

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed by 

SUBMITTED BY:

Jacques Dubé, Chief Administrative Officer

DATE: October 26, 2018

SUBJECT: **Case 21639: Initiation of Planning Document Amendments - Margeson Drive Master Plan - Margeson Drive and the Highway #101 Interchange, Middle Sackville**

ORIGIN

- Requests by Armco Capital Inc. for planning document amendments to enable various development proposals near the Highway 101 and Margeson Drive interchange in Middle Sackville
- On February 7, 2017, the following motion of Regional Council regarding a future cultural centre from the Cobequid Cultural Society was put and passed:

“MOVED by Councillor Blackburn, seconded by Deputy Mayor Craig THAT Halifax Regional Council:

- 1. Declare 2.0 acres of PID 41287137, Highway 101 and Margeson Drive, Middle Sackville, as shown on revised Attachment “A” as circulated, as no longer required for the purposes of the Municipality and surplus to municipal requirements, and categorize the parcel, as ‘Economic Development’, as per Administrative Order 50;*
- 2. Direct Planning and Development staff to review and advise CCS respecting the planning application approvals required in order to facilitate the development proposal on this site inclusive of addressing land use, subdivision, shared parking, vehicle access and egress, proximity to Provincial right of ways, as well as the size and location of septic fields, and report back to Council as may be required; and*
- 3. Following the resolution and determination of the planning approval process return to Council with the recommended terms of the shared parking agreement and terms of the property conveyance for final approval by Council.”*

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter (HRM Charter), Part VIII, Planning & Development.

RECOMMENDATION

It is recommended that Regional Council direct staff to:

1. Initiate a process to consider amendments to the Regional Municipal Planning Strategy, the Regional Subdivision By-law, the Secondary Municipal Planning Strategies and Land Use By-laws for Sackville and Beaver Bank, Hammonds Plains and Upper Sackville to enable mixed use residential, commercial, institutional and recreational development on lands surrounding the Highway 101 Interchange at Margeson Drive, Middle Sackville as shown on Maps 1 - 4; and
2. Follow the public participation program as set out in Attachment D.

BACKGROUND

Staff propose consolidating several requests for planning processes in the area of the Highway 101 and Margeson Drive intersection in Middle Sackville by undertaking a master planning exercise of the subject lands. This exercise would result in the creation of planning policies and regulations for the area, as illustrated on Map 4, that would allow mixed residential, commercial, institutional and recreational uses in a comprehensive fashion.

Subject Lands	PIDs 41293036, 40281479, 40123598, 41287137, 41287129, 40123606, 0045281, 41453135, 41453143
Location	Highway 101 Interchange at Margeson Drive, Middle Sackville
Regional Plan Designation	Rural Commuter
Community Plans (Map 1)	Rural Residential and Mixed Use C (MUC)
Zoning By-laws (Map 2)	Comprehensive Development District (CDD), Mixed Use 2 (MU2) and R-1 (Single Unit Dwelling) Zone
Size of Area	Approximately 59 hectares (146 acres)
Street Frontage	Margeson Drive north and south of the Interchange
Current Land Use(s)	Vacant – Residential subdivision
Surrounding Use(s)	North quadrant – Residential land uses, Highway 101 South quadrant – Residential subdivision, vacant lands, Highway 101 and Sackville River McCabe Lake

Planning Process Requests

Armco Capital Inc. has applied to extend municipal water service to develop 37 acres of undeveloped land located on the north-east quadrant of the Highway 101 interchange in Middle Sackville (Maps 1-4, Parcel 2 Map 4, Attachment A). The lands are located within an Urban Local Growth Centre in accordance with the Regional Plan (Attachment B).

Additionally, staff have also received applications for the development of the Cobequid Cultural Center (Parcel 5, Map 4) as well as a request to remove interim growth control policies and regulations on Parcel 7 (Map 4). These lands were all subject to a community visioning exercise that concluded in 2011.

In the interests of comprehensive planning and process efficiency, staff propose expanding the planning process beyond Parcels 2, 5 and 7 to include additional lands south of Highway 101 that were also considered under the 2011 visioning process. This approach would allow the development of a Master Plan to create new secondary planning policies to facilitate development of commercial, residential, institutional and recreational uses on lands within the Growth Centre boundary in proximity to the interchange. This type of complete community approach cannot be considered under existing Secondary Municipal Planning Strategy (SMPS) policies. Therefore, staff are seeking to initiate a master planning process to amend the Regional Plan, Regional Subdivision By-law and the SMPSs and Land Use By-laws (LUB) for the Sackville and Beaver Bank, Hammonds Plains and Upper Sackville plan areas.

Community Vision for the Subject Lands

In 2011, a community visioning exercise was completed for these lands which identified desirable attributes for the area. That exercise included significant focus on the Margeson Drive- Highway 101 interchange lands (identified as Area A in the Vision, Attachment C) and the following specific action items were identified to provide for a complete community:

- Undertake Master Planning to ensure a comprehensive planning approach
- Protect the natural environment with particular reference to open space and water resources
- Provide recreational opportunities
- Provide an outdoor gathering place
- Establish community commercial center
- Seek to achieve sustainable development
- Provide seniors' housing
- Create a variety of housing types
- Establish a cultural centre
- Permit mixed use development as appropriate.

Regional Plan Context

The Regional Plan identifies the interchange at Highway 101 and Margeson Drive as an Urban Local Growth Centre. The Regional Plan sets out desired features for Urban Local Growth Centres that include:

- a mix of low and medium density housing;
- walkable streets;
- active transportation routes; and
- quality transit connections to other Centres.

The subject lands are designated Rural Commuter in the Regional Plan and are outside the Urban Service Area. The study area is technically capable of being serviced with municipal central water as the subject lands lie adjacent to the Central Water Service Area and there is sufficient water capacity in the existing system to accommodate the proposal. However, an adjustment to the water service boundary is required through the Planning process. In contrast, central municipal sewer is unavailable.

Notwithstanding less permissive planning policies under the SMPSSs, the Regional Plan identifies this area as suitable for consideration of plan amendments to facilitate a serviced, mixed use type development. Attachment B contains a review of relevant Regional Plan policy.

Secondary MPS and Land Use By-law Context

The area is regulated under the Sackville and Beaver Bank, Hammonds Plains and Upper Sackville Plan SMPSSs and the subject lands are designated Rural Residential and Mixed-Use C (MUC), respectively. Zoning is Comprehensive Development District (CDD), Mixed Use 2 (MU2) and R-1 (Single Unit Dwelling). These land use designations and zones identify areas for comprehensive development with a mix of housing types that are configured in a low density residential land use environment with low intensity commercial land uses. The permitted uses align with the existing MPS and LUB and are reflective of rural development based on onsite services and larger lot patterns. However, this existing regulatory approach is not consistent with the more recently completed Community Vision (2011).

Halifax Transit and Cobequid Cultural Society Lands

Halifax Transit has identified lands in this area for an HRM Regional Express Park and Ride facility in its 2019-2020 budget year. The Cobequid Cultural Society is a non-profit organization and registered charity that is proposing to build a \$10 - 15 million state of the art visual and performing arts center. The centre would include a 700-seat purpose built performance space and concert hall, multi-purpose space, art gallery, dance studio, dinner theater, and administrative space. Both facilities are intended to be located on an 8.8 acre (3.6 hectare) currently shown as Parcel 5 on Map 4.

On February 7, 2017, Regional Council declared 2.0 acres (.8 hectares) of the 8.8 acre (3.6 hectare) site surplus to municipal requirements. The surplus lands were categorized under Administrative Order 50 to be sold for the purposes of Economic Development. Council also directed that staff provide advice to the Cobequid Cultural Society with respect to various components of the planning process that could impact the development of a Cultural Center on this site (land use, subdivision, shared parking, vehicle access and egress, septic fields etc.).

Independent of the Master Plan program, a change in the development rights to allow a cultural centre as described above would have entailed a site specific Regional Plan amendment and, on its own, identifying a supporting planning rationale for such an amendment may have been difficult. However, the development of a comprehensive Master plan for the area allows consideration of the proposed Cultural Center in the context of the Regional Plan and the goals of the Community Vision. Creating a complete community with a variety of land uses inclusive of a strong cultural element provides the basis of a stronger proposed planning framework.

Therefore, it is proposed that the matters of function and land use for the proposed Cultural Centre including the shared parking agreement with Halifax Transit and the property conveyance be completed as part of the Master Planning process. It should be noted that the development of the Halifax Transit Park and Ride site has been considered through a different municipal process and is not subject to review through the official planning process. Therefore, it would not be subject to change through the community consultation process which would follow should Council choose to initiate the planning process described in this report.

DISCUSSION

The Regional Municipal Planning Strategy (RMPS) and the Secondary Municipal Planning Strategies are strategic policy documents that set goals and direction for long term growth and development in the Municipality. While these planning documents provide broad direction, Regional Council may consider requests to amend them to permit proposed development that is inconsistent with their existing policies. Amendments to the RMPS and SMPS are significant undertakings and Council is under no obligation to consider such requests. Amendments should be only considered within the broader planning context and when there is reason to believe that there has been a change to the circumstances since the MPS was adopted, or last reviewed, or if it advances RMPS policy.

Applicant Rationale for North East Quadrant Parcel (Map 4, Parcel 2)

The applicant has provided the following rationale in support of the proposed amendment(s):

- The proposed use of the subject lands is consistent with the 2011 Community Vision and given its location (an interchange quadrant that lies adjacent to Highway 101), the intended land use as a commercial Interchange development is a logical change from residential development that was contemplated under the exiting Comprehensive Development District (CDD) that currently applies to the lands;
- Implementation for the Community Vision was established in the 2011 report to Regional Council; and
- The use is in demand. Consequently, the proposal is to include a mixed commercial retail office development.

