

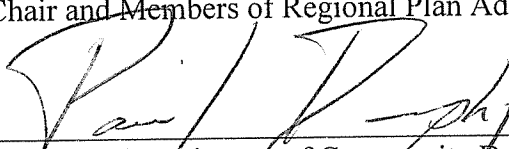


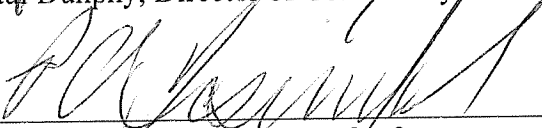
PO Box 1749  
Halifax, Nova Scotia  
B3J 3A5 Canada

**Regional Plan Advisory Committee  
October 21, 2009**

**TO:** Chair and Members of Regional Plan Advisory Committee

**SUBMITTED BY:**

  
\_\_\_\_\_  
Paul Dunphy, Director of Community Development

  
\_\_\_\_\_  
Phillip Townsend, Director of Infrastructure & Asset Management

  
\_\_\_\_\_  
Cathie O'Toole, Director of Finance

**DATE:** September 29, 2009

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

**ORIGIN**

- October 2007 RFP for Cost of Servicing Analysis: Regional Greenfield sites
- Motion of Regional Council, September 16, 2008 requesting staff to release the Cost of Servicing Study as soon as possible.
- Staff Information Report re: Cost of Servicing Study presented at the February 17, 2009 Regional Council meeting.
- May 28, 2009 Report re: Fiscal Health presented at the June 2, 2009 Regional Council meeting.
- Requests to initiate secondary planning strategies in three areas identified by the Regional Planning Strategy as Port Wallis, Sandy Lake and Highway 102 West Corridor adjacent to Blue Mountain - Birch Cove Lakes Park.

**RECOMMENDATIONS:**

It is recommended Regional Plan Advisory Committee recommend that Halifax Regional Council:

1. Defer consideration of these requests to the five year review of the Regional Plan in 2016; and
2. Instruct staff to continue efforts to secure a right-of-way over the DND Shearwater lands needed to allow for extension of Mount Hope Avenue to Caldwell Road.

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EXECUTIVE SUMMARY

It is unreasonable for the Municipality to fund and maintain more infrastructure than is required to accommodate growth. Even under a high growth scenario, the current supply of suburban lands available for development will satisfy municipal requirements for several decades.

- Under the most likely baseline growth scenario, the Municipality's estimated population growth from 2006 to 2026 in the urban, suburban and rural areas combined will be 65,000.
- It is estimated that as of September 30, 2009, there is sufficient suburban land available for development to serve a population of 77,000 to 108,000.
- The Regional Planning Strategy indicates that even when allocating 50% of the region's growth to the suburbs, only enough land for 32,500 people is required.

Introducing new growth areas will not create additional demands for development or increase the rate of assessment growth but will simply reallocate development and assessment growth over a larger number of areas. Consequently, recouping the investments made on infrastructure previously approved for Morris-Russel Lake, Bedford South and Bedford West would take longer and the financing costs would increase.

Expending municipal resources to plan for additional supply at this time would not be consistent with the Regional Planning principle to manage development to make the most effective uses of land energy, infrastructure, public services and facilities. In the near term, there would be opportunity costs in terms of previously approved planning programs that would have to be deferred.

Over the intermediate and longer term, the fiscal capacity of the Municipality and Halifax Water to undertake financial initiatives would be adversely affected. Premature investments in additional infrastructure would require deferral of competing higher priority capital projects as both entities have limited debt capacity to finance new projects. In the case of the Municipality, for example, Council has identified numerous desirable but as yet unfunded projects such as a new library, additional arenas and recreational facilities and landfill cells.

In addition, the Regional Plan warns of a substantial infrastructure gap between maintenance costs and available funds and seeks to prevent this gap from growing "through proper planning and directed settlement, decreasing the demand for new assets and reducing the costs to operate, maintain and eventually replace these assets".

Municipal servicing costs would also be expected to increase as would the time required to make certain services, such as transit provision, financially viable. Additional operating and maintenance costs will be required, estimated at between \$1 to 3 million per year, depending on

the development option chosen, without a corresponding increase in net tax revenue.

Each of the three proposed projects are also expected to require expensive upgrades to the Provincial road network to prevent the level of service on the surrounding Municipal road network from deteriorating to an unacceptable level.

Halifax Water is also facing potential financial liabilities due to current and pending changes to regulatory standards for wastewater management. In response, a wastewater functional plan, as called for under the Regional Plan, will be prepared to determine system upgrades required to satisfy performance standards, as well as priorities for implementation. This plan is expected to be completed in time for the five year review in 2011.

The Regional Plan provides guidance on the matters which are to be considered when requests are made to initiate secondary planning processes at these locations. Each of these sites has been identified as future growth areas and, at some point, initiating planning will be appropriate. However, at this time, the current inventory of suburban lands available for development is sufficient and planning for further development is premature. There is no obligation for Regional Council to accept any of these requests and there is no appeal to the Utility and Review Board in the event the requests are denied.

Property ownership should not be considered when deciding where municipal services are to be extended as property ownership can change over time. Primary consideration should be given to the Regional Planning principle to manage development to make the most effective uses of land energy, infrastructure, public services and facilities.

Council approved the Morris-Russell Lake Secondary Planning Strategy in 2005 on the understanding that Mount Hope Avenue could be extended from a new interchange on the Circumferential Highway to Caldwell Road over former lands of the Department of National Defence (DND) Shearwater base. This connection was supported by the new property owner, Canada Land Company (CLC), and was needed to allow build out of a substantial portion of the Secondary Plan Area.

Council made a sizeable investment in the interchange and other infrastructure on the understanding that this road connection could be made. DND subsequently decided that the lands may not be surplus and reacquired them from CLC. A recommendation has therefore been included that staff pursue negotiations with DND over acquiring a road right-of-way across these lands.

## BACKGROUND

### **The Requests:**

Each of the proponents was given the opportunity to provide justifications for their requests. The submissions received are presented in Attachment A :Port Wallis; Attachment B: Sandy Lake; and Attachment C: Highway 102 West Corridor.

### **The Regional Plan:**

Policy S-3 of the Regional Plan establishes the following basic decision criteria for responding to these requests:

*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.*

There are a number of other sections of the Regional Plan which have bearing on these requests. Excerpts are presented in Attachment D.

### **Background Studies:**

Two consulting studies were prepared to help assess these requests. *The Cost of Servicing Plan: Regional Planning Greenfield Sites* (CBCL Ltd., February 2009) was commissioned to evaluate the costs of providing municipal services to the three subject sites. The study estimated both capital and life cycle costs at various points in times under varying development scenarios. The study did not include any costs estimates of upgrades that may be required to the provincial highway network.

For the Port Wallis study area, the CBCL study also evaluated the costs of servicing another 865 acres of quarry lands to the north of lands designated for serviced development by the Regional Plan (see Map 2). These latter lands were included because they are within the sewershed of the Dartmouth North trunk sewer.

The study also evaluated approximately 580 acres of land designated Urban Reserve in the

Highway 102 West Corridor area which the Municipality will consider for serviced development some time beyond 2006 (Map 4).

*Employment, Population and Housing Projections for Halifax Regional Municipality: An Update* (Altus Group, July 2009) was also prepared to update projections made by Clayton Research during the preparation of the Regional Plan in 2004 (Clayton Research was acquired by Altus Group). The projections extend to the year 2026.

A copy of the CBCL, Clayton Research and Altus studies can be found at:

<http://www.halifax.ca/regionalplanning/publications/research.html>

## **DISCUSSION**

The policy criterion can be addressed by responding to the following questions:

**Is there a need for the Municipality to initiate planning for these additional growth areas at this time?**

To address this question, the Municipality's projected population growth was compared to the available capacity of serviced land. Table 1 summarizes the Municipality's projected population growth from 2006 to 2026 under three growth scenarios from the 2004 Clayton and 2009 updated Altus Study. In the final column, 50% of the estimated population growth, based on the updated Altus study is assigned to the suburbs, as called for by the Regional Plan.

**Table 1: HRM Projected Population Growth from 2006 to 2026**

<b>Scenario</b>	<b>Clayton Study (Regional Plan)</b>	<b>Altus Study (Revised)</b>	<b>Fifty Percent Suburban (Revised)</b>
Low Growth	42,480	37,005	18,503
Base Line	66,685	65,280	32,640
High Growth	98,365	95,035	47,518

The Altus study concluded that, although the population projections made in 2007 were slightly high, the most likely scenario was the base line with a population increase of 65,280 from 2006 to 2026. The study noted that the Municipality's population growth is largely dependent on projected immigration which is ultimately influenced by local employment opportunities.

Table 2 provides an estimate of the population each of the new sites could potentially accommodate on an assumed density of 18 persons per acres with 75% of the total site area being

dedicated to residential development. The areas for the Port Wallis and Highway 102 West Corridor sites only include the portions designated “Urban Settlement” by the Regional Plan.

**Table 2: Projected Build Out Populations**

	<b>Area (Acres)</b>	<b>Population</b>
Port Wallis	783	26,100
Sandy Lake	892	12,000
Hwy. 102 West Corridor	588	7,900
Total		46,000

Table 3, on the following page, provides an inventory of suburban lands available for development as of September 30, 2009 with an estimated population range that each could service. Suburban lands are defined as all lands within the Urban Service Area of the Subdivision By-law within which the Municipality is committed to allowing development serviced with central water and wastewater systems but excluding lands designated “Regional Centre” by the Regional Planning Strategy (Peninsula Halifax and Dartmouth within the boundaries of the Circumferential Highway).

In addition to known developments which had received some level of planning approval, the inventory included vacant lands exceeding 3 acres in size, excluding wetlands. Smaller vacant parcels which probably offer some additional capacity were not included and no consideration has been given to other potential suburban development site.

For example, the Community Liaison Group for the Middle Sackville community visioning exercise has recommended that the Municipality “explore the potential for water and sewer servicing options for both existing and future development which may include new technologies”. It identified substantial land holdings in the vicinity of McCabe Lake which may be suitable as a master planned community.

The Municipality clearly has made sufficient land available for suburban serviced development to allow for reasonable growth for the foreseeable future. It is estimated an additional population of 77,000 to 108,000 could be accommodated within the suburbs. The three approved Secondary Plan Areas at Morris- Russell Lake, Wentworth/Bedford South and Bedford West alone could accommodate 39,600 to 55,000 persons.

Under the baseline scenario, the population growth for the entire Municipality for the 2006 - 2026 time period is projected at 65,000. If 50% or 32,500 persons are to be directed to the suburbs, the current supply will be sufficient well past the 2026 time frame of the Regional Plan.

**Table 3: Projected Build out Capacities - Serviceable Suburban Areas - September 30, 2009**

**Western Region**

Development	Area (acres)	Projected Capacity Range	
		Low	High
Wentworth Secondary Plan Area	290	2,800	3,700
Bedford West Secondary Plan Area	220	4,000	4,300
Birch Cove (Bedford Basin)	20	1,000	1,500
Briarwood	50	660	935
Governors Brook	351	2,600	2,900
Herring Cove Village	27	209	296
Lovett Lake	55	885	1,106
Maritime Broadcasting - Tremont Drive	59	1,186	1,779
Motherhouse	75	1,500	2,250
Mount Royal	50	998	1,497
PID40550774 - Schedule K	20	390	585
Rockcliffe Village	35	700	1,050
Schedule K Lands (Mainland Halifax)	53	1,060	1,590
Westgate Golf Course Community, Timberlea	500	7,000	9,000
Vacant	767	8,747	12,985
<b>Subtotals:</b>	<b>2,572</b>	<b>33,735</b>	<b>45,473</b>

**Central Region**

Development	Area (acres)	Projected Capacity Range	
		Low	High
Bedford South Secondary Plan Area	335	2,450	3,550
Bedford Waterfront (Bedford Basin)	139	3,000	5,000
Bedford West Secondary Plan Area	1,580	28,000	30,700
Vacant	479	6,228	7,912
<b>Subtotals:</b>	<b>2,533</b>	<b>39,678</b>	<b>47,162</b>



**Eastern Region**

Development	Area (acres)	Projected Capacity Range	
		Low	High
Morris-Russell Lake Secondary Plan Area	1,100	600	11,000
PID 00403014 - Cole Harbour Road	16	120	170
PID 00401182 - Sailors Trail	11	132	187
PID 41184417 - Himmelman Drive	3	29	41
Vacant	242	3,143	4,352
<b>Subtotals:</b>	<b>1,373</b>	<b>4,024</b>	<b>15,750</b>

	Area (acres)	Low Range	High Range
<b>Totals:</b>	6,477	77,436	108,385

**How does this affect the Regional Growth Objectives?**

In support of the Halifax By Design planning process, a study entitled the *Market Survey of Downtown Halifax: Demand, Capacity and Baseline Indicators* (Turner Drake & Partners, 2008). The study concluded that even under a high growth scenario, there was sufficient development capacity on Peninsula Halifax under the proposed development regulations to meet projected commercial, residential and institutional demands past the year 2033.

The Regional Plan seeks to distribute 25% of the 2001-2006 population growth to the Regional Centres. The Halifax Design planning and regulatory documents were undertaken and approved in part to support this objective. Making additional lands available for development in the suburbs would compete with both Peninsula Halifax and Downtown Dartmouth, making the balanced approach sought by the Regional Plan more challenging.

The Regional Plan seeks to support a competitive housing market by maintaining a 15 year supply of serviced lands. Staff have therefore that these requests be reconsidered at the time of the second five year review of the Regional Plan in 2016.

Property ownership should not be considered when deciding where municipal services are to be extended as property ownership can change over time. Primary consideration should be given to the Regional Planning principle to manage development to make the most effective uses of land energy, infrastructure, public services and facilities

**What new infrastructure and services will be required to service these developments, how much will they cost?**

Staff have updated the CBCL Cost of Servicing Analysis to reflect more recent tender costs, and as well have added allowances for connection to the Provincial Highway system, and in the case of Port Wallis have added land acquisition costs for the widening of Braemar Drive.

Table 4 summarizes the incremental capital costs associated each of the three options proposed. Table 5 provides an estimate of the Municipality's share of these costs. Further details can be found in Attachments E to H.

**Table 4: Estimated Total Capital Costs**

	Transportation	Water	Sanitary Services	Connection to Provincial Highway System	Total Capital costs
Port Wallis - Area B	24,252,500	600,000	4,139,000	8,750,000	37,741,500
Sandy Lake	34,062,500	3,255,000	3,587,400	25,000,000	65,904,900
Highway 102 - Area A	20,300,000	2,960,000	14,44,250	25,000,000	49,704,250

**Table 5: Estimated Incremental HRM share (less developer cost)**

	Transportation	Connection to Provincial Highway System	Total HRM Capital costs
Port Wallis - Area B	11,105,500	6,125,000	17,230,500
Sandy Lake	2,885,000	18,125,000	21,010,000
Highway 102 - Area A	4,746,250	21,875,000	26,621,250

The cost estimates for connection to the provincial highway system in Table 5 are based on recent costs for similar work and are segregated as no assumptions can be made regarding cost sharing from either Federal or Provincial sources. In the event that cost sharing is not forthcoming, the Municipality would have to assume the total cost or allow the service level to the surrounding streets deteriorate to unacceptable levels. This outcome is contrary to the goal of the Regional Plan which strives to maintain congestion at current levels over the life of the Plan.

The CBCL Study also concluded that a substantial portion of the infrastructure for these areas was needed either in advance of development or shortly after development begins. Staff have estimates of transportation costs for each area within the first five years are presented in Table 6 (further details can be found in Attachments F, G and H). The estimates do not include any costs for connection to the Provincial highway system.

**Table 6: Estimated Transportation Infrastructure Costs Within the First Five Years**

	Total Cost	Charge Area Cost	Cost to HRM
Port Wallis - Area B	5,827,500	2,625,750	3,201,750
Sandy Lake	15,375,000	3,586,250	7,535,125
Highway 102 - Area A	14,187,500	6,514,375	6,138,500

**What are the implications to the Municipality’s Fiscal Health and its capacity to meet additional financial commitments?**

Each of these three requests brings the strong possibility of the Municipality having to assume additional debt financing to pay for infrastructure. The Municipality already has very significant challenges in the coming years to meet the demands for capital. The current five year plan allocates 80% to recapitalization projects, and this amount is the minimum amount required to maintain the condition of the assets. This amount is based on historical levels of funding, and the amount needed for recapitalization is expected to grow as the asset management program continues to study the condition of municipal assets.

Conversely, only 20% of the capital plan is dedicated to new projects including development related to investment in the master plan areas.

Council also has a list of capital priorities that are not included in the current five year capital plan, but HRM has limited borrowing capacity. The following list summarizes the capital challenges that HRM will have in the coming years:

- There is a funding shortfall over the next five years for new landfill cells, road over sizing commitment in Bedford West, breathing apparatus for Fire Services, and a trunk mobile radio system, estimated at **\$44 million**;
- Council has identified additional needs in roads and street upgrades, sidewalks, streetscaping, active transportation, ICT, and the purchase of an EMO command trailer that are not funded, estimated at **\$64 million**;
- there are several large projects on the horizon that are in various stages of development

and are not funded such as removal of the Cogswell St. Interchange, the Harbour link ferry, indoor twin turf facility, fire training facility, rural hall consolidations, Halifax forum expansion, implementing the arena strategy, Dartmouth Sportsplex Field House, and various turf projects and renovations, estimated at **\$175 million**.

In addition, the central library is not fully funded in the capital budget plan nor are various projects identified under the Indoor Facilities Master Plan. Council also has a substantial number of outstanding requests for water service extensions which have not been approved for funding.

Opening up new growth centres will not induce additional growth but simply spread it out over a larger number of growth areas. Therefore, investments which have been made in infrastructure needed to service Bedford West, Bedford South, and Morris/Russell Lake will take significantly longer to recover if development occurs in one or more of these areas at the present time. For example, if the rate of development in Bedford West is half of what was originally anticipated when the CCC was adopted, it is estimated that recovery of development related costs will be behind approximately \$4 million by 2015. The slower cost recovery exposes Council to increase risk of escalating construction costs, increasing interest rates and changing economic conditions in general.

