

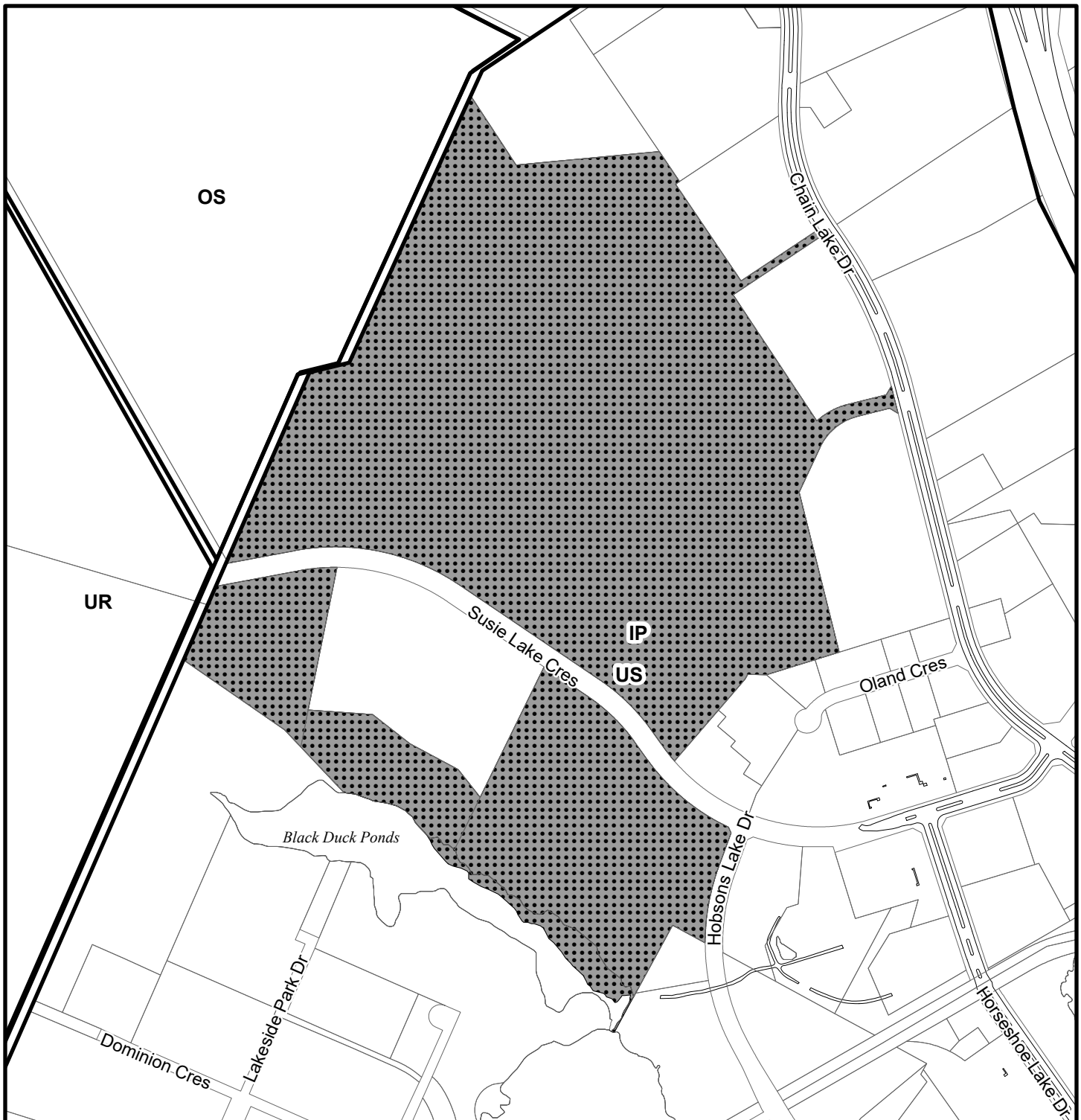
C104 – Bayers Lake, Halifax

Request from Fathom Studio on behalf of BANC Group to allow residential development in a private business park, together with commercial and institutional uses (Community Outpatient Centre and supporting uses).

