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Regional Plan Advisory Committee
August 11, 2010

TO: Chair and Members of Regional Plan Advisory Committee

SUBMITTED BY: Original signed
Paul Dunphy, Director of Community Development

Original signed
Phillip Townsend, Director of Infrastructure & Asset Management

Original signed
Cathie O'Toole, Director of Finance

DATE: July 29, 2010

SUBJECT: Project 01341 - Cost of Servicing Study and Requests to Initiate
Secondary Planning Strategies (Community Plan Amendment Requests)

SUPPLEMENTARY REPORT

ORIGIN

At the June 30, 2010 meeting, the Regional Plan Advisory Committee (RPAC) requested that staff prepare a supplementary report to address questions arising from the presentations.

RECOMMENDATIONS

It is recommended that the Regional Planning Advisory Committee recommend that Regional Council:

1. Initiate a process, as outlined in Attachment A to this report, for the Highway 102 West Corridor study area as per the budget implications;
2. Consider funding in next year's budget to undertake a watershed study for the Port Wallis study area; and
3. Defer all three requests to initiate formal secondary planning processes at this time.

EXECUTIVE SUMMARY

The RPAC has been provided with considerable supplemental information since receiving the initial staff report in October, 2009. Much consultation and discussion has taken place with land owners of the three subject areas and with other groups and individuals, and staff wishes to acknowledge their strong interest and cooperative approach in providing information that is aimed at enabling the RPAC and Council to make informed decisions.

At this juncture, staff remains of the position that the commencement of secondary planning processes for any of the three areas is premature at this time. Staff believe that the available land supply in the suburban areas of HRM is more than adequate to meet the demand for housing for the foreseeable future (in excess of 30 years), however also acknowledge that the geographic distribution of this supply is skewed to the western side of the harbour.

Introducing new growth areas within the next number of years is not likely to increase assessment or create increased demand for housing, but rather, will simply reallocate development over a larger number of areas. Therefore, the investments that Council has made on infrastructure in Morris-Russell Lake, Bedford South and Bedford West will take longer to recoup. Added to this, Council will be tasked with providing up-front financing for infrastructure to service these new areas, funds that might otherwise be used for other priority capital projects.

Opening up new areas of suburban development prematurely may also create an unintended incentive for attracting more growth to our suburban areas, at a time when Council is implementing initiatives to retain and attract more residential development opportunities in the Regional Centre. New suburban development will also entail the provision of accompanying 'soft' municipal services, such as transit, emergency services, solid waste collection, recreation facilities, and so on.

Staff further suggest that expending municipal resources to plan for the creation of additional housing supply in suburban HRM in the near term is inconsistent with the Regional Plan principle to "manage development to make the most effective use of land, energy, infrastructure, public services and facilities...".

Completion of the Regional Wastewater Management Functional Plan, now underway, is another important project that will provide staff and Council with information on the current status of our sanitary servicing systems, a plan for the longer term expansion/extensions of this system and the implications of the new federal government CCME guidelines.

For these and other related reasons, staff is recommending a cautious, phased approach to the matter of new serviced suburban development, as presented in the recommendations section of this report.

BACKGROUND

At the June 23rd and 30th, 2010 RPAC meetings, staff presented a supplementary report on requests to initiate secondary planning processes for the Port Wallis, Sandy Lake, and Highway 102 West Corridor master plan areas. This was followed by presentations made by the proponents and other interested parties. RPAC requested a further supplementary report to address questions arising from the presentations. The questions raised and the responses are presented in the discussion section of this report.

A number of questions pertained to Blue Mountain - Birch Cove Lakes Wilderness Park. Responses are found under questions 5 to 8 on pages 5 to 7. A comparison of estimated capital expenditures needed to allow for development of the Morris - Russell Lake and Port Wallis Secondary Plan Areas under two scenarios (for each) is found under question 10, pg. 7.

The staff recommendations in this report are the same as those made in the supplementary report dated June 10, 2010 which was presented at the June 23, 2010 RPAC meeting.

DISCUSSION

Stemming from its June 23 and June 30, 2010 meetings, the RPAC requested that staff address the following questions and comments:

1. *Clarify how much land is available for development in the Eastern Region and where it is. Staff to meet with the proponents to compare estimates and clarify which lands are currently available for development in the Eastern Region and where it is.*

Staff have met with the consultants representing the Port Wallis area, and have compared their estimates to those provided in the supplementary staff report dated June 10, 2010. A submission from Mr. Tom Swanson, a representative of the proponent, is included as Attachment B. The differences in estimates are summarized as follows:

- Mr. Swanson does not feel that 195 acres of undeveloped land between Caldwell Road and Morris Lake should be counted as it may take several years to resolve traffic issues.

Staff acknowledge that policies in the Morris-Russell Lake Secondary Planning require that traffic issues be resolved before these lands can be developed. However, these lands have been designated for serviced residential development by the Secondary Plan and are within the Urban Service Area where the Municipality's Subdivision By-law requires that any development be serviced with piped sewer and water. For these lands and many other parcels, it is common for servicing issues to have to be resolved to allow for development and it is only reasonable to expect that they will be resolved within the 25 year life of the plan.

- Mr. Swanson does not concur with a number of the estimates made by staff where assumptions have been made that rezoning or development agreement applications would be approved.

Generally, these assumptions were made for the high estimate only as rezoning and development agreements are provided for under municipal policies and could be expected to be successful.

- In the staff estimate, two parcels with development agreements were double counted as vacant (total of 78 acres). Several others require plan amendments and should not have been included.

Staff concur with these critiques and have adjusted the estimate accordingly. The revised estimate is presented as Attachment C.

The revisions reduce the staff estimated potential housing supply in the Eastern Region to 4,953 units (low estimate) to 7,821 housing units (high estimate). The previous estimate was 5,535 units (low) to 8,685 (high). For the region, the estimated supply is reduced from 35,675 to 35,093 for the low estimate and from 47,538 to 46,674 units for the high estimate.

By applying the annual housing growth projected for the suburban areas over the period of 2006 to 2026 under the Altus study base line scenario, staff had previously estimated that the supply of suburban land in the region could be expected to last for between 31 and 42 years (from September 30, 2009). The revisions would reduce this estimate by 0.5 to 0.76 years.

