

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed by 

SUBMITTED BY:

Jacques Dubé, Chief Administrative Officer

DATE: July 18, 2019

SUBJECT: Feasibility of Rockcliffe Crescent Extension, Hammonds Plains

ORIGIN

On November 25, 2015, the following motion of Regional Council regarding Item 15.1 was put and passed:

"That Halifax Regional Council request a staff report on the feasibility of developing a Rockcliffe extension across Hammonds Plains Road to Highland Park south side and to create a new second entrance to the Highland Park subdivision."

LEGISLATIVE AUTHORITY

The *Halifax Regional Municipality Charter* Section 322(1) states:

"The Council may design, lay out, open, expand, construct, maintain, improve, alter, repair, light, water, clean, and clear streets in the Municipality."

The *Controlled Access Streets By-Law, S-900*, states:

"4. The streets, or portions thereof, within the core area and under the control of the municipality as listed in Schedule A are hereby as controlled access streets, where no new access will be permitted except in exceptional circumstances and only in accordance with good street access management principles.

... "

6. (1) Where a street, or a portion thereof, or any land has been designated as a controlled access street, as listed in Schedule A, no new public roadway or driveway connections shall be permitted except as approved by the Engineer.

(2) On a street listed in Schedule A, no person shall, without a written permit from the Engineer:

Recommendation on next page

- (a) construct, use or allow the use of, any public road, private road, entrance-way or gate which or part of which is connected with or opens upon the controlled access street; or

RECOMMENDATION

It is recommended that Regional Council direct the CAO to maintain the existing street network connections to the Hammonds Plains Road for the Highland Park subdivision; and allow construction of a second connection to the Highland Park Subdivision to take place through the subdivision approval process.

BACKGROUND

Motion:

The Highland Park subdivision is divided by Hammonds Plains Road, with approximately 485 dwelling units to the southeast and approximately 295 dwelling units to the northwest of the road (Attachment A). The initial development of the subdivision began in the early 1970's, with the northwest portion of the development completed in 2005. This section of the subdivision is served by a single connection to Hammonds Plains Road at Northwood Road.

Regional Council has requested that staff provide a report on the feasibility of developing an extension of Rockcliffe Crescent across Hammonds Plains Road to create a new second entrance to the existing Highland Park subdivision on the northwest side of Hammonds Plains Road.

Hammonds Plains Road Status:

Hammonds Plains Road between Pockwock Road and Highway 103 is a Controlled Access Street pursuant to By-Law S-900. The Highland Park subdivision is located within the Controlled Access limits of Hammonds Plains Road. The locations of existing intersections with Hammonds Plains Road in this area have been pre-approved. No new road or driveway intersections are permitted unless approved by the Engineer in cases of exceptional circumstances as set out in the By-law.

Second Access Requirements:

The current Municipal Design Guidelines (Red Book) require every lot in a new subdivision to have at least two independent street accesses to the existing broader street network for safety purposes and to provide routine connectivity throughout the community. A second connection to another local street satisfies this requirement and the Design Guidelines do not require that a development have two independent accesses to a collector or trunk highway. The current road network in this area is compliant with these requirements.

Road Reserve and Property Ownership:

Provision for a future second access to the Highland Park subdivision north of Hammonds Plains Road was envisioned during previous subdivision approvals and a road reserve was created and retained by the NS Department of Transportation. Attachment "B" shows the 1990 NS Department of Transportation road alignment plan for an extension of Rockcliffe Crescent across Hammonds Plains Road to Grant Line Road including an additional connection to Sylvania Terrace. The lands for these street extensions are now owned by Halifax Regional Municipality and the NS Transportation and Infrastructure Renewal (NSTIR) (Attachment C).

Council should note that the previous owner of the property containing the road reserve has indicated that the land was conveyed to the former County of Halifax on the condition that the road be completed and the existing Grant Line Road intersection at Hammonds Plains Road be closed. It is noted that the reference to the former County of Halifax is potentially inaccurate as the NS Department of Transportation had authority for local subdivision roads at that time. Staff have been unable to find a record of any commitment to construct the road by the Province of Nova Scotia or the former Halifax County.

Approved Concept Subdivision Plans:

The lands adjacent to the Highland Park Subdivision are the subject of approved Concept and Tentative subdivision plans that include construction of a road connection from Hammonds Plains to the Grant Line Road. A commitment from the Province to share the construction costs for the road with the developer did exist as part of a 2005 Concept subdivision approval for adjacent lands. That commitment is outlined in a letter from NS Department of Transportation and Public Works that agrees to a 33% share on the portion from Hammonds Plains Road to Sylvania Terrace and a 50% share on the portion from Sylvania Terrace to Grant Line Road (on the condition that the developer also close the existing connection of Grant Line Road to Hammonds Plains Road). The Province subsequently transferred Grant Line Road to HRM – and HRM indicated that it would not participate in cost sharing with the developer.

