P.O. Box 1749
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**Item No. 4**
**Committee of the Whole**
**June 20, 2023**

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

**SUBMITTED BY:** Original Signed

Cathie O'Toole, Chief Administrative Officer

**DATE:** June 16, 2023

**SUBJECT:** **Case 22257: Regional Plan Review: Phase 4 Draft Plan Release**

## ORIGIN

On September 13, 2022, Regional Council passed the following motion: Item 15.1.6

- THAT Halifax Regional Council direct the Chief Administrative Officer to: 1. Initiate a process to consider amendments to the Halifax Regional Municipal Planning Strategy and all applicable community municipal planning strategies and land-use by-laws as necessary to simplify, consolidate and remove barriers to the development of market gardens, consistent with the proposed policy direction outlined within the Discussion section of the staff report dated August 22, 2022, and 2. Follow the public participation program as set out in the community engagement section of the staff report dated August 22, 2022.

On August 8, 2022 Regional Council passed the following motion: Item 10.1

- THAT Halifax Regional Council: 2. Direct the Chief Administrative Officer to follow the revised work plan schedule as generally outlined in Attachment E – Regional Plan Work Plan and Attachments F and G – Site-Specific Requests of the staff report dated July 5, 2022.

On June 28, 2022, Regional Council passed the following motion: Item 15.4.4

- THAT Halifax Regional Council direct the Chief Administrative Officer (CAO) to provide a staff report to return to Council with a new administrative process for HRM to follow with regards to the development and implementation of a new policy approach to support the co-creation of community plans with community including recommendations on resources needed for implementation of approved plans

**Recommendation on Page 3 & 4**

On January 25, 2022 Regional Council passed the following motion: Item No 18.3

- THAT Halifax Regional Council:…direct the Chief Administrative Officer to follow the revised Public Participation Program for the Regional Plan Review as generally set out in Attachment A of the staff report dated December 7, 2021 and as outlined in the Community Engagement section of the staff report dated December 7, 2021 report

On January 25, 2022, Regional Council passed the following motion: Item 18.3

- THAT Halifax Regional Council recommend that the Chief Administrative Officer be directed to prepare a staff report outlining the process to initiate updated secondary plans for the areas identified as BRT Walkshed in Scenario C, Infill Areas map in the Regional Plan Review, which should consider:
    - Prioritizing BRT Corridors for rezoning that supports transit oriented complete communities,
    - Identifying boundaries for the secondary plan updates,
    - The process and timeline required for completing the secondary plans, and;
    - The financial resources and budget required to do the work.

On November 18, 2021, Community Planning and Economic Development Standing Committee passed the following motion: Item 13.1

- THAT Community Planning and Economic Development Standing Committee request a staff report to define and provide rationale for urban, suburban, and rural settlement classifications; conduct an internal review of how these settlement classifications are used across HRM strategies and policies including planning, transit, sewer and water, and taxation; provide a national jurisdictional review of similar sized population and/or geography of how municipalities define and apply settlement classifications; and provide a recommendation for a standard use of these terms within HRM.

On August 31, 2021, Regional Council passed the following motion: Item 11.4.1

- THAT Halifax Regional Council direct the Chief Administrative Officer to review the Municipality's policies and regulations regarding wetlands as part of the Regional Plan Review, with the goal of maintaining their ecological functions, particularly in urban areas. This review should include consultation with the Province regarding applicable wetland legislation and recommend appropriate municipal regulations.

On September 28, 2021, Regional Council passed the following motion: Item 15.4.1

- That Halifax Regional Council direct the Chief Administrative Officer to review and provide a staff report on the Municipality's policies and regulations regarding access to coastal shorelines as part of the Regional Plan Review, with the goal of protecting existing access points and increasing opportunities for new public access to the coast and include:
    - Access Inventory;
    - At-risk low-lying areas;
    - Areas where the HRM may need to work with the province to ensure public coastal lards are not transferred or sold to private interests;
    - Explore opportunities to work with private landowners to increase action to the shore;
    - Applicable legislation;
    - A jurisdictional scan of potential planning tools that could be used;
    - and recommend appropriate municipal regulations.

**Recommendation on Page 3 & 4**

On June 8, 2021, Regional Council passed the following motion: Item 11.4.1

- THAT Halifax Regional Council direct the Chief Administrative Officer to: 2. Consider amendments to the Regional Municipal Planning Strategy, the Halifax Secondary Municipal Planning Strategy and Halifax Mainland Land Use By-law for lands currently designated and zoned Urban Reserve in the Purcell's Cove Backlands area (as shown on Map 1 of the staff report dated March 17, 2021), through the ongoing Regional Plan Review (Case 22257) in order to protect environmentally-significant features in the area, consistent with the policy directions outlined in the staff report dated March 17, 2021.

## LEGISLATIVE AUTHORITY

*Halifax Regional Municipality Charter* (HRM Charter), Part VIII, Planning & Development and Part IX, Subdivision

*An Act to Amend Chapter 39 of the Acts of 2008, the Halifax Regional Municipality Charter, Respecting Housing*, S.N.S. 2022, c. 13, ss. 13-14, as follows:

*13 (1) Notwithstanding the Halifax Regional Municipality Charter, an applicable municipal planning strategy or any by-law, policy or practice of the Halifax Regional Municipality, where the Halifax Regional Municipality Council is considering adopting or amending a planning document, the Council may not refer the matter to a community council for a recommendation prior to the council's decision on the matter.*

*(2) Subsection (1) ceases to have effect three years from the date it comes into force.*

*14 (1) Notwithstanding the Halifax Regional Municipality Charter, an applicable municipal planning strategy or any by-law, policy or practice of the Halifax Regional Municipality, where the Halifax Regional Municipality Council is considering any planning decision under Part VIII of the Act or a community council is considering any planning decision it is empowered to make under the policy establishing the community council, the Council or community council may not refer the matter to a planning advisory committee or any other advisory committee of the Council for a recommendation prior to the Council's or the community council's decision on the matter.*

(2) Subsection (1) ceases to have effect three years from the date it comes into force.

Regional Municipal Planning Strategy, Chapter 9, Policies G-13 and G-14

*G-13 This Plan shall be reviewed every five years, from the date the most recent five year review has been completed by Council and any changes have come into force, to evaluate the effectiveness of policies and programs adopted pursuant to this Plan in achieving its vision and objectives and where appropriate, amendments may be considered.*

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

## RECOMMENDATION

It is recommended that Committee of the Whole recommend that Halifax Regional Council:

1. Accept the Draft Regional Municipal Planning Strategy included in Attachment A to be used for public engagement purposes;

**Recommendation continues on next page**

2. Adopt the amendments to the Public Participation Program for the Regional Plan Review in Attachment F and direct the Chief Administrative Officer to follow the revised Public Participation Program for the Regional Plan Review as generally set out in Attachment B and as outlined in the Community Engagement section of this report; and

3. Direct the Chief Administrative Officer to follow the revised work plan schedule as generally outlined in Attachment C – Regional Plan Work Plan and Attachment D – Site-Specific Requests.

## EXECUTIVE SUMMARY

The Municipality has been undertaking a comprehensive review of the Regional Municipal Planning Strategy (Regional Plan) since 2020. A Draft Regional Plan is being released with this report. Pending Council's approval of the updated Public Participation Program, this release will begin a four-month public engagement period during which staff will seek feedback on the draft Plan.

While the growth management framework is largely the same, the Draft Regional Plan is a comprehensive update to the entire Plan. The Plan is responding to increased population growth and housing demand, the need to act on climate, and the actions in the Priority Plans (Integrated Mobility Plan, Halifax Green Network Plan, HalifACT, Sharing Our Stories[1], and People Planet Prosperity).

The Draft Regional Plan being released includes only the proposed policy document and does not include the supporting regulatory documents at this time. Engagement materials will be posted on the project website to provide further detail on proposed regulations. Staff will gather feedback from Council, the public and internal/external stakeholders on the policy concepts contained in the Draft before detailed implementation policies are finalized. Amendments to secondary plans, land use by-laws and the Regional Subdivision By-law will be developed over the coming months and finalized after the engagement period, then brought forward as part of the full amendment package.

The purpose of this report is to:

- Present the Draft Regional Municipal Planning Strategy (Draft Regional Plan), to be used for public engagement purposes;
- Receive Council's approval for the updated Public Participation Program, which will guide the public engagement activities on the Draft Regional Plan;
- Provide an update on staff's progress on the overall Regional Plan Review work plan; and
- Identify new and outstanding site-specific requests for amendments to the Regional Plan and receive direction on how to proceed based on staff's initial analysis.

## BACKGROUND

Regional Council initiated the second review of the Regional Plan on February 25, 2020.[2] Following release of the first deliverable, the Themes & Directions Report[3] and the follow-up What We Heard Report[4], Regional Council endorsed a phased work plan, generally summarized as follows:

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[1] As of the writing of this report and the Draft Regional Plan, Regional Council has not yet adopted Sharing Our Stories. The plan is forthcoming, and the Draft Regional Plan policies, particularly in Chapter 9 (Celebrating Culture, Arts and Heritage), reflect the proposed policies within the draft Sharing Our Stories Plan. Significant community engagement has been undertaken to support the development of Sharing Our Stories, however, should Regional Council choose to not adopt Sharing Our Stories, or choose to adopt an alternative policy, the Regional Plan will be adjusted accordingly.

[2] https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/200225rc1511.pdf

[3] https://www.halifax.ca/sites/default/files/documents/city-hall/standing-committees/210520cpedinfo2red.pdf

[4] https://www.halifax.ca/city-hall/regional-council/january-25-2022-committee-whole

- **Phase 3: Quick Adjustments** – consideration of amendments to the Regional Plan that align with Regional Council's goals, as a rapid response to current housing conditions;
- **Phase 4: Draft Regional Plan** – return to Regional Council with the remaining policy framework; and
- **Phase 5: Future Growth Planning** – create a work plan and begin analysis of additional lands to be considered for expansion in anticipation of continued growth.

Phase 3 was completed with Regional Council's approval of a set of amendments[5] in October 2022 and work on Phase 4 began immediately following. This report marks the release of the Draft Regional Plan and the launch of the public engagement program for Phase 4 of the overall Regional Plan Review work program.

**Phase 4 Regional Plan Review Work Plan Progress**

The work undertaken as part of Phase 4 to date has been generally consistent with the Regional Plan Review Work Plan as endorsed by Regional Council on August 8, 2022[6]. Table 1 below summarizes the work completed during Phase 4 to date and provides an overview of the remaining work to be completed as part of Phase 4 and looking ahead to Phase 5. The Work Plan (Attachment B) has had minor adjustments to clarify where work is ongoing and advancing outside of the Regional Plan Review (for example, much of the work related to HalifACT actions is ongoing and the Draft Regional Plan policy reflects this status).

**Table 1: Regional Plan Work Plan – Remaining Phasing**

| Phase | Name | Description | Target Date |
|---|---|---|---|
| **Phase 4** | **Regional Plan Amendment Package** | • Policy analysis to support the Draft Regional Plan as identified in the Work Plan (Attachment B)<br>• The Regional Employment Study has been completed.<br>• Population & Housing Projections have been updated and are included in Attachment E.<br>• Work continues to update the Regional Transportation Model and further evaluate preferred population and housing growth scenarios.<br>• Advance work on site-specific requests (see Attachment D) | **December 2023** to begin Council approval process. This will depend on the outcome of the public engagement on the Draft Regional Plan. |
| **Phase 5** | **Future Growth** | • Complete a Strategic Growth and Infrastructure Priority Plan, to guide future growth<br>• Advance work on assessing remaining Urban Reserve areas<br>• Host Regional workshops and engagement to identify growth nodes<br>• Identify new areas for expansion and growth<br>• Advance work on additional site-specific requests (see Attachment D) | **2024,** dependent upon timing of Council approval in Phase 4. |

## COMMUNITY ENGAGEMENT

The community engagement process for Phase 4 is consistent with the intent of the HRM Community Engagement Strategy, the *HRM Charter*, and the Regional Plan Review Engagement Plan approved by Regional Council on January 25, 2022. A Revised Engagement Plan which includes opportunities for in-

[5] https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/220712rc15113_0.pdf
[6] https://www.shapeyourcityhalifax.ca/12651/widgets/131284/documents/86590

person public engagement is included in Attachment B. Should Regional Council approve the Revised Engagement Plan as recommended by this report, public engagement on the Draft Regional Plan will take place from June 21 to October 27, 2023.

The Revised Engagement Plan for Phase 4 focuses on sharing the Draft Regional Plan, explaining how public input from previous engagement phases has been used to inform these recommendations, and providing opportunities to collect meaningful feedback. A variety of in-person and online engagement opportunities have been proposed to reach as many people as possible. In-person engagement activities will include 'pop-ups' where planners visit public locations across the region such as libraries, farmers' markets, and shopping malls; public open houses in several communities; and meetings with internal and external stakeholders. Online engagement will use the Shape Your City Project Webpage as a central hub where the public can access the Draft Regional Plan, read fact sheets summarizing key topics of interest, review site-specific requests, and watch recorded informational webinars at any time. Public feedback will be accepted through email, telephone, and in writing. In-person and online engagement opportunities will be publicized through HRM social media platforms in collaboration with Corporate Communications, and Regional Planning staff will publicize these events through the Regional Plan Review E-Mailing List and the Shape Your City Project Webpage.

Amendments to the Regional Plan, secondary municipal planning strategies and land use by-laws may potentially impact residents, business owners, other HRM Business Units, and stakeholders including other levels of government, community groups, and the development industry.

## DISCUSSION

The Regional Plan is a strategic policy document that sets out the goals, objectives and direction for long term growth and development in HRM. The Draft Regional Plan, as set out in Attachment A, furthers a growth management framework similar to the existing 2014 Regional Plan, while responding to increased population growth and housing demand, the need to act on climate, and the actions set out in the Priority Plan (Integrated Mobility Plan, Halifax Green Network Plan, HalifACT, People Planet Prosperity, and Sharing Our Stories).

The Draft Regional Plan consists of ten chapters, as summarized in Table 2 below.

**Table 2: Draft Regional Plan Summary**

| Chapter | Summary |
|---|---|
| **1. Introduction** | • Introduces the plan and provides historical and planning context<br>• Sets out the Plan's Vision, Guiding Principle and Principles |
| **2. Planning for Our Region** | • Sets out the Municipality's approach to Regional and Community Planning<br>• Establishes a strategic growth target directing 90% of new housing growth to the Urban Area<br>• Establishes a program to regularly monitor population, housing and employment to inform reviews and amendments to the Plan, Community Plans, and supporting planning documents or studies<br>• Sets direction to develop a Strategic Growth and Infrastructure Priority Plan, to provide a framework for future long-range growth and investment<br>• Establishes the Regional Land Use Structure |
| **3. Building Healthy and Complete Communities** | • Sets out the Community Planning Framework for the Regional Centre, Suburban Areas and Rural Areas<br>• For the Regional Centre:<br>- Provides the Vision, Core Concepts and Guiding Principles<br>- Identifies Regional Centre Growth Areas |

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| | • For Suburban Areas:<br>- Provides a Vision and Guiding Principles for Suburban Communities to be used as part of the Suburban Community Planning program.<br>- Identifies Growth Areas aligned with proposed rapid transit corridors<br>- Sets out guidance for planning future serviced communities.<br>• For Rural Areas:<br>- Provides a Vision and Guiding Principles for Rural Communities to be used as part of the Rural Community Planning program.<br>- Identifies Rural Centres, which will be further refined as part of the Rural Planning program.<br>- Establishes intent to study rural services and mobility options as part of the Rural Community Planning program. |
| **4. Strengthening Community Infrastructure** | • Identifies Community Infrastructure as critical for building healthy and complete communities.<br>• Includes policies related to:<br>- Parks<br>- Community facilities (indoor recreation)<br>- Libraries<br>- Schools<br>- Public safety and emergency services<br>- Food security<br>- Solid waste<br>- Energy and telecommunications |
| **5. Fostering Diverse and Affordable Housing** | • Includes policy to increase housing supply through:<br>- Opportunities to build a diverse range of housing types<br>- Encouraging gentle density and missing middle housing<br>- Adaptive reuse of underutilized buildings<br>- Reducing parking requirements<br>• Includes policy to increase housing affordability through:<br>- Exploring initiatives such as inclusionary zoning and no net loss/rental replacement<br>- Incentive or bonus zoning<br>- Regulating short term rentals<br>- Partnering with other levels of government, non-profit and private sector housing providers |
| **6. Protecting the Environment and Acting on Climate** | • Updates environmental policy to reflect the Halifax Green Network Plan and HalifACT<br>• Includes policy to protect open space and promote landscape connectivity, including:<br>- Urban forests<br>- Natural/ wildlife corridors<br>- Naturalization<br>• Includes policy to protect water resources through:<br>- Establishing intent to develop a watershed management framework<br>- Setting parameters for watershed studies and lake water quality monitoring<br>- Increasing required buffer distances around watercourses and wetlands<br>• Directs the Municipality to pursue resilient infrastructure, including stormwater management using green infrastructure and to address |

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| | flooding and erosion control<br>• Includes policy related to coastal protection with a focus on mitigating coastal risk, including:<br>- Requirements for coastal setbacks<br>- Limiting development on islands and undersized coastal lots<br>• Includes policy supporting HalifACT actions related to renewable energy |
| **7. Transforming How We Move in Our Region** | • Updates policy to reflect the Integrated Mobility Plan<br>• Identifies strategic mobility corridors<br>• Establishes the Urban Transit Service Boundary<br>• Updates mode share targets<br>• Directs future updates to the Moving Forward Together Plan and Active Transportation Plan<br>• Directs the Municipality to collaborate with the Joint Regional Transportation Agency on a future Regional Transportation Plan |
| **8. Supporting Economic Prosperity** | • Updates economic policy to reflect People Planet Prosperity, Halifax's Inclusive Economic Strategy 2022-27, and the African Nova Scotian Road to Economic Prosperity Action Plan<br>• Includes policy to support African Nova Scotian Community Action Planning<br>• Includes policy to support subdivision of lots in areas designated under the *Land Titles Clarification Act*, to ensure African Nova Scotians residents can establish legal title to their lands<br>• Supports collaboration with institutional partners including post-secondary institutions, Department of National Defence, Halifax Stanfield International Airport, and the Halifax Port Authority<br>• Establishes region-wide policy to protect industrial employment lands<br>• Establishes the Halifax Harbour sub-designation and policy related to harbour-related land uses<br>• Directs consideration for rural employment lands as part of the Community Planning program<br>• Includes policy to support the Integrated Tourism Master Plan and rural tourism |
| **9. Celebrating Culture and Heritage** | • Updates culture and heritage policies to reflect the forthcoming Sharing Our Stories: Culture & Heritage Priority Plan. *Note that should Regional Council choose not to adopt this Priority Plan, this Chapter will be adjusted*<br>• Includes policies in support of reconciliation with Mi'kmaq and Indigenous Communities<br>• Includes policies to support African Nova Scotian community planning, as well as community-led approach to supporting planning efforts for other traditionally under-represented groups<br>• Includes comprehensive policies regarding the protection of heritage resources, including but not limited to:<br>- The Municipal Heritage Registry<br>- Heritage Conservation Districts<br>- Heritage Development Agreements<br>- Cultural Landscapes |
| **10. Implementation** | • Includes a range of technical policies to support implementation of the Plan<br>• Sets a standard for community engagement<br>• Outlines the range of planning tools used<br>• Includes policies related to the Regional Subdivision By-law, including |

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| | growth management policies which limit subdivision outside the Urban Service Area; and parkland dedication<br>• Includes policies related to water and wastewater services in both urban and rural areas, including establishing the Urban Service Area boundary<br>• Sets requirements for monitoring of key performance indicators and reviews of the Plan |

**Site Specific Requests**

Staff have continued to receive requests from property owners or their representatives for amendments to the Regional Plan and/or community plans for specific properties or areas of land. Attachment D provides an outline of all requests that have been received and provides details including the type of request, relevant existing policy, considerations for the Regional Plan Review, and staff's recommended approach. An interactive map showing the location of all requests is available on the Regional Plan Review's Shape Your City page.[7] Staff reviewed all requests against existing planning policy, including the Regional Plan, applicable secondary municipal plans, and priorities plans (including the Halifax Green Network Plan, Integrated Mobility Plan, and HalifACT). Recommended approaches to the requests were developed based on their consistency with Regional Plan and priority plan objectives, the opportunities and constraints on each site, and the level of additional study and analysis that may be required for staff to develop amendments within the anticipated timeline of the Review.

**Conclusion**

This report marks the beginning of the public engagement for Phase 4 of the overall Regional Plan Review work program. Attachment A includes a Draft Regional Plan for consultation purposes. The public engagement program will begin on June 20, 2023, and continue through to October 27, 2023. Feedback received on the Draft Regional Plan will be incorporated into a full amendment package for Regional Council's consideration later this year.

## FINANCIAL IMPLICATIONS

The costs associated with undertaking the Regional Plan review identified in the work plan for 2023-2024 can be accommodated within the approved 2023-2024 operating budget.

## RISK CONSIDERATION

This report involves proposed amendments to the Regional Plan and secondary municipal planning strategies for engagement purposes only. No risks are identified at this time.

## ENVIRONMENTAL IMPLICATIONS

The Regional Plan includes a range of policies that deal both directly and indirectly with the natural environment. Chapter 6 of the Draft Regional Plan includes comprehensive policies regarding the environment and climate issues, and the Plan supports the objectives of the Halifax Green Network Plan and HalifACT. Site-specific plan amendment requests have considered the environmental objectives of the Regional Plan and Priority Plans.

## ALTERNATIVES

[7] An interactive map is available on the project webpage.

Regarding Recommendations #2 and #3 of this report, Regional Council may:

1. Initiate the consideration of a policy review process that would differ from that outlined in Attachments B, C and F of this report. This may require a supplementary report from staff.

Regarding Recommendation #1 of this report, Regional Council may:

2. Accept the Draft Regional Municipal Planning Strategy included in Attachment A to be used for public engagement purposes with modifications. This may require a supplementary report from staff.

## ATTACHMENTS

Attachment A: Draft Regional Municipal Planning Strategy
Attachment B: Engagement Plan (June 2023)
Attachment C: Regional Plan Review Work Plan
Attachment D: Site-Specific Amendment Requests
Attachment E: Population and Housing Issue Paper
Attachment F: Public Participation Program Amendments

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A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

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ATTACHMENT A

# REGIONAL MUNICIPAL PLANNING STRATEGY

*DRAFT*

*JUNE 2023*

# PREFACE

***This document, released in June 2023, represents a Draft Regional Plan for public engagement purposes. Residents of Halifax Regional Municipality, our partners and stakeholders in community, industry and other levels of government, are encouraged to read this document and provide feedback on this Draft Regional Plan. Recognizing that this Draft Plan is being released during a particularly challenging and tumultuous time as our municipality grapples with the outcome of the wildfires in the Tantallon and Hammonds Plains areas, the public engagement period will run for four months. Following the close of the public engagement period on October 27, 2023, a complete amendment package will be prepared and brought forward for Regional Council's consideration and adoption.***

The Halifax Regional Municipal Planning Strategy (the Regional Plan or this Plan) sets out a common vision, guiding principles and long-range, region-wide planning policies outlining where, when, and how future settlement, balanced growth and development should take place.

The Regional Plan is a powerful document that guides the Municipality's planning and decision-making. This Plan:

- provides policy direction for planning at the regional and community level;
- sets up region-wide land use by-law regulations;
- establishes the Municipality's intent to conduct future research programs or studies;
- identifies programming or partnership opportunities; and
- guides municipal operations.

Originally adopted in 2006, the Regional Plan provided the first comprehensive guide for future growth for the entire municipality following amalgamation. The 2006 Plan established policy for a 25-year horizon, from 2006-2031, with minor reviews expected every five years. The first Regional Plan review (also known as RP+5) was initiated in 2011 to make sure the Plan still reflected the Municipality's goals for growth and development, and the Plan was readopted in 2014.

The second five-year review of the Regional Plan began in 2020, just before the beginning of the COVID-19 pandemic. In addition to societal changes resulting from the global pandemic, the municipality has been experiencing a period of rapid population growth, beginning in 2016. This rapid growth is placing significant pressure on the Municipality's services and infrastructure, including parks, facilities, emergency services, transit, and utilities. The municipality is facing housing shortages as high housing costs and low vacancy rates impact residents' ability to secure safe, affordable and appropriate housing. Acting on the climate crisis continues to be critically important for building a more resilient and healthy future.

This period of growth, while challenging, also presents an opportunity for us to build the kind of community we want to see Halifax become. This Plan has been developed with a view to a longer-term horizon. Assuming a relatively high rate of growth continues, population projection scenarios have shown that the municipality is on track to double its population to around 1 million people in the next 25-30 years. This Plan asks: ***What does Halifax look like as a region of 1 million people?*** The policies of this Plan have been developed with a forward-looking view to supporting this growth in population over the long term, by strategically directing housing, jobs, and community infrastructure in a way that supports our goals for healthy, connected, inclusive and affordable communities. Regular monitoring of demographic and economic trends, as well as flexible policy will ensure the Municipality is ready to respond to our current

and future challenges. Following the adoption of this Plan, the Municipality will continue to study future growth scenarios, together with Regional Council, community and stakeholders to ensure we have a strong roadmap for the future.

# LAND ACKNOWLEDGEMENT

The Halifax Regional Municipality is located in Mi'kma'ki, the ancestral and traditional lands of the Mi'kmaq people. The Municipality acknowledges the Peace & Friendship Treaties signed in this Territory and recognizes that we are all Treaty People.

In 2015 Regional Council made a Statement of Reconciliation to First Nations communities. Recognizing the findings of the Truth and Reconciliation Commission and in working to implement those recommendations with implications for municipal governments, HRM is beginning to redefine its relationship with the Mi'kmaq and First Nations communities in the region. We are all Treaty people and have shared roles and responsibilities in planning for our region.

Planning for the future presents an opportunity to embrace $Etuaptmumk$ - Two-Eyed Seeing, in which we learn to see from one eye with the strengths of Indigenous knowledges and ways of knowing, and from the other eye with the strengths of Western knowledges and ways of knowing. In doing so, we learn to use both perspectives for the benefit of all.[1]

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[1] http://www.integrativescience.ca/Principles/TwoEyedSeeing/

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**Map 2 Regional Land Use Structure**

**Map 3 Urban Growth Areas**

**Map 4 Rural Centres**

**Map 5 Parks and Community Facilities**

**Map 5A BMBCL Partnership Lands**

**Map 6 Wildlife Corridors**

**Map 7 Regional and Community Mobility**

**Map 8 Source Water Protection Areas**

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# CHAPTER 1: INTRODUCTION

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# CHAPTER 1: INTRODUCTION

## 1.1 REGIONAL CONTEXT

The Halifax Regional Municipality (Municipality) is located in the Sipekni'katik and Eskikewa'kik districts of Mi'Kmak'i, the traditional and ancestral lands of the Mi'Kmaq First Nations. Halifax is commonly known to the Mi'Kmaq as K'jipuktuk, meaning Great Harbour.

The Municipality is the largest municipality in Nova Scotia in terms of geography and population, and is bordered by Hants County and the Municipality of Colchester to the north, the Municipality of the District of Lunenburg to the west, Guysborough County to the east, and the Atlantic Ocean along the Municipality's southern border. The Municipality was formed of four former municipalities, Halifax, Dartmouth, Bedford, and Halifax County, which were amalgamated in 1996. Now, Halifax Regional Municipality is comprised of a variety of urban, suburban and rural communities, each with unique identities and histories but with many shared attributes that contribute to the Municipality as a whole.

The Regional Plan sets out planning policy and regulation for three major geographic areas of the region: the Regional Centre, the Suburban Areas, and the Rural Areas. The evolution of these areas has been influenced by a wide range of economic, cultural, environmental, and social factors that continue to influence the physical form and character of communities and neighbourhoods.

The Regional Centre area is the most urban and densely populated area of the Municipality and is comprised of distinctive neighbourhoods that have evolved over thousands of years through use and settlement. It features a wide mix of land uses, landscapes, neighbourhoods, parks and public spaces, building types and designs, industries, services, and attractions. In the Regional Centre, most concentrated commercial districts are located within a walking distance of established neighbourhoods and communities, and within an easy reach of parks and open spaces. Also, the Halifax Harbour remains an important asset that facilitates the growth of commercial, industrial, and institutional activities in the region.

Similarly, the Suburban Area is largely urban and, in many cases, densely populated, and likewise comprised of distinct communities. These communities have developed independently over the years, each with their own history and character, but have become more connected as urban development has expanded out to meet them. As a result, suburban communities generally feature more variation in settlement patterns than is found in the Regional Centre. In some communities, this has created greater separation between residential neighbouhoods and commercial districts, requiring more travel by vehicle to access industries, services and attractions.

The Rural Area is the largest and most geographically diverse area. Similar to the rest of the Municipality, settlement in the rural area has taken place over centuries and is characterized by a mix of land uses and landscapes. Importantly, this area is also recognized for the unique ecological, social, economic, and cultural values it provides to the Municipality. The Rural Area is predominantly comprised of small community hubs where commercial uses serve surrounding traditionally rural areas. However, some parts of the Rural Area are more suburban in form due to past dispersed development patterns within commuting distance of the urban core. The Rural Area plays a crucial role in the economy of the Municipality, which continues to be shaped by historic rural farming, resource, and fishing activities of the Maritimes.

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

## 1.1.1 HISTORICAL SETTLEMENTS

The Mi'Kmaq First Nations of K'jipuktuk established permanent villages and also moved in seasonal rounds from coastal regions in the summer where they fished and hunted, to inland areas in the wintertime. There is evidence of permanent settlements dating as far back as 10,000 years in locations such as Turtle Grove, which is a Mi'Kmaq settlement on the Dartmouth side of the Halifax Harbour, now known as Tufts Cove[2].

The first Europeans to arrive to the Atlantic region were likely Basque fishermen from the Bay of Biscay, who began whaling and fishing around 1525[3]. In the period between 1534 and 1600, early French settlers made voyages to the Atlantic east coast and landed in the Maritimes, and established alliances with Indigenous peoples in the area. Those alliances and relations emphasized peace and collaboration in trade[4].

In 1746, the British government sponsored the first settlement plan in Canada, focused on present-day Halifax, and established the Town of Halifax in 1749[5]. The design of the settlement was laid out in the typical British military manner of the time, with a regular grid system protected by military fortifications. In the same year, many warships were decommissioned and converted to transporter vessels of settlers. In 1750, the ship Alderney arrived and disembarked new settlers on the east side of the Halifax Harbour, who took up residence in what is now known as downtown Dartmouth[6].

The establishment and evolution of the Town of Halifax resulted in escalated tensions and war over land rights with the Mi'Kmaq, the original inhabitants of the lands, and led to the deportation of the French-speaking Acadians in 1755. Between 1725 and 1779, the British Crown signed a series of treaties with the Mi'Kmaq First Nations, and various Indigenous nations living in different parts of what are now the Maritimes and neighbouring areas. Commonly known as the Peace and Friendship Treaties, these agreements were mainly designed to prevent war and facilitate trade. While these treaties contained no monetary or land transfer provisions, they guaranteed hunting, fishing, and land-use rights for the descendants of the Indigenous signatories[7]. The Peace and Friendship Treaties remain in effect today.

In 2015, the Federal Government of Canada, the Provincial Government of Nova Scotia, and Council of the Municipality issued various official Statements of Reconciliation to acknowledge a new approach and commit to reconciliation with the Indigenous Peoples of Canada, the First Nations, Inuit, and Métis[8]. These

[2] Coulter, A., Ruitenbeek, I., & Rutgers J. (2019). The Story of Turtle Grove. Retrieved July 20, 2020, from signalhfx.ca/the-story-of-turtle-grove/
[3] Bélanger, R. (2006). Basques. Retrieved July 20, 2020, from thecanadianencyclopedia.ca/en/article/basques
[4] Wallace, S. (2018). Peace and Friendship Treaties. Retrieved on July 20, 2020, from thecanadianencyclopedia.ca/en/article/peace-and-friendship-treaties
[5] Mccann, L. (2012). Halifax. Retrieved July 20, 2020, from thecanadianencyclopedia.ca/en/article/halifax
[6] Kernaghan, L. (2012). Dartmouth. Retrieved July 20, 2020, from thecanadianencyclopedia.ca/en/article/dartmouth
[7] Wallace, S. (2018). Peace and Friendship Treaties. Retrieved on July 20, 2020, from thecanadianencyclopedia.ca/en/article/peace-and-friendship-treaties
[8] Moran, R. (2015). Truth and Reconciliation Commission. Retrieved July 22, 2020, from thecanadianencyclopedia.ca/en/article/truth-and-reconciliation-commission

statements act as a commitment to learning from the lessons of the Truth and Reconciliation Commission, and to taking action to ensure the needs and aspirations of Indigenous peoples are fully recognized.

Following the American Revolution and the War of 1812, many Black settlers arrived from the United States. The British government granted many of these families farm land around the outskirts of Halifax and Dartmouth. These communities – Beechville, Cherry Brook, East Preston, Hammonds Plains, Lucasville and North Preston – are the oldest African Canadian communities in Canada.

## 1.1.2 URBAN AND SUBURBAN DEVELOPMENT

Economic development and settlement patterns in the urban and suburban parts of the Municipality, and particularly Halifax, Dartmouth, and Bedford, were affected and shaped by conflicts such as the Napoleonic Wars (1793-1815), the American Revolutionary War (1775-83), World War I (1914-18), and World War II (1939-45). This resulted in direct military investment that supported many associated shipbuilding and military supply businesses. Essentially, wartime activity maintained the local economy in the region.

The development of the railway system in the Municipality in the late 1880s and early 1900s also opened new lands for development, and improved connections to communities in Nova Scotia and Canada. As such, economic growth based on privateering, international shipping, and trade expanded wealth and population, which resulted in the prosperity of the region in the mid- to late 1800s. The commercial prosperity continued until the Halifax Explosion in 1917, which had significant impacts on many businesses and industries, as well as development patterns[9]. The Halifax Explosion levelled many areas in the North End of Halifax and portions of Dartmouth. This destruction, in part, led to the realignment of various street grids in Halifax and Dartmouth [10].

In the post-World War II years, most of the Region's housing stock was built to accommodate returning servicemen and their families. With the advent of the automobile, construction of the highway system, and extension of trunk water supply lines, development spread outward from the Regional Centre and began to connect to existing smaller towns, such as Bedford, Fairview, Armdale, Beechville, Spryfield, Cole Harbour, and others, as well as in largely undeveloped or formerly rural areas like Clayton Park, Woodside, and Hammonds Plains. The steady development and economic growth since the 1950s mostly stemmed from wholesale distribution, transportation, and specialized institutions. By the end of the 1950s, most lands within the Regional Centre were developed and the Suburban Area had begun to grow significantly in both population and geography.

The urban renewal movement that included intensive commercial and industrial expansion during the 1950s had a devastating effect on Africville, the African Nova Scotian community located on the edge of the Bedford Basin[11]. The community had been home to Black residents of Halifax since the mid-19th century. In the mid-1950s, Africville was identified as a suitable site for industrial development, and central water and sewer services, as well as other municipal services were not extended to the community[12]. In 1961, Council voted to remove the residents to make way for industrial development and the construction of the A. Murray MacKay Bridge, connecting Halifax Peninsula to Dartmouth. The residents were evicted and displaced, Africville was demolished, and the land was converted into a municipally owned park. In 1996,

[9] Mccann, L. (2012). Halifax. Retrieved July 20, 2020, from thecanadianencyclopedia.ca/en/article/halifax
[10] Kernaghan, L. & Foot, R. (2011). Halifax Explosion. Retrieved on July 21, 2020, from thecanadianencyclopedia.ca/en/article/halifax-explosion
[11] Tattrie, J. (2014) Africville. Retrieved July 22, 2020, from thecanadianencyclopedia.ca/en/article/africville
[12] Nova Scotia Archives. (2007). Gone but never forgotten. Retrieved March 3, 2021, from archives.novascotia.ca/africville/

the site was recognized as a National Historic Site as it continues to serve as a symbol of the Black Nova Scotian cultural identity, and past racial injustices[13]. In 2010, Council issued an apology for the destruction of Africville, and the eviction and displacement of its residents. A non-profit society, known as the Africville Heritage Trust Society, was established in 2012 to be the governing body intended to own and operate a museum and a community church, known as the Seaview Baptist Church and Africville Interpretive Centre[14].

During the latter half of the 20th century, residential, commercial, and industrial growth continued in the Regional Centre and Suburban Area and was largely guided by geographic and topographic limitations as well as an increasingly regional approach as parts of former Halifax County began to be amalgamated into Halifax. During this time, commercial and industrial growth expanded in the Suburban Area with the introduction and expansion of the Burnside Industrial Park in Dartmouth in the 1970s and of the Bayers Lake Business Park in Halifax in the 1980s. As major employment centres, Burnside and Bayers Lake influenced the growth of nearby suburban communities and these communities saw increasingly urban residential typologies, but the infrastructure tended to continue to be focused on the private vehicle.

Continued expansion and maintenance by the Province of Highways 111, 118, and 107 have provided greater access to suburban communities and influenced their expansion. Likewise growth in suburban communities in Halifax has been greatly stimulated by Highways 101, 102, 103. This growth has been accommodated through infill and redevelopment in established communities, as well as through secondary planning for new greenfield communities that have been built as extensions of the urban and suburban area. Development patterns between the urban and suburban areas remain relatively distinct, where settlement and infrastructure in the Regional Centre still retains its colonial-style street grid and intermixed land uses and the Suburban Area is defined by commercial arterial streets with wide rights-of-way surrounded by lower-density residential land uses.

## 1.1.3 RURAL DEVELOPMENT

Rural development in the Municipality has been diverse in terms of geography, population density, and proximity to the urban core. Economic development and settlement patterns in the rural area have been influenced by the same drivers that led to the expansion of Halifax – notably, naval expansion and immigrant and refugee settlement. As well, railway and highway expansion in the 20th century has led to continued growth and change in the rural area. As settlement expanded out from the urban area, linear development in the rural area along routes to the Regional Centre became more common, comprised of large estate lots, long farm lots and smaller lots along watercourses, the coast, and the highways.

Many rural communities have been uniquely shaped by their local industry, including farming, fishing, and resource activities. In the rural area, many communities are still strongly driven by these traditional industries, like farming in Musquodoboit Valley, fishing and coastal industry in Fisherman's Cove, or mining in Moose River. Communities also continue to be shaped by protected wilderness areas and parks, and other natural areas that offer important ecological services to the entire Municipality.

Throughout the 20th century, population expansion in the Municipality has led to population growth in existing rural centres. Much of this development has continued the pattern of rural character, driven by the rural economy and new housing settlement, while maintaining ecological, economic, social, and

[13] McRae, M. (n.d.). The Story of Africville. Retrieved July 22, 2020, from humanrights.ca/story/the-story-of-africville
[14] A.L. Arbic Consulting and Genesis Consulting. (2010). *Seaview Church & Africville Interpretive Centre: Update to December 2006 Feasibility Study/Business Plan.* Halifax Regional Municipality.

cultural values of these areas. However, during the 1980s and 90s, some rural areas within commuting distance of the urban core experienced significant residential development due to the pre-amalgamation subdivision regulations which allowed dispersed development patterns. In some instances, these developments have led to concerns around the availability of services and infrastructure, environmental impacts, and the maintenance of private roads. Sustainable growth continues to be a focus in the Rural Area.

# 1.2 REGIONAL VISION AND PRINCIPLES

## 1.2.1 VISION

The Regional Plan Vision was first developed in 2006 following significant engagement with municipality residents and the Regional Planning Committee and continues to guide this Plan:

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

## 1.2.2 GUIDING PRINCIPLE

The Regional Plan will seek to address the needs and view of all sectors of the municipality , recognizing the diversity of its residents, communities and geographies.

## 1.2.3 PRINCIPLES

This Plan:

- Directs housing and employment growth to strategic locations across the region that supports building healthy, connected communities;
- Guides investments in physical and social infrastructure at the regional and local level;
- Encourages community-led initiatives and collaboration on planning, environmental management, and culture and heritage protection;
- Supports increasing housing supply across the region to meet the needs of residents of all ages, income levels and abilities;
- Reflects HRM's commitment to Reconciliation, Anti-Black Racism, and Diversity, Equity and Inclusion (DEI) in municipal planning policies and programs.

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# 1.3 PLAN ORGANIZATION

This Plan establishes policies which are implemented through the Secondary Municipal Planning Strategies, Land Use By-laws and Priority Plan implementation programs.

This Plan is divided into the following Chapters:

1. Introduction
2. Planning for Our Region
3. Building Healthy and Complete Communities
4. Supporting Community Infrastructure
5. Building Diverse and Affordable Housing
6. Protecting the Environment and Acting on Climate
7. Transforming How We Move in Our Region
8. Driving Inclusive Economic Growth
9. Celebrating Culture, Arts and Heritage
10. Implementation

# 1.4 RELATIONSHIP TO OTHER PLANS

The Regional Plan is the overarching planning document guiding the growth and development of the entire Municipality, including direction for community plans, and the creation of Priority Plans. This Plan provides the overall policy framework that guides and directs development throughout the municipality . It provides an overall vision for land use and general strategies.

To implement the planning and land use direction contained in this Plan, the Municipality relies on the Regional Subdivision By-law and on community plans, land use by-laws, and heritage by-laws. The community plans and land use by-laws apply to a specific community area (sub-geography) within the region. They contain locally-oriented policies that govern land use on each property within that plan area. Heritage by-laws can provide an additional layer of protection and guidance for registered heritage properties and heritage conservation districts.

Many of HRM's 22 Secondary Municipal Planning Strategies were developed before amalgamation in 1996. Each is accompanied by a Land Use By-law, which is the regulatory implementation tool. The plans are in a variety of formats, and use different definitions, policies, and processes to regulate land use and development. Recognizing the age of the existing community plans and the need to provide a comprehensive update for the entire region, this Plan guides the Community Plan & By-law Simplification Program, which has been established to modernize planning policy and improve administration. The goal of this program is to reorganize the community plans around three major geographies:

- **Regional Centre:** Halifax Peninsula and Dartmouth within the Circumferential Highway;
- **Suburban Communities:** lands outside of the Regional Centre in the Urban Settlement Designation; and
- **Rural Communities:** all lands within rural designations that used on-site services (sewer and wells).

The reorganization of HRM's planning framework into these three sub-geographies will address the issue of many different plans guiding planning decisions, by providing a regional vision and context. It will establish a unified planning approach and bring these documents more fully in line with the strategic vision set out in this Plan.

A major role of the Regional Plan is to direct the Municipality to undertake more detailed work. The 2014 Regional Plan directed the development of several Priority Plans, which have been approved by Regional Council since that time. The policies of this Plan support and implement the Priority Plans, as well as many other existing plans and initiatives. In some cases, the policies of this Plan direct that existing plans should be updated. The Priority Plans and other related Council-approved plans and policies are included in Table 1 below. The policies outlined by the Regional Plan will enable the Municipality to work towards realizing the many objectives and directions outlined in these plans. This Plan may also need to be adjusted to support updates to the priorities plans and the Regional Centre, Suburban, and Rural Plans may need to be updated periodically to support updates to this Plan.

<table>
<tr><th colspan="5">Plans and Strategies</th></tr>
<tr><td colspan="5">Priority Plans and Supporting Plans</td></tr>
<tr>
<td>Integrated Mobility Plan (2017)<br><br>• Rapid Transit Strategy<br>• Active Transportation Priorities Plan<br>• Moving Forward Together Plan<br>• Transportation Demand Management Functional Plan<br>• Regional Goods Movement Scoping Strategy<br><br>Other Subject Area Plans<br><br>• Community Facilities Master Plan<br>• Playing Field Strategy</td>
<td>Halifax Green Network Plan (2018)<br><br>• The Urban Forest Management Plan</td>
<td>HalifACT (2020)</td>
<td>Sharing Our Stories (2023)</td>
<td>People, Planet, Prosperity: HRM Economic Strategy (2022-2027)</td>
</tr>
<tr><td colspan="4">Other Subject Area Plans</td></tr>
<tr>
<td></td>
<td>• Electric Vehicle Strategy<br>• Solid Waste Strategy</td>
<td>• The Public Safety Strategy<br>• Diversity and Inclusion Framework<br>• Accessibility and Inclusion Strategy<br>• French Language Services Strategy</td>
<td>• African Nova Scotian Road to Economic Prosperity<br>• The Housing and Homelessness Framework<br>• The Halifax Housing Partnership's Affordable Housing Strategic Plan<br>• Integrated Tourism Master Plan<br>• Industrial Employment Lands Strategy</td>
</tr>
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|---|---|---|---|---|
| • Long Term Aquatic Strategy | | | | • JustFOOD Action Plan (Part A) |

# 1.5 PROVINCIAL ROLE IN PLANNING

Statements of Provincial Interest enacted in accordance with the Nova Scotia *Municipal Government Act* (MGA) outline the province's vision for protecting Nova Scotia's land and water resources, and growth of communities. They are adopted as regulations under the MGA and apply to all municipalities. The statements are intended to help provincial government departments and municipalities make land use decisions that support the principles of sustainable development. Municipal planning documents must be reasonably consistent with the statements. The six statements include the:

1. Statement of Provincial Interest Regarding Drinking Water;
2. Statement of Provincial Interest Regarding Flood Risk Areas;
3. Statement of Provincial Interest Regarding Agricultural Land;
4. Statement of Provincial Interest Regarding Infrastructure;
5. Statement of Provincial Interest Regarding Housing; and
6. Statement of Provincial Interest Regarding the Development of the Nova Centre.

This Plan considers and is consistent with the following Statements of Interest as described below.

**Provincial Statement (1): Drinking Water**

The drinking water supply for the municipality is supplied from lakes located across the Region. The protection of these water supply watersheds is addressed by this Plan in Chapters 6 and 10.

**Provincial Statement (2): Flood Risk Areas**

Low-lying areas in the municipality sometimes experience flooding from intense weather events. This Plan includes policies and regulations on ocean storm surge protection, landscaping and green roof requirements, and watercourse buffers to reduce and mitigate the risk of flooding through policies contained in Chapter 6. The Secondary Municipal Planning Strategies also address flood risk areas through land use designation policies and regulations.

**Provincial Statement (3): Agricultural Land**

By enabling strategic growth in existing communities, this Plan provides for a variety of housing and development opportunities in urban and suburban areas where services already exist, thereby reducing development pressure on agricultural lands in other parts of the municipality. This Plan provides protections and regulations for agricultural land across the municipality in Chapters 2 and 10, and highlights the importance of agricultural land for food security in Chapter 4.

**Provincial Statement (4): Infrastructure**

This Plan supports the efficient use of municipal infrastructure by enabling the densification of areas where municipal water, sewer and transit services exist (the urban service area), and accommodating up to 90% of regional growth in the urban and suburban areas. Growth in these areas is supported by policy in Chapters 2, 3, 7 and 10 in this Plan and by land use policies in the Secondary Municipal Planning Strategies.

**Provincial Statement (5): Housing**

This Plan allows for a variety of residential forms and uses through the region, as provided by policies in Chapter 5.

**Provincial Statement (6): Development of the Nova Centre**

The Development of the publicly-sponsored convention centre with associated retail, hotel, residential, and office uses is recognized by the Regional Centre Municipal Planning Strategy and Land Use By-law, which are enabled by this Plan. This use is recognized as the Nova Centre (NC) Special Area in these planning documents.

# 1.6 INTERPRETATION

This Plan is written in the active voice to indicate purposeful direction for future development and outcome. Under the provisions of the *Halifax Regional Municipality Charter*, a Municipality cannot regulate directly from a Regional Municipal Planning Strategy or Secondary Municipal Planning Strategy; rather, it must regulate from a Land Use By-Law adopted by the Municipality to carry out the intent and direction of this Plan.

Implementing the actions, initiatives, and programs identified in this Plan will need to be reviewed against the priorities and municipal financial capacities of current and future Municipal work plans, as well as other existing plans.

## 1.6.1 KEY TERMS

This Plan uses the following key terms:;

- **Land Use By-law** means the regulatory document that implements the intent of a municipal planning strategy;
- **Municipality** or "**HRM**" means the Halifax Regional Municipality;
- **municipality** denotes the physical area of the Municipality;

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- **Priority Plan** means a subject-focused, strategic plan used to direction actions from the Regional Plan;
- **Secondary Municipal Planning Strategy** means a community-level plan, subject to the Regional Plan, that provides more detailed land use policy and regulations for a particular area of the Municipality. The term “community plan” is also used in this document to refer to these types of plans.

In this Plan, there are three used terms found in various policy statements:

- **“may”** denotes permissive action, and when used in policies, the Municipality is not obliged to undertake future action;
- **“shall”** denotes mandatory action, and when used in policies, the Municipality must implement the policy through the applicable implementation tools; and
- **“shall consider”** when used in policies, the Municipality is required to consider, but not obligated to undertake, any action or expend any money.

Figures in this Plan are provided for illustrative purposes only. Maps and appendices are part of this Plan.

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# CHAPTER 2: PLANNING FOR OUR REGION

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# CHAPTER 2: PLANNING FOR OUR REGION

## 2.0 ABOUT HALIFAX REGIONAL MUNICIPALITY

The Halifax region is a beautiful place with a unique and valued blend of city and nature. Many of our neighborhoods are located near our striking Nova Scotian coastline. Other communities have grown around our abundant lakes and waterways. Our rural communities showcase our rich traditional and working landscapes. The city centre connects us to a visible history, and we continue to add new, more inclusive, public spaces.

We are known for being community-minded, and Halifax is recognized as one of the best places to live in Canada. Despite this, more needs to be done to help our community members who are most in need, especially when it comes to finding an affordable place to live. Equally important, we must ensure the needs of our changing population are met. Immigrants, newcomers, and people of all ages and abilities need to be reflected in our spaces and places. To achieve this, we must adopt a perspective that encompasses the diverse needs of the entire community, rather than just the majority.

We also need to re-envision our future and quickly consider how our communities will grow. Halifax is at a pivotal juncture in its journey, as we work towards addressing the legacies of colonialism and act against further climate change, while experiencing more population growth than we have seen in generations. The Regional Plan Review offers an opportunity to generate ideas and bring about transformative changes within our community.

## 2.1 ACKNOWLEDGMENT

Halifax Regional Municipality is in Mi'kma'ki, the ancestral and traditional lands of the Mi'kmaq people. Halifax Regional Municipality is also the home to peoples of African descent who have lived here for over 400 years. This Plan acknowledges that the legacies of colonialism have shaped our current settlement pattern and that a commitment to act differently is required for reconciliation. We must work together to identify and change policies that have disproportionately impacted these communities and residents.

## 2.2 ABOUT THIS PLAN

To ensure planning policy can be responsive to a quickly growing population, Regional Plan (this Plan) envisions that HRM will grow to be a region supporting 1 million people. The policies of this Plan have been developed with a forward-looking view to supporting this growth in population over the long term, by strategically directing housing, jobs, and community infrastructure in a way that supports our goals for healthy, connected, inclusive and affordable communities.

Population growth and development cannot be considered without a view to greater socio-economic and environmental well-being. To achieve our vision for healthy communities, equitable and sustainable growth, this Plan encourages cooperation amongst municipal business units, residents, community groups, stakeholder groups and all levels of government.

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As our community grows, most new development will be directed to established centres in urban, suburban and rural communities. The municipality's physical geographic constraints, existing and planned water and wastewater infrastructure, transit service boundary, and the location of employment and community infrastructure significantly impact where the most significant growth will occur.

## 2.3 REGIONAL PLANNING

This Plan provides a vision for supporting our growing population and employment base through a coordinated and managed approach to locating new development and critical services. Key principles for organizing this growth include infrastructure management, protecting our environment and cultural heritage, improving mobility, and planning cooperatively with our many partners.

Settlement should be organized in a manner that strives to protect and enhance the open space and environmental network to reduce our urban footprint. In situating housing and employment, we also must consider that where people live and how they move about for their daily activities affects their personal finances, influences their work-life balance, and helps determine their carbon footprint. Making sure that the region's communities are well-connected with each other is important for residents' access to physical activity, supports their mental health and well-being, social interactions, and access to nature.

Past studies undertaken for the Municipality have found that:

- More compact forms of development with higher densities save taxpayers money when located to make the best use of existing infrastructure and services.
- The provision of central municipal water and wastewater management services to communities with lower densities is cost prohibitive.
- Protecting and enhancing existing open spaces and green elements, including trees, forests, waterways, wetlands, and wilderness provides multiple benefits in maintaining air quality, water quality, mitigating flooding and managing carbon emissions.
- To generate the ridership needed to support high frequency transit, compact, high-density forms of development should be in close proximity to these services.
- Proactive measures are needed to combat climate change and reduce our carbon footprint by implementing sustainable transportation systems, promoting renewable energy adoption, and implementing green infrastructure projects.

When considering where intensification and new growth should occur, these four critical regional-scale services are analyzed.

**Natural and Cultural Services**
Protection of the open space network, valuable ecological lands, regional parks, natural corridors, culturally significant places and working landscapes will be prioritized and these assets will be protected and used to shape our region's communities.

**Water and Wastewater Services**
Most growth will be in the form of infill directed to the Urban Area (Regional Centre and Suburban Area) and rural centres where there is existing municipal water, wastewater services and infrastructure can be delivered in a cost-effective manner.

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**Mobility Services**
Infill and land use intensification will be further organized to support mobility systems that improve movement of people and goods, not just vehicles, by walking, rolling, cycling, transit or in a vehicle.

**Community Services**
As infill and intensification occurs, this will increase the demands for community services like schools, libraries, parks, recreational facilities, solid waste, emergency services, and energy. Gaps in service should be analyzed and addressed as part of strategic growth planning.

Historically underserved communities and vulnerable populations will require special focus as part of regional and community planning, so that investments can be directed in an equitable way and support those with the greatest need, as opposed to simply responding to population growth. New partnership initiatives, like the African Nova Scotian Road to Economic Prosperity and future Mi'kmaw Friendship Accord are needed to address historical inequities and injustices. These partnerships will be a part of how the municipality will reconsider how we invest in people and places. Learnings from this work will be incorporated into all levels of planning as they proceed.

Accordingly, this Plan envisions that most new growth will occur through urban infill, with focused intensification around rapid transit lines, to allow the Municipality and Province to plan delivery of future community services in these areas. As work proceeds with African Nova Scotia Communities and the Mi'kmaw it is recognized that shifts may be required in this vision to support outcomes.

**RP-1 The Municipality shall protect and conserve ecosystem health and natural open spaces by using the green network to shape where new development is located.**

**RP-2 The Municipality shall direct housing and employment growth to strategic locations where water and wastewater infrastructure services are already available.**

**RP-3 The Municipality shall organize infill and land use intensification to improve the movement of people by aligning infill and land use intensification areas with conventional transit services, including high frequency transit service.**

**RP-4 The Municipality shall organize the delivery of community services to support building healthy, well serviced, and connected communities.**

**RP-5 The Municipality shall partner with the African Nova Scotian Communities and Mi'kmaq communities to address historic inequities and injustices and the legacy of colonial approaches to settlement.**

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## 2.4 COMMUNITY PLANNING

This Plan also provides guidance for the development of communities across the municipality. It sets policy direction at a regional scale by showing where and how to build communities in a way that makes the best use of municipal services and amenities, strengthens equity and our residents' quality of life. It guides community-level planning which outlines in more detail how communities should be organized and developed. Community plans, formally called secondary municipal planning strategies, govern land use on each property in any given planning area.

**RP-6 The Municipality shall align new secondary municipal planning strategies and land use by-laws, and any amendments to existing secondary municipal planning strategies and land use by-laws with the policies, goals, objectives, and growth targets of this Plan.**

**RP-7 The Municipality shall organize the community planning program using the following regional geographies as are generally shown on Map 1:**

**a) Urban Area, which includes the Regional Centre, (lands within the Halifax Peninsula and Dartmouth within the Circumferential Highway) and Suburban Area (within the Urban Area outside the Regional Centre); and**

**b) Rural Areas, which includes all lands outside the Urban Area inside of the municipality's boundary.**

**RP-8 The Municipality shall refine regional geographies as community planning proceeds, while considering watershed boundaries, existing and future planned Municipal services, local context, community input, and any other relevant technical studies.**

**RP-9 The Municipality shall encourage most new housing and employment to locate in the Urban Area of the municipality (Regional Centre and Suburban Area).**

**RP-10 The Municipality shall identify large tracts of underutilized land within the Urban Area as future growth nodes to enable redevelopment.**

**RP-11 The Municipality shall study groundwater availability, site-level wastewater treatment technology, and regional mobility services, in support of community planning for Rural Centres.**

## 2.5 STRATEGIC GROWTH PLANNING

To guide the direction of new growth, this Plan sets targets for housing locations. Housing plays a crucial role in shaping the region's settlement patterns and land use. The policies and regulations in this Plan, along with the Regional Subdivision By-law, determine where housing is located throughout the region.

Strategic growth management enables coordinated investments in infrastructure by the Municipality and Province, ensuring the long-term fiscal, environmental, and social well-being of the Municipality, Nova Scotia, and the Atlantic Region. By planning strategically, communities can effectively provide the necessary services and infrastructure to support new growth.

The municipality employs various tools to understand and manage growth in our extensive region, including development scenarios, growth targets, service area establishment, and frequent monitoring. These tools help the Municipality make informed decisions regarding land development for the greater benefit of the public. This section provides an overview of these tools.

## 2.5.1 POPULATION SCENARIOS

Since the last review of the Regional Plan in 2014, the municipality has experienced higher than historical rates of population growth. Since 2015, the region has grown significantly faster than anticipated, and saw the region grow to more than 480,000 people by 2022. This means that in 2022, the region reached the population that the 2014 Regional Plan anticipated for 2031. The annual change in growth can be found in Figure RP-1:

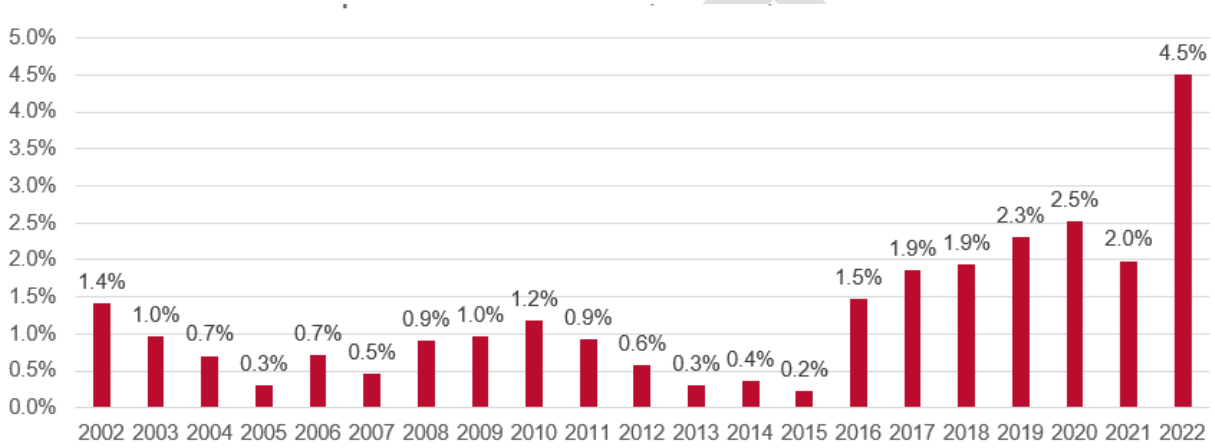



*Figure RP-1 Annual Population Growth*

To ensure planning policy can be responsive to changing conditions, rather than establishing a specific horizon year, policies of this Plan have been developed with a forward-looking view to supporting growth in population over the long term. The Municipality has developed a range of population scenarios to help consider how growth might occur. As of 2023, four projection scenarios have been developed as described below and shown in Figure RP-2:

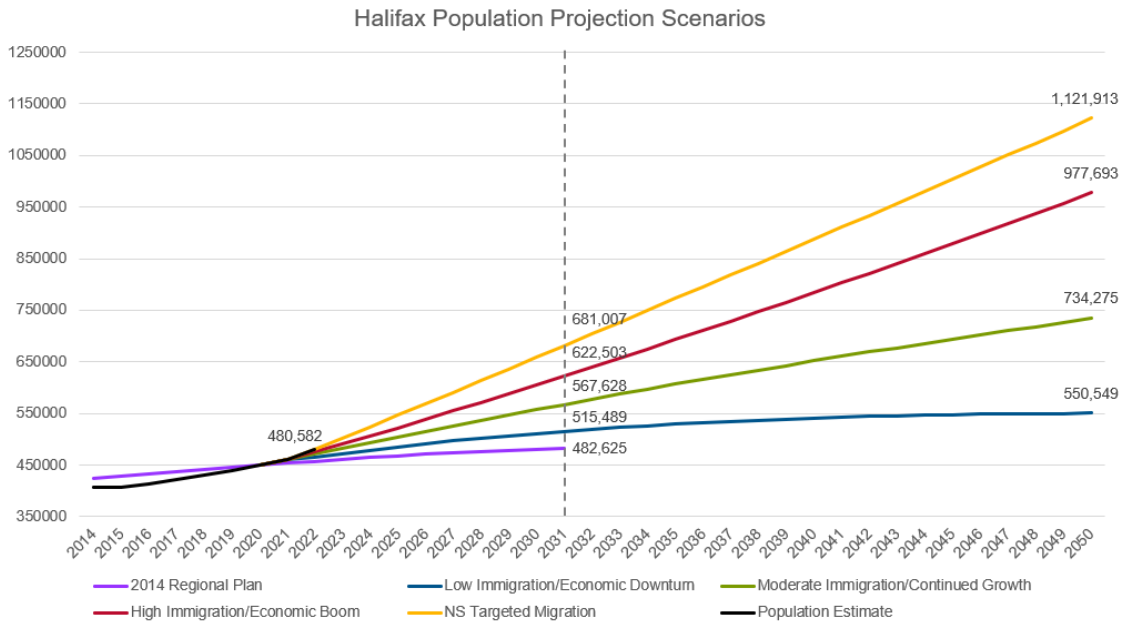



*Figure RP-1 Population Projection Scenarios, 2023*

**RP-12 The Municipality shall organize strategic growth, infrastructure, and municipal service-delivery to support a future population of 1,000,000 people.**

## 2.5.2 GROWTH TARGETS

While scenarios are designed to anticipate and plan for different rates of growth, the Municipality must identify how housing will be developed in places that support our overall policy goals. The 2014 Regional Plan established growth targets to direct at least 75% of new housing units to the Regional Centre and suburban communities, with at least 25% of new housing units within the Regional Centre.

Since 2014, Regional Council adopted the Regional Centre Secondary Municipal Planning Strategy (Centre Plan), which was designed to accommodate up to 40% of housing growth in the Regional Centre. The Integrated Mobility Plan identified that to support the Municipality's mobility goals, it will be important to locate as much as 90% of growth to the Regional Centre and Suburban Area. The Halifax Green Network Plan and HalifACT identified that focusing most new development in existing areas and minimizing greenfield development will allow the Municipality to make efficient use of resources, protect critical areas of open space and minimize carbon emissions by reducing vehicle use and improving sustainable mobility options.

**RP-13 It is the intent of this Plan to direct approximately 90% of new housing units to the Urban Area.**

## 2.5.3 SERVICE AREAS

The Urban Service Area Boundary and the Urban Transit Service Boundary are tools that help to direct where new development will be located and when supportive infrastructure investments will be made. The Urban Service Area Boundary establishes the location of existing piped water and wastewater services and establishes a growth boundary to ensure the Municipality makes the most effective use of existing infrastructure. The Urban Transit Service Area boundary establishes where conventional transit (bus and ferry) services will be provided.

Together, these tools identify where serviced development can be expected in the immediate term. It is the intent of this Plan to target 90% of new housing units to the Urban Area, which includes the Regional Centre and Suburban Area. Development that aligns with existing and proposed services will make efficient use of these services and ensures the success of future infrastructure investments.

Widespread residential development throughout the Rural Area is inconsistent with the Plan's goals and objectives of creating compact mixed-use communities and protecting rural character, natural environment and natural resources. New roads can fragment open space, affecting important environmental features and leaving islands of natural habitat that may not be large enough to sustain biodiversity. Further, extensive residential development strains existing community services and adds pressure for the development of costly infrastructure in unplanned areas.

This Plan establishes a careful, considered process before allowing any expansion of the Urban Service Area Boundary. This ensures that new serviced lands can be provided with infrastructure in a cost-effective manner when it is needed to support population growth.

**RP-14 It is the intent of this Plan to direct housing and employment growth to the Urban Area, which is serviced with municipal water, wastewater and stormwater services and conventional transit services.**

## 2.5.4 INFRASTUCTURE CHARGES

In planning for infrastructure investment, the Municipality will need to consider a range of revenue sources. To help facilitate growth without imposing excessive financial burden on existing taxpayers, the Municipality is permitted by the *Halifax Regional Municipality Charter* to recover infrastructure-related costs associated with new subdivisions using infrastructure charges. These charges allow the Municipality to pass the cost of new infrastructure to developers and subdividers whose lands receive the benefits of the new services. These charges fund the capital cost of providing infrastructure but do not fund operating or maintenance costs. Charges may also be imposed under a separate by-law, applied to the entire region or a defined area, to impose, fix and provide methods of enforcing payment of charges. This kind of charge could be applied when a building permit is sought for a new building or redevelopment on an existing property.

**RP-15 The Municipality shall consider establishing by-laws to allow for the recovery of growth-related costs.**

**RP-16 The Municipality shall establish provisions under the Regional Subdivision By-law to allow for the imposition of infrastructure charges to recover all, or part, of the capital costs incurred, or anticipated to be incurred, by the Municipality.**

# 2.6 LONG TERM GROWTH

This Plan envisions that over time, the municipality will grow to be a region supporting 1 million people. As the region grows, investing in infrastructure will be critically important for maintaining services and quality of life for our residents. To support the region's projected growth, and the cumulative impacts of density, the Municipality will monitor growth and meet annually to share the results with service providers. Further to prepare for long term growth, a Strategic Growth and Infrastructure Priority Plan will be undertaken to forecast our needs for renewing existing infrastructure and investing in new infrastructure to accommodate growth.

## 2.6.1 GROWTH MONITORING PROGRAM

The Municipality will continue to monitor population growth trends over time to ensure that the policies of this Plan and supporting planning documents are responsive to the municipality's population, housing and employment conditions. Demographic trends – such as residents' ages, income levels, ethnic and cultural backgrounds, and immigration status – must also be regularly monitored and compared to the available supply of housing to understand whether residents' housing needs are being met. Employment forecasts will be monitored to ensure that services such as water, wastewater and transit can be provided to employment centres and to ensure there is a sufficient supply of industrial employment lands available.

**RP- 17 The Municipality shall share population scenarios, growth scenarios and ongoing monitoring with other infrastructure and service providers on an annual basis.**

**RP-18 Regular updates of the Municipality's population, housing and employment conditions and growth scenarios shall guide reviews and amendments to this Plan, Community Plans, and any supporting planning documents or studies.**

## 2.6.2 LONG TERM GROWTH & INFRASTRUCTURE PLANNING

A Strategic Growth and Infrastructure Priority Plan will provide a framework for long term planning and fiscal management, allowing the Municipality to look ahead and ask: What infrastructure and services will we need? Where will we need this? Why do we need it? How are we going to pay for it? A Strategic Growth and Infrastructure Priority Plan will improve the capital budget planning process, as the Municipality's Business Units will have longer term direction and Regional Council will have guidance and information upon which to base current and future capital expenditure decisions. This process would also benefit from an improved understanding of asset management and the lifecycle of assets as they relate to significant growth planning.

Growth projections are already shared and used by Halifax Water and Halifax Transit to inform infrastructure and capital planning. These growth projections can also be used to direct Municipal investments in community infrastructure, such as emergency services, parks, community facilities, and libraries. Furthering this, the Municipality will continue to share these projections as we collaborate with the provincial government on growth, transportation, schools, healthcare facilities and public housing.

As new growth can affect existing communities and their assets (such as parks, schools, and fire stations), the Municipality will need to assess the impact of this growth and determine how investments in new and existing assets should be directed. The Municipality must also consider how investments can be made equitably, as some communities that have been historically underrepresented may have experienced less

investment over time. The Municipality must consider that investments which support vulnerable populations can have an outsized impact on community health and wellness.

Past versions of the Regional Plan envisioned growth beyond the 2031 horizon occurring in areas adjacent to the service boundary. New studies have shown that these areas are important green and natural areas. We also need to understand how future growth will interact with water and wastewater services and where there is the greatest capacity to service this level of growth, which was unanticipated in earlier iterations of this Plan.

Finally, new projects being undertaken by the Province focused on transportation planning have the potential to shift where future growth may occur. There is potential for new growth areas to emerge outside of the municipality's boundaries, within the one hour commutershed of the Regional Centre. Therefore, this Plan recommends the Municipality begin to immediately analyze how a population of 1,000,000 might be accommodated, using new scenarios for growth, and the policy direction contained in this plan.

**RP-19 The Municipality shall create a Strategic Growth and Infrastructure Priority Plan to guide planning and investment by identifying potential locations for long term growth, so as to ensure the efficient delivery of services and use of existing infrastructure assets.**

**RP-20 The Strategic Growth and Infrastructure Priority Plan shall give consideration to:**

**a) Identifying different scenarios for locating future housing and employment growth organized to meet the needs of a potential population of 1,000,000;**

**b) Assessing each of these different scenarios for growth based on:**

**i. environmental impacts such as watershed health, flood mitigation, landscape connectivity, and restoration of important ecological features consistent with the objectives of the Halifax Green Network Plan;**

**ii. climate impacts such as minimizing reliance on carbon-based energy and transportation, increasing naturalization and protection of biodiversity, increasing carbon sequestration, and assessing the resilience of scenarios against potential future changes in climate;**

**iii. impacts to long-term provision of water, wastewater, stormwater and community infrastructure;**

**iv. impacts to mobility and opportunities for active transportation, transit-oriented development, or other new and emerging forms of transit-related technology; and**

**v. impacts to health, equity, and well-being using evidence-based parameters.**

**c) The relationship between different growth scenarios;**

**d) Financial tools such as infrastructure charges, capital budgeting, asset management and long-term infrastructure planning;**

e) **The municipality's expected growth in relation to growth in the rest of Nova Scotia, particularly in communities that are within a one-hour travel time to the Regional Centre; and**

f) **Investment models that emphasize co-location and planning for infrastructure, services, and other community benefits.**

# 2.7 REGIONAL LAND USE STRUCTURE

This Plan provides direction for what type of development should occur in different geographic areas of the region, using six general land use designations to manage growth. These are illustrated on Map 2: The Regional Land Use Structure Map with the intent and policy direction for each explained in this chapter, as summarized below:

- The **Open Space and Natural Resource** designation applies to the region's natural network of open spaces, typically on government-owned and private resource sector lands.
- The **Urban Settlement** and **Urban Reserve** designations are applied to areas where development serviced with municipal water, wastewater, stormwater and conventional transit service exists or is planned.
- The **Rural Commuter**, **Rural Resource**, and **Agricultural** designations apply to areas of rural settlement.

## 2.7.1 OPEN SPACE AND NATURAL RESOURCE DESIGNATION

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

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

The open space network serves many important functions for the region. Open spaces shape the settlement form and character of the Region's communities. Protecting open spaces helps to direct urban development to appropriate locations and creates clear neighbourhood edges. Residents can access nature for outdoor recreation and aesthetic enjoyment, which improves mental and physical health. As a system, these open spaces perform important environmental services such as connecting natural areas for critical wildlife migration, retaining stormwater, mitigating flooding, preventing erosion, uptake of nutrients, abatement of pollution and moderation of climate. Therefore, it is the intent of this Plan to recognize the importance of the open space network and direct development in a way that protects valuable natural and cultural places.

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**RP-21 The Open Space and Natural Resource Designation shall be established on the Regional Land Use Structure Map (Map 2), as the area encompassing a natural network of open space in the interior of the Municipality. The Open Space and Natural Resource Designation shall apply to public and private lands identified for their role in the open space network, and shall generally include: parks (federal, provincial and municipal); trails and greenways; wilderness areas and nature reserves, including private conservation lands; areas of protected habitat; resource lands (including Crown lands, and commercial forestry, agriculture and fishery lands); coastal lands (including salt marshes, beaches and estuaries); areas of environmentally sensitivity; natural and wildlife corridors; and cultural landscapes.**

## 2.7.2 URBAN SETTLEMENT DESIGNATION

The Urban Settlement Designation encompasses those areas in the Regional Centre and Suburban Area where development has access to municipal water, wastewater and conventional transit services or where those services are proposed to be provided in the short and medium term. To support building healthy, well-connected communities and the growth targets of this Plan, it is the intent of this Plan to focus most new development to existing serviced areas within the Urban Settlement Designation, with some limited expansion on to additional greenfield areas. Housing and employment growth in the Urban Settlement area will be encouraged in complete communities shaped by their access to services and amenities, and well-connected with transit and active transportation routes, as detailed in Chapter 3.

**RP-22 The Urban Settlement Designation shall be established on the Regional Land Use Structure Map (Map 2). The Urban Settlement Designation shall apply to those areas where existing municipal services (including piped water, wastewater and stormwater, and conventional transit services) are located and to undeveloped lands that have been identified for future serviced development.**

## 2.7.3 URBAN RESERVE DESIGNATION

The Urban Reserve Designation is applied to lands that may be suitable for serviced urban development in the longer-term horizon. These lands must be studied to determine if they are still appropriate places for serviced development. An assessment of these lands is required before they may be redesignated as Urban Settlement or any comprehensive planning process is undertaken.

In 2006, the Urban Reserve designation included several areas to be considered as potential future serviced communities to accommodate housing and employment growth beyond 2031. One area, the Purcell's Cove Backlands, was removed from the designation following the acquisition of the Shaw Wilderness Park. Two other areas, the interior lands bounded by Highway 7, Ross Road, Highway 207 and Broom Road in Cole Harbour/Westphal, and the Ragged Lake Lands, have been advanced by Regional Council for further study. The remaining land areas, known generally as Kidston Lake Lands, Andersen Lake Lands, Governor Lake Lands and Blue Mountain Birch Cove Lands, will be studied for the potential for future growth in alignment with the Strategic Growth and Infrastructure Priority Plan. This study will determine where and how the municipality should grow, to accommodate future population growth beyond the Urban Settlement Areas identified in this Plan, aligned with Regional Council's priorities.

**RP-23 The Urban Reserve Designation shall be established on the Regional Land Use Structure Map (Map 2) to identify lands that may be required for future serviced development after lands in the Urban Settlement Designation have been developed.**

**RP-24 The Municipality shall, through the applicable land use by-law, establish an Urban Reserve Zone to regulate development of lands within the Urban Reserve Designation. This Zone shall permit open space uses and limit residential development to existing lots.**

**RP-25 Amendments to the Regional Land Use Structure Map (Map 2) to change the Urban Reserve designation to Urban Settlement shall only be considered once the Strategic Growth and Infrastructure Priority Plan as identified under RP-19 and RP-20 is completed and shall be guided by long-term scenarios for future growth and the criteria set out by that process.**

**RP-26 Notwithstanding Policy RP-25, the Municipality shall complete background studies for the interior lands bounded by Highway 7, Ross Road, Highway 207 and Broom Road in Cole Harbour/Westphal in support of the African Nova Scotia Road to Economic Prosperity objective to support the Akoma-led planning process for the restoration of the historic Nova Scotia Home for Coloured Children. This process will determine the Regional Plan designation that would best support the future development of the site, in alignment with Policy HC-7 and the policies of this Plan.**

**RP-27 Notwithstanding Policy RP-25, the Municipality shall complete background studies for the Ragged Lake lands to determine if these lands are appropriate for industrial use, in alignment with Policy HC-7 and the policies of this Plan.**

## 2.7.4 RURAL COMMUTER DESIGNATION

The intent of the Rural Commuter Designation is to direct development and services to centres within commuting distance to the Regional Centre while protecting the natural resource base, preserving the open space network, and continuing to foster traditional rural community character. While residential development within this designation has historically been characterized by large lot residential developments, more development will be encouraged through clustered development.

**RP-28 The Rural Commuter Designation shall be established on the Regional Land Use Structure Map (Map 2) to encompass those areas within commuting distance of the Regional Centre that are heavily influenced by low-density residential development. The intent of this designation is to:**

**a) protect the character of rural communities and conserve open space and natural resources by focusing growth within a series of centres, as shown on the Rural Centres Map (Map 4);**

**b) support the delivery of convenience services to the surrounding settlement area;**

**c) control the amount and form of development between centres;**

**d) support compatible resource-based uses such as agriculture, forestry and renewable energy; and**

e) **protect the natural resource base and preserve the natural features that foster the traditional rural community character.**

## 2.7.5 RURAL RESOURCE DESIGNATION

Many of the municipality's rural communities were built around and continue to support traditional industries like farming, fishing and other natural resource activities. These working landscapes support rural economic activities, providing local resources for the region's food, construction and manufacturing sectors and contribute to natural landscape connectivity. Rural residential development should be directed away from working landscapes to protect these industries and minimize potential conflict with any new residential development.

The Rural Resource Designation encompasses rural communities along the Eastern Shore which are beyond the traditional commutershed of the Regional Centre and have not been heavily influenced by suburban development pressures. The intent of the Rural Resource Designation is to protect the rural resource base upon which communities depend. The designation is also intended to support the delivery of commercial and community services to the surrounding settlement areas and to protect the natural features and built heritage which define the rural character of the municipality and are important to the tourism industry.

**RP-29 The Rural Resource Designation shall be established on the Regional Land Use Structure Map (Map 2) to encompass lands and communities along the Eastern Shore. The intent of this designation is to:**

a) **protect the natural resource base and the ability to sustain these resources in the future;**

b) **protect natural and heritage features which define the rural character and support tourism;**

c) **establish a series of centres, as shown on the Rural Centres Map (Map 4) where growth is to be supported while controlling the amount and form of development between centres; and**

d) **support the delivery of commercial and community services to the surrounding settlement areas.**

## 2.7.6 AGRICULTURAL DESIGNATION

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

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The Agricultural Designation is intended to preserve land for farming and other forms of resource production, prevent wide-spread residential uses in resource production areas where such development may conflict with the operations of a farm, forestry or extractive facility, and protect a traditional way of life.

**RP-30 The Agricultural Designation shall be established on the Regional Land Use Structure Map (Map 2) to encompass a significant portion of the Musquodoboit Valley. The intent of this designation is to:**

**a) encourage the use of this area for natural resource-based activities and industries such as farming, forestry, mining and renewable energy, and to protect these uses from the intrusion of incompatible non-resource related uses; and**

**b) support services for the surrounding agricultural communities by establishing a series of centres within which continuing development will be supported, as shown on the Rural Centres Map (Map 4), and by limiting the amount of residential development which may occur beyond these centres.**

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# CHAPTER 3: BUILDING HEALTHY AND COMPLETE COMMUNITIES

# CHAPTER 3: BUILDING HEALTHY AND COMPLETE COMMUNITIES

## 3.0 INTRODUCTION

Chapter 2 outlined the ways that the Municipality can be strategic in directing new housing and jobs to places across the region. This Chapter provides a more detailed vision for how development can be directed at the community level.

To fully implement the planning and land use direction contained in this Plan, the Municipality relies on Community Plans and Land Use By-laws and the Subdivision By-law. Community plans and land use by-laws apply to a specific geographic area within the region.

The Municipality is currently undertaking a major update to its community planning program, which will reorganize secondary planning documents into three major geographies (Regional Centre, Suburban Area and Rural Area), as shown on Map 1. In the interim, this Plan also provides direction to current planning documents and for discretionary planning approvals to implement strategic policy directions. This chapter provides guidance for planning at the local level and sets the vision for ongoing community planning to achieve complete, healthy, and inclusive communities. This Plan affirms the Municipality's commitment to working with all communities, and in particular the Indigenous and African Nova Scotian communities to ensure that policies at the regional and community level support the goals of those communities.

## 3.1 OBJECTIVES

1. **Use a lens of complete and inclusive community planning to create positive and equitable health outcomes for all communities;**

2. **Integrate climate mitigation and adaptation strategies at the local level to create safe and resilient communities;**

3. **Ensure the protection of a generous network of parks, open spaces, cultural and working landscapes to support ecological, social, and economic community outcomes;**

4. **Direct new development around frequent transit networks in the Regional Centre and in Suburban communities, with design prioritizing compact, transit-supportive communities that are safe and welcoming to pedestrians;**

5. **Direct growth to rural centres where compact development patterns can support village main streets and a range of mobility options, including active transportation;**

6. **Create a welcoming and accessible environment for community input and participation; and**

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7. **Develop clear and easy to understand planning documents that can adapt to changing community needs and conditions.**

## 3.2 COMMUNITY PLANNING FRAMEWORK

Many of the Municipality's current Secondary Municipal Planning Strategies (also called community plans) were developed before amalgamation in 1996. Each is accompanied by a Land Use By-law, which are the accompanying regulations. The plans are in a variety of formats, and use different definitions, policies, and processes to regulate land use and development.

Recognizing the age of the existing community plans and the need to provide a comprehensive update for the entire region, the Community Planning Program has been established to modernize planning policy and improve administration. The goal of this program is to reorganize the community plans around major geographies as shown on Map 1:

- **Regional Centre:** Halifax Peninsula and Dartmouth within the Circumferential Highway;
- **Suburban Area:** Lands outside of the Regional Centre in the Urban Settlement Designation; and
- **Rural Area:** Lands within rural designations that use on-site services (on-site septic systems and wells).

The Regional Centre Secondary Municipal Planning Strategy ("Centre Plan"), adopted in 2021, was the first phase of this work, and it replaced four community plans and land use by-laws with one plan and by-law. As the Centre Plan continues to evolve and be updated, it must continue to conform to the guiding principles and policies of the Regional Plan.

Likewise, plans for the Suburban and Rural Areas must be guided by the overall objectives of the Regional Plan and Priority Plans, as well as best practice research, information regarding demographic and economic trends, and community engagement. In the interim, the Regional Plan provides certain policies directed at the existing community plans and land use by-laws where a region-wide approach is important to achieving key strategic objectives.

The Community Planning program will use the lens of complete and inclusive communities to help create positive health outcomes for communities, support sustainable and equitable change, and in some cases transformation. Some of the building blocks of complete, healthy, communities include equitable access to:

- **Places to live**, in a range of housing types for all ages, incomes and abilities, including shared housing options;
- **Places to learn**, **work and shop**, including schools and institutions, business districts and industrial areas;
- **Places to play and access nature**, including parks, community centres, recreation facilities and libraries;
- **Places to celebrate culture, heritage and arts**, including gathering spaces, cultural landscapes, museums, heritage buildings, arts and performance spaces, and place of worship;
- **Places that are protected,** including important environmental areas, wilderness areas, coastal areas, wetlands, flood plains and wildlife habitats;
- **Places that produce and provide access to healthy and affordable food**, including space for food production, and support for local food systems;
- **Places that are well-connected**, with affordable and accessible transportation, including transit, active transportation routes and trails, and roads; and

- **Places that provide basic services and safety** including emergency services, waste collection, water, wastewater and stormwater infrastructure, as well as healthcare and childcare facilities.

### 3.2.1 URBAN AREA LAND USE

While each Community Plan will address local context and community vision through a variety of tools, in the Urban Area, which includes the Regional Centre and the Suburban Communities, land use should be organized within broad categories or designations to enable a range of well-connected functions at a regional and local scale. While a mix of compatible land uses supported by built form provisions is supported in most designations, some lands will require protection and more limited land use permissions to ensure long-term sustainability. The designations within the Urban Area will include:

- ***Open Space, Parks and Community Facilities:*** areas that include places to play and access nature, including protected or sensitive open space lands that help shape communities, parks, and community facilities such as recreation centres, libraries, and places of worship;
- ***Downtowns:*** areas that support central business districts, entertainment areas, high mix of land uses, low-rise to high-rise buildings compatible with heritage resources and heritage conservation districts;
- ***Centres:*** areas intended to support significant population growth and a mix of land uses along frequent transit terminals and corridors, and can include commercial main streets. Centres can be major or minor hubs depending on the local context and transit service;
- ***Corridors:*** areas intended to support pedestrian oriented development along transit corridors with a mix of land uses but a lesser intensity than Centres;
- ***Higher Order Residential:*** areas that support a concentration of existing and potential new multi-unit dwelling communities with compatible commercial uses;
- ***Established Residential:*** areas intended to retain the scale of existing low-density residential neighbourhoods while providing opportunities for additional gentle infill and missing middle housing options;
- ***Future Growth Nodes:*** areas that include large sites that can accommodate significant population growth and that require more detailed comprehensive planning to determine future land uses, mobility networks, and other supporting services and amenities;
- ***Employment Lands:*** areas that include both large and small institutional lands, and industrial lands needed to support growing population and thriving economy; and
- ***Special Areas and Overlays:*** can include waterfront areas, Harbour Lands, heritage districts, and any other areas that require special land use, built form or urban design considerations.

## 3.3 REGIONAL CENTRE PLAN

The Regional Centre area is the most urban and densely populated area of the municipality and is comprised of distinct communities and neighbourhoods that have been shaped by a wide range of economic, cultural, environmental, and social factors. The Regional Centre is located on the Halifax Harbour, and includes a wide mix of land uses including two downtowns, many institutional and industrial employment areas, mixed-use and residential areas, parks and public spaces, services, as well as regional and national attractions.

Most concentrated commercial districts are located within walking distance of established neighbourhoods, and within easy reach of parks and open spaces. The Halifax Harbour remains an important asset that

facilitates the growth of commercial, industrial, and institutional activities in the region. The Regional Centre Secondary Municipal Planning Strategy (Centre Plan) establishes clear and predictable rules for development and intensification, while protecting heritage resources and providing guidance for comprehensive planning for new larger neighbourhoods. The Centre Plan provides policy directions for Downtown Halifax, Downtown Dartmouth, several Centres, and Future Growth Nodes. The Centre Plan also provides policy direction to maintain established residential areas while providing for additional housing options and gentle infill, and mandates future planning for several Heritage Conservation Districts.

## 3.3.1 VISION FOR THE REGIONAL CENTRE

A vision for the Regional Centre was established during the Centre Plan planning process:

***The Regional Centre is the civic, cultural and economic heart of the Halifax Regional Municipality. It is a prosperous and resilient community that supports the needs, health, and well-being of a diverse and growing population. New growth is located strategically to support the creation of complete communities, human-scale design, and pedestrian comfort. The Regional Centre is the core of the best mid-sized city in Canada that welcomes all who want to live, work, play and learn here.***

## 3.3.2 CORE CONCEPTS AND GUIDING PRINCIPLES FOR THE REGIONAL CENTRE

In support of the Vision, the Regional Centre Secondary Municipal Planning Strategy (Centre Plan) is based on the following four Core Concepts:

<u>Complete Communities</u>

- Support people of all ages, abilities and backgrounds to live, work, shop, learn, and play within a short journey.
- Promote mixed use neighbourhoods with safe and convenient access to goods and services needed in daily life.

<u>Pedestrians First</u>

- Prioritize the needs and comfort of people in all seasons to make walking more convenient and viable, reduce emissions and improve public health.
- Encourage land use, transportation and design policies that prioritize walking, cycling and transit over private vehicles.

<u>Strategic Growth</u>

- Encourage increased density and a diversity of people and services in the Regional Centre to support socially, economically and environmentally responsible growth.
- Distribute growth throughout the Regional Centre in context-sensitive forms.
- Direct growth to established mixed-use commercial nodes, and under-utilized, vacant, and infill sites.

<u>Human Scale Design</u>

- Foster high-quality architecture and urban design that is designed to a human scale.

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- Adopt land use policies that result in designs that are interesting and comfortable for people at street level.

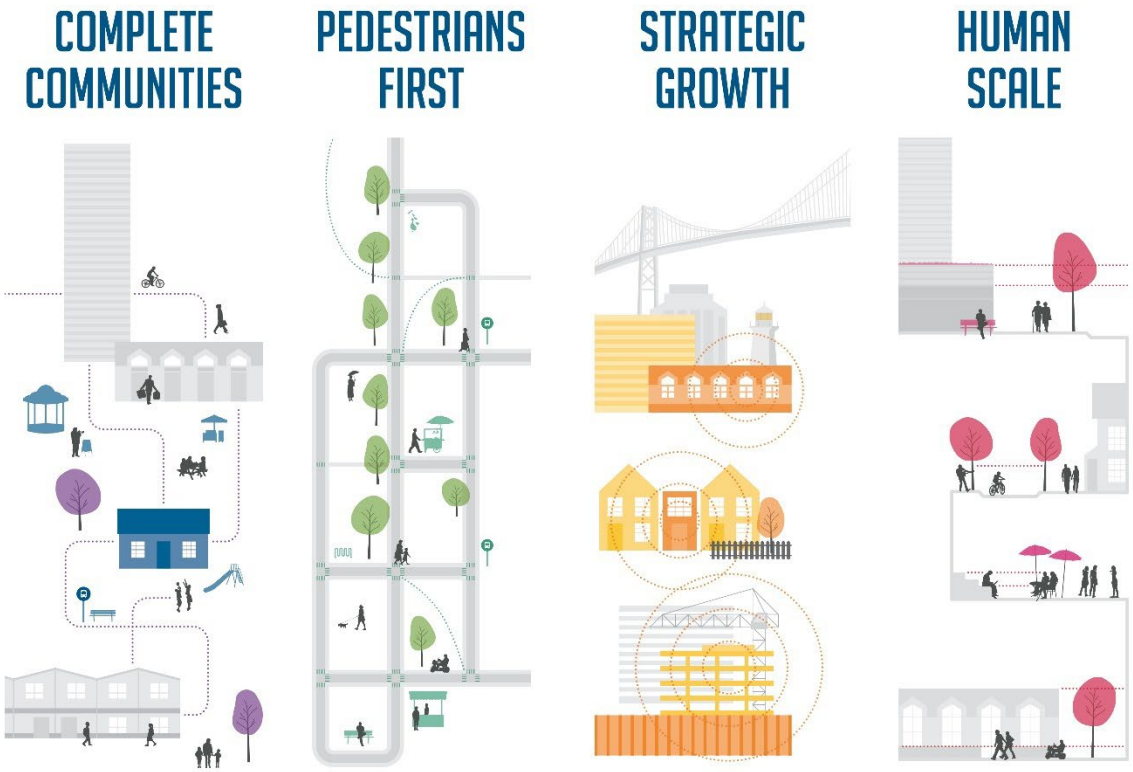



*Fig. 3-1: Centre Plan Core Concepts*

The Core Concepts were also supported by a set of Guiding Principles developed during the HRMbyDesign visioning process:

I Sustainable

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

II High Quality

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

III Heritage and Culture

- Heritage resources, including heritage districts, buildings, and cultural landscapes, should be recognized, used, protected and enhanced.

