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**Halifax Regional Council**  
**April 13, 2004**

**TO:** Mayor Kelly and Members of Halifax Regional Council

**SUBMITTED BY:**

Dan English, Deputy Chief Administrative Officer

**DATE:** April 6, 2004

**SUBJECT: Interim Growth Management, Regional Planning, Supplementary Report**

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**SUPPLEMENTARY REPORT**

**ORIGIN**

- Council report dated March 5, 2004, Interim Growth Management: Plan Amendments; and
- On March 11, 2004, Regional Council set the public hearing date for the Interim Growth Management amendments.
- Public Hearing (March 30 & 31, 2004) - Regional Council requested a staff report to provide clarification on various approaches and issues

**RECOMMENDATION**

It is recommended that Council approve:

1. Implement the plan amendments contained in the Interim Growth Management (IGM) Plan Amendment report as brought forward at first reading on March 11, 2004. This includes:
  - Provision for small scale rural subdivision
  - Provide for traditional location choice and construction employment within communities

It is also recommended that Regional Council direct regional planning staff to implement the following actions in support of the Interim Growth Management Plan Amendment:

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2. Form a development industry stakeholder group, in addition to the existing Development Liaison Group; target inclusion from rural communities
  3. Increase communication tools/techniques to specifically target rural communities; focus on partnerships with existing community groups, community newspapers, etc. (while maintaining regional planning perspective)
  4. Create a simple, voluntary registry in the Clerk's Office for all interest groups undertaking their own regional planning public participation process with the general public; such groups be invited to register (a) the level of funding and (b) source of funding that they are investing in communicating regional planning issues to the general public. Report results to the Regional Planning Committee and Council.
  6. Monitor interim growth management impacts and report at 6 month intervals; address issues if negative impacts occur

## **BACKGROUND**

Halifax Regional Council has made very clear through the HRM scorecard that it wants communities to be healthy, vibrant, and sustainable. This is the objective of the regional plan. The proposed interim growth management policy and regulations are intended to allow for settlement options that will help achieve HRM's vision. The interim growth management regulations will allow the public and Council time to explore settlement options (alternatives) and to choose the one that most closely achieves HRM's vision. The proposed IGM provides for a transition to a time when a new regional plan is in place that reflects community values. Staff recognize that individuals will be affected by the IGM policy and regulations, but staff also recognize that not doing anything to prevent uncontrolled growth will affect many more.

The number of approved lots currently available under the recommended approach means that it will be at least 5 to 7 years before the regional plan is fully effective in directing settlement to suitable areas. This doesn't include the number of lots that could be created through subdivision along existing roads or through flag lots. Opening the policy beyond this, to new roads per PID, creates a high risk of grandfathering more lots than are needed within the life of the 25 year regional plan. Many of the Goals and Objectives which Council approved in principle would no longer be on the table, as we go through our consultation on settlement maps(alternatives).

## **DISCUSSION**

The Public Hearing raised a number of issues. The following discussion provides a summary of the issues and staff's response.

### **1. Opportunity for family type and small developments**

It is the intention of the proposed IGM policy and regulations to allow individual property owners to continue to subdivide for their children based on the ability to subdivide their land without new public or private roads. Specifically, the current IGM proposal allows for flag lots, where any property owner can create up to 3 lots, and possibly 4 lots, off of a shared driveway.

## 2. Choice about where people can live.

It is not the intention of the proposed IGM to stop development in the rural area. There is a concern that development be sustainable, both environmentally and financially. The Regional Plan will address the issues. During the interim control period, certain small scale development is allowed, and tentative and concept plans received as of January 22, 2004 will proceed. A possible outcome of the Regional Plan is that there will be more choice.

## 3. Public Consultation

The Regional Plan process has involved a significant amount of public consultation in the development of the goals and objectives. It is the direction the community provided to the Regional Planning Committee through this process that staff felt it was necessary to seek Council's adoption of interim growth management.

The public consultation processes followed for Interim Growth Management amendments satisfies the requirements of the MGA, the consultation process adopted by Regional Council, and was in line with other plan amendment processes.

### 3 (a) Public Input, Submission, Surveys

HRM received a number of written submissions in relation to the proposed controls as well as those made at the public hearing. Results of public participation to date indicate:

<b>Speaking or writing in favour of interim growth management objectives</b>	<b>Speaking or writing against interim growth management objectives</b>
1,475*	1,115*

\* As of April 2

Staff noted some of the speakers at the public hearing didn't understand all of the opportunities available to them under the recommended approach. Repairing the damage created by misinterpretation of information is currently a priority. As well, staff are looking at ways to ensure that the processes around public hearings in the future, particularly for significant issues such as this, are improved.