The Municipality's operating and maintenance costs are estimated to increase by at least \$1 to \$3 million per year, depending on the option chosen, without an increase in assessment or tax revenue as the total expected development will not increase but will be spread over a larger number of sites. In the short term this will be further exacerbated as multiple developments become partly occupied while needing services. The increase in capital costs and in the longer term in operating costs increase the pressures on capital and operating budgets.

In order for requests to be considered, the Regional Plan directs that consideration be given to protecting the Municipality's fiscal health and its capacity to meet additional financial commitments. Council defined Fiscal Health at its June 16<sup>th</sup> Council meeting and accepted a series of prioritized indicators that could be used in looking at fiscal health. These included indicators of debt, sustainability, vulnerability and flexibility. Approval of any of the three proposed development areas could lead to a deterioration in the municipalities fiscal health. More critically, the Municipality's capacity to meet additional financial commitments may be seriously affected.

### **What are the implications for our current planning programs?**

Last year, Regional Council approved a multi year program for community visioning<sup>1</sup>. Seventeen communities were identified and prioritized. Penhorn Mall, Spryfield and Middle

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<sup>1</sup>The visioning program was approved at the March 4, 2008 Regional Council meeting (item 8.2)

Sackville were given highest priority and are currently being undertaken. Woodside, Upper Tantallon and Porters Lake are scheduled for the next year, followed by North Preston/East Preston, Enfield and Sheet Harbour. The Regional Plan would require that community visioning precede secondary planning for any of these requests.

Initiating additional secondary planning processes would require either that certain projects under the current program be deferred unless additional resources are made available.

The Regional Plan also directs that watershed or sub-watershed studies be prepared as part of the secondary planning processes. The secondary planning program has identified sixteen growth centres where watershed studies would be required. Three studies have been completed to date (Hubbards, Musquodoboit Harbour, and Shubenacadie Lakes) and consulting services have been requested for three others (Upper Tantallon, Lake Echo and Porters Lake).

Initiating any additional secondary planning processes would require either deferrals of planned studies or additional resources.

### **What are the implications for Halifax Water?**

Halifax Water has an approved Capital Cost Contribution (CCC) policy, which is designed to facilitate new development activity by equitably allocating the cost of master water and wastewater infrastructure across the benefiting developers. The individual CCC programs are approved by the Halifax Water Board and the NS Utility and Review Board (NSURB).

The NSURB approval requires the development of a reasonable implementation plan that does not put undue financial risk on the Utility and its rate payers. Thus while Halifax Water's CCC programs may provide some level of initial Utility investment, this requires the approval of the Halifax Water Board and the NSURB.

In addition to investments in the CCC programs for new development, Halifax Water has significant obligations for capital investments for the renewal and upgrade of its existing infrastructure to ensure the required level of service to their customers is maintained and they remain in compliance with existing and new regulations.

These combined interests provide a level of limitation on the amount of investment Halifax Water can make across multiple new development areas as they work within a defined rate structure and dept capacity.

To assist in determining future wastewater system upgrade requirements, associated expenditures and an implementation strategy, Halifax Water has initiated a Regional Wastewater Functional

Plan as called for by the Regional Plan<sup>2</sup>. This study is anticipated to take two years to complete with the study findings available for the 2011 Regional Plan five year review.

The Functional Plan will also review the wastewater requirements for designated growth areas by the Regional Plan (including the three sites subject to this request), as well as potential new wastewater treatment facilities.

From the perspective of Halifax Water, deferral of these requests until the Regional Wastewater Functional Plan is completed is preferable. At this time, it will have a better appreciation of the capital expenditures needed for system maintenance and performance upgrades. This information will be input for capital budget planning, including debt financing which can be allocated for capital maintenance and growth. The planning of wastewater systems for the requested areas while this Functional Plan is being prepared would also be premature and a potential waste of resources.

### **Conclusion**

There is an ample supply of land to satisfy the Municipality's development needs for the foreseeable future and ensure a competitive market. Planning for new communities at this time is not needed and any decision to do so would create expectations from the applicants that development would be allowed to proceed.

The financial commitments required for infrastructure could be better used on higher priority projects within the Municipality's fiscal capacity. Staff resources of the Municipality and Halifax Water would be better utilized on other projects and planning programs.

It is therefore recommended that these requests be deferred to the second five year review of the Regional Plan in 2016 and that staff continue discussions with DND regarding the extension Mount Hope Avenue needed to allow full build out of the Morris - Russell Lake Secondary Plan Area.

### **Morris-Russell Lake**

The Morris-Russell Lake Secondary Planning Strategy includes a land use and transportation plan which features an extension of Mount Hope Avenue from a new interchange on the Circumferential Highway to Caldwell Road (see Attachment I). This is an important component in preventing future development from overwhelming traffic on Caldwell Road and Portland Street. Municipal policy does not allow a considerable proportion of the secondary plan area to be developed until this connection is made.

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<sup>2</sup> Section 7.5.1 of the Regional Plan

When the Secondary Plan was approved by Council in 2005, a portion of the Shearwater base had been determined as surplus to the Department of National Defence (DND) and conveyed to Canada Land Company (CLC). CLC was supportive of extending Mount Hope Avenue over these lands. Council then approved funding for the interchange.

DND subsequently decided that these lands may be needed for future operations and reacquired them from CLC. The Municipality has made a sizeable investment in support of this project of which recovery is dependent upon infrastructure charges to be paid by future development within the Secondary Plan Area.

Staff remain convinced that the rationale for selecting this area for future growth remain valid. Better utilization can be made of existing infrastructure, such as the Woodside ferry service, and the proposed transportation extensions will allow for improved traffic circulation and transit routing.

A recommendation has therefore been included that staff pursue negotiations with DND to acquire a road right-of-way across the Shearwater lands. In the event that negotiations are not successful, Council will be advised and consideration might then be given to initiating a planning process for the Port Wallis site. In the event that build out of the Morris - Russell Lake Secondary Plan Area is not possible, the estimated service capacity of suburban lands available in the Eastern Region is reduced significantly (see Table 3, pg.8).

### **BUDGET IMPLICATIONS**

There are no budgetary implications if Council accepts the staff recommendation to defer these requests. However, if Council directs staff to initiate one or more, there will be implications for next year's budget and in future years.

Costs for preparing various studies (watershed, transportation, water and wastewater and for estimating capital cost contributions) required to prepare a secondary planning strategy at approximately \$200,000 to \$250,000 for each study area. The expenditures for each study area would be made over a four to six year period. A portion of these costs could be recovered through capital cost contribution charges at the time of subdivision approvals but only if Council approves the required secondary planning strategies. Unless other planning programs are deferred, additional staff resources would also be needed.

Expanding the amount of available land supply means tremendous new pressure on the capital budget. In addition, many municipal services will be spread out over a wider geographic area but without additional tax revenues to cover the costs.

While the developer and others are making significant contributions to the cost of new assets, the Municipality not only makes a sizeable contribution but is responsible to maintain and operate the assets. This would include snow plowing, repairing and maintaining the streets, providing

additional transit service, the cost of streetlights etc.

The Municipality would also be responsible for the eventual replacement or upgrading of those assets. There will likely be added pressure on other HRM services. Ongoing annual operating costs will range from \$1 million to \$3 million a year (\$17 to 51 million from now to 2026).

Within HRM there is available residential and commercial land far in excess of the projected long-term population growth. As a result, any residential property tax revenues from these additional areas will most likely be relocated from other parts of HRM to the new subdivisions. Additional property tax revenues that would otherwise not occur are quite minor.

### **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.

### **ALTERNATIVES**

1. Council may choose not to initiate the secondary planning processes requested at this time. Staff recommends that these requests be reconsidered during the five year review of the Regional Plan in 2016. By this time, Halifax Water will have completed the Waste Water Management Functional Plan and a financial plan review which will allow it to better assess servicing requirements and associated costs as well as its capacity to assume additional debt. The Municipality can reassess the need for additional serviced lands within its suburbs, as well as planning priorities.
2. Council may choose to accept one or more of the requests to initiate secondary planning strategies. From the staff perspective, the Port Wallis area would be the preferred choice as the available supply of serviced suburban land on the eastern (Dartmouth) side of the harbour may be come restricted in the foreseeable future in the event that build out of the Morris - Russell Lake Secondary Plan Area is not possible (see Table 2).

Staff would recommend that this option not be pursued until such time as a determination has been made whether DND would be prepared to permit an extension of Mount Hope Avenue across the Shearwater base lands to Caldwell Road. Staff are pursuing this possibility with Department of National Defence and will report back to Council.

In the event that Council decides to initiate one or more of these requests, a staff report will be prepared explaining the staff resource implications, potential changes in priorities to previously approved planning programs and a proposed public participation program.



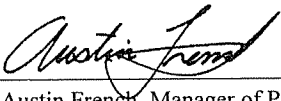
ATTACHMENTS


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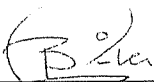
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- Attachment I: Russell Lake/Morris Lake - Future Land Use and Transportation Plan

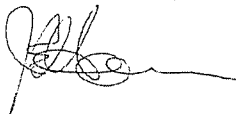
A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/agenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

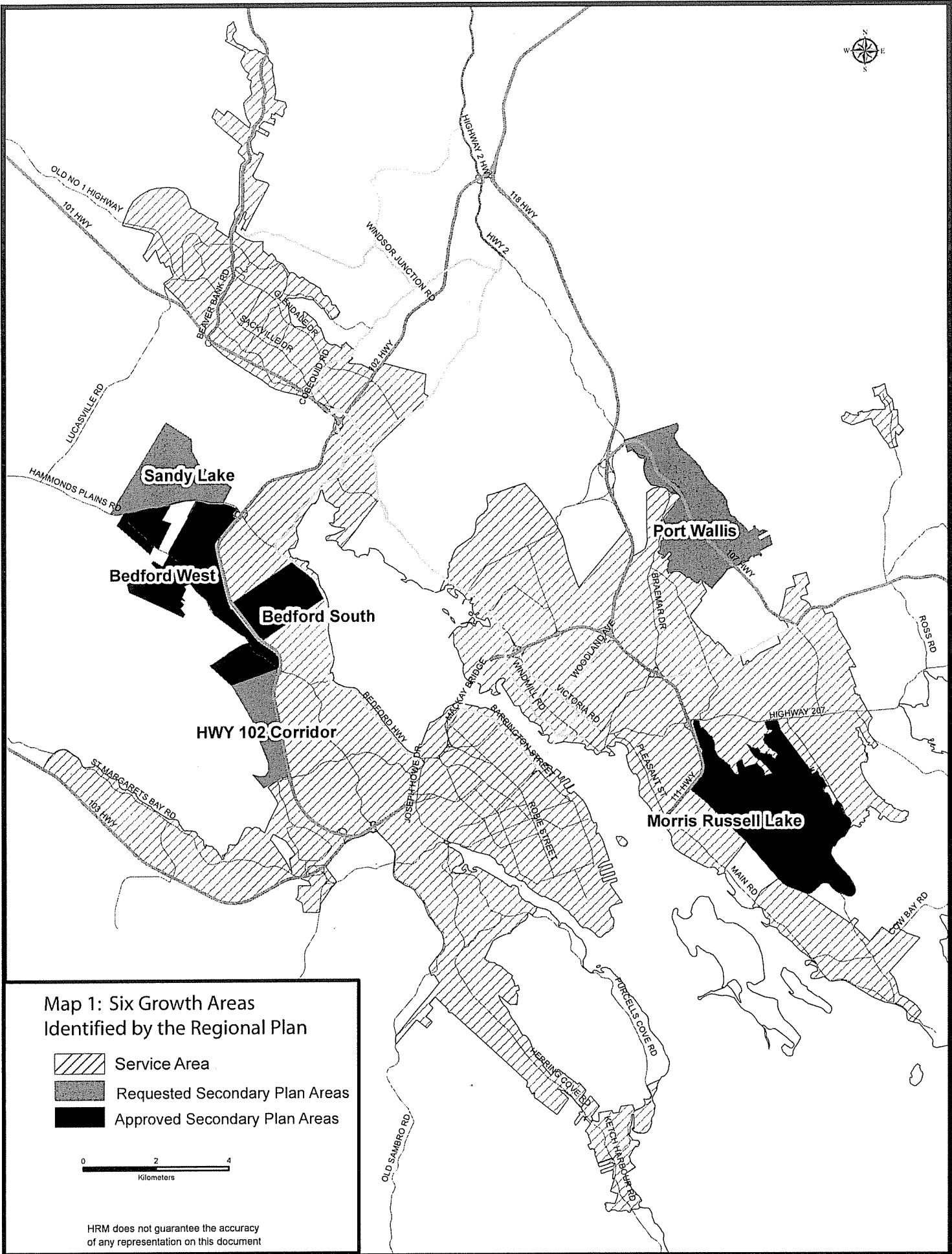
Report Prepared by: Paul Morgan, Planner, Community & Regional Planning, 490-4482

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




Report Approved by:   
Peter Duncan, Manager CCC Project, Infrastructure & Asset Management, 490-5449

Report Approved by:   
Bruce Fisher, Manager of Fiscal & Tax Policy, Finance, 490-4493

Report Approved by:   
Jamie Hannam, Manager of Engineering, Halifax Water, 490-4894

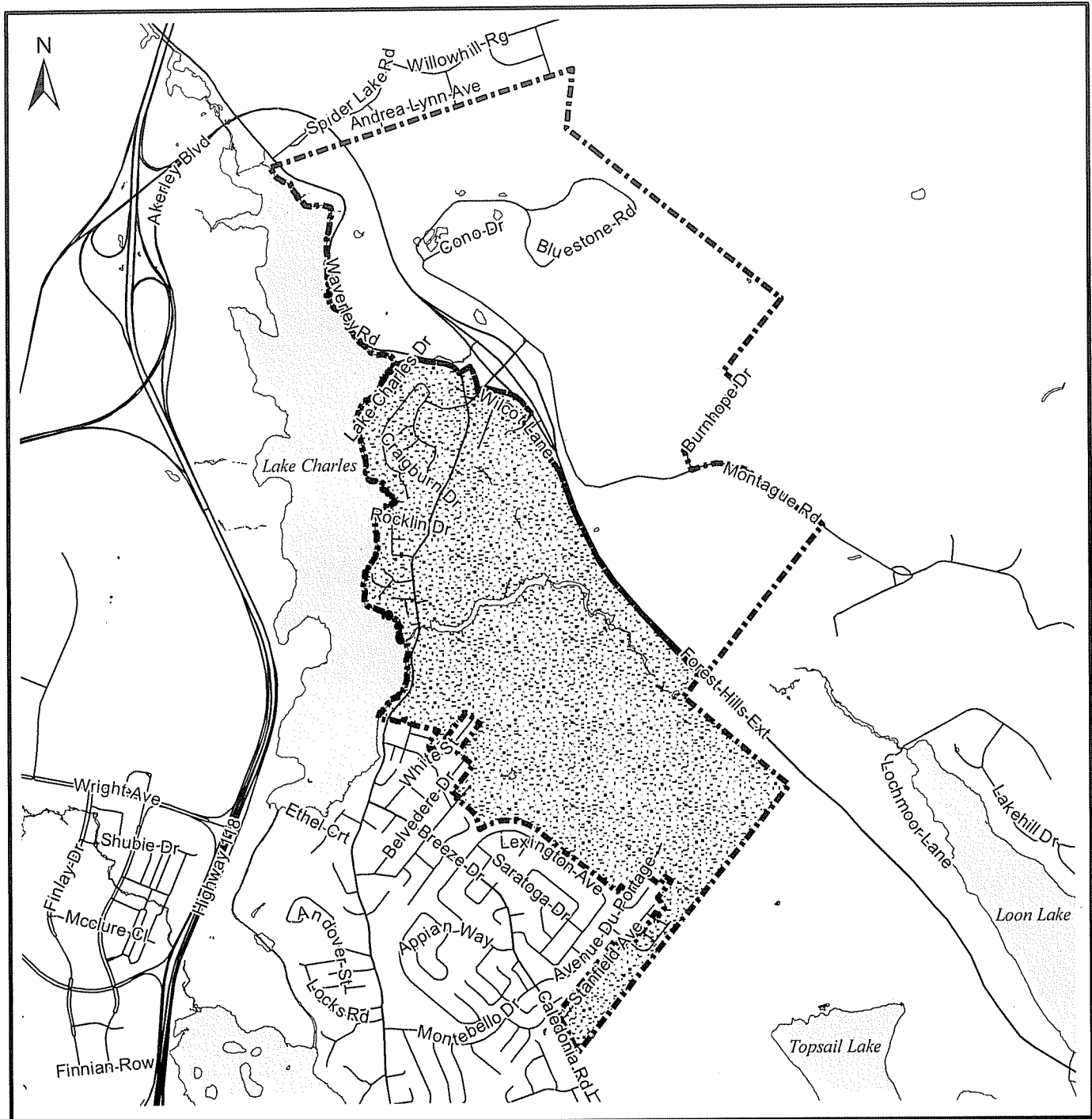


Map 1: Six Growth Areas Identified by the Regional Plan



-  Service Area
-  Requested Secondary Plan Areas
-  Approved Secondary Plan Areas

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HRM does not guarantee the accuracy of any representation on this document



**Map 2:**  
Port Wallis

-  CBCL Study Area Boundary
-  CBCL Study Area Boundary (Urban Settlement Designation)

