

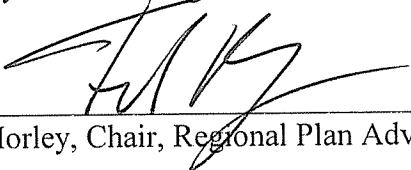


PO Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 11.3.1

**Halifax Regional Council
June 2, 2009**

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY: 
Mr. Fred Morley, Chair, Regional Plan Advisory Committee

DATE: May 20, 2009

SUBJECT: **Business Parks Development Functional Plan, Bayers Lake/Ragged Lake:
Approval in Principle**

ORIGIN

Regional Plan Advisory Committee meeting of May 20, 2009.

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Approve-in-principle Part II of the Business Parks Development Functional Plan, dated April 2009, as a detailed future land use plan for the Bayers Lake and Ragged Lake Business Parks area;
2. Request that staff initiate the process to consider amending the Regional Municipal Planning Strategy and Secondary Strategy(s) Policies, Land Use By-Law Regulations and Site Development & Building Standards using the land use related recommendations of the Business Parks Development Functional Plan, Part II, as the framework for such amendments and to follow the public participation program as approved by Council in February, 1997.

BACKGROUND:

The Regional Plan Advisory Committee received a presentation from staff on the proposed Business Parks Development Functional Plan, Bayers Lake/Ragged Lake for approval in principle at their May 20, 2009 meeting. The Committee has recommended that Regional Council approve in principle the plan as presented and outlined in the staff report dated May 12, 2009 attached as Attachment 1 to this report.

DISCUSSION:

See staff report dated May 12, 2009 attached as Attachment 1.

BUDGET IMPLICATIONS

See staff report dated May 12, 2009 attached as Attachment 1.

ALTERNATIVES:

See staff report dated May 12, 2009 attached as Attachment 1.

ATTACHMENTS:

1. Staff report dated May 12, 2009.

Additional copies of this report, and information on its status, can be obtained by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

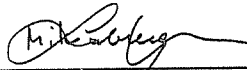
Report Prepared by: Chris Newson, Legislative Assistant, 490-6732

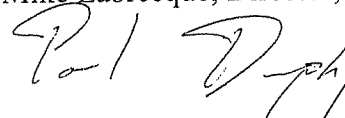


PO Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Regional Plan Advisory Committee
May 20, 2009

TO: Regional Plan Advisory Committee

SUBMITTED BY: 
Mike Labrecque, Director, Transportation & Public Works


Paul Dunphy, Director, Community Development

DATE: May 12, 2009

SUBJECT: **Business Parks Development Functional Plan, Bayers Lake/Ragged Lake: Approval-In-Principle**

ORIGIN

- This report originates with Regional Council's award of RFP #07-139 Business Parks Development Functional Plan to Colliers International in December 2007.

RECOMMENDATION

It is recommended that the Regional Plan Advisory Committee recommend that Regional Council:

1. Approve-in-principle Part II of the Business Parks Development Functional Plan, dated April 2009, as a detailed future land use plan for the Bayers Lake and Ragged Lake Business Parks area;
2. Request that staff initiate the process to consider amending the Regional Municipal Planning Strategy and Secondary Strategy(s) Policies, Land Use By-law Regulations and Site Development & Building Standards using the land use related recommendations of the Business Parks Development Functional Plan, Part II, as the framework for such amendments and to follow the public participation program as approved by Council in February, 1997.

BACKGROUND

In 2006, HRM adopted the Regional Municipal Planning Strategy (“Regional Plan”). An integral component of the Regional Plan is the identification of current and future employment nodes and supporting policies to direct future growth to these areas. To successfully implement the Regional Plan and build upon HRM’s business planning and long-term capital investment planning, the preparation of a Business Parks Development Functional Plan (“Functional Plan”) is a key implementation initiative.

An RFP was prepared and in December, 2007 the study was awarded to a consulting team led by Colliers International. The project Steering Committee comprised representatives from HRM’s Real Property, Community Development and Economic Development departments as well as the Greater Halifax Partnership.

Structure and Scope of the Study

The Functional Plan is comprised of two parts in recognition of the scale, complexity, and priorities of the task.

Part I

Part I of the Functional Plan was reviewed by the Regional Plan Advisory Committee and approved-in-principle by Regional Council in September, 2008. Part I of the study addresses matters necessary to gain a fundamental and comprehensive understanding of the relationships between the various Business Parks and greater HRM. It delivers a comprehensive evaluation report commenting on the relevance of HRM’s current industrial market strategy and governance structure, an assessment of the positioning of HRM’s available property and recommends strategies that will enable HRM to achieve its economic development objectives.

Due to the key role of the Greater Burnside area as a regional economic driver and the current development pressures and issues facing the area, as a first priority, Part I of the study provides a detailed assessment of the Greater Burnside area (comprised of Burnside Business Park, City of Lakes Business Park and the Dartmouth Crossing lands). This component of the Functional Plan addresses localized matters such as land use and zoning, infrastructure requirements, transportation improvements and related matters. The process for implementing the study’s findings for the Greater Burnside area through amendments to the Dartmouth MPS and LUB will begin in the near future.

Part II

Part II of the Functional Plan entails a detailed assessment and future land use plan for the Greater Bayers Lake Business Park area (comprised of Bayers Lake and Ragged Lake Business Parks). This part of the study is similar in structure and scope to the land use assessment and plan developed for

the Greater Burnside Area . It should be noted that there are two separate development initiatives that were given consideration in the study regarding the potential implications for the future planning of Bayers Lake Business Park. They include:

- Continued interest by the private sector in purchasing and developing a bulk parcel of HRM lands at Bayers Lake Business Park; and
- ARMCO's request to add their land holding at Bayers Lake to the Halifax service boundary and rezoned the property to enable commercial development. This request was approved by Regional Council in January, 2009.

DISCUSSION

Part II of the Business Parks Development Functional Plan is provided as Attachment A to this report and is also available from Transportation and Public Works - Real Estate and Facility Services and for viewing and download at www.BusinessParks.com.

