

Attachment A-8:

Recommended Approach for Margeson Drive Area, Middle Sackville

BACKGROUND

In December 2018, Regional Council initiated [Case 21639 - Middle Sackville Master Plan](#), a comprehensive secondary planning process for the Middle Sackville Urban Local Growth Centre on lands surrounding the Highway 101 – Margeson Drive interchange in Middle Sackville. The project included 3 phases (see Map 1 below). The project scope included only consideration for municipal water service.

In October 2021, Armco Communities submitted [a request to the Regional Plan Review](#) to consider the lands around the Highway 101 Interchange, including those initiated under Case 21639, for consideration for municipal wastewater service, in addition to municipal water service. As this would require a change to the Regional Plan and a major amendment to the Urban Service Area boundary, this request was directed to be considered as part of the Regional Plan Review. Regional Council [directed](#) that the request be considered as part of Phase 5 of the review, which is the approach being taken for all similar requests for expanding the Urban Service Area.”

On March 19, 2024, Regional Council [passed a motion](#) requesting “a staff report on urgently advancing the Middle Sackville Master Planning Process, Case 21639, to allow extension of urban service boundary for water and sewer, and addition of the following PIDs to allow planning for connectivity, schools, egress, housing and commercial developments: 40281461; 40123614; 41461450; 40123788; 40695504; 41315946; 41093725.

In May 2025, Armco and Marchand Homes submitted an update to their request given changes in ownership on PID 40281479, and new potential uses commercial uses for PIDs 40123598 and 40123606 (see Appendix 2).

Subject Sites (See Map 1 below)	<ul style="list-style-type: none">• Properties included in the Middle Sackville Master Plan + Site Specific Request + Referenced in March 19/24 Council Motion: 41287129, 40123598, 41287137, 40123606, 40281479, 41293036• Properties Site Specific Request + Referenced in Motion: 40281461, 40123614, 41461450, 40123788, 40695504, 41315946• Additional property referenced in motion: 41093725 (HRM park parcel)• <i>Total land area of all sites is approximately 243 acres (98 hectares)</i>
Location	<ul style="list-style-type: none">• Located to the southeast of Highway 101 interchange at Margeson Drive, between Highway 101 and Webber Lake, and located off Lindforest Court and Old Sackville Road
Regional Plan Designation	<ul style="list-style-type: none">• Rural Commuter
Community Plan Designation	<ul style="list-style-type: none">• PIDs 40281461, 40123614, 41461450: Mixed Use C (MU-C) and Floodplain (FP) Designations under Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy;• PIDs 40123788, 40695504, 41315946, 41093725: Rural Residential (RR) Designation under Sackville Municipal Planning Strategy
Zoning	<ul style="list-style-type: none">• PIDs 40281461, 40123614, 41461450: Mixed-Use Two (MU-2) and Floodplain (FP) Zones under the Beaver Bank, Hammonds Plains and Upper Sackville Land Use By-Law;• PIDs 40123788, 41315946, 41093725: Rural Residential (R-6) Zone under Sackville Land Use By-Law;• PID 40695504: Comprehensive Development District (CDD) Zone under Sackville Land Use By-Law

Regional Plan Context

Under the 2014 Regional Plan and the proposed Regional Plan, the subject lands are primarily designated Rural Commuter, which envisions a rural pattern of low-density residential development. The 2014 Regional Plan designated Middle Sackville as an Urban Local Growth Centre, supporting a mix of low and medium-density housing, walkable streets, active transportation and transit connections. Despite its categorization as an “Urban” growth centre in 2014, the lands are located outside the Urban Service Area boundary (Schedule B of the Regional Subdivision By-Law), and outside of the Urban Transit Service Boundary. The location of the Urban Service Area boundary is shown on Map 2.

2014 Regional Plan Policy SU-14 (Policy IM-63 in the proposed Regional Plan) allows new Water Service Areas to be established in Rural Commuter designation where it has been determined through a secondary planning process that new growth is to be encouraged in the area.

It should also be noted that amendments to planning documents for the Sackville Floodplains, approved by Regional Council on April 29, 2025, have adjusted floodplain zoning to lands north of Webber Lake, which has impacts on PID 40281461.

History of the Middle Sackville Master Planning Process

From 2013 to 2017, Armco Capital Inc. submitted multiple separate planning applications (Cases 19305, 19307 and 19521) to enable various development proposals around the Highway 101 – Margeson Drive interchange, including the Sunset Ridge subdivision, and some of which later formed the Middle Sackville Master Plan study area.

In 2018, Regional Council [initiated](#) the Middle Sackville Master Planning Process on lands surrounding the Highway 101 – Margeson Drive interchange, comprising 7 parcels totaling 59 hectares (146 acres). As a comprehensive planning exercise, the Middle Sackville Master Planning process would create planning policies and regulations to allow mixed residential, commercial, institutional, and recreational uses. The project was to consider a water-service only extension and what infrastructure upgrades may be required to the subject lands and pedestrian linkages. Due to constraints in the Sackville wastewater collection system, this process did not contemplate extending municipal wastewater services.

