

**Item No. 11.3.1**  
**Halifax Regional Council**  
**December 10, 2013**

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

**SUBMITTED BY:** Original Signed  
Councillor Lorelei Nicoll, Chair  
Community Planning & Economic Development Standing Committee

**DATE:** November 18, 2013

**SUBJECT:** Mainland Halifax North – Bedford Corridor Transportation and  
Wastewater Servicing Strategy

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**ORIGIN**

Staff report and presentation to the November 14, 2013 meeting of the Community Planning and Economic Development Standing Committee

**LEGISLATIVE AUTHORITY**

Terms of Reference of the Community Planning and Economic Development Standing Committee, Sec. 3.4.

**RECOMMENDATION**

The Community Planning and Economic Development Standing Committee recommends Halifax Regional Council adopt the staff recommendation to accept the Bedford-Halifax Mainland North Corridor Traffic Study Report (MRC, October 2013) for consideration in planning future transportation improvements; and initiate a plan amendment process for the Motherhouse lands; and defer consultation processes and deliberations for the other development proposals until the completion of the Regional Plan 5 Year Review, the 5-Year Transit Review, and the Commuter Rail Study; and a decision is made on development charges for charges for transit and transportation.

## **BACKGROUND**

A staff report was submitted to the November 14, 2013 meeting of the Community Planning and Economic Development Standing Committee (CP&ED) in regard to a motion passed by Regional Council of February 28, 2012. The motion from February 28, 2012 recommended that a servicing strategy be initiated for the Bedford – Mainland Halifax North Corridor to estimate transportation and wastewater services upgrades needed to service future growth with associated costs and suggested means of finance; and to defer public consultation on the development proposals for Mill Cove, Bedford Waterfront, Birch Cove Waterfront, Kearney Lake Road/Bedford Highway Area; Paper Mill Lake, the Sister of Charity “Motherhouse Property, and the former radio Transmitter Lands, on Dunbrack Street.

## **DISCUSSION**

At the November 14, 2013 CP&ED meeting staff recommended that the Bedford-Halifax Mainland North Corridor Traffic Study Report be accepted and that the findings of the study related to the capacity of the transportation network, to accommodate the low and high population scenarios be accepted in principle as a means to proceed with development applications. Staff also recommended that an amendment to the Halifax Municipal Planning Strategy be initiated to allow for consideration of a mixed use development on a 63 acre property adjacent to Mount Saint Vincent University (The Motherhouse Lands) and that a public meeting be scheduled to present the proposal and solicit comments; and that public consultations on all development proposals which were held off pending completion of the wastewater and transportation studies, be resumed.

The Standing Committee expressed its support for proceeding with the proposed development for the Motherhouse Lands; and advised that, overall, it was supportive of development as long as it was well planned and with developers providing assistance through capital cost charges. The Committee expressed concerns with the findings of the Traffic Study that stated the roadways will be able to handle medium to high level density development. The Committee pointed out that, in addition to the larger developments noted in the staff report, there were also other smaller developments planned for the area. It was also noted that there were several reviews ongoing, such as the Regional Plan Review, the Transit Review, and the Commuter Rail Study which should be completed prior to proceeding with the consultation process for the other the development proposals as outlined in the staff report.

## **FINANCIAL IMPLICATIONS**

The HRM costs associated with the plan amendment process for the Motherhouse lands can be accommodated within the 2013/14 operating budget for C310 Planning & Applications. There are no immediate financial implications associated with accepting the Bedford-Halifax Mainland North Corridor Traffic Study Report for future planning consideration, or the deferred consultation process and deliberations.

### **COMMUNITY ENGAGEMENT**

The Community Planning and Economic Development Standing Committee is a Committee of Regional Council comprised of six Councillors. The meetings are open to the public and the Committee's agendas, minutes, and reports can be viewed at Halifax.ca.

### **ENVIRONMENTAL IMPLICATIONS**

No environmental implications have been identified with this report. The attached staff report addresses environmental implications associated with all the proposed developments.

### **ALTERNATIVES**

The Committee did not provide alternatives.

### **ATTACHMENTS**

Attachment 'A': Staff report date November 4, 2013

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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: Sheilagh Edmonds, Legislative Assistant

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**Community Planning & Economic Development Standing Committee**  
**November 14, 2013**

**TO:** Chair and Members of Community Planning & Economic Development  
Standing Committee

**SUBMITTED BY:** Original signed  
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Jane Fraser, Director, Planning & Infrastructure

**DATE:** November 4, 2013

**SUBJECT:** Mainland Halifax North – Bedford Corridor Transportation and  
Wastewater Servicing Strategy

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**ORIGIN**

At the Feb. 28, 2012, meeting, Regional Council adopted the recommendation of staff and this Committee:

1. That a servicing strategy be initiated for the Bedford - Mainland Halifax North Corridor to estimate transportation and wastewater services upgrades needed to service future growth with associated costs and suggested means of finance; and
2. Further public consultation on all development proposals referenced in this report<sup>1</sup>, which require plan amendments, be deferred until the servicing study has been completed.

**LEGISLATIVE AUTHORITY**

Under Part VIII, Section 229, a municipal planning strategy may include:

- statements of policy regarding studies to be carried out prior to undertaking specified developments or developments in specified areas;
- the protection, use and development of lands within the Municipality; and
- municipal investment for public and private development and the coordination of public programs relating to the economic, social and physical development of the Municipality.

In accordance with Section 219, Council is required to adopt, by policy, a public participation program concerning the preparation of planning documents.

*(Recommendation on next page)*

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<sup>1</sup> The staff report presented at the February 9, 2012 meeting of the Community Planning & Economic Development Standing Committee.

## **RECOMMENDATION**

It is recommended that the Committee recommend to Regional Council:

1. That the Bedford-Halifax Mainland North Corridor Traffic Study Report (MRC, October 2013) be accepted by Council and that the findings of the study related to the capacity of the transportation network, to accommodate the low and high population scenarios, be accepted in principle as a means to proceed with development applications;
2. That an amendment to the Halifax Municipal Planning Strategy be initiated to allow for consideration of a mixed use development on a 63 acre property, adjacent to Mount St. Vincent University (“the Motherhouse lands”) and that a public meeting be scheduled to present the proposal and solicit comments; and
3. That public consultations and deliberations on all development proposals, which were held in abeyance pending completion of the wastewater and transportation studies, be resumed.

## **BACKGROUND**

At the February 9, 2012, meeting of this Committee, a staff report was presented in support of the recommendation to initiate transportation and wastewater servicing strategies. The recommendation was made in response to four development proposals to allow for increased densities; these were at Mill Cove, Birch Cove, Paper Mill Lake, the former radio transmitter site (Rockingham South) and the Sister of Charity “Motherhouse” property. The staff report, presented as Attachment A, includes a summary description and status of various development proposals received and justification for the recommendations.