The stakeholder and public consultation program is key to the success of the Functional Plan. The study team conducted extensive consultations including a series of strategic stakeholder interviews, a public stakeholder workshop and a public open house to discuss the preliminary findings of a draft plan.

Key Issues revealed during stakeholder/public consultations included:

- Issues related to traffic backlogs and congestion were ranked of highest priority to address. Participants noted the importance of ensuring that the business parks are well connected within the regional road network;
- A poor quality experience for park employees and visitors, stemming from traffic congestion, a lack of community infrastructure such as sidewalks, recreation facilities, bicycle lanes and public transit opportunities;
- Power grid issues experienced by park businesses (specifically, blackouts and interruptions);
- Opportunity for public participation in planning future phases of the business parks;
- Wayfinding and general park aesthetics; and
- Outdated zoning and desire to distinguish light industrial and retail uses through zoning with general agreement to focus office and commercial use in Bayer Lake Business Park and light industrial in Ragged Lake Business Park.

Bayers Lake and Ragged Lake Business Parks Area Generalized Future Land Use and Zoning Recommendations (See Attachment B):

The developed portions of Bayers Lake and Ragged Lake Business Parks are located within the

Halifax Mainland Planning area and zoned 1-3, General Industrial. This zone has historically provided for a broad mix of both industrial and commercial development. Bayers Lake Business Park was originally conceived as an industrial park. Some of the undeveloped portions of the Bayers Lake Park (in the western area) are located within the Timberlea/Lakeside/Beechville Plan Area and are zoned I-1, Light Industry. Uses within this zone permit light industrial uses, limited commercial uses, and open space uses. Undeveloped portions of Ragged Lake Business Park are located within the Halifax Mainland Plan Area and are zoned UR, Urban Reserve, permitting single family dwellings with on-site servicing, passive recreation uses and accessory uses.

The existing I-3 Zone in the developed portion of Bayers Lake has enabled the development of large format retail in the park, rather than the light industrial uses for which the park was originally intended. As Part I of the Functional Plan has identified, there is now an impending shortage of light industrial land for small enterprises on the Halifax side of the Harbour. This will accelerate as light industrial users on peninsular Halifax (i.e. Strawberry Hill, Clifton Street, etc.) come under development pressure for alternative uses to industrial. An analysis of the supply/demand for industrial land presented in the Plan places significant weight on the need to distinguish between land uses currently permitted in industrial areas, identify and secure land for future light industrial development and avoid incompatibility and conflict with adjacent residential uses. To achieve this, the following land use designations are recommended:

- **Major Commercial** designation directs major retail uses and other commercial uses to the northern and western portion of Bayers Lake.
- **Light Industrial** designation provides for a range of traditional industrial park uses in the southern sections of Bayers Lake and north of Ragged Lake. Proposed relatively small lot sizes in Ragged Lake (.5 to 1.5 acres) are intended to supply the local market.
- **Office designation** provides for office uses up to five floors in the area around Bayers Lake (the waterbody).
- **Minor Commercial** designation allows for a mix of small scale commercial and office uses adjacent and to the south of Ragged Lake (the waterbody).
- **Environmental/Open Space** designation is intended to protect valued natural areas, primarily watercourses and wetlands.

Major Recommendations supporting the Land Use Plan include:

Infrastructure:

- HRM should proceed with transportation improvements (i.e. Washmill Lake Court Underpass; etc.); however, a road and overpass between Bayers Lake Business Park and Ragged Lake Business Park is recommended only when development warrants, and if land sales income can offset construction costs. No direct road connections between Bayers Lake Business Park and Lakeside Business Park is recommended.

- Implement recommendations of Active Transportation Plan and commission detailed alternative transportation plan for Bayers Lake to support development of improved active transportation.
- Improvements to public transit (e.g. bus stop locations and infrastructure, bus bays and connectivity with active transportation network) is required.
- An alternative transportation plan is recommended to plan integration of all transportation modes in the area.
- Future development in Ragged Lake, including the transportation network, should be linked to the Western Commons, currently in the planning stages.
- Industrial development in Ragged Lake Business Park should be screened from Prospect Road, which also requires upgrading to four lanes from Highway 103 to Exhibition Park.
- Protecting sanitary servicing capacity for the Ragged Lake lands should be a priority.
- Developers of land added to the Bayers Lake Business Park boundary should pay capital cost infrastructure charges for sanitary servicing upgrades and road improvements.

Changes to Land Use Regulation:

- The remaining undeveloped lands west of Chain Lake Drive in the northern and western sections of Bayers Lake would be appropriate locations for retail uses. However, amendments to the plan area boundaries, zoning and the urban service boundary are required to permit.
- Existing development standards administered by the Business Park Office as a tool to regulate development at point of sale of land should be incorporated into the zoning by-law.
- The governance model for Bayers Lake and Ragged Lake Business Parks should be broadened (as recommended for Burnside).
- With many municipal and private planning and development interests in and adjacent to Bayers Lake and Ragged Lake Business Parks, development planning requires coordination.
- HRM should maximize the development potential of the remaining lands in Bayers Lake to provide income to help pay for necessary transportation upgrades.

Next Steps:

The objective of this report is to obtain Council's approval of Part II of the Functional Plan, in principle, as a foundation and management plan to guide land use and enable the development of the greater Bayers Lake Business Park program in support of the objectives of the Municipality's Economic Strategy and the Regional Plan.

Approval-in-principle of Part II of the Functional Plan and direction by Council to implement the Plan's findings and recommendations will provide the go-ahead for staff to commence the process of amending such planning documents as the Regional Plan, Halifax Mainland MPS and LUB, Timberlea/Lakeside/Beechville MPS and LUB, utilizing the land use-related recommendations of the Functional Plan as the framework for such policies/regulations. This process will of course, entail

further public/stakeholder consultations, close liaison with the Bayers Lake Business Association and a public hearing before Regional Council.