While the issue is tough and many divergent views came forward, a large amount of common ground has been found. Most participants agree on the following:

- we need a regional plan
- some form of interim growth management is necessary while the regional plan proceeds
- traditional community values regarding inheritance / kinship lots and employment opportunities must be respected
- large scale unserviced development, without regional context, is not what rural or urban communities envision for their future

Council may be interested in knowing the results of surveys undertaken by two other independent organizations.

- The Chamber of Commerce member survey indicated almost 80% were in favour of interim growth management.
- The Chronicle Herald survey indicated 60% were in favour of interim growth management.

**4. The Hammonds Plains Experience: A Planning Process without Interim Growth Management Policy and Regulations**

The themes staff heard at the public hearing (need for kinship lots, opportunities for small developers in a variety of locations) are all provided for to some degree under the recommended approach. (See Frequently Asked Questions, Attachment 3, and flag lot diagram, Attachment 4). The question before Council at this time is whether to provide for more new roads and lots.

The Hammonds Plains model allows for 5 lots per year or a maximum of 20 lots over four years per area of land that was in existence on or before the first notice appeared in the newspaper (October 17, 1998). A detailed report is contained in Attachment 2. Interim controls were not used in this case, and there was an immediate influx of applications. Six years later, there are still 2600 lots in various stages of subdivision approval throughout the plan area, and approximately 1300 vacant lots that were approved before the plan review process recommenced. These lots are subject to the previous plan, not the current plan.

So many lots were created during the Hammonds Plains planning process that a ten year time lag between the adoption of the Plan and its effect on the community is estimated, even though the community entered the planning process because they wanted to affect change. Likewise, the potential to lose the ability to plan the rural commutershed and associated road costs is equally at risk through the regional planning process, as summarized in the Table 2.

We also need to consider outcomes when comparing the recommended approach to the Hammonds Plains approach. Table 1 provides an overview of this comparison:

<b>Table 1: Proposed IGM versus Hammonds Plains Growth Management Policy</b>		
<b>Outcome</b>	<b>Recommended Approach</b>	<b>Hammonds Plains 5 lots / PID / year*</b>
Family type (inheritance / kinship) lots enabled	yes, three flag lots per parcel and as many as road frontage allows	yes
Historical levels of construction in the affected area enabled	yes, 5 - 7 years supply of lots, before additional subdivision which could bring it to thousands more lots	yes

Good geographic range of job opportunities and housing choice	yes, the tentatives, concepts and approved lots are spread throughout the affected area	yes
Effective use of infrastructure/resources as per approved regional plan principles, goals, objectives	yes	no
Consistent with Provincial Statement of Interest regarding Infrastructure	yes	unknown (the # of lots created is unknown)
Keeps regional plan options open throughout the consultation process	yes	unknown (the # of lots created is unknown)

\*Comparison to Hammonds Plains approach of 20 lots over 4 years

## 5. New Roads

Council must decide where the balance lies between more new roads / lots and keeping the original intent of interim growth management intact.

Table 2 is intended for comparison purposes only - Staff does not know how many lots will be created / PID. The recommended approach is a relatively known quantity (potential for subdivision along existing roads and flag lots aren't quantified).

<b>Approach</b>	<b>Estimated Number of Lots and Population</b>	<b>Years Before Plan Fully Effective</b>	<b>Km of Road &amp; Life Cycle Costs of New Road Created*</b>
recommended approach (approved lots only, potential is much higher)	<b>5,100 lots</b> 14,790 population	5 to 7 years	58 km of road \$66.8 million
5 lots/PID off local roads* + 5,100*	15,439 lots 44,773 population	22 years	353 km of road \$370.6 million

10 lots/PID off local roads + 5,100	19, 550 lots 56,695 population	28 years	447 km of road \$469.3 million
15 lots/PID off local roads + 5,100	22, 637 lots 65,647 population	32 years	517 km of road \$542.8 million

*\* lifecycle costs of road are estimated by multiplying the km's of road created under each scenario by \$15,000 ( lifecycle costs / year). This is multiplied by 70 (the lifecycle of the road). Cost is for comparison trends only. We don't know how many lots will be created or how much road built.*

*\* the # of lots per PID is based on very preliminary data analysis and doesn't reflect any site checking. This information is provided only for Council to review comparison trends.*