2. *Confirm whether or not the Province covers the cost of interchanges or whether HRM and developers must cover the cost if the interchange was only for a phase of development rather than a direct response to traffic issue.*

The construction of highway interchanges throughout HRM has traditionally been the responsibility of the Nova Scotia Department of Transportation and Infrastructure Renewal (NSTIR). In the past, interchanges were constructed to provide access from provincially owned collector and arterial roadways to the provincial freeway system. In the 1990's HRM assumed ownership and responsibility for many of these collector and arterial roadways through a service exchange with the Province, while ownership and maintenance of interchanges remained with NSTIR. Levels of federal funding on infrastructure were also declining sharply in the 1990s.

As a result of these circumstances, many upgrades and additions to the Provincial Freeway system have a shared Municipal/Provincial interest and are jointly funded. The level of cost sharing has varied depending on the project and also on the level of federal cost sharing. In 2003, HRM adopted the Capital Cost Contribution program to recover a portion of the municipal cost from developers.

The following table provides a cost sharing summary of interchanges recently built in HRM.

Cost Sharing on HRM Interchange Projects						
Project	Year	Estimated Cost	Cost Sharing			
			Canada	Province	HRM	Developers
Highway 103 Otter Lake Landfill Interchange	1998	\$3,500,000			100%	
MicMac Blvd at Hwy 111	2003	\$2,575,000	0%	32.8%	34.9%	32.3%
Mount Hope Ave at Hwy 111	2005	\$12,000,000	13.4%	13.4%	28.0%	45.2%
Dartmouth Crossing at Hwy 118	2005	\$15,637,000	74%		26%	0%
Duke Street at Hwy 102	N/A	N/A	100%			
Larry Uteck Blvd at Hwy 102	2009	\$22,100,000	26.7%	31.2%	15.8%	26.3%
Margeson Drive at Hwy 101	2010	\$10,500,000	33.3%	33.3%	33.3%	0%

3. *When does the Department of Transportation and Infrastructure expect to construct the Forest Hills interchange?*

NSTIR has plans to construct an interchange on Highway 107 near the Port Wallis area. The interchange is to be constructed as part of the Cherrybrook Bypass project. The Department will not commit to a time table for this project.

Under the Municipality's Regional Plan, the Cherrybrook By-pass is listed under "future potential projects" which are not anticipated to be needed until some time after 2026.

- 4. *What happened to the Harbour East Community Council resolution in May 2007 requesting that a secondary planning process be initiated for the Port Wallis area?*

An information report was submitted to the Community Council at its June 2007 meeting (see Attachment D). The report indicates that staff was preparing an RFP for a cost of servicing study of the three sites which are the subject at hand. The study commenced in October 2007 and was completed in February 2009.

- 5. *What is the boundary for the proposed Blue Mountain - Birch Cove Lakes Regional Park and what areas within the park are available for development? Where is the proposed Highway 113 right-of-way in relation to the park?*

The conceptual park boundary, as presented on Map 13 of the Regional Plan, is illustrated on Map 1 of this report. Crown lands encompass approximately 2,300 acres which have been designated as a wilderness park and are therefore not available for development. The remaining areas within the boundary encompass approximately 1,300 acres and may be considered for development in accordance with the Regional Plan policies.

Approximately 248 acres of the Birchdale Projects Inc. lands within the conceptual park boundary are designated "Urban Settlement" and may be considered for development serviced with piped water and wastewater services within the life of the Regional Plan (2026), provided that a secondary planning process has been successfully undertaken. Approximately 475 acres of the Birchdale lands outside the park boundary are within the Urban Settlement Designation.

The remaining Birchdale lands within the conceptual park boundary have an estimated area of 644 acres and are designated "Urban Reserve" where provisions for serviced development may be considered sometime after 2026. An additional 246 acres of lands are designated Urban Reserve on the north side of Governor Lake (not owned by Birchdale) which have also been identified for potential serviced development after 2026.

Within the northern conceptual park boundary, 159 acres of privately zoned lands (not owned by Birchdale) are designated "Rural Commuter" where residential development may be considered by development agreement under the Regional Plan policies for open space design subdivisions.

The proposed Highway 113 right-of-way, illustrated on Map 1, would form a small part of the northern of the conceptual park boundary.

6. *What is process for acquiring privately owned lands for the regional park and what is the expected time frame?*

The Regional Plan states in the preamble to policy E4: "It is the intention that, over time, the necessary private lands within the park be acquired for public use. Methods of acquisition range from provincial and municipal partnerships, as financial resources permit, land trades and conservation easements." Other means could include negotiated purchase, parkland dedication through the subdivision and development agreement processes, land donation and density transfer.

No time frame for land acquisition has been specified by the Regional Plan but, as a majority of lands are within the Urban Reserve Designation, it was generally contemplated that negotiations with property owners would take place over an extended time frame.

Stemming from a proposal made by Birchdale Projects Inc., staff have recommended a phased approach in the supplementary report presented at the June 23rd RPAC meeting (see Attachment A).

7. *Could the islands within the Birch Cove lakes be developed if roads and other infrastructure could not reach them?*

This matter would be subject to the facilitated negotiation process described above, as well as any applicable regulatory approvals requirements from the Province.

8. *How were lands previously identified and acquired for regional park or wilderness areas?*

In preparing the Halifax-Dartmouth Regional Development Plan, adopted in 1975, the Metropolitan Area Planning Committee (MAPC) commissioned a number of studies. One was prepared by Paul Dean that surveyed areas of biological, environmental and recreational significance.¹ The report recommendations were used as the basis for identifying and acquiring lands not already under public ownership for parks.

Acquisition for the MAPC parks has largely been accomplished over time through negotiated purchase and trade with property owners (and is still on-going in some instances). However, the Province did acquire some properties in the Lawrencetown area through expropriation.

The Birch Cove Lakes area was not included as a regional park in the 1975 Regional Plan. However, the Paul Dean study specifically referenced this area and stated: "This whole lake system

¹ Dean, P. B., April 1971. Natural environment survey: a description of the intrinsic values in the natural environment around Greater Halifax-Dartmouth

should be carefully protected and sensitively developed to try to maintain the wilderness atmosphere of this landscape. The unique opportunities and advantages of a wilderness like recreation area so close to the urban population of Halifax-Dartmouth offers a challenge that should not be ignored”.

