

## C004 Morris Lake Expansion

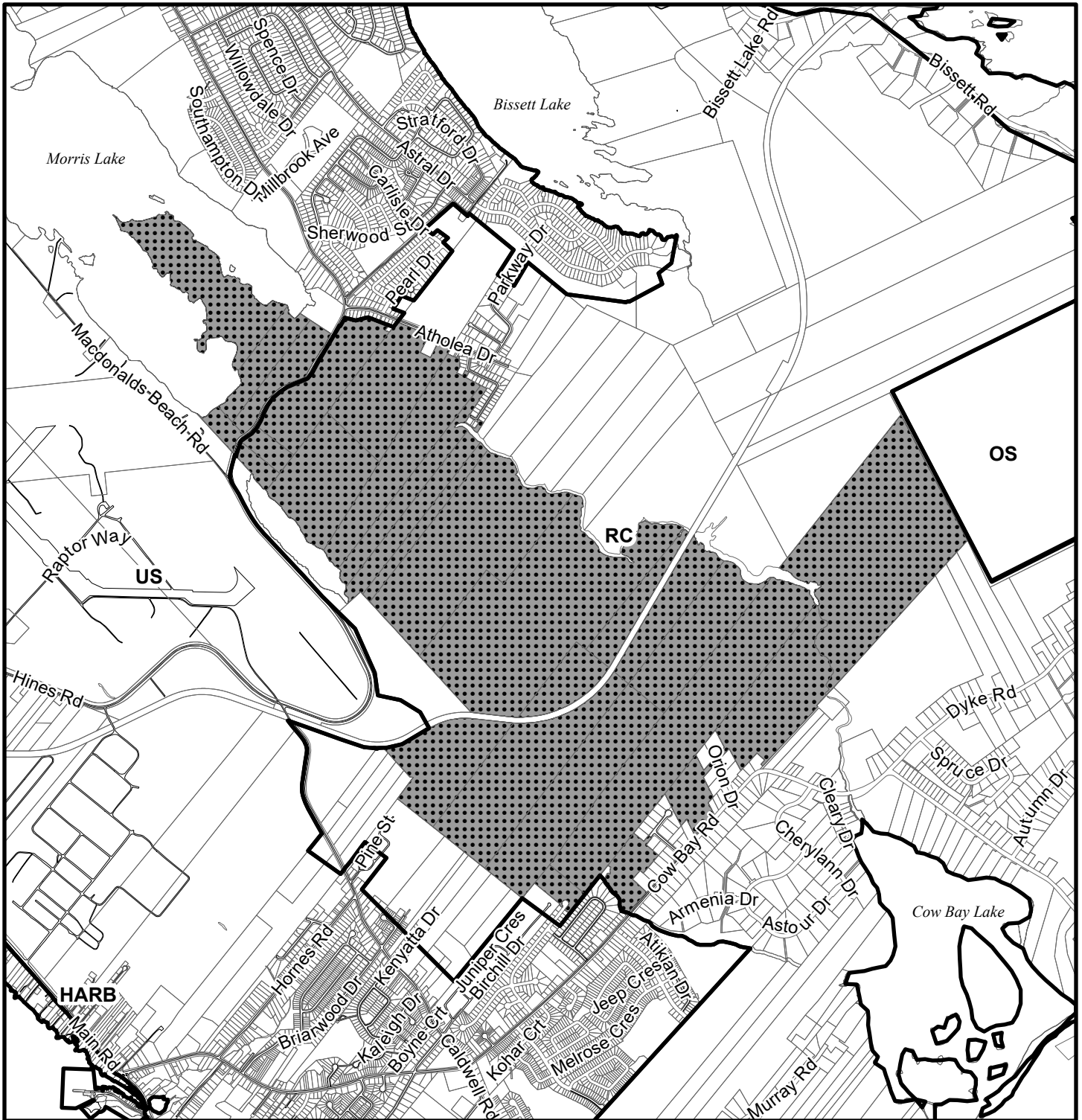
Request by Dartmouth East Holdings (Clayton Developments) to initiate secondary planning process for a new serviced community.