The Master Plan project was to be divided into 3 phases. It was expected that a staff report with recommended planning policies and regulations would be brought to the Council for each phase. Through this process, amendments would be considered for:

- The Regional Plan and Regional Subdivision By-law;
- The Sackville Secondary Municipal Planning Strategy and Land Use By-law; and
- The Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy and Land Use By-law.

Project key events

- In 2011, a community visioning exercise was completed and the [Middle - Upper Sackville & Lucasville Vision](#) adopted by the Council to guide future planning and development in this area. This exercise placed significant focus on the Highway 101 – Margeson Drive interchange lands.
- In 2014, the Regional Plan designated lands surrounding the Highway 101 – Margeson Drive interchange as the Middle Sackville Urban Local Growth Centre.
- On December 4, 2018, Regional Council initiated the Middle Sackville Master Planning Process.

- On October 27, 2021, Armco Capital Inc. requested (C319), through the Regional Plan Review process, that municipal water and sewer be extended to lands within the Middle Sackville Master Plan study area, concurrently with the ongoing Master Planning process.
- On February 8, 2022, a public hearing was held at Regional Council for Phase 1 of the Master Planning process. This report considered removing the growth controls for the Indigo Shores subdivision, which limited subdivision of lots to 25 per calendar year. This request was refused by Regional Council.
- On March 24, 2022, Phase 1 of the Middle Sackville Master Plan (Indigo Shores Subdivision) was designated by the Minister of Municipal Affairs as a Special Planning Area. This would allow the Indigo Shores subdivision to develop with no limit on the number of lots per calendar year.

Regional Council approved direction on subject lands

Regional Council initiated the Regional Plan Review in February 2020. Previous deliverables included the [Themes & Directions Report](#), the [Themes & Directions What We Heard Report](#), and Phase 3 Quick Adjustments in October 2022. In June 2023, the [Draft Regional Plan](#) was released for public engagement, and the [“What We Heard Report”](#) was presented to Regional Council on December 12, 2023.

All subject properties except two included in the Council motion made on March 19, 2024, have been directed by Regional Council to be considered through Regional Plan Review Phase 5 for future development potential, including water and sewer service extension. In addition to requests for the area immediately adjacent to the Highway 101 interchange, there are many additional requests to be included in the Urban Service Area in Middle Sackville. In total there are 13 requests on 46 existing lots in Middle Sackville (see Map 2, and Table 4 in Attachment A-6). There are an additional 40 requests for inclusion within the Urban Service Area in other parts of the Municipality (see Attachment A-6).

Updated Request (2025)

Since the original request was submitted, a number of circumstances have changed, and in May 2025 Armco and Marchand provided an update to their request as follows (see Appendix 2):

- PID 40281479 at the northeast corner of Margeson Drive and Highway 101 has been purchased by the Province of Nova Scotia for a new school.
- PID 40123598, at the southwest corner of Margeson Drive and Highway 101, near the entrance to the Indigo Shores subdivision, has been identified as a potential site for a large commercial retailer.
- PID 40123606, at the southeast corner of Margeson Drive and Highway 101 with waterfrontage on Webber Lake, has been identified as a site for commercial retail, high density residential, and parkland dedication.
- Total proposed residential units are estimated at between 2,000 and 3,500 units.
- A public road is proposed to connect Margeson Drive and Lucasville Road, aligned with the intersection of Midnight Run. The proposal envisions active transportation and transit connections.

RECOMMENDED APPROACH

The Middle Sackville Master Plan was originally initiated as a rural development proposal with intensity, density and land use to reflect expected semi-rural character. The development was anticipated to be serviced with municipal water service only and on-site septic systems. If the area were deemed appropriate for full-service extension through Regional Plan Review, the intensity of compatible development would change substantially in many respects, including the land uses, lots sizes, densities, and therefore road and park placements. Where decisions on the placement of municipal infrastructure are amongst the most

critical and permanent decisions, the Municipality needs to ensure these decisions are made holistically with thorough consideration to surrounding land uses and costs over time. For those reasons, the original Master Plan process has been on hold while the Regional Plan Review is completed and key critical infrastructure decisions are determined.

HRM has been experiencing a period of unprecedented growth and high demand for housing. Like many growing communities across the region, the Middle Sackville area is also facing increased housing development pressure. As new growth proposed in Middle Sackville can affect existing communities and their assets (such as recreation facilities, libraries, parks, schools, and fire stations), the service extension requests should be considered with a long-term vision for the area. The Municipality will need to assess the impact of this growth and determine how investments in new and existing assets should be directed.

Urban Service Area Boundary expansions are significant municipal projects that must be considered carefully in relation to the Regional Plan's strategic growth objectives and consider long-term infrastructure. It requires a holistic approach to identify where, when and how future infrastructure and services will take place to accommodate population and employment growth across the region, including Middle Sackville. For these reasons, staff do not recommend advancing the Middle Sackville Master Plan lands as a separate project. Additional detail of this recommendation is provided below, followed by potential alternatives.