DISCUSSION

Second Connection - Subdivision Process: Concept and Tentative subdivision plans were approved for lands adjacent to Highland Park between 2005 and 2006. The construction of the Rockcliffe Crescent extension from Hammonds Plains Road to Grant Line Road is required as a condition of Final Subdivision approval along with a second required connection to the Highland Park subdivision at Carmel Crescent (see Attachment D). While a second connection to Highland Park subdivision is required, that connection is not located at Sylvania Terrace and the timing of that construction is entirely dependent on the developer proceeding with their approved subdivision rights. There has not been any material progress on either application since their Tentative Subdivision approvals.

Public Safety:

In recent years, the residents of the Highland Park subdivision have requested traffic signals, crosswalks, overhead flashing and/or a beacon light for the intersection of Hammonds Plains Road and Northwood Terrace, the existing access to this neighbourhood. The Municipality uses the Transportation Association of Canada traffic signal warrant analysis to determine if traffic signals are needed. In 2017, the intersection of Hammonds Plains Road and Northwood Terrace scored 82 points, where 100 points must be achieved for signal installation to be considered.

The lack of a second access has also been identified by the residents as a potential safety concern related to emergency response times and evacuation. The northwestern section of Highland Park is within the response zone of Halifax Fire Station 50, which is located to the east of the neighbourhood (Attachment D). The potential new road would only provide a response time saving if Fire Station 65 was responding, which is located to the west of the neighbourhood, and only if responding to certain lots within the neighbourhood. Halifax Fire confirmed that the neighbourhood is appropriately serviced by Fire Station 50 but advise there could be benefits from a second access for potential evacuation purposes.

Cost Estimate and Options (Sylvania Terrace Connection):

The construction of the approximately 200-metre-long road connection from Hammonds Plains Road to Sylvania Terrace is estimated to cost in the order of \$700,000. Should Regional Council decide to pursue the extension of Rockcliffe Crescent and Sylvania Terrace through to the Hammonds Plains Road as a municipal initiative, there are several options to fund the work as described below:

1. The Municipality could fund construction of the roadway itself, using money from a future capital budget.
2. The Municipality could fund the construction of the roadway itself and recover a portion of the cost through an Infrastructure Charge on undeveloped lands that would benefit from the second access. HRM would assume the cost of the existing developer's share. However, with no recent development activity in the area, recovering a share from future development could be years away or never.

3. Council could approve the adoption of a Local Improvement By-Law to set charges for the recovery of the capital cost of the road extension. This would involve collecting a charge from both developed and undeveloped properties. Unlike Option 2, the timing of the collection of the Local Improvement Charge could be specified in the By-Law.

Summary and Conclusion:

Some general benefits may be realized from the creation of a second access to Hammonds Plains Road from the Highland Park subdivision. However, based on existing regulations and standards, the connection is not required at this time for safety, traffic operations or strategic transportation purposes. No conditions presently exist that would lead staff to recommend expenditure of public funds to establish that connection.

Subject to final design approval, a proposed second road connection to the Highland Park subdivision has been approved at Carmel Crescent as part of the subdivision process on adjacent lands. A road reserve has been secured in public ownership to allow that construction to take place. Completion of that final design and the timing of construction is entirely at the discretion of the developer of the surrounding lands. This connection would be constructed by the developer and acquired by the Municipality at no cost.

A connection to the Highland Park subdivision at Sylvania Terrace is not required as a condition of approval for any existing subdivision applications. A road reserve has been secured in public ownership to allow that construction to take place should it be required in the future.

HRM does not typically expend public funds for road construction and there is a mechanism for it to acquire the connection as a public road at no cost. However, the timing of this depends on development activity in the surrounding area.

Under these circumstances, staff recommend that the Municipality not undertake construction of the proposed connection at municipal expense either as a capital project or on the basis of cost recovery from the developers and/or area residents.

FINANCIAL IMPLICATIONS

There are no immediate financial implications associated with the staff recommendation. The Financial Implications of the Alternative is discussed in the “Alternatives” section of this report.