### Subject Site Details:

<b>General Location</b>	East of CFB Shearwater/ southeast of Morris Lake, Cole Harbour/ Eastern Passage
<b>Subject Site</b>	PIDs 00373696, 00372995, 00373670, 00373688, 00373779, 00373886, 00404558, 40110157, 40110173, 40116592, 40117269, 40124083, 40127649, 40252926, 40291775, 40852592, 41058223, 41129974, 41215856, 41330630, 41339672, 41406216, 41412826, 41412834, 41412842, 41058215, 41130055
<b>Size of Site</b>	Approximately 426 hectares (1,053 acres)
<b>Current Land Use(s)</b>	Cow Bay River and floodplain area
<b>Surrounding Uses(s)</b>	<ul style="list-style-type: none"> <li>Low density residential in the Caldwell Road area to the north and Eastern Passage area to the south, Shearwater airport to the west, undeveloped lands to the east</li> </ul>
<b>Service Area (per Schedule B, Regional Subdivision By-Law)</b>	Inside the Urban Service Area boundary: PIDs 00373670, 00373688, 41339672, 41058223 All other PIDs are outside the service area
<b>Community Plan Designation</b>	<a href="#">Cole Harbour/ Westphal Municipal Planning Strategy</a> : Urban Residential <a href="#">Eastern Passage/ Cow Bay Municipal Planning Strategy</a> : Rural Area
<b>Zoning</b>	<a href="#">Cole Harbour/ Westphal Land Use Bylaw</a> : R-1 (Single Unit Dwelling Zone) <a href="#">Eastern Passage/ Cow Bay Land Use Bylaw</a> : CDD (Comprehensive Development District); RA (Rural Area Zone); FP (Floodplain Zone)
<b>Regional Plan Designation</b>	Urban Settlement/Rural Commuter
<b>Existing Planning Policy Considerations</b>	<p><a href="#">Regional Plan</a>:</p> <p>Section 3.2.1: “The Morris-Russell Lake Secondary Plan area has not been able to develop as expected due to the Shearwater air base being re-acquired by the Canadian Armed Forces. Consideration may be given to amending this Secondary Planning Strategy to allow for additional serviced development at the north end of Morris Lake and Eastern Passage if the connector road from Mount Hope Avenue to Caldwell Road is feasible.”</p> <p>Policy S-2: “Where requests are received to initiate secondary planning for any of the areas identified above as potential growth areas, consideration shall be given to: (a) the need for additional lands and the fiscal implications to HRM and Halifax Water and their capacity to meet additional financial commitments; and (b) the implications for achieving the HRM growth targets.”</p>

<p><b>Regional Plan Review Considerations</b></p>	<ul style="list-style-type: none"> <li>• The Preliminary Population and Housing Analysis has shown that there is a need for additional land to accommodate HRM's growing population. Population growth since 2016 and expected continued growth has put pressure on the HRM's housing market availability.</li> <li>• Future development must consider the objectives of the Integrated Mobility Plan to support transit-oriented development. The ongoing Portland Street Functional Plan project is exploring whether the Mount Hope extension will be required to support additional transportation needs in this area.</li> <li>• The Halifax Green Network Plan identifies high ecological value in the Cow Bay River area.</li> <li>• Policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan should be followed.</li> </ul> <p><b>Proposed housing units (estimated):</b> 3,093 units (as proposed by Clayton Developments, equates to 4.3 units per acre)</p>
<p><b>Recommended Approach</b></p>	<p><b>Possible Categorizations:</b>  <b>Regional Plan Phase 3: Quick Adjustments for Capacity</b>  <b>Regional Plan Phase 4: Draft Regional Plan</b>  <b>Regional Plan Phase 5: Future Capacity</b>  <b>Advance Outside Regional Plan</b>  <b>No Change Recommended</b></p> <p><b>Advance Outside Regional Plan</b></p> <ul style="list-style-type: none"> <li>• Initiate study on this growth area, including:</li> <li>• Watershed study</li> <li>• Per Regional Plan policy E-23, identify objectives and measures for water quality and stormwater management on a watershed basis. The existing Morris-Russell Lake Secondary Planning Strategy includes detailed provisions for the Morris Lake watershed; however, the lands are primarily within the Cow Bay River watershed to the east.</li> <li>• Land suitability study</li> <li>• Study is required to identify environmental constraints (wetlands, watercourses, steep slopes, contaminated sites, species at risk, forest cover, other ecologically sensitive areas) and delineate natural corridors and wetlands, including wildlife corridors. Lands include the Cow Bay River floodplain and a portion of the lands are identified in the Halifax Green Network Plan with high ecological value.</li> <li>• A heritage and cultural impact assessment is required to assess archaeological assets, historic use of the lands, cultural assets, including engagement with key groups.</li> </ul>

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|  | <ul style="list-style-type: none"><li>• Baseline infrastructure study</li><li>• Identify existing transportation infrastructure assets and constraints, using a multi-modal level of service analysis. The ongoing Portland Street Functional Plan process and study of Caldwell-Mount Hope Connector Road will inform the feasibility and potential development density of this area.</li><li>• Undertake a review of existing wastewater and water services infrastructure (capacity and constraints).</li><li>• Staff will continue to work on the Portland Street Functional Plan, which will help to inform the transportation infrastructure needed for this area.</li></ul> |
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**C004 - Lands to the east of CFB Shearwater/ southeast of Morris Lake, Cole Harbour/ Eastern Passage, adjacent to the Morris-Russell Lake Secondary Plan Area**

Regional Plan



Subject Area



Regional Plan Generalized Future Land Use Designation



**HALIFAX**



This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the Regional Plan.