Phase 5: Future Growth

Staff recommend continuing to consider this request as part of Phase 5 of the Regional Plan Review. The same approach is recommended for all requests in the Middle Sackville area (13 requests on 46 existing lots), to ensure that the lands are being reviewed in a fair and comprehensive manner.

The previous approach recommended to Regional Council for this and all similar service boundary extension requests in Middle Sackville was as follows:

Staff will undertake a Strategic Growth and Infrastructure Priority Plan as part of Phase 5. Future development potential in the Middle Sackville Area will be studied at that time, and will:

- Consider which lands in the Middle Sackville area may be appropriate for serviced development in the short term, and which should be considered in the longer term horizon;
- Study the current and future potential development pattern in the Middle Sackville area (considering existing development, ongoing as-of-right subdivision applications, ongoing enabled planning applications, and requests received through the Regional Plan Review process) to understand the area's infrastructure planning needs;
- Consult with Halifax Water and HRM Infrastructure Planning to understand long-term plans for servicing and any constraints and opportunities in the area;
- Consider environmental implications, such as watershed impacts, constraints such as floodplains and explore opportunities for landscape connectivity, consistent with the objectives of the Halifax Green Network Plan;
- Consider mobility implications and opportunities for transit-oriented development, consistent with the objectives of the Integrated Mobility Plan;
- Consider past and ongoing public engagement in the area, including the Middle – Upper Sackville & Lucasville Community Visioning program, and
- Consider what, if any additional public engagement is required.

The following sections provide additional detail explaining the rationale for this approach:

Strategic Growth and Infrastructure Priorities Plan

As the region grows, investing in infrastructure will be critically important for maintaining services and quality of life for residents. To support the region's projected growth, and the cumulative impacts of density, the Municipality will monitor growth and share the results annually with service providers. The proposed Regional Plan sets out that to support a population of one million people, a Strategic Growth and Infrastructure Priorities Plan will be undertaken to forecast needs for renewing existing infrastructure and

investing in new infrastructure to accommodate growth. The Office of Strategic Growth and Transportation Planning has been established to support this work, along with Regional Planning.

The complex nature of the Strategic Growth and Infrastructure Priorities Plan requires a holistic review of all potential Future Serviced Communities. Close collaboration and input from various infrastructure and service providers are key to a successful plan. As part of Phase 5 of the Regional Plan Review, staff must work closely with infrastructure and service providers to identify the expected settlement pattern and scenarios for future growth. In addition to all infrastructure investments needed to support growth already enabled within the existing Urban Service Area boundary and the potential Future Serviced Communities identified in the Regional Plan, Phase 5 will need to evaluate areas designated Urban Reserve, as well as all other requests for major service boundary expansion (see Attachment A-6 “Site-Specific Amendment Requests for Consideration through the Regional Plan Review Process – Phase 5” for the complete list of requests).

This work has begun and will continue into Phase 5. Below are some key inputs to be considered as part of this work:

- *Water and Wastewater Infrastructure*

A major input to the Strategic Growth and Infrastructure Priorities Plan will be Halifax Water’s long-term plan, the Integrated Resource Plan (IRP). The current IRP was adopted in 2019, and work has begun to update this plan to reflect the Municipality’s much higher rate of population growth. Halifax Water has begun scoping this work with their consultant, and received funding approval from the Nova Scotia Utility and Review Board (now the Regulatory and Appeals Board) in Winter 2025. The overall process is estimated to take two years. The findings of the IRP are presented to the NS Regulatory and Appeals Board (NSRAB).

A major component of the IRP is understanding how the growth and settlement pattern is related to key infrastructure. This process will assess regional-scale infrastructure and capacity. Regional Planning has been and will continue working with Halifax Water to identify future growth scenarios to be assessed, to understand long-term needs for servicing and any constraints and opportunities. Regional Planning has provided Halifax Water with information on all service boundary expansion requests received to date, as an input to the IRP process. The IRP will develop the “big picture”, allowing Halifax Water and HRM to understand the cumulative impact of all potential developments, understand the relative costs of required infrastructure upgrades for different potential future growth scenarios, and any potential trade-offs (for example, whether permitting development in one location over another will create new or exacerbate existing constraints).

Halifax Water has advised there are several water and wastewater constraints in the Middle Sackville area that could be supported by further infrastructure investments. For example, Halifax Water has identified that to support water system resiliency, there may be benefit in connecting the existing 600mm diameter water transmission main on Lucasville Road at Bryanston Road to the existing 600mm water transmission main on Hanwell Drive at Swindon Drive. One option for this “looping” project would cross through Middle Sackville, specifically the Margeson Drive area, and could be coordinated with any proposed development (as referenced by Armco, see Appendix 2). However, this project is currently not within Halifax Water’s five-year capital plan.