Based on the MAPC study, the 1996 Porter Dillion study and the 2006 Provincial/HRM/EDM Blue Mountain/Birch Cove Lakes Study, the Municipality’s Regional Plan indicates that these lands should be acquired, over time, for regional park purposes.

9. *Could you provide an update from the Department of National Defence regarding construction of the Mount Hope extension across the Shearwater lands to allow for completion of the Morris - Russell Lake Secondary Plan Area as previously planned*

The Department of National Defence has advised staff that it would be prepared to allow a two lane road across the Shearwater lands provided that technical issues pertaining to the airport operations can be resolved. Staff are waiting for a final response on this matter.

10. *What would be the total cost to complete the Morris - Russell Lake Secondary Plan area compared to developing the Port Wallis Area Secondary Planning Strategy?*

A comparison of the estimated total capital expenditures required for each area is provided in the table below. Assumptions made in deriving these estimates are provided in Attachment E. For the Morris-Russell Lake area, cost estimates were made for the following two scenarios:

- (1) the remaining undeveloped lands are allowed to develop; and
- (2) an additional 400 acres are brought into the service boundary.

For Port Wallis, cost estimates were made for the following two scenarios:
(1) 783 acres currently designated “Urban Settlement” are developed; and
(2) development is also allowed in 865 acres designated “Rural Commuter” which were assessed in the CBCL Cost of Servicing Study.

	Morris-Russell Lake Remaining Lands	Morris-Russell Lake Remaining plus 400 acres	Port Wallis B (783 acres)	Port Wallis A+B (1648 acres)
Transportation	\$12,000,000	\$17,000,000	\$33,000,000	\$38,000,000
Water/Sewer	\$3,500,000	\$8,600,000	\$5,300,000	\$11,200,000
Total Capital Cost	\$15,500,000	\$25,600,000	\$38,300,000	\$49,200,000

Development within the Morris-Russell Lake Area would enable the Municipality to obtain additional capital cost contributions to recoup some of the Municipality's investment made in the Mount Hope Avenue interchange. The amount of return is estimated at \$ 1 million under scenario 1 and \$3 million under scenario 2. There will be some balance of ccc's unreceivable as a result of DND decisions regarding the Shearwater lands. Once the final amount is known with certainty, the balance will have to be funded by HRM.

11. Is the current potable water supply sufficient to accommodate current and proposed development or will future watershed reserve areas be required such as in Lake Echo area?

The Lake Major and Pockwock Lake water supplies both had reserve capacity for the development horizon of the Regional Plan and beyond. As well, the water supply plants at Lake Major and Pockwock have sufficient capacity for the proposed development. In the longer term, these plants will require upgrades and capacity increases and these will be reviewed and coordinated within the context of future Plan reviews. As such, no current watershed reserves are contemplated within the water system.

12. Can the cost of watershed studies be paid for by the proponents or cost-shared or can HRM hire a consultant to do the watershed study and then charge the cost back to the proponents?

The HRM Charter specifies what expenditures can be recouped through infrastructure charges. Generally, these are capital costs which are incurred by the Municipality to allow for the development of lands. Study costs may be included but a watershed study would not normally be considered as part of a capital expenditure and is therefore ineligible.

In the past, the Municipality has allowed developers to retain consultants to prepare watershed studies in support of their development proposals. However, community planning on a watershed basis is a fundamental tenet of the Regional Plan and the matters to be addressed are comprehensive and include important subjective matters, such as recommended water quality objectives for key receiving watercourses.² To ensure that these matters are assessed independently, staff would therefore recommend that the studies be financed by and undertaken by the Municipality.

The Port Wallis proponents offered to extend a loan to HRM to finance the study. HRM Council has already set its debt levels for the year. Regardless, under generally accepted accounting principles, loans are not considered revenue. Under Provincial law loans cannot be used to finance operating expenditures.

² See policy E-17 of the Regional Plan.

BUDGET IMPLICATIONS

Funding was provided for one watershed study in the current fiscal year. Any further studies could only be undertaken if Council chooses to re-establish priorities in the current budget and remove other items so that these studies could be added or move outside the established debt strategy and borrow additional funds. Moving outside the established debt strategy is not recommended.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

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

COMMUNITY ENGAGEMENT

An information meeting was held on January 8, 2010 at the Keshen Goodman Library. Minutes of the meeting were presented as Attachment I. to the supplementary report presented at the June 23 RPAC meeting and submissions received from the public were presented as Attachment J.

ALTERNATIVES

The following recommendations are the same as those presented in the Supplementary Report, dated June 10, 2010 and presented at the June 23, 2010 RPAC meeting.

RPAC could recommend that Regional Council:

1. Adopt the staff recommendations presented on the front page of this report.
2. Accept any or all of the requests to initiate secondary planning. For the various reasons outlined in the original staff report and this supplementary report, staff are of the opinion that these requests are premature and not consistent with one of the guiding principles of the Regional Plan to manage development to make the most effective use of land, energy, infrastructure, public services and facilities.
3. Initiate a watershed study for Port Wallis this year and consider funding in next year's budget to undertake a watershed study for the Highway 102 West Corridor lands. This option would be appropriate if it was felt that planning for future development of Port Wallis should be given higher priority on the contingency that there may not be sufficient land supply within the eastern region.

There are only sufficient funds available in this year's budget to undertake one additional study. Staff have recommended that the Highway 102 West lands be given priority because the

information is expected to be of critical importance in determining the lands which should be maintained as open space for the protection of water quality in downstream lakes. Various submissions received have requested the Municipality to give higher priority to land acquisition in this area (see Attachment K of the June 10, 2010 Supplementary Report).

