

### 5.1 Project 01341 - Cost of Servicing Study and Request to Initiate Secondary Planning Strategies (Community Plan Amendment Requests)

- A Supplementary Report dated July 29, 2010 was before the Committee.
- A letter dated August 10, 2010 from Mr. Tom Swanson, Summit Rock Development, was before the Committee.

Mr. Roger Wells, Supervisor, Regional and Community Planning, Community Development, advised that there two corrections to the table shown on Attachment C of the Supplementary Report as follows:

- Erindale/Erindale Subdivision is listed twice and should only be listed once.
- the units for Sailor Trails should be 66 units not 6; the sub-total is correct as shown.

Mr. Austin French, Manager, Regional Planning, Community Development, introduced the following staff in attendance: Mr. Jamie Hannam, Director Engineering, Halifax Water, Ms. Kenda MacKenzie, Engineering Technologist, Community Development, Mr. Rudy Vodicka, Coordinator, Real Property Planning, Infrastructure and Asset Management, Mr. Paul Burgess, Transportation Project Engineer, Regional Transportation, Infrastructure and Asset Management, Mr. Mike Matheson, Financial Consultant, Infrastructure and Asset Management, Mr. Phil Townsend, Director, Infrastructure and Asset Management, Ms. Kate Wall, Financial Consultant, Finance, Mr. Peter Duncan, Manager Capital Cost Charges, Infrastructure and Asset Management, and Mr. Louis de Montbrun, Acting Director, Finance.

Ms. Carole Pelletier entered the meeting at 3:10 p.m.

Mr. French presented the Supplementary Report and reviewed the three recommendations for the Committee's consideration. Assisted by staff, he then responded to questions of clarification from Members of the Committee and provided the following additional information:

- as the DND lands were no longer part of the project, HRM received approximately half of the 45.2% cost sharing from Developers for the Mount Hope Avenue interchange.
- the 26.3% to be received from Developers for the Larry Uteck Boulevard expansion will be paid to HRM over twenty-three years.

Councillor Hendsbee entered the meeting at 3:16 p.m.

- discussions are ongoing with the Air Command in Winnipeg, Manitoba in regard to the request to build a Connector Road over the Department of National Defense (DND) property (Shearwater Lands). DND's main concerns are the potential interference with flight paths on two of their runways as well as the distance of the proposed road from the long runway. DND has advised HRM that they will relax their regulations for the runway area so that HRM may have a two-lane roadway parallel to the runway; this gives HRM the go ahead to start the formal planning process.
- HRM will try to obtain permission for a four-lane roadway.
- the cost for a two-lane roadway, at this time, is approximately \$10 million; cost sharing details between the Developers and HRM for the roadway have not been finalized.
- moving forward with the Morris Russell Lake project, already a huge investment by HRM, will assist HRM in recapturing some of that investment.
- HRM has not received confirmation in writing from the Air Command in regard to the proposed roadway across the DND Shearwater Land, however; DND, as the owners of the land, have the final decision.
- staff are proposing deferring the three Secondary Planning Process requests until the next review of the Regional Plan in five years time, or; within the life of the Regional Plan which expires in 2026.
- the language in the Regional Plan differs in regard to watershed studies as Section 2.3 and Policy E-17 indicate that:
  - watershed studies are considered the first step toward development and that planning should be based on the watershed plan.
  - watershed studies are considered prudent and beneficial background information and a precursor to the Secondary Planning Strategy.

Councillor Hendsbee suggested that HRM consider permitting the watershed studies for all four areas to move forward now and if there is not sufficient capacity in the HRM budget, consideration could be given to permit contributions from the proponents toward the cost of those studies. The studies would be done by Consultants via a Request for Proposal (RFP) process by HRM, not the proponent. The geology and technology would not change significantly between the time the watershed study was completed and the commencement of the SPS.

- staff explained that it is HRM's responsibility to fund the watershed

studies. Permitting Developers to contribute funding toward those studies, some with conditions to be reimbursed later in the development process, is not something that staff would recommend. If required, HRM is able to borrow money through normal channels via the capital budget. The watershed studies can be accommodated by HRM overtime.