Regarding the wastewater system, the flows would ultimately enter the Bedford Sackville Trunk Sewer downstream to the Mill Cove Wastewater Treatment Facility. System upgrades to this infrastructure were identified in the 2019 IRP in both the collection and treatment systems; however, there are lands within the existing Urban Service Area where additional density was not planned for in 2019 but is now expected, such as the Paper Mill Lake lands. Advancing the Margeson Drive area in advance of other areas, including those in the existing serviced area, could result in a need for significant additional investment.

Therefore it is expected that the IRP will help provide a better understanding of what infrastructure

investments are needed where, based on the chosen future growth scenario.

- *Mobility Infrastructure*

There is a need to consider long-term mobility needs for transit, active transportation and road networks.

Link Nova Scotia (formerly the Joint Regional Transportation Agency), a provincial crown corporation established in 2021¹, is mandated with the development of a Regional Transportation Plan (RTP) that will identify the long-term transportation needs of HRM and the surrounding areas (generally encompassing a one-hour commuter shed beyond HRM). HRM Staff are actively involved with the LinkNS at the executive and staff level. The RTP is expected to consider a wide range of regional transportation infrastructure upgrades and develop recommendations based on transportation demand modeling that is informed by updated population and employment forecasting. The RTP will become an input to Phase 5 of the Regional Plan Review and the Strategic Growth and Infrastructure Priorities Plan.

HRM will also consider the needs for extending Margeson Drive south to Hammonds Plains Road and the need for the Beaver Bank By-pass (as outlined in the March 19, 2024 report: [Beaver Bank By-Pass Project](#)).

- *Community Infrastructure*

Community infrastructure includes the important components for building complete communities, including parks, community facilities, libraries, schools, and emergency services. The need for all services to support future development will need to be considered. This will involve coordination with many internal and external service providers, including Parks & Recreation, Halifax Regional Fire & Emergency, Halifax Public Libraries, the Halifax Regional Centre for Education, among others.

ALTERNATIVE APPROACH

As there are 13 requests for service expansion, as well as significant additional development enabled within the existing service boundary, staff do not recommend prioritizing the Margeson Drive lands for service expansion without first undertaking a review of overall growth scenarios and associated infrastructure demands.

However, should Regional Council wish to consider all or parts of this proposal in advance of the Strategic Growth and Infrastructure Priorities Plan and the completion of Halifax Water's IRP process, there are alternative approaches that could be considered.

Given the Provincial June 30 deadline to adopt the Regional Plan and the Minimum Planning Requirements, staff recommend that if Council wishes to proceed with an alternative approach, Council direct staff to return with proposed amendments to the Regional Plan and any applicable planning documents as necessary to implement the chosen approach.

Two main alternatives have been identified:

1. Identify the lands as a potential Future Serviced Community

¹ Please note that on March 26, 2025, the Province of Nova Scotia gave Royal Assent to Bill 24, An Act Respecting Temporary Access to Adjacent Land, and to Amend Chapter 23 of the Acts of 2021, the Joint Regional Transportation Agency Act. This Bill renames the Joint Regional Transportation Agency to Link Nova Scotia. As of the writing of this report, this Bill has not yet been proclaimed and therefore is not yet in effect.

Since 2006, the Regional Plan has established the Urban Settlement designation on lands where serviced development is anticipated (identified as “Future Serviced Communities” in the proposed 2025 Regional Plan). Lands that may be considered for serviced development after 2031 were given the Urban Reserve designation. New mixed use communities that require Urban Service Area boundary extensions are guided by policies for Future Serviced Communities (see Appendix 1). Policies HC-11 to HC-14 set out a four step process, which can be summarized as:

1. Determine whether detailed study is warranted by considering current population and employment projections in relation to the need for additional lands for new housing or employment, and the fiscal implications to the Municipality, Halifax Water, other infrastructure and service providers and their capacity to provide service and meet additional financial commitments. (Policy HC-11)
2. Where study is warranted, undertake background studies (including land suitability analysis, a waste and wastewater infrastructure study, and transportation analysis), which includes analysis of infrastructure costs to the municipality and determination of any need for oversizing or cost-sharing. (Policy HC-12 and IM-59)
3. Regional Council considers the results of the studies and determines if comprehensive planning should begin. (Policy HC-13)
4. Develop detailed land use policies and determine infrastructure charges. Adjusting the Urban Service Area boundary is one of the last steps, in coordination with establishing infrastructure charges for HRM and Halifax Water. (Policy HC-14 and IM-60)

The Regional Plan has typically applied the Urban Settlement Zone to lands that are designated Urban Settlement, but not yet within the Urban Service Area. This is a type of ‘holding zone’, which limits development so that inappropriate development does not preclude future serviced development.

Should Regional Council choose to identify the lands as a potential Future Serviced Community in the Regional Plan, staff suggest that Council should also:

- Direct whether staff should undertake any analysis in relation to Policy HC-11, regarding the need for additional lands (note that this is work that would be completed during Phase 5 under the recommended approach)²; or whether to proceed directly to background studies identified in HC-12;
- Indicate which, if any of the additional requests in the Middle Sackville area should be included within the potential Future Serviced Community area;
- Provide direction on whether the Urban Settlement Zone should be applied to limit premature development.