Subject Site Details:

General Location	Lands on Susie Lake Drive, Bayers Lake Business Park, Halifax
Subject Site	PIDs 40048969, 41394974
Size of Site	About 59 hectares
Current Land Use(s)	Undeveloped
Surrounding Uses(s)	Commercial uses including big box retail, offices, light industrial; Bayers Lake Community Outpatient Centre under construction in centre of site.
Service Area (per Schedule B, Regional Subdivision By-Law)	In the Urban Service Area
Community Plan Designation	Halifax Municipal Planning Strategy : Industrial designation
Zoning	Halifax Mainland Land Use Bylaw : I-3 (Industrial)
Regional Plan Designation	Urban Settlement Business/ Industrial Park Sub-Designation
Existing Planning Policy Considerations	Regional Plan: Under the Regional Plan, the lands are within the Business/ Industrial Sub-designation of the Regional Plan, and designated and zoned for industrial and commercial uses use under the Halifax Secondary Municipal Planning Strategy. Residential uses are not permitted or envisioned on these lands.
Regional Plan Review Considerations	- Consider the role of these lands within the industrial/ commercial land supply and whether residential development may be appropriate from a strategic growth perspective. While Bayers Lake has been long identified within the industrial land supply, the Industrial Employment Lands Strategy (2020) identified that some areas are no longer viable for general industrial use. - Future development must consider the objectives of the Integrated Mobility Plan to support transit-oriented development, support the Halifax Green Network Plan's objectives to adequately protect wilderness area and connections, and follow policy guidance found in HalifACT2050, Sharing Our Stories and Halifax Water's Infrastructure Master Plan. Proposed housing units (estimated): The applicant originally proposed 2000 units. Some lands included in the original proposal are expected to be developed with commercial/ industrial uses, so this estimate is high.
Recommended Approach	Possible Categorizations: Regional Plan Phase 3: Quick Adjustments for Capacity

	Regional Plan Phase 4: Draft Regional Plan Regional Plan Phase 5: Future Capacity Advance Outside Regional Plan No Change Recommended Regional Plan Phase 4: Draft Regional Plan • Phase 2 – Draft Regional Plan • As part of this review: - Confirm that the Susie Lake Drive area may accommodate future mixed-use residential/commercial development; - Determine an appropriate development density for these lands, given their location in relation to existing and proposed transit; and - Adopt policy to enable future development of these lands in line with complete communities objectives to be determined through the review.
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C104 - Lands on Susie Lake Drive, Bayers Lake Business Park, Halifax



