modeling of transportation network demands requires a projection of what percentage of trips will be made by transit. This is referred to as "transit modal split". Although the regional demand model contains different transit modal split percentages by area, based on Statistics Canada data, there is a reasonable commonality to modal splits throughout four larger zones:

- Regional Centre
- Inner Urban
- Outer Urban
- Rural

T-11 HRM shall strive to achieve or exceed the 2031 projections for the percentage of trips to work by transit and active transportation set out as follows:

	2006	2011	2031 Projection
Regional Centre		NOT AVAILABLE	
Inner Urban		NOT AVAILABLE	
Outer Urban		NOT AVAILABLE	
All Locations			
			

4.2.4 Parking

T-12 *The Regional Parking Strategy Functional Plan*, approved by HRM in 2008, shall provide guidance for strategies and policies to increase the efficiency of the existing parking system, reduce parking demand and advance related transportation objectives of this Plan.

4.2.5 The Road Network Priorities Plan

A Road Network Priorities Plan will be prepared to facilitate the effective and efficient movement of people and goods and services. The plan shall consider a road classification system, street standards, emergency preparedness and hazardous goods routes. The plan will also identify growth related capital road construction projects and priorities under the categories of programmed, planned, and future potential road construction projects.

T-13 Table 4-1 and Map 6 present the road network projects that may be required to meet future vehicle demands. No projects shown on this table shall be approved for construction until the Road Network Functional Plan is prepared that:

(a) has included a public consultation process that provides rationale for the projects as they relate to one another;
(b) considers growth targets outlined in this Plan;
(c) considers sustainable transportation initiatives; and
(d) provides capital and operating costs for road construction projects.

Table 4-1: Road Network Projects

Project Description and Rationale	Status in 2006	Status in 2014
Lacewood Drive/MacKay Bridge Approach *Improve connectivity from Lacewood Drive to the MacKay Bridge in four phases - fix Robie/Windsor Street Merge (phase 1); improve Windsor/Kempt Intersection (phase 2); Joseph Howe Ramp Changes (phase 3); Lacewood Four Lanes to Dutch Village Road (phase 4)*	Programmed	Phase 1 - Completed Phase 2 - Completed Phase 3 - Programmed Phase 4 – Being Re-examined
Mount Hope Interchange and Extension *Create interchange on Highway 111 and connect Mount Hope Avenue to Baker Drive (phase 1) and extend to Caldwell Road (phase 2). This project addresses existing over-capacity issues on Portland Street by creating a parallel route.*	Programmed	Phase 1 Completed Phase 2 Planned
Bayers Road/Highway 102 *Widening to six lanes from Hammonds Plains Road to Connaught Ave and to four lanes from Connaught Ave to Windsor St. The need for this project results from planned growth of centres in the Mainland Halifax North - Bedford Corridor.*	Planned	Planned (partially Provincial project)
Highway 107 Extension (Burnside Expressway) *New highway connecting Akerley Blvd to Highways 101 and 102 necessitated by limited accessibility from the growing Burnside Business Park to the regional highway network.*	Planned	Provincial project being re-examined
Herring Cove Widening *Widen to four lanes from Armdale Roundabout to Old Sambro Road. This project completes a four-lane corridor needed to deal with volumes approaching corridor capacity.*	Planned	Programmed

Project Description and Rationale	Status in 2006	Status in 2014
Bedford South Interchange *Interchange on Highway 102 at Larry Uteck Blvd (phase 1) and extension to Kearney Lake Rd (phase 2)*	Planned	Phase 1 - Completed Phase 2 - Programmed
Middle Sackville Connector *Interchange on Highway 101 at Margeson Drive with connection to Trunk 1 (phase 1) and extension to Lucasville Road (phase 2). This project provides connectivity to Highway 101 from a growing residential area and relieves demand on Hammonds Plains Road which has exceeded its capacity.*	Planned	Phase 1 - Completed Phase 2 - Programmed
Barrington Street *Widen to four lanes between the bridges*	Future Potential	Future Potential
Beaver Bank Bypass *New roadway parallel to Beaver Bank Road as an extension of Margeson Drive*	Future Potential	Future Potential
Highway 113 *Highway connection between Hwy 103 at Hubley and Highway 102 near Hammonds Plains Road*	Future Potential	Provincial project with environmental impact assessment complete, but not yet programmed
Highway 107 Extension (Cherry Brook By-Pass) *New highway connecting Main Street to Forest Hills Extension (Highway 107)*	Future Potential	Provincial project - Future potential
Bedford Highway *Four lanes from Kearney Lake Road to Bayview Road*	Future Potential	
Lawrencetown Connector *New interchange on Highway 107 connects to Trunk 7 and Route 207*	Future Community Connector	
Sussex Drive Extension *Connects Stillwater Lake Area to Exit 4 (Hubley) on Highway 103*	Future Community Connector	
Wellington Connector *Connects Wellington Area to Exit 5A (Aerotech) on Highway 102*	Future Community Connector	

Project Description and Rationale	Status in 2006	Status in 2014
Cobequid Road Interchange *New interchange on Highway 102 at Cobequid Road*	Future Community Connector	

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.
Future Community Connector	Projects which improve access of communities to the road network anticipated to be built within 25 year time frame of the Plan.

T-14 A *Road Network Priorities Plan* will be developed to account for all mobility demands not anticipated to be accommodated by modes other than vehicle. The plan shall:

(a) determine where additional vehicle capacity is required to meet demand and to prevent existing congestion levels from increasing; and

(b) establish a road hierarchy for the purposes of design and servicing standards.

T-15 Transportation corridors shown on the Future Transit and Transportation Map (Map 6) shall represent potential areas for future roads or expansion of existing roads. 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 five years. 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.

4.3 STREET DESIGN

T-16 Streets shall be designed to support pedestrians, bicyclists, and public transit and to improve public health and safety.

T-17 Municipal service design standards for streets shall be reviewed from time to time to ensure that streets are designed for all ages, abilities and modes of travel and reflect the character of the community in which the streets are located.

4.4 REGIONAL COORDINATION

In 2006, HRM and the Province established a working committee to coordinate transportation network management and road maintenance issues.

T-18 HRM shall work with the Province to implement the transportation aspects of this Plan and and the long-range strategic plans of the Province and other authorities or agencies. Consideration may be given to an appropriate governance model to better reflect the needs and opportunities of each level of government.

CHAPTER 5: ECONOMY AND FINANCE

5.0 INTRODUCTION

This Chapter focuses on policies and programs in support of the economic contributions of the Regional Centre, Halifax Harbour, business parks, growth centres and the rural areas of HRM. In conjunction with this Plan, HRM has adopted an Economic Development Strategy designed to lead the region towards vibrant, sustainable economic growth. This strategy will be reviewed on an ongoing basis to maintain consistency with this Plan. The Chapter also reviews financial strategies HRM can undertake to improve its own fiscal health in the provision of services.

5.1 OBJECTIVES:

1. **Build a vibrant and attractive Regional Centre that attracts private investment and more residents;**

2. **Promote a business climate that drives and sustains growth by improving competitiveness and by leveraging our strengths;**

3. **Create a welcoming community where the world's talent can find great opportunities, engaged employers and resources for career advancement;**

4. **Create a unique, international brand for HRM;**

5. **Capitalize on our best opportunities for economic growth;**

6. **Ensure that there are sufficient lands available around the harbour and in business parks to provide economic opportunities;**

7. **Support and enhance our land, port and air transportation facilities;**

8. **Create an economic climate that enhances the viability of working lands and conserves natural lands; and**

9. **Prepare financial plans and strategies that support and encourage the outcomes of this Plan, including environmental conservation, housing affordability, economic competitiveness, revitalization of the Regional Centre and neighbourhood stability.**

5.2 ECONOMIC STRATEGY

5.2.1 Five Year Planning Strategies

HRM initially adopted a 5 year economic strategy for 2006-2011 which focused on: attracting and retaining a highly trained workforce, including young people and immigrants; promoting a vibrant, livable community for high profile companies; and coordinating efforts to support enterprise by offering an attractive business climate.

In 2011, HRM approved an economic strategy for 2011-2016. It focuses on the first five objectives outlined in Section 5.1. The strategy notes that HRM is the "hub city" for the Atlantic region and the province, as designated by the Conference Board of Canada. To reach its full potential, however, HRM will need more public investment, immigration, international students and businesses. Existing businesses will need to increase productivity and exports. Better regionally focused transportation solutions and a stronger international brand will also be needed. The Regional Centre Plan in Chapter 6 will help achieve these objectives.

EC-1 The *GREATER Halifax - 2011-2016 Economic Strategy* shall provide the direction and form the framework for economic programs and initiatives of HRM. Prior to the end of this planning period and subsequent five year planning periods, the strategy shall be reviewed in consultation with stakeholders and updated as required, for adoption by HRM.

5.2.2 Immigration

HRM recognizes that attracting and retaining talented and creative workers is a key to economic success. In 2005, HRM adopted the following vision statement:

> "Halifax Regional Municipality is a welcoming community where immigration is supported and encouraged. Halifax Regional Municipality will work with other levels of government and community partners to increase our collective cultural, social and economic diversity by welcoming immigrants to our community."

An *Immigration Action Plan* was endorsed by HRM in 2005 with an update endorsed in 2013.

EC-2 The *Immigration Action Plan* shall provide guidance to identify the outcomes and measures to achieve success in integrating and retaining newcomers and creating a welcoming and friendly community for all.