*\* 5,100 is the number of available lots in the recommended approach.*

*See Attachment 2 for full lot table*

While these figure are theoretical and unlikely to be reached, they are provided for demonstration purposes. We don't know how many lots will be created, so adding more opportunity becomes a risk analysis exercise. Population projections for the next 25 years range between 50,000 and 100,000. If we implement controls now, we have a great deal of potential to direct future population to areas of existing underutilised infrastructure (without impacting existing neighbourhoods), or to areas where infrastructure can be provided in a cost effective manner. Also, new community design such as clustering and shared disposal fields could be delivered through the regional plan, providing the same number of rural single unit dwellings, but needing much less road and space. Not implementing controls now means that any application made from here on in until the plan is completed will result in the grandfathering of most or all of our future population in an inefficient pattern removes this potential.

## **6. Traffic Issues**

Traffic is also a consideration when contemplating adding more new roads without regional context. Staff won't have the ability to direct settlement to planned transportation corridors if we approve too many lots and too much road now. The existing Community Plans don't speak to one another or consider downstream effects of traffic.

A recently completed roadway capacity analysis has confirmed that a number of commuter highways have exceeded a safe level of traffic loading. Hammonds Plains Road, Beaver Bank Road, and Trunk 7 (Main Street) have all exceeded their safety thresholds and several other roadways have limited capacity remaining before reaching that same level. Unlike urban roadways, physically adding capacity to these roadways is a greater issue that just the capital cost. Widening a highway to four lanes would require existing driveway accesses to be closed, as highways wider than two lanes can not operate safely with unmanaged driveway access.

## 7. Economic Issues

The construction industry makes up about 5% of HRM's economy. Hanson data between April 2003 and December 2003 indicates that approximately 30% of activity is commercial, 40% is renovation and 30% is single family. Of the 30%, approximately half is in the serviced area, leaving approximately 15% of 5% of our economy within the effected area. This translates to 0.75% of our economy potentially effected, and with more than 5 years supply of lots, plus the ability to subdivide more, figures indicate very little potential for disruption to the construction industry. New roads aren't used by most small developers, as they are too expensive.

Our quality of life and the competitiveness of our tax structure could be negatively affected by grandfathering more lots than we need and building more roads than we need. To the extent that our quality of life is reduced, and/or our taxes increase, the economic competitiveness of our municipality will be adversely impacted.

## 8. Housing Affordability Issues

Affordable housing is defined as costing no more than 30% of household income. The average household income in HRM is \$56,361 per year. Using guidelines on the amount of mortgage a household could carry, at prevailing interest rates, the average household could afford a house under \$175,000. Staff reviewed the Multiple Listings Service (MLS) listings in both the serviced areas in HRM and those areas corresponding generally to the interim growth area, with the results shown in Table 3:

<b>Table 3: MLS listings in HRM (From <a href="http://www.mls.ca">www.mls.ca</a>, April 5, 2004)</b>		
	<b>Affordable</b> (% of total, also number of listings under \$175,000)	Number of listings over \$175,000 (% of total)
Serviced Area (single detached houses only)	<b>35% affordable</b> , 316 listings	575 (65%)
Serviced Area (all housing types*)	<b>36% affordable</b> - 473 listings	822 (64%)
Interim Growth Area (single detached houses only)	<b>16% affordable</b> - 88 listings	475 (84%)
Interim Growth Area (all housing types*)	<b>18% affordable</b> - 103 listings	476 (82%)

\*Includes mobile homes, condominiums, townhouses and multiple family dwellings.

Much more of the housing available in the interim growth area is not affordable to the average householder. These numbers have been consistent over the last few months and are not affected by the proposed amendments.

## **9. Conclusion**

While the Hammonds Plains approach may be a good solution when used as part of a permanent plan (we can't assess the effectiveness of it yet, as it will be years before it has an effect due to the number of lots grandfathered), it isn't a suitable tool for interim growth management. This stage in the planning process creates pressure to accelerate development approvals and grandfather lots. Staff have already documented an increase in 25 acre parcels being created from larger parcels. This allows developers even more lots, if we approve lots / PID. We could see more lots grandfathered than are needed in the life of the plan, severely limiting our ability to plan future settlement and transportation.

As we approach the time when the regional plan makes recommendations for permanent land use changes, directing settlement to areas with suitable soil, water and transportation capacity, the areas with potential problems and less growth potential will be the exact areas where lots are likely to be grandfathered.