RISK CONSIDERATION

Staff Recommendation: Regional Council not pursue construction of a new road connection between Sylvania Terrace and Hammonds Plains Road.				
Risk	Likelihood (1-5)	Impact (1-5)	Risk Level (L/M/H/VH)	Mitigation
Emergency requiring evacuation	1	3	Moderate	Emergency responders would assist with evacuation
Emergency at only existing access could make evacuation impossible	1	4	Moderate	Emergency responders would assist with evacuation
Alternative: Regional Council direct the Chief Administrative Officer to pursue construction of an extension of Rockcliffe Crescent and a connection to Sylvania Terrace through to the Hammonds Plains Road as a municipally funded initiative.				

Risk	Likelihood (1-5)	Impact (1-5)	Risk Level (L/M/H/VH)	Mitigation
A precedent is set, and the Municipality continues to upgrade neighbourhoods without 2 nd connection at a significant cost to the Municipality.	4	5	Very High	None
HRM does not recover the construction costs.	4	2	Low	Adopt a Local Improvement By-Law to ensure that HRM recovers costs.

COMMUNITY ENGAGEMENT

No community engagement has taken place. The road rights of way are already in place and the design process for any roadway project would involve community notice.

ENVIRONMENTAL IMPLICATIONS

Construction of any new roadway over undeveloped lands has some effects in increased storm-water run-off, and reduction of tree and plant cover. In this case, it is unlikely there would be appreciable increased motor vehicle traffic, unless new development occurs nearby.

ALTERNATIVES

Regional Council could decide to direct the Chief Administrative Officer to pursue construction of an extension of Rockcliffe Crescent and a connection to Sylvania Terrace through to the Hammonds Plains Road as a municipally funded initiative (subject to the approval of the Engineer and the acquisition of any required lands from the Province).

The cost to construct the 200-metre-long road extension is estimated at \$700,000 and would have to be accommodated in future budget years possibly through the use of a local improvement charge. The cost estimate is very preliminary and is in 2019 dollars. The new road is not currently programmed or budgeted and the estimate would be expected to increase by the time the project was included in the capital and operating budgets. The likelihood of recovering a portion of this cost from future development cannot be predicted, as there has been no development activity in recent years in the immediate area that would benefit from an extension of Rockcliffe Crescent.

This alternative is not recommended.

ATTACHMENTS

- Attachment A – Highland Park Neighbourhood Layout
- Attachment B – Province of Nova Scotia Department of Transportation Access Approval
- Attachment C – Required Land and Ownership
- Attachment D – HRM Fire Stations 50 and 65 response zones
- Attachment E – Developable Land in Highland Park Neighbourhood

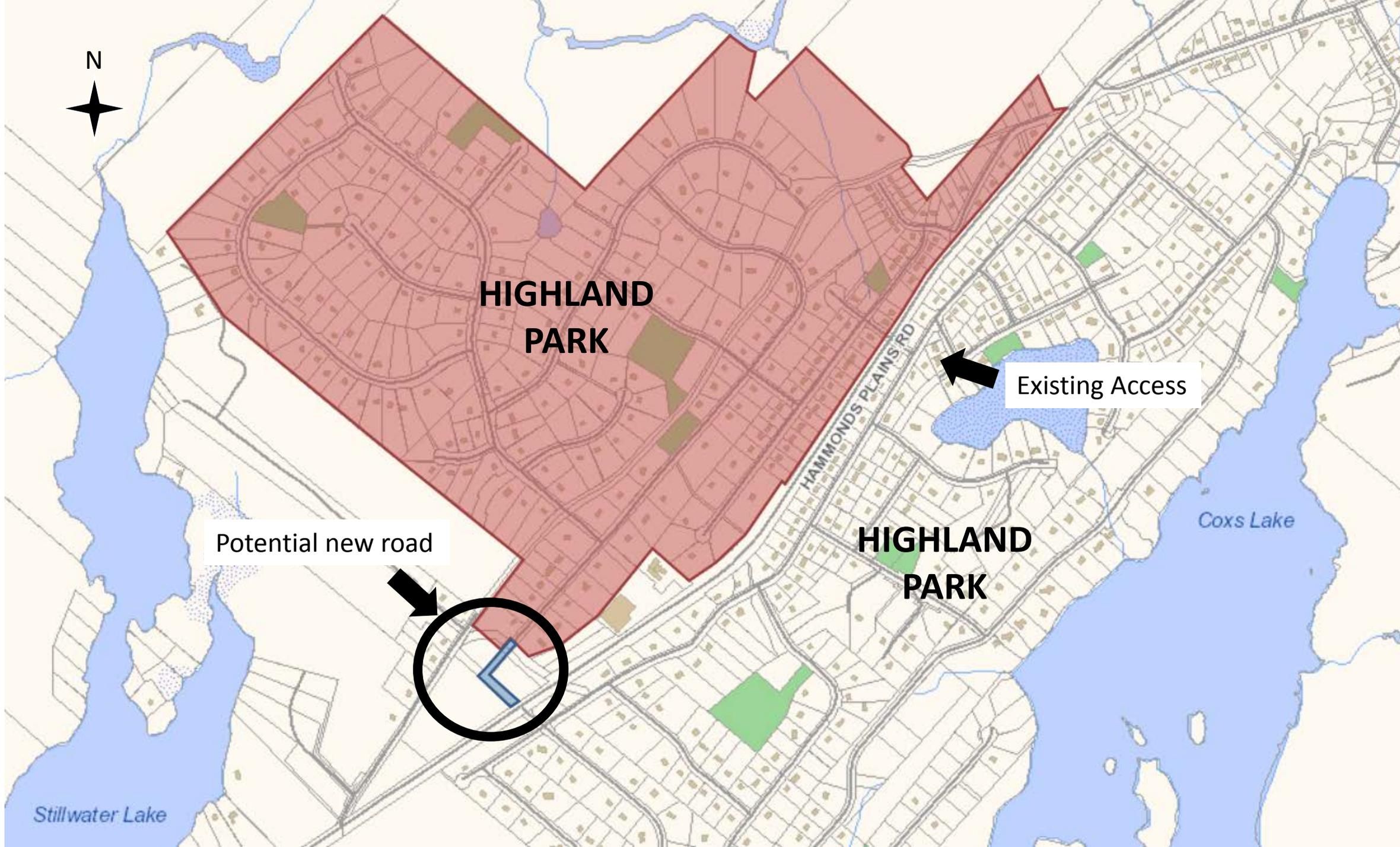
A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Harrison McGrath, P.Eng, Program Engineer, 902.490.6680
Steven Higgins, Manager of Current Planning, 902.490.4382