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

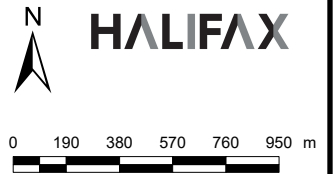




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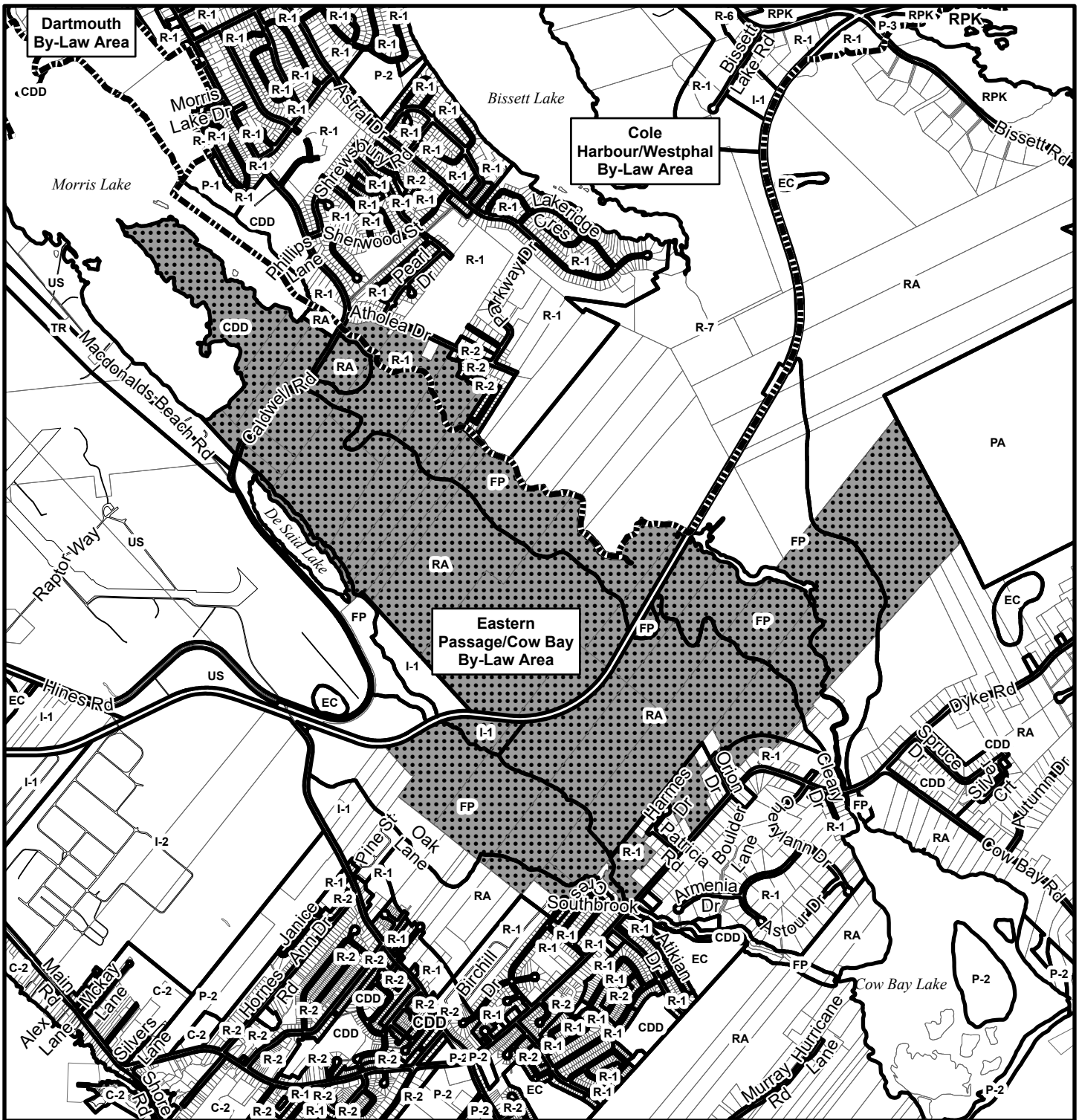
Generalized Future Land Use

-  Subject Area
-  Plan Area
-  Designation
-  Urban Service Area






This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the plan area indicated.

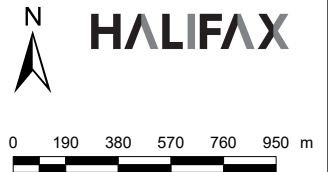
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**C004 - Lands to the east of CFB Shearwater/ southeast of Morris Lake, Cole Harbour/ Eastern Passage, adjacent to the Morris-Russell Lake Secondary Plan Area**

**Zoning**

-  Subject Area
-  By-law Area
-  Zoning



This map is an unofficial reproduction of a portion of the Zoning for the by-law area indicated.