5.3 BUSINESS AND INDUSTRIAL PARKS

5.3.1 Municipal Parks

The *Business Parks Functional Plan* (2008) undertook a strategic review of HRM's role in business park development and a rationalization of uses and development standards. One of the key recommendations is that HRM should focus its future business park development on industrial uses and leave office and commercial development to the private sector. The Business Parks Functional Plan recommendations received an endorsement by HRM.

EC-3 A Business/Industrial Sub-Designation shall be established on the Generalized Future Land Use Map (Map 2) and applied to all existing business/industrial parks, including Halifax International Airport, and proposed expansion areas. This sub-designation represents priority areas for an integrated mix of industrial, commercial, service and support uses. Corresponding land use regulations and development standards will be established under the applicable land use by-laws.

EC-4 The recommendations of the *Business Parks Functional Plan* shall provide guidance for:

(a) Governance and management of existing parks;
(b) Provision of services and infrastructure;
(c) Land acquisition for future park expansion; and
(d) Rationalization of uses and development standards through amendments to the applicable secondary planning strategies and land use by-laws.

HRM intends to prepare a land acquisition strategy to ensure that an adequate supply of industrial lands is available to support economic development objectives.

EC-5 Where HRM has identified lands that may be suitable for industrial uses, amendments to secondary planning strategies and land use by-laws shall be initiated to allow for the intended uses and to ensure that these lands remain available while minimizing conflicts with existing or future incompatible uses in the vicinity.

EC-6 HRM shall reserve the lands within the Burnside Business Park Expansion Area, as shown on Map 10, for general, light industrial and logistics uses. Office and retail shall be permitted only as accessory uses to general and light industrial uses.

EC-7 HRM shall seek to protect and improve road and rail access to existing and future industrial lands within business parks and on Halifax Harbour.

5.3.2 Private Business Parks

In addition to publicly owned business parks, there may be opportunities to develop private business parks within appropriate areas of HRM. These parks may be developed through preparation of secondary planning strategies, or may be considered by amendment to existing secondary planning strategies.

EC-8 HRM may consider permitting private business parks in appropriate locations within or adjacent to designated growth centres.

There may be opportunities to integrate medium to higher density residential uses with private business parks to allow for affordable housing, reduced travel times and greater accessibility to goods and services for the residents. Limitations on the extent of residential development and design considerations may be needed to ensure developments are compatible and residents are provided with adequate services and infrastructure.

EC-9 Provisions may be established under secondary planning strategies to allow for residential developments within private business parks through a development agreement. Policy criteria shall be established to achieve compatible developments and ensure that residents have adequate services and infrastructure.

5.3.3 Halifax International Airport and Aerotech Business Park

Halifax Stanfield International Airport is a significant contributor to HRM's economy, generating significant direct and indirect benefits and thousands of jobs[19]. The Halifax International Airport Authority, the agency responsible for managing the airport, plans significant expansion and improvements over the coming years where warranted by projected increases in both passenger and freight traffic.

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. Enabling provisions would need to be incorporated into the HRM Charter to allow for policies to be established under the applicable secondary planning strategy.

EC-10 HRM shall cooperate with the Halifax International Airport Authority in the development of airport-related facilities to ensure that municipal infrastructure requirements are adequate for any future expansion plans.

EC-11 HRM shall consider amendments to the applicable Land Use By-law to restrict residential developments in the vicinity of the Halifax Stanfield International Airport which would be incompatible by virtue of noise.

[19] LPS Aviation and Dillon Consulting. *Halifax International Airport Master Plan*. February 2004. Halifax.

5.3.4 Halifax Harbour Designation

Halifax Harbour plays a strategically important economic role to HRM and the Province of Nova Scotia for shipping, ship building, naval operations and other port related industries. HRM seeks to ensure that sufficient lands are retained for these purposes and that the viability of these activities is not compromised by development of incompatible uses in their proximity.

EC-12 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 paralleling 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.

EC-13 Within the Halifax Harbour Designation, HRM shall establish zoning under applicable land use by-laws and apply the zone on lands where existing harbour related industrial uses are located and lands or water lots determined by HRM to be suitable for these uses in the future. Corresponding land use regulations will be established under the applicable land use by-laws. Amendments to applicable land use by-laws may be made to:

(a) allow for additional lands or water lots for harbour related industrial uses that have not been previously been identified where such lands are considered appropriately situated for these uses;
(b) implement regulations that mitigate potential negative impacts of existing and potential marine-dependent industrial and commercial areas on adjacent uses, while maintaining the economic viability of marine-dependent uses; and
(c) discourage new residential development from locating in areas that abut lands designated for intensive marine dependent industrial and commercial uses.

EC-14 When considering an amendment to secondary planning strategies, land use by-laws or development agreements to permit new residential development in proximity to harbour related industrial uses, consideration shall be given to the potential for nuisances and compatibility issues and the importance to HRM in protecting the viability of the marine related industrial uses.

5.3.5 Rural HRM

HRM recognizes the value and significance of a vibrant rural economy. Economic opportunities have traditionally come from natural resource development, tourism and the service economy. Advanced telecommunications has also created new opportunities for both home based businesses and retirees which are attracted to the distinctive character of rural communities. The challenge lies in ensuring supporting services and infrastructure are available to realize these opportunities.

EC-15 HRM shall, in collaboration with the Province and other partners, work to ensure that the economic viability of rural communities is included as an integral aim of regional economic growth strategies and their implementation. Consideration shall be given to:

(a) cooperating with senior 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) working with relevant authorities to encourage the provision of good communication linkages in the rural areas - including road improvements, active transportation facilities and telecommunications;
(c) making strategic infrastructure investments where deficiencies have consistently hindered economic viability;
(d) promoting rural industrial parks in accordance with the Business Park Functional Plan;
(e) supporting 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) supporting services to those individuals establishing or maintaining businesses in the rural areas;
(g) creating opportunities, including appropriate zoning, to direct rural businesses to locations within designated growth centres, and between centres where appropriate;
(h) facilitating and integrating rural community-based transit in partnership with the Province;
(i) improving the attractiveness of the port at Sheet Harbour to shippers, and seeking opportunities for processing and shipping value-added goods through the port; and
(j) seeking measures to address land title issues in the communities of North Preston, East Preston and Cherry Brook.

5.4 HRM FINANCES

HRM supports financial planning and strategies that support and encourage the outcomes of this Plan, including environmental conservation, housing affordability, economic competitiveness, revitalization of the Regional Centre and neighbourhood stability based on the following principles:

- Equity
- Stability
- Simplicity
- Transparency and Accountability
- Economic Competitiveness
- Economic Efficiency
- Respect for Other Governments

EC-16 A Financial Priorities Plan shall be prepared to:

(a) ensure that the tax system provides stable, appropriate revenue streams to allow for the long-term growth of HRM;
(b) monitor the relationship of debt to growth to ensure that the most efficient allocation of resources and stable patterns of growth are supported;
(c) establish 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 and allows for timely monitoring of each fund;
(d) creates a long term demand forecast which allows HRM to investigate and model various funding options and strategies for both capital and operating budgets which will include estimates of capital demand, related operational requirements and available funding, both operational and capital, and funding gaps;
(e) complete a new corporate Assessment Management Plan being developed based on full life cycle costs, opportunity costs, benefits, and risks which can be integrated with corporate budgets, business plans, and reporting processes; and
(f) advance the economic and financial benefits of this Plan to other levels of government and seek to secure improved partnerships and funding arrangements.

EC-17 HRM shall:

(a) monitor debt reduction and "capital from operating" targets, established in 2009, based on inflation and growth of HRM;
(b) establish benchmarks to evaluate its tax competitiveness against other municipalities in Canada; and
(c) work with the Greater Halifax Partnership, the Strategic Urban Partnership, the Property Valuation Services Corporation and other interested parties to improve commercial tax information and prepare recommendations for tax policy amendments, with priority given to possible financial tools to assist the Regional Centre.

The HRM Charter enables infrastructure charges to be imposed under two provisions. Charges may be imposed under a subdivision by-law to recover capital costs of infrastructure including new or expanded streets, traffic signals, transit facilities or solid-waste management facilities needed to service the subdivision. Alternatively, charges may be imposed under a separate by-law to pay for a wider range of infrastructure which may be applied for the entire HRM or a defined area to impose, fix and provide methods of enforcing payment of charges. This charge is applied when a building permit is sought for a new building or redevelopment on an existing property.

HRM has adopted both of these provisions in a two-pronged approach to facilitating growth without imposing an excessive financial burden on taxpayers. When preparing secondary planning strategies for growth areas or amending existing ones, new infrastructure needed to accommodate the expected growth shall be considered and, where such consideration determines infrastructure charges will be imposed, such charges shall be imposed within the secondary plan through the Regional Subdivision By-law.

EC-18 HRM shall establish provisions under Secondary Planning Strategies and the Regional Subdivision By-law to allow for imposition of infrastructure charges required to service new growth areas. The charge shall be determined separately for each charge area in accordance with the *Infrastructure Charges Best Practices Guide: A Capital Cost Contribution Policy*, adopted by HRM in 2002, as may be amended from time to time.

EC-19 HRM shall consider establishing by-laws to allow for the recovery of growth related costs both on a regional basis and on an area basis where growth related re-development is being contemplated through secondary planning provisions. In determining an appropriate charge, consideration shall be given to the recommendations of the *HRM Infrastructure Charge Study: Final Report (2006).*

CHAPTER 6: THE REGIONAL CENTRE

6.0 INTRODUCTION

The Regional Centre encompasses Halifax Peninsula and Dartmouth between Halifax Harbour and the Circumferential Highway. HRM has adopted a vision and guiding principles for this area that forms the basis for undertaking planning and making strategic investments. Pursuant to this, in 2009, a secondary municipal planning strategy and a land use by-law were adopted for downtown Halifax.