ATTACHMENTS

- Map 1: Blue Mountain - Birch Cove Lakes Regional Park
- Attachment A: A Proposed Planning Process for the Highway 102 West Corridor Lands
- Attachment B Submission by Tom Swanson with Estimated Development Potential within the Suburban Portion of the Service Area Boundary for the Eastern Region
- Attachment C Revised Staff Estimate of Development Potential within the Suburban Portion of the Service Area Boundary for the Eastern Region
- Attachment D Information Report to Harbour East Community Council re: Port Wallis Master Planning, dated June 4, 2007
- Attachment E Assumptions Made in Capital Cost Estimates

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/agenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Paul Morgan, Planner, Regional and Community Planning, 490-4482

Original signed /

Report Approved by: _____
Austin French, Manager of Planning Services, 490-6717

Report Approved by: _____
Original signed

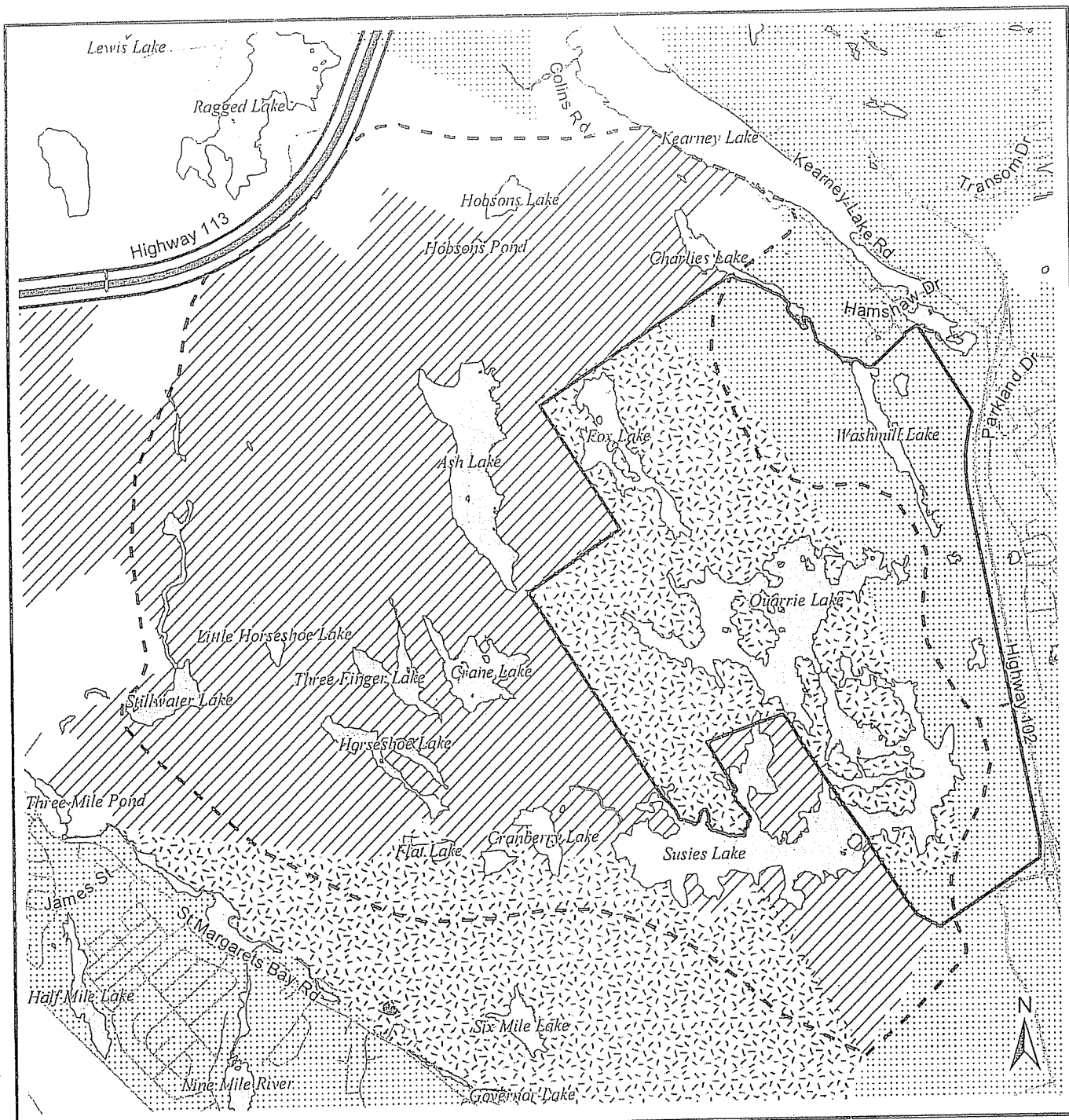
Holly Power-Garrett for Peter Duncan, Manager of Infrastructure Planning, Infrastructure & Asset Management, 490-5449

Report Approved by: _____
Original signed





Paul Fleming for Bruce Fisher, Manager of Fiscal & Tax Policy, Finance, 490-4493

Report Approved by: _____
Original signed

Jamie Hannam, Manager of Engineering, Halifax Water, 490-4894

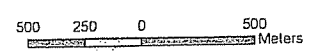


**Map 1: Blue Mountain - Birch Cove Lakes Regional Park
Highway 102 West Corridor Lands**

-  Privately Owned Lands (Birchdale Projects Inc.)
-  Conceptual Park Boundary Blue Mountain - Birch Cove Lakes (Map 13, Regional Plan)
-  Blue Mountain - Birch Cove Lakes Wilderness Area (Provincial Crown Lands)
-  Urban Reserve Designation (Regional Plan)
-  Urban Settlement Designation (Regional Plan)

Halifax Mainland Plan Area

HALIFAX
REGIONAL MUNICIPALITY
COMMUNITY DEVELOPMENT
REGIONAL AND COMMUNITY PLANNING SERVICES



HRM does not guarantee the accuracy of any representation on this plan.

Attachment A: A Proposed Planning Process for the Highway 102 West Corridor Lands

Step 1: Undertake a watershed study for the Highway 102 West Corridor lands and await completion of Halifax Water's Wastewater Functional Plan

Policy E-17 of the Regional Plan requires that a watershed or sub-watershed study be carried out as part of comprehensive secondary planning processes. Among the matters to be addressed are:

- recommending water quality objectives for key receiving watercourses in the study area;
- determining the amount of development and maximum inputs that receiving lakes and rivers can assimilate without exceeding the recommended water quality objectives;
- identify appropriate riparian buffers;
- identify areas that are suitable and not suitable for development

The Wastewater Functional Plan, recently initiated by Halifax Water, will identify capacity constraints within the wastewater system with consideration given to servicing future development areas identified under the Regional Plan. A management plan will also be prepared to address system upgrades needed to comply with the Strategy for the Management of Municipal Wastewater which was recently adopted by the Canada Council of Ministers of Environment.

The Wastewater Functional Plan is needed to determine how much development can be supported in this area by the wastewater system and the associated cost of upgrades under various scenarios. The watershed study will help establish how much and where development could be supported to conform with water quality objectives.

The information from these studies would serve as reference points for the next step.

