

## CHAPTER 9: IMPLEMENTATION

### 9.0 INTRODUCTION

The Regional Municipal Planning Strategy (MPS) for HRM is the primary policy document used to guide the decision-making process with respect to growth and development within the Region.

In accordance with Section 217, subsection (2) of the *Municipal Government Act*, the adoption of this Regional MPS does not commit Regional Council to undertake any of the projects or actions contained herein. However, Regional Council cannot take any action within the scope of this Regional MPS which would, in any manner, be inconsistent with the Regional MPS or at variance with it.

The measures which Regional Council may investigate to implement the Regional MPS are not restricted to those which are specified. In addition to specific by-laws and regulations, Regional Council may encourage the adoption of administrative procedures in order to more effectively implement the policies of this Regional MPS.

The following policies include the basic requirements for proper implementation, including the development of a Regional Land Use By-law based on the policies of this Regional MPS, and the full and consistent enforcement of general by-laws and regulations of the Municipality.

### 9.1 THE PLANNING FRAMEWORK

Municipal land use planning in Nova Scotia is enabled under the Nova Scotia *Municipal Government Act*. According to the purpose of the *Municipal Government Act*, municipalities, including HRM, are to “assume the primary authority for planning within their respective jurisdictions, consistent with the rural or urban character, through the adoption of municipal planning strategies (MPSs) and land use bylaws (LUBs) consistent with the interests and regulations of the Province”.<sup>8</sup> A Regional MPS is considered a Municipal Planning Strategy under the *Municipal Government Act* and provides the overall policy framework for guiding and directing development throughout HRM.

#### 9.1.1 Municipal Planning Structure

HRM’s hierarchy of planning levels is changed upon the adoption of the Regional Plan. Prior to the adoption of the Regional Plan, planning decisions were made based on 18 Municipal Planning

---

<sup>8</sup> *Municipal Government Act*, Section 190, Subsection (b).

Strategies (MSP's) and 11 Secondary Plans (Appendix D). With the adoption of the Regional Plan, the 18 MPSs and 11 Secondary Plans become Secondary Plans.

For greater clarity and communicating purposes, the three levels of plans will be called the Regional MPS, Community Planning Strategies (previously called Municipal Planning Strategies) and Neighbourhood Planning Strategies (previously called Secondary Plans).

The Regional Plan addresses the issue of a large number of plans guiding regional decisions, without a regional vision and context. Over time, with extensive public participation, it is anticipated that the number of Community Planning Strategies will be reduced, to provide for planning at a more district level and that local centers and communities will maintain their unique character and visions through neighbourhood planning strategies, urban / neighbourhood design and functional plans. Functional plans are operation and program oriented plans for a single purpose function (e.g. transportation) that specify in greater detail how to carry out Regional, Community and Neighbourhood plans.

IM-1 HRM's Community Planning Strategies and Neighbourhood Planning Strategies shall form part of this Plan and shall be secondary to it in accordance with the *Municipal Government Act*. Working with citizens, other government organizations, and non-governmental organizations, HRM shall strive to balance the differing needs identified across or within plans at these geographic levels.

### **9.1.2 Regional MPS**

The Regional MPS provides the overall policy framework that guides and directs development throughout HRM. It provides an overall vision for land use development and provides general strategies and approaches to be used by HRM and all of its citizens, partners, and alliances to achieve that vision.

As the governing body for the region, Regional Council provides leadership on issues of region-wide importance through its Regional MPS. Policies contained in Community Planning Strategies shall also be used to achieve the vision set out in the Regional MPS. The adoption of future Community and Neighbourhood planning strategies and amendments to existing Community Planning Strategies are subject to the approval of Regional Council. Amendments to the Regional Land Use By-law that affect all of HRM are also subject to approval of Regional Council. Property-specific rezonings and development agreements are subject to the approval of the Community Council or a joint Community Council having jurisdiction in the area affected, except within the Capital District.

IM-2 HRM shall implement region-wide planning policies through this Plan, Community Planning Strategies, Neighbourhood Planning Strategies and Functional Plans.

### 9.1.3 Secondary Municipal Planning Strategies

HRM has a total of 18 Community Planning Strategies and 11 Neighbourhood Planning Strategies and land use by-laws that were developed, by the former municipal units, prior to amalgamation (Appendix D). These plans were prepared with extensive community involvement over the past 30 years to address land use and servicing issues on a community basis.

Many of the existing planning strategies are due for a comprehensive review. HRM will undertake a review of these plans to ensure that they are consistent with the Regional MPS and to ensure that they are reflective of current community issues and desires for future change. In most cases, the goals of the planning strategies are consistent with the policies of the Regional MPS. Changes, however, will be needed over time to rationalize the number of community and neighbourhood planning strategies in existence within HRM and to ensure that local plan policies do not conflict with the Regional MPS. Distinct community character and aspirations will be addressed through community planning, neighbourhood planning and urban design processes.

- IM-3 Existing Community Planning Strategies and Neighbourhood Planning Strategies shall remain in effect and continue as official municipal policy until revised to be consistent with this Plan, or until repealed or replaced.
- IM-4 When evaluating proposals for a development agreement and/or rezoning under a community and/or neighbourhood planning strategy all applicable policies under this Plan shall be considered.
- IM-5 In the event of conflict between this Plan, community planning strategy and/or a neighbourhood planning strategy, the more stringent provisions shall prevail.
- IM-6 Over time, HRM shall undertake a review of Community and Neighbourhood planning strategies and will realign boundaries to encompass areas of common planning interest. These boundaries may be delineated to encompass lands around the centres that include a combination of common planning features such as the predominant settlement pattern outlined in the various land use designations of this Plan, major transportation systems, watershed or sub-watershed boundaries, or other significant natural feature.
- IM-7 HRM shall prioritize the review and preparation of community and neighbourhood planning strategies on the basis of:
  - (a) plan areas affected by the designated centres for future growth;
  - (b) plan areas where the existing Community Planning and/or Neighbourhood Secondary planning strategy policies are inconsistent with this Plan policies;

- (c) plan areas having planning issues that strategically affect the growth of a large portion of the region as a whole;
  - (d) plan areas that have been affected by high degrees of growth where there is a need to address a wide range of planning issues in a comprehensive manner;
  - (e) plan areas where there is a need to encourage rural economic development; and
  - (f) age of existing planning document.
- IM-8 HRM shall require that all future plan amendments not involving a comprehensive review of an existing Community or Neighbourhood Planning Strategy are consistent with the policies of this Plan.
- IM-9 When adopting a new planning strategy or amending an existing one, HRM shall:
- (i) ensure that the Community Planning Strategy and/or Neighbourhood Planning Strategy is consistent with this Plan;
  - (ii) identify policies from this Plan that apply to the area;
  - (iii) establish water quality objectives where required by this plan;
  - (iv) establishing policies to achieve water quality objectives where required by this plan;
  - (v) establish policies for the provision of services to the planning area where required by this plan;
  - (vi) establish policies for the layout of major roads, improvements to the transit system, and other sub-regional transportation systems serving the plan area;
  - (vii) establish policies for additional open space designation and park sites;
  - (viii) establish policies for capital improvements, the means and schedule for providing them, and amendments to Functional Plans to support planned land uses;
  - (ix) create design elements required for the buildings, streets, and parks and open space within the area;
  - (x) establish policies regarding universal design standards;
  - (xi) identify any new issues that need resolution at the region-wide level; and
  - (xii) consider any other matter of planning concerns or any other implementation measures needed to carry out this Plan.

#### 9.1.4 Functional Plans

The purpose of Functional Plans is to guide the development and management of the Municipality as permitted under the *Municipal Government Act*. Functional Plans are detailed plans specifying facilities and services that HRM intends to provide to implement this Regional MPS. They also include plans prepared by special-purpose bodies such as the Halifax Regional Water Commission or the Waterfront Development Corporation that have an effect on the growth and development as envisioned under this Plan

Some Functional Plans are operational or programmatic and guide daily management decisions such as HRM's Business Unit Plans. Others include specific details of facility design and location. The Solid Waste Management Strategy and Transportation Plan are examples of Functional Plans.

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

IM-10 Functional Plans for facilities and services shall consider, but not limited to:

- (i) defining required service levels for the urban, suburban, rural commutershed and rural areas;
- (ii) providing standards for location, design, and operation of public facilities and services;
- (iii) specifying adequate, stable, and equitable methods of paying for public facilities and services;
- (iv) scheduling needed facilities and services through the Multi-year Financial Strategy; and
- (v) planning for the maintenance of existing facilities.

IM-11 Functional Plans shall be consistent with this Plan.

IM-12 HRM shall prepare Functional Plans to address region-wide facility and service needs and define ways to fund these, consistent with this Plan. HRM shall review and have input into plans affecting HRM's interest that have been prepared by independent, special-purpose bodies such the Waterfront Development Corporation, the Bridge Commission or other government agencies.

### **9.1.5 Regional MPS Amendments**

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

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

IM-13 HRM shall adopt a plan amendment process that provides continuing review and evaluation of the Plan policies and development regulations. Through the amendment process, the Plan policies and supporting development regulations shall be subject to review, evaluation, and amendment on the basis of an Annual Review and a Five-Year Review.

IM-14 Further to Policy IM-13, the Annual Review shall consider proposed amendments which do not require substantive changes to the Plan and development regulations, and/or which do not alter the Urban Settlement Designation Boundary.

IM-15 Further to Policy IM-13, the Five-Year Review shall consider amendments that could be considered in the Annual Review and also those outside the scope of the Annual Review, amendments relating to substantive changes to this Plan and corresponding development regulations, and proposals to alter the Urban Settlement Designation Boundary or Agricultural District Centre Boundary that delineates the limited extent for future sewer services or any Water District Boundary. When considering amendments to the Urban Settlement Designation Boundary or the Agricultural District Centre Boundary to amend sewer and water services, HRM shall consider:

- (a) amendments to the boundaries to include additional areas to implement the results of reviews of regional population and housing forecasts;
- (b) amendments to the boundaries of designations if the targets for growth under this Plan are not being met;
- (c) extensions of municipal sewer and/or water outside Urban Settlement Designation Boundary or the Agricultural District Centre Boundary to correct an existing health problem; and/or
- (d) extensions of municipal sewer and/or water to enhance operations such as the looping of existing mains, the replacement of existing mains and the interconnection of urban areas.

IM-16 Notwithstanding Policies IM-13, if the proposed amendments address unforeseen circumstances or deemed appropriate by Regional Council such as but not limited to a shift in demographic trends beyond or below the projections in this Plan; a serious depletion of vacant land; issues affecting environmental health or safety; or are needed to implement one of the Community or Neighbourhood planning strategies considered under a Secondary Planning process as contemplated under this Regional Municipal Planning Strategy, then these amendments can be considered at anytime regardless of the schedule for reviews.

IM-17 HRM shall strive for a full and complete public participation in the amendment process for this Plan as is reasonably possible. HRM shall establish a public participation process to involve the public in amendment process for this Plan and shall provide:

- a) a description of procedures and schedules for proposing amendments to this Plan and development regulations;
- b) guidelines for participation and information on the role and responsibilities of all participants in the process;
- c) information on the forums - public meetings, focus groups, surveys, workshops, design charrettes, and other participation techniques - that will be used to obtain feedback from the public, stakeholder groups or other agencies;
- d) methods of notification;
- e) opportunities for the public to review documents; and
- f) dissemination of information relating to this Plan process on the internet or through other methods.

IM-18 HRM shall consider requiring that proposed amendment packages to this Plan, that are presented to HRM for consideration include the following elements:

- a) detailed statement of what is proposed to be changed and why;
- b) statement of anticipated impacts of the change, including the geographic area affected and issues presented;
- c) demonstration of why this Plan should not continue in effect or why existing criteria no longer apply;
- d) statement of how the amendment impacts the overall intent of this Plan;

- e) statement of how any applicable Functional Plans and the Multi-year Financial Strategy support the change; and
- f) public review of the recommended change, necessary implementation (including area zoning if appropriate), and alternatives.

IM-19 Proposed amendments to this Plan should be accompanied by any changes to any Community and/or Neighbourhood Planning Strategy, Functional Plans, required for implementation so that the planning strategies and Functional Plan and the Land Use and Subdivision By-laws will be consistent with this Plan. HRM shall require a financial analysis be undertaken in order to evaluate the resources required and the time frame necessary for full implementation. Planned alternatives and costs should be clearly understood and plans should be financially achievable.

#### **9.1.6 Land Use Regulations**

IM-20 As provided for in the *Municipal Government Act*, HRM shall adopt the Regional Land Use By-law for the purpose of carrying out those land uses that have been determined to be permitted uses under the policies of this Plan. The Regional Land Use By-law is the principle mechanism by which land use policies affecting matters of regional interest shall be implemented and shall set out zones, permitted uses and development standards which shall reflect the policies of this Plan. Land Use By-laws adopted in conjunction with Community and Neighbourhood Planning Strategies are the principle mechanisms by which land use policies affecting matters of exclusive community interest, that have no regional implications, shall be implemented, and as such shall set out zones, permitted uses and development standards which reflect the policies of the Community and Neighbourhood Planning Strategies.

IM-21 Where an implementation mechanism is established under the Regional Land Use By-law for a particular area, any applicable zones or other implementation mechanisms under existing community planning strategies and land use by-laws are superceded. Where no implementation mechanism is established to carry out the policies under this Plan, the implementation mechanisms under the existing community planning strategy applies.

IM-22 HRM shall consider reviewing all land use by-laws within the Municipality to identify ways in which to create a harmonized system of development regulations under the Regional Land Use By-law over time.