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

February 28, 2019

Eric Lucic  
 Manager, Regional Planning  
 HALIFAX

Dear Eric,

**Re: Mount Hope Extension – Development of Lands East of Shearwater Airport**

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Halifax is growing and HRM must stay ahead of that growth in order to ensure the prosperity of the region. The imminent completion of the Centre Plan is a step in the right direction, but there is more work to be done. The time is right to begin the Regional Plan 10-year review and to investigate new areas to allow for the construction of complete communities.

As a major provider of housing in Halifax, Clayton Developments Limited and our partner Cresco, together as Dartmouth East Holdings Limited, have an interest in bringing value to our lands (approximately 560 acres) as well as a variety of other lands in East Dartmouth (Attachment C). The current Regional Plan proposes a new road connecting East Dartmouth, Cole Harbour, and Downtown Dartmouth. The Mount Hope Extension (Attachment A) has been contemplated for many years and when constructed, has the ability to create additional capacity on Portland Street, create a direct transit route to Highway 111, add to the all ages and abilities active transportation network, and would facilitate the development of a major master planned community in Dartmouth East.

Clayton Developments Limited requests that work on the Mount Hope Extension continues and be considered as part of the Regional Plan 10-year review. Additionally, we request that the lands to the east of Shearwater Airport be considered as an Urban Local Growth Centre as part that planning process. We submit the following planning rationale as support of inclusion:

**1. The Mount Hope Extension will improve traffic efficiency and safety**

The subject lands pose a significant opportunity for development as well as an opportunity to create a needed transit, vehicle, and active transportation connection that links the Mount Hope interchange with Caldwell Road. The road was envisioned to serve as an alternative route to the constrained Portland Street corridor and facilitate increased growth in the areas abutting Caldwell Road. Currently, Portland Street is the only arterial road that connects Downtown Halifax and Dartmouth to Cole Harbour and communities beyond, which puts significant strain on the road network. An additional connection would reduce that strain as well as provide redundancy for emergency services and emergency management.

**2. The Mount Hope Extension aligns with Integrated Mobility Plan (IMP) goals**

As stated previously, Portland Street is the only connection linking Cole Harbour and Downtown Halifax and Dartmouth. The Mount Hope extension provides an opportunity to meet goals outlined in the Integrated Mobility Plan for complete communities by reducing the need for vehicle ownership. The addition of a more direct connection will not only improve the strain on Portland Street, freeing up capacity for transit, but could also include secondary express transit infrastructure, as well as an all ages



and abilities active transportation connection that links Cole Harbour and Downtown Halifax. This could be done by implementing a complete streets approach as outlined in the IMP (IMP 2.3.5a). Furthermore, the proximity to the Woodside Ferry Terminal allows for a more direct connection between Cole Harbour, Eastern Passage, and Downtown Halifax/Dartmouth by non-vehicle modes of travel. The goals of the Shearwater connector should shift to reflect the goals of the IMP, specifically Policy 3.4.5c: “Make strategic upgrades to the road network, particularly when they support multi-modal improvements.”

### **3. Including the lands east of the Shearwater Airport in the Regional Plan review as a growth area offsets the cost of the Mount Hope extension**

The Shearwater lands are unlikely to be redeveloped, thereby creating an opportunity to open adjacent lands for development to offset the cost of the proposed vehicle connection between the Mount Hope interchange and Caldwell Road as identified in the current Regional Plan. The Regional Plan contemplates annexing additional lands into the Morris – Russell Lake Secondary Plan area to replace those lands (Shearwater) removed by the Federal Government. Specifically, the Regional Plan states, “Consideration may be given to amending this Secondary Planning Strategy to allow for additional serviced development at the north end of Morris Lake and Eastern Passage if the connector road from Mount Hope Avenue to Caldwell Road is feasible” (RP 2014, 3.2.1).

Dartmouth East Holdings Limited and adjoining property owners (Attachment B) have expressed interest in developing the lands to the east of Shearwater Airport (Attachment C). As we understand, the total cost of construction for the Mount Hope extension is approximately \$21 million. In March of 2016, the Audit and Finance Standing Committee (AFSC) dealt with the Mount Hope Interchange / Highway 111 Capital Cost Contribution (CCC) shortfall. The funding source for the CCC shortfall, consisting of \$7.2 million, was changed, attributing \$3M from operating surplus reserve and the remaining \$4.2M via debt. At the same meeting, the Committee suggested that Staff investigate development potential under policies identified in the Regional Plan to make up some of the funding shortfalls through the CCC’s. The inclusion of the subject lands in Attachment C in the Regional Plan review as a growth area have the potential to offset the \$7.2 million shortfall for this essential connection and contribute to the complete community vision outlined in the Regional Plan and Integrated Mobility Plan.

Based on the above rationale, we request the following:

1. Staff continue to work towards bringing the Mount Hope extension project to council;
2. Staff initiate the planning process to allow for a mixed-use community development within the lands identified in Attachment C.