Attachment A contains the Armco Capital Inc.'s application letter.

Staff Rationale for Expanding the Planning Process – Complete Community

Expanding Armco's application to develop this Growth Center advances RMPS policy. Preliminary review indicates the development proposal for the study area is consistent with RMPS Policy S-9 relating to the development of secondary planning strategies (Attachment B). Creating a destination centre containing community commercial, cultural uses, office, pedestrian connectivity and seniors housing is a goal of both

the Regional Plan and the Community Vision. Based on the configuration of lands and the readiness of land owners to implement the vision, there is an opportunity to realize the following land uses through a comprehensive Master Planning process that will complement the Halifax Transit Regional Express Park and Ride facility:

- Cobequid Cultural Centre
- Seniors Housing
- Local office for medical clinics and personal service
- Potential recreational opportunities
- Community Commercial Retail
- Pedestrian connectivity
- Local Park enhancements

Staff have reviewed the applicant's rationale for a commercial interchange development on Parcel 2. The 2014 Regional Plan and the 2011 Community Vision identify this area as a location for strategic growth. The lands could serve as one of several nodes contributing towards the goal of a complete community within the context of a "rural" Growth Centre with suburban development characteristics. Staff's view is that Council may consider the Master Plan amendments to permit a development at Margeson Drive for the following reasons:

- The Regional Plan identifies the Highway 101 interchange as an Urban Local Growth Centre where medium density residential development is appropriate;
- Complete community principles inclusive of commercial, recreational, cultural and institutional uses are also consistent with Regional Plan policies;
- Seniors housing is considered a goal of the Community Vision and is considered appropriate for this study area; and
- Extensive community engagement is planned with the creation of the Margeson Drive Master Plan Committee with regular community engagement sessions planned in accordance with the public participation program (Attachment D).

Regional Plan Context

The Regional Plan identifies the design characteristics for each type of Growth Centre that would be used to guide planning policy. To date, several plan amendments have been initiated by Regional Council within Growth Centres, which are based on the design characteristics identified in the Regional Plan (Policy S-9, Attachment B). Other Secondary Plans also ensured that appropriate servicing was planned for an identified Growth Centre before expanding the service boundary. Bedford West, Bedford South and Morris-Russell Lake were each planned through this Secondary Planning Strategy approach.

In this case, the study area is relatively small in area (59ha/146 acres). In addition, unlike the secondary planning processes referred to earlier, this growth centre is differentiated through its rural context and lack of central sanitary sewer availability. This site will remain outside the urban service boundary. Only the central water service boundary is being proposed to be extended to service this area (Policy SU-13 and SU-14). The planning process will establish a policy consistent with the Regional Municipal Planning Strategy's characteristics for Urban Local Growth Centres, shown in Table 3-1 of the Regional Plan (Attachment B). Attachment B also contains staff's review of applicable Regional Plan policies.

If initiated, the planning process will identify an appropriate density for the site, find an appropriate mix of land uses and determine the transportation and servicing impacts of the development. The process could result in policy allowing a mixed-use development at this location with medium density housing and other land uses that are currently contemplated through the Community Visioning. Given that this process is enabled entirely through the Regional Plan policies, a complete review of the local SMPs is not required for the study area.

Master Plan Study Area and Study Scope

The recommended study area for the proposed Master Plan is shown in Map 4. Staff recommends the study area include properties north of the Hwy 101 interchange that terminate at the northern most point of Parcel 1 which is the remainder of the Sunset Ridge Comprehensive Development District (CDD) which is not within the Urban Service Boundary (Map 3).

South of the Hwy 101 interchange, staff recommend that the growth area boundary and Master Plan Boundary area terminate at the easternmost edge of Parcel 4. The termination of this boundary is based on the Sackville River floodplain mapping as identified at Regional Council on August 14, 2018 (Case 21402).

Redesigning water and road infrastructure in this area will require study by the proponent, the Municipality, Halifax Water and the Nova Scotia Department of Transportation and Infrastructure Renewal. The Master Planning process approach is recommended to carry out the Community Vision and create a comprehensive plan that will also allocate capital costs for potential infrastructure upgrades for transportation and municipal water service as necessary.

Proposal Details

Map 4 shows the lands around the interchange at Margeson Drive and Highway 101 to be included in the proposed master plan. This comprises an area of approximately 59 ha (146 acres) that lies on either side of the Highway 101 south of the serviced area of Sunset Ridge. The lands lie within the Rural Commuter Designation under the Regional Municipal Planning Strategy are the areas where central water may be extended through an amendment to the Water Service Area boundary. Preliminary land use scenarios for each of the seven parcels in the study area are set out in the table below:

Preliminary land use scenarios

Parcel	Preliminary land use scenarios	Parcel size
Parcel 1:	HRM Parkland to be considered comprehensively potential common area and/or gathering place	2 ha (5 acres)
Parcel 2:	Highway Commercial interchange development office retail grocery	15 ha (37) acres
Parcels 3 and 4:	Multiple Unit Residential and Seniors housing	5 ha (13 acres) 21 ha (52 acres)
Parcel 5:	Cobequid Community Centre/ Halifax Transit Park and Ride Bus Terminal	3.7 ha (9 acres)
Parcel 6:	Commercial residential mixed-use development (4.1 residential units per acre, proposed)	12 ha (30 acres)
Parcel 7:	Potential to lift the Interim Growth Control policy on this area (25 lots per year)	NA

Total count - approximately 59.0 hectares (146 acres)

In considering the scope of the master planning project, staff recommend a staged approach as outlined in table 1.0 below:

Table 1.0

Step	Enabling Legislation or Policy
a) Initiate Secondary Planning	Regional Plan Policies (SU-14) (E-23) <ul style="list-style-type: none"> • HRM Charter • HRM Public Participation Resolution
b) Identify growth-related infrastructure costs Planning <ul style="list-style-type: none"> • Identify development constraints • Identify and analyze site design concepts • Establish preferred site design concept 	<ul style="list-style-type: none"> • Regional Plan Policies (E-9, E-15, E-16, E-17, E-21 E-23, S-5, S-9 S-12, S-30, T-3, T-9, T-16, CH-18, SU-9 SU-14, G-1, G-3, G-9, G-11)
c) Assess detailed costs for infrastructure upgrades <ul style="list-style-type: none"> • Detailed Financial Model • Timing/Phasing and Final Site Design • Risk Assessment 	<ul style="list-style-type: none"> • Local Improvement Charge By-law
d) Establish Master Plan Framework <ul style="list-style-type: none"> • Refine Master Plan Concepts, Policies and By-laws • MDMPCC Meetings • Public Meetings • Creation of Staff report 	<ul style="list-style-type: none"> • HRM Charter
e) HRM Decision - Secondary Plan and Land Use By-law and Regional Subdivision By-law Amendments to Expand Water Service Area and Adoption of Local Improvement Charge By-law <ul style="list-style-type: none"> • North West Community Council • Regional Council • Provincial Review 	<ul style="list-style-type: none"> • HRM Charter • Regional Plan Policy SU-14

Public Participation

The HRM Charter requires that a public participation program be adopted to carry out the planning process. It is proposed that a subset of the North West Planning Advisory Committee form a Public Participation Committee to oversee the process as outlined in Attachment D. The purpose of the Committee is to host meetings, workshops and any additional forums needed to engage the Community and affected groups in the formation of a proposed Master Plan. The mandate of the Committee is to:

- review studies, review draft policy and regulations and provide advice to staff and consultants throughout the process;
- help to ensure that members of the public have opportunity to participate and express their opinion through the Margeson Drive Master Plan Committee (MDMPC); and
- Make recommendations to the Community Council for recommendation to Regional Council for adoption.

Growth Control Policies on Indigo Shores Lands – Parcel 7

Further development of the Indigo Shores subdivision is restricted to developing 25 lots per year due to an interim growth policy that was put in place during the creation of the 2006 Regional Plan to curtail unwanted growth in unserviced areas. As part of the proposed Master Planning exercise, the growth control policies for the Indigo Shores Subdivision in its entirety will be reviewed as requested by the applicant (Attachment E).

Infrastructure Improvements

Municipal Water Service Extension

Within the life of the Regional Plan (2031), only growth centres located inside the Rural Commuter Designation can be serviced with municipal water subject to Regional Council approval of a secondary planning process (Master Planning). To consider new growth in this area, the Regional Plan requires that the Water Service Boundary be expanded. Regional Plan Policies SU-13 and SU-14 provide policy support for considering this expansion. Prior to any expansion, Council must consider various criteria including, evaluation of the local watershed, adoption of a secondary planning strategy and establishment of potential development charges (Halifax Water does not anticipate capital cost charges for the subject area at this time).

Municipal and Provincial Road Upgrades

While the interchange is Provincially owned, portions of Margeson Drive are owned by HRM and the Province. Armco Capital Inc., with guidance from HRM and Provincial Department of Transportation and Infrastructure Renewal (TIR), will undertake a study to determine the extent of infrastructure upgrades required to service the proposal. HRM will recommend capital cost charges for transportation improvements be established and attributed accordingly.

Watershed Study Requirement

With the recent Sackville Rivers Floodplain Study (2017) a 1:20 year floodplain boundary identified constraints for future development in this area. Given the small size of the proposed Master Plan area, staff advise that a full Watershed Study is not warranted. The Sackville Rivers Study included a recommended no-build riparian buffer which could be incorporated into this planning process in advance of new floodplain zoning (Case 21402). In addition, appropriate stormwater management, and erosion and sedimentation controls would be part of the planning process to protect the water course.

Integrated Mobility Plan

The Integrated Mobility Plan emphasises the need to improve mobility in suburban areas. A key goal of the plan is to provide safe and enjoyable active transportation connections to important destinations such as transit stops and terminals, as well as identifying and implementing active transportation links across highways. These key goals will be evaluated for implementation within context of the Master Planning process.