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REGIONAL AND COMMUNITY PLANNING SERVICES

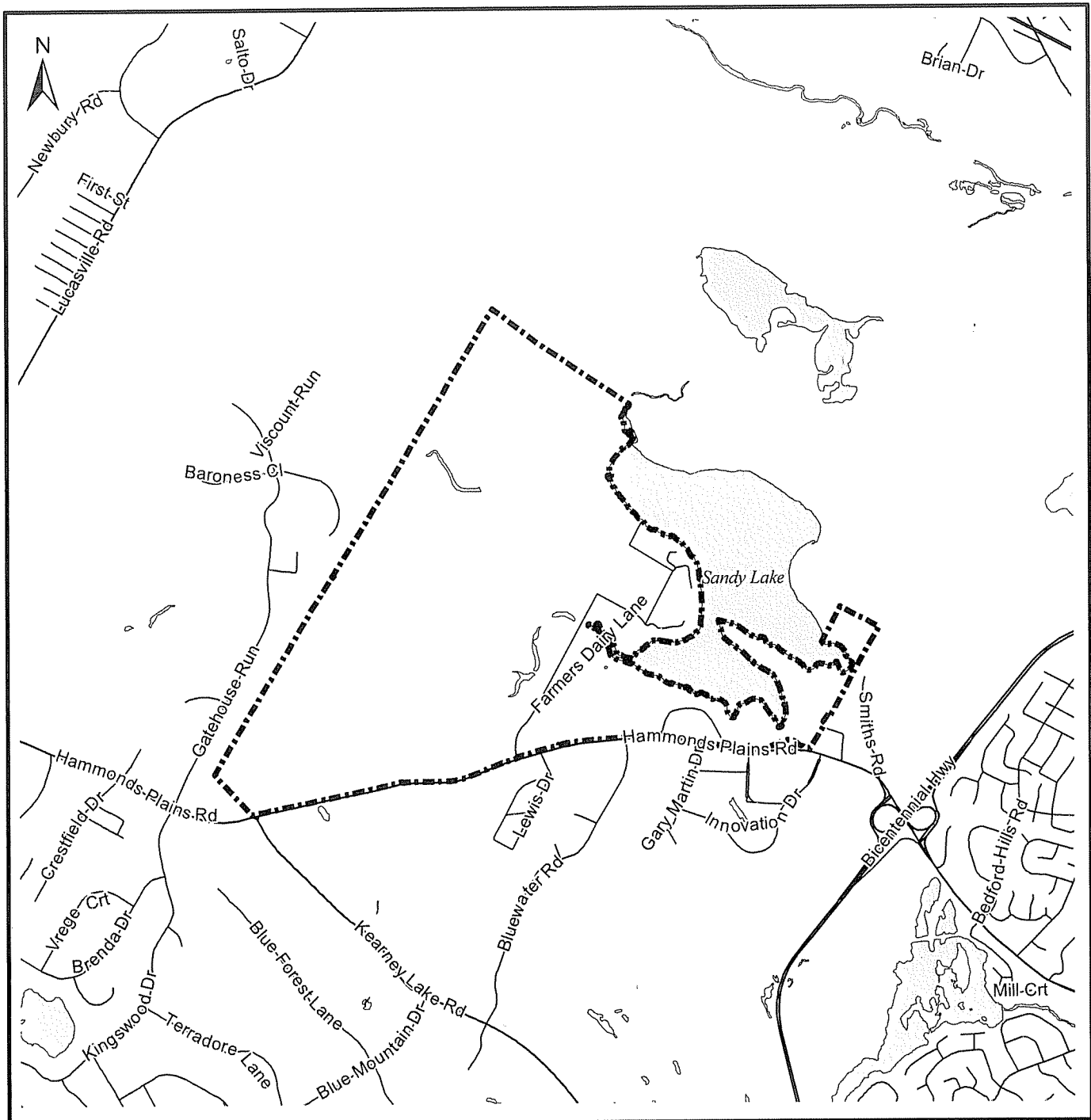
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Dartmouth and Cole Harbour Plan Areas

September 29, 2009

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**Map 3:**

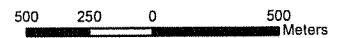
Sandy Lake



CBCL Study Area Boundary



COMMUNITY DEVELOPMENT  
REGIONAL AND COMMUNITY PLANNING SERVICES

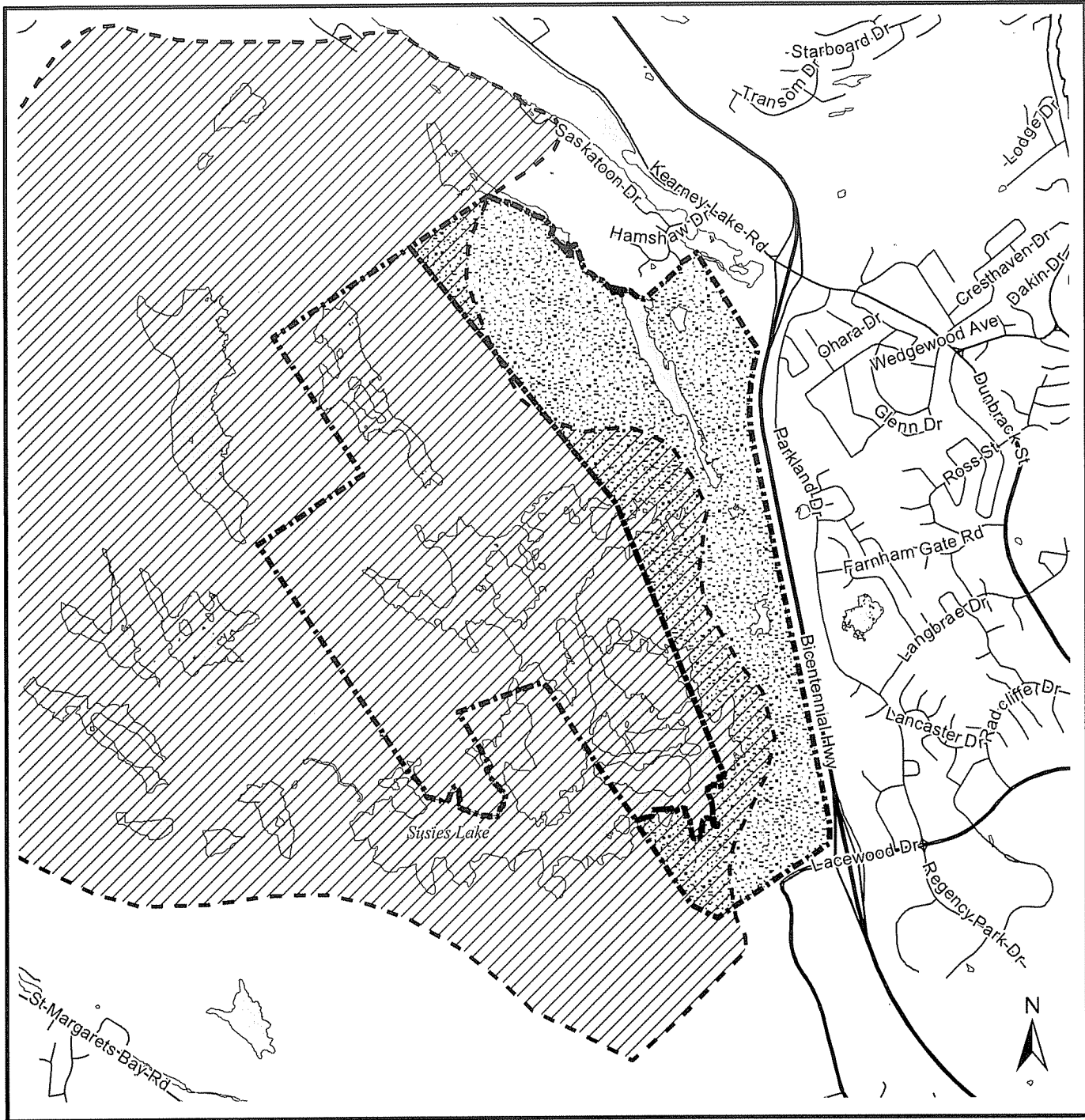


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Bedford and Beaver Bank/Hammonds Plains/Upper Sackville Plan Areas




September 29, 2009

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**Map 4:**

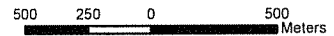
Highway 102 West Corridor Adjacent to Blue Mountain - Birch Cove Lakes Park

-  CBCL Study Area Boundary
-  CBCL Study Area Boundary (Urban Settlement Designation)
-  Birch Cove Lakes Regional Park Boundary

Halifax Mainland Plan Area



COMMUNITY DEVELOPMENT  
REGIONAL AND COMMUNITY PLANNING SERVICES



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Reference No. B07057

# Attachment A



July 15, 2009

Mr. Paul Morgan  
Planner  
Community Development – Regional and Community Planning  
Halifax Regional Municipality  
P.O. Box 1749  
Halifax, NS B3J 3A5

THE SCIENCE OF  
  
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Dear Paul:

## Re: Initiating Port Wallis Secondary Planning Process

HRM is in the process of making decisions regarding future development of the potential areas for urban growth identified in the Regional Plan. Three of the six areas identified have approved secondary planning strategies and capital cost contribution charges. The Cost of Servicing Study (February 2009) completed by CBCL Ltd. outlines the anticipated capital and lifecycle cost analysis of the three remaining urban growth areas: Port Wallis, Sandy Lake, and Hwy. 102 West Corridor.

On behalf of our clients, Armco Capital Inc, W. Eric Whebby Ltd & Frank Whebby Ltd, Unia Developments Ltd and Conrad Bros Ltd, this letter is to provide Regional Council and HRM Staff with clear justification for initiating the secondary planning process for the Port Wallis lands as identified on Drawing 1A of the Cost of Servicing Study. We provide the following points for Council and Staff's consideration.

## History

The Port Wallis area was identified in the 1971 City of Dartmouth Municipal Planning Strategy as an area for future residential growth. At the time of the City of Dartmouth MPS review, Dartmouth Council agreed to have servicing studies carried out for the Port Wallis area. Shortly after that Dartmouth City Staff indicated to landowners in the area that servicing would be available within 10 years. Again shortly after amalgamation, HRM staff indicated that upgrading sanitary sewer capacity in the Waverley Road sewer system was a priority. The necessary components for developing these lands are now complete and ready to move forward to the secondary planning process. Furthermore, the 2004 Master Plans and Greenfield Studies report recommended deferring work on the Port Wallis area until the North Dartmouth Trunk Sewer is complete. This sewer is now installed. The Port Wallis area is ready for serviced development.

## Servicing Capacity & Infrastructure

The Regional Plan stipulates that secondary planning cannot be initiated in an area unless servicing capacity exists and can accommodate the development. Development in the Port Wallis area has been constrained by lack of capacity in the trunk sewer main along Waverly Road. Upgrades to the North Dartmouth Trunk Sewer are complete and enable future sanitary servicing to Port Wallis, Dartmouth Crossing, and Burnside

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1 Spectacle Lake Drive  
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Canada B3B 1X7

tel 902.835.9955  
fax 902.835.1645

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North. The Cost of Servicing Study identifies that the sanitary infrastructure requirements to bring the North Dartmouth Trunk Sewer from the east side of Lake Charles, across the south end of the lake to Dartmouth Crossing is a viable option. A single central servicing (water, sanitary, power, gas) corridor through Shubie Park presents a feasible option that could benefit all utilities.

Regarding transportation infrastructure, the Port Wallis area is ready for development without requiring substantial off-site transportation infrastructure upgrades.

### **Fiscal Health**

Regional Council approved a definition for Fiscal Health on June 16, 2009. Under the policies of the Regional Plan, in order to initiate secondary planning strategies for the potential areas for urban growth, the growth area must be considered relative to the Municipality's fiscal health and capacity to meet additional financial commitments. The approved definition for Fiscal Health includes the ability to continue to meet the needs of HRM's citizens in the future by maintaining or enhancing the level and quality of services.

With the lowest Cost Per Unit Area for full development of Port Wallis, developing this growth area could contribute to HRM meeting the Fiscal Health requirements and save funds to meet future financial commitments.

Additionally, Councillors for the Dartmouth area and landowners have identified that there is a lack of available land for development in Dartmouth. During the time required to move through the secondary planning process and undertake infrastructure upgrades this demand will increase, which should assist in ensuring that capital cost contributions are recovered in a timely manner.

### **Affordable Housing**

One objective of the Port Wallis Master Plan area is to provide housing that is more affordable. Dartmouth has a history of providing housing that is more affordable within HRM. The lower costs for infrastructure combined with smoother terrain and less surface bedrock allows development in the Port Wallis area to proceed with lower costs than in other areas. Further, the principal landowners for Port Wallis are experienced developers with detailed knowledge of local conditions and they firmly believe that they and their consultants can work with HRM Staff to further reduce infrastructure costs relative to current projections.

### **Mixed Use Community**

Developing the Port Wallis area serves to meet one of the underlying intents of the Regional Plan: To create walkable, mixed-use communities where people are close to major employment centres (Burnside Industrial Park, Dartmouth Crossing, and internal business nodes proposed within the Master Plan area). Port Wallis will include 'mixed-use' areas, which are intended to provide multi-unit residential intermixed with commercial and office uses. Surrounding the mixed-use nodes are areas of medium (townhouse and semi-detached) and low (single family units) density developments.

This range of housing type and other land uses is ideal in creating a new sustainable mixed-use community providing opportunities for a variety of incomes and lifestyle choices.

### **Development Timing**

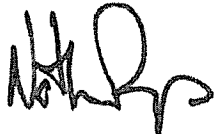
Development timing is another important consideration. The secondary planning process and any additional planning strategy amendments associated with the urban growth areas could require several years to complete. In anticipation of this, demands for development in the Dartmouth area will continue to mount as more people migrate to the urban centre of HRM influenced by employment opportunities. The Regional Plan notes that population will likely rise by about 84, 400 persons by 2031. Initiating the Port Wallis secondary planning strategy process is essential to meeting the future needs of citizens of HRM seeking a variety of housing options and locations within HRM. Given the considerable amount of time required to move through the secondary planning process, Regional Council needs to make a decision on moving forward with Port Wallis now.

We look forward to starting the secondary planning process for Port Wallis in the near future.

Should you have any comments or questions, please contact the undersigned.

Yours truly,

TERRAIN GROUP INC.

A handwritten signature in black ink, appearing to read "Nathan Rogers".

Nathan Rogers, MPLAN  
Project Planner

- cc. Mr. Andrew Younger
- Mr. Rob MacPherson
- Mr. and Mrs. Unia
- Mr. Wayne Whebby
- Mr. Vince Whebby
- Mr. Kim Conrad



B07420

July 20 2009

Attachment B



Mr. Paul Morgan
Planning Services
2nd Floor, Alderney Gate
Dartmouth, Nova Scotia
B2Y 2N5

THE SCIENCE OF
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Dear Paul

Re: Sandy Lake, Master Plan Area

Following on from your e-mail correspondence (June 12, 2009) we are pleased to provide you with further justification for making a recommendation to Council to initiate a Secondary Planning Strategy for Sandy Lake. This correspondence serves as additional information to our original application that was placed on hold pending the release of the draft CBCL Cost of Servicing Study to Regional Council.

Summary

We believe it is appropriate to initiate the Secondary Planning process for the Sandy Lake lands now for the following reasons:

- 1. The Regional Municipality Planning Strategy (RMPS) identifies the Sandy Lake lands as one where urban growth will occur.
2. Due to its close proximity to Bedford West, where significant infrastructure has already been planned for construction, the Sandy Lake lands can be developed in a cost-effective manner, thereby leveraging the already committed-to investment in the Bedford West infrastructure.
3. The Sandy Lake lands are the most cost-effective to develop as identified in the recently completed CBCL Cost of Servicing Study.
4. The Sandy Lake lands provide the unique opportunity for positive cash flow to HRM during development of Phase 1, thereby mitigating the financial risk to HRM.
5. The Sandy Lake lands provide the unique opportunity to "average" the capital cost contribution (CCC) process with the adjacent Bedford West development. This averaging eliminates HRM's risk associated with the pace of development in Bedford West due to competing development projects.
6. The geographical location of the Sandy Lake lands provides for ease of access to existing major transportation routes supporting public transportation opportunities. The Sandy Lake lands are also near substantial recreation and employment centers, providing for ease of access by residents.
7. Recognizing the estimated six-year timeline for further review and approval of the Sandy Lake lands, initiating the Secondary Planning process now will provide for occupancy of new residential dwellings in 2016/2017. If this occurred it would be approximately 10 - 11 years after the adoption of the RMPS and 40% through the 25 year planning horizon contemplated by the RMPS.

Terrain Group Inc.
1 Spectacle Lake Drive
Dartmouth, Nova Scotia
Canada B2Y 2K7
Tel: 902-835-0255
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## Planning

Under the Regional Municipal Planning Strategy (RMPS) the lands are designated (Map 2) as Urban Settlement and under Section 3.1 identified as one of six sites where new urban growth will occur over the next 25 years subject to the completion of a Secondary Planning Strategy. Under Policy S-3 the policy states:

*"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 deficiency 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."*

The following provides justification in context to the above policy along with other merits that in our opinion support the request to initiate the Secondary Planning process.

### **(a) Protect the fiscal health of HRM and its capacity to meet additional financial commitments**

In February 2009, CBCL carried out a Cost of Servicing Study on behalf of HRM relating to three of the master plan areas, including Sandy Lake lands. The report indicated the Sandy Lake lands would be the most economical to develop in regards to infrastructure costs. This is further supported when taking into account its geographical location to existing and new infrastructure being constructed as part of the Bedford West development.

Another key aspect regarding how Sandy Lake can assist with the Capital Cost Contributions (CCC) relates to the proposed development phasing. It is anticipated that the Bedford West Sanitary system will not be fully completed such that a connection can be made to the Sandy Lake lands within the potential timeframe of when lots could be ready for sale (six years plus). We have carried out detailed analysis of the development process and envisage the Phase 1 portion of Sandy Lake could be diverted to the Mill Cove Treatment Plant temporarily at no cost to HRM until such time as the Bedford West sanitary system is fully constructed and the ultimate connection can be made. This scenario would provide HRM with positive cash flow for Phase 1 of the Sandy Lake lands. As the development proceeds, the developers of Sandy Lake will assume their costs associated with ensuring all sewage flow from Sandy Lake will ultimately be directed to the Halifax collection system through a CCC process. A sketch illustrating this point is attached.

In relation to the CCC charge, we envisage that Sandy Lake lands have the unique opportunity to be included within the Bedford West charge area with costs being averaged out over the two areas. By adopting this approach, Council will be able to recover its costs for the overall infrastructure in the area while reducing the risk associated with creating a new charge area and additional infrastructure. When the Bedford West and Sandy Lake lands are combined into one CCC area and the costs averaged, HRM can include appropriate carrying costs as part of the CCC calculation to recognize the anticipated, and perhaps extended, timeframe for full buildout.

**(b) Address any deficiency 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.**

Sandy Lake lands are ultimately interlinked with the infrastructure work being constructed for development of the Bedford West lands. The development of the Bedford West lands involve significant infrastructure such as widening of the Hammonds Plains Road, development of a new interchange and installation of a new sanitary sewer system that will connect to the Halifax system. These infrastructure works address existing deficiencies in the Municipal Service Systems to accommodate growth.