- IM-23 Provided that the intentions of all other policies are satisfied, HRM shall, for the purpose of providing for the development of similar uses on properties which abut one another, consider the following amendments to the Regional Land Use By-law for lands which are located where any 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 permitted within the abutting designation by the same method (rezoning or development agreement) and conditions, as those uses are considered within the abutting designation; or
  - (b) amendments within a designation to provide for the development of uses which are permitted within the zone on the abutting property within the abutting designation.
- IM-24 It is not intended that all lands be rezoned for specific uses. Rather, in order to give HRM a greater degree of control, this Plan provides that certain land uses shall be considered only as amendments to the Regional Land Use By-law or in certain instances by development agreement as provided for by provisions of the *Municipal Government Act*. Such amendments and agreements shall be considered only if they meet the policies within this Plan.
- IM-25 When considering applications to enter into a development agreement pursuant to this Plan or any Community and/or Neighbourhood Planning Strategy, Regional Council or any respective Community Council shall ensure that the agreements are consistent with the policies of this Plan.
- IM-26 The following uses shall only be considered subject to the entering into a development agreement in accordance with the provisions of the *Municipal Government Act*.
- (1) Within the Urban Settlement Designation:
    - (a) commercial and/or residential uses as permitted in the various zones under the Spring Garden Road Commercial Area Plan and Peninsula Land Use By-law pursuant to Policy EC-19.
  - b) Within the Rural Commuter Designation:
    - (a) mix of medium density residential uses, ground floor commercial, institutional uses, parking facilities and transit stations within the Comprehensive Development District Zones applied to the core areas

within the Rural Commuter Centre, Rural Commuter District Centre, and Rural Commuter Local Centre pursuant to Policy S-11; and

- (b) Residential Open Space Design Subdivisions pursuant to Policy S-12.
  - c) Within the Rural Resource Designation:
    - (1) Residential Open Space Design Subdivisions pursuant to Policy S-12.
  - e) Within any designation:
    - (1) change to a non-conforming use pursuant to Policy IM-28.
- IM-27 HRM shall consider, by development agreement, permitting a non-conforming use to be changed to another less intensive non-conforming use, or permitting the structure in which such a use is located to be altered or expanded, provided that:
- a) the layout and design of the property shall be complementary to the fabric of the neighbourhood, and this shall be achieved through attention to a variety of factors on which HRM shall specify conditions to be met in the development agreement including, but not limited to, the following:
    - i) architectural design;
    - ii) the size, location, and landscaping of courts, open spaces, and yards;
    - iii) location of primary and secondary entrances to the building; and
    - iv) size, location, and design of fences.
  - b) vehicular activity, particularly parking and loading, shall be controlled to not adversely affect the neighbourhood in terms of traffic flow and nuisance;
  - c) facilities for parking, loading, vehicular access, outdoor display, and outdoor storage shall be designed to avoid any adverse effects on adjacent properties and to ameliorate existing problems, through attention to factors including but not limited to:
    - i) location;
    - ii) surface treatment;
    - iii) storm drainage;
    - iv) access from the street; and
    - v) screening, buffering, and landscaping.
  - d) except where specific benefits to the neighbourhood can be demonstrated, all additions to a building, all off-street parking and loading areas, and all outdoor

display and storage areas shall be set back from the street line by the more restrictive of:

- i) the minimum setback of the existing building; or
  - ii) the mean setback of the buildings on the adjacent properties on either side; or
  - iii) the minimum setback specified for the zone in which the use is located.
- e) except where specific benefits to the neighbourhood can be demonstrated, additions to the structures on the property shall not:
  - i) further encroach upon the minimum side and rear yards stipulated for the zone in which the property is located; or
  - ii) result in the total lot coverage or building height exceeding the maximum stipulated for the zone in which the property is located;
- f) any outdoor lighting or sign illumination shall be directed away from, or screened from, adjacent residential properties;
- g) no bulk refuse containers shall be visible from the street or from the immediate neighbourhood;
- h) no additional lot area shall be used for outdoor storage, and measures shall be taken to screen any outdoor storage areas from the street and immediate neighbourhood;
- i) with regard to on-site advertising for commercial or industrial uses:
  - i) where the property is located in a residential zone, no additional advertising surface area or illuminated signage shall be added; and
  - ii) in all other cases, such advertising shall not exceed the limits prescribed for the zone in which the property is located.
- j) in the case of commercial and industrial operations in residential zones, the following additional considerations shall also apply:
  - i) there shall be a demonstrable improvement to the neighbourhood;
  - ii) existing conditions resulting in noise, dust, vibration, odour, and emissions shall be required to be ameliorated where these cause a nuisance or hazard; and
  - iii) operating hours shall be restricted to prevent nuisance.
- k) No substantial subdivision of the lot shall have occurred subsequent to the time of the adoption of this Plan.

IM-28 In considering development agreements or amendments to the Regional Land Use By-law, in addition to all other criteria as set out in various policies of this Plan, HRM shall have appropriate regard to the following matters:

- a) that the proposal is in conformity with the intent of this Plan and with the requirements of all other municipal by-laws and regulations;
- b) 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 on-site sewerage and water services;
  - 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.
- c) that controls are placed on the proposed development so as to reduce conflict with any adjacent or nearby land uses by reason of:
  - i) type of use;
  - ii) height, bulk and lot coverage of any proposed building;
  - iii) traffic generation, access to and egress from the site, and parking;
  - iv) open storage;
  - v) signs; and
  - vi) any other relevant matter of planning concern.
- d) that the proposed development is suitable in terms of the steepness of grades, soil and geological conditions, locations of watercourses, marshes or bogs and susceptibility to flooding.

IM-29 In considering amendments to the Regional Land Use By-law or major amendments to development agreements, HRM shall hold a public hearing according to the provisions of the *Municipal Government Act*.

IM-30 In accordance with the *Municipal Government Act*, the Development Officer appointed by HRM or any other person to act in the development officer's stead shall administer the Regional Land Use By-law and the Subdivision By-laws and grant development permits and approve subdivisions.

- IM-31 HRM shall encourage the federal and provincial governments to comply with municipal by-laws and regulations with respect to their land holdings within the Municipality.
- IM-32 In the interests of vehicular safety, HRM shall regulate, through the Land Use By-law, the height of any structures and the landscaping on corner lots, where yards abut the street.
- IM-33 HRM shall provide for the temporary use of land or structures which is accessory to and necessary for the construction of a development for which a development permit has been issued.
- IM-34 HRM shall incorporate provisions within the Regional Land Use By-law which facilitates development on lots which do not conform to the lot area and setback requirements of the zone, if such lots are in existence on the effective date of this by-law.
- IM-35 HRM shall ensure that the policies and priorities established within this Plan be integrated within HRM's business planning and budgeting process. The Plan is designed as a policy document to establish priorities for strategic public investment in roads, parks, streetscape improvements and to create a regulatory framework to facilitate and encourage quality development.

## **9.2 PROJECT SCHEDULING**

- IM-36 Implementing this Plan will require leadership, support and cooperation between the public and the private sectors. The specific projects, studies and future plans to be undertaken to implement this Plan will require significant commitment of funding and human resources. To work within available resources, HRM shall consider implementing the plan in three phases. Strategies and actions required to implement the Plan are presented in the following tables as either short-term (1-5 years), medium term (6-10 years), or long-term (11 years or more).

**Phase 1 - Short-term (1-5 years) 2006 - 2011**

<b>Action</b>	<b>Participating Business Units</b>	<b>Potential Funding Source</b>
<b>Secondary Planning Strategies and Related Background Studies</b>	<b>RP/P&amp;D, EMS, RPAM, CTA, PWT</b>	<b>Operating Budget</b>
Capital District Planning Strategy		
Capital District Design Study and Visioning Process		
Harbour Planning Program		
complete Halifax Waterfront and Open Space Plan		
<b>Community planning strategies</b> for lands and centres within the Rural Commutershed Designation in the Central Area of HRM		
Floodplain Study - Shubenacadie River and portion of the Sackville River in Hammonds Plains		
Watershed studies for community planning strategies in the Rural Commutershed Designation in the Central Area of HRM		
complete Aerotech Business Park planning process		
<b>Community planning strategies</b> for lands and centres in the Urban Settlement Designation in the Central Area of HRM		
complete Bedford West Master Plan		
CCC Policy development for Master Plans		
<b>Community planning strategies</b> for lands and centres within the Rural Commutershed Designation in the Eastern Area of HRM		

Watershed studies for lands for community planning strategies in the Rural Commuter Designation in the Eastern Area of HRM		
<b>FUNCTIONAL PLANS</b>		
Capital District	CD, RPAM, CTA, RP/P&D	Capital and Operating Budgets
Opportunity Sites Redevelopment	RP/P&D and RPAM	Operating Budget
Housing Affordability	RP/P&D and Finance	Operating Budget
Financial	Finance, TPW and EMS	Operating Budget
Open Space	RPAM, RP/P&D	Operating Budget
Potential Hazards to Development	EMS, Fire Services, RP/P&D, RPAM, EMO	Operating Budget
Transportation	CTA, Transit, RPAM, PWT	Capital and Operating Budgets
Active Transportation	PWT, CTA, RTC	Operating and Capital Budget
Transportation Demand Management	PWT, CTA, RTC	Operating and Capital Budget
Economic Development	Governance and Finance	Operating Budget
Business Parks Development	RPAM, RP	Operating Budget
Cultural and Heritage	RTC, RP/P&D	Operating Budget

Wind Energy Generation	P&D and EMS	Operating Budget
Communication Tower	P&D	Operating Budget
Stormwater Management	EMS, RP	Operating Budget
Wastewater Management	EMS	Operating Budget
Air Emissions Reduction	EMS	Operating Budget
Urban Forest	RPAM	Operating Budget
<b>Water and Sewer Capital Projects</b>	<b>TPW</b>	
M.R. Water Main Extension		
M.R. Trunk Sewer - to Dartmouth. STP		
M.R. Trunk Sewer - Hines Rd repl't		
M.R. E.Passage STP Expansion		
B.W. Water Main & Reservior		
B.W. Trunk Sewer - Kearney Lk Rd		
B.W. Trunk Sewer - Hammonds Pl.		
Bvl/Lksd/Tim. STP improv't/expans'n		
Local rural S.System - Musq.Hbr.		
<b>Transportation Capital Projects</b>	<b>TPW</b>	
Purchase Ferries		
Bedford Ferry		
Temporary Bedford Ferry Terminal		
Halifax Ferry Terminal Expansion		
Bedford Ferry Terminal and Parking Lot		



Expanded Ferry Terminal Service beyond Bedford		
Cole Harbour and Sackville BRT Routes		
Fairview and Clayton Park BRT Routes		
Purchase 10 buses		
Terminals and Transit Priority Infrastructure		
Sackville Dr. Blvd. Project - Ph 1		
Cole Harbour Arterial		
Russell Lake - Circum'l Interchange		
Russell Lake - Mt Hope Extension		
Bedford West - Hwy 102 Interchange		
Bedford West - Hammonds Plains Rd. widening		
Lacewood four-lane to Joe Howe		
Fairview Interchange Upgrade		
Rotary/Chebucto three-lane		
Bayers Road six-lane		
Burnside Drive/Commodore		
<b>Transit</b>	<b>Transit, CTA</b>	
Expanded BRT Rtes/Buses - Hybrid		
<b>Fire</b>	<b>Fire Services, RAMP</b>	
New Fire Hall - Bedford West		
Upgrade Fire Hall - Musq. Harbour		
<b>Land Acquisitions</b>	<b>RPAM, EMS, CTA, Transit, RP/P&amp;D</b>	<b>Capital Budget</b>
Parkland - Birch Cove Lakes Park and others		

Solid Waste Strategy		
Sewage Treatment Facilities		
Transportation Corridors Land Acquisition		
Park and Ride Site Land Acquisition		
Transfer Stations Land Acquisition		
Abandoned Rail Corridors Land Acquisition		
<b>Monitoring Programs</b>	<b>Governance and EMS</b>	
establish a monitoring program to track the implementation of the Regional Plan		Operating Budget
establish water quality monitoring program of selected lakes and rivers		Developers proposing development
<b>Governance Initiatives</b>	<b>Governance</b>	<b>Operating Budget</b>
Harbour Management Structure Best Practices Study		
Capital Commission Study		
Gateway Council Study		
Public Participation Best Practices Study		

**Phase 2 - Medium Term (6-10 years) 2011 - 2016**

<b>Action</b>	<b>Lead Business Unit</b>	<b>Potential Funding Source</b>
<b>Secondary Planning Strategies and Related Background Studies</b>	<b>RP/P&amp;D, EMS, RPAM, CTA, PWT</b>	<b>Operating Budget</b>
<b>Community planning strategies</b> for centres within the Urban Settlement Designation in the Eastern Area of HRM		
Floodplain Studies - Little Salmon River, Smelt Brook River and Bisset Run		
<b>Community planning strategies</b> for centres within the Rural Commuter Designation in the Western Area of HRM		
Watershed studies for the community planning strategies in the Western Area of HRM		
Floodplain Studies - MacIntosh Run		
<b>Community planning strategies</b> for lands and centres in the Rural Resource Designation in the Eastern Area of HRM		
Watershed studies for community planning strategies in the Rural Resource Designation in the Eastern Area of HRM		
<b>Community planning strategy</b> for lands and centres in the Agricultural Designation in the Musquodoboit Valley - Dutch Settlement area of HRM		
Watershed studies for community planning strategies in the in the Agricultural Designation in the Musquodoboit Valley - Dutch Settlement area of HRM		

<b>Regional Centre and Capital District Capital Projects</b>	<b>Capital District, Library, RTC</b>	<b>Capital Budget</b>
Library		
Cultural Facilities		
Waterfront Open Spaces		
<b>Water and Sewer Capital Projects</b>	<b>TPW</b>	
Burnside East - Water Main Ext'n		
Burnside East - Truck Sewer Ext'n		
Burnside East. - West Trunk Swr		
Mill Cove STP improvem'ts/expans'n		
Local rural S.System - Hubbards		
Local rural S.System - Porters Lk		
<b>Transportation Projects</b>	<b>TPW</b>	
Burnside-Sackville Expressway		
Wright Avenue Extension		
<b>Fire</b>		
New Fire Hall - Morris Lake		
Upgrade Fire Hall - Porters/Chezzetcook		

Phase 3 - Long-term (11 years or more) 2016 and beyond

<b>Action</b>	<b>Lead Business Unit</b>	<b>Potential Funding Source</b>
<b>Transportation Projects</b>	<b>TPW</b>	
Herring Cove Road four-lane		
<b>Transit</b>		
Expanded BRT bus replacement		

## **CHAPTER 10: GOVERNANCE**

### **10.0 REGIONAL LEADERSHIP**

Adoption of the Regional Planning Strategy (MPS) sets a clear direction for HRM over the next 25 years. To implement this new direction, the cooperation of numerous agencies and initiatives will be needed, both within and outside the municipal government. A critical factor will be the need to ensure that Community and Neighbourhood Planning Strategies reflect the direction of the Regional MPS as they are reviewed. In addition, the Regional MPS itself will need to be reviewed periodically to determine the degree of success in achieving its intent and any changes in critical factors underlying its assumptions. A Corporate Scorecard has been developed in close consultation with the Regional Planning Project, for use as a management tool to help set priorities within the HRM administration. These considerations point to the importance of governance in helping to realize the regional vision.

Citizens need to be confident in the governance and management of HRM, and should feel that they are making a difference and can actively participate in its future direction.<sup>9</sup> The aim is to engage citizens in an ongoing dialogue through education, promotion and public debate on regional and local issues. This ability to participate should be inclusive and accessible to all. Effective communication between Council, staff, residents, businesses, public agencies and other levels of government is key to achieving the regional vision.

- G-1 HRM shall establish criteria and benchmarks to monitor success in implementing the policies of this Regional MPS, with reference to the HRM Corporate Scorecard criteria wherever appropriate.
- G-2 HRM shall establish and implement a policy impact checklist to manage such issues as associated costs, timelines, and potential “red tape”.

### **10.1 FRAMEWORK FOR DECISION MAKING**

#### **10.1.1 Senior Government Levels**

---

<sup>9</sup>

See HRM Corporate Scorecard - Excellence in Governance, pp. 14 & 17.

Canadian municipalities are creations of the provinces, and municipal powers and responsibilities are established through provincial charters and other legislation. Agreements also exist between the provincial and municipal levels for the exchange of some responsibilities and services. Provincial policies and spending decisions exert a powerful influence over settlement patterns, with serious implications for municipal costs.

The federal government has no direct authority over municipalities, but exerts some influence through funding programs addressing such topics as infrastructure, public transit and climate change. In many cases, municipal applications for federal funding require approval and cost sharing by the province.

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

Many outcomes and benefits of the Regional MPS require cooperation and joint work between the levels of government. Coastal zone management, regional park development, economic development and transportation are examples of delivery areas requiring strong inter-governmental effectiveness. Our reliance on immigration for future success is another area where HRM must work closely with other levels of government.

- G-3 HRM shall pursue funding opportunities from senior levels of government for projects which are consistent with this Plan.
- G-4 HRM shall attempt to identify and request amendments to provincial legislation necessary to enable the Municipality to implement specific policies in this Plan.
- G-5 HRM shall seek to develop inter-agency partnerships to provide effective, seamless program delivery and policy outcomes.