HALIFAX

Regional Plan



Subject Area

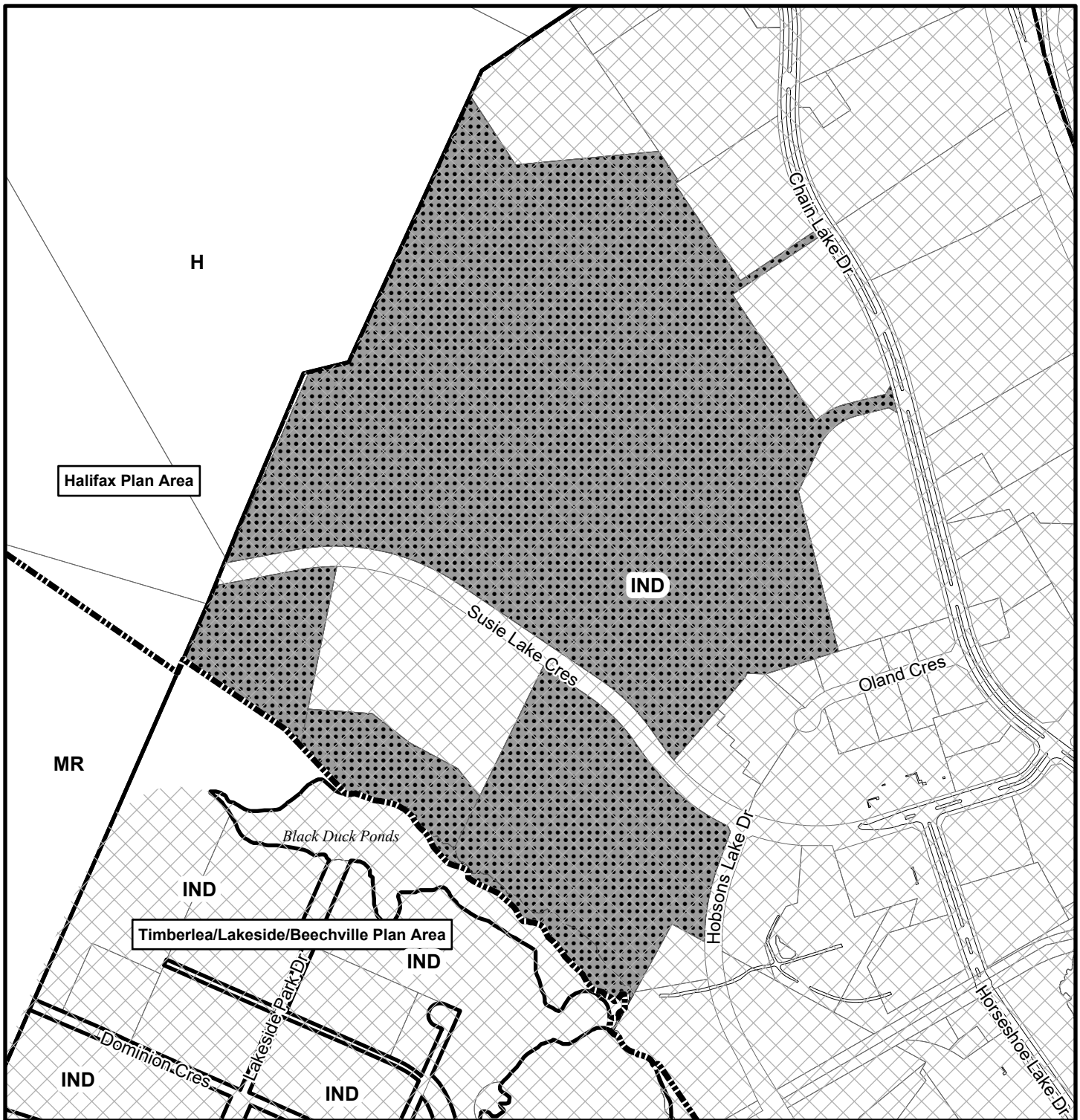


Regional Plan Generalized Future Land Use Designation

0 50 100 150 200 250 m

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.