## **BUDGET IMPLICATIONS**

There will be significant negative impacts on future capital budgets if interim growth management regulations are not implemented and accelerated un-serviced development occurs. There is no impact on the operating budget associated with the recommended action.

## **FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN**

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

## **ALTERNATIVES**

- Council could schedule a second public hearing to provide for 12 lots per parcel until the regional plan is approved (the Hammonds Plains approach modified for short term use rather than over 4 years), contiguous with local roads and maximizing frontage. This alternative allows concept plans submitted prior to January 22, 2004 to proceed.
- Should Council decide to hold a second public hearing, Council will need to continue their April 13 meeting on Friday, April 16. This time will be necessary to prepare all of the documentation for first reading. The date for the second public hearing would be set at this time, and the add placed in the paper before April 20. It would therefore be imperative that those dates be met otherwise the Provincial Order will expire and HRM will be without any growth controls.



- If Council wishes to proceed with the above amendment the following process should be met:
  - 1) a Councillor would make a motion to approve the existing Interim Growth Management measures
  - 2) another Councillor would ask for an amendment to the motion (ie allow for new roads)
  - 3) Council would first debate and vote on the amendment
  - 4) If Council approves the amendment, Council would then defer decision until staff can provide the amendments.
  - 5) at a special Council meeting (April 16), Council would have the amendments in front of them and pass a motion to set a date for a new public hearing
  - 6) at the meeting of the April 16th, Council would have to confirm that the written form of the amendment is in fact consistent with what they intended on Tuesday (April 13<sup>th</sup>) when the original motion was amended. The final vote on Second Reading of the Interim Growth Management as amended would follow the second public hearing.
  - 7) an Ad would be placed in the paper on Monday April 19, 2002.
  
- Staff does not recommend this approach.

**Risk Management Issues:**

- Without adequate interim growth management the projected population for the next 25 years is likely to be grandfathered before the plan is completed, rendering the plan much weaker than it needs to be. We could consult over the spring / summer on options that disappear from the rural commutershed.
- Even at 12 lots / PID, we could end up with many short dead end roads and empty lots.

**ATTACHMENTS**

1. Financial Implications
2. Answers to Council's questions from March 31
3. Frequently Asked Questions re Recommended Approach
4. Sample Diagram of Flag Lots
5. Provincial Statement of Interest Regarding Infrastructure

Additional copies of this report, and information on its status, can be obtained by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

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Report Approved by: \_\_\_\_\_  
Betty MacDonald, Director, Governance and Strategic Initiatives, 490 4769

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Carol Macomber, Project Manager, Regional Planning, 490 5908

Attachment 1

**Financial Implications: Interim Growth Controls**

ISSUE	Without Interim Growth Control	With Interim Growth Controls
<p><b>Tax Structure:</b> should note, unserviced areas pay a lower tax rate. They do not pay for Harbour Solutions, transit, sidewalks, crosswalk guards, etc.</p>	<p>increased pressure for higher and new area rates</p>	<p>in the longer run, area rates will be less</p>
<p><b>Service cost implications</b></p>	<p>New housing growth incurs service costs in police, fire, road maintenance, snow plowing, garbage pick up, recreation, planning, community facilities. As new housing increases, demand for other services such as fire stations, recreation facilities, sidewalks, streetlights, transit increase, and may be more than the community is willing to pay through area rates, leaving a decision on Council as to what needs to be provided, and when. As well, requirements for water and sewer may (as it has in the past) emerge from inability to require development to consider the collective impact on the surrounding area.</p>	<p>New housing growth can be encouraged in a manner that reduces infrastructure costs, particularly over the long run. Interim controls will reduce the impact of total, uncontrolled growth, while the regional plan is completed. Focussed investment will be easier to support in the unserviced area, and area rates will be kept more reasonable.</p>