#### **10.1.2 Municipal Councils and Committees**

Halifax Regional Council is elected to represent and serve the people of the municipality, providing leadership and advocacy to ensure that HRM programs and services contribute to a high quality of life in the community.<sup>10</sup> Councillors are elected in their individual districts while the Mayor is elected by the municipality as a whole. Regional Council has established Community Councils from its own members to improve access to decisions which are of local interest.

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

G-6 HRM shall consider how Committees of Council or new Committees of Council can assist in implementing the policies in this Plan.

G-7 HRM shall enable and encourage members of advisory committees to become knowledgeable about the concepts embodied in this Plan.

### **10.1.3 Boards and Commissions**

HRM works with various Boards, Commissions and Authorities, for example the Halifax Regional School Board, Halifax International Airport Authority, Halifax Harbour Authority, Halifax Regional Water Commission, and Halifax-Dartmouth Bridge Commission. Schools and transportation are critical factors in shaping the future of the region and the cooperation of such boards and commissions will be key to realizing the vision of the Regional MPS.

To improve the coordination of municipal and provincial transportation interests, a Capital Transportation Authority is proposed. The structure of this new agency will have to ensure that transportation and land use planning are closely coordinated.

G-8 HRM shall consider, as a condition for future cost-sharing or other financial assistance for schools or education programs, require that the relevant school or university board demonstrate alignment with the Regional MPS, e.g. its locational, siting and building design policies that support specific policies of this Plan.

---

<sup>10</sup>

- G-9 HRM shall consider, as a condition for future cost sharing or other financial assistance for transportation routes, services or terminals, requiring that the relevant authority, commission or carrier demonstrate how its proposed plans support specific policies of this Plan.
- G-10 HRM shall work closely with the proposed Capital Transportation Authority, to ensure that transportation and land use are planned in an integrated and mutually supportive manner.

#### **10.1.4 Neighbouring Municipalities**

HRM shares boundaries with four other counties: Lunenburg County, Hants County, Guysborough County and Antigonish County. Two of these contain settlements which lie within an attractive commuting distance of major employment centres in HRM. Because land use planning in these neighbouring counties is more permissive and property tax payments are lower than in HRM, development may locate beyond the HRM boundaries. Many of these new residents will commute to work in HRM, contributing to urban and suburban traffic but spending their tax dollars elsewhere. HRM must work with neighbouring municipalities to minimize artificial distortions to the housing and transportation market.

- G-11 HRM shall strive to work with neighbouring municipalities to encourage land use planning which will address matters of mutual interest with the overall approach of this Plan.

#### **10.1.5 Business Units and Budgets**

HRM staff provide information and advice to Council and implement Council decisions. Reporting to the Chief Administrative Officer through the Executive Management Team, staff are organized under several departments known as Business Units, which focus on key areas of responsibility.

Each year, Business Units examine the priorities expressed by Council and the Executive Management Team. They also examine the needs and issues arising from public input and the delivery of their services. Priorities are ranked and resources applied or reallocated to produce a Business Plan for each Unit, or Department. These plans are then reviewed by senior management and Council. The Corporate Scorecard, developed in close consultation with the Regional Planning project, is expected to become the corner stone of the business planning and budget process.



## **10.2 PUBLIC PARTICIPATION AND COMMUNICATION**

### **10.2.1 Opportunities for Input**

Active public participation in municipal decision making is critical for understanding what citizens value, exploring the importance of these values relative to each other, and identifying aspirations for the future of the region and its communities. Many opportunities are available to become involved at the municipal level of government. These include making submissions to Regional and Community Councillors or staff, commenting at public hearings, meetings, participating in workshops, and volunteering for Council committees.

Except where proposed transactions or staffing decisions require confidentiality, all Regional and Community Council meetings are open to the public. Regional Council meetings are also broadcast on cable television, and groups or members of the public can request to be placed on the agenda to make short presentations. Community Council meetings typically include time allocated for any members of the public who wish to address their local Councillors.

For decisions affecting land use, the Municipal Government Act requires that opportunities for broad public input in the form of hearings and consultation programs be provided. These programs are adopted by Council and typically involve information meetings, open houses or workshops. The scale of the public participation program should reflect the amount of public interest and impact of the project.

- G-12 HRM shall continue to improve opportunities for on-going involvement by the public in municipal government and municipal government decision making, including but not limited to Regional and Community Councils, Council Committees, Advisory Committees and public participation programs by researching and establishing best practice public participation guidelines.
- G-13 HRM shall encourage Boards and Commissions on which its members sit, to adopt inclusive public participation measures.
- G-24 HRM shall request staff to provide budget information sessions on an annual basis, and to include references to this Plan in such sessions and other budget communications wherever relevant.

### 10.2.2 Effective Participation Programs

To be successful, participation programs must offer meaningful opportunities to the public become involved, respect the time and effort made by the public to provide comments, and demonstrate that the input will be seriously considered. This means determining the steps in the decision process where people want to be consulted and where their participation can best contribute. Consultation should focus on the issues of most interest to the public, and avoid needlessly prolonging the decision making process. Timely notification of upcoming events, clearly presented background information and credible analysis are all critical to effective participation.

To ensure credibility, at the outset of a project people should be informed of any non-negotiable framework within which decisions must be made, such as already-established priorities, financial constraints or existing development rights. Participants should also have the opportunity to consider and comment on research and information as it becomes available during the process.

Rather than an adversarial approach where positions become entrenched, much can be gained when all participants are willing to learn from each other in a constructive exchange of information. This enables municipal decisions to benefit from local knowledge and ideas, while the public can learn about new concepts and successful examples from elsewhere. The collaborative process is an interactive rather than a reactive process: all participants work together to generate solutions which might not otherwise be found. Different consultation tools are available which encourage creativity and the sharing of ideas and concepts. These could include visual preference surveys, design workshops, three-dimensional modelling and web-based communication.

G-15 When approving public participation programs, HRM shall attempt to:

- a) focus participation on the issues most likely to be relevant to the public;
- b) schedule participation early in the decision process;
- c) clearly indicate the limitations within which the decision must be made;
- d) provide timely notification of upcoming participation events;
- e) provide information to the public on possible options and trade-offs;
- f) help participants to visualize alternatives;
- g) provide information to participants on concepts, examples and best practices;

- h) ensure that analysis provided to the public is accurate and objective;
- i) enable the public to examine data and sources used for analysis;
- j) encourage participants to exchange ideas and concepts between each other;
- k) foster group problem solving between diverse interests; and
- l) use tools which encourage creative and multi-dimensional thinking.

### **10.2.3 Outreach for Inclusiveness**

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

G-16 HRM shall attempt to actively seek the input of all citizens, including those who tend to be under-represented in municipal decision making, by considering, but not limited to, the following measures:

1. consulting with citizens and groups to determine how they would like to participate in local government;
2. locating public events in communities with Aboriginal or Black Nova Scotia heritage;
3. providing booths at cultural events with information on HRM plans and programs;
4. coordinating with the Multicultural Association, MISA and other immigration support groups;
5. providing opportunities for diverse linguistic and national minorities to discuss issues of mutual interest with each other and with the general public;
6. respecting cultural traditions, dietary needs and religious convictions in the arrangements for public events.
7. opportunities for one-on-one discussions with decision makers and staff;
8. opportunities for including comments made to individuals in the public record;
9. small group discussions between representatives of diverse interests;
10. limits for public speakers to ensure an opportunity for all to speak at least once;
11. surveys which can be filled out and submitted at public events;

12. opportunities to write comments for others to see;
13. facilitation which draws out comments from those who are more introverted; and
14. fair, objective and representative facilitation.

### **10.3 BUILDING STRONG COMMUNITIES**

HRM is often described as a community of communities, incorporating a total 196 communities. It is time to recognize and acknowledge the everyday experience, wisdom, skills and capacity that exist in each of these communities and how these elements will achieve a prosperous future.

Fostering active citizen engagement, building a stronger civil society and creating local economic opportunity are essential to building and maintaining strong communities. HRM must become better at helping communities mobilize, restore and further develop their local assets as a means of addressing their issues.

The Regional MPS recognizes that it is the capacities of local people and their associations that build powerful communities. The process of recognizing these capacities begins with the construction of a new lens through which communities can begin to assemble their strengths into new combinations, new structures of opportunity, new sources of income and control, and new possibilities for production.

G-17 This Plan shall provide a framework for assisting communities to identify and mobilize individual skills, the capacities of local associations, the assets of businesses and institutions, as well as local natural resources toward community building activities and economic development initiatives. HRM shall "lead by stepping back" allowing communities to move from "consumers" of services to "designers" of community programs, and, finally "producers" of communities .

### **10.4 PARTNERSHIPS FOR PROGRESS**

#### **10.4.1 Environmental and Neighbourhood Organizations**

Many citizens have already invested much time and energy in the future of the region and their communities, through active involvement in non-governmental organizations. These focus on specific areas of interest, such as environmental conservation, or specific geographical areas such

as local neighbourhoods. By consulting with these existing organizations, HRM can learn about key issues and draw from their efforts and representation. While this cannot substitute for broad public consultation, it can provide a means to identify key issues and interests early in the decision process.

- G-18 HRM shall consider seeking input from non-governmental organizations representing interests or locations relevant to major policy decisions, within HRM public participation programs.

#### **10.4.2 The Development Community**

Developers are the engine for construction growth in HRM. They obtain financing, assume business risk, plan subdivisions, install services, build streets and market new communities. The Regional MPS will provide a more predictable geographic and financial framework for development decisions. While some former opportunities will be curtailed, many new possibilities will be created and applications processes will be simplified. Fairness, timely communication and on-going dialogue with the development community is especially important in the early years of the Regional MPS, as innovative concepts and procedures are introduced. Mutual respect and trust are the foundations of a working relationship between HRM and the development community which will ensure successful implementation of the plan over its twenty-five year timeframe.

- G-19 HRM shall attempt to continue to seek a constructive relationship with the development community when implementing and periodically reviewing this Plan, with particular attention to:
- a) simplifying and expediting application processes for transit and pedestrian oriented development in growth centres;
  - b) providing clear guidance for site layout and building design elements;
  - c) providing new opportunities for integrating complementary land uses;
  - d) providing timely updates on implementation of this Regional MPS;
  - e) consulting the development community when reviewing Community Planning Strategies;
  - f) consulting the development community when drafting standards and bylaws;
  - g) providing information and examples of successful new concepts;
  - h) assisting with preparing a business case for new development concepts; and

- i) considering awards and publicity for good design in local projects.

### **10.4.3 The Financial Community**

Lenders and investors provide developers with the capital funds to implement new subdivisions and construction projects. Interest rates for borrowing money reflect perceived financial risk. Risk is perceived to be higher for projects using designs or site layouts which differ from formulas normally used by developers. Any deviation from these formulas leads to higher interest rates for borrowing money, as lenders are unsure of the viability of innovative projects. As a result, there are strong financial disincentives to trying new forms of development.

HRM must work with investors and lenders to inform them about the new concepts embodied in the Regional MPS, provide examples of cases where they have been implemented, and assist with obtaining information on the financial viability and market response associated with such examples.

- G-20 HRM shall attempt to inform the financial community where appropriate about new development concepts and their economic viability through publications, workshops and conferences.

## CHAPTER 11: FINANCE

### 11.0 INTRODUCTION

Municipal Governments exist to provide services to its citizens. In doing so, it is critical that HRM has sound financial management practices and adequate financial strategies to deal with the issues the municipality faces. The Multi-Year Financial Strategy that Council approved in 1998 has served the municipality well as have other key initiatives such as Tax Structure Reform, the existing Revenue Strategy and the Three-Year Capital Planning process. Under these initiatives HRM has seen a sharp decline in its debt, an upward trend in reserve balances and Capital from Operating (“Pay as you go”) funds and expenditure levels constrained to match the growth in the region as well as inflation. Planning and Budgeting have become increasingly sophisticated, being currently led by HRM’s Corporate Scorecard.

Despite this HRM faces a series of financial risks and opportunities. The Regional MPS offers a chance to re-orient financial and taxation strategies to ensure that they are first of all, consistent with the rapid growth HRM has and will continue to experience and second, that they are placed within a long-term context that is growth sensitive. At a minimum HRM’s revenue strategy for the future must encourage sustainable growth, allocate costs appropriately, create a truly competitive taxation environment and respect individual differences in ability to pay.

Residents who live in existing or older communities in HRM and those who live in new communities have every reason to assume that their municipal infrastructure needs, appropriate to their community, will be provided over a reasonable period of time. They should also be able to assume that this infrastructure, once built, will be maintained. This is only an achievable assumption in the long-term, if we plan our growth in both existing and new communities in such a way that we create the communities we want for the future. To do otherwise ensures that existing infrastructure will deteriorate, new infrastructure will lag well behind demand and costs to support both will be higher and less affordable.

A review of the existing environment shows that six critical areas pose HRM with both a very clear risk to the future, but also a potential opportunity to improve its long-term financial position.

These six critical risk areas are:

### 1. The Risk of Unplanned Growth

Individual cost drivers, policy or regulatory limitations, local geography and settlement patterns can all affect cost differently. Costs are driven not just by density but also by distance from key service points, dispersion patterns and the diversity in land uses. Collectively, these are referred to as the “Four Ds”.

Analysis undertaken for the Regional MPS clearly shows that the marginal costs of some of HRM’s current settlement patterns are greater than the average costs. Growth patterns which reflect large lot sizes and frontage have a significant impact on the cost of the delivery of municipal services. Distance travelled and the length of the infrastructure connecting individual dwelling units result in high costs per dwelling unit. This trend implies a disturbing future of greater cost pressures and an increasing inability to provide services to the public. The objective here is not necessarily to provide municipal services at the least cost, but to provide the required services at a reasonable and sustainable cost, that citizens are willing to pay for through municipal taxes and other charges.

### 2. The Infrastructure Capacity Gap

Like many municipalities, HRM has a sizeable Infrastructure or “Capacity Gap”. The Capacity Gap is the difference between the amount of debt and operating funds required to maintain HRM’s Assets and the debt and operating funds it has available under its current financial strategies. Currently, HRM estimates its Capacity Gap to be approximately \$30 million on an annual basis. Narrowing the Capacity Gap is strongly linked to the Regional MPS. First, existing assets - roads, sewers, public transportation etc. - represent a significant portion of the Capacity Gap. The more pervasive the existing infrastructure gap, the higher the maintenance costs and the lower the public satisfaction. Second, the rapid growth that HRM has and continues to experience has placed a strong demand on HRM for new capability assets. New subdivisions require infrastructure and services ranging from water and sewer to playgrounds. Thirdly, those very same new assets will eventually require replacements. The new street in a new subdivision will itself need to be re-surfaced and replaced. Proper planning and settlement form not only decrease the demand for new assets, more importantly, it reduces the need to operate, maintain and eventually replace those assets.

### 3. Fair and Equitable Relationships

Available data suggests HRM is more dependent upon property tax as a source of revenue than any other major city in Canada. In many Canadian Provinces substantial funding is available to municipal governments either through unconditional and other grants or through transfers of tax revenues such as fuel taxes. The Province of Nova Scotia provides a number of municipal programs (such as for equalization purposes). However, the difficult financial situation of the



Province of Nova Scotia has precluded any significant benefits being available to HRM. It is estimated that HRM receives only 1.4% of its funding from other levels of government, lower than most if not all major cities in Canada. In fact, Nova Scotian municipalities fund a significant portion of the costs of provincial responsibilities such as education, corrections and the assessment system through property taxes when income taxes may be the more appropriate revenue tool.