Staff will also continue to implement the major transportation infrastructure improvements for the Park, as directed by Council and through the recommendations of the report. Most of the remaining recommendations in Part II of the Functional Plan (i.e. pertaining to governance, park rationalization and partnerships) can be implemented over time through business planning and day to day functions of the administration.

BUDGET IMPLICATIONS

There are no budget implications for the 2009-2010 fiscal year. Implementation work will be initiated through existing financial and human resource allocations. Funding of future work will be articulated and subject to business plans and budget approvals by Council.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

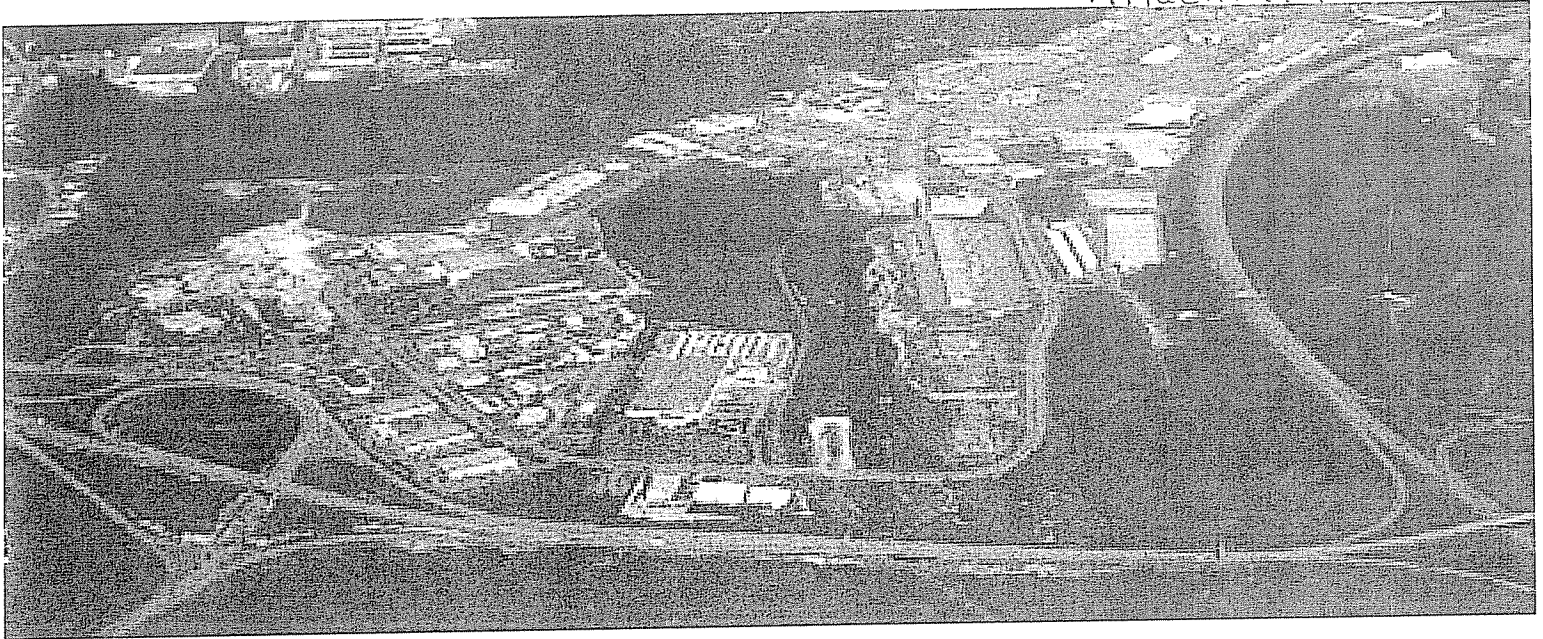
ALTERNATIVES

There are no suggested alternatives.

ATTACHMENTS

- | | |
|---------------|--|
| Attachment A- | HRM Business Parks Functional Plan - Part II Bayers Lake and Ragged Lake - Prepared by Colliers International (Atlantic) |
| Attachment B- | Conceptual Land Use Map - Bayers Lake and Ragged Lake Business Parks |

Attachment "A"



HRM Business Parks Functional Plan - Part II Bayers Lake and Ragged Lake

Final Draft Report

Prepared for:
Halifax Regional Municipality

Prepared by:
Colliers International (Atlantic)
Realty Advisors

In Association with
CBCL Limited

May 2009



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EXECUTIVE SUMMARY

Bayers Lake Business Park was originally conceived as an industrial park, but development of land for large format retail in the park has reduced the supply of light industrial land in HRM and created long term traffic issues in the park. Ragged Lake has not developed into the suburban business campus originally envisioned. Currently, there is significant development interest for lands in and adjacent to the parks, and concern about the interface to the designated Regional Park to the north of Bayers Lake.

The Generalized Future Land Use Plan for Bayers Lake and Ragged Lake accommodates the high demand for commercial uses and some industrial uses in Bayers Lake while providing the option to develop land for light industrial, commercial and office uses in Ragged Lake Business Park.

- The **Major Commercial** designation directs major retail uses, other commercial uses and some industrial uses to Bayers Lake Business Park.
- The **Light Industrial** designation provides for a range of traditional industrial park uses in Ragged Lake. Relatively small lot sizes (0.5 to 1.5 acres) in Ragged Lake are intended to supply the local market.
- The **Minor Commercial** designation allows for a mix of small scale commercial and office uses around and south of Ragged Lake (the waterbody).
- The **Environmental/Open Space** designation is intended to protect valued natural areas, primarily watercourses and wetlands.

Major recommendations supporting the Land Use Plan include:

- Infrastructure:
 - HRM should proceed with transportation improvements (i.e. Washmill Lake Court underpass, relocation of medians); however, a road and overpass between Bayers Lake Park and Ragged Lake Park is recommended only when development warrants and if land sales income can offset construction costs. No direct road connection between Bayers Lake Park and Lakeside Park is recommended.
 - Implement recommendations of Active Transportation Plan and commission detailed alternative transportation plan for Bayers Lake to support development of improved active transportation.
 - Improvements to public transit (e.g., bus stop locations and infrastructure, bus bays, and connectivity with active transportation network) are required.
 - Future development in Ragged Lake, including the transportation network, should be linked to the Western Commons, currently in the planning stages.
 - Industrial development in Ragged Lake should be screened from Prospect Road, which also requires upgrading to four lanes from Highway 103 to Exhibition Park.