Expected time frame for completion: Two years

Step 2: Negotiate boundaries for the Blue Mountain - Birch Cove Lakes Regional Park in relation to the Highway 102 West Corridor Lands

An independent facilitator would be retained to assist the Municipality and Birchdale Property Inc. to negotiate potential park boundaries. As per the Birchdale offer, this would be cost-shared equally between the two parties with the total cost not exceeding \$50,000. The cost of any appraisals needed to support positions would be paid separately by each party.

The facilitator would be requested to confer with outside parties which may have an interest in the outcome including the Province and non-government agencies.

The facilitator would table an options report with the ramification of each for consideration by each party and Council would provide direction as to how it wants to proceed.

Expected time frame for completion: One year.

Step 3: Review the criteria under Policy S-3 of the Regional Plan to determine whether to initiate a secondary planning process for the Highway 102 West Corridor lands.

Assuming that a mutually acceptable park boundary can be agreed upon, the Municipality would reconsider the request to initiate a secondary planning process for the remaining lands.

Expected time frame for completion: six months.

Attachment B

SUMMIT ROCK DEVELOPMENTS LTD.

July 28, 2010

Halifax Regional Municipality
Dartmouth, Nova Scotia

Attention: Paul Morgan
Email

Re: **Supplementary Information to RPAC Regarding Port Wallace Land Owners
Application to Proceed with Secondary Planning**

Dear Paul:

I would like to thank you and your associate for meeting with me to go over the potential areas for development and allowable densities in Harbour East. I believe that we have narrowed the gap between our numbers significantly. I also know that you still believe that some of the sites may be developed earlier or at a higher density whereas I have taken the line; that if further Council approvals are required, either in terms of capital spending to solve traffic problems to allow the balance of the Morris Russell Lake lands to proceed, or in the form of re-zoning Clayton's land at Colby South from R-7 to a higher density development; that these lands should not now be counted as being available for development in Harbour East.

As we discussed, I request that you pass this letter and attached pages (with your Supplementary Report) on to RPAC. I fully expect that Staff will provide divergent opinions with regard to some of Summit's numbers and explain why you believe Staff's position may be more reasonable.

Thank you for your cooperation in this matter.

Yours truly,

Tom Swanson

Attachment

Copy Nathan Rodgers, Terrain
Wayne Whebby, Fax

Supplementary Comments
re Summit Rock's Analysis of Land available for development in Harbour East

1. Portland Hills – We accept the HRM numbers however it should be pointed out to RPAC that active development is being carried out on these lands at the present time with the last short section of street and servicing currently under construction.
2. Russell Lake West - We accept the HRM numbers however it should be pointed out to RPAC that active development is being carried out on these lands at the present time.
3. Morris Russell Lake – Remaining Lands
 - 3.1 The Morris Russell Lake secondary planning strategy prohibits development of 195 of the 232 remaining acres which are located on Caldwell Road until a solution to the Portland Street/Caldwell Road traffic issues is found and implemented. This will take several years; therefore these 195 acres should not be counted.
 - 3.2 The “boot” of federal lands within the flight zone of Shearwater has not been released and I have been advised will not be released so long as Shearwater remains an active airport.
 - 3.3 After deducting 3.1 +3.2 leaves a maximum of 37 acres, which Summit believes still exceeds the area for residential under the secondary plan. This land belongs to NS Business Development Corp and might accommodate 222 to 296 units.
4. Ocean Breeze Estates is zoned CCD which the Planning Strategy limits to 8 units per acre providing for a maximum density of 520 units if the 65 acres is correct. The land Information Service data bank shows an area of only 57.25 acres allowing 458 units. There are 397 units on site so even allowing the 65 acre number will only permit 123 new units to be developed. The Planning Strategy does permit more than 8 units per acre in certain core areas, subject to Council approval but such approval should not be assumed.
5. Sheppard's Island/Harbour Isle – We accept the range but note that the high range is dependant upon approval of a new development agreement by Council.
6. Kenyata Drive S/D – We accept that 12 units may be developed
7. PID 00403014 Cole Harbour Road – Development may occur but this 16 acres is partially within the flood plain of Bissett Run and most of the area is covered with unconsolidated fill and up to 16 feet bog. Both servicing and foundation costs will be extremely high for any development on this site. This is why it has remained undeveloped while lands on all sides have been developed.
8. Sailors Trail PID 00401182 - This 11 acres is zoned R-1 so development will probably never exceed 4 units per acre or 44 units maximum.

9. Dartmouth Crossing remaining lands. These lands are zoned BCCD and may still be used for business development. The allowable maximum densities from EC -13 and EC - 14 of the MPS are for the net areas of building lots after provision of Parkland (10% min) streets, walkways, etc., not per gross acre. It seems totally unreasonable to assume a density of development in excess of what the Owner wishes to achieve. I believe a reasonable range of densities for this land would be from zero if commercial uses are maintained to a maximum of 1500 units as contemplated by current owners.

10. Vacant Lands

- 10.1 Colby South (PID 00402503) – 81.08 acres, approx 25 acres R-1, balance R-7, 100 units may fit the R-1 land; if any development is permitted prior to solving the Caldwell/Portland traffic issues.
- 10.2 NSHC (PID 40204133) – Lands near #7 in Forrest Hills off Karen Drive, 3.1 acres zoned PUD, 24 units maximum
- 10.3 Armco, Erindale S/D – 40.43 acres, 123 units on application before HRM – balance is wetland.
- 10.4 Arnco, Hines Road – Approx 13 acres zoned R-1, allow 4 units/acre, 52 units
- 10.5 Linda Walker, Shore Road (PID 00401646) – Total 20 acres but within R-1 zoning approx. 5 acres, 20 units
- 10.6 Vacant #6 (PID 00401141) – Total 20 acres but within R-1 zone approx 2 acres, 4 units acre for 8 units
- 10.7 Vacant #7 (PID 41184417) – 3.03 acres, R-1, 12 units
- 10.8 Vacant #8 (PID 40001398) – 3.65 acres, zoned C-2 but with no public street frontage, allow 0 – 24 units.

Vacant lands near Lake Loon of the #7 Highway are zoned C-4 which does not permit residential development.

No additional residential zoned serviceable land is indicated on HRM’s Google map or Terrain’s map of available lands.