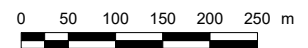
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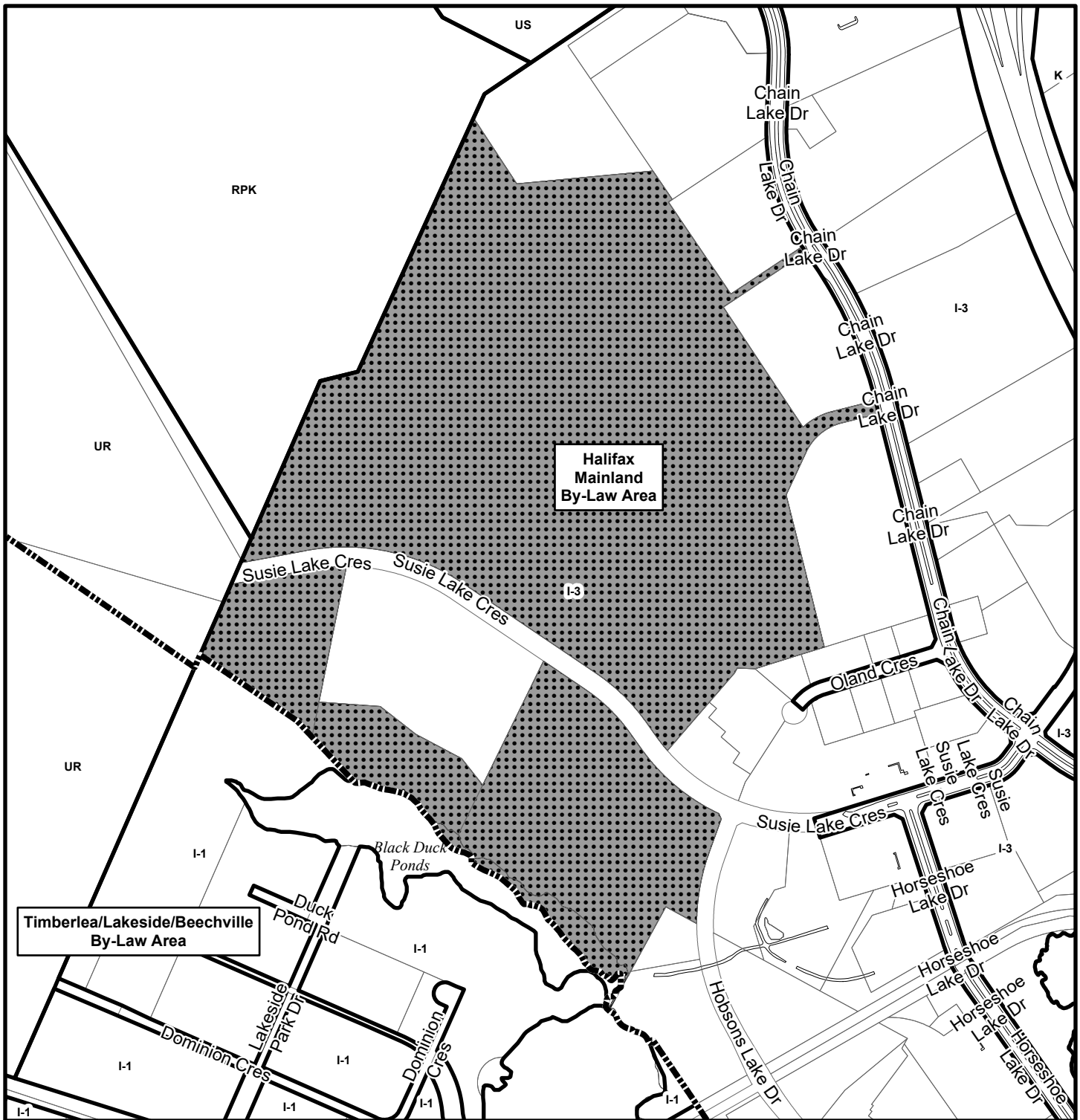
Generalized Future Land Use

-  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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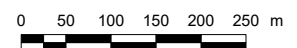
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Zoning

-  Subject Area
-  By-law Area
-  Zoning



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

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Jan 4, 2017

ANDREW BONE, MCIP, LPP, PLANNER III
REGIONAL PLANNING – POLICY & STRATEGIC INITIATIVES
PLANNING & DEVELOPMENT, HRM

1 Starr Lane, Dartmouth, NS
B2Y 4V7

CONTACT

Rob LeBlanc
president
902 461 2525

Re: Bayers Lake Master Plan

Dear Andrew;

On behalf of Banc Properties, we would like to initiate a secondary planning process under policy EC-9 of the Regional Plan for the future development of the next large phase of Bayers Lake. The property is about 178 acres in size and is currently zoned as general industrial (I-3). We were commissioned in December to advance a land use master plan for the property that took into account some changes in use for what is permitted under the I-3 zone. This letter outlines the changes in use as well as a rationale for the change and in keeping with HRM's latest policies. The new master plan shows several non-traditional I-3 uses that are currently not considered in the existing zone but have been considered in the recent changes to the RP+5 Regional Plan. Also shown on the master plan, is a continued investment in open space, stormwater management, and active transportation.