- Developers of land added to the Bayers Lake Business Park boundary should pay capital cost infrastructure charges for sanitary servicing upgrades and road improvements.
- Changes to the MPS:
 - Consider re-designating the lands identified in this study for industrial uses at Ragged Lake from Urban Reserve to Urban Settlement as part of the five year review of the Regional Plan, to enable serviced development over the shorter term.
 - HRM lands within the northern portion of Bayers Lake Business Park and within the Beechville/Lakeside/Timberlea plan boundary should be moved into the Halifax Mainland Plan area (as with all other lands in Bayers Lake Park) and designated Major Commercial.
 - Provincially owned land near the northern section of Ragged Lake Park should be acquired by HRM, redesignated as Business Park and incorporated into the light industrial area of Ragged Lake Park.
 - Covenants regulating development at site level should be incorporated into the zoning by-law.
- Re-brand and introduce new signage to Ragged Lake Park.
- Wetland areas within the Ragged Lake Boundary should be assessed before final development plans are established.
- The governance model for Bayers Lake should be broadened (as for Burnside).
- With many development interests in the northern section of Bayers Lake, development plans require coordination.
- HRM should maximize the development potential of the remaining lands in Bayers Lake to provide income to help pay for necessary transportation upgrades.

9.0 FUNCTIONAL PLAN: BAYERS LAKE

This section of the report provides a functional plan specifically for the Bayers Lake Business Park area, and includes consideration of Ragged Lake Park.

9.1 REGIONAL PLAN CONTEXT

9.1.1 The Regional Municipal Planning Strategy

The Regional Municipal Planning Strategy (RPMS) provides a brief description of Bayers Lake Park and some of its issues:

“Bayer’s Lake Business Park is the pre-eminent location in HRM for large-format retailers. Despite the large amount of retail space in the park, new formats emerge which require serviced land. Current issues include traffic congestion, pedestrian access, park expansion capability and the presence of acid-bearing slate.” (RMPS Section 5.5.3.3)

Ragged Lake and its issues are also described in the RMPS as follows:

“The former City of Halifax developed the Ragged Lake Business Park as a suburban office campus at the same time as they serviced the Bayer’s Lake Business Park. When the Western Common Plan was prepared in 1998, it was envisioned that the Ragged Lake Business Park would develop as an integrated office and residential campus. However, there is poor access into the park which makes it difficult to market the properties, and more recently, it has been determined that the provision of municipal services to the area may be problematic. These major infrastructure issues need to be addressed, and a coordinated vision for the park determined. Until that time, this area remains a long-term development area.” (RMPS Section 5.5.3.4)

9.1.2 RMPS Land Use Designations

This section describes the land use designations in the Regional Municipal Planning Strategy for Bayers Lake and Ragged Lake Business Parks and areas adjacent to Bayers Lake Park.

The lands to the north are relevant to the Bayers Lake Functional Plan because HRM plans to provide access and parking for the day use area of the planned Regional Park within Bayers Lake Business Park, and because of the proximity of the Regional Park to future development in Bayers Lake.

Bayers Lake Business Park
Business/Industrial Park Sub-designation

Bayers Lake Business Park is sub-designated Business/Industrial Park within the Urban Settlement Designation. The Business/Industrial Park sub-designation is “intended to provide priority areas for an integrated mix of industrial, commercial, service and support uses.” (RMPS Policy EC-11)

Urban Settlement Designation

The Urban Settlement Designation defines areas for urban development over the next 25 years. Areas within this designation will be provided with central wastewater and water distribution services to facilitate urban development (RMPS Policy S-1).

Urban Reserve Designation

The Urban Reserve Designation is intended to ensure a long-term supply of land which can be serviced beyond the next 25 years. The southern portion of Ragged Lake is one of seven areas in HRM under this designation (RMPS Policy S-4). Lands of Governors Run are also designated Urban Reserve. Another area in the urban reserve designation that is well located for business park uses is the land north of Burnside Business Park and surrounding Anderson Lake.

Open Space and Natural Resources

The Open Space and Natural Resources Designation is “the area encompassing a natural network of open space in the interior of HRM” (RMPS Policy E-1). The designation applies to government owned and private sector resource lands.

Regional Park

Undeveloped lands (at present both publicly and privately held) to the northwest of Bayers Lake Business Park have been identified for the Blue Mountain - Birch Cove Lakes Regional Park (RMPS Section 2.1.3). The conceptual park boundaries have been outlined in the RMPS (RMPS Map 13). HRM hopes to eventually acquire private lands within the conceptual park boundaries, re-designate all lands with the park boundaries as Open Space and Natural Resources and zone them as Regional Park. At present, the lands within the conceptual boundary for the Regional Park, where privately-held, are designated Urban Reserve and Urban Settlement. Where publicly-held the lands are designated Open Space and Natural Resources.

Most of the remaining lands surrounding Bayers Lake Park are designated Urban Settlement.

Ragged Lake Business Park

The southern portion of Ragged Lake Business Park is sub-designated Business/Industrial Park within the Urban Reserve Designation; while the developed areas in the northern portion of the Park are sub-designated Business/Industrial Park within the Urban Settlement Designation.

Lands south of Ragged Lake Park are designated Urban Reserve; lands to the north (including Bayers Lake Park) are designated Urban Settlement; lands to the west are designated Open Space and Natural Resources; and lands to the east are designated Rural Commuter, and Open Space and Natural Resources.

The Western Common Study, a study concerning Ragged Lake Park and the former watershed lands (a water supply for the City of Halifax) to the west, was completed in 1999 and adopted by Regional Council in 2000. The conceptual land use plan presented in the Western Common Study recommended the creation of a large wilderness common to protect near-urban wilderness land, and a mixed use development incorporating the existing Ragged Lake Business Park as a high quality office campus style business park, a new master planned residential community, and a number of regional recreational facilities.