Report Approved by: Peter Duncan, P.Eng, Infrastructure Planning Manager, 902.489.4634

Financial Approval by: Jane Fraser, Director of Finance and Asset Management/CFO, 902.490.4630

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



**HIGHLAND
PARK**

HAMMONDS PLAINS RD

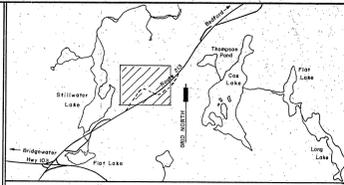
Existing Access

Potential new road

**HIGHLAND
PARK**

Coxs Lake

Stillwater Lake



KEY PLAN SCALE 1:50,000

All distances and azimuths shown hereon are based on the Nova Scotia Coordinate System, Zone 5, central meridian 64° 30' west longitude. The field survey traverse has been adjusted by compass rule with a Scale Factor of 0.999919 applied. To topographic detail and calculated boundary points a Scale Factor of 1.000000 was applied.

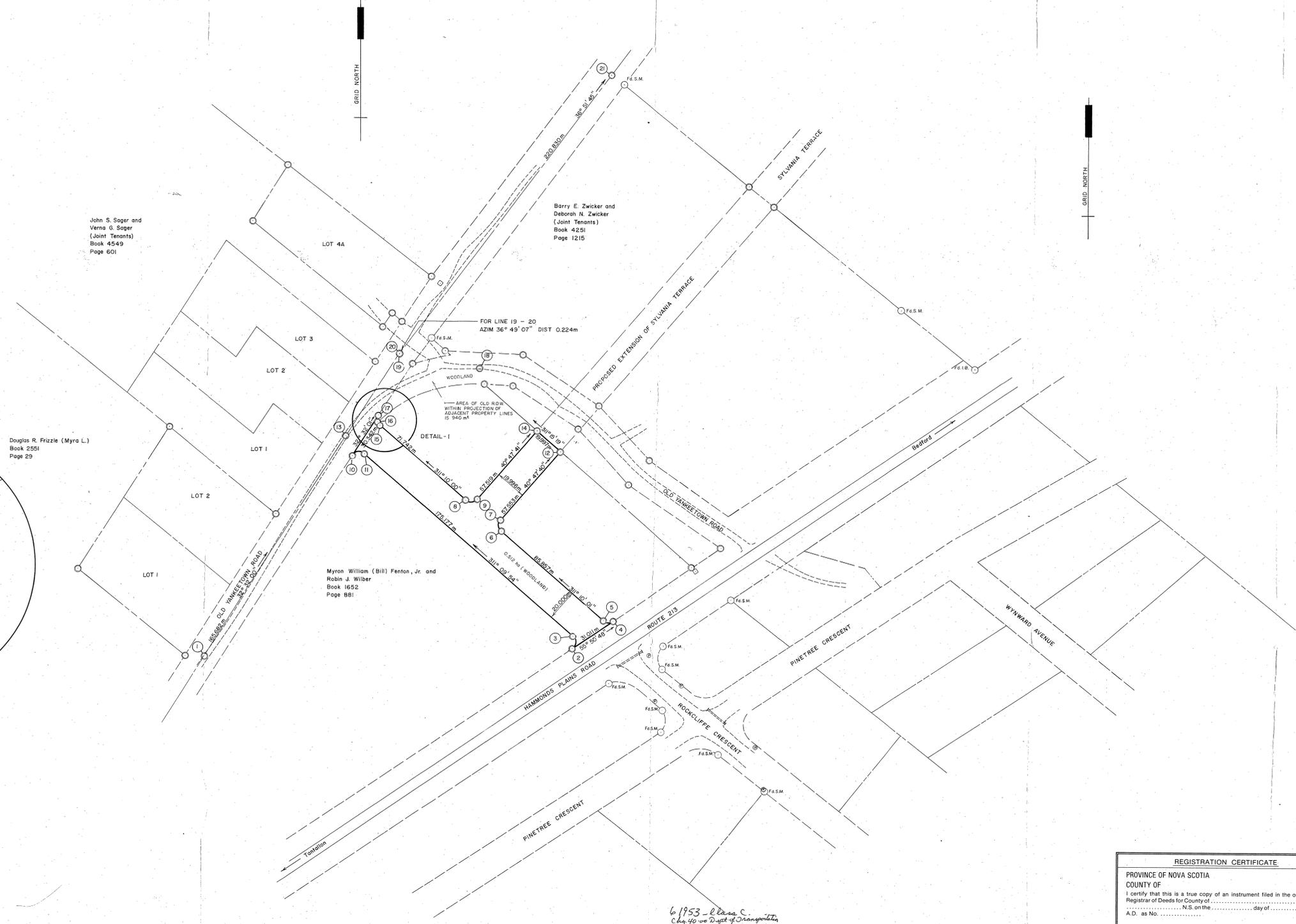
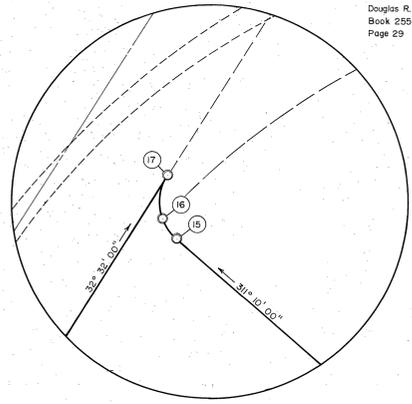
LEGEND

- S.M. — SURVEY MARKER
- R.P. — ROCK POST
- I.B. — IRON BAR
- I.T. — IRON TUBE
- C.C. — CUT GROSS
- W.P. — WOODEN POST
- △ N.S.C.M. — NOVA SCOTIA CONTROL MONUMENT
- LAND DEALT WITH BY THIS SURVEY
- - - - EXISTING HIGHWAY BOUNDARY AND LAND