This vision and guiding principles are also the basis for a Regional Centre Plan which will reinforce the importance of this area and capitalize on the benefits of concentrating new growth as outlined in the study *Quantifying the costs and Benefits to HRM, Residents and the Environment of Alternative Growth Scenarios (April 2013).* The Regional Centre Plan will be integrated with:

- the Greater Halifax 2011-2016 Economic Strategy;
- the Culture and Heritage Priorities Plan;
- the Greenbelting and Public Places Priorities Plan; and
- the Transportation Demand Management Plan, the Active Transportation Plan, the Transit Services Plan, the Regional Parking Strategy and the Road Networks Priorities Plan.

6.1 OBJECTIVES

1. **Adopt a Regional Centre Plan which achieves the vision statement and guiding principles endorsed by Regional Council;**

2. **Adopt heritage plans and programs that further preserve and enhance the viability of heritage properties, streetscapes, and districts;**

3. **Prepare capital and operating expenditure programs that enhance development within the Regional Centre, with emphasis of resources on downtown Halifax and Dartmouth, and take advantage of opportunities to strategically leverage other public and private sector investments; and**

4. **Create financial and regulatory incentives to stimulate desired growth.**

6.2 VISION STATEMENT AND GUIDING PRINCIPLES

Through the Downtown Halifax planning process, HRM endorsed the following vision statement and guiding principles for the Regional Centre:

6.2.1 Vision Statement

i. The Regional Centre is the symbolic, historic and functional heart of the Halifax Regional Municipality. It is distinguished by its rich past as is evident in: its historic architecture, traditional neighbourhoods and national landmarks; its natural features as shaped by its grand parks, harbour, lakes, waterways and rolling hills; and its regional importance as an economic hub, capital district, educational centre, health focus and cultural heart.

ii. The Regional Centre will build on its distinctions and assets to nurture an urban context that enhances quality of life, enriches urban living and becomes a global destination.

iii. The Regional Centre will assert and affirm a legible and ordered urban structure that will reinforce the best qualities and characteristics of its unique neighbourhoods and districts.

iv. The Regional Centre's cultural vitality is rooted in its diverse population and accordingly it will strive to be an open, safe, affordable, accessible and welcoming place to people of all walks of life.

v. The Regional Centre's vibrancy, animation and economic health will be strengthened through the cultivation of a compact, civic inspired and human-scaled urban fabric of streets, blocks and buildings.

6.2.2 Guiding Principles

I Sustainable

- Design, plan and build with respect for economic, environmental, social and cultural sustainability.
- Create resilient communities that adapt to evolving opportunities and needs.

II High Quality

- New development should be of high quality and compatible with other high quality developments.
- Promote high quality architecture and urban design that respects great heritage resources, including neighbourhoods.

III Heritage and Culture

- Heritage resources, including heritage districts, buildings, landscapes and cultural heritage, should be recognized, used, protected and enhanced.
- Ensure lasting legacies (buildings, open spaces and streets) are maintained, and new ones are created.

IV Movement

- Integrate land use planning with transportation planning in such a way that alternatives to driving become an easy choice. Transportation options should be efficient, pleasant and readily available.
- All streets should present an inviting barrier-free environment that considers the comfort, convenience, safety and visual interest of pedestrians.
- The Regional Centre, in all ways, should be conducive to, and supportive of, active transportation movement. It should provide people with choices that are viable alternatives to driving.

V Complete Neighbourhoods

- Support safe, mixed-use and diverse neighbourhoods, including:
  affordable housing and a variety of tenures;
  residential, commercial, employment uses; and
  visually and physically accessible amenity space, including schools and parks within walking distance.
- Ensure the necessary public services and amenities to support quality of life, cohesive communities and creative places.

VI Growth and Change

- Ensure that new developments respond to the natural, cultural, historical, and urban character of their context.
- Direct change and intensification to areas that will benefit from growth.
- Every new building should contribute to the betterment of the public realm.
- Design should support accessibility, active transportation and transit (i.e. streets, land uses, neighbourhoods, open spaces, circulation systems).

VII Process

- Foster a culture of support for the building/ construction of quality urban design.
- Recognize and reward design excellence.
- Involve neighbourhood communities in local planning matters.
- Maintain opportunities for public participation in the implementation of HRM by Design.
- Foster predictable outcomes that have been tested to be achievable and fair.

VIII Connected

- Prominent views to prominent natural and built features should be recognized, protected and enhanced.

- Enhance safe and appealing connections within the Regional Centre including to and from the waterfront, open spaces and neighbourhoods.

6.3 THE DOWNTOWN HALIFAX PLAN

In 2009, the Downtown Halifax Secondary Municipal Planning Strategy and Downtown Halifax Land Use By-law (LUB) were approved to provide a vision, policies and a regulatory framework for land use, built form, design, heritage preservation and public investment within the Downtown Halifax Plan Area.

A key feature of these documents is greater predictability through adopting set limits for building height and form. A Design Manual, site plan approval process and bonus zoning program were introduced to provide a strong yet flexible design process with incentives to further public benefits. The documents also provide direction for public investments in future capital and operating budgets.

RC-1 The Downtown Halifax Secondary Municipal Planning Strategy and Land Use By-law shall provide guidance for policies, programs and regulations for the Downtown Halifax Plan Area. For any amendments to the Downtown Halifax Secondary Municipal Planning Strategy or Land Use By-law brought forward for approval, consideration is to be given to consistency with or furthering the vision statement and guiding principles for the Regional Centre.

The Barrington Street Heritage Conservation District Revitalization Plan and By-law were approved in conjunction with the Downtown Halifax Secondary Municipal Planning Strategy and a heritage incentive program adopted with grants and incentives.

RC-2 HRM may consider adopting new heritage district conservation districts, by-laws and programs or adopting amendments to existing ones. The applicable objectives and policies of the Downtown Halifax Secondary Municipal Planning Strategy and Chapter 7 of this Plan shall provide guidance.

6.4 THE REGIONAL CENTRE PLAN

In October 2011, HRM initiated the *Regional Centre Plan* for the whole Regional Centre and directed that a new Regional Centre Secondary Municipal Planning Strategy and Land Use By-law be prepared to replace the Municipal Planning Strategies and Land Use By-laws for Halifax and Dartmouth within the Regional Centre.

While the development of a Regional Centre Plan is recognized as a distinct project, planning is an ongoing process of addressing, and at times leading, community change. The Regional Centre is a dynamic area and consequently the emphasis that is placed on it through this Plan represents a commitment by HRM to undertake planning and make investments to constantly improve the Regional Centre through both large and small initiatives. The Regional Centre Plan will develop as a series of such programs.

RC-3 The Vision Statement and Guiding Principles adopted for the Regional Centre shall provide guidance for the Regional Centre Secondary Municipal Planning Strategy and Land Use By-law. Consideration shall also to be given to incenting development in the Regional Centre, streamlining development approvals, density bonusing and the other applicable objectives and policies of this Plan.

6.5 PUBLIC AND PRIVATE INVESTMENTS

To focus on the Regional Centre, HRM adopted the *Strategic Urban Partnership* with involvement by the three levels of government, major urban institutions, crown corporations, private business, non-profit organizations and development and design communities to foster ideas. The Partnership has recommended that a policy and regulatory framework be established to create incentives and removed barriers for new development in the Regional Centre.

RC-4 HRM shall consider the recommendations of the Strategic Urban Partnership for implementation of programs and initiatives in the Regional Centre. Emphasis shall be given to the objectives and action plans established for the Regional Centre in the *Greater Halifax – 2011 – 2016 Economic Strategy*.

CHAPTER 7: CULTURAL AND HERITAGE RESOURCES

7.0 INTRODUCTION

This Chapter describes the objectives, strategies and policies to preserve and enhance cultural and heritage resources in HRM. Although focusing on physical assets, consideration is also given to arts and cultural development and promotion of our social heritage. The approaches outlined in this Chapter will be further developed in secondary planning strategies and the *Culture and Heritage Priorities Plan*.

7.1 OBJECTIVES

1. **Preserve cultural and heritage resources in HRM and develop policies, programs and regulations to protect and enhance them;**

2. **Promote cultural and heritage considerations in HRM's broader planning and municipal decision making processes;**

3. **Assist communities in identifying and celebrating cultural and heritage assets;**

4. **Support cultural tourism through investment in signature cultural attractions and events;**

5. **Broaden heritage protection through the identification and preservation of cultural landscapes;**

6. **Increase opportunities for cultural activity and bolster the creative economy; and**

7. **Recognize the importance of arts, including professional arts, to the creative economy and vitality of our region.**

7.2 STRATEGIC PLANS

7.2.1 Current Plans

HRM has adopted two plans to assist in cultural and heritage planning and programs - the *HRM Cultural Plan (March 2006)* and the *Model for Assessing Cultural Heritage Values in the Halifax Regional Municipality (April 2005)*. These plans will continue to provide guidance and will be enhanced through the development of a *Culture and Heritage Priorities Plan*.

The HRM Cultural Plan provides a vision and policy framework for building HRM's cultural identity, increasing creative opportunities for citizens, and fostering the creative economy. The Cultural Plan is a long range strategy for cultural investment and development, articulated through five strategic directions, as follows:

1. Focused Service Delivery &Partnerships;
2. Improved Cultural Access & Equity;
3. Promote and Reinforce Community Character & Heritage;
4. Foster Life-Long Learning & Creative Expression; and
5. Investment & Promotion

The HRM Cultural Plan is based on a broad notion of culture as the means of defining people, communities and neighbourhoods. The Cultural Plan identifies seven pillars of culture, which illustrate these interconnections:

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.