The RMPS states HRM's intention to create a Regional Park at the Western Common location. Currently, the geographic boundaries and final land use plan for the Western Common Regional Park (but not the mixed use development proposed in the study) are being reviewed by a consultant.

9.1.3 Existing Zoning

The developed portions of Bayers Lake and Ragged Lake Business Parks are located within the Halifax Mainland Planning Area and are zoned I-3, General Industrial (see Zoning Map, Figure 9.1). The I-3 zone is one of two General Industrial zones in the Halifax Mainland Planning Area, and permits a broad set of land uses, including:

- industrial/commercial enterprises (except when the operation would cause a nuisance or hazard to the public and except billboards, adult entertainment uses, and amusement centres), and
- public parks (Land Use By-law for Halifax Mainland, 2007).

Some of the undeveloped portions of the Bayers Lake Park (in the western area) are located within the Timberlea/Lakeside/Beechville Plan Area and are zoned I-1, Light Industry (see Zoning Map, Figure 9.1). Uses permitted within this zone include a wide range of commercial uses, light industrial uses, and open space uses (Land Use By-law for Timberlea/Lakeside/Beechville).

Undeveloped portions of the Ragged Lake Park are located within the Halifax Mainland Planning area and are zoned UR, Urban Reserve, permitting single family dwellings with on-site servicing, passive recreation uses, and accessory uses (Land Use By-law for Halifax Mainland, 2007).

9.1.4 Development Controls in Bayers Lake and Ragged Lake Business Parks

Development in the Bayers Lake and Ragged Lake Business parks is controlled by policies set out in the Regional Municipal Planning Strategy, the Halifax Mainland

Municipal Planning Strategy and the Timberlea/Lakeside/Beechville Planning Strategy and their associated Land Use Bylaws, as outlined above. Development in the Parks is controlled by site development and building standards as in Burnside and City of Lakes. Certain conditions, determined by the Business Parks Office, may be written into the Agreement of Purchase and Sale when property is sold. This is a limited means of applying development control, as the conditions do not apply once the property is sold subsequent to the original sale.

Figure 9-1 Portion of Halifax Mainland Zoning Map



Figure 9-2 Portion of Timberlea/Lakeside/Beechville Zoning Map



9.1.5 Current Land Use in Bayers Lake and Ragged Lake Business Parks

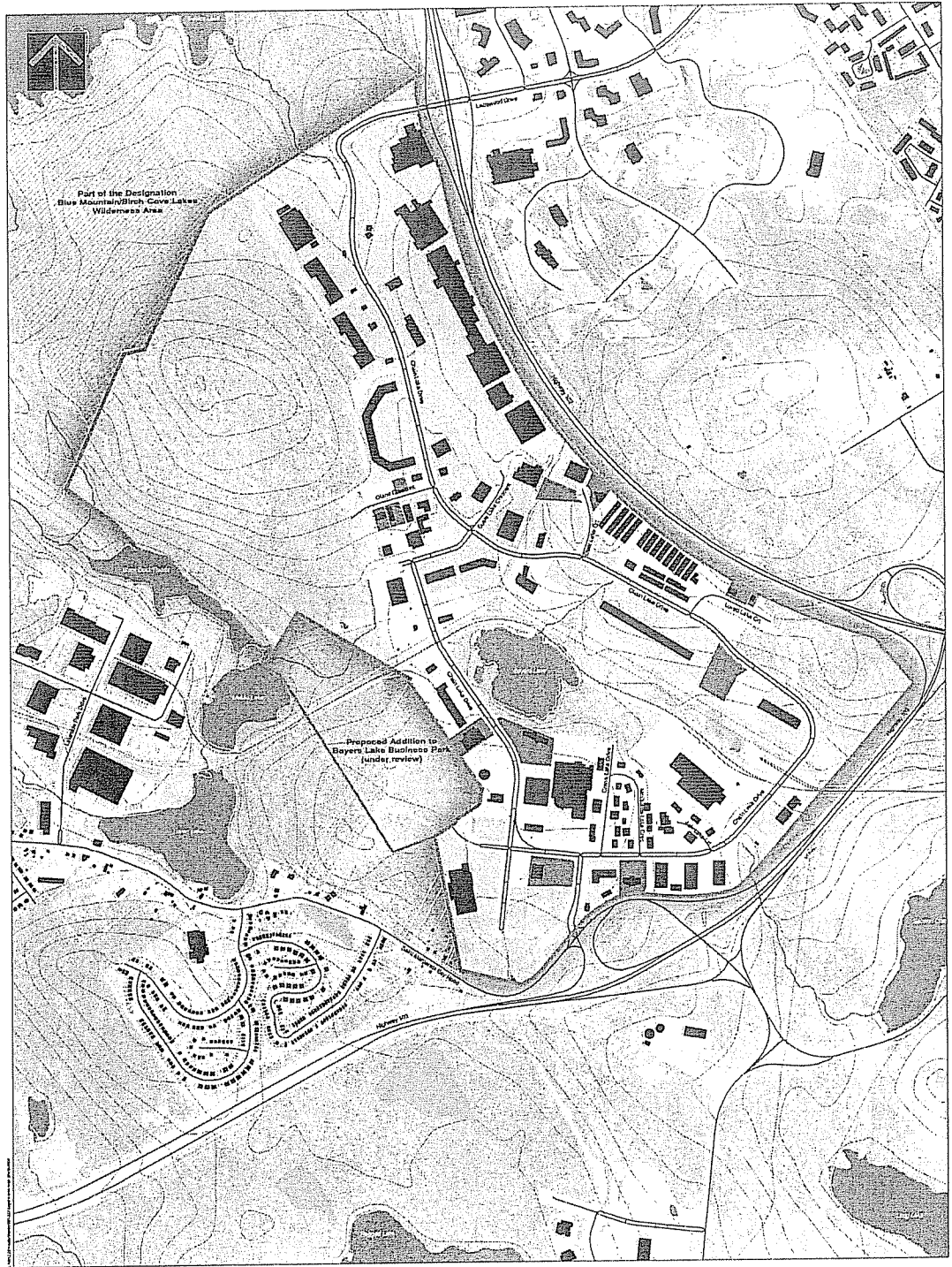
Commercial uses, primarily big box retail outlets and complementary uses (such as restaurants), occupy the land in the northern half of Bayers Lake park along both sides of Chain Lake Drive. The Chain Lake Drive loop in the southern half of the park is occupied mostly by light industrial uses (such as industrial malls for small-scale service industries, and warehousing), as well as commercial uses. Office uses are scattered throughout the southern half of the park. (See Figure 9.3 for the land use mapping for Bayers Lake Park.)