Staff also recommended that further public consultations on any proposal requiring a plan amendment be deferred until the studies were completed.

### ***Deliberations and Consultations:***

Since the recommendations were adopted by Council, the following activities regarding the development proposals have taken place:

- At the March 18, 2013, meeting of Halifax and West Community Council, a stage I development agreement was approved to allow for the Rockingham South mixed use development on the east side of Dunbrack Street. The development includes a mix of approximately 48 single unit, 98 townhouse units, 828 apartment units, and commercial floor space over 55 acres;
- Southwest Properties has held three meetings with area residents to consult about its development plans for the Motherhouse lands and has submitted its most recently revised plans for review by staff;
- Waterfront Development Corporation Ltd. has held three open house sessions to give area residents an opportunity for input into the development plans for the Bedford Waterfront at Mill Cove; and

- Crombie Property Holdings Ltd. and Sobey Leased Properties Ltd., have been working with Provincial and HRM staff to transfer a water lot in Moirs Pond to public ownership. Under a proposed plan for the Mill Cove area on the Bedford waterfront, this pond would become part of a municipal park.

Submissions received from proponents of these developments are presented as Attachment B.

***The Transportation Study:***

Under the requests for proposals, the following study tasks were established:

- Review the development proposals at the five sites shown on Attachment A, along with any relevant studies related to trip generation and impact;
- Determine the trip generation characteristics of each site under two scenarios. One scenario would entail the development as proposed by the land owners and the other would be at lower suburban densities recently approved by the Municipality (the figures to be used will be supplied by HRM staff);
- For each development scenario, describe the transit measures required in accordance with the following generalized transit service characteristics: (1) a low service level which minimizes the introduction of new transit services; (2) a medium service level which introduces new routes and possibly transit facilities; and (3) a high service level which includes new high-capacity services (rail/ferry), higher-service bus transit (express buses on partially dedicated corridors), and increased conventional transit service, will make up these scenarios. The Proponent is to consult with HRM transit services in developing the transit proposals;
- Determine modal split expectations for each development/transit service level scenario and describe how the potential development sites can best contribute to the success of these scenarios, by virtue of their transit-oriented design or their geographic location;
- Describe active transportation measures which could influence trip characteristics with particular emphasis on enhancing transit ridership;
- Employ trip demand modeling to determine demands on both the roadway and transit networks. Traffic counts will be required. Consultations are to be held with HRM Regional Transportation in determining the study, boundaries, traffic count locations, modeling requirements (see Section 3.2) and modeling assumptions to be made;
- Review the Highway 102-Bayers Road Corridor Study and the need for additional roadway capacity identified in that assessment;
- Design, at a functional level, any additional roadway capacity projects needed to manage increasing demands; and
- Provide a high-level estimate of life-cycle costs for each element of roadway infrastructure or transit service needed to service each scenario for the purpose of scenario comparison. It should be recognized that some cost determination has been conducted in previous studies and these may be applied, provided they are reviewed and adjusted or updated as needed.

MRC was selected as the consultant for the study. The Bedford – Halifax Mainland North Traffic Study Report (October 2013) can be found under Planning Updates at <http://www.halifax.ca/planhrm/>

## **DISCUSSION**

The key findings are summarized in Sections 7.5 and 8.4 of the study which are presented as Attachment C.

### ***The Transportation Network and Public Transit:***

Modelling of the transportation network was done for current (2011) and future (2031) conditions. The 2031 model included the following vehicle capacity additions to the road network identified in the 2006 Regional Plan and other development-related road requirements:

- Widen Bayers Road – Highway 102 to Windsor Street
- Burnside Drive Extension – Akerley Blvd to Damascus Road (provincial responsibility)
- Highway 113 – Highway 102 to Highway 103 (provincial responsibility)
- Margeson Drive Extension – Highway 101 to Lucasville Road
- Regency Park Drive Extension – Thomas Raddall Drive to Washmill Lake Drive

Additional road network projects will be needed to add lanes for transit, high-occupancy vehicles and bicycles, to encourage shift in demand from single-occupant vehicles. Although the report evaluates specific additional improvements to the road and transit networks that are not identified by the Regional Plan, these are not to be considered recommendations but simply a demonstration of the ability to handle increased demand.

The modelling examined the impact of increasing transit service in a medium scenario (dedicated transit lanes and express transit service) and a high scenario (medium scenario plus rail or ferry) as well as status quo transit service. The table below summarizes how those transit service levels are expected to affect transit modal split (the percentage of people who choose transit to make their trip to work). Not unexpectedly, this data shows that more trips will be attracted to transit as the level of transit service increases but these increases are moderate in comparison to overall growth in new trip generation.

	TRANSIT MODAL SPLIT TO PENINSULA HALIFAX (2031)	
	Fairview Residents	Bedford Residents
Status Quo	22%	18%
Medium Transit Service	26%	22-23%
High Transit Service	26-27%	24-29%

**Notes:** 1. These numbers reflect the High Population Scenario. Values for the Low Scenario are slightly less.

2. Ranges reflect alternative elements within the transit scenarios.

The study also reached the following conclusions regarding the transportation network and transit services:

- The higher population scenario would, in the broad regional context, not have significantly more impact on the road network performance than the low scenario;
- The resulting levels of service are within acceptable ranges without need to increase the road network capacity beyond the projects listed above;
- A higher level of transit service (medium or high) is important in reducing vehicle demand so that key intersections in the study area continue to operate capably. This capability is reliant on the road network projects indicated; however, even the scenario of high transit use cannot reverse that; and
- A ferry service between Mill Cove and Downtown Halifax does not appear to be viable due to the lack of contiguity of the Cove with neighbouring areas. Commuter rail appears to have the potential to complement transit and feeder buses in the longer term, as long as density also increases along the corridor.

The key to accommodating the transportation demands from this level of development is the implementation of the road network components identified and provision of an increased level of transit service delivery. The critical element of the road network requirement is the addition of traffic lanes to Bayers Road, as identified in the Highway 102/Bayers Road corridor study.

The increased level of transit service proposed by the study consists of two alternative urban express transit routes, supported by on-street transit priority measures. The alternative routes are illustrated on pages 41 and 43 of the study, which are reproduced as Attachment D. These proposals will require further assessment and co-ordination with ongoing strategic transit service planning.