We are of the opinion that oversizing of the proposed Bedford West sanitary sewer system should occur to accommodate for the future growth of Sandy Lake lands. From a best planning practice and sustainability perspective it is our opinion that it would be a lost opportunity to not oversize the sanitary system to accommodate for future growth irrespective of when Sandy Lake lands are developed. If oversizing does not occur, it will lead to significant and additional Capital Costs along with significant disruption to new residents of the area. By enabling the Secondary Planning Strategy process, Council will begin the process for Sandy Lake to eventually be developed and provide CCC's that will support cost recovery for the oversizing along with other infrastructure works being carried out.

With this infrastructure being installed, and given the clear intent to develop the Sandy Lake lands within the next 25 years from the date of inception of the RMPS (2006), it would be a cost effective and efficient use of infrastructure.

**Other Matters**

**Timelines**

It also important to place the timing of Sandy Lake development in context to the overall planning process and its link with the existing Capital Cost Contributions. Based on the processes related to enabling Sandy Lake lands to be developed, and on the assumption it will receive approval at the Council meeting in September 2009 to initiate the Secondary Planning Strategy process, we envisage the first lots potentially being available for sale by 2016-2017. This being a 10-11 year timeframe from inception of the RMPS (almost half of the 25 years in which the future lands are identified to be developed). The time frame from initiating the Secondary Planning process for Sandy Lake lands is anticipated to be approximately 6-7 years before any lots are sold.

Please see attached sketch showing the estimated development timeframes.

**Geographical Position**

Sandy Lake lands are geographically positioned to provide a mix of urban development that is directly accessible to major transportation corridors (being Highway 102 and Hammonds Plains Road). These transportation corridors provide direct access to Downtown Halifax and other major urban centers. The ability to provide higher density residential development near major road corridors also provides greater support for public transit, such as the proposed park and ride bus facility in Bedford West and fast ferry services proposed for the Bedford Waterfront.

Bedford West is also being developed with significant recreational (e.g. fourplex ice rink) and commercial business campus that future residents of Sandy Lake will be able



to access. The Sandy Lake development is located within easy access of these services for both recreational, employment and shopping purposes.

**Conclusion**

We trust the above illustrates sound reasoning why HRM Council should initiate a Secondary Planning Strategy for the Sandy Lake lands and demonstrates consistency with Policy S-3. This approach would be consistent with the intention of the RMPS; it would maximize the utilization of both existing and new infrastructure and be carried out in a timely manner that reflects potential timeframes with Bedford West. When infrastructure costs and the potential for positive cash flow for HRM are considered, it is our opinion the most cost effective approach would be to proceed with the Sandy Lake Master Plan area.

We look forward to meeting up with you to cover any issues or concerns you and your team may have in order to carry out the necessary work in addressing these.

Yours sincerely,

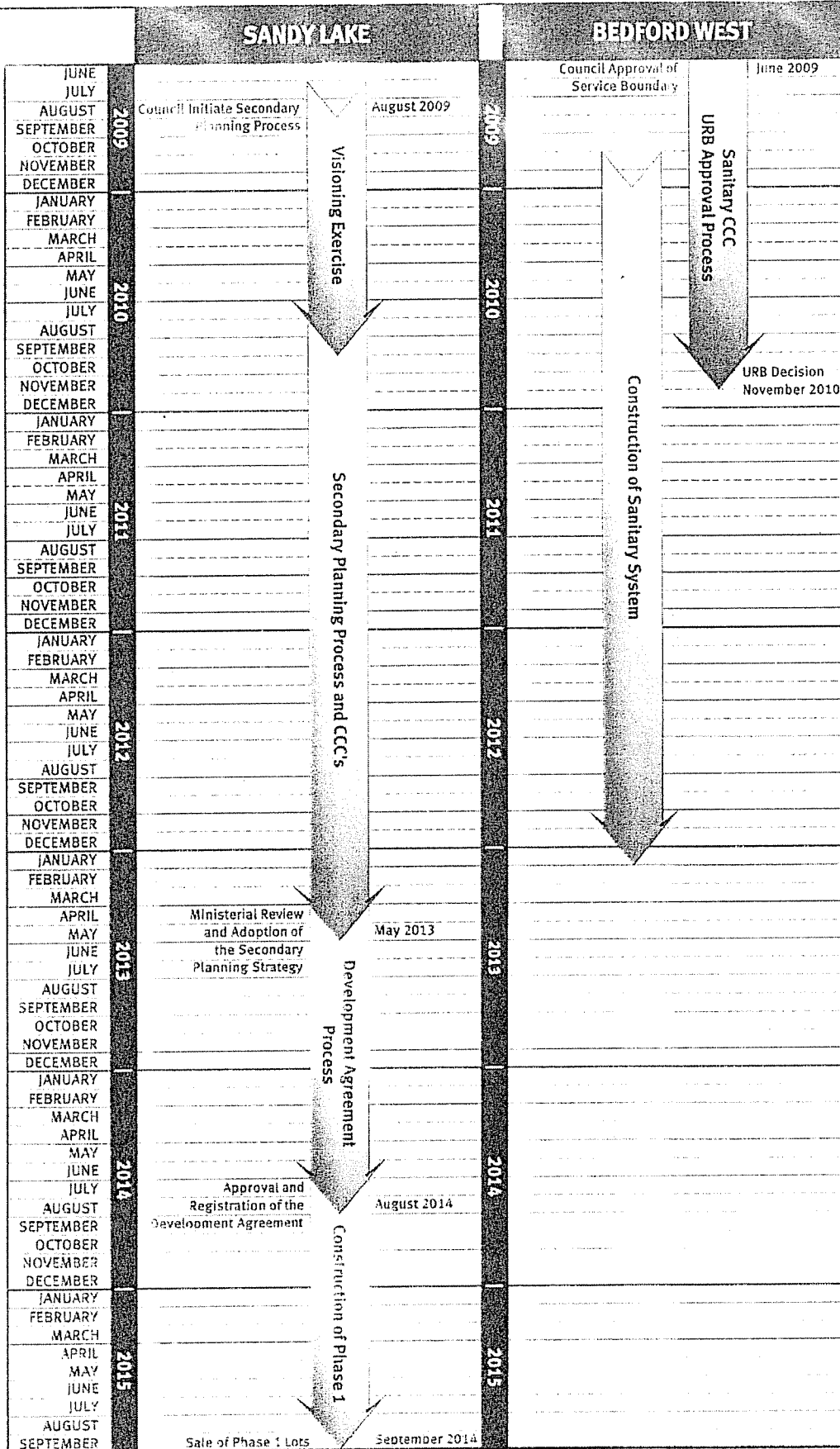
TERRAIN GROUP INC

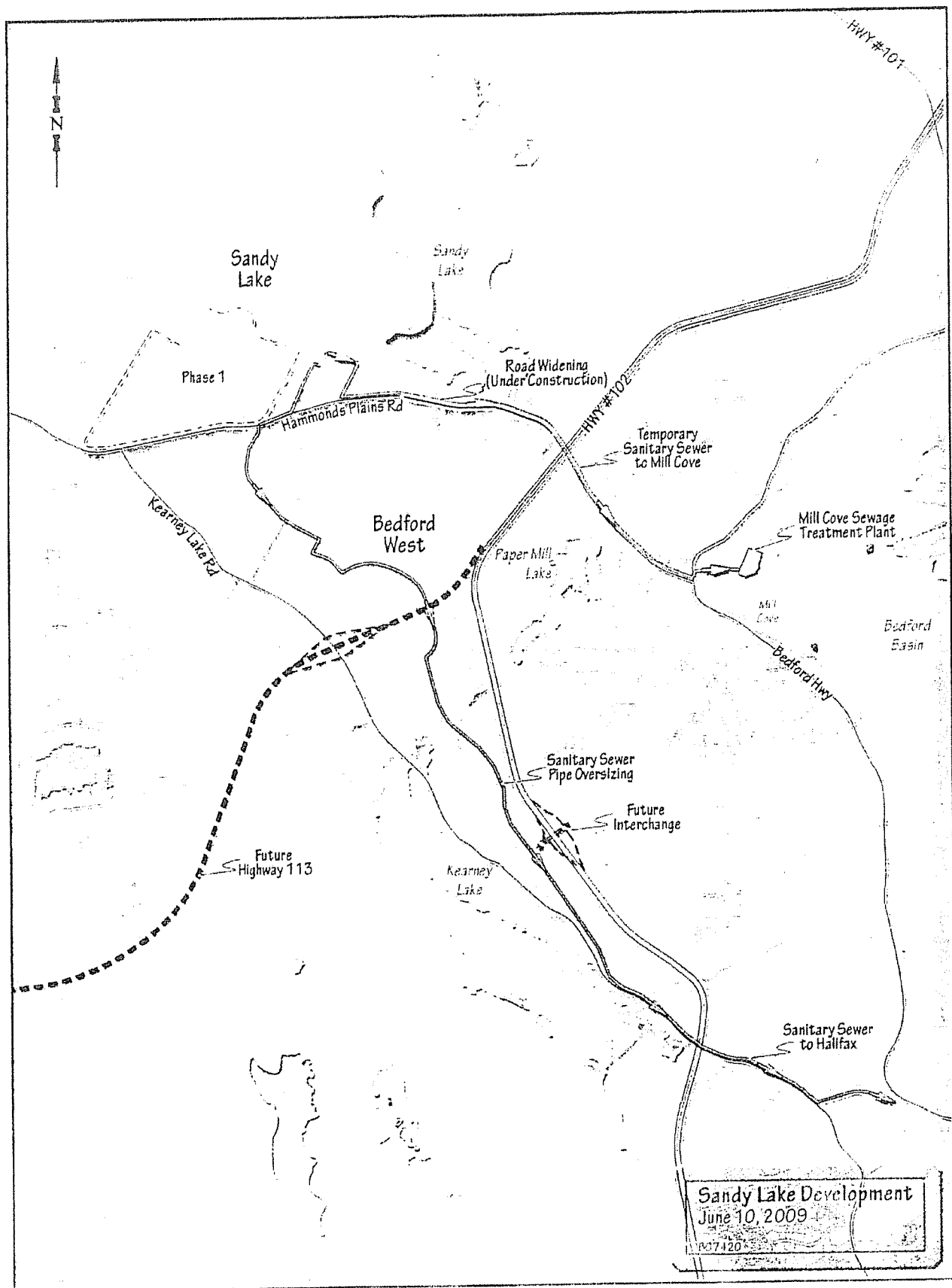
A handwritten signature in black ink, appearing to read "Nick Pryce", is written over a horizontal line.

Nick Pryce, MCIP, LPP, MNZPI  
Project Manager/Senior Planner

Cc: Rob McPherson, Armco Capital  
Austin French, HRM  
Thea Langille, HRM

**Draft Bedford West CCC Servicing and Sandy Lake Secondary Planning Strategy Approval Process**



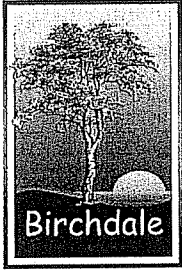


Attachment C

**Highway 102 West Corridor Area  
Secondary Planning Application**

Submitted to HRM Regional Council By:  
**Annapolis Group Inc.**  
**Armco Capital Inc.**  
**Gateway Materials Ltd.**  
**Sisters of Charity**

**July 31, 2009**



## Birchdale Projects Inc.

---

165 Hammonds Plains Road  
Bedford, Nova Scotia  
Canada B4A 4C7  
tel 902 832 2519  
fax 902 832 2922

July 31, 2009

Mayor Peter Kelly and Members of Regional Council  
Halifax Regional Municipality  
P.O. Box 1749  
Halifax, Nova Scotia  
B3J 3A5

**Re: Highway 102 West Corridor Area Secondary Planning Application**

Dear Mayor and Councillors:

We are pleased to provide the attached information in support of our application to proceed with the secondary planning process for the private land holdings in the Highway 102 West Corridor area. As you know, urban serviced development of this land for mixed residential and commercial use was envisioned over 30 years ago by the former City of Halifax, and there have been many municipal directed studies which confirm the ease and economic benefits of servicing and integration with adjacent areas which have already been developed.

Given the typical time to complete a master planning process in HRM, we feel it is now the time to officially commence the secondary planning of this area of common planning interest. In that regard, over the past two years, we have discussed the project with HRM Staff and other interested parties. Based upon these discussions and our own research, there are no legal, structural, procedural or economic reasons why our application should not proceed at this time.

The most frequently asked questions about our holdings pertain to the need to open up or make available additional inventory of serviced land, and a desire by some to have HRM accumulate even more parkland than the recently announced Blue Mountain - Birch Cove Lakes Provincial Wilderness Area that abuts our land. This Provincial wilderness area as it now stands is  $\frac{1}{4}$  the size of Peninsular Halifax.

There are clearly no negative fiscal or economic impacts to HRM from our application as we will not be asking HRM for any funding support beyond 5% of the transportation costs identified in the 2009 CBCL Cost of Servicing Study. Given the need for additional studies and public input in the secondary planning process, we expect it will be at least five to seven years before new development is available for the market. The project will be privately financed and driven by market-based investment decisions. This competitive and open market philosophy is reflected in the June 2, 2009 Regional Council motion that our application "be dealt with fairly and not stymied" by direct or implicit linkages to prevailing or anticipated future market conditions, and the commitments made to other large developments which were recently granted significant fiscal support by HRM.





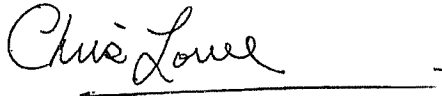
His Worship Mayor Peter Kelly and HRM Councillors  
July 31, 2009  
Page 2

Easy and early access to the large Provincial wilderness area and the man-made lake system on our lands, and a commitment to maintain over 20% of the site as open space and protected areas will benefit all residents and visitors to the Halifax Region. We will undertake these initiatives at our cost. If HRM desires even more open space, our proposal contains the option of transferring development densities. This option will not place any financial burden on HRM as expensive land (or island) purchase or expropriation is avoided. It can also concentrate development to provide more efficient land uses and service provisions.

Our initial commitment is to provide current residents and visitors to HRM with access to the large Provincial wilderness area that abuts our holdings. We will install an access road to this wilderness area at no cost to HRM before surrounding areas are required by the market. This approach will provide for maximum interaction between all parties, and will ensure that the property is developed based upon best practices. Annapolis Group have been the proud stewards of this watershed area for decades, and with the other private property owners recognize the need to build a mixed use and transit friendly community that enhances the physical setting and enables healthy lifestyles.

We look forward to working with you and the area constituents over the next several years.

Your Truly

A handwritten signature in cursive script that reads "Chris Lowe". The signature is written in black ink and is positioned above a horizontal line that serves as a separator between the signature and the typed name below.

Chris Lowe, MBA  
President, Birchdale Projects Inc.

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## Executive Summary

The four property owners in the Highway 102 West Corridor area are pleased to submit our application to Regional Council to commence the secondary planning process for our holdings.

This area has been designated for urban serviced development for over 30 years by the former City of Halifax and the Halifax Regional Municipality (HRM). Surrounding developments have created the setting where the area is a large vacant urban site of common planning interest (with an active quarry). Immediately south of this area is the Bayers Lake Business Park and to the east is the Clayton Park West area of Mainland North. To the north is Bedford West and adjacent to the west is 3,242 acres of Crown land that was recently designated as the Blue Mountain – Birch Cove Lakes Provincial Wilderness Area.

Today, the area is very close to numerous urban services and amenities that have available capacity to accommodate our application. The phased development of our holdings will be integrated with surrounding built-up areas and will not burden the municipality with expensive off-site capital costs or the negative tax revenues that typically occur with low density forms of residential subdivision in greenfield settings. The result will be positive impacts on HRM's fiscal capacity and full compliance with Policy S-3 of the Regional Municipal Planning Strategy (MPS).

A draft conceptual community plan is included in the application that contains our suggestions on master planning of the area. These ideas can form the basis to commence the secondary planning process. The draft plan includes a road layout and suitable development areas already accepted by Regional Council from other HRM funded studies. It focuses on a mix of transit and pedestrian-friendly land uses with small building footprints so that more open space can be retained. This environmentally sensitive form of development will result in over 20% of the site being retained as open spaces and shoreline protection areas.

The proposed land use distribution (including open space and protection areas) is:

- Business Park/Commercial/Mixed Use: 24%
- Higher Density Residential: 16%
- Medium Density Residential: 15%
- Longer Term Development: 40%
- Quarry Pit Reclamation: 5%.

Our application contains a number of actions that will provide all residents of HRM with easy access to the area's man-made lakes and the new Blue Mountain - Birch Cove Lakes Provincial Wilderness Area at no cost to the municipality. The result is an application that:

1. Places no burden on HRM's fiscal health.
2. Efficiently uses surplus capacity in existing municipal service systems.
3. Complies with the growth management goals of the Regional MPS (compact and efficient land use, housing choice, mixed use and walkable communities, cost-effective services that promote economic efficiency and sustainability).
4. Is aligned with the four strategic areas of the Regional MPS (growth management, healthy communities, environmental asset management, integrated land use and transportation planning).

Our financing proposal has the private sector picking up +/- 95% of the costs of growth-related transportation infrastructure and all other costs. The private sector's investments in the project will approach \$2.5 billion. Based upon the 2009 CBCL Cost of Servicing Study, we anticipate that HRM will be responsible for around \$750,000 of the \$12,240,000 in transportation costs listed in this report and based upon the current surrounding road system. The result is an expected cost to HRM of around \$600 per acre. Halifax Water's off-site obligations for the provision of sanitary services will be less than \$1,000 per acre and will be recovered as development occurs.

The private sector's investments will require over 40,000 person years of employment to complete, and will contribute more than \$1 billion in wages and salaries (new household income).