Ragged Lake Park is occupied by a few light industrial uses (such as the NSPI Control Centre), including service uses, and wholesale and distribution uses, and office uses.

About one-third of Bayers Lake Park's gross area is undeveloped. Only a small amount of this undeveloped land in Bayers Lake Park is currently serviced; it is adjacent to existing light industrial uses in the southern portion of the park. Most of the undeveloped land is unserviced land within the urban service boundary; it is adjacent to retail uses in the northern half of the park. This area is currently used heavily by mountain bikers as recreational land.

Lakeside Business Park, to the west of Bayers Lake Park, is fully developed for mostly wholesale distribution uses. A large amount of truck traffic within the park is related to these uses.

Figure 9-3 Existing Land Uses in Bayers Lake Business Park



BAYERS LAKE FUNCTIONAL PLAN
CURRENT LAND USES WORKSHOP MAP

Scale: 0 200 500 ft

Legend:
Commercial/Retail
Light Industrial
Office
Warehouses

COLLIERS INTERNATIONAL
ERIC LIDFELD
Planning & Design

9.1.6 Proposed Development and Future Transportation Infrastructure

Recently, development interest in and adjacent to Bayers Lake Park has increased.

Potential Development Within Bayers Lake Park

There has been interest in developing the lands in the northwest corner of Bayers Lake Park, although currently no development is proposed. Development of this land will be costly due to the need for extensive blasting of rock outcroppings and significant rough grading. Potential development may impact on the viewshed for the regional park (i.e., some buildings will be visible from within the park), and will influence the access point for the park.

HRM has recently amended the plan area boundaries, zoning, and the urban service boundary for approximately 47 acres of unserviced land in several parcels adjacent to the western side of Bayers Lake Park. The lands were added to the Halifax Mainland Plan area and urban service area, and rezoned as I-3 (general industrial). Development is anticipated to be for commercial uses. Privately held lands immediately west of this area and outside of the park boundaries (adjacent to St. Margarets Bay Road and Lovett Lake) are zoned CDD and are anticipated to be developed for residential uses.

Proposed Development Adjacent to Bayers Lake Park

As noted in Section 9.1.2, HRM has identified in the RMPS the conceptual boundary for the Blue Mountain - Birch Cove Lakes Regional Park, which is adjacent to the northern boundary of Bayers Lake Business Park. The Province owns most of the lands within the conceptual park boundary; these crown-held lands have been designated a wilderness area under the Province's Wilderness Areas Protection Act. The RMPS states HRM's objective is to acquire the privately held lands within this boundary for inclusion within the park. One of the access points to the park is expected to be from Lacewood Drive; the parking and trail head for the day use area will be accommodated on lands within Bayers Lake Business Park.

North of Bayers Lake Park, in the Susie and Quarry Lakes area adjacent to Highway 102, a consortium of landholders is proceeding to plan for a master planned community, which would include retail uses at Lacewood Drive, an office park parallel to Highway 102, and high quality residential housing along and around the lakes in this area. Some of this land is within the conceptual boundaries for the Blue Mountain - Birch Cove Lakes Regional Park.

Over the long term, development is also expected for the Governor Lake area (primarily in two mixed use developments, The Village at Governors Run and Westgate) to the west of the business parks. Road access to these areas, which may house up to 23,000 people, will partly be via extensions of roads in Bayers Lake. Development at Westgate is expected to commence in the short to medium term, while development at

Governors Lake, which is designated Urban Reserve in the RMPS, represents a longer term development opportunity.

Transportation Infrastructure

Because Bayers Lake Park was intended for light industry, the road infrastructure was not designed for the traffic loads associated with a retail park. Traffic issues have been a major problem for some time. Previous upgrades have included the widening of Lacewood Drive at Highway 102; however, there are limits to what can be achieved in this location in terms of accommodating traffic loads. The Governor Lake Transportation Study (SGE Acres, 2003) recommended extending Washmill Lake Court under Highway 102 to the residential areas to the east in order to create new traffic capacity within Bayers Lake Business Park. HRM intends to proceed with the underpass construction.

At the time of this study, HRM is negotiating with CN to acquire the Chester rail spur that runs through Bayers Lake Park. The plan is to use the former rail bed as a multipurpose trail, connecting with the existing Beechville-Lakeside-Timberlea (BLT) Trail that begins at Lakeside.

Adjacent to the northwest corner of the intersection of Prospect Road and Ragged Lake Boulevard, HRM is proposing the construction of a satellite service garage for Metro Transit.

The Western Common Study proposed the reconfiguration of the Highway 103 interchange at the southern end of Bayers Lake Business Park to enhance access to and visibility of the Ragged Lake lands. This connection would also create instant momentum for development of these lands, although at significant cost. This intersection does not appear to have potential to impact on regional traffic flow, only to provide visibility and access to Ragged Lake. As context for this land use plan, it is important to note that the conceptual land use plan in the Western Common Study for the Ragged Lake area also included a collector road that connects the Otter Lake interchange on the 103 with Prospect Road (Highway 333).

9.2 THE MARKET: IMPLICATIONS FOR LAND USE

9.2.1 Retail and Commercial

Although the North American economy is weak as of the date of this report, the demand for high quality retail sites in HRM is relatively strong. This is apparent from the growth of such retail nodes as Dartmouth Crossing, Bedford Commons, Millstone Square (at Russell Lake West) and the continued demand for land at Bayers Lake. However, the number and scale of recent large retail developments mean that major demand for new regional retail locations is unlikely in the near future.