- x-x-x- FENCE
- CALCULATED CO-ORDINATE POINT ONLY, NO BAR SET
- FOUND
- UTILITY POLE
- CULVERT
- PROPERTY LINE
- CENTRELINE
- B.C. BEGINNING OF HORIZONTAL CURVE
- E.C. END OF HORIZONTAL CURVE

SCALE 1:1000

- REFERENCES**
- Plan of survey showing property of Family Realty Limited Lots 'A', 'B' & 'C' by Becker & Wentzell Surveys Ltd. dated 10 Sept. '86 revised 90-01-18
 - Plan showing Lots 1 & 2 Subdivision of Lands of Douglas Randall Frizzle and Lot 4A Subdivision of Lands of John & Verne Sager by Thompson and Purcell Surveying Ltd. dated Oct. 27, 1989 (Tentative Plan)
 - Plan of survey Harlowe Estates (W&F Project #2) ... showing subdivision of portion of lands of Robin J. Wilber and Myron William Fenton by K.W. Robb & Associates Ltd. dated 29th day of October A.D. 1987
 - Plan of Subdivision, Portion of Highland Park Subdivision, Property of E. & M. Developments Limited by Becker & Wentzell Surveys Ltd. dated 14th day of July 1988 revised 89-10-10
- NOTE**
- Coordinate points 12 and 14 determine the property line as established by Robert Becker - N.S.L.S.