2. Create Site Specific Policy: Consider including lands north of Highway 101 within the Urban Settlement designation and Urban Service Area boundary; retain lands south of Highway 101 in Rural Commuter designation and consider for Water Service only

Regional Council could direct staff to proceed with an approach that differs from the Future Serviced Communities process.

Regional Planning staff have had preliminary discussions with Halifax Water to understand the location and sizing of existing infrastructure and the implications of extending water only vs. water and wastewater services to different portions of the Margeson Drive lands. Based on these discussions, Regional Planning staff can advise that:

- Expansion of water service may be possible on both sides of the Highway 101 given the location

² For the Future Serviced Communities identified in the Regional Plan (Sandy Lake, Highway 102 West Corridor Lands and Morris Land Expansion Lands), during Phase 2 of the Regional Plan Review (Themes and Directions, 2021), staff undertook the Preliminary Population and Housing Analysis, and determined that the municipality’s recent population growth warranted beginning study of these areas. This approach was consistent with existing Regional Plan Policy S-2 / proposed Regional Plan policy HC-11.

- of the existing water service;
- Expansion of wastewater service may be possible north of Highway 101 with potentially significant local upgrades; costs would need to be borne by the developer;
- Wastewater service south of Highway 101 has never been contemplated and requires further study to understand the feasibility, costs, and implications to the downstream system, with costs borne by the developer.

Therefore, it may be appropriate to consider including the lands north of Highway 101 within the Urban Service Area, and considering the lands south of the highway for inclusion within the Water Service Area only.

It is noted that this approach would not respond to the property owners' request for full services. Should Regional Council wish to proceed with this approach, staff advise there will be a need to follow up with all relevant property owners to understand their detailed requests and return to Council with a comprehensive recommendation regarding any required amendments to planning documents.