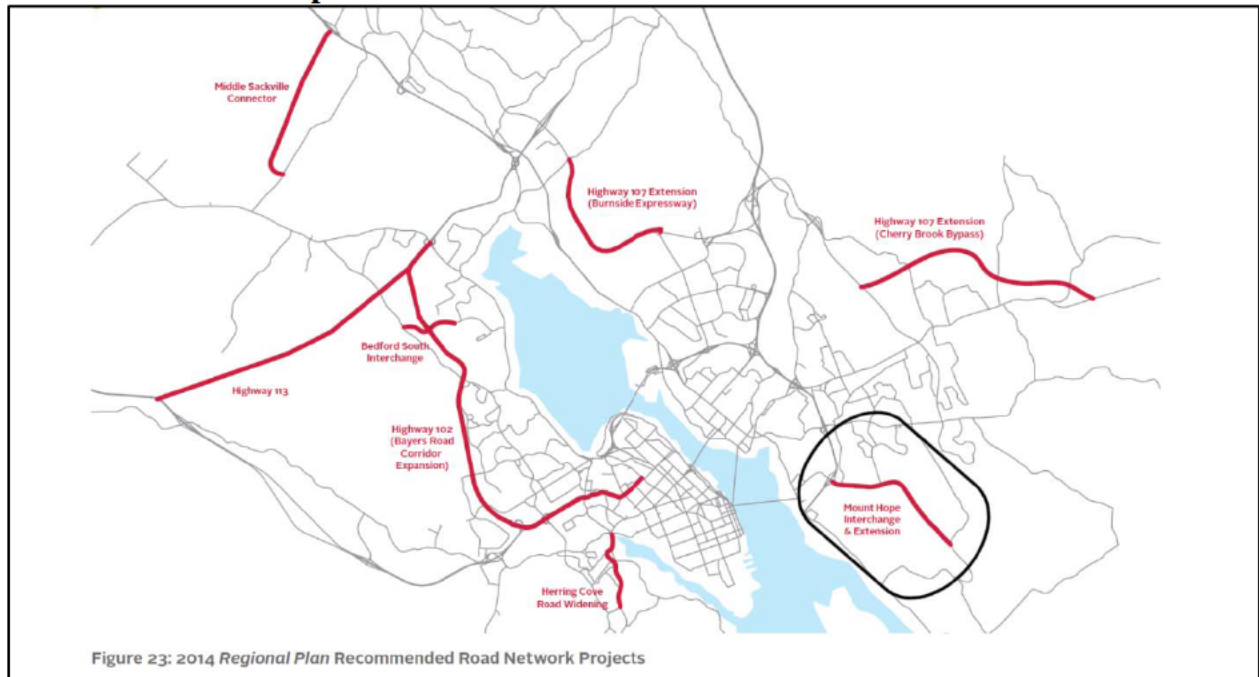
Yours Truly,



Kevin Neatt  
Director, Planning and Development  
Clayton Developments Limited

Cc: Councillor Karsten, Councillor Nicoll, Kelly Denty

## Attachment A Location of Mount Hope Extension



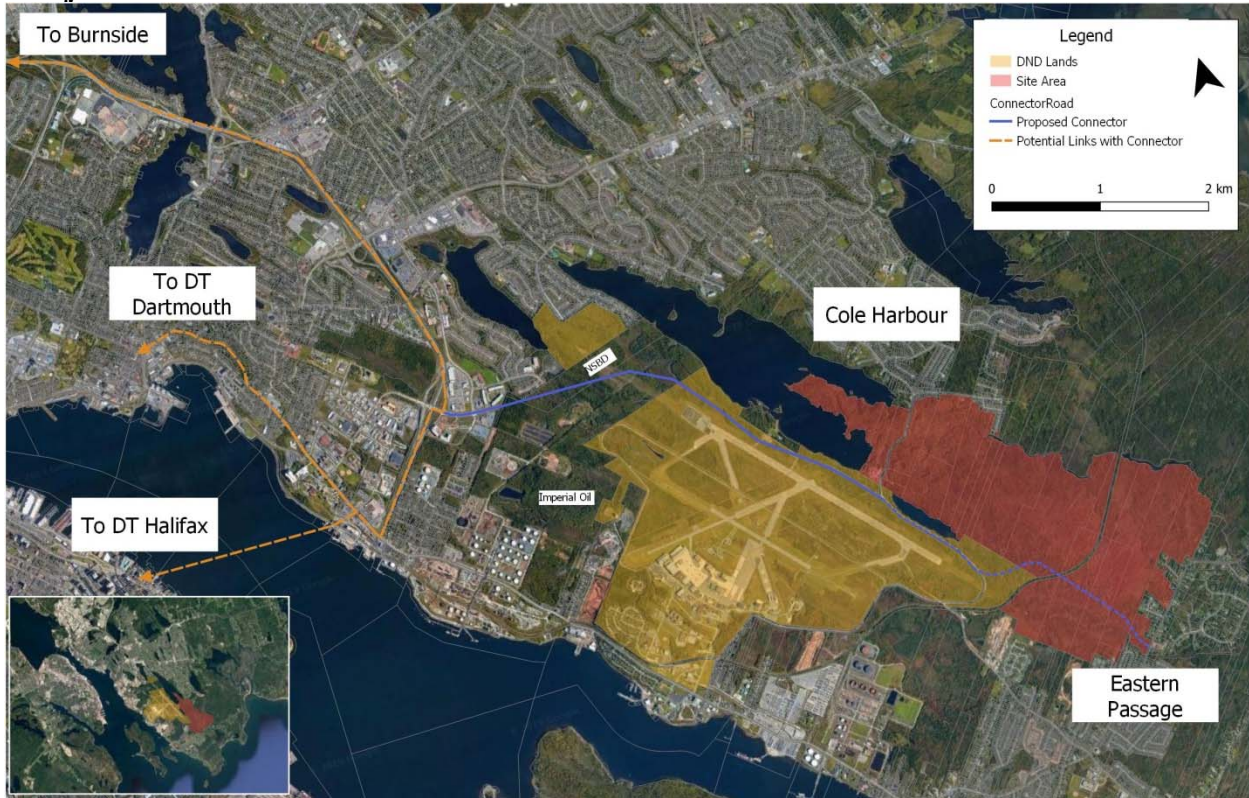
## Attachment B

### Area Property Owners

Company Name	PID's	Acres
Dartmouth East Holdings	00373696,00373779, 41406216, 40110173, 00372995, 40116592, 41330630, 40117269, 41412826, 40291775, 41129974, 41215856, 40252926	560
Craig Hartlen	40852592	5
A.J. Giles Investments Ltd.	40110157	46
Bryan Wayne Naugle	00404558	96
Hallie Rider, Linda Savelle, Donald Trider	00373886	46
Jacob Horn	41412842	42
Frederick Naugle	41412834	75
Raymond Beazley, Chatherine Beazley, Ruth Mosher	40127649	48
Kathleen Peers, Gary MacPhee, Deborah MacPhee	40124083	14
Oknah Realty Ltd. (Cathy Rossi-Brown)	00373670, 00373688, 41339672	113
Lake Port Excavation (Jack Rossi)	41058223	6
	<b>Total Acres</b>	<b>1049</b>



## Attachment C Subject Lands





Zwicker Zareski Architecture + Planning

1 Canal Street, Dartmouth NS B2Y 2W1 | [REDACTED]

Leah Perrin  
Planner III, Regional Planning  
Planning & Development  
40 Alderney Drive  
Halifax, NS B3J 3A5

November 6, 2020

**RE: Review of Green Network Plan and Potential Developable Area Study for Dartmouth East**

**Introduction**

Over the past few months, we have reached out to landowners in the area representing a land holding of approximately 426 hectares (1,053 acres). We have reviewed the Green Network Plan and State of the Landscape primer (SOL) to better understand the developable area of their Dartmouth East lands. The following outlines our understanding of these documents as well as the resulting impact on our client's holdings.

Given the scale of the study area (all of HRM) we understand the GNP work was done through available digital data and desktop analysis, therefore the resulting data is very granular and must be reviewed at a site specific scale to determine the actual impacts. We have initiated field surveys for the Dartmouth East lands and can offer some insight regarding actual site conditions.

**Green Network Plan Background**

As we understand it, the primary objective of the GNP was to identify lands that have a high ecological, working landscape, or socio-cultural value. This was achieved by assigning a value to a series of base layers and overlaying them, resulting in each square metre of land having a different value.

