

REGIONAL MUNICIPAL PLANNING STRATEGY

*DRAFT FOR COMMUNITY ENGAGEMENT
JULY 2023*

(PRESENTED TO HALIFAX REGIONAL COUNCIL COMMITTEE OF THE WHOLE, JUNE 20, 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~~ **Upper 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

*The Draft Regional Municipal Planning Strategy accepted by Halifax Regional Council to be used for public engagement purposes on June 20, 2023 included a clerical error that has been corrected as shown.

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

¹ <http://www.integrativescience.ca/Principles/TwoEyedSeeing/>

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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'Kmaq'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 neighbourhoods 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 Cove².

The first Europeans to arrive to the Atlantic region were likely Basque fishermen from the Bay of Biscay, who began whaling and fishing around 1525³. 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 trade⁴.

In 1746, the British government sponsored the first settlement plan in Canada, focused on present-day Halifax, and established the Town of Halifax in 1749⁵. 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 Dartmouth⁶.

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 signatories⁷. 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 Métis⁸. 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 patterns⁹. 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 Dartmouth¹⁰.

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 Basin¹¹. 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 community¹². 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 Tattre, 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 injustices¹³. 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 Centre¹⁴.

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 commitments to Reconciliation, addressing* Anti-Black Racism, and Diversity, Equity and Inclusion (DEI) in municipal planning policies and programs.

*The Draft Regional Municipal Planning Strategy accepted by Halifax Regional Council to be used for public engagement purposes on June 20, 2023 included a clerical error that has been corrected as shown.

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.

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

Long Term Aquatic Strategy				JustFOOD Action Plan (Part A)
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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;

- **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.