Also critical in examining this issue is HRM's relationship with other municipalities in Nova Scotia, including Cape Breton Regional Municipality, and the 53 other municipal units. The needs of residents across the Province differ from community to community, however, the need for predictable, appropriate funding levels from senior levels of government does not.

Recent actions at the Federal level open many new opportunities for HRM. The Federal sharing of fuel tax and the expected extension of infrastructure programs should help HRM deal with some of its critical financial shortages. Such actions offer significant opportunities that HRM can build upon. As we address the impact that funding from other levels of government has on municipal services, taxpayers will expect that municipal, provincial and federal governments work together to serve their needs. All levels of government must share in the costs of delivering against common goals.

#### **4. HRM Competitiveness**

The long term economic prospects of any municipality depends on the health, vitality and competitiveness of its commercial sector. This has particular significance in HRM, the capital of the Province. Municipalities must pay attention to their competitiveness or risk losing both existing and potential businesses. Municipal government impacts upon the competitiveness in a number of ways but most directly through the services it provides and through the taxation it levies to pay for those services.

The combined commercial/business occupancy tax rate in HRM may be as much as four times as high as the comparable residential tax rate. Services to commercial enterprises are generally comparable to those that residents receive although they are often not the same type or level of service. All of this raises important questions as to the long term competitiveness of the way HRM taxes and provides services and whether the structures that exist are sensitive to growth. Elimination of the Business Occupancy Tax is an important step on the road to a more competitive business environment.

#### **5. Residential Taxation**

Residential taxation is one of the most controversial and critical areas a municipality has to deal with. At the heart of residential taxation is the “market value” appraisal system. Under this system households pay property tax based upon the market value of their property. Market value is widely recognized as the most technically correct basis for property taxation and there is every reason to believe that Nova Scotia’s market value system provides reasonable estimates of property values. The issue for municipalities, however, is whether market value is the proper or only basis for taxation to encourage sustainable growth, allocate costs appropriately, create a truly competitive taxation environment and respect individual ability to pay.

The difficulties of market value taxation are not solely limited to HRM or to Nova Scotia. As it grows, however, the challenges have become more severe within HRM. The uneven distribution of market growth has made it increasingly difficult to establish budgets and tax rates which are understandable and fair to residents. Nearly 8% of HRM dwellings are located on waterfront properties which have experienced significant market value increases in recent years. On the Halifax peninsula the proximity to downtown combined with its natural boundaries, has caused values to rise sharply irrespective of municipal services, costs or ability to pay. While these properties experience market increases, other neighbourhoods see only moderate increases or declines. It is this smattering of market increases far beyond the average and with no direct relationship to municipal services, which makes setting a tax rate that fairly distributes costs to residents impossible.

As noted, the other aspect of property taxation is the levying of the rate. HRM has the authority to levy an urban, suburban and rural tax rate and to levy area rates. This provides HRM with geographic flexibility. However, efficient forms of land use cannot be taxed at preferential rates nor can development of brownfield or greenfield sites. High density developments must be taxed at the same rate as their neighbours even though the cost of providing identical services may be much lower. As such, the tax system appears to penalize efficient low-cost forms of development and discourage opportunities for smart growth while inadvertently encouraging inefficient development patterns. The result has been a trend toward forms of development which do not take into account the relative costs of service delivery. Residents then face delays in the provision of adequate services and affordability issues.

The present HRM tax structure makes it difficult to achieve an efficient distribution of services. Communities wishing to acquire better transportation or infrastructure are often required to pay a significant portion of the investment and operating costs directly, even though the benefits of such services may be widespread across the municipality. As a disproportionate share of tax revenues are levied on commercial establishments, such investments often tend to occur when a high commercial tax base co-exists with such needs. For the Regional MPS to become truly effective a

means must be found to share the costs of municipal services across all of those who truly benefit without unduly encouraging inefficient growth patterns.

In addition to property tax, a wide variety of other forms of tax are available to HRM. These include various charges and fees, local improvement charges and infrastructure fees. The most significant of these are the Deed Transfer Tax and the Capital Cost Charge (CCC). HRM's revenue base and tax structure must at a minimum not work contrary to the Regional MPS. Over time our taxation and financial policies must encourage sustainable growth so as to create a consistent foundation which supports the Regional MPS outcomes.

#### **6. Community Expectations**

Lastly, community expectations form a major factor for any long term financial plan to succeed. If citizens cannot be provided with enough long term information such that they can reasonably understand what services and costs they will face under specific housing choices, then a strong sense of entitlement will prevail even though this may be at odds with the stated intentions of the Regional MPS.

F-1 HRM shall create a Finance Functional Plan to address issues concerning:

1. Revenue Strategy:
  - (i) Property Taxation (Residential & Commercial)
  - (ii) Other forms of Taxation & Charges
  - (ii) Broad Fiscal Policies
2. Financial Impacts and assumptions of the Regional MPS.

### **11.1 HRM'S REVENUE STRATEGY**

To support the Regional MPS and the need for a predictable appropriate revenue stream to support municipal services now and in the future, HRM has embarked on a review of its revenue and fiscal strategies. There are three main elements to this Revenue Strategy. The first relates to Property Taxation and broad forms of taxation, the second to other, more specific forms of taxation and charges, and the third to broad fiscal issues including the management of debt,

reserves and capital. Collectively this strategy is designed to ensure that HRM's fiscal strategies and processes support and encourage the outcomes of Regional MPS.

#### **11.1.1 Property Taxation (Residential and Commercial)**

In no other level of government are taxation and service so linked as they are in municipal government. Taxes are viewed as being directly linked to services the municipality provides to residents. With the ever fluctuating assessment base, there is a legal requirement and an expectation that a property tax rate will be set each year. Interestingly this is unlike expectations around income or sales taxes.

In this area there are a number of critical imperatives that need to be accomplished. As approved in the 2005-2006 Budget, HRM is embarking on a review of property taxation. As part of the 2005/06 budget, Council approved the institution of a one-time tax credit for dwelling units with higher than average assessment growth. This is not a long term reform measure but simply a means to take the pressure off those residents with higher than average assessment increases. For future years and the longer term HRM must examine its reliance on the market based property tax. To the extent that HRM relies on property or other tax, it is critical to ensure that the system be sensitive to the growth policies within the Regional MPS. Therefore:

Through its Functional Plan HRM shall:

1. Research, analyze and recommend tax reforms (including possible legislative changes) that reflect an appropriate balance between market based property taxation and other charges, and that: (1) is rational and transparent respecting services available to the community, now and in the future, and taxes paid (2) ensures a competitive local government taxation environment (3) considers the relationship between tax burden and the ability to pay;
2. Ensure that any tax system reforms include appropriate levels of taxation to encourage efficient forms of development and consider incentives for brownfield development and does not encourage the additional development of inefficient patterns of development;
3. Ensure the tax system provides stable, appropriate revenue streams to allow for the long term growth of the municipality. These should recognize and encourage the demographic and economic growth within HRM;

4. Research the commercial tax burden including (1) appropriate benchmarks to other jurisdictions, (2) its relationship to the cost and mix of services provided, and (3) the impact of that burden on economic growth and development and provide Council with any appropriate recommendations; and
5. Research the Deed Transfer Tax and its relationship to economic growth and provide Council with any appropriate recommendations.

### **11.1.2 Other Forms of Taxation and Charges**

While property taxation is currently the most powerful tool available to HRM, other taxes and charges have extremely significant impacts upon the delivery of critical infrastructure and hence, the development of efficient settlement patterns. The provision of water service is a regulated service performed at arms length through a utility, however sewer service remains an unregulated service very closely linked to the provision of water. The funding of HRM's sewer services is dependent upon a variety of taxes and fees. In order to support Regional MPS outcomes, these charges and fees must be examined to ensure they encourage long-term sustainable growth in the municipality. Such fees and charges under HRM by-laws such as the Trunk Sewer Charge, Sewer Development Charge, Local Improvement Charges, Pollution Control Charge and the Capital Cost Contribution (CCC) all contribute to the development and operation of the sewer system. (CCC must also be examined to determine the balance of services included in the charges, for example with transit). These charges all interact to allow for the funding of the various sewer components. Therefore:

Through The Finance Functional Plan HRM shall:

1. Investigate and identify ways to integrate the funding of water and sewer services so as to ensure the most efficient development and use of that infrastructure;
2. Review and update the various sewer taxes, fees and charges under HRM by-laws to ensure they encourage the development patterns and infrastructure investments being proposed under the Regional MPS; and
3. Research and assess the impact on housing affordability of charges levied on lot development and home sales and purchases.

### 11.1.3 Broad Fiscal Policies

If planned services drive taxation and revenue policies, then those revenue policies cannot be reviewed in isolation of the underlying fiscal issues and processes. HRM has specific policies and strategies that relate to fiscal management, debt, reserves and budgeting. These need to be reviewed to ensure they function in a growth environment and are consistent with the Regional MPS. In addition, HRM needs to aggressively seek out new sources of Federal, Provincial and other cost-shared funding.

Current debt policies restrict the issuance of debt to 80% of the principal being re-paid in a year. The underlying assumption is that as debt declines, financial capacity currently allocated to interest costs can be used to provide broad fiscal capacity. The current policy has seen continuous steady declines in debt. However, a long-term focus on debt and its relationship to growth has not been established. For instance, it may be in HRM's long term interest to match the change in debt to the growth in the municipality, hence allowing for the more rapid development of the infrastructure that services its growth. More broadly, there are no long term targets for debt levels or provisions as to how to use that capacity.

Through The Finance Functional Plan HRM shall:

1. HRM shall establish a 25 year debt plan with debt targets; and
2. HRM shall investigate the relationship of debt to growth to ensure both the most efficient allocation of resources and that stable patterns of growth are supported.

Reserve adequacy is of critical importance for HRM in managing infrastructure demands against fiscal health. It is clear that while reserve contributions have increased considerably in the past 8 years, they remain insufficient to either sustain HRM's infrastructure and operations or to allow for the infrastructure needs of growth. Due to lack of available capacity, some necessary reserves are either underfunded or have yet to be established.

Through The Functional Plan HRM shall:

- a) establish a Reserve Framework that provides a rational structure for the development of reserves and their sensitivity to various drivers such as growth or economic change;

- b) establish each reserve recommended under the Reserve Framework, even where funding is not immediately available. It should also provide regular estimates of the funding and balance targeted for each of its reserves and the resulting “Reserve Gap”; and
- c) investigate linking reserve allocations to changes in growth and other factors.

Capital Planning within HRM has progressed rapidly within the last three years. HRM now uses a three year capital plan and provides allowances for the eventual operating costs of new assets. In addition, HRM is developing long-term estimates of the funding required to maintain its existing assets and the investments required to provide services for the growth HRM is expected to see over the life of the plan.

It is imperative that HRM create a long-term capital plan so that it can begin to make provisions today for investments that will be required in the future. The Regional MPS provides a way forward which moves HRM away from an unsustainable future. For instance, in order to achieve the community, economic and financial benefits of the plan, infrastructure investments are required which place greater emphasis on public transportation. The creation of a full long-term capital plan will require considerable revisions to the current systems of budget and business planning. Before HRM can balance the long-term funding that will be available to the long-term demands, it needs to fully understand that environment. Part of this environment are changes requiring local governments to follow Public Sector Accounting Board (PSAB) standards as the basis for accounting rather than the existing Municipal Accounting and Reporting Manual for Nova Scotia municipalities. These rules will influence the accounting and management of HRM’s resources. Therefore,

Through the Finance Functional Plan HRM shall:

1. Create a long-term 25 year Forecast of Demand that allows HRM to investigate and model various funding options and strategies for both capital and operating. This will include estimates of Capital demand, related operational requirements and estimated available funding, both operational and capital and will detail funding gaps which exist;
2. Completion of the State of the Physical Assets project. This information is an important element of any long-term asset recapitalization plan;

3. Create a long-term 25 year Capital and Operational Plan that is based on the Forecast of Demand and Regional MPS growth scenarios with required funding plans. This will require substantial revision to budgeting and planning systems and may require an extensive planning period to complete;
4. Implement the required Public Sector Accounting Board standards; and
5. Ensure that HRM advances the economic and financial benefits of the Regional MPS to others levels of governments and seeks to secure improved partnerships and funding arrangements.

## **11.2 THE FINANCIAL IMPACT AND IMPLEMENTATION OF THE REGIONAL MPS**

The Regional MPS offers a tremendous opportunity to save on future municipal costs. It does this in two chief ways. First, by its very nature a planned situation allows costs to be controlled better. The HRM will be able to anticipate what infrastructure is required and when. This allows it to respond to expected events in advance, rather than scramble to react. For instance, future recreation, fire and other facilities can be located where they serve expected major population nodes. Road and transit service can be constructed to serve anticipated development. Advance planning allows it to acquire strategic parcels of land while they are still available and permits construction projects to take place in an orderly cycle. Necessary reserve balances can be built up in advance and public expectations can be better managed. By encouraging the right density in proposed developments and reducing the dispersion of and distance between communities, the costs of scattering developments across the region can be reduced. But also, more things become possible: transit becomes more feasible, mixed use developments bring private services closer to residents and open spaces become “connected”, creating more walkable, complete communities. By focusing growth on key areas (District Centres, Local Centres and Rural Commuter Centres) services can be provided more quickly across HRM, including rural and suburban areas.

The cost to provide the Regional’s growth related services over the next 25 years will total \$1.7 Billion, \$250 million less than under the expected Base Case. This benefit will be shared amongst HRM, other government levels and private property owners. On an annual basis it means that the pressure for HRM to spend more money just to maintain the same level of service will be reduced. It also means that HRM will be able to provide more and different types of services, more affordably. For instance, transit service is being planned for all centre types: Regional, District, Local and Rural Commuter Centres.



### **11.2.1 Water and Sewer Service**

The Regional MPS proposes to develop new suburban growth centres in a more strategic way that provides a serviced urban/suburban area with 20 years of growth potential. The Regional MPS focuses suburban growth in existing communities and two new growth centres – Morris-Russell Lake and Bedford West rather than ten or more potential greenfield sites. As well, it is anticipated that the additional 12,500 households on piped water/sewer services (in the Plan) would save on average about \$750/ year on maintenance and repair of their on-site systems. The costs of the water and sewer systems (including potential remediation) are expected to decline by over \$70 million over the next 25 years with the benefits and costs shared between HRM, the Halifax Regional Water Commission and private property owners with septic and well systems.

### **11.2.2 Transportation Services**

The Base Case scenario would propose to temporarily remedy traffic congestion through new road expansion projects estimated at nearly \$200 million. The Regional MPS policy integrates land use and transportation planning to provide greater transportation options to HRM residents and visitors, improve the commuting experience and allow for road building and improvements. The proposed balance of transportation capital projects – roughly half on roads and half on transit – would total over \$150 million. This will save \$75 million in major capital costs over the life of the Regional MPS. In total, reconfiguring growth and changing the current mix of transportation spending will save nearly \$165 million over the life of the Regional MPS. It will also provide better service. Rather than expanding costly road networks, new transit solutions can be applied to the needs of citizens.

### **11.2.3 Fire Protection**

The predictability of the future settlement patterns will allow fire services to better plan the location of rural stations when they are (re)built, thus improving response and reducing costs. Approximately \$4 million in combined capital and operating costs can be saved through the Regional MPS.