- Ensure lasting legacies (buildings, open spaces and streets) are maintained, and new ones are created.

IV Movement

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

V Complete Neighbourhoods

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

VI Growth and Change

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

VII Process

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

VIII Connected

- Prominent views to prominent natural and built features should be recognized, protected and enhanced.
- Enhance safe and appealing connections within the Regional Centre including to and
- from the waterfront, open spaces and neighbourhoods.

**HC-1 The Vision and Core Concepts of the Regional Centre Secondary Municipal Planning Strategy shall guide any proposed amendments or updates to the Regional Centre Secondary Municipal Planning Strategy and Land Use By-law, and applicable objectives and policies of this plan.**

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While Centre Plan is already largely aligned with this Plan and HRM's Priority Plans, regular reviews of the Centre Plan must be undertaken to ensure alignment with any changes to this Plan, new or updated Priority Plans, or any other strategic plans or policies approved by Regional Council. One example is the Rapid Transit Strategy, which identifies key corridors and proposed locations for bus rapid transit stations and ferry terminals.

**HC-2 The Municipality shall periodically review the Regional Centre Secondary Municipal Planning Strategy and Land Use By-law to support healthy and complete communities and ensure consistency with this Plan, Priority Plans, and any other strategic plan or policy adopted by Regional Council.**

## 3.3.2 REGIONAL CENTRE GROWTH AREAS

The Centre Plan directs growth to a number of strategic growth areas aligned with the existing and planned mobility network, including the Rapid Transit Network. They are important at a regional scale because of their potential to provide a significant number of new housing units and jobs, and the required supporting infrastructure and services. These key areas are identified in Table 3-1 and on Map 3.

*Table 3-1: RCSMPS Strategic Growth Areas*

| RCSMPS Designation | Growth Area |
|---|---|
| Downtown | Downtown Halifax<br>Downtown Dartmouth |
| Centre | Gottingen Street<br>Highfield Park<br>Quinpool Road<br>Robie/Young Street<br>Spring Garden Road<br>Wyse Road |
| Future Growth Node | Dartmouth Cove Lands<br>Halifax Shopping Centre Lands<br>Joseph Howe Rail Lands<br>Kempt Road Lands<br>M District Lands<br>Penhorn Lands<br>Shannon Park Lands<br>Southdale Lands<br>Strawberry Hill Lands<br>West End Mall Lands<br>Young Street Lands |

**HC-3 To help support growth management and the provision of services at a regional scale, any change in the designation of lands inthe Downtown, Centre or Future Growth Node Designations in the Regional Centre Secondary Municipal Planning Strategy shall require an amendment to this Plan and shall consider impacts on housing and population projections.**

# 3.4 SUBURBAN COMMUNITY PLANNING

Suburban communities have many distinct characteristics, and their individual history is often tied to the towns and communities that preceded them. While some suburban communities at the edge of the Regional Centre are very urban, others are dominated by low-density and single-use development. Suburban communities were often planned around the separation of land uses and the car as the dominant mode of transportation, which resulted in significant travel distances for residents' daily needs.

Land use and development in the Suburban Area is governed by several community plans and land use by-laws which have not been comprehensively updated. This Plan recognizes the importance of updating and modernizing community plan policies to remove barriers to more compact and transit-supportive development, while also recognizing the unique assets and characteristics of suburban communities.

The Suburban Plan will create policies and regulations to achieve the desired form and scale of development at the property level. This Plan sets out policies to guide decision-making for these applications while the Suburban Plan is being completed.

## 3.4.1 SUBURBAN PLAN VISION

A vision for suburban communities will be created and refined as part of the Suburban planning process.

## 3.4.2 SUBURBAN PLAN GUIDING PRINCIPLES

In addition to objectives of this Plan for community planning, the Suburban planning process and planning for future serviced communities will be guided by the following principles:

Open Space and Culture

- Identify, preserve, enhance, and showcase important natural and cultural heritage features, that contribute to sustainability and sense of place.
- Integrate natural processes and energy conservation in site design including preserving, rehabilitating and restoring natural system functions.
- Provide for generous active and passive parks and open spaces.

Complete Communities

- Support people of all ages, abilities and backgrounds to live, work, shop, learn, and play within a short journey.
- Promote mixed use neighbourhoods with safe and convenient access to goods and services needed in daily life to create positive health outcomes.
- Use an equity lens when developing land use policies.

Transit Supportive Growth

- Direct growth to transit corridors, nodes, and under-utilized commercial nodes to support inclusive and connected communities;
- Locate the highest density and mix of uses within a short walk of frequent transit terminals, and mid-rise and missing middle housing within a short walk of transit station or corridor;
- Create short blocks, grid or modified grid mobility networks, and complete streets within transit walksheds.

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Pedestrians First and Human Based Design

- Prioritize the needs and comfort of people in all seasons to make walking more convenient and viable, reduce emissions and improve public health.
- Encourage land use, transportation and design policies that prioritize walking, cycling and transit over private vehicles.
- Foster high-quality architecture and urban design that is interesting and comfortable for people at street level.

**HC-4 The Municipality shall develop a Suburban Secondary Municipal Planning Strategy and Land Use By-Law for the Suburban Area identified on Map 1, which shall be guided by the policies of this Plan.**

## 3.4.3 SUBURBAN GROWTH AREAS

In the Suburban Area, the key opportunities for significant mixed-use development will be on underutilized sites which are located close to existing or planned transit terminals and proposed rapid transit stations. These centres or hubs can be further supported by mixed-use development along other transit corridors, and infill in existing multi-unit neighborhoods.

Established residential areas characterized by low-density housing can provide additional housing options through gentle infill on smaller lots, internal conversions, secondary suites, backyard suites, cluster housing, and missing middle housing, as outlined in Chapter 5. The Suburban Plan will direct population and employment density to encourage transit-supportive growth, using form-based approach to land use planning which prioritizes high quality urban design.

This Plan recognizes the importance of preserving and providing for the expansion of Employment Lands, including institutional and industrial areas, and the ongoing work to study and plan for Future Serviced Communities, and Urban Reserves which may result in future changes to the boundary of the Suburban Plan.

Map 3 illustrates potential growth centres and mixed-use intensification corridors where growth may be directed to align with the transit corridors proposed in the Rapid Transit Strategy, as outlined in Chapter 7. Minimum densities of people or jobs along proposed rapid transit corridors are required to support a viable rapid transit service.

In addition to increased density, transit use must be supported by land use and urban design that provides walkable access to transit, and a safe, convenient and pleasant pedestrian experience. To support transit-oriented land use and development, the Suburban Design Guidelines (Appendix C) shall be considered in developing new plans and amending existing community plans and land use by-laws. Additional growth areas may be considered based on local analysis through future phases of the Suburban Planning process.

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**Table 3-2: Suburban Plan Growth Areas**

| Suburban Growth Area Type | Location |
|---|---|
| Rapid Transit-Oriented Development<br><br>*Mid to high-density, mixed-use development with ground-oriented units and pedestrian-oriented streetscapes, with transit supportive density of a minimum of 160 people and jobs per hectare to support high frequency or rapid transit* | Dunbrack & Lacewood<br>Herring Cove Road<br>Portland Street / Woodlawn<br>Dartmouth Crossing* |

* indicates a Provincial Special Planning Area

**HC-5 To support mixed-use, transit-oriented development and healthy, complete communities in the Urban Settlement Designation, the Municipality shall establish a suburban structure to direct intensification of land use to future Rapid Transit Corridors shown on Map 3 and in Table 3-2. The areas identified as Proposed Transit Walksheds and Rapid Transit Oriented-Development on Map 3 and in Table 3-2 may be amended in response to future urban design studies and community engagement.**

**HC-6 When considering amendments to secondary municipal planning strategies and development agreements in Proposed Transit Walksheds identified on Map 3 and in Table 3-2, Council shall consider the applicable policies of this Plan and the Suburban Design Guidelines contained in Appendix C of this Plan.**

## 3.4.5 FUTURE SERVICED COMMUNITIES

Within the Urban Settlement designation, several areas are shown on Map 3 as Future Serviced Communities, where new residential, commercial or industrial development is expected to be serviced with municipal water, wastewater and conventional transit services. Some of these areas have also been identified as provincial Special Planning Areas under the 2021 *Housing in the Halifax Regional Municipality Act*.

Comprehensive planning supported by a series of background studies is required to identify the appropriate land uses, street layout, density, open space and other community amenities before these lands may be developed. Community engagement and participation is a critically important part of the process. Comprehensive planning processes can take several years to complete before construction of a new community can begin.

Careful consideration must be given to designing these new neighbourhoods in a way that protects the health of the valuable natural features of these areas and maximizes the protection of these natural assets. The planning process can define the edge between development and the natural area. The relationship between these areas must be reviewed carefully and should align with the objectives and actions in the Halifax Green Network Plan related to preserving natural corridors and connections.

**Table 3-3 – Future Serviced Communities**

| Future Serviced Communities | Growth Centre |
|---|---|
| *Low-rise to High-rise mixed-use development with a minimum density of 50-80 residents or jobs per hectare to support basic to high frequency transit* | Port Wallace*<br>Sandy Lake*<br>Highway 102 West Corridor<br>Morris Lake Expansion Lands*<br>Bedford West 12*<br>Bedford West 10 and 1* |

* indicates a Provincial Special Planning Area

**HC-7 Where requests are received to initiate a planning process for any of the areas identified in Table 3-3 as future serviced communities, consideration shall be given to:**

**a) the need for additional lands to support expected population or employment growth, with regard to achieving the target set out in Policy RP-13;**

**b) the results of comprehensive studies completed for the area providing background information needed to inform decisions about the potential development of the lands, including:**

**(i) Land Suitability Analysis – This study shall include the mapping and analysis of the area's ecological features to identify lands that are constrained, partially constrained or not constrained for development. Required considerations include:**

- **i. Watercourse and Wetland Habitat**
- **ii. Forest Habitat**
- **iii. Species at Risk Habitat**
- **iv. Landscape Connectivity**
- **v. Surficial and Bedrock Geology**
- **vi. Steep Slopes**
- **vii. Contaminated Sites**
- **viii. Areas of Cultural Significance;**

**(ii) Watershed Study – This study shall identify potential impacts of development on any watersheds located in the area. The study shall comply with Policy EC-19;**

**(iii) Transportation Study – This study shall identify how the area can connect to the rest of the municipality and how internal mobility will be handled. The study shall include:**

- **i. Reviewing existing transportation infrastructure, demand and policy to establish an understanding of existing mobility conditions;**
- **ii. Applying the Municipality's regional travel demand forecasting model to determine potential impacts to regional mobility as a result of development;**
- **iii. Recommending land use and network scenarios that support the mobility goals outlined in Chapter 7 of this Plan; and**
- **iv. Water and Wastewater Services Study – This study shall establish existing water and wastewater infrastructure conditions and develop a macro-level**

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**servicing strategy that will establish water, wastewater and stormwater servicing infrastructure requirements for development, including cost estimates and allocation assessment; and**

**c) Any applicable direction contained within this Plan and Council approved Priority Plans.**

**HC-8 Where a planning process for any of the areas identified in Table 3-3 as a Future Serviced Community has been initiated pursuant to HC-7, the Municipality shall adopt site-specific policies in the applicable secondary municipal planning strategy to guide future site design, land use, density and form of development. In developing site-specific policies, Council shall consider the following:**

**a) all applicable policies of this Plan;**

**b) the subdivision of land;**

**c) the phasing of development;**

**d) protection and/or restoration of significant environmental and cultural features, including wildlife corridors, the urban forest, wet areas, wetlands and watercourses;**

**e) directing development away from sensitive environmental and cultural features, and areas that may be hazardous to the health and safety of residents, including measures to reduce the risk and impact of wildfire through site and building design and infrastructure;**

**f) the integrity of regional parks or federal and provincial wilderness areas adjacent to the lands are maintained and buffered, including the functioning of shared environmental, recreational or cultural features;**

**g) the movements of pedestrians and transit service are prioritized over car-oriented design, including short blocks, grid or modified grid mobility networks, pedestrian streetscapes, active transportation, and connections to surrounding community;**

**h) the adequacy of public parks, open spaces and community facilities that meet the objectives of this Plan and the requirements of the Regional Subdivision By-law;**

**i) impacts to municipal infrastructure and the need, if any, to concurrently approve by-laws to pay for growth related municipal infrastructure;**

**j) the distribution of overall densities intended for the community, and between different development blocks, phases and land owners;**

**k) the Suburban Design Guidelines contained in Appendix C of this Plan;**

**l) community-scale or site-level green infrastructure, renewable energy options and other climate mitigation design elements are integrated in development;**

**m) the provision of a mix of uses, community amenities, public parks and gathering areas; and**

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n) **provisions for incentive or bonus zoning and off-site improvements necessary to integrate the development in the neighbourhood.**

# 3.5 RURAL COMMUNITY PLANNING

The municipality's rural area is the largest sub-region by land area and consists of many diverse rural communities that are critical to the region's success. Rural communities across the municipality have been shaped by their access to natural resources, such as fishing, forestry and agriculture as well as a network of open space. Rural communities also include distinct Mi'kmaq, African Nova Scotian and Acadian communities.

Maintaining the integrity of rural land and communities is important to rural residents and a fundamental aspect of the Regional Plan. The distinctive character of rural places is best protected where the economic climate supports and values working lands, and the development climate values the natural landscape and seeks to conserve it. This means avoiding fragmentation of the land that affects the character of the community, the functionality of its resource-based economy, and emerging industries such as tourism. As outlined in Chapter 2, this Plan manages growth in rural areas through its designations, including the Open Space Designation, Rural Resource Designation, Agricultural Designation and Rural Commuter Designation.

The challenges and opportunities in the municipality's rural areas are distinct from urban parts of the region. This includes a culture of close connection to the land, and history of settlement. Many of the existing community plans were completed by Halifax County, before amalgamation. These plans and their land use by-laws were developed with significant public input and continue to provide a solid foundation for planning in municipality's rural areas.

Some communities have seen change since the time the plans were written, especially those on the edge of the urban area. As a result, some of the policy guidance and land use regulations no longer reflect the communities' visions. The existing plans and land use by-laws may allow uses that the community feels are no longer appropriate or restrict uses that the community would like to support.

The Regional Plan and the Halifax Green Network Plan have also focused on stronger protections for the natural environment, and updated regulations are needed to ensure these policies are implemented. As part of the Rural Community Planning program, the Municipality will be developing a Rural Planning Framework that will build on existing community plans and provide updated policy and land use by-law regulations for the rural areas.

## 3.5.1 VISION FOR RURAL COMMUNITY PLANNING

A vision to help guide community planning in rural areas was developed during the 2021-2023 Regional Plan review, and was informed by previous planning in rural areas. This vision may be further refined as part of the Rural planning process:

***Rural communities are defined by wilderness areas supporting ecological integrity, traditional rural economies, ecotourism and rural lifestyles. They also include well-defined and walkable centres offering a range of housing options, places to shop, learn, play and gather. Significant rural centres are thriving, compact, complete communities with multimodal connections to the rest of the region.***

**HC-9 The Municipality shall implement a Rural Community Planning program to develop an updated rural land use planning framework for the Rural Area identified on Map 1, that supports the overall growth management of the Municipality and the sustainable development of rural communities. In developing and implementing the program, the Municipality shall be guided by the vision for rural communities and shall:**

**a) Prioritize protecting natural and cultural landscapes as identified in the Halifax Green Network Plan and Sharing Our Stories;**

**b) Support working landscapes, including those supporting agriculture, forestry, fishing and other rural industries;**

**c) Recognize the range of types and scales of rural communities and develop policies that support differing community contexts, including planning with Indigenous and African Nova Scotian communities;**

**d) Identify rural infrastructure needs, such as groundwater capacity and wastewater management, to help better direct where growth can be accommodated;**

**e) Explore options for rural mobility, including partnerships and micro-mobility options;**

**f) Direct growth to rural centres where compact development patterns can support village main streets and a range of mobility options, including active transportation;**

**g) Use Conservation Design Development as a tool to preserve open space and encourage clustered development;**

**h) Foster rural community character and invest in unique community assets through land use and economic development policies; and**

**i) Ensure land use regulations permit a diversity of housing types.**

## 3.5.2 RURAL SERVICES AND MOBILITY

With lower population densities and distance to serviced developments, providing central water, wastewater and frequent transit service is often very expensive and inefficient. Intensification and housing options can, however, be supported though alternatives such as Wastewater Management Districts and private wastewater utilities for conservation design developments. While not all rural growth centres will be able to intensify, this Plan supports the vitality of existing service centres or villages which provide important community services to large areas of the Municipality.

Connecting rural communities is important for rural economic viability and social equity. Rural mobility can be improved by clustering rural development in established centres, investing in strategic active transportation infrastructure, and expanding the Rural Transit Funding Program to improve rural mobility options. A range of rural mobility options is needed to serve the different types of rural communities, as described in Chapter 7 and the Integrated Mobility Plan.

**HC-10 As part of the Rural Community Planning program, the Municipality shall continue to study options for servicing rural centres, including wastewater management districts and rural mobility, and consider the potential for semi-rural development in areas serviced by central water and/or sewer that abut un-serviced areas.**

## 3.5.3 COMMUNITY-LED PLANNING

Rural communities are looking for ways to strengthen their economies, provide better quality of life, and build on local assets. Some communities are experiencing slow growth or even population decline and shrinking rural areas might find that their policies are not bringing the prosperity they seek, while fast-growing rural areas at the edge of the city face urban-style development pressures and loss of working landscapes. Given the large geographical area and diversity of local issues, it is important that rural community plans are developed by community for community, or are co-created to use local knowledge and address important issues while being aligned with other rural areas and the region. A robust community engagement program will develop local visions, action plans and land use policies for rural communities.

**HC-11 As part of the Rural Community Planning program, the Municipality shall seek to use a participatory community engagement model to co-create and support the implementation of community visions, action plans and land use policies that use local knowledge to develop strong and resilient communities.**

## 3.5.4 PLANNING FOR RURAL CENTRES

The municipality has the largest proportion of rural residents among census metropolitan areas in Canada and the largest rural population of any county in Nova Scotia. Rural challenges and opportunities regarding development are different from those in urban and suburban areas, and warrant policy consideration to address them effectively.

Detailed studies undertaken since the adoption of the 2006 Regional Plan have determined that the municipal costs and risks associated with piped services in rural centres are cost prohibitive. Similarly, conventional urban-style public transit with frequent service is not always feasible in rural communities due to low population and employment densities. These challenges can be mitigated by using clustered development as a more cost-effective approach for HRM to provide municipal services. The policies of this Plan direct new development to rural centres while protecting open spaces and resource lands for economic and environmental purposes.

The 2006 and 2014 Regional Plan identified a range of rural centres at different scales that would serve as hubs for surrounding areas. While some of those centres were envisioned as town or village-like places that would expect modest growth, while other centres were seen as places that would expect a more significant level of change while acting as service hubs.

While some centres are located on the edges of the suburban area and are influenced by that settlement pattern, other communities see strength in their rural character and are closely tied to the rural economy and lifestyle.

This Plan envisions a range of rural communities of different types and scales, that will require detailed planning based on their own context. As part of the Rural Community Planning program, the rural centres

set out in this Plan may be further revised based on identified service and infrastructure needs and capacities, as well as community input.

**HC-12 To protect the character of rural communities and working landscapes, conserve open space and support clustered rural development, the Municipality shall establish a framework to direct growth in Rural Communities to Rural Growth Centres and Rural Local Centres as shown on Map 4 and in Table 3-5.**

**HC-13 To further protect the character of rural communities and working landscapes, the Municipality shall establish conservation design policies, as outlined in Chapter 10, to encourage growth within the Rural Growth Centres and to manage growth in between centres.**

**HC-14 The Municipality shall use the general categories of Rural Centres as set out on Map 4 and Table 3-5 to guide community planning and service provision. The communities, boundaries and characteristics of the Rural Centres identified in Table 3.5 may be further refined through the Rural Community Planning process and updated through amendments to this Plan.**

**Table 3-5: Rural Growth Centres and Rural Local Centres**

| Type of Centre | Name |
|---|---|
| **Rural Growth Centres**<br>• *Mix of housing types, including ground-oriented and small apartments*<br>• *Mix of commercial retail, institutional and recreational uses*<br>• *Opportunity for rural express transit and park & rides* | Hubbards<br>Upper Tantallon<br>Tantallon Crossroads<br>River-Lakes/Fall River<br>Enfield<br>Lake Echo<br>Porters Lake<br>Musquodoboit Harbour |
| **Rural Local Centres**<br>• *Mix of housing types, primarily ground-oriented*<br>• *Mix of commercial retail, institutional and recreational uses* | Cherry Brook<br>North Preston<br>East Preston<br>Head of Jeddore<br>Oyster Pond<br>Tangier<br>Sheet Harbour<br>Moser River<br>Middle Musquodoboit<br>Upper Musquodoboit<br>Hatchet Lake<br>Indian Harbour<br>Lucasville<br>Waverley<br>Sambro<br>Hubley<br>Whites Lake |

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The centres identified in this Plan will be further refined through the Rural Community Planning process. There are concerns, however, that important sites within some centres could be inappropriately developed before further community planning is completed. Therefore, as an interim land use management tool, controls will be applied to certain lands within some of the rural growth centres. Under Policy IP-23 in Chapter 10 of this Plan, land uses may be approved by development agreement provided they are conducive to the creation of a focal point for the centre. This mechanism will remain in place until future community plans are completed and adopted by HRM.

## 3.5.5 DEVELOPMENT OUTSIDE RURAL CENTRES

Ribbon development along highways is a concern for both local and regional landscape connectivity. Ribbon development is a linear settlement pattern that concentrates development along the road frontage, leaving interior landscapes undeveloped and inaccessible. As development extends further outward, the cost of servicing increases and traffic becomes heavier. Such development also obstructs natural landscapes and views, making scenic features less visible.

**HC-15 As part of the Rural Community Planning program, the Municipality shall review secondary municipal planning strategies to discourage ribbon development along highways and scenic routes and to preserve views and access to natural landscape features. Reviews may include amendments to lot sizes and lot coverage, frontage, density, and natural landscape features.**

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# CHAPTER 4: STRENGTHENING COMMUNITY INFRASTRUCTURE

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# CHAPTER 4: STRENGTHENING COMMUNITY INFRASTRUCTURE

## 4.0 INTRODUCTION

Community infrastructure is essential to building healthy and complete communities. Parks, recreational spaces and programs, and libraries provide communities with safe, inclusive and accessible spaces to gather, build strong and resilient networks, engage in positive social activities, and seek safety from harm. Shared public spaces are important to our physical and mental health, leisure, economic development, environmental sustainability, and even climate resiliency. Emergency services, solid waste and energy utilities are critical infrastructure that ensure safety and security for residents.

The region's parks and community facilities, including recreation centres, libraries, are mostly operated by the Municipality, with some administered by other organizations, including federal and provincial agencies, volunteer community boards, third party (for-profit) management companies, and not-for-profit organizations. Collectively, they provide a diverse range of programs, services, civic events and safety programs to the community. As the Municipality grows and our population becomes more diverse, it will be important that the public infrastructure within our communities be maintained and enhanced to meet the growing need.

## 4.1 OBJECTIVES

1. **Support community wellness and active living by delivering an inclusive municipal park and community facility network that accommodates the needs of changing demographics and the region's settlement pattern.**

2. **Direct investment in public space and infrastructure at the neighbourhood, community and regional level to meet the needs of diverse communities.**

3. **Support the protection, acquisition, and management of the significant natural or cultural resources in regional parks.**

4. **Strengthen collaboration with partners in planning and maintaining inclusive, resilient and sustainable parks and community facilities in alignment with future growth.**

5. **Create opportunities for partnerships and multi-use hubs to increase equitable access and efficient service delivery.**

6. **Support community safety by delivering an inclusive emergency prevention and response infrastructure network that accommodates the needs of changing populations and HRM's unique settlement patterns, in adherence to local and national levels of service standards.**

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# 4.2 PARKS

Parks are an important component of the Green Network. An ecologically and economically sustainable park system contributes to the resilience and connectivity of ecological systems. It provides residents of all ages and abilities with access to nature, active and passive amenities and social cohesion. As part of the region's open space network, parks help to mitigate the impacts of extreme weather conditions such as heat waves and flooding.

The park system, along with the green network, helps shape the settlement form and character of the region's communities. A sustainable Green Network is envisioned as a system that protects important ecological functions, mitigates climate change impacts and provides recreational opportunities.

The region's park and community facilities provide accessible programs and services offering diverse recreation, leisure and cultural choices, and delivering inclusive civic events. Currently, there are over 900 municipal parks in the municipality that provide green spaces and outdoor assets, including trails, playgrounds, sport courts, sport fields and skateboard parks.

The municipality's park system needs to serve the recreation needs of a rapidly growing and changing population throughout the whole region. A connected trail system provides linkages between communities and outstanding natural and historical features, which shape the region's form and identity. An inclusive and sustainable park system is a key consideration while planning for healthy and complete communities.

There are increasing expectations concerning the quality and quantity of municipally-owned public spaces dedicated to open space, recreation and leisure pursuits. The municipality has been experiencing high levels of population growth which is expected to continue. Given the higher densities desired for growth centres and transit corridors within the municipality, there will be additional requirements for more parks to serve the needs of local residents. To plan strategically for increased demand for publicly-accessible green space for passive and active recreation, the Municipality will develop a Regional Parks Priority Plan.

**CI-1 The Municipality shall support community wellness, active living and the open space network by providing a full spectrum of public parks, as identified in the Green Network Plan, for the purposes of outdoor recreation and environmental protection.**

**CI-2 To ensure that the Municipality's park and open space infrastructure is sufficient to support growing and healthy communities, the Municipality shall develop a Regional Parks Priority Plan that supports the objectives of this Plan and the Halifax Green Network Plan and considers:**

**a) Planning the park system from a region-wide perspective, recognizing the needs of ecosystems and communities, areas identified for intensification, and new planned communities, the various settlement patterns, and their respective unique character, configuration, and need;**

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

c) **Establishing criteria for classifying and developing HRM parks including designating new park areas, and the upgrades to existing parks required to support existing and future population growth;**

d) **Developing level of service standards, policies and equitable access to a variety of park types, amenities, facilities and experiences, and an associated park and public land acquisition strategy as outlined in Policy CI-7 and C1-8;**

e) **Establishing investment and management guidelines for public open space lands, infrastructure and sustainable natural open space management strategies;**

f) **Incorporating ecosystem and climate values, cultural and heritage values, naturalization and year-round recreation when planning across the park spectrum;**

g) **Prioritizing the connections between parks and open spaces, freshwater bodies and the Atlantic Ocean for open space protection; and,**

h) **Prioritizing protection of public access to significant wilderness and coastal areas.**

## 4.2.1 NATURE PARKS

The municipality is home to municipally, provincially, federally and non-profit owned parks and open spaces that provide wilderness protection and recreation opportunities. The Municipality currently has direct involvement in land ownership and park management for three areas that are being developed as Nature Parks. The primary goal of park planning for these publicly held lands is to retain them in a natural state, offering passive access to nature. An overview of these areas is provided in Table CI-1 below. Lands that the Municipality currently owns, or provincially or federally owned lands will be subject to future park planning processes. As development proceeds in close proximity to park areas, attention should be placed on ensuring land use is of a suitable use and scale.

**Table CI-1: Description of Nature Parks**

| |
|---|
| **Sandy Lake**<br>The Sandy Lake Regional Park consists of municipally owned land around Sandy Lake, Marsh Lake and Jack Lake containing a beach, formal trails, and undeveloped wilderness lands. Located near Hammonds Plains Road, it extends up to the Sackville River and encompasses the Sandy Lake watershed, including the watercourse from Sandy Lake, Marsh Lake, and into the Sackville River. The Park also includes Jack Lake, which is part of the Papermill Lake Watershed. The Municipality has an active program to include additional lands to support the further development of this nature park. |
| **Blue Mountain-Birch Cove Lakes**<br>Blue Mountain-Birch Cove Lakes (BMBCL) is an area located on the western edge of the Halifax urban core and comprises Acadian forest, wetlands, and a system of lakes and headwaters, offering wilderness opportunities to many residents and visitors. In 2021, the Municipality signed a statement of collaboration with Parks Canada to consider part of the Blue Mountain-Birch Cove Lakes (BMBCL) area as a candidate National Urban Park, under a new federal program. The subject area considered for park planning consists of land owned or under the control of a partnership group (as shown on Map 5A) and any additional private lands that might be acquired for the purpose of connection or park integration. The Partnership Group which has been formed to guide future park planning consists of HRM; the Province; |

Nova Scotia Nature Trust; Mi'kmaq of Nova Scotia, as represented by Kwilmu'kw Maw-klusuaqn (KMK); Sipekne'katik First Nation; and Parks Canada.

**Shaw Wilderness & McIntosh Run**

Portions of the Purcell's Cove Backlands, located on the Chebucto Peninsula, are nature parks that include lakes, hills with scenic views, and popular hiking and biking trails. This area is characterized by its glaciated landscape and unique ecology. In addition to being home to a variety of local plants and animal species, the Backlands have a Jack Pine/Broom Crowberry Barrens ecosystem that is naturally unique and globally rare. The Municipality is working in partnership with other provincial and not for profit agencies to establish programing for these lands and actively considers opportunities to acquire additional lands that could further support development of this Nature Park.

Once underway, park planning may recognize that additional lands could be beneficial to the park purpose and objectives, and should be considered for aquisition. Any lands that are held in private ownership are subject to other land uses, and unless they are zoned for park, are subject to existing development rights as enabled under a land use by-law, or subdivision approvals or development agreements currently in effect.

**CI- 3 As park planning proceeds for the nature parks generally known as Blue Mountain Birch Cove Lakes, Sandy Lake and Shaw Wilderness and McIntosh Run, the Municipality shall give consideration to:**

**a) the goals and objectives of this Plan, the Halifax Green Network Plan and any future Regional Parks and Open Spaces Strategy as outlined in Policy CI-2;**

**b) the relationship to adjacent lands and community;**

**c) applying best practices and an equity lens to acquisition models, park planning, and design processes;**

**d) determining safe and environmentally sensitive access points;**

**e) using the analysis and findings from ecological features assessments, watershed studies, or land suitability analyses; and,**

**f) the findings of the Regional Park Priority Plan as outlined in Policy CI-2.**

**CI-4 The Municipality shall coordinate with Provincial and Federal governments and conservation groups to help establish a nature park network and use this network to pursue partnerships or changes to legislation or regulation that would help support these important projects.**

**CI-5 The Municipality shall study lands in close proximity to nature park areas and ensure land use is of a suitable use and scale to support the creation and ongoing use of the nature park.**

**CI-6 To recognize the unique, fire-prone ecology of the Purcell's Cove Backlands and protect the majority of this area as open space, the Municipality shall establish provisions within the applicable secondary municipal planning strategy and land use by-law to limit development within the interior of the Backlands.**

## 4.2.1 LEVEL OF SERVICE STANDARDS

The concept of Level of Service (LOS) Standards pertain to whether a service is provided or not, how much a service is provided, measure the quality of that service, or the required levels of investment in that service. In Parks service, Level of Service (LOS) Standards can be used to identify the desired maximum distance to outdoor recreational amenities and parkland and the amount of parkland and amenities available per number of residents (parkland per capita). Defining a LOS standard is useful in setting appropriate expectations for residents for park services, and can be used to help plan and monitor the quantity and quality of parks and community facilities.

Halifax's natural and human influenced landscapes help to organize the municipality into different settlement areas, each one having distinct characteristics. Types of development and density of population differ greatly among the settlement patterns as do their natural resources, parkland and recreation facilities. Some have important natural features; others provide a wide variety of outdoor recreation opportunities. No individual community has a complete spectrum of parks and outdoor recreation experiences. To ensure equitable, sustainable and high-quality provision of parks services and outdoor amenities are available for future generations, considering the nature of Halifax's various settlement patterns, different levels of parks and outdoor recreation service should be developed for each type of settlement pattern.

To accommodate the changing population's physical and social needs, the Municipality must continuously identify gaps and overlaps in park locations, sizes, outdoor amenities, and programming based on level of services. This can help make decisions about maintenance, investments, land acquisitions and divesting in underutilized spaces.

**CI-7 The Municipality shall seek to provide a balanced distribution and supply of inclusive and accessible high-quality parks and outdoor amenities according to defined level of services. The Municipality shall develop Level of Service Standards for parkland and outdoor assets with consideration given to the following:**

**g) the objectives and actions of this Plan and the Halifax Green Network Plan, including the park spectrum;**

**h) benchmark and best practices for level of services;**

**i) a diverse and inclusive public participation program;**

**j) the unique character and needs of the municipality's various settlement patterns;**

**k) spatial analysis of the existing parkland and outdoor recreation amenities inventory; and**

**l) the projected future population's demand on parkland and amenities.**

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**CI-8** **The Municipality shall conduct a parkland and outdoor asset needs assessment to identify gaps and overlaps based on Level of Service Standards. This assessment shall inform decision-making on land parkland and outdoor asset acquisition, divestment and naturalization.**

**CI-9** **Where a proposed development is considered by development agreement, the Municipality may consider the acquisition of riparian buffers, wetlands, and islands as public open space to protect public interest and facilitate public access.**

## 4.3 COMMUNITY FACILITIES

Community facilities play an essential role in fulfilling the community's social, recreational, cultural and public safety needs. While the primary role of many community facilities is to provide opportunities for people to stay active and engaged, these shared physical spaces increasingly play a role in filling gaps in the social safety net, supporting public health and even emergency services. Libraries and recreation centres in particular are at the front lines of serving vulnerable populations be it though housing supports, food programs, welcoming seniors and youth, tutoring newcomers or providing a safe space for the unsheltered population. Community facilities are therefore part of the social infrastructure that can build strong interpersonal and social networks and can be easily mobilized when either a personal or a community emergency arises, such as a loss of housing or extreme weather events. They are the essential building blocks of healthy, inclusive and resilient communities.

The Municipality operates 30 indoor community facilities, ranging from small community centres to large complexes including community centres, recreation centres, arenas, pools, skate parks, playgrounds, sport fields and sport courts. It is crucial to also recognize the contribution of community facilities provided by other organizations in supporting the city's needs, including libraries, schools, childcare services, cultural venues, places of worship, sport clubs and emergency facilities.

There are currently gaps in the equitable access to such facilities across the region. As HRM continues to embrace strong population growth, community facilities and services will need to accommodate a fast growing and changing population's demands, while also addressing existing gaps in particular in areas with higher than average low-income and vulnerable populations.

It is important to take community facilities into consideration when planning for future development, as they play a vital role in the functioning and livability of the municipality's communities. This can be accomplished through strategic public land holdings, creating partnerships, and co-locating services in mixed-use facilities and developments.

**CI-10** **The Municipality shall support the development of healthy and complete communities by:**

**a) maintaining public lands in areas that are identified for growth and intensification;**

**b) identifying gaps in equitable distribution of community facilities and emergency services;**

**c) exploring partnerships to co-locate community facilities in mixed-use developments or multi-use facilities; and**

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**d) prioritizing location of community facilities in areas accessible by walking or transit.**

**CI-11 When developing new or amending existing secondary municipal planning strategies, the Municipality shall consider the needs for community services and facilities by:**

**a) consulting with service providers about the service needs of current and future residents;**

**b) considering lands for current or future institutional uses through land use planning and land banking;**

**c) maintaining lands in public ownership in strategic locations; and**

**d) perrmitting the location of community facilities in mixed-use developments.**

## 4.3.1 INDOOR RECREATION

Halifax recognizes that fostering lifelong participation through a variety of accessible recreational opportunities contributes to healthy lifestyles, vibrant communities, and a sustainable environment.

The Municipality provides a variety of indoor and outdoor community facilities designed to meet local and regional recreation needs. HRM has adopted the "Hub and Spoke" model which identifies a large "hub" facility with other complementary recreation infrastructure located in the surrounding area serving as "spokes". Clustering facilities in this way allows residents to access a wider variety of programming than can be delivered in a single facility. The location and distribution of community facilities is among the factors considered when reviewing centres for future growth. These facilities should also be located to allow for easy access using active transportation or transit where these services are available.

**CI-12 The Municipality shall review and consider recreation trends, demographics, equity and community needs as part of planning for complete communities and striving to provide services in an equitable manner, particularly for historically underserved communities.**

**CI-13 Further to Policy RP-20, the Municipality shall consider the location and distribution of community facilities as part of the Strategic Growth and Infrastructure Priority Plan to ensure that services are available or planned to accommodate future growth.**

In 2017, HRM endorsed The Community Facility Master Plan 2 (CFMP2), which gives direction for a clustered approach to community facilities management that will provide a more cohesive infrastructure and will encourage more integrated and universally accessible programming. It identifies aging facilities that may need investment or replacement in order to meet accessibility standards, safety requirements and changing user needs.

**CI-14 The recommendations of the Community Facilities Master Plan 2, as updated from time to time, shall provide guidance for needs assessment, planning, management and financing of community facilities in the muncipality.**

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### 4.3.2 WASHROOMS AND DRINKING FOUNTAINS

Providing access to safe, clean and accessible washroom and drinking fountains is essential as the city grows. Park washroom facilities play a critical role in bolstering HRM's overall network of public washrooms. This network comprises an essential part of the ongoing work of building a more inclusive public sphere, supporting more equitable access to all HRM's public and open spaces.

The *HRM Washrooms & Drinking Fountains Strategy*, endorsed by HRM in 2020, outlines policy and design recommendations and a proposed action plan for the municipality in considering the planning, recapitalization, and installation of facilities in municipal parks. This strategy mainly focused on the recreational user needs for washrooms and drinking fountains. It does also recognize other broader society needs for washrooms and drinking fountains that are not within its scope, and addressed the needs for additional subsequent work on the matter.

**CI-15 The recommendations of the *HRM Washrooms & Drinking Fountains Strategy* shall provide guidance for decision-making in the planning, recapitalization and installation of washrooms and drinking fountains in the municipality's parks and open spaces.**

## 4.4 LIBRARIES

Libraries play an important role in communities, in the vast range of free services provided, and in the communal space where everyone is welcome to gather. In addition to providing residents access to books and other forms of information, libraries provide free Wi-Fi, technology for public use, social and meeting spaces, cultural activities, programming and learning opportunities for all ages, including English language and literacy programming, and support and referral services for those at risk in the community. Libraries provide many virtual programs, including extensive digital collections, as well as home delivery services and community-based services in many locations outside of branches. Halifax Public Libraries has facilities located in urban, suburban and rural areas of HRM. Some libraries are co-located with other community or regional facilities.

Given the evolving role of libraries and the high level of community use, many existing older facilities do not have adequate space, or are not designed to meet modern demand. Halifax Public Libraries has a capital plan, which identifies branches that are priorities for investment, based on facility condition, population growth and social need in the community. The library has a combination of both larger facilities and smaller branches that are located in community and connected to transit and active transportation routes.

**CI-16 Further to Policy RP-20, the Municipality shall consider the location and distribution of libraries as part of the Strategic Growth and Infrastructure Priority Plan, and work with Halifax Public Libraries to ensure that services are available or planned to accommodate future growth.**

## 4.5 SCHOOLS

Schools are public infrastructure, and their location, design and physical condition play a significant role in neighborhood quality, city growth and quality of life. Schools have heavy impacts on transportation and transit services, road service demand, residential development and housing choice. Convenient access to quality schools is an important consideration for community when deciding where to live. As a result, the

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location of existing and planned schools is an important part of building health and complete communities and are important to HRM's long-term planning.

In HRM, the Halifax Regional Centre for Education (HRCE) oversees English public schools and the Conseil Scholaire Acadien Provincial (CSAP) oversees all French public schools. Eleven private schools are also located in HRM. Each Centre or Board is required to publish a Long-Range Outlook (LRO) annually. These documents provide information regarding the situation at each school, the delivery of education programs and services, historical and projected student enrollment. Based on the results of the LRO, a Centre or Board may identify a school for review to determine the viability of the facility. HRM has a Service Exchange Agreement with HRCE, which intends to provide a long-term solution regarding shared access to facilities, programs and services as well as ensuring gymnasium availability for the general community. Those are recreational assets that are maintained by the municipality on behalf of HRCE and is part of the overall recreation service level the municipality offers to the community.

Decisions about school locations are not made by HRM but the location of residential development and access using active transportation and transit should be considered while planning for complete communities.

**CI-17 Further to Policy RP-20, the Municipality shall consider the capacity, location and distribution of schools as part of the Strategic Growth and Infrastructure Priority Plan, and work with the Halifax Regional Centre for Education and Conseil Scholaire Acadien Provincial to ensure that services are available or planned to accommodate long-term population growth.**

**CI-18 The Municipality shall encourage the Province and the Halifax Regional Centre for Education to consider the Municipality's projected population and planned settlement pattern as outlined in this Plan and secondary municipal planning strategies when deciding where to locate schools and other public facilities.**

## 4.6 PUBLIC SAFETY AND EMERGENCY SERVICES

*The Public Safety Strategy 2023-2026* provides a vision and mandate for the Municipality to advance holistic, upstream approaches to public safety and ensures public safety is a shared responsibility for the greatest collective impact. Public safety is about creating the conditions in which people feel safe from harms, and when harms do happen, that people trust that there are services available to provide necessary supports. In the municipal context, this includes programs and services to enhance protective factors that build resilient individuals and communities. Protective factors can be promoted through the equitable provision of services such as youth programming and literacy development; neighbourhood planning for social cohesion and supporting community-led safety and wellbeing initiatives. The Strategy is focused on three action areas:

- Community-Led Public Safety Leadership
- A Broader Spectrum of Responses to Social Issues and Harms
- A Centre of Responsibility for Collective Impact

Community-led public safety requires safe and inclusive public spaces where community members can gather, grow their networks and build resilience. These forms of 'social infrastructure' are essential aspects of preventative approaches to crime and violence prevention - for example by creating spaces where young people can gather and feel safe, where people experiencing homelessness can access needed supports,

programs, and services, and where community groups can organize and collaborate. When planning community facilities and infrastructure, it will be important for the Municipality to incorporate a social infrastructure perspective.

**CI-19 The Municipality shall undertake the actions identified in the Public Safety Strategy 2023-2026.**

An important consideration when locating growth in the municipality is providing adequate emergency services to ensure the safety of all residents. Planning and delivery of emergency management is coordinated between governments, public agencies, service providers and community organizations. Emergency services include hospitals, police stations, fire stations and critical infrastructure such as emergency shelters, community medical/wellness sites, comfort centers, community educational spaces and safe community spaces (refuges). These services must be dispersed throughout the community as distance and response time are key to ensuring their effectiveness. HRM relies on an interconnected network of fire stations and other emergency response facilities and are mandated to achieve Emergency Response Time Targets (ERTT). The Municipality must continue to work closely with emergency service providers when planning our communities.

**CI-20 Further to Policy RP-20, the Municipality shall consider the location and distribution of emergency service infrastructure as part of the Strategic Growth and Infrastructure Priority Plan, and work with emergency service providers to ensure that services are available or planned to accommodate future growth.**

**CI-21 When adopting new or amending existing secondary planning strategies, or considering development agreements or amendments to land use by-laws, the Municipality shall consider the need for new or expanded emergency services within or to support proposed developments. In choosing a location for new or expanded emergency services, the Municipality must consider present and future population density, projected community uses and hazards and travel time to/from existing adjacent emergency service facilities.**

## 4.7 FOOD SECURITY

Community food security exists when community residents obtain a safe, culturally acceptable, nutritionally adequate diet through a sustainable food system that maximizes community self-reliance and social justice. Climate change and natural disasters like droughts, floods, storms and hurricanes impact local farmers' food production abilities, and disasters elsewhere in the world can lead to supply-chain disruptions that result in empty grocery store shelves here in the municipality. Since climate-related disasters affect the ability of food producers to meet demand, these weather events can cause food availability to suffer and food prices to rise.

When people are unable to access safe and nutritious food to meet their needs, they are experiencing food insecurity. Food insecurity is a complex issue with many economic, social, geographic, and political factors. A 2018 study of Household Food Insecurity in Canada found that Nova Scotia has the highest rate of food insecurity of all ten provinces in Canada, and an estimated 16% of households in the municipality face marginal, moderate, or severe food insecurity.[1] The same study finds that at 16.7%, the municipality is more food insecure than the national average (12.7%) and is ranked as the 3rd highest Canadian census metropolitan area for rates of household food insecurity.

Given the prominence of food insecurity across Nova Scotia and the municipality, the Municipality has undertaken initiatives to develop sustainable food systems. Within HRM, the *JustFOOD Action Plan (Part A)* is an important functional plan to improve food security, reduce food inequalities, support inclusive economic growth, foster resilience in the face of climate change, and promote the health and well-being of all residents.[2] The *Action Plan* identifies several recommendations aimed at improving the geographic and physical accessibility of food, creating an enabling municipal environment for good food, and supporting and expanding community gardens and urban farms. These recommendations help to inform several of the policies in this section. Supporting equitable access to healthy foods and the development of sustainable food systems strengthens community self-reliance and improves food security.

**CI-22 When preparing new secondary municipal planning strategies or amendments to existing secondary municipal planning strategies, means of furthering food security may be considered including:**

**a) requiring development proposals to address access to food and impacts on local food systems as part of land suitability assessments;**

**b) increasing opportunities for food production and food retail;**

**c) exploring measures to preserve existing agricultural land used for food production;**

**d) requiring building design features that promote environmental sustainability and food security, including green roofs and amenity garden space.**

## 4.7.1 RURAL AGRICULTURE

Rural communities have a rich history of food production and continue to be home to a wide range of agricultural uses including crop and livestock production, aquaculture, fisheries, and forestry products. Notably, the Musquodoboit Valley contains HRM's only remaining arable land largely unaffected by non-agricultural uses. Avoiding non-agricultural development on agricultural land and allowing farms opportunities for development or expansion helps to protect HRM's local farming industry. Supporting the maintenance of sufficient land for farming within the Municipality also keeps food supply chains local, reduces emissions, and promotes the local rural economy while providing healthy and nutritious food.

**CI-23 The Municipality shall consider, as part of the Rural Community Planning program, measures to preserve existing agricultural land and expand agricultural land used for food production within HRM.**

**CI-24 Where Provincial programs are made in support of preserving agricultural land and promoting local agriculture, the Municipality may consider means to complement or further such programs through its policies or regulations.**

## 4.7.2 URBAN AGRICULTURE

The *JustFOOD Action Plan* emphasizes an increased demand and interest in local food production and the need for HRM to reduce barriers and create opportunities for local food production. However, outside of certain rural zones, land use by-laws have historically restricted where residents are able to sell food they produce. Given the rising cost of food, high levels of food insecurity in the region, and desire to shorten

supply chains and increase access to healthy food, the Municipality has a responsibility to enable more residents to produce and sell their own food in their communities.

While residents have always been able to grow fruit and vegetable plants, also allowing backyard hens and urban beekeeping across the region can benefit food security. The detrimental impact of mass-produced and far-travelling food on the environment has spurred interest in raising chickens for personal use. Backyard hens can provide a source of enjoyment and personal food production with minimal impacts to a surrounding residential neighbourhood. A frequent sight in backyards and parks across HRM, bees play an important role in local ecosystems as pollinators and are essential to biodiversity. Urban beekeeping is a popular option for residents to produce their own honey and ensure plants in nearby gardens and the surrounding neighbourhood are well pollinated, which supports fruit and vegetable production.

As residents keep bees, egg-laying hens, and harvest plants (such as vegetables, fruits, herbs, sprouts, ornamental plants, and flowers), there is interest in being able to sell honey, eggs, and plant produce to neighbours and the surrounding community. **Market Garden** is a term that is used to describe food that is grown or prepared to be sold or shared with neighbours and community members. Already a common practice across rural parts of Nova Scotia and other Maritime provinces, market gardens allow residents to sell food at their own property or at farmers' markets. Through expanding urban agriculture opportunities HRM can support local food security by expanding residents' ability to produce and sell food in their communities.

**CI-25 The Municipality shall, through the applicable land use bylaws, permit market gardens to facilitate the production, processing, and distribution of food at a scale appropriate to the surrounding context in all zones, except for zones created with the intent to limit development near environmentally sensitive watercourses, infilled water lots, and coastal shorelines. Permitted uses and structures shall include:**

- **a) Private gardens, community gardens, green roofs, and accessory food processing and distribution;**
- **b) Accessory keeping of bees and egg-laying chickens;**
- **c) Farmer's markets, except that farmer's market's shall not be permitted in low-density residential zones.**

**CI-26 Subject to the zone and use requirements of CI-21, the Municipality may permit:**

- **a) The use of shipping containers for the growing of plants, vegetables, fruits, and worms; and**
- **b) The secondary processing and distribution of food in the form of preserved and pickled food products.**

## 6.7.3 GREEN ROOFS

Green roofs can offer many environmental, economic, and social benefits. Besides adding to a building's aesthetic appeal, green roofs can support a variety of plant species and provide valuable space for community gardens and recreational uses. Green roofs are also home to plants that improve air quality by capturing airborne pollutants, reducing carbon emissions, absorbing light that would otherwise heat urban

areas during hot summer months (contributing to cooler and more comfortable urban neighbourhoods), and can reduce the amount of energy needed to heat and cool buildings.

**CI-27 The Municipality shall, through the applicable land use by-laws, allow rooftop greenhouses and green roof features to protrude above the maximum permitted height for main buildings to provide additional opportunities for local food production.**

## 4.7.4 INDOOR FARMING

Farming inside of a building presents unique opportunities and benefits for food security in HRM. Indoor farming—or Controlled Environment Agriculture (CEA)—encompasses a wide range of farming techniques where produce is grown indoors year-round and farmers control light, temperature, water, and carbon dioxide levels. Indoor farming is sometimes called 'vertical farming,' since crops are often grown indoors in vertically stacked layers instead of horizontally across the ground. While indoor farming can already be accommodated in agricultural zones, industrial zones can also be appropriate locations as former industrial buildings, such as warehouses, or refurbished shipping containers can provide good spaces for indoor agriculture. Different types of vertical farming include greenhouses, hydroponics, and aeroponics.

Common indoor farming production includes leafy greens; herbs; vegetables such as cucumbers and tomatoes; and fruits such as strawberries. Indoor farms can also provide an appropriate space for vertical insect farming. Edible insect species are growing in popularity as an alternative source of protein. Insects can also be used for gardening, fertilizer, for animal feed, pet food, and for use in cosmetics. Indoor agriculture allows sustainable reliable year-round food production in areas otherwise unsuitable for outdoor farming, helping to reduce the distance food needs to travel and lowering transportation emissions. The limited land usage required also means indoor farming can help preserve existing outdoor natural spaces.

**CI-28 The Municipality shall, through the applicable land use by-laws, allow indoor agricultural food production of plants and insects as a permitted main use within appropriate industrial zones, provided adequate separation distance to residential and other sensitive uses are established.**

**CI-29 The Municipality shall permit the use of shipping containers for indoor agricultural food production of plants and insects as a main or accessory use in zones that permit agricultural and industrial uses.**

**CI-30 Where the products from indoor farming are sold on the same property as the indoor farm building, the Municipality may consider allowing the indoor agricultural food production of plants and insects as a main use in commercial and mixed-use zones, by development agreement. In considering approval of such developments, the Municipality shall consider the following:**

- **a) whether the proposal meets all provisions of the land use by-law;**
- **b) the adequacy of the size of the lot on which the proposed facility will be located;**
- **c) the adequacy of separation distances from residential and other sensitive uses, wells, watercourses and riparian areas, given the size and scale of the proposed facility;**

**d) the adequacy of mitigation measures for noise, vibration, and odours from the proposed facility;**

**e) the design of the proposed facility, including that its height, massing, and location on the lot adequately considers the visual impact on adjacent properties, public roads, community facilities and open spaces; and**

**f) Policy I-9 of this Plan.**

## 4.7.5 CANNABIS-RELATED LAND USES

The Government of Canada legalized access to cannabis for recreational use in 2018. This Plan provides a consistent regulatory framework to accommodate cannabis-related land uses within the region.

HRM recognizes the legitimacy of cannabis production and processing operations and the economic development opportunities offered by this industry. Cannabis production facilities can be accommodated in industrial zones. In rural mixed-use and resource zones where industrial or intensive agricultural uses are permitted, standards to adequately separate cannabis production facilities from residential and other sensitive uses are necessary, and some areas may require facilities to be limited in size.

**CI-31 The Municipality shall, through the applicable land use by-laws, permit cannabis production facilities within appropriate industrial zones, provided adequate separation distances to residential and other sensitive uses are established.**

**CI-32 The Municipality may, through the applicable land use by-laws, permit cannabis production facilities within mixed-use and resource zones which also permit industrial or intensive agricultural uses, provided appropriate controls are placed on the size and scale of such facilities and adequate separation distances to residential and other sensitive uses are established.**

**CI-33 Where cannabis production facilities are permitted by a land use by-law, but zone requirements limit the maximum gross floor area of such a facility, the Municipality may consider larger facilities by development agreement. In considering approval of such development agreements, the Municipality shall consider the following:**

**a) Other than the maximum gross floor area of the facility, whether the proposal meets all provisions of the applicable land use by-law; and**

**b) In addition to the provisions of the applicable land use by-law,**

**i. the adequacy of the size of the lot on which the proposed facility will be located;**

**ii. the adequacy of separation distances from residential and other sensitive uses, wells, watercourses and riparian areas, given the size and scale of the proposed facility;**

**iii. the adequacy of mitigation measures for noise and odours from the proposed facility;**

iv. **the design of the proposed facility, including that its height, massing, and location on the lot adequately considers the visual impact on adjacent properties, public roads, community facilities and open spaces; and**

v. **Policy I-9 of this Plan.**

The federal *Cannabis Act* has enables provinces and territories to oversee the distribution and sale of cannabis. Under the provincial *Cannabis Control Act,* the Nova Scotia Liquor Corporation (NSLC) is the only authorized seller of cannabis and cannabis products. No provincial legislation regarding cannabis consumption lounges or venues has been proposed. Until such time that the provincial government brings forward legislation permitting private retail sales of cannabis or cannabis consumption within indoor lounges or venues, these uses will not be permitted within HRM. These restrictions are intended to ensure that HRM has the opportunity to undertake a thorough planning process, including public and stakeholder consultations, prior to any private cannabis retail sales or lounges opening in our communities.

**CI-34 The Municipality shall seek to ensure that municipal land use regulations for cannabis-related land uses are consistent with federal and provincial legislation. Where federal and provincial regulations have been amended, the Municipality may also amend municipal land use by-law regulations to remain consistent with these changes.**

**CI-35 The Municipality shall, through the applicable land use by-laws, prohibit the private retail sale of cannabis and cannabis products and commercial venues for the consumption of cannabis and cannabis products, unless it is operated by the NSLC.**

## 4.8 SOLID WASTE MANAGEMENT

Acknowledging the success of solid waste resource management in Halifax and Nova Scotia based on principles of source separation and landfill ban policies implemented in the 1990s, the Solid Waste Strategy was last reviewed in 2014. There is a need to improve waste diversion, align Halifax's Solid Waste Strategy with HalifACT, and promote the circular economy.

The 2014 Solid Waste Strategy Update included objectives to:

- Maximize reduction, reuse, and recycling of waste resources.
- Maximize environmental and fiscal sustainability of the waste program.
- Foster public stewardship and conservation.

An updated Solid Waste Strategy will reflect the goals of HalifACT and the Province of Nova Scotia's 2021 *Environmental Goals and Climate Change Reduction Act* to reduce community emissions, reduce waste generation and waste disposal, and increase waste diversion.

The circular economy concept supports waste reduction and disposal through the idea that products and systems should be designed in a way that they can be reused, repurposed, or remanufactured rather than discarded as waste. To further support waste reduction efforts, it is anticipated that the Province of Nova Scotia will enact new Extended Producer Responsibility (EPR) legislation in 2023, which will require major changes to the Municipality's recycling program, shifting responsibility of program delivery to industry.

**CI-36 The Municipality shall update the Solid Waste Strategy to align, revise, and adopt policies and regulations consistent with HalifACT, the *Environmental Goals and Climate Change Reduction Act*, and future Provincial legislation related to Extended Producer Responsibility. The Municipality shall consider amendments to community planning strategies, land use by-laws or any other HRM by-laws to implement any recommendations of a solid waste strategy system review.**

### 4.8.1 CONSTRUCTION AND DEMOLITION

In 2023, the Province updated the Solid Waste Management Facilities Guidelines for Construction and Demolition Debris Storage, Transfer, Process and Disposal. As a result, the Municipality must update any regulatory and policy documents to align with the Provincial Guidelines.

**CI-37 The Municipality shall update any Administrative Orders, Licenses, Municipal Planning Strategies, Land Use Bylaws or other regulations to align with the Provincial guidelines for Construction and Demolition Debris Storage, Transfer, Process and Disposal Facilities.**

## 4.9 REGIONAL ENERGY AND TELECOMMUNICATIONS INFRASTRUCTURE

As a privately owned, publicly regulated utility, Nova Scotia Power Incorporated (NSPI) is responsible for generating and distributing electricity throughout the province. The company aspires to 80% renewable energy generation by 2030, by connecting to clean energy sources in other provinces (notably hydro power in Newfoundland and Labrador), as well as wind and solar generation, battery storage and conversion of coal-fired plants. NSPI must also ensure that the electricity grid remains dependable and grows to meet new demands from an expanding population.

Most of the electrical grid is above ground for cost reasons, necessitating regular vegetation management, especially for trees which can fall onto wires and cause outages. The challenge is to balance the need for reliability with the many benefits offered by trees, especially in public rights of way. In strategic urban locations where the high costs are justifiable, both electrical and communication wiring can be placed underground. Some areas in Downtown Dartmouth and Halifax already have underground wiring. For new subdivisions, underground lines may be installed at the request of the developer, who pays a capital cost contribution to help offset future replacement costs, though this practice is not widespread.

The Municipality has commissioned studies[38] to examine the benefits and challenges of underground utilities in terms of reliability, aesthetics and cost, and has chosen a two-phased approach to implementation in new subdivision developments. Initially, undergrounding is required from the pole to the house and then, after further consultation with the development community, consideration may be given to total undergrounding within the street right-of-way.

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

**CI-38 The Municipality will cooperate with Nova Scotia Power Incorporated (NSPI), its assignees or successors, in their efforts to conserve energy, anticipate and provide for future electricity needs, increase reliability, reserve space for transmission lines and equipment, and protect public health and safety, while considering the Green Network Plan, the Urban Forest Master Plan and other relevant Priorities Plans and Functional Plans.**

**CI-39 When planning streetscape improvement projects for commercial areas or heritage districts within the municipality, consideration shall be given to the underground placement of electrical and communication lines. Highest priority shall be given to projects within the Regional Centre. The Municipality shall work with utilities that have overhead wiring to develop a design standard for underground retrofitting and a policy respecting ownership of underground wiring under municipal right of ways.**

**CI-40 The Municipality shall, under the Regional Subdivision By-law, require the underground placement of electrical and communication distribution lines from the poles within the street right-of-way to the property line for subdivision applications in which new streets are proposed within the Urban Service Area. The Municipality may consider future amendments to the Regional Subdivision By-law to require the underground placement of all electrical and communication lines within street right-of-ways or rear lot servicing easements.**

Communication facilities are regulated by Industry Canada which has recognized that municipalities may have an interest in the siting of these facilities, particularly with regard to aesthetic impacts on the built form and landscapes. A federal policy has been established that encourages consultation between proponents and local governments before a decision is made whether to grant a license. The means of consultation is not specified but left for the Municipality to decide upon. While Community Councils do not have ultimate decision making authority on telecommunications applications, the Municipal and its residents still have a vested interest in their outcome. In 2016, the Municipality formalized the process through Administrative Order 2015-005-GOV to provide a recommendation to Industry Canada that includes feedback from residents.

**CI-41 The Municipality shall follow the protocol as described in Administrative Order 2015-005-GOV as a consultation approach for the siting of telecommunication towers and antenna and provide recommendations to Industry Canada in accordance with the Administrative Order.**

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# CHAPTER 5: FOSTERING DIVERSE AND AFFORDABLE HOUSING

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# CHAPTER 5: FOSTERING DIVERSE AND AFFORDABLE HOUSING

## 5.0 INTRODUCTION

Housing affordability and availability are significant challenges facing the Municipality. The Region's low vacancy rate and lack of sufficient housing to meet the needs of our growing population is a critical issue that demands urgent attention.

HRM needs more housing across the entire housing continuum. Housing exists on a continuum (Figure 5.1) where the supply of housing responds to the range of housing demand in a community. However, due to social, economic, and geographic factors, the full range of housing needs in a community is not always met by market housing. The housing needs of individuals and families with low incomes or with special housing needs are often met by non-market housing provided by the public and not-for-profit sectors. Non-market housing encompasses a wide range of housing, including emergency shelters, transitional housing, supportive housing, cooperative or community housing, and subsidized housing.

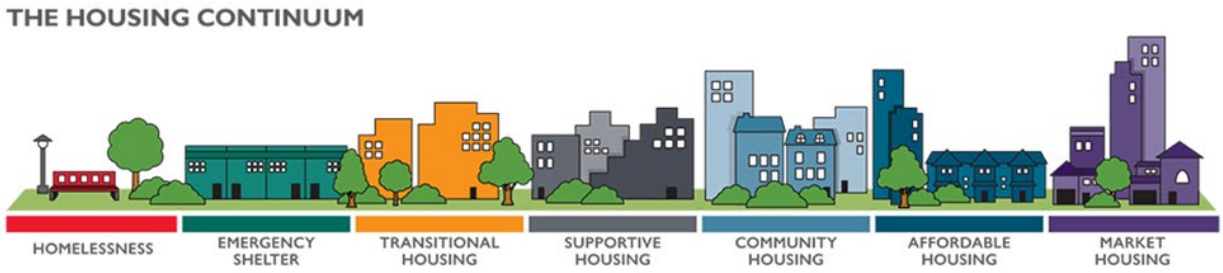



Figure 5.1: Housing Continuum. Source: About Affordable Housing In Canada, CMHC: https://www.cmhc-schl.gc.ca/en/professionals/industry-innovation-and-leadership/industry-expertise/affordable-housing/about-affordable-housing/affordable-housing-in-canada

The housing landscape has been significantly impacted by the region's high rate of population growth since 2016. The rapid population growth rate, influenced by interprovincial and international migration, present challenges for the Municipality to ensure there is sufficient affordable housing for all. The COVID-19 pandemic and remote work possibilities increased inter-provincial migration from other Canadian provinces, while pandemic restrictions, high commodity prices, and labour and logistical constraints continue to present challenges for new housing construction.

The region's record-high home prices and low vacancy rates have led to affordability issues for both renters and potential homeowners. The vacancy rate dropped to a historic low of 1%, contributing to unaffordable rents. The rental market has experienced significant rent increases, far surpassing historical growth rates. Only a small percentage of available rentals are affordable for households in the lowest income bracket.

As a result, HRM is experiencing an affordable housing and homelessness crisis. The Halifax Charter defines 'affordable housing' as housing that meets the needs of a variety of households in the low to moderate income range, and CMHC defines 'core housing need' as households that spend more than 30 per cent of their income on shelter. In 2021, more than 11% of total households in the region were in core housing need, and between 2018 and 2022 the number of people who are homeless more than doubled

with the number of people forced to shelter outside increased 500%.[15] While the rise in homelessness is driven by several factors, the primary one is a lack of affordable, stable, and supportive housing.

Quickly increasing housing supply requires rethinking historical approaches to land use that have kept supply low and exacerbated economic and social inequities. The best qualities of HRM's varied neighbourhoods are found in the people living there, and this Plan will provide more people with choices of where and how to live. Increasing density in neighbourhoods rich in amenities improves housing inventory in the places best able to support growth and helps to reduce urban sprawl. Enabling the development of a mix of housing types throughout HRM helps residents to find an affordable housing option that matches their household size, composition, level of ability, and lifestyle. Supporting the development of affordable housing across the housing continuum is necessary to ensure everyone has safe and supportive housing. Having a range of housing options helps to create socially inclusive communities by allowing for a diverse range of households in every neighbourhood.

This Plan recognizes that current housing opportunities are not evenly distributed across HRM, and that we need to embrace neighbourhoods as works in progress and create housing for new residents to make more equitable communities. Increasing the affordability and range of housing available across our region is essential to ensuring resilient and socially inclusive communities where everyone can access housing.

## 5.1 OBJECTIVES

1. **Collaborate with government, non-profit and private sector partners to end homelessness and housing poverty in HRM.**

2. **Remove barriers to increasing housing supply for all residents across the Municipality.**

3. **Expand opportunities and incentives to support developing and retaining affordable housing.**

4. **Increase the diversity of housing types available in the Regional Centre, Suburban, and Rural communities to ensure all residents can choose housing that meet their needs.**

5. **Support increased housing density in existing residential areas with access to transit and services and provide more residents with a range of housing choices in established neighbourhoods.**

## 5.2 REMOVING BARRIERS TO HOUSING

As the municipality continues to face unprecedented house prices and vacancy rates, it is essential to ensure a coordinated approach to housing across the region. Many of the existing community plans were developed at a time when the region was facing a low rate of growth, and these plans must be updated to reflect recent population trends and allow the Municipality to respond to the growing demand for all types

[15] A Framework to Address Homelessness in the Halifax Regional Municipality. https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/230221rc1515.pdf

of housing. All community plans must be aligned with the policies and objectives of this Plan with regard to increasing housing supply, diversifying available housing options, and increasing housing affordability.

**H-1 When preparing new secondary municipal planning strategies or amendments to existing secondary municipal planning strategies to allow new developments, means of furthering housing choice and social inclusion shall be considered including:**

**a) creating opportunities for a mix of housing types that serve all residents based on social, economic, physical, and cultural needs;**

**b) encouraging growth in locations where transit is or will be available;**

**c) reducing lot frontage, lot size, and parking requirements;**

**d) allowing infill development and additional housing in areas in the Regional Centre, Suburban and Rural centres consistent with policies in Chapters 2 and 3 of this Plan;**

**e) identifying existing affordable housing and development of measures to protect it;**

**f) enabling the adaptive reuse of obsolete, underused, or abandoned structures.**

## 5.2 INCREASING OUR HOUSING SUPPLY

Since 2014, the municipality has welcomed record numbers of interprovincial and international newcomers and is one of the fastest growing regions in Canada. While the increase in population enriches HRM's social and economic wellbeing, this unprecedented population growth has created significant challenges for housing availability and affordability. Demand for housing has outpaced the rate of construction of new housing, putting pressure on the supply of housing that will continue to increase as the municipality grows to 1 million people. Recognizing that meeting the demand for housing is critical for building a successful region, in addition to identifying major locations for new growth as set out in Chapter 3, the Municipality will aim to increase the supply of housing by:

- Allowing **more diverse housing types;**
- Increasing **gentle density and missing middle housing;**
- Encouraging the **adaptive reuse** of former institutional and commercial properties; and
- Considering the removal of **parking minimums** for residential uses.

### 5.2.1 BUILDING DIVERSE HOUSING TYPES

Diverse forms of housing allow people greater variety and flexibility in deciding how to live. Housing types exist on a size and density spectrum, ranging from tiny houses that are home to a few people to large multi-unit apartment buildings that are home to hundreds. There is a need for housing to accommodate multi-generational families, seniors looking to age in place, students and young people, and housing that allows for shared accommodation and cohousing. Allowing more housing options in all types of residential areas increases housing capacity on an existing supply of land and provides opportunities for homeowners and renters to choose a neighbourhood that meets their needs. Building different types of housing is an important component to helping the Municipality meet the strategic growth objectives and targets of this Plan as set out in Chapter 2. Diversifying our housing stock requires looking beyond historical approaches

to home construction and neighbourhood design to focus on providing housing that meets the needs of people now and into the future.

**H-2 The Municipality shall continue to identify and remove policy and regulatory barriers to alternative forms of housing.**

**H-3 To support the construction of diverse and affordable housing options, the Municipality shall continue to further explore and remove barriers to cohousing and land sharing initiatives.**

**H-4 The Municipality shall, through the applicable land use by-laws, permit tiny homes, inclusive of mobile dwellings, as a form of residential use.**

**H-5 To support the development of inclusive housing that meets the needs of diverse communities, including but not limited to Mi'kmaq, Indigenous, and African Nova Scotian communities, Council may consider variations to land use by-law built form and siting requirements through site plan approval.**

**H-6 Cluster housing provide opportunities to cluster several residential buildings on a single property where the development of a new public street is not practical or needed to support pedestrian connectivity. The Municipality may:**

**a) through applicable land use by-laws, permit up to 4 main residential buildings on a single lot within the Urban Settlement Designation;**

**b) through applicable secondary municipal planning strategies and land use by-laws, permit 5 or more main residential buildings on one lot by development agreement. In considering such development agreement proposals, Council shall consider:**

- **i. the clustering of residential buildings on the same lot as separate dwellings or in townhouse blocks;**
- **ii. provisions to mitigate the impacts on adjacent land uses, in terms of setbacks, building scale and design, and buffering;**
- **iii. the provision of pedestrian infrastructure that is separated from vehicular traffic;**
- **iv. the provision of active transportation connections to the street network;**
- **v. the adequacy of indoor and outdoor amenity space for residents;**
- **vi. the proposal conforms to the density supported under the applicable secondary planning strategy;**
- **vii. the general maintenance of the development; and**
- **viii. any applicable matter as set out in Policy I-9 of this Plan.**

**H-7 Shared housing use is a broad term that describes a variety of household forms where housing is shared by a group of individuals living under separate leases or agreements where support services may or may not be provided. In supporting the provision of shared housing uses, the Municipality:**

**a) shall, through the applicable land use by-laws, permit shared housing forms in all zones that permit residential uses at a scale and density that is compatible with the intent of the applicable zones. Additional controls beyond those for dwelling units shall be minimized to reduce regulatory barriers for shared housing developments;**

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**b) may, through the applicable land use by-laws, permit shared housing in institutional zones at a scale and density that is compatible with surrounding uses; and**

**c) may, through the applicable land use by-laws and secondary municipal planning strategies, permit shared housing uses through a development agreement at a larger scale than would be permitted by the zone or in zones that do not permit residential uses.**

**H-8 Shared housing with special care is a form of shared housing use that is designed to provide a level of care to residents with cognitive, physical or behavioural limitations. It shall be the intention of Council to replace, within existing secondary municipal planning strategies, references to residential care facilities, nursing homes, long term care, assisted care or housing targeted towards seniors housing with the term shared housing with special care.**

## 5.2.2 GENTLE DENSITY AND THE MISSING MIDDLE

Many of the region's existing community plans envision low-density neighbourhoods which permit primarily only single unit detached houses and provide limited areas where apartments can be located. Planning and zoning in this way has limited residents' choices of where and how to live. Permit data from the five-year period between 2018 and 2022 shows that of the total number of new units approved, an average of 22% of units were in one-unit buildings, 71% of new units were in buildings containing five or more units, and only 7% were in buildings containing two, three, or four units.[16] Building the full range of the housing continuum and ensuring existing and future neighbourhoods have a full range of housing options available for residents requires supporting development of Gentle Density and Missing Middle Housing.

**Gentle Density** refers to providing additional housing options with minimal impact on a neighborhood's built form and character. Examples of gentle density include backyard suites and internal conversions to add additional units to existing single-unit homes. These types of projects can be less expensive and complex than new home construction and can provide affordable and well-located units in existing or new neighbourhoods. These housing options also allow homeowners increased flexibility to explore aging-in-place, intergenerational living, and an additional source of income.

**Missing Middle Housing** refers to housing intended to fill the gap between single-unit dwellings and large multi-unit apartments or mixed-use residential buildings. It is called 'missing' because many communities have fewer of these building types when compared to their overall housing stock. Examples include townhomes, two and three-unit dwellings, and small-scale multi-unit dwellings.

Supporting the development of Gentle Density and Missing Middle housing creates additional housing options in areas best able to accommodate growth and provides residents an opportunity to access housing that aligns with their household demographics and lifestyle preferences. These buildings maintain the existing neighbourhood scale while increasing the amount of housing available across communities, particularly in desirable neighbourhoods with access to services and amenities. Providing more housing options in more neighbourhoods can help to create socially inclusive communities for residents with different household sizes and incomes.

[16] Source: HRM Open Data. Numbers exclude mobile home permits.

**H-9 To provide more housing choice across the municipality, the Municipality shall amend existing low-density residential zones to allow any form of low-density housing to a minimum of three units per lot. Built form regulations within land use by-laws shall ensure that the building scale respects the scale of the surrounding neighbourhood.**

## 5.2.3 ADAPTIVE REUSE

Adaptive reuse is the process of changing the primary function of an existing building and giving it a new life by adapting it and allowing new uses. When buildings have outlived their original purpose, adaptive reuse is an alternative to tearing the structure down and building a new one in its place. Enabling the repurposing of structures is environmentally sustainable, can help to protect structures of historical and cultural value to their communities, and provides opportunities for creative residential spaces. While the Suburban and Rural Community Planning programs will examine redevelopment opportunities across the region, interim measures can enable the adaptive reuse of existing structures and provide greater flexibility in land use policy. The housing possibilities presented by adaptive reuse support the Municipality's efforts to increase housing availability.

**H-10 The Municipality supports the adaptive reuse of existing non-residential buildings for the creation of more housing. Within the Urban Area:**

**a) Where the applicable secondary municipal planning strategy designation permits residential uses, Council shall though applicable by-laws allow for the conversion of non-residential buildings to residential. Land use by-law provisions shall:**

**i. permit dwellings units;**

**ii. reduce parking requirements;**

**iii. permit increases to the building floor area that do not exceed 10% of the current floor area.**

**b) Excepting lands within the Business/Industrial Sub-Designation, Council may consider, by development agreement, increases to the footprint of a building and/or conversions of buildings to permit residential uses in areas that otherwise do not permit residential uses under the applicable secondary municipal planning strategies. Such development agreement policy shall consider:**

**i. the number of permitted dwellings units;**

**ii. reduced parking requirements;**

**iii. the appropriateness of residential uses in industrial zones or areas;**

**iv. that there is sufficient indoor and outdoor common amenity space for residents;**

**v. the level of proposed investment in conservation measures, reduction in greenhouse gas emissions and housing affordability is generally proportional with the additional development rights provided through the agreement;**

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vi. **site context including cultural, heritage, and other considerations or priorities of this Plan; and**

vii. **Policy considerations outlined in Policy I-9.**

**H-11 In the Rural Area, except within the Business Industrial Sub-Designation, Council may consider by development agreement, permitting residential uses within existing buildings that would not otherwise be permitted by the applicable secondary municipal planning strategy or land use by-law. In considering such a development agreement, in accordance with Table 5.1, Council shall consider the following:**

**a) a planning rationale that demonstrates:**

i. **how the proposed structure is underused, abandoned, or is no longer functional for its original occupation and,**

ii. **how the proposal is compatible within its rural context;**

**b) that the development is capable of being serviced by on-site water and wastewater services;**

**c) where the original occupancy of the main structure has been granted for a commercial land use, the proposed conversion to residential use shall retain a ground floor commercial presence;**

**d) the lands adequately support the proposed use in terms of lot size, configuration and vehicular access with regards to landscaping inclusive of buffering, amenity, lighting, refuse collection and other matters incidental to the operation of the proposed development; and,**

**e) the provisions of Policy I-9 of this Plan.**

**Table 5.1: Requirements for Rural Adaptive Reuse Conversions by Development Agreement**

| Existing Use | Proposed Use | Additional Requirements |
|---|---|---|
| **Residential** | • 1-3 dwelling units<br>• 3-10 dwelling units | • Lot size of 3716 m² (40,000 sq. ft.) required for the first 3 dwelling units<br>• 1858 m² (20,000 sq. ft.) of additional lot area is required for every additional dwelling unit greater than 3 |
| **Institutional** | • 1-3 dwelling units<br>• 3-10 dwelling units | • Lot size of 3716 m² (40,000 sq. ft.) required for the first 3 dwelling units<br>• 1858 m² (20,000 sq. ft.) of additional lot area is required for every additional dwelling unit greater than 3 |

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|---|---|---|
| **Commercial Uses** | • 1-10 dwelling units<br>• Commercial ground floor (maximum of 2,000 sq ft) | • Lot size of 3716 m² (40,000 sq. ft.) required for the first 3 dwelling units<br>• 1858 m² (20,000 sq. ft.) of additional lot area is required for every additional dwelling unit greater than 3 |

## 5.2.4 REDUCING MINIMUM PARKING REQUIREMENTS

Minimum parking requirements—regulations found in land use by-laws that require minimum ratios of parking spots per dwelling unit—can pose a barrier to building new housing. Parking is expensive to construct, raising the overall cost of the building and subsequent costs to own or rent, and is often provided in the form of expansive surface parking lots that consume greenspace. Providing more agency to homeowners, developers, and business owners to decide their own parking needs acknowledges that there is not a one-size-fits-all approach to parking.

Not all residents require a mandatory parking spot associated with their home as people choose to not own a personal vehicle, use transit, active transportation modes like walking, rolling and cycling, carpool, or access ride-share services. Being able to choose a place to live without the added costs of parking will better meet those residents' needs. Removing parking minimums for new residential developments can reduce the costs of building structured parking, provide consumers more choices and free up space on property that can be used for housing.

**H-12 To support development of additional housing and efficient use of land, the Municipality shall consider reducing or removing parking minimums for residential developments, especially where transit exists or is planned.**

# 5.3 INCREASING HOUSING AFFORDABILITY

Housing affordability has become a critical issue across the municipality's urban, suburban, and rural areas. Historically considered one of Canada's more affordable cities, Halifax saw housing prices and rents rise dramatically over the past several years. The average home princes and rents have risen significantly in recent years. As the cost of housing rises, unprecedented numbers of residents are unable to find housing that is affordable and meets their needs. The number of people experiencing homelessness has continued to rise, and with highest number of people needing housing and the most people sheltering outside in HRM's history, other than after the Halifax Explosion in 1917.

Marginalized and equity deserving groups can often face systemic barriers to accessing housing, and past approaches to land use planning have historically contributed to the uprooting and displacement of these communities through urban renewal programs, gentrification, and encampment removal. A disproportionate number of those experiencing homelessness today identify as Indigenous, black, and have a disability or mental health challenges. Immigrants, refugees, and migrant individuals and families can also experience language barriers, discrimination, and struggle to find safe and affordable housing. One of the principles guiding the Municipality's *Framework to Address Homelessness* is 'Housing First,' an approach that focuses on moving people experiencing homelessness quickly from a shelter or sleeping rough to safe, sustainable,

and supportive housing. Building new affordable housing and retaining the Municipality's existing stock of affordable housing units is essential to the Housing First approach and meeting residents' needs across the entire housing continuum. Housing programs must include incentives to retain existing affordable housing stock and planning process will consider the impact of redevelopment by proactively assessing for unintended consequences, preventing harms, and maximizing equity.

HRM acknowledges the need for affordable housing across the housing continuum and is supporting the development and maintenance of affordable housing through:

- **Exploring municipal initiatives** to support the creation and retention of affordable housing such as inclusionary zoning, density bonusing, opportunities to provide surplus land to the not-for-profit sector, and policies requiring no net loss of existing affordable housing;

- **Participating in partnerships and programs** with local housing organizations, the Province, and the Government of Canada.

## 5.3.1 MUNICIPAL INITIATIVES

The Municipality's role in supporting and encouraging affordable housing has increased steadily over the past several years. HRM can play an important role in supporting affordable and diverse housing options through policies and regulations. Examples of key tools that support affordable housing are:

- **Inclusionary Zoning** – A planning tool that includes policies, by-laws and programs that requires private market developments to include a percentage or portion of the new units as affordable housing units. Affordable units can be required to be maintained as affordable for a set period or may be required to be affordable in perpetuity. Inclusionary zoning helps to create mixed-income housing that allows a wider range of people to enjoy the benefits a community has to offer without being priced out or displaced by new development.

- **Density Bonusing** – Is a type of Inclusionary Zoning that allows the Municipality to require a development to provide public benefits in exchange for additional development rights or relaxing certain requirements. The intent of this tool is to supplement other municipal investments so that new density is accompanied by the amenities and public benefits that can contribute to complete and inclusive communities.

- **No Net Loss/Rental Replacement** – No Net Loss/Rental Replacement housing policies require residential redevelopments to incorporate the previously existing (and often more affordable) residential units into the new development. This helps provide new housing while avoiding displacing former residents.

HRM continues to explore and implement these policies, among other initiatives, to support affordable housing and streamline its construction across all areas of the municipality.

**H-13 The Municipality shall monitor housing and demographic trends to assist in determining future housing needs through annual updates to the Housing Needs Assessment and evaluating data from the federal and provincial governments, By Name List and Point In Time Count.**

**H-14 The Municipality shall continue to explore how to financially support the construction and maintenance of affordable and deeply affordable housing.**

**H-15 The Municipality shall continue to streamline zoning, bylaws, and permitting processes to support various forms of affordable housing.**

**H-16 The Municipality shall explore ways to support the creation and retention of affordable housing through development approvals, which may include inclusionary zoning, density bonusing, and policies requiring no net loss/rental replacement of existing affordable housing.**

**H-17 The Municipality shall explore opportunities to incentivize the development of housing on vacant property.**

## 5.3.2 INCENTIVE OR BONUS ZONING

Incentive or bonus zoning is a planning tool enabled under the HRM Charter that allows the Municipality to require a development to provide public benefits in exchange for additional development rights or relaxing certain requirements. The intent of this tool is to supplement other municipal investments so that new density is accompanied by the amenities and public benefits that can contribute to complete and inclusive communities. Mixed-use developments in the Regional Centre are already required to provide bonus zoning public benefits.

To support growth and development in the suburban communities before a comprehensive plan review is completed, incentive or bonus zoning shall be required where applications are approved by Council to amend this Plan or a Secondary Municipal Planning Strategy to enable new or increased density of residential, commercial, or mixed land use in the Urban Service Area outside of the Regional Centre, including future serviced communities. Public benefits will be required in addition to any other requirements.

Public benefits shall include a mandatory contribution to affordable housing, and may include other public benefits as set out in the applicable Land Use By-law. Where the proposed development includes public benefits in the form of affordable housing provided by a not-for-profit or registered Canadian charitable organization, or a government organization, the public benefit requirements may be waived at the development permit stage.

**H-18 Council shall require incentive or bonus zoning public benefits or money-in-lieu of a contribution in those areas identified in the land use by-law when considering site specific amendments to this Plan or to a Secondary Plan after February 28, 2023 outside of the Regional Centre in the Urban Service Area Boundary or Future Serviced Communities to permit:**

**a) new multi-unit residential, commercial, or mixed-use development; or**

**b) to permit additional density.**

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**H-19** **The applicable land use by-laws shall require incentive or bonus zoning agreements or money-in-lieu of a contribution for any developments resulting from a plan amendment process considered after February 28, 2023 and shall provide for a method of tracking such developments in the land use by-law. Affordable housing developments developed by a registered Canadian charitable organization, or not-for-profit organization, or where such organizations have a housing agreement with a government organization for the site, shall not be required to provide bonus zoning public benefits.**

**H-20** **The applicable land use by-laws shall provide a method for determining the value of incentive or bonus zoning public benefits for any developments resulting from a plan amendment process as outlined in Policy H-18 and may prescribe different rates of public benefits for multi-unit sites developed through a zone and for larger sites developed by a development agreement.**

**H-21** **The applicable land use by-laws shall identify:**

**a) the sites or areas subject to incentive or bonus zoning requirements, consistent with Policy H-18, including a method of tracking any future plan amendments;**

**b) the matters that the Development Officer may consider before approving an incentive or bonus zoning agreement;**

**c) the method to be used to determine the contribution for incentive or bonus zoning;**

**d) the density bonus rates and districts based on average market land values in specified areas multiplied by a coefficient of 0.6 for multi-unit sites;**

**e) a method to determine the value of public benefits for sites larger than 10 hectares and developed by development agreement;**

**f) the method used to annually update local area incentive or bonus zoning rates;**

**g) the method to determine, evaluate and accept the value of the public benefits; and**

**h) the means of administering an incentive or bonus zoning agreement.**

**H-22** **Subject to Policy H-18 where a development is enabled by a development agreement, the development agreement may provide for a method of when the public benefit value is paid.**

**H-23** **The applicable land use by-laws shall set out the public benefits that are eligible for incentive or bonus zoning, including when money-in- lieu of a contribution shall be accepted. The majority of the calculated value of the public benefit shall be dedicated toward affordable housing, except for registered heritage properties and properties located within a Heritage Conservation District. In addition to affordable housing, the public benefit may be in the form of:**

**a) conservation of a registered heritage property or a property located within a Heritage Conservation District;**

**b) improvements to and acquisition of lands for municipal parks;**

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**c) affordable community or cultural indoor space;**

**d) public art; or**

**e) other public benefits identified in the land use by-law.**

**For registered heritage properties and properties located within a Heritage Conservation District, the majority of the public benefit shall be dedicated to the conservation of heritage buildings and part of the remainder of the public benefit shall be dedicated toward affordable housing.**

**H-24 The Municipality shall establish policies to administer public benefits provided as money-in-lieu of a contribution to ensure that the funds are used for the purposes for which they were collected. This may include grants and programs in the urban, suburban, and rural areas of the Municipality.**

## 5.3.3 SHORT TERM RENTALS

Short-term rentals are dwelling units rented out by property owners or tenants that provide temporary overnight accommodation. Short-term rentals may be offered as a rental of an entire dwelling unit, or in the form of a short-term bedroom rental, where individual bedrooms are rented out separately. This form of short-term rental is often associated with bed and breakfasts, but can also include less formal types of tourist accommodation such as lodging houses. While short-term rentals can provide unique opportunities for tourism, they can also have an impact on the long-term rental market if unregulated. HRM intends to provide a consistent approach to the regulation of short-term rentals throughout the municipality to protect housing supply while still providing opportunities for tourist accommodations.

**H-25 HRM shall, through the applicable land use by-laws, establish special provisions to:**

**a) permit short-term rentals in residential zones, where the short-term rentals are located within the short-term rental operator's primary residence; and**

**b) permit short-term rentals in zones where commercial tourist accommodation uses are permitted.**

## 5.3.4 PARTNERSHIPS

While the provision of affordable housing is often noted as the responsibility of the province, HRM acknowledges it is a shared responsibility. As a regulator of development, HRM plays a significant role in where and how housing can be developed. Our land use provisions impact housing supply, housing types and densities. The Housing and Homelessness Partnership, which is a collaborative of nine partners from the three levels of government, the private sector and non-profit organizations in Halifax, was created in 2013. The mandate of the Partnership is to "end homelessness and housing poverty in Halifax" by addressing policy and systemic issues, with the acknowledgment that affordable housing and homelessness cannot be solved by any single group or any single solution. For any significant change, all partners need to work together.

The theme of partnership has been integral for ongoing work related to housing and affordable housing, ranging from the Municipality's participation in national programs such as the Rapid Housing Initiative and the Housing Accelerator Fund to more localized initiatives such as partnering with United Way Halifax in exploring a Community Land Trust model and through working with community service providers in addressing urban encampments and homelessness. HRM has also played a formal role in provincial housing initiatives including participation in the Provincial Housing Commission and our role on the Provincial Housing Task Force.

While external partnerships are of great importance, this plan also acknowledges the significance of partnership among HRM's diverse departments and businesses units. Issues surrounding housing require expertise from all business units ranging from Finance, Real Estate, Planning and Development and Public Safety. In 2018, HRM Council endorsed 6 key initiatives to support affordable housing through the Affordable Housing Work Plan. While all 6 of the initiatives have been implemented, this work could not have been undertaken without the successful partnerships with community, housing professionals, HRM business units and external levels of government.

**H-26 Where Federal and Provincial strategies or programs are made in support of affordable housing, the Municipality may consider means to further or complement such strategies or programs through its programs, policies or regulations.**

**H-27 The Municipality may consider partnerships or financial support for housing organizations and shall continue to participate in funding affordable housing projects through municipal programs and supporting programs offered by other levels of government.**

**H-28 The Municipality shall continue to explore partnerships with non-profit housing organizations, private developers and the Province, to encourage the development and retention of affordable housing.**

**H-29 The Municipality may study and consider the viability of new tools and programs to further leverage surplus or available land to support affordable housing, including supporting the development of community land trusts.**

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# CHAPTER 6: PROTECTING THE ENVIRONMENT AND ACTING ON CLIMATE

# CHAPTER 6: PROTECTING THE ENVIRONMENT AND ACTING ON CLIMATE

## 6.0 INTRODUCTION

The natural environment is one of the defining features of the Halifax region, with its extensive coastline, lakes, rivers, wetlands, and vast natural and forested areas. Residents are highly aware of the potential impacts of climate change and advocate for the protection of the natural environment which are key priorities for preserving quality of life, climate resilience, community identity, and opportunities for outdoor recreation. The natural environment also provides many ecological and economic benefits to the residents of the Municipality. Environmental stewardship requires the collaboration of all levels of government and the community. The concept of *Netukulimk*[17] has guided the Mi'kmaq in their approach to sustainable living, and this approach teaches us that we must recognize the interconnectedness of our natural world, our role in it and our relationships to all living things. An integrated approach for environmental management is fundamental in maintaining the health and well-being of the whole natural system.