Green Network Plan

Most overlapping values established within the Green Network Plan (GNP) assign this area lower priority significance. However, the GNP does identify this area as suitable for ecological connections. Accordingly, a substantial riparian buffer adjacent to the Sackville River system will be retained as floodplain and will act as a wildlife corridor in accordance with GNP objectives.

Conclusion

The Regional Plan identifies this area as an Urban Local Growth Centre for low to medium density development serviced by municipal water. Given that the municipality has received a number of applications within the area boundary and a community visioning exercise has already been completed, staff advise that a comprehensive planning program would be a highly effective means to carry out the intent of the Regional Plan and visioning exercise while responding to the development applications.

For these reasons, staff recommend initiating a review of the applicable planning documents and by-laws within the proposed Master Plan Study Area to develop new planning policy and land use standards consistent with the Regional Plan's characteristics for Urban Local Growth Centres in concert with the Community Vision.

COMMUNITY ENGAGEMENT

If Regional Council chooses to initiate the Master Plan process, the HRM Charter requires that Regional Council approve a public participation program. In February of 1997, Regional Council approved a public participation resolution. It outlines the process for proposed SMPS amendments that are considered to be local in nature. The resolution requires, at a minimum, staff to hold a public meeting, along with any other measures necessary to obtain public opinion. Staff advises that the scope of this application requires more than the minimum level of public engagement.

Staff suggests the level of community engagement should be consultation through a public participation committee (PPC) established as a subset of the North West Planning Advisory Committee. The NWPAC already have terms of reference that enables the formation of a committee to prepare the plan. The proposed public participation program is outlined in Attachment D.

Amendments to the Regional MPS, Regional Subdivision By-law and SMPSs for Sackville and Beaver Bank, Hammonds Plains and Upper Sackville will potentially impact the adjacent property owners.

FINANCIAL IMPLICATIONS

The HRM costs associated with processing this planning application can be accommodated within the approved 2018/19 operating budget for C310 Urban and Rural Planning Applications.

RISK CONSIDERATION

There are no significant risks associated with the recommendations contained within this report. This application involves proposed MPS amendments. Such amendments are at the discretion of Regional Council and are not subject to appeal to the N.S. Utility and Review Board. Information concerning risks and other implications of adopting the proposed amendments are contained within the Discussion section of this report.

ENVIRONMENTAL IMPLICATIONS

Given the small geographic area of the proposed Master Plan area, staff advise that a full Watershed Study is not warranted for this area. No-build riparian buffers will be incorporated into the initial development scheme in accordance with proposed flood plain boundaries (Case 21402). In addition, appropriate stormwater management, and erosion and sedimentation controls would be part of the planning process to protect the water course.

ALTERNATIVES

1. Regional Council may choose to initiate the consideration of potential policy that would differ from those outlined in this report. This may require a supplementary report from staff.
2. Regional Council may choose not to initiate the Master Planning process. A decision of Council not to initiate an amendment process to consider amending the Regional MPS,

Regional Subdivision By-law and SMPs for Sackville and Beaver Bank, Hammonds Plains and Upper Sackville is not appealable to the NS Utility and Review Board as per Section 262 of the *HRM Charter*.

ATTACHMENTS

- Map 1: Regional Plan Generalized Future Land Use
- Map 2: Generalized Future Land Use
- Map 3: Zoning
- Map 4: Proposed Margeson Drive and Highway 101 Master Plan Study Area

- Attachment A: Application Letter
 - Attachment B: Policy Review and Excerpts Regional Municipal Planning Strategy
 - Attachment C: Middle Sackville Community Vision
 - Attachment D: Public Engagement Program
 - Attachment E: Armco Application Letter to Remove Interim Growth Control Policies
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A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Shayne Vipond Planner III, 902.490.4335

Original Signed

Report Approved by: _____
Steve Higgins, Manager, Current Planning, 902.490.4382

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Report Approved by: _____
Dave Reage, Director, Halifax Transit, 902.490.5138

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Report Approved by: _____
Kelly Denty, Director, Planning and Development, 902.490.4800



Map 1 - Regional Plan Generalized Future Land Use

HALIFAX

 Subject Area

Designation

- RC Rural Commuter
- US Urban Settlement
- OS Open Space and Natural Resources

This map is an unofficial reproduction of a portion of the Zoning Map for the plan area indicated.


The accuracy of any representation on this plan is not guaranteed.





Map 2 - Generalized Future Land Use

HALIFAX

 Subject Area

Beaver Bank, Hammonds Plains and Upper Sackville Designations

- MUB Mixed Use B
- MUC Mixed Use C
- RR Rural Resource
- S Springfield Lake

Sackville Designations

- UR Urban Residential
- RR Rural Residential

This map is an unofficial reproduction of a portion of the Zoning Map for the plan area indicated.


The accuracy of any representation on this plan is not guaranteed.





Map 3 - Zoning



 Subject Area

Beaver Bank, Hammonds Plains and Upper Sackville Zones

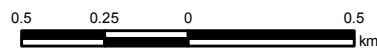
- R-1 Single Unit Dwelling
- R-6 Rural Residential
- MU-1 Mixed Use 1
- MU-2 Mixed Use 2
- FP Floodplain

Sackville Zones

- R-1 Single Unit Dwelling
- R-6 Rural Residential
- R-6A Rural Residential Single Unit Dwelling
- CDD Comprehensive Development District
- C-2 Community Commercial
- P-1 Open Space
- P-2 Community Facility
- TR Transportation Reserve

This map is an unofficial reproduction of a portion of the Zoning Map for the plan area indicated.

The accuracy of any representation on this plan is not guaranteed.





Map 4 - Proposed Margeson Drive and Highway 101 Master Plan Study Area

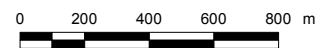
HALIFAX

■ Subject Area

- ① Halifax Regional Municipality
- ② Armco Capital Inc.
- ③ Armco Capital Inc.
- ④ Armco Capital Inc.

- ⑤ Halifax Regional Municipality
- ⑥ Armco Capital Inc.
- ⑦ Armco Capital Inc. Indigo Shores
(Potential Removal of Interim
Growth Control on all Lands
Subject to Policies)

- ▨ Urban Service Area
- ▤ Water Service Area
- ▩ Served (Sewer Only)



The accuracy of any representation on this plan is not guaranteed.



August 6, 2014

Ms. Kelly Denty
Manager, Development Approvals
Halifax Regional Municipality
40 Alderney Drive
Dartmouth, Nova Scotia
B2Y 2N5

Dear Ms. Denty:

Re: Application to Amend the Sackville Municipal Planning Strategy and Land Use By-Law and Enter into a Development Agreement for a Comprehensively Planned Community Commercial Development, Lands of Armco Capital Inc., Margeson Drive, Sackville

On April 28, 2014 Armco Capital submitted an application to amend the Regional Municipal Planning Strategy, the Regional Subdivision By-law and the Sackville Municipal Planning Strategy and Land Use By-law to enable development of Sunset Ridge Phase 6 (PID 40281479) for comprehensively planned commercial development through a Development Agreement. A pre-application was submitted in March 2013 for these same lands. Case File No. 19305 was opened for the 2014 application. Since its submission this application has been discussed with Kate Greene on a regular basis during our bi-weekly project status updates. We have expressed that this application is a priority among Armco's current active planning applications.

To bolster the importance of this application Armco made a presentation and presented a specific request directly to Regional Council about this property during the Regional Plan Public Hearing held on June 24, 2014. By motion of Regional Council our request was "referred to staff for comment and response to Armco Capital". On July 15, 2014, in response to a July 9, 2014 Armco inquiry, Paul Morgan indicated that: "Now that the revised Regional Plan has been approved, the next step will be to finalize a work plan for our secondary planning program. Our new Chief Planner, Bob Bjerke, will be considering this over the coming months and will give direction. Once this is done, I will be in a better position to respond to your question regarding the first and third requests identified in the June 24th correspondence to Mayor Savage and Regional Council."

On July 25, 2014 Armco received a letter from Shayne Vipond formally responding to the April 28, 2014 application. In his letter Shayne reiterated information provided earlier by email, that it is staff's position that completion of a secondary planning process for the Highway 101/Margeson Drive interchange is required before development of Armco's lands can be considered.

Shayne indicates in his letter that: "Armco may choose to make a site specific request for these lands to undertake a Planning process independent of the secondary planning process". While it is unclear how our April 28, 2014 application does not constitute a "site specific request", with this letter Armco wishes to confirm that our April 28, 2014 application is intended to be a site specific planning amendment application independent of any secondary planning process.

We would request that staff prepare an initiation report to be tabled with Regional Council. Given that the application was submitted on April 28, 2014 and that this matter has already been the subject of internal review by both Planning and Infrastructure and Development Approvals staff, we would expect that an initiation report could be prepared and tabled in a short time frame.

In our April 28, 2014 application Armco noted that these lands were included in a Community Visioning process for the Sackville and Lucasville area. The lands were identified as being suitable for community commercial centre. Issues relating to detailed site and building design can be addressed through the Development Agreement process to ensure that concerns that might otherwise be brought forward through a secondary planning process. The current Sackville Drive MPS and LUB contain a variety of planning and development control provisions directed at promoting good community form, it is anticipated that these would likely influence secondary planning process discussions. Again, these types of considerations, as well as any input gathered through the required community consultation process, can be included in a Development Agreement process outside of any future secondary planning process.

In our April 28, 2014 application we also identified, as was subsequently confirmed by Paul Morgan, that no timelines have been established for initiating a secondary planning process for the Sackville/Lucasville area. Paul indicates that it will be months before priority areas for secondary planning are identified. We also noted experience has shown that the length of time to complete a secondary planning process, once initiated, is lengthy and are typically not completed within specified timelines.