<p><b>Interim Growth Management</b>  <b>April 13, 2004</b>  <b>Council report</b></p> <p><b>Costs of roads</b></p>	<p>There are 1460 km currently being maintained by HRM. The lifecycle cost of the road itself is \$15,000 per km. Indirect costs of roads include time increases to service a residence. The greater the distance, the greater the time cost, and the greater the wear and tear on vehicles.</p>	<p>Interim controls will allow decisions to be made on settlement patterns and transportation networks that will allow for increased roads, but will minimize costs.</p>
<p><b>Current investment in infrastructure</b></p>	<p>Investment is required throughout all of HRM to improve the quality of life. HRM has spent \$80 million on extending sewer and water to <b>remediate</b> problems in the unserviced area, an average of 7.3% of the capital budget. Funding has been provided in part from affected residents, but also from the general tax base and from Infrastructure programming. Money could have been spent elsewhere, for example the funding on a yearly basis could be used on one or part of several of the following:</p> <ul style="list-style-type: none"> <li>- annual park maintenance</li> <li>- half a highway interchange</li> <li>- 7 new buses</li> <li>- half rural fire service budget</li> <li>- 3 fast ferries</li> <li>- 2 years rural library service</li> </ul>	<p>Interim controls will place a cap on the need for new infrastructure arising from growth in the unserviced area while a long term infrastructure plan is developed in light of the regional plan. In the longer term, the infrastructure cost burden for all will be lower than if no controls are implemented.</p>

<p><b>Capital Capacity Gap:</b> needs not addressed with regards to maintaining existing infrastructure and a minimal amount to build new capacity</p>	<p>Currently, the gap is estimated at \$27 million in 04/05, and \$30 million in each of the following two years. Little is included in this amount to meet emerging needs. Without controls, and without the regional plan, this gap will grow, as expectations will continue to rise. We already have a list of unmet demands for parks, playgrounds, library service, schools, sidewalks, streetlights, traffic lights, crosswalks, etc.</p>	<p>The gap will not disappear with controls, but the end amounts will be lessened.</p>
<p><b>Economic Impact:</b> The economy is affected by a number of key factors HRM has no control over - interest rates, exchange rates, business income tax policies, federal and provincial policies, demographics and customer needs.</p>	<p>Business sectors and individual businesses are always being impacted by various changes, as well as by no change. The lack of a regional plan, and a sustainable infrastructure plan will detract from the quality of life within all of HRM. The cost of maintaining a similar quality of life will require increased investment from the general tax base, making our tax burden less competitive to businesses and residents.</p> <p>Also, without the controls, property values in areas where insufficient environmental regulations lead to a requirement for public infrastructure will be affected as will their individual costs.</p>	<p>The interim controls will affect individuals whose primary market has been in the unserved area. The controls do not put a freeze on development. There is a 5 to 7 year supply of lots available. In the longer term, a more competitive tax burden will benefit all of HRM, including the unserved areas.</p>

Another way to understand some of the financial implications is to compare the money currently being spent to remediate on-site waste water disposal and drinking water problems to other services that could be provided instead. Since 1980, 80 million dollars has been spent to remediate these problems, an average of 3.3 million a year, or 7.3% of our yearly capital budget. This could alternatively purchase:

1. an entire year's park maintenance budget

2. half a year's rural fire service
3. half of a highway interchange
4. 7 buses or 4 fast ferries
5. a tax cut
6. rural library service for a year

## **Attachment 2 Council Questions from March 31**

The issues raised at the March 31 meeting fall under three general categories. These are:

1. Interim Growth Management Measures as recommended
2. Other Approaches
3. Regional Plan

### **1. Interim Growth Management Amendments as recommended March 11**

This section addresses questions related to the proposed Interim Growth Management measures as outlined in the March 5, 2004 staff report.

#### Interim Growth Management Area Boundary

Council requested that staff outline the impact of moving the Interim Growth Management Area boundary further westward.

Analysis indicates that Traffic Zone 181 - Ship Harbour, has 62% of journey to work trips going to the urban core and suburban areas (225 out of 365). Moving the boundary westward would leave the area vulnerable to accelerated unserviced development as it would be the only unrestricted development area in the rural commutershed.

#### Impact on Small Land Owners & Developers

The recommended approach provides opportunities for small land owners and developers. There is no limit on the number of lots that can be approved along existing roads (in-fill). There is provision for three flag lots per parcel, a traditional form of development for inheritance lots. Most small developers don't build on new roads as it is too expensive.

A review of historical trends for the geographical area between Musquodoboit Harbour and Lake Charlotte indicates that only five roads have been constructed since 1996, three of them private. The recommended approach provides protection from accelerated approvals that often occurs during anticipation of growth management.

#### Availability of Lots, CMHC information

The CMHC staff person providing information regarding lot availability didn't base his comments on any data base. This is confirmed in writing.

#### Ribbon Development

In-filling along local roads is a good growth management strategy, as it provides for use of existing infrastructure. The risk of creating ribbon development along non-local roads is minimal because only 30% of available land is located on non local roads and sight conditions / sight lines would eliminate some of these sites.