These vacant lands total 95.2 acres of lands zoned to permit residential development within the servicing boundary and have a potential of 339 to 423 units as opposed to 242 acres of vacant land with a potential for 1210 to 1694 units from HRM tables.

The attached table provides the numbers which HRM staff attached to the report to RPAC in June and what Summit staff consider to be the current numbers adjacent to them, based on the approach outlined above.

Supplementary Submission to RPAC regarding Lands available for Development in Harbour East as prepared by Summit Rock Developments Limited

Development	HRM Staff Numbers				Housing Units				Summit Rock Numbers					
	Area (Acres)		Projected Capacity Range		Low		High		Area (Acres)		Projected Capacity Range		Potential Additional Housing Units	
	Low	High	Low	High	Low	High	Low	High	Low	High	Low	High	Low	High
Portland Hills					149	149							149	149
Russell Lake West							389	489					389	489
Morris-Russell Lake remaining lands	232	6	6		1392				37	6	8		222	296
Ocean Breeze Estates	304		8		2432									
	65	8	10.8		520				57 to	8	8		520-397=123	
									65					700-397=303
Sheppard's Island Harbour Isle	11				255				11				255	547
	20				12				20				12	12
Kenyata Drive Subdivision														
Cole Harbour Road PID 00403014	16	4	6		64				16	4	4		64	64
Sailor's Trail PID 00401182	11	4	6		44				11	4	4		44	44
Dartmouth Crossing	78	19±	32		1500				78		19			1500
Vacant Serviceable Residential	242	5	7		1210				95				339	423
Subtotal	979				5535				8685	325 to 333			1597	3827

1. These lands are currently actively being developed as are most other viable areas in Harbour East where development is currently permitted.
2. 195 of the 232 acres is on Catchwell Road where development is not permitted under the Morris/Russell Lake Secondary Plan until the Catchwell Road and Portland Street traffic issues are alleviated.
3. This land already contains 397 units so only the increase should be counted.
4. Both of these parcels require Council approval of higher density development agreements to achieve the high densities.
5. This land is zoned R-1 so density above 4 units per acre is highly unlikely.
6. Dartmouth Crossing is zoned Burnside CCD and may be developed commercially. If commercial development does not take place it is still unreasonable to expect density above that proposed by the Owner of the lands.
7. All areas of 3 acres or more within the serviceable boundary with densities from current applications before HRM or as allowed for residential by existing zoning. These allowable numbers are unlikely to be realized.
8. Of Summits low numbers less than 30% are single family or duplex and of the high number less than 15% are. Are these numbers the ratios of single family and duplex lots desired by the Harbour East outside of the downtown areas?

Attachment C: Revised Staff Estimate of Development Potential within the Suburban Portion of the Service Area Boundary for the Eastern Region

Development	Area (acres)	Projected Capacity Range (units/acre)		Housing Units	
		Low	High	Low	High
Portland Hills				149	149
Russell Lake West				389	489
Morris-Russell Lake remaining lands	232 304	6	8	1,392	2,432
Ocean Breeze Estates	65	8	10.8	520	700
Sheppard's Island Harbour Isle	11 20			255	547
Kenyata Drive Subdivision				12	12
PID 00403014 - Cole Harbour Road	16	4	6	64	96
Sailors Trail	11	4	6	44	6
Erindale				123	123
Erindale Subdivision	40			123	123
Dartmouth Crossing	78	19	32	1,500	2,500
Vacant	101	5	7	505	707
Subtotal:				4,953	7,821
Regional Total				35,093	46,674

Attachment D

3



PO Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Harbour East Community Council
June 14, 2007

TO: Chair and Members of Harbour East Community Council

SUBMITTED BY: Original signed
Paul Dunphy, Director of Community Development

DATE: June 4, 2007

SUBJECT: Port Wallis Master Planning

INFORMATION REPORT

ORIGIN

At the May 3, 2007 meeting of the Community Council, a motion was passed directing staff to initiate a master planning process for the Port Wallis Area. The motion was made in response to correspondence received from Greg Zwicker of Terrain Group, acting upon various property owners within the Port Wallis area (Attachment A).

BACKGROUND

- On December 1, 1998, Regional Council passed a motion to initiate master planning studies for four areas of the Municipality. One of the study areas was Port Wallis.
- At the November 16, 2004 meeting of Regional Council, a motion was approved to defer further work on the Port Wallis master plan pending extension of sewer and water services by the private sector to the nearby Dartmouth Crossing lands.
- The Regional Municipal Planning Strategy, adopted by Regional Council on June 27, 2006, identifies Port Wallis as one of six potential areas for new urban growth.
- In 2006, the Municipality issued a call for proposal to study the North Dartmouth Trunk Sewer. The purpose of the study was to determine existing and future loadings expected on this sewer and the upgrades needed to convey these loads. In addition to the Dartmouth Crossing Project and future expansions to Burnside Business Park, the study was to examine future loading anticipated from the Port Wallis area. This study was recently completed. The results will be discussed with stakeholders over the summer months.

DISCUSSION

The Regional Planning Strategy provides specific direction regarding the planning processes to be followed if further extensions of sewer and water services to the Port Wallis area are contemplated (excerpts of the Planning Strategy pertaining to this matter are presented as Attachment B).

Policy S-3 of the Regional Plan requires the Municipality to first undertake a comparative analysis of all six potential candidate areas which have been identified for future growth. Consideration is to be given to service upgrades required and their associated costs and the capacity of the Municipality to pay for these additional costs in light of existing financial commitments. Terms of reference for this study are currently being drafted. Staff anticipate that the study will be completed by the end of 2007. Pending the results of this initial analysis, Regional Council could then direct staff to proceed with more detailed planning.

Policy SU-5 then specifies the matters to be considered before the Urban Service Area, established under the Regional Subdivision By-law, can be amended to permit the extension of sewer and water services. Included is the undertaking of a visioning exercise in consultation with the community. Staff expect that Regional Council will be in a position to decide whether to initiate this more detailed planning process in early 2008.

BUDGET IMPLICATIONS

None at this time.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

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

ATTACHMENTS

- A Correspondence from Greg Zwicker of Terrain Group Ltd. to Austin French, Manager of Planning Services, Community Development, dated April 24, 2007, re: Request to Initiate the Port Wallis Master Plan Process, Dartmouth, Nova Scotia
- B Excerpts from the Regional Planning Strategy.