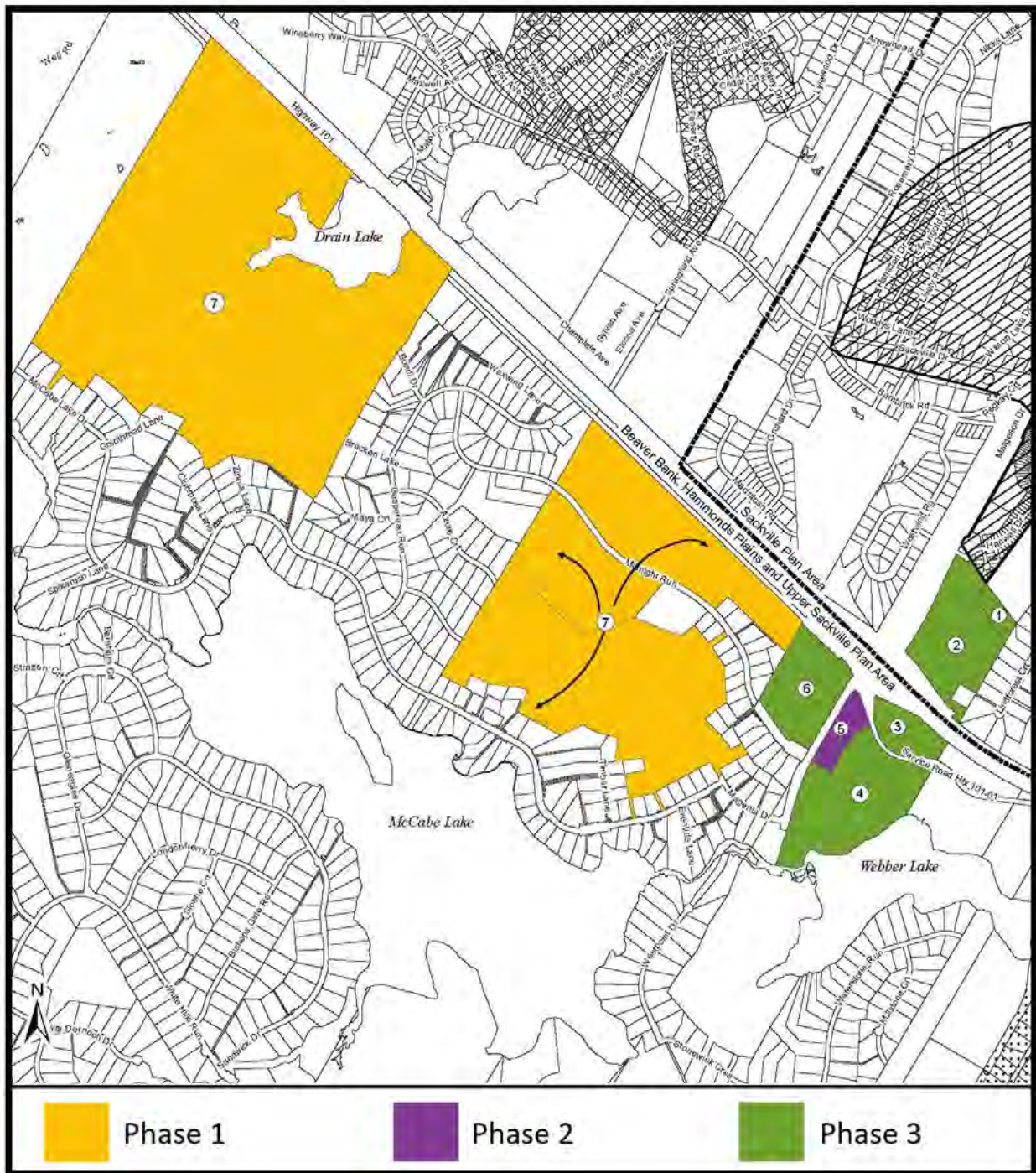
CONCLUSION

Regional Council has previously directed that staff consider all site-specific requests to include lands in Middle Sackville within the Urban Service Area boundary, including those within the Margeson Drive Master Plan Area, as part of Phase 5 of the Regional Plan Review. This remains the recommended approach, as this will best ensure that potential development of the area is considered in context of the overall regional servicing and infrastructure needs.

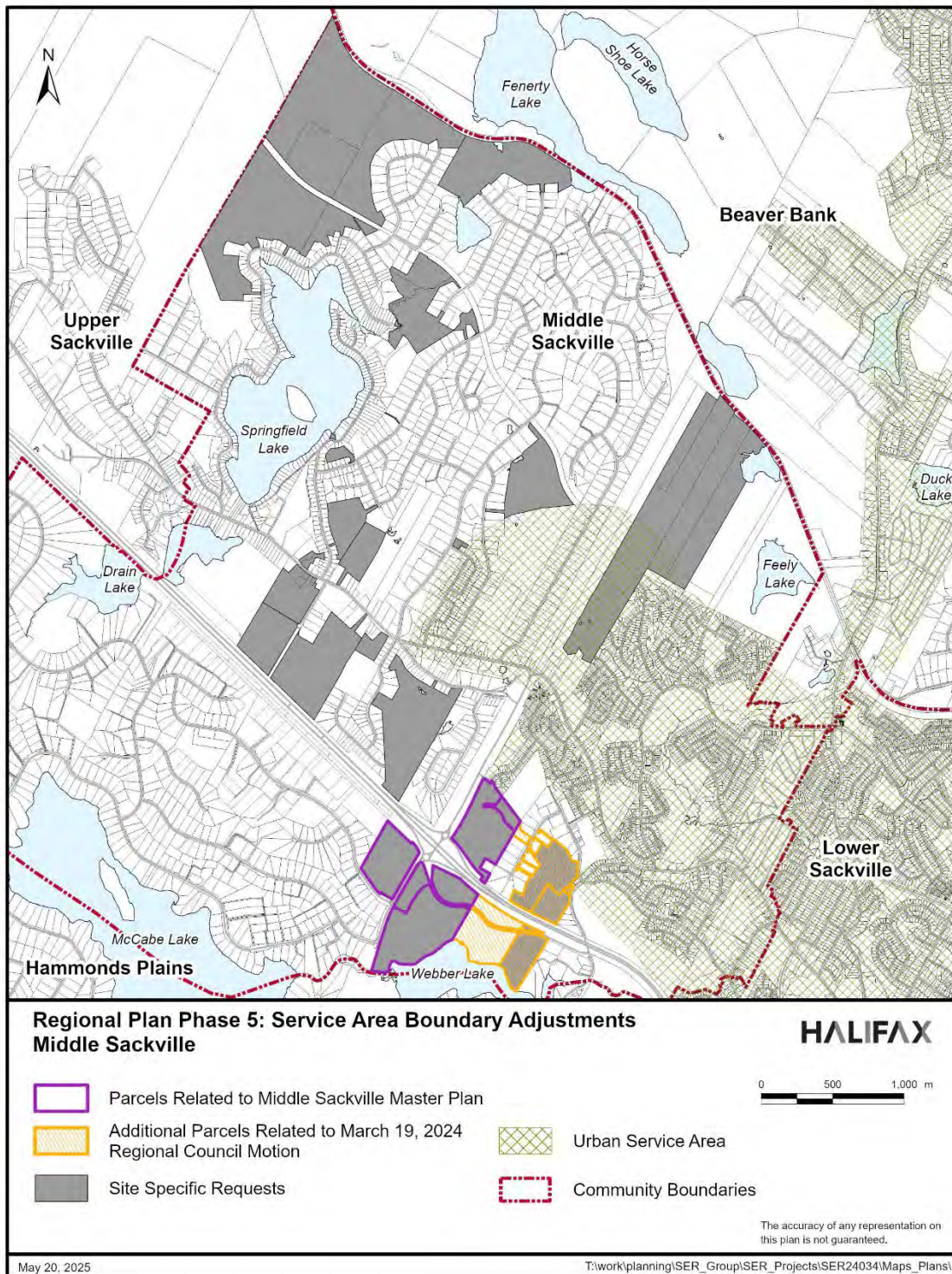
APPENDICES

MAP 1	Margeson Drive Master Plan Study Area and Phasing
MAP 2	Service Boundary Adjustment Requests in the Middle Sackville Area
Appendix 1	Relevant Regional Plan Policy (2025)
Appendix 2	Update on Request from Armco and Marchand Homes