### **11.2.4 Park Land & Wilderness Protection**

The Regional MPS emphasizes protection of wilderness assets and increased recreation opportunities and connected open space. In the Regional MPS, an additional \$4 million dollars

(over the Base Case) may be required to allow for the development of new regional parks, wilderness corridors and urban/suburban trails. And because communities develop in a more compact manner, more land is left in its natural state.

#### **11.2.5 The Transition to a Planned Environment**

While cost pressures are reduced across all sectors, there are a number of timing issues that must be dealt with. For instance, water and sewer costs are expected to decline by over \$70 million over the life of the plan. During the first ten years of the Plan, however, it is expected that there will be a considerable up-front investment into water and sewer infrastructure. HRM has a variety of tools available for this investment including the Capital Cost Contribution (CCC), Local Improvement Charges (LIC), the CCC and other sewer related fees. The planning for this investment and the exact tools involved is a major thrust of HRM's Revenue Strategy

In Years 10 to 15 of the Plan, substantial investments are required in the transit system in order to achieve the savings that will come from reduced road construction. While more debate and research is required before final recommendations can be made to Council, there are a number of options that might be explored in full or in combination to ensure that this investment occurs. These include

- a) re-priorizing the capital plan to include higher transit investment,
- b) extending the Capital Cost Contribution (CCC) to transit infrastructure including the introduction of new transit lines as envisioned by the Regional MPS,
- c) allocating federal fuel transfers to transit. (HRM is expected to receive \$70 million over five years and has allocated only \$24 million), and,
- d) using future operating capacity freed up due to declining interest costs. This capacity is being created due to HRM's declining debt.

The challenges in making the transition from an uncontrolled and somewhat unplanned environment are significant but can be overcome. The Regional MPS provides a framework for the delivery of services that is financially sustainable and achievable. The Revenue Strategy now underway within HRM provides extra confidence that future growth can be properly managed and the goals and objectives of the Regional MPS can be accomplished.

Changing the trend in existing settlement patterns within HRM requires a lot of forethought. However, there are significant financial and service benefits to doing so. As development has spread out it has placed greater and greater financial pressure on the municipality. Likewise, it has

become operationally difficult to provide services efficiently in many areas. While it is difficult to anticipate the financial impact of unplanned development, the Regional MPS should be able to reduce cost pressure by \$250 million over the life of the Plan.

The impact of a future with unplanned growth is ultimately not financial, it is a service impact. The Regional MPS is not a tool to save money. The Regional MPS is a means of creating the communities all across HRM that residents want, with the services they require, at a cost they can afford. By planning for a mix of different settlement patterns all across HRM, the Regional MPS has created a map for the future that provides not only financial stability but that also matches municipal service expansion to new growth areas.

## Appendix A: Goals and Performance Measures

<b>HRM is a desirable and attractive place to play and learn</b>	
<b>Recommended HSVC Goals</b>	<b>Sample Performance Measures<sup>1</sup></b>
Protect and promote HRM's Culture and Heritage	<ul style="list-style-type: none"> <li>Registered heritage properties and districts</li> <li>Restored heritage buildings</li> </ul>
Support leisure and life long learning	<ul style="list-style-type: none"> <li>Age of library collection</li> <li>benchmark comparison with external standards and comparable library systems</li> <li># complaints received regarding quantity and quality of collections, facilities, programs and services</li> <li># of volumes added per year</li> <li>per library usage capita rate</li> <li>ratings in HRM residents survey</li> <li>conveniently located/accessible community library branches</li> </ul>
Promote healthy, active lifestyles	<ul style="list-style-type: none"> <li>Participation in HRM recreation programs</li> <li>Recreation programs and registration per capita</li> </ul>
Celebrate HRM's diversity, community character and pride of place	<ul style="list-style-type: none"> <li>Festivals and events supported by HRM</li> <li>Library collection, programs and services reflecting community diversity and demographics</li> <li>Total net migration</li> </ul>
Promote HRM as a centre for the Arts	
Provide useable public open-space in all communities	<ul style="list-style-type: none"> <li>Hectares projected as open space</li> </ul>

---

<sup>1</sup> Recommendation of performance measures for this outcome pending development of HRM Cultural Policy

## People and goods can move easily throughout the Municipality

Recommended HSVC Goals	Sample Performance Measures
Ease and Safety of Travel	<ul style="list-style-type: none"> <li>• % of citizens completely or mostly satisfied with average commute time to work</li> <li>• % of citizens completely or mostly satisfied with ease of travel throughout HRM</li> <li>• Average commute time by car</li> <li>• Average commute time by transit</li> <li>• Collision rates - all</li> <li>• Sidewalk snow and ice violations/complaints</li> <li>• Surface Distress Index (SDI) rating of streets and sidewalks</li> </ul>
Transportation Choice	<ul style="list-style-type: none"> <li>• % residents within 1 km of higher order transit route (including ferries)</li> <li>• % residents within 500 metres of local transit route</li> <li>• Number of park and ride spaces and rate of utilization</li> <li>• Trails (kms)</li> <li>• Designated bicycle routes (kms)</li> <li>• % of street with sidewalks</li> <li>• Availability of taxis and accessible taxis</li> </ul>
Fiscally and environmentally sustainable transportation options	<ul style="list-style-type: none"> <li>• Average number of occupants/(private) vehicle</li> <li>• Modal split (between cars, transit, cycling and walking)</li> <li>• % of operating and capital cost of transportation network paid for by user</li> <li>• Transit ridership</li> </ul>
Integrated planning and operation of all transportation modes within HRM	<ul style="list-style-type: none"> <li>• Establishment of Capital Transportation Authority</li> </ul>
Efficient movement of Freight	<ul style="list-style-type: none"> <li>• Timely movement of freight from ports</li> <li>• Risk of hazardous spills</li> <li>• # of complaints about truck traffic</li> </ul>

Clean and Healthy Environment	
Recommended HSVC Goals	Sample Performance Measures
Clean water	<u>Drinking Water</u> <ul style="list-style-type: none"> <li>• Drinking Water Quality</li> <li>• Drinking Water Safety</li> <li>• Water distribution system efficiency</li> <li>• Water Stewardship</li> <li>• Citizen perception of water quality</li> </ul> <u>Rivers, Lakes and Harbour Water</u> <ul style="list-style-type: none"> <li>• Harbour Bacteria Count</li> <li>• Beach Closures - Number of Days on Selected Lakes</li> </ul>
Clean air	<ul style="list-style-type: none"> <li>• Air Quality Index (5-6 major air quality indicators)</li> <li>• Small Particulate Matter</li> <li>• Greenhouse Gas Emission Reduction Corporate Buildings/ Public Transit</li> <li>• Urban Forest Canopy Cover</li> </ul>
Clean land	<ul style="list-style-type: none"> <li>• Waste Diversion Rates</li> <li>• Types &amp; Numbers of Sewage Treatment/ Pumping Stations</li> <li>• Impervious surface</li> <li>• Topsoil sustainability</li> </ul>
Preservation of inter-connected open space and environmentally significant areas	<ul style="list-style-type: none"> <li>• Acres of environmental significant areas protected</li> <li>• Open Space Per Capita</li> <li>• Sq Kms of connected open space</li> <li>• Hectares of wetlands consumed</li> </ul>
Sustainable use of natural resources	<ul style="list-style-type: none"> <li>• Water consumption/capita</li> <li>• Acres of forestry land</li> <li>• Acres of agricultural land</li> <li>• Energy Consumption per sq.ft. of HRM Buildings</li> <li>• Energy Consumption Street Lights</li> <li>• Corporate and Community Sustainability Initiatives</li> </ul>

<b>Create a Climate that Promotes Economic Growth</b>	
<b>Recommended HSVC Goals</b>	<b>Sample Performance Measures</b>
Sufficient land supply to promote economic growth	<ul style="list-style-type: none"> <li>• Acres of serviced business park land sold and developed</li> <li>• Acres of commercial land</li> <li>• Smart business survey results</li> </ul>
Streamlined municipal regulation and taxation	<ul style="list-style-type: none"> <li>• Competitive commercial tax rate (i.e. compare to other municipalities)</li> <li>• # days to get permits and approvals</li> <li>• Smart business survey results</li> </ul>
Attraction of New Businesses, Retention and Growth of Existing Businesses	<ul style="list-style-type: none"> <li>• % employment growth</li> <li>• % Commercial assessment increase</li> <li>• Value of commercial building permits</li> <li>• # of Businesses (% growth)</li> <li>• Commercial vacancy rate</li> <li>• Smart business survey results</li> </ul>
Maximize the economic and social benefits of the Capital District	<ul style="list-style-type: none"> <li>• % employment growth in Capital District</li> <li>• Qualitative</li> </ul>
Reinforce and promote HRM as a regional and national economic and cultural centre	<ul style="list-style-type: none"> <li>• Tourism revenue</li> <li>• % vacancy Metro Centre</li> <li>• Qualitative</li> </ul>
Reinforce the economic and social function of Halifax Harbour	<ul style="list-style-type: none"> <li>• Hectares of land allocated for harbour/marine use</li> <li>• Cruise ship revenue</li> <li>• Port revenue</li> <li>• Events on the harbour</li> <li>• Public Access</li> </ul>

<b>Development is Appropriately Planned and Fiscally Sustainable</b>	
<b>Recommended HSVC Goals</b>	<b>Sample Performance Measures</b>
Compact development and efficient land use	<ul style="list-style-type: none"> <li>• Acres of residential land consumption per capita</li> <li>• Population added within existing service areas</li> <li>• Average units per acre per settlement area</li> </ul>
Excellence in urban design	<ul style="list-style-type: none"> <li>• Urban design plan and guidelines established through community involvement</li> <li>• Increase public satisfaction with urban design</li> </ul>
Housing choice	<ul style="list-style-type: none"> <li>• # units constructed (single/multi) compared with market projections</li> <li>• # units constructed and rented at subsidized rate</li> </ul>
Predictable and fair land use regulation	<ul style="list-style-type: none"> <li>• Length of time for processing applications (permits, subdivisions and planning)</li> <li>• Reduced # of planning appeals</li> <li>• Reduced # of community planning documents</li> </ul>
Mixed use, walkable communities	<ul style="list-style-type: none"> <li>• Distance from individual units to necessities of everyday living (transit, local services)</li> <li>• Transit Ridership</li> <li>• # people walking to work</li> </ul>
Cost effective services that promote economic efficiency and sustainability	<ul style="list-style-type: none"> <li>• Capital Capacity Gap</li> <li>• Cost of Servicing per household</li> </ul>



## **Appendix B**

### **Selected Opportunity Sites in the Regional Centre**

This list and the accompanying map show some sites within the Regional Centre which are vacant or have potential for redevelopment. While these sites are not necessarily presently available for development, the list is presented for illustrative purposes only to indicate the type of properties that might be developed under different circumstances. Usually the amount of land that is available at any one time is always changing as parcels are developed and others become available. Not included are vacant parcels under 2000 square metres, those which are in the process of being developed and others which might be available for development but have not been identified by Regional Planning staff.

#### **Part A Sites along major transportation corridors, outside the Capital District or established neighbourhoods.**

##### **PID number    Location**

00039958	198 Wyse Rd, Dartmouth
00039982	200 Wyse Rd, Dartmouth
00039990	224 Wyse Rd, Dartmouth
00040006	228 Wyse Rd, Dartmouth
00063693	Shannon Park, Dartmouth
00070136	230 Wyse Rd, Dartmouth
00081661	219 Wyse Rd, Dartmouth
00153106	Corner, Young & Windsor Sts, Halifax
00162891	6030 Pepperell St, Halifax
00240200	163 Pleasant St, Dartmouth
40173668	5 Horizon Crt, Dartmouth
40414047	40 Highfield Park Dr, Dartmouth
40430191	60 Highfield Park Dr, Dartmouth
40549859	70 Highfield Park Dr, Dartmouth
40559882	30 Highfield Park Dr, Dartmouth
40721888	2854 Robie St, Halifax
40724270	2419 Robie St, Halifax
40924326	CNR Maintenance Yards, Halifax
41035924	6192 Young St, Halifax

## **Part B Sites within established neighbourhoods**

### **PID number    Location**

00036160	72 Primrose St, Dartmouth
00063370	43 Parkstone Rd, Dartmouth
00103762	5280 Green St, Halifax
00142489	966 Mitchell St, Halifax
40414104	20 True North Cres, Dartmouth
40414179	80 True North Cres, Dartmouth
40414203	34 True North Cres, Dartmouth
41050956	2669 Gladstone St., Halifax

## **Part C Sites within the Capital District**

### **PID number    Location**

00002063	Cogswell St, Halifax
00002071	Cogswell St, Halifax
00002089	Cogswell St, Halifax
00044248	27 Faulkner St, Dartmouth
00045823	95 Wyse Rd, Dartmouth
00077099	1335 Queen St, Halifax
00077438	1462 Queen St, Halifax
00077875	5515 Clyde St, Halifax
00082651	118 Wyse Rd, Dartmouth
00083071	71 Shore Rd, Dartmouth
00083683	27 Alderney Dr, Dartmouth
00108308	28 Queen St, Dartmouth
00109207	101 King St, Dartmouth
00114306	16 Canal St, Dartmouth
00114330	42 Canal St, Dartmouth
00127985	2445 Brunswick St, Halifax
00140228	Quinpool Rd, Halifax
00148437	2240 Barrington St, Halifax
00230953	Pine St, Dartmouth
40180127	19 Maitland St, Dartmouth
40497836	46 Portland St, Dartmouth
40718934	17 Maitland St, Dartmouth
40928541	Cogswell St Interchange
40937872	CNR, Dartmouth
40938268	CNR, Dartmouth
41068990	Gottingen St, Halifax

# **Appendix C: Transportation**

## **PART A: EXISTING TRANSPORTATION INFRASTRUCTURE**

Halifax Regional Municipality has a wide network of transportation links across the Region serving business, commuters and recreational users. This section provides an overview of the existing transportation infrastructure and the various modes of travel available to HRM residents, visitors and businesses.

### **ROADS**

Roads in HRM have been classified according to the level of traffic they are expected to carry, the level of access they provide to abutting lands, and their role in a street and road network. Design, construction and maintenance standards reflect the level of access they provide to abutting lands. For example, main roads carrying vehicle traffic to a major destination at high speed require much greater carrying capacities and access control than small local streets providing access to only a few properties. (See Map 8, Road Hierarchy Classification in HRM core area from Regional Transportation Strategy)[1]

#### **Arterial Roads and Expressways**

Four provincial, limited access, divided highways converge on the urban area of HRM: Highway 101 to the Annapolis Valley; Highway 102 to Northern Nova Scotia; Hwy 103 to the South Shore; Hwy 107 to the Eastern Shore; and Highway 118 from Dartmouth connecting to Hwy 102. These highways provide all-weather truck and car access to the rest of the province and Canada. As well, Hwy 111, the Circumferential Highway, serves traffic from the Mac Kay bridge around the central core of Dartmouth to Woodside.

A series of Provincial trunk highways also serves HRM, and generally parallel or extend the 100-series highways. These include Highway 1 (Bedford Highway) to Mt. Uniacke and the Annapolis Valley, Highway 2 (Rocky Lake Dr.) to Truro, Highway 3 (St. Margaret's Bay Road) along the South Shore and Highway 7 (Main St. in Dartmouth) to the Eastern Shore. Within the urban/suburban areas, several streets are designated as arterials, including Quinpool Rd., Portland Street, and Cole Harbour Rd.