ATTACHMENT B



VALUES 1979 ADJUSTED

POINT	NORTHING	EASTING	REMARKS
21	4 953 222.446	5 552 698.022	P.O.T. OLD ROW €
20	4 953 045.785	5 552 565.547	€ KINK OLD R.O.W.
19	4 953 045.586	5 552 565.413	€ KINK OLD R.O.W.
18	4 953 036.649	5 552 495.132	€ C. OLD R.O.W. €
17	4 953 006.012	5 552 252.406	
16	4 953 002.085	5 552 551.928	INT'N OLD & NEW ROW
15	4 953 000.060	5 552 553.330	
14	4 952 996.879	5 552 451.993	
13	4 952 993.206	5 552 432.251	B.C. OLD R.O.W. €
12	4 952 983.693	5 552 667.026	
11	4 952 982.006	5 552 543.594	
10	4 952 980.931	5 552 536.086	
9	4 952 953.334	5 552 414.413	
8	4 952 952.836	5 552 607.537	
7	4 952 940.182	5 552 629.424	
6	4 952 933.091	5 552 629.918	
5	4 952 876.875	5 552 694.551	
4	4 952 876.201	5 552 700.649	
3	4 952 866.695	5 552 675.470	
2	4 952 858.791	5 552 674.986	
1	4 952 853.623	5 552 442.949	P.O.T. OLD R.O.W. €

POINT	NORTHING	EASTING	LENGTH (m)	AZIMUTH	ARC	RADIUS (m)	TANGENT (m)	DEFL. ANGLE
15 - 17	4 953 003.823	5 552 556.421	6.518	351° 51' 00"		7.100	5.000	4.298
15 - 18	4 952 942.754	5 552 611.300	94.240	62° 37' 04"		99.715	94.000	54.456
10 - 11	4 952 916.142	5 552 940.305	7.583	81° 20' 59"		8.607	5.000	5.816
8 - 9	4 952 956.600	5 552 610.628	7.094	85° 58' 27"		7.886	5.000	5.033
6 - 7	4 952 936.855	5 552 635.209	7.048	355° 58' 52"		7.821	5.000	4.968
4 - 5	4 952 880.339	5 552 697.842	6.109	275° 30' 35"		6.573	5.000	3.859
2 - 3	4 952 662.929	5 552 672.179	7.917	3° 30' 18"		9.135	5.000	6.478

OWNER(S)	HOME ADDRESS	TOTAL AREA (ha)	SHEET NO.
Myron William (Bill) Fenton, Jr. and Robin J. Wilber	P.O. Box 488, Bedford B4A 2Y2 P.O. Box 205, Elmisdale, N.S. B0N 1M0	0.512	ONE

1953 - Class C
by 40 no Dept of Transportation
ENTERED AND FILED 3.2.87
Dec 17/90 A.D. 1930

Original Signed
Registrar of Deeds

REGISTRATION CERTIFICATE

PROVINCE OF NOVA SCOTIA
COUNTY OF HALIFAX

I certify that this is a true copy of an instrument filed in the office of the Registrar of Deeds for County of Halifax, N.S. on the _____ day of _____ A.D. as No. _____

REGISTRAR OF DEEDS

**PROVINCE OF NOVA SCOTIA
DEPARTMENT OF TRANSPORTATION**

**ACCESS FROM ROUTE 213 TO
GRAND LINE ROAD**

FROM STA. _____ TO STA. _____
COUNTY HALIFAX TRUNK, ROUTE or AUTH. No. _____

SURVEYED BY R.P. D.V.
DRAWN BY M.C., D.V.
TRACED BY D.V.
DATE OF PLAN MARCH 30, 1990
CHECKED MARCH 29, 1990
Original Signed

RESIDENT ENGINEER
Approved _____ 1990
Original Signed

LOCATION ENGINEER
Approved _____ 1990
Original Signed

REVISION

Mk.	Date	Made by	Description
1	Dec. 3, 1990	D.V.	Revised coordinates for PT 16, Added DETAIL - I, Added curve info for B-17 & new R.O.W. info.