Watersheds are areas of land that drain or shed precipitation into river systems and contain all interconnected sources of water. Understanding the interactions between watershed components and how this is impacted by land uses within that system as an ecological unit is important to begin maintaining and improving the health of the entire system. Individual disruptions of hydraulic and hydrologic systems have cumulative impacts on how the system functions, impacting groundwater flow, water quality and water quantity, habitats, and the built environment.[18] Understanding how natural processes occur within watersheds can provide a robust framework for planning and land use decisions. Watersheds form the umbrella, under which a watershed management framework is nested, and lakes, as individual units, can be monitored for water quality to indicate health of the overall watershed. Narrowing in further, source water, the individual lakes and ground water that provide us with drinking water, serve the precious function of sustaining life and require special consideration. At an even smaller scale, watercourses and wetlands are integral components that function within a watershed. The land itself is also inextricably a part of the watershed with open and green space connecting the systems. The cycling of water and energy exchanges between the water, the atmosphere, and the land drive the Earth's climate. Together, the land, water, and air are a system that work together as a functional unit. It is impossible to separate these relationships, but by protecting and connecting our green spaces, we are also protecting our water and air. Understanding that the systems are connected, the Chapter begins with land, then circles back into water and air.

Regional Council has adopted The Urban Forest Management Plan (UFMP) (2012); The Halifax Green Network Plan (HGNP) (2018); and HalifACT (2020) to further interrelated environmental goals. This includes advancing and protecting the natural environment through a network of green spaces and green

[17] "Netukulimk is the use of the natural bounty provided by the Creator for the self-support and well-being of the individual and the community. Netukulimk is achieving adequate standards of community nutrition and economic well-being without jeopardizing the integrity, diversity, or productivity of our environment." (https://www.uinr.ca/programs/netukulimk/). See also: https://curriculum.novascotia.ca/sites/default/files/documents/resource-files/Netukulimk_ENG.pdf

[18] https://www.muskokawatershed.org/wp-content/uploads/Watersheds-as-Ecological-UnitsMuskoka.pdf

infrastructure to preserve ecological function and biodiversity, carbon capture, connect spaces, adapt to climate change and other environmental hazards, and reduce energy consumption for residents and businesses. The Regional Plan affirms the importance of these documents in the health and sustainability of the Region.

## 6.1 OBJECTIVES

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

2. **Foster a land management and community design approach that maximizes opportunities to preserve the environment, ecology, and culture of lands and aquatic systems; and lands suited for parks, trails, wilderness areas, and corridors which provide recreational, ecological, environmental, and educational opportunities.**

3. **Adopt development practices that sustain and nourish air, land, water and groundwater resources, and reduce negative impacts to surrounding areas.**

4. **Respond to the climate emergency by supporting the rapid transition to a low carbon future by committing to a deep reduction in greenhouse gas emissions and energy consumption, responding to climate change hazards and climate conditions, improving energy security and maximizing the use of renewable energy resources.**

5. **Promote practices that support the management of stormwater quality and quantity through natural topography and land cover, and use of green and natural infrastructure.**

6. **Promote practices that support safety and resiliency of communities and assets by prioritizing and upgrading critical infrastructure to withstand climate hazards, and through setting standards for resilient infrastructure for new construction.**

7. **Adopt community and ecosystem coastal adaptation strategies for the impacts of sea level rise by updating extreme water level estimates and implementing holistic approaches to coastal protection.**

## 6.2 PROTECTING AND CONNECTING OUR GREEN SPACES

Halifax Regional Municipality has a full spectrum of open spaces, consisting of lands for natural resources, agriculture, recreation, environmentally sensitive areas, hazard prone lands, cultural landscapes, natural corridors, trails, parks, wilderness areas, and preservation areas for potable water and waste/resource management. This foundation of open spaces forms a Green Network that provides numerous functions such as shaping development, providing ecological services, capturing carbon, retaining lands for agricultural and forestry uses, and providing recreational opportunities. The Halifax Green Network Plan (HGNP), approved in 2018 by Regional Council, defines an interconnected open space system for the municipality, highlights ecosystem functions and benefits, and outlines strategies to manage open space. Specifically, the HGNP provides land management and community design direction to:

- maintain ecologically and culturally important land and aquatic systems;

- promote the sustainable use of natural resources and economically important open spaces; and
- identify, define and plan land suited for parks and corridors.

**EC-1 The Actions of the Halifax Green Network Plan shall be considered in the business planning, programming and regulatory activities of the Municipality.**

## 6.3.1.1 A REGIONAL GREEN NETWORK

As the region grows and changes, retaining large natural areas is of critical importance to maintaining healthy communities. Natural areas should help shape the municipality's communities, establish community edges, and provide direct connection to nature. Lands of high value to the green network provide critical ecosystem services, important habitats and should be protected from significant human activity, as part of a larger effort to maintain biodiversity, mitigate climate change, and foster increased health and well-being.

Managing these areas will require balancing ecological protection with human activity to ensure that sensitive places are preserved, and the benefits of natural ecosystems are maintained. The development pattern of the region has been shaped by a natural network of open space, consisting of inaccessible Crown lands and privately held lands for natural resource production (such as forest production and harvesting). Equally important to this network is a system of large natural areas, natural corridors, and trail systems which form a backbone of interconnected green space. The Open Space and Natural Resource Designation identifies the primary areas in this network that will be maintained as natural spaces and working landscapes.

As a system, these open spaces perform environmental services such as connecting natural areas for critical wildlife migration, retention of stormwater, mitigating flooding and coastal damage, erosion prevention, uptake of nutrients, abatement of pollution and moderation of climate, and capturing carbon. Protecting isolated blocks of habitat will not adequately protect wildlife, habitat, and ecological services. Connectivity allows the uninterrupted movement of species and flow of natural processes that sustain life on earth. By strengthening, maintaining, and, when feasible, restoring these systems, we are also protecting our environment, our economy, and our quality of life.

**EC-2 The Municipality shall use the Green Network Plan to identify areas that are important to maintaining biodiversity and climate change mitigation and shall change land use and subdivision regulations to manage human activity in these areas to protect the benefits of natural ecosystems.**

**EC-3 To preserve the interconnected system of open space and minimize fragmentation within the Open Space and Natural Resource Designation the Municipality shall, through the *Subdivision By-law*, prohibit residential development on new roads within the Open Space and Natural Resource Designation.**

**EC-4 The Municipality shall, through the *Subdivision By-law*, provide for the creation of one additional lot from any area of land that is within the Open Space and Natural Resources Designation and does not meet the minimum road frontage requirements provided that the area of land was in existence prior to April 29, 2006.**

**EC-5 The Municipality shall, through the applicable land use by-law, establish a Protected Area Zone. This Zone shall be applied to protect environmentally sensitive areas including wilderness areas which have been designated under the *Wilderness Areas Protection Act*, nature reserves designated under the *Special Places Protection Act*, and conservation-related properties owned by government, non-profit conservation organizations, private conservation organizations. The Zone shall only permit scientific study and education, trails and similar public, conservation and recreational uses.**

**EC-6 Further to Policy EC-5, to enable property owners to retain a portion of their property and donate a portion of the property for conservation purposes, the Municipality shall, through the *Subdivision By-law*, provide for the creation of one additional area of land from any area of land within any designation provided that the additional area of land:**

**a) shall be used only for conservation purposes; and**

**b) may not meet minimum road frontage and lot area requirements.**

**EC-7 The Municipality may consider accepting or acquiring lands for conservation purposes.**

## 6.3.1.2 PRESERVING NATURAL CORRIDORS

Within the open space network, larger patches of wilderness are connected through undeveloped natural corridors which provide opportunities for wildlife to move, seek shelter, food, water, space and mates; all important components for maintaining healthy, diverse wildlife populations. However, human activity such as new development, natural resource extraction, highway and road construction, and removal of vegetation are increasingly threatening these critical connections. Without intervention, there is a risk of losing and disconnecting these corridors permanently. Therefore, it is critical to identify and implement a clear approach to protect natural corridors as the region grows.

The HGNP was the initial step to begin conceptualizing the relationship between corridors and areas of high environmental value which were then further refined. The HGNP highlighted the connection between mainland Halifax and the Chebucto Peninsula as particularly under threat. By overlaying the HGNP essential corridors with land use and planning data, a high-level understanding of the interplay between wilderness and land use can be seen. Through this analysis, a pattern emerges, and highlights connections at the highest order as shown on Map 6 to identify varying levels of risk and the need for different levels of intervention. Three distinct corridor types are as described below:

1. **Corridors At Risk (Essential Corridor Area 1)** - Essential corridors present in areas that are not yet developed but are in pressure points and are at high risk of being lost. This is especially true to allow the movement of wildlife between the Chebucto Peninsula and Mainland Halifax. These types of corridors require immediate intervention.
2. **Developed Corridors (Essential Corridor Area 2)** - Essential corridors in which development has already occurred but there may be opportunities to reduce further impacts to the corridors. This type of corridor would require an intermediate level of intervention and considerations of tools to reduce any further damage as secondary planning documents and land use bylaws are updated.
3. **Protected Corridors (Essential Corridor Area 3)** - Essential corridors that are already protected through existing tools including Open Space Designation, Agricultural Designation, Growth Control measures, or Conservation Design Development. In these areas, intervention may not be required, but the existing tools must remain in place to continue to protect these corridors.

**EC-8** **To further the goals of the Halifax Green Network Plan and guide amendments to this Plan, secondary municipal planning strategies and land use by-laws, the Municipality shall consider refining the boundaries of the Essential Corridors and Important Corridors shown on Map 5 of the Halifax Green Network Plan.**

**EC-9** **The Municipality shall coordinate and partner with provincial and federal levels of government, utilities, and other relevant stakeholders with a view to establishing, maintaining, protecting and strengthening wildlife corridors and wildlife crossings, including on major infrastructure like highways, utility corridors and multi-jurisdictional boundaries.**

**EC-10** **The Municipality shall identify Essential Corridor Areas on Map 6 Wildlife Corridors as Essential Corridor Area-1 (ECA-1), Essential Corridor Area-2 (ECA-2), and Essential Corridor Area-3 (ECA-3). Detailed overlays for each Essential Corridor Area shall be included within applicable land use by-laws.**

**EC-11** **Within all Essential Corridor Areas shown on Map 6, the Municipality shall consider:**

- **a) naturalization within public spaces and the right of way;**
- **b) amending secondary municipal planning strategies and land use bylaws:**
  - **i. to limit uses or development forms that are incompatible with wildlife connectivity;**
  - **ii. to increase lot size requirements;**
  - **iii. to require reinstatement and maintenance of vegetation in riparian buffers; and**
  - **iv. to include lot coverage and landscaping requirements that promote a high percentage of open space and permeable surfaces.**

**EC-12** **The Municipality shall amend the Regional Subdivision By-Law, applicable secondary municipal planning strategies and land use by-laws to permit subdivision within an Essential Corridor Area-1 (ECA-1) only by development agreement.**

**EC-13** **Further to Policies EC-11 and EC-12, when adopting new or amending existing secondary municipal planning strategies or land use by-laws or the Regional Subdivision By-law, or considering development agreements or amendments to development agreements to permit new development on lands located within an Essential Corridor Area 1 (ECA-1), the Municipality shall:**

- **a) require the location and width of an Essential Corridor to be delineated at the site level;**
- **b) organize land use or management of land in a way that protects the Essential Corridor 1, and ensures landscape connectivity to Essential Corridors on adjacent lands;**
- **c) consider opportunities to dedicate or acquire parkland within or adjacent to Essential Corridors; and**

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**d) consider opportunities for wildlife crossings over transportation infrastructure or other major barriers.**

**EC-14 Further to Policy EC-11, prior to any amendments to this Plan that would result in a change to the Open Space Designation, the Agricultural Designation, or those portions of the Hammonds Plains and Beaver Bank communities that are subject to Policy I-33, the Municipality shall delineate the location and width of the Essential Corridor Area-3 that would be affected by the proposed amendment.**

## 6.3.3 NATURALIZATION AND MUNICIPAL NATURAL ASSETS MANAGEMENT

Natural assets such as wetlands, forests, waterways, and parks can mitigate coastal damage, reduce the heat island effect, provide shade and areas for reprieve, manage stormwater, clean the air and water, provide buffers and protection to inland properties, sequester carbon, and offer aesthetic and recreational opportunities and mental and physical health benefits. Natural systems have traditionally been undervalued as they are perceived to provide these services for free. The services that these natural assets provide often cannot be replicated by human-made systems or can only be replicated at a tremendous cost. Keeping natural assets intact and seeking opportunities to increase natural assets through programming effort can provide numerous benefits as these systems are self-renewing and resilient, which reduces the maintenance requirements and costs of landscape management and ecosystem restoration. Keeping natural assets in their natural state is ideal; however, this is not always possible, and the Municipality will seek opportunities to further expand on the health, biodiversity, and resiliency of natural assets through priorities plans, naturalization programming, and natural asset management. Approaches such as green infrastructure provide natural and semi-natural engineered landscape elements designed to provide services such as stormwater management, adaptation to the effects of climate change, water filtration and improved air quality.

Since 2019, the Municipality has been working towards a naturalization initiative, beginning with a pilot program. Various community and corporate projects have been implemented, and in 2022, Regional Council approved the expansion of the naturalization pilot into a region-wide program. Currently, 31 sites have been identified for naturalization, ranging from riparian to pollinator meadows.

**EC-15 The Municipality shall support a region-wide naturalization program and promote naturalization through projects, public education and awareness.**

Municipal Natural Assets refer to natural resources or ecosystems that provide local, sustainable municipal services. These services provide a variety of core services such as stormwater management, water infiltration, protection from flooding and erosion, and other services. Not only do these services provide service delivery, but they also support adaptation and mitigation for climate change, enhanced biodiversity, and ecosystem health. The location of natural assets can also inform decisions related to appropriate locations for future developments as it relates to flooding and wilderness areas. In 2020-2021, the Municipality began the first step in natural assets management, a natural assets management inventory.[19]

[19] https://mnai.ca/media/2021/11/MNAI-Inventory-Cluster-2-Halifax-report-103.pdf

**EC-16 The Municipality shall develop a Municipal Natural Assets framework to measure and value natural assets and make decisions on the delivery of services that natural assets provide.**

## 6.3.4 URBAN FORESTS

The *Urban Forest Master Plan (UFMP),* first adopted in 2012 and under review in 2023, provides a comprehensive neighbourhood approach to ensure a sustainable urban forest in the Urban Settlement Designation. To modernize the language and approach to urban forestry in the Municipality, the UFMP shall be renamed the "Urban Forest Management Plan" in future versions of the document.

**EC-17 The recommendations of the *Urban Forest Management Plan*, adopted in principle by the Municipality in September 2012 as amended or readopted, shall be considered in planning, programming and regulatory activities related to managing and enhancing the urban forest cover in the Municipality.**

# 6.4 PROTECTING OUR WATER

Water is a limited and precious resource. Water not only sustains life through providing potable water supplies, wildlife habitats and aquatic corridors; it also has historic and cultural value and provides a tremendous range of ecosystem services and recreational and aesthetic values to its citizens. Watersheds are the fundamental unit to understand the environmental, social, and cultural values of water and must be protected through land-use control and retention, enhancement, and restoration of those features that regulate water flow, mitigate flooding, reduce water pollution and protect ecological functions.

The municipality is home to over 1,000 lakes, more than 20 rivers, innumerable streams, and 23 major shorelines. These interconnected systems are vulnerable and require careful management and consideration to address complex issues such as management of surface and groundwater quantity and quality, ecosystem conservation, competing interests or users, public safety, and differing mandates from various agencies. Environmental features such as water, soils, vegetation, and habitat are all interconnected, and land use activities in one area of a watershed can adversely affect the quality and quantity of water and aquatic habitat in another, with the most impact downstream from activities occurring upstream.

## 6.4.1. THE UMBRELLA - WATERSHED PLANNING

As the Municipality undergoes community planning to modernize our community plans, there is an opportunity to be innovative and restructure planning that integrates ecology with land use to strive toward a healthier ecosystem and communities through comprehensive community and neighbourhood planning. Land suitability studies and watershed studies will inform how development interacts within an ecological system to minimize land use impacts on the natural system.

It's important to recognize that watersheds and sub-watersheds at different scales face different pressures and that a blanket, one-size fits all watershed management approach will not appropriately address the stresses a given watershed is facing. Watershed planning in a developed urban setting where watersheds may be degraded and require restoration require different approaches than rural contexts where there is opportunity to influence how settlement can be best arranged to maximize ecosystem health. Further, there

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may be urban, suburban and rural settings all located within the same watershed, adding to the complexity of watershed planning and management.

## 6.4.2 WATERSHED MANAGEMENT

Watershed Management acknowledges uncertainties, considers interconnections within the system, and recognizes cumulative effects and impacts on the watershed.[20] Fundamentally, a Watershed Management Framework is a mechanism to organize and address the complex interactions between land-based activities and water resources using watersheds as a unit of management through a coordinated approach. The development of a Watershed Management Framework promotes a coordinated approach to balancing equitable use of water resources with the sustainability of these vital ecosystems.

Not all watersheds are the same –urban, suburban, and rural watersheds can face different stressors and may require tailored approaches depending on various impacts. For example, an urban watershed may face higher volumes of runoff and pollutants due to impervious surfaces whereas rural areas may face issues of arsenic or lack of groundwater recharge. Therefore, although there may be common components of a Watershed Management Framework, there must be flexibility and adaptability built within the Watershed Management Framework to customize local conditions. Critical to the success of Watershed Management is genuine community-level stakeholder involvement and buy-in. Without community stewardship, a Watershed Management approach will not succeed.

**EC-18 The Municipality shall consider developing community-based Watershed Management Frameworks to provide recommendations for amendments to this Plan, and new or amended secondary municipal planning strategies, using watersheds as a defined unit of management. The Watershed Management Frameworks shall consider:**

**a) Utilizing a holistic, adaptive approach to managing all water resources, improving the health of the watershed, and adjusting to changing circumstances;**

**b) Determining and mitigating the impact of water pollution;**

**c) Infrastructure investments, land use changes, and growth servicing;**

**d) The impacts of climate change and measures to reduce those impacts;**

**e) Restoring and maintaining water quality and natural floodplains;**

**f) The impacts of flooding on water quality and ecosystem resiliency;**

**g) Supporting, enhancing and/or restoring habitat connectivity in both aquatic and riparian zones;**

[20] https://conservationontario.ca/fileadmin/pdf/policy-priorities_section/IWM_WaterMgmtFramework_PP.pdf

**h) Developing strategies to determine and implement best practices to reduce the impact of land uses adjacent to watercourses and identifying the cumulative impact of development within a watershed;**

**i) Developing strategies to increase the naturalization of riparian buffers where they are degraded, and prevent the destruction of habitat where riparian buffer remains in a natural state;**

**j) Improving the integration of publicly available and scientifically sound principles and available community water quality data into policy and decision-making;**

**k) Building genuine, inclusive, collaborative relationships with community stakeholders and municipal programs; and**

**l) Developing strategies for implementation and enforcement of watershed management strategies.**

## 6.4.3 WATERSHED STUDIES

The goal of a watershed study is to determine the potential impact of development on all watercourses, including wetlands, riparian zones, ground water, and waterbodies. This includes impacts on the site and the watershed(s) where the site is located, both in terms of cumulative impacts of multiple developments in one watershed, and downstream effects of a single development on ecosystems. Findings should present a watershed management plan including mitigation measures to reduce the negative impacts of development on watercourses and identify features or areas where development poses unacceptable risks. Watershed management plans will seek to achieve public health standards for body contact recreation, identify and maintain, enhance or restore ecosystem services provided by riparian and aquatic ecosystems, and to maintain the natural trophic status of our lakes and waterways.

**EC-19 When considering requests to develop future serviced communities as outlined in Policy HC-7, the Municipality shall require watershed or sub-watershed studies concerning natural watercourses where new or additional development could adversely affect watercourses within the watershed. The studies shall be designed to:**

**a) establish a reliable and accurate baseline of existing water quality;**

**b) Recommend water quality objectives for key receiving watercourses in the study area;**

**c) evaluate the capacity of any existing control structures in the watershed;**

**d) model potential impacts to water quality as a result of development, and determine the amount of development and maximum inputs that receiving water bodies can assimilate without adversely affecting water quality;**

**e) determine the parameters to be attained or retained to achieve water quality objectives;**

**f) identify sources of contamination within the watershed;**

**g) identify remedial measures to improve water quality;**

**h) identify areas within the watershed where changes in flow patterns from development could result in flood damage to properties or environment;**

**i) evaluate and identify the potential for increased flooding hazards as a result of development, taking into consideration the effects of climate change;**

**j) recommend strategies to achieve the water quality objectives set out under the watershed study;**

**k) recommend methods to reduce and mitigate loss of natural infrastructure, permeable surfaces, native plants and native soils, groundwater recharge areas, and other important environmental functions within the watershed;**

**l) identify appropriate riparian buffer widths for the watershed;**

**m) recommend potential regulatory controls and management strategies to achieve the desired objectives;**

**n) recommend an approach for a successful watershed monitoring program; and**

**o) in areas served by ground water supply, recommend measures to protect and manage quantity and quality of groundwater resources and nutrient inputs.**

## 6.4.4 RURAL COMMUNITY WATERSHED MANAGEMENT

**EC-20 In addition to Policy EC-19, where the Municipality is considering adopting a new secondary municipal planning strategy in a rural area, the following shall be considered:**

**a) opportunities to align the boundaries of the community plan area to the boundaries of a watershed or subwatershed;**

**b) Identifying and recommending measures to protect and manage natural corridors and critical habitats for terrestrial and aquatic species, including species at risk;**

**c) Prioritizing watershed-scale planning, including proactive protection of sensitive ecological features, including surface water bodies, wetlands, and groundwater recharge zones;**

**d) Quantifying the percentage impervious surfaces as the threshold for intervention and cumulative impacts of development on individual water bodies and entire watersheds; and;**

**e) Where applicable, developing policy to prioritize protecting natural connections between the Chebucto Peninsula and Mainland Nova Scotia.**

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## 6.4.5 LAKE MONITORING

Lakes, as a component of the watershed, reflect the health of the surrounding watershed. Water quality monitoring is a shared responsibility between each level of government and is an essential component to successfully manage water resources. The Municipality has a critical role to play in water quality, as it is the level of government that is closest to residents with responsibilities for planning, parks and recreation, community enjoyment and well-being. Water quality monitoring was recommended by the Municipality's Water Resource Management Study in 2003 and water quality monitoring has occurred sporadically over the years. In 2020, a report prepared by AECOM[21] made recommendations and identified opportunities for the Municipality to further protect water resources. Through this work, a framework for a water quality monitoring program was chosen: a Municipal staff led approach with community volunteer support. Through this framework 76 lakes were selected for monitoring.[22]

**EC-21 The Municipality may consider preparing a water quality monitoring protocol to provide guidance for water quality monitoring plans accepted by the Municipality under policies of this Plan and any other monitoring programs to be undertaken for the Municipality by landowners.**

**EC-22 For lakes selected for water quality monitoring, the Municipality shall continue to implement a comprehensive water quality monitoring program to provide guidance for water quality monitoring plans and protocols.**

**EC-23 Further to Policy EC-22, the Municipality shall undertake an adaptive management approach, and based on the data collected, may adjust the water quality monitoring program.**

## 6.4.6 RIPARIAN AREAS AND WETLANDS

Wetlands and other watercourses are vital components of the hydrological cycle and affect the quality and quantity of water and groundwater. They are natural filters for removing sediment, contaminants and excessive nutrients which are drawn up by the vegetation and settle out naturally before entering watercourses or groundwater. They absorb and help regulate peak stormwater flows, reducing the risk of flooding and erosion downstream while offsetting groundwater extraction to reduce the risk of wells running dry.

Retaining riparian buffers is important for the protection of water quality, wildlife and the protection of property and the public from flood hazards. In addition to the functions of flood regulation, the deep-rooted, native plants in riparian buffers protect shorelines by reducing bank erosion and bank failure, reduce the impacts of sedimentation, erosion and nutrient loading on watercourses, regulate the temperature of adjacent watercourses, provide important wildlife habitat, reduce the loss of valuable lands and add aesthetic value to the Municipality[23]. Wetlands also provide a range of ecosystem services including wildlife habitat, opportunities for research and recreation, improved water quality, sediment filtration, water balance

[21] 210211rwabsp911.pdf (halifax.ca)
[22] https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/210629rc1141.pdf
[23] Alberta Environment and Sustainable Resource Development. *Stepping Back from the Water: A Beneficial Management Guide for New Development near water bodies in Alberta's Settled Region. 2012.*

regulation, and carbon storage and sequestration. Moreover, while enhancing the overall aesthetics of a community, wetlands are unsuitable for development as they pose a hazard for the stability of structures.

To maximize the protection benefits of riparian buffers and wetlands, the trees, shrubs, ground cover vegetation and soils must be protected. Retaining native vegetation and native soils enhances runoff storage capacity, infiltration, and nutrient recycling. Tree canopy should also be retained over watercourses, soil erosion should be prevented, and activities or land uses which introduce nutrients or contaminants into watercourses need to be excluded.

## 6.4.6.1 RIPARIAN AREAS

The Green Network Plan recommends a watercourse buffer of 30 metres for stream bank stability, flood mitigation, water temperature regulation, minimal protection of wildlife, partial benefits for sediment removal, and aesthetic value. A general riparian buffer of 30 metres will be applied for protection for the whole of the Municipality until buffers that meet the specific needs of each watershed can be determined through the watershed studies and implemented through amendments to secondary municipal planning strategies.

**EC-24 The Municipality shall, through the applicable land use by-law, require the retention of a minimum 30-metre-wide riparian buffer along all watercourses as well as wetlands contiguous with watercourses throughout the Municipality to protect the chemical, physical and biological functions of marine and freshwater resources. No alteration of land levels or the removal of vegetation in relation to development will be permitted within the buffer. Lands within the Halifax Harbour Sub-Designation on the Regional Land Use Structure Map (Map 2), industrial lands within the port of Sheet Harbour and lands within the Waterfront Residential (R-1C) Zone under the Shubenacadie Lakes Secondary Planning Strategy shall be exempted from the buffer requirement.**

**EC-25 Further to Policy EC-24, provisions may be made to permit certain features within the buffer including public (municipal) water control structures, boardwalks, walkways and trails of limited width and made of a permeable surface, fences, public road crossings, driveway crossings, public (municipal) wastewater, storm and water infrastructure, marine dependent uses, fisheries uses, boat ramps, wharves, small-scale accessory buildings, conservation uses, parks on public lands and historical sites and monuments within the buffer.**

**EC-26 Further to Policy EC-24, a special area may be established through the Regional Centre Secondary Municipal Planning Strategy and Land Use By-law to allow limited recreational uses and commercial uses within a riparian buffer, through development agreement, adjacent to non-coastal watercourses where the riparian buffer has been infilled or altered prior to August 26, 2006. Any development within the special area shall be developed in an environmentally sensitive manner and provide opportunities for natural green space, water quality protection, and public access and enjoyment.**

**EC-27 Subject to E-29, the Municipality shall, through the applicable land use by-law, relax the riparian buffer requirement for lots in existence on August 26, 2006, where otherwise development would be prohibitive.**

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**EC-28 Subject to E-29, the Municipality shall, through the applicable land use by-law, relax the riparian buffer requirement for lots created or approved after August 26, 2006 and before** *[date of adoption, 2023]***, where otherwise development would be prohibitive but shall be no less than as shown on an approved plan of subdivision that was approved prior to** *[date of adoption]***.**

**EC-29 The Municipality shall, through the Eastern Passage/Cow Bay Land Use By-Law, relax the riparian buffer requirement for Cow Bay Lake for lots created or approved after August 26, 2006 and before August 12, 2022.**

**EC-30 The Municipality shall consider a by-law to protect existing trees and to manage the retention and the removal of existing trees within riparian buffer zones.**

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

**EC-31 The Municipality may, through secondary municipal planning strategies and land use by-laws, consider measures to regulate development of water lots, including limiting development and establishing setbacks of buildings and structures from the water.**

## 6.4.6.2 WETLANDS

Protecting wetlands is a shared responsibility. The Nova Scotia Department of Environment regulate wetland alterations and the Municipality regulates development adjacent to wetlands. While the Municipality cannot prevent property owners from applying for a permit to alter wetlands, the Municipality seeks to protect wetland through policy options. Through this Plan, it is the Municipality's intent to discourage the development of wetlands and develop an approach to offer incentives for the protection of wetlands.

**EC-32 On all applications for development permit approval, the applicable land use by-law shall require the proponent to verify the existence and extent of any wetland. The applicable land use by-law shall prohibit development within any wetland except as required to allow for existing public infrastructure. The Municipality may consider amending the provisions made under the land use by-laws from time to time to conform to any guidelines or Statement of Provincial Interest adopted by the Province.**

**EC-33 The Municipality may identify wetlands to be recommended to the Province as a Wetland of Special Significance, including wetlands within all municipal drinking water supply watersheds. In doing so, the Municipality shall consider the Provincial criteria for wetlands with exceptional qualities, as may be amended from time to time.**

**EC-34 Wetlands designated as Wetlands of Special Significance by the Province of Nova Scotia shall have a minimum 30 metre wide riparian buffer along the edges of the wetland which will be implemented through the applicable land use by-laws.**

**EC-35 The Municipality may cooperate with the Province of Nova Scotia to develop an approach to protecting wetland areas. Wetland protection strategies may include:**

**a) provisions to permit the creation of additional lots or dwelling units where the design of a development, or the transfer of density proactively protects wetlands;**

**b) identifying, prioritizing, and making recommendations to the Province of Nova Scotia for candidate wetlands to be restored, enhanced, created or expanded by compensation.**

# 6.5 ACTING ON CLIMATE CHANGE

## 6.5.1 HALIFACT

HalifACT, approved by Halifax Regional Council in 2020, is the Municipality's long-term action plan and response to Halifax declaring a climate emergency in 2019. The goals of HalifACT are to reduce emissions and help communities adapt to climate change. Through this response, it is recognized that climate change is urgent, complex, and a global crisis. Due to long timelines, the dispersal of impacts across the globe, and transformational societal and systems changes required, it is a challenge to make a rapid change to a low carbon future. The changing climate poses hazards to health, economic growth, safety and the natural world. Actions require deep greenhouse gas (GHG) reductions and preparing for the hazards associated with climate change. In order to align with the 1.5 degree Celsius pathway recommended by the world's leading scientific body on climate change, the Intergovernmental Panel on Climate Change, HalifACT has proposed collaborative actions to achieve the climate response and action out to 2050. At the Provincial level, the *Environmental Goals and Climate Change Reductions Act* (2021), set Nova Scotia's targets to be at least 53% below the 2005 emissions by 2030, and net zero by 2050 by balancing GHG emissions with GHG removals and other offsetting measures. At the Municipal level, HalifACT's targets include 75% reduction in community emissions over 2016 levels by 2030, net zero municipal operations by 2030, and net-zero community emissions by 2050.

The three themes of HalifACT shall provide guidance of immediate and future work related to climate:

- **Decarbonized and Resilient Infrastructure** includes increasing efficiencies of buildings, increasing renewable energy, decarbonizing transportation, greening government operations, protecting water systems and supplies, reducing risk to critical infrastructure, improving natural areas and green infrastructure, integrating climate into planning processes (including carbon-neutral district energy and microgrids, land protection, and land acquisition), and coastal preparedness.
- **Prepared and Connected Communities** includes emergency management, community capacity, food security and resiliency, and supporting businesses for decarbonization.
- **Coordinated Governance and Leadership** includes monitoring and reporting, carbon accounting, mainstreaming climate into municipal operations, and governance and capacity for action.

**EC-36 HalifACT, approved in 2020 and as updated from time to time, shall provide guidance to the Municipality for actions and programs related to improving energy security and energy conservation; supporting renewable energy sources; reducing energy consumption; mitigating climate change; and adapting to climate hazards. To further the goals of HalifACT, the Municipality shall consider adopting or amending by-laws.**

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**EC-37 The recommendations of HalifACT provide guidance for corporate priority actions to manage the risks associated with climate change and actions to achieve municipal and community targets for reducing greenhouse gas emissions. To implement or further an action or program of HalifACT, the Municipality may consider amendments to this Plan, secondary municipal planning strategies, land use by-laws or any other by-laws of the Municipality.**

**EC-38 The Municipality shall co-operate with external stakeholders and various levels of government in developing policies and programs to reduce greenhouse gas emissions and, where deemed advisable by the Municipality, shall consider adopting or amending by-laws to achieve these objectives.**

## 6.5.3 STORMWATER & FLOODING

With the increased intensity and frequency of storm events linked to climate change, extreme rainfall events are becoming more prominent. Stormwater volume is increasing throughout every season with more precipitation falling as more intense rain rather than snow due to rising temperatures. The impacts of this includes flooding of property and streets, increased infiltration into the wastewater system, erosion, and degradation of water bodies due to pollutants in runoff. As flooding increases, so too will the pressure in areas with stormwater systems, including natural systems like lakes and rivers, and the associated reactive maintenance costs. Increased flooding also impacts quality of life to citizens, through reduced safety, degradation of the natural environment, and property damage due to major storm events.

In 2007, Regional Council approved the transfer of the Municipality's wastewater and stormwater services through the Wastewater and Storm Water Transfer Agreement (the Transfer Agreement) to the Halifax Regional Water Commission (Halifax Water) which was subsequently approved by the Nova Scotia Utility and Review Board (the Board). Through this governance structure, Halifax Water is responsible for the operation and administration of publicly owned stormwater facilities within the commutershed of the Regional Centre. As a public utility, Halifax Water is expected to finance its operations through user fees and charges which finance new connections to its facilities. To manage development in a fair and cost-effective manner, close cooperation between Halifax Water and the planning and operational activities of the Municipality is essential.

Within the Municipality's watersheds, there are varying levels of development and sensitivities. With changing technologies and extensive differences from watershed to watershed, stormwater management should focus on a comprehensive, system-based approach rather than a one-size-fits-all approach. Best Management Practices should be utilized to promote controlling stormwater at the source by regulating site design features, capturing and treating rain where it lands, and using green infrastructure to improve stormwater runoff quality and maintain infiltration. In some circumstances, such as highly urbanized watersheds, the Municipality may consider paying for retrofits to improve water quality in receiving watercourses, if feasible. Support for day lighting of streams and rivers will also be considered where doing so would enhance flood resiliency, the aesthetics of the area, or further restoration of a heritage resource.

The Integrated Stormwater Management Policy Framework passed by Regional Council on January 16, 2018 was developed in partnership with Halifax Water. The purpose of the policy was to prevent loss of life and property due to major storm events, and foster efficient and effective work management processes, safe and convenient use of streets and other land areas before, during and after storm events, and mitigate

the long-term impacts of development on natural systems and downstream properties. As part of this work several documents were adopted, as listed below, with more work to follow:

- By-Law G-200, A By-Law Respecting Grade Alteration;
- Administrative Order 2020-010-OP for Halifax Stormwater Management Standards for Development Activities; and
- By-Law L-402 Respecting Lot grading (to amend By-law L-400).

Stormwater management is a collaborative approach in partnership with Halifax Water and Nova Scotia Environment with future work focusing on public education, adopting standards for green infrastructure for municipal rights-of-way, and encouraging the maintenance, restoration, and/or improvement of natural infrastructure.

**EC-39 The Municipality shall continue work toward a comprehensive, holistic, and future-looking stormwater management policy in partnership with Halifax Water.**

**EC-40 The Municipality shall continue work toward improving stormwater management practices to reduce the impacts of development on natural systems and downstream properties. Where deemed advisable, the Municipality shall consider adopting or amending by-laws to achieve these actions.**

**EC-41 Green infrastructure such as naturalized stormwater ponds, bioswales, and nature-based solutions shall be the preferred approach to managing stormwater. Where development is considered by development agreement or through an amendment to a secondary municipal planning strategy, the Municipality shall consider the use of naturalization and green infrastructure and promote approaches to manage stormwater on private property for multi-unit residential, commercial and industrial developments.**

**EC-42 The Municipality shall consider adopting a stormwater management and/or erosion control by-law with provisions made that may be area specific and may vary by type of development and, where required, be subject to approval by the Review Board. When considering adoption or amendments to the by-law, the following matters may be considered:**

**a) the cost and effectiveness of methods to reduce increased stormwater flows caused by development with consideration given to problems associated with downstream flooding, stream bank erosion, water and groundwater contamination, natural habitat loss, and inflow and infiltration into wastewater systems;**

**b) the potential for maintaining natural vegetation where possible and employing green infrastructure, naturally occurring soils and native plant species in stormwater management plans;**

**c) means to reduce site disturbance and impervious surfaces in new developments;**

**d) methods of reducing sediments, nutrients and contaminants being discharged into watercourses; and**

**e) the recommendations contained in a watershed study undertaken pursuant to policy EC-19 of this Plan.**

**EC-43 The Municipality may consider regulatory and operational measures to reduce the quantity and improve the quality of stormwater entering public stormwater facilities and watercourses including, but not limited to, minimum water quality standards for release to a receiving environment, public education programs, animal waste control, spill prevention plans, enhanced street sweeping, reduction in road salts, land use restrictions and revisions of development standards. Any such measures may apply in whole or in part of HRM and may require approval of the Review Board.**

**EC-44 The Municipality may consider supporting retrofits to existing stormwater facilities where it has been determined that such retrofits could be expected to mitigate flooding or to improve the quality of stormwater entering watercourses, lakes and wetlands.**

**EC-45 Where public stormwater collection infrastructure must undergo significant repair or replacement, the Municipality may consider supporting funding for daylighting of the watercourse involved with consideration given to:**

**a) feasibility in relation to the surrounding environment, land use and ownership, adequacy of space, drainage and potential flooding issues, safety and other practical or engineering considerations as appropriate.**

**b) replacement of culverts with bridges or an open bottom culvert rather than straight pipe is preferred wherever possible;**

**c) the potential for legal and liability issues arising; and**

**d) costs and the availability of funding.**

**EC-46 In the event that the Province of Nova Scotia considers imposing standards on the quality of stormwater entering watercourses, the Municipality shall participate in consultations and shall consider amending any stormwater management by-law approved pursuant to Policy EC-48 to be consistent with or complement standards adopted by the Province of Nova Scotia.**

**EC-47 The Municipality shall support efforts by Halifax Water to create a rate structure for stormwater management services that provides incentives for the retention of on-site stormwater and may consider any amendments to municipal by-laws or planning documents which would assist in facilitating these efforts.**

## 6.5.4 FLOODPLAINS

Land adjacent to rivers and streams which are subject to flooding (floodplains) are unsuitable for development. Development or alteration of a floodplain can restrict normal water drainage patterns and cause significant damage to property and infrastructure and risk to life. Limiting development on these lands reduces the need for costly flood control infrastructure such as channels, reservoirs and dykes, and protects the public from property damage and loss of life. In the early 1980s, floodplain mapping for the Sackville and Little Sackville Rivers was prepared under the Canada-Nova Scotia Flood Damage Reduction Program and policies and regulations have been adopted under the Sackville planning documents to reduce the risk to property and the need for flood control measures.

To minimize effects upon natural stormwater flows, HRM will exercise control over the placement and stabilization of fill necessary for the flood proofing of structures permitted within a floodplain designation of a Secondary Municipal Planning Strategy. Through the review of subdivision applications, any roadways proposed within a floodplain designation will need to meet HRM's stormwater management requirements. The following policy is intended to mitigate the consequences of flooding along major rivers and emphasize the environmental importance of rivers in regulating and draining water flows through watersheds.

**EC-48 The Municipality shall restrict development and prohibit the placement of fill or alteration of grades in association with development that restricts the capacity of flow or increases flood levels within the 1 in 100 year and 1 in 20 year floodplains for designated watercourses, under secondary municipal planning strategies and land use by-laws.**

**EC-49 Where appropriate, the Municipality shall permit water control structures, boardwalks and walkways, conservation uses, historic sites and monuments, and wastewater, stormwater and water infrastructure within floodplains.**

**EC-50 Within the 1 in 20 year floodplain, treatment facilities for wastewater, storm water and water shall be limited to facilities that were in existence on or before June 25, 2014 or facilities installed by Halifax Water after June 25, 2014 where they deemed the facilities necessary for public health and safety.**

**EC-51 Within the 1 in 100 year floodplain, the Municipality may, through secondary municipal planning strategies and land use by-laws, permit development which has been adequately flood-proofed.**

**EC-52 The Municipality may consider regulatory and operational measures to reduce flooding including but not limited to:**

**a) adopting flood resilient design standards for new development; and**

**b) interventions in major overland flood routes in historically flood prone areas.**

## 6.5.5 COASTAL PROTECTION

The municipality has an extensive coastal shoreline, offering aesthetic appeal and picturesque views. Coastal habitats such as marshlands offer valuable ecological services and provide habitat to species at risk. Protecting, restoring, and maintaining coastal habitat not only protects ecological services, but can mitigate impacts of flooding and storm surge on human safety and property.

The impacts of climate change are already being felt through increased climate events. HRM recognizes that these impacts will continue over time, and that we need to adapt to these changes. Climate change adaptation includes planning for, and acting on, the anticipated impacts of climate change. This can be achieved by readying existing infrastructure and communities, and by making new policies and standards to adapt our communities and infrastructure. Climate resiliency is the ability to recover quickly from the negative impacts of a climate hazard or event. This applies to both communities and to infrastructure. By identifying vulnerabilities, we can prioritize where and how to adapt.

**EC-53 The Municipality shall regularly update municipal LiDAR data, digital elevation models and vulnerability mapping, and may adopt policy to require emergency management services and current and future climate change hazard projections are considered as part of the as-of-right development process, discretionary planning applications, and during reviews of planning documents.**

**EC-54 The Municipality shall seek to complete a spatially-based risk and vulnerability analysis of the Municipality's coastal waterfront and shoreline area and may consider adopting a coastal-specific adaptation policy using a PARAEBA (Protect, Accommodate, Retreat, Avoid or Ecosystem Based Adaptation) Framework or other suitable framework for climate change adaptation planning to plan for hazards and increase resilience to those hazards.**

**EC-55 The Municipality shall develop and/or update policies to limit development in areas determined to be vulnerable to climate hazards.**

**EC-56 The Municipality shall foster sustainable coastal management along its coasts considering long term climate impacts, ecosystem health, public risk and vulnerability assessments, adaptation strategies and cost-benefit analysis of adaptation approaches. A coastal management approach shall also consider opportunities to retain and improve public coastal access.**

Sea level has slowly risen along the Atlantic Coast due to coastal subsidence and accelerated by global warming. Of additional concern is the anticipated increase in the frequency and severity of storm events related to climate change. Rising sea levels and storm surges can result in increased damage to coastal communities and have significant impacts on coastal infrastructure, environmental assets, utilities, properties and community economic development. The following measures encourage the protection of natural coastal environments and mitigate the potential impact that coastal inundation and storm surge events could have on human safety.

**EC-57 Where a lot abuts the coast of the Atlantic Ocean, including its inlets, bays, and harbours, the Municipality shall, through the applicable land use-bylaw, prohibit issuing permits for any portion of a main building or a backyard suite use, including their basements, that are proposed to be erected, constructed, altered, reconstructed, or located at an elevation less than 3.2 metres above the Canadian Geodetic Vertical Datum 2013 (CGVD2013) standard. Provisions shall be made within the by-law to permit residential accessory structures, marine dependant uses, open space uses, parking lots and temporary uses within the 3.2 metre elevation. Consideration may be given to amending the by-law requirements where an updated system of measurement or methodology is adopted by the Municipality to provide a reasonable level of safety or to conform with legislation, regulations, guidelines, or statements of interest adopted by the Province.**

**EC-58 To support long-term safety, the Municipality shall endeavor to define coastal setbacks for development that consider coastal erosion, sea level rise, and wave runup, and may develop by-laws or policies to further inform secondary municipal planning strategies and land-use by-laws.**

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**EC-59 Upon the adoption of the provincial *Coastal Protection Act* regulations, the Municipality shall adopt consistent policies and regulations that are tailored to the HRM context. In the event that the Province of Nova Scotia considers revising the *Coastal Protection Act*, the Municipality shall participate in consultations and shall consider amending or adopting policies to be consistent with or complement standards adopted by the Province of Nova Scotia and tailored to the HRM context.**

**EC-60 The Municipality may consider limiting development or managed retreat in areas determined to be vulnerable to hazards such as storm surge and coastal erosion through secondary municipal planning strategies and land use bylaws.**

**EC-61 The Municipality may encourage maintaining, protecting and/or restoring natural coastal ecosystems, encouraging use of nature-based and/or hybrid infrastructure on coastlines, and minimizing the use of hard infrastructure on coastlines such as armour stone and seawalls through best management practices, public education, and guidebooks.**

**EC-62 The Municipality shall limit development on islands and existing undersized coastal lots which are prone to hazards such as storm surge and coastal erosion through land use bylaws.**

## 6.5.6 PROTECTING INFRASTRUCTURE

Critical infrastructure includes a complex network of systems of energy, telecommunications, transportation, water supply, wastewater treatment, solid waste management, and buildings and food systems that are critical to support economic prosperity and social well-being. In the near and long term, critical infrastructure needs to withstand increasingly extreme storms, changing temperatures, and other climate impacts. New construction should also be built to withstand the impacts of the changing climate. To reduce future impacts, the resilience of new construction and existing critical infrastructure must be improved.[24]

**EC-63 The Municipality shall seek to identify current and future climate change hazards and critical infrastructure at risk to climate hazards and may adopt policy to prioritize resiliency measures that will help reduce risk, protect critical infrastructure, and rebuild more resilient infrastructure.**

**EC-64 The Municipality shall incorporate new standards into the Municipal Design Guidelines that consider climate change impacts and improve the resiliency of new and retrofitted municipal infrastructure in the right-of-way.**

**EC-65 To support climate resilient design standards the Municipality may:**

**a) retrofit and construct municipal facilities with climate resilient building designs;**

**b) develop, promote, and incentivize climate resilient building design practices;**

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[24] https://www.halifax.ca/sites/default/files/documents/about-the-city/energy-environment/HRM_HaliFACT_vNew%20Logo_.pdf

c) **consider net-zero and climate resilient new construction as part of discretionary planning applications; and**

d) **set standards for resilient new construction that exceed existing building codes, where Provincial Regulations allow.**

**EC-66 The Municipality may consider supporting retrofits to existing infrastructure where it has been determined that such retrofits could be expected to mitigate impacts of climate hazards on assets, systems or communities, with consideration given to:**

a) **feasibility in relation to the surrounding environment, land use and ownership, adequacy of space, safety and other practical or engineering considerations as appropriate;**

b) **the potential for legal and liability issues arising; and**

c) **costs and the availability of funding.**

## 6.5.7 RENEWABLE ENERGY

As identified by HalifACT in 2016, fuel and electricity consumption in residential, commercial and industrial buildings accounted for 70% of all energy use in Halifax and 77% of total GHG emissions. Action on reducing energy consumption, increasing efficiency, and utilizing alternative energy sources is critical for meeting the objectives of HalifACT for a low carbon, 1.5 degree Celsius pathway.[25]

**EC-67 The Municipality shall work with renewable energy suppliers and provincial regulators to increase access to a comprehensive renewable energy distribution system across the Region.**

**EC-68 The Municipality shall, through applicable land-use by-laws, permit large-scale solar installations in the Rural Commuter Designation, the Rural Resource Designation, and the Agricultural Designation in accordancewith applicable legislation, regulations, guidelines, or statements of interest adopted by the Provincial or Federal government. Where Federal and Provincial regulations have been amended, the Municipality may also amend municipal land use by-law regulations to remain consistent with these changes.**

**EC-69 The Municipality shall encourage the use of alternative energy systems, such as district energy and microgrids, as part of secondary planning and master neighbourhood planning projects.**

**EC-70 To support renewable energy sources and reduced reliance on fossil fuels in the development of different sites, the Municipality may:**

[25] https://www.halifax.ca/sites/default/files/documents/about-the-city/energy-environment/HRM_HaliFACT_vNew%20Logo_.pdf

a) **through applicable land use by-laws, permit district energy facilities in areas of high growth and density;**

b) **encourage new development located within an area served by a district energy system to connect to such a system;**

c) **identify opportunities to capture and redistribute waste energy, and encourage combined heat and power systems;**

d) **develop, promote, and incentivize net-zero building design practices; and**

e) **consider amendments to this Plan, including incentive or bonus zoning policies, to support renewable energy technologies in buildings that are designed to meet or exceed net zero energy standards, subject to future amendments to the Nova Scotia Building Code to establish net-zero construction standards.**

**EC-71 The Municipality shall seek to recognize advances in solar installations, and energy storage systems, and may amend policy and municipal land use by-law regulations to remove barriers for these utilities.**

**EC-72 Subject to any urban design requirements as outlined in applicable land use bylaws, land use by-laws shall allow rooftop solar collectors to protrude above the maximum permitted height for main buildings to reduce potential barriers to on-site renewable energy production.**

**EC-73 The Municipality shall, through applicable land use by-law, require electric vehicle infrastructure in new construction.**

**EC-74 Further to Policy EC-73, the number of vehicle parking stalls providing all electrical components except for a physical charger ("EV Ready") shall be as follows:**

a) **For all new residential uses, every required vehicle parking stall shall be "EV Ready"; and**

b) **For all other non-residential uses, 20% of the required vehicle parking stalls shall be "EV Ready".**

## 6.5.8 WIND ENERGY

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

**EC-75 Within all Regional Plan Designations, the Municipality shall establish three overlay zones including an Urban Wind (UW-1) Zone, a Rural Wind (RW-2) Zone and a Restricted (R) Zone within the Land Use By-law to regulate wind energy facilities. These regulations will be implemented through the community land use by-laws. The Urban Wind (UW-1) Zone and the Rural Wind (RW-2) Zone shall be applied to those areas where various categories of wind energy facilities shall be permitted in urban and rural areas. The Restricted (R) Wind Zone shall be applied to those areas where wind energy facilities shall be prohibited including Regional Parks, Conservation Areas, Protected Areas ,the Western Commons and areas within Urban areas not suitable for wind energy facilities.**

**EC-76 The Municipality shall establish requirements within the applicable Land Use By-laws that include regulations to control height, scale, access, setback and separation distances of such facilities in order to adequately address operational needs, safety concerns and the mitigation of impacts to adjacent properties.**

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

**EC-77 The Municipality seeks to encourage the development of large-scale wind energy facilities in rural areas by permitting the expansion of wind farms in suitable locations. Accordingly, where a large-scale wind turbine is proposed to connect to a wind energy facility on an adjacent lot, the setback requirement from the property boundary may be waived where the adjoining property forms part of the same wind farm.**

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

**EC-78 The Municipality shall seek to ensure that Federal and Provincial processes comply with municipal requirements for large scale wind energy facility development. Where Federal and Provincial regulations have been amended, the Municipality may amend municipal land use by-law regulations to remain consistent with these changes.**

**EC-79 The Municipality shall seek to recognize advances in wind energy technology and wind energy standards and may amend this Plan, secondary municipal planning strategies and land use by-laws to reflect these changes.**

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# CHAPTER 7: TRANSFORMING HOW WE MOVE IN OUR REGION

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# CHAPTER 7: TRANSFORMING HOW WE MOVE IN OUR REGION

## 7.0 INTRODUCTION

The shape of our communities is a result of where we locate the things we need to live our lives – homes, schools, shops, parks, and services - and how we are able to move between them. Moving between the places where we live, work, learn, shop, and play both has a direct impact on, and is directly impacted by the distribution of these places in the city. It is impossible to separate good land use planning from good transportation planning.

As discussed elsewhere in this Plan, the creation of healthy and complete communities – where access to mobility, food, housing options, services, social connections, and the other building blocks of a healthy life are available to people of all ages, abilities, incomes, and backgrounds – is fundamental. Providing safe, accessible, attractive, and convenient mobility options to move within and between our neighbourhoods is an essential piece of creating healthy and complete places to live, work, learn, shop, and play.

Throughout our history, how people have moved and settled has shaped the municipality, beginning with water routes used by the Mi'kmaq, then influenced by military fortifications, the construction of railway networks, and expansion into the hinterlands with linear road patterns. Growth in the municipality became more dispersed, but remained linked through the advent of the automobile and a provincial highway system which expands beyond its borders into adjacent municipalities.

The municipality is geographically diverse, consisting of a variety of settlement patterns including compact, walkable, transit-oriented form in the urban areas, suburban arterial roads with limited connectivity and density, larger service-centre rural villages, remote residential communities, and natural resource based lands. Transportation and land use planning are inseparable, and the decision-making process for both must be integrated. Through integrated transportation and community planning, the Regional Plan supports safe, healthy, affordable, sustainable and inclusive travel options to connect both people and goods throughout the region. An effective transportation system forms a powerful tool for shaping future development which requires new investments in infrastructure that should be planned strategically in conjunction with land use and coordinated with all levels of government.

The municipality has been experiencing strong population growth and must prepare to meet surging demand for both housing and transportation. The location of new housing in relation to jobs, shops and services will affect the need for mobility, while the investments made in transportation networks will affect the form which that mobility takes and where new development locates, creating feedback loops which encourage similar future spending. Two alternatives come to mind:

- Motor vehicle capacity continues to expand as in the past, spawning automobile-dependent large retail tracts and dispersed housing which, in turn, generates more traffic and creates pressure for further freeway expansion which begins the cycle again; or

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- The emphasis shifts from moving vehicles to moving people and goods, by investing in facilities and encouraging building forms that support walking, rolling, cycling, and public transit, while recognizing that some new road connections may have strategic value.

This Plan embraces the second alternative: we want to transform how we move in our region. We must offer connected, healthy, affordable, sustainable and inclusive travel options for moving both people and goods, through integrated transportation and community planning. Driving can be a choice rather than a necessity. Households need not bear the expense of owning multiple cars on top of high mortgages or rents. Walking, rolling or cycling must be safe and affordable options for residents' daily routines, benefitting our mental and physical health. Frequent buses in reserved lanes can offer alternatives to sitting in traffic. Ferries can provide shortcuts while avoiding congested bridges. Electric buses and cars can clear the air for residents, pedestrians and cyclists.

## 7.1 OBJECTIVES

1. **Connect people to one another, to jobs, education, recreation, food and other daily needs by facilitating sustainable choices in transportation and lifestyle, anticipating demand, managing congestion and considering the context of urban, suburban and rural communities.**

2. **Improve healthy opportunities and quality of life for people of all ages, abilities and incomes through development and design that supports a shift towards sustainable modes (walking, rolling, cycling, and transit).**

3. **Support environmentally responsible mobility by building and maintaining connected, healthy, safe, affordable, accessible, and sustainable networks that prioritize walking, rolling, bicycling and public transit.**

4. **Align capital investments and land use policy by preserving strategic rights-of-way and orienting development so most residents, jobs, shops and services are near frequent public transit.**

5. **Recognize that streets have many functions, including as public space and for walking, rolling, cycling and transit, by implement a Complete Streets approach, managing curbside access and optimizing parking while supporting the needs of local businesses.**

## 7.2 INTEGRATED MOBILITY PLAN

The *Integrated Mobility Plan* (IMP), adopted by Council in December 2017, represents a region-wide vision for mobility and directs future investment in transportation demand management (TDM), transit, active transportation (AT), freight, the roadway network, and parking. The IMP strives to reflect the two-way relationship between land development patterns and mobility, with the goal of better linking people and their communities. The policies and actions of the IMP are intended to move the region along a more sustainable path and improve quality of life for people of all ages, abilities and incomes.

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### 7.2.1 PILLARS AND PRINCIPLES

The IMP set out Pillars and Principles of the mobility network to describe outcomes and how those outcomes will be achieved. Since the IMP's adoption, the Municipality has further recognized the importance of equity, diversity and inclusion in all aspects of mobility, the role of the transportation system in reducing greenhouse gas emissions and acting on climate change. The pillars and principles to guide the Municipality's mobility network include:

**THE PILLARS (What people want):**

- A **CONNECTED** mobility system links people and communities with important goods, services and opportunities.
- A **HEALTHY** transportation system supports comfortable, convenient and safe opportunities for active living.
- An **AFFORDABLE** transportation system offers low-cost mobility for citizens and value for money for taxpayers.
- A **SUSTAINABLE** transportation system protects air, land and water, minimizes greenhouse gas emissions, adapts to climate change, meets the needs of all people, and uses financial resources wisely.
- An **EQUITABLE** transportation system recognizes the diverse needs and vulnerabilities of all people, including rural residents, historically underrepresented communities and recent immigrants.

**THE PRINCIPLES (How to achieve what people want):**

- **COMPLETE COMMUNITIES** provide a place for residents to live, work, shop, learn and play without depending on a private vehicle.
- **MOVE PEOPLE:** By focusing on the number of people (and the volume of goods) using a transportation corridor, rather than the number of vehicles, planners can more easily recognize more efficient, affordable and environmentally responsible options.
- **MANAGE CONGESTION** instead of attempting to eliminate it: Managing congestion, instead of trying to eliminate it, encourages people to choose other modes or trip times.
- **INTEGRATE SOLUTIONS:** Taken together, policies for high-quality public transit, walking/cycling facilities and Complete Communities can reinforce each other to help shift trips from solo driving to more sustainable modes. Solutions must be evaluated and implemented as a suite.

The Regional Plan supports these Pillars and Principles which guide the Municipality in its work towards a robust, connected region and forms the backbone of the relationship between transportation and land use planning. Implementation of the Integrated Mobility Plan is also vital to the success of HalifACT.

**M-1 The Integrated Moblity Plan, approved in 2017 and as updated from time to time, shall provide guidance to the Municipality for actions and programs related to the region's mobility network.**

## 7.3 SETTING TARGETS AND MEASURING PROGRESS

Transitioning to a network that prioritizes walking, rolling, cycling, and transit following decades of cars-first planning will require years of challenging work and significant investment. In this context, it is important to define targets and measure our progress regarding the transformation of how we move in our region.

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One typical measure of the state of the mobility system is the percentage of people using each of the different modes (walking/rolling, cycling, transit, private vehicle), referred to as the 'mode share'. By directing housing and employment growth to places where people can easily access transit or take trips by active transportation, we can increase the proportion of people using sustainable modes of transportation over private vehicles.

While this is a logical and useful measure in theory, in practice it is difficult to assess, as it involves understanding the daily choices of a statistically significant portion of the population and how those evolve over time. For example, the standard source of data for mode share comes from the "Journey to Work" data released every five years as part of Statistics Canada's Census data. This measure, while certainly part of a rigorous and statistically robust nationwide survey, has several weaknesses:

- **It is collected once every five years**, which provides regular but sparse updates on progress.
- **It is only concerned about one type of trip – specifically movement from home to work,** which is only one small portion of daily travel needs.
- **It has typically only asked the respondent to specify their "primary" mode of travel,** which obfuscates any variation for people whose mode of travel can change from day to day or who use multiple modes to get to work. (For the first time in 2021, Census respondents were also asked for a secondary mode of travel.)
- **It asks only about the respondent's most recent week**, which does not provide insight into how their travel choices may vary throughout the year.

The 2021 Census is an excellent illustration of the limitations of depending on its Journey to Work data to assess progress on mode share. This most recent census was conducted in May of 2021 in the midst of the COVID-19 pandemic, when there were still significant restrictions on travel locally and across the country. Respondents to the census were asked about their recent travel habits, which were most likely still significantly different than a more 'normal' time. This means that the 2021 Journey to Work data, therefore, is not useful in assessing how the travel habits of residents may have evolved since the 2016 Census. This leaves a significant gap in our understanding of mode share, one that notably pre-dates the adoption of the IMP at the end of 2017 and will leave a ten year gap in useful data by the time the 2026 Census results are released.

HRM conducted its first ever Household Travel Activity Survey in 2018 and recently completed the first regular update this year, as an important supplement to the Census and an input to various transportation planning activities. There are many challenges related to conducting the survey to produce a statistically significant result (such as changes in technology and willingness of the public to participate) that make this an expensive and difficult process.

With the above in mind, the Municipality must examine alternative approaches to surveying the public, assessing mode share itself, and exploring potential measures and data sources that could be used to track overall progress. In the interim, this Plan presents target mode shares to provide continuity with previous plans.

**M-2 The Municipality shall investigate alternative approaches to surveying the public's travel habits and preferences, assessing overall performance of the mobility system, and progress towards a sustainable mobility system.**

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### 7.3.1 MODE SHARE TARGETS

Setting targets for sustainable mode share that are aligned with the targets for housing growth outlined in Chapter 2 will demonstrate how the Municipality can shift toward making sustainable modes the primary choice for residents.

Recent mode share distributions for commuters are compared to the IMP mode share targets in the table below. Importantly, commuting is only one type of trip, and especially after the Covid-19 pandemic, other trips are increasingly significant when considering capacity, congestion, risk and emissions.

**Table 7.1: Mode Share Targets**

| Region | Mode | Census Journey To Work | | | | IMP 2031 TARGET | NEW 2031 TARGET |
|---|---|---|---|---|---|---|---|
| | | 2006 | 2011 | 2016 | 2021 | | |
| HRM Overall | Auto | 75 | 75 | 78 | 82 | 70 | 65 |
| | Transit | 13 | 13 | 13 | 8 | 16 | 20 |
| | AT | 12 | 10 | 10 | 8 | 14 | 15 |
| Regional Centre | Auto | 48 | 49 | 50 | -- | 40 | 35 |
| | Transit | 18 | 20 | 20 | -- | 23 | 25 |
| | AT | 33 | 30 | 29 | -- | 37 | 40 |
| Suburbs | Auto | 80 | 80 | 81 | -- | 74 | 70 |
| | Transit | 14 | 15 | 13 | -- | 20 | 22 |
| | AT | 5 | 4 | 5 | -- | 6 | 8 |

**M-3 The Municipality shall strive to achieve or exceed the 2031 targets for the percentage of trips to work by transit and active transportation set out in Table 7.1 of this Plan, and will seek to measure and track the percentage of all trips by transit and active transportation.**

## 7.4 REGIONAL AND COMMUNITY MOBILITY

This Plan sets out a vision for a transportation system that links people and communities with each other and with goods, services and employment in an environmentally and fiscally sustainable way. The mobility network is composed of both regional and community connections. At the regional scale, the airport,

highways, ports, railways, major transit corridors, and active transportation greenways link people and goods to communities across the region, to the rest of the province and beyond.

At the community level, mobility connections will be designed differently depending on the type of community. “Strategic corridors” are designed to improve public safety, connect communities and manage congestion by prioritizing sustainable modes of transportation (walking, rolling, cycling and transit) over private motor vehicles . Both regional and community mobility connections must be integrated with land use planning. Identifiying corridors at the regional and community scale will help to direct investment and support the region’s growth.

**M-4 The Regional and Community Links Map (Map 7) shall identify Strategic Corridors and Potential Future Connections to provide guidance for planning the regional and community mobility network.**

**M-5 The Municipality shall apply a holistic lens to evaluating, planning and designing mobility network expansions, and in doing so, shall consider:**

**a) assessing needs for and impacts of network expansion at a multimodal network level;**

**b) the inseparable relationship between land use and mobility;**

**c) prioritizing and enhancing public transit and facilities for pedestrians and cyclists;**

**d) the impacts of any network expansion on travel demand, choice of mode, route, and time of travel;**

**e) new demand likely to be generated by land development facilitated by new capacity in the network;**

**f) the ability to address growth or changes in travel demand primarily through sustainable modes of travel;**

**g) the Integrated Mobility Plan Evaluation Scorecard;**

**h) Multi-Modal Level of Service;**

**i) updating Municipal Design Guidelines, including roadway retrofitting and urban/suburban Complete Streets design for accessibility, inclusion, and people of all ages and abilities;**

**j) impacts on adjacent buildings, streetscapes, land uses, parks and natural corridors;**

**k) impacts on, and the needs of underrepresented communities, including Mi’kmaq, urban indigenous and African Nova Scotian communities;**

**l) whether the expansion shall improve accessibility for all ages and abilities;**

**m) operation and maintenance costs;**

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n) **additional opportunities to improve active transportation or transit on parallel corridors which could be converted to Complete Streets;**

o) **the potential to divert freight onto other modes or away from residential communities; and**

p) **collaboration with the Province and/or Joint Regional Transportation Agency on planning and connections throughout the broader region.**

## 7.4.1 IMP EVALUATION SCORECARD

Roadway expansion cannot eliminate congestion, and incurs financial, social and environmental impacts. The Integrated Mobility Plan shifts emphasis from road capacity expansion to more sustainable transportation modes, easing bottlenecks, facilitating public transit, and improving the safety and convenience of walking, rolling and cycling. Where new roads or expansion are appropriate to support growth, the IMP offers an Evaluation Scorecard to help with decision-making.

The Scorecard includes the four Pillars of integrated mobility: Connected, Healthy, Sustainable and Affordable. It also considers three important factors that projects can influence: Mode Choice, Experience and Land Use. Other factors must also come into play, including equitable access for vulnerable or historically underserved communities, the timing of complementary projects, and applying relevant data based on geographies that align with community planning boundaries.

For roadway proposals, it is important to weigh the benefits and impacts beyond those for general vehicle traffic. Thoughtful efforts to ease strategic bottlenecks can benefit all users, ease freight movement, and prioritize transit, emergency vehicles and evacuation routes while minimizing land consumption. In many cases, new roadways can reduce traffic on parallel routes, enabling them to be reconfigured as Complete Streets. Whenever new transportation routes are planned, the Municipality should consider the social ramifications and plan with a diversity and inclusion lens.

**M-6 The Municipality may use the IMP Project Evaluation Scorecard to help guide decisions, set priorities and evaluate the benefits of road network projects, and in doing so shall consider equitable access for vulnerable or historically underserved communities, timing of complementary projects, and other relevant data.**

**M-7 Further to Policy M-6, when assessing the implications of new mobility infrastructure, the Municipality shall consider:**

a) **services that support historically underrepresented or underserved communities;**

b) **opportunities for low-cost transportation;**

c) **opportunities to improve public safety;**

d) **impacts on:**

i. **residential neighbourhoods and buildings;**

ii. **heritage conservation areas;**

iii. **registered heritage properties;**

iv. **environmentally or culturally significant landscapes and streetscapes; and**

v. **sacred places, landmarks and places of worship.**

## 7.4.2 TRANSPORTATION RESERVES

Transportation Reserves are a planning tool enabled by the HRM Charter to identify lands that are needed to widen or alter streets or pathways, or to develop new streets or pathways. To support efforts to accommodate future projects, a Transportation Reserve Zone can be identified on private property to acquire lands for future mobility within five years. The Municipality may request the Province to amend this time limitation, and will also explore other tools such as trading or shifting density through zoning.

**M-8 The Municipality shall, through the applicable land use by-law, establish a Transportation Reserve Zone over the portions of the corridors it plans to acquire. If the Municipality has not acquired the subject properties within the time frame set forth in the Halifax Regional Municipality Charter as amended from time to time, the lands shall revert to the zone, under the applicable land use by-law, of the adjoining lands to the centre line of the corridor.**

**M-9 The Municipality shall review the time required to acquire lands for the Transportation Reserve Zone, and may request amendments to the Halifax Regional Municipality Charter to increase the time frame to acquire Transportation Reserves.**

**M-10 The Municipality shall review the tools available to preserve lands for future rights-of-way for all modes of transportation, and may request amendments to the Halifax Regional Municipality Charter accordingly.**

## 7.4.3 REGIONAL COOPERATION

The Joint Regional Transportation Agency (JRTA) is a provincial Crown Corporation created to address transportation issues associated with rapid growth in Halifax and surrounding communities. To carry out their mandate, the JRTA is collaborating with key partners, including the Municipality, to create a Regional Transportation Plan to ensure the transportation system is prepared for a period of unprecedented growth. The Regional Transportation Plan will establish a coordinated and strategic vision for a transportation system that improves the safe and efficient flow of people and goods into, out of, and throughout Halifax and surrounding communities. The Municipality will participate as a key partner with the JRTA on the Regional Transportation Plan.

**M-11 The Municipality shall participate in provincial mobility planning initiatives such as the Joint Regional Transportation Agency (JRTA). The principles and objectives of the Regional Plan and the Integrated Mobility Plan shall guide the Municipality's approach to this work.**

**M-12 The Municipality shall consider opportunities to improve regional and inter-regional motorcoach, passenger rail and air service, through such means as:**

- **a) facilitating public-private and inter-agency partnerships to increase services, improve connections, integrate reservations and coordinate fares;**
- **b) transit agreements with Halifax Stanfield International Airport and other agencies;**
- **c) seeking to integrate local mobility with downtown train/motorcoach stations;**
- **d) allowing motorcoaches and rural transit vehicles to use transit lanes;**

e) **considering potential future passenger rail, including regional service, when planning adjacent to railways;**

f) **identifying synergies between passenger and freight services; and**

g) **encouraging CN and the ports to retain and improve rail and port infrastructure and services, including potential to carry refrigerated containers and acid-bearing construction spoil through the Halifax Peninsula by rail.**

# 7.5 COMPLETE COMMUNITIES AND STREETS

This Plan envisions a “complete communities” approach to land use planning. Housing and jobs should be located near services and amenities, so that residents and employees can take shorter trips by walking, rolling, cycling or taking transit, reducing the need to drive long distances and minimizing the amount of space needed to move and store cars. This also reduces safety risk, noise and emissions, including greenhouse gas emissions.

Walkability is affected by community layout, the orientation and facades of buildings, and the pedestrian facilities themselves. Pedestrian facilities should enable safe, short, inclusive, and attractive connections between housing, jobs, schools, shops, community facilities, health care and transit. In terms of street layout, blocks should be short, with frequent intersections offering multiple routes. In the absence of a street grid, long culs-de-sacs or loops should include pathways connecting to other streets.

## 7.5.1 COMPLETE STREETS

In addition to facilitating movement as *links,* streets can be *places* where people shop, stroll and socialize. A street can function as both a "link" and a "place" to varying degrees. Recognizing these dual aspects, “Complete Streets” is an approach to street design and maintenance affirming that streets can be important public spaces as well as pathways for the movement of people (and goods) using various modes of sustainable transportation.

Conventional street classifications and design standards have focused on accommodating private vehicles. A Complete Streets approach emphasizes improvements to the safety, comfort, and efficiency of movement for all users, including pedestrians, cyclists and transit riders in an inclusive manner. This approach can apply many solutions in different contexts to support appropriate combinations of modes and uses.

The Complete Streets approach is adaptable to rural villages. Features such as roundabouts at each end of a village centre can slow traffic and signal to motorists that they are entering an area where pedestrians and cyclists are more common. Sidewalks and crosswalks can be provided at strategic locations, and pedestrian-scale lighting can also contribute to a sense of place. Such features will require the cooperation of the Province which owns the right-of-way for rural highways.

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**M-13 The Municipality shall support the use of the Complete Streets approach to prioritize the movement of people using sustainable modes of transportation over vehicles through planning, design and maintenance generally consistent with the *Integrated Mobility Plan, Urban Forestry Management Plan, Halifax Green Network Plan, Active Transportation Functional Plan, Rural Active Transportation Strategy, Rapid Transit Strategy* and *Moving Forward Together Plan,* as may be amended or updated by Regional Council from time to time.**

**M-14 The Municipal service design standards for streets shall be reviewed from time to time to ensure that streets are designed for all ages, abilities and modes of travel and reflect the intended character of the community in which the streets are located.**

**M-15 The Municipality shall consider improvements to existing streets and pathways that support the safety and convenience of pedestrians through ongoing reviews of street design standards, street improvements, street and sidewalk maintenance operations, capital improvements and updates to the Municipal Design Guidelines.**

**M-16 The Municipality shall consider establishing new public street connections to support the strategic growth objectives of this Plan, address gaps in the street grid, facilitate efficient transit service, improve pedestrian access to transit facilities and other key destinations, and facilitate emergency access.**

**M-17 The Municipality shall consider opportunities to dedicate streets, or portions of streets, as car-free zones, and shall continue to support programs for Open Streets events and converting parking spaces for use by pedestrians or cyclists.**

## 7.5.2 COMMUNITY SAFETY

The Municipality is committed to the safety of all users through the approval of the Strategic Road Safety Framework[26] which is focused on a "Towards Zero" approach (zero fatalities and injuries for people using any mode of transportation) and by partnering with Operation Lifesaver to promote public safety around railways and at grade crossings. Further, to reduce the risk associated with the railway industry, including derailments, hazardous goods, noise, vibration, and emissions, Railway Proximity Guidelines have been endorsed by the Railway Association of Canada (RAC) and the Federation of Canadian Municipalities (FCM).

**M-18 Streets and communities shall be designed to improve public health and safety. The Municipality shall seek to reduce serious injuries and fatalities on streets and other transportation facilities by:**

**a) using a "Towards Zero" approach to injuries and fatalities for street safety and security;**

**b) applying the Strategic Road Safety Framework;**

**c) partnering with schools and groups to promote safe walking and cycling;**

**d) partnering with Operation Lifesaver to raise awareness about railway hazards;**

[26] https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/180717rc1422.pdf

e) **encouraging the Province to locate schools within walkable communities; and**

f) **requiring sidewalksor restricting car traffic on streets serving schools.**

**M-19** **The Municipality shall seek to minimize exposure to transportation related safety risk, emissions, noise, vibration and nuisance, by considering:**

a) **partnerships to re-route trucks away from housing or shift freight to other modes;**

b) **investing in alternatives to internal combustion propulsion for buses, ferries and civic vehicles;**

c) **facilitating provision of alternative energy sources for private vehicles;**

d) **supporting partnerships for alternative energy sources for railway or port operations;**

e) **facilitating provision of emergency access routes;**

f) **improving communications between transportation operators and emergency services;**

**M-20** **The Municipality shall, through applicable land use by-laws, require minimum setbacks from a freeway or railway track other than a siding, light rail or spur line, for new residential buildings, excluding indoor parking, pedways, loading/boarding areas, and non-hazardous goods storage areas, to reduce health and safety risks. Where the required setback distance cannot be provided, the applicable land use by-law shall require the submission of a report by a qualified Professional Engineer identifying the measures necessary to mitigate nuisance and safety risks.**

**M-21** **In considering development agreements or amendments to development agreements, or any proposed amendments to this Plan, secondary municipal planning strategies, or land use by-laws, the Municipality shall consider the recommendations of the Railway Proximity Guidelines (Railway Association of Canada and Federation of Canadian Municipalities, 2013), subsequent updates, best practices, rail or road traffic volumes, and railway or roadway speeds.**

**M-22** **The Municipality may, through applicable secondary municipal planning strategies and land use by-laws, require site layout, landscaping and building design features to mitigate exposure of new high-density dwelling uses to risk of noise, vibration, fumes, emissions and risk from railways, roads, ports, vessels, industry, gas stations or other sources of air pollution.**

## 7.6 TRANSPORTATION DEMAND MANAGEMENT

Roadway congestion cannot be eliminated, but it can be managed through Transportation Demand Management (TDM) by reducing peak-time congestion. TDM initiatives improve the efficiency of the transportation network by encouraging alternatives to single occupant vehicle trips through incentives such as fare promotions and ride-share programs, and/or through disincentives such as re-allocating road space or adjusting tolls based on routes and time of day.

TDM should be considered during discretionary development approvals or when Traffic Impact Assessments are required. When more trip demand is captured by sustainable travel modes, there is less demand on road networks and parking supply. This, in turn, helps to achieve the goals for reducing community GHG emissions as set out in HalifACT.

**M-23 The Municipality shall continue to identify and deliver Transportation Demand Management initiatives that discourage single occupant automobile travel during peak hours and encourage and support the use of sustainable modes of travel, including but not limited to measures outlined in the *Integrated Mobility Plan.***

**M-24 In considering development agreements or amendments to development agreements, or any proposed amendments to this Plan, secondary municipal planning strategies, or land use by-laws, the Municipality shall consider requirements and incentives for Transportation Demand Management (TDM), such as:**

**a) reducing parking requirements where proposals include shared parking, car-sharing, secure bicycle parking and amenities, or other on-site TDM measures; and**

**b) Dedicated parking spots for vanpools, carpools and carshare.**

# 7.7 ACTIVE TRANSPORTATION

Active transportation (AT) includes any form of human-powered mobility or motorized assistance for persons with disabilities, such as walking, bicycling, skateboarding, using a wheelchair, rollerblading or scootering. Investing in safe and connected infrastructure for AT for people of all ages and abilities is an essential part of the municipal transportation network. The Municipality's focus is to develop local and regional networks integrated with transit routes and land use, to attract more residents to active modes and provide options for people to move in their communities. AT is an affordable and environmentally sustainable form of transportation that promotes health and well-being while helping mitigate automobile congestion. Expanding AT facilities is also supported by HalifACT, as it helps to lower transportation-related carbon emissions and improve air quality.

The Active Transportation Priorities Plan seeks to increase the number of Active Transportation (AT) trips to work, school, shopping, and services. To recognize the strong interest in rural areas for AT, in 2023 Regional Council endorsed amendments to the Active Transportation Priorities Plan to provide criteria to prioritize rural AT projects. The Province also recognizes the importance of rural cycling through its Blue Route program.

**M-25 *The 2014-2019 Active Transportation Priorities Plan*, as may be amended from time to time, together with the *Integrated Mobility Plan* and subsequent updates, shall provide guidance for the objectives, policies, plans and standards of an Active Transportation (AT) network.**

**M-26 When considering proposed AT projects or updating the Active Transportation Priorities Plan and Integrated Mobility Plan, the Municipality shall consider the following criteria:**

**a) strategic corridors as shown on Map 7;**

**b) connectivity to transit;**

c) **equitable access for traditionally underserved communities;**

d) **links across geographic/topographic barriers; and**

e) **synergy with the provincial Blue Route.**

**M-27 In considering development agreements or amendments to development agreements, or any proposed amendments to this Plan, secondary municipal planning strategies, or land use by-laws, the Municipality shall consider:**

a) **protecting existing or planned AT routes from development that would disrupt their continuity;**

b) **requiring planned AT routes to be built by developers to the Municipality's standards when the land abutting them is developed; and**

c) **requiring that new development be connected to, and provide access to, existing and planned AT routes.**

**M-28 Priority projects for the AT network shall be those identified in the Active Transportation Priorities Plan, as may be amended from time to time.**

## 7.7.1 WALKING AND ROLLING

Healthy communities are designed with active transportation in mind. Pedestrian facilities should enable safe, short and attractive connections between homes, jobs, schools, shops, community facilities and transit stops, provide safer crossing opportunities, minimize road crossing distances, provide refuges from traffic and consider inclusivity and accessibility.

New developments can generate pedestrian demand on existing roads. This has led to accessibility issues as new subdivisions with sidewalks connect to streets without sidewalks. The Municipality can require infrastructure charges toward off-site capital works needed to accommodate new subdivisions in pre-designated locations.

**M-29 The Municipality shall prioritize pedestrian infrastructure and apply a "Pedestrian First" approach to designing streets within the Urban Area.**

**M-30 In considering development agreements or amendments to development agreements, the Municipality shall consider requiring developers to construct, or contribute to costs for off-site sidewalks necessary to accommodate anticipated pedestrian trips arising from new development.**

**M-31 The Municipality shall ensure that construction management plans mandated in the Construction Site Management Administrative Order require that developers maintain safe and convenient sidewalk connections along the frontage of projects under construction.**

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## 7.7.2 CYCLING

Bicycling should be comfortable and enjoyable using a network designed for people of "All Ages and Abilities" (AAA). AAA facilities help protect cyclists from trucks, buses and automobiles using physical barriers or low-traffic streets.

Developing an AAA bikeway network within the Regional Centre offers the highest potential to attract new cyclists due to the compact mix of uses. In suburban communities, a combination of multi-use pathways, bicycle lanes and local street bikeways will provide connectivity to the Regional Centre bikeway network, as well as to local transit, jobs, shops and community facilities. In rural areas, most links will be provided through multi-use pathways and paved shoulders.

**M-32 When considering proposed cycling projects or updating the Active Transportation Priorities Plan and Integrated Mobility Plan, the Municipality shall consider:**

**a) An All Ages and Abilities (AAA) bikeway network enabling all-season cycling in the Regional Centre and within the suburban cycling catchment of Rapid Transit;**

**b) In the Urban Area, bicycling networks connected to transit, employment districts, shopping, schools, service centres, other community amenities, and to the Regional Centre AAA network;**

**c) Rural bicycle infrastructure that connects communities, consistent with the Rural Active Transportation Infrastructure program; and**

**d) End-of-trip bicycle facilities at public destinations, including secure bike parking, change rooms and showers.**

## 7.7.3 MICROMOBILITY

Micromobility has blurred the line between active and motorized transportation in the form of motor-assisted bikes and scooters, typically powered by batteries. Appropriately managed micromobility can extend the catchment of public transit by helping solve the "last mile problem" typically associated with ferry or park-and-ride terminals. Provincial laws were established in 2022 that limit speeds to 32 kilometres per hour, but there is a need for further regulation and enforcement. In urban areas, personal electric micromobility devices may conflict with other users on sidewalks.

In rural areas, use of personal Off-Road Vehicles (ORVs) has long been an issue, especially on multi-use trails. These vehicles are typically powered by gasoline engines and cause rutting, noise and fumes. The issue is complicated because many trails have been established, and are maintained, by dedicated volunteers with ORV clubs. There is also interest in allowing ORVs to operate within segments of highway rights-of-way which provide strategic access to trails.

**M-33 The Municipality shall work with the Province, and may consider adopting a by-law, to manage the use of micromobility devices including, but not limited to, motor-assisted bikes and scooters, and off-road vehicles.**

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# 7.8 PUBLIC TRANSIT

Like many mid-sized cities in Canada, transit service in HRM has been challenged by the ongoing shift toward dispersed, car-oriented land uses and complex commutes, including growing employment at peripheral business parks which are more challenging to serve with transit. Prior to the COVID pandemic, transit ridership had been rising, but ongoing impacts of the pandemic, including permanent shifts to working from home have further undermined ridership. Bus usage has since been recovering from the impacts of the pandemic, and the challenge now is to resume pre-pandemic ridership levels for both buses and ferries.

As outlined in Chapter 2, this Plan uses the Urban Transit Service Boundary as a tool to direct where conventional public transit resources will be located (buses and ferries). The Urban Transit Service Boundary is applied to the Urban Area, where denser development allows these services to operate most efficiently.

Short-term service improvements have been guided by the *Halifax Transit Moving Forward Together Plan* which re-imagined the transit network based on four core principles:

- Increase the Proportion of Resources Allocated Towards High Ridership Services;
- Build a Simplified Transfer Based Network;
- Invest in Service Quality and Reliability; and
- Give Transit Increased Priority in the Transportation Network.

The Municipality must not only improve transit service but also integrate it with land use planning and other transportation modes. This calls for strategically located terminals and other facilities based on considerations that may not yet be reflected in local zoning. Halifax Transit needs the latitude to plan stations for safe and convenient access by pedestrians, cyclists, buses and automobiles, including pick-up/drop-off zones, staging areas and, where applicable, park-and-ride lots or structures.

Wherever possible, passenger facilities such as waiting areas should abut streets, provide good lighting, and have convenient connections to shops, services and community facilities. Transit facilities and services are to be planned in collaboration with land use planning and community design to support healthy communities, as outlined in Chapter 3. Accessibility for persons with disabilities is a high priority, with an all-low-floor regular bus fleet and a supplementary, door-to-door Access-A-Bus service which requires advance reservations. Efforts continue to ensure that bus stops are compatible with ramps which are deployed by low-floor buses. Access-A-Bus reservation requests sometimes exceed available capacity, a challenge which continues to be addressed.

The Rapid Transit Strategy proposes Bus Rapid Transit (BRT) lines with frequent all-day service, together with new ferry routes to transform transit service, create a viable alternative to driving, and shift ridership to help achieve the mode and climate targets of this plan and others. Implementation hinges on support from other levels of government, and provision is being made to enable possible future upgrades from BRT to Light Rail Transit (LRT). The proposed Rapid Transit system serves as a framework for developing complete communities within a convenient walking distance of stations and terminals. New all-day ferry services will complement the BRT corridors, converging on the existing downtown Halifax ferry terminal site.

Continued and new investment in transit will be required to address emerging transportation issues, all the more in view of unprecedented population growth. Through the Rapid Transit Strategy and ongoing

research, the Municipality is well positioned to partner with other levels of government for substantial investment in higher-order transit modes that will shape future development. Providing system-wide accessibility must remain an important consideration. The Municipality will continue to investigate the potential demand for, and feasibility of new services such as rail, bus rapid transit and expanded ferry service.

**M-34 The Urban Transit Service Boundary shall be established on Map 7 to identify the area within which the Municipality will direct future investment in conventional public transit (bus and ferry) services. Rural express service may be considered beyond this area.**

**M-35 The Municipality's transit service plans shall consider the long term growth and settlement pattern envisaged in this Plan, the Moving Forward Together Plan and the Rapid Transit Strategy.**

**M-36 Transit Service Plans shall continue to be prepared at regular intervals for consideration by the Municipality. These plans will be developed in consultation with the public and other stakeholders where substantive changes are proposed, and shall include consideration of socioeconomic equity, the needs of persons with disabilities, and preserving corridors for future investments and decision-making. Upon adoption by the Municipality, Transit Service Plans shall provide guidance for investment in transit services.**

**M-37 The Municipality shall permit public transit facilities in all zones. Transit facilities shall not be subject to zone requirements, but will be planned in collaboration with municipal land use, environment and community design staff.**

**M-38 The Municipality shall continue to implement transit priority measures, such as designated transit lanes, transit signal priority and queue jump lanes, to improve the reliability and travel time of public transit vehicles.**

**M-39 In considering development agreements or amendments to development agreements, or any proposed amendments to this Plan, secondary municipal planning strategies, or land use by-laws for lands within the Urban Transit Service Boundary, the Municipality shall require mixed-use residential and commercial areas designed to maximize access to public transit.**

## 7.8.3 RURAL PUBLIC MOBILITY

Loss of train, motorcoach and flagstop bus service in the 1990s and early 2000s left rural residents almost completely dependent on cars for trips beyond walking or cycling distance. Households without their own car and driver depend on others for transportation. Provincial carpool parking lots are provided at some freeway interchanges to encourage carpool commuting. There have also been proposals to subsidize carshare programs for rural residents who can drive but have limited car availability.

Recognizing that the Halifax Transit service model of fixed routes and fixed schedules is challenging to provide effectively and efficiently in rural communities, the Rural Transit Funding Program provides grants to not-for-profit community organizations to operate community-based transit services in rural communities within the Municipality. These transit service providers offer an efficient, cost-effective form of public transportation outside of Halifax Transit's service area. These services also receive funding through the

provincial Community Transportation Assistance Program (CTAP) and collaborate through the Nova Scotia Community Transportation Network and the Rural Transportation Association.

At the federal level, beginning in 2021, the Rural Transit Solutions Fund offers a total of $250 million for capital grants available over 5 years to develop local mobility solutions in rural, remote, northern and indigenous communities. Eligible capital projects include vehicles, vessels or digital platforms for on-demand services, public-owned rural transit, ride shares and volunteer community car-pooling.

**M-40 The Municipality may consider programs to encourage and assist rural and low-volume public mobility in areas outside the Urban Transit Service Boundary by:**

- **a) supporting and expanding the municipal Rural Transit Funding program;**
- **b) collaborating with the Province on rural mobility initiatives;**
- **c) investigating additional public mobility solutions for rural communities; and**
- **d) considering public-private partnerships for rural routes.**

# 7.9 CURBSIDE MANAGEMENT

## 7.9.1 PARKING

Parking affects housing costs, business viability, pedestrian access, local traffic patterns, land consumption, stormwater absorption, and the use of limited street space by multiple modes of travel. Parking may be on-site, off-site or shared.

On-site parking in private developments is influenced by both land use by-laws setting minimum and/or maximum requirements based on the size and type of development, and by private-sector formulas for financing. To free retailers from having to compete by providing ever-larger parking lots, in business districts the Municipality should consider limiting the number of parking spaces and paved surface area. Shared parking or “Park-once-and-walk areas” can be utilized where parking is shared between businesses, enabling users to park only once to access several shops and services on foot.

In the case of on-street parking, it must be optimized to serve nearby shops and services, and to balance other priorities such as transit or bike lanes and loading areas. Parking fees and pay stations can also be programmed to encourage sufficient turnover to prioritize curbside spaces for retail customers rather than commuters.

Parking in rural village centres may have different considerations than parking in urban areas. In a rural setting, parking can be consolidated and placed between businesses rather than in front, enabling buildings to be closer to the road, more attractive and more easily reached on foot. Consolidated village parking lots can also support carpooling, park-and-ride bus service, a rural bus shelter, parcel pick-up/drop-off, or an electric vehicle recharging hub.

The 2009 *Regional Parking Strategy* led to an increased municipal role in planning for parking. As follow-up, the 2013 *Parking Roadmap Implementation Study* measured parking demand, reviewed enforcement and governance, recommended improvements for wayfinding, and considered marketing, technology and communications. Parking demand is not a fixed factor: it is influenced by supply, pricing and visibility, as

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well as by the attractiveness of alternative modes. Parking demand must be managed through a wide range of municipal policies, regulations and investment decisions.