***Density and Clustering:***

The study offered the following comments regarding the impact of higher density and clustering on travel patterns:

- higher density developments, particularly when conceived as mixed use walkable projects, have the potential to support a more cost-effective transit system in the long run. From a transit perspective, they can be used to encourage less dependency on cars and more reliance on transit;
- The number of potential destinations within a specific area or neighbourhood, tends to increase with population and employment density, reducing travel distances and the need for car travel;
- Increased density tends to increase the number of transportation options available due to economies of scale; and
- Increased density tends to reduce traffic speeds, increase traffic congestion and reduce parking supply, making driving relatively less attractive relative to other transportation modes.

These findings are consistent with principles and opportunities identified by the Regional Plan to:

- Support development patterns that promote a vigorous regional economy;



- Manage development to make the most effective use of land, energy, infrastructure, public services, facilities, and consider healthy lifestyles;
- Develop integrated transportation systems that improve transit use and reduce costs through improved use of the existing transportation network and integration of settlement pattern and transportation planning;
- Promote walkable, mixed use communities where people can be more active;
- Reduce servicing costs by encouraging the right density in proposed developments and reducing the dispersion and distance between communities; and
- Reduce greenhouse gas emissions and leave more land in a natural state as less land is needed for development.

The Regional Plan targets 50% of household growth to the suburbs. These development proposals are all within the suburbs and would increase the density of development within the urban service area boundary established under the Regional Subdivision By-Law. For these reasons, staff recommends that the study be accepted and that deliberations proceed on the development proposals that have been deferred pending completion of the study.

***Cost Estimates and Financing:***

High level cost estimates for the various options are presented in Section 7.5 of the study which has been reproduced on page 13 of this report. Currently, these projects would be financed through the capital budget with possible assistance from senior levels of government, if available.

Staff has recently proposed a development charge to pay for regional transportation and transit related facilities, which could be used to pay for any of these projects in whole or in part<sup>2</sup>. At the October 29, 2013, meeting, Regional Council referred this matter back to the Committee of the Whole for further deliberation.

***Wastewater Servicing:***

As directed by the N.S. Utility & Review Board, the *Integrated Resource Plan* (October 2012, Genivar, Halcrow & XCG Consultants Ltd.) was undertaken by Halifax Water in order to define its overall program and resource needs for the next thirty years (2013 - 2043). The IRP, utilizing the output of Halifax Water's recently completed *Regional Wastewater Functional Plan*, responds to the combined requirements of regional growth, present and expected regulatory compliance and asset renewal. HRM's planning department provided a range of growth projections for use by the IRP project team.

The IRP outlined required upgrades to regional infrastructure to facilitate the growth projections. In conjunction with the infrastructure plan, Halifax Water is developing an implementation plan that includes an appropriate funding mechanism and reasonable timeline to provide the infrastructure. An application has been made to the N.S Utility & Review Board, and a hearing has been scheduled for December of this year, for enhancements to the Regional Development Charges (RDCs) to provide the required long term funding.

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<sup>2</sup> A copy of the staff report can be found at <http://www.halifax.ca/council/agendasc/131029rcAgenda.html> under item 11.4.2.

Subject to the approval of the funding increase, and establishment of a practical timeline to deliver the implementation plan, Halifax Water should be able to service the proposed developments.

Under an ideal timeline, Halifax Water would complete the above mentioned regional infrastructure upgrade implementation plan in advance of any major development activity within this broad planning area. However, in light of current development requests in the “Transmitter Lands”, the “Motherhouse Lands” and other smaller sites in this area, we have modeled our existing system and determined that the wastewater system has dry weather capacity for the approximate 5,000 person additional capacity that may be projected from these developments. Thus, they could be accommodated within our existing regional infrastructure, should HRM choose to proceed with the planning process for these developments. Please note there may be localized system upgrades required by each respective applicant in gaining access to the regional infrastructure.

At the same time it is important to note, that while this existing regional system within the Halifax area has current dry weather capacity, it does suffer from excessive wet weather flows like many of the other wastewater systems within our region. As such, during certain rain events there are combined sewer overflows (CSOs) and sanitary sewer overflows at various points along this system. Currently, Nova Scotia Environment (NSE) requires Halifax Water to report CSOs related to the Halifax Harbour Solutions system to NSE. The new regulations (or future regulations) may require the elimination or reduction of overflows, and may further restrict development activities that could increase overflow events, or allow development to occur with an appropriate management plan in place to deal with the reduction of overflows over time. The timing of these regulations, the impact on Halifax Water wastewater infrastructure requirements and the details of subsequent management plans, are not certain at this time. However, the long term vision of the IRP has developed infrastructure requirements in consideration of these anticipated regulatory requirements.

***Next Steps:***

If the staff recommendations are adopted by Regional Council, the following actions would be required for the development proposals:

- A public information meeting would be scheduled to present the development proposal for the Motherhouse lands and solicit public opinion. If no significant problems arise, negotiations would be completed and the planning documents needed to accommodate the proposal would be brought back to Halifax and West Community Council for recommendation to Regional Council. If approval is to be considered, a public hearing would then be scheduled.

Normally, staff would recommend a more thorough public participation program than that being recommended for this project. However, in this instance, acknowledgement is being given to the three public consultations already undertaken by Southwest Properties.

- The staff and committee recommendations regarding the Paper Mill Lake and Bedford Waterfront development proposals would be tabled with North West Community Council

for deliberation. The Community Council would then recommend to Regional Council whether to hold a public hearing to consider approval of the plan amendments that have been drafted for the Paper Mill Lake lands, and whether to instruct staff to proceed to draft plan amendments to implement the consultant's study recommendations for the Bedford Waterfront. A supplementary staff report will be prepared for the Community Council to address the requests by property owners within the Bedford Waterfront study area (see Attachment B).

- A staff and steering committee report regarding the Birch Cove study area would be tabled with Halifax and West Community Council. The Community Council would be requested to recommend to Regional Council whether to instruct staff to draft plan amendments to implement the consultant's study recommendations.

The supportive road infrastructure and transit service will be built into upcoming functional and operational plans and the Project Budget process, all of which are subject to future approval by Regional Council. Staff accepts that a transit service level similar in concept to the medium transit scenario, is appropriate for areas such as this that have the potential to generate high transit demand and is necessary to moderate increased demand on the roadway network. The supportive road network capacity is identified in the current Road Network Functional Plan and some elements appear in the five-year Project Budget.

### **FINANCIAL IMPLICATIONS**

There are no budgetary immediate implications associated with the recommendations of this report. Future infrastructure and service investments discussed in this report will be dealt with through the normal Project Budget process.