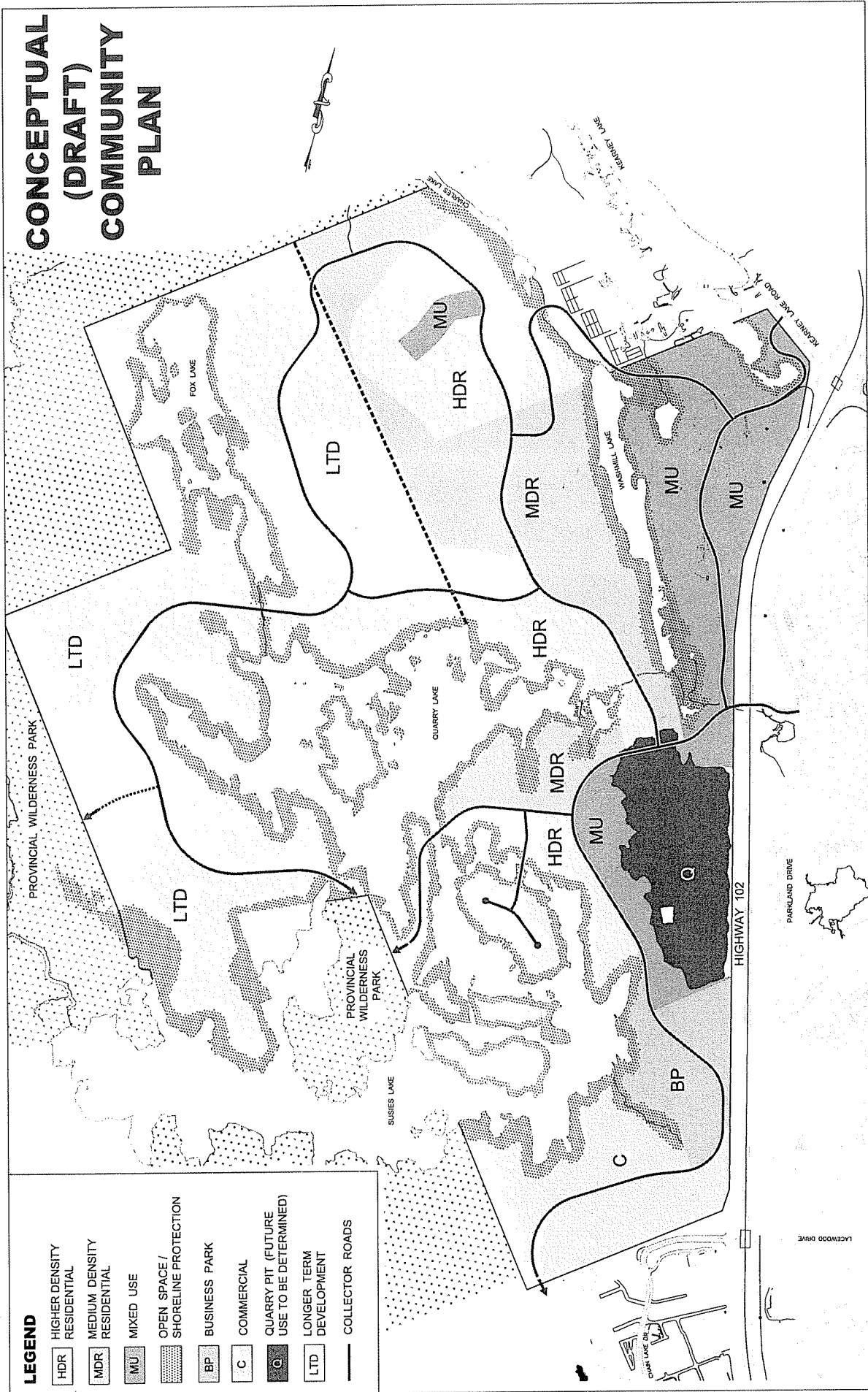
HRM's annual tax revenues from the land use mix in the draft plan (with longer term development areas used for residential) should be over \$40 million with positive impacts on HRM's fiscal capacity. Of this total, more than \$26 million will be provided to the general tax rate for municipal services while the remainder will include supplementary education, fire protection, education (Halifax), and Province of Nova Scotia contributions.

Our vision is to work with HRM on the secondary planning of our holdings with the result being a master plan that is approved by Regional Council that links the environment and the economy with mixed use developments, compact business campuses and pedestrian-friendly neighbourhoods that allow for the retention of shorelines and open spaces.

As stewards of the area, we have already expended millions of dollars (without government assistance) to retain environmental quality; including upgrading the privately-owned dams on the man-made lake system to nationally accepted standards. We will ensure that our holdings are integrated with surrounding residential, commercial and wilderness areas to provide a richer experience for current residents, and better utilization of adjacent services, facilities and amenities. The resulting master plan will improve HRM's fiscal capacity as the private sector finances almost all the capital costs.

## Conceptual (Draft) Community Plan

# CONCEPTUAL (DRAFT) COMMUNITY PLAN



# 1 Introduction

## 1.1 Applicant Information

The four property owners in the Highway 102 West Corridor area are pleased to submit our application to Regional Council to commence the secondary planning process for our holdings. The four property owners are:

- Annapolis Group Inc.
- Armco Capital Inc.
- Gateway Materials Ltd.
- Sisters of Charity.

The contact for the application is:

Chris Lowe, MBA  
President  
Birchdale Projects Inc.  
165 Hammonds Plains Road  
Bedford, Nova Scotia, B4A 4B9  
Phone 902-219-1234  
Fax 902-832-2922  
Email [clowe@birchdaleprojects.ca](mailto:clowe@birchdaleprojects.ca)

Our submission is presented in three sections.

Section 1, Introduction, provides an overview of our commitments and approach to site master planning. Section 2, Development Concept (Draft), outlines the area's development suitability, physical form and our work-to-date on a draft master plan that forms part of our application. Section 3, Business Case, details how our application is compliant with the approval-to-proceed tests in Policy S-3 of the Regional Municipal Planning Strategy (MPS). The positive municipal tax impacts and economic impacts are also defined.



## 1.2 Applicant Commitments

The Highway 102 West Corridor area has been designated for urban serviced development for over 30 years. Surrounding developments have now created the setting where the area is a large vacant urban site of common planning interest (with an active quarry) immediately surrounded by existing or planned intensive urban development. South of this area is the Bayers Lake Business Park and to the east is the Clayton Park West area of Mainland North. To the north is Bedford West and immediately to the west is 1,312 hectares (3,242 acres) of Provincial Crown land that was recently designated as the Blue Mountain – Birch Cove Lakes Provincial Wilderness Area.

Today, the area is very close to numerous urban services and amenities that have available capacity to accommodate new growth at no cost to HRM. As proposed in this application, development will be integrated with surrounding neighbourhoods and commercial areas. There will be no burden to the municipality with expensive off-site capital costs, additional “soft costs” or the negative tax revenues that typically occur with low density forms of residential subdivision in greenfield settings. The result will be positive impacts on HRM's fiscal capacity.

With this application, we are committed to work with HRM on the secondary planning of the Highway 102 West Corridor area to:

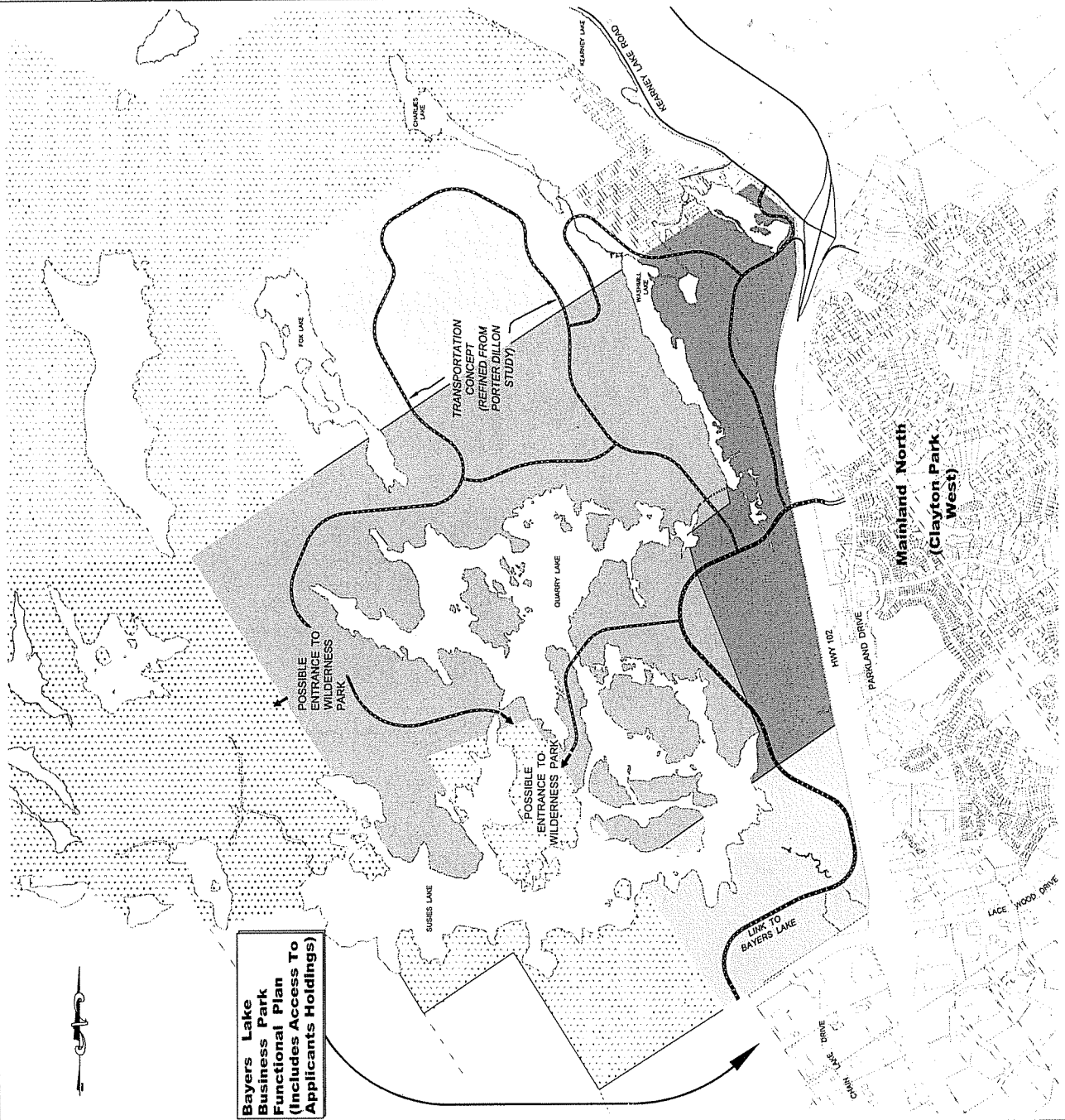
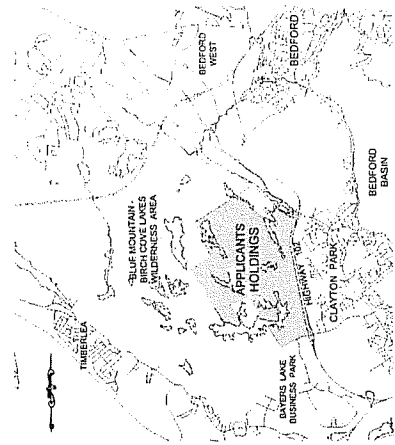
- Link the environment and the economy with mixed use developments, compact business campuses and pedestrian-friendly neighbourhoods that allow for the retention of shorelines and open spaces.
- Provide transit and active transportation (non-motorized movement) alternatives to the private automobile, with the result being healthier lifestyles and a smaller carbon footprint.
- Integrate with surrounding residential, commercial and open space areas to provide a richer experience for current residents, and better utilization of adjacent services, facilities and amenities.
- Place no new (net) burden on HRM's fiscal capacity by private sector financing of most costs.

**Regional Context & Integration**

**Applicants Holdings**

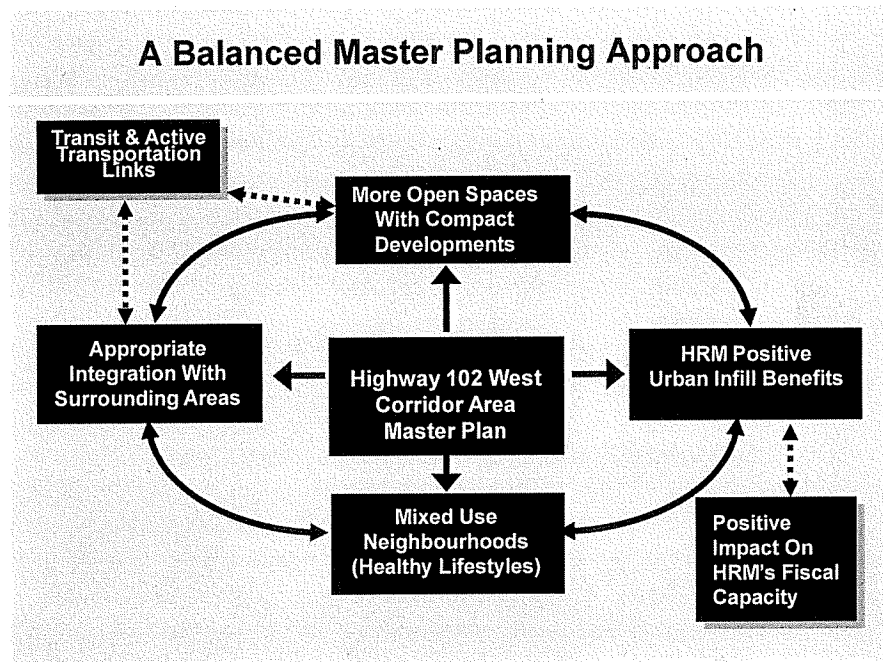
- Sisters of Charity
- Annapolis Group
- Armco Capital
- Gateway Materials (Active Quarry)

Province of Nova Scotia  
 Blue Mountain - Birch Cove Lakes  
 Wilderness Area  
 (3,350 Acres)



**Bayers Lake Business Park Functional Plan (Includes Access To Applicants Holdings)**

We are proposing, at our cost, a number of actions that will increase the amount of open space and provide all residents of HRM with easy access to the new Blue Mountain - Birch Cove Lakes Provincial Wilderness Area in the first phase of development. The result is a master plan that places no burden on HRM's fiscal health, can easily be accommodated by municipal service systems and complies with the growth management goals of the Regional MPS. The master plan is also aligned with the four strategic areas of the Regional MPS (growth management, healthy communities, environmental asset management, integrated land use and transportation planning).



HRM has negotiated capital cost contribution (ccc) charges for other master planning areas that place a relatively large portion of the financial burden of development-related financial risk with the municipality. In other areas, HRM has been responsible for the financing and building of infrastructure, and then collecting and distributing ccc charges.

Our application uses an approach that eliminates any risk exposure to HRM as we will finance and build infrastructure while HRM's responsibility will be the administration of ccc charges. When the Secondary Plan (Master Plan) is presented to Regional Council, we prefer to retain the option to privately finance the growth-related (municipal) capital costs and have HRM function as the facilitator, and not the financier, of developer-related charges.

## 2 Development Concept (Draft)

### 2.1 Development Suitability

The lands have been the subject of extensive environmental, development and servicing-related studies undertaken by the City of Halifax and HRM that have been accepted by Council. These studies all conclude that the area is the preferred location for serviced development at relatively low cost to HRM.

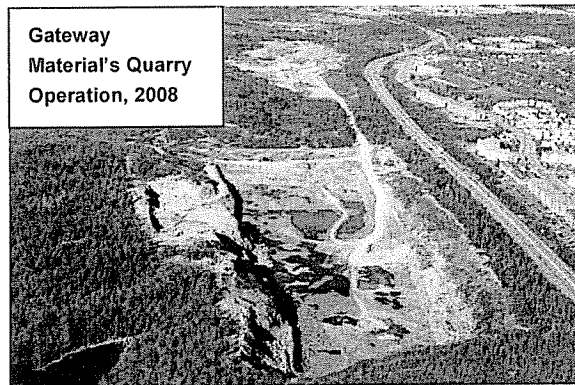
The 1996 Porter Dillon study (Birch Cove Lakes Area Environmental Study) concluded that 80% of the area is suitable for development ranging from low/medium density residential to large scale commercial/industrial. This comprehensive assessment also concluded that there are very few locations in the application area that are not suitable for development based upon environmental features and assets.

The 2004 CBCL study (Greenfield Servicing Analysis) reached a similar conclusion on the suitability for development without constraints. CBCL also concluded that the area can be easily serviced by available capacity in water and sanitary storm systems. CBCL reached a similar conclusion in the 2009 Cost of Servicing Study while the 2009 Bayers Lake Business Park Functional Plan (final draft) shows how the two areas can be integrated. Our discussions with the consultants at CBCL who completed the Cost of Servicing Study also confirm that there are no restrictions to development in the provincial highway system around our holdings.

The business case draws upon the baseline data, findings and recommendations of previous HRM directed and funded, and Council accepted studies. The 1996 Porter Dillon study contained a conceptual connector road plan with access points that is refined into the transportation concept contained in the conceptual (draft) community plan.

### 2.2 Physical Form

The present physical form and in particular the large water bodies can be traced to the early 1800's when the first private dam was built on the lakes system that extends into the area. With a man-made lake system, legacy-type natural features and habitats do not exist on much of the area. This man-made setting is reflected in assessments conducted by Porter Dillon (1996), CBCL (2004 and 2009) and the Heritage Division of the Nova Scotia Department of Tourism, Culture and Heritage (2007). Research or environmental screening conducted in these studies did not identify any restrictions on urban development. There are also no records of archaeological sites on file at the Heritage Division.



The major use is an urban quarry owned and operated since the 1960's by Gateway Materials Ltd. on 180 acres beside Highway 102. Access to the quarry is via Kearney Lake Road. The quarry operates as an urban brownfield site. The land does not fall under the jurisdiction of the Halifax Regional Municipality (Municipal Government Act) as it is regulated by mining legislation.

As supply of rock is a finite resource, at some point the quarry operation will cease. It is the intention of Gateway Materials to integrate the eventual shut down of the quarry with the development of the surrounding lands, using the quarry resource to supply the construction works and tailoring the final shape of the land to complement surrounding land uses.

### 2.3 Applicant's Work-To-Date

Since the early 1990's, we have evaluated planning, servicing and development options for the area. Background studies have been completed, some infrastructure has been sized to accommodate the development envisioned in this application, and an easement is designated for one access location.

This background work-to-date includes participation in site-specific planning and servicing studies directed and funded by HRM (and the former City of Halifax), traffic impact studies, environmental studies, a dedicated road right-of-way from Parkland Drive under Highway 102 and the upsizing of the Glenbourne Estates Subdivision sanitary sewer main to service the area. In addition, the Halifax Regional Water Commission (Halifax Water) has the capacity, and service stubs, from the existing 48 inch Pockwock water transmission main at the east end of Kearney Lake for easy installation of principal service laterals.