**M-41** ***The Regional Parking Strategy Functional Plan, Parking Roadmap*** **and updates shall guide strategies to increase the efficiency of the existing parking system, reduce parking demand and advance related mobility and affordability objectives of this Plan.**

**M-42** **In considering development agreements or amendments to development agreements, amendments to this Plan, secondary municipal planning strategies or land use by-laws, the Municipality shall seek to reduce, and will consider limiting the number of on-site vehicle parking spaces and the total paved surface of parking lots.**

**M-43** **When considering new secondary municipal planning strategies under the Community Planning program, the Municipality shall consider, through applicable land use by-laws, permitting temporary uses on surface parking lots, including but not limited to modular housing, pop-up clinics, pop-up retail, outdoor retail display, pop-up bicycle repair, pop-up waste collection, fairs, crafts and exhibitions, but excluding auto dealerships, warehousing, self storage, waste storage, junk yards and other obnoxious uses.**

**M-44** **When allocating space for curbside parking, the Municipality shall prioritize accessible parking with regard to preferred locations and anticipated demand.**

## 7.9.2 DELIVERIES AND LOADING ZONES

Local deliveries, especially for businesses, often use curb space which is also important for bikeways and short-term parking. Requiring on-site loading can ease demand for curbside space. Transportation Corridor Functional Plans can identify trade-offs and point to possible solutions. Innovative approaches may include neighbourhood pick-up/drop-off hubs, satellite warehouses serving small local delivery vehicles, electric propulsion and cargo bikes.

Some cities are supporting e-delivery pilot projects. These may involve working with the private sector to implement “micro-hubs” where larger vehicles drop off goods and e-bikes do the “last mile” of delivery within the core. Coupled with All Ages and Abilities bike networks, such initiatives may help delivery companies by avoiding congestion, and help municipalities by reducing the need for curbside loading.

**M-45** **Where strategic corridors (Map 7) have been identified to prioritize active transportation, in considering development agreements or amendments to development agreements, amendments to this Plan, secondary municipal planning strategies or land use by-laws, the Municipality may require on-site loading to minimize the need for curbside access within the right-of-way.**

# 7.10 GOODS MOVEMENT

With an urban deep-water port, a second port at Sheet Harbour, an international airport and direct connections to freeways and rail corridors, the Municipality is a key multi-modal freight and logistics hub for the eastern seaboard. Collaboration between all three levels of government, multiple agencies and transport operators is critical to success, both for inter-regional and local goods movement.

Port-related activity is the largest contributor to heavy truck traffic on the Halifax Peninsula. Important as it is for serving shippers, container truck traffic has resulted in traffic congestion, noise pollution, poor air quality and vibration. Pedestrian safety, noise complaints, and health concerns from emissions are all major factors to consider. Truck traffic conflicts with pedestrian flows in Downtown Halifax, particularly to and from the Halifax ferry terminal and the waterfront.

Greater use of rail for freight may alleviate these impacts, though loss of rail service in much of the province has left no alternative to trucking for some shippers. On the Halifax Peninsula, efforts are being made to shift container movement towards rail. For logistical reasons this does not include refrigerated units or acid-bearing construction spoil destined for safe disposal at the South End docklands, though technology is available to do so. To avoid overloading Peninsula transportation corridors, some port growth could take advantage of underutilized marine industrial land in Woodside.

Suburban freight movement is oriented to industrial parks, harbour-oriented industry, container trans-shipment and deliveries to large stores. Trucks are the dominant suburban mode, though two industrial parks are served by rail: Bedford (at Rocky Lake) and Burnside. Woodside and Wrights Cove have docks in addition to an active rail line. Roads in business parks are designed to accommodate heavy goods vehicles. The new Highway 107 Extension (Burnside Expressway) will provide more efficient truck access between Dartmouth, Sackville, the Annapolis Valley (via Highway 101), the Halifax Stanfield International Airport and the Trans-Canada Highway at Truro (via Highway 102).

**M-46 Where appropriate, the Municipality shall consider accommodation of freight and commercial vehicles in planning and designing for transportation and land use, including:**

**a) encouraging CN and the ports to retain and improve rail and port infrastructure and services, including potential to carry refrigerated containers and acid-bearing construction spoil through the Halifax Peninsula by rail;**

**b) facilitating early implementation of the planned trailer and container rail shuttle to alleviate downtown truck traffic;**

**c) encouraging the reuse and intensification of port related activities on underutilized land in Woodside;**

**d) reviewing the Truck Route By-Law with consideration given to current and projected trucking demand, adjacent land uses and planned settlement patterns;**

**e) considering trucks when designing Complete Streets on designated truck routes;**

**f) allowing for oversize loads between terminals and freeways; and**

**g) requiring building setbacks and design requirements to mitigate noise, fumes, vibration and risk.**

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## 7.11 LOOKING BEYOND: THE FUTURE OF TRANSPORTATION PLANNING

As Nova Scotia looks to the long-term future, its ports, railways and freeways form a framework which can be integrated and adapted as technologies develop and population continues to grow. Emerging technologies such as electrification, variable electronic tolling and autonomous driving all hold potential for improved efficiency and reduced impacts if strategically coordinated.

The need for highly visible parking is likely to decrease as Intelligent Transportation Systems (ITS) will guide drivers to parking lots and, eventually, will guide the cars themselves. Autonomous Vehicles (AVs) will encourage more use of car share services and virtual valet parking, further reducing the need for prominent parking at individual premises, though the demand for curb space is likely to increase.

In the meantime, surface parking should be designed to facilitate future infill development, for example by avoiding front yards and laying out internal parking lanes so they can become future street grids. Parking structures should be designed to facilitate future conversion to offices or residences.

In addition to supporting Active Transportation and transit, HalifACT calls for a switch to electric vehicles (EVs) for private, public, and commercial transportation. Wide-spread adoption of electric vehicles will require planning for and building charging infrastructure throughout the region, and coordination with local partners and industry specialists to prepare for a shift from gasoline to electricity. EVs will alleviate some of the impacts of automobile dependency, but they are not a panacea. Investing in sustainable modes and Complete Communities must play a significant role in tackling transportation emissions, safety risk, household costs and land consumption.

For adapting to climate change, transportation facilities and services will need to consider sea level rise, heat waves, severe storms, wildfires, and risks associated with tropical pests and disease. Existing infrastructure will have to be monitored for resilience, and new structures will have to be designed to withstand or adapt to a changing environment. It will also be important to consider the potential role of transportation corridors for evacuation and emergency access.

**M-47 The Municipality shall consider climate hazards, ecosystem restoration and impacts to the Green Network when retrofitting or constructing new transportation facilities.**

**M-48 In considering amendments to this Plan, the Municipality shall research long-term factors in relation to land use and transportation, such as:**

**a) Travel implications of work-from-home, distance learning and online shopping;**

**b) Intelligent Transportation Systems (ITS), Ride Sharing apps, Car Sharing, Autonomous Vehicles (AVs), Mobility as a Service (MaaS) and variable road user charges;**

**c) Variable tolls and parking rates, and shared toll/parking/transit payment platforms;**

**d) Potential for integrating local and inter-regional public transportation;**

**e) Rail, motorcoach and other modes to complement buses and ferries;**

f) **Opportunities for synergy between freight and passenger carriers;**

g) **Low-carbon propulsion for road, rail and marine use;**

h) **Adoption of electric vehicles;**

i) **Health impacts of roadway, tire and brake particulates; and**

j) **Futureproofing short-term projects for long-term risks and opportunities, including climate change adaptation, additional modes and disruptive technologies.**

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# CHAPTER 8: DRIVING ECONOMIC PROSPERITY

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# CHAPTER 8: DRIVING ECONOMIC PROSPERITY

## 8.0 INTRODUCTION

Halifax Regional Municipality is the economic hub of Atlantic Canada and, at the time of this Plan's adoption, one of Canada's fastest growing cities. This period of unprecedented growth has economic benefits but also brings challenges. In 2022, Regional Council adopted *People. Planet. Prosperity. Halifax's Inclusive Economic Strategy 2022-27* – a plan that seeks to ensure Halifax's prosperity is inclusive and improves the well-being of all its residents.

Regional Council has also endorsed the *African Nova Scotian Road to Economic Prosperity*: a strategy developed and owned by the African Nova Scotian community to address systemic issues and improve economic and quality of life outcomes for African Nova Scotians. It aims to attract investment to historic African Nova Scotian communities, increase labour force attachment and entrepreneurship, and build community capacity.

The Regional Plan reinforces the goals and actions of both these economic development strategies. It adopts policies that encourage employment opportunities in mixed-use centres, reduce barriers to small-scale commercial operations, maximize the social benefits of economic growth, and recognize the unique needs of historic African Nova Scotian communities. The Plan also acknowledges the different character and issues in rural areas of the municipality and creates policies to support infrastructure development, working landscapes and increasing as-of-right development while preserving open space.

Attracting employment and business requires sufficient land and space for companies to set up operations. The *Industrial Employment Lands Strategy* (2020), outlines the growing demand for industrial land throughout the Municipality and makes recommendations for HRM to ensure sufficient supply. The Regional Plan adopts policies that protect industrial and harbour lands for intensive employment uses.

## 8.1 OBJECTIVES

1. **Support economic growth by increasing the population, labour force and Gross Domestic Product (GDP).**

2. **Remove barriers to economic growth by developing policies and regulations that encourage small scale commercial uses and home based businesses.**

3. **Support rural economic development by protecting working landscapes and encouraging clustered development to create complete communities.**

4. **Direct growth to mixed use centres that provide jobs and services for the surrounding area.**

5. **Continuously improve quality of life for residents by addressing housing affordability and equity.**

6. **Protect industrial lands, ensure adequate supply of industrial land by type and location, and protect harbour lands for marine industrial uses.**

7. **Focus on inclusive economic prosperity by maximizing economic and social benefits of major projects within communities, implementing the *African Nova Scotian Road to Economic Prosperity Plan* and working with Mi'kmaq and Indigenous rightsholders on the Cornwallis Task Force and Truth & Reconciliation recommendations.**

8. **Encourage the growth of the green economy and growth of new employment sectors that support the transition to a low-carbon future.**

# 8.2 ECONOMIC STRATEGY

Since 2006 the Municipality has adopted a series of 5-year economic strategies. Each of these has focused on attracting and retaining talent, and promoting the municipality as an attractive place to live, work and do business. *People. Planet. Prosperity. Halifax's Inclusive Economic Strategy 2022-27* continues to focus on talent retention and growth but includes quality of life as a key measure of success. The strategy adopts three strategic goals:

- **Inclusive & Sustainable Growth** – increasing the GDP to $25 billion and addressing systemic and historic inequities;
- **Talent Development & Retention** – increasing Halifax's population to 525,000 and its labour force to 310,000; and
- **Improve Quality of Life** - ensuring that rising living standards and prosperity can be enjoyed by all and addressing affordability and environmental issues.

**EP-1** ***People. Planet. Prosperity. Halifax's Inclusive Economic Strategy 2022-27* shall provide the direction for the Municipality's economic development initiatives. This Plan shall encourage planning and regulatory activities that maximize the economic and social benefits of major projects, increase housing stock, support environmental sustainability and resiliency, and grow African Nova Scotian and Indigenous prosperity.**

## 8.2.1 MAJOR INSTITUTIONAL PARTNERS

The municipality is home to a number of institutions that are major employers and provide a wide range of services and economic, social, and cultural benefits to the Municipality. The Municipality values the presence of major institutions located throughout the region, including post-secondary institutions, hospitals and healthcare facilities, and the Department of National Defence, and Halifax International Airport Authority, together with their important contributions to research, employment, training, public health, industry, arts, and culture. These institutions cumulatively provide employment for tens of thousands of residents. Where these sectors cluster mutually supportive facilities, they create employment and research hubs that function as focal points for the entire Atlantic region. While the Municipality has limited jurisdiction over provincial and federal institutions, coordination of planning efforts can support mutually beneficial goals, and a high level of service.

**EP-2** **The Municipality may consider partnerships with major institutions located throughout the region, including post-secondary institutions, hospitals, health care facilities and the Department of National Defense to ensure sufficient land is available for their current needs and future expansion, and for collaboration on needs such as infrastructure, transportation, housing and municipal services.**

### 8.2.1.1 POST-SECONDARY INSTITUTIONS

Ten post-secondary institutions afford competitive advantages for Halifax by attracting international students, fostering innovation, generating employment and offering a highly educated and well-trained workforce. A diverse student base contributes to the vibrant social and entertainment opportunities available both on campus and downtown.

The Halifax Higher Education Partnership (HHEP) recognizes the many synergies between municipal, academic and training programs that can be achieved through collaboration. Regular HHEP meetings bring together representatives from the universities, Nova Scotia Community College, the Halifax Partnership and the Municipality to explore issues and opportunities of mutual interest. Recent examples include retention of international student talent, research and development clusters, and an emphasis on innovation. Other partnerships have also been established between individual universities or faculties and the private sector, the Province or the Municipality based on research needs and interests. There are also opportunities for collaboration on specific challenges such as campus expansion plans and neighbourhood impacts.

**EP-3 The Municipality recognizes the important role post-secondary institutions have in talent attraction and retention and shall consider collaborating on campus planning initiatives and mitigating neighbourhood impacts.**

### 8.2.1.2 DEPARTMENT OF NATIONAL DEFENCE

Canadian Forces Base (CFB) Halifax is home to Canada's East Coast Navy and is Canada's largest military base by population. Along with CFB Shearwater, the Base employs approximately 11,000 military and civilian employees, plus a further 4,500 reservists. The Department of National Defence (DND) operates numerous facilities located throughout the municipality and is a significant contributor to local businesses and non-profit organizations.

There has been increasing development pressure in the area surrounding CFB Shearwater, which historically was remote enough for its aircraft operations to have minimal noise impact on residents. As development in the area intensifies, noise complaints are increasing. DND has altered operating hours and base locations used for aircraft operations to address these concerns, but further feasible changes to base operations are limited.

**EP-4 The Municipality shall collaborate with the Department of National Defence on noise mitigation efforts for residential areas in the vicinity of CFB Shearwater.**

### 8.2.1.3 HALIFAX STANFIELD INTERNATIONAL AIRPORT

Halifax Stanfield International Airport (airport code YHZ) is the primary international gateway airport for Atlantic Canada and is located in one of the region's largest transportation centres. Passenger traffic and air cargo are growing consistently and the Halifax International Airport Authority (HIAA), which operates the airport, has long term expansion plans for the airfield, terminal, cargo and commercial areas. To achieve these plans, HIAA must consider appropriate infrastructure, servicing and land use guidelines for development.

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The airport is a major economic and employment generator for the municipality. Ongoing communication between HIAA and HRM regarding future land use plans will help ensure adequate infrastructure is in place to support airport expansion, and compatible land uses are in place.

**EP-5 The Municipality shall collaborate with the Halifax International Airport Authority in the development of airport-related facilities to ensure that municipal infrastructure requirements are adequate for any future expansion plans.**

## 8.3 MIXED USE COMMUNITIES AND MIXED EMPLOYMENT CENTRES

This Plan directs 90% of new housing units to the Regional Centre and suburban communities. This target is meant to avoid escalating municipal costs by limiting sprawl and its associated servicing costs and encouraging the development of complete communities as described in Chapter 2 – walkable areas that enable people of all ages, abilities and backgrounds to live, work, shop and play near to one another, with multiple mobility options. Clustering development in strategic locations will support efficient use of infrastructure, reduce land consumption and foster vibrant, community-oriented neighbourhoods.

Traditionally, land use policy has separated residential and commercial uses through municipal zoning and corporate siting formulas – a pattern that produces isolated commercial hubs such as big box tracts and strip malls, and forces people to travel outside of their communities to get goods and services. Adopting more inclusive zoning that permits human-scaled commercial activity to complement nearby residential uses is key to enabling complete communities.

Similarly, the Halifax region's employment locations have dispersed. Historically, employment and services were concentrated in the urban core, with residents travelling in and out during peak hours. Now, employment nodes also thrive in suburban and rural business parks, highway commercial strips and semi-rural shopping centres. The 2022 downtown office vacancy rate is at a 10-year high[27] as jobs relocate to other areas of the Municipality and employees shift to working from home in the wake of the pandemic. There may be opportunities to repurpose underused office buildings for residential units and attract more residents to the urban core.

All these changes have implications for land use regulations, traffic and transportation patterns. Land use policy should be responsive to these shifts in trends for employment and commercial space demand. Adopting policy that encourages less separation of use and more mixed-use communities where appropriate can lessen the burden on municipal infrastructure while reducing the amount of time residents must spend commuting.

**EP-6 As part of the Suburban and Rural Community Planning program, the Municipality shall consider amendments to secondary municipal planning strategies and land use by-laws to allow for increased small-scale commercial opportunities and home-based businesses in residential and mixed use zones.**

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[27] 2022 Halifax Index https://halifaxpartnership.com/research-strategy/halifax-index-2022/real-estate/#:~:text=Halifax's%20overall%20office%20vacancy%20rate,%25%20and%2012.0%25%2C%20respectively.

**EP-7 The Municipality shall monitor employment and labour force trends and demand for commercial space to inform planning for mixed use, transit-oriented communities and rural service centres.**

**EP-8 The Municipality shall, where appropriate, undertake studies and partnerships to better understand the viability of office-to-residential conversions, and implications for municipal regulatory and financial policy.**

## 8.4 INDUSTRIAL EMPLOYMENT LANDS

Industrial lands are a critical part of the Municipality's economy. The industrial sector offers high quality employment opportunities and has spin-off growth benefits for retail and residential development. Industrial lands generally have high assessed values which contribute to the municipal tax base. Through development of its industrial employment land base, the Municipality will be better positioned to build more balanced, complete, and competitive communities. For Halifax to continue to be competitive and attractive to a broad range of industrial and commercial sectors, the Municipality must ensure that it has a sufficient supply and market choice of serviced industrial employment lands.

The competitiveness of Halifax's export-based economy is partly determined by the availability and quality of its developable industrial employment lands. One of the most important site selection criteria that can be influenced by the Municipality is an ample supply of suitable, vacant, serviced (and serviceable) industrial land that is available for purchase and absorption.

As land prices increase, industrial lands can face pressure to convert to non-industrial uses, such as large-format retail, office and residential developments. The policies of this Plan are intended to protect and promote sites suitable for industrial uses. The recommendations of the 2020 Industrial Employment Lands Strategy will guide the policies of this Plan to:

- Identify and designate industrial employment areas based on industry type;
- Establish a framework for consistent industrial zoning to be adopted in existing and future industrial employment areas across the Municipality;
- Introduce policy to direct where and how employment-supportive (non-industrial) uses can be accommodated in industrial employment areas; and
- Adopt policy to direct ongoing study of industrial employment trends, industrial land availability, conversion pressures, and opportunities for land intensification to inform planning for long-term industrial land needs.

**EP-9 A Business/Industrial Sub-Designation shall be established on the Regional Land Use Structure (Map 2) and applied to all existing business/industrial parks and proposed expansion areas. Its primary intent is to preserve industrial lands for industrial uses, while allowing for commercial uses that support business and employees.**

**EP-10 Within the Business/Industrial Sub-Designation, the Municipality may amend applicable secondary municipal planning strategies and land use by-laws to enable heavy industrial, light industrial, commercial industrial, or other employment-supportive uses.**

**EP-11 When identifying new areas that may be suitable for industrial use, the Municipality shall:**

a) **Consider the existing and anticipated supply of industrial lands within the Business/Industrial Sub-Designation;**

b) **Prioritize areas close to transportation links such as 100 series highways, rail lines and port access;**

c) **Require setbacks and buffers from less intensive uses and roads;**

d) **Not designate lands identified Essential Corridors or High Ecological Value Areas on Map 6, or identified as environmentally sensitive or at-risk for climate hazards by any study resulting from policies of this Plan; and**

e) **Avoid sites of cultural or historical importance as identified through consultation with communities.**

## 8.4.1 HEAVY INDUSTRIAL

Heavy industrial areas accommodate industries that produce large, complex products which are often used in further manufacturing, rather than sold to consumers directly. It involves the manufacture and/or processing of products from raw materials, extraction of raw materials, and use or storage of flammable, explosive or hazardous products. Heavy industrial uses generally include noise, smoke, dust or fumes that can be obnoxious to adjacent uses. Such areas require large lots with sufficient setbacks and buffers to minimize nuisance to neighbouring land uses. Products manufactured in heavy industrial settings tend to be transported and therefore require easy access to major transportation routes such as highways, rail, ports and airports.

**EP-12 The Municipality may consider permitting heavy industrial uses in appropriate locations. Heavy industrial uses include manufacturing, processing, construction and demolition (C&D) uses, extraction of raw materials and production and use of hazardous materials, as well as light industrial uses. No residential uses except for caretaker units shall be permitted.**

**EP-13 Heavy industrial uses shall be located on large lots, set back and buffered from less intensive uses and roads.**

## 8.4.2 LIGHT INDUSTRIAL

Light industrial uses involve the processing, fabrication, assembly, treatment, or packaging of products from previously prepared materials, finished products or parts. Most light industry products are produced directly for consumers rather than use by other industries. Research facilities and industrial printing are included in light industrial uses.

Light industrial facilities normally have less environmental impact than heavy industry and do not include hazardous and flammable products to the same degree. They still generate noise, dust and fumes and therefore require setbacks and buffers to protect adjacent land uses from nuisance by-products.

**EP-14 The Municipality may consider permitting light industrial uses in appropriate locations. Light industrial uses shall include light manufacturing – the processing, fabrication, assembly, treatment, or packaging of products from previously prepared materials, finished products or parts. No residential uses except for caretaker units shall be permitted.**

## 8.4.3 COMMERCIAL INDUSTRIAL

Commercial-industrial areas are intended to accommodate light industrial uses and a range of commercial uses that support industries, workers and customers. Commercial-Industrial areas may be used as buffers from streets and from zones that support less intensive uses. Retail and office uses and sizes should be limited so as to maximize the amount of land available for industrial and employment uses.

**EP-15 Commercial Industrial uses may be permitted in heavy and light industrial areas, as well as mixed-use areas where appropriate, to accommodate light industrial uses and a range of commercial uses that support industries, workers and customers.**

**EP-16 Commercial Industrial uses shall be primarily directed to major streets and highway interchanges and may act as a transitional use to buffer to more intensive industrial uses. Secondary municipal planning strategies shall set a maximum size on retail uses in Commercial Industrial areas.**

## 8.4.6 INDUSTRIAL LAND PROTECTION

The Industrial Employment Lands Strategy (2020) emphasized the need for industrial land to be protected from institutional and commercial encroachment and to ensure adequate employment lands available for future growth. To support this goal, the IELS recommended implementing policies to protect industrial areas from conversion and fragmentation. Such policies recognize there may be circumstances where conversions to non-employment uses are justified but require a systematic approach to evaluate conversion requests.

**EP-17 The Municipality may consider conversion of industrial and employment lands to non-industrial and employment uses through a comprehensive review of planning documents that considers the following criteria:**

**a) whether the land is required for the Municipality to maintain a sufficient supply of land for industrial and employment purposes over the long term;**

**b) the proposed uses would not adversely affect the overall viability of the employment area and conversion will not introduce incompatible land uses to the surrounding employment area;**

**c) existing or planned infrastructure and public service facilities are available to accommodate the proposed uses, including public transit access;**

**d) site(s) are mixed use blocks and located along the edges of employment areas, or the site is an irregular or island parcel unable to support industrial uses;**

**e) conversion of the site(s) will not compromise any other planning policy objectives of the Municipality, including planned commercial functions;**

**f) the site is constrained due to size, configuration, or physical conditions (e.g. grade, natural heritage, environmental features) that do not make it feasible for industrial employment uses;**

**g) that the conversion proposal can demonstrate that a similar level of employment density (e.g., jobs per hectare) would be maintained; and**

**h) conversion of the site(s) will result in a more logical land use boundary for an employment area.**

**EP-18 Any sites appropriate for intensive marine-dependent industrial uses shall be discouraged from converting to residential uses.**

Demand for industrial land is high and is projected to remain so for the long-term. While the municipality is geographically large, there is a limited supply of industrial land, particularly in serviced areas. One potential response is intensification of industrial lands, by developing less restrictive land use regulations and permitting mixing of industrial with other complementary employment uses. Industrial intensification strategies may allow for more efficient use of land and infrastructure, reduced sprawl, and a better-connected transportation system.

**EP-19 The Municipality shall undertake a study of industrial intensification strategies to consider land use changes such as building density, height limits, setbacks and buffers, parking requirements, and mixing of industrial with other complementary employment uses where contextually appropriate.**

## 8.4.5 HALIFAX HARBOUR

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

### 8.4.5.1 HALIFAX HARBOUR SUB-DESIGNATION

**EP-20 The Halifax Harbour Sub-Designation shall be established on the Regional Land Use Structure (Map 2) and applied from Hartlen Point in Eastern Passage to Chebucto Head, including Northwest Arm and Bedford Basin, and extend inland generally to the first major roadway paralleling the Harbour. The Sub-Designation's primary intent is to preserve lands for marine-industrial uses.**

**EP-21 Within the Halifax Harbour Sub-Designation, the Municipality shall establish zoning under applicable land use by-laws where existing harbour-related industrial uses are located and lands or water lots determined by the Municipality to be suitable for these uses in the future. Corresponding land use regulations shall be established under the applicable land use by-laws. Amendments to applicable land use by-laws may be made to:**

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a) **allow for additional lands or water lots for harbour-related industrial uses that have not been previously been identified where such lands are considered appropriately situated for these uses;**

b) **implement regulations that mitigate potential negative impacts of existing and potential marine-dependent industrial and commercial areas on adjacent uses, while maintaining the economic viability of marine-dependent uses; and**

c) **discourage new residential development from locating in areas that are suitable for intensive marine dependent industrial and commercial uses.**

## 8.4.5.2 WATER LOTS

While waterfront property ownership typically stops at the shoreline, a number of lots exist around these waterbodies that were created prior to Confederation in 1867. Known as pre-Confederation water lots, the approval of the Federal Government is required before these lots can be infilled and development of these lots is subject to the Municipality's land use policies and regulations.

The Municipality will encourage senior levels of government to only consider harbour infilling for the purpose of marine related purposes, such as wharfs or marinas, or to provide public recreational areas or public access to the waterfront. Any infill that could have negative environmental impact should be discouraged.

**EP-22 Secondary municipal planning strategies shall discourage infilling of pre-Confederation water lots by adopting policies that limit development on water lots and establish regulations on how to consider water lots when calculating lot area and setbacks.**

Sulfide-bearing material (SBM), commonly known as pyritic slate is a frequent by-product of development in HRM. Once excavated and exposed to air and water, pyritic slate can generate acidic runoff that is a known risk to watersheds and associated ecosystems. Therefore, its safe disposal is a significant issue. One of the most environmentally acceptable practices is to submerge it in salt water which mitigates acid generation and also creates infilled land around the shoreline.

The Halifax Port Authority operates the only large-scale commercial SBM infill site in HRM, but privately-owned pre-Confederation water lots may also apply to host SBM infill. Both Federal and Provincial regulations apply to SBM disposal. HRM has no direct control over permitting or regulating the disposal of SBM, but it can influence infill processes through its authority to regulate land use and nuisances (such as truck routes and noise).

The Halifax Port Authority has expressed concern about the longer-term availability of SBM infill capacity and the need to plan for additional future capacity. The siting of any future commercial SBM infill facilities would benefit from a collaborative approach from all levels of government and relevant stakeholders.

**EP-23 The Municipality shall encourage a collaborative, multi-stakeholder approach to the siting and approval of sulfide-bearing material disposal sites, that considers impacts on environment, adjacent neighbourhoods, and uses and regulation of infilled sites.**

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### 8.4.5.3 HALIFAX PORT AUTHORITY

Halifax Port Authority is a major landowner along the municipality's harbour lands. The Port oversees commercial cargo shipping and cruise operations – both significant contributors to HRM's economy. It also manages the Halifax Seaport, an arts and cultural district with cruise terminals, retailers, a national museum, a farmers market, and Nova Scotia College of Art & Design. The Port is planning expansion and improvement projects over the coming years where warranted by projected increases in both passenger and freight traffic.

**EP-24 The Municipality shall collaborate with the Halifax Port Authority in the development of port-related facilities to ensure that municipal infrastructure requirements are adequate for any future plans.**

### 8.4.5.4 HALIFAX OCEAN SUPERCLUSTER

Halifax is Canada's largest centre for ocean research. Ocean-related industries account for approximately one-third of Nova Scotian business R&D, and general 13.5% of Nova Scotia's GDP[28]. The Government of Canada has established a Federal Ocean Supercluster program in HRM, bringing together industry, research and government to create and collaborate on projects that grow Canada's ocean economy.

**EP-25 The Municipality shall work with government and industry partners to ensure available harbour-front land can support the needs of growing ocean-related industries and the Federal Ocean Super Cluster program.**

## 8.5 RURAL EMPLOYMENT LANDS

There are extensive rural lands within the municipality's geographic boundaries. These lands provide much of the open space and natural resources that support the municipality. Rural areas have a larger share of businesses in industrial, resource and goods-producing sectors than other areas of the municipality. Policies that preserve agricultural and resource lands maintain areas needed for economic growth. The Halifax Green Network Plan identifies these areas as the municipality's working landscapes: open spaces that support regional economic sectors such as resource extraction, agriculture, tourism, construction and manufacturing. Preserving these areas is important for the regional economy.

**EP-26 As part of the Rural Community Planning program, the Municipality shall establish policies and zoning under applicable secondary planning strategies and land use by-laws to preserve working landscapes, as identified on the Green Network Plan's Working Landscape Open Space Values Map, to protect them from residential encroachment and minimize land use conflicts.**

**EP-27 As part of the Rural Community Planning program, the Municipality shall establish policies under applicable secondary planning strategies and land use by-laws to support primary resource industries.**

[28] Halifax Partnership, 2023 https://halifaxpartnership.com/key-sectors/oceans/

# 8.7 TOURISM

Tourism is a major economic sector for Halifax. Prior to the Covid-19 pandemic, there were 5.3 million overnight stays per year and $1.3 billion in spending by visitors to the municipality[29]. The sector is now recovering with the number of visitors arriving by air and land rebounding, hotel occupancy increasing, and cruise ship arrivals on par with 2019 levels.

HRM itself is a major tourism stakeholder. The Municipality owns Scotiabank Centre and is a 50% shareholder in the Halifax Convention Centre, provides funding to large-scale events and community organizations, and supports Discover Halifax, the regional destination marking organization. In 2021, Regional Council endorsed the Halifax Regional Integrated Tourism Master Plan, developed by Discover Halifax, which includes actions that aim to grow tourism revenue and employment.

**EP-28 The Municipality shall work with Discover Halifax to implement the goals of the Integrated Tourism Master Plan by:**

**a) reviewing secondary land use policies and relevant by-law changes to support Designated Arts Districts and Entertainment Districts in appropriate locations;**

**b) working with stakeholders to identify infrastructure needs that would support increased tourism (such as outdoor performance spaces, waterfront park spaces, transportation options, broadband and cellular coverage, and washrooms);**

**c) working with community and stakeholders to increase the tourism focus for the Dartmouth waterfront and the canoe-kayak facilities on Lake Banook;**

**d) Partner with the Wild Islands Tourism Advancement Partnership to implement the 100 Wild Islands Plan through infrastructure investments, potential property sales or transfers, and funding and in-kind support.**

**EP-29 The Municipality shall explore development and property transfer opportunities for historically underrepresented communities to develop cultural and creative businesses on that land.**

**EP-30 The Municipality may consider partnerships, changes to municipal bylaws and land use policies, and incentives to support the creation of arts and entertainment hubs that support tourism and the creative economy.**

## 8.7.1 RURAL TOURISM

Tourism is a major economic driver in rural areas of the municipality. Cultural landscapes, recreational spaces, trails and scenic byways create attractive tourism destinations, and “unspoiled” landscapes support eco-tourism. Tourism uses are considered working landscapes in the Halifax Green Network Plan given the economic opportunities they provide to rural communities in particular.

[29] Discover Halifax, 2019 Annual Report

The scenic landscapes and attractions in the municipality's rural areas can be negatively impacted by poorly designed and screened residential, industrial or commercial developments. Ensuring scenic routes, trails and eco-tourism sites have adequate buffers and screening will strengthen rural tourism and allow more eco-tourism sites to flourish. Underdeveloped tourism infrastructure, such as lodging, restaurants, recreational experiences, washrooms and communication linkages (cellular and broadband), can also hinder efforts to draw visitors to otherwise highly marketable scenic landscapes. Encouraging small-scale commercial operations that meet visitors' needs can support tourism and local economic growth while not detracting from the landscape.

**EP-31 Through the Rural Community Planning program, the Municipality shall consider amendments to applicable secondary municipal planning strategies and land use by-laws to allow for increased small-scale commercial opportunities and home based businesses in rural areas that support and enhance tourism. These amendments may remove restrictions on small-scale accommodations, tour operations, commercial recreation, and retail, and introduce design guidelines to ensure operations complement the landscape.**

**EP-32 Through the Rural Community Planning program, the Municipality shall establish policies and zoning under applicable secondary municipal planning strategies and land use by-laws to ensure that rural industrial developments are adequately screened from scenic roads and trails.**

**EP-33 The Municipality shall explore approaches to tourist accommodations in rural parts of the Municipality.**

## 8.8 INCLUSIVE ECONOMIC PROSPERITY

HRM's 2022-27 Economic Strategy addresses the issue of equitable economic prosperity. While the municipality is growing, groups such as African Nova Scotians (ANS), Indigenous peoples, rural Halifax communities, those in underrepresented groups, and those experiencing poverty have not attained the same levels of growth and prosperity as others. The 2022-27 Economic Strategy has established well-being and quality of life as a measure of successful economic growth. Regional Plan policies that address equity and affordability will support these objectives.

There are land use policies and tools that can help spread the impact of economic benefits throughout communities more broadly. Some of these are outlined in the *African Nova Scotian Road to Economic Prosperity* - a collaborative plan developed and owned by the African Nova Scotian community to advance economic development and community priorities, that Council endorsed in 2020. There are also themes HRM could explore for land use implications in the Truth and Reconciliation Commission's Calls to Action and the recommendations of the Task Force on the Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History.

**EP-34 The Municipality shall study and where required, seek legislative authority, for tools that could maximize economic and social benefits of major projects within communities, such as community benefit agreements, community action planning, community trusts and community-led planning or projects.**

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**EP-35 When plans, policies and by-laws are reviewed, the Municipality shall ensure alignment with the 94 Calls to Action, the recommendations from the Task Force on the Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History, and the African Nova Scotian Road to Economic Prosperity.**

## 8.8.1 HISTORICAL AFRICAN NOVA SCOTIAN COMMUNITY ACTION PLANNING

HRM is taking steps to create more inclusive economic growth and have communities more actively involved in the planning and development process. Both the Road to Economic Prosperity for African Nova Scotian Communities and *People. Planet. Prosperity: Halifax's Inclusive Economic Strategy 2022-27* aim to consider and, where possible, incorporate community benefits in the development approval process. This can be achieved through the use of community action plans – a process for residents to identify strengths and opportunities, create a vision for their community's future, and develop an action plan to achieve it.

The municipality is home to a number of historic African Nova Scotian communities. Beechville, Lucasville, Upper Hammonds Plains, Lake Loon, Cherry Brook, North Preston, and East Preston were all established in the late 18th and early 19th centuries by land grants given to families of African descent. These are some of the oldest and largest indigenous Black communities in Canada. HRM's goal is to undertake community action planning with these historic African Nova Scotian areas, to allow residents to take a leading role in the evolution of their community with municipal support.

**EP-36 The Municipality shall ensure the policies of this Plan, secondary municipal planning strategies and by-laws align with the African Nova Scotian Road to Economic Prosperity.**

**EP-37 The Municipality shall build on its work with African Nova Scotian communities to create Historical African Nova Scotian Community Action Plans, using the Beechville Community Action Plan as a model. This work shall have the Municipality provide support to communities as they identify community needs and priorities, establish a vision, and create action plans.**

**EP-38 The Municipality shall incorporate Historical African Nova Scotian Community Action Plans into planning policies and by-law regulations where possible.**

**EP-39 The Municipality shall identify resource needs for community action planning work, and for action plan items themselves, through its annual budget and business planning process.**

HRM is working with the African Nova Scotian Road to Economic Prosperity Advisory Committee (REPAC) on ways to increase housing options and allow property owners more flexibility in land uses. This work aligns with the Provincial Land Titles Clarification Initiative – a process to help residents in 13 communities gain title to their land. Historic African Nova Scotian communities are disproportionally affected by lack of clear title to their lands as original settlers were often given land but not the accompanying legal deeds. Properties have since been purchased, subdivided and built upon by community members in patterns that may not meet modern municipal lot requirements.

The *Land Titles Clarification Act* (1963) and the *Land Titles Initiative Acceleration Act* (2021) recognize the de-facto lots created over time and allow residents to establish legal title. These Acts establish community

boundaries that in some cases do not capture the entire community and exclude properties from consideration. This Plan aims to resolve this issue by creating policy that will officially recognize lots in existence in all African Nova Scotian communities prior to municipal subdivision regulations. Given that this form of subdivision will not create new development but recognizes existing lots and dwellings, these requests shall be exempted from parkland dedication requirements.

**EP-40 The Municipality shall recognize lots in communities designated "land titles clarification areas" under the *Land Title Clarification Act*, as existing prior to the date the applicable land use by-law was adopted. The Regional Subdivision By-law shall provide lot design requirements that support the unique circumstances of these lots.**

**EP-41 Under the Regional Subdivision By-Law, the Municipality shall not apply parkland dedication requirements to lots recognized through Policy EP-40.**

In African Nova Scotian communities, families traditionally built multiple dwellings on one lot. Clustering dwellings on one lot allowed families to pool their resources by providing multi-generational housing options, created a village-style community, and allowed property owners to access the full value of their land via investment opportunities. Building multiple houses per property lent itself well to the type of lots often found in African Nova Scotian communities, which tended to be long and narrow with little road frontage.

Modern municipal subdivision requirements for public road frontage and limitations on the number of lots per property mean that many residents have been unable to share land with family members or access the value in their properties through subdivision. This has solidified an historic inequity in property rights, based on the original land grants and type of lot.

A number of the Municipality's community plans have policies and subdivision rules permitting the "Same Number or Fewer Lots Than There Are Dwellings," allowing more houses than there are lots. These rules generally permit subdivisions if dwellings can establish right-of-way or an easement to a public street, and access water and wastewater servicing or have adequate space for onsite servicing.

**EP-42 The Municipality shall establish policies under applicable secondary municipal planning strategies to enable properties in historic African Nova Scotian communities to subdivide, and to create lot design requirements in applicable land use by-laws permitting fewer lots than there are dwellings in these communities.**

## 8.9 GREEN ECONOMY

HalifACT is HRM's climate change action plan – a transformational plan adopted in response to Regional Council's declaration of a climate emergency. It commits to a deep reduction in greenhouse gas emissions and strengthening resilience to climate impacts. Achieving this requires an operational shift in many sectors, particularly transportation, construction and development. In 2022-23 Regional Council established a Climate Action Tax, to be incorporated into annual municipal budgets for at least 10 years, to fund HalifACT's strategic initiatives. This tax supports projects such as electric vehicles and buses, net-zero buildings and infrastructure resiliency. It is also being used to leverage climate action funding from the private sector, federal and provincial governments, as a collaborative, multi-stakeholder approach is necessary for the plan to succeed.

Decarbonizing the building, transportation and energy sectors requires investment, but is also a major economic opportunity. These investments will generate employment and stimulate new and existing businesses. Investments in building retrofits, renewable energy, energy storage, transit systems and active transportation will stimulate economic activity and grow new employment sectors.

**EP-43 The Municipality shall support the growth of the low carbon economy by working with community partners and stakeholders to develop workforce and business development programs. Such programs may include skills and trade development, industrial process efficiencies, and support for business initiatives that reduce emissions and strengthen climate resilience.**

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# CHAPTER 9: CELEBRATING CULTURE, ARTS AND HERITAGE

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# CHAPTER 9: CELEBRATING CULTURE, ARTS AND HERITAGE

## 9.0 INTRODUCTION

Culture, arts and heritage are the tangible and intangible features that define the municipality and its people and make us unique. Culture relates to the specific practices, traditions, art, and cultural expressions that exist throughout the region. Heritage is the physical evidence of the past - the objects, buildings, and landscapes that tell the story of how the municipality evolved.

In 2023, Council will consider adopting *Sharing Our Stories: Supporting Culture and Heritage in the Halifax Region*.[30] This Priority Plan will provide strategic direction for HRM's policies and investments on culture and heritage for the next ten years. It is intended to be a tool to support Reconciliation, Anti-Black Racism and HRM's Diversity and Inclusion Framework. The objectives and actions in this Plan are reflected in Regional Plan policies for culture and heritage. Recognizing that much of the current public art, registered built heritage and museum interpretations reflect a history of colonization, the policies in this Plan aim to increase access and exposure to diverse cultures, as well as preserve and celebrate a wider range of cultural resources.

The region contains numerous historic buildings, places, and landscapes from different eras and cultures that all create a unique sense of place. The Regional Plan establishes policies that preserve significant cultural and heritage assets while balancing the need to accommodate growth. It also addresses the need to consider environmental impacts of demolition and benefits of adaptive reuse for existing buildings.

## 9.1 OBJECTIVES

1. **Reflect the Municipality's commitment to Reconciliation, Anti-Black Racism, and Diversity, Equity and Inclusion (DEI) in municipal policies and programs.**

2. **Preserve cultural, artistic and heritage resources in the municipality and develop policies, programs and regulations to protect and enhance them.**

3. **Ensure the broad diversity and range of the municipality's history, art and culture is reflected in municipal policies and programs.**

4. **Support both community-led and collaborative processes to recognize and celebrate heritage, culture and art.**

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[30] Please note that as of the writing of this Draft Regional Plan, Regional Council has not yet adopted Sharing Our Stories. The plan is forthcoming, and the draft policies within this chapter reflect the proposed policies within the draft Sharing Our Stories Plan. Significant community engagement has been undertaken to support the development of Sharing Our Stories, however, should Regional Council choose to not adopt Sharing Our Stories, or choose to adopt an alternative policy, this chapter will be adjusted.

5. **Strengthen heritage preservation through development policies that encourage heritage protection and identify potential Heritage Conservation Districts throughout the municipality.**

6. **Broaden heritage protection through the identification and preservation of landscapes of cultural significance.**

## 9.2 SHARING OUR STORIES

Sharing Our Stories, HRM's proposed Culture and Heritage Priorities Plan, creates a new strategic direction for culture and heritage. It is committed to reflecting all the diverse cultures, values and histories in the region, and enhancing working relationships with the public, stakeholders and rightsholders to achieve shared outcomes and projects. Strong partnerships with communities will be needed to effectively implement the Plan's vision. Creation of Sharing our Stories followed a community-led process to ensure that the plan would be shaped by the region's people and diverse cultural groups, and focused special attention on communities whose unique interests or views have often not been addressed through previous, more conventional engagement processes.

Sharing Our Stories connects a number of existing Council initiatives, including the Task Force on the Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History; African Nova Scotian Road to Economic Prosperity; Diversity & Inclusion Framework; French Language Services Strategy; Accessibility and Inclusion Strategy; and Social Value Framework in the Procurement Administrative Order. The four pillars of the Plan are:

- **Stewardship** – taking care of cultural resources and maintaining heritage, archaeological and intangible cultural assets.
- **Connection** - recognizing and valuing the unique, yet often underrepresented or untold, histories within our region; and celebrating the narratives of struggle, survival, resilience, and perseverance to actively reflect underrepresented forms of culture.
- **Celebration** - expressing culture and heritage in a meaningful way, and reflecting people of all ages, abilities, geographies, religions, and cultural heritage.
- **Access** - providing opportunities for everyone to participate by reducing barriers, promoting participation in existing programs and events, and creating equitable access to resources.

Sharing Our Stories will set priorities and policy direction to be incorporated into the Regional Plan and other policy documents.

**CH-1 Sharing Our Stories: Supporting Culture and Heritage in the Halifax Region will provide the direction for the municipality's policies and initiatives around culture and heritage.**

### 9.2.1 MI'KMAQ AND INDIGENOUS RECONCILIATION

In 2015 Regional Council made a Statement of Reconciliation to First Nations communities. In recognizing the findings of the Truth and Reconciliation Commission and in working to implement those recommendations with implications for municipal governments, the Municipality began to redefine its relationship with the Mi'kmaq and First Nations communities in the region.

A friendship accord is a formal agreement that publicly declares the commitment of two or more governments and/or communities to work together in a long-term relationship based on mutual understanding and respect. While not legally binding, it expresses shared principles and an agreed-upon framework for collaboration. Friendship accords have been used in the Indigenous-municipal context across Canada as a means of advancing reconciliation.

**CH-2 The Municipality shall consider establishing Friendship Accords with Mi'kmaq communities, organizations, Band Councils, and Grand Council, to enhance communication, explore areas for collaboration, and outline the evolving government-to-government relationship.**

In 2017, a Special Advisory Committee on Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History was created. An equal partnership between the Halifax Regional Municipality and the Assembly of Nova Scotia Mi'kmaw Chiefs, the committee had a mandate to provide advice to Regional Council regarding the commemoration of Edward Cornwallis on municipal assets and on the recognition and commemoration of indigenous history in the lands now known as the Halifax Regional Municipality. After a public consultation process, in 2020 the committee provided 20 recommendations to Regional Council, all of which were approved.

**CH-3 The Municipality shall increase commemoration and representation of Mi'kmaq and Indigenous communities by considering:**

**a) Use of Mi'kmaq and Indigenous names, terms, and significant personages when naming municipal assets;**

**b) Commemoration of Mi'kmaq and Indigenous history and perspectives in planning and programming for parks and public spaces; and**

**c) A review of the evaluation criteria for heritage sites and properties to include more emphasis on intangible and cultural significance, with increased focus on under-represented groups including Mi'kmaq and First Nations.**

**CH-4 the Municipality shall request enabling amendments to the *Halifax Regional Municipality Charter* to permit the creation of community benefit agreements that will demonstrably bring benefits to Mi'kmaq communities. Mi'kmaq representatives shall participate in the assessment of development proposals that apply for any such incentive.**

## 9.2.2 AFRICAN NOVA SCOTIAN COMMUNITY PLANNING

In 2020 Regional Council endorsed the *African Nova Scotian Road to Economic Prosperity* - a collaborative plan developed and owned by the African Nova Scotian community to advance economic development and community priorities. The plan emphasizes community-led planning and increased recognition of historic African Nova Scotian (ANS) sites and communities. Some of this work is already underway, with Council's approval of the Beechville Planning Strategy Review and Community Action Plan in 2020. These initiatives will create new municipal planning policies that address the Beechville ANS community's priorities, and address matters important to the Beechville community that are outside the scope of Municipal Planning documents.

HRM has also worked with ANS communities in the Preston-Cherry Brook area to support the adaptive reuse of the former Nova Scotia Home for Coloured Children - a registered heritage site with significant cultural and historical value to the African Nova Scotian community. By changing planning policies and zones, Council was able to support Akoma Holdings Inc's vision to redevelop the site as a mix of economic and social opportunities that would benefit African Nova Scotians and the general community. The Akoma project may act as a model for other community-led adaptive reuse initiatives.

**CH–5 The Municipality shall work with African Nova Scotian communities to identify significant sites for preservation and interpretation.**

**CH–6 The Municipality shall support African Nova Scotian community work to identify opportunity sites for adaptive reuse and support community planning exercises.**

**CH–7 The Municipality shall collaborate with African Nova Scotian communities to undertake community boundary reviews of historic African Nova Scotian communities to determine the original boundaries and, where possible, restore them.**

**CH-8 The Municipality shall work with African Nova Scotian communities to ensure community boundaries are accurate and update municipal mapping and boundary markers where necessary.**

## 9.2.3 OTHER TRADITIONALLY UNDER-REPRESENTED GROUPS

Sharing Our Stories identifies several other traditionally under-represented groups whose stories and interests should be celebrated and commemorated through cultural programing, supports, events and facilities. These groups include, but are not limited to the LGBTQ2S+ community, persons with disabilities, immigrants and newcomers and the Acadian and Francophone communities. Through the actions contained in the Sharing Our Stories Plan, through regional and community planning policies, and through other municipal policies and directives the municipality intends to strengthen the representation of these communities and groups.

**CH-9 The Municipality shall maintain a community-centered approach to implementing the actions in Sharing Our Stories, utilizing a community-led process for identifying and leveraging our region's cultural resources. This may include:**

**a) community-led mapping, conservation and asset naming;**

**b) community-led engagement in land use planning in areas of cultural significance and value;**

**c) supporting community-led projects for identification, interpretation and protection of heritage and cultural sites; and**

**d) community-directed events, art and placemaking.**

# 9.3 PROTECTION OF HERITAGE RESOURCES

Historic buildings, sites, districts and cultural landscapes define the character of many communities and neighbourhoods in the municipality, both urban and rural. They provide insight into community evolution

and reveal elements of local culture and social history. Distinctive architectural forms, styles and details, groups of buildings, and varied landscape settings all contribute to local character, authenticity and sense of place.

**CH-10 The Municipality shall identify buildings, sites, streetscapes, cultural landscapes, and districts of historic, architectural or cultural value in both urban and rural areas and support their designation, interpretation, conservation and continued use.**

**CH-11 The Municipality may consider identifying sites of cultural or historical importance to communities, for preservation and interpretation, or as opportunity sites for future community development projects.**

**CH–12 The Municipality shall explore policies and changes to secondary municipal planning strategies to encourage conservation and re-use of culturally, historically or architecturally significant sites, including educational and religious institutional buildings.**

**CH–13 The Municipality shall develop cultural and heritage impact assessment criteria within secondary municipal planning strategies, land use by-laws and heritage by-laws to support the evaluation of new development in heritage contexts, including comprehensive development applications like large development agreements and plan amendments.**

**CH-14 The Municipality shall seek to conserve and maintain registered heritage properties owned by the Municipality and shall seek to register additional significant heritage properties owned by the Municipality.**

**CH-15 The Municipality shall develop conservation management plans for all heritage properties and cultural assets owned by the Municipality to ensure appropriate levels of conservation, maintenance, and upgrades and to meet accessibility, environmental, and municipal conservation standards.**

## 9.3.1 HERITAGE REGISTRY

Since 1981, HRM has administered a heritage property program enabled by the *Heritage Property Act of Nova Scotia*. In 2023, the HRM Heritage Registry included approximately 510 properties, concentrated principally in peninsular Halifax and Downtown Dartmouth, and dating mainly to the 19th century. While the program has grown and expanded in recent years, there is a need for a renewed, updated, and more comprehensive region-wide inventory of heritage resources that could potentially qualify for formal designation as registered heritage properties and sites. There is also a need to refine the criteria for heritage registration to ensure that all aspects of HRM's built heritage, including modern heritage, traditionally under-represented groups and all parts of the municipality are represented.

**CH-16 The Municipality shall maintain a Registry of Heritage Properties which includes information on all properties registered as Municipal Heritage Properties and shall continue to update the registry by developing statements of significance, heritage value, and character defining elements for each property so registered.**

**CH-17 The Municipality shall review and update its criteria and methodology for identifying and evaluating heritage properties as necessary to ensure that the registry accurately represents diverse communities, cultures and time periods.**

**CH-18 The Municipality shall consider amending secondary municipal planning strategies and land use by-laws to identify Heritage Conservation Design Requirements for properties that abut municipally and provincially registered heritage properties to ensure that new developments include complementary transitions to the registered heritage property.**

## 9.3.2 HERITAGE CONSERVATION DISTRICTS

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

Heritage Conservation Districts (HCDs) are areas identified by the Municipality as having significant heritage value and character. HCDs are established through a conservation plan and by-law adopted under the *Heritage Property Act*. As a planning tool, HCDs enable the Municipality to conserve the broader context of heritage resources by focusing on the district as a whole and establishing policies, guidelines, and programs that ensure the evolution of the area reinforces key heritage attributes.

The Regional Centre is home to three HCDs (Barrington Street, Old South Suburb and Schmidtville). There are thirteen more potential HCDs listed in the Regional Centre Plan Area for Council to consider for designation. There are currently no approved or proposed HCDs in other areas of the Municipality. The Regional Plan encourages identification of potential HCDs in suburban and rural areas using analyses of the age, history, cultural associations and architectural styles of properties in these areas.

The *Heritage Property Act* requires that any HCD be preceded by background studies that address a range of issues, including character defining elements, heritage conservation measures, boundaries, the relationship to applicable planning documents, and social and economic impacts. Demolition protection for municipally registered heritage properties outside of HCDs is limited under the *Heritage Property Act*. It is only by designating a specific area an HCD, under the authority of the *Heritage Property Act*, where Council can establish stronger policies that improve demolition controls for identified heritage resources.

**CH-19 In collaboration with community partners, residents, property owners and institutions, the Municipality shall identify areas eligible to be designated as Proposed Heritage Conservation District Study Areas. These Proposed Study Areas shall be identified and mapped in the appropriate secondary municipal planning strategies. Emphasis shall be placed on identifying Proposed Study Areas outside the Regional Centre.**

**CH-20 Methodology to identify and prioritize Proposed HCD Study Areas shall consider:**

**a) areas that include a high concentration of registered heritage properties;**

**b) areas that include rare examples of historic architecture;**

**c) areas that are experiencing a high rate of change based on development permit activity in the past five years; and**

**d) areas that include the potential for large-scale redevelopment as a result of their current land use designation.**

**CH-21 When establishing an HCD the Municipality shall follow a Public Participation Program adopted in accordance with The *Heritage Property Act* and it's regulations.**

**CH-22 Until such time as conservation measures are adopted by Regional Council for proposed HCD Study Areas, the land use policies and regulations within existing secondary municipal planning strategies shall encourage development that is sensitive to the architectural character and heritage value of these areas by limiting the scale and density of permitted development.**

## 9.3.3 HERITAGE DEVELOPMENT AGREEMENT POLICY

Heritage development agreement policies encourage the conservation and adaptive re-use of heritage properties by allowing additional development rights (i.e., density) that may offset conservation costs. Heritage development agreements can add a large number of new residential units while encouraging the registration of previously unprotected heritage properties for the purpose of making use of the flexibility that these policies provide. Without the incentive of additional land-use flexibility, there is little interest in registering properties when the implications of the designation on future development potential is unknown. The result is the continued loss of potential heritage properties and the historical character of urban, rural and suburban communities.

In response to increased interest and the success of existing policies within the Regional Centre, heritage development agreements may be considered in all areas of the Municipality. The policies of this Plan shall apply to all areas of the Municipality outside of the Regional Centre, Downtown Halifax, and established Heritage Conservation Districts.

**CH-23 On any registered heritage property, or on a lot containing a registered heritage building located outside of the Regional Centre Secondary Plan Area, Downtown Halifax Secondary Plan Area or any established Heritage Conservation District, Council may consider a development agreement for any development or change in use not otherwise permitted by the Land Use By-law. The purpose of this policy is to support the conservation and adaptive re-use of heritage properties and buildings. In considering such development agreement proposals, Council shall consider that:**

**a) the development proposal maintains the heritage value of any registered heritage property of which it is part, including a registered heritage streetscape, heritage conservation district, or Cultural Landscape, and does not propose to demolish any registered heritage buildings that exist on the property;**

**b) the impact on adjacent uses, particularly residential uses, is minimized in terms of intensity of use, scale, height, traffic generation, noise, hours of operation, and such other land use impacts as may be required as part of the development;**

**c) the level of proposed investment in conservation measures on the property is generally proportional with the additional development rights provided through the agreement, especially in cases of new construction;**

**d) any unregistered, historic buildings on the site of the development must be evaluated for their heritage value through a heritage impact statement, and if not retained as part of the development, opportunities for de-construction to salvage and recycle re-usable materials and features shall be encouraged;**

**e) if a heritage building is proposed to be vacant for a period exceeding three months, a plan is developed to secure and maintain the heritage building;**

**f) if a heritage building is proposed to be relocated or lifted from its foundation, a plan approved by a certified structural engineer must be submitted prior to any intervention; and**

**g) the proposal is generally consistent with the other policies of the secondary plan area of which it is part, especially heritage policies.**

## 9.3.4 HERITAGE AND SUSTAINABLE DEVELOPMENT

In 2020 Regional Council adopted HalifACT - a long-term action plan to help HRM adapt to a changing climate by reducing emissions, switching to clean and reliable energy sources, growing the green economy, and showing leadership from local government. The plan establishes targets for decarbonization (greenhouse gas emission reductions) and actions to achieve this.

Deconstruction, or salvage, is a heritage preservation tool that supports sustainability goals. Removing pieces of an existing building to be repurposed, instead of mechanically demolishing an entire structure, reduces the volume of materials sent to the landfill, retains high quality and local building materials that are increasingly more expensive and difficult to find, and assists property owners in sourcing period appropriate elements for older buildings. Reusing building materials benefits the environment by reducing the need to create or source new materials, and minimizing emissions that accompany demolition and new construction. It may also reduce disposal costs.

Including salvage requirements in heritage development agreements will encourage preservation and reuse of heritage building materials and features, and support HRM's HalifACT goal to embed low carbon objectives in all aspects of community planning, policy and infrastructure.

**CH-24 The Municipality shall consider amending heritage development agreement policies in secondary municipal planning strategies and land use by-laws to include requirements around deconstruction and salvage of building materials.**

**CH-25 The Municipality shall consider deconstruction and salvage as a component of any demolition undertaken on properties owned by the Municipality.**

**CH-26 The Municipality shall consider updating the eligibility criteria of all financial incentives programs for heritage properties or heritage conservation districts to include energy efficiency retrofits with the objective of assisting in the sustainability and viability of these structures.**

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## 9.3.5 CULTURAL LANDSCAPES & SCENIC VIEWS

Cultural landscapes are defined under the *Heritage Property Act* as distinct geographical areas or properties uniquely representing the combined work of nature and of people. These landscapes vary dramatically in size and character - from historic settlements to prehistoric rock art sites to designed landscapes such as parks and gardens. Examples may include a burial ground, a historical garden or much larger landscapes reflecting human intervention, such as the pastures of the Musquodoboit Valley, the Shubenacadie Canal, or the Bedford Barrens.

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

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

The Halifax Green Network Plan identifies 17 priority areas throughout HRM as a starting point for a comprehensive inventory of landscapes of cultural significance. Eleven of these sites are listed in the Regional Centre Secondary Municipal Planning Strategy for specific consideration under Urban Structure and Urban Design guidelines.

**CH-27 The Municipality shall work with the Province to advance amendments to the *Heritage Property Act* to allow for the development of regulations for cultural landscapes.**

**CH-28 The Municipality shall, through the Culture and Heritage Priorities Plan and community planning programs, consider the identification of significant cultural landscapes.**

**CH-29 The Municipality shall collaborate with Mi’kmaq and Indigenous communities to identify cultural heritage and sites of cultural significance to Indigenous Peoples, and consider how they may best be recognized and preserved.**

**CH-30 Further to Policy CH-28, when considering any amendments to secondary municipal planning strategies involving lands adjacent to an identified significant cultural landscape, the Municipality shall give consideration to the potential impact of development on its cultural and historic value and environmental resources.**

## 9.3.6 ARCHAEOLOGICAL RESOURCES

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

The development of these sites could present a significant risk to archaeological resources. If these sites are recognized and appropriately addressed prior to development taking place, adverse consequences can be mitigated and archaeological resources preserved.

**CH-31 The Municipality shall work with the Province to consider mechanisms for municipal archaeological protection under the *Special Places Protection Act*.**

**CH-32 The Municipality shall collaborate with the Province on developing a Regional Archaeology Strategy that establishes a process for identifying significant sites, culture and heritage assessment requirements, and mitigation measures to ensure archaeological resources are preserved.**

### 9.3.7 CONSERVATION STANDARDS

Conservation standards are adopted by Regional Council under By-law H-200 - the *Heritage Property By-law* to direct the evaluation of alterations to heritage buildings and properties, and to evaluate new development that may impact heritage buildings and properties. Staff interpret these standards and provide recommendations to the heritage advisory committee and Regional Council on applications under the *Heritage Property Act*, or relevant planning policies pertaining to development on, or abutting, heritage properties. The conservation standards are also used by the heritage officer in the administration of heritage conservation districts.

**CH-33 By-law H-200, the *Heritage Property By-law,* adopted by the Municipality shall identify Conservation Standards. These Conservation Standards shall be used in assessing the impacts of a proposed intervention on the heritage value and character defining elements of a heritage property. Applications for substantial alteration to heritage properties shall:**

**a) include an approach to address design strategies that make a new development compatible with, distinguishable from, and subordinate to a heritage property; and**

**b) address the relationship of the new structure to the lot, its relationship to the surrounding area, its massing and façade relations with the heritage property.**

**CH-34 The Municipality shall consider the use of other mechanisms, such as financial incentives, land use incentives and policies, to encourage the use, preservation or protection, restoration, or renovation of heritage resources, as enabled by the *Heritage Property Act.***

## 9.4 DEVELOPMENT ABUTTING REGISTERED HERITAGE PROPERTIES

The Regional Centre Secondary Municipal Planning Strategy contains criteria requiring that the architecture of new development abutting heritage properties be sensitive and complementary to the heritage properties. While this criterion applies only within the Regional Centre Plan Area, the development of properties which abut federally, provincially, or municipally registered heritage properties in all areas of HRM also warrants consideration.

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

**CH-35 In considering applications for development agreements, and amendments to this Plan, secondary municipal planning strategies or land use by-laws for lands abutting federally, provincially, or municipally registered heritage properties and located outside of HCDs, the Municipality shall require a Heritage Impact Statement (HIS) in in accordance with By-law H-200, the *Heritage Property By-law*. The HIS shall be required where an application is made for a development where the floor area of any proposed new construction exceeds 1,000 square metres.**

**CH-36 Further to Policy CH-35, where an HIS identifies impacts to an abutting heritage property, the Municipality shall consider measures to mitigate those impacts consistent with municipal conservation standards.**

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# CHAPTER 10: IMPLEMENTATION

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# CHAPTER 10: IMPLEMENTATION

## 10.0 INTRODUCTION

The Regional Plan guides the Municipality's planning and decision-making and represents the vision of the community. Through open, transparent and inclusive dialogue, the Municipality has the responsibility of achieving the Plan's vision through actions using available planning tools. Planning is not a static practice, it is iterative process evaluating and reporting on actions and successes and adapting to changing situations. The success of this Plan depends on aligning all policies and programs throughout HRM to achieve the vision and objectives of this Plan.

## 10.1 OBJECTIVES

1. **Provide for the effective implementation of the policies outlined in this Plan;**
2. **Engage citizens in the development of policies, programs and services as the basis for building healthy, strong and inclusive communities;**
3. **Monitor the effectiveness of policies and programs of this Plan;**
4. **Undertake periodic reviews of this Plan to assess whether changes are needed; and**
5. **Ensure that HRM policies and programs are aligned to achieve the vision and objectives of this Plan.**

## 10.2 COMMUNITY ENGAGEMENT

Since 2016, Planning and Development has been continually updating and reviewing engagement practices, policies and processes. Some of these improvements include lessening the dependence on public information meetings by encouraging open house-style meetings, using a range of mediums to allow residents to engage, developing more user-friendly outreach, and redesigning notifications and signage, as well as updating virtual engagement as a response to the COVID-19 pandemic.

### 10.2.1 PUBLIC PARTICIPATION FOR PLANNING APPLICATIONS AND PLANNING DOCUMENTS

A public participation policy is legislatively required to guide how the opinions of the public are sought on proposed planning documents, as described under the *Halifax Regional Municipality Charter*. In 2023,

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Regional Council is considering approval[31] of a proposed Administrative Order 2023-002-ADM and the accompanying Planning and Development Public Engagement Guidebook (Guidebook). The Guidebook was developed following Regional Council's direction in 2016 to update HRM's engagement processes to establish an updated and consistent approach to designing engagement practices. The purpose of the Guidebook is to support staff to pro-actively address public engagement with influence, impact, inclusion, and accessibility as primary and core considerations. The Administrative Order establishes minimum standards for public participation and establishes a method for engagement with abutting municipalities, as required by the *Charter*.

**I-1 A public participation policy shall be adopted by Council as an Administrative Order. This Administrative Order:**

**a) shall, in accordance with section 219 of the *Halifax Regional Municipality Charter*, establish the ways and means of seeking the opinions of the public;**

**b) shall, in accordance with section 219A of the *Halifax Regional Municipality Charter*, establish a method for engaging with abutting municipalities respecting a new Municipal Planning Strategy or amendments to them;**

**c) may identify additional methods for public participation, including the use of a Public Engagement Guidebook for additional or different public participation, and for the removal of barriers to participation; and**

**d) may provide for public participation for certain planning applications other than planning documents.**

# 10.3 PLANNNG TOOLS

## 10.3.1 SECONDARY MUNICIPAL PLANNING STRATEGIES

Various community plans, formally called secondary municipal planning strategies, were adopted prior to amalgamation and prior to this Plan being adopted. These plans present visions, objectives and policies of a community which may not be consistent with this Plan. Over time HRM will use the Community Planning Program to achieve consistency in all its planning documents and programs to ensure that they are consistent with this Plan and supporting Priority Plans and that they reflect current community issues and desires for future change.

As part of the Community Planning program, the Municipality will engage with communities to understand their visions in relation to the overarching goals of the Regional Plan. Where Community Visions were approved in principle by HRM in 2006, these may be considered and updated as part of the Community Planning program.

[31] *Please Note: As of the writing of this Draft Regional Plan, Administrative Order 2023-002-ADM has been presented to Regional Council but not yet adopted. Should Regional Council choose not to approve this AO, this section will be adjusted.*

**I-2** **Existing secondary municipal planning strategies, identified in Appendix B to this Plan, shall remain in effect until amended or repealed by the Municipality.**

**I-3** **When evaluating amendments to Land Use By-laws or development agreement applications, in the event of conflict between the policies of this Plan and a Secondary Planning Strategy, the more stringent shall prevail.**

**I-4** **Where minimum setbacks from watercourses established under secondary municipal planning strategies and land use by-laws differ from the minimum thirty (30) meter setback specified by this Plan, the more stringent shall prevail.**

**I-5** **When new secondary municipal planning strategies or amendments to existing secondary planning strategies are brought forward for approval, the Municipality shall consider whether the proposed objectives and policies are consistent with or further achieve the objectives and policies of this Plan.**

**I-6** **The Community Visioning statements approved by HRM for the Bedford Waterfront; Fall River; Musquodoboit Harbour; Middle/ Upper Sackville/ Lucasville; Spryfield; Penhorn/ Woodlawn; Woodside and Upper Tantallon shall be considered and may be updated when preparing secondary municipal planning strategies.**

**I-7** **Given the strategic importance of regional objectives in mitigating climate change and protecting the future health of the municipality, new secondary planning strategies or amendments to existing secondary planning strategies, shall organize land use or management of land in a manner, including the scale, location, density and form of development, so that:**

**a) the protection of environmental or cultural features of significance on the lands is considered, including wildlife corridors, the urban forest, wet areas, wetlands and watercourses;**

**b) the integrity of regional parks or federal and provincial wilderness areas adjacent to the lands are maintained, including the functioning of shared environmental, recreational or cultural features;**

**c) the movements of pedestrians and transit service are prioritized over car-oriented design, including the connections to surrounding community;**

**d) the future rapid transit corridors are considered as key locations or residential and mixed-use intensification, particularly within 500m of the corridor; and**

**e) the design includes community-scale or site-level green infrastructure, renewable energy and other climate mitigation design elements.**

## 10.3.2 PRIORITY PLANS

Since the adoption of this Plan in 2014, Regional Council has approved several priority plans including the Integrated Mobility Plan, Halifax Green Network Plan, HalifACT, and Halifax's Inclusive Economic Strategy

2022-2027. This Plan provides detailed policies related to these plans. For clarity, this Plan supports the priority plans which are actively used by staff to guide ongoing work.

**I-8 In considering development agreements or amendments to development agreements, or any proposed amendments to the Regional Plan, secondary planning strategies, or land use by-laws, in addition to the policies of this Plan, the Municipality shall consider the objectives, policies and actions of the priorities plans approved by Regional Council since 2014, including:**

**a) The Integrated Mobility Plan;**

**b) Halifax Green Network Plan;**

**c) HalifACT;**

**d) Halifax's Inclusive Economic Strategy 2022-2027;**

**e) Sharing Our Stories[32]; and**

**f) any other priority plan approved by Regional Council while this policy is in effect.**

## 10.3.3 DISCRETIONARY APPLICATIONS

Discretionary applications include proposed amendments to this Plan, secondary municipal planning strategies, or land use by-laws, and proposed development agreements or amendments to development agreements, that require approval by Regional Council. This section outlines the circumstances and policy criteria that must be considered by Council when reviewing such proposals.

**I-9 In considering a secondary municipal planning strategy amendment or development agreement applications pursuant to the provisions of this Plan or any Secondary Municipal Planning Strategy, in addition to all other criteria as set out in various policies of this Plan, Council shall consider that:**

**a) the proposal is appropriate and not premature by reason of:**

**i. the financial capacity of the Municipality to absorb any costs relating to the development;**

**ii. the adequacy of municipal wastewater facilities, stormwater systems or water distribution systems;**

[32] Please note that as of the writing of this Draft Regional Plan, Regional Council has not yet adopted Sharing Our Stories. The plan is forthcoming, and the draft policies within this chapter reflect the proposed policies within the draft Sharing Our Stories Plan. Significant community engagement has been undertaken to support the development of Sharing Our Stories, however, should Regional Council choose to not adopt Sharing Our Stories, or choose to adopt an alternative policy, this chapter will be adjusted.

iii. **the proximity of the proposed development to schools, parks, and community facilities, and the capability of these services to absorb any additional demands;**

iv. **the adequacy of transportation infrastructure for pedestrians, cyclists, public transit and vehicles for travel to and within the development; and**

v. **the impact on registered heritage buildings, heritage streetscapes, and heritage conservation districts;**

b) **the subject lands are suitable for development in terms of the steepness of grades, soil and geological conditions, locations of watercourses, wetlands, and susceptibility to flooding;**

c) **that development regulations in the proposed development agreement will adequately mitigate potential conflict between the proposed development and nearby land uses, by reason of:**

i. **type of use(s);**

ii. **built form of the proposed building(s);**

iii. **impacts on adjacent uses, including compatibility with adjacent residential neighbourhoods, parks, community facilities, and railway operations;**

iv. **traffic generation, safe access to and egress from the site, and parking;**

v. **open storage and signage; and**

vi. **impacts of lighting, noise, fumes and other emissions.**

**I-10 Further to Policy I-9, at the time of application, proposals for development agreements shall identify any of the following conditions which are not suitable for development and development shall be directed away from these areas which include:**

a) **environmental features, including but not limited to aquatic, coastal, and riparian habitats, wetlands, and areas with steep slopes;**

b) **areas prone to flooding;**

c) **critical environmental features located within an Essential Corridor Special Area; and**

d) **areas that directly connect to adjacent Essential Corridor Special Areas.**

**I-11 Further to Policy I-10, opportunities to enhance or restore degraded environmental features shall be identified and considered as part of the development proposal where possible.**

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**I-12 Provided other policies of this Plan are satisfied and the proposed development is limited in scale, for the purpose of providing for the development of similar uses on properties which abut one another or share a common street line, the Municipality may consider the following development agreements or amendments to the applicable Land Use By-laws, for lands which are located where land use designations abut one another, as shown on the Regional Land Use Structure Map (Map 2):**

**a) amendments within a designation to provide for the development of uses which are uses permitted within the abutting designation;**

**b) amendments within a designation to provide for the development of uses which are uses permitted by the zone on the abutting property within the abutting designation;**

**c) development agreements within a designation which are extensions of development agreements in effect on the abutting property within the abutting designation.**

## 10.3.4 CONSERVATION DESIGN DEVELOPMENTS

The Conservation Design Development is a development tool that allows for clustered residential development in a manner that helps to preserve significant environmental and cultural features of the landscape. The Conservation Design Development tool was first introduced under the 2006 Regional Plan. These policies are intended to encourage growth within the Rural Growth Centres and to manage growth in between centres. The design process for a Conservation Design Development involves identifying lands that support important environmental functions or pose environmental hazards as primary conservation features. Culturally significant lands or those lands that provide environmental functions are identified as secondary conservation features and should be protected or incorporated as part of the development. Through this process, areas of the site best suited for development are identified and the development is designed to optimize environmental features and mitigate environmental impacts.

There are three (3) types of Conservation Design Development that may be considered for approval by development agreement:

- Lower Density Classic Conservation Design;
- Higher Density Classic Conservation Design; and
- Hybrid Conservation Design.

**Classic Conservation Design Form (Lower Density and Higher Density)**

The Classic Conservation Design Development form (Lower Density and Higher Density) involves the entire site, inclusive of a shared private driveway, being held in single ownership and requires building sites to be clustered on a portion of the site, conserving a larger connected common open space on the remainder of the site. Within Rural Growth Centres, a higher density option is available as means of supporting residential development within the Rural Growth Centres.

**Hybrid Conservation Design Development Form**

The Hybrid Conservation Design Development form is similar to a small-scale traditional residential subdivision development where individual lots are created on a new public street. Under this form a higher percentage of lands is conserved as open space on individual lots. This is achieved through restricting site development, inclusive of buildings, individual driveways and lawns, to a small area of the lot and

conserving the remainder of the lot as a non-disturbance area. The overall development is to be designed so that individual non-disturbance areas are contiguous for mutual ecological benefit.

The type of Conservation Design Development enabled is determined based on the location of a site in relation to the Rural Growth Centres. Higher densities are encouraged within the Rural Growth Centres.

**I-13 Subject to Policy I-14, the Municipality shall consider the following types of Conservation Design Development by development agreement where one-third or more of an area of land is within a Rural Growth Centre as shown on Map 4:**

**a) Lower Density Classic Conservation Design Development;**

**b) Higher Density Classic Conservation Design Development; or**

**c) Hybrid Conservation Design Development.**

**I-14 Lands entirely within the Lake Echo Sub-watershed, as generally illustrated on Map 4 shall not be eligible for Conservation Design Development, unless a proponent submits a survey prepared by a Nova Scotia Land Surveyor demonstrating that the subject area of land or a portion of the area of land is outside the Lake Echo Sub-watershed. Where any portion of a subject area of land is within the sub-watershed, the area of land within the watershed may be included for density and the net area calculation.**

**I-15 Subject to Policy I-16, the Municipality shall consider the following types of Conservation Design Development by development agreement where more than two thirds of the area of land is outside the boundaries of a Rural Growth Centre shown on Map 4:**

**a) Lower Density Classic Conservation Design Development to a maximum of 100 dwelling units; or**

**b) Hybrid Conservation Design Development to a maximum of 30 dwelling units.**

**I-16 A development agreement under Policy I-15 shall only be considered subject to the following location criteria:**

**a) On an area of land within the**

**i. Rural Commuter Designation; or**

**ii. Rural Resource Designation; and**

**b) On an area of land outside the:**

**i. Beaver Bank / Hammonds Plains Growth Control Areas as shown on Schedule J of the Regional Subdivision By-Law,**

**ii. the Rural Area Designation under the Eastern Passage/Cow Bay Plan Area; and**

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iii. **NEF 30 Contour as shown on Map 3 of the Planning Districts 14 & 17 (Shubenacadie Lakes) Municipal Planning Strategy; and**

c) **On an area of land which was in existence as of April 29, 2006 that has a minimum of 20 metres of continuous frontage on a publicly owned and maintained street/road which was in existence as of April 29, 2006.**

**I-17 Any Conservation Design Development application made pursuant to policies I-13 and I-15 shall be in accordance with Table I-1 and the following:**

**Site Studies and Assessments**

a) **Where the proposed development is to be serviced by a groundwater supply, a hydrogeological assessment conducted by a qualified professional has determined that there is an adequate supply of groundwater to service the development without adversely affecting groundwater supply in adjacent developments;**

b) **The development shall not rely on cisterns for potable water supply, except in special circumstances as may be authorized under an approved secondary planning strategy;**

**Site Development, Connectivity and Open Space Design**

c) **Primary Conservation Areas or Features as defined in Table I-1 are protected and retained as Open Space;**

d) **Where an area of land is subject to Policy I-14, proposed streets and building sites shall be located outside the Lake Echo Sub-Watershed.**

e) **A private driveway for Low Density Classic Conservation Design Development and High Density Classic Conservation Design Development shall only provide access to a public street for up to 20 dwelling units; and,**

**Separation Distances**

f) **Residential dwellings shall maintain a minimum separation of 800 metres from any permanent extractive facility.**

**I-18 For any Conservation Design Development application made pursuant to policies I-13 and I-15, the Municipality shall consider the following criteria:**

**Site Development, Connectivity and Open Space Design**

a) **Secondary Conservation Areas are incorporated as part of the overall Open Space Requirements;**

b) **The proposed streets and buildings sites are designed to avoid, where possible, Conservation Areas and Features;**

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**c) Connectivity of natural networks, including trails, is maintained with any open space on adjacent parcels, as illustrated by the Essential Corridors and High Ecological Value Areas as shown on Map 6;**

**d) Where a development pursuant to Policy I-13 is proposed for lands that extend beyond a Rural Growth Centre as illustrated on Map 4, preference shall be given to siting the development within the boundary of the Growth Centre.**

**Parkland Dedication and Additional Considerations**

**e) Parkland dedication may be relaxed to a minimum of 5% for the Lower Density and Higher Density Classic Conservation Design Developments; and**

**f) Any applicable matter as set out in Policy I-9 of this Plan.**

**Table I-1: Conservation Design Development Standards**

| **Property Location** | **Land Use Requirements** | |
|---|---|---|
| **Within Rural Growth Centres** | **Lower Density Classic Conservation Design Development** | |
| | Maximum Density | 1 unit per hectare of net developable area* |
| | Open Space Requirement | 40% of the net developable area as common open space |
| | Permitted Residential Uses | Single Unit Dwelling, Two Unit Dwelling and Townhouse Dwelling, including Secondary and Backyard Suites |
| | **Higher Density Classic Conservation Design Development** | |
| | Maximum Density | (a) One unit per 0.4 hectares of net developable area where the development is serviced with a municipal water supply; or<br>(b) One unit per 0.5 hectares of net developable area where the development is serviced with a groundwater supply; or<br>(c) Where a secondary planning strategy is adopted after August 29, 2006, the density prescribed by the secondary planning strategy. |
| | Open Space Requirement | (a) 40% of the net developable area as common open space; or<br>(b) Where a secondary planning strategy is adopted after August 29, 2006, the open space requirement prescribed by the secondary planning strategy. |
| | Permitted Residential Uses | (a) Single Unit Dwelling, Two Unit Dwelling and Townhouse Dwelling |

| | | |
|---|---|---|
| | | (b)Townhouses, shared housing uses, and multiple unit buildings prescribed by a secondary planning strategy adopted after August 29, 2006<br><br>(c) Secondary and Backyard Suites |
| | **Hybrid Conservation Design Development** | |
| | Maximum Density | 1 unit per hectare of net developable area |
| | Open Space Requirement | 80% of each lot is retained as a site non-disturbance area |
| | Permitted Residential Uses | Single Unit Dwelling and Two Unit Dwellings, including Secondary and Backyard Suites |
| **Outside Rural Growth Centres** | **Lower Density Classic Conservation Design Development** | |
| | Maximum Density | 1 unit per hectare of net developable area to a maximum of 100 units |
| | Open Space Requirement | 40% of the net developable area as common open space |
| | Permitted Residential Uses | Single Unit Dwelling and Two Unit Dwelling |
| | **Hybrid Conservation Design Development** | |
| | Maximum Density | 1 unit per hectare of net developable area to a maximum of 30 units |
| | Open Space Requirement | 80% of each lot is retained as a site non-disturbance area |
| | Permitted Residential Uses | Single Unit Dwelling and Two Unit Dwelling |
| **Inside or Outside Rural Growth Centres** | **All Types of Conservation Design Development** | |
| | Permitted Other Uses | Publicly or Privately owned Community Facilities, Home-Based Offices, Day Cares, and small-scale Bed and Breakfasts |
| | Permitted Open Space Uses | Agriculture, passive recreation, conservation-related uses or the placement of wastewater management facilities, community wells or other community facilities designed to service the development. |
| | Primary Conservation Areas or Features | Riparian buffers, wetlands, natural drainage systems, natural detention storage areas, slopes exceeding 30%, and floodplains, environmentally sensitive areas, archaeological sites and other areas of high ecological value. |
| | Secondary Conservation Areas or Features | Mature forests, bare rock, scenic views, trails, historic sites and buildings, and other features of high cultural value. |

*Net Developable Area means the gross area of a property excluding riparian buffers and wetlands, floodplains and slopes in excess of 30%.

**I-19 Subject to policies I-17 and I-18 of this Plan and notwithstanding the maximum density requirements in I-15 and Table I-1, within Rural Growth Centres as shown on Map 4:**

a) **secondary and backyard suites shall be permitted as additional units; and**

b) **the Municipality shall permit amendments to existing Conservation Design development agreements to allow for secondary and backyard suites as accessory uses**

**provided the secondary and backyard suites meet the requirements of the applicable land use by-law.**

## 10.3.4 SPECIAL PLANNING AREAS

In early 2022, the Province of Nova Scotia created an Executive Panel on Housing to address housing challenges in the region. As part of this initiative, the Minister of Municipal Affairs and Housing designated several Special Planning Areas in the Municipality to support the development of as many as 22,600 new residential units. To help accelerate an increase in the supply of housing, as outlined in the *Housing in the Halifax Regional Municipality Act*, the designation of a Special Planning Area allows the Minister to make decisions on planning matters in those areas.

At the time these areas were created, detailed planning for many of the Special Planning Areas had already been underway for some time, and draft policies for several had been well advanced. In instances where policy development has advanced to its late stages, allowing Special Planning Areas to proceed to early site development works concurrent with the resolution of detailed planning matters for the subject sites can help support the current demand for housing,

**I-20 Notwithstanding Policy I-9, the Housing Task Force may consider development agreements on lands designated as a Special Planning Area which supersede the Regional Subdivision By-law requirements to enable early tree removal, blasting, and earthworks by development agreement. The intent of this policy is to enable early site works concurrent with the resolution of detailed planning matters for the subject sites. As a requirement of the development agreement, the following drawings prepared by a Professional Engineer must be submitted as a condition of permitting:**

a) **Site Disturbance Plan;**

b) **Erosion and Sedimentation Control Plan; and**

c) **Site Grading and Stormwater Management Plan.**

## 10.3.5 REGIONAL OPPORTUNITY SITES

The Regional Plan Review considered several requests for mixed-use development on large parcels of land. These sites present an opportunity for new housing development that is needed to support the significant demand for housing of all types across the Municipality. In other instances new Federal Programs for housing have resulted in site specific amendment to the Regional Plan to enable housing. These property specific rules are outlined in this section.

## 10.3.5.1 SUBURBAN AREA SITES

**I-21 Notwithstanding the provisions of the Planning District 4 Secondary Municipal Planning Strategy, the Municipality may undertake a neighbourhood planning process for the Halifax Exhibition Centre lands (PIDs 40600728, 41457987, and 41432642). When considering this planning process, Council shall consider the following:**

**a) applicable direction contained in this Plan and Council approved Priority Plans;**

**b) that the proposal envisions a mixed-use neighbourhood that will provide a range of housing types and dwelling unit types, places of employment, and services where daily needs of residents can be met;**

**c) that a public participation program provides diverse and inclusive opportunities for public engagement during the planning process;**

d) **opportunities to coordinate with the ongoing planning for the expansion of the Ragged Lake Industrial Park, with particular regard to the transportation network and water and wastewater servicing infrastructure;**

**e) the relationship of the site to surrounding uses and neighbourhoods, including the Prospect Road area, Long Lake Provincial Park, Western Common Wilderness area, and the Ragged Lake Industrial Park;**

**f) if required, a land suitability assessment that identifies vulnerable landforms, sensitive ecological features and climate hazards, including any wetlands, watercourses, flood prone areas, steep slopes, forest cover, contaminated sites, and wildlife habitats and corridors;**

**g) if required, a culture and heritage assessment that identifies and evaluates culture and heritage resources located on or adjacent to the opportunity site;**

**h) if required, a baseline infrastructure study that assesses existing transportation infrastructure assets and constraints (using a multi-modal level of service analysis), and existing wastewater and water services infrastructure capacity and constraints;**

**i) overall site design, development densities and building massing consider all background studies and the Suburban Design Guidelines contained in Appendix C;**

**j) the classes of land uses permitted;**

**k) phasing of development ensuring a variety of uses are provided within the first buildings constructed on the site;**

**l) the use and conservation of energy;**

**m) the adequacy of proposed and existing public parks, open spaces and community recreation facilities that meet the objectives of this Plan and the Halifax Green Network Plan;**

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n) **the development's transportation network prioritizes walking, the easy use of mobility devices, cycling and transit and allows for connections to surrounding neighbourhoods;**

o) **provisions for incentive or bonus zoning; and**

p) **off-site improvements necessary to integrate the development in the neigbourhood.**

**I-22 The Municipality may permit mixed-use development in the Bedford Commons area (PIDs 00416222, 41214404, 41214370, 41240276, 00428458). When considering this planning process, Council shall consider the following:**

a) **applicable direction contained in this Plan and Council approved Priority Plans;**

b) **that the proposal envisions a mixed-use neighbourhood that will provide a range of housing types and dwelling unit types, places of employment, and services where daily needs of residents can be met;**

c) **the relationship of the site to surrounding uses and neighbourhoods, including the existing commercial and industrial development in the area;**

d) **overall site design, development densities and building massing consider all background studies and the Suburban Design Guidelines contained in Appendix C;**

e) **the classes of land uses permitted;**

f) **phasing of development;**

g) **the use and conservation of energy;**

h) **the adequacy of public parks, open spaces and community recreation facilities that meet the objectives of this Plan and the Halifax Green Network Plan;**

i) **the development's transportation network prioritizes walking, the easy use of mobility devices, cycling and transit and allows for connections to surrounding neighbourhoods;**

j) **provisions for incentive or bonus zoning; and**

k) **off-site improvements necessary to integrate the development in the neighbourhood.**

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## 10.3.5.2 RURAL AREA SITES

**I-23 The Municipality shall, through the applicable land use by-law, establish a Comprehensive Development District (CDD) Zone to apply to certain lands within the following Rural Growth Centres: Hubbards, Musquodoboit Harbour, Porters Lake and Upper Tantallon. This zone is intended to protect these lands as focal points for development within these centres by requiring development to proceed by development agreement except for the continuation and expansion of existing uses. In considering approval of such development agreements, HRM shall consider the following:**

**a) whether the development is designed as part of a focal point for the distribution of services to the outlying area;**

**b) the types of land uses to be included in the development which may include a mix of medium-density residential uses, secondary suites and backyard suites, ground floor commercial, institutional uses, recreation uses and parking facilities;**

**c) where necessary, locations for pedestrian sidewalks;**

**d) architectural details marking the entrance to buildings;**

**e) controls on signage;**

**f) controls on heights, massing, scale and type of development;**

**g) details of the exterior architectural design of new buildings which should be complementary to the traditional building style within the surrounding community;**

**h) where necessary, details concerning preferred traditional building materials;**

**i) appropriate locations of parking for park-and-ride facilities and retail outlets; and**

**j) any applicable matter as set out in policy I-9 of this Plan.**

## 10.3.5.3 SITES SUPPORTING AFFORDABLE HOUSING INITIATIVES

**I-24 The Municipality shall, through the applicable land use by-law, permit emergency shelter uses, shared housing uses, multi-unit dwellings uses and community facility uses on 5853 College Street, Halifax, (PID 00125427) to support the development of affordable housing through the Canada Mortgage and Housing Corporation (CMHC) Rapid Housing Initiative. Land use by-law requirements shall ensure that the building scale respects the historic character of the Carlton Street area.**

**I-25 The Municipality shall, through the applicable land use by-law, permit a shared housing use and multi-unit dwelling use at PID 40302507 to support the development of affordable housing through the Canada Mortgage and Housing Corporation (CMHC) Rapid Housing Initiative. Land use by-law requirements shall ensure that the building scale respects the character of the surrounding community.**

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# 10.4 THE REGIONAL SUBDIVISION BY-LAW

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

**I-26 When amendments to the Regional Subdivision By-law are brought forward for approval, the Municipality shall consider whether the proposed amendments are consistent with or further achieve the objectives and policies of this Plan, including any plans referenced by policies of this Plan for guidance.**

**I-27 The Regional Subdivision By-law may establish application submission requirements which require electronic document submissions and do not require paper submissions.**

## 10.4.1 GROWTH MANAGEMENT

To control development outside of rural centres and protect the open space network, this Plan discourages the ongoing development of large-lot residential subdivisions in the rural area. Limited development on existing roads will continue to be permitted in line with existing community plans and land use by-laws.