### **COMMUNITY ENGAGEMENT**

A public meeting was held for the Paper Mill Lake plan amendment request and a series of three public meetings were held for each of the Bedford Waterfront and Birch Cove Waterfront design studies. Further information regarding the Paper Mill Lake proposal, meeting minutes and public comments received, can be made available upon request. Further information regarding the Bedford Waterfront and Birch Cove Waterfront design studies can be found at:

<http://www.halifax.ca/VisionHRM/BedfordWaterfront/index.html> and  
<http://www.halifax.ca/regionalplanning/WesternShoreBedfordBasin.html>

## **ENVIRONMENTAL IMPLICATIONS**

These projects offer opportunities to increase the density of development within the urban service area boundary, which could potentially further opportunities identified by the Regional Plan to manage development, to make the more effective use of energy and reduce greenhouse gas emissions and leave more land in a natural state, as less land is needed for development.

## **ALTERNATIVES**

This committee could recommend that Regional Council:

1. Adopt the staff recommendations to accept the Bedford-Halifax Mainland North Corridor Traffic Study Report (MRC, October 2013) for consideration in planning future transportation improvements; initiate a plan amendment process for the Motherhouse lands; and continue consultation processes and deliberations for the other development proposals that were deferred.
2. Defer further consideration of all of these development proposals until the Regional Plan review has been completed. This option would be appropriate if the Committee is of the opinion that Council should first deliberate on the broader regional direction regarding preferred growth patterns.

Numerous submissions have been received recommending that HRM should increase the target currently established for the Regional Centre from 25% to as much as 50% of new housing starts. If this option is preferred, approval of these projects, or similar projects which increase development potential outside the regional centre, would make this objective more difficult to achieve. The more likely policy approach would be to discourage further development outside the Regional Centre while creating incentives for more development within the Centre.

Staff would not recommend this option as projects such as these, which intensify development within the established urban service boundaries, can further principles and opportunities identified by the Regional Plan.

3. Defer further consideration of these proposals until the Utility & Review Board has concluded hearings and rendered a decision regarding the application by Halifax Water for growth related development charges for water and wastewater services. The decision from the NSUARB may impact Halifax Water's ability to fund growth related projects at current projected timelines.

Staff does not support this option as there is no evident advantage as growth will have to be accommodated in any event. More importantly, HRM should take the lead in deciding where growth should be supported.

**ATTACHMENTS**

- Attachment A: Staff Report Re: Mainland Halifax North – Bedford Corridor Transportation Study, dated January 12, 2012.
- Attachment B: Submissions received from development proponents
- Attachment C: Summary of Study Findings
- Attachment D: Alternative Transit Priority Routes
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A copy of this report can be obtained online at <http://www.halifax.ca/commcoun/cc.html> then choose the appropriate Community Council and meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Paul Morgan, Planner, Planning & Infrastructure, 490-4482; David McCusker, Regional Transportation Manager, Planning & Infrastructure, 490-6696; and Kenda MacKenzie, Manager Engineering Approvals, Halifax Water, 490-5029

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**Community Planning & Economic Development Standing Committee**  
**February 9, 2012**

**TO:** Chair and Members of the Community Planning & Economic  
Development Standing Committee

**SUBMITTED BY:** Original Signed  
Phillip Townsend, Director, Planning & Infrastructure

**DATE:** January 12, 2012

**SUBJECT:** **Mainland Halifax North – Bedford Corridor Transportation and  
Wastewater Servicing Strategy**

**ORIGIN**

- May 5, 2011, motion of North West Community Council in response to a plan amendment application for the Paper Mill Lake Commercial Comprehensive Development District lands in Bedford;
- Design studies, prepared for the Municipality and Halifax Waterfront Development Corporation Ltd., for mixed use communities on the Bedford Waterfront at Mill Cove and at Birch Cove;
- Development proposals to allow for higher density developments in Mainland Halifax North;
- Road Network Functional Plan – Highway 102/Bayers Road Widening Project; and
- Commuter Rail Study - Pending.

**RECOMMENDATION**

It is recommended that this Committee recommend to Regional Council:

1. That a servicing strategy be initiated for the Bedford - Mainland Halifax North Corridor to estimate transportation and wastewater services upgrades needed to service future growth with associated costs and suggested means of finance; and
2. Further public consultation on all development proposals referenced in this report, which require plan amendments, be deferred until the servicing study has been completed.

## **BACKGROUND**

The Municipality has initiated two studies and has received several requests to allow for intensification of development along the Halifax Mainland North-Bedford Corridor. The locations are illustrated on Map 1 with a summary description and status of each provided as follows:

### **1. Municipal Studies**

#### **(a) Mill Cove, Bedford Waterfront:**

The *Bedford Waterfront Design Study* (Ekistics and Associates, June 2010) was prepared for the Municipality and Halifax Waterfront Development Corporation Ltd. (HWDCL) in response to a recommendation of the *Bedford Waterfront Vision and Strategic Action Plan*, endorsed by Regional Council in 2007.

The study provided design guidance for the future development of lands around Mill Cove, including water lots currently being infilled by HWDCL to the south of the cove, the Esquire and Travellers Hotel properties on the Bedford Highway, the Sobeys Mall and a former boat yard at the south end of Shore Drive. Approximately 3,600 housing units and 634,500 square feet of commercial and institutional space are proposed.

A study steering committee, comprised of property owners and community representatives, and the North West Community Planning Advisory Committee, have recommended that Council initiate amendments to the Bedford MPS to implement the study recommendations with minor amendments. Both committees also recommended that transportation studies be undertaken to ensure that transportation infrastructure and services are able to accommodate the increased demand generated by further development.

#### **(b) Birch Cove Waterfront, Kearney Lake Road/Bedford Highway Area:**

Concurrent with the initiation of the Bedford Waterfront Study, the Municipality and HWDCL retained Ekistics and Associates to prepare the *Birch Cove Waterfront Plan* (March 2010) to provide design guidelines for the future redevelopment of lands adjacent to Birch Cove, in the vicinity of Kearney Lake Road and the Bedford Highway.

The consultants proposed approximately 440 new dwelling units and 106,000 square feet of commercial space. A study steering committee has recommended that the consultant's recommendations be approved with certain design amendments and that a community plan amendment process to be initiated.

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**2. Other Requests**

**(a) Paper Mill Lake, Bedford:**

United Gulf has proposed a mixed use community over 23 acres of undeveloped land at the southeast intersection of Highway 102 and Hammonds Plains Road, near Paper Mill Lake. These lands have been designated and zoned as a commercial comprehensive development district for nearly 20 years but have yet to be developed.

United Gulf has requested a site specific plan amendment to the Bedford Municipal Planning Strategy (MPS) to enable a new set of design policies based on urban design principles. The existing policy does not set a maximum density for the area but staff recommended a maximum of 70 persons per acre, which was supported by the North West Planning Advisory Committee subject to minor clarification.