While arts development, cultural heritage and built heritage all come under the umbrella of culture and face many common issues, there are also significant differences in the opportunities and challenges facing these components. Access to suitable creative space and stable funding sources are commonly cited as major issues facing arts development. The role of community museums, support for diverse communities and the management of heritage artifact collections are particular issues in the realm of cultural/social heritage. Built heritage resources can be at risk from development pressures or lack of resources for upkeep and maintenance.

CH-1 The *HRM Cultural Plan (March 2006)*, as amended from time to time, shall provide strategic direction to guide HRM in achieving its long-term cultural goals.

The Model for Assessing Cultural Heritage Values in HRM is a map-based analytical tool that provides baseline information representing the cultural heritage of HRM. It provides a basis for communities preparing secondary planning strategies to create inventories of important heritage sites, scenic views and significant landscapes.

CH-2 The *Model for Assessing Cultural Heritage Values in the Halifax Regional Municipality (April 2005)* shall provide guidance for the identification of sites, communities, and landscapes of cultural and historical significance in HRM.

7.2.2 Culture and Heritage Priorities Plan

The *Culture and Heritage Priorities Plan* will provide greater direction for strategic planning and investment in culture and heritage. The Priorities Plan is to be conducted in two phases:

Phase 1 Inventory

Phase 1 is to provide a comprehensive, region-wide inventory of existing and potential cultural infrastructure and heritage resources including:

- HRM and community-owned recreation and cultural infrastructure such as museums, outdoor gathering spaces, public art, and performance spaces;
- Privately owned and publicly accessible cultural spaces;
- Heritage buildings that are registered or non-registered, cultural landscapes, heritage districts, cemeteries, and archaeological sites;
- Events and celebrations; and
- Resources of significance to Aboriginal and diverse ethnic/racial cultures.

Phase 2 Analysis and Prioritization

The inventory will be used to:

- identify gaps and develop programs and strategies to address these gaps with priority actions;
- create a profile of specific places and spaces in a GIS-based, interactive and searchable format;
- create a resource for the broader heritage and cultural community; and
- provide a platform for community engagement on cultural and heritage development and assist communities in identifying priority actions.

Specific consideration will be given to:

- The preservation and enhancement of streetscapes, cultural landscapes, and heritage districts in the Regional Centre to further the objectives of revitalization and densification;
- The preservation and enhancement of historic village centres and scenic landscapes within rural communities;
- The development of partnerships with community organizations involved in events that celebrate social heritage and culture;
- The stewardship of HRM-owned buildings through programs for the long-term maintenance, restoration, and use;

- The role of HRM in building capacity in the arts and cultural community through partnerships and programs; and
- The role of HRM in community museums, management of historic artifact collections, and partnerships with community groups delivering the museum experience and social heritage programming.

CH-3 HRM shall prepare a *Culture and Heritage Priorities Plan* for consideration of adoption by HRM in whole or in part.

CH-4 HRM may consider establishing a committee to provide advice in the preparation of the *Culture and Heritage Priorities Plan*.

7.3 PROTECTION OF HERITAGE RESOURCES

Historic buildings and cultural landscapes define the character of many communities and neighbourhoods in HRM, both urban and rural. They provide insight into community evolution and reveal elements of local culture and social history. Distinctive architectural forms, styles and details, groups of buildings, and varied landscape settings all contribute to local character and sense of place.

CH-5 HRM shall consider the retention, preservation, rehabilitation and restoration of those buildings, public building interiors, streetscapes, cultural landscapes, areas and districts of historic, architectural or cultural value in both urban and rural areas and encourage their continued use.

7.3.1 Heritage Registry

In 2013, the HRM Heritage Registry included approximately 480 properties, concentrated principally in Downtown and South End Halifax and Downtown Dartmouth. There is a need for a renewed, updated, and more comprehensive region-wide inventory of heritage resources that could potentially qualify for formal designation as registered heritage properties, heritage conservation districts, or protected cultural landscapes. There is also a need to consider adopting a thematic framework for heritage registration and to refine the criteria for heritage registration to ensure that all aspects of HRM's built heritage, including modern heritage and all parts of the municipality are represented. This inventory and analysis will be undertaken as part of the *Culture & Heritage Priorities Plan.*

CH-6 HRM shall maintain a Registry of Heritage Properties which includes information on all properties registered as Municipal Heritage Properties and shall continue to update the registry by developing statements of significance, heritage value, and character defining elements for each property so registered.

7.3.2 Heritage Conservation Districts

The *Heritage Property Act* enables HRM to designate an area as a Heritage Conservation District (HCD) through the adoption of a heritage conservation district plan and by-law. This allows HRM to protect and enhance the special building character-defining elements and cultural heritage value of groups of properties, streetscapes and areas. It also enables HRM to provide strong protection from demolition for all buildings within a district, whether registered or not, and to provide financial incentives for their restoration and rehabilitation. The designation of such districts will be a priority in future secondary planning strategies.

Heritage Conservation Districts prioritized under the Downtown Plan include the South Barrington/Hollis/Morris District and the Historic Properties District. In 2012, in response to a community request, HRM also directed that the Schmidtville HCD should be established following completion of the South Barrington HCD.

In addition, there are numerous other areas in HRM with potential to become HCDs including a number of intact older neighbourhoods in the Regional Centre and older village centres in rural and coastal areas. In rural and coastal areas too, the identification of potential HCDs will overlap with the identification of Cultural Landscapes. Potential heritage districts may be identified as part of the *Culture & Heritage Priorities Plan* or through secondary planning.

CH-7 HRM shall consider developing Heritage Conservation Districts in accordance with this Plan and the *Culture and Heritage Priorities Plan*.

7.3.3 Cultural Landscapes & Scenic Views

Cultural landscapes are geographic areas which have been modified, influenced or given special cultural meaning. These landscapes vary dramatically in size and character - from heritage conservation districts (where built forms are the major feature) to prehistoric rock art sites to designed landscapes such as parks and gardens. Examples may include a burial ground, a historical garden or a larger landscape reflecting human intervention, such as the pastures of the Musquodoboit Valley, the Shubenacadie Canal, or the Bedford Barrens.

Scenic views, including “scenic entry routes” or “views from the road” are also an important component of cultural landscapes, often providing views of outstanding natural and cultural features. Examples include views of Halifax Harbour, views of the North West Arm, and the Long Hill view over Cole Harbour.

Cultural landscapes provide opportunities for the interpretation and understanding of important historical settings and past patterns of land use. Preserving and promoting these landscapes can also provide opportunities to enhance the sense of a place for both residents and visitors alike.

Some cultural landscape features such as the Shubenacadie Canal, and some views such as those of Halifax Harbour are considered of regional significance due to their long-recognized value as icons for the region and the long-standing community efforts to protect and conserve them.

CH-8 HRM shall, through the *Culture and Heritage Priorities Plan* and secondary planning processes, consider the recognition, preservation, and promotion of significant cultural landscapes.

CH-9 When considering any amendments to secondary planning strategies involving lands adjacent to the Shubenacadie Canal, HRM shall give consideration to the potential impact of development on the visual quality, cultural and historic value and environmental resources of the Shubenacadie Canal.

CH-10 HRM shall support views and viewplane policies and regulations adopted under the Halifax Secondary Planning Strategy and Halifax Peninsula Land Use By-law, the Downtown Halifax Secondary Municipal Planning Strategy and Downtown Halifax Land Use By-law and the Downtown Dartmouth Secondary Planning Strategy and Downtown Dartmouth Land Use By-law. No alteration to these policies or regulations may be considered without an amendment to this Plan.

CH-11 Notwithstanding the maximum building heights shown on Maps 4 and 5 of the Downtown Halifax Secondary Municipal Planning Strategy, but subject to the Rampart requirements of the Downtown Halifax Land Use By-law, an increase in the maximum building height on lands at the south-east corner of Sackville Street and South Park Street from 23 metres to 49 metres shall be permitted.

CH-12 When considering any alteration to the Armdale Roundabout, HRM shall consider maintaining the current public views of the Northwest Arm from St. Margaret's Bay Road, Chebucto Road and Joseph Howe Drive.

7.3.4 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. Archaeological sites can be protected under provincial legislation, the *Special Places Protection Act*, which regulates the destruction, alteration or removal of archaeological resources from these sites. HRM has prepared the Areas of Elevated Archaeological Potential Map (Map 9) 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 mapped additional sites of potential significance based on HRM's European heritage using street maps of Dartmouth and Halifax (circa 1864) to assist in the prediction of potential archaeological resources. For other areas further research is necessary to create predictive maps for archaeological resources. This will be carried out as a part of the *Culture and Heritage Priorities Plan* or through other research.

CH-13 HRM shall, through the applicable land use by-laws, 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 (or designate) for any action it deems necessary with respect to the preservation of archaeological resources in accordance with provincial requirements.

7.3.5 Conservation Standards & Guidelines

Since amalgamation HRM has used a set of US-based conservation standards to evaluate alterations to registered heritage properties. In 2010, Parks Canada published the 2nd edition of the *Standards & Guidelines for the Conservation of Historic Places in Canada* (*Standards & Guidelines)* which contains comprehensive guidance for heritage building conservation and for conservation of cultural landscapes, including heritage districts, and archaeological sites.