Landscape Architecture

Planning

Architecture

Civil/Transportation Engineering

Existing I-3 Development

The I-3 zone was broadened in the early 1990's to allow commercial uses in what was traditionally an industrial park zone (soft and heavy industrial uses were permitted). Around the same time, the industrial zone was broadened to allow more commercial shopping uses in response to new retail trends, and the City started a program of adding sidewalks and park amenities in the park to create a more walkable, mixed-use industrial/retail hub. The old rail line through the park was developed as the COLTA greenway following the COLTA Greenway master plan (Ekistics, 2009) and the trail has become one of the city's destination trails for cyclists, walkers, and runners throughout HRM. Additional phases are planned for the future and the master plan shows several COLTA "spur" trails through the Banc lands connecting to the adjacent Blue Mountain - Birch Cove Lakes Wilderness Area to the north.

The master plan shows about 70% of the future development on the eastern fringe as traditional I-3 uses (shown as white buildings) bordering on the existing I-3 uses to the east. These lands will develop as-of-right as per the existing zone standards.

The master plan shows a small, but important, variation from how current I-3 lands are developed. Most existing retail stores in Bayers Lake are pushed far away from the streets and sidewalks with a large expanse of parking in between. This type of development favours the automobile and reduces the walkability of the area to transit users or pedestrians who have to walk a long distance from the sidewalk to reach the retail stores (in many cases without sidewalks on private properties). This is one of the reasons why Bayers Lake's "Walk Score" is a very low 29 out of 100. To make future phases of Bayers

Lake more walkable, the master plan shows future buildings pulled right up to the street with parking clustered either behind or to the side of the building and sidewalks on private lands to connect the public sidewalk with future building entrances. In many cases, parking is restricted or limited between the building and the sidewalk to ensure pedestrians can easily walk to their destinations. The overall intent is to create a much more walkable and AT friendly Bayers Lake in this next phase.

Park Land & Stormwater Management

The Banc lands border the Blue Mountain - Birch Cove Lakes Wilderness Area to the north and prudent planning should allow for a 'park gateway' into the 1,767 hectares reserve, as part of this next phase of development. The developer is proposing a 16 acre (9%) gateway park into reserve on the northern fringe of the property. This land has not been clear cut (unlike the rest of the property) and it has always been the intention of preserving these lands as part of the park dedication. There are no provincially designated wetlands on the proposed parkland property and no exceedingly steep slopes that would prevent it for consideration for parklands dedication. The master plan shows a series of stacked loop trails, a parking area and trailhead facility which may or may not include a washroom building. As a major trailhead into a large regional park, this area may be appropriate for a natural playground or other dedicated nature park facilities. The other gateway trailhead into the park reserve would be in around the Annapolis Group lands at some point in the future. Until that time, this would be a major trailhead into the park.

The developer is proposing a substantial 50-100m buffer along the lands that border upon Black Duck Pond. In this area, the wooded buffer has also been preserved from clearcutting and it would be the intention of the developer to dedicate this land (about 14 acres) to HRM for extending the COLTA greenway trail along the north side of the lake to connect to the Blue Mountain - Birch Cove Lakes Wilderness Area. Though this trail could likely traverse the old powerline easement to get to the back lands, the master plan also shows a new trail connection from the Black Duck Pond trail up to the new trailhead park proposed to the north. Some of this route would be a 3m wide multi-use trail on the north side of the new road alignment with the intent of creating a high quality trail between the new lake trail and the trailhead with only one road crossing at a planned intersection.

In the plan, preserving the water quality and quantity of Black Duck pond has been secured by strategically locating 2 large stormwater ponds to control run-off from the new development prior to emptying into the lake. Since much of the land is already granite table lands, the run-off coefficient between pre-development and post-development will likely be very close. As a result, we would expect there to be little change in run-off quantity except where watersheds may be changed as a result of site grading. Instead, the stormwater wetlands have been designed to provide water storage for 48 hours to ensure water quality in the lake. These ponds will be designed to the latest stormwater design standards and will be sized to provide 48 hours of polishing and storage.