At the May 5, 2011, meeting of North West Community Council, the following motion was approved in response to the proposal:

- (i) Refer Case 01311 back to staff and request a report outlining options and a process for a traffic and public transportation study for the Bedford Highway and Hammonds Plain Road, prior to this project, or any other proposed plan policy changes related to this development, moving forward;
- (ii) That staff include in the report suggested policy guidelines and a process in order for HRM to implement a Capital Cost Charge policy for all future development in this area of Bedford; with the CCCs being designed to assist with all infrastructure charges, including the cost of providing the facilities and infrastructure required to improve public transit and road infrastructure in this area; and
- (iii) Further, that staff go back to the community to consult with Bedford residents on the changes implemented in regard to density and permitted land uses for this development since the previous public meeting, as well as to seek input on traffic, public transportation and the proposed CCCs model for this and future development projects within Bedford.

**(b) The Sister of Charity "Motherhouse" Property:**

According to a recent news release, Southwest Properties has entered into an agreement to purchase a 63 acre property where the congregation's Motherhouse once stood, adjacent to Mount St. Vincent University. The company is proposing to develop as many as 1,600 dwelling units, comprised of single units, townhouses and multi-unit dwellings of up to eight stories with space for supporting commercial services.

This property is designated "institutional-university" under the Halifax MPS, with no provisions to allow for the development contemplated and therefore a plan amendment would have to be initiated and approved by Regional Council.



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(c) The Former Radio Transmitter Lands, Dunbrack Street.

W.M. Fares has made application to develop 55 acres of land owned by Sobeys Land Holding Ltd., formerly used as a transmitter site, on the east side of Dunbrack Street, across from the Farnham Gate Rd. intersection. The proposal includes 982 dwelling units (69 single unit, 124 townhouses, and 789 multi-units with ground floor commercial) and three commercial buildings with frontage on Dunbrack Street.

Supporting documents have been submitted to Planning Servicing to initiate a development agreement application. Staff will proceed to process this application, as requested by the proponent, but a recommendation of approval will be contingent upon servicing issues be satisfactorily resolved through the terms of an agreement or by other means.

(d) Bedford Highway Properties and Other Interests:

Development agreement applications have been received for several smaller mixed use or residential developments along the Bedford Corridor and preliminary discussions have been held with other developers interested in pursuing increased density opportunities within the Mainland North/Bedford Corridor area.

## **DISCUSSION**

These projects have a common characteristic of increasing the density of development within infill areas within the existing service boundary established under the Regional Plan. They could potentially further principles and opportunities identified by the Regional Plan to:

- Support development patterns that promote a vigorous regional economy;
- Manage development to make the most effective use of land, energy, infrastructure, public services and facilities and consider healthy lifestyles;
- Develop integrated transportation systems that improve transit use and reduce costs through improved use of the existing transportation network and integration of settlement pattern and transportation planning;
- Promote walkable, mixed use communities where people can be more active;
- Reduce servicing costs by encouraging the right density in proposed developments and reducing the dispersion and distance between communities; and
- Reduce greenhouse gas emissions and leave more land in a natural state as less land is needed for development.

Council is aware that staff is now embarking on the first 5-year Review of the Regional Plan. According to the approved scope of the Plan Review, efforts will be concentrated on the Regional Centre and opportunities to enhance the level of development and community design elements within the suburban areas.

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From a preliminary perspective, staffs sees much merit in intensifying development within both the Regional Centre and the suburbs, rather than encouraging further development to occur outside our serviced areas. Thus it makes sense to look at the Mainland North-Bedford Highway Corridor area in this light.

However, to be successful, enabling increased densities for opportunity sites in this area must take into account the infrastructure requirements necessary to accommodate this development – specifically, sewer and water services and transportation services. In other words:

- (a) can our piped infrastructure handle the additional sewerage flows generated by the increased development, and if not, what upgrades are required, at what cost, and who pays; and
- (b) how is the increased population to be moved effectively and efficiently from Mainland Halifax/Bedford to the Regional Centre (automobile, transit, active transportation).

To assist Council, the development industry and the public in answering these questions, staff propose to initiate a servicing study to determine cumulative transportation and wastewater servicing requirements. The matters to be addressed in each component are summarized as follows:

Transportation:

The transportation analysis has substantial overlap with the analysis that must be undertaken for the 5-year review of the Regional Plan. The capacities of the Halifax Peninsula screen line, the Bayers Road/Highway 102 corridor and the Bedford Highway/Fairview Interchange corridor are common to this servicing analysis. The analysis will also coordinate with the work to be undertaken through the commuter rail study, which Council recently authorized.

The study would:

- Estimate impacts on existing road transportation network, transit operations and active transportation (AT) network; and
- Identify upgrades to the road transportation system, transit operations and AT networks so as to maintain a satisfactory level of service on the transportation system under low, medium and high scenarios of transit usage, with associated lifecycle costs for each scenario.

Wastewater:

Under the Regional Plan, Halifax Water has engaged a consulting team to prepare a Wastewater Management Functional Plan for the Municipality's wastewater systems. Flows through the systems are currently being monitored and modeled to determine the existing conditions and impacts of future flows and upgrades to the systems that will be needed for environmental regulatory compliance and growth capacity.

At this point, there are known overflows within the wastewater collection system served by the Halifax Wastewater treatment facility and the system served by the Mill Cove Wastewater treatment facility. Future wastewater discharge guidelines, anticipated to be in regulation by the

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province, may require Halifax Water to have remedial plans approved for reduction or elimination of overflows, as a condition for allowing any new developments to connect to the system. The developments described in this report may be affected by this requirement.

Halifax Water has advised that, as a utility, it will assume costs needed to bring its existing customer base into regulatory compliance but developers will be responsible for all new growth related costs.

This study, therefore, will:

- Use the modeling from the wastewater functional study to estimate the impact of these developments on system capacity and overflows; and
- Determine a fair and equitable means of apportioning costs among benefitting property owners in accordance with the policies established by Halifax<sup>1</sup>.

These studies are anticipated to be completed over twelve to fifteen months.

### **BUDGET IMPLICATIONS**

Halifax Water has advised that it will pay for the costs of the wastewater component of the study. The transportation component is estimated to cost \$150,000, which would be split equally between accounts CTU00884 (Functional Transportation Plans) and CDG01283 (Regional Plan 5-Year Review).

#### **Project No. CDG01283 – Regional Plan 5-Year Review**

Cumulative Unspent Budget	\$430,057.50
Less:	<b><u>\$ 75,000.00</u></b>
Uncommitted Budget	\$355,057.50

#### **Project No. CTU00884 – Functional Transportation Plans**

Cumulative Unspent Budget	\$128,690.47
Less:	<b><u>\$ 75,000.00</u></b>
Uncommitted Budget	\$ 53,690.47

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<sup>1</sup> Any cost allocation to Halifax Water would be subject to approval of the Nova Scotia Utility and Review Board.