#### **Collector Roads**

This classification refers to streets and roads that feed traffic from local streets to main arterials.

Collector roads include most major streets in the urban/suburban areas of HRM such as Williams Lake Rd., Almon St., Caledonia Rd. and Cobequid Rd.

## **Rural roads**

In 1994, there were about 3300 km of local roads, of which 2600 were paved.[2]

## **Urban Streets**

HRM maintains 1539 kilometres of streets in the Region.[3]

## **Bridges**

Two bridges span Halifax Harbour - the A. Murray MacKay and the Angus L. Macdonald bridges. These are owned and managed by the Halifax Dartmouth Bridge Commission. The Commission, a quasi-governmental body, is self-supporting and recovers all of its operating and capital costs directly from bridge tolls. Bridges in other areas of HRM are maintained by the agency having jurisdiction over the roads connected to those bridges.

## **Cycling**

Under the Motor Vehicle Act, bicyclists can drive on any street and road except where specifically prohibited, including limited access highways. HRM has designated two routes exclusively for bicycle travel. These are the north side of the Macdonald Bridge, which is completely separated from other traffic, and a section of Brunswick street from Sackville to Cogswell St. in downtown Halifax, which is separated from vehicular traffic by painted lanes in both direction. In addition, cyclists use a number of multi-use recreation trails throughout HRM, including the Trans Canada Trail along Lake Banook and the Beechville, Lakeside, Timberlea Rail Trail.[4]

## **Community and Regional Trails**

Several community trails have been developed across HRM. These include the Trans Canada Trail, the Mainland North Linear Park Trail from Fairview to Wedgewood, and the Beechville, Lakeville, Timberlea Rail Trail. These and other trails are primarily used for recreation, but some serve as regular commuting trails for pedestrians and cyclists.

## **Road Capacity**

The Greenfield Areas Servicing Analysis prepared a traffic analysis for the main road entrances to the suburban and urban areas of HRM and identified those which are at or near capacity. While most main suburban arteries have additional capacity (with a few notable exceptions) most entrances to the Halifax Peninsula are within 80% of capacity at peak travel times. Roads of particular concern include Quinpool Rd. (at 98% capacity) Chebucto Rd. (100%), Windmill Rd. (96%), and Portland Street (97%). The two bridges across the Halifax Harbour are within 80% capacity.[5] When streets are at or near capacity, congestion results, creating delays in commuting and access problems for emergency vehicles. Alternatives to single occupant vehicles, such as public transit, car-pooling and cycling help reduce congestion.

- 
- [1] Interim Regional Transportation Strategy. Draft Dec. 7, 1999. Halifax Regional Municipality
- [2] Halifax Regional Municipality Metropolitan Area Transportation Plan Module 4 - Transportation Infrastructure Profile Plan. 1996. Porter Dillon Consulting Ltd.
- [3] HRM Annual Report. 2003.
- [4] Blueprint for a Bicycle Friendly HRM. December 2002. Halifax Regional Municipality Bicycle Plan
- [5] CBCL Ltd. 2004. Final Report. Greenfield Areas Analysis Report.

## **PART B: TRAFFIC PATTERNS**

Our current traffic patterns are based upon the philosophy in North America that urban transportation systems are separate entities from land use patterns and the needs of the residents. This idea not only ignores the needs of the region, but also is no longer seen as being financially, nor environmentally sustainable. The expansion of the road network, and the perception that it is free, has led to urban sprawl and a lack of foresight into the impacts that this type of development would have on the environment and the social fabric of our communities. For our cities to meet the needs of those who live and work in them, the transportation network must provide options to the residents. It has become obvious that these needs have not been met as we have continued to move people further out of the urban centers.

Employment is focused in only a few major areas in HRM, such as the Halifax peninsula and Burnside Business Park. As a result, much of the traffic is headed to these employment centers. There is limited number of access points to these areas, resulting in large numbers trying to get to only a few areas via limited routes. With dispersed residential neighbourhoods, often segregated from employment areas, many people must drive to work, usually alone, resulting in congestion and delays. Entering the peninsula is often an exercise in frustration as commuters often find themselves at a standstill at some point during their commute. Changes to modes of travel will help change our commuting patterns resulting in a more efficient network.

Halifax Regional Municipality is unique with regards to how the physical features impact the transportation system and ultimately the traffic patterns. A considerable amount of the employment base is located on the Halifax peninsula, which by its very nature is difficult to serve with extensive transportation networks. There are a limited number of accesses, and upon entering the peninsula, automobiles often travel on roads that, in many cities, would not be considered primary commuter corridors. In HRM, particularly on the peninsula and mainland, residential areas are transected by arterial roads, local roads are used as commuter routes by non-residents and collector roads carry traffic beyond the volumes they were designed for. In many cities, there have been conscientious efforts to ensure that traffic is carried on the roads that are

appropriate to the journey. HRM's current traffic patterns are based upon a traditional road hierarchy. The road network is described in detail further in this section.

## COMMUTING

### Modal Split

Modal Split refers to the proportion of commuters who use a particular type of transportation or mode to get to work. (See Table 1 Journey to work Trips) HRM has one of the highest proportions of people who walk to work of other major cities across Canada and nearly double the national average.[1] In the Urban Core walking makes up 41% of all trips to work. Public transit use, while not as high as other Canadian cities, accounts for 15% of all trips to work across HRM and 19% of all trips to work in the suburban areas of HRM. Most workers (81%) in HRM commute less than 15 km to work with an overall average of 6.3 km per trip. This amounts to nearly 2 million km of travel each day for commuting to work.[2]

*Table 1: % Journey to Work Trips by Subarea and Mode to all HRM Destinations*

Place of Residence (Origin)	Driver	Passenger	Public Transit	Walked	Bicycle	Other
Urban Core	44%	7%	15%	30%	3%	1%
Suburban	73%	11%	11%	4%	2%	0%
Rural	86%	11%	1%	1%	0%	1%
Commutershed West						
Rural	86%	10%	2%	2%	0%	1%
Commutershed East						
Rural	81%	11%	0%	5%	0%	1%
<b>HRM</b>	<b>68%</b>	<b>10%</b>	<b>10%</b>	<b>11%</b>	<b>1%</b>	<b>1%</b>

Source: Statistics Canada, 2001 Journey-to-Work Data, and HRM Planning Services

## **PART C: TRANSIT SYSTEM**

Metro Transit became part of HRM in 1996 as a consequence of amalgamation when the Metropolitan Authority was disbanded. Despite growth in employment and population, for years, ridership levels decreased. The conventional service was not attractive to most people. As well, traffic congestion has worsened and led to frustration for residents, businesses, visitors and so on. The public has stated that improvements to transit service, including improved frequency, new routes, more park and ride facilities and bus priority measures would make transit a more feasible alternative to the car. If the transit system can be as convenient as the car, then it would make it more attractive and ridership would increase.[1]

The bus network is the backbone of the transit system in HRM. There are three types of service currently available to HRM residents, visitors and businesses. The core and local routes are located in the urban service area and are fixed routes. The small community routes serve smaller communities and areas outside the urban service area where there is sufficient demand for either fixed route or on demand responsive services.

### **BUS ROUTES**

#### **Core Routes:**

The core routes are the backbone of the transit system in HRM. It is the primary service and operates on the arterial and major collector roads in the urban service area. These routes provide basic service to the residents within the service boundary, with the goal of providing transit service within 1 kilometre of 90% of citizens. These routes are, by necessity, fast, direct, and available to residents.

#### **Local Routes:**

The local routes are found in various communities in the urban area and are feeders to the core network. They usually connect communities to transit terminals or major activity centres (such as malls) where they can transfer to the core service. These routes bring transit service within 500 metres of local residents.

#### **Community Routes:**

These routes serve smaller communities and some rural centres outside of the urban service boundary. These are only found in areas where there is sufficient demand and population to justify the additional routes. Further details regarding rural and low density transit service follows.

## **Ferries**

The Dartmouth and Woodside ferries are able to accommodate wheelchairs and scooters. Access through the terminals has recently been improved through the installation of power doors. Future fast ferry services will also be wheelchair accessible.

## **Accessible Low Floor Bus Routes**

Designated Accessible Low Floor (ALF) bus services provide easier access for existing transit customers, and increased mobility for Metro's accessible community. Designated Accessible routes are indicated on bus stops, vehicles and schedules, and require that stops meet specified standards and that a certain number of Accessible Low Floor buses must be operating on those routes. These ALF buses have features including:

- no steps - entry and exit
- bus floor lowers to curb level
- entry access ramp for quick and safe wheelchair access
- wheelchair securement provisions for two chairs
- extra wide passenger doors

Most manual wheelchairs and some electric wheelchairs can be accommodated on ALFs. A wheelchair must be no wider than 30 inches and no longer than 48 inches. Scooters are currently not permitted on the buses due to safety regulations. Users must be able to board and disembark, deposit the fare; and manoeuvre into the wheelchair space independently. Bus drivers are responsible for properly restraining the wheelchair, using a tie-down system. Passengers who require assistance in boarding must be accompanied by a companion.

While ALF buses also operate on non-designated Metro Transit routes, this does not mean that the entire route is accessible, as all the bus stops may not offer suitable conditions for boarding and disembarking from the bus, and there is no guarantee there will be an ALF bus available to make your return trip. Metro Transit plans to introduce more designated ALF bus routes as resources enable acquisition of more low-floor buses and adaptation of more bus stops.

A trade-off in the adoption of ALF buses is a reduced seating capacity for regular passengers, leading to more reliance on standees or a need for more buses and drivers. Other options for increasing the regular seating capacity for ALF buses might include articulated or double-decker buses.



## **Access-A-Bus**

The Metro Transit Access-A-Bus service is a shared ride, door-to-door, "paratransit" system for persons who are unable to use the conventional, (Non Low Floor), transit system, due to a physical or cognitive disability and are declared eligible through a registration process. The Access-A-Bus service is meant to supplement the Metro Transit fixed route system.

There are several levels of eligibility for the Access-A-Bus Service. People may qualify for the Access-A-Bus service if they:

- require use of a wheelchair or scooter
- are unable to step up or down a specified height unassisted
- are unable to walk beyond a specified distance outside unassisted
- are legally blind, or
- are unable to utilize conventional transit due to a cognitive or physical disability.

Eligible Access-A-Bus riders must give prior notice before using the service, typically one or two days before travelling. The service is supported financially by HRM, and is available only within the Metro Transit service area.

---

## **Part D: Existing Management Structure for Transportation Network in HRM**

The existing Transportation Management system in HRM is described below:

- a) The water is primarily governed by the Coast Guard and the Queen's Harbour Master
- b) The Halifax Dartmouth Bridge Commission owns and operates both the Angus L. Macdonald and the A. Murray MacKay bridges as well as the approaches.
- c) The 100 series highways (including the rights of way) are owned and operated by the Province of Nova Scotia
- d) All major roads in the former Halifax County (outside the core service area) and all other roads built prior to amalgamation, including local subdivision streets.
- e) HRM is responsible for all roads (with the exception of the above) in HRM (core service areas), new roads outside of the core service area (built after 1996) and Metro Transit.

- f) HRM structure: Public Works and Transportation Department includes, Metro Transit, Traffic and Transportation, Streets and Road, Right of way, Ice and Snow removal, design and construction, and technical and underground services. REVISE

## **Jurisdiction**

Providing, regulating and maintaining transportation links comes under several jurisdictions in HRM. The federal government is responsible for overseeing operation of railroads, airlines and ports. The Province of Nova Scotia builds and maintains a network of provincial roads, including rural roads and arterial 100 series highways. HRM maintains streets in the urbanized areas and some roads in the rural areas (mainly subdivision streets). HRM also operates Metro Transit. Several quasi-government organizations and Crown Corporations are responsible for some aspects of the transportation system. For example the Halifax Dartmouth Bridge Commission owns and maintains the two bridges that span Halifax Harbour, the Halifax Port Authority manages port infrastructure in Halifax Harbour and the Halifax International Airport Authority manages the Halifax Airport.

Private companies are responsible for some transportation infrastructure. CN and the Windsor Hantsport Railway operate railroads; private bus companies operate intercity buses; private trucking firms haul all of the road freight; and some port facilities are privately owned, such as the container terminals at Fairview Cove and in the South end of Halifax. Some land owners, either individually or collectively own and maintain many of the private roads located throughout primarily rural HRM

## **TRANSPORTATION PROJECTS**

### **1. ROAD PROJECTS:**

**List A:** short term projects being budgeted for in the three year plan

**List B:** projects planned to be constructed with the horizon of the plan

**List C:** projects for which corridors must actively be reserved, although the timing of construction is uncertain or beyond the horizon of the plan.

### **ROAD CONSTRUCTION PROJECTS AND PRIORITIES**

#### **List A:**

- (1) Lacewood Drive - extend four lane width from Main Street to Joseph Howe Drive
- (2) Fairview Interchange Upgrade - upgrades recommended in the Bridge Capacity Study
- (3) Armdale Rotary Conversion and Chebucto Road Reversing Lane - conversion of rotary to modern roundabout and upgrading of Chebucto/Mumford intersection to permit a reversible centre lane on Chebucto Road
- (4) Burnside Drive/Commodore Drive Intersection - addition of intersection approach lanes
- (5) Mount Hope Interchange and Extension - connection from Highway 111 to Caldwell Road

#### **List B:**

- (1) Bayers Road - widening to five or six lanes between the CN tracks and Chebucto Road
- (2) Wright Avenue Extension - extend Wright Avenue from Burnside Drive to Highway 118

- (3) Hwy 107 Extension - connect Akerley Boulevard to the Glendale Interchange on Highway 102
- (4) Herring Cove widening - four lanes on Herring Cove Road between Old Sambro Road and the Armdale Rotary

**List C:**

- (1) Barrington Street 4-lane - between the bridges
- (2) Beaver Bank Bypass
- (3) Middle Sackville Collector
- (4) Highway 113
- (5) Highway 107 - Cherrybrook Bypass
- (6) MacKay Bridge Twinning and Connection to Bedford Highway

## **1. STUDIES**

### **Recently Completed:**

#### **Downtown Traffic Modelling**

- assessment of the traffic implications of reallocation of traffic lanes downtown which will help us to develop new street use strategies

#### **Rail Cut Study**

- determined cost/feasibility of integrating a truckway/busway into the CN rail cut

#### **Mt. Hope Ave Interchange Functional Plan**

- prepared/optimized a functional diamond interchange plan and determined a maximum traffic loading to aid in master planning the Morris/Russell Lake area

#### **Lacewood Connector Study**

- determined the best opportunity to provide a better connection between Lacewood Drive and the Fairview Interchange

#### **Active Transportation Plan**

- develop an integrated on and off road network for non-motorized modes of transportation

#### **TDM Plan**

-develop a program to encourage and educate HRM residents to use alternative modes of transportation (other than the SOV) and to explore methods of using the existing transportation network more efficiently.

#### **Commuter Trip Reduction Program**

-will develop a method of promoting alternative modes of transportation for large employers, including HRM staff

#### Parking Strategy

-part of the overall Transportation Functional Plan, this study will lead to an analysis of parking and how it will impact travel behaviour, impact business, retail and commercial sectors

#### **Ongoing:**

##### High Capacity Transit Study

- develop TOD recommendations and determine the best opportunities to provide high capacity transit on key commuter corridors

##### Trucking Options Study

- evaluation of the cost/benefit and risk of two solutions to removing truck traffic from downtown streets: truckway in CN rail cut and inland multimodal terminal

##### Bridge Capacity Study

- develop short term plan to maximize use of existing bridge lanes by enhancing capacity of feeder intersections and/or toll collection function

Although its being done mostly internally, you may want to include the High Speed Ferry Project.