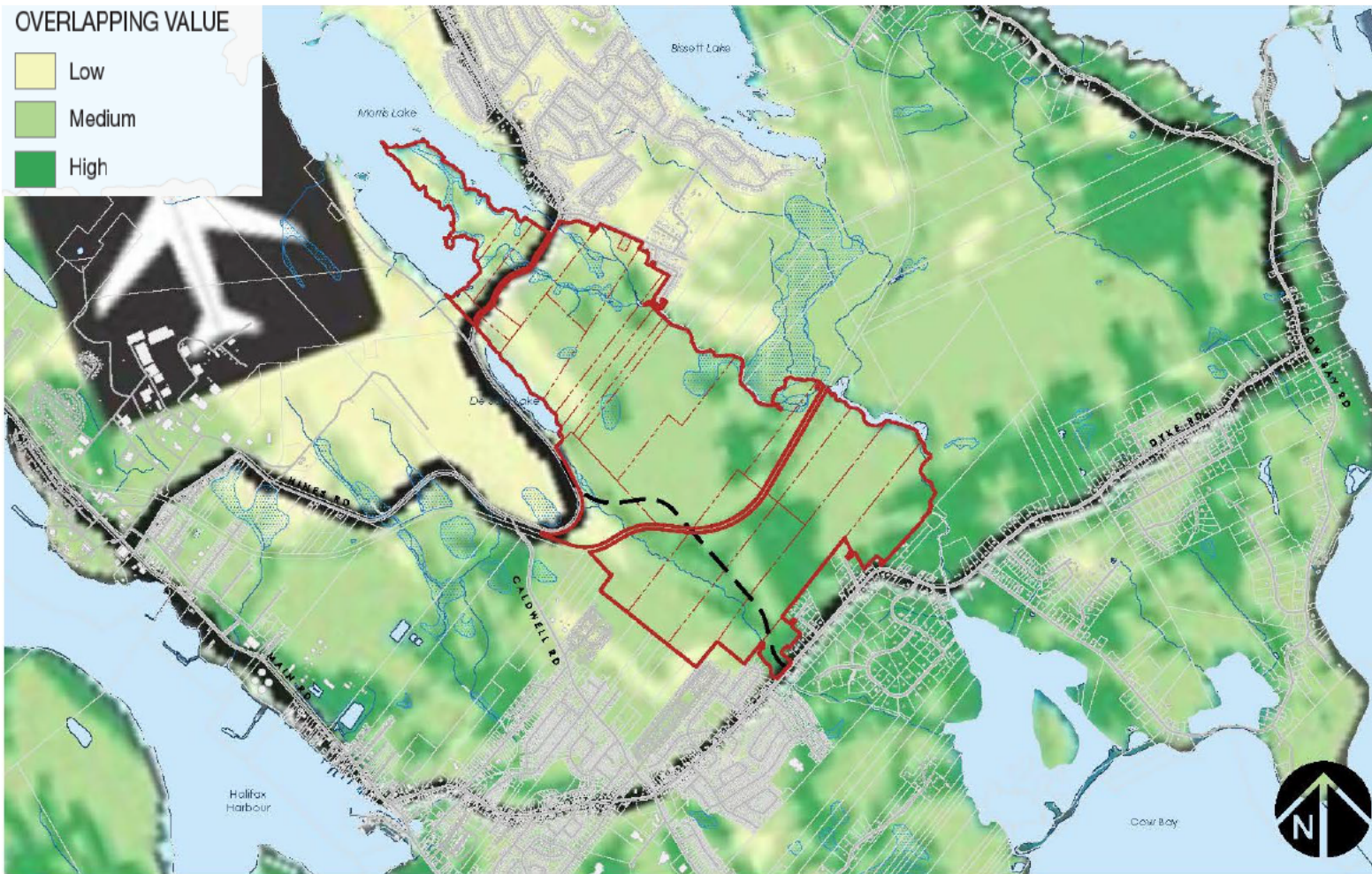
Under the GNP, areas of high environmental overlap, areas of high working landscape overlap, and areas of high socio-cultural overlap have been mapped. The SOL provides explanation about how these overlays were created, but the maps provided are not presented in a fine enough resolution to be useful at the site-specific level. Unfortunately, the base layers used to develop these overlays, and the rankings of perceived value, are not available to the public.

It is our understanding the GNP mapped wildlife corridors using a Circuitscapes model. The model identified wildlife movement based on paths of least resistance. A 100m moving buffer was then applied to the identified corridors and these were labelled as important corridors in the GNP. Essential corridors are identified where two important corridors either intersect or appear close together. In our conversations with HRM staff, these were defined through a desktop survey and not field verified.

### **Green Network Plan maps and application to the subject site**

Maps 1 through 3 of the GNP (ecological open space, working landscapes, socio-cultural) are summed and presented as Map 4 'Summed Values'. These are presented below as low, medium, and high overlapping values.





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**Map 4 Overlay : Dartmouth East**  
 Dartmouth, Nova Scotia