#### Hydro-geological Assessments

HRM requires new legislation to require hydrogeological information as part of the development application process.

#### Serviced Areas

The focus for interim growth management has been on the unserviced area because this is the area vulnerable to accelerated approvals under as of right policy. The serviced area has many issues relating to the need for a regional plan as well. We're setting the stage to deliver a successful plan for all areas of HRM.

#### Terminology

Staff attempted to stop using the word moratorium early on, as it doesn't reflect the action. The word sprawl is used occasionally because communication advice indicates that many people have a better understanding of what is meant by sprawl than some of the other terminology. Staff will attempt to find other ways to explain the effects of accelerated unserviced development. Staff noted that some speakers felt it was addressed at them. This isn't the case. We were attempting to communicate that we need to manage the risk.

#### Cost

While full cost pricing won't be available until later in the project, costs of roads are included in the Discussion, as new roads are the issue in question and we currently have this information. Attachment 1 outlines financial implications of Interim Growth Controls.

## **2. Alternative Approaches**

A number of Councillors requested information on the growth management approach used in the Hammonds Plains/Beaver Bank/Upper Sackville plan area and its impact if applied to the Interim Growth Management area. The impacts are outlined in the comparison table under Discussion. Council also asked staff to comment on the effectiveness of the Hammonds Plains approach.

### ***Hammonds Plains/Beaver Bank/ Upper Sackville***

The residential growth management policies for Hammonds Plains, Beaver Bank and Upper Sackville were adopted by Regional Council on November 17, 1998.

The policy is designed to allow for 5 lots a year or a maximum of 20 lots over four years per area of land that was in existence on or before the first notice appeared in the newspaper (October 17, 1998).

At this time there were approximately 2600 lots in various stages of subdivision approval throughout the plan area and approximately 1300 vacant lots that were approved before the plan review process recommenced.

Those lots that were at the tentative and final stages of subdivision approval were allowed to proceed to final approval.

Subdivisions that were at the conceptual stage were zoned Comprehensive Development District (CDD).

Policy was also established to allow the consideration of future applications for rezoning to a CDD where a land owner wishes to seek approval to develop at a greater rate.

Since the adoption of that policy a total of 2200 building permits have been issued for residential construction in the plan area.

Based on past development trends (average of 440 residential building permits per year), it is estimated that it will take another 4 to 5 years until the build up in lot inventory is fully absorbed.

It is, therefore, not possible to assess the effectiveness of this policy for regulating as-of-right development.

During the Hammonds Plains planning process developers created many 25 acre parcel lots from larger parcels. This can be done without going through a subdivision process and results in more lots under a lot per parcel scenario, eg instead of getting 5 lots per 100 acre parcel, the developer gets five lots for each of the four twenty five acre parcels. This phenomenon (creation of 25 acre parcels) is beginning to be observed in the current process.

One application has been made to rezone property to a CDD zone and enter into a development agreement in the Beaver Bank area.

The CDD tool was found to be effective since it resulted in better overall design, greater parkland provision and a wider range of uses (home businesses and accessory apartments) that were considered compatible with the single unit dwelling environment.

The growth and development that has taken place in the plan area since the adoption of the policy has had a substantial impact on services.



The new school (Madeline Symonds) that was constructed to alleviate the over crowding conditions at the Hammonds Plains Consolidated School is now over capacity by 24 students.

The Hammonds Plains Consolidated Elementary was also over design capacity by 198 students until the Halifax Regional School Board made alternative accommodations.

A new elementary school is scheduled to open in Hammonds Plains in 2005.

Both the Hammonds Plains and the Beaver Bank roads are functioning at a level of service “F”.

Level of service “F” means heavily congested with traffic demand exceeding the capacity of the road.

Large scale subdivision development has also extended deeply into the backland areas of Hammonds Plains and Upper Tantallon, in areas that the planning strategy intended to be preserved for resource and open space purposes.

Permitting No. of lots per PID

**Estimated number of Potential Lots on New Roads**

- The existing parcel had to have a minimum of 65.6 ft (20 m) of frontage on a local road and sufficient area to accommodate the number of lots being considered as well as sufficient area to accommodate the new road.
- For the 15, 20 and 25 Lot scenarios, additional criteria was used to ensure that sufficient frontage would provide for an “alternate” access due to the length of road required. (minimum frontage of 95m, and also a manually analysis was used to see if lots with less than 95m of frontage had a second frontage of at least 6m)
- This analysis assumed an individual lot size of 50,000 ft<sup>2</sup> (4645 m<sup>2</sup>) and 150 ft (45.72 m) of frontage on the new road.