Within HRM, Bayers Lake Business Park is a major regional location for big box retail operations, and there has been development interest in the undeveloped areas of the park west of Chain Lake Drive. Dartmouth Crossing has established itself as a Big Box/Lifestyle Centre on the Dartmouth side of the harbour, adjacent to a small Lifestyle Centre-like commercial and office centre. New retail development being constructed in Bedford Common is replacing obsolete retail in the Sackville Drive corridor. New neighbourhood retail is being constructed at Millstone Square at Russell Lake West, St. Margarets Square in Tantallon, and in the retail component of the Village at Bedford West.

The remaining undeveloped lands in the northern and western sections of Bayers Lake would be appropriate locations for retail uses, given current demand, adjacent uses (retail, residential and parkland), the cost of development, and the strategic location for retail. It is important to note that, given the high cost of servicing land in this location, retail is likely the only viable land use at the current time.

9.2.2 Office

As the Business Parks Functional Plan (Part I) has discussed, there is a demand for office uses outside the central business district of HRM. Most of this development in future will locate to the campus-style environments at West Bedford Business Campus, Bedford Commons, City of Lakes and The Ridge (Dartmouth Crossing). Historically, Bayers Lake has attracted a modest amount of office development at the southern area of the park, and this will likely continue. For example, Armco has recently constructed a tower with 68,000 SF Class A (LEED) office space at the corner of Chain Lake and Lakelands Boulevard. There are plans for a second tower if the first is successful.

9.2.3 Meeting the Demand for Light Industrial

Industrial uses cannot afford to pay the land prices that commercial uses can. Land in the northern and western areas of Bayers Lake is in a premium location for commercial uses, which raises land prices. The cost of development of this land is also high because of the need for blasting bedrock.

This Plan recognizes that HRM needs to reserve land within serviceable areas for industrial uses over the long term. Although areas north of Burnside have been already been identified, land for light industrial uses is also required on the Halifax side of the harbour to service the market in western HRM.

This Plan has also suggested that HRM could facilitate the growth of small to medium sized firms by making available smaller parcels of land in appropriate locations within business parks. As the Greater Halifax Partnership has noted, these firms tend to be existing companies that provide for most of the new job growth within HRM.

Keeping these points in mind, for the short term HRM would be prudent to reserve a modest supply of land in appropriate locations in Bayers Lake Park for small scale light industrial uses. The appropriate locations would be determined by land values and the nature of adjacent development, in order to make industrial development both feasible and acceptable. That is, it would make sense to locate new industrial uses on land that is not priced for commercial and retail development (for example, without favourable exposure to traffic) and adjacent to existing industrial uses. There are only a few small parcels of land in the southern portions of Bayers Lake that are suitable.

For the long term a larger supply of light industrial land should be reserved nearby at Ragged Lake Business Park, where access to Highway 103 is good, land values would be reasonable, and conflicts with adjacent uses are minimal. There are approximately 170 acres of land available in the northern sections of the park for which servicing capacity is available.

9.2.4 Future Role of Ragged Lake

Ragged Lake was originally envisioned in the late 1980s as a suburban office campus. Nova Scotia Power was one of the first tenants, and they built a high quality regional control centre. Since that time, very little additional office space has been developed, although there has been demand for light industrial land. Because light industrial development did not match the vision of “live-work-play” developed in the Western Common Plan¹, HRM removed the Ragged Lake properties from the market. The lack of sewage treatment capacity reinforced this decision.

Development for an office campus at Ragged Lake is now unlikely, because of office development elsewhere in the Halifax region: since the late 1990s, a number of office/residential campuses have been developed or are under development, including West Bedford Business Campus, Bedford Commons, City of Lakes and The Ridge (Dartmouth Crossing).

¹ In the late 1990s, the Western Common Study recommended the development of Ragged Lake as an integrated office and residential campus adjacent to a mixed use development and wilderness common.

Although the viability of Ragged Lake as office campus is poor, the area is well located to provide a supply of light industrial land over the long term, as supported by the land suitability analysis in this report. Ragged Lake remains the last significant location on the western side of HRM close to the central core for small, locally owned industries, such as service industries, manufacturers and distributors.

Development for industrial uses, however, should be dependent on a number of conditions, including road upgrades, screening, and managing road access. Further details on the appropriate configuration for industrial development at Ragged Lake are presented in Sections 9.4 and 9.5, below.

HRM is developing a land use plan for a Regional Park (as set out in the RMPS) that will occupy the western lands inside the current Ragged Lake Park boundary.

9.3 STAKEHOLDER CONSULTATION

Meetings with BLBA. The consultants met with the Bayers Lake Business Association (BLBA) during the first phase of the Business Park Functional Plan study in February 2008, and again on June 18, 2008. The June 18 meeting, also attended by three Regional Councillors and a steering committee member, was intended to provide the BLBA with information on the Business Parks Functional Plan and Bayers Lake Functional Plan, to solicit information on issues that needed to be addressed in the Bayers Lake Functional Plan, and to discuss the format for a stakeholder workshop. On June 25, the consultants participated in a tour of Bayers Lake Park with the BLBA chair to document infrastructure issues that the BLBA had identified.

Stakeholder Workshop. On July 3, the consultants organized a stakeholder workshop in Bayers Lake Business Park in order to gain an understanding of the major issues within the Parks and to solicit participants' ideas on opportunities for future growth of the Bayers Lake area. The meeting was publicly advertised; in addition, the BLBA invited its members.

Participants worked in four teams to identify and prioritize issues. In order to allow the consultants to assess priorities, each team allocated 100 points among the issues previously identified. Table 9-1 presents issues as ranked by the teams. Based on the allocation of points by each group, 71% of all points were allocated to traffic solutions or alternative transportation. Power (12%) and municipal services (7%) were the next most important issues.

Each team also created a plan showing land uses, and road and other transportation connections. There was general agreement among participants about issues, solutions, and desirable future land uses.