Map 4 – Summed Values



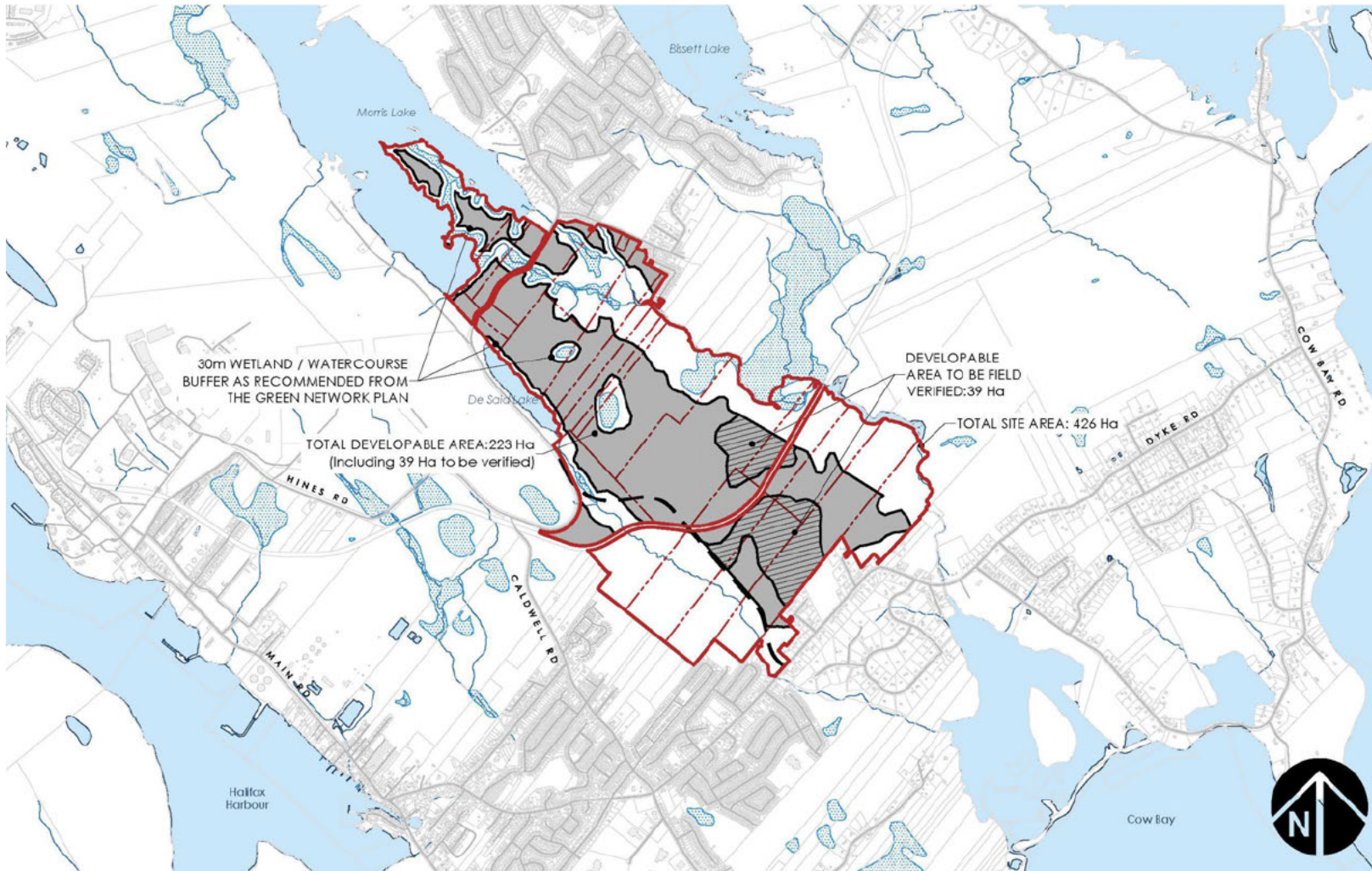
Map 4 illustrates that the majority of the subject site scored either low or medium with a portion near the south east end of the subject site as having high overlapping value. After completing fieldwork in these areas, we can confirm the areas are not wetland, but we require the assistance of your team to understand why the southern portion is showing potential for socio-cultural value.

### **Potential developable areas**

With the exception of the two locations mentioned above (wetland or socio-cultural), most of the site area is designated having no, low, or medium environmental overlap on Map 4.

We have utilized the best data available and created a developable areas map using the summed value map (Map 4) as a base for land conservation. We have removed the areas of “high summed value” from the developable land, in addition to the lands designated as “protected areas” as identified on Map 5. This leaves approximately 223 hectares (551 acres) of land that is not considered to be of high value in the eyes of the Green Network Plan. This area can be seen on Map 6 below.





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**Developable Area : Dartmouth East**  
 Dartmouth, Nova Scotia

Map 6 – Developable Area



If these lands were to be developed in a similar fashion to the Morris Lake Secondary Plan area, which allows for an overall density of 8 units per gross acre (Policy ML-19) developable in the net land area, then a potential development would result in approximately 8,424 units (1,053 acres of gross site area x 8 units per gross acre) and at least 502 acres of conservation area.

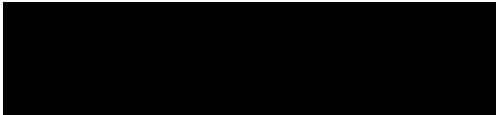
Given that the Shearwater Airfield lands can no longer be considered for development, and the growing traffic pressure on Portland Street, the potential for a development scenario that contributes to the ability to fund the Caldwell Connector project is limited. Development of these Dartmouth East lands that is sensitive to their inherent ecological value is an opportunity to contribute to the financial viability of completing the Caldwell Connector project.

As a result of the value of this potential development, these lands could be considered as a Growth Area as part of the Regional Plan review without compromising the integrity of the Green Network Plan.

These findings are based on the best available map data and all areas of high summed value identified in the Green Network Plan should be verified with a site condition assessment to confirm accuracy.

We look forward to an opportunity to discuss the GNP work, Regional Plan Review, and our interpretation of the data provided.

Thank you,



Greg Zwicker MICP, LPP

ZZap Consulting Inc.