CH-14 HRM shall adopt the *Standards & Guidelines for the Conservation of Historic Places in Canada, 2nd Edition (*hereinafter referred to as the *Standards & Guidelines)* in place of its existing Heritage Building Conservation Standards and amend the Heritage Property Bylaw, Barrington Street Heritage Conservation District Bylaw, Downtown Halifax Secondary Municipal Planning Strategy, Downtown Halifax Land Use Bylaw, and other secondary planning strategies, and land use bylaws, as necessary, to effect this change. Furthermore:

(a) The *Standards* set out in the *Standards & Guidelines* shall be used to evaluate any proposed alteration to any registered heritage property or to any property in a heritage conservation district or cultural landscape and the *Guidelines* set out in the *Standards & Guidelines* shall be used to interpret and apply the *Standards.*

(b) Where substantial alterations are proposed to a registered heritage property by development agreement, the *Standards & Guidelines* shall be considered in addition to the criteria established by the policies guiding the development agreement under the applicable secondary planning strategy; and

(c) In Heritage Conservation Districts and Cultural Landscapes, the *Standards & Guidelines* may be supplemented by additional area-specific design criteria which respond to particular heritage values or character-defining features of the district or landscape.

CH-15 HRM shall consider the use of other mechanisms to encourage the use, preservation or protection, restoration or renovation of heritage resources, as enabled by the Heritage Property Act.

7.4 DEVELOPMENT ABUTTING REGISTERED HERITAGE PROPERTIES

The Halifax Secondary Planning Strategy contains criteria requiring that the architecture of new development in the immediate environs of heritage properties be sensitive and complementary to the heritage properties. While this criterion applies 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. In accordance with Policy RC-3 HRM will prepare a Regional Centre Urban Design Study that will be coordinated with the Culture and Heritage Priorities Plan (Policy CH-3). Once completed this plan will, among other things, address and clarify issues surrounding heritage protection and new development.

In the interim, Policy CH-16 will provide guidance for development abutting heritage properties. The intent is to support innovative design solutions, with emphasis on heritage integration, that incorporate architecture, place-making, and material selection of the highest quality that are appropriate in relation to their abutting neighbours.

CH-16 For lands abutting federally, provincially or municipally registered heritage properties, 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 properties by considering the following:

(a) the careful use of materials, colour, proportion, and the rhythm established by surface and structural elements should reinforce those same aspects of the existing buildings;

(b) ensuring that new development is visually compatible with yet distinguishable from the abutting registered heritage property. To accomplish this, an appropriate balance must be struck between mere imitation of the abutting building and pointed contrast, thus complementing the abutting registered heritage property in a manner that respects its heritage value;

(c) 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.

(ii) reinforce, the structural rhythm (i.e., expression of floor lines, structural bays, etc.) of abutting federally, provincially or municipally registered heritage properties; and

(iii) any additional building height proposed above the pedestrian realm mitigate its impact upon the pedestrian realm and abutting registered heritage properties by incorporating design solutions, such as stepbacks from the street wall and abutting registered heritage properties, modulation of building massing, and other methods of massing articulation using horizontal or vertical recesses or projections, datum lines, and changes in material, texture or colour to help reduce its apparent scale;

(d) 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;

(e) not unreasonably creating shadowing effects on public spaces and heritage resources;
(f) complementing historic fabric and open space qualities of the existing streetscape;
(g) minimizing the loss of landscaped open space;
(h) 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;
(i) 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;
(j) having the proposal meet the heritage considerations of the appropriate Secondary Planning Strategy, as well as any applicable urban design guidelines; and
(k) any applicable matter as set out in Policy G-14 of this Plan.

For the purposes of Policy CH-16, 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.

CH-17 Policy CH-16 shall not apply within the Downtown Halifax Secondary Municipal Plan Area.

7.5 SECONDARY PLANNING STRATEGIES

Through secondary planning strategies and other appropriate means, HRM should retain, preserve, rehabilitate and restore buildings, public building interiors, streetscapes, districts, areas, and cultural landscapes which impart a sense of the community's heritage.

CH-18 To protect HRM's built heritage and cultural landscapes, HRM shall, through secondary planning strategies consider:

(a) the priorities established through the *Culture & Heritage Priorities Plan*;
(b) designating historically significant buildings, sites, streetscapes, conservation districts and cultural landscapes for heritage protection;
(c) 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;
(d) developing additional, area-specific design criteria that supplement and embody the principles of the Standards & Guidelines for the Conservation of Historic Places in Canada, 2nd Edition and reinforce the heritage character of an area;
(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 applications for redevelopment of a registered heritage property, a property adjacent to a registered heritage property, or a property within a heritage district, include 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;

(o) adopting policies to permit incentive or bonus zoning within the geographic area permitted under applicable legislation where such policies provide for the preservation and sustainability of heritage buildings and where the public benefit to the heritage building can be clearly quantified or illustrated;

(p) identifying and protecting regionally significant views as a component of cultural landscapes;

(q) developing guidelines for:

(i) scenic lookouts, information and directional signs to important urban and rural cultural, heritage, environmental and tourism destinations;

(ii) the protection of views to natural and cultural heritage features, mature trees and roadside vegetation along and beyond the road right-of-way; and

(iii) coordination with private landowners and the provincial government regarding landscaping, berming, pathways and other features; and

(r) considering 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.

CHAPTER 8: MUNICIPAL WATER SERVICES, UTILITIES AND SOLID WASTE

8.0 INTRODUCTION

This Chapter lays out policies and programs in support of effective service delivery relating to water supply, wastewater management, stormwater management, solid waste management and communications facilities.

8.1 OBJECTIVES

1. **Coordinate municipal initiatives with the Halifax Regional Water Commission (Halifax Water) to:**

   (a) provide water, wastewater and stormwater services in a cost-effective manner;
   (b) recoup growth related costs from benefitting property owners; and
   (c) reduce degradation to the natural environment.

2. **Manage growth to make the best use of existing water, wastewater and stormwater infrastructure and avoid unnecessary or premature expenditures;**

3. **Support environmentally sustainable practices for developments serviced with on-site water and wastewater services;**

4. **Reduce above grade electrical and telecommunication lines;**

5. **Encourage the development of an comprehensive natural gas distribution system; and**

6. **Reduce the amount of solid waste generated and operate solid waste facilities in an environmentally responsible and cost-effective manner.**

8.2 THE TRANSFER AGREEMENT

In 2007, HRM entered into an agreement with Halifax Regional Water Commission (Halifax Water) for the following purposes:

(a) to transfer municipal waste-water facilities and municipal stormwater facilities and their operation and administration to Halifax Water from HRM to better serve the public interest;
(b) to have such facilities operated as a public utility integrated with Halifax Water's existing water utility facilities to the extent deemed appropriate by the Utility and Review Board;
(c) to evolve the operation and administration of municipal wastewater services and municipal stormwater services towards a system whereby the general taxpayer of HRM does not subsidize the utility rate payer of Halifax Water and the utility rate payer of Halifax Water does not subsidize the general tax payer of HRM; and
(d) to have HRM pay a fee for service on full cost recovery basis for waste-water and stormwater services made necessary by the operation of other municipal services, including, but not restricted to, solid waste management services, and parks and recreation services.

Upon execution of the Transfer Agreement, Halifax Water became the first regulated water/ waste-water/ stormwater utility in Canada. Its jurisdiction applies to a core area, as set out in the transfer agreement, which broadly encompasses lands within the commutershed of the Regional Centre. Outside this area, the public stormwater facilities – comprised primarily of ditches and culverts within road right-of-ways – are owned and maintained by HRM or the N.S. Department of Transportation and Infrastructure Renewal.

Halifax Water has been established pursuant to the *Halifax Regional Water Commission Act* and is regulated by the Nova Scotia Utility and Review Board (the Review Board). The *Public Utilities* Act applies to Halifax Water and any water, wastewater or stormwater facility or system owned, operated, managed or controlled by Halifax Water is deemed to be a public utility. The Review Board establishes policies, rules and regulations governing the operations of Halifax Water which includes approvals for operating and capital budgets, user fees and charges that can be levied for new connections to its facilities.

Halifax Water is expected to finance its operations through the user fees and charges it levies. It must also comply with all provincial and federal regulations established for the design and operation of municipal water, wastewater and stormwater systems.

Halifax Water is a separate corporate body and reports to a Board of Directors. This governance model will require close co-operation between the planning and operational activities of HRM and Halifax Water if the objective of this Plan to manage development in a fair and cost effective manner is to be realized.

SU-1 HRM shall work with Halifax Water to coordinate municipal land use planning and development initiatives with the planning and development of municipal water, waste-water and stormwater facilities in a manner that is consistent with the objectives of this Plan, the Transfer Agreement and can satisfy policies and regulations of Halifax Water and the Review Board.

8.3 WATER, WASTEWATER AND STORMWATER SERVICES: PLANNING FOR GROWTH IN SERVICED AREAS

This Plan seeks to focus development in areas where infrastructure 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. A primary tool for achieving these objectives will be directing the supply and location of lands to be serviced with wastewater and water services.

SU-2 HRM shall establish an Urban Service Area under the Regional Subdivision By-law to designate those areas within the Urban Settlement Designation and the Harbour Designation where municipal wastewater collection 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 collection and water distribution systems. Any service boundary established under existing secondary planning strategies shall be replaced by the Urban Service Area boundary in the Regional Subdivision By-law.

SU-3 HRM shall seek to prevent premature development with on-site services on lands designated Urban Settlement but not yet within the Urban Service Area by establishing an Urban Settlement Zone over these lands under the applicable land use by-law. This zone shall permit public parks and playgrounds but restrict new development to single unit dwellings serviced with on-site sewage disposal systems and wells on two hectare lots on existing roads.

In 2010, the Review Board directed Halifax Water, in consultation with stakeholders, to prepare a long term infrastructure plan estimating capital expenditure requirements for municipal water, waste-water and stormwater infrastructure. Key drivers in developing this Integrated Resource Plan (IRP) are regulatory compliance, asset renewal and growth related costs.