**I-28 Within the Rural Commuter, Rural Resource, Agricultural and Open Space and Natural Resource designations, the Municipality shall, through the Regional Subdivision By-law, permit the subdivision of lots fronting existing local roads, including existing private roads, to the extent currently provided for under existing Secondary Planning Strategies, and for those roads shown on completed tentative and final subdivision applications submitted on or before August 26, 2006. Within these designations but outside of Water Service Areas, lots fronting on existing non-local roads shall be permitted with wider frontages.**

**I-29 The Municipality shall, through the Regional Subdivision By-law, establish provisions to allow the approval of a maximum of eight lots on new public streets, per area of land with public street frontage in existence on August 26, 2006:**

- **a) within the Rural Commuter Designation, where the proposed road intersects with a local road; and**
- **b) within the Rural Resource Designation, where the proposed road intersects with a local road or non-local road.**

**I-30 The Municipality shall, through the Regional Subdivision By-law, prohibit approval of new private roads throughout the municipality.**

**I-31 The Municipality shall, through the Regional Subdivision By-law, regulate the design of flag lots in new subdivisions such that no more than three flag lots are contiguous to each other except that flag lots shown on tentative or final subdivision applications on file prior to March 13, 2004 are exempted from these requirements.**

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**I-32 Where a secondary municipal planning strategy so provides, the Regional Subdivision By-law may permit the creation of additional lots from an area of land which does not meet the minimum lot frontage requirements, providing the lots have access to a road. These provisions may also include the ability to retain lot frontage exemptions for areas of land which have undergone minor alterations that do not increase development potential.**

**I-33 Until transportation infrastructure capacity is increased within the Hammonds Plains and Beaver Bank areas, residential subdivision activity shall be limited. The Municipality shall, through the Regional Subdivision By-law, establish special provisions in the Hammonds Plains and Beaver Bank communities to:**

**a) limit development within portions of the Hammonds Plains and Beaver Bank communities;**

**b) prohibit the creation of new roads to generate residential development except where new roads can be demonstrated to improve traffic safety or achieve better regional network connectivity; and**

**c) permit approval of one additional lot from any area of land in existence prior to April 29, 2006, which does not meet minimum road frontage requirements.**

**I-34 The Municipality shall, through the Regional Subdivision By-law, allow subdivision approvals from concept applications which were filed prior to April 29, 2006 on lands outside of the portions of the Hammonds Plains and Beaver Bank communities identified pursuant to Policy I-33 and within the Beaver Bank, Hammonds Plains and Upper Sackville Secondary Planning Strategy subject to the restriction that where a completed tentative or final subdivision application, for the initial phase of subdivision construction has not been filed by April 29, 2007, no subdivision approvals shall be granted under this exemption.**

**I-35 Notwithstanding I-34, the area identified as the Indigo Shores Special Planning Area in accordance with the *Housing for Halifax Regional Municipality Act* and as shown as Schedule I of the Beaver Bank, Hammonds Plains and Upper Sackville Land Use By-law, shall be exempt from the restrictions identified in I-34. Further, the development of this area shall proceed by way of applied R-1 (Single Unit Dwelling) Zoning and by way of a development agreement to allow the development of more than 25 lots per year.**

**I-36 Before considering any amendment to this Plan or the Regional Subdivision By-law to permit additional serviced development within the Beaver Bank and Hammonds Plains Growth Control Area, or the Middle Sackville community, the Municipality shall complete the Strategic Growth and Infrastructure Priority Plan as outlined in RP-21.**

## 10.4.2 LEGACY SUBDIVISION APPROVALS

Prior to the adoption of the Regional Plan in 2006, applications for subdivision and development were approved that are not aligned with the overall growth management strategy of this Plan. While existing development rights have been acknowledged, should these rights not have been exercised, these rights will be phased out over time to ensure that new development meets the objectives of this Plan.

**I-37 The Municipality shall, through the Regional Subdivision By-law, establish restrictions on future development resulting from concept applications which were approved pursuant to the Interim Growth Management Controls. Subdivision pursuant to any completed concept application on file prior to January 22, 2004 may be considered for approval subject to the following:**

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

**b) where a final subdivision application for the final phase of subdivision has not been filed prior to April 29, 2031, subdivision may only be granted in accordance with the provisions of this Plan.**

**I-38 The Municipality shall replace all existing growth management mechanisms contained in secondary municipal planning strategies with the growth management provisions contained in this Plan except that:**

**a) the provisions adopted under the Eastern Passage/Cow Bay Secondary Municipal Planning Strategy shall continue to apply; and**

**b) provision shall be made within the Beaver Bank, Hammonds Plains and Upper Sackville Planning Strategy to allow for the development of large-scale subdivisions on lands zoned or under application for rezoning to a Comprehensive Development District prior to April 29, 2006.**

**I-39 The Municipality shall, through the Regional Subdivision By-law, establish special provisions to allow for consideration of approval of Lands of J. E. F. Hallett in Fall River (PID No's. 00506857 and 00506840), Lands of Atlantic East Properties Ltd. (Abbecombec Village) in Clam Bay (PID No. 41054024) and Lands of Kellswater Holdings Limited in Lake Echo (PID No's. 40168478 and 40881484) provided that[33]:**

**a) where a completed tentative or final subdivision application, for the initial phase of subdivision construction, pursuant to a completed concept application has not been filed by April 29, 2007, no subdivision approvals shall be granted under this exemption; and**

**b) where a final subdivision application for the final phase of subdivision has not been filed prior to April 29, 2031, subdivision may only be granted in accordance with the provisions of this Plan.**

[33] Please note this policy is an existing policy within the 2014 Regional Plan. The PIDs and property owners identified in this policy may have changed since 2014. This will be reviewed and updated to reflect the correct status of these parcels.

## 10.4.3 10 HECTARE LOTS

The HRM Charter enables lots that exceed 10 hectares in area to be created outside of the municipal subdivision approval process. This exception is generally intended for resource uses, such as farming or forestry. In recent years, however, it has become more common for people to utilize the exemption with the intent to create such lots for cottage or residential development. Although such lots can be created without meeting land use by-law requirements for road frontage, the lots must meet land use by-law requirements in order to obtain development permits.

To recognize that development permits were issued for a limited number of single unit dwellings on lots created through the 10-hectare exception in the HRM Charter, in 2017 Council approved relaxing the road frontage requirements and allowing the continued development of subdivisions that had received permits for some, but not all lots. The policies in this section represent a one-time exception, intentionally focused on these unique situations to maintain the general intent of this Plan while being fair to affected property owners.

**I-40 The Municipality shall, through the applicable land use by-laws, permit residential uses located on lots that do not meet road frontage requirements and were issued development permits on or before April 1, 2016.**

**I-41 The Municipality shall, through the applicable land use by-laws, permit development on lots that existed on or before April 1, 2016, and do not meet road frontage requirements within identified subdivisions that received development permits for some, but not all, lots located with the same subdivision.**

**I-42 The Municipality shall, through the applicable land use by-law, permit development on ten (10) lots that do not meet road frontage requirements and that existed on or before April 1, 2016 on the east side of Scots Lake in Musquodoboit Harbour.**

## 10.4.4 PARKLAND DEDICATION

The Municipality relies on a minimum of 10% park dedication for new subdivisions to acquire lands for future local parks. Currently, HRM uses a park classification system (Table 10.2) to guide how parkland dedication is determined. Each type of park has their recreation function, design features and size of community they intend to serve. The number of proposed households are key consideration when calculating the amount of lands needed to be acquired for parkland purposes through subdivision process.

Exemptions for park dedication could potentially detract from HRM's financial ability to carry out the vision of the Regional Plan and acquire lands that have longstanding value to the region for leisure and recreation. Given the pressures of population growth and the need for park infrastructure to support the growing needs of the region, parkland dedication of 10% will be expected, with limited application of a reduction to 5%.

**I-43 Subject to Policy EP-41, the Municipality shall, through the Regional Subdivision By-law, establish a requirement for a minimum of 10% park dedication for new subdivisions.**

**I-44 Further to Policy I-43, the required parkland dedication amount shall be reduced to 5% where a development meets the following conditions:**

**a) Classic Conservation Design Developments as provided for under Section 10.3.4 of this Plan; or**

**b) development is on a parcel of land that:**

**i. was in existence on June 16, 2007;**

**ii. the parcel of land is wholly designated Rural Resource, Agricultural, or Open Space and Natural Resources; and**

**iii. the subdivision results in a maximum of two lots, no remainder lots, and cannot be further subdivided.**

T**able 10.2: Parks Classification System**

| **Park Type** | **Criteria** |
|---|---|
| **Regional Parks** | **Capacity**<br>• preserve and protect significant natural or cultural resources<br>• serve the educational, cultural and recreation needs of the population of the entire region as well as for visitors to HRM.<br>**Amenity**<br>• All amenity categories including open space, wilderness, scenic beauty, flora, fauna, and recreational, archaeological, historical, cultural and/or geological resources<br>**Ownership -** federal, provincial, municipal, or non-profit conservation organization properties |
| **District Parks** | **Capacity**<br>• serve the recreation needs of several communities with a population in the range of 10,000 people.<br>**Amenity**<br>• walking and cycling trails, sports fields, picnic areas, supervised beaches, and play facilities for children<br>• intended for passive recreation uses that are left in a predominantly natural state.<br>**Ownership -** Municipal government |

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| | |
|---|---|
| **Community Parks** | **Capacity**<br>• to serve the recreation needs of a community comprised of three or four neighbourhoods with a population in the range of 1,200 people.<br>**Amenity**<br>• may be designed for organized youth and recreational adult level sports but may also include facilities for play by children.<br>• may also be designed for passive recreation and left in a predominantly natural state.<br>**Ownership -** Municipal government |
| **Neighbourhood – Community Hybrid Parks** | **Capacity**<br>• The hybrid may serve recreational services for in the population range of approximately 1,000 people.<br>**Amenity**<br>• The Neighbourhood-Community Park Hybrid is an intermediate park that requires more space than a neighbourhood park and may serve the function of a neighbourhood and/or community park.<br>**Ownership -** Municipal government |
| **Neighbourhood Parks** | **Capacity**<br>• These parks typically provide centrally located recreational services for neighbourhoods of 80 - 120 people.<br>**Amenity**<br>• primarily designed to provide unorganized play activities for children, quiet seating or rest areas<br>• linear linkages between other municipal parks or open spaces.<br>**Ownership -** Municipal government |

**I-45 When the Municipality is acquiring land through parkland dedication through the subdivision process, the following shall be considered:**

**a) the park classification system in Table 10.2;**

**b) level of service standards for parkland and outdoor amenities;**

**c) the anticipated cost to the Municipality of maintenance and operation of the parkland;**

**d) connection to existing trails and park systems;**

**e) access to coastal areas; and**

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**f) access to wetlands, lakes and other watercourses.**

# 10.5 WATER AND WASTEWATER SERVICES

## 10.5.1 URBAN SERVICE AREA

The Municipality works closely with Halifax Water to plan for the Municipality's piped water, wastewater and stormwater infrastructure needs. To effectively support decision-making for long-term growth and infrastructure investments, amendments to the Urban Service Area boundary should be limited. Amendments to the Urban Service Area may be considered if warranted by changes in population or employment growth, or where strategic investments in infrastructure support building healthy and complete communities.

The Municipality will regularly monitor our population and employment projections to inform whether additional lands may be required to accommodate growth within the urban area and may make amendments to the Urban Settlement and Urban Reserve designation during regular reviews of this Plan.

**I-46 The Municipality shall establish an Urban Service Area within the Regional Subdivision By-law to identify those areas where municipal wastewater and stormwater collection and water distribution systems are to be provided. Lands within the Urban Service Area shall only be developed with municipal wastewater and stormwater collection and water distribution systems.**

**I-47 The Municipality shall seek to prevent premature development for residential or mixed-use development with on-site services on lands designated Urban Settlement but not yet within the Urban Service Area by establishing an Urban Settlement Zone over these lands under the applicable land use by-law. This zone shall permit public parks and playgrounds but restrict new development to single unit dwellings serviced with on-site sewage disposal systems and wells on two-hectare lots on existing roads.**

**I-48 The Municipality shall seek to prevent premature development for industrial and other employment uses on lands designated Urban Settlement and within the Business/ Industrial Sub-Designation but not yet within the Urban Service Area by establishing an Urban Settlement Employment Zone over these lands under the applicable land use by-law. This zone shall permit utilities, conservation uses, and public parks and playgrounds.**

**I-49 In considering amendments to include additional lands within the Urban Service Area boundary, the Municipality shall:**

**a) undertake a planning process for the lands to be included within the Urban Service Area consistent with Policies HC-7 and HC-8, except that this requirement may be waived where, in the opinion of the Municipality and Halifax Water, the proposed amendment represents a minor adjustment to the Area;**

**b) consider the costs and feasibility of providing municipal services and infrastructure related to the extension;**

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**c) consider the need to oversize the water, wastewater or stormwater systems to allow for future development within the Urban Settlement designation; and**

**d) consider the need for infrastructure charges to pay for improvements consistent with Policy RP-15 and RP-16 and if it is determined that a charge is required, an infrastructure charge area shall be established or adopted concurrently with the boundary amendment.**

## 10.5.2 WATER SERVICE AREAS

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

However, the risk of inadequate performance of on-site sewage disposal systems in areas which are serviced with a central water supply is of concern. There is a higher degree of risk of on-site sewage disposal system failure in areas serviced with central water because the unlimited source of water can cause hydraulic overloading.[34]

The Municipality will recognize existing lands serviced by municipal water services only, and will only allow for limited extensions in certain circumstances.

**I-50 The Municipality shall, through the Regional Subdivision By-law, establish Water Service Areas where development shall be permitted which is serviced by a public water distribution system but without a municipal wastewater system. Within these areas, a water distribution system shall be required to service all new developments located adjacent to an existing water distribution system where a new or extended public street or highway is proposed. Further, no water distribution system shall be permitted to extend outside of a Water Service Area.**

**I-51 The Municipality may consider establishing new Water Service Areas, subject to the financial ability of the Municipality to absorb any related costs, if:**

**a) (i) the area is within a Rural Commuter, Rural Resource or Agricultural centre and it has been determined through a planning process that significant new growth is to be encouraged in this area; or**

**(ii) the lands are adjacent to an existing Water Service Area and a Conservation Design Development is proposed; or**

**(iii) the lands are adjacent to an existing Water Service area and within the portion of PID 40150567 designated Rural Commuter; and**

[34] Dillon Consulting Ltd. 2002. Ibid

**b) an area charge needed to pay for the water services or stormwater services has, where required, been adopted by by-law.**

**I-52 The Municipality may consider expanding existing Water Service Areas to existing communities, subject to the financial ability of the Municipality to absorb any costs related to the expansion, if:**

**(a) (i) the lands are near a water distribution system owned and operated by Halifax Water; or**

**(ii) a study has been prepared by a qualified person verifying that there is a water quality or quantity problem that cannot reasonably be rectified by an alternative means; or**

**(iii) there are environmental concerns related to the long-term integrity of on-site sewage disposal systems and a wastewater management plan is also considered in accordance with Policy I-59; and**

**(b) an area charge needed to pay for growth related improvements to the water or stormwater services has been adopted by by-law, or Halifax Water has advised that an area charge is not required.**

## 10.5.3 SOURCE WATER PROTECTION

Source water areas are the lakes, rivers, streams and groundwater that supply drinking water. Under the *Environment Act*, the Province is responsible for regulating water utilities and may designate Protected Water Areas (PWA) for water supply and regulate activities that may impair source water quality. Halifax Water is the utility responsible for enforcing regulations in the PWAs to keep the water clean and sustain the drinking water supply for future generations.

Halifax Water manages 9 surface water supply areas (watersheds) and 2 groundwater supply areas (wellheads). The Source Water Protection Areas (Map 8) consist of:

| **Surface Water Supply Areas** | |
|---|---|
| Provincially Designated Water Supply Areas (protected through provincial legislation) | • Bennery Lake<br>• Lake Major<br>• Pockwock |
| Non-designated drinking water supply areas | • Collins Park<br>• Middle Musquodoboit<br>• Bomont |
| Emergency Supply Areas | • Lake Lemont<br>• Chain Lakes |
| Future Water Supply Area | • Tomahawk Lake |
| **Wellhead Drinking Supply Areas** (surface and subsurface area surrounding a water well) | • Five Island Wellhead<br>• Silver Sands Wellhead |

Land use activities within Provincially designated water supply areas are currently regulated under existing land use by-laws leading to a wide variation in the range of permitted land uses within each community.

The Municipality will continue to allow for a variety of land uses provided that these uses do not threaten the municipal water supply and a consistent policy and regulatory approach is achieved throughout each watershed. Although Lake Thomas and Grand Lake are not designated water supply areas for the Region, Lake Thomas is upstream from two small system water treatments in which Halifax Water responds to spills, and, Grand Lake is a water supply area for the Municipality of East Hants. The Municipality recognizes the importance of Grand Lake to the residents of the Municipality of East Hants and intends to comply with the Provincial Statement of Interest in Drinking Water to help ensure the long-term sustainability of Grand Lake by creating regulations that protect the watershed from contaminates which may jeopardize the health of residents in the neighbouring municipality. Consideration may need to be given to adopting municipal measures to protect these water supplies as well as future water supplies.

**I-53 The Municipality shall, through the applicable land use by-law, establish a Protected Water Supply Zone which:**

**a) shall be applied to all publicly owned lands which serve as a water supply watershed, including emergency water supply watersheds and well head protection areas;**

**b) may be applied to private lands within these watersheds deemed necessary to protect the public water supply;**

**c) shall permit water distribution and purification facilities, passive parks and trails, conservation related uses, and other uses as provided by the existing community planning strategies for these areas; and**

**d) shall establish a minimum 100 metre riparian buffer around primary water supply sources, including Bennery Lake, Pockwock Lake, and Lake Major, which may be relaxed for privately owned properties adjacent to these lakes through the land use bylaw.**

**I-54 For any lands within a watershed or ground water supply area where a public water supply system has been established or is proposed, Council shall consider amendments to land use by-laws deemed necessary to:**

**a) protect the water supply;**

**b) ensure a consistent regulatory approach within each watershed; or**

**c) conform with any Statement of Provincial Interest Regarding Drinking Water.**

## 10.5.4 GROUND WATER SUPPLIES

The Municipality seeks to ensure that development in rural areas has an adequate and sustainable water supply. Hydrogeological studies can address this objective through testing to assess long-term sustainable yield of larger subdivisions with many lots or any potential impact on existing wells in adjacent subdivisions. The HRM Charter allows the Municipality to require hydrogeological studies as a condition of subdivision approval. A comprehensive understanding of groundwater supplies across the region is required to further direct development to appropriate rural centres where water is available.

**I-55** **The Municipality shall require a hydrogeological assessment for all subdivision applications to be serviced with on-site wells where the number of residential lots consists of ten or more. Subdivision approval will only be granted where the study determines that the quantity and quality of the groundwater source is sufficient to service the proposed development without adversely affecting groundwater supply in adjacent developments.**

**I-56** **To support growth in Rural Centres, through the Rural Community Planning program, the Municipality shall:**

**a) undertake a region-wide hydrogeological study regarding groundwater capacity across the rural areas of the region; and**

**b) cooperate with the Province of Nova Scotia to monitor the effects of development on the groundwater table and natural groundwater flows.**

## 10.5.5 PRIVATE ON-SITE SEWAGE DISPOSAL SYSTEMS AND WASTEWATER FACILITIES

Malfunctioning on-site sewage disposal systems may cause bacteria and other contaminants to enter groundwater and surface water which may pose health risks and cause environmental degradation. Contamination has resulted in closures to swimming and shellfish harvesting and has increased the eutrophication process of lakes and estuaries. The Municipality may seek measures to reduce the risk of these occurrences.

**I-57** **To support growth in Rural Centres and protect public health and the environment, through the Rural Community Planning program, the Municipality shall consider:**

**a) establishing Wastewater Management Districts within Rural Centres as shown on Map 4, or for areas that have failing on-site sewage disposal systems that cannot be remediated by private on-site sewage disposal systems; and**

**b) adopting a private on-site sewage disposal system by-law to require such systems to be maintained.**

# 10.6 MEASURING SUCCESS, REVIEWING OUR PLAN, AND ADAPTING TO CHANGE

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

**I-58** **The key performance indicators presented in Appendix A to this Plan shall be used by the Municipality to assist in evaluating the effectiveness of policies, programs, and investments in achieving the stated vision and objectives of this Plan.**

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**I-59 When undertaking reviews of this Plan, secondary municipal planning strategies or other HRM programs and investments, the Municipality shall seek the views of residents, institutions, businesses and community organizations in evaluating the effectiveness of existing policies, programs and investments.**

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

**I-60 Amendments to this Plan may be considered from time to time to address non-substantial matters or amendments which are consistent with or further the vision and objectives of this Plan.**

**I-61 This Plan shall be reviewed every five years, from the date the most recent five year review has been completed by Council and any changes have come into force, to evaluate the effectiveness of policies and programs adopted pursuant to this Plan in achieving its vision and objectives and where appropriate, amendments may be considered.**

**I-62 Proposed amendments to this Plan shall be accompanied by any amendments to secondary municipal planning strategies, land use by-laws and the Regional Subdivision By-law or other planning documents required for implementation so that these documents are consistent with this Plan.**

## 10.7 TRANSITION TO THIS PLAN

**I-63 Until this Plan becomes effective in accordance with the requirements of the *Halifax Regional Municipality Charter*, the Regional Plan adopted by Council on June 25, 2014 and as amended, shall remain in effect.**

**I-64 Where any completed development agreement application was received by the Municipality prior to Council's first notification to adopt this Regional Plan, the application shall be considered in accordance with the Regional Plan policies in effect at the time the application was received.**

**I-65 Future Business Plans and Budgets shall be reviewed by the Municipality to ensure alignment with the Regional Plan. Where Business Plan deliverables need to be adjusted, removed, or added, these changes shall be advanced during the regular Business Planning process for the purpose of strategic alignment to the Regional Plan.**

*Additional transition policies regarding specific developments may be included in this section.*

# APPENDIX A: KEY PERFORMANCE INDICATORS

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*Key Performance Indicators will be developed based on the final proposed version of this Plan.*

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# APPENDIX B: EXISTING SECONDARY MUNICIPAL PLANNING STRATEGIES

| Secondary Municipal Planning Strategies (SMPS) | Area Plans within SMPS |
|---|---|
| • Regional Centre Secondary Municipal Planning Strategy | - |
| • Dartmouth Municipal Planning Strategy | • Port Wallace Secondary Planning Strategy |
| • Halifax Municipal Planning Strategy | • Bedford Highway Secondary Planning Strategy<br>• Fairview Secondary Planning Strategy<br>• Mainland South Secondary Planning Strategy<br>• Wentworth Secondary Planning Strategy<br>• Western Common Area Secondary Planning Strategy |
| • Downtown Halifax Secondary Municipal Planning Strategy | |
| • Eastern Passage/Cow Bay Municipal Planning Strategy | |
| • Cole Harbour/Westphal Municipal Planning Strategy | |
| • Sackville Municipal Planning Strategy | |
| • Sackville Drive Secondary Planning Strategy | |
| • Bedford Municipal Planning Strategy | |
| • Timberlea/Lakeside/Beechville Municipal Planning Strategy | |
| • Lawrencetown Municipal Planning Strategy | |
| • Porters Lake and Lake Echo (Planning Districts 8 and 9) Municipal Planning Strategy | |
| • Lake Major, North Preston, Lake Loon/Cherry Brook and East Preston Municipal Planning Strategy | |
| • Shubenacadie Lakes (Planning Districts 14 and 17) Municipal Planning Strategy | • River Lakes Secondary Municipal Planning Strategy |
| • Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy | |
| • St. Margaret's Bay (Planning Districts 1 and 3) Municipal Planning Strategy | |

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# APPENDIX C: SUBURBAN DESIGN GUIDELINES

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# APPENDIX C

# SUBURBAN DESIGN GUIDELINES

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## PHOTOGRAPHY CREDITS

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(Photo by Sheri Lecker)

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# 1.0 INTRODUCTION

## 1.1 PURPOSE

The Suburban Design Guidelines is an Appendix to the Regional Municipal Planning Strategy (the Plan) and is intended to encourage excellence in urban design. Their purpose is to inspire and direct designers and decision makers, and to facilitate the evaluation of discretionary planning applications in the Suburban Area of the Plan. Their secondary purpose is to help guide the development of more detailed land use policies and regulations in the Suburban Area.



## 1.2 COMMUNITY DESIGN GOALS

The community design goals represent best practices for urban design that prioritizes pedestrians and transit oriented development.

## 1.3 COMMUNITY DESIGN CRITERIA

The community design criteria contained in these guidelines outline how a project's design should support the Municipality's goals. Each community design criteria is supported by a rationale and examples of best practices to ensure the criteria are clear and that the measure of success is well understood. When developing secondary planning policy or reviewing applicable development agreement proposals , the community design criteria that are relevant to the proposal must be reviewed, with the supporting rationale and examples used only when needed for additional explanation and context.

The document is structured as follows:

**Criterion:** An objective used to evaluate certain development proposals within the Halifax Regional Municipality.

**Rationale:** An explanation of the criteria (what), the reason the criterion is important for good design (why), and the manner in which success is measured (how).

**Representation:** Pictures and diagrams of the criteria for illustrative purposes only.





(Photo by Harrison Jardine)

# 2.1 SITE CONTEXT

**Site Context** is the starting point for successful community design for a site and informs each section of the guidelines: Site Context, Site Planning and Design, Open Space Design, and Building Design.

Examples provided of the successful application of each criterion represent best practices but may not be appropriate for every site. The most appropriate methods can be established through a site and context analysis.

# SITE CONTEXT - 1

## Criteria 1: The proposed development supports natural and cultural context

### RATIONALE

**What:** Halifax Regional Municipality is located on the traditional located in Mi'kma'ki, the ancestral and traditional lands of the Mi'kmaq people. The region is home to many naturally and culturally significant elements. This includes biophysical features (e.g. topography, vegetation, waterways) and community identities (physical and intangible).

Natural context refers to the landscapes that have shaped and formed both the region's environment and identity. With such significant growth occurring it is vital to consider and protect the natural environment and the value it provides both physically and intangibly. The natural environment can be supported and enhanced through design choices. Cultural context describes people's shared or common relationships such as history, backgrounds, knowledge, or preferences. These relationships can be supported through design choices. This is often about the historic function or use of a space and its relationship to current or past users. It is not limited to elements associated with a registered heritage property or cultural landscape, but it may include living heritage such as the traditions, events, objects, and places with significant meaning to one or more communities.

**Why:** Developments that support natural and cultural context reflects and respects past and present community relationships, integrates with existing context, and supports sense of place. The natural environment and its features are an integral part of the region and its past and present identity. Our society is diverse, and there is a limitless array of intersectional identity factors between and among all of us. Intersectionality creates diverse needs that require inclusive design solutions. A person may be impacted by design in complex and compounding ways, depending on their unique identity factors.



**Example 1:** Community events shape the design and use of open spaces and buildings

**How:** Supporting natural and cultural context for a site requires detailed analysis through primary and secondary research methods. Primary research involves the collection of data not previously gathered, rather than the analysis of that which is already available. Secondary research is performed through the summary, collation or synthesis of the results of existing research.

Successful analysis includes documentation of common relationships between the site and associated communities. These efforts acknowledge and carry forward community identity as part of the new development.

Examples of the successful application of this criterion include identifying and supporting the following:

- past, seasonal, or ongoing events specific to the site or context;
- working to preserve or enhance pre-existing natural features;
- preserve the natural environment, such as the topography, to contribute to the site's overall experience;
- emphasize a site's natural processes or features;




**Example 2:** Open spaces are opportunities to reflect and celebrate the history and culture of local communities



**Example 3:** Sackville library integrate public art with building design




**Example 4:** Community gathering in Dartmouth

# SITE CONTEXT - 2

## Criteria 2: The proposed development supports complete communities

### RATIONALE

**What:** Supporting a community is about determining community assets and filling in gaps in housing, employment services, amenities and activities that enhance how complete a community is for residents or visitors. The meaning of complete community can vary greatly depending on the community's demographic needs and aspirations.

**Why:** Complete communities are essential to the success and sustainability of a neighbourhood. Identifying gaps in housing, services, amenities, transit service, activities, and the needs of a particular community provides opportunities to design development to fill these gaps and ensure each community is more complete and offers social, economic, active, and environmental quality of life.



**How:** Supporting complete communities requires detailed analysis through primary and secondary research methods. Successful analysis includes documentation of the relationships between communities in an area and supporting services, transit options, and amenities.

Examples of the successful application of this criterion include identifying and supporting all of the following:

- a variety of shops and services;
- institutional uses (daycares, schools, and so on);
- flexible uses that can change with seasons or market conditions;
- parks and community facilities;
- proximity to employment and business areas;
- a variety of housing choices (multi-unit dwellings, grade-related units, and so on).



**Example 1:** Flexible use of a parking lot that is used as a farmers' market space



**Example 2:** Community facilities such as libraries, parks, and community gardens support complete communities




**Example 3:** Amenities that support access to transit and accessible transportation are important parts of a complete community

# SITE CONTEXT - 3

## Criteria 3: The proposed development supports transit-oriented complete communities

### RATIONALE

**What:** Transit Oriented Development (TOD) is an approach that integrates land-use planning and transit, encouraging the development of compact, complete communities around a transit terminal or transit corridor. This approach supports population growth, builds fast and efficient transit system, and more sustainable, affordable, and equitable communities.

Transit oriented communities are highly walkable and bicycle-friendly. They have a higher density of residential and commercial land uses that allow people to work, shop and play close to where they live. Aligning growth centres with key transit hubs and corridors increases transit ridership and supports other transportation modes. Providing for mid-rise and gentle infill within transit walksheds can further support accessible and affordable mobility. As Halifax moves to develop a Rapid Transit, densities can be aligned with the various levels of existing or planned transit service.

**Why:** Transit Oriented Developments can promote regional values such as effective infrastructure, healthy lifestyles, and sustainability. As HRM continues to grow, the development of new and existing communities based on transit oriented development principles will support healthier mobility options in areas that may traditionally have resulted in greater dependance on personal vehicles.



**How:** Supporting transit oriented developments requires detailed analysis through primary and secondary research methods. Successful analysis includes documentation of the network of amenities, residences, and transit service.

Examples of the successful application of this criterion include identifying and supporting all of the following:

- use walking distance targets of 400 m – 1200 m from transit to shops, employment, and higher density residences;
- ensure that paths to transit stops and stations are well connected through grid like connections and shorter blocks by (1) providing 65- to 90-metres mid-block pedestrian connections, and (2) making crosswalks frequently available for transit users to easily access both sides of the route;
- provide a mix of land uses through individual uses clustered or within buildings;
- encourage public spaces and public interactions through open and useable space near transit access, and minimize surface parking;
- align common entrances to developments with transit stops, and routes;
- prioritize higher density developments nearby transit stops and terminals by providing (1) higher density of residential within the first 400 m walking distance of rapid transit terminal or enhanced station, (2) mid-rise residential within 800 m walking distance of rapid or priority transit corridor, and (3) other mixed density housing within 1200 m of transit corridor;
- design buildings to abut sidewalks and be orientated to street frontage;
- accommodate a mix of different housing types and employment options and choice near transit access to create more inclusive communities and maximize transit use;
- plan for complete streets that complement the mix and density of land uses to encourage walking, rolling, cycling, use of transit, and to shop, stroll, and socialize.




**Example 1:** Bus stop with multiple routes located near high density residential use



**Example 2:** Bike lockers located in a shopping plaza to promote active transportation

# SITE CONTEXT - 4

## Criteria 4: The proposed development supports the neighbourhood character

### RATIONALE

**What:** Neighbourhood character describes the physical attributes that establish a sense of place at the neighbourhood level. This includes past and existing built and natural environments often evident in architectural styles, massing, siting, materials, and themes. Neighbourhood character is not limited to registered heritage properties or cultural landscapes. Any neighbourhood can support or establish a sense of place through design choices that build upon elements that define the character of the neighbourhood, be they historical or contemporary based on site or context analysis.

**Why:** Supporting or establishing neighbourhood character can add to the uniqueness of the site and define or perpetuate its sense of place. This form of recognition is important for celebrating the history of the place and providing its residents or visitors with a sense of appreciation, ownership, and inclusion. This can also promote navigation, support a place as a destination or a landmark, and introduce or preserve cultural assets.



**Example 1**: Establishing a sense of place through design choices and materials used (Photo from DORA Construction)

**How:** Supporting the existing neighbourhood character associated with a site requires detailed analysis through primary and secondary research methods. Successful analysis includes documentation of built and natural characteristics of the site, and associated neighbourhood along with determination of which characteristics best support the sense of place, and arranging design sites to suit both the existing surrounding context.

Examples of the successful application of this criterion include identifying and supporting all of the following:

- heritage assets and cultural resources;
- natural areas and elements, such as trees or green spaces that complement the network of open spaces;
- built form patterns, such as street layout, sidewalks, pathways, bike routes, transit routes, block structure, massing, and architectural style;
- patterns in the movement of people related to walking and active transportation;
- patterns in material use, colour palettes, and building and site elements;
- physical landmarks;
- the retention of sensitive environmental open spaces.



**Example 2:** Physical elements representing historical events support a sense of place




**Example 3:** Supporting neighbourhood character in Fishermen's Cove


RBC CENTRE
RBC



# 2.2 SITE PLANNING AND DESIGN

**Site Planning and Design** is generally concerned with the location and orientation of components or elements of a site, such as building massing, open spaces, land uses, prominent sites, pathways, services, utilities, parking, and driveways.

Criteria contained in this section are intended to guide site planning and design to result in positive experiences between people and the components or elements of a development site. Thoughtful site planning and design is informed by a contextual analysis and is the foundation for successful open space and building design.

# SITE PLANNING AND DESIGN - 1

## Criteria 1: The proposed development organizes building massing, open spaces, and uses to create and emphasize active streetwalls and prominent sites

### RATIONALE

**What:** This pattern establishes streetwalls and building massing that acts to enclose the sidewalk or street, like a wall. Active streetwalls are those that are highly animated with human-scaled elements and active uses. Typically, private open spaces that support active streetwalls are in the form of small front and side yards that emphasize the streetwall. Prominent sites are sites that are part of the built and natural environment that stand out from the community fabric and act as landmarks. They include view terminus sites, corner sites, and sites that abut significant civic spaces or buildings.

**Why:** Comfortable, safe, pedestrian-first streets depend on active and animated streetwalls. Organizing massing, open space, and uses to support active and animated streetwalls encourages two-way interaction between buildings, open spaces, and people. People on the sidewalk can window shop, while people in a café or apartment can look out over the streets. In a predominantly residential environment, a desire for privacy can easily compromise an active streetscape, so a balance in this context is needed to achieve both goals. Prominent sites provide greater opportunity to animate streetscapes and create unique places.

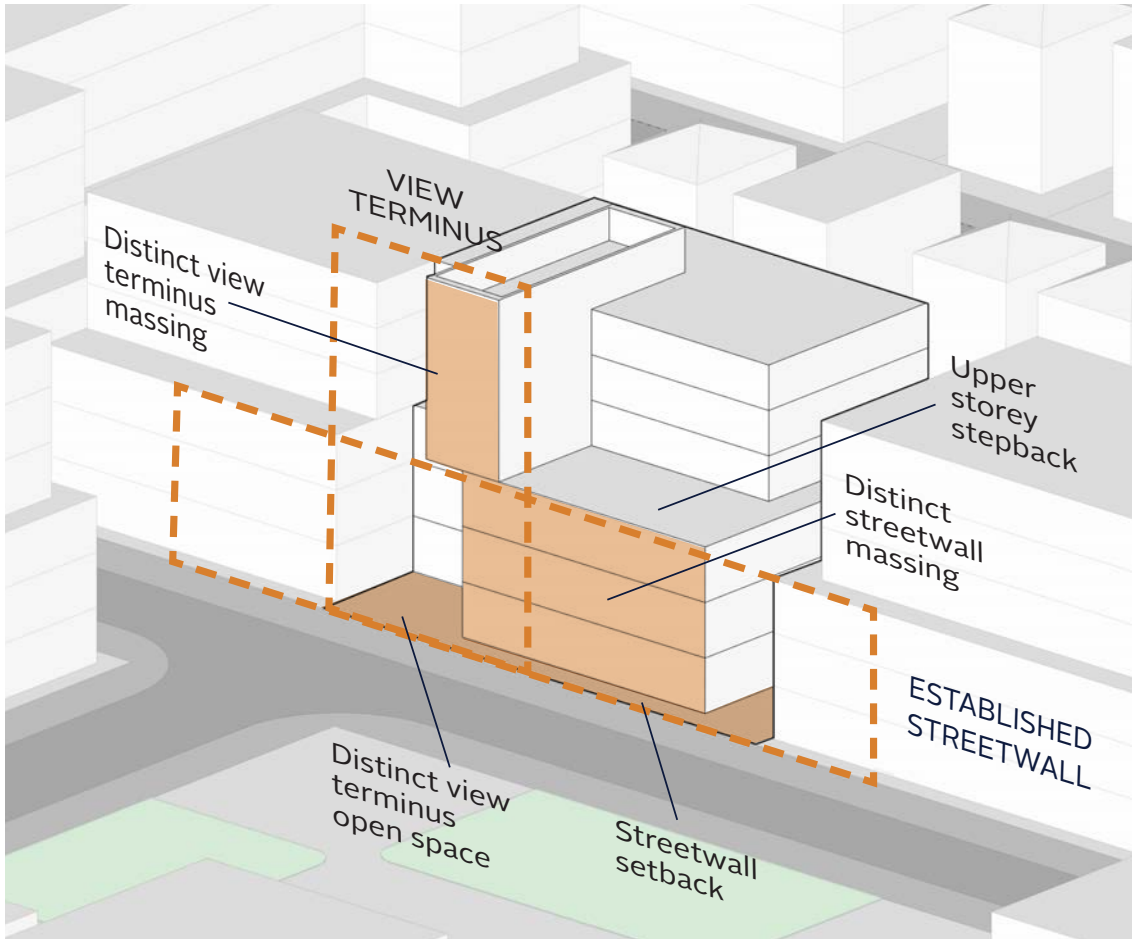



**Figure 1:** Representation of Site Planning and Design - 1

**How:** Where there are clearly established streetwalls located close to the streetline, use abutting buildings and open spaces to inform the siting and orientation of buildings and open spaces.

Examples of the successful application of this criterion include:

- locating buildings at or close to the streetline;
- occupying the majority of any street frontage with a human-scaled streetwall of 2-4 storeys;
- scaling and locating the streetwall consistent with abutting or adjacent heritage buildings;
- emphasizing view terminus sites with an at-grade open space or variations in massing and streetwall height aligning with the view terminus;
- using small open spaces to break up large lots to be consistent with fine-grained street, block, and lot patterns;
- where residential uses are proposed at grade, setting buildings back far enough to provide for privacy, but close enough to the streetline to perceive building details and support an animated streetscape;
- framing all public spaces and private open spaces with a human-scaled streetwall or podium between 2-4 storeys;
- varying streetwall height to emphasize prominent sites;
- where there is a fine-grained context with adjacent or abutting buildings, located close to the streetline, scaling and locating the streetwall consistent with that context;
- in areas where there is a narrow public sidewalk, providing open spaces in the front yard that can act as a small extension of the sidewalk;
- locating the most active uses in a development at-grade and close to the streetline;
- avoiding locating services, utilities, and parking in-line with the terminus line of a view terminus site; and
- minimizing the width of driveways and walkways in front yards to prioritize landscaping and pedestrian oriented architectural features such as entrances and porches.




**Example 1:** Locating building close to the streetline with human-scaled streetwall



**Example 2:** Streetwall established with corner design element reflecting past use of the site

# SITE PLANNING AND DESIGN - 2

## Criteria 2: The proposed development retains and introduces connections that support a pedestrian-friendly and transit oriented mobility network

### RATIONALE

**What:** The region's mobility network consists of all the routes that people can take by various means of transportation including walking, cycling, transit, mobility devices, other forms of active transportation, and automobiles. Reducing single-occupant vehicles to increase the use of sustainable transportation through pedestrian-friendly and transit oriented mobility networks. These patterns offer multiple route and mobility options, breaking-up large areas with small blocks and frequent intersections.

**Why:** A highly integrated mobility network of overlapping, fine-grained, linear routes provide a range of beneficial options from which people can choose their preferred route. Ideally, this means encouraging walking and active transportation over automobile use, as well as reducing walking times to access transportation options like transit. Large coarse-grained and indirect curvilinear routes reduce mobility options for many individuals and prioritize the use of the automobile over other transportation modes.

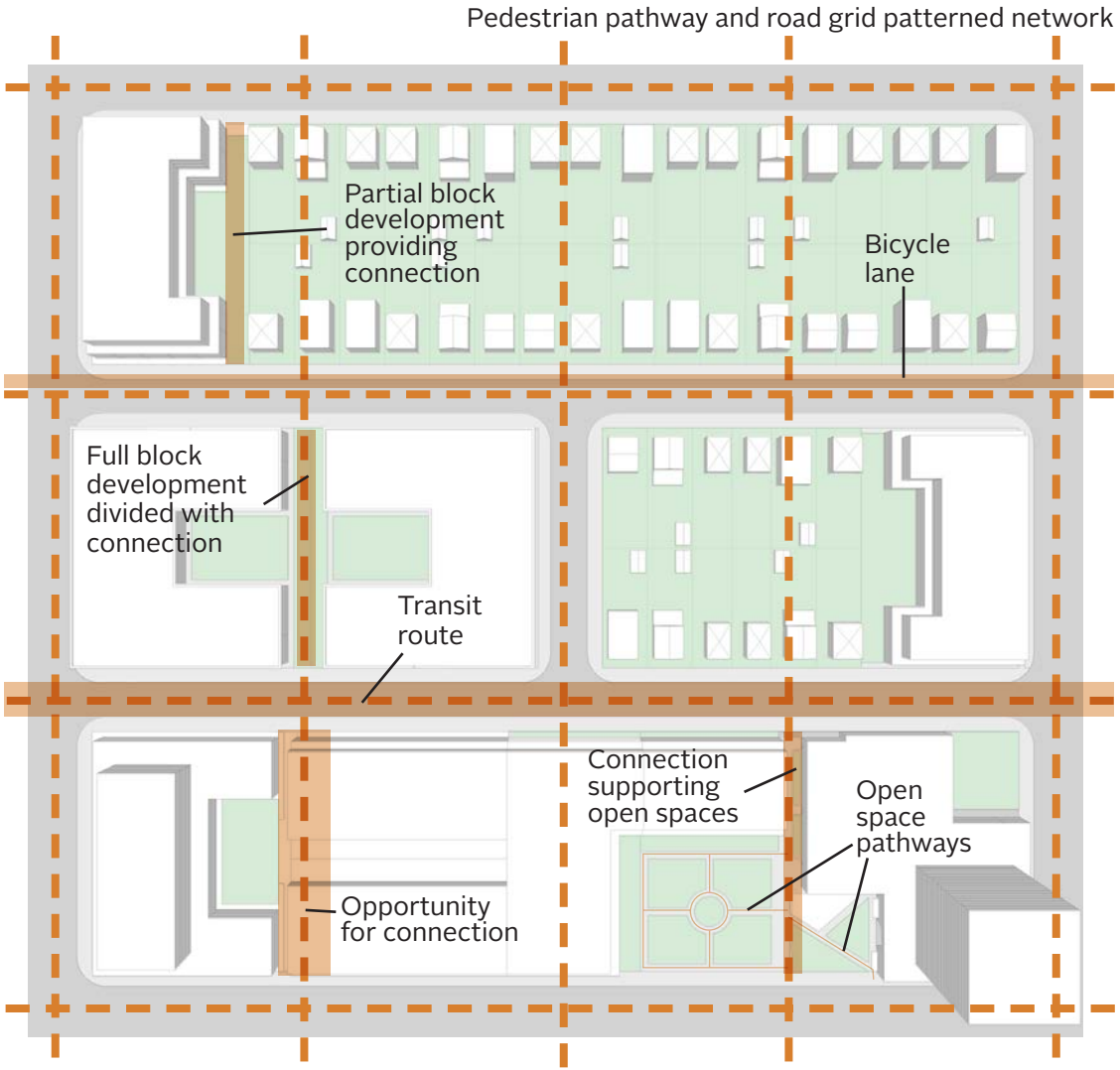



**Figure 2:** Representation of Site Planning and Design - 2

**How:** Where there are clearly established fine-grained mobility routes, use them to inform new routes and connections by continuing them on or through proposed development sites. Where these do not yet exist, direction for patterns and connections can be found in this Plan, and through a context analysis.

Examples of the successful application of this criterion include:

- where there is an existing pedestrian connection or a street that terminates at the site, continuing the connection(s) through the site using open spaces, pedestrian paths, or driveways with sidewalks;
- introducing new pedestrian connections through large sites to support the fine-grained mobility network;
- providing multiple accessible points through open spaces and to buildings;
- locating active uses adjacent to or abutting connections to animate the spaces and support their safe use;
- framing sidewalks with distinct and active human-scaled streetwalls;
- aligning common entrances with transit stops and routes;
- providing connections and spaces for bicycles on site and abutting active transportation routes;
- in areas where there is a narrow sidewalk, providing open spaces in the front yard that can act as a small extension of the sidewalk;
- avoiding cul-de-sacs and curvilinear roads and pathway patterns; and
- avoiding the creation of driveways that act as private roads that do not meet or compromise pedestrian comfort and a fine-grained mobility network.



**Example 1:** Providing spaces for bikes on site of transit terminals



**Example 2:** Continuing pedestrian connections from existing walkaways

# SITE PLANNING AND DESIGN - 3

## The proposed development retains and introduces open spaces that support the existing network of open spaces

### RATIONALE

**What:** The region's network of open spaces is a key defining component of the Halifax Regional Municipality. This network is comprised of and renowned for its wealth of green spaces, tree canopy, historic landscapes and natural areas including: parks, plazas, yards, mid- block open spaces, sidewalks, pathways, boulevards, watercourses and waterfronts.

**Why:** As a whole, this network plays and fulfills essential ecological, social, and economic roles. In isolation, some spaces may falsely appear to have minimal value and be dispensable. However, it is vital to the success of the region and the well-being of its residents, that all new development support the network of open spaces.

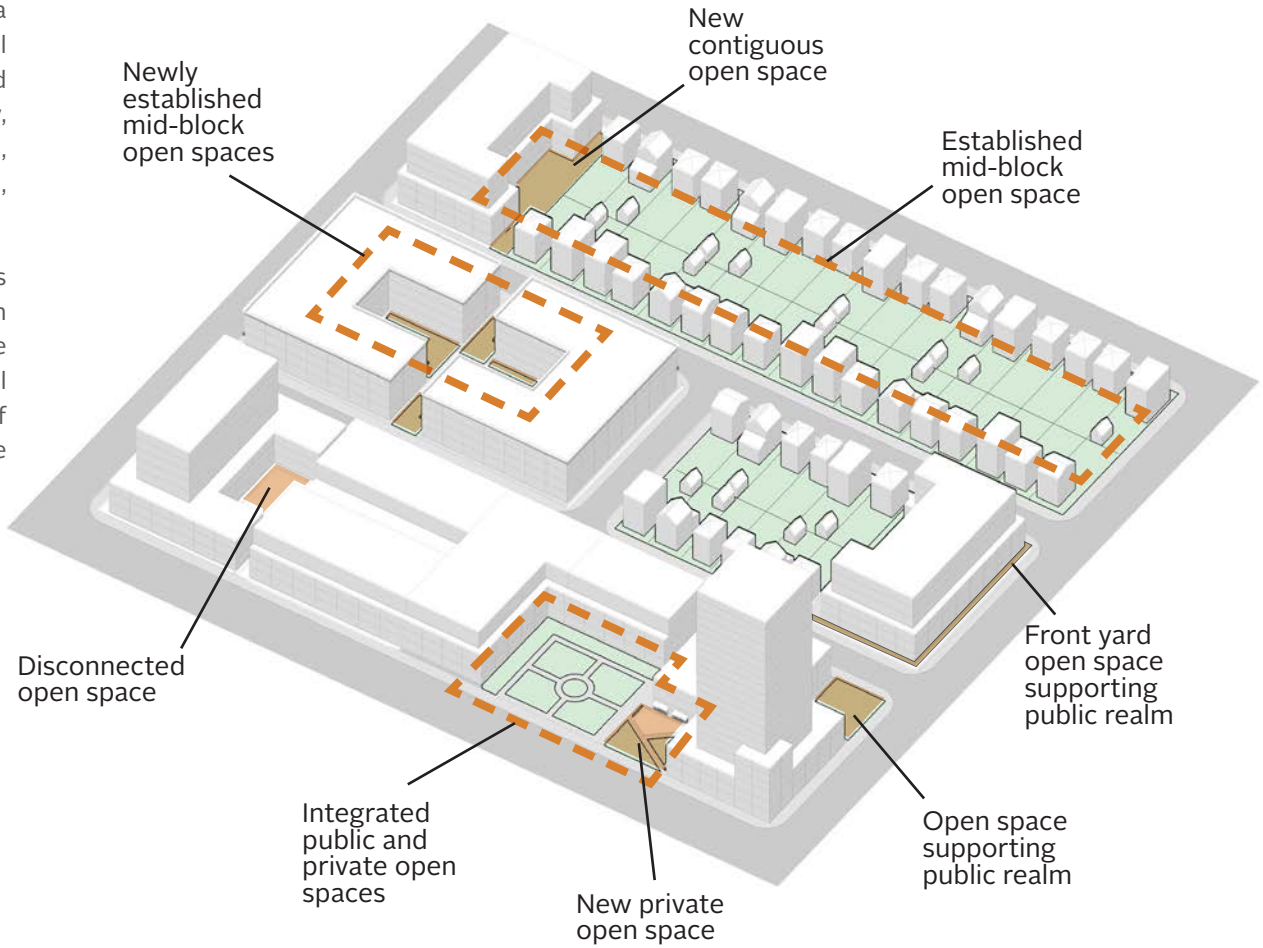



**Figure 3:** Representation of Site Planning and Design - 3

**How:** The siting and design of open spaces and buildings has a significant impact on how well a development supports the open space network, and its vital roles. Every site has an opportunity to support the network of open spaces by introducing new open spaces that integrate with existing spaces, by retaining established open spaces, or minimizing impacts on existing open spaces.

Examples of the successful application of this criterion include:

- physically connecting the proposed open spaces with existing open spaces;
- retaining or introducing mid-block open spaces between residential uses;
- where a clear pattern of front or side yards exist, retaining or introducing the same pattern of yards;
- connecting proposed open spaces with pedestrian pathways and sidewalks;
- framing or enclosing open spaces with human-scaled building massing and elements;
- introducing new open spaces on large sites to expand and support the open space network;
- locating active uses along the edges of open spaces; and
- locating indoor or rooftop amenity spaces to be visually connected to, or overlook existing open spaces.



**Example 1:** Connecting proposed open spaces with existing open spaces in new developments



**Example 2:** Connecting proposed open spaces with existing open spaces in new developments



**Example 3:** Private open space visually connected to sidewalk reflecting traditional context

# SITE PLANNING AND DESIGN - 4

## Criteria 4: The proposed development locates buildings and open spaces to optimize pedestrian comfort related to weather on, abutting, and adjacent to the development

### RATIONALE

**What:** Pedestrian comfort is about how buildings and open spaces are organized on a site, their relationship to each other, and how they can make people more likely to interact with a building or use a space. Weather includes precipitation, heat, cold, shadowing, and wind. For the purposes of this criterion, it also includes general climate conditions.

**Why:** To be pedestrian friendly and welcoming to a wide range of people, places need to be comfortable in various circumstances and at different times of the year. Where spaces are not designed with weather in mind, they are sometimes rendered impractical or otherwise undesirable for large periods of the year. This compromises pedestrian comfort and goals related to active streetscapes and spaces.

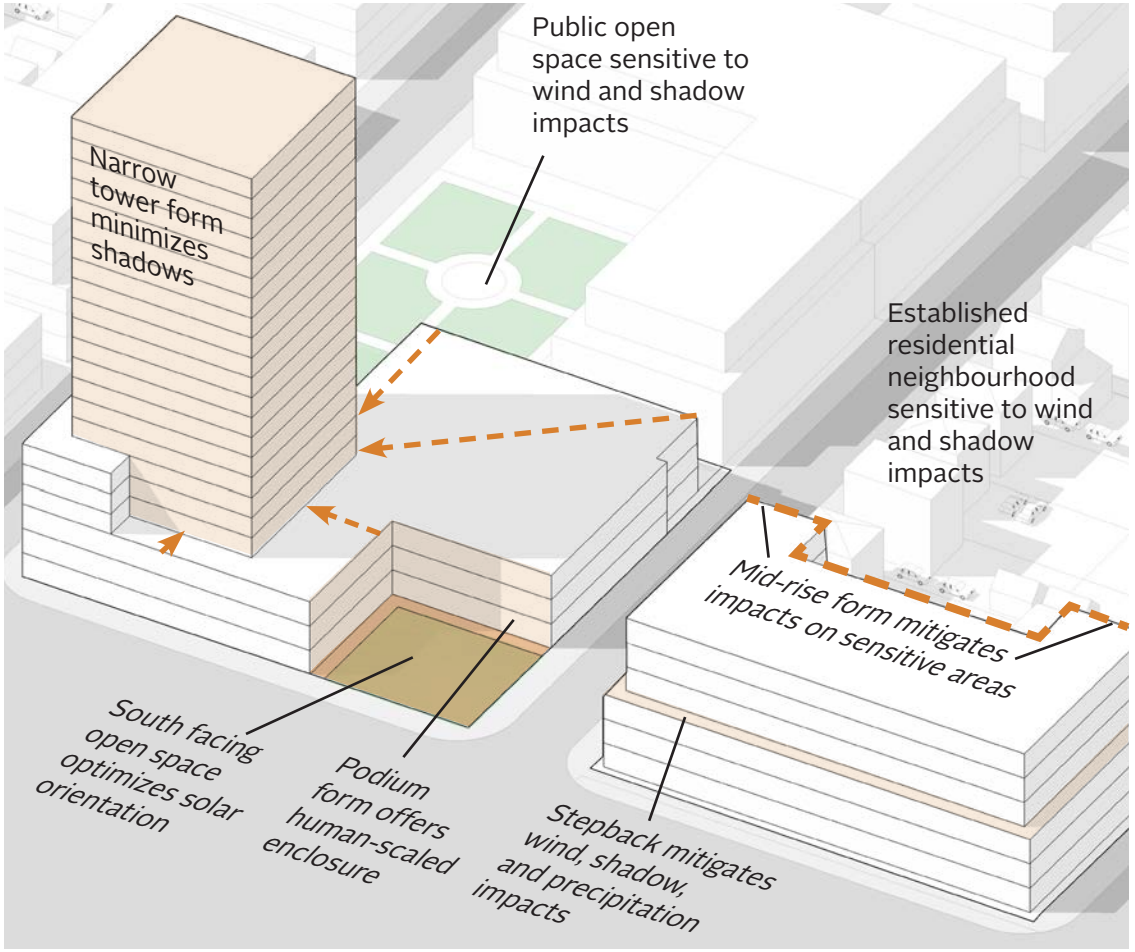
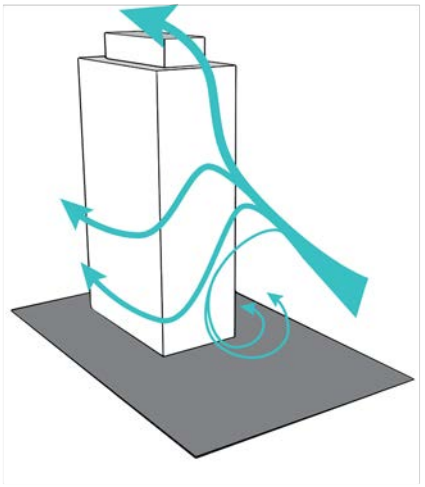



**Figure 4:** Representation of Site Planning and Design - 4

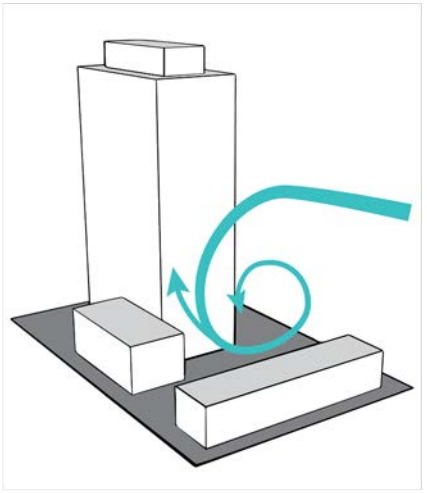
**How:** Active and animated spaces, such as streetwalls and publicly accessible open spaces, are most successful when their design has been informed by optimal solar orientation, wind impact mitigation, and opportunities for protection from precipitation. Generally, mitigating the impact of wind also mitigates negative impacts of precipitation.

Examples of the successful application of this criterion include:

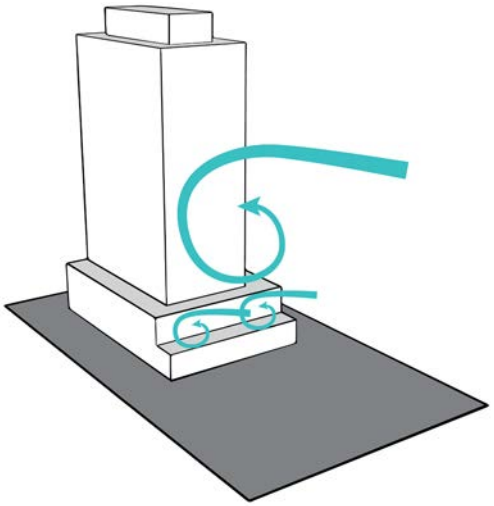
- designing building and locating towers to minimize shadow impacts on abutting open spaces, particularly public open spaces and sidewalks;
- maximizing streetwall stepbacks to mitigate shadow and wind impacts on sidewalks;
- maximizing all stepbacks to upper storeys to mitigate impacts of shadow and wind on residents, the public realm, and abutting residential uses; and
- designing front yards and patios to provide clear access to weather protection directly from the sidewalk.

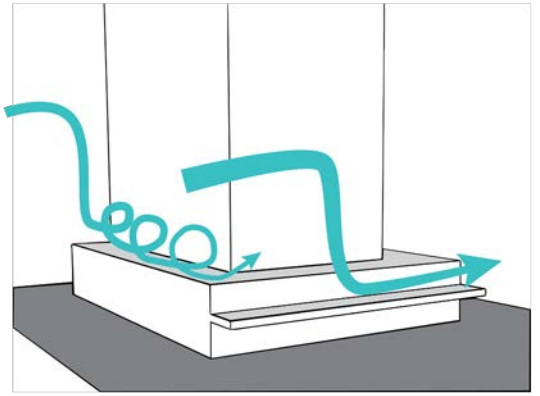


**Example 1:** Large sheer walls multiply wind impact



**Example 2:** Small abutting buildings can mitigate wind impact off site





**Examples 3 and 4:** Building stepbacks and projections such as canopies mitigate wind impacts on and off site

# SITE PLANNING AND DESIGN - 5

## Criteria 5: The proposed development locates and scales utilities, services, and parking to mitigate negative impacts on the public realm and neighbouring properties

### RATIONALE

**What:** Most developments require places for utilities, services, and parking. The scale, location, and orientation of these elements typically affect pedestrians negatively.

**Why:** People will avoid open spaces with high volumes of vehicle traffic, that are unsightly or have bad odours. Back-of-house services are not typically conducive to pedestrian-friendly places. Such open spaces compromise principles and goals related to animation in the streetwall. Yards abutting public spaces and publicly accessible open spaces, are most successful when services, utilities, and parking areas are not a part of the spaces. Where they must be a part of the space, thoughtful design decisions can mitigate their impact on the public realm and existing residential areas.

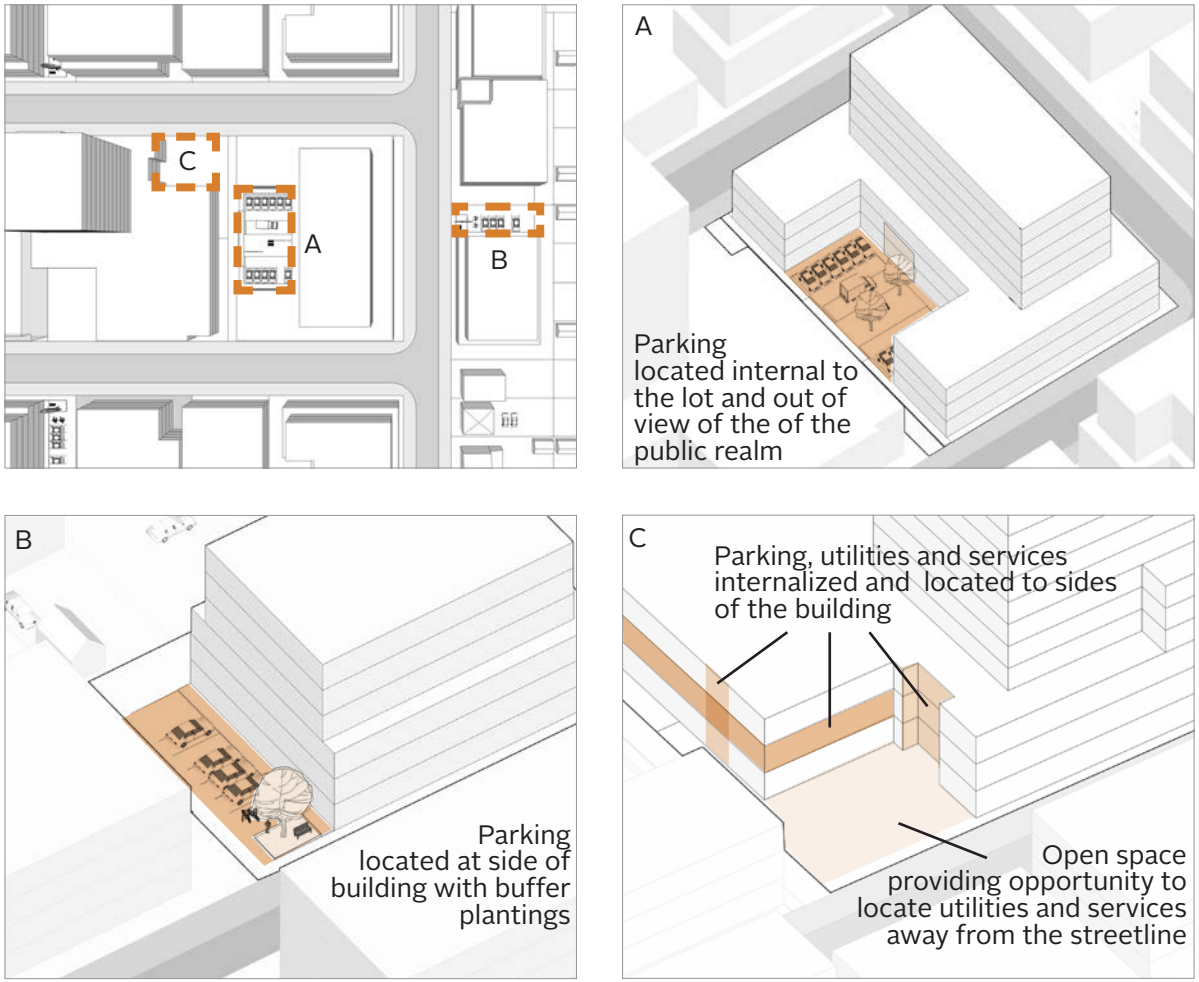



**Figure 5:** Representation of Site Planning and Design - 5

**How:** Integrating utilities, services, and parking into building and open space design, along with buffering techniques, can minimize their impact on the public realm and neighbouring properties.

Examples of the successful application of this criterion include:

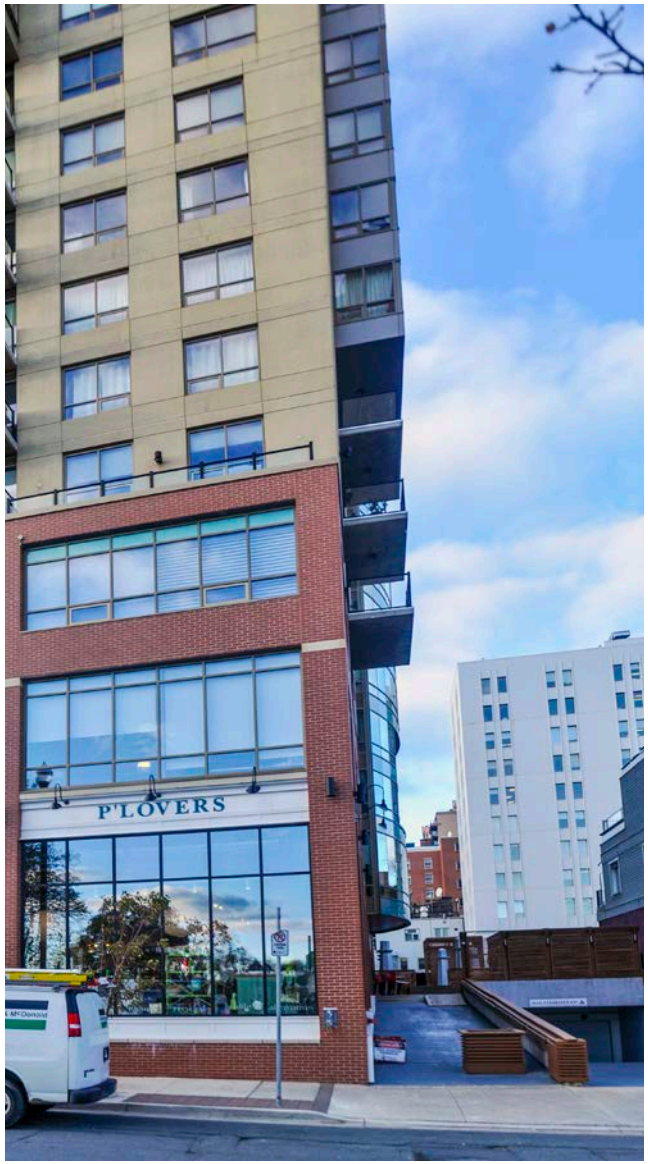
- internalizing services, utilities, and parking areas;
- locating services, utilities, and parking areas out of view of the streetline;
- locating access points and parking out of view of the streetline;
- creating shared parking for different peak times
- minimizing the scale of utilities;
- locating utilities and garbage collection areas internal to buildings when possible, and screened from public view with landscaping or enclosures when they must be located externally;
- locating shared parking so users can park once for multiple stops and encourage visits to surrounding shops and;
- Designing shared parking to consider pedestrian safety, including lighting and pedestrian pathways.



**Example 1:** Parking located to the rear of a building



**Example 2:** Shared parking for users to park once for multiple stops




**Example 3:** Parking entrance located away from the streetwall, to the side of a building

# SITE PLANNING AND DESIGN - 6

## Criteria 6: Established residential areas support complete communities, connectivity, and transit use

### RATIONALE

**What:** The Regional Municipal Planning Strategy directs the majority of new development in in transit corridors and growth centres. However, even lower-density neighbourhoods should be complete communities. Active transportation should be well integrated from the beginning in new communities to maximize connectivity. New and existing lower-density developments should make access to transit both convenient and attractive for residents to require a less dependence on automobiles. Incorporating different housing options and local commercial uses can support the daily needs of residents and the creation of complete communities.

**Why:** The Municipality aims to improve mobility options for all areas of the region, ideally encouraging high degrees of walkability and connectivity within all neighbourhoods. Establishing and enhancing pre-existing connections can help to increase overall connectivity for established residential areas, which are also important for the safety of residential areas in the event of an emergency . New lower-density developments should establish street and active transportation connections early on in the process and consider transitions to the neighbouring buildings and land uses.



**Example 1:** Emphasizing dwelling front doors and landscaping to contribute to streetscaping

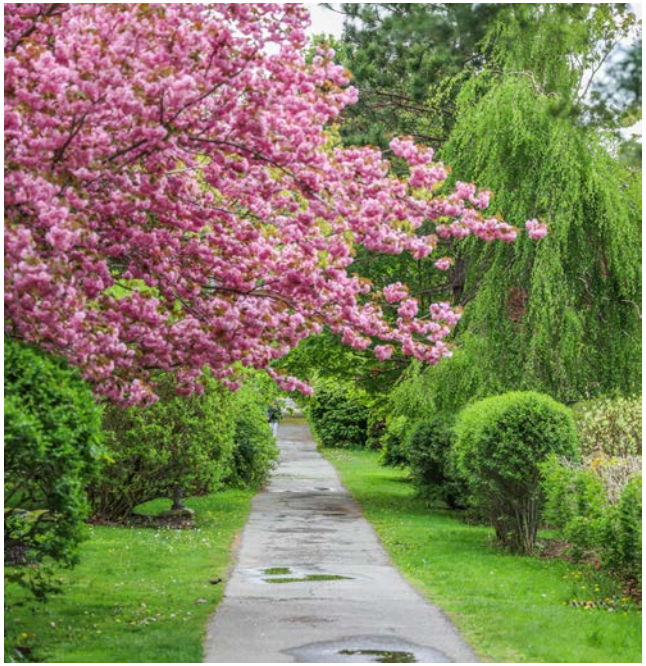
**How:** The design of lower-density developments has a significant impact on surrounding areas and future comprehensive growth of the community. Every development can advance connections, minimize impacts on ecological features, and have a pedestrian-friendly and transit-supportive focus from the beginning.

Examples of the successful application of low-density development criterion include:

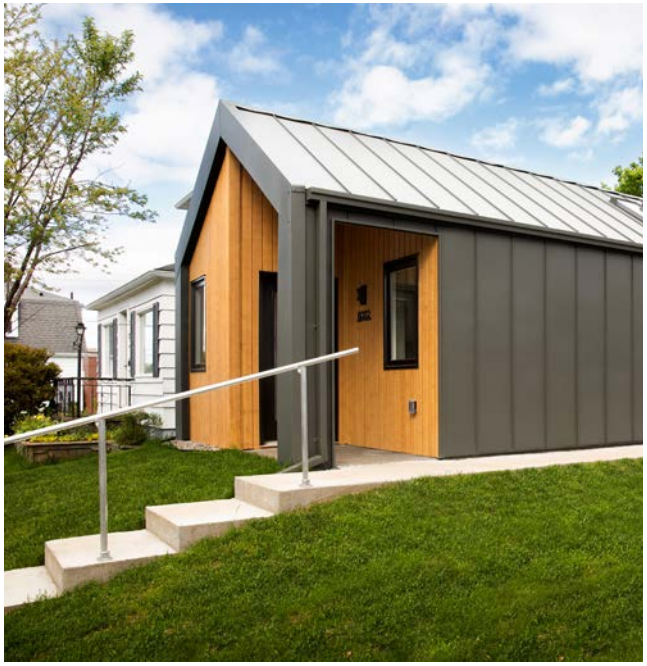
- allow for a range of lower-density housing options, including mullti-plexes, townhouses and low-rise apartments to support “missing middle” housing;
- incorporate local commercial uses to support daily needs of residents, including around transit bus stops and terminals;
- create or enhance streets and sidewalks to bus stops, transit terminals, community facilities and to the surrounding communities;
- avoid discontinuous streets and introduce new connections where they are already present based on a grid or modified grid framework;
- provide a gradual transition from higher-density development to existing lower-density neighbourhoods;
- allow attached dwellings to share driveways to maximize greenspace;
- use landscape buffers between abutting residential and commercial uses;
- emphasize dwelling front doors over windows and garages; and
- locate community amenities adjacent to high activity areas such as parks, walkways, transit stops, and so on.



**Example 2:** Range of lower-density housing options



**Example 3:** Neighbourhood pedestrian connection to promote connectivity



**Example 4:** Introducing gentle density that supports neighborhood character (Photo from Kelly Clark)

# SITE PLANNING AND DESIGN - 7

## Criteria 7: The proposed development supports and respects the natural environment

### RATIONALE

**What:** The Municipality is home to a rich and geographically diverse natural environment. New developments, particularly when expanding into more ecologically sensitive areas, must take this into account. The natural environment should be incorporated into new developments and supported through various features. Choices in design should aim to mitigate and prevent impacts to the natural environment, but also avoid or mitigate natural hazards on development such as flooding, erosion, climate change impacts and the potential for wildfires.

**Why:** The Municipality's natural environment plays an integral part in many natural physical systems that are important for everyone. In addition, the natural environment is an integral part of the region's identity. With growth and development pressures continuing to heighten it is vital to consider the role of the natural environment amongst developments. All developments have a role in preserving, promoting, and enhancing the natural environment.



**How:** Developments will always have varying degrees on the natural environment. By working with and not against, developments can preserve and protect critical features of the natural environment.

Examples of the successful application of low-density development criterion include:

- allow for a range of lower-density housing options, including mullti-plexes, townhouses and low-rise apartments to support “missing middle” housing;
- conserve natural topography, watercourse buffers and features that support connected greenspaces and ecological functions;
- avoid areas that may be hazardous to development, such as steep slopes and wet areas;
- use forms of vegetation to both transition to and support the built form;
- use different forms of vegetation to support different types of habitats;
- when the preservation of existing vegetation is not possible introduce new forms to support local ecosystems;
- maintain landscape buffers around natural features for enhanced protection;
- use landscaping as a means of achieving other design purposes such as streetscaping;
- design stormwater management to contribute to greenspace and pedestrian infrastructure; and
- maintain a landscape buffer to natural greenspaces to protect ecological character and mitigate risk of wildfires.



**Example 3:** Vegetation introduced in the development to support the natural environment



**Example 1:** Integrating design elements with the landscape




**Example 2:** Use of landscaping to contribute to streetscaping





# 2.3 OPEN SPACE DESIGN

**Open Space Design** is generally concerned with the design of spaces that are not occupied by buildings, parking, or driveways. This includes the design and organization of those spaces, such as landscaping, materials, furniture, small structures, weather protection, monuments, and cultural artifacts.

Criteria contained in the Open Space Design section are intended to guide the design of open space that provides positive experiences for people and support a transit oriented, pedestrian friendly, and human-scaled public realm throughout the region.

# OPEN SPACE DESIGN - 1

## Criteria 1: Open spaces in the proposed development are designed to reflect existing neighbourhood aesthetic themes and enhance the public realm

### RATIONALE

**What:** A neighbourhood theme can be apparent in open space design through the use of materials, plantings, and patterns. An aesthetic theme refers to a collection of such details in an area. This occurs when multiple sites use the same or similar materials and finishing, colours, landscaping and other details, often reflecting a specific era, style, or design intent.

**Why:** Within the region many areas contain distinct or subtle aesthetic themes that contribute to the sense of place for the area. Incorporating elements from a theme into the design of open spaces reinforces the character of an area. Landscaping or open space design that dramatically contrasts a designed or inherent theme, can negatively impact the look, feel, and desirability of the area, and be seen to have a lack of regard for the context.

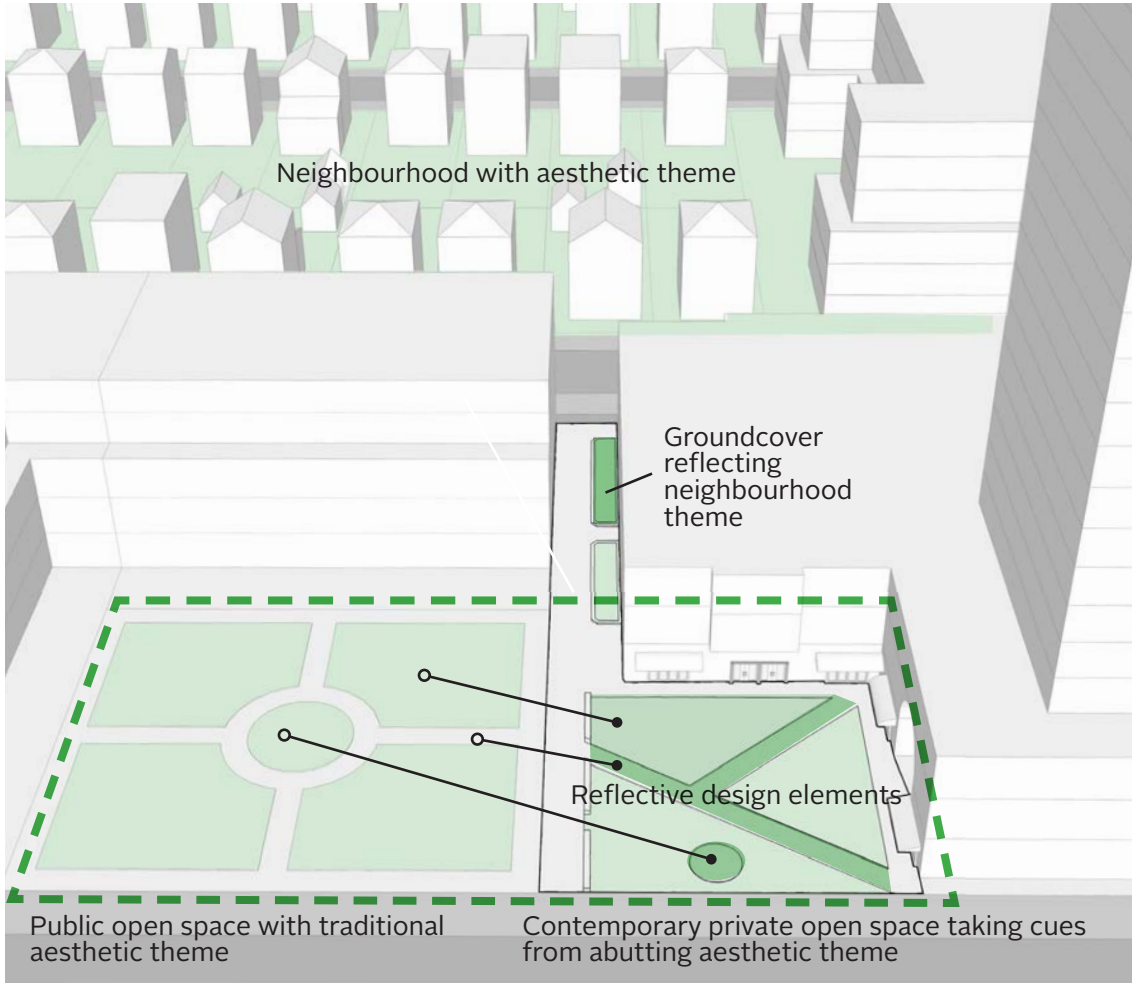



**Figure 6:** Representation of Open Space Design - 1

**How:** Where an area has an existing aesthetic theme(s), successful developments use that context to inform design decisions. Where there is no clear theme, or the theme conflicts with the community design goals and policies, the design of open spaces should be informed the Land Use By-law.

Examples of the successful application of this criterion include:

- designing all open spaces with material and colour patterns that
  - are traditionally found within the neighbourhood,
  - reflect or complement abutting public spaces, and
  - reflect or complement abutting heritage assets and cultural resources;
- designing open spaces with plantings and greenery that reflect or complement plantings or greenery on abutting properties;
- designing publicly accessible open spaces with surface materials that link with and expand upon the design of abutting open spaces; and
- using lighting options that complement the site as well as abutting open spaces or building design.



**Example 1:** Open space and building reflect the historic grainery context (Photo by Geoffrey Creighton)



**Example 2:** Open space material and colour patterns reflect Halifax Waterfront character

# OPEN SPACE DESIGN - 2

## Criteria 2: Open spaces in the proposed development are designed to be accessible to all

### RATIONALE

**What:** Designing an open space to be accessible is about design choices that encourages active transportation and enable pedestrians, including people using mobility devices such as wheelchairs, to easily access and interact with the space. This includes built components of the space as well as other elements that do not specifically relate to physical access.

**Why:** Traditional open spaces have many access issues and are not accessible or receptive to a wide range of people. Some places are hard to access for many people for all or most of the year, particularly in the winter. This is often a reflection of the materials chosen for ground cover and pathways, a lack of accessibility tools or technology, or a lack of appreciation of what it means to be accessible for all ages and abilities.

Welcoming people of all ages and abilities is important because everyone should feel comfortable and free to move throughout their communities and neighbourhoods. This supports complete communities as it pertains to accessing housing, services, amenities, and activities. Open spaces that relegate accessibility infrastructure and segregate a particular group, such as ramps away from common entrances, contradict the principles of complete communities.




**Example 1:** Robert Burns Plaza, Halifax

**How:** Successful open space design incorporates accessibility measures and, specifically responds to the needs of the development site's associated communities and neighbourhoods. Open spaces that integrate accessible features are most successful when they complement urban design and do not draw overt attention to any particular mobility challenge.

Examples of the successful application of this criterion include:

- designing open spaces with
    - both passive and active spaces that consider diverse users,
    - clearly defined barrier free access points,
    - a variety of accessibility tools to help users navigate the space such as signs, tactile strips, audible features, and landmarks,
    - flat, smooth, and slip-resistant surfaces as to not act as a barrier to any means of mobility,
    - clearly lit pathways and gathering spaces, and
    - Crime Prevention Through Environmental Design (CPTED) practices; and
- where there is a narrow sidewalk, designing open spaces in the front yard that act to extend the hard landscaping treatment of the sidewalk.



**Example 2:** Barrier free open space and amenity on the Halifax Waterfront



**Example 3:** Barrier free open space and amenity in Fishermens Cove

# OPEN SPACE DESIGN - 3

## Criteria 3: Open spaces used as amenity space are designed to optimize pedestrian comfort and interaction

### RATIONALE

**What:** Pedestrian safety, comfort and interaction are highly dependent on the purpose of the space and designing human-scaled spaces to mitigate the intensity and scale of the surrounding or abutting community environments, providing respite when needed or desirable. For example, gathering places need relatively large open areas, various seating options, and opportunities for social interaction.

**Why:** Open spaces designed for pedestrian comfort show concern for both physical comfort from weather, and the social well-being of the users. Various degrees of flexibility are generally desirable for most spaces. Consideration must also be given to the experience of people with diverse characteristics and intersectionality, such as age and gender, or gender and ethnic status.

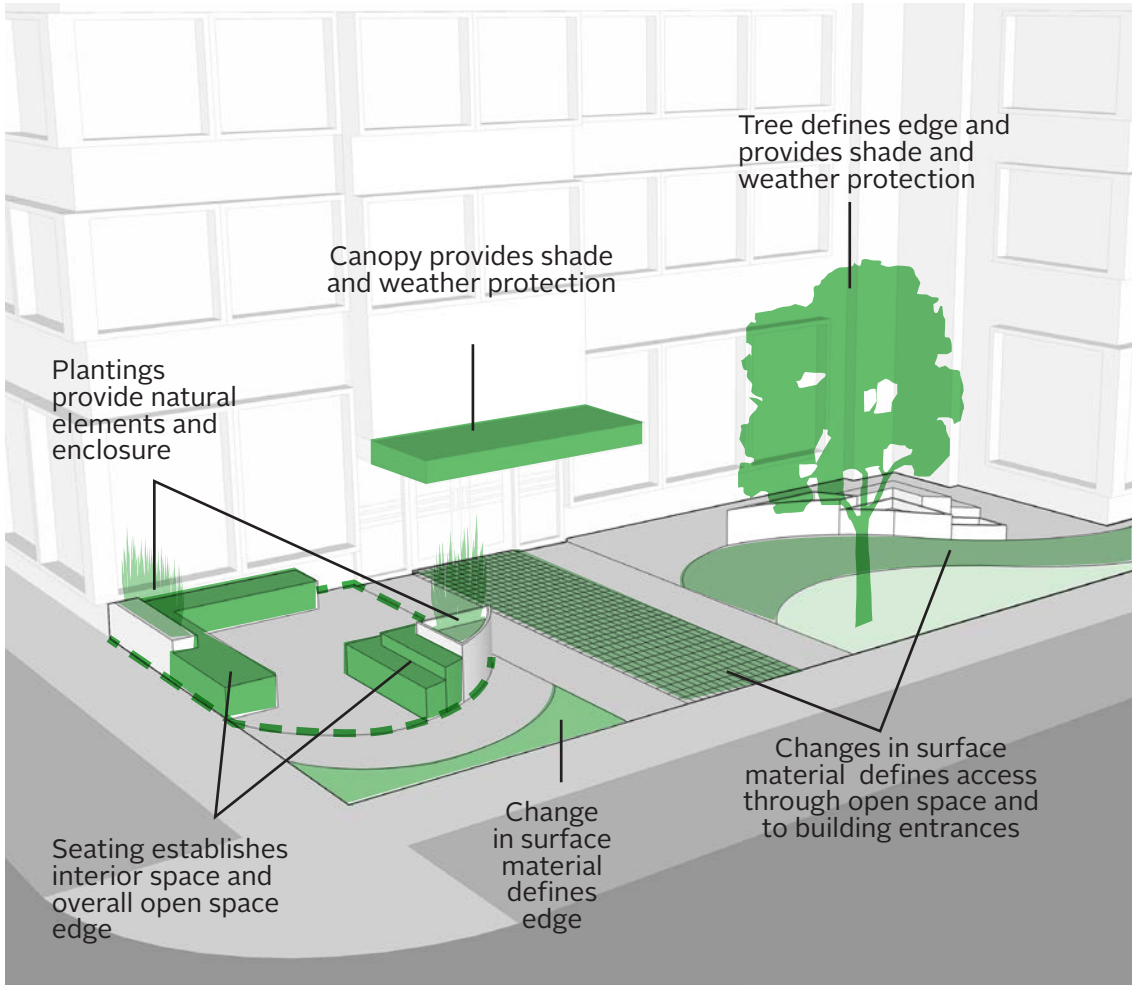



**Figure 7:** Representation of Open Space Design - 3

**How:** Active and animated open spaces, such as streetwalls and publicly accessible open spaces, are most successful when their design has been informed by minimizing shadow, minimizing wind impacts, and providing protection from precipitation. Successful open spaces are designed with the purpose of helping to complete communities in the area. Design can reflect physical and non-physical aspirations.

Examples of the successful application of this criterion include:

- designing open spaces with:
    - trees and a variety of human-scaled elements such as vegetation, planters, chairs, and short stone walls,
    - multiple seating options,
    - pedestrian weather protection from wind, sun and precipitation,
    - design open spaces with interactive elements such as, public art, cultural artifacts, monuments, memorial pieces, picnic areas, and so on, and
    - multiple access points, well-lit pathways, and gathering spaces;
- designing large open spaces with a variety of smaller spaces that reflect different purposes;
- defining the boundaries of open space using treatments such as changes in materials, seating, and plantings;
- integrating abutting facades with canopies and awnings into open space programming;
- maintaining sightlines into open spaces;
- using awnings, canopies, plantings, or moveable furniture;
- avoiding blank walls abutting open spaces;
- integrating the architecture of the building into the open space;
- retaining existing trees which enhance the open space; and
- in areas where there is a narrow sidewalk, designing open spaces in the front yard to extend the same hard landscaping treatment as the sidewalk.



**Example 1:** Open space with seating options and well defined spaces integrated into the existing pedestrian network




**Example 2:** Commercial setback containing seating, tables and providing weather protection

# OPEN SPACE DESIGN - 4

## Criteria 4: Open spaces are designed to incorporate sustainable landscape practices

### RATIONALE

**What:** Sustainable landscape practices are design solutions that positively impact the environment and raise public awareness of sustainable practices.

**Why:** Planting native plant species and trees diversifies and strengthens the native vegetation in the region. New innovations in landscaping technology and materials can be used to push creativity in design solutions. A public realm that is designed with regard for sustainable landscape practices is responsive to the environment and actively contributes to the health of the immediate area, its users, and ultimately the region.



**Example 1:** Roof of a building in Downtown Halifax

**How:** Sustainable landscape practices use the benefits of natural systems to:

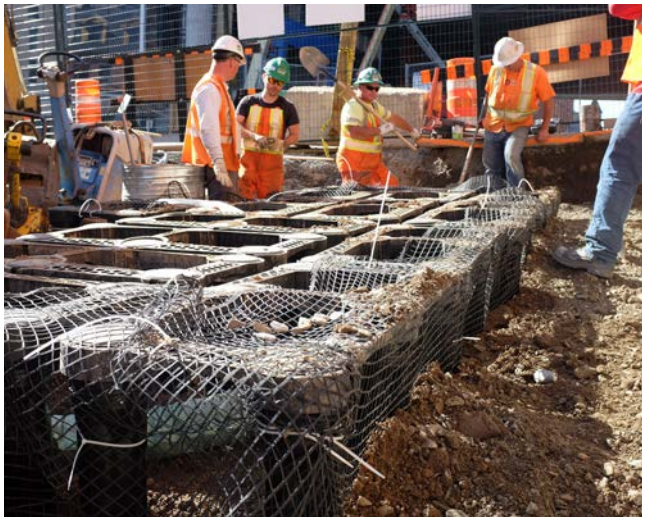
- manage stormwater capture, infiltration, and water filtration;
- reduce urban heat island effects through different landscaping materials; and
- create habitats for urban wildlife by planting trees and vegetation.

Examples of the successful application of this criterion include:

- using salt-tolerant plant and tree species that can withstand the local environment and climate;
- using native and non-invasive species;
- providing space for gardens for the residents of the development;
- protecting the required landscaping at time of installation;
- using light-coloured and other hard surfaces to manage the urban heat island effect and slow stormwater discharge;
- reducing light pollution with full cut-off light fixtures, automatic shut-off devices and illuminating features with multiple directed lights rather than one broad coverage light;
- using edible plantings, such as fruit trees, to support food security;
- using green walls into the design of open spaces;
- using street furniture constructed from sustainable or recycled materials;
- providing protection for existing natural features and trees; and
- maximizing on-site stormwater capture, infiltration, and reuse through rain gardens, dry-wells, and so on.



**Example 2:** Gardens help support food security and active lifestyles (Photo by Andi Lo)



**Example 3:** Soil cells support healthy trees

# OPEN SPACE DESIGN - 5

## Criteria 5: Open spaces are designed with durable, high quality materials

### RATIONALE

**What:** Durable, high-quality materials are those that reflect a thoughtful design process and result in permanence and stability. In this regard, a thoughtful design process determines what durability and high-quality means for the site and its context, including climate. Materials include vegetation.