Map 1: Margeson Drive Master Plan Study Area and Phasing



Map 2: Service Boundary Adjustment Requests in the Middle Sackville Area



Appendix 1: Relevant Regional Plan Policy (Proposed 2025)

Policies guiding the Future Serviced Communities comprehensive planning process

Chapter 2: HC-11 to HC-14

HC-11 For any of the potential Future Serviced Communities identified in Table 3.3, before choosing to initiate a planning process, the Municipality shall assess whether detailed study is warranted by considering:

- a) current population and employment projections and the implications related to the need for additional lands for new housing or employment; and**
- b) the fiscal implications to the Municipality, Halifax Water, other infrastructure and service providers and their capacity to provide service and meet additional financial commitments.**

HC-12 Where Council has determined that detailed study is warranted pursuant to Policy HC-11, the Municipality shall undertake comprehensive studies for the area providing background information needed to inform decisions about the potential development of the lands, including:

- a) Land Suitability Analysis – This study shall include the mapping and analysis of the area’s ecological features to identify lands that are constrained, partially constrained, or not constrained for development. Required considerations include:**
 - i. Watercourse and wetland habitat;**
 - ii. Forest habitat;**
 - iii. Species at risk habitat;**
 - iv. Landscape and ecological connectivity;**
 - v. Surficial and bedrock geology;**
 - vi. Steep slopes;**
 - vii. Contaminated sites;**
 - viii. Areas of cultural significance; and**
 - ix. Presence of adjacent parks, wilderness areas, conservation areas, and other similarly designated lands.**
- b) Watershed Study – This study shall identify potential impacts of development on any watersheds located in the area. The study shall comply with Policy EN-17;**
- c) Transportation Study – This study shall identify how the area can connect to the rest of the municipality and how internal mobility will be handled. The study shall include:**
 - i. Reviewing existing transportation infrastructure, demand, and policy to establish an understanding of existing mobility conditions;**
 - ii. Applying the Municipality’s regional travel demand forecasting model to determine potential impacts to regional mobility as a result of development;**

- iii. Recommending land use and network scenarios that support the mobility goals outlined in Chapter 7 and mode share targets in Policy M-4 of this Plan; and
- d) **Water and Wastewater Services Study – This study shall:**
 - i. Establish existing water and wastewater infrastructure conditions;
 - ii. Develop a macro-level servicing strategy that will establish water, wastewater, and stormwater servicing infrastructure requirements for the development, including cost estimates and allocation assessment; and
 - iii. Identify any need to oversize the water, wastewater or stormwater systems to allow for future development, consistent with Policy IM-60.

HC-13 When considering whether initiation of a comprehensive planning process is warranted for any of the potential Future Serviced Communities identified in Table 3.3, the Municipality shall consider the results of the studies as outlined in Policy HC-12, and all applicable policies of this Plan.

HC-14 Where a planning process for any of the potential Future Serviced Communities identified in Table 3.3 has been initiated pursuant to HC-13, the Municipality shall consider adopting site-specific policies and regulations in the applicable secondary municipal planning strategy and land use by-law to guide future site design, land use, density, and form of development. In developing site-specific policies and regulations, the Municipality shall consider the following:

- a) all applicable policies of this Plan;
- b) the subdivision of land;
- c) the phasing of development;
- d) protection and/or restoration of significant environmental and cultural features;
- e) directing development away from sensitive environmental and cultural features, and areas that may be hazardous to the health and safety of residents, including measures to reduce the risk and impact of wildfire, flooding, or other hazards through site and building design and infrastructure;
- f) that the integrity of federal, provincial, and municipal parks, and other protected areas that are adjacent to the lands are maintained and buffered;
- g) the movements of pedestrians and transit service are prioritized over car-oriented design, including short blocks, grid or modified grid mobility networks, pedestrian streetscapes, walking/rolling, cycling, and connections to surrounding community;
- h) the adequacy of public parks, public open spaces, and community facilities that meet the objectives of this Plan and the requirements of the *Regional Subdivision By-Law*;
- i) impacts to municipal infrastructure and the need, if any, to concurrently approve by-laws and/or amendments to the *Regional Subdivision By-Law*, to pay for growth related municipal infrastructure, consistent with Policy IM-60;

- j) the distribution of overall densities intended for the community, and between different development blocks, phases, and landowners;
- k) community-scale or site-level green infrastructure, renewable energy options and other climate mitigation and adaptation design elements;
- l) the provision of a mix of uses, community amenities, public parks and gathering areas; and
- m) provisions for incentive or bonus zoning and off-site improvements necessary to integrate the development in the neighbourhood.