**Estimated Number of Potential Lots**

<b>Number Permitted</b>	<b>Off Local Roads</b>	<b>Off Trunk &amp; Collector Roads</b>	<b>Total Potential</b>
up to 5 Lots/PID	10339	2633	12972
up to 10 Lots/PID	14450	4034	18484
up to 15 Lots/PID	17537	5101	22638
up to 20 Lots/PID	18174	5391	23565
up to 25 Lots/PID	19629	5939	25568

### 3. Regional Plan

#### Completion Date

The regional plan timeline continues to be as approved by Council in June, 2003:

#### Regional Planning Process and Timeline

- Step 1            Public Awareness Campaign            (June to Sept. 2003)
- Step 2            Public Consultation Goals, Objectives & Opportunities (Sept. to Dec. 2003)
- Step 3            Develop Alternatives            (December 2003 to March 2004)
- **Step 4            Public Consultation on the Alternatives (March to June 2004)**
- Step 5            Evaluation of Alternatives (June to October 2004)
- Step 6            Recommend Alternative to Council (October to December 2004)
- Step 7            Develop Regional Plan (December 2004 to March 2005)
- Step 8            Adoption of Regional Plan (Approximately 4 to 6 months)

#### Full Cost Pricing

While full cost pricing won't be available until later in the project, costs of roads are included in the Discussion, as new roads are the issue in question and we currently have this information. Attachment 1 outlines financial implications of Interim Growth Controls.

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**Attachment 3 -Interim Growth Management, Frequently Asked Questions**

1. **Question** - My children are moving back to HRM so our family can be together. Can they build on the land that's been in our family for generations?

**Answer** - Yes they can. They can do anything they could do before, except build a new road. New roads are typically built by developers for bigger developments, not to access kinship type of development. Kinship development can continue, opening up property back lands (see flag lot diagram on back).

2. **Question** - My children are graduating from school soon. Will they have access to construction jobs and be able to stay in our community?

**Answer** - Yes they will. Historical levels of construction and geographic location choice are provided under the recommended approach.

3. **Question** - Will interim growth measures affect our economy?

**Answer** - The construction industry makes up about 5% of the HRM economy. A review of Hanson data in between April 2003 and December, 2003 indicates that approximately 30% of our construction is commercial, 40% is renovation and 30% are singles. Approximately half of the singles aren't in the affected area, leaving in question approximately 0.75% of our economy. With 5 to 7 years lot supply available, the economy shouldn't be effected in a negative manner.

On the other hand, if we don't implement effective interim growth measures and we grandfather more lots than needed by many, many years, we miss the opportunity to manage costs, infrastructure investment and taxes effectively.

4. **Question** - Does the Hammonds Plains model provide a workable compromise?

**Answer** - Preliminary analysis indicates that more new lots could be grandfathered than are needed in the life span of the plan, eliminating our ability to direct settlement pattern to suitable areas with accompanying transportation links. We could consult over the summer on options that aren't available any longer in the fall. Staff continues to review this option.