## **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**

A public meeting was held for the Paper Mill Lake plan amendment request and a series of three public meetings were held for each of the Bedford Waterfront and Birch Cove Waterfront design studies. Further information regarding the Paper Mill Lake proposal, meeting minutes and public comments received can be made available upon request. Further information regarding the Bedford Waterfront and Birch Cove Waterfront design studies can be found at:

<http://www.halifax.ca/VisionHRM/BedfordWaterfront/index.html> and  
<http://www.halifax.ca/regionalplanning/WesternShoreBedfordBasin.html>

## **ALTERNATIVES**

This Committee could recommend that Regional Council:

1. Initiate a servicing strategy for the Bedford - Mainland Halifax North Corridor to estimate transportation and wastewater services upgrades needed to service future growth with associated costs and suggested means of finance, and defer further public consultation on all development proposals referenced in this report, which require plan amendments, until the servicing study has been completed.

This option, recommended by staff, would allow outstanding development agreements to proceed in accordance with policy provisions currently in effect under community planning strategies and the servicing standards of the Mainland Halifax Servicing Strategy. A staff recommendation of approval would only be forthcoming if servicing issues could be satisfactorily resolved under the terms of a development agreement or by other means. The final decision would rest with the appropriate community council or the Utility and Review Board in the event of an appeal.

In the event that further plan amendment requests are received in the study area prior to the servicing strategy being completed, a staff recommendation to proceed would be considered on a case by case basis with one of the considerations being potential traffic impacts.

2. Proceed with public consultation on all outstanding plan amendments and development agreement applications but do not bring forward any plan amendments until the servicing study has been completed.

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This option would allow for timelier processing of plan amendments but would not allow the public to be informed of any proposed solutions to servicing issues. Based on public responses received to the Bedford Waterfront and Birch Cove development proposals, solutions to servicing issues may be important in receiving public support.

3. Defer further processing of all development agreement applications and plan amendments until the servicing study has been completed. While Regional Council has no obligation to entertain plan amendments, unless so instructed by the Province, the legislation contemplates that applications for development agreements are to be entertained where municipal policies have been adopted to allow for their consideration. A refusal to do so may therefore be subject to challenge.

Staff therefore recommends proceeding to process development agreement applications, if requested by the proponent. A staff recommendation of approval would be contingent upon satisfactory resolution of servicing issues.

4. Not undertake the servicing study recommended by staff. This option would not allow for a determination of deficiencies in the regional transportation and wastewater systems prior to approvals of development proposals, which may prove frustrating in public consultations and more costly for the Municipality and Halifax Water to resolve.

## ATTACHMENTS

### Map 1: Mainland Halifax North - Bedford Corridor Servicing

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

Report Prepared by: Paul Morgan, Planner, Planning & Infrastructure, 490-4482

Original Signed

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

Original Signed

Report Approved by: Peter Duncan, Manager, Infrastructure Planning, Planning & Infrastructure, 490-6717

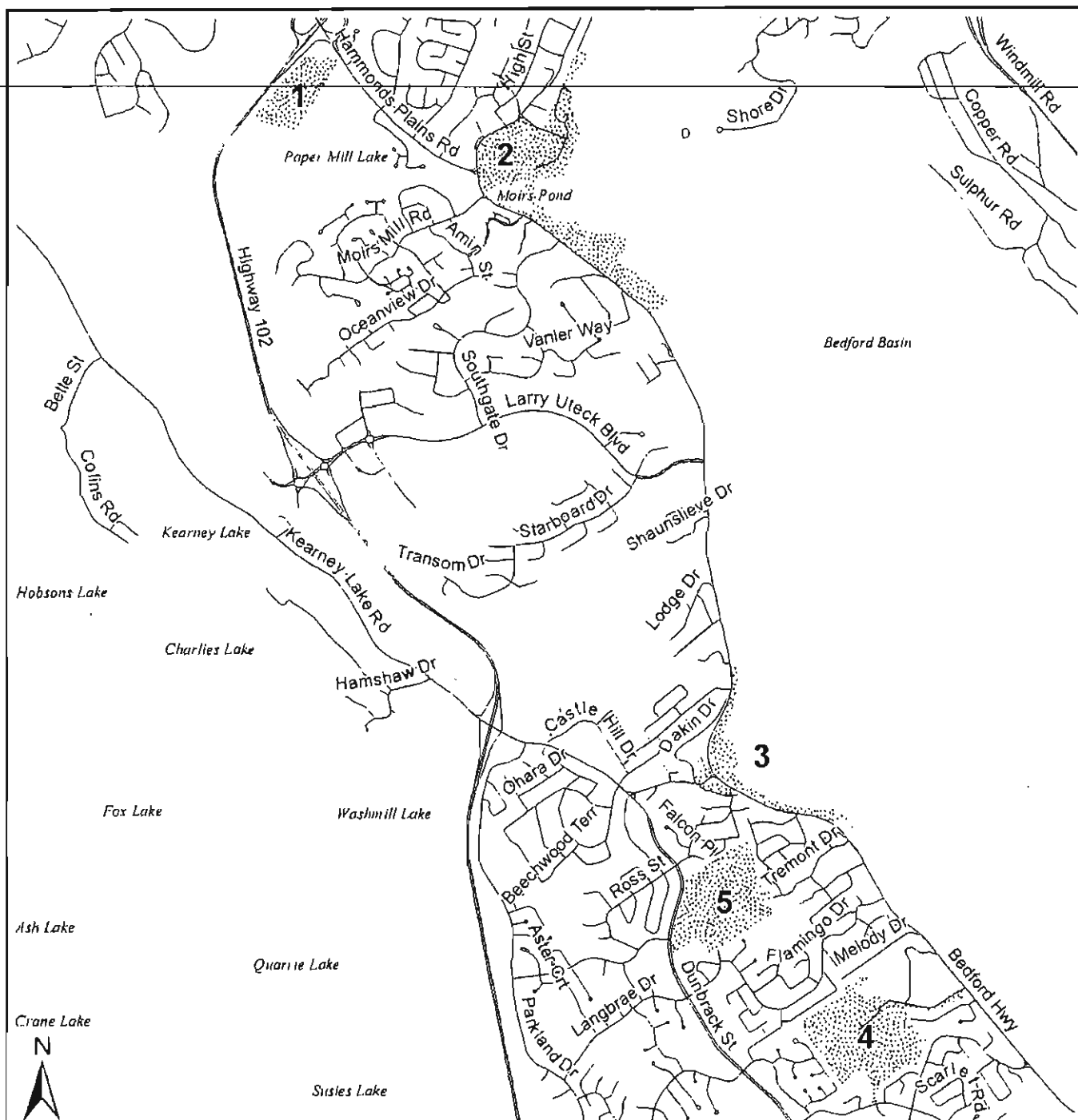
Original Signed

Report Approved by: Jamie Hannam, Director, Engineering and Information Services, Halifax Water, 490-1584