Policies guiding decisions to amend the Urban Service Area boundary

Chapter 10, Policies IM-59 to IM-61

IM-59 In considering requests to amend the Urban Service Area boundary to include additional lands, the Municipality shall:

- a) study the lands to be included within the Urban Service Area consistent with Policy HC-11 to HC-14, except that this requirement may be waived where the proposed amendment represents a minor adjustment to the Area and is consistent with Policy IM-61;
- b) consider the costs and feasibility of providing municipal services and infrastructure related to the extension;
- c) consider the need to oversize the water, wastewater, or stormwater systems to allow for future development within the Urban Settlement designation; and
- d) consider the need for a charge to pay for growth-related improvements to water, wastewater or stormwater systems.

IM-60 Where new secondary municipal planning strategy policy is being considered for adoption for a Future Serviced Community consistent with Policy HC-14, the Urban Service Area boundary may be amended, provided that:

- a) a by-law has been established or is proposed concurrently to pay for growth-related municipal infrastructure, or the Municipality has determined that a by-law is not warranted; and
- b) where required, a charge needed to pay for growth-related improvements to the water, wastewater, or stormwater services has been approved by the Nova Scotia Regulatory and Appeals Board.

IM-61 The Municipality may consider minor adjustments to the Urban Service Area boundary where:

- a) the lands to be included within the boundary are adjacent to existing developed lands within the boundary that are serviced with municipal water, wastewater and stormwater

- systems and the adjustment will improve the interconnection of existing communities;
and
- (b) (i) the adjustment will clarify and align the Urban Service Area boundary with the Urban Settlement Designation where a generalized line had been drawn; or
- (ii) where Halifax Water identifies that the adjustment is needed to facilitate efficient installation of new infrastructure within the existing boundary; and
- b) the costs for installation of water, wastewater and/or stormwater infrastructure is to be borne by the proponent of the proposed development, and the Municipality and Halifax Water have determined there is no need for a municipal contribution to oversize the water, wastewater or stormwater systems to allow for future development.

Appendix 2: Update on Request from Armco and Marchand Homes

From: [Marc Ouellet](#)
To: [Perrin, Leah](#)
Cc: [Laura Masching](#); [Trevor Adams](#)
Subject: [External Email] Margeson Drive
Date: Tuesday, May 13, 2025 5:02:40 PM

Hi Leah,

As per our conversation this morning, the following should be considered for your staff report:

- The Province acquired PID 40281479 from Armco in late November 2024 for the purpose of building a public school or schools on the property. As you recall, school enrollment was the principal issue that led Regional Council to vote against Ph.1 of the Master Planning process.
- Due to the sale of PID 40281479, which was previously targeted for retail development, we are now looking at locating the retail component on the southern side of Highway 101.
- PID 40123598 is now being reserved for a big box retailer of approximately 160,000 sq.ft. in GFA.
- PID 40123606 would be earmarked for a grocery-anchored development with at least 50,000 sq.ft. of retail space, high density residential and townhouse development, and parkland dedication (includes a waterfall feature).
- The balance of the lots would be used for high density residential and townhouse development.
- We are currently proposing between 2,000 and 3,500 residential units over the lands (Armco and Marchand properties). Our consultants have conducted studies that indicate that 2,000 units could be accommodated on the lands with extension of services and road upgrades. Further studies are required to find out what infrastructure upgrades would be needed to get to 3,500 units.
- We are proposing a public road link between Margeson Drive and Lucasville Road, using a portion of the existing service road ROW, with an intersection at Margeson Drive lining up with Midnight Run. This would enhance road connectivity and provide another option for emergency egress for residents living in Indigo Shores and on Lucasville Road. This road connection would also facilitate the implementation of transit service on Lucasville Road if this option were considered in the future.
- We are also planning a series of AT connections throughout the site, as well as linking both sides of the highway. This would include the construction of one segment of the Lucasville Greenway project, between the new road connector and Old Sackville Road. We would be open to consider further contributions to the Lucasville Greenway project. This would depend on allocated density.
- We would be open to entering into discussions with HRWC on cost-sharing for the water looping being proposed by the Commission between Lucasville Road and Sunset Ridge. Without Armco and Marchand involvement, the water looping would be 100% covered by ratepayers.
- Extension of water service would permit fire hydrants to be located at the two main entrances of Indigo Shores, i.e., intersections with Midnight Run and Magenta Drive.
- We aspire to create a fully serviced, Transit Oriented Development, respecting Complete Community principles.

We look forward to working collaboratively with HRM staff in achieving common objectives and in offering public benefits to the Lucasville and Middle Sackville communities, as well as communities further afield. We can present a detailed list of the benefits we believe this project would bring forward.

If you have any questions, please feel free to reach out.

Kind regards, Marc

Marc Ouellet
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