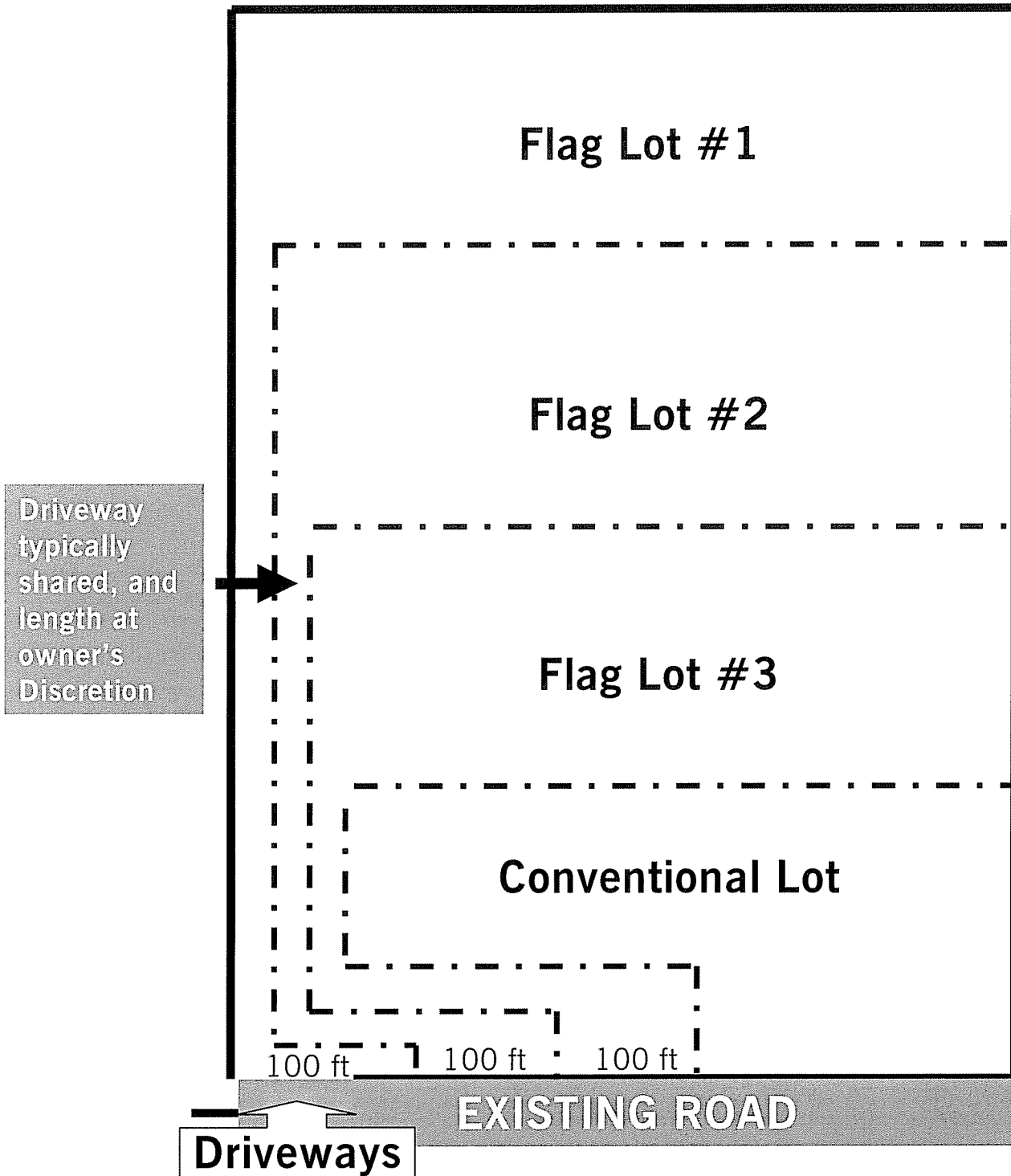
5. **Question** - What happens now?

**Answer** - Staff are committed to supporting Council and responding to public input. Staff are analyzing the issues raised by Council and will return with answers to as much as possible on April 13. Council will direct staff from there.

**Still have questions?** Please call Carol Macomber, 490 5908 (regional planning ?'s), Kurt Pyle, 476 8599 (amendment ?'s), Sharon Bond 490 4800 (development ?'s)

Attachment 4 Flag Lot Diagram

One Parcel of Land  
(Flag Lot Potential)



### **Attachment 5 - Statement of Provincial Interest Regarding Infrastructure**

#### **Goal**

To make efficient use of municipal water supply and municipal wastewater disposal systems.

#### **Basis**

All levels of government have made significant investment in providing municipal water supply and municipal wastewater disposal infrastructure systems.

Unplanned and uncoordinated development increases the demand for costly conventional infrastructure.

#### **Application**

All communities of the Province.

#### **Provisions**

1. Planning documents must promote the efficient use of existing infrastructure and reduce the need for new municipal infrastructure. Measures that should be considered include:

(a) encouraging maximum use of existing infrastructure by enabling infill development on vacant land and higher density development;

(b) discouraging development from leapfrogging over areas served by municipal infrastructure to unserved areas;

(c) directing community growth that will require the extension of infrastructure to areas where serving costs will be minimized. The use of practical alternatives to conventional wastewater disposal systems should be considered;

(d) identifying known environmental and health problems related to inadequate infrastructure and setting out short and long-term policies to address the problems including how they will be financed.

2. Where on-site disposal systems are experiencing problems, alternatives to the provision of conventional wastewater disposal systems should be considered. These include the replacement or repair of malfunctioning on-site systems, the use of cluster systems and establishing wastewater management districts.

3. Installing municipal water systems without municipal wastewater disposal systems should be discouraged.

4. Intermunicipal solutions to address problems and provide infrastructure should be considered.