**Why:** Material selection for open space elements and surfaces can greatly influence the use of the space. Open spaces that offer interesting elements such as trees, places to sit and places to gather, without the benefit of inviting and human-scaled materials, can result in underutilized and unattractive spaces. The exclusive use of hardscaping can be a deterrent for those seeking out natural or naturalized areas, whereas using all softscaping, can be a deterrent for those with mobility challenges or anyone visiting the space following recent precipitation. Materials that are not suited to their context and deteriorate easily generally represent poor design decisions, low quality development, and lack of investment.



**Example 1:** Open space on Alderney Drive, Dartmouth

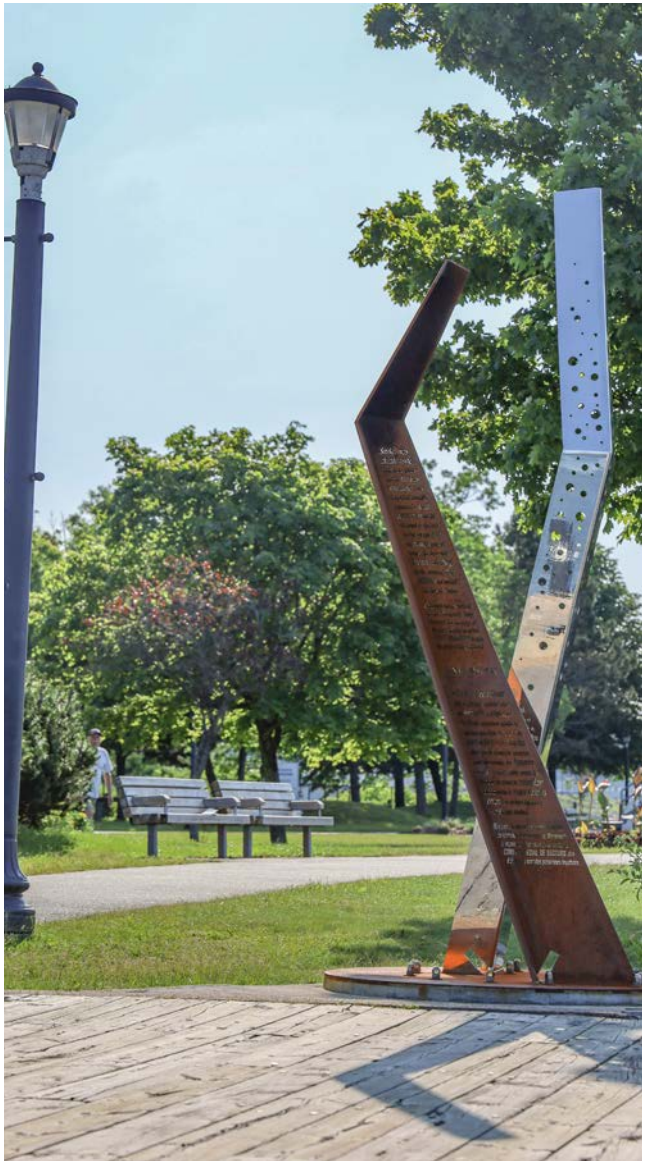
**How:** Success occurs when open spaces use a range of lasting, quality materials, that can withstand the local environment and climate, and provide multiple attractive and inviting sub spaces. This promotes the full and consistent use of an open space, for all users in different seasons and weather conditions.

Examples of the successful application of this criterion include:

- using materials with a proven track record of durability in the local climate or with evidence that it can withstand the local climate;
- using a range of vegetation adapted to the local environments such as grass and groundcover plantings for softscaping;
- using stone, masonry, or wood as the primary materials for hardscaping and built elements of proposed open spaces;
- using wood or a combination of wood, masonry, and stone for site furniture and related elements;
- avoiding the use of asphalt; and
- avoiding the exclusive use of hard or softscaping materials.




**Example 2:** Patios and setbacks contain materials requiring minimal maintenance



**Example 3:** Surface materials, public art, lighting, seating and vegetation chosen for durability in harsh climate, and reflect character of context.


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# 2.4 BUILDING DESIGN

**Building Design** is generally concerned with the design and organization of buildings and accessory structures. This includes the design and organization of the elements of a building such as streetwalls, podiums, the upper storeys, building materials, lighting, signage, parking, services, and utilities.

Criteria contained in the Building Design section are intended to guide the design of buildings that provides positive experiences for people and support a transit oriented, pedestrian-friendly, and human-scaled public realm throughout the region.

# BUILDING DESIGN - 1

## Criteria 1: Buildings are designed with clearly established streetwalls containing distinct, narrow sections that reflect neighbourhood character and fine-grained lot fabric

### RATIONALE

**What:** The streetwall of a building is the wall or portion of a wall facing a streetline below the height of a specified stepback. In stepped buildings, the streetwall is considered the building podium upon which a tower or successive elevations above the streetwall sit or land. The streetwall is below any significantly stepped portions of the façade. In the public realm, it is the most prominent and visible portion of a building.

**Why:** The two main components of a streetwall that impact pedestrians are height and articulation. The Municipality strives to have the predominant character of a fine-grained, pedestrian-friendly and human- scaled environment. This supports transit oriented design, and walkability, encourages a diversity of pedestrian experiences, promotes interactions with buildings, and helps to support complete communities. The fine-grained scale can vary to a limited degree between neighbourhoods, but becomes compromised with large expanses of homogeneous streetwalls, parking, or open spaces. Designing the entire streetwall, including the ground floor, to be fine-grained respects and reinforces the historic built form of fine-grained streetscapes. Establishing a specific streetwall height is important because height is directly linked to human scale and what pedestrians can comfortably observe and enjoy from the sidewalk.

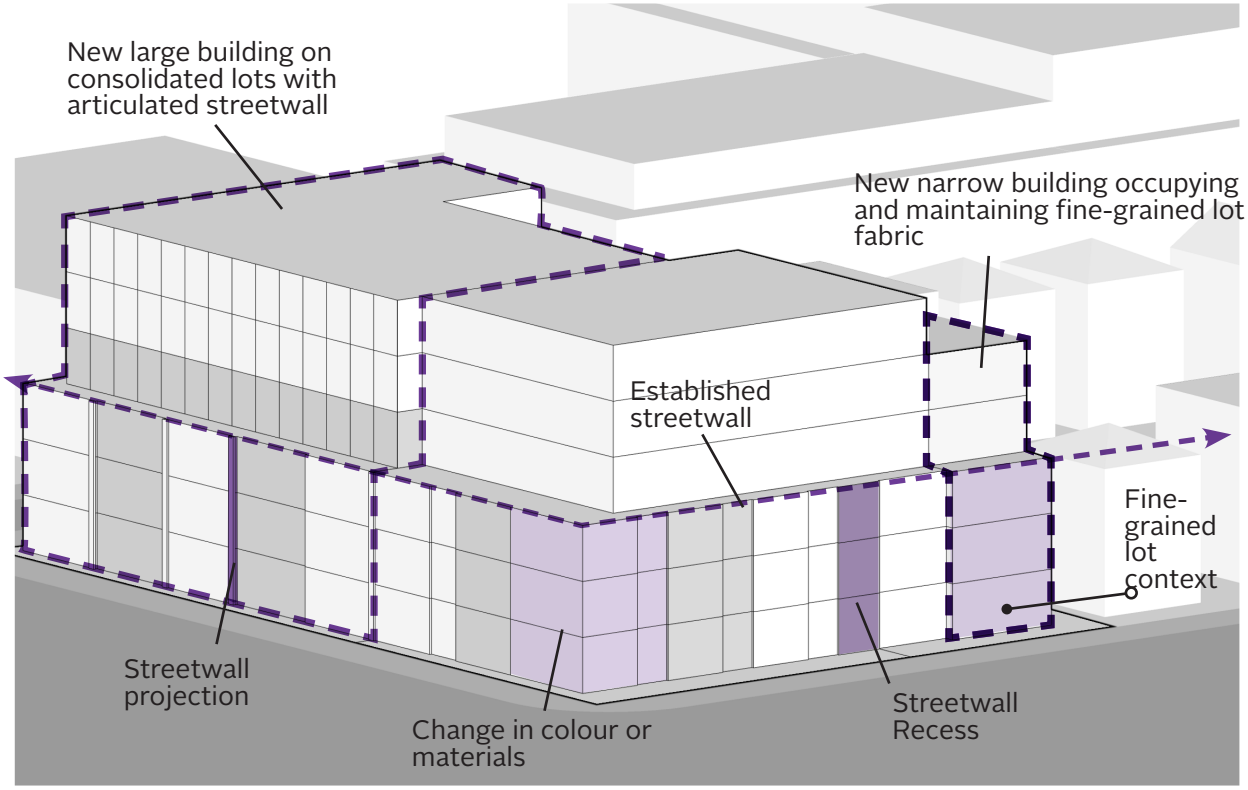



**Figure 8:** Representation of Building Design - 1

**How:** Where neighbourhood character is a fine-grained environment, successful developments use that context to inform design decisions. Success is generally achieved when the entire streetwall is articulated horizontally and vertically with an organized fine-grained rhythm.

Examples of the successful application of this criterion include:

- scaling building footprints to reflect the traditional lot fabric;
- designing buildings that are taller than wide, with narrow frontages;
- using combinations of projections, recesses, changes in materials, and variation in colour to identify distinct sections of the streetwall;
- designing buildings with dimensions that reflect those of abutting heritage buildings and streetscapes;
- retaining existing fine-grained lot fabric;
- minimizing scale of consolidated lots; and
- providing gaps in the streetwall when consistent with a fine-grained neighbourhood character.




**Example 1:** Narrow building reflecting traditional lot fabric



**Example 2:** Large building on consolidated lots with fine-grained streetwall



**Example 3:** Narrow building reflecting traditional lot fabric

# BUILDING DESIGN - 2

## Streetwalls are designed with a high level of transparency, and a variety of coordinated human-scaled elements that reflect existing neighbourhood aesthetic themes

### RATIONALE

**What:** Human-scaled elements are the details of a building that reflect the scale of people such as materials, colours, doors, windows, projections, recesses, and other architectural features. Transparent elements are those that allow people to see from the public realm to the interior of a building. An aesthetic theme is a collection of those details coordinated in a specific pattern. Such a theme is easily recognized in a streetwall, when alternate bays or vertical sections of the streetwall, use the same grouping or arrangement of materials, colours and other design techniques. The result can be a design intent that is unique to the building or representative of a specific architectural era, style or other consideration.

**Why:** Many areas have established aesthetic themes that have been preserved and celebrated through diligent upkeep and maintenance. Incorporating elements from an inherent theme into the design of new buildings reinforces the character of an area. Built form that dramatically contrasts a designed or inherent theme, can negatively impact the look or feel of the area.

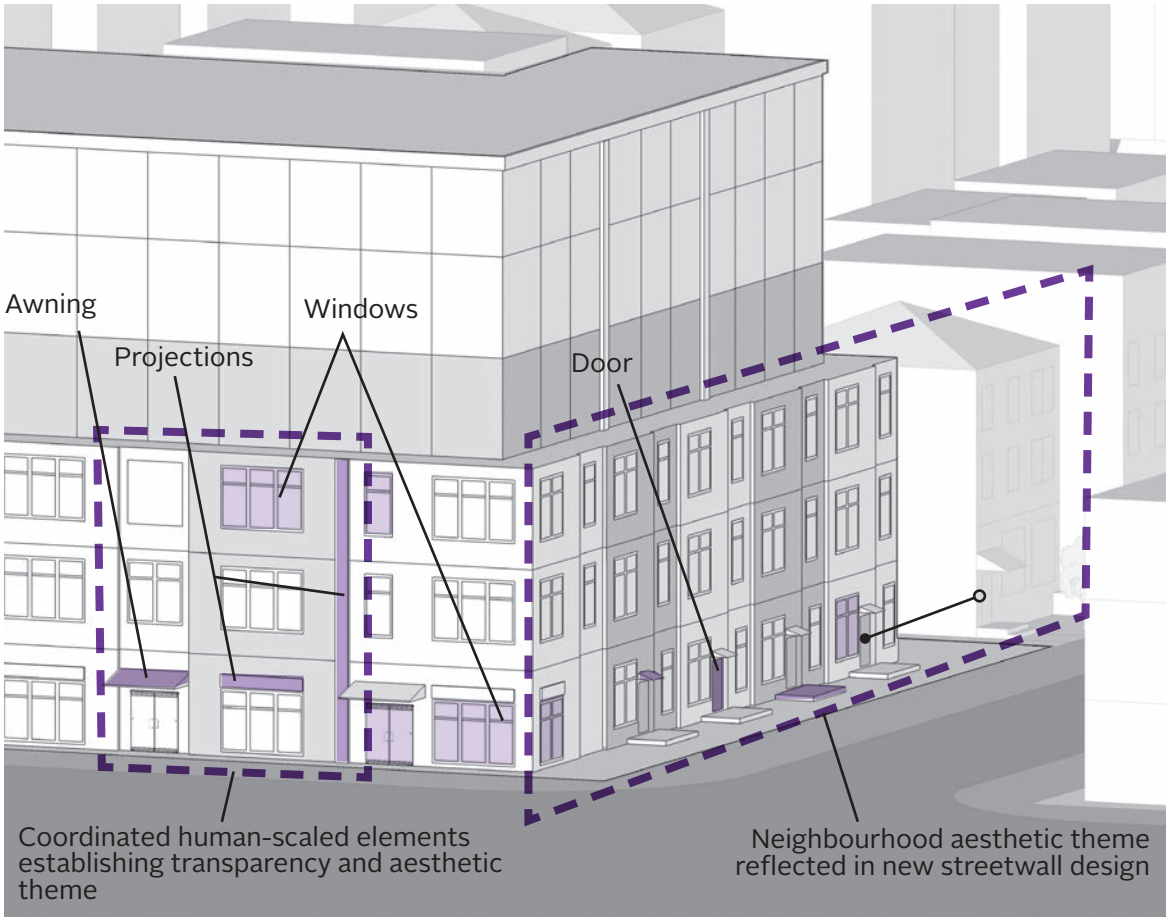



**Figure 9:** Representation of Building Design - 2

**How:** Where an area has a clear aesthetic theme, successful developments are those that use that context to inform design decisions. Where there is no clear aesthetic theme, buildings should be designed as outlined within the Land Use By-law and supporting policies.

Examples of the successful application of this criterion include:

- for each section of the streetwall, providing consistent architectural treatment and materials from grade to the top of the streetwall;
- articulating the vertical and horizontal internal functions of the building through façade elements such as doors and windows;
- where there is a heritage context or a traditional streetwall theme, mirroring those themes;
- using retail bays or grade-related units to articulate streetwalls vertically;
- aligning entrances with each distinct section of the streetwall;
- using operable windows to allow for interaction between building residents and the street;
- continuing the use of high-quality materials around building corners and onto facades fronting open spaces;
- avoiding blank walls, opaque glazing, and long frontages without active entrances;
- avoiding homogeneity of building materials on the ground floor such as curtain wall glazing;
- providing seats, short walls, or other elements that can be used for seating;
- designing porches to be located close to the street to provide pportunities for interaction between residents and pedestrians; and
- emulating established patterns of fenestration, doors and entryways using high quality materials which complement the neighbourhood character, while avoiding imitations.




**Example 1:** Building reflecting traditional container pier context (Photo by Julian Parkinson)



**Example 2:** Fishermens Cove in Eastern Passage retains its traditional character

# BUILDING DESIGN - 3

## Criteria 3: Streetwalls are designed with frequent and clearly distinguished entrances

### RATIONALE

**What:** Clearly distinguishable entrances are openings in the streetwall that are designed to stand out as distinct access points to the interior of the building or site. Distinguishable entrances are clearly visible and accessible from the public realm. Frequency of entrances is about providing a diversity of opportunities for pedestrians to interact with uses internal to the building, and access large sites of buildings at multiple points.

**Why:** Well designed pedestrian entrances are distinct and act as more than simply a point of access. Pedestrian entrances to a building are sometimes designed strictly for functionality with little emphasis on the entrance as a prominent design element. These limited entrances often blend in with the surrounding cladding material and do little to define or emphasize the entrance point. Regardless of sloping conditions or grade, designing a building with frequent, legible, and emphasized pedestrian entrances reinforces fine-grained articulation, creates additional visual interest, enhances walkability, and welcomes people into the building. Clearly identified entrances also help improve wayfinding by allowing first time visitors, emergency responders, and delivery people to quickly and easily locate the building's entrances.

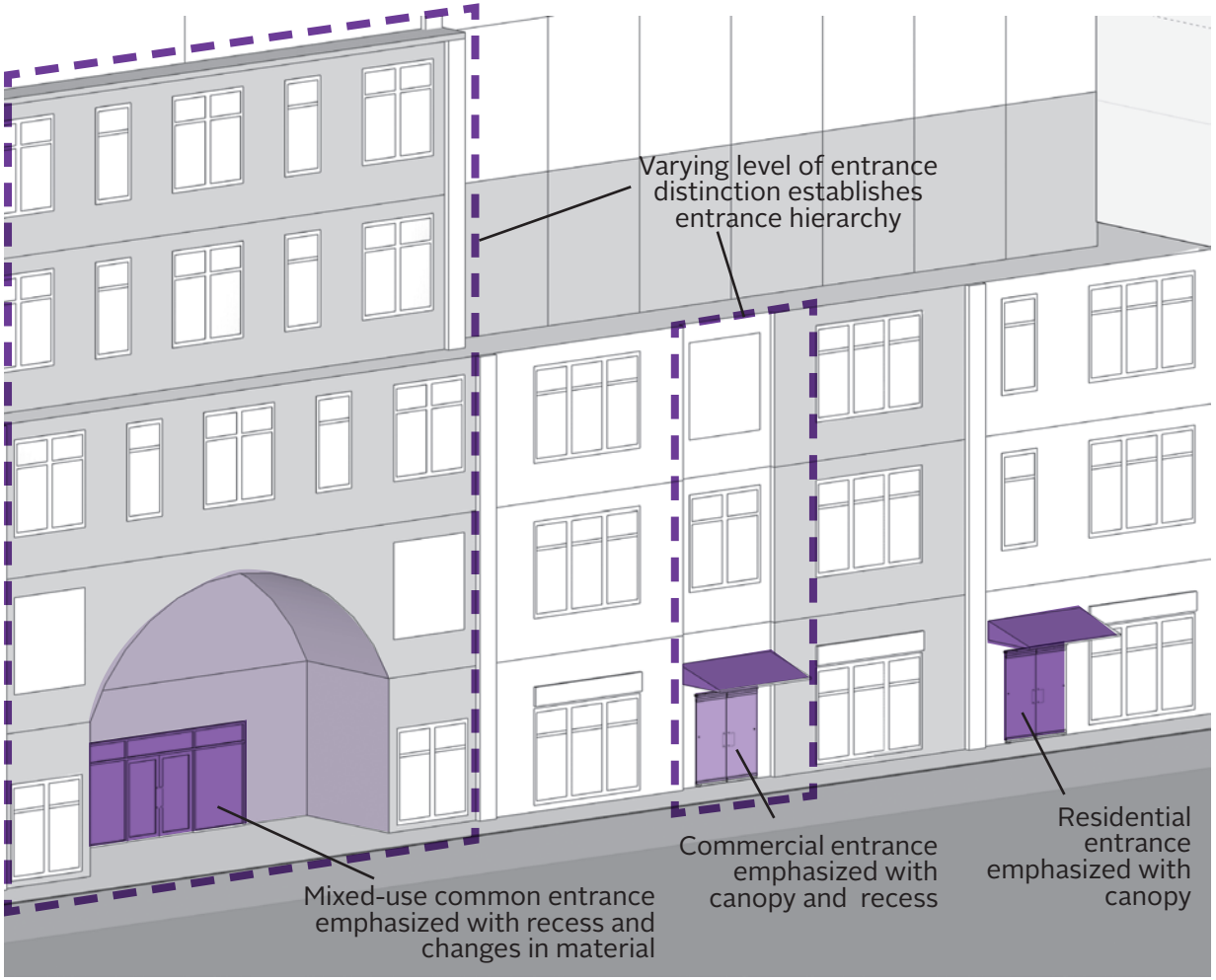



**Figure 10:** Representation of Building Design - 3

**How:** Success is achieved when the frequency and legibility of entrances are directly related to the purpose and scale of the building and site. Successful streetwalls emphasize their internal uses with distinct entrances that differentiate between commercial and residential uses.

Examples of the successful application of this criterion include providing:

- building entrances through one or more of the following expressions: height, width, recesses, canopies, awnings, or landscaping;
- separate canopies or awnings for each building entrance;
- building entrances with breaks in streetwalls, variation in streetwall height and sightlines;
- building entrances that are similar for both sloping and flat conditions;
- clearly distinguishable common entrances in the streetwall to access upper storey uses;
- clear signs to delineate residential entrances;
- distinct building entrances for residential and commercial entrances through architecture and design;
- focused lighting above building entrances;
- unobstructed entrances to the building;
- signs that identify a ground floor business or businesses located on upper storeys, above or adjacent to the entrance;
- making entrances clearly visible from a public street or walkway and accessed by a direct path;
- providing a transition from public to private spaces with landscaping or hardscaping, changes in materials or colours, or the inclusion of porches; and
- highlighting the entrance with architectural details such as transom windows, columns, projections, and decorative or colourful doors.



**Example 1:** Mixed use building with common residential entrance, ground unit entrances, and separated commercial entrances




**Example 2:** Commercial entrance visible from sidewalk with colourful door

# BUILDING DESIGN - 4

## Criteria 4: Buildings are designed to be accessible to all

### RATIONALE

**What:** Access is about the design of buildings, so they may be accessed, and used to the greatest extent possible by all people regardless of their age or ability. It promotes feeling of belonging and allows all individuals to participate in the urban life and vibrancy within and surrounding a building. Designing a building to be accessible is about design choices that enable pedestrians to easily access the building. This includes elements of the building that do not specifically relate to physical access such as signs and audible tools.

**Why:** Welcoming people of all ages and abilities is important because everyone should feel comfortable and free to move throughout their communities and neighbourhoods. This supports complete communities as it pertains to accessing housing, services, amenities, and activities. Building design that relegates accessibility infrastructure, such as ramps located away from common entrances, and segregates any particular group contradicts the principles of complete communities.



**Example 1:** Halifax Central Library on Spring Garden Road, Halifax

**How:** Successful building design incorporates accessibility measures and, specifically responds to the needs of associated communities and neighbourhoods. Buildings are most successful from an accessibility perspective when they do not compromise general best practice in urban design or, draw overt attention to any particular mobility challenge.

Examples of the successful application of this criterion include providing:

- at-grade entrances for direct access from the sidewalk to building entrances;
- internalized access ramps or, where external ramps are necessary, where possible avoid the access ramps running the length of the façade;
- signs indicating the location of accessible entrances and for wayfinding tools; and
- clearly delineated, safe and accessible pedestrian access routes though accessory surface parking areas.



**Example 2:** Building providing clear at grade accessible entrance



**Example 3:** Stepped floor plates respond to grade changes




**Example 4:** At-grade entrance for direct access from sidewalk

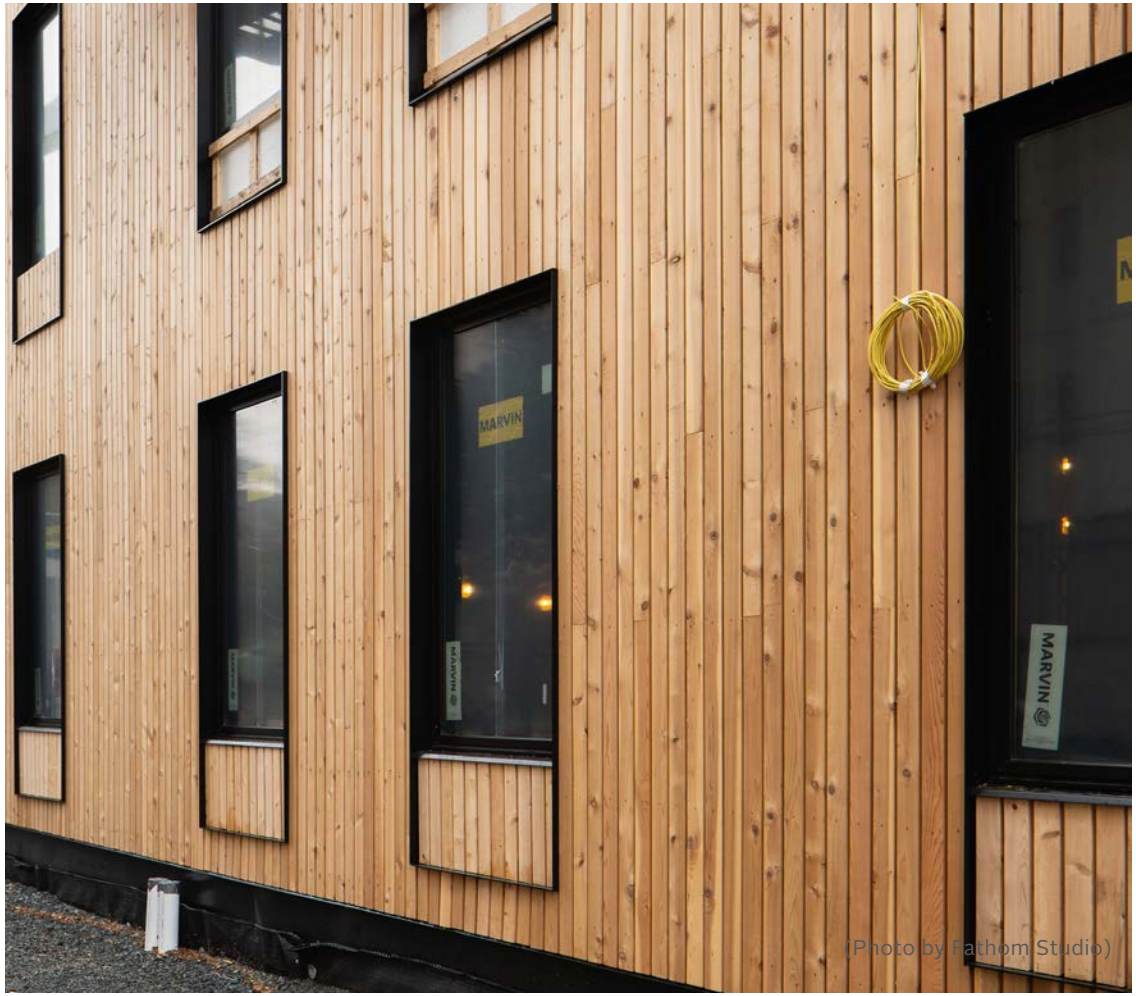
# BUILDING DESIGN - 5

## Criteria 5: Buildings are designed with durable, high quality materials

### RATIONALE

**What:** Durable, high-quality materials are those that result in permanence and stability. In this regard, a thoughtful design process determines what durability and high-quality means for the site and its context, including climate.

**Why:** Material selection for buildings can greatly influence their use and relationship to people and the public realm. Material choices that are of the highest quality and true to their nature, illustrate a lasting investment in the building and a positive relationship with pedestrians and the surrounding context. Materials that are not suited to their context and deteriorate easily, generally represent poor design decisions, and low quality development.



(Photo by Fathom Studio)

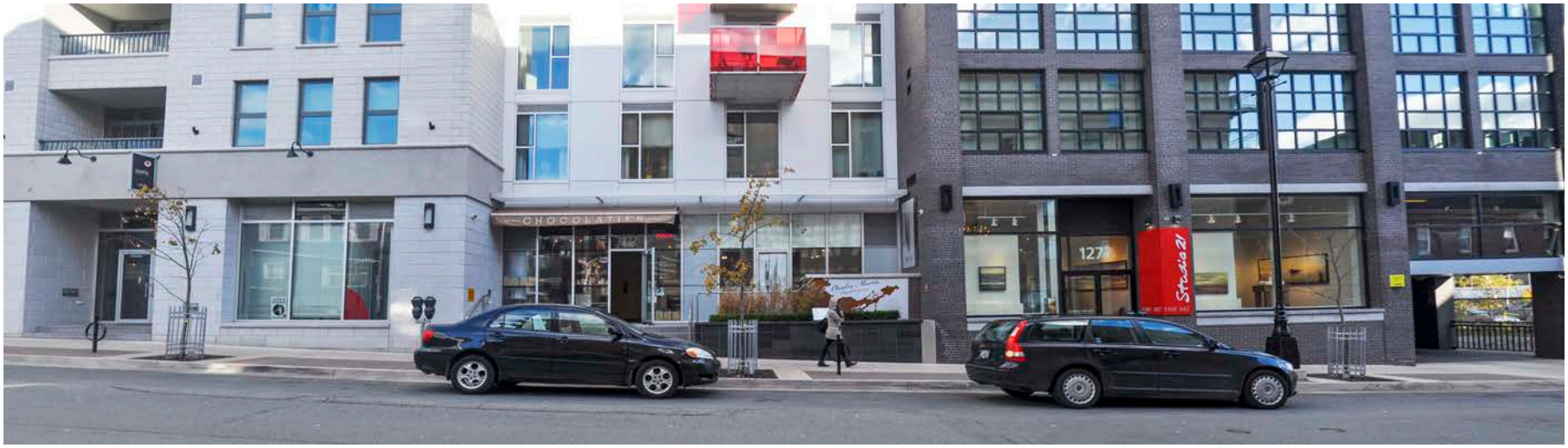
**How:** Success occurs when buildings use a range of lasting quality materials that present the building as attractive and inviting and require minimal maintenance. This promotes interaction with and use of the building in all different seasons, and weather conditions.

Examples of the successful application of this criterion include use of:

- locally tested and proven high-quality materials on all façades, particularly those that can be seen from the public realm;
- the same durable high-quality materials as those used for abutting heritage resources; and
- masonry, stone, glass, steel, and high-quality natural wood within the streetwall.



**Example 2:** Balconies reflecting historical context with materials and colour patterns




**Example 3:** Streetwall using a diverse range of durable materials that integrate contemporary architecture and historical building practices

# BUILDING DESIGN - 6

## Criteria 6: Buildings are designed with utilities, services and parking that mitigate negative impacts on the public realm and adjacent properties

### RATIONALE

**What:** Most developments require access to spaces for utilities, services, and parking. Although the effects of these elements typically affect pedestrians negatively, design decisions related to the siting, integration, and buffering can minimize their impact.

**Why:** Buildings can become unwelcoming and inactive where design measures are not taken to minimize the impact of services, utilities, and parking on the public realm. People will avoid places abutting high volumes of vehicle traffic and unsightly or bad smelling places. Back of house services are not typically conducive to pedestrian-friendly places.

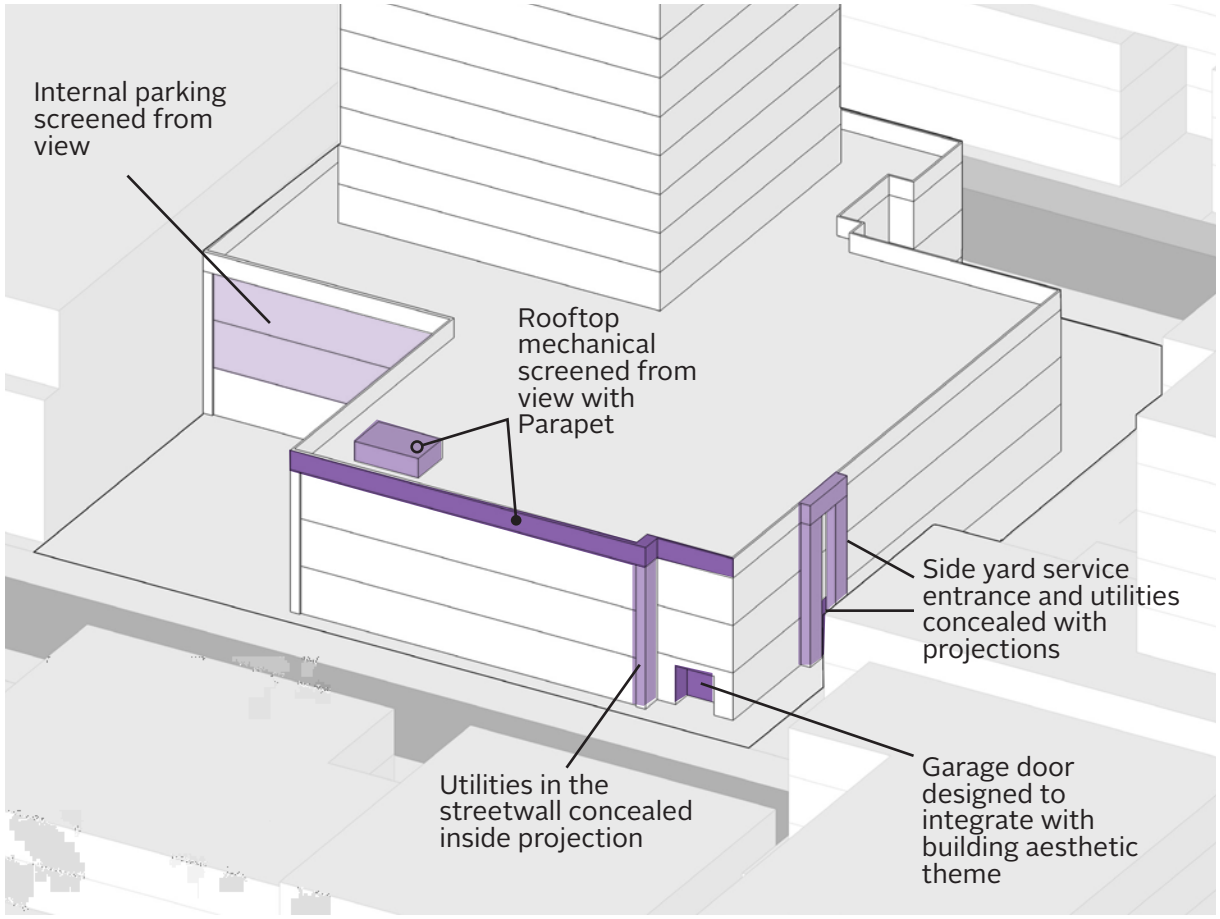



**Figure 11:** Representation of Building Design - 6

**How:** Active and animated spaces, such as streetwalls and publicly accessible open spaces, are most successful when back of house uses are in fact in the back, on the side of a building, or where access points are integrated into the theme of the building design, or architectural concept.

Examples of the successful application of this criterion include:

- requiring commercial uses at grade and ground-oriented units in the streetwall of multi-unit dwellings;
- locating parking away from the streetline, either underground, inside, or to the rear of the building with access doors not visible from the public realm;
- concealing utilities and services;
- integrating utilities into the building design;
- prioritizing architecture and design strategies to minimize the impact of utilities, with landscape screening used as a last resort;
- consolidating utility rooms and their venting to minimize the impact on façades;
- consolidating garage entrances and service accesses to minimize impact on the street;
- using windows or translucent materials in garage doors to make pedestrians aware of exiting traffic;
- designing garage door widths in keeping with the fine-grained architectural rhythm and articulation of the building; and
- avoiding elements or techniques that detract from adjacent or abutting streetwalls and the associated overall pedestrian experience.



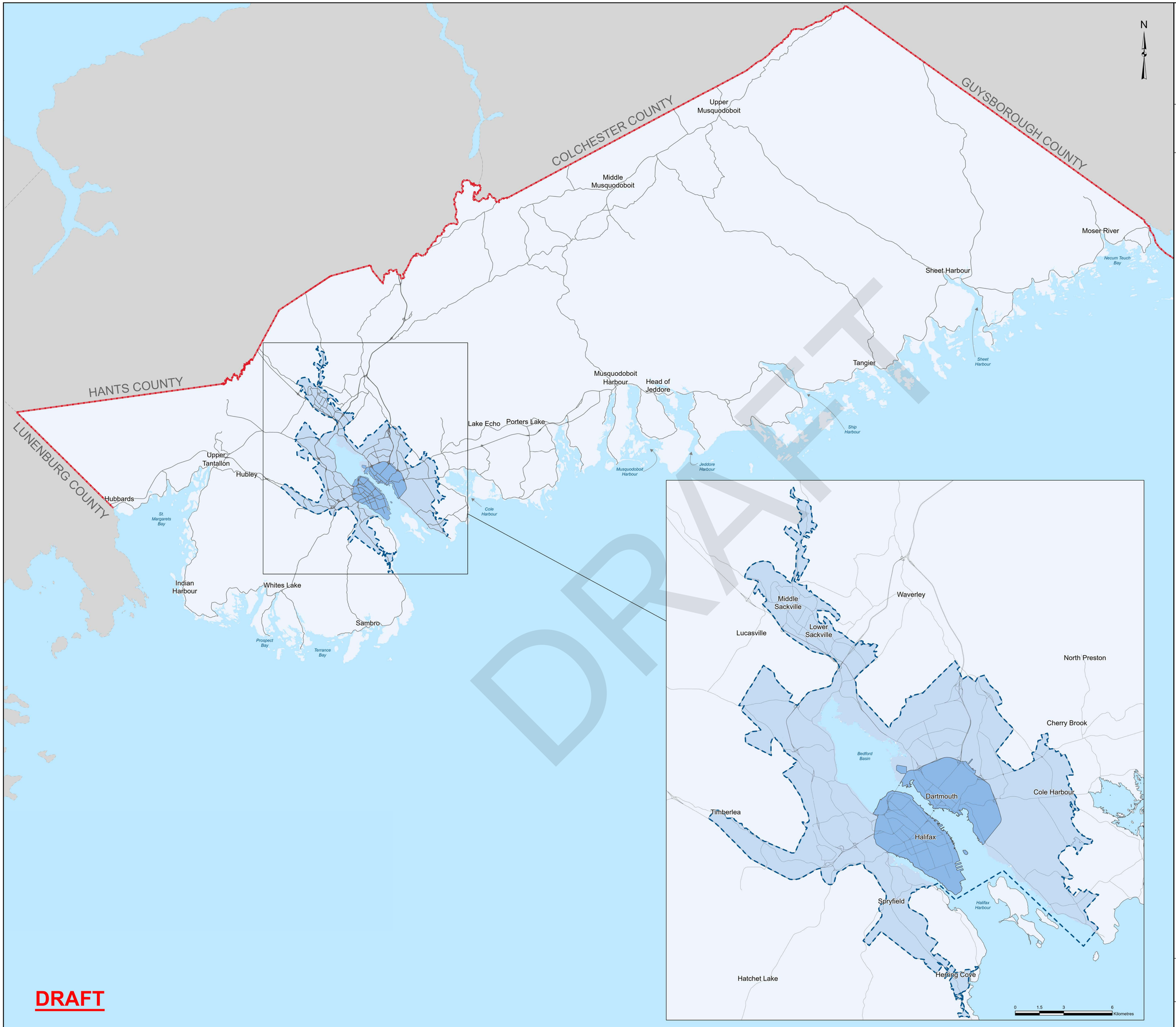
**Example 1:** Garage entrance integrated with design of building



**Example 2:** Townhouses with parking hidden behind the building



**Example 3:** Underground parking vents integrated into building and open space design




# HALIFAX

# Regional Municipal Planning Strategy

**Map 1**
**Regional Plan Geographies**

## Legend

- Rural Area
- Suburban Area
- Regional Centre
- Urban Area Boundary
- HRM Boundary

**Notes: This map demonstrates a vision to be implemented over the life of the Regional Plan, through various tools, subject to financial ability and community interest.**

Effective:

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Scale 1:175,000

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**Halifax Regional Municipality**

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# HALIFAX

# Regional Municipal Planning Strategy

**Map 2**
**Regional Land Use Structure**

## Legend

**Primary Designations**

- Urban Settlement
- Urban Reserve
- Rural Commuter
- Rural Resource
- Open Space and Natural Resource
- Agricultural

**Secondary Designations**

- Business / Industrial Park
- Halifax Harbour

- HRM Boundary

**Notes: This map demonstrates a vision to be implemented over the life of the Regional Plan, through various tools, subject to financial ability and community interest.**

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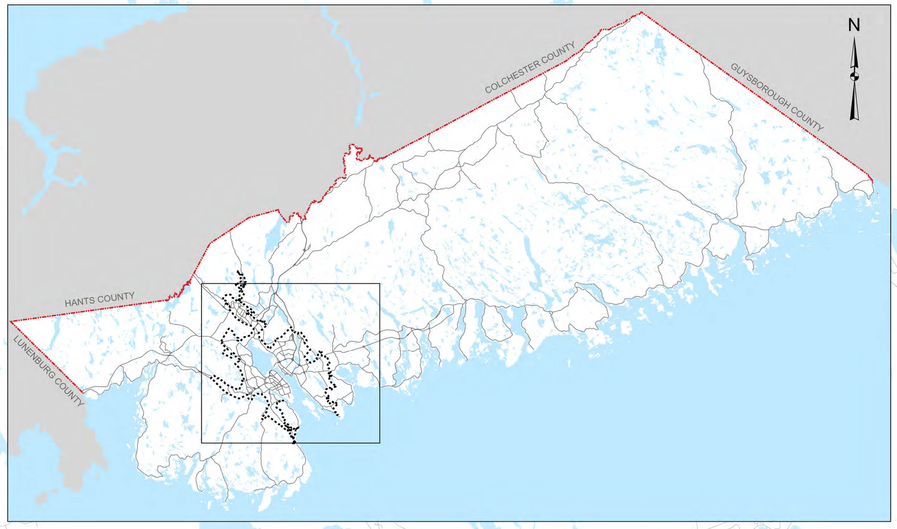
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# HALIFAX

# Regional Municipal Planning Strategy

**Map 3**
**Urban Growth Areas**

## Legend

**Urban Growth Areas**

- Regional Centre Boundary
- Urban Area Boundary
- Transit Oriented Walksheds
- Special Planning Areas
- Future Serviced Communities
- Urban Reserve Study Areas
- Areas of Intensification
- Proposed Rapid Transit Oriented Development

**Transit**

- BRT Routes
- Ferry Routes
- Proposed Ferry Routes
- Enhanced BRT Stations
- Transit Terminals
- Ferry Terminals
- Proposed Ferry Terminals

- HRM Boundary

**Notes: This map demonstrates a vision to be implemented over the life of the Regional Plan, through various tools, subject to financial ability and community interest.**

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Scale 1:35,000

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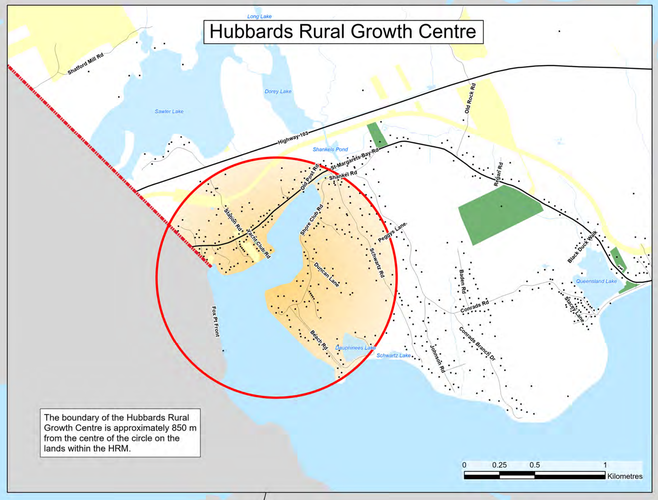
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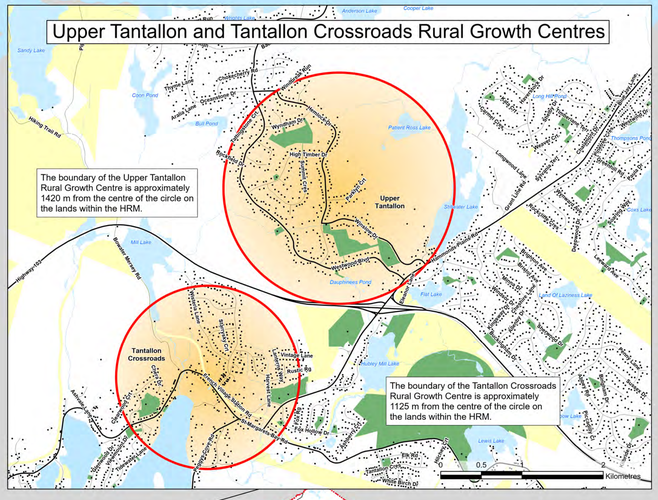
# Regional Municipal Planning Strategy

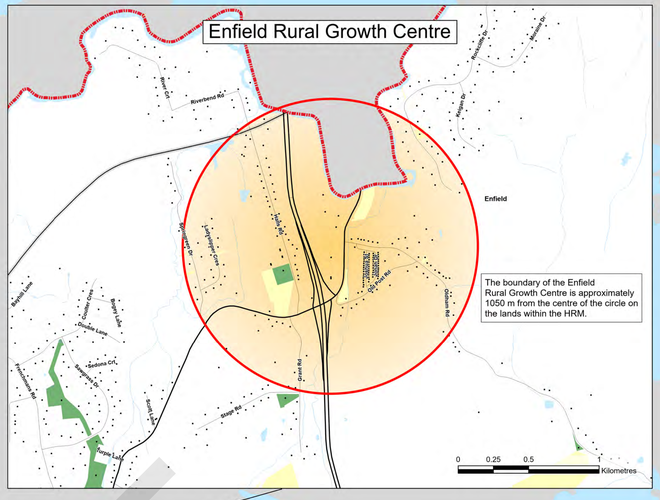
**Map 4**
**Rural Centres**

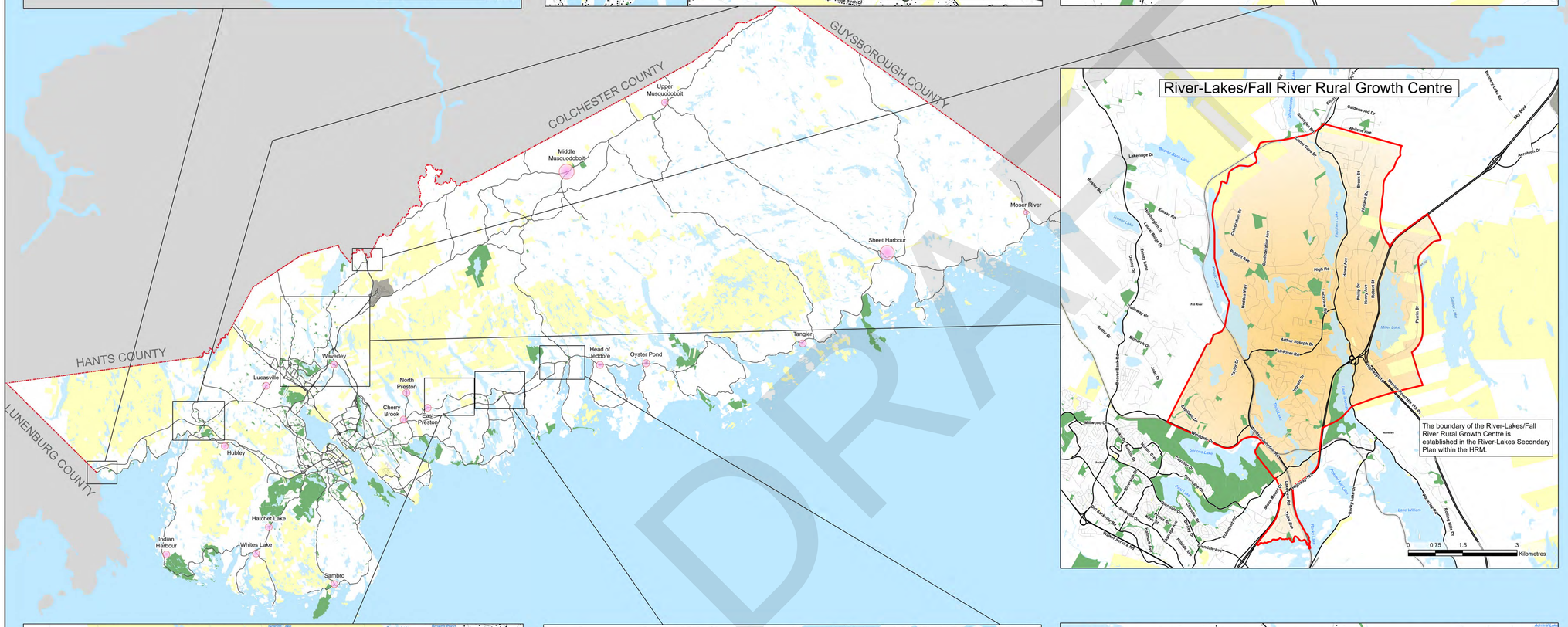
## Legend

- Civic Points
- Major Routes
- Local Roads
- Rural Growth Centres
- Rural Local Centres
- Property Boundaries
- Government Owned Lands
- Parks
- HRM Boundary



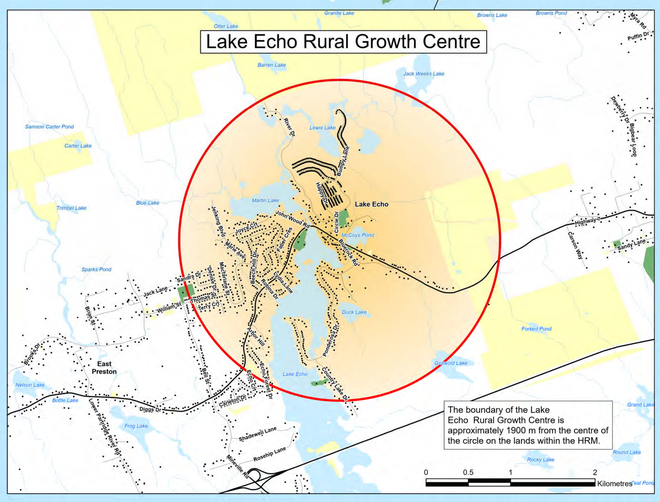



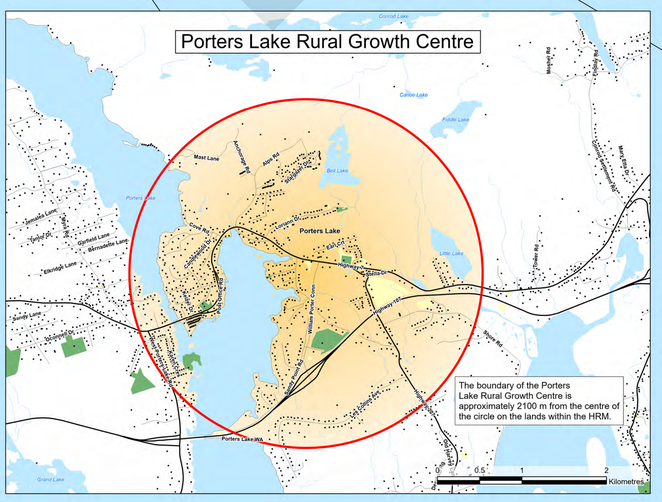



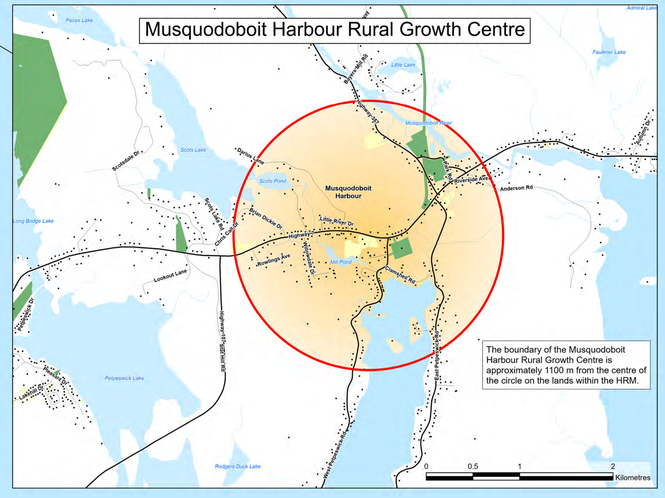










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Scale 1:250,000

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# HALIFAX

# Regional Municipal Planning Strategy

**Map 5**
**Parks and Community Facilities**

## Legend

- Community Centres
- Recreational Facilities
- Libraries
- Fire Stations
- Halifax Regional Police Offices
- Paramedic Base Stations
- RCMP Stations
- Municipal Parks
- Regional Parks
- Provincial Parks & Wilderness Areas

N

COLCHESTER COUNTY
GUYSBOROUGH COUNTY
HANTS COUNTY
LUNENBURG COUNTY

Upper Musquodoboit
Middle Musquodoboit
Moser River
Sheet Harbour
Tangier
Musquodoboit Harbour
Head of Jeddore
Porters Lake
North Preston
Cherry Brook
Waverley
Middle Sackville
Lucasville
Lower Sackville
Upper Tantallon
Hubley
Timberlea
Dartmouth
Cole Harbour
Halifax
Spryfield
Hubbards
Hatchet Lake
Herring Cove
Indian Harbour
Whites Lake
Sambro

Bedford Basin
Halifax Harbour

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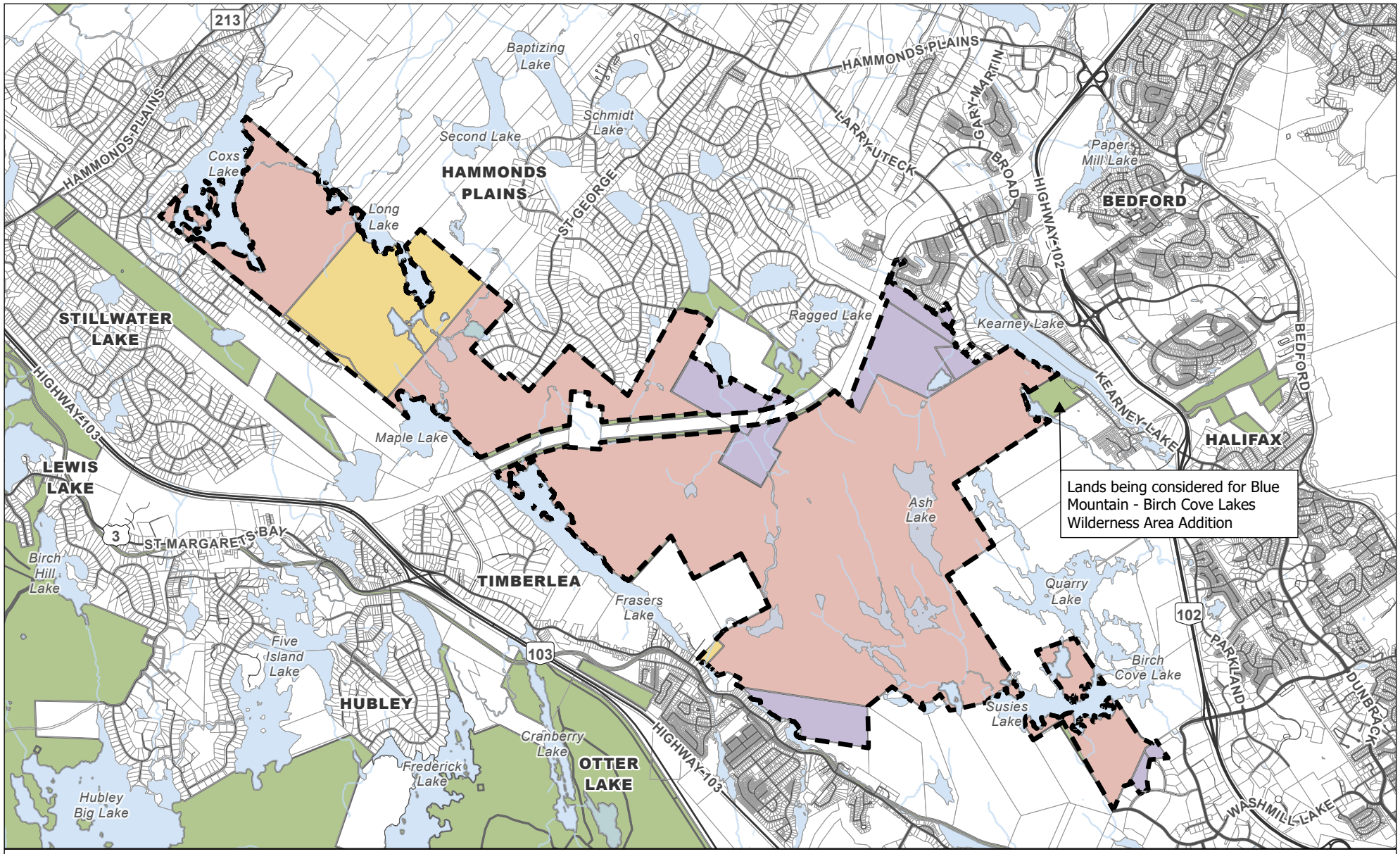
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# Map 5A: BMBCL Partnership Lands

- Partnership Lands Boundary
- Nova Scotia Nature Trust Lands
- Province of Nova Scotia Designated Wilderness Area
- HRM Lands
- Other Provincial Crown Lands

**Regional Municipal Planning Strategy**

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Date: 3/8/2023

PR-2023-007

HALIFAX

# Regional Municipal Planning Strategy

**Map 6**
**Wildlife Corridors**

## Legend

- Essential Corridor Area 1
- Essential Corridor Area 2
- Essential Corridor Area 3
- High Ecological Value Areas
- Protected Areas
- HRM Parks
- HRM Boundary

**Notes: This map demonstrates a vision to be implemented over the life of the Regional Plan, through various tools, subject to financial ability and community interest.**

Effective:

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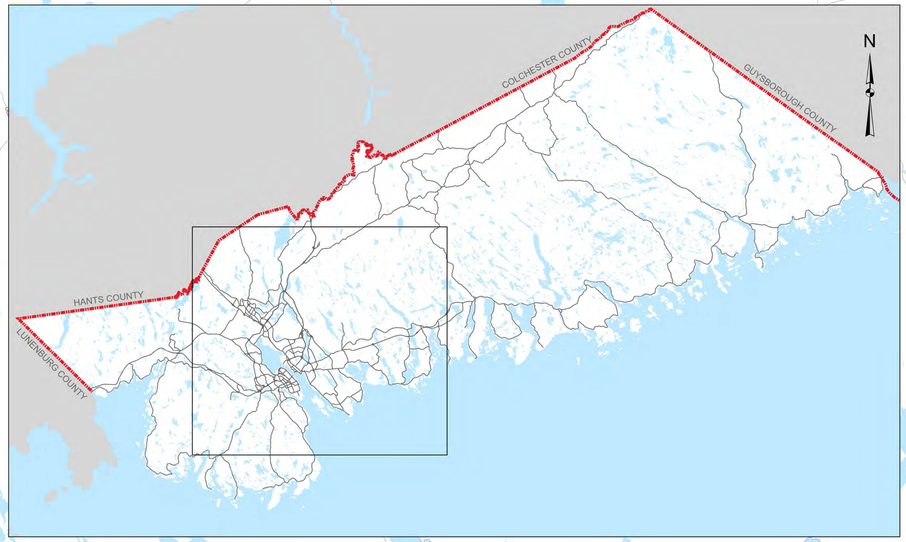
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**Halifax Regional Municipality**

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# HALIFAX
# Regional Municipal Planning Strategy

**Map 7**
**Regional and Community Links**

## Legend

- Potential Future Connections (Provincial)
- Potential Future Connections (Municipal)
- Planned BRT Lines
- Strategic Corridors
- Existing Ferry Routes
- Planned Ferry Routes
- Existing Ferry Terminals
- Proposed Ferry Terminals
- Urban Transit Service Boundary
- HRM Boundary

**Notes: This map demonstrates a vision to be implemented over the life of the Regional Plan, through various tools, subject to financial ability and community interest.**

**The transit routes shown are for illustrative purposes.**
**The actual routes may vary from the locations shown.**

Effective:

0 0.75 1.5 3 4.5 6 Kilometres

Scale 1:50,000

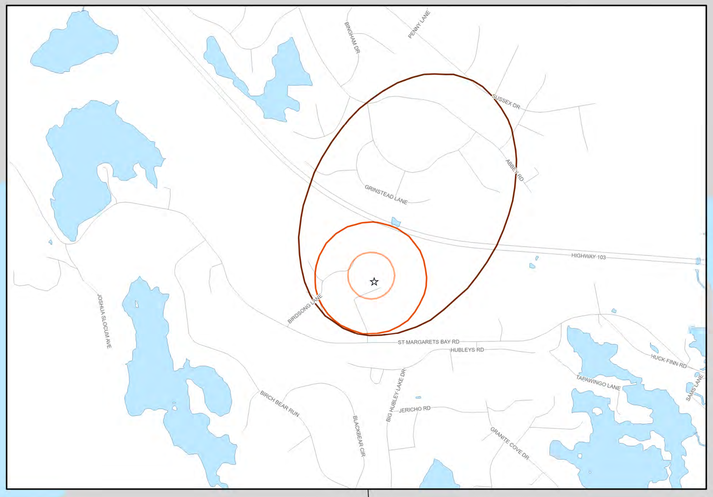
**Prepared By:**
**Halifax Regional Municipality**

**HRM does not guarantee the accuracy of any base map representation on this plan.**

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**HRM Wellheads:**
**Time of Travel (TOT) Zones**

Water Treatment Plant

**Silver Sands WHPA**

2 yr TOT

5 yr TOT

Recharge Area

**Five Islands WHPA**

2 yr TOT 125m

5 yr TOT 300m

20 yr TOT 1200 m

N

COLCHESTER COUNTY

GUYSBOROUGH COUNTY

HANTS COUNTY

LUNENBURG COUNTY

Upper Musquodoboit

Middle Musquodoboit

Moser River

Sheet Harbour

Tangier

Head of Jeddore

Middle Sackville

Lucasville

Waverley

North Preston

Lake Echo

Porters Lake

East Preston

Cherry Brook

Upper Tantallon

Hubley

Timberlea

Dartmouth

Cole Harbour

Halifax

Spryfield

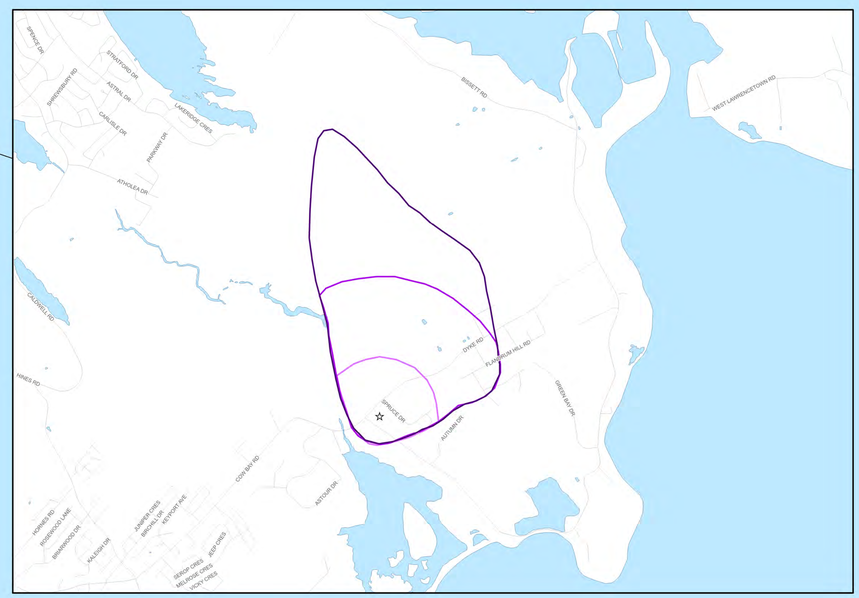
Hatchet Lake

Herring Cove

Whites Lake

Indian Harbour

Sambro




DRAFT

# HALIFAX
# Regional Municipal Planning Strategy

**Map 8**
**Source Water Protection Areas**

## Legend

**Prov. Designated Water Supply Areas**

- Bennery Lake
- Lake Major
- Pockwock

**Future Water Supply Area**

- Tomahawk Future Water Supply

**Emergency Supply Areas**

- Lake Lemont Emerg. Supply
- First Chain Lake Emerg. Supply

**Small Water Supply Watersheds**

- Collins Park (Fletchers Lake)
- Middle Musquodoboit
- Bomont

HRM Boundary

**Notes: This map demonstrates a vision to be implemented over the life of the Regional Plan, through various tools, subject to financial ability and community interest.**

Effective:

0 2.75 5.5 11 16.5 22 Kilometres

Scale 1:175,000

**Prepared By:**
**Halifax Regional Municipality**

**HRM does not guarantee the accuracy of any base map representation on this plan.**

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**Attachment B**

# REGIONAL PLAN REVIEW

A PLAN FOR ENGAGING STAKEHOLDERS & THE PUBLIC IN THE SECOND REVIEW OF THE REGIONAL MUNICIPAL PLANNING STRATEGY

PHASE 4 ENGAGEMENT: DRAFT PLAN RELEASE

JUNE 2023

# 1. INTRODUCTION

## PROJECT BACKGROUND

The Halifax Regional Municipal Planning Strategy (Regional Plan) is a strategic document built on a common vision and principles for the Municipality to achieve balanced and sustainable growth. Originally adopted in 2006, the Regional Plan provided the first comprehensive guide for future growth for the entire Municipality following amalgamation. The Plan established policy for a 25-year horizon, from 2006-2031, with minor reviews expected every 5 years.

After 5 years of directing and managing growth in the region, the first Regional Plan review (RP+5) was initiated in 2011 to ensure the Plan still reflected the Municipality's goals for growth and development. The Plan was readopted in 2014. The second five-year review was initiated in February 2020 and is taking a phased approach:

- Phase 1: Initiation & Early Engagement - determine the scope and initial approach to the review
- Phase 2: Themes & Directions - gather feedback on the Municipality's approach to the Regional Plan Review
- Phase 3: Quick Adjustments – consideration of amendments to the Regional Plan that align with Regional Council's goals, as a rapid response to current housing conditions;
- Phase 4: Draft Regional Plan – return to Regional Council with remaining policy framework; and
- Phase 5: Future Growth Planning – create a work plan and begin analysis of additional lands to be considered for expansion in anticipation of continued growth.

Phase 4 will update the Regional Plan to respond to the region's population growth and housing pressures with a focus on developing complete communities, protecting natural and cultural resources, and acting on climate. The updated Regional Plan will establish policy direction to continue guiding the Community Planning Program (Suburban and Rural Planning), will reflect the goals and objectives of the Municipality's Priority Plans, including:

- the Integrated Mobility Plan (adopted in 2017);
- the Halifax Green Network Plan (adopted in 2018);
- People, Planet, Prosperity: HRM Economic Strategy 2022-2027;
- HalifACT 2050 (Community Energy & Climate Action Plan) (adopted in 2020); and
- Sharing Our Stories (Culture & Heritage Priorities Plan) (adoption targeted for 2023).

During Phase 4, staff will also identify any key emerging trends or planning research that might be required to establish the policy program in Phase 5, expected to begin in 2024 following the adoption of the updated Regional Plan.

The Regional Plan Review engagement program will build on past engagement activities and explore opportunities to improve upon and achieve the Regional Plan's vision and objectives. Given the regional context, engagement activities must cover the entirety of the region and the engagement tactics presented in this plan to reflect the review's expansive geography, with a special focus on suburban and rural areas where the Plan is proposing some strategic changes. This document outlines a detailed work plan for engagement during Phase 4 of the Regional Plan Review process.

## ENGAGEMENT OVERVIEW

The purpose of this document is to identify opportunities and establish ways and means of seeking the opinions of the public on the Regional Plan Review. This document recommends *who* to engage and consult with, as well as *how and when* consultation should be done. A series of engagement tactics are recommended to enable Regional Plan Review staff to target a variety of stakeholders across the region. This work plan will give staff the meaningful feedback needed to bring forward amendments to the Regional Plan for Regional Council to consider.

Significant engagement has already taken place, helping to shape the policy directions endorsed by Council in Phase 3. Work to date has included:

- **Phase 1** began when the Regional Plan Review was initiated by Regional Council on February 25, 2020 and continued into Winter 2021. Phase 1 introduced the Municipality's approach to the Regional Plan Review and received feedback.
- **Phase 2** began in May 2021, when the project team presented the Themes and Directions Report. The goal of this phase of engagement was to provide an overview of the draft policy framework highlighting the proposed major changes. This Phase concluded in December 2021.
- **Phase 3** took place over the first 6 months of 2022. The goal was to solicit feedback on the projects and smaller policy adjustments being made to allow housing development proposals to proceed in advance of the Regional Plan Draft Document. This Phase concluded in July 2022.

The Regional Plan provides policy for the whole municipality. As a result, engagement must be broad and inclusive to all residents, particularly underrepresented communities. The Regional Plan Review will build upon the engagement that has been completed as part of the development of the Municipality's various priority plans, which each featured robust engagement strategies to reach the public, stakeholders and interest groups.

The Regional Plan Review Engagement Plan was first adopted in February 2020 at the time of Regional Council's initiation of the Regional Plan Review. The plan was updated in November 2020 to reflect the impacts of the COVID-19 pandemic on the timelines and engagement approaches for the project. Engagement during Phases 2 and 3 was largely online due to public health restrictions. With restrictions lifted, Phase 4 engagement will utilize both in-person and virtual methods.

## 2. ENGAGEMENT TACTICS

This review of the Regional Plan is positioned to include engagement from other region-wide projects and to build upon the 2006 and 2014 Plans. The engagement is intended to include a two-way flow of communication where planning staff share information about the review with the public while also identifying changing priorities through their feedback.

As a result of the COVID-19 pandemic state of emergency in 2020, staff developed alternative engagement strategies for the Regional Plan Review that do not rely on in-person engagement. These methods have the benefit of reaching people who may not be able to attend regular in-person meetings, although often depend on strong internet access and level of comfort with online interactions. Going forward, the Review will incorporate both in-person and virtual engagement tools.

In order to raise awareness of the engagement opportunities available and reach the widest audience possible, extensive advertising through social media, websites, print and other methods will be required. Advertising will be designed to inform residents the Regional Plan Review is currently taking place and highlight the ways participants can find information and provide comments.

A) In-Person Engagement

Staff will connect with residents in multiple ways and locations, allowing the public to ask questions directly and review engagement materials designed to highlight the major policies being proposed. Engagement tools that may be used include:

- Pop-ups
- Public Open Houses
- Stakeholder meetings
- Comment Cards

B) Virtual Engagement

The main online engagement tool will be the project's Shape Your City page. It will feature clear project updates and messaging, access to reference documents, and a variety of engagement tools that allow residents to provide feedback and answer questions. Engagement tools that may be used include:

- Webinars
- Questionnaires
- Comment Forums
- Mapping

C) Email/Telephone

It is acknowledged that residents across the municipality will have varying degrees of access to the internet, comfort with online engagement tools and levels of ability. In order to ensure all residents can provide comments, traditional engagement options, including phone and email commenting, will be available. Advertising will clearly identify residents' options for providing

comments and the relevant contact information.

D) Stakeholder Meetings
Meetings with community stakeholders will be held in-person and via Microsoft Teams throughout the Regional Plan Review. These ongoing conversations will be important to develop partnerships, inform the scope of the project and gather information and feedback

Engagement and public feedback from each phase will be captured and communicated through *What We Heard* reports. *What We Did* reports will summarize the actions taken to respond to the comments and feedback received.

## 3. ENGAGEMENT TIMELINE

Engagement is planned to take place in five distinct phases throughout the review process. General correspondence via mail, phone and email will be accepted on an ongoing basis. Some overlap of tactics will occur across the phases.

**Phase 1** began when the Regional Plan Review was initiated by Regional Council on February 25, 2020 and focused on meeting with internal and external stakeholders to develop the scope and initial approach to the Regional Plan Review. A “What We Heard” Report for Phase 1 is included as part of the Themes & Directions Report.

**Phase 2** began with the release of the Themes & Directions Report, scheduled for Spring and early Summer 2021. The Themes & Directions Report introduces the Municipality’s approach to the Regional Plan Review and engagement will be focused on receiving public and stakeholder feedback on this approach. Consultation took place during May and June 2021, as outlined in the engagement calendar. A “What We Heard” Report for Phase 2 was prepared to summarize feedback received from public, stakeholder, and committee engagement and went to Council in December 2021.

**Phase 3** work took place during winter 2022.The goal of this phase of engagement was to solicit feedback on amendments that aligned with Council’s existing goals, and on site-specific requests from property owners. Public feedback was received via email and phone, and comments via Shape Your City website. Public correspondence received for Phase 3 was included in a report that went to Council in July 2022.

**Phase 4** of engagement will take place following the release of a revised draft of the Regional Plan, as part of the Regional Council approval process. The goal of these activities will be to provide an overview of the final draft of the Regional Plan amendments and highlight how public input from the previous engagement phases has been used to inform recommendations. This is intended to help residents, stakeholders and Council understand how feedback has been received and used. Engagement will take place throughout summer and fall 2023.

Detailed scheduling for each engagement phase will be released on the website when available.

## Revised Engagement Timeline

### Regional Plan Review

| | 2020 | 2021 | 2022 | 2023 |
|---|---|---|---|---|
| Key Milestones | Phase 1<br>Winter 2020 – Initiation | Phase 2<br>Spring 2021 – Themes & Directions Report | Phase 3<br>Spring 2022 – Draft Regional Plan Amendments | Phase 4<br>Summer & Fall 2023 – Draft Regional Plan |
| Online Engagement | | | | |
| Stakeholder Meetings | | | | |
| Pop-Ups | | | | |
| Public Open Houses | | | | |
| Inquiries | | | | |

## Phase 4 – Detailed Engagement Program

| 2023 | JUN | JUL | AUG | SEPT | OCT |
|---|---|---|---|---|---|
| Key Milestones | Draft Plan Released June 20 | | | | Engagement Closes October 27 |
| Online Engagement | | | | | |
| Stakeholder Meetings | | | | | |
| Pop-Ups | | | | | |
| Public Open Houses | | | | | |
| Inquiries | | | | | |

## A: IN-PERSON ENGAGEMENT

| | |
|---|---|
| **WHAT** | • Create 'pop-ups' setup in different locations across HRM to provide information to the residents on the project.<br>• Schedule public open houses for residents to learn more in a formalized set-up |
| **WHO** | Members of the Public, Industry, Community Groups, Business Communities, Advocacy Groups |
| **WHEN** | Phase 4: July – October 2023 |
| **WHERE** | Various locations across HRM to ensure equitable opportunity for public engagement. |
| **WHY** | ▪ Present content, answer questions and gather feedback<br>▪ Provide opportunities for the public to speak directly with staff<br>▪ Provide transparency and physical presence to the project<br>▪ Have print information/material available for display and hand-out; |
| **HOW** | ▪ Find appropriate locations in communities across the Municipality that are visible and accessible to the public during weekdays, weekends and evenings<br>▪ Municipality to advertise times, dates, and locations for public events through various print, radio, and media channels |
| **MATERIALS NEEDED** | ▪ Fact Sheets<br>▪ Poster boards<br>▪ Comment Cards |

## B: VIRTUAL ENGAGEMENT

| | |
|---|---|
| **WHAT** | Update Shape Your City page with project messaging, background materials, engagement and comment tools |
| **WHO** | Members of the Public, Industry, Community Groups, Business Communities, Advocacy Groups |
| **WHEN** | Ongoing (All Phases) |
| **WHERE** | www.halifax.ca, https://www.shapeyourcityhalifax.ca/regional-plan |
| **WHY** | ▪ Share project information (status, contacts, calendar of events)<br>▪ Share documents (draft Regional Plan, fact sheets, maps, etc)<br>▪ Post webinars on key Regional Plan themes<br>▪ Gather feedback from the public (questionnaires, polls, comment boxes, Q&As, etc) |
| **HOW** | ▪ Municipality to ensure project website remains active & up to date<br>▪ Municipality to design engagement tools and analyse feedback |
| **MATERIALS NEEDED** | ▪ Engagement materials<br>▪ Project documents |

## C: EMAIL/TELEPHONE

| | |
|---|---|
| **WHAT** | Respond to email and telephone enquiries on project-related matters and log comments |
| **WHO** | • Industry, Community Groups, Business Communities, Advocacy Groups, Members of the Public |
| **WHEN** | Ongoing (All Phases) |
| **WHERE** | N/A |
| **WHY** | ▪ To respond to enquiries on project-related matters and direct those contacting staff to available online material |
| **HOW** | ▪ Email and telephone |
| **MATERIALS NEEDED** | ▪ Designated Regional Plan Review email address (regionalplan@halifax.ca) and telephone number |

## D: STAKEHOLDER MEETINGS

| | |
|---|---|
| **WHAT** | Municipal staff to engage with key stakeholders as requested/required to develop partnerships, inform on the scope and status of the project and gather feedback. |
| **WHO** | External and internal stakeholders, including:<br>Municipal, Provincial, Federal and Indigenous governments, Non-Profit and Community Groups (residents' associations and advocacy groups for housing, transportation, environmental, culture & heritage issues), business and economic development groups, development industry and design community. |
| **WHEN** | Ongoing (All Phases) |
| **WHERE** | In-person and Online |
| **WHY** | To develop and maintain relationships with key stakeholders<br>To increase awareness of the Regional Plan Review and the role of the Regional Plan<br>To gather feedback from residents and special interest groups |
| **HOW** | In-person, Microsoft Teams |
| **MATERIALS NEEDED** | Engagement materials<br>Project documents<br>PowerPoint presentations |

# 4. EVALUATION TOOLS

These evaluation tools will be used to measure the success of consultation efforts.

1. Web Page Analytics
   Use web analytics to determine the number of unique visitors, access and the amount of time spent on the webpage.

2. Comment Summaries

   The project team will record and measure input from stakeholders and residents.

3. Stakeholder Meeting Summaries
   Count number of stakeholder sessions. Record attendee questions and comments.

4. Attendance & Recording Input
   Tracking the number of attendees in all meeting sessions, and recording questions or comments received will enable the Regional Planning team to evaluate, address and respond to the issues highlighted.