The IRP (Genivar/XCG/Halcrow, October 2012) outlines a 30 year capital program for Halifax Water. The growth related cost estimates are proposed to be used for the development of a regional development charge that will replace the existing charges. Halifax Water also anticipates that area charges will be sought, as required, to pay for service upgrades associated with planned municipal growth through the adoption of secondary planning strategies.

SU-4 When considering any expansion of the Urban Service Area, HRM shall have regard to the following:

(a) that 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) if required, a watershed or sub-watershed study has been completed in accordance with Policy E-23;
(d) that, if required to pay for growth-related municipal infrastructure costs, a municipal infrastructure charge area has been established or is adopted concurrently with the boundary amendment;
(e) the need to oversize the water, wastewater or stormwater systems to allow for future development within an Urban Settlement or Urban Reserve designation; and
(f) a charge needed to pay for growth related improvements to the water, wastewater or stormwater systems has, where required, been approved by the Review Board.

SU-5 Within the Urban Service Area, where a new Secondary Planning Strategy or an amendment to an existing Secondary Planning Strategy is proposed to accommodate future growth, no approval shall be granted unless:

(a) a by-law has been established or is proposed concurrently to pay for growth related municipal infrastructure or HRM has determined that a by-law is not warranted; and
(b) a charge needed to pay for growth related improvements to the water, wastewater or stormwater services has been, where required, been approved by the Review Board.

Due to constraints in the Sackville wastewater collection system, there are properties in Middle Sackville which are within the Urban Service Area but cannot be developed until capacity becomes available. Special provisions shall be made to allow for development of these properties if capacity becomes available.

SU-6 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. HRM shall consider the extension of municipal wastewater and water distribution services to these properties to allow for a residential subdivision by development agreement subject to the following criteria:

(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) for any lands outside the Urban Settlement Designation, as shown on Map 2 of this Plan, or outside the Urban Service Area of the Regional Subdivision By-law, the requirements of Policies S-1 and SU-4;
(g) that, if required by Halifax Water, 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 Halifax Water, 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 applicable matter as set out in Policy G-14 of this Plan.

8.4 STORMWATER MANAGEMENT: A MUNICIPAL ROLE

Although the Transfer Agreement delegates responsibility for the operation and administration of publicly owned stormwater facilities to Halifax Water within the core boundary, HRM can play an important role in stormwater management. On a broadest level, a commitment has been made to undertake watershed studies where new growth areas are being considered (Section 2.4 of this Plan). An appropriate stormwater management strategy is to be included in the recommendations.

A study prepared for HRM identified source control measures that could reduce the quantity and improve the quality of runoff being directed to public stormwater systems and watercourses. One of the recommended implementation tools is a stormwater management and erosion control by-law whereby control of lot grading could be among the stormwater management measures. Other regulatory and operational measures were also identified as components of a more comprehensive approach that could be considered.

With varying levels of development throughout HRM and watersheds with differing sensitivities, a standardized approach to the application of these tools would not be appropriate. Similarly, the municipal approach will evolve with experience and as new technologies become available.

In developed areas, retrofitting existing stormwater systems may be a viable option to reduce the quantity and improve the quality of stormwater entering a watercourse. However, unless required for regulatory compliance with provincial environmental standards, it is unlikely that Halifax Water will be in a position to expend resources to do this. The Province does not currently have any stormwater quality standards but has stated that these may be considered in the future. In the interim, HRM may consider paying for retrofits to improve water quality in receiving watercourses, particularly in urbanized watersheds, if justified and affordable.

Consideration should also have to be given to the potential impacts of climate change on stormwater management systems. The *Climate Risk Management Strategy for HRM* (see Section 2.5.1) projected that HRM could experience an increase of up to 12% in total precipitation accompanied with increased rainfall intensity over the next 80 years.

Support for day lighting of streams and rivers will also be considered where doing so would enhance the aesthetics of the area or further restoration of a heritage resource.

SU-7 HRM shall consider adopting a stormwater management and erosion control by-law with provisions made that may be area specific and may vary by type of development and, where required, be subject to approval by the Review Board. When considering adoption or amendments to the by-law, the following matters may be considered:

(a) the cost and effectiveness of 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;
(b) the potential for employing naturally occurring soils and native plant species in stormwater management plans;
(c) means to reduce site disturbance and impervious surfaces in new developments;
(d) methods of reducing sediments, nutrients and contaminants being discharged into watercourses; and
(e) the recommendations contained in a watershed study undertaken pursuant to policy E-23 of this Plan.

SU-8 HRM may consider regulatory and operational measures to reduce the quantity and improve the quality of stormwater entering public stormwater facilities and watercourses including, but not limited to, public education programs, animal waste control, spill prevention plans, removing illegal connections, enhanced street sweeping, reduction in road salts, land use restrictions and revisions of development standards. Any such measures may apply in whole or in part of HRM and may require approval of the Review Board.

SU-9 HRM may consider supporting retrofits to existing stormwater facilities where it has been determined that such retrofits could be expected to mitigate flooding or to improve the quality of stormwater entering watercourses.

SU-10 Where public stormwater collection infrastructure must undergo significant repair or replacement, HRM may consider supporting funding for daylighting of the watercourse involved with consideration given to:

(a) feasibility in relation to the surrounding environment, land use and ownership, adequacy of space, drainage and potential flooding issues, safety and other practical or engineering considerations as appropriate.
(b) replacement of culverts with bridges or a three-sided culvert rather than straight pipe is preferred wherever possible;
(c) the potential for legal and liability issues arising; and
(d) costs and the availability of funding.

SU-11 In the event that the Province of Nova Scotia considers imposing standards on the quality of stormwater entering watercourses, HRM shall participate in consultations and shall consider amending any stormwater management by-law approved pursuant to Policy SU-7 to be consistent with or complement standards adopted by the Province of Nova Scotia.

SU-12 HRM shall support efforts by Halifax Water to create a rate structure for stormwater management services that provides incentives for the retention of on-site stormwater and may consider any amendments to municipal by-laws which would assist in facilitating these efforts.

8.5 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*[32] 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 radionuclides, base metals or contamination from former mining operations.

8.5.1 Water Service Areas

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

However, the risk of inadequate performance of on-site sewage disposal systems in areas which are serviced with a central water supply is of concern. According to the Dillon Consulting HRM *Water Resource Management Study* [34], 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.

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[32] 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.

[34] Dillon Consulting Ltd. 2002. Ibid

HRM intends to recognize the established Water Service Districts and allow for consideration of further extensions in accordance with the following policies:

SU-13 In recognition of the Water Service Districts established under the former Halifax County Municipality Subdivision By-law, HRM shall, through the Regional Subdivision By-law, establish Water Service Areas where 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 developments 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-14 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) (i) 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; or
(ii) the lands are adjacent to an existing Water Service Area and a Classic Conservation Design development is proposed; or
(iii) the lands are adjacent to an existing Water Service Area and a Classic Conservation Design development is proposed within an Urban Reserve designation, subject to the provisions of clause (d) of policy G-16; and
(b) the new service area and a charge needed to pay for growth related improvements to the water or stormwater services has, where required, been approved by the Review Board.

SU-15 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 water transmission main planned or constructed by Halifax Water 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;
(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-19; and
(d) an area charge needed to pay for growth related improvements to the water, or stormwater services has been approved by the Review Board or Halifax Water has advised that an area charge is not required.

The Enfield and Dutch Settlement communities are not located near an existing Water Service Area owned by Halifax Water. 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 Halifax Water 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-15.

8.5.2 Private On-site Sewage Disposal Systems and Wastewater Facilities

Malfunctioning on-site sewage disposal systems may 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 may seek measures to reduce the risk of these occurrences.

SU-17 HRM shall encourage, where appropriate soil conditions exist, the development of conservation design developments serviced by private wastewater facilities 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.

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 by private on-site sewage disposal systems.

SU-20 To protect public health and the environment, HRM shall investigate a means to ensure that private on-site sewage disposal systems are maintained. Without limiting the generality of the foregoing, consideration shall be given to adopting a private on-site sewage disposal system by-law, establishing Wastewater Management Districts and establishing a mechanism for funding and administration.

8.5.3 Ground Water Supplies

The Municipality seeks to ensure that development in rural areas has an adequate and sustainable water supply. Hydrogeological studies can address this objective through testing to assess long-term sustainable yield of larger subdivisions with many lots or any potential impact on existing wells in adjacent subdivisions. By an amendment to the Charter, the Province has enabled HRM to require hydrogeological studies as a condition of subdivision approval.

SU-21 HRM shall require a hydrogeological assessment for all subdivision applications to be serviced with on-site wells where the number of dwelling units consists of ten or more. Subdivision approval will only be granted where the study determines that the quantity and quality of the groundwater source is sufficient to service the proposed development without adversely affecting groundwater supply in adjacent developments.

SU-22 HRM shall request that the Province of Nova Scotia establish a network of groundwater observation wells to monitor the effects of development on the groundwater table and natural groundwater flows.

8.6 UTILITIES

8.6.1 Electrical and Telecommunication 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 widespread in HRM.

HRM has commissioned various studies [38] to examine the costs and benefits of underground utilities in terms of cost, reliability, and aesthetics and has decided on a two phased approach to implementation in new subdivision developments. Initially, undergrounding will be required from the pole to the home and then, after further consultation with the development community, consideration may be given to total undergrounding within the street right-of-way.