A copy of this report can be obtained online at <http://www.halifax.ca/commcoun.hecc/070614HECCagenda.html> or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by : Paul Morgan, Planner, Community & Regional Planning, tel: 490-4482

Original signed

Report Approved by: Austin French, Manager, Planning Services, tel: 490-6717

Attachment A



Ref. No. B07057

April 24, 2007

Mr. Austin French
Manager, Community Development
Planning and Development Services
Halifax Regional Municipality
P.O. Box 1749
Halifax, NS B3J 3A5

Via e-mail

THE SCIENCE OF
PRACTICAL
SOLUTIONS

Dear Mr. French:

Re: Request to Initiate the Port Wallis Master Plan Process, Dartmouth, Nova Scotia

On behalf of our Client, Kimberly-Lloyd Developments Ltd., and with the support of the adjacent landowners, Whebby Ltd., Munkund & Sumitria Unia, and Conrad Brothers Ltd., please accept this letter as a formal request to initiate the Port Wallis Master Plan process.

Along with the request to initiate the Master Plan process, we also request that the lands highlighted on the attached plan be included in the Port Wallis Master Plan Area.

As outlined in Halifax Regional Municipality's Regional Municipal Planning Strategy (RMPS) (p. 37), the Port Wallis area has been identified as one of six potential areas for new urban growth subject to the completion of a secondary planning process. Policy S-3 of the RMPS enables HRM and Regional Council to consider requests to allow for the initiation of a secondary planning process to consider development of the six selected sites for new growth.

We understand the above-mentioned landowners are eager to begin and participate in this process. We look forward to working with the community, HRM Community Development Staff, and Regional Council on this exciting project.

Should you have any questions, please feel free to contact the undersigned.

Yours truly,

TERRAIN GROUP INC.

Greg O. Zwicker, MCIP

lb

- c. Councillor Andrew Younger
- Mr. Roger Wells
- Mr. Rob MacPherson, P.Eng.
- Mr. and Mrs. Munkund & Sumitria Unia
- Mr. Wayne Whebby
- Mr. Kim Conrad

Serving Atlantic Canada with offices in Dartmouth, Moncton and Saint John.

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fax 902 835 1645

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Attachment B: Excerpts from the Regional Planning Strategy

3.1 URBAN SETTLEMENT DESIGNATION

The primary intention of the Urban Settlement Designation is to define those areas where urban forms of development will occur throughout the next 25 years. The designation encompasses both developed and undeveloped lands and includes the following six sites as potential areas for new urban growth subject to the completion of secondary planning processes for each area:

1. Bedford South;
2. Morris-Russell Lake;
3. Bedford West;
4. **Port Wallis;**
5. Sandy Lake; and
6. Highway 102 west corridor adjacent to Blue Mountain - Birch Cove Lakes Park.

This Plan supports the growth of a series of mixed-use transit-oriented centres in strategic locations throughout the designation. The centre types are: the Regional Centre, Urban District Centres, Suburban District Centres, Urban Local Centres and Suburban Local Centres as shown on the Settlement and Transportation Map (Map 1). These centres include lands suitable for significant residential growth, and are already, or will become, focal points for varying levels of service, amenity and employment for the surrounding communities. The vision for these centres is that they will be well designed, safe and comfortable communities which build on their historical foundations. A high quality public realm featuring public squares and parks, community gardens, public art, and a comfortable and safe environment for pedestrians and cyclists will be components for achieving the design concept for these centres.

S-1 HRM shall establish the Urban Settlement Designation, shown on the Generalized Future Land Use Map (Map 2), as the area where central wastewater and water distribution services are intended to be provided to facilitate an urban form of development over the next 25 years. Any development boundary established under the existing secondary planning strategies shall be replaced by the Urban Settlement Designation. The designation is intended to provide for a diverse, vibrant and liveable urban environment which provides for the development of a series of mixed-use transit-oriented Centres within the general locations as shown on the Settlement and Transportation Map (Map 1). The five types of centres within the designation are the Regional, Urban District, Suburban District, Urban Local and Suburban Local centres.

S-2 When considering amendments to the Urban Settlement Designation Boundary, HRM shall consider:

- (a) amendments to the boundaries to include additional areas to implement the results of reviews of regional population and housing forecasts;

- (b) amendments to the boundaries of designations if the targets for growth under this Plan are not being met; and
- (c) amendments to include adjacent lands if the lands are within a growth centre.

S-3 Further to the principles of this Plan stated in section 1.4, HRM shall consider requests to allow for the initiation of a secondary planning process to consider development of the six sites for new growth provided that any such proposal serves to:

- (a) protect the fiscal health of HRM and its capacity to meet additional financial commitments; and
- (b) address any deficiencies in municipal service systems which would be needed to service the proposed area and the estimated cost of upgrades needed to provide a satisfactory service level.

1.4.1 HRM's Vision and Principles

The Regional Planning Committee used information gained during the first phase of the project to develop the vision and principles that guided the development of this Plan. These were approved by Council, and are presented below:

Vision

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

Guiding Principle

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

Principles

The Regional Plan:

- provides a framework which leads to predictable, fair, cost-effective decision-making;
- supports development patterns that promote a vigorous regional economy;
- preserves and promotes sustainability of cultural, historical and natural assets;
- supports appropriate roles for the Halifax/Dartmouth central business district and local business districts as a focus for economic, cultural and residential activities;

- manages development to make the most effective use of land, energy, infrastructure, public services and facilities and considers healthy lifestyles;
- ensures opportunities for the protection of open space, wilderness, natural beauty and sensitive environmental areas; and
- develops integrated transportation systems in conjunction with the above principles.

Goals and Objectives

In preparing this Plan, Council adopted, in principle, a set of goals and objectives to guide the creation of policy.¹ Upon completing this Plan, it will be important to monitor outcomes to determine how effective the policies are in achieving these desired goals. To facilitate this, the original goals were simplified and modified into a new set of goals and associated performance measures as outlined in Appendix A.

7.2 URBAN SERVICE AREAS

This Plan seeks to focus development in areas where water distribution and wastewater systems can be provided in a cost-effective manner with consideration given to both capital and operating costs. HRM also seeks to support a competitive housing market by maintaining a 15 year supply of serviced lands.