The location of the original land tracts that extend east of the Highway 102 right-of-way provide access and servicing benefits to the area. With this land configuration, the owner of one parcel (Annapolis Group) has developed its holdings east of Highway 102 (along Parkland Drive) and sized roads, sewer systems and a dedicated road parcel to accommodate the future urban development of the area in accordance with the standards and policies of the former City of Halifax and HRM.

Annapolis Group has a 22.5 metre wide dedicated road parcel that extends west from Parkland Drive to the Highway 102 right-of-way (Department of Transportation and Infrastructure Renewal). The former City of Halifax, and the 1996 Porter Dillon study and 2009 CBCL Cost of Servicing Study (accepted by Regional Council), recognize this right-of-way as an access

point to the area. Services have been sized and stubbed at this location for future extension into the Highway 102 West Corridor area.

As shown in the draft plan, we are proposing three access points to the holdings:

- Parkland (dedicated road parcel);
- Kearney Lake Road (alteration to current quarry entrance); and
- Bayers Lake Business Park (new).

The phasing and timing of the road links will be determined in the secondary planning process.

To eliminate any risk to HRM, we are proposing to be responsible for approximately 95% of costs listed in the 2009 CBCL Cost of Servicing Study for the Parkland collector road access, and related upgrades, in accordance with HRM's standard and based on the current surrounding road system.

We have completed a traffic impact study (HRM and Transportation and Infrastructure Renewal compliant) on this access location that concludes the project can initially proceed with this access point. This study determined that Parkland Drive has significant unused capacity in its current configuration. The Parkland Drive/Heathside Créscent intersection can accommodate the traffic generated from the initial phases of development.

The link to the Bayers Lake Business Park will require integration with overall traffic improvements for this commercial area. We have formally notified HRM and the Department of Transportation and Infrastructure Renewal to request that any transportation upgrades include links into our holdings, and this link is shown in the Bayers Lake Business Park Functional Plan (May 2009). In this correspondence, we have offered to accommodate site upgrades to the Lacewood Drive Extension on our holdings. We are also open to negotiate cost sharing for the proportional cost of any upgrades to south links; including the proposed new grade separated link from Washmill Lake Court to Regency Park Drive/Main Street.

The third access point is via the current private road into the Gateway quarry from Kearney Lake Road.

## 2.4 Conceptual (Draft) Community Plan

The proposed draft plan is presented at the end of the Executive Summary. The plan is intended as a basis to commence the secondary planning process and is similar to the concept accepted by Council in the 1996 Porter Dillon Study and included in the 2009 CBCL Cost of Servicing Study. The initial phases of development will be a business park campus, commercial and mixed uses on lands parallel to Highway 102. The active quarry forms most of this land and alternative uses will be considered in the secondary planning process for the quarry pit. Medium and higher density developments are also included in the initial phases. The intent is to locate buildings away from the man-made lake system to protect shorelines and allow for public access.

The collector roads are sited away from shorelines. All development of business park, commercial and residential areas will be within 500 metres of bus routes to conform to transit standards for acceptable walking distances to bus stops.

The portion of our holdings labeled "longer term development" on the draft plan will only be developed as market conditions warrant. This area contains the best locations to access the new Blue Mountain – Birch Cove Lakes Provincial Wilderness Area. We will not delay giving immediate benefits of this wilderness area to current residents and visitors as we will commit to install an access road before surrounding areas are required by the market. To provide timely access to the wilderness area, road access options are included in the draft plan for a part of the Crown lands on Susies Lake that offers southern sun exposure in a beautiful cove setting.

The majority of the land in this application is proposed as commercial or high density residential with large areas dedicated to open space, access to surrounding residential areas and links into the man-made lake system and adjacent Blue Mountain Birch Cove Lakes Provincial Wilderness Area.

<b>Draft Plan Proposed Land Uses</b>			
<b>Land Use Category</b>	<b>Area (Acres)</b>	<b>%</b>	<b>Development Phase</b>
Business Park Campus / Commercial / Mixed Use	305	24%	Short to Medium Term
Higher Density Residential	200	16%	Short to Medium Term
Medium Density Residential	188	15%	All Phases
Longer Term Development	507	40%	Longer Term
Quarry Pit Reclamation	63	5%	Future Status To Be Determined
<b>Total</b>	<b>1,263</b>	<b>100%</b>	

Key features of the draft plan are highlighted below.

### **Meeting Future Community Needs**

We are proposing a mixed use community that contains a full range of housing types with different price points. A key feature of the housing mix is meeting the needs of an aging population in appealing settings with many active and passive leisure amenities. This housing focus will allow residents of Mainland North and other surrounding communities to "age-in-place" as their housing needs change. The holdings will also provide a mix of housing for young families and singles who can access employment opportunities and shopping in the immediate area. The result will be more consumer choices, increased housing diversity and affordability, lower household transportation costs and shorter commute times.

Community design and layout will be transit friendly and include the application of crime prevention through environmental design (CPTED) principles. The proposed collector road system results in a high proportion of lots having a southern exposure (passive solar energy can be maximized). This layout is ideal for the use of green technologies and energy efficient building designs that result in lower consumer costs and a smaller environmental footprint.

### **Allowing For Surrounding Areas Integration**

Integrating new areas with established neighbouring communities in terms of the natural and man-made environment was a key objective of HRM in other master planning areas. As outlined in this application, integration (active transportation, transit and vehicular) is a priority. In a Halifax context, the area is immediately adjacent to the Bayers Lake Business Park and other commercial areas of Mainland North. This close proximity creates the setting for the holdings to contain all of the locational features and elements that are considered "preferred" by urban planners, architects and other professionals.

### **Livability and Efficiency**

Livability relates to the physical and social setting of a community while efficiency relates to densification in a pleasant setting. HRM considers indicators of livability and efficiency to be:

- Reduced travel time and lower energy requirements;
- Encouraging the use of public transit, pedestrian and cycling facilities;  
and
- Enhancing public safety through innovative integration of land use components with the transportation and open space system.



All of these indicators are priorities in the draft plan and other features of this application.

### **Environmental Integration**

We are committed to the preservation of sensitive environmental areas. As outlined in the business case, we are proposing integration with the Blue Mountain – Birch Cove Lakes Provincial Wilderness Area and will consider the use of transfer of development rights to increase the percentage of open space (above the requirements of the Subdivision By-law).

### **Cost Sensitive Servicing**

In other approved master planning areas, HRM has maintained adequate service levels with new municipal infrastructure (sanitary sewer, storm drainage, water and road systems) both within the new area and off-site while striving to minimize costs to all parties. The infrastructure-related costs to HRM for the serviced development of the application area will be minimal. We are also proposing to finance a significant percentage of high cost elements with the result being no risk exposure to HRM.

### **Market Responsive Design Flexibility**

The draft plan allows for phased development to proceed with essentially no upfront cost commitments by HRM. The phasing of development, location of the collector roads and different physical features creates the setting for market responsive development to easily occur. As an example, the area labeled "mixed use" on the draft plan can quickly respond to shifting market demand while maintaining overall project quality.

## 3 Business Case

### 3.1 Introduction

The Business Case outlines our financing proposal and explains how our application is fully compliant with the fiscal health and municipal service system tests of Policy S – 3 of the Regional MPS. There are two tests that Regional Council shall consider in our request to commence the secondary planning process:

1. Protect the fiscal health of HRM and its capacity to meet additional financial commitments.
2. 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.

This policy also states that Council's decision should be framed by the principles in Section 1.4 of the Regional MPS. Regional Council is not required to consider the services provided by other jurisdictions.

### 3.2 Compliance With “Tests” In Policy S - 3

The CBCL Cost of Servicing Study (2009) determined the required municipal infrastructure to enable development of our holdings. We consider the CBCL cost elements to be a reasonable indicator of actual future requirements and an acceptable basis for Regional Council to consider our application.

The major cost to HRM in other master planning areas has been growth-related transportation infrastructure. The transportation network requirements of the Highway 102 West Corridor area, as determined by CBCL, are listed in the following exhibit, as well as the expected responsibilities and distribution of costs. Our discussions with consultants at CBCL involved in the Cost of Servicing Study confirmed that there are no other transportation-related upgrades to the surrounding Provincial highway system needed for our application.

Our traffic impact study determined that less than 3% of the traffic entering the holdings should be diverted from the existing network based upon the current surrounding road system. This distribution means that we expect to be responsible for around 95% of the cost of transportation infrastructure which is significantly higher than other approved master planning areas where government has paid for 40% to 50%. Of the total cost of \$12,240,000 for enabling transportation infrastructure, we expect that HRM's share will be in the range of \$750,000 or just \$600 per acre.

At the end of the secondary planning process, we request the option to privately finance municipal transportation services systems for the entire project. Under this financing arrangement or the expected cost distribution, there will be no impact on HRM's fiscal health.

<b>HRM &amp; Developer Transportation Cost Distributions</b>			
<b>Item</b>	<b>Cost *</b>	<b>HRM Share</b>	<b>Developers Share</b>
Roundabout – Lacewood Dr.	\$750,000	To be determined. We assume that HRM's contribution will be one-third.	66%
Tunnel Under Hwy. 102	\$2,500,000	Less Than 5%	95+%
Access Road Through Tunnel	\$800,000	Less Than 5%	95+%
Roundabout – Parkland Dr.	\$750,000	Less Than 5%	95+%
Major Collector (Upsizing)	\$3,510,000	Less Than 5%	95+%
Minor Collector (Upsizing)	\$2,430,000	None	100%
Bridge Structure Over Kearney Lake	\$1,500,000	Less Than 5%	95+%
<b>Total</b>	<b>\$12,240,000</b>	<b>\$+/- \$750,000</b>	<b>+/- \$11,500,000</b>
<i>*Source: Table 3.0, Cost of Servicing Plan – Regional Planning Greenfield Sites, CBCL Limited, 2009.</i>			

Water supply and sanitary servicing are the other two major public sector cost items in other master planning areas. The responsibility for these items rests with the Halifax Regional Water Commission (Halifax Water) under the authority of the Nova Scotia Utility and Review Board.

There are no off-site costs associated with providing water to the holdings so internal servicing for water will be financed and installed by private investment as development progresses. Halifax Water has the capacity, and service stubs from the existing 48 inch Pockwock transmission main at the east end of Kearney Lake, for easy installation of principal service laterals. The provision of these services will have no impact on HRM's fiscal capacity.

The former City of Halifax cost shared the upsizing of part of the Wedgewood Ravine Trunk Sewer to accommodate flows from our holdings. Therefore, off-site sanitary servicing of the site can easily be provided by directing sanitary flows to the existing nearby system. Completing the off-site upsizing of the Wedgewood Ravine Trunk Sewer and the Kearney Lake Road Truck Sewer are the only requirements that will be installed and financed by Halifax Water and then recovered as a development charge. This work will have no impact on HRM's fiscal capacity and is calculated by CBCL to be \$1,214,650 or just \$977 per acre.

Based upon CBCL's costs and our financing proposal, the cost of HRM and Halifax Water obligations are presented below. Halifax Water will recover their investments in accordance with charges set by the Nova Scotia Utility and Review Board while HRM can enable development to proceed with essentially no upfront cost commitments.

HRM & Halifax Water Expected Cost of Servicing Obligations					
	Area (Acres)	HRM (Transportation)		Halifax Water (Sanitary)	
		\$	\$/Acre	\$	\$/Acre
Total Area	1,243	+/- \$750,000	\$603	\$1,214,650	\$977
Source: Table 2.2 and 3.0, <i>Cost of Servicing Plan – Regional Planning Greenfield Sites</i> , CBCL Limited, 2009.					

### 3.3 Location Benefits

The Highway 102 West Corridor area is located less than two kilometres or a short walking distance from a wide range of municipal services and amenities, employment and shopping areas. This proximity allows for easy integration with surrounding built-up areas. The result is no potential additional "soft costs" to HRM. Key features of the local setting are summarized below and illustrated on the Nearby Services and Amenities map.

#### Metro Transit

The site is less than two kilometres from the Lacewood Terminal. Routes that currently follow adjacent streets (Lacewood Drive and Parkland Drive) include:

4 (Rosedale)	16 (Parkland)	21 (Timberlea)
34 (Glenbourne)	35 (Parkland)	52 (Crosstown).

Metro Transit will require a new service to meet the needs of residents, workers, shoppers and tourists to the holdings and the adjacent Provincial Wilderness Area. This service can easily feed into the nearby Lacewood Terminal. To maximize transit use, all of the proposed collector roads are within 500 metres of planned future development areas which conforms to transit standards for walking distances. The east-west collector road is located to provide direct access to the Provincial Wilderness Area for easy drop-off and pickup.

In accordance with HRM's Capital Cost Contribution Policy, we will locate transit stops throughout the entire area and support the assignment of dedicated rolling stock to service the area.

The routing and timing of new transit service will be an input to the secondary planning process.

To increase transit ridership, we support transit friendly designs that cluster traffic generators, align buildings with one side on collector roads (one major entrance for pedestrian/transit access), place parking lots behind commercial buildings and include clear pedestrian connections. The result will be transit friendly streetscapes and clearly defined active transportation routes (off-road multi-use trails and sidewalks).

### **HRM Parks and Recreation Facilities**

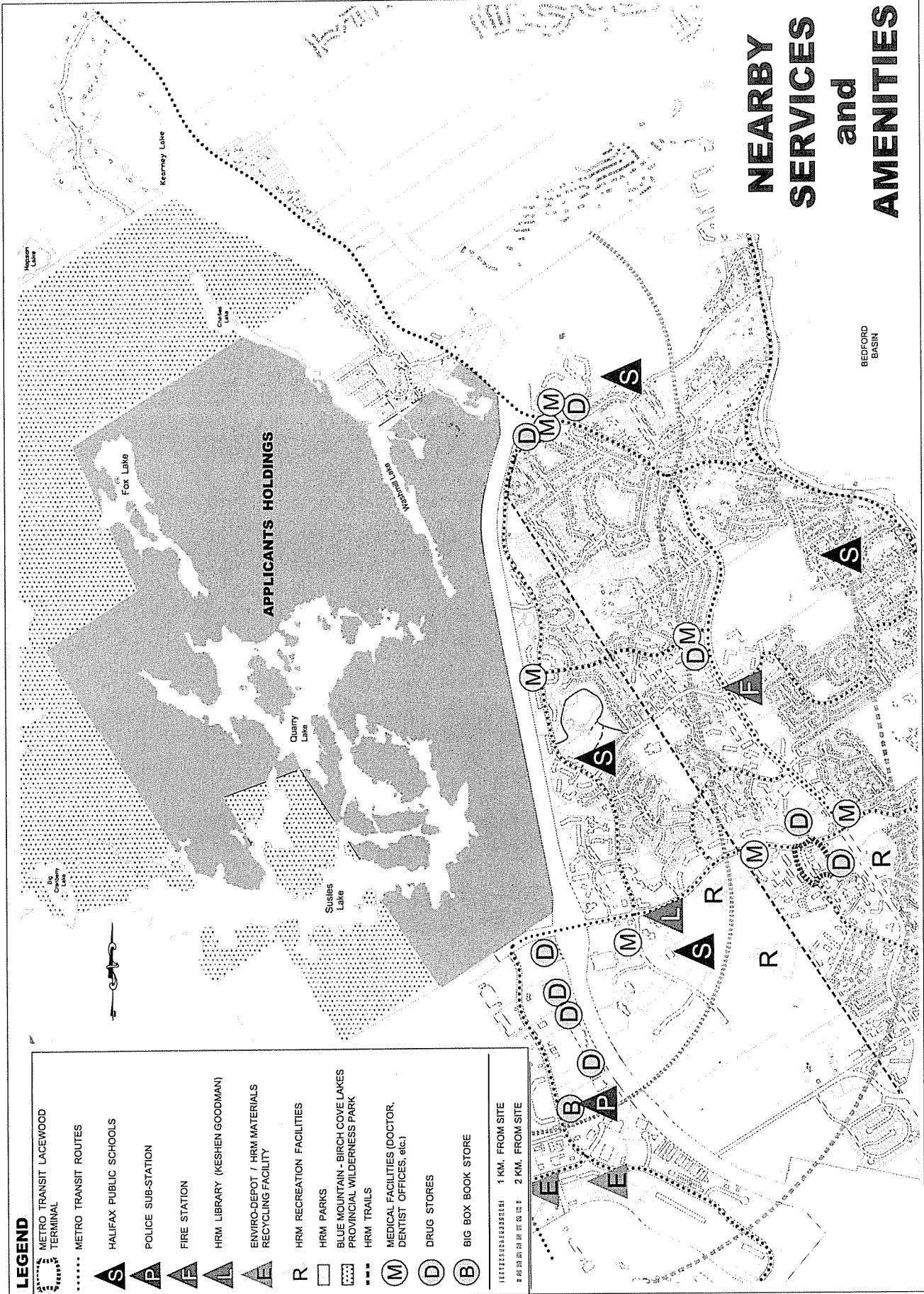
The area is immediately adjacent to the Blue Mountain - Birch Cove Lakes Provincial Wilderness Area. This Crown holding is  $\frac{3}{4}$  the size of Peninsular Halifax. This close proximity, and proposed multi-use trails and recreation areas in the draft plan, creates the setting to install transportation links from the other parts of Mainland North through the holdings into the wilderness area as a priority in the early stages of development. We will not delay giving immediate benefits of this wilderness area to current residents and visitors as we will commit to install an access road before surrounding areas are required by the market. The result will be healthier lifestyles for residents, workers and visitors of all age groups and differing abilities as viable access is provided to this important community asset for the whole of HRM's population.

There is currently a wide range of active and passive recreation facilities in the surrounding area. Of particular importance is the Mainland Commons with current and planned major indoor facilities. The extensive network of sidewalks and trails, as well as public transit routes, creates the setting for workers, residents and visitors to easily access recreational facilities by non-motorized modes of transportation or public transit with minimal impact on HRM's capital and operating costs.

### **Halifax Regional Fire and Emergency Services**

Halifax Regional Fire and Emergency Services define the area as part of the urban core. The station on Knightsbridge Drive in Mainland North is less than two kilometres from the holdings. The draft plan has been reviewed by representatives of Risk Management Services Inc. (Fire Underwriters Survey). These experts concluded that HRM does not technically require more career firefighters, apparatus or aerials to serve the holdings. As such, the development will not have a negative impact on HRM's fiscal capacity.