SU-23 When planning streetscape improvement projects for commercial areas or heritage districts within HRM, consideration shall be given to the underground placement of electrical and communication lines. Highest priority shall be given to projects within the Regional Centre. HRM shall work with utilities that have overhead wiring infrastructure to develop a design standard for underground retrofitting and a policy respecting ownership of underground wiring under the municipal right of ways.

[38] Kinetrics Inc. *HRM Underground Utilities Feasibility Study*. 2005. Halifax. Marbec; Economic Implications of Buried Electric Utililites.2007; Stantec. Engineering Study of Joint Gas, Power, and Communication Trench. 2007; Dillon. Underground Utilities Funding/Management Best Practices Review. 2010.

SU-24 HRM may consider amendments to the Downtown Halifax Secondary Municipal Planning Strategy and Land Use By-law to create incentives for the underground placement of electrical and communication lines by private developments and to make provision for cost-sharing with HRM where funds are available and additional areas can benefit.

SU-25 HRM shall, under the Regional Subdivision By-law, require the underground placement of electrical and communication distribution lines from the poles within the street right-of –way to the property line for subdivision applications in which new streets are proposed within the Urban Service Area. HRM may consider future amendments to the Regional Subdivision By-law to require the underground placement of all electrical and communication lines within street right-of-ways or rear lot servicing.

8.6.2 Communication Towers and Antenna

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 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.

SU-26 HRM shall, in cooperation with Industry Canada and industry stakeholders, work to create an effective consultation approach for the siting of telecommunication towers and antenna.

8.6.3 Natural Gas

HRM has supported the development of a comprehensive natural gas distribution system in the municipality since the year 2000. Over the past 14 years, the distribution infrastructure has expanded from Dartmouth to Halifax, and most recently Bedford West, providing access to an alternate fuel source for many residents and businesses.

HRM will continue to encourage the expansion of Heritage Gas' distribution infrastructure to realize increased access for both residents and businesses in urban communities. As stated in HRM's revised *Community Energy Plan* municipal focus will include:

- providing access to the municipal right of way
- switching fuel sources where economic opportunities exist
- encouraging the expansion of in-fill opportunities
- participating in joint projects
- working with Heritage Gas and provincial regulators to improve access to this alternate fuel option for HRM's urban communities.

SU-27 HRM shall work with Heritage Gas and provincial regulators to increase access to a comprehensive natural gas distribution system within the HRM's Urban Service Area.

8.7 SOLID WASTE/RESOURCE MANAGEMENT

8.7.1 The Integrated Resource Management Strategy

In 1996 HRM approved the Integrated Resource Management Strategy[35] (IRMS) and adopted an IRMS Implementation Plan. The Strategy is based on source separation of waste with the objective of diversion from the landfill by reducing waste, recycling, reusing waste materials, composting and administering the diversion of construction and demolition waste. A Provincial objective was established to divert 60% of solid waste generated in Nova Scotia from landfilling.

The implementation plan includes:

- Adoption of guidelines (By-law S-600) for the operation of composting facilities and amendments to community planning strategies and land use by-laws to accommodate new waste processing facilities and source separation for waste stream management; and
- Adoption of a construction and demolition (C&D) waste management strategy; a C&D Materials Recycling and Disposal License By-law (By-law L-200) to regulate C&D disposal operations; and amendments to community planning strategies and land use by-laws to accommodate new facilities and provide for community monitoring of operations.

The Strategy has had many successes including an overall diversion rate estimated at over 60% by 2012. However, new challenges have arisen including legislative changes to composting regulations, escalating costs per tonne for processing residual waste and the need to confirm long-term disposal security for the municipality.

In response to these challenges, in 2012 HRM undertook a comprehensive Waste Resource Strategy Review to assess overall system performance based on the Community Stakeholder Committee (CSC) 1995 Strategy objectives. The System review process included all components of the waste management system, including:

A) Assessing system performance based on original 1995 CSC Strategy objectives;
B) Conducting industry bench mark analysis and comparative best practice assessments; and
C) Identifying options and recommendations to enhance system effectiveness and efficiency.

As part of the System review, in 2013 HRM undertook a community engagement process to obtain resident and stakeholder feedback on consultant recommendations to improve the existing System to meet regulatory requirements, and enable fiscal sustainability of the service over the long-term. The results of the System review were presented to Council in January 2014, outlining system modifications to achieve the original 1995 CSC Strategy objectives.

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

SU-28 HRM shall confirm the objectives of the Integrated Solid Waste Strategy, and it shall review the Strategy outcomes every 10 years, unless staff recommends that the review be conducted in a shorter period of time. All HRM in-force written agreements and contracts shall be considered before, during and after a Strategy review process. HRM shall consider amendments to community planning strategies, land use by-laws or any other HRM by-laws to implement any recommendations of a solid waste strategy system review. An information report on the integrated solid waste resource system key waste stream performance indicator targets and results will be produced on an annual basis.

SU-29 When conducting a review of the Solid Waste Strategy, HRM shall strive, subject to the provisions of the Halifax Municipal Charter, to develop through a citizen led, multi-stakeholder, consensus decision-making process, an integrated solid waste resource management strategy for the Regional Municipality, subject to the approval of Regional Council, and any strategy so adopted continues in-force until altered, amended or approved by the Council following a similar process.

8.8.2 Remediation of the Decommissioned Highway 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. HRM has also partnered with Highland Energy Limited to capture and utilize methane gas to produce "green" electricity at the site.

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

SU-30 HRM shall continue to monitor the Highway 101 Landfill and undertake remedial action where appropriate. HRM may consider utilizing this strategic regional asset, if approved by Council through the Integrated Solid Waste Strategy review.

SU-31 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.

CHAPTER 9: GOVERNANCE AND IMPLEMENTATION

9.0 INTRODUCTION

HRM seeks to engage citizens in an ongoing dialogue through education, promotion and public debate on regional and local issues. Participation should be inclusive and accessible to all. Effective communication among Regional Council, staff, residents, businesses, public agencies and other levels of government is key to achieving the regional vision.

Strategic planning is a process of defining a strategy or direction, and taking actions and allocating resources to pursue this Plan. In order to determine the direction of the organization, it is necessary to understand its current position and the possible avenues through which it can pursue a particular course of action. Monitoring and periodic reviews are needed to evaluate the success of actions taken and changes of direction warranted by new or evolving circumstances.

The success of this Plan will also depend on aligning all policies and programs throughout HRM to achieve the vision and objectives of this Plan.

9.1 OBJECTIVES

1. **Engage citizens in the development of policies, programs and services as the basis for building healthy, strong and inclusive communities;**

2. **Monitor the effectiveness of policies and programs of this Plan;**

3. **Undertake periodic reviews of this Plan to assess whether changes are needed; and**

4. **Ensure that HRM policies and programs are aligned to achieve the vision and objectives of this Plan.**

9.2 COMMUNITY ENGAGEMENT

9.2.1 The Community Engagement Strategy

In January 2006, HRM identified the need to develop a new framework for community engagement across HRM. Community Engagement was designated as a key goal of the Council Focus Area on Community Relations. The *HRM Community Engagement Strategy* provides a policy and strategic action direction which will guide how HRM will inform, consult with, and engage the public in developing and implementing its programs and services by introducing a consistent, strategic approach with the tools needed to move towards more inclusive and effective public involvement.

G-1 The *HRM Community Engagement Strategy*, approved by HRM in 2008, shall guide how HRM will inform, consult with, and engage the public in developing and implementing its programs and services.

9.2.2 Community Visioning

In 2006 Community Visioning was identified as a key process for informing secondary planning and implementing this Plan at the community level, including the Regional Centre and each of the growth centres. In addition to the Vision for the Regional Centre, presented in Chapter 6, community visions were approved in principle by HRM as a basis for future secondary planning, business planning, and service delivery in seven communities.

G-2 The Community Visioning statements approved by HRM for the Bedford Waterfront, Fall River, Musquodoboit Harbour, Middle/Upper Sackville/Lucasville, Spryfield, Penhorn/Woodlawn, Woodside and Upper Tantallon shall be considered when preparing secondary planning strategies, programs and service delivery for these communities.

G-3 When preparing secondary planning strategies, HRM shall incorporate a visioning program as part of the planning process.

9.3 MEASURING SUCCESS

Performance measures assist in evaluating the effectiveness of policies, programs, and investments in achieving the vision and objectives of this Plan. Evaluations by external organizations also provide valuable feedback.

G-4 The performance measures, presented in Appendix A to this Plan, shall be used by HRM to assist in evaluating the effectiveness of policies, programs, and investments in achieving the stated vision and objectives of this Plan. Targets will be developed, where appropriate, and Regional Council will be provided with annual reports. .

G-5 When undertaking reviews of this Plan, Secondary Planning Strategies or other HRM programs and investments, HRM shall seek the views of citizens, institutions, businesses and community organizations in evaluating the effectiveness of existing policies, programs and investments.

9.4 SECONDARY PLANNING STRATEGIES

Various Secondary Planning Strategies were adopted prior to amalgamation and prior to this Plan being adopted. These Strategies present visions, objectives and policies of a community which may not be consistent with this Plan. Over time HRM will strive to achieve consistency in all its planning documents and programs to ensure that they are consistent with this Plan and that they reflect current community issues and desires for future change.

G-6 Existing Secondary Planning Strategies, identified in Appendix B to this Plan, shall remain in effect until amended or repealed by HRM.

G-7 When evaluating amendments to Land Use By-laws or development agreement applications, in the event of conflict between the policies of this Plan and a Secondary Planning Strategy, the more stringent shall prevail.

G-8 Where minimum setbacks from watercourses established under Secondary Planning Strategies and Land Use By-laws differ from the minimum twenty (20) meter setback specified by this Plan, the more stringent shall prevail.