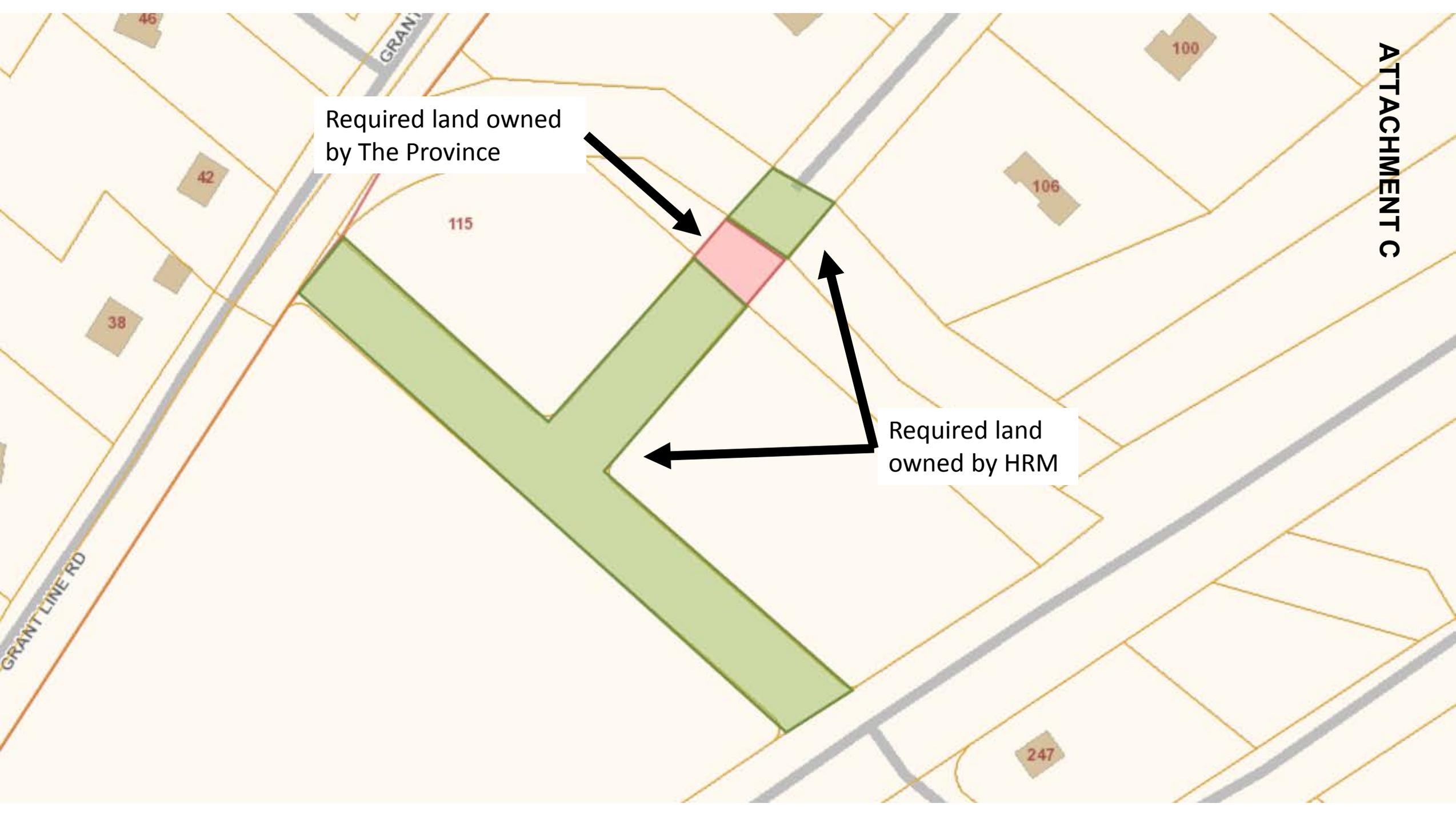
A.F.E. No. 25-5-317-266/98

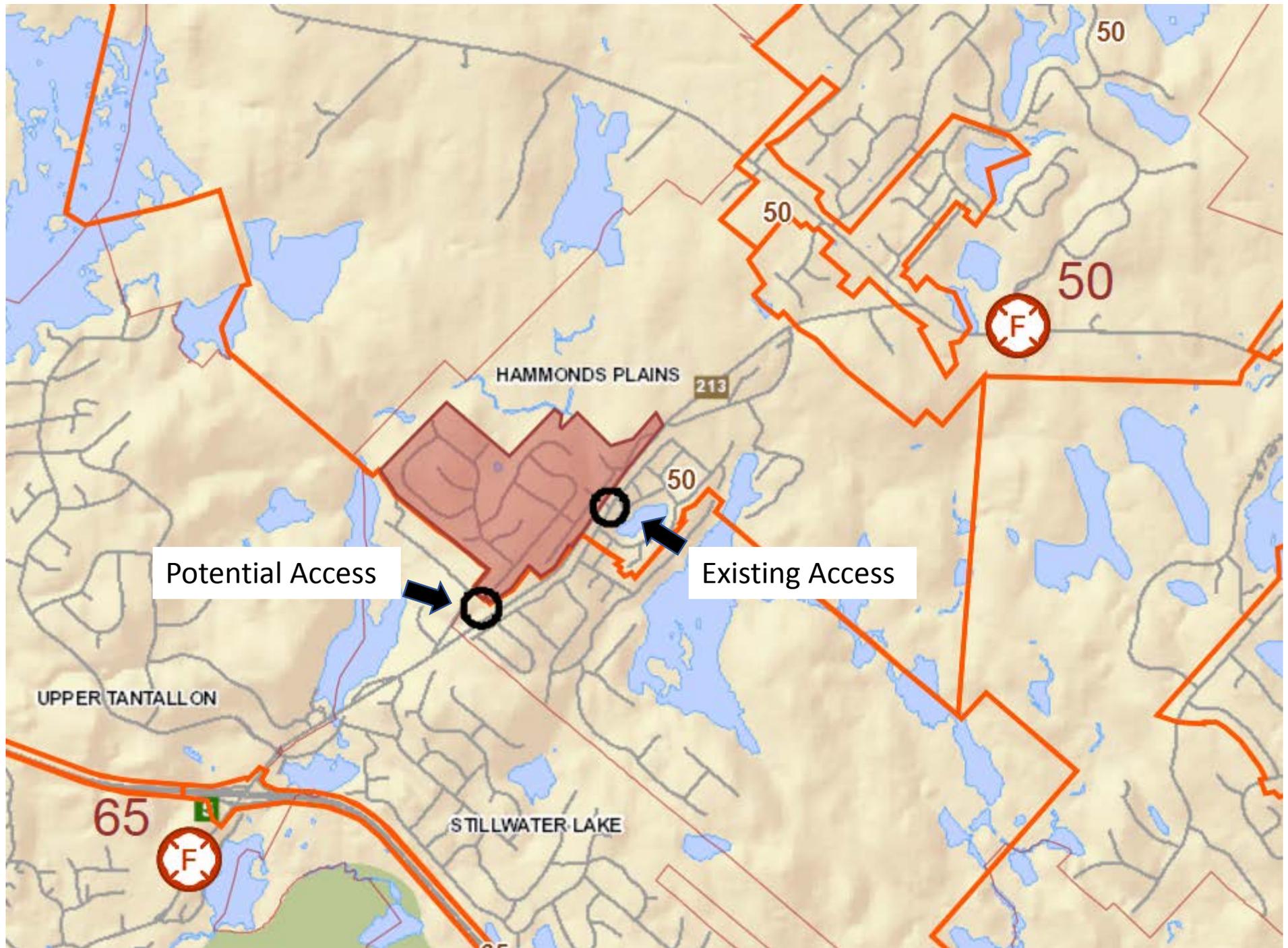
NSDOT File No. 62549
NSDOT Plan No. 3010

Sheet one of one