### **3. OTHER CAPITAL PROJECTS**

Land acquisition for ferry and transit terminals and park and ride facilities

Construction of ferry and bus terminals and stations

Purchase of buses to improve service levels

Purchase of High Speed Ferries for expansion of service

Purchase of BRT buses for expansion of service

Purchase of “Express Buses” for new service provision (along 100 series highways - 103, 107 and 102)

Pedestrian overpass from Highfield Park to Burnside (Over Highway 111)

Bikeway Connector to Macdonald Bridge on Halifax side

## **Part E: Neighbourhood Short-Cutting Policy**

**September 9, 2004**

### **1. POLICY GOALS**

This policy has two primary goals:

- To reduce, insofar as practicable, the infiltration and use of residential neighbourhood streets by traffic without either its origin or destination in the neighbourhood.
- To promote the overall safety of the street system for all users.

### **2. INTRODUCTION**

This policy, represents the Halifax Regional Municipality's commitment to the safety and livability of residential neighbourhoods.

Traffic growth and increased concerns about the effects of traffic (collisions, congestion, energy consumption, air and noise pollution and the decline in neighbourhood spirit) are common trends in urban areas throughout the western world. These trends have prompted some planners to call for a departure from the traditional, automobile-oriented approach to urban planning that has resulted in many social, environmental and economic costs.

The 1994 Halifax Transportation Study found that there were concerns about the effects of traffic in Halifax and that current and potential problems exist with the infiltration of through traffic in urban neighbourhoods. The study predicted this problem would continue as pressures grow within the HRM road system for additional capacity. To address this problem of traffic infiltration in residential neighbourhoods, this policy sets out objectives, principles and procedures to be called the Neighbourhood Short-Cutting Policy.

Neighbourhood streets should be used primarily by traffic related to the neighbourhood. Furthermore, vehicles in a residential area should operate in a manner consistent with the mixed use of neighbourhood streets. Techniques used in some locations in short-cutting reduction and traffic calming include traffic control devices and geometric features as described in Appendix A.

By changing the characteristics of the local street system and traffic operations, a short-cutting reduction program can have a significant positive effect on the quality of life in residential neighbourhoods. Quality of life, or livability, may be characterized by the following:

- The ability of residents to feel safe and secure in their neighbourhood.
- The opportunity to interact socially with neighbours without distractions or threats.
- The ability to experience a sense of home and privacy.
- A sense of community and neighbourhood identity.
- A balanced relationship between the multiple uses and needs of a neighbourhood.

Traffic management plays a vital role in promoting these characteristics. The Neighbourhood Short-Cutting Policy recognizes that vehicular traffic is only one element of a neighbourhood and that other residential needs must be given careful consideration. Through the Neighbourhood Short-Cutting Policy, residents can evaluate the various requirements, benefits, and trade-offs of projects in their neighbourhood and become actively involved in the decision making process.

This policy deals primarily with existing local streets. This policy is also to be considered in the design phase of all new neighbourhoods as a way of preventing problems in the future.

### **3. OBJECTIVES**

The original overall objectives of this Neighbourhood Short-Cutting Policy stem from the former City of Halifax Municipal Development Plan (Section II, Item 9\* and Item 9.4 \*\*)

\* "The provision of a transportation network with special emphasis on public transportation and pedestrian safety and convenience which minimizes detrimental impacts on residential and business neighbourhoods, and which maximizes accessibility from home to work and to business and community facilities."

\*\* "The transportation system within residential neighbourhoods should favour pedestrian movement and discourage vehicular through traffic in both new and existing neighbourhoods."

- a.. The objectives of any Neighbourhood Short-Cutting Plan are to:
- b.. Improve safety and convenience for all users of the street;
- c.. Reduce the number and severity of collisions;

- d.. Reduce the volume (and/or speed) of motorized traffic;
- e.. Reduce the volume of traffic that has neither its origin or destination within a residential neighbourhood;
- f.. Minimize effects on adjacent or nearby local residential streets;
- g.. Reduce motor vehicle emissions;
- h.. Encourage full community participation in developing short-cutting reduction plans; and
- i.. Maximize community support for the plans.

#### **4. PRINCIPLES**

The following principles will act as guidelines in determining which local streets require application of the Neighbourhood Short-Cutting Policy:

Streets should generally serve traffic levels for which they were designed and intended. Generally speaking, residential area streets with frequent driveways, low speed urban alignments, high levels of pedestrian activity and serving a clearly residential environment should not serve as collector or arterial facilities.

Traffic volumes on local streets should be in keeping with the volume on similar streets in the same area. Ideally, local residential streets should carry a volume of less than 3000 vehicles per day.

Application of the Neighbourhood Short-Cutting Policy should also be considered on streets where there are safety concerns due to high peak hour volumes (particularly near schools), or where there is a large percentage of external traffic.

Potential project streets which through time have evolved into an important link in the area's roadway network, such that redistribution of traffic cannot reasonably be absorbed by the area's major roadway network, are not eligible for application of this Neighbourhood Short-Cutting Policy. Instead problems on such streets should be handled under the HRM Traffic Calming Policy. [As of April 1999 this policy has not yet been prepared.]

Neighbourhood Short-Cutting projects should be prioritized based on the preceding principles.

In developing solutions for short-cutting problems the following principles will act as a guidelines:

Measures against short-cutting should be planned and undertaken over an area bounded by collectors or arterial roads. (See Appendix B.)

Transit service access, safety or scheduling should not be significantly affected.

Emergency vehicle access or response times should not be significantly affected.

Reasonable vehicle access should be maintained. However, projects that contain physical barriers to limit through traffic may affect ease of accessibility for some residents.

As the result of a short-cutting reduction project there may be increases in traffic volumes on other adjacent local streets. The volume increases that are acceptable should be determined on a project-by-project basis by Staff using the "traffic diversion limit" as a guideline as shown in Appendix C.

If any project causes traffic to be diverted to another local street above acceptable limits, the affected street will also become a project street.

Measures to discourage short-cutting traffic must be in accordance with good traffic engineering practice.

## **5. ORGANIZATIONAL REQUIREMENTS**

### **TRAFFIC ENGINEERING**

Neighbourhood Short-Cutting studies will be undertaken by Staff with consultant support when required and possible.

## **6. IMPLEMENTATION PROCEDURE**

### **6.1 Project Request & Preliminary Review**

A neighbourhood short-cutting study may be requested by individual citizens, by neighbourhood associations, or by Regional Council. The requestor(s) will determine the level of agreement among residents that there is a problem they want to address by circulating a petition approved by the Traffic and Transportation Services Section. Signatures (one per address) representing a majority of the households and businesses on the candidate street are required.

Staff will gather information related to the request including volume, speed and collision data. If it is determined that, according to the principles of this policy, a problem exists, the process advances to the next step.

### **6.2 Initial Public Meeting**

A meeting is held to inform residents of the pending project area and nearby areas of the study, to describe the Neighbourhood Short-Cutting Policy, and to gather additional information about traffic problems and related neighbourhood needs.

Meeting notifications are mailed out to residents of the project area; that is, the project street, cross streets, the next parallel local street, and streets for which the project street is the sole link.



Also, written notification is sent to appropriate community publications, fire and police departments, local community organizations and, if the project street is a bus route, Metro Transit. Notification to all other parties will be given by a public meeting notice in all local daily newspapers.

At this meeting a request for volunteers will be made to form a Neighbourhood Traffic Committee consisting of a cross-section of residents from the project area. Also, a notification list will be started at this meeting for those who want to be informed directly of future meetings.

### **6.3 Plan Development, with First and Second Public Open House Meetings**

The Neighbourhood Traffic Committee, with the assistance of Staff and/or a consultant, develops a short-cutting reduction plan(s). Meetings of the Neighbourhood Traffic Committee will be open to the public, advertised in local newspapers, and allow for reasonable participation by spectators.

In the situation of a recognized hazardous condition on the project street(s), and the group being unable to reach a consensus on a plan(s), Staff will develop a plan based on the best technical action.

Public consultation and information is important to the success of any proposal, and to be open and fair to all citizens. Once the study has commenced, a First Public Open-House Meeting will be held to present data collected and opinions of the Neighbourhood Traffic Committee expressed to that time. Public comment received at this meeting will be taken into account in further work of the Committee.

Once possible alternative solutions are defined, a Second Public Open House Meeting will be held to show the possible solution ideas and to again solicit public opinion and comment. Following this Second Open House, a final proposal or proposals will be developed and detailed.

For the First and Second Open House Meetings, which are part of the plan development process, meeting notifications are mailed to the project area and to areas identified as possibly being affected by potential solutions, and to those on the notification list. A detailed information brochure and questionnaire should be included with the meeting notices distributed. Advertising in newspapers is also required.

### **6.4 Third Public Open-house Meeting**

Once the proposal or proposals are finalized a Third Public Open House Meeting is held to present the short-cutting reduction plan(s) developed and receive comment on the proposal or proposals. Notification for this meeting is the same as for the First and Second Public Open House Meetings, and includes those on the notification list. Detailed information may or may not be included with the notifications of the Third Open House Meeting.

If valid concerns are raised at this meeting that can only be addressed by significant modifications to the plan, the process may return to step 6.3.

### **6.5 Trial Installation Vote of Residents and Businesses on the Problem Street(s)**

If the proposed plan is one that can be implemented for a trial period, a mail-out/mail-back vote is prepared by Staff and circulated to households and businesses (one per household or business) on the project street and on adjacent local streets up to 60 metres from the project street. The purpose of the vote is to give the people living on the project street itself a voice in anything that is supposed to benefit them but with which they disagree. It also protects residents of the project street from an active minority on the street which does not adequately represent the views of all residents of the street.

If a minimum return rate of 50 percent is not achieved on the first ballot, a second ballot will be sent out after two weeks. Of the returned ballots, simple majority support is required for the plan to proceed to staff for consideration of a test.

### **6.6 Test Installation & Evaluation**

For projects that can be installed on a temporary basis, a trial will be implemented, usually for a minimum of 6 months, subject to the approval of the Traffic Authority and the Municipal Engineer.

During the trial period the measures implemented will be evaluated to ensure that they achieve the objectives of the neighbourhood short-cutting reduction plan, and in particular that volumes on nearby local residential streets do not exceed the allowable traffic diversion limit. Temporary measures to protect affected streets outside the project area can be installed immediately, with a formal Neighbourhood Short-Cutting Study to follow as soon as reasonably possible.

If the plan is judged ineffective, the process returns to step 6.3.

### **6.7 Permanent Installation Vote of Residents and Businesses on the Problem Street(s)**

Residents and businesses within the same area as the first vote for trial installation will be given the opportunity to vote on making permanent the short-cutting reduction plan by way of a mail-out/mail-back ballot. If the minimum return rate of 50 percent is not achieved on the first ballot, a second ballot will be sent out after 2 weeks. Of the returned ballots, simple majority support is required for the plan to proceed to Regional Council for consideration of permanent implementation. The purpose of the vote is to give the people living on the project street itself a say in anything that is supposed to benefit them but with which they disagree. It also protects residents of the project street from an active minority on the street which does not adequately represent the views of all residents of the street.

### **6.8 Regional Council Approval for Permanent Installation**

The Chief Administrative Officer, after receiving input from Staff and considering public comment, will make a recommendation to Council regarding permanent implementation of the neighbourhood short-cutting reduction plan. Notification for the Public Meeting of Council to consider the matter is the same as for the three Public Open-House Meetings. Detailed information will likely not be included with the notification of the Regional Council Public Meeting because it is expected that most or all interested parties have been included in the earlier notices and information distribution. The notification will include a list of the proposed measures.

## **6.9 Schedule**

It is the policy of Halifax Regional Municipality that neighbourhood short-cutting problems be dealt with in a timely manner, subject to availability of Staff and resources for consultant assistance. Under normal circumstances it is expected that the study process from initiation of the study to trial installation will take about 18 to 24 months.

## **7. CONCLUSIONS**

Short-cutting reduction has been an accepted practice in European cities for many years and more recently has gained acceptance in Canadian and US cities. This policy draws from the large body of knowledge on neighbourhood short-cutting reduction and traffic calming policies, and the procedures and experiences of some of these cities.

The implementation procedure described in this policy relies on neighbourhood cooperation to be effective. Such neighbourhood cooperation was demonstrated when solutions were sought to prevent traffic infiltration into the Quinpool, Robie, Cobourg and Oxford neighbourhood from the Quinpool Centre. This type of cooperation is not always present and in such cases, Regional Council, with the advice of Staff, should exercise their responsibility to govern and approve measures where they are deemed necessary.

In many cases neighbourhood infiltration can be reduced by relieving congestion or by increasing capacity on surrounding arterials. However, such strategies will not always work, particularly when the infiltration route is a good short-cut or is a route around traffic control devices. In such situations the cause of the infiltration problem should be recognized and dealt with directly.

## **Appendix D: Existing Municipal Planning Strategies**

### **Urban Plans**

Dartmouth Municipal Planning Strategy

Downtown Dartmouth Secondary Planning Strategy

Halifax Municipal Planning Strategy

Bedford Highway Secondary Planning Strategy

Fairview Secondary Planning Strategy

Mainland South Secondary Planning Strategy

Peninsula Centre Secondary Planning Strategy

Peninsula North Secondary Planning Strategy

Quinpool Road Commercial Area Plan

Spring Garden Road Commercial Area Plan

South End Area Planning Strategy

### **Suburban Plans**

Eastern Passage/Cow Bay (EP/CB) Municipal Planning Strategy

Cole Harbour/Westphal (CH/W)Municipal Planning Strategy

Sackville Municipal Planning Strategy

Sackville Drive Secondary Planning Strategy

Bedford Municipal Planning Strategy

Timberlea/Lakeside/Beechville (T/L/B) Municipal Planning Strategy

### **Rural Commutershed Plans**

Lawrencetown Municipal Planning Strategy

Porters Lake and Lake Echo (PL/LE) (Planning Districts 8 and 9) Municipal Planning Strategy

Lake Major, North Preston, Lake Loon/Cherry Brook and East Preston (LM/NP/LL/CB/EP)  
Municipal Planning Strategy

Shubenacadie (Planning Districts 14 and 17) Municipal Planning Strategy

Beaver Bank, Hammonds Plains and Upper Sackville (BB/HP/US) Municipal Planning Strategy

St. Margaret's Bay (Planning Districts 1 and 3) Municipal Planning Strategy

Prospect (Planning District 4) Municipal Planning Strategy

Chebucto Peninsula (Planning District 5) Municipal Planning Strategy

### **Rural Plans**

Eastern Shore (East) Municipal Planning Strategy

Eastern Shore (West) Municipal Planning Strategy

Musquodoboit Valley- Dutch Settlement Area Municipal Planning Strategy

## Appendix E: Species at Risk in HRM (2004)

Species	National Status	Provincial Status
Piping Plover ( <i>Charadrius melodius</i> )	Endangered	Endangered
Roseate Tern ( <i>Sterna dougallii</i> )	Endangered	Endangered
Harlequin Duck ( <i>Charadrius melodius</i> )	Special Concern	Endangered
Ipswich Sparrow ( <i>Passerculus sandwichensis princeps</i> )	Special Concern	Endangered
Wood Turtle ( <i>Clemmys insculpta</i> )	Endangered	Vulnerable
Moose (Mainland Population) ( <i>Alces alces americana</i> )	not listed	Endangered
Boreal Felt Lichen ( <i>Erioderma pendiculata</i> )	Endangered	Endangered

### Definition of Species at Risk Categories

**Provincial Legal Status:** Species listed as at risk by the NS Species at Risk Working Group are approved by the responsible minister and are included on the list of species at risk in NS and are then protected under the provincial NS Endangered Species Act. Species at Risk Act. The NS 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 included on the Schedule 1 which means they are protected under the national Species at Risk Act (SARA). The COSEWIC status is assigned based on an assessment of biological factors and rigorous assessment criteria, followed by classification into categories based on level of risk.. Status categories are as follows: 1) Endangered - a species facing imminent extirpation or extinction; 2) Threatened - a species likely to become endangered if limiting factors are not reversed; 3) Special Concern - (formerly “vulnerable”) a species of special concern because of characteristics that make it particularly sensitive to human activities or natural events<sup>1</sup>.