The Middle Sackville, Upper Sackville and Lucasville areas are dynamic and growing communities in need of new community scale commercial services. With the completion of the Highway 101 interchange Armco's property is uniquely positioned to respond to these community needs. As stated previously we believe that this application is extremely timely and it will afford an opportunity facilitate well planned growth and continued economic development within HRM.

Sincerely,

ARMCO CAPITAL INC.

Original Signed

Emma McCully
Planning Coordinator

Cc Chris Millier, Armco Capital
Abha Romkey, Armco Capital
Kate Greene, HRM
Paul Morgan, HRM
Shayne Vipond, HRM

Attachment B

Policy Review and Excerpts: Regional Municipal Planning Strategy

The Regional Municipal Planning Strategy (Regional Plan) guides growth in the Municipality. While all relevant policies and objectives will be considered, staff have identified these policies as most important for developing new communities in Suburban Local Growth Centres, such as the Highway 101 Margeson Drive area in Middle Sackville.

Regional Plan Objectives/ Policy	Staff Comments
<p>Section 3.1 - Settlement Objectives <i>1. Direct growth so as to balance property rights and life-style opportunities with responsible fiscal and environmental management;</i></p>	<p>The Margeson Drive subject site is within an identified growth area under the Regional Plan.</p>
<p><i>2. Target at least 75% of new housing units to be located in the Regional Centre and urban communities with at least 25% of new housing units within the Regional Centre over the life of this Plan;</i></p>	<p>The subject site is designated Rural Commuter under the Regional Plan, is not located within the Regional Centre but is anticipated to contain medium density residential development in a higher range than low density rural suburban development</p>
<p><i>3. Focus new growth in centres where supporting services and infrastructure are already available;</i></p>	<p>The proposal is intended to provide a wide variety of commercial, residential and recreational services that would be facilitated through the extension of municipal central water service.</p>
<p><i>4. Design communities that:</i> <i>(a) are attractive, healthy places to live and have access to the goods, services and facilities needed by residents and support complete neighbourhoods as described in 6.2.2 (v) of this Plan;</i> <i>(b) are accessible to all mobility needs and are well connected with other communities;</i> <i>(c) promote energy efficiency and sustainable design;</i> <i>(d) protect neighbourhood stability and support neighbourhood revitalization;</i> <i>(e) preserve significant environmental and cultural features;</i> <i>(f) promote community food security;</i> <i>(g) provide housing opportunities for a range of social and economic needs and promote aging in place;</i></p>	<p>The proposed amendment process will create Municipal Plan policy based on these and other Regional Plan objectives.</p>
<p><i>5. Maintain the character of rural communities;</i></p>	<p>Residential density and other land use intensity will reflect lower rise building structures and density supported through rural onsite septic calculations that will limit development intensity and more reflect a rural development pattern.</p>
<p><i>6. Preserve agricultural and resource lands;</i></p>	<p>Not applicable.</p>
<p><i>7. Provide opportunities to establish a network of interconnected greenbelts and open spaces;</i></p>	

<p>8. Support housing affordability.</p>	<p>The subject site could provide a mix of housing types to support affordability.</p>
<p>Section 3.2.1 Policy S-5: <i>The Rural Commuter Designation shall be established on the Generalized Future Land Use Map (Map 2) to encompass those areas within commuting distance of the Regional Centre that are heavily influenced by low-density residential development.</i></p>	<p>The subject site is within the Rural Commuter Designation</p>
<p>Section 3.3 Policy S-9: <i>HRM shall prepare secondary planning strategies for the centres outlined in Tables 3-1 and 3-2 and generally illustrated on Map 1 with consideration given to:</i></p> <ul style="list-style-type: none"> <i>a) the objectives presented in section 3.1 and the general characteristics presented in Tables 3-1 and 3-2;</i> <i>b) the specific boundaries, population targets and detailed design policies related to the layout of the centres, range of permitted uses and criteria for conversion of uses, allowable development densities and mechanisms for implementation;</i> <i>c) the recommendations of any plans and studies identified by this Plan that have been accepted or endorsed by Regional Council; and</i> <i>d) any other relevant objectives and policies of this Plan.</i> 	<p>1) The subject site is identified as an Urban Local Growth Centre in Table 3.1. Lands within the growth centre are mostly undeveloped excepting for Indigo Shores, a residential subdivision that lies south west of the Hwy 101 interchange. These lands are primarily residential in nature. All other lands within the study boundary are vacant at this time and have not received any other recent planning approvals. It is anticipated that permitting development in this area would not limit additional Secondary Planning in the future.</p> <p>2) Many Master Plans have been undertaken for larger tracts of land that required both central water and sewer infrastructure. Most lie within or are brought into the serviceable boundary. The subject site and study area are smaller areas in comparison, where central sewer is unavailable.</p> <p>3) Section 232 (2) of the Halifax Charter states “The adoption of a municipal planning strategy does not commit the Council to undertake any of the projects suggested in it.” Policy S-9 outlines a number of planning projects the Municipality would like to undertake; this list does not require the Municipality to undertake these plans, nor does it prevent Council from amending Municipal Plans without first creating a Secondary Plan.</p>

Table 3-1: Future Characteristics of Urban Settlement Growth Centres

Centre Type	Centre Name	Land Uses and Design	Transit, AT and Parking	Open Space	Cultural Heritage
Urban Local Growth Centre	Herring Cove Lakeside/Beechville Timberlea Village Clayton Park West Birch Cove Kearney Lake Bedford Mill Cove Lower Sackville Main Street Middle Sackville Morris Lake North Westphal Cole Harbour Eastern Passage	<ul style="list-style-type: none"> • Mix of low, medium and high density residential, small office, small institutional and convenience commercial uses • In established residential neighbourhoods, low to medium density residential uses • Encourage infill or redevelopment of large parking lots into traditional blocks with streetwalls and step-backs • Pedestrian oriented facades 	<ul style="list-style-type: none"> • Transit to connect to other centres and Regional Centre • Pedestrian oriented transit stops • Enhanced pedestrian linkages • Street, or rear yard parking wherever possible • Access to AT routes • Short interconnected blocks for ease of walkability 	<ul style="list-style-type: none"> • Streetscaping featuring landscaped pocket parks and tree-lined streets • Interconnected private and public open space • Improved quality and quantity of parkland • Focus on waterfront parks and trails • Private and public realm urban forest canopy cover to be maintained and improved • Provisions for food security 	<ul style="list-style-type: none"> • Built and natural heritage to be maintained and improved • Heritage features integrated with new development • Public art integrated with new development • Scenic public views preserved • Cultural heritage corridors

Staff Comments: The subject site, near Margeson Drive, is within the Middle Sackville Urban Local Growth Centre. The proposed planning process will create new Municipal Plan policy to implement the characteristics in Table 3-1.

Regional Plan Objectives/ Policy	Staff Comments
<p>Section 2.1 - Environment, Energy and Climate Change Objectives</p> <p>3. Adopt development practices that sustain air, land, water and groundwater resources;</p>	<p>New Master Plan policy will consider all relevant policies and objectives.</p>

<p>Section 2.4 – Watershed Planning</p> <p>Policy E-23 E-23 HRM shall undertake watershed or sub-watershed studies concerning natural watercourses prior to undertaking secondary planning strategies in areas where new or additional development could adversely affect watercourses within the watershed.</p>	<p>This policy would be applied by requiring analysis of the potential impacts on McCabe Lake and any other impacted water bodies, and by requiring a stormwater management plan.</p>
<p>Section 4.1 - Transportation and Mobility Objectives</p> <p>2. Promote land settlement patterns and urban design approaches that support fiscally and environmentally sustainable transportation modes;</p>	<p>The applicant will be responsible for a transportation study that considers all transportation modes.</p>
<p>4. Design complete streets for all ages, abilities, and modes of travel;</p>	<p>New policy will seek to establish these principal in the development plan.</p>

<p>Section 7.1 - Culture and Heritage Resources Objectives</p> <p>1. Preserve cultural and heritage resources in HRM and develop policies, programs and regulations to protect and enhance them;</p>	<p>New policy will seek to establish these principals in the development plan where applicable</p>
<p>2. Promote cultural and heritage considerations in HRM's broader planning and municipal decision making processes</p>	<p>New policy will seek to establish these principal in the development plan.</p>

<p>Section 8.1 - Municipal Water Services, Utilities and Solid Waste Objectives</p> <p>1. Coordinate municipal initiatives with the Halifax Regional Water Commission (Halifax Water) to:</p> <ul style="list-style-type: none"> (a) provide water, wastewater and stormwater services in a cost-effective manner; (b) recoup growth related costs from benefitting property owners; and (c) reduce degradation to the natural environment. 	<p>The applicant will need to provide servicing studies to the satisfaction of Halifax Water and the Municipality.</p>
<p>2. Manage growth to make the best use of existing water, wastewater and stormwater infrastructure and avoid unnecessary or premature expenditures;</p>	<p>Through the Planning program the subject site is proposed to be located within the Urban Water Service Boundary.</p>

<p>Section 8.5 – Rural Services</p> <p>SU-13 In recognition of the Water Service Districts established under the former Halifax County Municipality Subdivision By-law, HRM shall, through the Regional Subdivision By-law, establish Water Service Areas where development shall be permitted which is serviced by a public water distribution system but without a municipal wastewater system. Within these areas, a water distribution system shall be required to service all new developments located adjacent to an existing water distribution system where a new or extended public street or highway is proposed. Further, no water distribution system shall be permitted to extend outside of a Water Service Area.</p>	<p>An infrastructure charge policy will be considered as part of the process outlined in this report.</p>
<p>SU-14 HRM may consider establishing new Water Service Areas, subject to the financial ability of HRM to absorb any related costs, provided a wastewater management plan is also considered in accordance with Policy SU-20, if:</p> <p>(a) (i) the area is within a Rural Commuter, Rural Resource or Agricultural centre and it has been determined through a secondary planning process that new growth is to be encouraged in this area; or</p> <p>(ii) the lands are adjacent to an existing Water Service Area and a Classic Conservation Design development is proposed; or</p> <p>(iii) the lands are adjacent to an existing Water Service Area and a Classic Conservation Design development is proposed within an Urban Reserve designation, subject to the provisions of clause (d) of policy G-16; and</p> <p>(b) the new service area and a charge needed to pay for growth related improvements to the water or stormwater services has, where required, been approved by the Review Board.</p> <p>SU-15 HRM may consider expanding</p>	<p>In accordance with (a) (i) the area is within the Rural Commuter Designation. The proposed Master Plan will constitute a Secondary Plan under the <i>HRM</i> Charter which will determine the requirement for new growth in this area subject to Regional Plan policy.</p>

**Attachment C:
Middle Sackville Community Visioning**



Middle – Upper Sackville & Lucasville Vision

Community Visioning

Community Visioning is a public engagement process adopted by HRM Council as a way to implement the HRM Regional Plan. Its purpose is to build consensus amongst residents and important stakeholders on what our community should look like, feel like, and be like 25 years into the future. Community Visioning engages residents in an open dialogue, discovers new ideas and solutions, and forges community support for collective action.