Original Signed

Financial Approval by: Greg Keefe, A/ Director of Finance/CFO, 490-6308

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**Map 1: Mainland Halifax North - Bedford Corridor Servicing**

 **Subject Properties**

- 1: Paper Mill Lake
- 2: Mill Cove
- 3: Birch Cove Waterfront
- 4: The Site of Charity "Motherhouse" Property
- 5: The Former Transmitter Lands

**HALIFAX**  
REGIONAL MUNICIPALITY  
REGIONAL AND COMMUNITY  
PLANNING SERVICES

0 400 800  
m

Bedford and Halifax  
Plan Areas

HRM does not guarantee the accuracy of any  
representation on this plan. Date of map is not  
indicative of the date of data creation.

## Attachment B



October 15, 2013

**Paul Morgan, Senior Planner**  
HRM Planning and Infrastructure  
3<sup>rd</sup> Floor, Dartmouth Ferry Terminal Building  
88 Alderney Drive  
Dartmouth, NS  
B3J 3A5

Dear Paul:

**RE: Bedford Waterfront Planning Process**

Based on our recent discussion, I understand that the transportation and servicing studies that were undertaken to inform the next phases of the Bedford Waterfront planning process are now complete. Therefore, you had advised that HRM staff would seek direction from Regional Council to initiate a planning process to consider implementing the recommendations of the Design Study and Steering Committee.

I further understand that you expect another landowner within the study area to request that HRM restart the public consultation and conceptual planning process, based on a preference to revise the development vision for its lands. This is not a preference that we share and respectfully request that any such appeal be considered as a site specific initiative, thereby not unduly delaying the process for other landowners.

As we have discussed several times, our lands include an existing shopping centre, which is comprised of a combination of new and newly renovated buildings. Therefore, an important consideration during the planning process should be how to provide sufficient flexibility to both recognize the realities of the existing situation, while also achieving the objectives of the Design Study and Steering Committee.

With respect to HRM's desire to gain ownership of the Moir's Pond property, please be advised that we have been actively working towards the conveyance of Moir's Pond to public ownership. Our HRM contact in this matter has been Peter Bigelow, who is copied on this correspondence.

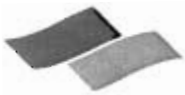
I would appreciate it if you would advise me of the anticipated timeline for seeking Regional Council's direction to initiate a planning process; as well as whether the recommendations of the transportation and servicing studies are available for our information and reference.

Sincerely,  
**Crombie Property Holdings Ltd. and Sobey Leased Properties Ltd.**

Original Signed

✓ **Joseph Driscoll**  
Manager of Real Estate and Planning, Atlantic Region

Cc: Peter Bigelow, Manager of Real Property, HRM



**Waterfront** Development

The Cable Wharf  
1751 Lower Water Street  
Halifax Nova Scotia  
B3J 1S5

Phone: (902) 422-6591  
Fax: (902) 422-7582  
Email: [info@wdcl.ca](mailto:info@wdcl.ca)  
Web: [www.my-waterfront.ca](http://www.my-waterfront.ca)

November 1, 2013

Austin French  
Manager, HRM Planning Services  
P.O. Box 1749  
Halifax, NS B3J 3A5

**Re: Bedford Waterfront**

Dear Austin,

Waterfront Development acknowledges and supports the Regional Plan's identification of the Bedford waterfront as an important regional growth centre. As you know, we have been engaging the community for some time to collaboratively determine a development scenario that meets both the intent of the Regional Plan and the aspirations of the local community.

With the infrastructure analysis now complete, we look forward to engaging the community anew. The purpose of the next round of engagement will be to finalize a plan that is socially, environmentally and financially sustainable, and of which all HRM residents can be proud.

Thanks very much for HRM's ongoing partnership in this project, and for the opportunity to provide comment.

Original Signed

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Andy Fillmore, LPP, MCIP, AICP  
VP Planning & Development  
Waterfront Development





480 Parkland Drive  
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Nova Scotia, Canada  
B3S 1P9

tel. 902.457.6676  
fax. 902.457.4686

[www.wmfares.com](http://www.wmfares.com)

November 4, 2013

Paul Morgan, Regional Planner  
Halifax Regional Municipality  
Eastern Region Office  
40 Alderney Drive  
Dartmouth, Nova Scotia  
B2Y 2N5

Re: Lot AEA1 – PID # 40598765  
Bedford, NS

Dear Mr. Morgan,

The owner of the subject property has retained our company to engage the Halifax Regional Municipality with a planning application to establish the appropriate use and built form. It is his intention to develop the site for a mixed use building with underground parking, commercial at grade, and residential units above.

In assessing the site our team researched the following:

- Regional Plan;
- Bedford Municipal Planning Strategy;
- Bedford Waterfront Visioning Plan;
- Bedford Land Use Bylaw;
- The physical characteristics of the site – previously a water lot;

- The site relationship with the Bedford Highway, adjacent uses, and the Bedford Basin.

The client is anxious to proceed with the public process, and is hoping to be under construction in the winter of 2014/ spring of 2015. Based on our research, and our successful public engagement for 2 nearby projects at 864 Bedford Highway and 644 Bedford Highway, we believe that the contemplated development plan for the subject site under the proposed Bedford Visioning Plan does not take into consideration the site specific characteristics and challenges, and consequently does not provide the parameters for a sustainable building that is in line with the expectation for development along the Bedford waterfront. This however can be realised through a site specific process that captures the essence of the site through the control measures of a Development Agreement.

Thank you for your consideration. We look forward to collaborate with Staff, HRM Council, and the public on this exciting project.

Regards,

Original Signed <sup>^</sup>

Cesar Saleh, P.Eng.  
VP Planning and Design  
W.M. Fares Group

## **Attachment C: Summary of Study Findings**

### **7.5 What does all this mean?**

The modelling process determined that for the afternoon peak hour, the High Population Growth Scenario resulted in 954 more person-trip “in” productions and 1452 more person-trip “in” attractions than the Low Population Growth Scenario, for the five development areas combined. Beyond these basic figures, a number of specific conclusions can be drawn from the findings.