Hospital Site

As you know, the Province has purchased about 15-18 acres of land in this area for a new outpatient clinic bordering on Black Duck Pond. It is our understanding that hospital uses (P-Zone: Park and Institutional Zone) are permitted in I-3 zoned lands, though they are not specifically called out in the list of permitted uses (50A(1)). Either way, the province can advance their agenda through a ministerial order. The master plan shows a new facility that has yet to be designed but the plan has followed the same principles of pulling the building close to the street so that transit users have close access from a transit stop. We are not certain if a helipad is needed but we've shown one in case. We've also show how the building could front onto a healing garden which overlooks the lake. Again, these details will be up to the province when they move ahead with the design, but the master plan informs how the bigger thinking could be accommodated in the new hospital design.

Residential Development

The master plan is also proposing a residential cluster as part of the development. There are several reasons for a residential infill:

- » The 178 acres of land will take a significant time to build out as I-3 land since it is approximately 1/4 the size of the entire industrial park. The demand for this much new industrial development is limited and would likely take 30-40 years to realize.
- » The proximity to the new Wilderness Reserve will create demand for lifestyle residential development and people who will walk the trails and wilderness areas that are adjacent to the proposed residential area.
- » The new outpatient facility could create demand for seniors or other lifestyle facilities that would benefit from healthy living, retail and office uses in Bayers Lake, and the new uses that will likely associate with the new hospital (e.g. doctors offices, pharmacies, physiotherapists, etc.).
- » Residential areas create 'eyes on the street' at all times of the day or night in Bayers Lake improving security in the park.
- » The residential use will be consistent with what Annapolis Group is proposing for their lands to the north of this site so the residential area will not be isolated from other future residential areas.
- » The new residential users will activate many of the businesses that already exist in the park creating a better retail and office environment with higher demand.

The master plan is showing 14 buildings with on average 150 units per building or around 2,000 units. The average height of the buildings would range from 6-10 storeys with no building exceeding 10 storeys. At least half of the parking would be located underground in order to minimize the surface parking and a large stormwater wetland has been located close to this area to polish runoff from the residential area. Many of the units are 'street related' to ensure that walkability is enhanced.

In October, HRM published a policy paper on creating incentives for public affordable housing and it would be the developers intention to create at least 5% of the units (100 units) as affordable housing units following HRM's policy.

The proposed housing development would go a long way towards achieving HRM's Integrated Mobility Plan targets for the regional centre increasing walking and transit from 30% and 20% respectively today to 37% and 23% in 2031. 2000 units or approximately 4,600 people living within walking distance of Bayers Lake and the new hospital facility will create enormous walking potential in what is now an auto-dominated landscape. Under the new IMP, the new roads for this development will be classified as "Collector" as all the other Bayers Lake streets are designated, but this street could be implemented with Complete Streets guidelines for right-sizing the streets to the proposed development context. In the case of the master plan, this would include a full multi-use trail connection between the gateway park proposed in the plan and the Black Duck Pond trail connector proposed in the plan. This trail would be located on the north side of the street.

Supportive Policies for Residential Development in Business Parks

The next phase of Bayers Lake is considered a privately owned business park under the new regional plan (RP+5). The regional plan states that **"There may be opportunities to integrate medium to higher density residential uses with private business parks to allow for affordable housing, reduced travel times and greater accessibility to goods and services for the residents. Limitations on the extent of residential development and design considerations may be needed to ensure developments are compatible and residents are provided with adequate services and infrastructure"**. To that end, the Regional Plan notes in Policy EC-9 that:

EC-9 Provisions may be established under secondary planning strategies to allow for residential developments within private business parks through a development agreement. Policy criteria shall be established to achieve compatible developments and ensure that residents have adequate services and infrastructure.

The proposed residential infill in this area of Bayers Lake is consistent with the Regional Plan's policy EC-9 since adequate services and infrastructure will be provided as part of the development context but that would be explored in a secondary plan. We understand that a secondary Planning Strategy (or some sort of plan amendment) may be needed to initiate the development agreement for this residential development and the developer would like to formally initiate that process.

We look forward to discussing the process for advancing the DA in the next stage with your input and guidance. Please contact me when senior staff have reviewed this proposal to determine the next course of action and timing.

Sincerely,



ROD LeBlanc
President, Ekistics Plan + Design