Middle – Upper Sackville & Lucasville Community Engagement

The Community Liaison Group (CLG) for Middle – Upper Sackville & Lucasville, is a volunteer group of local residents who have been preparing and engaging the community since September of 2008 to develop a Community Vision and Action Plan. The themes in the Vision are based on the statement “Many Neighbourhoods, One Community” reflecting the worthy challenge of community building in a semi-rural area.

The Vision is intended to reflect community wishes and desires that will, collectively, form a series of “actions” to address a wide range of community aspirations and priorities. To this end the resulting Vision is intended to reflect a broad range of the community’s interest that will help shape what happens over the next two decades.

The CLG developed a number of methods to reach out to the community and gather their wishes for the Middle – Upper Sackville and Lucasville Area. Those methods included two Community Visioning forums, an on-line survey and meetings with stakeholders. A wide variety of promotion, including mail-outs, newspaper articles, posters, community signage and websites, accompanied each of these methods to inform the community and provide them the opportunity to get involved.

After collecting the feedback, the CLG developed and then distributed the Draft Vision and Action Plan to the community and provided two weeks for feedback on the draft. Feedback that suited the implementation stage of the Visioning process was compiled for consideration at that time and will be posted on our website for reference. For a detailed description of the Community Visioning Process, please refer to Appendix A.

The CLG would like to thank all the residents and community stakeholders that have shared their wishes and insight in order to bring this Vision to completion.

Community Background

Middle Sackville is located in Halifax Regional Municipality, Nova Scotia, in the Sackville River valley. The community's past growth reflects its central location, near both Halifax and Dartmouth, with easy access to Highway 102 and Highway 101. Proximity to downtown Halifax and Burnside Industrial Park gives the suburbs of Sackville the advantages of employment opportunities and services of a larger city. Middle – Upper Sackville & Lucasville area has a population of approximately 18,000, which has grown 19 % since 1996 (Community Counts). There is limited commercial activity within the Vision area, with the majority of it located in the Lower Sackville area. Many of the businesses that do exist are locally owned small to mid sized businesses.

Sackville's earliest roots as a settlement can be traced back to a fort built at the head of Bedford Basin to defend Halifax against French soldiers and their Mi'kmaq allies. Joseph Scott, one of Sackville's first residents, landed in Halifax in 1749 onboard the ship London. An entrepreneur, his timber business soon expanded beyond the head of the basin to sawmills constructed along the Sackville River. The African – Nova Scotian community of Lucasville was established in 1827, when deeds were issued to Mr. James Lucas and Mr. Moses Oliver. The name of the community was originally called Lucas Settlement, and then later Lucasville.

Through community consultation, it is evident the residents of the Vision area value particular aspects of their communities. These are the community centres that serve as meeting places for seniors, local community groups and volunteers; the watershed, consisting of the Sackville River and many lakes and streams, which provides recreational opportunities such as fishing, boating, swimming, and hiking in addition to an ecosystem for fish and wildlife; the open spaces and variety of recreational facilities to enjoy nature and encourage healthy lifestyles; and overall, the people, families, neighbours and local community groups that help the area thrive. Ultimately, this is an area where people feel they are in proximity to all of the services of the urban centre but have the attributes of the country and neighbourhoods surrounding them.

Today, there are a number of factors continuing to drive growth in this Vision area, including a new highway interchange and an above average percentage of youth.

Vision Statement

The Vision for Middle – Upper Sackville & Lucasville's future is one of semi-rural diversity. Potential for development pressure is counterbalanced with the demand to retain the semi-rural character of the area. Healthy lifestyle is cited as a key element in the central themes that inform this Vision. Outdoor and indoor recreational opportunities, the preservation of all aspects of the environment and the desire for sustainable land use development are thematic throughout the Vision. There is a desire to balance community interests to ensure that the community of Middle – Upper Sackville & Lucasville is viable economically, environmentally, and socially. This includes the creation of programs to enhance existing plans for the delivery of services to the Vision area. The Vision seeks at its core to create representation through the creation of committee(s) to address issues central to the community interest in an effort to achieve its priorities as outlined in the following Vision and Action Plan.

Middle – Upper Sackville & Lucasville recognizes the importance of advocacy and to liaise with stakeholders to express their values in the following:

- The natural environment with particular reference to open space and water resources
- Recreational opportunities
- Housing diversity including options for seniors
- Enhanced transit and active transportation opportunities
- Economic and commercial enhancements
- Sustainable land use planning

Organization of the Vision and Action Plan

As “Many Neighbourhoods” endeavouring to become “One Community” this Vision process had its unique challenges, including the future planning of a largely semi-rural area.

The centre of the Vision area was designated in the Regional Plan as a Suburban Local Centre. Effectively this is a largely undeveloped parcel of land surrounding a proposed highway interchange and the proposed Metro Transit Park and Ride.

It became clear through the process that a varied consultation effort would be required, including an expanded Vision study area, in order to maximize the amount of information processed to form the Vision. The red border on the map (Page 5) outlines the Vision area to achieve this purpose.

The aforementioned themes emerged from the Community Engagement and, as the Regional Plan identified low to medium density residential development as an appropriate guide for the area, it was concluded that some neighbourhoods would require area specific actions, if the CLG were to achieve a Vision reflective of the Community’s desire. This includes the possibility of allowing a mix and range of densities and land uses in specific areas, particularly through master planning processes.

Accordingly to reflect these differences the Vision has been structured to meet two objectives:

- (1) To apply an area wide Vision and Action Plan so that certain vision statements apply to the entire area and,
- (2) To create area specific actions for particular locations. To achieve this specific areas have been identified as area A, B, C, etc.

This approach, it is believed, will greatly assist during the implementation phase of the process.

Vision Area

Middle – Upper Sackville & Lucasville Vision Sub Areas:

“Many Neighbourhoods, One Community” describes this vision area. The many neighbourhoods as well as the undeveloped lands vary in terms of character, and as such, may be appropriate for different goals and actions. Therefore, six sub areas have been created to help assign area-specific goals and actions, in addition to area wide goals and actions that apply to the entire Vision area.

The boundary limits are intended to reflect areas that contain values as expressed through the community's Vision. These area boundaries are not identified as areas that are prescriptive or restrictive. Rather, in keeping with the underlying appreciative philosophy of the community asset based approach refinements and/or restrictions regarding land use are intended to be established through the Planning process in the Implementation phase of the project. Further study and community consultation through the Implementation phase may ultimately dictate that Area A, for example, could further extend into Area B and less so into Area C. This is but one possible outcome of that process. Accordingly the attached Middle-Upper Sackville & Lucasville Vision Area Map should not be viewed in the same light as a policy designation map.

Area A:

Consists of the proposed Margeson Drive interchange and surrounding vacant lands. These include the section of Margeson Drive from Sackville Drive to the interchange, the proposed park-and-ride area, and the undeveloped portion of the Sunset Ridge development. The circle shape of Area A is intended to be flexible in that the boundary of land parcels do not follow the circle's line, and further analysis during the implementation stage of the Vision exercise will determine Area A's actual boundaries.

Area B:

McCabe Lake North and lands fronting on the south side of McCabe Lake extending behind the Waterstone subdivision. The McCabe Lake North lands are the undeveloped lands currently owned by Twin Brooks that extend from the north and east shoreline of McCabe Lake to Highway 101. The land on the south side of McCabe Lake behind Waterstone is largely owned by United Gulf and is the future location for a portion of Margeson Drive.

Area C:

Suburban Areas. These are areas that are currently serviced with municipal sewer and water but range in lot size. It is the area from Beaverbank Road up to, and including Lively subdivision. This area includes Millwood, Orchard Park, Twin Brooks (former golf course) and the portion of Sunset Ridge with development approvals.

Area D:

Semi-Rural Areas. These are areas that have on-site water and sewer services or are partially serviced with their own sewage treatment systems. Area D includes the area north from the Lively subdivision to the Hants County line and includes: Springfield Lake,

Springfield Estates, Berry Hills, Waterstone, Timber Trails, Wilson Lake, large vacant land tracts, and the Sackville Drive and Lucasville Road corridors.

Area E:

Identified as the former land fill site south of Highway 101.

Area F:

Rural areas forming part of the periphery of the Vision area. Area wide vision and actions apply to these locations.