- SU-2 HRM shall establish an Urban Service Area under the Subdivision By-law to designate those areas within the Urban Settlement Designation and the Harbour Designation, or as otherwise determined under Policy IM-18, where municipal wastewater and water distribution systems are to be provided. The Area shall initially include all lands within existing service boundaries established under secondary planning strategies at the time of adoption of this Plan. Lands within the Urban Service Area shall only be developed with municipal wastewater and water distribution systems. Any service boundary established under existing secondary planning strategies shall be replaced by the Urban Service Area boundary.
- SU-3 HRM shall, through the applicable land use by-law, establish an Urban Settlement Zone to encompass lands that are within the Urban Settlement Designation but outside the Urban Service Area. This zone shall permit single unit dwellings serviced with on-site sewage disposal systems and wells on two hectare lots on existing roads, public parks and playgrounds.

¹ HRM. *Regional Planning Goals and Objectives*. Halifax: January 27, 2004

- SU-4 HRM may monitor the amount of wastewater generated and discharged by new and existing development within the Urban Service Area to determine whether the capacity of any system is at risk of being exceeded. If monitoring indicates that capacity is at risk of being exceeded, HRM shall consider measures to address the situation, including restricting development. Capacity in this case means the capacity of the municipal services systems as established by the appropriate regulatory body in accordance with provincial or federal regulations.
- SU-5 Further to Policy IM-9, within the Urban Settlement designation, HRM shall consider requests to amend the Urban Service Area. When considering any expansion of the Urban Service Area, HRM shall have regard to the following:
- (a) that a Community Visioning exercise has been undertaken in accordance with Policy G-11 and a Secondary Planning Strategy for the lands to be included within the Urban Service Area has been adopted by HRM except that this requirement may be waived where, in the opinion of HRM, the proposed extension represents a minor adjustment to the Area;
 - (b) the financial ability of HRM to absorb any costs relating to the extension;
 - (c) that the lands are within a reasonable distance of existing infrastructure and sufficient capacity exists within the system;
 - (d) the impacts on natural heritage and availability of existing or committed infrastructure, impacts on density targets, and agricultural capability ;
 - (e) compliance with buffer and distance separation policies and regulations for natural resource activities within the Urban Settlement Designation;
 - (f) impacts on the natural environment and cultural features;
 - (g) existing or potential drainage or pollution problems;
 - (h) the interconnection of urban areas;
 - (i) watershed or sub-watershed studies are completed as per Policy E-17;
 - (j) that the lands are adjacent to an existing subdivision serviced with municipal wastewater and water distribution systems;
 - (k) that an infrastructure charge area is established, if appropriate; and
 - (l) the sufficiency of community services in the area and the ability to expand community services to meet future needs.

8.3 REGIONAL PLAN REVIEW AND AMENDMENTS

In the process of implementing this Plan, there may be a need for amendments to address emerging land use and regulatory issues. HRM will establish a Regional Municipal Planning Strategy process to enable the public, community groups, adjacent municipalities, boards, commissions, other government agencies, and others to propose changes to this Plan and its implementing by-laws. This process provides for continuous and systematic review of this Plan

and associated regulations in response to changing conditions and circumstances impacting growth and development throughout HRM.

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

- IM-7 HRM shall adopt an amendment process that provides for review and evaluation of the policies contained in this Plan and development regulations. Through the amendment process, the policies of this Plan and supporting development regulations shall be subject to review, evaluation, and amendment on the basis of an Annual Review and a Five-Year Review.
- IM-8 Further to Policy IM-7, the Annual Review shall consider proposed amendments that do not require substantive changes to this Plan and development regulations.
- IM-9 Further to Policy IM-7, the Five-Year Review shall consider amendments:
 - (a) that could be considered in the Annual Review as well as those outside the scope of the Annual Review;
 - (b) relating to substantive changes to this Plan and corresponding development regulations;
 - (c) to alter a Designation or Centre; and
 - (d) to Water Service Area or Urban Service Area boundaries.
- IM-10 Notwithstanding Policies IM-8 and IM-9, if a proposed amendment addresses unforeseen circumstances or are deemed appropriate by Regional Council, such amendments may be considered by Council at any time regardless of the schedule for reviews.
- IM-11 HRM shall establish public participation programs for amendments to this Plan which describe opportunities for public input based upon the scope and intent of the amendment.
- IM-12 Proposed amendments to this Plan shall be accompanied by any changes to Secondary Planning Strategies, Functional Plans or other planning documents required for implementation so that these documents are consistent with this Plan.

Attachment E: Assumptions Made in Capital Cost Estimates

Transportation:

1. Morris Russell Lake Remaining Lands: Costs included 2-lane Shearwater Connector, connection to Portland Estates (oversizing only), and upgrades to Caldwell Road. Does not include Mount Hope Interchange and section of Mount Hope from Interchange to Russell Lake West boundary which is already constructed.
2. Morris-Russell Lake Remaining plus 400 acres: Shearwater Connector will have to be widened to four lanes at a cost of \$5,000,000. Does not include Mount Hope Interchange and section of Mount Hope from Interchange to Russell Lake West boundary which is already constructed.
3. Port Wallis B Lands: Costs as per latest spreadsheet includes costs for upgrades to provincial infrastructure and new interchange.
4. Port Wallis A + B lands: Includes widening of Braemar, from Micmac to Montebello (\$3,300,000), and minor and major collector oversizing. Projects identified in CBCL report. Cost estimates for Braemar have been updated.

Water and Sewer

5. Port Wallis cost estimates are based on the CBCL Cost of Servicing Study
6. A water capital cost contribution (CCC) exists for the entire Morris-Russell Lake Secondary Plan Area. The value in the table represents an estimate of the remaining undeveloped lands within the study area identified by the CCC study area.
7. The water and wastewater value for Morris-Russell Lake and 400 acres is the existing costs for the Morris-Russell Lake area plus an additional charge based on recent CCC values per acre for water and wastewater. This value may be reduced pending further analysis.
8. CCCs have been established for the wastewater in Portland Hills Phase 5 and Russell Lake West development agreement areas. Negotiations for a new CCC for lands on the east side of Morris Lake will begin with stakeholder consultation within the next month.
9. In the Morris - Russell Lake Secondary Plan Area, the projects are either led by the developer or incorporated into the Halifax Water capital budget as per the respective implementation plans.
10. The Regional Wastewater Functional Plan should be completed prior to considering the lands outside the current master planning and servicing areas to determine what impact continued growth will have on our systems and the costs associated to accommodate future development.