# NEARBY SERVICES and AMENITIES



### **Halifax Regional Police**

Halifax Regional Police have an operational police trailer (sub-station) near the Empire Theatres along Chain Lake Drive in the Bayers Lake Business Park. This facility is approximately one kilometre from the holdings. The new population, and hence policing requirements, will be an input to the secondary planning process.

### **Halifax Regional Libraries**

The three largest collections are located at Spring Garden Road Memorial in Downtown Halifax, Keshen Goodman on Lacewood Drive in Clayton Park West and Alderney Gate in Downtown Dartmouth. The area is located less than one kilometre from the Keshen Goodman Library so future residents can easily access this facility by public transit, walking and cycling. The Keshen Goodman Library is one of only two libraries open seven days a week.

Users of the Keshen Goodman Library who work or live at the site will not create additional capital or operating costs for this facility. The result is no impact on HRM's fiscal capacity.

It is also worth noting that the largest book store in HRM is the Chapters/Indigo outlet in the Bayers Lake Business Park. This big box book store is less than one kilometre from the holdings.

### **Garbage Collection, Enviro-Depot and HRM Materials Recycling Facility**

The impact of garbage collection on HRM's operations can be evaluated from two perspectives: HRM's operating costs and the environmental impact of transporting waste to regional facilities.

By both of these metrics, the site provides positive impacts because it is the closest (eight kilometres) of the six designated master planning areas in the Regional MPS to the Otter Lake Waste Processing and Disposal Facility.

In addition, the site is just over one kilometre from the Materials Recycling Facility on Chain Lake Drive in the Bayers Lake Business Park. Other waste disposal or recycling facilities are provided to businesses or residents of HRM at multiple locations. Some of these other facilities are located close to the holdings. The New Era Technologies composting facility at Ragged Lake is eight kilometres from the holdings, the construction and demolition recycling facility (Halifax C & D Recycling Ltd.) in Goodwood is nine kilometres away while an enviro-depot run by John Ross and Sons Limited is located on Chain Lake Drive just over one kilometre away.

The issue of fuel consumption and greenhouse gas emissions from garbage collection and waste disposal is becoming a major issue for municipalities. For many municipalities, the collection and transporting of waste accounts for up to 70% of the cost of waste management, and fuel is the greatest expense in waste collection and transportation. Garbage collection trucks are also classified as one of the five least fuel efficient single-unit body trucks. When these factors are taken into consideration, waste management provided by HRM to the Highway 102 West Corridor area will result in less fuel consumption, fewer greenhouse gas emissions, a smaller carbon footprint and lower municipal operating costs than other designated master planning areas and many other developments in HRM because of proximity to waste collection and recycling facilities..

### **Education and Lifelong Learning**

The surrounding area of Mainland North contains several elementary schools as part of the Halifax West family of schools. The junior high school for this area is Park West on Langbrae Drive in Clayton Park West. It was constructed in 2000 and is less than one kilometre from the site. This junior high feeds into the new Halifax West High School at 283 Thomas Raddall Drive near to Lacewood Drive. This school was constructed in 2003 and is within one kilometre of the holdings.

The possible need for new school facilities within the holdings will depend upon the rate and scale of future residential development, and the capacity of existing schools that are very close to the site. If required, land will be allocated for a new school.

There are also numerous opportunities for higher education and life-long learning in the surrounding area. Mount Saint Vincent University on the Bedford Highway is easily accessible by public transit while courses and training programs are provided throughout Mainland North.

### **Drug Stores and Medical Facilities**

As a rapidly growing residential area with a mix of ages and family (household) types, the immediately surrounding area of Mainland North and Bayers Lake contain drug stores, medical clinics and other health care specialists. Many of these facilities are now located around the holdings. As an example, there are six drug stores within one kilometre of the area.



### **Retail and Employment**

The site is currently surrounded by a major regional shopping area (Bayers Lake Business Park) and a growing professional and service sector along Lacewood Drive and throughout the business park. This setting means that home - work, home - shopping and leisure time amenities are currently available within one kilometre of the holdings. The draft plan also proposes a mix of commercial and business park uses within the holdings with the result being a very convenient setting for living, shopping and working within the local setting with the resulting quality of life benefits.

### **3.4 Conformity With The Principles of the Regional MPS**

Policy S – 3 states that Council's decision should be framed by the principles in Section 1.4 of the Regional MPS.

There are seven principles that Council can consider. The application conforms to the relevant principles as outlined below.

- 1. Provide a framework that leads to predictable, fair and cost-effective decision-making.*

Policy S – 3 of the Regional MPS provides the tests for this application: protect the fiscal health of HRM and address any deficiencies in municipal service systems. Our application is compliant with these tests with no risk to HRM. No other tests are specified for Council to consider in the Regional MPS.

- 2. Supports development patterns that promote a vigorous regional economy.*

A vigorous regional economy can only be achieved if the private sector is allowed to invest and the market responds. The development of the Highway 102 West Corridor area requires over \$2 billion in private sector investment in a mix of land uses. HRM will have no risk exposure as positive tax revenues result and spare capacity is used in existing services and facilities.

*3. Preserves and promotes sustainability of cultural, historical and natural assets.*

The draft plan is compliant with the findings of many studies directed and funded by HRM that assessed the area's cultural, heritage and natural assets.

*4. Supports appropriate roles for the Halifax/Dartmouth central business district and local business districts as a focus for economic, cultural and natural assets.*

The mix of uses proposed in our application will strengthen a regionally recognized business district and provide all residents of HRM with better access to wilderness experiences.

*5. Manages development to make the most effective use of land, energy, infrastructure, public services and facilities and considers healthy lifestyles.*

The residential areas around the Highway 102 West Corridor have the highest population densities in HRM outside of a few neighbourhoods in Peninsular Halifax. Regional shopping, active and passive recreation and employment opportunities are provided locally. This setting allows for the secondary planning process to focus on integrating our holdings with surrounding residential, commercial and open space areas to provide a richer experience for current residents (healthier lifestyles), and better utilization of adjacent services, facilities and amenities.

*6. Ensures opportunities for the protection of open space, wilderness, natural beauty and sensitive environmental areas.*

The draft plan is compliant with the findings of many studies directed and funded by HRM that assessed the area's physical assets. We are committed to work with HRM to effectively link the environment and the economy with mixed use developments, compact business campuses and pedestrian-friendly neighbourhoods that allow for the retention of relatively large open spaces and protect sensitive areas.

*7. Develops integrated transportation systems in conjunction with the above principles.*

The draft plan provides transit and active transportation alternatives to the private automobile with the result being healthier lifestyles and a smaller carbon footprint.

### **3.5 Positive Municipal Tax Impacts**

The timetable for phased development of the holdings has not been established with this application. Therefore, all calculations are based upon full build-out using current costs, the 2008 tax regimes (HRM and Province of Nova Scotia) or most recent data. No calculations are included on potential reforms to HRM's tax regime.

The annual tax revenue from the land use mix in the draft plan (with longer term development areas assumed to be residential) will be over \$40 million with positive impacts on HRM's fiscal capacity. Of this total, over \$26 million will be allocated to the general tax rate for municipal services while the remainder will include supplementary education, fire protection, education (Halifax), and Province of Nova Scotia contributions.

### **3.6 Positive Economic Impacts**

The urban servicing of the area, accessing open spaces and construction of new commercial and residential properties will have a positive economic impact on Halifax. Applying the Nova Scotia Department of Finance's economic impact model, the positive impacts of site's development as shown in the draft plan can be calculated.

The full servicing and development of the site by private investment will have a direct positive impact of over \$2 billion. Applying the current average construction wage, private investments in the site will require over 40,000 person years of employment to complete. The direct job portion of this total is approximately 25,000 and the remainder is spinoff jobs. These jobs will contribute over \$1 billion in new wages and salaries (new household income).

### **3.7 Transfer of Development Rights to Increase Public Open Spaces (Optional)**

The environmentally sensitive form of development shown in the draft plan will result in over 20% of the site being retained as open space and protected areas. As the final percentage of open space is reviewed in the secondary planning process, we request that a maximum limit on sewer capacity and other infrastructure be assigned to the holdings. Under principles that will be established for the secondary planning process, HRM and the applicants will agree on the infrastructure capacity that is available for transfer within the

holdings in exchange for more public open space (above the requirements of the Subdivision By-law). By transferring development densities, HRM's fiscal capacity is not burdened by potential expensive urban valued land (and island) purchase or expropriation. This approach also increases municipal taxes generated due to densification.

### **3.8 Summary**

Our financing plan and draft plan meet the tests of Policy S – 3 and the overall intent of the Regional MPS. Under HRM's tax regime and allocation of expenditures, the preferred land use and fiscal capacity growth strategy is to target urban infill areas that are transit-friendly, and contain a mix of residential and commercial assessments that will use spare capacity in adjacent new infrastructure and services (longer remaining economic life, lower operating and maintenance costs). The application meets all of these requirements with no upfront cost commitments by HRM.

## ATTACHMENT D: EXCERPTS FROM THE REGIONAL PLANNING STRATEGY

### CHAPTER 1: INTRODUCTION

*In terms of financial sustainability and a healthy economy, there are six critical areas where this Plan can improve HRM's long-term financial position:*

- 1. **The Risk of Unplanned Growth** - In the absence of a plan encouraging growth in an efficient manner, growth may occur in a dispersed pattern, producing a demand for services that is expensive and inefficient to provide. HRM may invest in costly infrastructure that is not utilized to the extent designed as growth takes place in other areas.*
- 2. **The Infrastructure Capacity Gap** - HRM's current capacity gap, the difference between the amount of funds required to maintain infrastructure and the funds available under current financial strategies, is about \$30 million per year. This Plan will work towards preventing this capacity gap from growing through proper planning and directed settlement, decreasing the demand for new assets and reducing the costs to operate, maintain and eventually replace those assets.*

#### **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.*

### CHAPTER 3: SETTLEMENT AND HOUSING

#### 3.0 INTRODUCTION

*Growth must be well managed to avoid a risk to the natural environment, the character of our communities, and the quality of life in HRM. As growth spreads into the countryside, it demands extensive expenditures in new community infrastructure - schools, roads, wastewater and water distribution systems to support the new growth. The stability of surrounding rural areas is also threatened as a result of increased congestion and the loss of forestry and farm land. The livability of both city and countryside is greatly diminished when the lines between urban and rural communities are blurred.*

*The citizens of HRM have indicated through consultation that a balanced approach to growth across the Municipality is the desired approach. To achieve this, approximately 25% of growth will be targeted to occur on the Halifax Peninsula and in downtown Dartmouth, inside the Circumferential Highway (Regional Centre), approximately 50% will occur in the suburban areas, and the remaining 25% will occur within the rural areas. This is consistent with projected housing demand in HRM.*

### **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.*

*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-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.*

## **CHAPTER 7: WATER, WASTEWATER, UTILITIES AND SOLID WASTE**

### **7.0 INTRODUCTION**

*This Plan offers the opportunity to substantially reduce costs associated with constructing and operating infrastructure through directing growth to appropriate locations and anticipating future infrastructure requirements. This allows all stakeholders in community building to develop plans for effective service delivery well in advance of when they will be needed. The resulting efficiencies can achieve savings which support a higher quality of life for residents of HRM.*

### **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.*

#### **Secondary Planning Strategies, Visioning and Watershed Studies:**

The Municipality's charter states that "the purpose of a secondary planning strategy is to address issues with respect to a particular part of the plan area that may not, in the opinion of the Council, be adequately addressed in the municipal planning strategy alone". Preparation of secondary planning strategies is an integral component of the Regional Plan in implementing its growth management strategy.

Numerous growth centres are identified within the Urban and Rural designations for more detailed planning through secondary planning processes. The Regional Plan directs that the processes consider boundaries, population targets, densities, layout and method of implementation.

As a first step, the Regional Plan requires that a community visioning process be initiated to "provide an informal opportunity for communities to think creatively about each of the Centres designated in this Plan, in terms of how they could function, how they might change and what they might look like over a 25 year time frame"<sup>1</sup>.

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<sup>1</sup> For further detail, see section 9.4.2 of the Regional Plan.

The Regional Plan also requires that watershed or sub-watershed studies be carried out as part of the secondary planning processes. Among other matters, the studies are to make recommendations regarding water quality objectives and the amount of development that can be sustained under these objectives; a stormwater management strategy; and a water quality monitoring program<sup>2</sup>.

### **Regional Parks:**

The Regional Plan identifies seven existing regional parks and six additional regional parks within the Municipality which are to be supported. One of the proposed parks is identified as Blue Mountain - Birch Cove Lakes of which the Regional Plan provides the following direction:

*Further analysis is necessary to determine appropriate geographic boundaries for the Western Common, Porters Lake and Blue Mountain - Birch Cove Lakes parks. Lands within the Western Common and Porters Lake parks are publically owned and the definition of park boundaries will be determined through the Open Space Functional Plan. Once the appropriate boundaries are established, the lands will be zoned Regional Park.*

*Lands within the Blue Mountain - Birch Cove Lakes Park are both privately and publically owned and a study<sup>3</sup> has been completed to determine appropriate boundaries for the park. A conceptual geographic area for the park is shown on Map 13. 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. Once acquired, public lands within the park will be re-designated as Open Space and Natural Resource and zoned Regional Park. Lands outside the park will be designated and zoned for development as appropriate<sup>4</sup>.*

The park boundary, as presented on Map 13 of the Regional Plan, would overlay a portion of the Highway 102 West lands. The park boundary in relation to these lands is illustrated on Map 4.

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<sup>2</sup> Section 2.3 of the Regional Plan.

<sup>3</sup> Halifax Regional Municipality (HRM) , NS Department of Natural Resources (DNR) , NS Department of Transportation and Public Works (TPW). 2006. *Blue Mountain/Birch Cove Lakes Assessment Study*. Prepared for HRM, DNR, and TPW by Environmental Design Management (EDM) Ltd. March 2006.

<sup>4</sup>Section 2.1.3 of the Regional Plan.



**COST OF SERVICING STUDY  
TRANSPORTATION ANALYSIS UPDATE  
October 1, 2009**

BASELINE (REGIONAL PLAN) CONDITIONS

Option 1

All suburban growth (38,000 persons) was assumed to occur in three growth areas: Bedford South, Bedford West, and Morris-Russell Lake.

Option 2

The projected growth in the Morris-Russell Lake area (12,000 persons) was distributed equally between Morris-Russell Lake and Port Wallis. Growth in the Port Wallis area (6,000 persons) was allocated to sub area B.

Option 3

The projected growth in the Bedford West area (17,000 persons) was equally distributed between Bedford West and Highway 102.

Option 4

The projected growth in the Bedford West area (17,000 persons) was distributed between Bedford West and Sandy Lake. Distribution was based on the land area..

Option 5

The projected growth in the Bedford West area (17,000 persons) was distributed between Bedford West, Highway 102, and Sandy Lake. Distribution was based on the land area..

Option 6

The projected growth in the Bedford West area (17,000 persons) was distributed between Bedford West, Highway 102, and Sandy Lake. Distribution was based on the land area. The projected growth in the Morris-Russell Lake area (12,000 persons) was distributed equally between Morris-Russell Lake and Port Wallis. Growth in the Port Wallis area (6,000 persons) was allocated to sub area B.

<b>Baseline Conditions - Projected Populations</b>						
Study Area	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6
Bedford South	9,000	9,000	9,000	9,000	9,000	9,000
Bedford West	17,000	17,000	8,500	10,200	6,500	6,500
Highway 102	0	0	8,500	0	6,000	6,000
Sandy Lake	0	0	0	6,800	4,500	4,500
Morris Russell	12,000	6,000	12,000	12,000	12,000	6,000
Port Wallis	0	6,000	0	0	0	6,000
<b>TOTALS</b>	<b>38,000</b>	<b>38,000</b>	<b>38,000</b>	<b>38,000</b>	<b>38,000</b>	<b>38,000</b>

## Port Wallis Study Area

### DEVELOPMENT OF SUB AREA B ONLY

Sub Area A in the Port Wallis area is designated as urban reserve and will not likely develop over the next 20 years. Option 2 (Baseline Conditions) was revised to allocate all growth to Sub Area B. Sub area B was assumed to be all residential with only a very small percentage of local commercial.

### BRAEMAR DRIVE WIDENING

The cost estimates used by CBCL are based on the actual costs for the Hammonds Plains Road widening project. Hammonds Plains Road has a 24 metre (80 ft) right-of-way. Braemar Drive has a 20 m (66 ft) right-of-way. Property acquisition will be required.

### NEW INTERCHANGE - HIGHWAY 107

The CBCL Study anticipated that the future Highway 107 Cherry Brook Bypass would be constructed, allowing the eastern portion of the Forest Hills Parkway to be downgraded from a controlled access highway to a collector road. This in turn would allow the development of intersections along this route, and the development of a collector road connecting the eastern end of the study area to the Forest Hills Parkway.

If the Province does not construct the bypass, a new interchange would have to be constructed to access the study area. Construction of the interchange could be delayed during the initial stages of development, as site traffic could use Braemar Drive and the Montague Road interchange. Traffic volumes on Braemar Drive would continue to increase until the new interchange is opened to traffic.

It is assumed that the interchange would be a standard diamond interchange. The scope of work would include a new four-lane over four-lane overpass structure, ramps and intersections. The interchange would be much smaller than the Larry Uteck Interchange. Construction and land acquisition costs are estimated at \$12,000,000 and \$1,000,000 respectively. Engineering and contingencies are extra.

### HIGHWAY 107 UPGRADES

NSTIR has indicated that the section of Highway 107, from Montague Road to Highway 118, is at or near capacity. This section of Highway 107 will have to be widened to four-lanes, and the overpass structure at Montague Road will have to be replaced. The estimated road widening and interchange upgrade costs are \$5,000,000 and \$2,000,000 respectively. Engineering and contingencies would be extra. The estimates do not include upgrades to the Highway 118 interchange.

## MODELLING RESULTS

The QRS II model was used to obtain new results.

Traffic on Braemar Drive was observed to increase, and traffic on Highway 118 decreased. If the Port Wallis area is allowed to develop within the life of the Regional Plan, Braemar Drive will have to be widened to four-lanes from Highway 111 to Maple Drive.

The QRS II model was also used to estimate the charge and HRM portions of the new interchange.