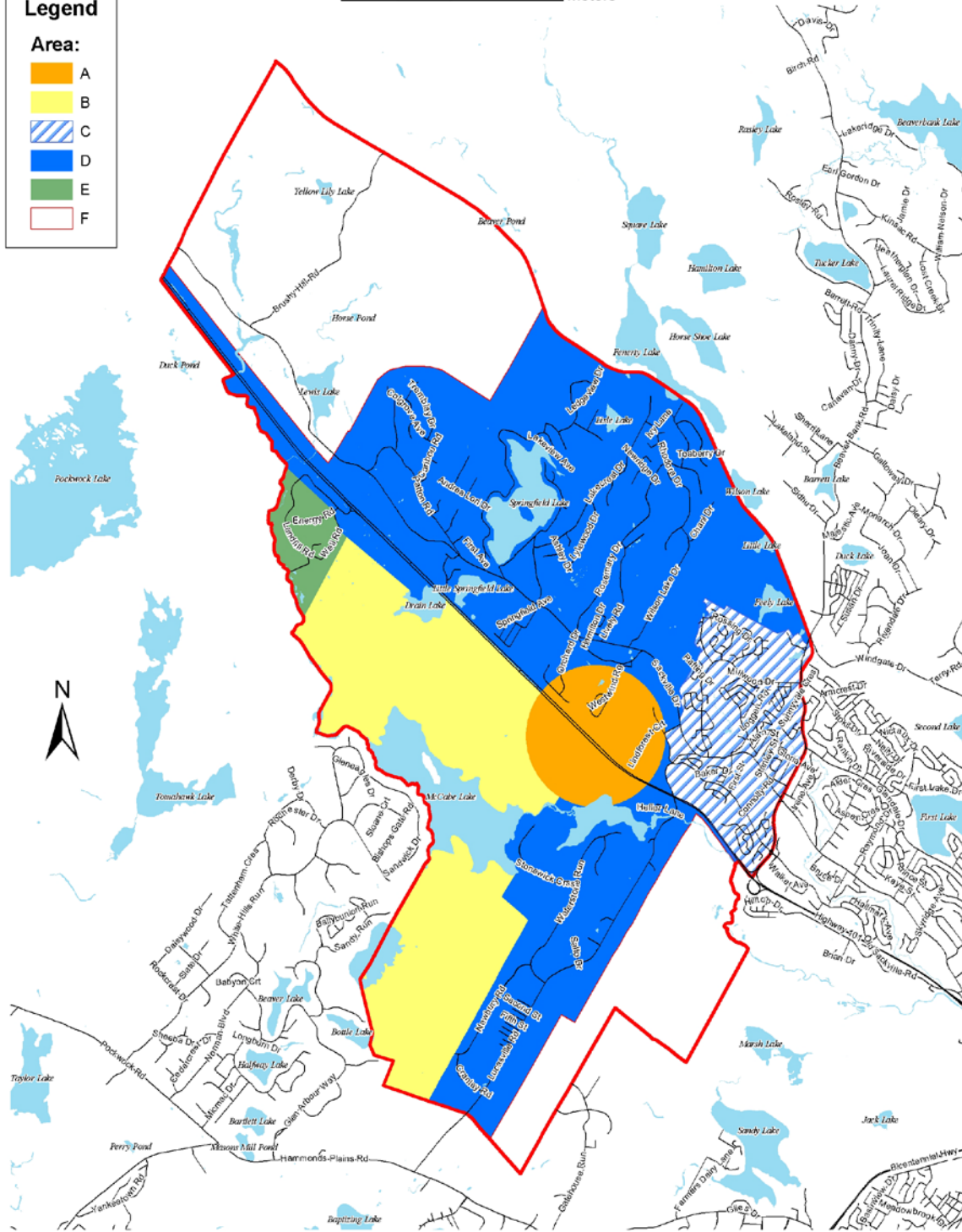
Middle - Upper Sackville & Lucasville Vision Area Map

0 750 1,500 3,000 Meters

Legend

Area:

- A
- B
- C
- D
- E
- F



July 2, 2009



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August 18, 2009

Goal & Action Statements

RECREATIONAL OPPORTUNITIES

The importance of well planned recreational opportunities in the Vision area is a priority. These opportunities can provide active and healthy lifestyle options for all, particularly the youth and seniors of the area. By providing recreational opportunities in this area, residents are able to lead an active lifestyle in their own communities, not having to travel far from home. In addition the community recognizes the benefits of well organized, local and affordable recreation programs. In some cases, these do not have to be elaborate, and may include things as simple as clearing lake areas for winter skating.

Recreation Facilities and Programs

GOAL: *To provide well-organized, integrated, multi-use, indoor and outdoor facilities and affordable and accessible recreational opportunities for residents to promote active lifestyles for all ages within the Vision area.*

ACTIONS:

1. Create a recreation stakeholders group to identify the requirements for recreational opportunities including recreation programs within the Vision area.
2. Explore the opportunities for a collaborative approach to the delivery of recreation facilities and programs.
3. Negotiate the use of schools as community recreation centres.

Parks and Open Space

In addition to planned parks and sufficient open space for the community, the retention and enhancement of forests are considered high priorities for Middle – Upper Sackville & Lucasville.

GOAL: *Retention, acquisition and development of parks of all sizes throughout the community.*

ACTIONS:

1. Create a Parks and Open Space group to undertake the following:
 - a) Advocate for the development of Regional Parks at Feely Lake and Lewis Lake. (Areas D & F)
 - b) Seek involvement in the discussions regarding how funds generated in the development agreement processes in the Vision area will be retained for park projects in the Vision area.

- c) Require small accessible green areas and neighbourhood parks in every subdivision in cooperation with HRM Parks and Trails.
- d) Explore the opportunity to create a Middle Sackville Commons that includes green spaces and areas for both active and passive recreation similar in structure to the Shubie Park System.

GOAL: *Preserve and enhance existing forests through the inclusion of public and private lands for future generations.*

ACTIONS:

- 1. Develop a strategy for the preservation or replacement of forestry assets, and to encourage more tree planting
 - a) Develop policies that encourage the retention of trees as part of the development process.
 - b) Develop policies that encourage the retention of public and private green spaces.

ENVIRONMENTAL OPPORTUNITIES

Water Protection

The protection of both surface water and groundwater is of high importance to the community. Rivers and lakes are central to both the landscape and the environment of the Vision area, and as such, require a high degree of protection.

GOAL: *To encourage preservation and protection of the watershed, surface and groundwater quality and quantity.*

ACTIONS:

- 1. Create an Environmental Stewardship group to lead the protection of all aspects of water resources with the following mandate:
 - a) Develop master watershed management plans for both the Sackville and the Shubenacadie River systems.
 - b) Explore options for enhanced buffers to lakes and all other watercourses with stakeholders.
 - c) To explore responsible options for lake and river access and use.
 - d) Set aside suitable areas for beach and swim areas.
 - e) Seek to provide public access to appropriate shorelines for various activities, including, but not limited to, swimming, fishing, and responsible boating.

ECONOMIC DEVELOPMENT OPPORTUNITIES

Although the Vision area is not seen as a major commercial destination, there is a solid foundation of small and mid sized businesses. During the vision process, the community expressed a desire for additional neighbourhood services in areas that are currently without these services.

GOAL: *Develop a strategy to explore appropriate commercial development throughout the Vision area.*

ACTIONS:

1. Encourage the creation of a Business Association for the Vision area that promotes local business in cooperation with other stake holders in an effort to create employment and a community atmosphere.
2. Direct commercial economic activity to appropriate locations through the Planning process to ensure that business growth reflects the needs of the Community.
 - a) Explore mixed use commercial and residential development including the development of neighbourhood commercial type services such as gas stations, coffee shops, and professional services such as doctor's offices.

QUALITY OF LIFE OPPORTUNITIES

The Vision process identified a desire for neighbourhoods to promote their own identity. There is also strong desire to preserve and enhance the quality of life in the community. Many important qualities were identified, which are inherent in the other themes identified throughout the Vision, but warrant their own mention due to their importance to the community.

GOAL: *To preserve and enhance the quality of life in the community.*

ACTIONS:

Community Identity & Beautification

1. Develop an increased sense of community through events and activities.
2. Develop increased communication among residents and neighbourhoods (i.e. community website).
3. Provide identifying signage at key locations to recognize various neighbourhoods and subdivisions within the Vision area.

4. Encourage tree planting, seasonal decorating (i.e. hanging baskets, wreaths, flags) and community cleanups to increase community pride and beautification.

Safety / Policing

1. Use Crime Prevention Through Environmental Design principles for all trails, walkways and park areas.
2. Explore, with police, appropriate options for policing enhancements for the area.

Volunteerism

1. Encourage, support and recognize volunteerism in all age groups.
2. Investigate the development of volunteer associations where needed (i.e. neighbourhoods).

Youth

1. Advocate for increased youth services and opportunities in the Vision area.
2. Encourage the evaluation of daycare and after school programming available in the area.

Seniors

1. Provide support and encouragement for seniors to stay in the community.
 - a) Encourage adequate activities and information be available for seniors in the Vision area.

Community Centres

1. Evaluate current uses of all community centres in the area and identify ways to enhance service delivery and community access.
2. Encourage the use of community and recreation centres to allow heritage, cultural and arts components.
3. Negotiate the use of schools as community centers.

TRANSPORTATION OPPORTUNITES

Middle - Upper Sackville & Lucasville would like to see improvements to existing transportation systems, more connectivity between subdivisions, improved maintenance of roads, expanded transit service, and provision for active transportation modes including sidewalks, trails, and bike lanes.

Transit

GOAL: *Improve the transit service by expanding the routes and frequency of service.*

ACTIONS:

1. Provide feeder routes to the Metro Link Park and Ride from various locations within the Vision area.
 - a) Short term action: Expand transit to Upper Sackville and Lucasville as a feeder route. (Area D)
2. Explore alternative modes for transit such as rail transit.
3. Form a group to work with Metro Transit to explore alternative design or size of busses to enhance the Metro Link service.