---

<sup>1</sup> Nova Scotia Species At Risk, DNR, [online]  
[http://www.speciesatrisk.ca/municipalities/sar\\_ns.htm#assessment](http://www.speciesatrisk.ca/municipalities/sar_ns.htm#assessment) [available Oct. 19, 2004]

## Appendix F: Glossary

The following terms are intended to provide clarity to the Regional Municipal Planning Strategy (MPS). The definitions contained in the Regional Land Use Bylaw are to be used for administration of the Regional Planning Strategy.

**Active Transportation** - Human-powered, personal travel chosen as an option to motorized travel and includes walking, running, hiking, the use of wheelchair, cross-country skis, skateboard or canoe or kayak on water.

**Affordable Housing** - Living accommodations which are adequate (enough living space for the size of the household), acceptable (in good condition) and do not consume more than 30% of household income.

**Apartment** - A room or suite of rooms with kitchen facilities occupied or capable of being occupied as an independent and separate housekeeping establishment.

**Apartment Building** - A single building comprising three or more dwelling units but does not include townhouses.

**As Appropriate** - This term is used in the Regional MPS to allow flexibility in the approach used to successfully meet the objectives and implement the policies of the Regional MPS.

**Best Management Practices** - A systematic method of operation that a designated agency or government body determines to be the most effective, practical means of reducing pollution and/or the consumption of natural resources.

**Boarding Or Rooming House** - A dwelling in which the proprietor supplies either room or room and board, for monetary gain. Also known as Single Room Occupancy (SRO).

**Brownfield Site** - Properties which had contained industrial or commercial uses, which have been abandoned, or are underused and in decline. Brownfields are sometimes characterized by derelict buildings, contamination resulting from previous industrial uses, or undesirable activity occurring on or near the sites

**Buffer** - A separation distance intended to reduce the impact between two adjacent uses or a human activity and a natural feature. For example a riparian buffer, along a stream or river, would serve to protect the water course from damage caused by erosion or contamination from a building site.

**Business Parks and Industrial Parks** - A large, contiguous area purposely developed to contain only commercial or industrial uses. Generally, business parks contain retail, commercial, and office uses whereas industrial parks are dominated by both light and heavy manufacturing uses.

**Bus Rapid Transit (BRT)** - A public urban transportation system using busses to transport passengers quickly between major stops or stations.

**Capital Cost Charges (CCC's)** - Charges associated with new development to cover the related indirect cost of water systems, wastewater systems, storm water systems, streets, traffic signals, bus bays, and intersection improvements.

**Capital District** - The downtown commercial areas of both Halifax and Dartmouth (and their respective waterfronts), as well as the Gottingen Street, Spring Garden Road and Quinpool Road commercial areas.

**Capital Transportation Authority** - A government agency organized to manage transportation infrastructure throughout HRM, bringing together participants with an interest in transportation, such as the Provincial Dept of Transportation and Public Works, Metro Transit and the Halifax Dartmouth Bridge Commission.

**Carrying Capacity** - The number of individuals who can be supported in a given area within natural resource limits, and without degrading the natural social, cultural and economic environment for present and future generations.

**Centralized Services** - A system of pipes and related facilities leading to (for sewage) a common collection point or treatment facility, or coming from (for water) a common source and distribution network. Contrast with **shared septic systems** and **on-site septic systems**.

**Community Planning Strategy** - A secondary planning strategy, pursuant to the Municipal Government Act, which forms part of the Regional Municipal Planning Strategy (MPS). Community Planning Strategies include all municipal planning strategies that were in existence at the time of the adoption of the Regional MPS and will include future planning strategies adopted to guide and direct development in greater detail at the community level than can be dealt with under the Regional MPS.

**Comprehensive Development Designation (CDD)** - An area where specified new developments are subject to an agreement between the proponent and the Municipality before they can proceed.

**Crime Prevention Through Environmental Design (CPTED)** - A method of preventing crime by changing or managing the physical environment to produce behavioural effects that will reduce the incidence and fear of crime.

**Density** - A measure of the number of people or housing units occupying a given area of land. The measure reflects the general character of the housing types in a neighbourhood. **Low density** generally refers to a neighbourhood that would result from an area developed as one and two unit housing; **medium density** generally applies to townhouses or apartment buildings no



higher than 3 storeys; and **high density** generally refers to taller apartment buildings resulting in more people per hectare.

**Eco-system** - A biological community of interacting organisms and their physical environment.

**Environmental Impact Assessment (EIA)** - A legislated process to identify, analyze and evaluate the anticipated effects of development on those elements of the natural environment that are deemed to be environmentally sensitive and/or significant. The purpose of an EIA is to determine if a proposed development can proceed without irreparable damage to those areas that this plan sets out to protect.

**Environmentally Sensitive/Significant Area** - An area in which a biological or physical feature is highly susceptible to damage, or is rare, unique or important enough to warrant its protection.

**Fine Particulate Matter (PM)** - Airborne microscopic particles in the air created by air pollution such as burning fossil fuels and wood.

**Floodplains** - Low and flat lands adjacent to rivers, lakes and oceans subject to periodic flooding.

**Flood Risk Areas** - Areas where flooding is likely to occur.

**Floodway Fringe (1 in 100 Year)** - A Floodplain that is likely to flood on average once every 100 years.

**Floodway Zone (1 in 20 Year)** - A Floodplain that is likely to flood on average once every 20 years.

**Generalized Future Land Use Map (GFLUM)** - A map showing broad locations where different classes of land uses are intended to occur

**Geographical Information System (GIS)** - A method of electronically mapping, storing and retrieving data on parcels of land.

**Goal** - A statement that describes a general, desirable future end-state. Goals are used to guide planning, policies, programming, and land use.

**Greenhouse Gas (GHG)** - Any gas that traps reflected heat from the earth's surface and contributes to global warming. Water vapour (H<sub>2</sub>O), carbon dioxide (CO<sub>2</sub>) methane (CH<sub>4</sub>), nitrous oxide (N<sub>2</sub>O) and ozone (O<sub>3</sub>) are the primary greenhouse gases in the Earth's atmosphere.

**Greenhouse Gas (GHG) Emissions** -The act of releasing a **greenhouse gas** to the atmosphere from a source.

**Groundwater** - Water found below the surface of the land, either in soil or bedrock. Groundwater supplies dug or drilled wells.

**Habitat** - The land and water which supports the food supply and shelter of wild animals.

**Hazard Lands** - Areas requiring special management or regulations because of specific risks or characteristics, such as steep slopes subject to erosion, floodplains, wetlands, or watershed lands

**Heritage Advisory Committee** - A committee established by the Municipality to advise on existing or potential heritage property pursuant to the Heritage Property Act.

**Heritage Property Act** - Provincial legislation that provides for the identification, designation, preservation and protection of heritage property, including buildings, structures, streetscapes, areas and districts of historic, architectural or cultural value, in both urban and rural areas.

**High Capacity Transit** - High-speed and high-frequency transit service with a high-quality of passenger amenities.

**High Occupancy Vehicles (HOV)** - Vehicles that carry two or more persons, including the driver. An HOV includes a transit bus, vanpool, carpool, or any other vehicle that meets the minimum occupancy requirements.

**Home Occupation** - An accessory use of a dwelling for gainful employment.

**Housing Stock** - The total supply of dwellings available in a given area or community.

**Human Scale** - Refers to buildings to which pedestrians at street level can relate; in architectural terms this is a maximum two storey height.

**Implementation Strategy** - A list of prioritized steps to achieve the intent of all the policies and plans within a Regional Planning theme area, including indication of cost and time required to achieve the steps.

**Industrial Park** - See Business Park

**Intelligent Transportation Systems (ITS)** - A broad range of computer, electronics, advanced sensor, and communications technologies. When integrated into the transportation system infrastructure, these technologies help monitor and manage traffic flow, reduce congestion, and provide information to travellers.

**Low-rise building** - A building which is no more than 3 storeys high.

**Masterplan** - The result of a formal process to coordinate the long term development on a large area of land with land owners, community residents, and public agencies.

**Mixed-use Compact Community** - An area where mutually complimentary uses exist, usually within walking distance of each other (e.g. apartments above a store or residences near office space and employment opportunities).

**Modal Split** - The proportion of commuters who use a particular type of transportation or mode to get to work.

**Municipal Government Act (MGA)** - Provincial legislation that enables municipalities to govern.

**Natural Corridor** - Naturally vegetated or potentially re-vegetated lands that connect, link or border critical ecological attributes and functions and also provide ecological functions such as habitat, migration routes, hydrological flow, connections or buffering from adjacent impacts. These include such components as woodlands, waterbodies, watercourses, valley lands, riparian zones, and shorelines.

**Natural Open Spaces** - Lands with scenic and/or environmental features that are intended to be left primarily in an undisturbed and undeveloped state.

**Natural Resource** - Anything that is provided by nature to meet human needs, such as minerals, air, water, and trees.

**Neighbourhood** - A group of dwellings usually including other uses such as community centres and businesses which have similar characteristics and which can be identified as distinctive from other groups nearby. While the size of a neighbourhood varies, they are usually several blocks in area.

**Neighbourhood Planning Strategy** - A secondary planning strategy, pursuant to the Municipal Government Act, which forms part of the Regional Municipal Planning Strategy (MPS). Neighbourhood Planning Strategies include all secondary planning strategies that were in existence at the time of the adoption of the Regional MPS and will include future planning strategies adopted to guide and direct development in greater detail at the neighbourhood level than can be dealt with under the Community Planning Strategy.

**Nitrogen Oxides (Nox)** - Chemical compounds that are produced mostly by burning fossil fuels.

**Noise Exposure Forecast (NEF)** - A measure of the level of aircraft noise caused by airplane movements near an airport.

**Non-Market Housing** - Accommodations which are provided and managed by a government or non-profit agency, and generally made available at below the cost of similar housing provided by the private sector.

**Objective** - A statement of desired conditions. An objective provides the result or outcome of a goal.

**On-site Septic System** - A wastewater (sewage) treatment system that uses the natural ability of the soil on a building site to treat waste water from that building.

**Open Space** - primarily undeveloped and undisturbed areas of land.

**Opportunity Sites** - Vacant or under-used properties which could be redeveloped for a higher or more appropriate use.

**Overlay** - Refers to additional conditions or characteristics which can be mapped that are applied on top of those which apply to a parcel of land. An overlay zone usually relates to a different aspect of development than the underlying zone and sometimes covers more than one underlying zone.

**Park & Ride Lot** - A specially designated area where drivers park their cars and continue their trip on public transit or other organized transportation to their final destination.

**Pedestrian-Oriented Development** - Development designed to accommodate pedestrians by ensuring travel origins and destinations are within reasonable walking distance of each other, and where the design of the development encourages people to walk.

**Performance-based Zoning** - A regulatory climate in which the end results (the “performance”) are mandated rather than the means to achieve them.

**Policy** - A statement of intent that is designed to be legislated and enforceable.

**Principle** - A statement of philosophy regarding the various sectors of the regional plan, such as environment, transportation, settlement, and the economy. Principles guide **goals** and **objectives**.

**Public Transportation** - Transportation by bus, rail, or other conveyance, either publicly or privately owned, that provides to the public general or special service on a regular and continuing basis.

**Queue-jumping** - The ability of transit vehicles to get priority to move through areas of traffic congestion.

**Residential Infilling and Intensification** - The process of adding new dwellings to a **neighbourhood** by building on vacant lots, or redeveloping existing housing or other buildings.

**Resource Production** - The process of using a resource such as minerals, forests or agricultural land to create a product such as aggregate, lumber or crops

**Riparian** - Referring to any watercourse or body of water.

**Saltmarsh** - A community of organisms dominated by plants that are tolerant of wet, saline (salty) soils; generally found in low-lying coastal habitats which are periodically wet.

**Secondary Planning Strategy -**

**Secondary Unit** - Refers to the concept of adding an additional dwelling unit to an otherwise single-unit house. Secondary units are usually incorporated into the main house, such as a basement or third floor apartment.

**Service Area Boundary** - The limit of an area of HRM to which the municipality has committed to extend piped water and sewer lines. There are some 'water-serviced' areas that have piped water only.

**Serviced Development** - Lots or buildings that have a piped water supply and sewer.

**Shared Septic System** (or Cluster Systems) - A wastewater treatment system that combines wastewater from several adjacent buildings for treatment in a common land-based treatment system. Contrasted with centralized services, shared septic systems

**Single-occupancy vehicle (SOV)** - A motorized vehicle carrying only the driver.

**Sprawl** - Generally unplanned, scattered development characterized by low density, haphazard, and disorganized settlement patterns and by being inefficient to service.

**Stormwater Runoff** - Surface water collecting and draining on land immediately after a rainfall.

**Sustainable** - Using a resource so that the resource is not depleted or permanently damaged.

**Telecommuting** - Using telecommunications, such as telephone and internet, to work, shop or learn from home or other locations instead of at an organization's premises.

**Traffic Calming** - The combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behaviour and improve conditions for non-motorized street users. (Institute of Traffic Engineers, Subcommittee on Traffic calming)

**Transit Oriented Development (TOD)** - A mix of residential, retail, and office uses with a supporting network of roads, bicycle ways, and pedestrian ways focussed around a major transit stop designed to support a high level of transit use.

**Transportation Demand Management (TDM) or Transportation System Management (TSM)** - A strategy to reduce auto trips, provide travel alternatives and improve the efficiency, safety and capacity of the existing transportation network. While TDM generally relates to changing behaviour and TSM relates to facility changes, both are referred to as TDM.

**Universal Design** - A strategy to ensure access to public facilities is available to all people regardless of their ability or mobility.

**Unserviced Development** - Lots or buildings that rely on wells for their water supply, on septic tanks and septic fields for sewer disposal, or both.

**View Plane** - An unobstructed line of sight that allows a viewer to see a particular landform, building or landscape.

**Volatile Organic Compounds (VOC)** - Carbon-containing gases and vapours such as gasoline fumes and solvents.

**Watercourse** - Any lake, wetland, river, stream, ocean or other body of water.

**Watershed** - The area of land within which all water drains into common outlet into a larger body of water. Sub-watersheds are smaller portions of a watershed each of which drain to a common point within the larger watershed.

**Wetland** - Lands commonly referred to as marshes, swamps, fens, bogs and shallow water areas that are saturated with water for a large part of the year. These lands exhibit plant and animal life adapted to a wet environment.

**Wildland/Urban Interface (WUI)** - Any area where combustible woodland is found adjacent to homes and other buildings.