Required land owned by The Province

Required land owned by HRM

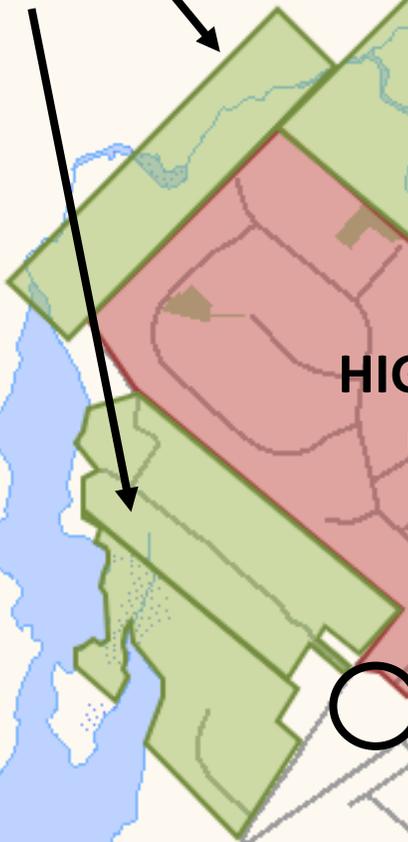




ATTACHMENT E



**Developable
Land**



**HIGHLAND
PARK**



New Roads



213

Coxs Lake