Roads

GOAL: *Have new road design address connectivity, safety, maintenance, truck traffic, timing of road construction, and long term transportation corridors.*

ACTIONS:

1. Encourage HRM and other responsible parties to provide up to date information (i.e. website) regarding future road corridor routes.
2. Provide strict controls for and enforcement of truck routes in the Vision area.

Active Transportation

Middle - Upper Sackville & Lucasville has indicated a strong desire for active transportation opportunities that would promote healthy lifestyles and offer more activities for all ages. Active transportation activities could include multi use trails, sidewalks, and bike lanes throughout the community.

GOAL: *Enhance active transportation opportunities.*

ACTIONS:

1. Facilitate the development of an active transportation working group made up of stakeholders and established groups that are pursuing similar goals (i.e. Sackville Rivers Association) to explore the

provision of all modes of active transportation such as bike lanes, multi-use trails, sidewalks etc.

2. Explore the possibility of expanding the current walkway system along the Sackville River to include all watercourses.
3. Provide for road connection and parking at various points along trail systems to allow convenient access.
4. Provide sheltered bike parking at all Metro Link connection points.
5. Complete the pedestrian connection around Springfield Lake from Lakeview Avenue to Fennerty Road. (Area D)
6. Explore the feasibility and options for constructing sidewalks or walkway/bike lanes in specific areas.
 - a) Lucasville Rd. (Area D)
 - b) Sackville Dr. / Highway #1 (Area D)

INFRASTRUCTURE OPPORTUNITIES

Middle - Upper Sackville & Lucasville is made up of Areas A, B, C, D, E & F as defined in this report, and as shown on map (Page 5). These areas will have different infrastructure demands and opportunities. Infrastructure services in this section include water, sewer and storm water.

Stakeholders expressed a strong interest in maintaining the character of their community, while at the same time expressed an interest in having municipal water and/or sewer services. In some cases, this interest was to improve their current quality and quantity of potable water, and in other cases the interest was to allow for new development. However, the CLG realizes that some of the objectives may be conflicting in some areas such as the desire to maintain existing semi-rural character and also to extend piped municipal services (Area D). The CLG understands there may be a potentially inherent conflict in these positions. Ultimately the Committee has sought to establish a balance through this Vision and Action Plan.

Water / Sewer

GOAL: *Explore the potential for water and sewer servicing options for both existing and future development which may include new technologies.*

ACTION:

1. Work with applicable groups to review the feasibility and implications of extending services to Areas A, B and D.

GOAL: *Explore alternatives for sewage treatment for new developments to encourage sustainability.*

ACTION:

1. Consider a variety and the cost effectiveness of sewage treatment options, including new technologies with regard for sustainability, particularly Areas A & B.

GOAL: *Encourage a high degree of storm water management with treatments options to minimize pollution to the environment.*

ACTIONS:

1. Work with Residents Associations and other groups to undertake a protection/watershed plan for all water courses.
2. Explore the enhancement of non – disturbance buffers along rivers and lakes.

Schools

The school system has been reviewed through “Imagine Your Schools” which recommended the reduction and realignment of schools in the area. However, the area of Middle Sackville is identified as a growth center in the Regional Plan, which means there could be additional increases in population in the Middle – Upper Sackville & Lucasville community which could result in a demand for more schools in the area. It was also a desire to be able to use schools as multipurpose centers during off hours.

GOAL: *Evaluate school needs for the area based on existing and potential development and population.*

ACTION:

1. Liaise with Halifax Regional School Board to confirm the ability for schools to provide appropriate service levels.

GOAL: *Seek ways to utilize schools for community and recreation activities.*

ACTION:

1. Liaise with HRSB to find ways the community could access schools after hours, at minimal cost.

Health & Medical

The community expressed a desire for healthy lifestyles through provisions for active transportation, recreation and open spaces. The community also has a desire for easier access to 24 hour emergency health care.

GOAL: *Promote healthy lifestyles and enhanced access to healthcare services.*

ACTIONS:

1. Facilitate the location of medical offices and health clinic services in the community.
2. Support the Cobequid Community Health Board and encourage 24 hour emergency service.
3. With the support of Cobequid Community Health Board, actively promote the building of healthy community initiatives.

LAND USE DEVELOPMENT OPPORTUNITIES

Comments from Middle-Upper Sackville & Lucasville were varied and conflicting on the subject of future land development. Many comments stated a desire to preserve the trees and forests, while at the same time indicating a desire for more housing opportunities, new recreation facilities, and a larger commercial area. There was also a strong desire to have a central gathering place that would serve the whole community (i.e. public commons, community commercial service center).

Given that the Regional Plan has already identified part of our study area as a growth center, and that the proposed Margeson Drive interchange may soon be underway, it is likely that the vision area will have new development. The goals and actions may be area-specific as a way to identify which areas may be suitable for specific types of development.

The residents were consistent in their appreciation of the community and the particular neighbourhood they lived in. Comments received from people who live in Middle – Upper Sackville & Lucasville indicate that they enjoy the fact that they live near the city yet have a lot of trees and forests that make the area semi-rural.

Master Planning

The Vision area contains three identified areas of centrally located undeveloped land that may be suitable for future development in an overall comprehensive manner i.e. master planning. These areas fall primarily into Areas A & B: that is, the interchange locations and surrounding lands, and the lands within proximity to either side of McCabe Lake within the visioning study area. While these areas may have some form of existing development approval there is still a possibility for a re-design of these lands.

GOAL: *Require new development to be well planned overall using sustainable land use practices rather than on a piecemeal basis.*

ACTIONS:

1. Encourage that master planning be completed for Areas A & B where appropriate.
2. Through the master planning process, encourage the creation of an outdoor commons or gathering place and a community commercial center.

Sustainability and Innovation

Middle–Upper Sackville & Lucasville residents are interested in sustainability and innovative techniques for new development. Sustainability techniques can include objectives to achieve efficiency in terms of: provision of water and sewer services, construction methods, layout site design (i.e. road location and forest preservation), provision for natural gas, underground wiring and, neighbourhood aesthetics.

GOAL: *Encourage developers to use modern and innovative techniques to enhance sustainability.*

ACTION:

1. Liaise with existing stakeholder groups to achieve sustainable development.

Housing Options for Seniors

As the population of the area ages, there is a strong desire to enable seniors to remain in the community through the provision of various forms of suitable seniors' housing. Middle–Upper Sackville & Lucasville expressed an interest in “garden suites”, secondary units in residential dwellings, apartments and condominium units, and units that have access to care facilities.

GOAL: *Encourage the development of new housing options targeted for seniors.*

ACTION:

1. Research and propose zoning options that would allow and encourage various forms of seniors' housing.

Residential

Middle – Upper Sackville & Lucasville residents expressed a desire for more residential housing types, including affordable and mixed-use developments.

GOAL: *Encourage a variety of housing types*

ACTION:

1. Explore various types of housing and mixed use development as appropriate.

Implementation of the Vision and Action Plan

The next stages of the Visioning process include the creation of a detailed Action Plan to clarify short, medium, and long term deliverables of this Vision. Within this process public and private initiatives and relationships will be further defined to achieve this Vision's objectives.

A major concurrent initiative - the creation of a new Secondary Planning Strategy to establish new policies for land use – will commence in accordance with the overall guiding objectives set out in this Vision.

Ultimately these processes will be advanced by way of the Vision Implementation Committee (VIC). The VIC will determine in accordance with the detailed action plan, how to advance the objectives of the Vision including, the structure, number and nature of relationships and subcommittees that will flow back into the VIC. The VIC's mandate is to ensure that each of these processes is consistent with the objectives of the Vision and Action Plan.

Attachment D Proposed Public Participation Program

Proposed Public Participation Program for Margeson Drive Master Plan Subject Area resulting in Secondary Municipal Planning Strategy amendments for lands located within proximity to the Highway 101 interchange at Margeson Drive in Middle Sackville.

Purpose: To gather feedback from residents and community groups about possible amendments to the planning documents for Sackville and Beaver Bank, Hammonds Plains and Upper Sackville. Staff will work with a subset of the North West Planning Advisory Committee to ensure the community in this area is engaged. The process will look at creating a full set of planning policies and land use regulations for these lands which will become known as the Margeson Drive Master Plan (MDMP). The preliminary study area is shown in Map 4 of the staff initiation report for Case 21639. The process will establish policy consistent with the Regional Municipal Planning Strategy for consideration by Regional Council. This proposed process is the minimum engagement that the Municipality will conduct.

Jurisdiction: The amendments to Regional Subdivision By-Law (RSBL), Secondary Municipal Planning Strategies (SMPS) and Land Use By-laws (LUBs) resulting from the creation of the MDMP to enable a residential and commercial mixed-use development will may impact the local community. Amendments will require a public hearing prior to Regional Council for their consideration of approval. All amendments to the SMPS are within the sole jurisdiction of Regional Council, but the North West Community Council shall review any amendments and provide recommendations to Regional Council.

Methods: HRM will post proposal details, technical studies, and the record of the community engagement process on the halifax.ca website. On behalf of the North West Margeson Drive Master Plan Committee (MDMPC), HRM will invite nearby property owners and residents to public meetings by regular mail. In addition, HRM will also invite public comment via mail submissions, online submissions, and by email. In addition, all MDMPC meetings will be open to the public. MDMPC are proposed monthly, however the timing of these meetings may vary depending upon the complexity of issues and the stage of the project.