## 5. PHASE 4 ENGAGEMENT TACTICS AND MATERIALS MATRIX

| Engagement Materials | A<br>In-Person Engagement | B<br>Online Engagement | C<br>Email & Telephone Commenting | D<br>Stakeholder Meetings |
|---|---|---|---|---|
| 1. Fact Sheets | ● | ● | | ● |
| 2. Poster Boards | ● | | | |
| 3. Comment Cards | ● | | | |
| 4. Sign-In Sheet | ● | | | |
| 5. Online Questionnaires/ Comment Boxes | | ● | | |
| 6. Online Q&A/ Discussion Forum | | ● | | |
| 7. Maps | ● | ● | | ● |
| 8. Calendar of Events | | ● | | ● |
| 9. PowerPoint Presentations | ● | ● | | ● |
| 10. Website Updates | | ● | | |
| 11. Social Media Posts | | ● | ● | |
| 12. Advertising | | ● | ● | |
| 13. Contact Email & Telephone Number | | ● | ● | ● |
| 14. Recorded Webinars | | ● | | |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

| Theme & Direction Ref # | Theme Area | Work Category | Direction Text | Work Program | | | Resourcing | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| **We can decide how we want Halifax to grow.**<br>We can make smart decisions about housing and employment and use the Regional Plan to quickly direct growth to the right places, in a way that furthers our community goals, and builds a healthy, thriving economy. | | | | | | | | | | | |
| **1.1** | **Considering the Regional Scale First** | **Growth Management & Market Housing** | Review and confirm the Regional Plan's development and growth policies by considering where and how the Municipality will grow within the life of this Plan. | ● | | | | ● | ● | ● | |
| **1.2** | **Considering the Regional Scale First** | **Growth Management & Market Housing** | Assess progress towards achieving household growth targets, including population and housing forecasts and their implications in relation to the available supply of developable land, housing supply and demand, and the provision of a range of housing choices. | ● | | | | ● | ● | | |
| **1.5** | **Considering the Regional Scale First** | **Growth Management & Market Housing** | Review and clarify the process for expanding the Urban Service Area to address minor issues or unique circumstances between Regional Plan review periods. | | ● | | | | ● | | |
| **1.6** | **Considering the Regional Scale First** | **Growth Management & Market Housing** | Identify any developer requests for expansions to the Urban Service Boundary and assess whether the request should be considered, based on existing policy and the proposed future policy framework | ● | | | | ● | ● | ● | |
| **1.7** | **Considering the Regional Scale First** | **Growth Management & Market Housing** | Recommend a process for the development of the Sandy Lake, Highway 102 West Corridor Lands and Morris Lake future serviced communities by assessing the relationship to: • Achieving household growth targets, including population and housing forecasts and their implications in available supply of developable land, housing supply and demand, and the provision of affordable housing; • Incorporating the policies and actions of HRM's priorities plans (including the Halifax Green Network Plan, Integrated Mobility Plan, HalifACT and Sharing Our Stories); and • Planning for existing and future parkland and wilderness areas. | ● | | ● | | | | | ● |
| **1.8** | **Considering the Regional Scale First** | **Growth Management & Market Housing** | Use the results of the Capital Cost Infrastructure Charges study to determine the basis, methodology and implications of adopting infrastructure charges. | | | ● | | | ● | ● | ● |
| **1.9** | **Considering the Regional Scale First** | **Growth Management & Market Housing** | Review the lands designated Urban Reserve where circumstances have changed and make appropriate amendments, such as in the Purcell's Cove Backlands area. | | | ● | | | ● | ● | |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

| Theme & Direction Ref # | Theme Area | Work Category | Direction Text | Work Program | | | Resourcing | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| **1.10** | **Considering the Regional Scale First** | **Growth Management & Market Housing** | Remove the Urban Reserve designation from the Akoma lands as directed in The Road to Economic Prosperity Action Plan and assess the future development of the entire Urban Reserve in relation to: • Achieving household growth targets, including population and housing forecasts and their implications in available supply of developable land, housing supply and demand, and the provision of affordable housing; and • Incorporating the policies and actions of HRM's priorities plans (including the Halifax Green Network Plan, Integrated Mobility Plan, HalifACT and Sharing Our Stories). | ● | | ● | | | | | | |
| **1.11** | **Considering the Regional Scale First** | **Growth Management & Market Housing** | Adopt a policy to require future study of population growth and settlement patterns, including an assessment of Urban Reserve lands and the need for new serviced development beyond 2031. | | ● | ● | | | | ● | |
| **3.1** | **Reconsidering Employment and Industrial Lands** | **Growth Management & Market Housing** | Work with the Halifax Partnership to ensure that the Regional Plan is aligned with Halifax's Economic Growth Plan 2022-2027. | | ● | | ● | | ● | | |
| **3.2** | **Reconsidering Employment and Industrial Lands** | **Growth Management & Market Housing** | Adopt Regional Plan policy to direct ongoing study of employment trends and commercial space demand to inform planning for mixed use, transit-oriented communities and rural service centres. | | ● | ● | | | ● | | ● |
| **3.4** | **Reconsidering Employment and Industrial Lands** | **Growth Management & Market Housing** | Revise Regional Plan policy to better protect and plan for long-term industrial land needs using the recommendations of the Industrial Employment Lands Strategy. This work will: Identify and designate industrial employment areas based on industry type (for example light industry, general/heavy industry, marine industry); Establish a framework for consistent industrial zoning to be adopted in existing and future industrial employment areas across the Municipality; Introduce policy to direct where and how employment-supportive (non-industrial) uses can be accommodated in industrial employment areas; and Adopt policy to direct ongoing study of industrial employment trends, industrial land availability, conversion pressures, and opportunities for land intensification to inform planning for long-term industrial land needs. | | ● | ● | | | ● | | |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

| Theme & Direction Ref # | Theme Area | Work Category | Direction Text | Work Program | | | Resourcing | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| **7.9** | **Integrating Community Facilities and Parks** | **Growth Management & Market Housing** | Explore the use of policy tools like capital cost contributions, and density bonus programs to support parkland dedication based on population density. | | | ● | | | | ● | |
| **10.1** | **Imagining HRM into 2050 and Beyond** | **Growth Management & Market Housing** | Develop and model several future scenarios based on relatively stable and uncertain variables. Determine what policies should be prioritized based on several scenarios. | | | ● | | | | ● | |
| **10.2** | **Imagining HRM into 2050 and Beyond** | **Growth Management & Market Housing** | Design a framework for how to engage communities on what they think should be studied and considered when planning for the future of HRM. This engagement will inform what to research over the next number of years to position us for the 2026-2030 Regional Plan Review. | | | ● | | | | ● | |
| **11.1** | **Assessing the Impacts of COVID-19** | **Growth Management & Market Housing** | Continue to monitor the impacts of the COVID-19 pandemic on social, economic, environmental and population growth indicators, and adopt a framework for tracking these trends to guide future regional planning. | | | ● | ● | | | | |
| **11.3** | **Assessing the Impacts of COVID-19** | **Growth Management & Market Housing** | Explore the potential impacts of the COVID-19 pandemic on community design preferences by engaging residents about their ability to work from home, changing travel patterns, the demand for “complete communities,” housing-form preferences and needs, their use of outdoor spaces, and changes in how residents socialize and gather. | | | ● | ● | | | | |
| **2.3** | **Building Heathier and More Complete Communities** | **Secondary Planning Program** | Establish the Secondary Plan and By-law Simplification Program in policy with the following broad objectives: Implement the Regional Plan and priorities plans through land use and community design policies and regulations; Organize the planning framework around Regional Centre, Suburban and Rural geographic areas; Direct intensification to areas that support the building of healthier and more complete communities; Affirm that each new plan and land use by-law will respond to local conditions and needs of our diverse communities. Community input and participation in this process will be critical, providing a primary source of guiding knowledge for the plans. | | ● | | | | ● | | |
| **2.4** | **Building Heathier and More Complete Communities** | **Secondary Planning Program** | Update Chapter 6A of the Regional Plan, “The Regional Centre” to reflect the approval of the Regional Centre Secondary Municipal Planning Strategy (Centre Plan). | ● | | | | | ● | | |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

| Theme & Direction Ref # | Theme Area | Work Category | Direction Text | Work Program | | | Resourcing | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| **2.5** | **Building Heathier and More Complete Communities** | **Secondary Planning Program** | 2.5 Establish a vision, objectives and key principles to guide the Suburban Plan, which include: • Directing most growth to mixed-use, transit-oriented communities that can be served by transit, walking, wheeling and cycling; • Directing growth in a way that protects and preserves valuable wilderness areas and open spaces; • Ensuring planning regulations focus on affordability and accessibility, and support peopleoriented urban design; and • Protecting and prioritizing industrial lands and harbour access for marine-dependent uses, with other employment directed to mixed-use centres. | | | ● | | | | | ● |
| **2.6** | **Building Heathier and More Complete Communities** | **Secondary Planning Program** | Adopt interim policy guidance for applications for secondary municipal planning strategy amendments to guide site planning and built form characteristics. | | | ● | | | | ● | |
| **2.7** | **Building Heathier and More Complete Communities** | **Secondary Planning Program** | Consider if the interim policy guidance may also be used to improve the processing of discretionary applications such as development agreements to further the goals and objectives of the Regional Plan. | | | ● | | | | ● | ● |
| **2.8** | **Building Heathier and More Complete Communities** | **Secondary Planning Program** | Establish a vision, objectives and key principles to guide the Rural Plan which include: • Directing intensification to existing rural communities that act as important service centres and have the potential to be complete communities; • Protecting rural landscapes as critical to the region's natural and open space network; • Supportive adaptive reuse of existing buildings; • Supporting working landscapes for resource industries, agriculture and food security, and tourism opportunities; • Ensuring planning regulations focus on affordability and accessibility, and support building communities that reflect local character and history; and • Support a range of housing forms within each rural service centre. | | | ● | | | | | ● |
| **2.9** | **Building Heathier and More Complete Communities** | **Secondary Planning Program** | Review past studies and initiate further analysis to understand the barriers and opportunities for developing innovative services in rural areas, with a focus on water, wastewater and rural public mobility. | | | ● | | | | | ● |
| **2.10** | **Building Heathier and More** | **Secondary Planning Program** | Revise conservation design development policies to streamline the development process within rural service centres. | | ● | | | | | | ● |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

| Theme & Direction Ref # | Theme Area | Work Category | Direction Text | Work Program | | | Resourcing | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| | **Complete Communities** | | | | | | | | | | |
| **3.5** | **Reconsidering Employment and Industrial Lands** | **Secondary Planning Program** | Establish policy direction for the Rural Plan to: • Mitigate potential conflicts between residential uses and rural industrial, resource extraction and forestry uses; • Establish land use regulations to support primary resource industries and agricultural uses within high value working landscapes, as identified by the Halifax Green Network Plan; • Support large and small-scale tourist operations, including home-based businesses and eco-tourism opportunities; and • Allow for adaptive reuse of buildings in rural areas. | | ● | | | | ● | | |
| **1.3** | **Considering the Regional Scale First** | **Complete Communities** | Ensure coordinated and efficient planning of municipal water, wastewater and stormwater infrastructure by including Halifax Water as a key member of the Regional Plan Review Steering Committee, and assessing the projected population growth, proposed settlement pattern, and associated infrastructure requirements for the Halifax Water Infrastructure Master Plan. | | | ● | ● | ● | ● | ● | |
| **1.4** | **Considering the Regional Scale First** | **Complete Communities** | Use the concepts of the Halifax Green Network Plan to assess and consider ecological connectivity and value when identifying lands for future serviced development. | | | ● | | | ● | ● | |
| **2.1** | **Building Heathier and More Complete Communities** | **Complete Communities** | Review and revise the Regional Plan's Settlement policies to better support the Municipality's goal of building complete communities and implementing the direction of the Priorities Plans. | | ● | | | ● | ● | | |
| **2.2** | **Building Heathier and More Complete Communities** | **Complete Communities** | Review and revise the Regional Plan's growth centre policies using a 'complete communities' analysis by: • Defining different types of centres and adopting land use policies reflecting appropriate levels of growth for each; • Refining the expected population growth projections based on recent observed trends; • Identifying environmental and other physical constraints; • In Suburban communities, targeting new development around frequent transit networks; and, • In Rural communities, maintaining the Regional Plan's overall approach to limit sprawl and cluster development that encourages strong rural centres. | | | ● | | | ● | | |
| **3.3** | **Reconsidering Employment and Industrial Lands** | **Complete Communities** | Establish policy to remove barriers to establishing small scale commercial uses in residential areas, including home-based business policies and regulations. | | | ● | | | | ● | |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

| Theme & Direction Ref # | Theme Area | Work Category | Direction Text | Work Program | | | Resourcing | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| **7.1** | **Integrating Community Facilities and Parks** | **Complete Communities** | Continue to implement the recommendations of the Community Facility Master Plan. | | | ● | | | ● | | |
| **7.2** | **Integrating Community Facilities and Parks** | **Complete Communities** | Review and consider recreation trends, demographics and community needs as part of planning for complete communities. Consider the location and distribution of community facilities when reviewing locations for growth and ensure that services are available or planned to accommodate new development. | | | ● | | | ● | ● | |
| **7.3** | **Integrating Community Facilities and Parks** | **Complete Communities** | Consider the location and distribution of libraries when reviewing locations for growth and work with Halifax Public Libraries to ensure that services are available or planned to accommodate new development. | | | ● | | | ● | ● | |
| **7.4** | **Integrating Community Facilities and Parks** | **Complete Communities** | Consider the location and distribution of schools when reviewing locations for growth and work with the Halifax Regional Centre for Education and Conseil Scholaire Acadien Provincial to ensure that services are available or planned to accommodate new development. | | | ● | | | ● | ● | |
| **7.5** | **Integrating Community Facilities and Parks** | **Complete Communities** | Consider the location and distribution of emergency service infrastructure when locating growth and work with emergency service providers to ensure that services are available and planned to accommodate new development. | | | ● | | | ● | ● | |
| **We can create change through new partnerships.**<br>We can use the Regional Plan Review to act on new partnerships, grow in a new way, and pursue opportunities for meaningful change together. | | | | | | | | | | | |
| **5.1** | **Social Planning for Community Well-Being** | **Social Policy Team** | Align with the work of the Social Policy Committee to define the Municipality's role in social planning and inventory the Municipality's existing initiatives to better use existing resources and identify gaps. | ● | | | ● | | | | |
| **5.2** | **Social Planning for Community Well-Being** | **Social Policy Team** | Study the possible use of tools that could support capacity building, such as community benefit action planning, community trusts or community-led planning or projects. | ● | | | ● | | | | |
| **5.3** | **Social Planning for Community Well-Being** | **Social Policy Team** | Identify neighbourhoods facing inequities or communities that have been historically underserved and underrepresented and coordinate across departments to address vulnerabilities and build neighbourhood capacity. | ● | | | ● | | | | ● |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

| Theme & Direction Ref # | Theme Area | Work Category | Direction Text | Work Program | | | Resourcing | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| **5.4** | **Social Planning for Community Well-Being** | **Social Policy Team** | Provide continued support for the development of partnerships to provide a range of community infrastructure and services for residents towards complete communities. | ● | | | ● | | | | |
| **5.5** | **Social Planning for Community Well-Being** | **Social Policy Team** | Explore additional approaches to encourage a diversity of housing forms though reviewing existing policies. | | | ● | | ● | ● | ● | |
| **5.6** | **Social Planning for Community Well-Being** | **Social Policy Team** | Support the development of the Housing Governance report to identify a municipal role in housing, furthering partnerships with non-profit housing organizations, private developers and the Province, to encourage the development and retention of affordable housing, including: • Identifying planning tools to ensure no net loss of housing during redevelopment; • Updating the Housing Needs Assessment on an annual basis; • Removing barriers and reviewing and expanding opportunities to support the development and retention of affordable housing; and • Study possible tools and programs to further leverage surplus or available land including community land trusts. | ● | | | ● | ● | | | |
| **5.7** | **Social Planning for Community Well-Being** | **Social Policy Team** | Develop an interim regulatory tool for a region-wide density bonus program. | | | ● | | | ● | | ● |
| **5.8** | **Social Planning for Community Well-Being** | **Social Policy Team** | Support the creation of JustFOOD and ensure alignment with its goals and recommendations by: • Directing the use of JustFOOD tools and resources to better understand community vulnerability to food insecurity and the local food landscape when updating or creating planning policies. • Removing barriers and creating incentives for food uses such as urban agriculture, agricultural operations, food outlets, etc. and reducing the impact of non-agricultural uses on viable agricultural land. | | ● | ● | | | ● | | |
| **5.9** | **Social Planning for Community Well-Being** | **Social Policy Team** | Continue to engage the Diversity and Inclusion Office as a resource during planning projects. | ● | | | ● | | | | |
| **5.10** | **Social Planning for Community Well-Being** | **Social Policy Team** | Review existing engagement policies and adopt the upcoming Public Engagement Guidebook. | | ● | ● | ● | | ● | | |
| **5.11** | **Social Planning for Community Well-Being** | **Social Policy Team** | Ensure the Regional Plan is aligned with the 94 Calls to Action, recommendations from the Task Force on the Commemoration of Edward Cornwallis and the Recognition and Commemoration | | | ● | ● | | ● | | |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

| Theme & Direction Ref # | Theme Area | Work Category | Direction Text | Work Program | | | Resourcing | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| | | | of Indigenous History, and the African Nova Scotian Road to Economic Prosperity. | | | | | | | | |
| **5.12** | **Social Planning for Community Well-Being** | **Social Policy Team** | Review and update planning documents (the Regional Plan, secondary plans and land use by-laws) that bring HRM closer to the goal of being a city for people of all abilities, ages, and backgrounds. Ensure these documents align with the forthcoming HRM Accessibility & Inclusion Strategy. | | | ● | | | ● | | |
| **5.13** | **Social Planning for Community Well-Being** | **Social Policy Team** | Include the Accessibility Advisory Committee and Diversity & Inclusion Office in the review of the forthcoming engagement tool to ensure it uses best practices for inclusion of residents with a wide array of disabilities. | ● | | | ● | | | | |
| **11.2** | **Assessing the Impacts of COVID-19** | **Social Policy Team** | Identify communities with inequitable access to the social determinants of health necessary to weather a pandemic, such as housing, food security, access to green/amenity space, and transportation options, and focus on prioritizing the servicing of these communities. | | | ● | ● | | | ● | |
| **We can make it easier for people to move.**<br>We can use the Regional Plan to link decisions on land use and our mobility system by focusing on the movement of people, not just vehicles, be it by walking, rolling, cycling, transit or in a vehicle. | | | | | | | | | | | |
| **4.1** | **Transforming how we move in our region** | **Integrated Mobility Team** | Update the Transportation and Mobility chapter of the Regional Plan to reflect the policies and actions of the Integrated Mobility Plan and its regional approach to transportation planning by: • Adopting policy to support the use of the Complete Streets approach to prioritize the movement of people using sustainable modes of transportation over vehicles; • Revising the region-wide and sub-regional mode share targets; • Removing the list of road network projects and adopting alternative policy to direct evaluation of all existing and future mobility projects through the IMP's Evaluation Scorecard; • Adopting new guidelines for the preparation of Transportation Impact Assessments, which includes Multi-Modal Level of Service guidelines to evaluate road network performance for all mobility modes (walking, cycling, transit and vehicles); • Revising policy to support the Transportation Demand Management program, which will include policies and programs that encourage behaviour change to complement investments in infrastructure aligned | | ● | | | | ● | | |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

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| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| | | | with mode share targets; and • Identifying areas requiring partnership with other levels of government and agencies to collaborate on major transportation infrastructure projects. | | | | | | | | |
| **4.2** | **Transforming how we move in our region** | **Integrated Mobility Team** | Update Regional Plan policy to identify strategic multi-modal corridors that connect communities and include policy direction to guide future functional plans for these corridors that reflect the objectives of the Integrated Mobility Plan, Rapid Transit Strategy, Moving Forward Together Plan and Active Transportation Priorities Plan and align with land use planning. | | | ● | | | ● | ● | |
| **4.3** | **Transforming how we move in our region** | **Integrated Mobility Team** | Study opportunities for land acquisition tools in addition to the Transportation Reserve Zone, to acquire or preserve right-of-way lands for investments in strategic multi-modal corridors, and use this to inform a land acquisition strategy for these corridors. | | | ● | | | | ● | ● |
| **4.4** | **Transforming how we move in our region** | **Integrated Mobility Team** | To address the importance of coordinating land use and transportation planning around Rapid Transit, the Regional Plan will plan for higher-density mixed use development around Rapid Transit, and create policy direction for the provision of affordable housing, connectivity of local streets and active transportation infrastructure near stations and terminals. | | ● | ● | | | ● | ● | ● |
| **4.5** | **Transforming how we move in our region** | **Integrated Mobility Team** | Building on the approved Integrated Mobility Plan and Rapid Transit Strategy, establish a program of study to develop a long-term vision for transportation in HRM aligned with regional strategic growth. | | | ● | | | | ● | ● |
| **We can protect what matters.**<br>We can use the Regional Plan to strengthen and protect important natural and cultural places and use them to shape our region's communities. | | | | | | | | | | | |
| **6.1** | **Celebrating Culture and Heritage** | **Sharing Our Stories Team** | Incorporate the recommendations of the final Sharing Our Stories Plan into the Regional Plan, with a particular focus on initiatives that share and celebrate a more diverse range of stories. | | | ● | | | ● | | |
| **6.2** | **Celebrating Culture and Heritage** | **Sharing Our Stories Team** | Amend the Regional Plan to provide Heritage Development Agreement policies that will guide sensitive redevelopment of municipally registered properties, including some additional development rights. | ● | | | | ● | | | |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

| Theme & Direction Ref # | Theme Area | Work Category | Direction Text | Work Program | | | Resourcing | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| **6.3** | **Celebrating Culture and Heritage** | **Sharing Our Stories Team** | Review Regional Plan Policy CH-16 to provide additional direction for new development in a heritage context in secondary planning strategies, including the following considerations: Architectural compatibility and subordination; Building scale, massing and design; Transition; Shadow impacts; Impacts on the integrity of nearby heritage properties and streetscapes; and The assessment and preservation of any unregistered structures for their heritage value, if deemed necessary. | | ● | | | | ● | | |
| **6.4** | **Celebrating Culture and Heritage** | **Sharing Our Stories Team** | Use the recommendations of Sharing Our Stories to review and enhance policies related to the creation of future Heritage Conservation Districts and the identification of additional future Heritage Conservation Districts by: Updating policy to reflect the Heritage Conservation District Adoption Process approved by Regional Council at their November 17, 2020 meeting; Incorporating the Heritage Conservation District Prioritization Methodology and Evaluation approved by Regional Council at their November 17, 2020 meeting; and Incorporating any additional HCD policy considerations identified by Sharing Our Stories. | | ● | | | | ● | | |
| **6.5** | **Celebrating Culture and Heritage** | **Sharing Our Stories Team** | Use the recommendations of Sharing Our Stories and the Halifax Green Network Plan to direct how the Municipality will collaborate with residents and stakeholders to identify, prioritize and protect potential cultural landscapes, and continue to work with the Province to support the development of regulations for cultural landscapes under the Heritage Property Act. | | | ● | | | | ● | ● |
| **7.10** | **Integrating Community Facilities and Parks** | **Green Network Plan Team** | Apply the Open Space and Natural Resources Designation and Regional Park Zone to the publicly-owned lands for the Sandy Lake Regional Park, Blue Mountain Birch Cove Lakes Area, Shaw Wilderness Park and McIntosh Run Regional Park, maintain the Western Common Zone for the Western Common Wilderness, and adopt policy to guide future park development and management of these areas as “wilderness parks”. Ensure that parks and open spaces owned and/or managed by community organizations and other levels of government are recognized within this framework. | | ● | | | | ● | | |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

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| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| **7.6** | **Integrating Community Facilities and Parks** | **Green Network Plan Team** | Incorporate the park spectrum into the Regional Plan. | | ● | | | | ● | | |
| **7.7** | **Integrating Community Facilities and Parks** | **Green Network Plan Team** | Review and develop Level of Service Standards based on the recommendations of the Halifax Green Network Plan, public engagement and spatial analysis mapping of parkland and outdoor recreation amenities and future growth. | | | ● | | | ● | | ● |
| **7.8** | **Integrating Community Facilities and Parks** | **Green Network Plan Team** | Amend the Regional Subdivision By-law to reflect the identified Level of Service Standards. | | | ● | | | | ● | ● |
| **7.11** | **Integrating Community Facilities and Parks** | **Green Network Plan Team** | Continue to work with other levels of government and conservation groups to increase access to open spaces. | ● | | | ● | | | | |
| **8.1** | **Enhancing Environmental Protection** | **Green Network Plan Team** | Adopt Regional Plan policy requiring that the Green Network Ecology Map is used to help guide regional planning decisions | ● | | | | ● | ● | | |
| **8.10** | **Enhancing Environmental Protection** | **Green Network Plan Team** | Review and revise existing regulations protecting wetland and riparian areas in HRM land use by-laws to ensure greater protection for these features and ensure standard regulations are adopted across the region. | | | ● | | | ● | | |
| **8.11** | **Enhancing Environmental Protection** | **Green Network Plan Team** | Continue to work with the Province to develop and adopt revised policies and regulations consistent with the Coastal Protection Act and tailored to the HRM context. This work will consider: • Whether the current required elevation is sufficient given expected sea level rise, storm surge and coastal erosion risks (currently 3.8 CGVD - equivalent to 3.2 CGVD 2013); • Requiring different horizontal setbacks for coastal shorelines and inland watercourses; • Requiring coastal elevations (vertical setbacks) to apply to all uses, not just residential properties; • Providing guidance for estuaries, salt marshes, barrier beaches and similar features; • Providing guidance for resilient infrastructure design; • Replacing the CGVD28 standard with CGVD2013; and • Ensuring consistent regulations are applied across the region. | | | ● | | | ● | | ● |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

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| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| **8.2** | **Enhancing Environmental Protection** | **Green Network Plan Team** | Continue to apply the Open Space and Natural Resource designation to recognize the value of the Green Network, and revise the designation's boundaries to reflect the core areas and corridors shown on the Green Network Ecology Map. | | ● | | | | ● | | |
| **8.3** | **Enhancing Environmental Protection** | **Green Network Plan Team** | Review Regional Plan policy to ensure that secondary planning strategies and land use by-laws include appropriate development regulations in important ecological areas and corridors and directs development away from hazardous locations. | | | ● | | | ● | | ● |
| **8.4** | **Enhancing Environmental Protection** | **Green Network Plan Team** | Provide guidance for environmental considerations during policy-enabled discretionary planning applications. | | | ● | | ● | ● | | |
| **8.5** | **Enhancing Environmental Protection** | **Growth Management** | Develop a regional approach to the protection of natural corridors that: • Directs how natural corridors should be delineated at the regional and individual site level; • Prioritizes wildlife connections to the Chebucto Peninsula; • Includes clear policy direction for developing wildlife crossings through major infrastructure like highways and utility corridors; and • Coordinating this work with the provincial government, utilities and other relevant stakeholders. | | | ● | ● | | ● | | |
| **8.6** | **Enhancing Environmental Protection** | **Green Network Plan Team** | Review policies to support and where appropriate, require the use of naturalization and green infrastructure during development. | | ● | | | | ● | | |
| **8.7** | **Enhancing Environmental Protection** | **Green Network Plan Team** | Review policies to continue to support the implementation of the Urban Forest Master Plan. | | ● | | | | ● | | |
| **8.8** | **Enhancing Environmental Protection** | **Green Network Plan Team** | Adopt policy to direct future study and implementation of a comprehensive water quality monitoring program, including Lake Water Management Plans for urban lakes that establish phosphorus loading limits and mitigation measures and water quality monitoring protocols. | | ● | | | | ● | | |
| **8.9** | **Enhancing Environmental Protection** | **Green Network Plan Team** | Update existing policy to reflect the Municipality's recent work to improve stormwater management practices. | | ● | | | | ● | | |
| **8.12** | **Enhancing Environmental Protection** | **HaliFACT Team** | Complete a spatially-based risk and vulnerability analysis of HRM's coastal waterfront and shoreline area and adopt policy to direct development of a coastal-specific adaptation strategy. | | | ● | | | ● | | ● |

**ATTACHMENT C – Regional Plan Review Work Plan (Updated May 2023)**

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|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Completed/ Ongoing | Text or Map Adjustment | Additional Analysis Required | Partnership or Ongoing Work | Phase 3 (Complete) | Phase 4 | Phase 5 | Work Outside the Regional Plan Review |
| **8.13** | **Enhancing Environmental Protection** | **HaliFACT Team** | Establish requirements for updating municipal LiDAR data, digital elevation models and coastal vulnerability mapping. | | | ● | | | ● | | |
| **9.1** | **Leading through action on climate** | **HaliFACT Team** | Update the Environment, Energy and Climate Change chapter of the Regional Plan to reflect HalifACT's net-zero emissions targets and require consideration of climate impacts across issue areas. | | ● | | | | ● | | |
| **9.2** | **Leading through action on climate** | **HaliFACT Team** | Develop policy to encourage net-zero and climate resilient new construction when considering discretionary planning applications. | | ● | | | | ● | | |
| **9.3** | **Leading through action on climate** | **HaliFACT Team** | Adopt policy to direct consideration of alternative energy systems, such as district energy and microgrids, as part of secondary planning and master neighbourhood planning projects. | | ● | | | | ● | | |
| **9.4** | **Leading through action on climate** | **HaliFACT Team** | Review and revise policy and land use by-laws to remove barriers to solar installations, energy storage systems, and electric vehicle infrastructure. | | ● | | | | ● | | |
| **9.5** | **Leading through action on climate** | **HaliFACT Team** | Review the Regional Plan's wind energy policy to ensure it reflects current technology and provides opportunities for large-scale wind energy generation. | | | ● | | | ● | | |
| **9.6** | **Leading through action on climate** | **HaliFACT Team** | Identify current and future climate change hazards and critical infrastructure at risk to extreme climate events. | | | ● | | | ● | ● | ● |
| **9.7** | **Leading through action on climate** | **HaliFACT Team** | Adopt policy to prioritize resiliency measures that will help reduce risk, protect critical infrastructure and require building back better. | | | ● | | | ● | ● | |
| **9.8** | **Leading through action on climate** | **HaliFACT Team** | Adopt policy to require emergency management services and current and future climate change hazard projections are considered as part of the as-of-right development process, discretionary planning applications, and during reviews of secondary plans and land use by-laws. | | | ● | | | ● | ● | |

**Attachment D:**
**Site-Specific Amendment Requests for Consideration through the Regional Plan Review Process**

# Contents


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## Table 1: Summary

| Regional Plan Phase 4: Draft Regional Plan | Regional Plan Phase 5: Future Growth | Description |
|---|---|---|
| ***** *Requests marked with an asterisk (*) are new requests that were received after the publication of the Phase 3 Report in July 2022* | | |
| **Urban Reserve Lands** | | |
| • Purcell's Cove Urban Reserve (C025, Case 22257) | • Kidston Lake Urban Reserve lands (C071) and Spryfield area Holding Zone lands (C070-A, C074, C333) | Requests to initiate comprehensive secondary planning or to amend the existing designation and zoning for lands designated Urban Reserve, which the Regional Plan envisioned for future serviced development after the life of the Regional Plan (after 2031). |
| **Service Area Boundary Adjustment** | | |
| • *None identified in Phase 4.* | • Smiths Road, Bedford (C089)<br>• Montague Golf Course lands, Lake Loon (C325)<br>• Lands off of Dyke Road, Cow Bay (C328)<br>• Lands near Fraser Lake, 2832 St. Margaret's Bay Road, Timberlea (C337)<br>• Temple Terrace, near Glendale Avenue, Lower Sackville (C539)*<br>• Atholea Drive (C565)*<br><br>*Middle Sackville Area*<br>• Lands near Lindforest Rd, Middle Sackville (C070-B)<br>• Lands at the corner of Rosemary Drive and Marigold Drive, Middle Sackville (C070-C)<br>• Lands near Little Lake, Middle Sackville (C070-D)<br>• Lands North of Highway 101, East of Springfield Estates mobile home park, Middle Sackville (C102)<br>• Lands Southeast of Springfield Lake, with frontage on Sackville Drive, Middle Sackville (C310)<br>• Lands North of Webber Lake, west of Lucasville Road (C311)<br>• Lands North of Springfield Lake, Middle Sackville (C312)<br>• Lands with frontage on Orchard Drive and Bambrick Road, Middle Sackville (C314)<br>• Lands near Highway 101 and Margeson Drive, Middle Sackville (C319/Case 21639)<br>• Lands in the Berry Hills subdivision, Middle Sackville (C320)<br>• Springfield Estates, Middle Sackville (C329)<br>• Lands to the west of Orchard Drive/Sackville Drive, Middle Sackville (C573)* | Requests to amend the Urban Service Area boundary and/or the Water Service Area boundary to enable development of properties with municipally provided water and/or wastewater services. |
| **Schedule J – Beaver Bank/Hammonds Plains Growth Control Area** | | |
| • *None identified in Phase 4.* | • Lands west of Sandy Lake and Marsh Lake, Hammonds Plains/ Lucasville (C017)<br>• Lands north of Hammonds Plains Road and south of Taylor Lake, Hammonds Plains (C109)<br>• Former Pin-Hi Golf Course, Hammonds Plains Road/ Lucasville Road (C317)<br>• Lands north of Hammonds Plains Road and south of Taylor Lake, Hammonds Plains (C517)*<br>• Voyageur Lakes, Hammonds Plains (C522)*<br>• Lands north of Monarch Drive and east of Beaver Bank Road, Beaver Bank (C103)<br>• Lands near Barrett Lake, Beaver Bank (C299)<br>• Lands south of Monarch Drive, Beaver Bank (C300)<br>• Lands near Kinsac Lake, Kinsac (C117)<br>• 324 and 328 Beaver Bank Road, Beaver Bank (C343) | Requests to allow development on lands within the Beaver Bank/Hammonds Plains Growth Control Area (Schedule J), which restricts residential subdivision activity within portions of the Beaver Bank and Hammonds Plains communities until transportation infrastructure capacity is increased. |

<table>
<tr><th colspan="3">Urban Area Plan Amendment</th></tr>
<tr><td>• Caldwell Road and Cow Bay Road, Cow Bay (C048)*<br>• Corner of Prince Albert Road at Lake Banook, Dartmouth (C602)*</td><td></td><td rowspan="3">Requests for supportive Regional Plan policy to enable an alternative form of development or increased density for lands currently within the Urban Settlement designation.</td></tr>
<tr><td colspan="2">Work to be advanced through Suburban Plan Corridors:<br>• Bedford Waterfront and the Esquire Motel lands, Bedford (Case 23084, C061-C)<br>• Bedford Highway near Glenmont Avenue, Bedford (C616)*<br>• Lands bounded by Lacewood Drive, Dunbrack Street and Radcliffe Drive, Halifax (C339)<br>• Corner of Lacewood Drive and Glenforest Drive, Halifax (C579)*<br>• 80-90 Camelot Lane, Halifax (Case 24656 / C580)*<br>• Corner of Langbrae Drive and Dunbrack Street, Halifax (C536)*<br>• 1 Craigmore Drive, Halifax (C620)*<br>• Corner of Mayor Ave and Layton Road, Spryfield, Halifax (C405)<br>• Corner of Herring Cove Road and Twin Oaks Road, Spryfield, Halifax (C548)*<br>• Corner of Twin Oakes Rd and Circle Drive, Spryfield, Halifax (C611)*<br>• 41 Cowie Hill Rd and 30 Ridge Valley Road, Halifax (Case 23600)*<br><br>Work to be advanced through Suburban Plan:<br>• Birch Cove, Halifax (C061-A)<br>• Schedule R Lands, Bedford Highway (Case 21661)*<br>• 686 Bedford Highway, Bedford (C621)*<br>• 219 Main Street, Dartmouth (Case 24660)<br>• 70 First Lake Drive, Lower Sackville (Case 2023-00368)<br>• Bedford Highway and Millview Ave, Bedford (Case 24077)<br>• 617 St Margarets Bay Road, Halifax (Case 24414)</td></tr>
<tr><td colspan="2">Work to be advanced and resourced separately from the Regional Plan Review:<br>• Paper Mill Lake, Bedford (C061-B)</td></tr>
<tr><th colspan="3">Rural Area Plan Amendment</th></tr>
<tr><td>• 1246 Ketch Harbour Road (C027/ Case 22212)</td><td>• Canal Cays, Wellington (C541)</td><td>Requests for supportive Regional Plan policy to enable an alternative form of development or increased density for lands currently within the Rural Commuter designation.</td></tr>
<tr><th colspan="3">Industrial Lands</th></tr>
<tr><td>• Burnside Phase 14 (22008)<br>• Industrial lands near Aerotech (C508)</td><td></td><td rowspan="2">Requests for comprehensive planning for lands within the Regional Plan’s Business/ Industrial Sub-designation.</td></tr>
<tr><td colspan="2">Work to be advanced through Suburban Plan:<br>• Lands off Susie Lake Drive, Bayers Lake (C104)</td></tr>
</table>

## Table 2: Urban Reserve

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Urban Reserve | C071 | Lands near Kidston Lake, off Leiblin Drive and Old Sambro Road, Spryfield (PIDs 00283283; 40872053; 00315283; 00315291) | Request from Kevin Riles on behalf of North American Real Estate to amend the current planning policy to allow for development on these lands<br><br>**Number of housing units proposed by Applicant:** 4,800 units | • Under the Regional Plan, the majority of the lands are designated Urban Reserve, which envisions future serviced development beyond the life of the Regional Plan (after 2031)<br>• Lands southwest of the Lieblin Drive development are designated Rural Commuter and envisioned for industrial commercial development by the Planning District 5 MPS | • Regional Plan policy envisions these lands will be considered for serviced development after 2031.<br>• The Halifax Green Network Plan identifies the ecological and cultural value of this area, including the International Biological Program (IBP) area south of Kidston Lake.<br>• Future development should consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness areas and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 5: Future Growth**<br>• Planning for development in this Urban Reserve area will be considered after the completion of study and planning for future serviced communities in the Urban Settlement designation. This is in keeping with the existing Regional Plan policy which envisioned these lands will be considered for serviced development after 2031.<br>• In Phase 5, staff will undertake a Strategic Growth and Infrastructure Priority Plan. Should this area be confirmed as a location for future growth, staff will recommend to Regional Council whether background study to support future master planning in this area should commence. Background studies would include ecological and cultural considerations, as well as baseline transportation and water and wastewater infrastructure studies. |
| Urban Reserve | C070-A | Clifton Heights subdivision, Spryfield area, Halifax (PIDs 00325985, 00330803, 00330811, and 00319871) | Request from Armco Capital Inc. to extend Urban Service Area boundary to allow for serviced development on the full extent of these lands, related to an active subdivision application (File #22930) | | • The Herring Cove Road Functional Plan has highlighted significant transportation constraints for the Herring Cove Road area as a result of existing and planned development in the area. A land use component of the Functional Plan has yet to be completed.<br>• The Rapid Transit Strategy has proposed a Bus Rapid Transit (BRT) line along Herring Cove Road. The focus for significant additional development in the Spryfield area should be within the 800 metre walkshed. These lands at the edge of that area, so a lower density may be appropriate.<br>• The Halifax Green Network Plan identifies two "Important Corridors" on the lands, where wildlife and natural landscape connectivity should be prioritized. | **Phase 5: Future Growth**<br>• Same as C071 above |
| Urban Reserve | C074 | Lands to the southwest of Herring Cove Road, Spryfield Area, Halifax (PID 41182643) | Request from Stephen Adams, on behalf of the property owners, to extend the Urban Service Area boundary to allow for serviced development on the full extent of these lands | • Under the Halifax MPS/Mainland South Secondary Plan, the lands are designated RDD and zoned Holding. The lands are envisioned to be comprehensively developed when services are made available.<br>• The Halifax Mainland policy identifies environmentally sensitive features in the area that should be protected, including tree cover, exposed bedrock, wetlands and streams and steep slopes. | | **Phase 5: Future Growth**<br>• Same as C071 above |
| Urban Reserve | C333 | Lands to the southwest of Herring Cove Road, Spryfield Area, Halifax (PIDs 00277228, 00319871, 00330811, 00325985, 00330803, 41182643, 00330795, 00277913, 41282179) | Request from Stephen Adams on behalf of the property owners to rezone lands in this area to R-2 | | | **Phase 5: Future Growth**<br>• Same as C071 above |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Urban Reserve | Case 22257 | Purcell's Cove Backlands Urban Reserve<br>(All lands in the Urban Reserve Designation, Purcell's Cove Road area) | Staff-initiated as a result of HRM's acquisition of Shaw Wilderness Park | • Under the Regional Plan these lands are designated Urban Reserve, which envisions future serviced development beyond the life of the Regional Plan (after 2031)<br>• Halifax Green Network Plan, Action 66: "During the next Regional Plan review amend the Regional Plan to recognize recent land acquisitions [i.e. Shaw Wilderness Park] within the Purcell's Cove Backlands as Regional Park and consider open space planning for the remainder of this area." | • On June 8, 2021, Regional Council passed the following motion: "Consider amendments to the Regional Municipal Planning Strategy, the Halifax Secondary Municipal Planning Strategy and Halifax Mainland Land Use By-law for lands currently designated and zoned Urban Reserve in the Purcell's Cove Backlands area (as shown on Map 1 of this report), through the ongoing Regional Plan Review (Case 22257) in order to protect environmentally significant features in the area, consistent with the policy directions outlined in this report."[1]<br>• Future development should consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness areas and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 4: Draft Regional Plan**<br>• Acknowledge that an urban form of serviced development is no longer envisioned in this location;<br>• Re-designate and rezone the Shaw Wilderness Park lands to Open Space and Natural Resources Designation and the Regional Park Zone to reflect its current use;<br>• Re-designate and rezone other publicly-owned lands and private conservation lands to the Open Space and Natural Resource Designation and the Protected Area Zone;<br>• Re-designate privately owned Urban Reserve lands to Rural Commuter within 250m of Purcell's Cove Road, and apply the Open Space and Natural Resource Designation to the remainder of the properties;<br>• Apply a new Purcell's Cove Backlands Designation and Zone within the Halifax Mainland Secondary Municipal Planning Strategy and Land Use By-law to the lands which will allow residential development on existing lots, and allow subdivision of existing lots into two lots only. |
| Urban Reserve | C025 | Lands on Purcell's Cove Road, Halifax (PID 41342080) | Request from ZZap Consulting, on behalf of Tony Maskine, to include lands currently within the Urban Reserve designation within the Urban Service Area boundary, to allow for subdivision for serviced development | | | |

[1] https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/210608rc1141.pdf

## Table 4: Urban Service Area Boundary Adjustments

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Service Area Boundary Adjustment | C089 | 24 and 30 Smiths Road, Bedford (PIDs 00419226 and 00419101) | Request from Ramar Developments Ltd. to extend central services to this property and redesignate to permit the creation of five new lots. | • Under the Regional Plan, the lands are within the Rural Commuter designation, which envisions a rural pattern of development, and are outside the Urban Service Area<br>• Lands are adjacent to the Sandy Lake and Bedford West Regional Plan growth centres, and within the Sandy Lake watershed area<br>• Under the Bedford MPS and LUB, the lands are zoned for Residential Single Unit uses | • These lands are near the Bedford West Sub Areas 1 and 12, and Sandy Lake Special Planning Areas, which are being studied as Future Serviced Communities. This study includes a watershed study, land suitability analysis, review of transportation infrastructure and water and wastewater infrastructure.<br>• The Sandy Lake watershed study (completed 2014) recommended advanced stormwater management and removing septic systems as a mitigation measure to limit phosphorus runoff into Sandy and Marsh Lakes. | **Phase 5: Future Growth**<br>• Amendments to enable serviced development in this area is not recommended until the conclusions of the Future Serviced Communities study is completed.<br>• Regional Planning staff will monitor the progress of the Future Serviced Communities study and recommend an approach to these lands once that has been completed. It is anticipated that this will occur in Phase 5, at which time staff will:<br>- Consider redesignating these lands to Urban Settlement, consistent with the designation in the Bedford West and Sandy Lake area;<br>- Consider whether it is appropriate to extend the Urban Service Area boundary to align with the Urban Settlement designation. This will require consultation with Halifax Water. |
| Service Area Boundary Adjustment | C325 | Montague Golf Course lands, between Montague Road and Lochmoor Lane, Lake Loon (PID 00624668) | Request from Fathom Studio on behalf of the property owner to include these lands within the Urban Service Area boundary, to enable a development agreement for a 6-storey apartment building for seniors.<br><br>Number of housing units proposed by Applicant: 120-unit apartment building. | • Under the Regional Plan, the lands are within the Rural Commuter designation, which envisions a rural pattern of development. The lands are outside the Urban Service Area but within the Water Service Area (municipal water services are available, but not wastewater services)<br>• The lands are 500m north of the Westphal Urban Local Growth Centre and the current extent of the Urban Service Area<br>• The majority of the property is included within the Cole Harbour/Westphal Community Plan Area, with the road frontage of the property within the North Preston, Lake Major, Lake Loon, Cherry Brook and East Preston Plan Area.<br>• There is an existing development agreement on this property that permits a 9-hole golf course, sleigh wagon ride operation, and uses permitted within the R-1 Zone, Cole Harbour/Westphal LUB. Policy UR-10 permits multiple unit dwellings over 6 units if services are available, by development agreement. | • Consider this request in relation to the Regional Plan's strategic growth objectives, and in relation to a review of the Regional Plan's growth centres<br>• If brought forward by the Province, the Cherry Brook Bypass may cross Montague Road just north of this property. A future interchange in this area may impact the growth pattern in this area.<br>• Future development should consider the objectives of the Integrated Mobility Plan to support transit-oriented development, and follow policy guidance found in the Halifax Green Network Plan, HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 5: Future Growth**<br>• Amendments to the Urban Settlement designation and Urban Service Area boundary in this area are not recommended until futher study of community growth and infrastructure in this area can be completed.<br>• Staff will undertake a Strategic Growth and Infrastructure Priority Plan as part of Phase 5. Future development potential in the Lake Loon area will be studied at that time, and will:<br>- Study population growth and settlement patterns to determine whether these lands may be appropriate for serviced development in the longer term;<br>- Consult with Halifax Water and HRM Infrastructure Planning to understand long-term plans for servicing and any constraints and opportunities in this area;<br>- Consider environmental implications, such as watershed impacts, constraints such as floodplains and explore opportunities for landscape connectivity, consistent with the objectives of the Halifax Green Network Plan;<br>- Consider mobility implications and opportunities for transit-oriented development, consistent with the objectives of the Integrated Mobility Plan;<br>- Consider what public engagement will be required. |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Service Area Boundary Adjustment | C328 | Lands off of Dyke Road, Cow Bay (PID 00369397) | Request from Fathom Studio on behalf of Silver Sands Realty Ltd. to include these lands within the Water Service Area boundary and rezone to R-1, to enable residential subdivision.<br><br>Number of housing units proposed by Applicant: 50 to 60 lots. | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development, outside of the Urban Service Area.<br>• The lands are not within or adjacent to a Regional Plan growth centre<br>• Existing Regional Plan policies SU-13 to SU-16 set out the circumstances under which Water Service Areas may be established or expanded.<br>• The lands are not currently eligible for Conservation Design Development, as they fall within the Rural Area designation under the Eastern Passage/ Cow Bay MPS. The Eastern Passage/ Cow Bay MPS envisions that the rural character of this area will be maintained. | • Any adjustment to the Cow Bay Control Area must be considered cautiously, in relation to the Regional Plan's strategic growth objectives.<br>• The Halifax Green Network Plan identifies an "Important Corridor" on the edge of the lands, where wildlife and natural landscape connectivity should be prioritized.<br>• The western side of the lands abuts the Cow Bay River. As part of the background study for the Morris Lake Expansion lands, there may be additional information learned about this watershed and the Cow Bay River floodplain.<br>• Future development should consider the objectives of the Integrated Mobility Plan to support transit-oriented development, and follow policy guidance found in the Halifax Green Network Plan, HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 5: Future Growth**<br>• Amendments to Regional Plan and SMPS policy to enable additional subdivision in the Cow Bay area are not recommended until further study of future community growth and infrastructure planning in this area can be completed.<br>• Staff will undertake a Strategic Growth and Infrastructure Priority Plan as part of Phase 5. Future development potential in the Eastern Passage/Cow Bay area will be studied at that time, and will:<br>- Study population growth and settlement patterns to determine whether these lands may be appropriate for serviced development in the longer term;<br>- Consult with Halifax Water and HRM Infrastructure Planning to understand long-term plans for servicing and any constraints and opportunities in this area;<br>- Consider environmental implications, such as watershed impacts, constraints such as floodplains and explore opportunities for landscape connectivity, consistent with Green Network Plan objectives;<br>- Consider mobility implications and opportunities for transit-oriented development, consistent with the objectives of the Integrated Mobility Plan;<br>- Consider what public engagement will be required. |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Service Area Boundary Adjustment | C337 | Lands near Fraser Lake, 2832 St. Margaret's Bay Road, Timberlea (PIDs 40054306, 40054363, 40261729, 40689358, 40319550) | Request by Clayton Development Limited to extend the Urban Service Area boundary to enable residential development with municipal water and wastewater services.<br><br>Number of housing units proposed by Applicant: 690 units | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development<br>• Under the Timberlea/ Lakeside/ Beechville MPS, the lands are within the Urban Residential designation. Policy UR-1 envisions this designation as a priority area for continuing residential development; however this was not supported by Regional Plan policy. The lands are not located in or adjacent to a Regional Plan growth centre. | • Consider this request in relation to the Regional Plan's strategic growth objectives.<br>• The Halifax Green Network Plan identifies an Essential Corridor that passes through the site from north to south, where wildlife and natural landscape connectivity should be prioritized.<br>• Future development should consider the objectives of the Integrated Mobility Plan to support transit-oriented development, and follow policy guidance found in the Halifax Green Network Plan, HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan.<br>• Although staff did not actively seek public comment on this request during Phase 3, the applicant's request letter was published on the Regional Plan Review webpage, and there were 17 submissions received. These submissions expressed strong opposition to development on this site. Residents expressed concern about the ecological integrity of the site, the impact of increased traffic from a development of this size, and how it will impact water quality and nearby wilderness area. Residents expressed concern about a change to the Urban Service Boundary and how it may impact current residents and where the services would connect. Residents also commented on the need for improved engagement, improved transit and the need for park programming, park planning and park acquisition. Residents also commented on the importance of the IMP, HGNP, and wildlife corridors. | **Phase 5: Future Growth**<br>• This area was identified as a priority area for growth under the Timberlea/ Lakeside/ Beechville MPS; however, it is not considered a growth area under the Regional Plan, and the Halifax Green Network Plan has identified important environmental values on the lands.<br>• Amendments to the Regional Plan and SMPS policy to enable serviced development in this area of Timberlea is not recommended until further study of future community growth, environmental constraints and infrastructure planning in this area can be completed.<br>• Staff will undertake a Strategic Growth and Infrastructure Priority Plan as part of Phase 5. Future development potential in the Timberlea area will be studied at that time, and will:<br>- Study population growth and settlement patterns to determine whether these lands may be appropriate for serviced development in the longer term;<br>- Consult with Halifax Water and HRM Infrastructure Planning to understand long-term plans for servicing and any constraints and opportunities in this area;<br>- Consider environmental implications, such as watershed impacts, constraints such as floodplains and wildlife coordiors, and explore opportunities for landscape connectivity, consistent with Green Network Plan objectives;<br>- Consider mobility implications and opportunities for transit-oriented development, consistent with the objectives of the Integrated Mobility Plan;<br>- Consider what public engagement will be required. |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Service Area Boundary Adjustment | C539* | 85 Temple Terrace, Lower Sackville (PID 03016595) | Request from Fathom Studio on behalf of StoneRidge Fellowship Baptist Church, to include the northern section of the lands within the Urban Service Area, redesignate the lands to the Urban Settlement designation, and rezone the property to allow for a medium density residential development.<br><br>Number of housing units proposed by Applicant: 794 units, mix of single, townhome, and multi-unit dwellings. | • Under the Regional Plan, the lands are within the Rural Commuter designation, which envisions a rural pattern of development, and are outside the Urban Service Area.<br>• Portion of property is located within the Urban Local Growth Centre (Lower Sackville).<br>• Appears to be located within an important corridor under Map 5 of the GNP.<br>• Wetlands and watercourse located on northern portion of the property. | • Consider this request in relation to the Regional Plan's strategic growth objectives<br>• The Halifax Green Network Plan identifies an important corridor that passes through this site, where wildlife and natural landscape connectivity should be prioritized<br>• Future development should consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 5: Future Growth**<br>• Amendments to the Regional Plan and SMPS policy to enable serviced development in this area is not recommended until further study of future community growth, environmental constraints and infrastructure planning in this area can be completed.<br>• Staff will undertake a Strategic Growth and Infrastructure Priority Plan as part of Phase 5. Future development potential in the Lower Sackville Area will be studied at that time, and will:<br>- Study population growth and settlement patterns to determine whether these lands may be appropriate for serviced development;<br>- Consult with Halifax Water and HRM Infrastructure Planning to understand long-term plans for servicing and any constraints and opportunities in this area;<br>- Consider environmental implications, such as watershed impacts, constraints such as floodplains and wildlife corridors, and explore opportunities for landscape connectivity, consistent with Green Network Plan objectives;<br>- Consider mobility implications and opportunities for transit-oriented development, consistent with the objectives of the Integrated Mobility Plan. |
| Service Area Boundary Adjustment | C565* | Atholea Drive, Cole Harbour (PIDs 41519596, 41513557, 00559963, 00559955, 41199183, 41199175, 41199167, 41199159, 41199142) | Request by Fathom Studio to include the lands within the Urban Service Area for low to medium density residential development.<br><br>Number of housing units proposed by Applicant: 548 units, mix of singles and townhomes | • Under the Regional Plan the lands are within the Rural Commuter designation, which envisions a rural pattern of development, and are outside the Urban Service Area.<br>• The lands are located approximately 500m from the Morris Lake Conceptual Growth Centre<br>• Lands have wetlands, watercourses, floodplains, and a lack of access to additional street connections | • These properties are adjacent to the Morris Lake Expansion Special Planning Area, which is being studied as a potential Future Serviced Community. This study includes a watershed study, land suitability analysis, review of transportation infrastructure and water and wastewater infrastructure. | **Regional Plan Phase 5: Future Growth**<br>• Amendments to enable serviced development in this area is not recommended until the conclusions of the Future Serviced Communities study for the Morris Lake Expansion Lands is completed.<br>• Regional Planning staff will monitor the progress of the Future Serviced Communities study and recommend an approach to these lands once that has been completed. It is anticipated that this will occur in Phase 5, at which time staff will consider whether amending the Urban Service Area, Regional Plan designation and SMPS policy and land use by-law to allow for serviced development is appropriate. |

## Table 5: Service Area Boundary Adjustments - Middle Sackville

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Service Area Boundary Adjustment | C070-B | Lands with frontage on Old Sackville Road and Lindforest Court, Middle Sackville (PIDs 40695504, 40123788, and 41315946) | Request from Armco Capital Inc. to extend the Urban Service Area boundary to allow for serviced development in this area | • Under the Regional Plan, designated Rural Commuter and within the Middle Sackville Urban Local Growth Centre<br>• PID 40695504 is zoned CDD, and referenced in Regional Plan Policy SU-6, which states that "HRM shall consider the extension of municipal wastewater and water distribution services to these properties to allow for a residential subdivision by development agreement" subject to meeting several criteria | • Halifax Water has indicated that these lands are tributary to a wastewater main that does not meet the minimum size requirements of Halifax Water's Design Specification, and as a result, additional analysis is required. Therefore, staff were unable to bring this request forward as part of Phase 3 as originally planned. Instead, these lands will be considered in the broader study of Middle Sackville planned for Phase 5 (see C070-C below). | **Phase 5: Future Growth**<br>• Staff will undertake a Strategic Growth and Infrastructure Priority Plan as part of Phase 5. Future development potential in the Middle Sackville Area will be studied at that time, and will:<br>- Consider which lands in the Middle Sackville area may be appropriate for serviced development in the short term, and which should be considered in the longer term horizon;<br>- Study the current and future potential development pattern in the Middle Sackville area (considering existing development, ongoing as-of-right subdivision applications, ongoing enabled planning applications, and requests received through the Regional Plan Review process) to understand the area's infrastructure planning needs;<br>- Consult with Halifax Water and HRM Infrastructure Planning to understand long-term plans for servicing and any constraints and opportunities in the area;<br>- Consider environmental implications, such as watershed impacts, constraints such as floodplains and explore opportunities for landscape connectivity, consistent with the objectives of the Halifax Green Network Plan;<br>- Consider mobility implications and opportunities for transit-oriented development, consistent with the objectives of the Integrated Mobility Plan;<br>- Consider past and ongoing public engagement in the area, including the Middle – Upper Sackville & Lucasville Community Visioning program, and consider what, if any additional public engagement is required. |
| Service Area Boundary Adjustment | C070-C | Lands at the corner of Rosemary Drive and Marigold Drive, Middle Sackville (Berry Hills subdivision, PID 41437229) | Request from Armco Capital Inc. to extend the Urban Service Area boundary to allow for serviced development on this parcel | • Under the Regional Plan, the majority of lands are designated Rural Commuter which envisions a rural pattern of development. A small portion of the property is within the Urban Settlement designation<br>• The lands are not within or adjacent to a Regional Plan growth centre | • Any significant expansion to the Urban Settlement designation and Urban Service Area Boundary must be considered carefully in relation to the Regional Plan's strategic growth objectives.<br>• The Middle Sackville area is facing increased pressure for housing development, and these requests should be considered with a long-term vision for the area.<br>• Future development should consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan.<br>• The "Middle – Upper Sackville & Lucasville Community Vision" completed in 2011 should be used to inform future planning work. | |
| Service Area Boundary Adjustment | C070-D | Lands near Little Lake, Middle Sackville (PIDs 40151185, 41215419, 41215427, 40140501, and 41284449) | Request from Armco Capital Inc. to extend Urban Service Area boundary northward to the CN Rail Line to allow for serviced development on the full extent of these lands | • Under the Regional Plan, the lands are split designated Urban Settlement/ Rural Commuter. The portion of the lands outside the Urban Settlement designation/Urban Service Area are designated Rural Commuter, which envisions a rural pattern of development<br>• The lands are not within or adjacent to a Regional Plan growth centre | • Same as C070-C above | **Phase 5: Future Growth**<br>• Same as C070-C above |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Service Area Boundary Adjustment | C102 | Lands north of Highway 101, east of Springfield Estates mobile home park, Middle Sackville (PID 00475442) | Request from Ramar Developments Ltd., for the property to be included within the Urban Service Area boundary to enable serviced development | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development<br>• There is a large wetland mapped on Schedule G of the Beaver Bank, Hammonds Plains, Upper Sackville Land Use Policy, which cannot be developed pursuant to Regional Plan Policy E-15.<br>• The lands are not within or adjacent to a Regional Plan growth centre. | • Same as C070-C above | **Phase 5: Future Growth**<br>• Same as C070-C above |
| Service Area Boundary Adjustment | C310 | Lands southeast of Springfield Lake, with frontage on Sackville Drive, Middle Sackville (PID 40167561) | Request from Brycon Construction for this property to be included within the Urban Service Area boundary to enable serviced development of these lands | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development, and are outside of the Urban Service Area.<br>• The lands are not within or adjacent to a growth centre. | • Same as C070-C above | **Phase 5: Future Growth**<br>• Same as C070-C above |
| Service Area Boundary Adjustment | C311 | Lands north of Webber Lake, west of Lucasville Road (PID 40123614) | Request from Marchand Developments Ltd. to re-designate these lands to the Urban Settlement and extend the Urban Service Area boundary to enable development of a multi-unit residential building on municipal services | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development, and are outside of the Urban Service Area.<br>• The lands are at the edge of the Middle Sackville Urban Local Growth Centre, and east of lands within the study area for the Middle Sackville Master Plan[2].<br>• The portion of the lands adjacent Webber Lake are designated and zoned Flood Plain under the Beaver Bank, Hammonds Plains and Upper Sackville MPS and LUB.<br>• The lands are within an “Important Corridor” under the Halifax Green Network Plan, where wildlife and natural landscape connectivity should be prioritized. | • Same as C070-C above | **Phase 5: Future Growth**<br>• Same as C070-C above |

[2] https://www.halifax.ca/business/planning-development/applications/case-21639-middle-sackville-master-plan

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Service Area Boundary Adjustment | C312 | Lands north of Springfield Lake, Middle Sackville (PIDs 41302837, 41305020, 41047655, 41491853, 41302829, 41077603) | Request from Marchand Developments Ltd. to re-designate these lands to the Urban Settlement and extend the Urban Service Area boundary to allow for serviced development in this area | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development, and are outside of the Urban Service Area.<br>• Under the Beaver Bank, Hammonds Plains, and Upper Sackville MPS, the lands are designated Mixed Use, Rural Resource, and Springfield Lake. The Springfield Lake designation recognizes that Springfield Lake itself is an environmentally-sensitive headwater lake, and development in this area must be balanced with the protection of natural systems through careful stormwater management and water quality monitoring. | • Same as C070-C above | **Phase 5: Future Growth**<br>• Same as C070-C above |
| Service Area Boundary Adjustment | C314 | Lands with frontage on Orchard Drive and Bambrick Road, Middle Sackville (PID 40699845) | Request from Sunrose Land Use Consulting, on behalf of Shoreham Development Limited, to extend the Urban Service Area boundary to allow for serviced development in this area | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development.<br>• The lands are at the edge of the Middle Sackville Urban Local Growth Centre. | • Same as C070-C above | **Phase 5: Future Growth**<br>• Same as C070-C above |
| Service Area Boundary Adjustment | C319/ Case 21639 | Lands near Highway 101 and Margeson Drive, Middle Sackville (PIDs 40281479, 40123598, 41287129, 40123606) | Request from Armco Communities to consider extending both municipal water and wastewater service to these lands | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development<br>• The lands are within the Middle Sackville Urban Local Growth Centre, and within the Middle Sackville Master Plan study area, identified as Phase 3 (Case 21639[3])<br>• PID 40281479 is zoned CDD, and referenced in Regional Plan Policy SU-6, which states that "HRM shall consider the extension of municipal wastewater and water distribution services to these properties to allow for a residential subdivision by development agreement" subject to meeting several criteria. However, under the Middle Sackville Master Plan, the applicant has requested this parcel be considered for highway commercial uses. | • Same as C070-C above<br>• Also, as the lands are currently part of the Middle Sackville Master Plan study area, alternative direction may be required from Regional Council to proceed with a different approach to these lands. | **Phase 5: Future Growth**<br>• Same as C070-C above |

[3] See: https://www.halifax.ca/business/planning-development/applications/case-21639-middle-sackville-master-plan and https://www.shapeyourcityhalifax.ca/middle-sackville-planning-process

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Service Area Boundary Adjustment | C320 | Lands in the Berry Hills subdivision, Middle Sackville (PID 41496621) | Request from Armco Communities to consider extending the Urban Service Area boundary to these lands to allow for serviced residential development in this area | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development. The lands are directly to the north of the Urban Settlement designation and Urban Service Area boundary.<br>• The lands are not within or adjacent to a growth centre. | • Same as C070-C above. | **Phase 5: Future Growth**<br>• Same as C070-C above. |
| Service Area Boundary Adjustment | C329 | Springfield Estates mobile home park, Middle Sackville (PID 40152845) | Request from Westphal Court Ltd., operating as Springfield Estate Manufactured Housing Community, to extending the Urban Service Area or the Water Service Area boundary to these lands to enable connection for municipal water services. | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development.<br>• The lands are not within or adjacent to a growth centre.<br>• The Beaver Bank, Hammonds Plains and Upper Sackville SMPS recognizes difficulties with the park's sewage treatment plant and water quality issues with the water distribution system. | • Same as C070-C above.<br>• Consider whether there is a health risk associated with existing water source which is Little Springfield Lake, which the proponent says is unprotected and can provide seasonally poor water quality. | **Phase 5: Future Growth**<br>• Same as C070-C above. |
| Service Area Boundary Adjustment | C573* | 1766 Sackville Drive, Middle Sackville (PID 40153363). Lands to the west of Orchard Drive/Sackville Drive, Middle Sackville (C573) | Request from Reno's & Restoration Group Inc. to extend Urban Service Area to those lands to accommodate serviced residential development in this area. | • Under the Regional Plan, the lands are designated Rural Commuter which envisions a rural pattern of development.<br>• The lands are outside but very close to the existing Urban Service Area boundary where it extends to the Rosemary Drive/Orchard Drive-Sackville Drive intersection.<br>• The lands are 440 metre north of Middle Sackville Urban Local Growth Centre<br>• A small portion of the property is within area of Elevated Archaeological Potential. | • Any significant expansion to the Urban Settlement designation and Urban Service Area Boundary must be considered carefully in relation to the Regional Plan's strategic growth objectives.<br>• The Middle Sackville area is facing increased pressure for housing development, and these requests should be considered with a long-term vision for the area.<br>• Future development should consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan.<br>• The "Middle – Upper Sackville & Lucasville Community Vision" completed in 2011 should be used to inform future planning work. | **Phase 5: Future Growth**<br>• Same as C070-C above. |

## Table 6: Schedule J – Beaver Bank/ Hammonds Plains Growth Control Area

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Schedule J (Hammonds Plains) | C017 | Lands West of Sandy Lake and Marsh Lake, Hammonds Plains/ Lucasville (PIDs 40203697, 40203671, 40203721) | Request from Sunrose Land Use Consulting on behalf of United Gulf to consider secondary planning for these lands in conjunction with adjacent Sandy Lake lands | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development, and calls for focusing growth within centres and controlling growth outside of those centres.<br>• PIDs 40203671 and 40203721 are within the Hammonds Plains Growth Control Area (Schedule J, Regional Subdivision By-Law) where development within portions of the community is limited by transportation infrastructure capacity.<br>• The Halifax Green Network Plan identifies an essential wildlife corridor in this area. | • Any adjustment to the Hammonds Plains Growth Control Area must be considered carefully, in relation to the Regional Plan's strategic growth objectives.<br>• Consider the appropriate role for these lands in relation to the proposed Sandy Lake growth centre, Marsh Lake conservation lands, and connections to the Lucasville area.<br>• Future development should support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in the Integrated Mobility Plan, HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 5: Future Growth**<br>• Amendments to Regional Plan policy for the Hammonds Plains Growth Control Area is not recommended until further study of future community development and infrastructure planning in this area can be completed.<br>• Staff will undertake a Strategic Growth and Infrastructure Priority Plan as part of Phase 5. Future development potential in the Hammonds Plains Growth Control Area will be studied at that time, and will:<br>- Study population growth and settlement patterns to estimate which lands may be appropriate for new serviced development;<br>- Consult with Halifax Water and HRM Infrastructure Planning to understand long-term plans for servicing and any constraints and opportunities in this area;<br>- Consider environmental implications, such as watershed impacts, constraints such as floodplains and explore opportunities for landscape connectivity, consistent with the objectives of the Halifax Green Network Plan;<br>- Consider mobility implications and opportunities for transit-oriented development, consistent with the objectives of the Integrated Mobility Plan.<br>- Consider what public engagement will be required. |
| Schedule J (Hammonds Plains) | C109 | Lands north of Hammonds Plains Road and south of Taylor Lake, Hammonds Plains (PIDs 00457564 and 00422980) | Request from Brighter Community Planning & Design to remove these lands from Schedule J to enable residential subdivision. | • Under the Regional Plan, the property is designated Rural Commuter, where a rural pattern of development is envisioned.<br>• A portion of the lands is within the Hammonds Plains Growth Control Area (Schedule J, Regional Subdivision By-Law) where development within portions of the community is limited by transportation infrastructure capacity.<br>• The Halifax Green Network Plan identifies an essential wildlife corridor in this area. | • Any adjustment to the Hammonds Plains Growth Control Area must be considered carefully, in relation to the Regional Plan's strategic growth objectives.<br>• Future development should support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in the Integrated Mobility Plan, HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 5: Future Growth**<br>• Same as C017 above |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Schedule J (Hammonds Plains) | C317 | Former Pin-Hi Golf Course, Hammonds Plains Road and Lucasville Road, Hammonds Plains (PIDs 00425512 and 00422535), | Request from Stonehouse Golf Group, to extend the Water Service Area to allow for serviced development in this area. A portion of the properties are within the water services area | • Under the Regional Plan, the property is designated Rural Commuter, where a rural pattern of development is envisioned.<br>• Portions of the lands adjacent to Hammonds Plains Road and Lucasville Road are within the Water Service Area boundary.<br>• The lands are within the Hammonds Plains Growth Control Area (Schedule J, Regional Subdivision By-Law) where development within portions of the community is limited by transportation infrastructure capacity. | • Any adjustment to the Hammonds Plains Growth Control Area must be considered carefully, in relation to the Regional Plan's strategic growth objectives.<br>• Future development should support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in the Integrated Mobility Plan, HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 5: Future Growth**<br>• Same as C017 above. |
| Schedule J (Hammonds Plains) | C517* | Lands north of Hammonds Plains Road and south of Taylor Lake, Hammonds (PID 41165275) | Request from Paul Dec, Upland, on behalf of Alumtech Holdings Inc, to be included in the service boundary to allow for a mid-rise housing complex designed and constructed explicitly for senior citizens. | • Under the Regional Plan, the property is designated Rural Commuter, where a rural pattern of development is envisioned.<br>• Located within the Hammonds Plains Growth Control Area (Schedule J, Regional Subdivision By-Law) where development within portions of the community is limited by transportation infrastructure capacity.<br>• The Halifax Green Network Plan identifies an important wildlife corridor in (or adjacent to) this area. | • Any adjustment to the Hammonds Plains Growth Control Area must be considered carefully, in relation to the Regional Plan's strategic growth objectives.<br>• Future development should support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in the Integrated Mobility Plan, HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 5: Future Growth**<br>• Same as C017 above |
| Schedule J (Hammonds Plains) | C522* | Voyageur Lakes, Hammonds Plains (PIDs 41351669, 41286584, 41286576, 41285636, 41285628, 41285610, 41285602, 41263104, 41233784, 41233776, 41233677, 41233669, 41233651, 41233644, 41233636, 41233628, 41233610, 41233602, 41233578, 41233560, 41233552, 41233545, 41233537, 41233529, 41233511, 41168394, 41168345, 41157751, 41157736, 41157728, 41157710, 41157702, 41157611, 41157603, 41157595, 41142597, 41142589, 41127564) | Request from Tom Swanson on behalf of United Gulf Developments to include the lands within the water services boundary. | • Under the Regional Plan, the property is designated Rural Commuter, where a rural pattern of development is envisioned.<br>• Located within the Hammonds Plains Growth Control Area (Schedule J, Regional Subdivision By-Law) where development within portions of the community is limited by transportation infrastructure capacity. | • Any adjustment to the Hammonds Plains Growth Control Area must be considered carefully, in relation to the Regional Plan's strategic growth objectives.<br>• Future development should support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections and follow policy guidance found in the Integrated Mobility Plan, HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 5: Future Growth**<br>• Same as C017 above |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Schedule J (Beaver Bank) | C103 | Lands north of Monarch Drive and east of Beaver Bank Road, Beaver Bank (PIDs 00468116 and 00468355) | Request from Ramar Developments Ltd., for properties to be included within the Urban Service Area | • Under the Regional Plan, the lands are within the Rural Commuter designation, adjacent to the Urban Settlement designation and the Urban Service Area boundary. The lands are within the Water Service Area boundary.<br>• The lands are within the Beaver Bank Growth Control Area (Schedule J, Regional Subdivision By-Law) where development within portions of the community is limited by transportation infrastructure capacity. | • Any adjustment to the Beaver Bank Growth Control Area, and any expansion to the Urban Settlement designation and Urban Service Area Boundary must be considered carefully in relation to the Regional Plan's strategic growth objectives<br>• The Beaver Bank/Kinsac area is facing increased pressure for housing development, and these requests should be considered with a long-term vision for the area.<br>• Future development should consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Phase 5: Future Growth**<br>• Amendments to Regional Plan policy for the Beaver Bank Growth Control Area are not recommended until further study of future community development, infrastructure and servicing opportunities in the Beaver Bank and Kinsac area is completed.<br>• Staff will undertake a Strategic Growth and Infrastructure Priority Plan as part of Phase 5. Future development potential in the Beaver Bank Growth Control Area will be studied at that time, and will:<br>- Study population growth and settlement patterns to estimate which lands may be appropriate for new serviced development;<br>- Consult with Halifax Water and HRM Infrastructure Planning to understand long-term plans for servicing and any constraints and opportunities in this area;<br>- Consider environmental implications, such as watershed impacts, constraints such as floodplains and explore opportunities for landscape connectivity, consistent with the objectives of the Halifax Green Network Plan;<br>- Consider mobility implications and opportunities for transit-oriented development, consistent with the objectives of the Integrated Mobility Plan;<br>- Consider what public engagement will be required. |
| Schedule J (Beaver Bank) | C299 | Lands near Barrett Lake, Beaver Bank (PIDs 00500967, 41495383, 41495391, 41495409, 41317918, 41317991, 41318007, 41317983, 41317967, 41495375) | Request from Marchand Homes, to include these properties within the Urban Settlement designation and Urban Service Area boundary to enable subdivision with central servicing | | | |
| Schedule J (Beaver Bank) | C300 | Lands south of Monarch Drive, Beaver Bank (PIDs 40830291, 40830309) | Request from Marchand Homes, to include these properties within the Urban Settlement designation and Urban Service Area boundary to enable subdivision with central servicing | | | |
| Schedule J (Beaver Bank) | C117 | Lands near Kinsac Lake, Kinsac (PIDs 41340258; 40871626; 40121089; 41381963; 40121931) | Request from Marchand Homes, to include these properties within the Urban Settlement designation and Urban Service Area boundary to enable subdivision with central servicing | • Under the Regional Plan, the lands are within the Rural Commuter designation, where a rural pattern of development is envisioned. The property is adjacent to the Urban Settlement designation (planned Carriagewood Estates subdivision – Case 24045[4])<br>• The property is within the Beaver Bank Growth Control Area (Schedule J, Regional Subdivision By-Law) where development within portions of the community is limited by transportation infrastructure capacity.<br>• PID 40871626 includes a large wetland mapped on Schedule G of the Beaver Bank, Hammonds Plains, Upper Sackville Land Use Policy, pursuant to Regional Plan Policy E-15. | | |

[4] https://www.halifax.ca/business/planning-development/applications/case-24045-carriagewood-estates-beaver-bank

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Schedule J (Beaver Bank) | C343 | 324 and 328 Beaver Bank Road, Beaver Bank (PIDs 41052960 and 41052978) | Request from Beaver Bank Investments to include the entirety of the lands within the Urban Settlement designation, extend the Urban Service Area boundary and remove the lands from the Beaver Bank Growth Control Area (Schedule J). | • Under the Regional Plan, the portion of the lands with frontage on Beaver Bank Road are located within the Urban Settlement designation and within the Urban Service Area boundary. The remainder of the lands are within the Rural Commuter designation, where a rural pattern of development is envisioned.<br>• The portion of lands the lands in the Rural Commuter designation is within the Beaver Bank Growth Control Area (Schedule J, Regional Subdivision By-Law) where development within portions of the community is limited by transportation infrastructure capacity.<br>• The lands are not located in or near a Regional Plan growth centre. | • Same as C103 above | **Phase 5: Future Growth**<br>• Same as C103 above |

## Table 7: Urban Plan Amendment

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| **Bedford** | | | | | | |
| Urban Plan Amendment | C061-A | Birch Cove, Bedford Highway, Halifax (PIDs 00325316, 41165481, 00291484, 00456533, 00325308, 00325290) | Request from Sunrose Land Use Consulting on behalf of United Gulf to consider new planning policy to enable comprehensive mixed-use development on these lands | • Under the Regional Plan, this area is within the Halifax Harbour designation, which identifies a need to balance the need for harbour-related industrial uses and other uses, such as residential. The lands are within the Urban Service Area.<br>• The Regional Plan also identified the area as an Urban Local Growth Centre. A "Birch Cove Waterfront Plan" prepared in 2010 proposed a mixed use residential/commercial development on the lands; however, the project was put on hold and drew local opposition. | • The Bedford Highway Functional Plan[5] highlighted challenges to access due to the location near the CN rail line, and potential vulnerability of these water lots to sea level rise as a result of climate change. The Functional Plan recommended that HRM "undertake detailed land use study to understand the relationship between development, Bedford Highway Access, the rail line, transit modes, and climate change/sea level rise and consider removing the Urban Local Growth Centre classification for Birch Cove area as part of the next Regional Plan review." | **Phase 4 and Suburban Plan**<br>• The Draft Regional Plan has removed the Urban Local Growth Centre from this location.<br>• Future policy will be considered through the Suburban Plan process to enable a future development process that would allow limited mixed use development on these lands. |

[5] https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/200526rc916.pdf

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Urban Plan Amendment | C061-B | Paper Mill Lake, PID 00360677, Bedford | Request from Sunrose Land Use Consulting on behalf of United Gulf to consider new planning policy to allow for mixed use residential/commercial development | • This request originated in 2009. The planning process for these lands was deferred by Council until concerns with transportation and servicing capacity were addressed. As part of the Bedford Highway Functional Plan, staff advised that this request would be brought forward as part of the Regional Plan Review process.<br>• Under the Regional Plan, the lands are within the Urban Settlement designation and within the Urban Service Area. The area is not a designated Regional Plan growth centre.<br>• Under the Bedford SMPS, the lands are designated Commercial Comprehensive Development District (CCDD) and Residential Comprehensive Development District (RCDD). An existing development agreement which allows low density residential development (6 units/acre) applies to much of the lands within the RCDD designation. | *Environmental Considerations*<br>• Consistent with existing Bedford MPS policy and the Halifax Green Network Plan, future development must be designed in a way that considers measures to mitigate potential water quality impacts on Paper Mill Lake.<br>*Mobility Considerations*<br>• Transportation access to this site may be challenging. A connection to Hammonds Plains Road at Brookshire Court, consistent with existing Bedford MPS policy, is likely necessary; however, this road connection would be within the Province's control-of-access area for Highway 102 (i.e., within 60m of the interchange ramps) and would intersect with the acceleration and deceleration lanes for the ramps. The technical feasibility of this access would need to be explored at the development agreement and/or subdivision stage of development.<br>• Active transportation (AT) infrastructure will be important within and to connect to the development. AT and transit connections to the planned ferry terminal at Mill Cove will be important to support the development.<br>*Density and Built Form Considerations*<br>• Given that these lands are not identified as a Regional Plan growth centre, and high frequency transit is not available here, staff have proposed relatively low density of 9 units per acre for these lands. A future development agreement will require a range of housing types and permit small-scale commercial development to support the neighbourhood.<br>• Estimated number of housing units: 1,047 units (estimated at 9 units/acre) | **Advance work and resource separately from the Regional Plan, and be included in future Suburban Plan.**<br><br>• This project has transitioned to the Strategic Projects Team and will be resourced outside of the Regional Plan.<br>• Further work is required to consider the transportation constraints on the site, and to determine new planning policy and regulations which will support the development of a complete community. |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Urban Plan Amendment | Case 23084 | Mill Cove/ Bedford Waterfront (PIDs 40600520, 00360354, 40601072) | Staff-initiated to consider appropriate planning policy to enable a transit-oriented development in support of a potential Mill Cove ferry terminal as identified in the Rapid Transit Strategy | • Under the Regional Plan, this area is within the Halifax Harbour designation, which identifies a need to balance the need for harbour-related industrial uses and other uses, such as residential. The lands are within the Urban Service Area.<br>The Regional Plan also designates the lands within the identifies Bedford Mill Cove as an Urban Local Growth Centre.<br>• The Bedford MPS designates the lands on the water side of the rail line as the Waterfront Comprehensive Developent District (WFCDD) and the Esquire Motel site as Commercial Comprehensive Development District (CCDD).<br>• The Bedford MPS and past plans for the Bedford Waterfront have envisioned that access to the waterfront would be provided over the rail line at the northwestern edge of the Esquire Motel lands.<br>• There is an active planning application (Case 21826) to amend the existing development agreement that applies to the lands, which would allow for a wider range of uses on the site, and allow for a removable modular hotel and commercial space. | • The planning process for the Bedford Waterfront had been deferred by Council until concerns with transportation and servicing capacity were addressed. The Bedford Highway Functional Plan recognized opportunities for development at the Mill Cove/ Bedford Waterfront location. The Functional Plan recommended that HRM "retain Urban Local Growth Centre as part of the next Regional Plan review and undertake a Master Planning/detailed land use study to understand the relationship between development, Bedford Highway access, the rail line, transit modes, and climate change/sea level rise."<br>• The Rapid Transit Strategy proposed three new ferry routes, each connecting a new terminal to downtown Halifax, including Mill Cove. The Strategy, and the Bedford Highway Functional Plan, identified that there may be development opportunities in proximity to the proposed terminal site.<br>**Estimated number of housing units:** 3135 units (estimated at 58 units/acre). This estimate may be high, as it includes water lots which are unlikely to be infilled. | **Suburban Plan Rapid Transit Corridors**<br>• Halifax Transit has been planning for the Mill Cove ferry terminal. To support this work, staff will consider opportunities for redevelopment to support the ferry terminal.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |
| Urban Plan Amendment | C061-C | Esquire Motel site and lands adjacent to Bedford Basin, Bedford (PIDs 00428623, 00360388, 00360396, 00360362) | Request from Sunrose Land Use Consulting on behalf of United Gulf to enable redevelopment of the Esquire Motel site and lands adjacent to the Bedford Basin | | | |
| Urban Plan Amendment | C616* | Bedford Highway near Glenmont Avenue (PIDs 41377920, 41377938, 41377946, 41377953, 41377920, 00429407, and 00429340) | Request from Zzap Consulting on behalf of Pat Croskerry for a mid-rise multi-storey building containing approximately 98 residential units, three levels of underground parking and commercial units fronting onto the Bedford Highway. Additionally proposing five ground-based units fronting onto Crosby Street.<br><br>Number of housing units proposed by Applicant: 103 units | • Under the Regional Plan, the lands are identified as an Urban Local Growth Centre where a mix of low, medium and high-density residential uses are envisioned. In established neighbourhoods, low to medium density residential uses are envisioned.<br>• Under the Bedford SMPS, the lands are designated Residential. The policy describes maintaining the existing low-rise residential character and stability.<br>• Under the Bedford LUB the lands are zoned RSU and only permit single unit dwelling. | • These lands are located within the 800m walkshed of the Mill Cove Ferry terminal proposed by the Rapid Transit Strategy.<br>• Neighbourhood and surrounding land uses are low-rise residential, commercial strip mall and shopping centre, 6-storey residential buildings, and the Bedford Waterfront Park. | **Suburban Plan Rapid Transit Corridors**<br>• The Draft Regional Plan identifies these lands as a Suburban Growth Area suitable for Rapid Transit-Oriented Development.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
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| Urban Plan Amendment | Case 21661 | Schedule "R" Review | On May 9, 2017, in response to a plan amendment application for 686 Bedford Highway (Case 20232[6]), Regional Council passed a motion[7] to initiate a process to review and consider amendments for properties within Schedule "R", Halifax Mainland MPS. | • Under the Bedford Highway Secondary Plan within the Halifax Municipal Planning Strategy, the intent of the Schedule "R" policy is to limit larger mixed-use (residential/ commercial) buildings to specific areas of the Bedford Highway. Policy 1.8.1 states that to be considered for inclusion within Schedule "R", properties must have the Highway Commercial Designation, be zoned C-2B, and be immediately adjacent to lands currently under Schedule "R". | • Regional Council's May 9, 2017 motion to consider amendments to Schedule "R" directed staff to consider consider issues such as appropriate land uses, planning tools, maximum height, density, built form requirements, and consider opportunities to expand Schedule "R" onto properties that abut the Bedford Highway and are located between the existing segments of Schedule "R".<br>• The lands are located within the proposed Mill Cove Ferry terminal but need to be considered as part of a larger plan for infrastructure and services on Bedford Highway. | **Suburban Plan**<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this proposal will be provided in that report. |
| Urban Plan Amendment | C621* | 686 Bedford Highway (PID 00288514) | Request from Zzap Consulting to build a multi-storey building with approximately 162 residential units.<br><br>Number of housing units proposed by Applicant: 162 units. | • Under the Bedford Highway Secondary Plan within the Halifax Municipal Planning Strategy, these lands are designated Low Density Residential.<br>• These lands are zoned R-1 in the Halifax Mainland Land Use By-law. | • Lands are not within a proposed BRT Corridor.<br>• Regional Council's May 9, 2017 motion to consider amendments to Schedule "R" directed staff to consider consider issues such as appropriate land uses, planning tools, maximum height, density, built form requirements, and consider opportunities to expand Schedule "R" onto properties that abut the Bedford Highway and are located between the existing segments of Schedule "R". | **Suburban Plan**<br>• See Case 21661 above<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |
| Urban Plan Amendment | Case 24077 | 736 Bedford Highway (PID 41092917)<br><br>740 Bedford Highway (PID 00289496)<br><br>746 Bedford Highway (PID 00288282)<br><br>14A Millview Avenue (PID 00430447)<br><br>PID 00360412<br>PID 00288308 | Request by Sunrose Land Use Consulting, on behalf of United Gulf[8], to build a mixed-use residential/commercial building on 736, 740, 746 Bedford Highway and 14 Millview Avenue; a new public street connecting Dowell Drive to Millview Avenue developed with townhouses or small lot single units.<br><br>On August 23, 2022[9], Regional Council directed that consideration of policy changes for this proposal be directed to the Suburban Plan process. | • Under the Regional Plan, the subject site is designated Urban Settlement.<br>• The subject site is under 2 planning areas, 4 land use designations, and 4 zones.<br>• There is no common use permitted in all 6 lots forming the subject site.<br>• Any development proposal requires amendments to both Halifax and Bedford MPS, as well as the adjustment to the planning area boundary.<br>• 736 Bedford Highway and 14 Millview Avenue have a density cap based on servicing capacity. A further investigation is required.<br>• The subject site contains Schedule R properties (see Case 21661). | • The subject site is located between the 2 proposed ferry terminals in Larry Uteck (East) and Mill Cove. The subject site is also on Bedford Highway.<br>• This request may enable development rights for 736 Bedford Highway and 14 Millview Avenue and finalize the Capital Cost Contribution obligations on the lands. | **Suburban Plan**<br>• Consistent with Council's August 23, 2022 motion, this will be included as part the Suburban Plan process.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |

[6] https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/170509rc1415.pdf
[7] https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/170509rc-mins.pdf
[8] https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/220823rc15114.pdf
[9] https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/220823rc-mins.pdf

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| **Clayton Park / Halifax Mainland** | | | | | | |
| Urban Plan Amendment | C339 | Lands bounded by Lacewood Drive, Dunbrack Street and Radcliffe Drive, Halifax (PIDs 40555294, 40594640, 40555278, 40594632, 40594624) | Request by ZZap Consulting Inc. on behalf of Crombie REIT, for amendments to the Halifax Municipal Planning Strategy and Halifax Mainland Land Use By-law to enable the consideration of a high-density transit-oriented development at the Park West Centre site<br><br>Number of housing units proposed by Applicant: 2000 units. | • Under the Regional Plan, the lands are identified as an Urban Local Growth Centre, where a mix of low, medium and high density residential uses and a range of commercial uses is envisioned.<br>• Under the Halifax SMPS, the lands are designated Commercial. The policy describes different scales of commercial centres to support residential uses (neighbourhood, minor, major). | • Under Halifax SMPS Policy 2.19.9 Council intends to consider new planning policy for areas near Willett Street, Lacewood Drive, Dunbrack Street, and commercially zoned properties south of Radcliff Street and adjacent to Dunbrack Street only through a comprehensive planning process.<br>• There are a number of services in the immediate area, and the Rapid Transit Strategy proposes bus rapid transit (BRT) routes on both Lacewood Dr. and Dunbrack St., making this an important location where mixed-use, transit-oriented development should be encouraged. Based on this, as well as the increased rates of growth in the Municipality, the number of development proposals in the area, the Regional Plan Review proposes to upgrade this area to an Urban District Growth Centre, which can allow for a mix of medium to high density uses, developed to support transit and pedestrian oriented buildings.<br>• Considering this site through the first Phase of the Suburban Plan will ensure that future development will consider priority plans and the Halifax Water's Infrastructure Master Plan. | **Suburban Plan Rapid Transit Corridors**<br>• The Draft Regional Plan identifies these lands as a Suburban Growth Area suitable for Rapid Transit-Oriented Development.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |
| Urban Plan Amendment | C579* | 70 Lacewood Drive (PID 00296806). Corner of Lacewood Drive and Glenforest Drive. | Request by Fathom studio, on behalf of the property owner, to enable the development of a 8 storey mixed-use building containing 110 units, and a 18 storey mixed-use building containing 190 units.<br><br>Total Proposed Units: 300 | • Under the Regional Plans, the lands are approximately 350 metres from Regional Local Growth Centre and Urban Local Growth Centre.<br>• Under the Halifax Municipal Planning Strategy, the lands are designated Commercial and Residential Environments. The site is currently zoned Minor Commercial (C-2A), which permits apartment buildings and limits the height to a maximum of 35 feet. This zone also permits low-impact commercial uses, including local business, banks, shops, offices, restaurants, and day care facility. | • The Rapid Transit Strategy proposed a BRT route on Lacewood Drive. These lands are within walkshed and abutting the proposed BRT corridor.<br>• Considering this site through the first Phase of the Suburban Plan will ensure that future development will consider priority plans and the Halifax Water's Infrastructure Master Plan. | **Suburban Plan Rapid Transit Corridors**<br>• The Draft Regional Plan identifies these lands as a Suburban Growth Area suitable for Rapid Transit-Oriented Development.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Urban Plan Amendment | Case 24656/ C580* | 80-90 Camelot Lane, Halifax (PID 40524811 and 40524803) | WM Fares Architects, on behalf of Cosmos Properties and Developments to construct 13-storey, 4-building development<br><br>Proposed housing units: of 500-unit multi-unit residential development, with the floor area of 71,596 square metres (17.7 acres). | • Under the current Regional Plan, the site is close to the Birch Cove and Clayton Park West Urban Local Growth Centres<br>• Under the Halifax Mainland MPS the site in subject to Schedule K (Comprehensive Development District), with new development along the Eliza Ritchie Drive | • The Rapid Transit Strategy proposed a BRT route on Dunbrack Road. The subject site is within a walking distance from the proposed Langbrea Station on the Purple Line, and some of the local amenities include local parks, the Park West School and a fire station. | **Suburban Plan Rapid Transit Corridors**<br>• The Draft Regional Plan identifies these lands as a Suburban Growth Area suitable for Rapid Transit-Oriented Development.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |
| Urban Plan Amendment | C536* | 7 Langbrae Drive (PID 40494346). Corner of Langbrae Drive and Dunbrack Street, in Clayton Park. | Request by Fathom studio, on behalf of the property owner, to enable the development of a 10-12 storey residential building.<br><br>Number of housing units proposed by Applicant: 112 units. | • Under the Regional Plan, the lands are identified as an Urban Local Growth Centre where a mix of low, medium and high-density residential uses and a range of commercial uses is envisioned. Infill redevelopment of large parking lots is encouraged.<br>• Under the Halifax SMPS, the lands are designated Residential. The policy describes maintaining the existing residential character and stability and permit redevelopment at a scale that is compatible with the existing residential neighbourhoods. | • The Rapid Transit Strategy proposed bus rapid transit (BRT) routing down Dunbrack Street, with a stop at this location, making this an important location where mixed-use, transit-oriented development should be encouraged. The Rapid Transit Strategy proposed bus rapid transit (BRT) routes down Dunbrack Street, with a stop at this location.<br>• The Rapid Transit Strategy proposed a BRT route on Dunbrack Road. The subject site is within a walking distance from the proposed Langbrea Station on the Purple Line, and some of the local amenities include local parks, the Park West School and a fire station.<br>• Future development must consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Suburban Plan BRT Corridors**<br>• The Draft Regional Plan identifies these lands as a Suburban Growth Area suitable for Rapid Transit-Oriented Development.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |
| Urban Plan Amendment | C620* | 1 Craigmore Drive, Halifax (PID 41067836) | BANC Investments Ltd. requests consideration of adding more residential uses on the property in particular the front area. The concept includes a FAR of 5.00 and a height of 20 stories on the entire property. | • Under the Regional Plan, these lands are designated Urban Settlement<br>• Under the Halifax Municipal Planning Strategy, these lands are designated residential environment (RES)<br>• These lands are zoned Local Business Zone (C-1) in the Halifax Mainland land use bylaw | • The site is about 2 acres in size and is near existing tall buildings within a Future Growth Node (West End Mall).<br>• This is a transit served corridor and within the walkshed of proposed yellow and purple BRT lines. | **Suburban Plan BRT Corridors**<br>• The Draft Regional Plan identifies these lands as a Suburban Growth Area suitable for Rapid Transit-Oriented Development.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Urban Plan Amendment | Case 24414* | 617 St. Margaret's Bay Road, Halifax | Kevin Riles, on behalf of Vassili Tsimiklis, wishes to construct a 20-to-30-unit apartment building at 617 St. Margaret's Bay Road. | • The subject site is zoned R-2P, which permits multi-unit buildings containing a maximum of 4 units. However, Policy 1.3.1 in the Medium-Density Residential designation for Mainland South allows Council to consider a rezoning to permit apartment buildings up to 4 storeys (50 feet.) (R-3 General Residential and Low-Rise Apartment). Apartments larger than 4 storeys are only permitted in the R-4 zone in the High-Density Residential Designation (Policy 1.4).<br>The area around the subject site is a mix of R-2P (General Residential), R-2 (General Residential Conversion), R-3 (General Residential and Low-Rise Apartment), and RDD (Residential Development District) properties, which include single unit dwellings, semi-detached dwellings, and multi-unit buildings up to eight (8) units. | • There is no zone in the Medium-Density Residential Designation that permits the height requested by the applicant. The applicant requested that the R-4 Zone and the High-Density Residential designation be applied to the subject site.<br>• This site is 1.6 kilometres from the proposed Chocolate Lake Station on the Yellow Line so beyond the larger walkshed and has steep slopes. | **Suburban Plan**<br>• Do not proceed with a site specific plan amendment application. Consider the site as part of the later phase of the Suburban Plan.<br>• The site can apply for a rezoning of up to 4 storeys (50 feet) with the existing policy.<br>• The established residential context and limited amenities does not make this site suitable for a larger multi-unit development. |
| **Spryfield (Halifax Mainland)** | | | | | | |
| Urban Plan Amendment | C405 | Corner of Mayor Ave and Layton Road, Spryfield, Halifax (PIDs 00312652, 00312934, 00312926) | Request by West Coast Holdings Ltd. For amendments that would permit redevelopment of this site with a 5-7 storey apartment building.<br><br>Number of housing units proposed by Applicant: Approximately 50-60 units. | • Under the Regional Plan, the lands are 800 metres north of the Spryfield Urban District Growth Centre<br>• Under the Halifax Mainland South Secondary Planning Strategy, Halifax SMPS, the lands are designated Medium-Density Residential". The site is currently zoned R-2P, which permits 4-unit apartment buildings. The MDR designation also enables the R-3 Zone, which limits the height of apartment buildings to 4 storeys and density to 75 persons per acre. | • The Rapid Transit Strategy proposed a BRT route on Herring Cove Road. These lands are within walkshed, about 200 metres from the route and within a 5-minute walk of a proposed station at the intersection with Old Sambro Road.<br>• The IMP and Rapid Transit Strategy encourage residential density near high frequency transit. The location of the Spryfield growth centre should be reconsidered to reflect the planned rapid transit route.<br>• There are existing residential buildings on the site. Opportunities to compensate for the potential loss of affordable units should be considered. | **Suburban Plan BRT Corridors**<br>• The Draft Regional Plan identifies these lands as a Suburban Growth Area suitable for Rapid Transit-Oriented Development.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |
| Urban Plan Amendment | C548* | 240 Herring Cove Rd (PID 00311951). Corner of Herring Cove Road and Twin Oaks Road. | Request by West Cove Holdings Ltd for amendments that would permit redevelopment of this site with a 7-9 storey apartment building.<br><br>Number of housing units proposed by Applicant: The applicant has proposed approximately 50-60 units. | • Under the Regional Plan, the lands are approximately 600 metres north of the Spryfield Urban District Growth Centre.<br>• Under the Halifax Mainland South Secondary Planning Strategy, Halifax SMPS, the lands are designated Medium-Density Residential. The site is currently zoned R-3, which permits apartment buildings and limits the height of apartment buildings to 4 storeys, max 50 feet in height and density to 75 persons per acre. | • The IMP and Rapid Transit Strategy encourage residential density near high frequency transit. The location of the Spryfield growth centre should be reconsidered to reflect the planned rapid transit route.<br>• There is an existing residential building on the site. Opportunities to compensate for the potential loss of affordable units should be considered. | **Suburban Plan BRT Corridors**<br>• The Draft Regional Plan identifies these lands as a Suburban Growth Area suitable for Rapid Transit-Oriented Development.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Urban Plan Amendment | C611* | Corner of Twin Oakes Rd and Circle Drive. PIDs 00314856 & 00314500). | Request from Zzap Consulting to amend Halifax Mainland MPS and LUB to increase height and density limits and enable redevelopment for a 6-storey mult-unit development.<br><br>Number of housing units proposed by Applicant: 6-storey building containing 110 units. | • Under the Regional Plan, the lands are designated Urban Settlement<br>• Under the Halifax Mainland Municipal Planning Strategy, the lands are designated Medium Density Residential (MDR) and zoned General Residential and Low-Rise Apartment (R-3). Current height maximum is 4-storeys (50ft) and 75 persons per acre. | • The Rapid Transit Strategy proposed a BRT route on Herring Cove Rd. These lands are within walkshed and abutting the proposed BRT corridor.<br>• Future development must consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Suburban Plan BRT Corridors**<br>• The Draft Regional Plan identifies these lands as a Suburban Growth Area suitable for Rapid Transit-Oriented Development.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |
| Urban Plan Amendment | Case 23600 | 41 Cowie Hill Road, Halifax (PID 00274241)<br>and<br>30 Ridge Valley Road, Halifax (PID 00274407) | Request from ZZap Consulting Inc, on behalf of Hazelview Investments, to construct 2 new multiunit dwellings; and request by Universal Realty Group, on behalf of Ridgevalley Investments Limited to construct 2 new multiunit dwellings.<br>Total Number of housing units proposed by Applicants: 478 units<br><br>On May 31, 2022[10], Regional Council directed staff to initiate a process to consider amendments to the Halifax Municipal Planning Strategy and Halifax Mainland Land Use By-law to modify zoning requirements for two R-4 zoned properties located at 30 Ridge Valley Road and 41 Cowie Hill Road. | • Under the Regional Plan, these lands are designated Urban Settlement<br>• The lands are close to Spryfield Urban District Growth Centre<br>• Under the Halifax Mainland Municipal Planning Strategy, these lands are designated:<br>- 41 Cowie Hill: High Density Residential (HDR) and Low Density Residential (LDR)<br>- 30 Ridge Valley Road: High Density Residential (HDR) | • The Rapid Transit Strategy proposed a BRT route on Herring Cove Road. The subject site is less than 420 metres from the proposed Cowie Hill Station on the Yellow Line.<br>• Local amenities include a school, parks and limited commercial uses | **Suburban Plan BRT Corridors**<br>• The Draft Regional Plan identifies these lands as a Suburban Growth Area suitable for Rapid Transit-Oriented Development.<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |

[10] https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/220531rc1515.pdf

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| **Dartmouth** | | | | | | |
| Urban Plan Amendment | C602* | 300 Prince Albert Road (PID 00209544), Dartmouth. Corner of Prince Albert Road and Lake View Point Road, at Lake Banook | Request from ZZap Consulting, on behalf of Stillwater Property Group Inc., to amend the Regional Plan, Regional Centre Secondary Municipal Planning Strategy (RCSMPS) and Regional Centre Land Use By-law (RCLUB) to enable waterfront commercial and recreational uses, and accessory structures within the watercourse buffer. | • Under the Regional Plans, the lands are designated Urban Settlement and located within regional centre. The norther and western part of the subject property are within the 20m of riparian buffer.<br>• Under the Regional Centre Municipal Planning Strategy, the lands are designated Corridor Designation. The site is currently zoned Corridor Zone (COR), which permits a wide range of residential, commercial and institutional uses. This zone permits Water Access Sructure uses, that includes boat ramps, marine-related uses, parks on public land, and historic site or monument uses.<br>• Southern half of the property is within area of Elevated Archaeological Potential. | • Regional Plan policy E-16 requires retention of a minimum 20 metre wide riparian buffer along all watercourses throughout HRM to protect the chemical, physical and biological functions of marine and freshwater resources. Phase 4 of Regional Plan Review is proposing to increase riparian buffer to 30 metre.<br>• The portion of the subject site that are located within the riparian buffer is currently vegetated with couples trees and grass. To allow for development that contains main uses within riparian buffer requires regional plan amendment.<br>• The Halifax Green Network Plan identifies this area of high socio-cultural landscape open spaces value.<br>• Future development must consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan.<br>• Residential uses not proposed. | **Phase 4: Draft Regional Plan**<br>• The Draft Regional Plan includes policy that would permit a special area to be established through the Regional Centre Plan and land use bylaw to allow limited recreational uses and commercial uses within a riparian buffer where the riparian buffer has been infilled or altered prior to 2006, developed in an environmentally sensitive manner and provide opportunities for natural green space and public access and enjoyment<br>• A development agreement for such a use would need to conidder whether it is appropriate to allow for commercial and recreational main uses in accessory structures within riparian buffer on lands that have been previously infilled, and consider implications on water quality, wildlife and the protection of property from the natural hazards of flooding. |
| Urban Plan Amendment | Case 24660* | 219 Main Street, Dartmouth (PID 40612228) | Request from Sunrose Land Use Consulting, on behalf of United Gulf Developments Limited, for amendments to the Dartmouth MPS to construct 1,037 residential units and approximately 125,000 sq. ft. commercial spaces.<br><br>Number of housing units proposed by Applicant: 1037 units | • Under the Regional Plan, these lands are designated Urban Settlement<br>• Under the Dartmouth Municipal Planning Strategy, these lands are designated Main Street (MS)<br>• Dartmouth LUB: C-2 Zone permits as-of-right development of up to 8 storeys | • Although the subject site is not on a BRT corridor, Main Street may be a potential candidate for the future BRT expansion line.<br>• Future development should consider transition to adjacent low density residential and park uses.<br>• Local amenities include the NSCC campus, regional sports fields and commercial uses. | **Suburban Plan**<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| **Eastern Passage** | | | | | | |
| Urban Plan Amendment | C048/ Case 24174/ MPSA-2023-00407* | Corner of Caldwell Road and Cow Bay Road (PIDs 40081176, 00373167, 00373142) | Request by Sunrose Land Use Consulting, on behalf of Gary Edwards, to construct two mixed-use buildings up to an 8 storey with 98 residential units, 12,000 sq. ft. of commercial spaces, and 134 parking spaces.<br><br>Number of housing units proposed by Applicant: 98 units. | • Under the Regional Plan, the lands are designated Urban Settlement and an Urban Local Growth Centre<br>• Under the Eastern Passage/Cow Bay Municipal Planning Strategy, the lands are designated Urban Residential (UR) and zoned Community Facility (P-2) and Two Unit Dwelling (R-2).<br>• Policy UR-8 allows Council to consider a development agreement for a multiunit dwelling between 3 and 12 units. The maximum cap exists due to a constraining sewer capacity in the area, but Eastern Passage Sewer Treatment Plan was upgraded in 2018. | • Existing MPS policy has limited development in this area based on infrastructure capacity, which was resolved in 2018. | **Phase 4**<br>• As part of this review, staff propose to :<br>- consider amendments to the Eastern Passage/Cow Bay MPS Policy UR-8 to allow multiunit dwellings with more than 12 units by development agreement; and<br>- repeal Policy UR-7(a) now that the infrastructure limitation is resolved. |
| **Sackville** | | | | | | |
| Urban Plan Amendment | Case 2023-00368* | 70 First Lake Drive, Lower Sackville (PID 00362442). | Request by Upland Studios, on behalf of the property owner, to enable the development of an 11-storey mixed-use building containing 220 units and a 20 storey mixed-use building containing 275 units, ground floor commercial and underground parking.<br><br>Number of housing units proposed by Applicant: 495 units | • Under the Regional Plan this property is designated Urban Settlement<br>• Under the Sackville Municipal Planning Strategy this property is designated Urban Residential (UR) and Community Commercial (CC)<br>• The lot is zoned residential (R-1) and commercial (C-2) in the Sackville Land Use By-law<br>• The Sackville Plan policies do not contemplate such an increase in density and a development of this size.<br>• The plan requires “70:30” single unit to multi-unit mix for the Plan area as well as language about developments being ‘compatible’ with adjacent land uses in terms of height, bulk, lot coverage, and appearance. | • The site has the capacity to provide a significant amount of housing for Sackville. Initial studies do not identify servicing constraints. The site is serviced by transit (Route 82/182) and is well served by amenities such as the Sobey’s, the Rink, the trails around First Lake, school, etc. but is not located on an existing or proposed frequent transit or BRT route.<br>• Priority Plans Context in Support:<br>- Consider focusing commercial land use inside designated mixed-use growth centres and minimize these uses in other areas (Action 27 Integrated Mobility Plan).<br>- Integrating climate change implications into land use planning policies and process by reducing sprawl and efficiently using land and transportation systems (Action 23 HalifACT).<br>- Increasing housing stock to accommodate the growing population in Halifax (Strategic Objective 1.6 Halifax’s Inclusive Economic Strategy 2022-2027). | **Suburban Plan**<br>• Part of the proposal can proceed through a development agreement but a separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |

## Table 8: Rural Plan Amendment

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Rural Plan Amendment | C027/ Case 22212 | 1246 Ketch Harbour Road, Ketch Harbour (PID 00391169) | Request from KWR Approvals Inc. on behalf of Tim Garrison and Patrick Henneberry to enable a 40-unit residential development and an adaptive reuse of the existing building for commercial and residential uses. Initiated by Regional Council on April 2, 2020[11]<br><br>Number of housing units proposed by Applicant: 40 units<br><br>*Note that a revised concept plan was submitted June 6, 2022, reducing the proposed number of units to 40 (from 60)* | • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development, and calls for focusing growth within centres and controlling growth outside of those centres.<br>• Under the Planning District 5 MPS and LUB, there are as-of-right options to subdivide the subject site given the size of the property and its frontage along Ketch Harbour Road. Larger scale residential subdivisions are enabled on the subject property through the Conservation Design policies. There is also policy support to consider the reuse of the former telecommunications facility and subdivision for residential uses. | • The level of residential density requested is higher than the Regional Plan envisions for rural communities outside of growth centres.<br>• There are opportunities for appropriate adaptive reuse and alternative housing forms under existing policy. Staff have advised the applicant to pursue adaptive reuse of the existing building under the existing policies. | **Phase 4:**<br>• Staff have advised the applicant that there are as-of-right and rezoning opportunities and that those should be pursued in the short term.<br>• The Draft Regional Plan includes policy that would enable adaptive reuse of existing buildings for residential purposes. This would allow a future development agreement for the existing building. |
| Rural Plan Amendment | C541* | Canal Cays, Wellington (PIDs 00470674, 40698516, 40634750, 40621914, 40621922, 40695603, 40621930, 40551178, 40551186) | On September 13, 2022, Regional Council passed the following motion: That Halifax Regional Council request a staff report directing the Chief Administrative Officer (CAO) to consider opportunities for development of properties on Canal Cays, Wellington, during Phase 5 of the Regional Plan Review. This review should consider, at minimum: options for public road access; the relationship to the Kinloch subdivision and the Aerotech Connector Road; and environmental protection measures. | • Under the Regional Plan, the lands are designated Rural Commuter, where a rural pattern of development is envisioned.<br>• The lands are within the River-Lakes Secondary Plan Area (Planning Districts 14&17 MPS); however detailed secondary planning for areas outside the Fall River village area was anticipated to be completed through a "Phase 2" that has not yet begun. | • Any adjustment to the rural growth control mechanisms must be considered carefully, in relation to the Regional Plan's strategic growth objectives.<br>• Future development should support the Halifax Green Network Plan's objectives to adequately protect sensitive environmental areas and consider water quality and availability and follow policy guidance found in the Integrated Mobility Plan, HalifACT2050, and Sharing Our Stories. | **Phase 5: Future Growth**<br>• Staff will undertake a Strategic Growth and Infrastructure Priority Plan as part of Phase 5. Future development potential in the Wellington area will be studied at that time. |

[11] https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/200402rc-mins.pdf

## Table 9: Industrial Lands

Regional Plan

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

….