## Sandy Lake Study Area

### REVISED ASSUMPTIONS

The development of the Sandy Lake Study area will likely accelerate the need to upgrade the Hammonds Plains Road interchange. The cost to upgrade the Hammonds Plains Road interchange should be included in the overall cost calculations for Sandy Lake.

### HAMMONDS PLAINS ROAD INTERCHANGE UPGRADE

The Bayers Road/Highway 102 Corridor Study (Stantec Feb 2008) recommended proposed changes to the Hammonds Plains Road interchange. The scope of work includes a new seven (7) lane over eight (8) lane structure, a new multi-lane roundabout, a new signalized intersection, and the realignment of all five existing ramps.

The scope of work is comparable to the Larry Uteck Interchange project minus the amount of imported fill required. This project would have a larger bridge structure and would have one extra ramp. A conservative estimate of the project costs would be \$20 million plus taxes and contingencies

### MODELLING RESULTS

The QRS II model was used to estimate the percentage of Sandy Lake traffic that would use the Hammonds Plains Road interchange. If through traffic on Highway 102 is included, Sandy Lake traffic represents approximately 12.5 percent of all traffic using the interchange. Bedford West traffic represents approximately 15.0 percent of all traffic using the interchange.

## Highway 102 West Study Area

### DEVELOPMENT OF SUB AREA A ONLY

Sub Area B in the Highway 102 West area is designated as urban reserve and will not likely develop over the next 20 years. Options 3 and 5 (Baseline Conditions) was revised to allocate all growth to Sub Area A.

### LACEWOOD DRIVE ROUNDABOUT

The CBCL study allocated \$750,000 for the construction of a new roundabout on Lacewood Drive. Given the anticipated size of the roandabout and the volumes it is expected to carry, construction costs are expected to be more in line with the roundabouts at the Larry Uteck Interchange. An allowance of \$2,000,000 has been allocated for the Lacewood Drive roundabout. This figure includes lighting and overhead signage.

### WASHMILL LAKE COURT EXTENSION

The construction of Washmill Lake Court extension is expected to decrease traffic at the Lacewood Drive interchange. The study area will benefit from the reserve capacity created. The construction costs, based on preliminary design plans, is estimated at \$10,000,000. The project is expected to receive provincial and federal cost sharing.

### LACEWOOD DRIVE INTERCHANGE UPGRADE

With the completion of the Washmill Lake Court extension, traffic volumes at the Lacewood Drive interchange are expected to decrease. As development in the Bayers Lake Business Park and the study area proceed, there will be a need to upgrade this interchange at some point in time in the future.

The Bayers Road/Highway 102 Corridor Study (Stantec Feb 2008) did not anticipate any changes to the Lacewood Drive interchange. To accommodate growth in the study area, the Lacewood Drive interchange will have to be upgraded at some point in time in the future. While the scope of work has not been defined, it would likely require the replacement of the six-lane over eight-lane overpass structure. An allowance of \$10,000,000 has been allocated for the upgrade costs.

### KEARNEY LAKE DRIVE INTERCHANGE UPGRADE

With the completion of the Larry Uteck Interchange project, traffic volumes at the Kearney Lake Road Interchange are expected to decrease. As development of the study area proceeds, there will be a need to upgrade this interchange at some point in time in the future.

The Bayers Road/Highway 102 Corridor Study (Stantec Feb 2008) recommended proposed changes to the Kearney Lake Road interchange. The scope of work included the realignment of Highway 102 (because of the sharp turn), new signalized intersections, and the realignment of three of the ramps. An allowance of \$10,000,000 has been allocated for the upgrade costs.

# Attachment F

## Port Wallis Development Area - Transportation Infrastructure Cost Estimates / Allocation

ITEM	Location	Cost	Charge Area Cost	Cost to HRM & Future Developers	Incremental Cost to HRM
<b>Year 0-5</b>					
1.1	Widen Braemar Drive to Four Lanes	\$2,100,000	\$630,000	\$1,470,000	\$1,470,000
	Property Acquisition	\$1,242,000	\$372,600	\$869,400	\$869,400
1.2		\$750,000	\$600,000	\$150,000	\$150,000
1.3	Major Collector Oversizing-Study Area	\$360,000	\$288,000	\$72,000	\$72,000
1.4	Minor Collector Oversizing - Study Area	\$210,000	\$210,000	\$0	\$0
	Subtotal	\$4,662,000	\$2,100,600	\$2,561,400	\$2,561,400
	Add 10% Engineering	\$466,200	\$210,060	\$256,140	\$256,140
	and 15% Contingency	\$699,300	\$315,090	\$384,210	\$384,210
	<b>Total Year 0-5</b>	<b>\$5,827,500</b>	<b>\$2,625,750</b>	<b>\$3,201,750</b>	<b>\$3,201,750</b>
<b>Year 6-20</b>					
2.1	New Interchange - Highway 107	\$12,000,000	\$6,360,000	\$5,640,000	\$5,640,000
	Property Acquisition	\$1,000,000	\$530,000	\$470,000	\$470,000
2.2	Traffic Signals	\$150,000	\$135,000	\$15,000	\$15,000
2.3	Major Collector Oversizing - Study Area	\$990,000	\$792,000	\$198,000	\$198,000
2.4	Minor Collector Oversizing - Study Area	\$600,000	\$600,000	\$0	\$0
	Subtotal	\$14,740,000	\$8,417,000	\$6,323,000	\$6,323,000
	Add 10% Engineering	\$1,474,000	\$841,700	\$632,300	\$632,300
	and 15% Contingency	\$2,211,000	\$1,262,550	\$948,450	\$948,450
	<b>Total Year 6-20</b>	<b>\$18,425,000</b>	<b>\$10,521,250</b>	<b>\$7,903,750</b>	<b>\$7,903,750</b>
<b>Sub-total - Years 0 - 20</b>		<b>\$24,252,500</b>			<b>\$11,105,500</b>
<b>Connection to Provincial Highway System</b>					
3.1	Highway 107 Widening	\$5,000,000	\$1,500,000	\$3,500,000	\$3,500,000
3.2	Montague Road Interchange Upgrade	\$2,000,000	\$600,000	\$1,400,000	\$1,400,000
	Subtotal	\$7,000,000	\$2,100,000	\$4,900,000	\$4,900,000
	Add 10% Engineering	\$700,000	\$210,000	\$490,000	\$490,000
	and 15% Contingency	\$1,050,000	\$315,000	\$735,000	\$735,000
	<b>Total Province</b>	<b>\$8,750,000</b>	<b>\$2,625,000</b>	<b>\$6,125,000</b>	<b>\$6,125,000</b>
<b>Sub - total - Connection to Provincial Highway System</b>					
<b>Grand Total - Transportation Costs</b>		<b>\$33,002,500</b>	<b>\$15,772,000</b>	<b>\$17,230,500</b>	<b>\$17,230,500</b>



# Attachment G

## Sandy Lake Development Area - Transportation Infrastructure Cost Estimates / Allocation

ITEM	Location	Cost	Charge Area Cost	Cost to Bedford West	Cost to HRM & Future Developers	Incremental Cost to HRM	
<b>Year 0-5</b>							
1.1	Widen Hammonds Plains Road to Four Lanes	Highway 102 to Innovation	\$1,300,000	\$611,000	\$312,000	\$377,000	\$0
		Innovation to Gary Martin	\$2,400,000	\$1,128,000	\$576,000	\$696,000	\$0
1.2	Larry Uteck Interchange		\$8,300,000	\$830,000	\$2,514,900	\$4,955,100	\$0
1.3	Minor Collector Oversizing - Study Area		\$300,000	\$300,000	\$0	\$0	\$0
	Subtotal		\$12,300,000	\$2,869,000	\$3,402,900	\$6,028,100	\$0
	Add 10% Engineering		\$1,230,000	\$286,900	\$340,290	\$602,810	\$0
	and 15% Contingency		\$1,845,000	\$430,350	\$510,435	\$904,215	\$0
	Total Year 0-5		\$15,375,000	\$3,586,250	\$4,253,625	\$7,535,125	\$0
<b>Year 6-20</b>							
2.1	Widen Hammonds Plains Road to Four Lanes	Gary Martin to Main Entrance	\$1,600,000	\$752,000	\$0	\$848,000	\$848,000
2.2	Traffic Signals	At New Entrance	\$150,000	\$135,000	\$0	\$15,000	\$15,000
2.3	Minor Collector Oversizing - Study Area		\$1,500,000	\$1,500,000	\$0	\$0	\$0
2.4	HPR/KLR Intersection Upgrade		\$500,000	\$50,000	\$285,000	\$165,000	\$165,000
2.5	Kearney Lake Connector		\$3,000,000	\$300,000	\$1,710,000	\$990,000	\$0
2.6	Widen Kearney Lake Road to Four Lanes	Kearney Lake Connector to Bluewater	\$5,000,000	\$500,000	\$2,500,000	\$2,000,000	\$0
		Bluewater to Kearney Lake Road	\$3,200,000	\$320,000	\$1,600,000	\$1,280,000	\$1,280,000
	Subtotal		\$14,950,000	\$3,557,000	\$6,095,000	\$5,298,000	\$2,308,000
	Add 10% Engineering		\$1,495,000	\$355,700	\$609,500	\$529,800	\$230,800
	and 15% Contingency		\$2,242,500	\$533,550	\$914,250	\$794,700	\$346,200
	Total Year 6-20		\$18,687,500	\$4,446,250	\$7,618,750	\$6,622,500	\$2,885,000
<b>Sub-total - Years 0 - 20</b>			<b>\$34,062,500</b>				<b>\$2,885,000</b>
<b>Connection to Provincial Highway System</b>							
3.1	Hammonds Plains Road Interchange Upgrade		\$20,000,000	\$2,500,000	\$3,000,000	\$14,500,000	\$14,500,000
	Add 10% Engineering		\$2,000,000	\$250,000	\$300,000	\$1,450,000	\$1,450,000
	and 15% Contingency		\$3,000,000	\$375,000	\$450,000	\$2,175,000	\$2,175,000
	Total Province		\$25,000,000	\$3,125,000	\$3,750,000	\$18,125,000	\$18,125,000
<b>Sub-total - Connection to Provincial Highway System</b>			<b>\$25,000,000</b>				<b>\$18,125,000</b>
<b>Grand Total - Transportation Costs</b>			<b>\$59,062,500</b>	<b>\$11,157,500</b>	<b>\$15,622,375</b>	<b>\$32,282,625</b>	<b>\$21,010,000</b>

# Attachment H

## Highway 102 Development Area - Transportation Infrastructure Cost Estimates / Allocation

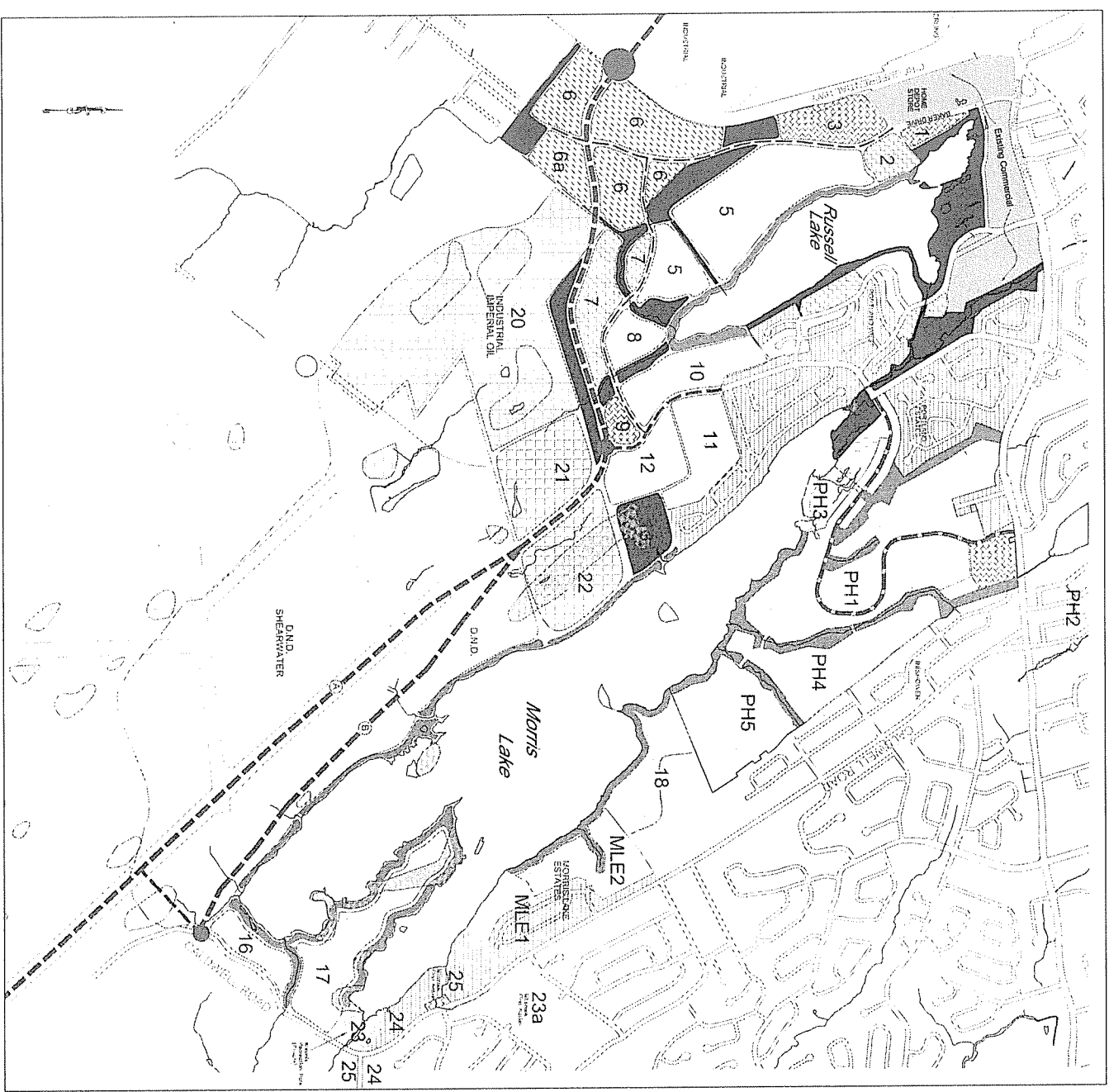
ITEM	Location	Cost	Charge Area Cost	Cost to HRM & Future Developers	Incremental Cost to HRM
<b>Year 0-5</b>					
1.1 Roundabout	Lacewood Drive	\$2,000,000	\$400,000	\$1,600,000	\$1,600,000
1.2 Tunnel Under Highway 102	Connection to Parkland Drive	\$2,500,000	\$2,000,000	\$500,000	\$500,000
1.3 Access Road Through Tunnel	Connection to Parkland Drive	\$1,600,000	\$1,280,000	\$320,000	\$320,000
1.4 Washmill Lake Court Extension	Connection to Main Avenue	\$3,330,000	\$166,500	\$3,163,500	\$0
1.5 Roundabout Parkland Drive		\$750,000	\$375,000	\$375,000	\$375,000
1.6 Major Collector Oversizing - Study Area		\$900,000	\$720,000	\$180,000	\$180,000
1.7 Minor Collector Oversizing - Study Area		\$270,000	\$270,000	\$0	\$0
Subtotal		\$11,350,000	\$5,211,500	\$6,138,500	\$2,975,000
	Add 10% Engineering	\$1,135,000	\$521,150	\$613,850	\$297,500
	Add 15% Contingency	\$1,702,500	\$781,725	\$920,775	\$446,250
	Total Year 0-5	\$14,187,500	\$6,514,375	\$7,673,125	\$3,718,750
<b>Year 6-20</b>					
2.1 Bridge Structure Over Kearney Lake		\$1,500,000	\$1,200,000	\$300,000	\$300,000
2.2 Major Collector Oversizing - Study Area		\$2,610,000	\$2,088,000	\$522,000	\$522,000
2.3 Minor Collector Oversizing - Study Area		\$780,000	\$780,000	\$0	\$0
Subtotal		\$4,890,000	\$4,068,000	\$822,000	\$822,000
	Add 10% Engineering	\$489,000	\$406,800	\$82,200	\$82,200
	Add 15% Contingency	\$733,500	\$610,200	\$123,300	\$123,300
	Total Year 6-20	\$6,112,500	\$5,085,000	\$1,027,500	\$1,027,500
<b>Sub-total - Years 0- 20</b>		<b>\$20,300,000</b>			<b>\$4,746,250</b>
<b>Connection to Provincial Highway System</b>					
3.1 Lacewood Drive Interchange Upgrade	Year 6-20	\$10,000,000	\$1,250,000	\$8,750,000	\$8,750,000
3.2 Kearney Lake Drive Interchnage Upgrade	Year 6-20	\$10,000,000	\$1,250,000	\$8,750,000	\$8,750,000
		\$20,000,000	\$2,500,000	\$17,500,000	\$17,500,000
	Add 10% Engineering	\$2,000,000	\$250,000	\$1,750,000	\$1,750,000
	Add 15% Contingency	\$3,000,000	\$375,000	\$2,625,000	\$2,625,000
	Total Province	\$25,000,000	\$3,125,000	\$21,875,000	\$21,875,000
<b>Sub-total - Connection to Provincial Highway System</b>		<b>\$25,000,000</b>			<b>\$21,875,000</b>
<b>Grand Total - Transportation Costs</b>		<b>\$45,300,000</b>	\$14,724,375	\$30,575,625	<b>\$26,621,250</b>

# Schedule I

## RUSSELL LAKE / MORRIS LAKE

MAP 9N : FUTURE LAND USE AND TRANSPORTATION PLAN

Scale: NTS  
February, 2005



- SINGLE FAMILY
- SEMI / TOWNHOUSE
- MULTIPLE / TOWNHOUSE
- CDD RESIDENTIAL MIX
- CDD (Holding)
- HRM PARKLAND/PRIVATE OPEN SPACE
- ACTIVE HRM PARKLAND
- COMMUNITY COMMERCIAL
- GENERAL COMMERCIAL / HIGH DENSITY RESIDENTIAL
- EXISTING COMMERCIAL
- INSTITUTIONAL
- LAKEFRONT PROTECTION ZONE
- INDUSTRIAL LANDS
- WETLANDS
- ENVIRONMENTALLY SENSITIVE
- CALDWELL ROAD CONNECTOR
- NEW INTERCHANGE