Process: A program for public engagement is required under the *HRM Charter* to allow community input on any MPS and LUB amendments. At a minimum, the proposed process for Case 21639 includes:

Phase 1

Prior to the completion of the technical studies, once staff has completed land use suitability, and residential density discussions with the MDMPC, the Committee will host a **public consultation meeting** in the community to present the Planning process, attempt to achieve consensus on matters of land use and answer any questions about the project. A key goal will be to discuss appropriate land uses as illustrated in the Community Vision discussed and identify preliminary placement on the receptive parcels as outlined in Map 4.

Phase 2

A review of the study area will include, at a minimum:

- an updated traffic impact study and transportation analysis that considers site access for people using all modes of transportation;
- General land use, form and density;
- Update studies on transportation related infrastructure as required by TIR and the Municipality;
- Updated studies on piped municipal water service, as required by Halifax Water and the Municipality;
- an analysis of potential environmental impacts to McCabe Lake and any other impacted water bodies; and
- recommended stormwater management goals and approach.
- Building form, site design and layout with alternative options

Additional studies may be required, based on the findings of the ongoing project. Staff will reserve the right to report back to Council as necessary.

When the applicant has completed all necessary technical studies, staff will hold a second **community consultation meeting** in the community to:

- present the findings of studies;
- provide alternatives for public review to receive feedback and answer questions;
- and to discuss planning goals and principles for the subject site and study area going forward.

Phase 3

Following the Council update, staff will host a **community consultation meeting** in order to provide a refinement of earlier concepts.

Following the third meeting, staff will prepare the MDMP policy and regulations for the study area. This work will be based on the feedback from the MDMPC, community input and technical studies. This policy would be consistent with the Regional Plan's characteristics for Urban Local Growth Centres. Policy will address several factors, which may include:

- building sizes lot sizes, building heights and appropriate density;
- appropriate land uses;
- appropriate heritage considerations;
- building design and urban design;
- transportation options, including walking, cycling, transit and street connections;
- phasing of development, based on servicing capacity and transportation impacts;
- parks, natural areas and buffers for water bodies;
- detailed infrastructure planning; and,
- stormwater management best management practices and standards for the quality and quantity of run-off generated by development.

Phase 4

When the MDMP policy and regulations for the study area are complete, the Committee if necessary, may hold a **fourth public meeting** to present these to the community. After this meeting, staff will work with the MDMPC to make additional refinements as necessary and enter the approval phase of the project by presenting the proposal to NWCC for recommendations and then later to Regional Council for approval.



Planning and Development
Halifax Regional Municipality
PO Box 1749
Halifax NS
B3J 3A5

13 October 2017

To whom it may concern;

RE: Amendment to the Interim Growth Control Area polices

Background

In January of 2004, during the creation of the new Regional Plan, HRM halted new residential development in the majority of the unserved area of the Municipality for 90 days. During this moratorium, HRM created an Interim Growth Management Strategy to curtail development in unserved areas within commuting distance of the Regional core until the RMPS could be completed. The Interim Growth Management Strategy was then written into the Subdivision Bylaw and RMPS, in generally the same form.

From a review of the HRM Staff report to council, dated 16 January 2003, it is appears that other than to give staff time to prepare the Regional Plan, the primary reasons for implementing Growth Management policies were to avoid the following:

1. Increase in frequency and severity of water quantity and quality problems related to un-served development
2. Increase the frequency and severity of negative impacts on existing users of groundwater resources by permitting additional unserved development to exceed the safe yield capacity of the existing aquifers.
3. Increase the number of lost opportunities to extend municipal water to areas with known groundwater problems at the Developers' cost thereby committing the municipality to future servicing retrofit assessments and obligations.
4. Increase in traffic on the trunk highway network as well as to the Arterial system, in areas which may not have adequate capacity.
5. Increase cost to major infrastructure and service delivery (eg road construction, transit operations, fire protection, policing, etc.) and a subsequent increase in the tax burden.
6. Undermine/reduce the success of the long-term regional plan if growth occurs in the wrong location.
7. Loss of open space and resource land, unnecessarily, to residential development.

Request

The Indigo Shores subdivision was developed as-of-right in Middle Sackville, on the shores of McCabe Lake. Originally, in February, 2007, concept approval was obtained by Ramar for the majority of the McCabe lands, while Armco had previously obtained concept approval for Phase East (former Anahid Lands) in 2003. On June 28, 2012, a new Concept approval was obtained for Phase 1 to 5, which

superseded the original 2007 approval. As part of the approval process, Phases 3, 4 and 5 fell subject to the policies of the Interim Growth Management Strategy.

However, since the adoption of the Interim Growth Management Strategy into the Regional Plan in 2006, circumstances have changed in the area of McCabe Lake for nearly all of the seven factors listed above. Therefore, Armco is requesting an amendment to policy 10(1)(a) of the Subdivision Bylaw and policy S-20(a) of the RMPS to lift the 25 lot/year restriction on the Indigo Shores Subdivision for Phases 3, 4, and 5.

Rationale

Policies

The original Interim Growth Management Strategy was implemented to curb unwanted growth in unserved areas during the preparation of the Regional Plan. In a Staff Report to Regional Council, dated 16 January 2003, Staff outlined the risks of not implementing Growth Control (discussed in in Background and in table below). On this basis, Regional Council voted to adopt growth management policies, and eventually write them into the Regional Plan and Subdivision Bylaw as Section 10.

Lot Yield

Armco understands that the majority of the reasons for implementing growth management still hold true for the vast majority of the properties indicated on Schedule 'H' when considering HRM's goal to limit development outside of the regional centre. However, Indigo Shores has an approved concept plan for the entire subdivision and the community will be fully developed with the approved number of lots as soon as we are permitted to do so, given the recent sales success over the first year and a half since endorsement of the first lots. Armco's request to amend policy 10(1)(a) of the Subdivision Bylaw and policy S-20(a) of the RMPS will not increase the total number of lots. Rather, it will allow them to come to market quicker.

Processing Time

Presently, it has been Armco's experience that it requires significant staff resources and time from the Municipality to review and approve subdivision applications. Each application generally takes, at minimum, 3-4 months of staff's time to process. Removing the Growth Control restrictions on Indigo Shores and allowing Armco to endorse more lots per year would reduce the resources needed on HRM's end to create the lots for the entire subdivision. Greater efficiencies can be created by allowing Armco to endorse more lots with each application rather than submitting one application per year.

Sales Demand

The first phase of Indigo Shores was endorsed on October of 2015. Since that time sales have been robust. The large wooded lots have proven popular with buyers who are interested in living close to the city, but in a wilderness setting. Our original sales projections forecasted that the first four phases (1,2,3 & East) would be sold-out by 2023. However, based on the current sales pace and success, we now project that these phases will be sold-out by 2020, half the time than originally expected. Indigo Shores has been chosen as the site of the two 2018 QEII Home Lotteries and as with past lotteries, this is expected to increase the sales pace in the subdivision.

There are desirable lots in future phases that we would like to bring to the market, earlier than scheduled, in order to offer homes at a wider range of price points.

In Phases 3, 4, and 5 of Indigo Shores, 259 lots are subject to Growth Management. With the 25 lot per year restriction in place, it will take 10 years (2027) to endorse all of the lots. It hardly seems reasonable that in an area with access to a 100 series interchange, future transit hub, cultural centre and commercial development that growth should be restricted to this degree.

Changes to Indigo Shores Area as related to original rationale for implementing Growth Management

Risks of not having Interim Growth Management policies (from 16 January 2003 staff report)	Discussion
Increase in frequency and severity of water quantity and quality problems related to un-serviced development	An extensive water study was completed prior to concept approval. The quantity and quality have been proven as sufficient for the approved development.
Increase the frequency and severity of negative impacts on existing users of groundwater resources by permitting additional unserviced development to exceed the safe yield capacity of the existing aquifers.	This does not apply in Indigo Shores as there are no abutting lands that can be developed for residential uses. HWY 101 is to the North, McCabe Lake to the South, Margeson Drive to the East and the old landfill to the West.
Increase the number of lost opportunities to extend municipal water to areas with known groundwater problems at the Developers' cost thereby committing the municipality to future servicing retrofit assessments and obligations.	Not applicable. Armco previously applied to extend water services to the subdivision prior to construction at the sole cost of the developer and HRM refused the extension of services.
Increase in traffic on the trunk highway network as well as to the Arterial system, in areas which may not have adequate capacity.	Does not apply. Since the original implementation in the 2006 RMPS, the interchange off Hwy 101 to Margeson Drive has been constructed and there is adequate capacity on the road network for the subdivision.
Increase cost to major infrastructure and service delivery (eg road construction, transit operations, fire protection, policing, etc.) and a subsequent increase in the tax burden.	A Park and Ride facility is planned on Margeson Drive, which will be convenient for the residents of Indigo Shores. No further transit infrastructure is likely to be required. We have been in discussion with Halifax Fire. There is interest in putting a dry hydrant on Drain Lake to increase fire protection in the area. With the growth control in place we will not be able to do this until approximately 2022 or beyond. Without the 25 lot per year restriction fire protection can be extended to the area much sooner. Further, road construction is the sole cost of the developer.
Undermine/reduce the success of the long-term regional plan if growth occurs in the wrong location.	Growth at this location is already approved. This amendment will merely change the date the lots can be created.

Loss of open space and resource land, unnecessarily, to residential development.	Does not apply. Growth at this location is already approved.
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Closing

Armco strongly believes that the Indigo Shores Subdivision should no longer be subject to the Interim Growth Management policies. In the case of Indigo Shores, the rationale for which the policy was originally adopted no longer makes practical sense and should be removed to allow for smart focused growth in an area that is already approved for development.

We would ask that staff carefully review this letter and contact Armco to arrange a meeting to discuss moving this application forward to council.

Sincerely,

ARMCO CAPITAL INC.

Original Signed

Ryan A. Barkhouse, P.Eng.
Director of Development
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902-877-3015

Attachments

1. approved concept plan