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

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

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Industrial Lands | Case 22008 | Burnside Expansion Lands (Phase 14), Dartmouth (PID 40018657) | Request from HRM Corporate Real Estate, per April 28, 2015 motion of Regional Council, to include these lands within the Urban Service Area and apply industrial policy and zoning consistent to allow for serviced expansion of Burnside Industrial Park | • Under the Regional Plan, the lands are outside the Urban Service Area and designated Rural Commuter.<br>• Regional Plan Policy EC-5 states that where lands have been identified as suitable for industrial use, HRM will amend planning policy and regulations to enable those uses, and minimize conflict with potential incompatible uses. | • Per the April 28, 2015 motion of Regional Council[12], consider required amendments to planning documents to allow for serviced industrial development on the subject properties<br>• The Industrial Employment Lands Strategy identifies a need for additional serviced industrial lands to serve HRM's long term needs.<br>• Future development must consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan.<br>• Residential uses not proposed. | **Phase 4:**<br>• Redesignate these lands from Rural Commuter to Urban Settlement, and apply the Business/ Industrial sub-designation to the lands.<br>• In preparation for extending the Urban Service Area boundary and applying appropriate policy and zoning at the secondary plan and land use by-law level, initiate study on this area, including a watershed study, land suitability analysis (that considers environmental constraints and heritage and cultural assets and constraints) and a baseline infrastructure study (for mobility, water and wastewater services). Planning & Development will work with Infrastructure Planning and Corporate Real Estate to determine an appropriate scope for this study. |

[12] http://legacycontent.halifax.ca/council/agendasc/documents/c150428.pdf

| Type | Request # | Location | Request | Existing Planning Policy | Regional Plan Review Considerations | Recommended Approach |
|---|---|---|---|---|---|---|
| Urban Plan Amendment | C104* Revised | Lands on Susie Lake Drive, Bayers Lake Business Park, Halifax<br><br>PIDs 41515750 and 41515768 (11.5 acres)<br><br>(Note that a previous request on this site included PIDs 40048969 and 41394974) | Request from Fathom Studio on behalf of BANC Group to allow residential development in a private business park, together with commercial and institutional uses (Community Outpatient Centre and supporting uses)<br><br>**Number of housing units proposed by applicant:** The applicant originally proposed 2000 units, but has revised it to 700 units. *Note: Some lands included in the original proposal are expected to be developed with commercial/ industrial uses, so this estimate is high.* | • Under the Regional Plan, the lands are within the Business/ Industrial Sub-designation of the Regional Plan, and designated and zoned for industrial and commercial uses use under the Halifax Secondary Municipal Planning Strategy. Residential uses are not permitted or envisioned on these lands.<br>• Under the Halifax Mainland MPS & LUB the lands are designated as Industrial and zoned as I-3 which does not permit residential uses. | • Consider the role of these lands within the industrial/ commercial land supply and whether residential development may be appropriate from a strategic growth perspective. While Bayers Lake has been long identified within the industrial land supply, the Industrial Employment Lands Strategy (2020) identified that some areas are no longer viable for general industrial use.<br>• Future development must consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. | **Suburban Plan**<br>• A separate staff report responding to the January 25, 2022 motion of Regional Council will initiate the Suburban Plan process. Further detail on this site will be provided in that report. |
| Industrial Lands | C508*<br><br>*Case 22009 project scope includes this parcel* | Lands near Aerotech,Goffs. East of Aerotech and West of Waverley – Salmon River Long Lake Wilderness Area (PID 00515841) | Request from, Louis Lawen, on behalf of Lawen Group, to rezone lands to airport industrial. | • The subject property is within the study area of an active planning application (Case 22009) that intends to update the zoning for Aerotech Business Park. This project includes introducing new zones that will protect and support these valuable industrial lands.<br>• Under the Regional Plan, the lands are primarily designated Open Space and Natural Resource designation, with a small portion of the lands along the north property line are within Rural commuter designation and Industrial Park sub-designation. Rural Commuter designation envisions a rural pattern of development, and are outside the Urban Service Area.<br>• Under the Planning Districts 14 & 17 MPS, the Resource Designation (RE) recognizes traditional resource related activity but also recognizes the land base for future growth. P-132 permits rezoning of lands to industrial if they abut Airport Industrial lands. | • Per the November 23, 2021 motion of Regional Council[13], staff are currently undertaking a project to update the range of permissible industrial and commercial land uses in Aerotech Business Park (Case 22009). This will involve applying a service boundary around existing serviced properties and establish a policy for amending this boundary to accommodate any future expansion of Aerotech Business Park.<br>• The 2008 Business Parks Functional Plan suitability analysis shows substantial areas of suitable land remaining in Aerotech Business Park, and the land use regulations restricted the development of non-aviation related uses. | **Phase 4 and Advance Outside the Regional Plan**<br>• The Draft Regional Plan applies the Urban Settlement Designation and Business Industrial Sub-designation to the lands.<br>• Appropriate zoning will be considered through Case 22009. |

[13] https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/211123rc-mins.pdf

**Attachment E**

# Updated Population and Housing Issue Paper

## Regional Plan Review Phase 4

**Prepared by:**

Emilie Pothier
Planning & Development
May 2023

HALIFAX

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# 1.0 Background

## 1.1 Regional Plan

The Regional Municipal Planning Strategy (the Regional Plan) is the document that Regional Council uses to guide land use. It emphasizes a balanced approach to development and establishes targets for directing the location of new housing over the life of the Regional Plan (2006-2031), which are based on population projections.

Each time the Regional Plan is reviewed, the Municipality assesses its progress toward achieving the housing growth targets. This requires evaluating population and housing forecasts and their relationship to the available supply of developable land, housing supply and demand, and the provision of a range of housing choices.

## 1.2 Previous Issue Papers

### 1.2.1 Original Issue Paper (June 2021)

In June 2021, Regional Planning released a 'Preliminary Population & Housing Analysis'. The goal of that Issue Paper was to understand the dynamic between the projected demand for housing and Halifax's land use capacity to accommodate residents in different housing types.

The paper identified three population scenarios that drove projected future demand for housing in the municipality. It then calculated capacity for new residential development in identified "Intensification Areas" and used three land use scenarios to compare the demand to the capacity.

The results of this analysis concluded that:

a. there was regulatory capacity to accommodate overall population growth in the short to moderate term,
b. based on the 2016 propensity to live in different housing types, there would continue to be high demand for ground-based units, while the majority of the capacity for new housing was in the form of apartment-style units, and
c. that the development of the remaining Future Serviced Communities should be considered in the near term, if Regional Council chooses to respond to the 2016 propensity for ground-based units.

### 1.2.2 Supplementary Report (December 2021)

Regional Planning provided a supplementary report to the original Issue Paper in December 2021, to respond to some specific topics and questions identified: (Attachment D) Preliminary Housing and Population Issue Paper: Supplementary Report.

This report has several sections:

a. The first section identified an additional population scenario, based on new direction from the Provincial Government targeting 2 million people in Nova Scotia by 2060.
b. The second section discussed the Regional Plan's role in directing future growth and explored the ways we grow: through infill and expansion.
c. The third section provided information on the market's influence on housing conditions and identified a method of estimating a possible existing housing construction undersupply.

#### 1.2.3 Re-evaluation of population scenarios (May 2022)

After Statistics Canada had published new population data in early 2022 (for the year 2020/2021), staff published (Attachment L) Annual Population Scenario Evaluation 2022. This report evaluated the assumptions made in the population scenarios and proposed adjusted scenarios based on new data.

### 1.3 Report Purpose and Scope

Since the original Issue Paper, there have been several changes that influence this type of population and housing analysis:

- New data on population and housing published
- The addition of the 'Nova Scotia Targeted Migration' (NSTM) population scenario
- Adjusted population scenarios
- The estimation of a potential pre-existing construction undersupply
- Additional lands identified as intensification/growth areas
- Adjusted unit/density assumptions for the intensification areas

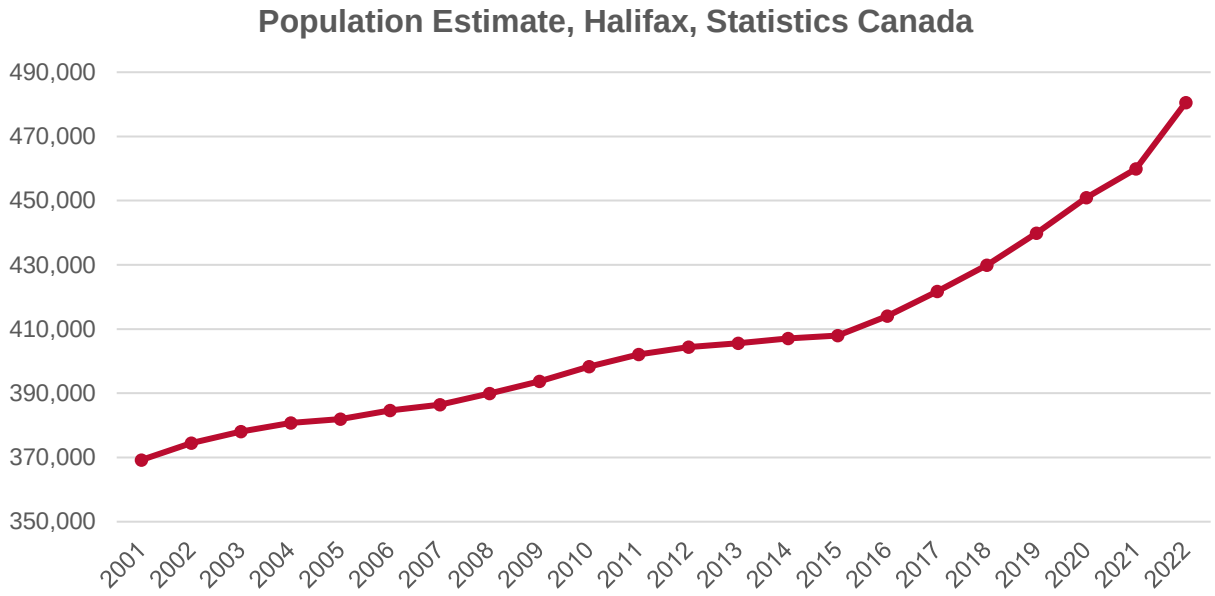
The goal of this report, developed as part of Phase 4 of the Regional Plan Review, is to update the analysis from the original issue paper by incorporating the above-noted changes.

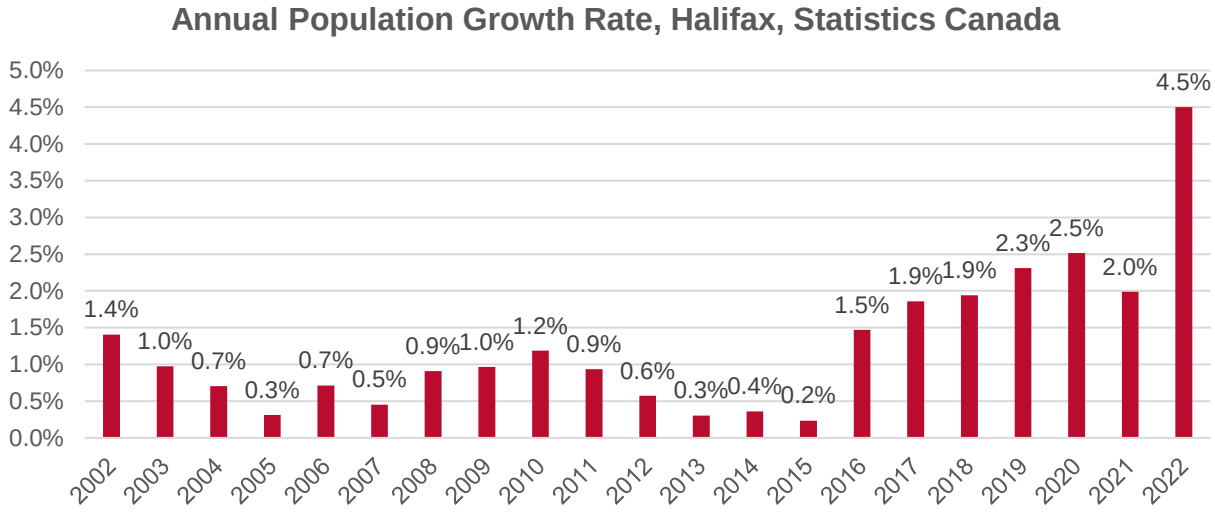
Although this analysis has been prepared alongside the draft plan release, staff are continually monitoring trends and refining assumptions to improve the work and respond conditions as they change.

# 2.0 Recent Trends & Changes

## 2.1 Population

Halifax's population has been rapidly increasing over the last several years. Prior to 2016, population had been increasing at approximately a 1% growth rate; however, since then the annual growth rate has doubled to close to 2% each year. The most recent data shows the largest increase yet this past year: growth of approximately 20,000 people or 4.5% from July 2021 to July 2022.

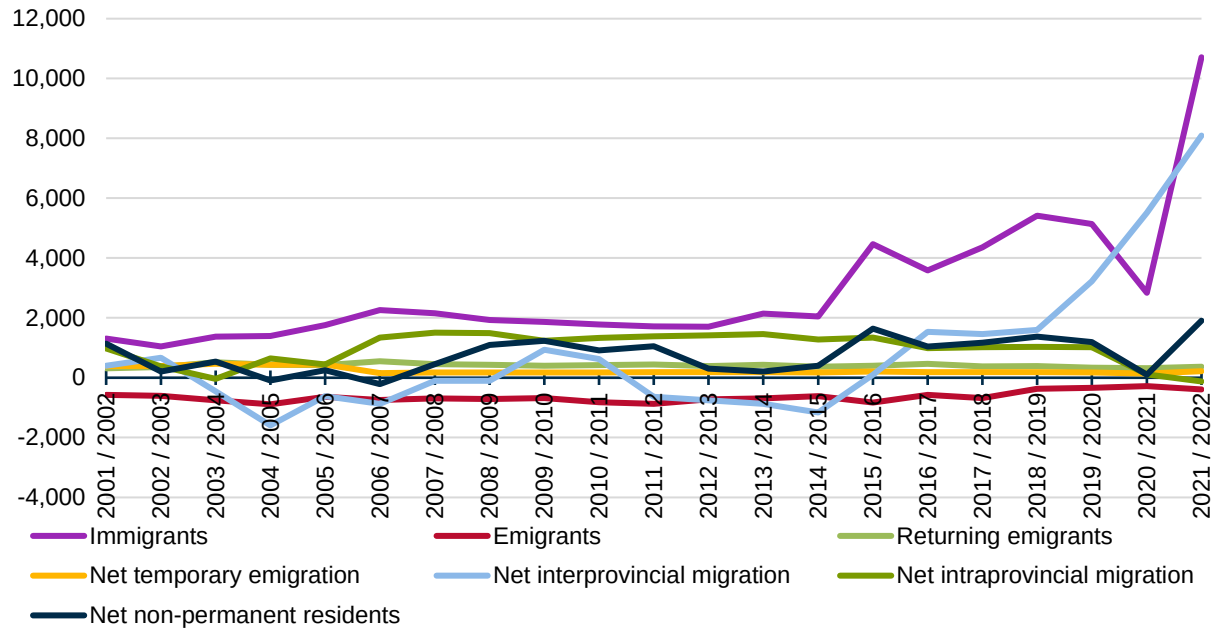


Migration is the reason for this sudden and dramatic growth:

- **Immigration** had been high starting in 2016 and has been the largest contributor to growth since that time. Although there was a drop in 2020/2021 due to the pandemic, the clearing of the immigration backlog toward the end of 2021[1] has pushed immigration numbers higher than ever in this most recent year.
- **Interprovincial migration**, which had been high by recent standards since 2016, increased dramatically during the COVID-19 pandemic. This is likely due to several factors, such as remote work being more of an option now than ever before, people seeking more outdoor space or less expensive housing than they were able to get elsewhere in Canada, and others deciding to retire earlier than they otherwise may have.
- There was a drop in **Non-permanent residents** in 2020/2021 due to the pandemic, but in 2021/2022 this group had increased even higher than pre-COVID levels.
- In terms of **Intraprovincial migration**, more people moved from Halifax to other parts of Nova Scotia in 2021/2022 than moved into Halifax from other parts of the province. This is the first time that has occurred since 2003/2004.
- Emigration has remained relatively unchanged in recent years.

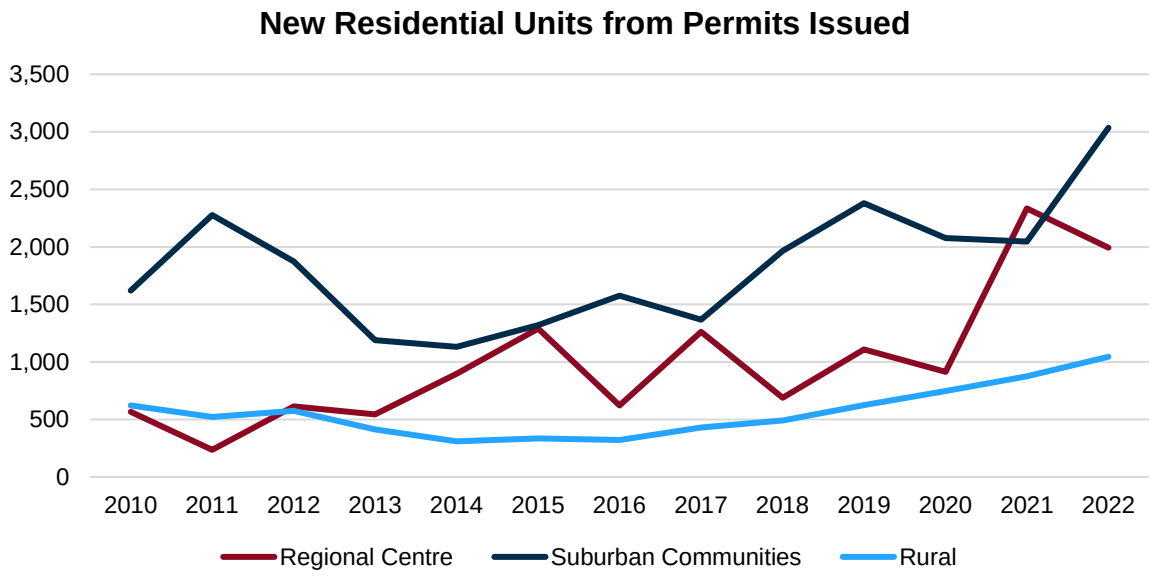
**Migration to Halifax by Type, Statistics Canada**

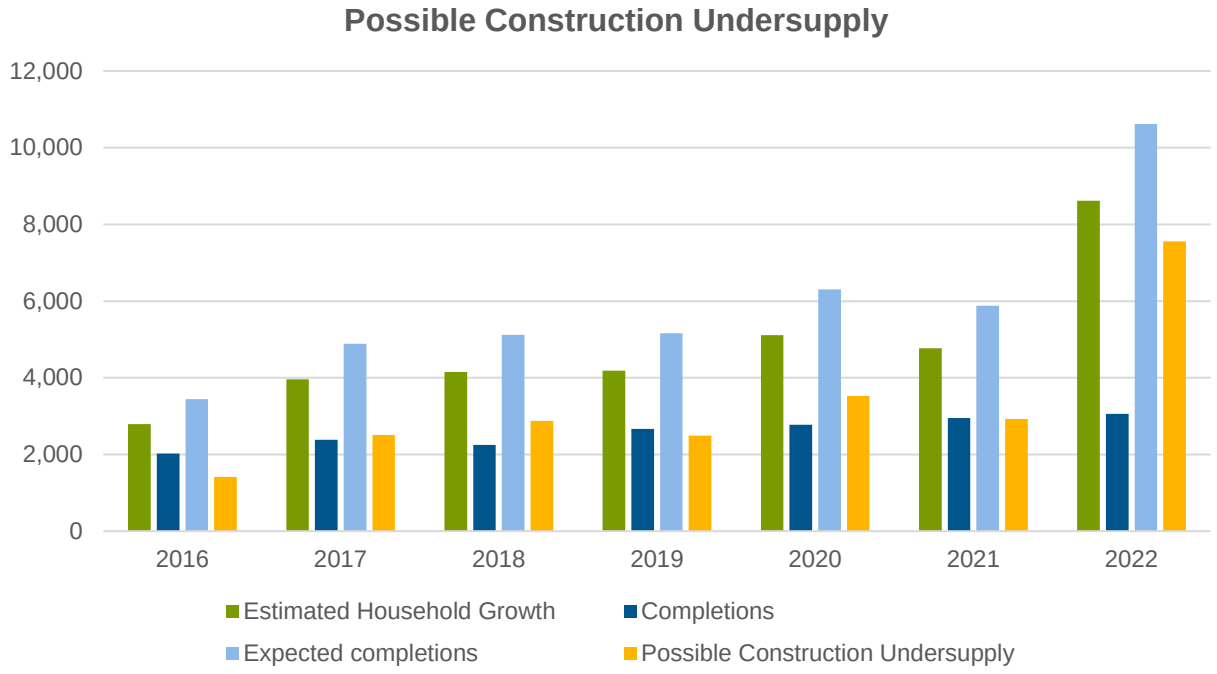



[1] Immigration, Refugees and Citizenship Canada (2022, December 19). *Canada marks record-breaking year for processing immigration applications.* Retrieved from: https://www.canada.ca/en/immigration-refugees-citizenship/news/2022/12/canada-marks-record-breaking-year-for-processing-immigration-applications.html

## 2.2 Housing

Over the last couple of years, there has been a significant increase in the number of residential units that have been allowed to start construction as a result of building permits issued. However, although the number of units completed has also been increasing, the number of new units has not kept up with the rapid population growth in the Halifax Region since 2016.

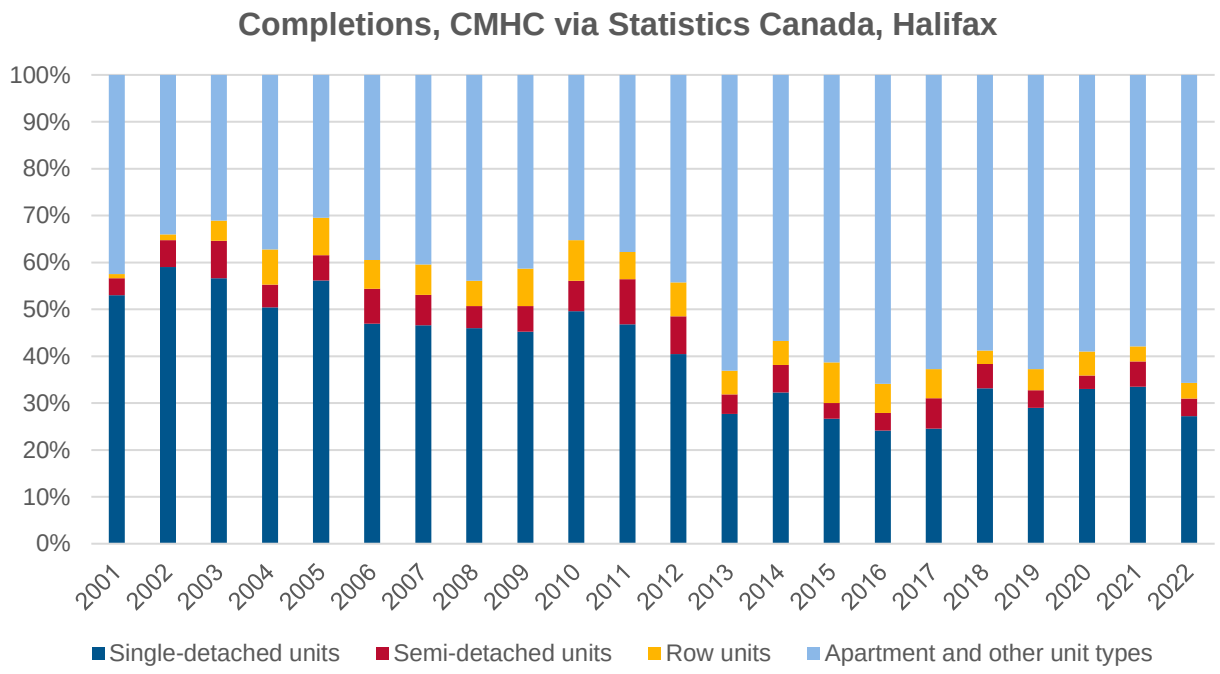


Staff have calculated a ratio of completions to new households for the 2006-2015 period, and applied that to the estimated household growth from 2016 to 2022. This provides an estimate of the possible construction undersupply, which has been added to the demand for new residential units driven by population increase in the scenarios in this report. This means the analysis is accounting not only for new units to accommodate future growth, but also the units needed to balance the current market.

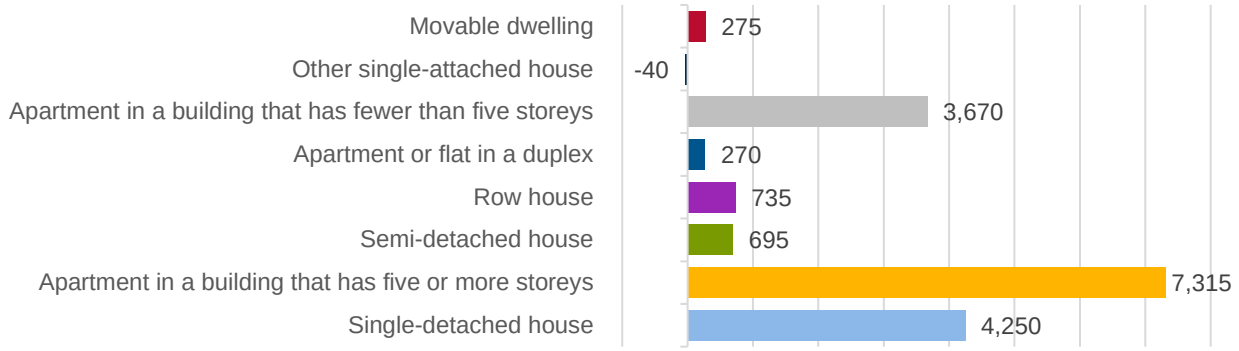
## 2.3 Housing Type

Although more households live in single-detached homes than any other type of housing in the Halifax region, that is beginning to change. Over the last decade, apartment-style units have made up the majority of new units constructed.




This trend is reflected in the 2021 Census, which shows that the number of households living in apartments has grown significantly more than the number of households living in single-detached homes since the last Census in 2016.

**Change in Occupied Dwellings by Type, Statistics Canada, 2016-2021**




This trend indicates that although there is still strong demand for ground-based housing, construction of apartment units can shift more households into that type of housing. Higher density living is a key component of urban infill, which is how the Regional Plan envisions most future growth will be accommodated.

## 2.4 Land Use Policy & Regulations

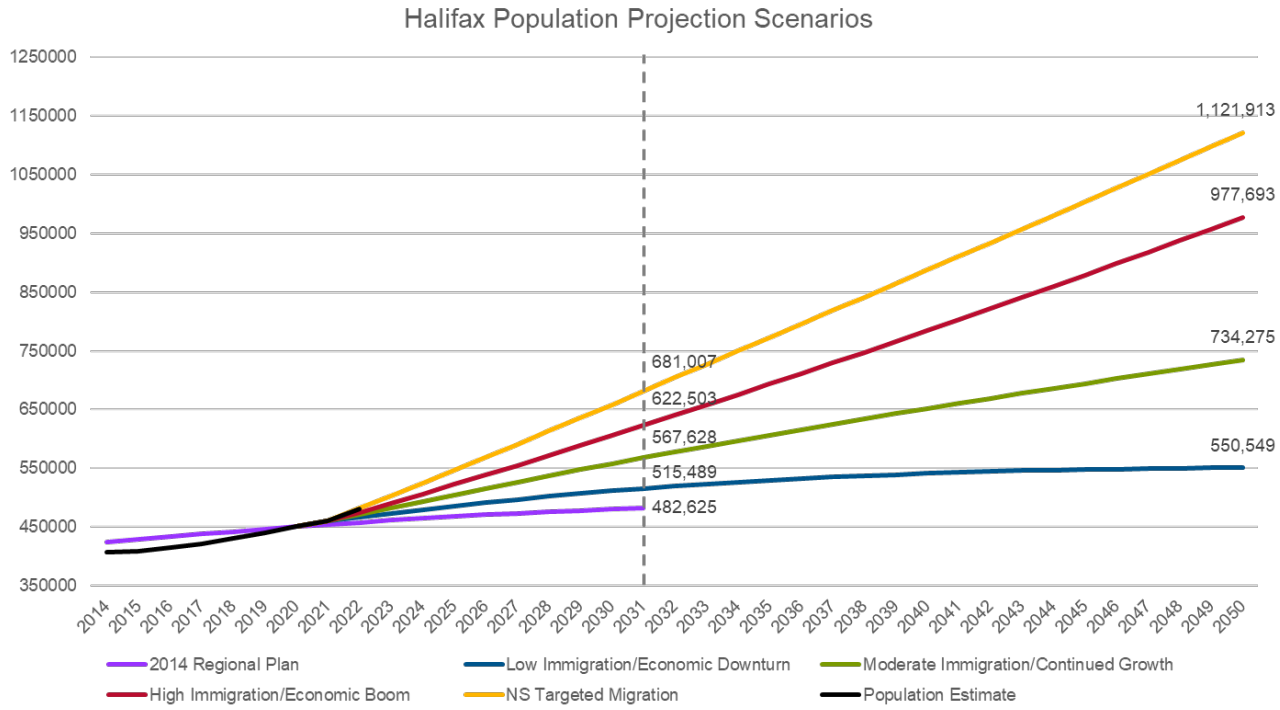
Since the original issue paper, there have been changes to land use policy and regulations, as well as new projects approved, all of which affect the estimated 'regulatory capacity' for new housing.

- **Centre Plan Package B** was adopted in late 2021 – this caused some changes to the amount of land designated Centre/Corridor/High-Order Residential, and included the addition of the Southdale Future Growth Node.
- Construction on the infrastructure for the **Cogswell District** is underway – future residential growth associated with this development had not been included in the original analysis.
- Several **Special Planning Areas** were designated by the newly formed Executive Panel on Housing in the Halifax Regional Municipality.
- **Phase 3 of the Regional Plan Review** was completed in 2022; this phase focused on a series of 'Quick Adjustments' to policy, including enabling development on several specific sites.
- There have been additional development agreements and site plan approvals approved since the original analysis.
- There has been a re-evaluation of the intensification areas around the proposed **Bus Rapid Transit (BRT) Corridors**, which has changed some of the hypothetical designations developed for Rapid Transit Strategy analysis. The updated potential designations are still in draft form and do not reflect existing zoning, however, they are represented on Map 3 of the Draft Regional Plan.

# 3.0 Updated Analysis

## 3.1 Population Scenarios

The below graph displays the updated scenarios as adjusted in May 2022. The most recent population estimates from Statistics Canada show that our last year of growth was on track with the highest (NSTM) scenario.




Although we cannot predict the future, having a range of scenarios allows us to envision what multiple futures could look like, and how our policy is positioned to respond to that uncertainty. When planning for housing, there is no harm in planning for a higher population scenario – the Regional Plan's focus is on providing enough regulatory capacity in the housing system for the market to respond to the demand that occurs.

## 3.2 Unit Counts and Densities

In the most recent analysis, the number of existing units has been updated to reflect the most recent information in Halifax's Corporate Building Model.

The number of units associated with various projects have also been updated as plans evolve and are finalized.

Further, this report presents a re-evaluation of the density assumptions made for growth areas in the Regional Centre and Suburban areas. The original assumptions (as used in the June 2021 Issue Paper) were based on the Pattern Book (an engagement tool used for the 2006 Regional Plan that evaluated the financial cost of different patterns of development), the

assumptions made in the Rapid Transit Strategy, existing observed densities, and staff expertise. These values did not represent “full build-out potential”, but were an attempt to estimate density where not every parcel is redeveloped to its maximum residential potential.

However, over the last couple of years, there has been large redevelopment uptake since the approval of Centre Plan. To respond to this and to represent a better idea of the true regulatory capacity for redevelopment, staff have been working through a density exercise to estimate more of a full build-out by modelling building scenarios using average characteristics of individual designations in the Regional Centre (Centres, Corridors, Higher-Order Residential, and Downtowns). The building scenarios modelled assume consolidation of parcels and redevelopment to the maximum building form permitted. As a result, the densities from this exercise are significantly higher than the assumptions that informed the previous analysis, and do not represent expected redevelopment by a given date:

| Designation | Density (Units per hectare) | |
|---|---|---|
| | Original Assumptions (June 2021) | New Assumptions (May 2023) |
| Centre | 185<br>*(143 in suburban areas)* | 501 |
| Corridor | 89 | 230 |
| Higher-Order Residential | 143 | 546 |
| Downtown Dartmouth | 143 | 445 |
| Downtown Halifax | | 766 |
| Potential Draft Suburban Future Growth Nodes (gross density which includes future rights-of-way) | 99 | 188 |

This report presents both sets of density assumptions to demonstrate a range of possibility. Note that this is a high-level exercise and does not consider factors such as land ownership, parcel fabric, and redevelopment feasibility. Work to determine density factors is ongoing and may be further refined with additional analysis.

## 3.3 Methods

The process of comparing future housing demand to capacity for new housing is as follows:

a. Project future population using assumptions relating to fertility, mortality, and migration.

b. Translate the projected population into demand for future housing using headship rates; this results in the number of residential units needed to house the total future population.
c. Remove existing residential units from the total amount needed, add the potential construction undersupply estimated, and account for an apartment vacancy rate. This results in the number of ***new*** housing units needed to accommodate the future population.
d. Allocate a fixed percentage of the new units needed to the rural area and to 'background growth' (construction outside the identified growth areas). The remainder is the amount of the demand for new units that is allocated to the intensification/growth areas.
e. Calculate the regulatory capacity of the growth areas using density assumptions or unit estimates for individual projects.
f. Compare the demand for new housing units being allocated to the growth areas to the capacity of those growth areas.

The capacity has been examined through the lens of three land use scenarios, which reflect different regional growth targets and different growth areas.

**Ideally, there should be several times more capacity for new residential units in the growth areas than the future demand allocated to those areas.**

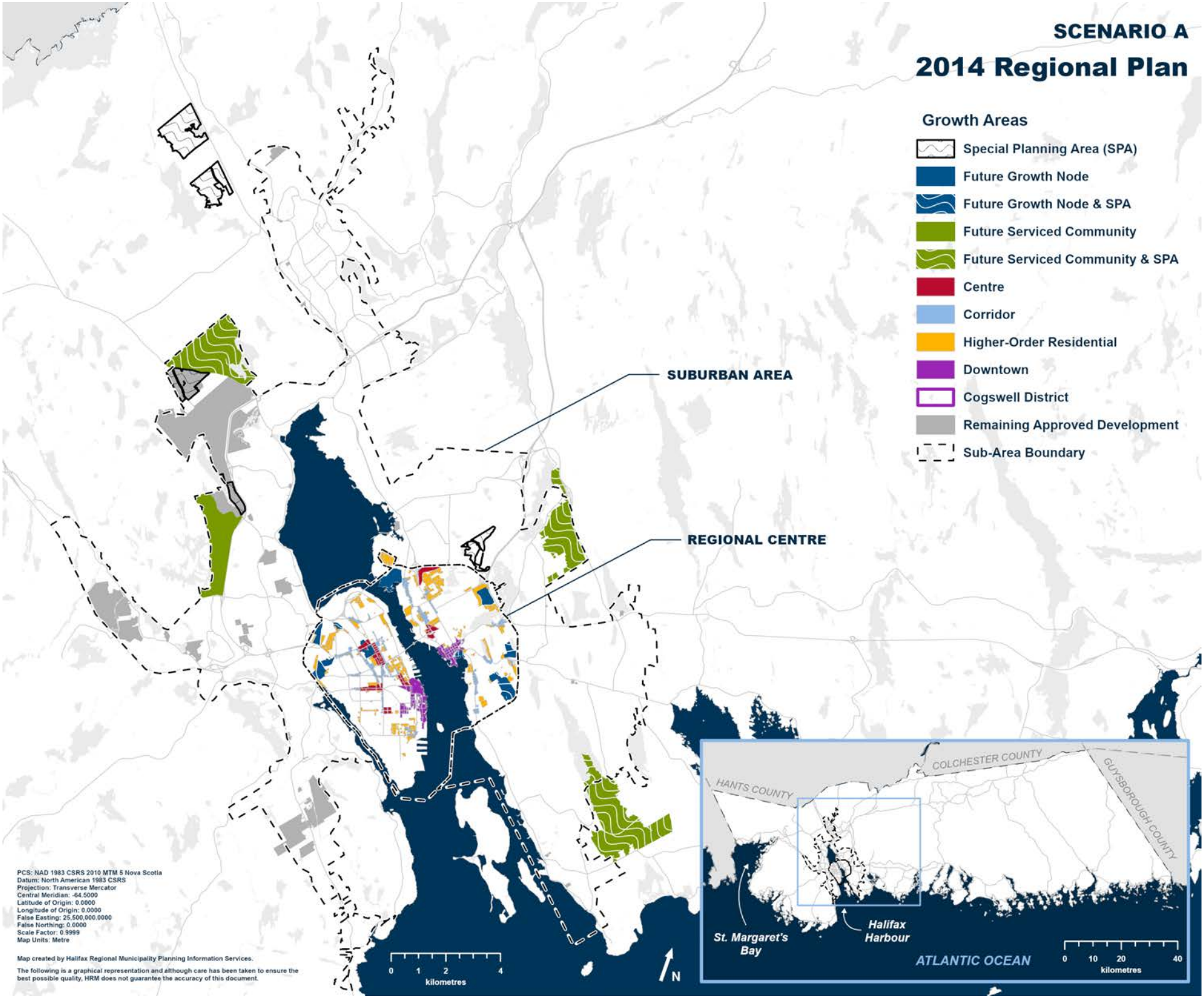
For more information on methodology, please refer to the Original Issue Paper (June 2021).

## 3.4 Results by Land Use Scenario

### 3.3.1 Scenario A: 2014 Regional Plan

In 2014, the Municipality was still planning for 1% annual growth, and analysis revealed that the Regional Plan's growth targets (25% of growth to the Regional Centre, 50% to the Suburbs, and 25% to Rural Areas) were not being met. Meanwhile, the Stantec Scenarios study indicated that achieving the Regional Plan Growth targets would be critical for the Municipality in terms of infrastructure cost savings, and found that it would be beneficial to concentrate even more growth in the Regional Centre than the initial growth targets called for. Therefore, the 2014 Regional Plan took the direction of further concentrating growth in the Regional Centre, and identified Future Serviced Communities that could be brought online in the Suburban Areas. The growth targets became: 75% of growth to the Urban Communities and 25% to Rural areas, with at least 25% of the urban growth going to the Regional Centre. In 2019, the Municipality approved Centre Plan Package A, which could accommodate 40% of growth in the Regional Centre in key areas for intensification.

**This land use scenario explores growth allocation according to the 2014 Regional Plan, with 25% of total growth going to Rural Areas, and intensification occurring in the Regional Centre Plan areas, as well as the Future Serviced Communities.**


SCENARIO A
2014 Regional Plan
Growth Areas
Special Planning Area (SPA)
Future Growth Node
Future Growth Node & SPA
Future Serviced Community
Future Serviced Community & SPA
Centre
Corridor
Higher-Order Residential
Downtown
Cogswell District
Remaining Approved Development
Sub-Area Boundary
SUBURBAN AREA
REGIONAL CENTRE
HANTS COUNTY
COLCHESTER COUNTY
GUYSBOROUGH COUNTY
St. Margaret's Bay
Halifax Harbour
ATLANTIC OCEAN
0 10 20 40
kilometres
0 1 2 4
kilometres
N
PCS: NAD 1983 CSRS 2010 MTM 5 Nova Scotia
Datum: North American 1983 CSRS
Projection: Transverse Mercator
Central Meridian: -64.5000
Latitude of Origin: 0.0000
Longitude of Origin: 0.0000
False Easting: 25,500,000.0000
False Northing: 0.0000
Scale Factor: 0.9999
Map Units: Metre
Map created by Halifax Regional Municipality Planning Information Services.
The following is a graphical representation and although care has been taken to ensure the best possible quality, HRM does not guarantee the accuracy of this document.

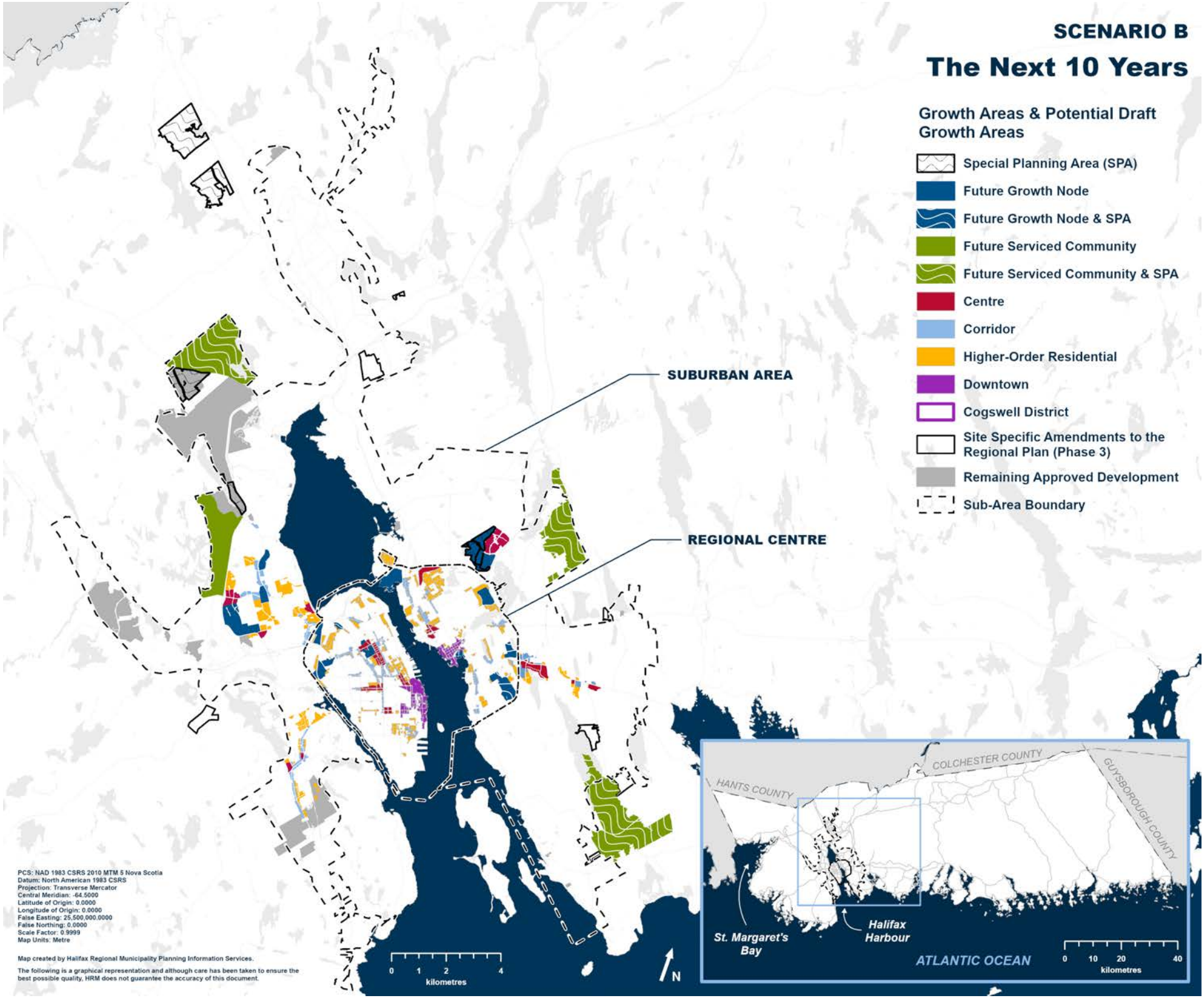
| SCENARIO A: 2014 REGIONAL PLAN | | | Original Density Assumptions | | New Density Assumptions | |
|---|---|---|---|---|---|---|
| **Capacity** | | | 106,000 | | 292,000 | |
| **Horizon Year** | **Population Scenario** | **Total Demand to Growth Areas** | **Capacity – Demand** | **How many times capacity to demand?** | **Capacity – Demand** | **How many times capacity to demand?** |
| **2031** | **Low** | 33,000 | 73,000 | 3.2 | 259,000 | 8.9 |
| | **Moderate** | 47,000 | 58,000 | 2.2 | 244,000 | 6.1 |
| | **High** | 63,000 | 43,000 | 1.7 | 228,000 | 4.6 |
| | **NSTM** | 78,000 | 28,000 | 1.4 | 214,000 | 3.8 |
| **2050** | **Low** | 47,000 | 59,000 | 2.3 | 245,000 | 6.2 |
| | **Moderate** | 100,000 | 6,000 | 1.1 | 192,000 | 2.9 |
| | **High** | 169,000 | -63,000 | 0.6 | 123,000 | 1.7 |
| | **NSTM** | 208,000 | -102,000 | 0.5 | 84,000 | 1.4 |

****These numbers may not add up exactly due to rounding.*

### 3.3.2 Scenario B: The Next 10 Years

Following the 2014 Regional Plan and the Centre Plan, the Municipality began further assessing growth as it relates to mobility. The Integrated Mobility Plan (2017) assessed the mode share targets and suggested that in order to meet them, as much as 90% of growth should be accommodated within the urban settlement or service boundary. It proposed new regional growth targets of approximately 40% of growth in the Regional Centre, 50% in Suburban communities, and 10% in Rural communities. The Rapid Transit Strategy (2020) was the next step in assessing how this growth could be organized in the suburban communities around proposed Bus Rapid Transit (BRT) routes, and assessed how much development could be realized surrounding these routes.

**The primary difference between this scenario and Scenario A, is that by using the Integrated Mobility Plan growth targets, Scenario B allocates 10% of growth to the Rural Areas, as opposed to 25%. There is also additional capacity available in this scenario, as it accounts for the Regional Plan Review Phase 3 amendments, as well areas surrounding future proposed BRT routes and other transit corridors that were identified for possible intensification. The designations shown in the suburban areas are *potential draft designations* for the purposes of envisioning future housing capacity and are subject to change.**


SCENARIO B
The Next 10 Years
Growth Areas & Potential Draft Growth Areas
Special Planning Area (SPA)
Future Growth Node
Future Growth Node & SPA
Future Serviced Community
Future Serviced Community & SPA
Centre
Corridor
Higher-Order Residential
Downtown
Cogswell District
Site Specific Amendments to the Regional Plan (Phase 3)
Remaining Approved Development
Sub-Area Boundary
SUBURBAN AREA
REGIONAL CENTRE
HANTS COUNTY
COLCHESTER COUNTY
GUYSBOROUGH COUNTY
St. Margaret's Bay
Halifax Harbour
ATLANTIC OCEAN
0 10 20 40
kilometres
0 1 2 4
kilometres
N
PCS: NAD 1983 CSRS 2010 MTM 5 Nova Scotia
Datum: North American 1983 CSRS
Projection: Transverse Mercator
Central Meridian: -64.5000
Latitude of Origin: 0.0000
Longitude of Origin: 0.0000
False Easting: 25,500,000.0000
False Northing: 0.0000
Scale Factor: 0.9999
Map Units: Metre
Map created by Halifax Regional Municipality Planning Information Services.
The following is a graphical representation and although care has been taken to ensure the best possible quality, HRM does not guarantee the accuracy of this document.

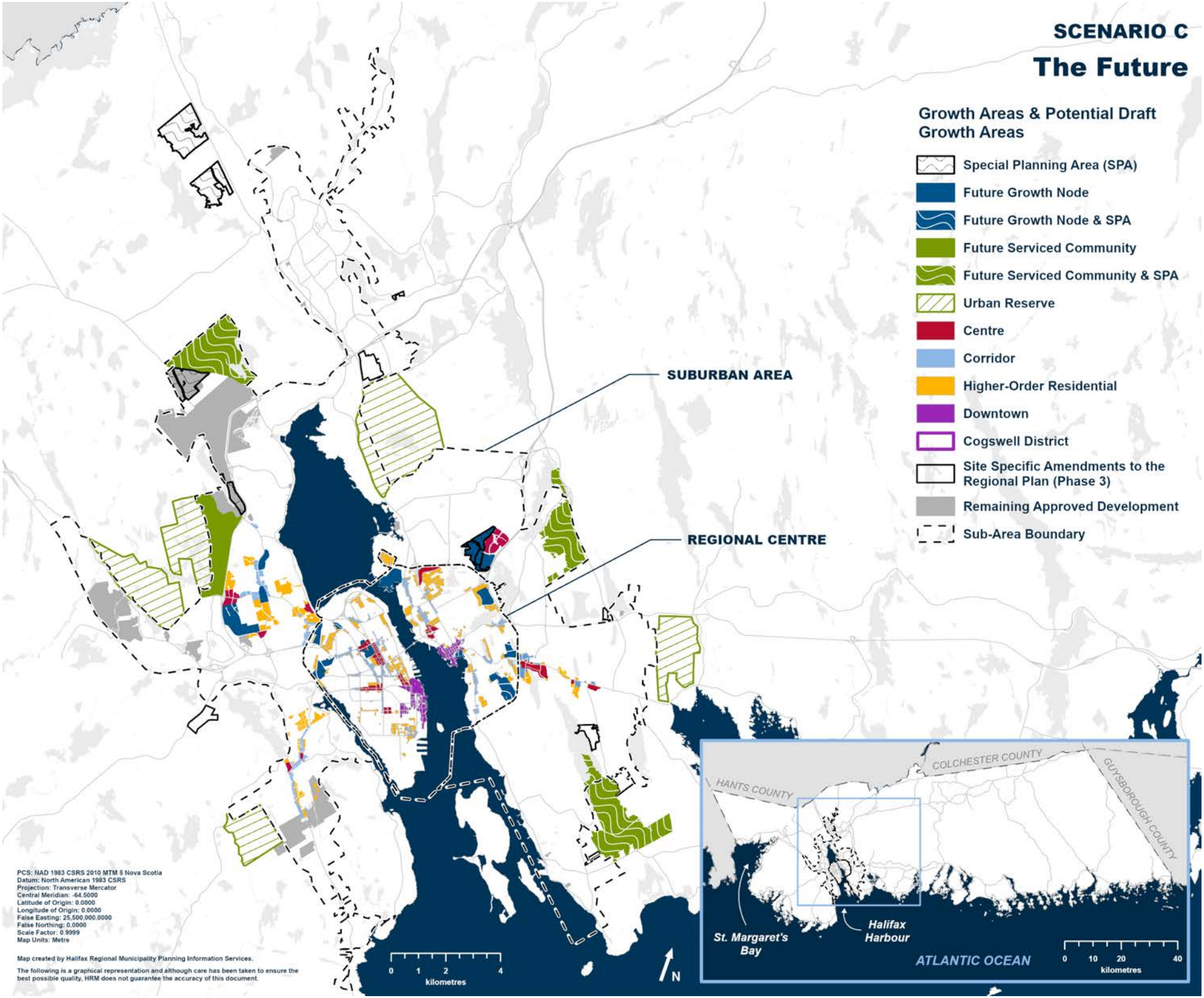
| SCENARIO B: THE NEXT 10 YEARS | | | Original Density Assumptions | | New Density Assumptions | |
|---|---|---|---|---|---|---|
| **Capacity** | | | 162,000 | | 502,000 | |
| **Horizon Year** | **Population Scenario** | **Total Demand to Growth Areas** | **Capacity – Demand** | **How many times capacity to demand?** | **Capacity – Demand** | **How many times capacity to demand?** |
| **2031** | **Low** | 39,000 | 123,000 | 4.1 | 463,000 | 12.8 |
| | **Moderate** | 57,000 | 105,000 | 2.8 | 445,000 | 8.8 |
| | **High** | 76,000 | 86,000 | 2.1 | 426,000 | 6.6 |
| | **NSTM** | 93,000 | 69,000 | 1.7 | 409,000 | 5.4 |
| **2050** | **Low** | 56,000 | 106,000 | 2.9 | 446,000 | 8.9 |
| | **Moderate** | 120,000 | 42,000 | 1.4 | 382,000 | 4.2 |
| | **High** | 203,000 | -41,000 | 0.8 | 299,000 | 2.5 |
| | **NSTM** | 249,000 | -87,000 | 0.6 | 253,000 | 2.0 |

****These numbers may not add up exactly due to rounding.*

### 3.3.3 Scenario C: The Future

This scenario seeks to examine longer-range outcomes, by assuming that the Municipality continues with the policy direction for growth allocation from the Integrated Mobility Plan and by bringing on the lands currently designated ‘Urban Reserve’ as part of the capacity. The Regional Plan Review will consider if adjustments to the Urban Reserve areas are necessary where circumstances may have changed since the Plan was last reviewed in 2014, and will set policy intent to study additional scenarios for future settlement. Due to the long-range nature of this scenario, it was only evaluated on the 2050 time horizon.

**This scenario builds on Scenario B, and allocates additional growth to the areas currently designated ‘Urban Reserve’, for the 2050 time horizon only.**


SCENARIO C
The Future
Growth Areas & Potential Draft Growth Areas
Special Planning Area (SPA)
Future Growth Node
Future Growth Node & SPA
Future Serviced Community
Future Serviced Community & SPA
Urban Reserve
Centre
Corridor
Higher-Order Residential
Downtown
Cogswell District
Site Specific Amendments to the Regional Plan (Phase 3)
Remaining Approved Development
Sub-Area Boundary
SUBURBAN AREA
REGIONAL CENTRE
HANTS COUNTY
COLCHESTER COUNTY
GUYSBOROUGH COUNTY
St. Margaret's Bay
Halifax Harbour
ATLANTIC OCEAN
0 10 20 40
kilometres
0 1 2 4
kilometres
N
PCS: NAD 1983 CSRS 2010 MTM 5 Nova Scotia
Datum: North American 1983 CSRS
Projection: Transverse Mercator
Central Meridian: -64.5000
Latitude of Origin: 0.0000
Longitude of Origin: 0.0000
False Easting: 25,500,000.0000
False Northing: 0.0000
Scale Factor: 0.9999
Map Units: Metre
Map created by Halifax Regional Municipality Planning Information Services.
The following is a graphical representation and although care has been taken to ensure the best possible quality, HRM does not guarantee the accuracy of this document.

| SCENARIO C: THE FUTURE | | | Original Density Assumptions | | New Density Assumptions | |
|---|---|---|---|---|---|---|
| **Capacity** | | | 202,000 | | 542,000 | |
| **Horizon Year** | **Population Scenario** | **Total Demand to Growth Areas** | **Capacity – Demand** | **How many times capacity to demand?** | **Capacity – Demand** | **How many times capacity to demand?** |
| **2050** | **Low** | 56,000 | 146,000 | 3.6 | 486,000 | 9.6 |
| | **Moderate** | 120,000 | 82,000 | 1.7 | 422,000 | 4.5 |
| | **High** | 203,000 | 0 | 1.0 | 340,000 | 2.7 |
| | **NSTM** | 249,000 | -47,000 | 0.8 | 293,000 | 2.2 |

****These numbers may not add up exactly due to rounding.*

# 4.0 Conclusions & Next Steps

The density assumptions made for the Regional Centre and Suburban intensification areas have a significant impact on the total estimated regulatory capacity for housing. This work may be further refined with additional analysis.

Over the next few months, future population and employment distributed to traffic zones will allow staff to complete transportation modelling to determine the impacts of future growth on mode share, which will provide another lens through which to evaluate strategic growth.

If population growth continues at its 5-year trend, we will continue to observe short-run pressure in the housing market; this analysis demonstrates that the Regional Plan and supporting Community Plans must ensure planning policy and regulations use a range of strategies to enable sufficient housing to support future population.

**ATTACHMENT F**

**Public Participation Program**

**BE IT RESOLVED** by Halifax Regional Council that the Revised Public Participation Program for the Regional Plan Review is amended as follows:

1. The title page is amended by deleting the number as shown in strikeout and adding the text shown in bold:

   ~~DECEMBER 2021 UPDATE~~ **PHASE 4 ENGAGEMENT: DRAFT PLAN RELEASE JUNE 2023**

2. The Introduction is amended by deleting the text as shown in strikeout and adding the text shown in bold:

   After 5 years of directing and managing growth in the region, the first Regional Plan review (RP+5) was initiated in 2011 to ensure the Plan still reflected the Municipality's goals for growth and development. The Plan was readopted in 2014. The second five-year review was initiated in February 2020 ~~with the Regional Council approvals process anticipated to begin in 2022.~~ **and is taking a phased approach:**

   - **Phase 1: Initiation & Early Engagement - determine the scope and initial approach to the review**
   - **Phase 2: Themes & Directions - gather feedback on the Municipality's approach to the Regional Plan Review**
   - **Phase 3: Quick Adjustments – consideration of amendments to the Regional Plan that align with Regional Council's goals, as a rapid response to current housing conditions;**
   - **Phase 4: Draft Regional Plan – return to Regional Council with remaining policy framework; and**
   - **Phase 5: Future Growth Planning – create a work plan and begin analysis of additional lands to be considered for expansion in anticipation of continued growth.**

   ~~This review is considered a minor review as the overall policy framework and intent of the Regional Plan remains sound. The focus of the review will be to evaluate the effectiveness of the policies and programs contained in the 2014 Regional Plan, and to revise policies as necessary, based on any new policy direction contained in the Priority Plans. Public engagement will be used to identify any new or emerging issues not captured through Priority Planning. The key Priority Plans include:~~

   **Phase 4 will update the Regional Plan to respond to the region's population growth and housing pressures with a focus on developing complete communities,**

**protecting natural and cultural resources, and acting on climate. The updated Regional Plan will establish policy direction to continue guiding the Community Planning Program (Suburban and Rural Planning), will reflect the goals and objectives of the Municipality's Priority Plans, including:**

- **the Integrated Mobility Plan (adopted in 2017);**
- **the Halifax Green Network Plan (adopted in 2018);**
- **People, Planet, Prosperity: HRM Economic Strategy 2022-2027;**
- **HalifACT 2050 (Community Energy & Climate Action Plan) (adopted in 2020); and**
- **Sharing Our Stories (Culture & Heritage Priorities Plan) (adoption targeted for 2023).**

~~Staff will also use this review period to identify any key emerging trends or planning research that might be required to establish the policy program for the next significant review period. As well, the Regional Plan will establish policy direction to continue guiding the Plan & By-law Simplification program.~~

**During Phase 4, staff will also identify any key emerging trends or planning research that might be required to establish the policy program in Phase 5, expected to begin in 2024 following the adoption of the updated Regional Plan.**

The Regional Plan Review engagement program will build on past engagement activities and explore opportunities to improve upon and achieve the Regional Plan's vision and objectives. Given the regional context, engagement activities must cover the entirety of the region and the engagement tactics presented in this plan to reflect the review's expansive geography, **with a special focus on suburban and rural areas where the Plan is proposing some strategic changes.** This document outlines a detailed work plan for engagement during **Phase 4 of** the Regional Plan Review process.

3. The Engagement Overview is amended by deleting the text as shown in strikeout and adding the text shown in bold:

**The purpose of this document is to identify opportunities and establish ways and means of seeking the opinions of the public on the Regional Plan Review**. This document recommends *who* to engage and consult with, as well as *how and when* consultation should be done. A series of engagement tactics are recommended to enable Regional Plan Review staff to target a variety of stakeholders across the region. This work plan will give staff the meaningful feedback needed to bring forward amendments to the Regional Plan for Regional Council to consider.

~~This review of the Regional Plan is positioned to include engagement from other region-wide projects and to build upon the 2006 and 2014 Plans. The engagement is intended to include a two-way flow of communication where planning staff share information about the review with the public while also identifying changing priorities through their feedback.~~

~~Engagement tactics will be divided into phases; the tactics selected for each phase will reflect the type of public input appropriate at that stage of progress in the Regional Plan Review.~~

~~The Engagement Plan was first adopted in February 2020 at the time of Regional Council's initiation of the Regional Plan Review. The plan was updated in November 2020 to reflect the impacts of the COVID-19 pandemic on the timelines and engagement approaches for the project.~~

~~This document is the revised Engagement Plan as of December 2021.~~

**Significant engagement has already taken place, helping to shape the policy directions endorsed by Council in Phase 3. Work to date has included:**

- **Phase 1 began when the Regional Plan Review was initiated by Regional Council on February 25, 2020 and continued into Winter 2021. Phase 1 introduced the Municipality's approach to the Regional Plan Review and received feedback.**
- **Phase 2 began in May 2021, when the project team presented the Themes and Directions Report. The goal of this phase of engagement was to provide an overview of the draft policy framework highlighting the proposed major changes. This Phase concluded in December 2021.**
- **Phase 3 took place over the first 6 months of 2022. The goal was to solicit feedback on the projects and smaller policy adjustments being made to allow housing development proposals to proceed in advance of the Regional Plan Draft Document. This Phase concluded in July 2022.**

**The Regional Plan provides policy for the whole municipality. As a result, engagement must be broad and inclusive to all residents, particularly underrepresented communities. The Regional Plan Review will build upon the engagement that has been completed as part of the development of the Municipality's various priority plans, which each featured robust engagement strategies to reach the public, stakeholders and interest groups.**

**The Regional Plan Review Engagement Plan was first adopted in February 2020 at the time of Regional Council's initiation of the Regional Plan Review. The plan was updated in November 2020 to reflect the impacts of the COVID-19 pandemic on the timelines and engagement approaches for the project. Engagement during Phases 2 and 3 was largely online due to public health restrictions. With restrictions lifted, Phase 4 engagement will utilize both in-person and virtual methods.**

4. The Engagement Tactics is amended by deleting the text as shown in strikeout and adding the text shown in bold:

A State of Emergency was declared in Nova Scotia on March 22, 2020 as a result of the COVID-19 pandemic. At this time, it is anticipated that some form of state of emergency or limitations on public gatherings will remain in place for much of the Regional Plan Review process. It is also likely that when formal restrictions are lifted, some residents may still be apprehensive about attending large public gatherings. As a result, staff have developed alternative engagement strategies for the Regional Plan Review that do not rely on in-person engagement.

A. Online Engagement

The main engagement tactic that will be used to gather feedback throughout the Regional Plan Review will be the project's Shape Your City page. The Regional Plan Review page will be designed to be informative and interactive. It will feature clear project updates and messaging, access to reference documents for review and a variety of engagement tools to allow residents to provide feedback and ask questions. Engagement tools that may be used include:

- Surveys
- Polls/Rankings
- Idea Boards
- Q&A Pages
- Comment Forums

Because of the large target audience for the Regional Plan Review, online engagement is an effective tool to reach residents across the municipality. However, online engagement does not allow for real time interaction between residents and staff. As a result, the Regional Plan Review Team will prioritize keeping the page updated and responding to participants in a timely manner.

B. Email/Phone Commenting

It is acknowledged that residents across the municipality will have varying degrees of access to the internet and comfort with online engagement tools. In order to ensure all residents are able to provide comments, traditional engagement options, including phone and email commenting, will be available. Advertising will clearly identify options for residents to provide comments and the relevant contact information.

C. Stakeholder Meetings

Meetings with community stakeholders will be held via video chat and teleconference throughout the Regional Plan Review. These ongoing conversations will be important to develop partnerships, inform the scope of the project and gather information and feedback.

D. Committee Review

~~Regional Council has various advisory boards and committees who hold meetings to review and provide advice to staff and Regional Council, community councils or standing committees. At the initiation of the Regional Plan Review, Regional Council established the Community Planning and Economic Development Standing Committee, the Halifax and West Community Council, the Harbour East – Marine Drive Community Council, North West Community Council, Regional Centre Community Council, Design Review Committee and Heritage Advisory Committee as the only advisory bodies to the planning process for the project. However, to gain a broad range of feedback, the Regional Plan Review Team will present the Themes and Directions Report to all relevant boards and advisory committees, based on their terms of reference and availability in light of COVID-19.~~

~~As the project progresses, Staff will review gathering limitations at each phase and consider additional engagement options, including small scale in-person engagements, if viable.~~

~~In order to raise awareness of the engagement opportunities available and reach the widest audience possible, extensive advertising through social media, websites, print and other methods will be required. Advertising will be designed to inform residents the Regional Plan Review is currently taking place and highlight the ways participants can find information and provide comments.~~

**This review of the Regional Plan is positioned to include engagement from other region-wide projects and to build upon the 2006 and 2014 Plans. The engagement is intended to include a two-way flow of communication where planning staff share information about the review with the public while also identifying changing priorities through their feedback.**

**As a result of the COVID-19 pandemic state of emergency in 2020, staff developed alternative engagement strategies for the Regional Plan Review that do not rely on in-person engagement. These methods have the benefit of reaching people who may not be able to attend regular in-person meetings, although often depend on strong internet access and level of comfort with online interactions. Going forward, the Review will incorporate both in-person and virtual engagement tools.**

**In order to raise awareness of the engagement opportunities available and reach the widest audience possible, extensive advertising through social media, websites, print and other methods will be required. Advertising will be designed to inform residents the Regional Plan Review is currently taking place and highlight the ways participants can find information and provide comments.**

**A) In-Person Engagement**

**Staff will connect with residents in multiple ways and locations, allowing the public to ask questions directly and review engagement materials designed to highlight the major policies being proposed. Engagement tools that may be used include:**

- **Pop-ups**
- **Public Open Houses**

- **Stakeholder Meetings**
- **Comment Cards**

**B) Virtual Engagement**

**The main online engagement tool will be the project's Shape Your City page. It will feature clear project updates and messaging, access to reference documents, and a variety of engagement tools that allow residents to provide feedback and answer questions. Engagement tools that may be used include:**

- **Webinars**
- **Questionnaires**
- **Comment Forums**
- **Mapping**

**C) Email/Telephone**

**It is acknowledged that residents across the municipality will have varying degrees of access to the internet, comfort with online engagement tools and levels of ability. In order to ensure all residents can provide comments, traditional engagement options, including phone and email commenting, will be available. Advertising will clearly identify residents' options for providing comments and the relevant contact information.**

**D) Stakeholder Meetings**

**Meetings with community stakeholders will be held in-person and via Microsoft Teams throughout the Regional Plan Review. These ongoing conversations will be important to develop partnerships, inform the scope of the project and gather information and feedback.**

5. Section 3, Engagement Timeline, is amended by deleting the text as shown in strikeout and adding the text shown in bold:

Engagement is planned to take place in **five** distinct phases throughout the review process. ~~Some overlap of tactics will occur across the phases.~~ **General correspondence via mail, phone and email will be accepted on an ongoing basis. Some overlap of tactics will occur across the phases.** ~~Originally the Regional Plan Review was expected to occur in three phases. However, since the adoption of the original engagement plan, disruptions such as COVID-19 and faster than anticipated growth and supply challenges have led to adjustments in the work plan. The revised Phasing is presented as follows:~~

~~Phase 1 began when the Regional Plan Review was initiated by Regional Council on February 25, 2020 and will continue into Fall 2020 Winter 2021. The focus of Phase 1 is to meet with internal and external stakeholders to develop the scope and initial approach to the Regional Plan Review, introduce the Municipality's approach to the Regional Plan Review and receive feedback.~~

~~Phase 2 will begin following the release of the Themes & Directions report, anticipated for Winter 2021. This document will introduce the municipality's approach to the Regional Plan Review and public and stakeholder engagement to receive feedback will take place in weeks following. began in May 2021, when the project team presented the Themes and Directions Report. The goal of this phase of engagement was to provide an overview of the draft policy framework highlighting the proposed major changes. This Phase concluded in December 2021.~~

~~Phase 3 of engagement is anticipated to take place in Fall 2021, following the release of the first draft of amendments to the Regional Plan. The goal of this phase of engagement will be to provide an overview of the draft document, highlighting the proposed major changes, and receive feedback. will take place over the first 6 months of 2022. The goal of this engagement is to solicit feedback on the projects and smaller policy adjustments being made to advance housing projects in advance of the Regional Plan Draft Document.~~

~~Additional engagement will take place in 2022, following the release of the final draft of the Regional Plan amendments, to be considered for approval by Regional Council. The goal of these activities will be to provide an overview of the final draft of the Regional Plan amendments and highlight how public input from the previous engagement phases has been used to inform recommendations. This is intended to help residents, stakeholders and Council understand how feedback has been received and used, particularly in the absence of more traditional in-person engagement.~~

~~Phase 4 will take place following the release of the Regional Plan Draft Document. The goal of this engagement will be to provide an overview of the draft of the Regional Plan amendments and highlight how public input from the previous engagement phases has been used to inform recommendations. This is intended to help residents, stakeholders and Council understand how feedback has been received and used, particularly in the absence of more traditional in-person engagement.~~

~~Phase 5 will take place once the Regional Plan has been amended and will focus on advancing lands to support the long-term growth of the municipality~~**.**

~~Engagement is planned to take place in five distinct phases throughout the review process. General correspondence via mail, phone and email will be accepted on an ongoing basis. Some overlap of tactics will occur across the phases.~~

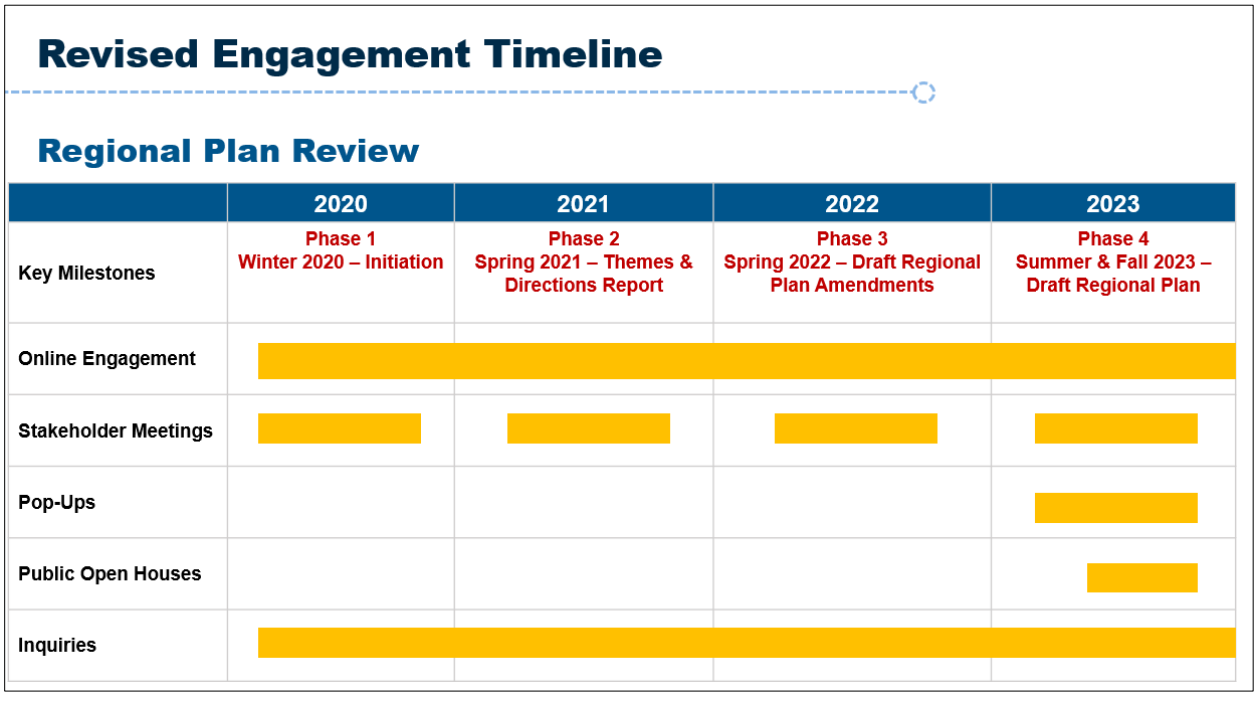
**Phase 1 began when the Regional Plan Review was initiated by Regional Council on February 25, 2020 and focused on meeting with internal and external stakeholders to develop the scope and initial approach to the Regional Plan Review. A "What We Heard" Report for Phase 1 is included as part of the Themes & Directions Report.**

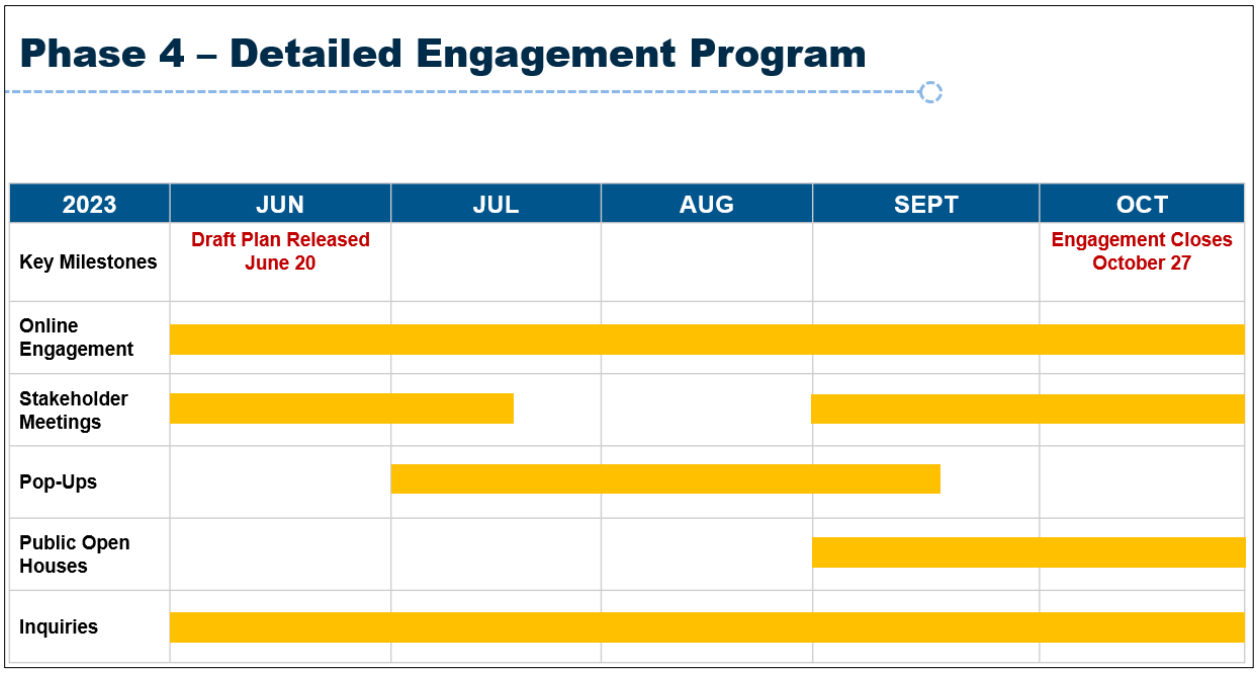
**Phase 2 began with the release of the Themes & Directions Report, scheduled for Spring and early Summer 2021. The Themes & Directions Report introduces the Municipality's approach to the Regional Plan Review and engagement will be focused on receiving public and stakeholder feedback on this approach. Consultation took place during May and June 2021, as outlined in the engagement calendar. A "What We Heard" Report for Phase 2 was prepared to summarize feedback received from public, stakeholder, and committee engagement and went to Council in December 2021.**

**Phase 3 work took place during winter 2022.The goal of this phase of engagement was to solicit feedback on amendments that aligned with Council's existing goals, and on site-specific requests from property owners. Public feedback was received via email and phone, and comments via Shape Your City website. Public correspondence received for Phase 3 was included in a report that went to Council in July 2022.**

**Phase 4 of engagement will take place following the release of a revised draft of the Regional Plan, as part of the Regional Council approval process. The goal of these activities will be to provide an overview of the final draft of the Regional Plan amendments and highlight how public input from the previous engagement phases has been used to inform recommendations. This is intended to help residents, stakeholders and Council understand how feedback has been received and used. Engagement will take place throughout summer and fall 2023.**

**Detailed scheduling for each engagement phase will be released on the website when available.**






6. A new section A: IN-PERSON ENGAGEMENT is being inserted following section 3: Engagement Timelines adding the text shown in bold:

## A: IN-PERSON ENGAGEMENT

| | |
|---|---|
| **WHAT** | • **Create 'pop-ups' setup in different locations across HRM to provide information to the residents on the project.**<br>• **Schedule public open houses for residents to learn more in a formalized set-up** |
| **WHO** | **Members of the Public, Industry, Community Groups, Business Communities, Advocacy Groups** |
| **WHEN** | **Phase 4: July – October 2023** |
| **WHERE** | **Various locations across HRM to ensure equitable opportunity for public engagement.** |
| **WHY** | ▪ **Present content, answer questions and gather feedback**<br>▪ **Provide opportunities for the public to speak directly with staff**<br>▪ **Provide transparency and physical presence to the project**<br>▪ **Have print information/material available for display and hand-out;** |

| | |
|---|---|
| **HOW** | ▪ **Find appropriate locations in communities across the Municipality that are visible and accessible to the public during weekdays, weekends and evenings**<br>▪ **Municipality to advertise times, dates, and locations for public events through various print, radio, and media channels**<br>▪ |
| **MATERIALS NEEDED** | ▪ **Fact Sheets**<br>▪ **Poster boards**<br>▪ **Comment Cards** |

7. The existing section A: Online Engagement is amended by deleting the text as shown in strikeout and adding the text shown in bold:

~~A: ONLINE ENGAGEMENT~~ **B: VIRTUAL ENGAGEMENT**

~~PHASES ONE, TWO, THREE, **FOUR, FIVE**~~

| | |
|---|---|
| **WHAT** | Update Shape Your City page with project messaging, background materials and engagement and comment tools ~~for each phase of the project.~~ |
| **WHO** | Members of the Public, Industry, Community Groups, Business Communities, Advocacy Groups |
| **WHEN** | Ongoing (All Phases) |
| **WHERE** | www.halifax.ca, www.shapeyourcityhalifax.ca/regional-plan |
| **WHY** | ▪ Share project information (project status, calendar of events)<br>▪ Share documents (~~previous and related studies, releases of project materials~~**draft Regional Plan, fact sheets, maps**, etc.)<br>▪ **Post webinars on key Regional Plan themes**<br>▪ Gather feedback from the public (~~surveys~~, **questionnaires**, polls, comment ~~forums~~ **boxes**, Q&As, etc.) |
| **HOW** | ▪ Municipality to ensure project website remains active & up to date.<br>▪ Municipality to design engagement tools and analyse feedback. |
| **MATERIALS NEEDED** | ▪ Engagement materials<br>▪ Project documents |

8. The existing section B. Email/Telephone Commenting is amended by deleting the text as shown in strikeout and adding the text shown in bold:

~~B.~~ **C:** EMAIL/TELEPHONE

~~PHASES ONE, TWO, THREE, **FOUR, FIVE**~~

| | |
|---|---|
| **WHAT** | Respond to email and telephone enquiries on project-related matters and log comments |

| | |
|---|---|
| **WHO** | ▪ Industry, Community Groups, Business Communities, Advocacy Groups, Members of the Public |
| **WHEN** | Ongoing (All Phases) |
| **WHERE** | N/A |
| **WHY** | ▪ To respond to enquiries on project-related matters and direct those contacting staff to available online material |
| **HOW** | ▪ Email and telephone |
| **MATERIALS NEEDED** | ▪ Designated Regional Plan Review email address (regionalplan@halifax.ca) and telephone number |

9. The existing section C: Stakeholder Meetings is amended by deleting the text as shown in strikeout and adding the text shown in bold:

### ~~C~~**D**: STAKEHOLDER MEETINGS

~~PHASE ONE, TWO, THREE,~~ **~~FOUR, FIVE~~**

| | |
|---|---|
| **WHAT** | Municipal staff to engage with key stakeholders **as requested/required** to develop partnerships, inform on the scope and status of the project and gather feedback. |
| **WHO** | External and internal stakeholders, including:<br><br>Municipal, Provincial, Federal and Indigenous governments, Non-Profit and Community Groups (residents' associations and advocacy groups for housing, transportation, environmental, culture & heritage issues), business and economic development groups, development industry and design community. |
| **WHEN** | Ongoing (All Phases) |
| **WHERE** | **In-person and** Online |
| **WHY** | To develop and maintain relationships with key stakeholders<br><br>To increase awareness of the Regional Plan Review and the role of the Regional Plan<br><br>To gather feedback from residents and special interest groups |
| **HOW** | ~~Teleconference line, Skype for Business~~ **In-person**, Microsoft Teams |

| | |
|---|---|
| **MATERIALS NEEDED** | Engagement materials<br>Project documents<br>PowerPoint presentations |

10. Section D: Committee Review is deleted in its entirety.

11. Section 4: Evaluation Tools is amended by deleting the text in strikeout and adding the text shown in bold:

    1. Web Page Analytics
    Use web analytics to determine the number of unique visitors, access and the amount of time spent on the webpage.

    2. Comment Summaries
    The project team will record and measure input from stakeholders and residents. ~~through phone and email comments and Shape Your City survey responses.~~

    3. Stakeholder Meeting Summaries
    Count **number of** stakeholder~~s~~ ~~attending virtual information~~ sessions. Record attendee questions and comments.

    **4. Attendance & Recording Input**
    **Tracking the number of attendees in all meeting sessions, and recording questions or comments received will enable the Regional Planning team to evaluate, address and respond to the issues highlighted.**

12. The table in section 5 Engagement Tactics and Materials Matrix is deleted and replaced with the following table:

| Engagement Materials | A<br>In-Person Engagement | B<br>Online Engagement | C<br>Email & Telephone Commenting | D<br>Stakeholder Meetings |
|---|---|---|---|---|
| 1. Fact Sheets | ● | ● | | ● |
| 2. Poster Boards | ● | | | |
| 3. Comment Cards | ● | | | |
| 4. Sign-In Sheet | ● | | | |
| 5. Online Questionnaires/ Comment | | ● | | |

| | | | | |
|---|---|---|---|---|
| Boxes | | | | |
| 6. Online Q&A/ Discussion Forum | | • | | |
| 7. Maps | • | • | | • |
| 8. Calendar of Events | | • | | • |
| 9. PowerPoint Presentations | • | • | | • |
| 10. Website Updates | | • | | |
| 11. Social Media Posts | | • | • | |
| 12. Advertising | | • | • | |
| 13. Contact Email & Telephone Number | | • | • | • |
| 14. Recorded Webinars | | • | | |

13. Section 6: Phase 4 Key Messages is deleted in its entirety.

14. Section 7: Phase 4 Proposed Calendar of Events is deleted in its entirety.