Councillor Lund questioned how development in the Dartmouth area would be impacted if the 400 additional acres (Shearwater Lands) in the Morris Russell Lake plan did not go forward. He explained that he was not in support of waiting until 2016 to start the Secondary Planning Process for the Port Wallis area and suggested that the area be included in the upcoming Regional Plan review. He expressed concern with the supply and demand of development space in the near future as the numbers tend to be focused on whether or not there is enough in the suburban area. He inquired how that related to the urban core and the recently approved high-rise developments in the areas of Dutch Village Road, King's Wharf, Bedford Highway and the Halifax waterfront/peninsula as well as the 5000 approved lots on the Hammonds Plains Road. He queried where all the people would be coming from when growth is projected at only 1% per year. He questioned when those statistics would be reviewed. Councillor Lund noted the importance of obtaining data from the Wastewater Management Functional Plan prior to development planning for an area as wastewater capacity has to be considered.

- the numbers, in regard to population/growth areas, would be part of the 2011 Regional Plan Review. The polling district review exercise, currently underway, will also review the 2012 voter population.
- staff does not wish to see expectations raised at this time in regard to developing the Port Wallis area as, given the supply of land, it would be more practical to consider the area in ten years.
- a Greenfield Servicing Analysis was done in 2004 that moved the Shearwater land area up to the 2<sup>nd</sup> or 3<sup>rd</sup> position although the Port Wallis area had already been noted as an area for development consideration. The Shearwater lands were in the possession of the Canada Lands Corporation, who was a partner with HRM for developing those lands, and at that time there was no reason to believe that the area would not be developed. The Port Wallis area would have been more expensive to develop at that time due to upgrades required to the North Dartmouth Trunk Sewer system.
- the Capital Cost Contributions policy clearly outlines what funding HRM may receive from a Developer for such things as road construction.
- information obtained from a watershed study would be good for at least

ten years, however, if development were to occur near a watershed or a road were to be constructed, there is some risk that the data would change as watersheds are impacted by sub-watersheds. Watersheds are also judged by values of the time such as pollution; what the community will tolerate as community values may change over time that would make the data ineligible; whether drinkable or swimmable water quality is requested.

- progressing to the Secondary Planning Process does not automatically follow a watershed study.
- the 400 acres in the Shearwater area is zoned for development and a portion of that land is already within the service boundary. A new Municipal Planning Strategy and zoning By-Law specific to that land would be required.
- there is no time limitation in the HRM Charter that would limit when or how often an application may be made for a Secondary Planning Process, however; if a recent decision had been reached by Council then staff would advise the applicant of that decision and would not recommend going forward for some time.
- If Council were to approve moving ahead with the Secondary Planning Process, the time frame for the lots to be brought to market would be approximately five to ten years.
- details of the Facilitation Process for the Regional Park boundaries have not been finalized, however; it is intended that all stakeholders, including the public, would be brought up to date.
- the Wastewater Management Functional Plan should be completed within 18 months.
- ultimately, a completed watershed study should be available prior to setting the development pattern for an area.

Ms. Carole Pelletier commented that people searching for an entry level home sometimes wait years for the opportunity as there are none on the market. Some of the new constructions are sitting empty as they are at the high end price. She inquired whether affordable housing would be considered for the three areas under review.

- the Regional Plan contains the general assumption that when an area is ready for development the plans will include mixed-uses; what the mixed use would be depends on forecasts and analysis at that time.
- one goal of the 2004 Greenfield study was to identify lower cost areas for development in efforts to encourage affordable housing options.

Mr. Pettipas suggested that the Committee consider a recommendation for a Secondary Planning Process for the area where there seems to be a shortage which appears to be Dartmouth. He also noted that information from studies, such as a Watershed study, is needed to make sound decisions.

Councillor Lund concurred that at this time it appears that development in Dartmouth is limited to one area which does not offer much choice. Upon Councillor Lund's request for clarification on a variety of concerns raised in the August 10, 2010 letter from Summit Rock Developments Ltd., staff provided the following information:

- proposed upgrades to facilities, such as the \$19.4 million proposed cost to expand sanitary servicing across Caldwell Road noted in the 2004 CBCL Greenfield Report and the 400 additional acres (Shearwater Lands), were not included as staff did not want to confuse the issue. The 400 acres had not been predicted at that time. These matters are now being considered as part of the ongoing Wastewater Management Functional Plan. Plans are also being developed in regard to the potential requirement for sanitary treatment to be upgraded to secondary capacity.
- the discrepancy in the number of units and vacant, serviceable residential land available is due to the "assumption" of how those lands may ultimately be developed. For example, the current design for Ocean Breeze Estates will have a new scheme and therefore the number of units may change. Staff only consider land that is already approved for development and not those lands waiting for development agreement approval.
- as per the existing Municipal Planning Strategy, the proposed road access across the Shearwater Lands must be constructed so as not to add additional traffic to Portland Street.
- currently, the Highway 107 Forrest Hills Extension is a controlled access highway and the Department of Transportation and Infrastructure Renewal has advised that the only way it may be accessed is by an interchange. When the Cherry Brook overpass is completed, there are plans to downgrade the area from an interchange to an at grade intersection.