#### ***Traffic impacts***

- The volume-to-capacity ratio (v/c) on roadways represents a similar condition for both Low Population Growth and High Population for the 2031 Base Case. The high and low population Growth scenarios result in very limited difference in v/c at the network level since the total populations in both scenarios are similar.
- In addition, the Implementation of transit improvements would benefit auto users; the average delay could be reduced by up to 3.9% depending upon the transit improvements.
- Under both Low and High population scenarios, total vehicle-trip (auto), total vehicle-kilometers, total vehicle-hours, and total delay in the network would be reduced with the medium and high transit service level scenarios; accordingly, total person-trip-in-transit usage would be increased with the proposed transit modes.

#### ***Transit Share and Ridership***

- The medium service levels scenario with the major transit route is expected to improve transit ridership by 320 to 475 during the afternoon peak hour compared to Base Case (‘Status-Quo’).
- Under a low population growth scenario transit improvements could increase transit share from the Peninsula to Fairview Clayton Park by approximately 4.0 to 5.1% and from the Peninsula to Bedford by approximately 3.0% to 9.5%.
- Under a high population growth scenario transit improvements could increase transit share from the Peninsula to Fairview Clayton Park by approximately 3.9% to 4.7% and from the Peninsula to Bedford by approximately 3.6% to 10.6%.
- Ridership on the major transit route may be increased by providing additional stops and/or feeder routes.
- Commuter Rail is expected to add about 300 additional riders during peak hour or 0.20 to 0.25 percent total transit share compared to the medium transit scenario.

#### ***Transit Trips***

- For the low population growth scenario, the medium transit service levels would increase the total transit trips by 2.4 to 2.9% and the high transit improvement scenario could provide a 3.5 to 6.9%

increase in total transit ridership. The high service level scenario with commuter rail + major transit route would provide the highest transit ridership.

- For the high population growth scenario, the medium transit improvements would increase the total transit trips by 2.63 to 3.44% and the high transit service scenario could provide about 3.80 to 6.12% increase in total transit ridership.

**So what does this all mean?**

In Section 2, for the five development proposals, it was found that the higher population scenario would, in the broad regional context, not have any significantly more impact on the road network than the low scenario, other than some additional delay on Bedford highway between Hammonds Plains Road and Southgate Drive in the southbound direction (PM peak hour). This is not surprising given the relatively minor impact on the overall regional population and dwelling increases expected over the next twenty years.

Similarly, this section presented the results of an analysis of transit performance under high and low population growth scenarios. Similar to the base case analysis presented in Section 2, while there are nearly 900 more person trips projected in the AM and PM periods for the high growth scenario, the higher population growth would not have any significantly greater impact on the road network than the lower growth scenario. Both show modest reductions in total auto-trips, total vehicle-kilometers, total vehicle-hours, and total delay in the network, as well and an increase in transit use as a result of transit improvements (both medium and high scenarios).

Notably however, an improvement in transit usage is slightly better in the high transit scenario than the medium transit scenario, but at significantly higher cost. For the high population growth scenario, the medium transit improvements would increase the total transit trips by 3% while the high transit improvement scenario would provide a marginally better 3.5 to 4.0% increase.

**Cost implications**

Following are high-order infrastructure cost estimates for each option discussed in this report.

Table 1: Infrastructure Cost Estimates		
Scenario	Start-Up Capital Costs	Notes
Major Transit Route - Alt A (Bedford Highway/Seton/Lacewood/Dunbrack)	\$ 14,694,000	2013 estimates
Major Transit Route - Alt B (Dunbrack)	\$6,600,000	
Ferry	\$ 35,850,000	2010 estimates per: <i>An Operational and Life Cycle Cost Analysis of Transit Service Alternatives in the Bedford-Halifax Corridor</i>
Commuter Rail	\$ 25,850,000	
Transit-BRT (vehicles only)	\$ 9,050,000	
This amount would be added to all of the costs above, based on the scenarios described.		
Note: Because of the available capacity on Dunbrack, it is possible to use it as-is for the foreseeable future. There may be a desire over time to add transit priority measures; in such case, additional costs would be relatively minor.		

#### 8.4 Conclusion: What it all means

This report has analyzed the transportation implications of five development proposals in the Mainland North area of Halifax and Bedford. The probable impact on traffic congestion was explored, and various ways to mitigate that impact through transit, ferry and rail were also examined. The following conclusions and strategic directions are suggested by our findings:

##### 8.4.1 Not significantly worse

The analysis revealed that the slightly higher level of development currently proposed for the five sites is not likely to have a significantly worse impact on the transportation network than more conventional densities proposed by the Regional Planning Advisory Committee. That being said, on a general note, higher density developments, particularly when conceived as mixed use walkable projects, have the potential to support a more cost-effective transit system in the long run. In other words, compact projects such as these should be encouraged. From a transit perspective, they can be used to encourage less dependency on cars and more reliance on transit.

##### 8.4.2 Higher-order transit can deliver more riders

The analysis also revealed that a higher order of transit that builds on Metro Transit policies for the area, including a new transit terminal in Lacewood, has significant potential to improve transit usage and dependency. This could be achieved at a reasonable cost by using a four-lane Dunbrack Street as a central transit spine from which a feeder transit system could be added.

### **8.4.3 Build on the planned Peninsula Transit Corridor**

Future study should consider the long term potential of the Dunbrack Street route, when connected to the proposed Bayers Road/Highway 102 Peninsula transit corridor, to eventually permit a high-order transit corridor through the Mainland North area.

### **8.4.4 Adopt transit oriented development as a near term strategic goal**

By affirming the long term intent for such a corridor, HRM and its citizens could begin to plan now for a highly connected transit oriented district that encompasses the entire Mainland North area.

### **8.4.5 Make a choice between rail and ferry**

As demonstrated in our 2010 report, a ferry terminal at Mill Cove is constrained by a number of factors:

- The catchment area is limited by its lack of contiguity with neighbouring areas. While this could be partially mitigated by the large Mill Cove development as discussed in this report, it does not address the larger catchment area problem.
- Without a large investment in on-site parking, the ferry would require an off-site parking lot and shuttle service that imposes a time penalty on users; other modes (especially bus transit) are available and can be readily expanded at lower cost.

As a result of these constraints, which we conclude are insurmountable in the face of more cost-effective options, we recommend that a Mill Cove-Downtown ferry option as currently envisioned should be abandoned.

### **8.4.6 Plan for commuter rail as a long term strategy**

As an opportunity for further significant growth in transit ridership and modal split, the High Transit Service Level with commuter rail appears to have potential to complement conventional transit and feeder bus routes in the longer term, as long as density also increases along the corridor. More study and planning should begin that includes a commuter rail-based transportation system as part of a long term vision for Halifax Regional Municipality and beyond.

# Attachment D

Figure 14: Major Transit Route - Alternative A



Figure 15: Major Transit Route - Alternative B to Downtown (Southbound)