G-9 When new secondary planning strategies or amendments to existing secondary planning strategies are brought forward for approval, HRM shall consider whether the proposed objectives and policies are consistent with or further achieve the objectives and policies of this Plan.

G-10 HRM shall, at the time of initiating a comprehensive secondary planning process, establish a target date for bringing the matter back to Regional Council for consideration of approval, and if the target date cannot be achieved, require that a report be submitted to Regional Council with the reasons for not meeting the target date.

9.5 THE REGIONAL SUBDIVISION BY-LAW

A Regional Subdivision By-law was adopted concurrently with this Plan. This By-law is an effective tool in achieving various objectives of this Plan such as regulating where municipal water and wastewater services will be provided and establishing design standards for municipal streets and parkland acquisitions.

G-11 When amendments to the Regional Subdivision By-law are brought forward for approval, HRM shall consider whether the proposed amendments are consistent with or further achieve the objectives and policies of this Plan, including any plans referenced by policies of this Plan for guidance.

9.6 REGIONAL PLAN REVIEW AND AMENDMENTS

Amendments to this Plan may be brought forward periodically to address non-substantive matters or amendments which are consistent with or further the vision and objectives of this Plan. A more comprehensive review will be undertaken on a five year basis to evaluate the effectiveness of policies and programs in achieving the vision and objectives of this Plan.

G-12 Amendments to this Plan may be considered from time to time to address non-substantial matters or amendments which are consistent with or further the vision and objectives of this Plan.

G-13 This Plan shall be reviewed every five years to evaluate the effectiveness of policies and programs adopted pursuant to this Plan in achieving its vision and objectives and where appropriate, amendments may be considered.

G-14 Proposed amendments to this Plan shall be accompanied by any amendments to Secondary Planning Strategies, Land Use By-laws and the Regional Subdivision By-law or other planning documents required for implementation so that these documents are consistent with this Plan.

9.7 DISCRETIONARY APPROVALS

G-15 In considering development agreement applications pursuant to the provisions of this Plan, 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; and
(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; and
(v) signs;

(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; and

(d) if applicable, the requirements of policies E-10, T-3, T-9. EC-14, CH-14 and CH-16.

G-16 Provided other policies of this Plan are satisfied and the proposed development is limited in scale, for the purpose of providing for the development of similar uses on properties which abut one another or share a common street line, HRM may 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 or Rural Commutershed Designations on lands which meet or share a common street line with the Urban Settlement Designation or the Harbour Designation to accommodate development serviced with municipal water or wastewater infrastructure where the development is generally consistent with the intent of the Urban Settlement Designation policies in this Plan including Policy SU-4 and the total number of dwelling units does not exceed twenty. Preference will be given to lands that are naturally tributary to trunk municipal service systems.

9.8 EFFECTIVENESS

G-17 Until this Plan becomes effective in accordance with the requirements of the HRM Charter, the Regional Plan adopted by Council on August 26, 2006 and as amended, shall remain in effect.

G-18 Where any completed development agreement application was received by HRM prior to Council's first notification to adopt this Regional Plan, the application shall be considered in accordance with the Regional Plan policies in effect at the time the application was received.

Appendix A - Regional Municipal Planning Strategy Indicators

	Performance Measure with Indicators	**Source**	**Frequency**
1	**Housing Starts (Growth Targets)** • Meet urban and rural growth targets (CMHC)	HRM	• Annually
2	**Land Supply** • Residential land supply (urban, rural) • Lands acquired for parkland • Amount of additional land acquired and/or regulated that contributes to interconnected open space (Conservation Design Development, trails, provincial parks and protected areas, etc.) • Land available for industrial and marine industrial uses	HRM	• Annually • Annually • Bi-annually • Annually
3	**Plans, Processes, Studies and Policies** • Status of secondary plan reviews, priority plans, and implementation of approved Community Visions • Number of hydrogeological studies submitted • Lake water quality • Number of stormwater management plans adopted through Development Agreements, planning policy and/or completion of Regional Stormwater Management Plan	HRM	• Annually • Annually • Annually • Annually
6	**Development Activity, Permits and Applications** • Permits issued for tree removal within watercourse buffers • Building permits issued (residential, commercial, LEED certified buildings • New, approved lots in growth centres as compared to new, approved lots between centres • Residential units constructed in Agricultural Designation • Subdivision applications with Conservation Design elements	HRM	• Bi-annually • Annually • Annually • Annually • Annually
8	**Mobility Choice** • Mode of transportation to work by sub-region and by screen line for driving, walking, biking, other • Transit ridership (annual transit trips per capita) • Transit Fare-box revenue • Total transit expenditure per capita • Population by age moving out or between census tracts • Median distance travelled to work (km) • Median home-work trip distance (km) • Average day vehicle-km per capita • Roadway lane-km per capita • Network travel time (vehicle, transit, Active Transportation)	Census and HRM	• 5 Years / Annually • Annually • Annually • 5 Years • 5 Years • 5 Years • 5 Years • 5 Years • 5 Years
9	**Population Growth** • Population growth by growth centre • Population growth by age • Aging population by income and activity level	Census	• 5 Years • 5 Years • 5 Years
10	**Sustainable Infrastructure** • New roads accepted by HRM (km) • Percentage of population served by a central sewer	HRM, Halifax	• Annually • Annually

	Performance Measure with Indicators	**Source**	**Frequency**
	• Percentage of population served by central water	Water and PNS	• 3 Years
	• Value of servicing upgrades within the Regional Centre		• Annually
	• Trails/greenways, bike lanes, and sidewalks (km) by sub-region		• Annually
	• Number of water treatment facilities		• Annually
	• Total water use per capita (in litres per capita per day)		• Bi-annually
	• Age of water and sewer infrastructure by sub-region within Urban Settlement Designation		• Bi-annually
	• Number of single family households connected to a water distribution system		• Bi-annually
	• Percentage of population obtaining water from private wells		• Bi-annually
	• Percentage of population on a private septic system		• Bi-annually
	• Number of projects undertaken to bury utility lines in Regional Centre		• Annually
	• Tonnage of solid waste generated		• Annually
	• Tonnage of solid waste processed at solid waste facility		• Annually
11	**Housing Choice and Affordability**		
	• Cost of housing relative to income by growth centre	Census, CMHC and external agencies	• 5 Years
	• Percentage of rental housing and percentage home ownership		• Annually
	• Number of dwellings by type by sub-region		• Annually
	• Average value of owned dwellings		• Annually
	• Number of beds in homeless shelter and number of beds occupied		• Annually
	• Households in core housing need		• 5 Years
12	**Economic Growth**		
	• Percentage of employed persons and unemployed persons by sub-region	HRM, Census and external agencies	• 5 Years
	• Commercial growth by square foot within the Regional Centre		• Bi-annually
	• Number of new businesses starts and business failures		• Annually
	• Number of Business Improvement Districts		• Annually
	• Commercial growth by sub-region (building permits)		• Bi-annually
	• Employment density in Regional Centre and Urban Settlement Designation		• 5 Years
	• Number of flights at the airport, shipping tonnage at the ports, freight movement (tonnage) on trains		• 5 Years
	• Employment in the natural resource sector (direct and indirect jobs)		• 5 Years
	• Value and diversity of natural resource export		• 5 Years
	• HRM investment in capital and operating programs in the Regional Centre		• Annually
13	**Workforce Vibrancy and Sustainability**		
	• Number of people employed in the professional arts	Census	• 5 Years
14	**Citizen Satisfaction**		
	• Resident satisfaction with quality of life by sub-region	HRM Citizen Survey	• 3 Years (all)
	• Resident satisfaction with built environment		
	• Resident priority given to “Transportation improvements through investments in public transit, active		

	Performance Measure with Indicators	**Source**	**Frequency**
	transportation, and street, road, and sidewalk work"		
15	**Cultural Vibrancy and Lifestyle** • Level of physical activity during leisure-time (moderately active or active) • Number of HRM-organized civic events and number of participants • Number of HRM-offered arts and cultural programs and number of participants • Number of recreation programs and number of participants • Municipal investment in culture per capita • Number of HRM-supported events and participants • Number of HRM-supported public art installations • Number of people employed in culture, arts and recreation • Priority for cultural attractions • Number of tourists • Development of special arts and culture advisory committee (implementation of recommendations) • Completion of culture and heritage inventory • Number of heritage sites, heritage buildings and cultural landscapes designated	HRM, Census, Citizen Survey, Destination Halifax	• 5 Years • 3 Years • 3 Years • 3 Years • Annually • 3 Years • 3 Years • 5 Years • 3 Years • Annually • Annually • Annually • Bi-annually
16	**Community Food Security** • Safe, sustainable food system	Public Health	• 5 Years

Appendix B: Existing Secondary Planning Strategies

Regional Centre and Urban Communities Plans

Dartmouth Municipal Planning Strategy
- Pinecrest - Highfield Park Secondary Planning Strategy
- Downtown Dartmouth Secondary Planning Strategy

Halifax Municipal Planning Strategy
- Downtown Halifax Secondary Municipal Planning Strategy
- Bedford Highway 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
- Wentworth Secondary Planning Strategy
- Western Common Area Secondary Planning Strategy

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
River Lakes Secondary 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 2013

Species at Risk in Nova Scotia – *Identification and Information Guide*

Information concerning the status of species at risk in Nova Scotia is updated on the following website as it becomes available.

Retrieved from http://www.speciesatrisk.ca/SARGuide/

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[41].

[41] Nova Scotia Species At Risk, DNR, [online] http://www.speciesatrisk.ca/municipalities/sar_ns.htm#assessment [available Oct. 19, 2004]