Councillor Lund commented that the Watershed Study for the Port Wallis area should proceed this year. In 18 months time, all information would be available with a clearer understanding of what is happening with the DND (Shearwater) lands. The projections for what is needed for urban/rural/suburban development would also be available.

**MOVED by Ms. Cheryl Newcombe, seconded by Ms. Margo Grant that the Regional Plan Advisory Committee recommend that Halifax Regional Council:**

1. **Undertake a Watershed Study for the Highway 102 West Corridor lands and await completion of Halifax Water's Wastewater Functional Plan.**
2. **Negotiate boundaries for the Blue Mountain - Birch Cove Lakes Regional Park in relation to the Highway 102 West Corridor Lands.**
3. **Defer the review of 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.**

The Committee requested that the motion be split and a separate vote be taken for each recommendation.

Recommendation 1:

**MOVED BY Ms. Cheryl Newcombe, seconded by Ms. Margo Grant that the Regional Plan Advisory Committee recommend that Halifax Regional Council undertake a watershed study for the Highway 102 West Corridor lands and await completion of Halifax Water's Wastewater Functional Plan. MOTION PUT AND PASSED.**

Recommendation 2:

**MOVED by Ms. Cheryl Newcombe, seconded by Ms. Margo Grant that the Regional Plan Advisory Committee recommend that Halifax Regional Council negotiate boundaries through a facilitated process with an independent Facilitator for the Blue Mountain - Birch Cove Lakes Regional Park in relation to the Highway 102 West Corridor Lands.**

Ms. Christina MacLeod suggested that the motion be amended to request that the park land boundary negotiations take place following the Watershed Study and completion of the Wastewater Management Functional Plan.

Councillor Hendsbee noted that the property owners would want to have the results of the Watershed study in order to determine the full development potential and value of their property. He suggested that the studies may be done concurrently.

Following discussion on the proposed amendment, the Committee agreed to the motion as presented and denied the suggested amendment.

**MOTION PUT AND PASSED.**

Recommendation 3:

**MOVED by Ms. Cheryl Newcombe, seconded by Ms. Margo Grant that the Regional Plan Advisory Committee recommend that Halifax Regional Council defer the review of 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. MOTION PUT AND PASSED.**

The Committee then put forward additional motions for Regional Council's consideration as follows:

**MOVED by Ms. Cheryl Newcombe, seconded by Mr. Paul Pettipas that the Regional Plan Advisory Committee recommend that Halifax Regional Council consider undertaking a watershed study for Port Wallis this year and allow Port Wallis to move to the Secondary Planning Process at this time.**

Ms. Christina MacLeod suggested the motion be amended to defer the request for the Secondary Planning Process to the upcoming Regional Plan review as more information would be available by that time.

Following discussion on the proposed amendment, the Committee agreed to the motion as presented and denied the suggested amendment as it was an "unfriendly" amendment.

Ms. Grant and Ms. MacLeod requested that, for the record, their "Nay" vote on this motion be recorded in the minutes.

**MOTION PUT AND PASSED.**

**MOVED by Councillor David Hendsbee, seconded by Mr. Paul Pettipas that the Regional Plan Advisory Committee recommend that Halifax Regional Council allow Sandy Lake to engage in a Watershed Study this year and to defer any Secondary Planning Process request for Sandy Lake development at this time. MOTION PUT AND PASSED.**

**MOVED by Councillor David Hendsbee, seconded by Councillor Gloria McCluskey that the Regional Plan Advisory Committee recommend that Halifax Regional Council explore creative solutions, in regard to funding sources, to have Watershed Studies initiated this fiscal year.**

ATTACHMENT 2

Extract of the August 11, 2010 RPAC Minutes  
Council Report on Cost of Servicing Study

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November 16, 2010

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Ms. Grant and Ms. MacLeod requested that, for the record, their "Nay" vote on this motion be recorded in the minutes.

**MOTION PUT AND PASSED.**