Table 9-1 Bayers Lake Stakeholder Workshop - Current Issues

Issues	Team 1	Team 2	Team 3	Team 4	Total	Rank
Traffic						1
Traffic backlogs and congestion	75	5	50	12	142	
Regional Road accesses		30			30	
Breaks in medians not aligned with driveways		5	2	3	10	
Internal parking lot circulation				6	6	
Total Traffic					188 (47%)	
Alternative Transportation (active transportation and transit)						2
We need sidewalks/pedestrian amenities/ walkability	5	5	2	9	21	
Crosswalks		5			5	
Improve pedestrian connections to local neighbourhoods		5	2	3	10	
Bicycle paths/lanes				6	6	
Integration with adjacent & distant areas (active transportation)				6	6	
Better bus stops: location and shelter – laybys	5	5	2	6	18	
Improve level of bus service (frequency, routes) accessibility	10	5	10	6	31	
Total Alternative Transportation					97 (24%)	
Power						3
Improve the reliability of the power grid	1	15	20	12	48	
Total Power					48 (12%)	
Other Infrastructure						4
Poor stormwater management: inadequate ditching, grading		5	2	6	13	
Improve the quality of roads (pot hole repairs, etc)		5	2	3	10	
Pumping Station odours			2		2	
Plumbing/water pressure (decreases)		2			2	
Total Other Infrastructure					27 (7%)	
Governance						5
Communication btwn stakeholders & HRM needs improving	2		2	3	7	
Would like input in the Planning of Future Phases of the Park	2	5	4	3	14	
Total Governance					21 (5%)	
Safety, wayfinding, aesthetics						6
Policing/security/cameras		3			3	
Landscaping/site appearance				6	6	
Trash dumping (power ROW, interchanges, behind stores)				6	6	
Need for directory signage(with layby)/civic numbering				6	6	
Total Safety, wayfinding, aesthetics					21 (5%)	
Total	100	100	100	102		

Traffic. Issues related to traffic backlogs and congestion were ranked of highest priority to address; solutions offered included introducing more road access through additional access points (Washmill Lake Court, for example), and building a service road alongside Highway 102 to collect traffic from the park. Participants noted the importance of ensuring that the park is well connected within the regional road network.

Alternative transportation. A secondary issue was improving alternative transportation, which includes active transportation and public transit. Participants noted a need for

more sidewalks and pedestrian amenities, a more walkable environment, bike paths, and improved aesthetics. Participants also noted the need for better transit service (and associated amenities) within and to the park.

Other Issues. Power grid issues (specifically, blackouts and interruptions) were of slightly lesser concern. All groups stated an interest in involvement in planning future phases of the park. One group was concerned with issues related to wayfinding and aesthetics.

Land Uses. With regard to desired land uses, some participants suggested distinguishing light industrial and retail uses through zoning mechanisms. There was general agreement among the groups about focussing office and commercial uses in Bayers Lake, while most participants also suggested making a road connection to Ragged Lake and establishing or relocating industry in this location.

Open House. On the evening of January 28, 2009, a public open house was held at Bedford West High School to present the draft Bayers Lake Functional Plan and to solicit feedback from the public on the plan.

9.4 RECOMMENDED GENERALIZED FUTURE LAND USE FOR BAYERS LAKE BUSINESS PARK AND RAGGED LAKE BUSINESS PARK

9.4.1 Land Use Plan

The existing I-3 zoning in the developed portion of Bayers Lake permits a wide range of industrial and commercial uses and has supported the development of a great deal of large format retail in the park, rather than the light industrial uses for which the Park was originally intended. As the Part I of the Business Parks Functional Plan has identified, there is now an impending shortage of light industrial land for small enterprises on the Halifax side of the harbour. This will accelerate as light industrial areas on the peninsula - Strawberry Hill and Clifton Street - come under development pressure for uses other than industrial.

The uses recommended by this study and their distribution for Bayers Lake Park and Ragged Lake Park are shown on the Generalized Future Land Use map on the following page. The land use plan is intended to integrate and rationalize the various development and stakeholder interests, while maintaining consistency with the following principles suggested by the background work for this functional plan:

- Distinguish between land uses currently permitted in industrial areas.
- Identify and secure land for future light industrial development.
- Avoid incompatibility and conflict with adjacent residential uses.

The plan accommodates the high demand for commercial uses in Bayers Lake, while providing for a supply of light industrial land on the Halifax side of the harbour in Bayers Lake Park and at Ragged Lake Park (approximately 300 acres). As noted on the plan, the boundaries and configuration of Ragged Lake may change, depending on the outcome of the planning process for the Western Common.

The following text identifies the type of uses that would be permitted within each designation. The land use by-laws (e.g., zoning by-laws) will provide more detail on specific uses permitted.

9.4.2 Major Commercial

Uses permitted with the Major Commercial designation would include:

- major retail uses (including large format retail uses),
- office (up to five floors),
- small scale light industrial,
- recreational facilities, including trails and parks.

The plan allocates major commercial uses to Bayers Lake Park, where these uses currently predominate. Sufficient land remains for large format retail in the western section of the park.

Bayers Lake also remains a suitable location for some small scale light industrial uses. These uses would be permitted in the Major Commercial Designation, with restrictions on outside storage of material and limitations on noise production in order to ensure compatibility with the surrounding commercial uses. Note that the extent of industrial uses would be severely limited by land cost.

9.4.3 Light Industrial

The Light Industrial designation is intended to provide for a wide range of traditional industrial park land uses, including:

- warehousing and distribution,
- light manufacturing,
- industrial enterprises,
- service industrial uses and
- accessory uses.

Large format retail would not be permitted. Retail and office uses should be allowed as accessory uses - for example, for no more than 20% of the gross building area, or 5,000 - 10,000 SF - but discouraged as the primary use in these locations.

In the northern portion of Ragged Lake Business Park, an ample supply of land (approximately 183 acres) is designated for light industrial uses to serve the local market over the long term. Lot sizes would be modest: in the range of 0.5 to 1.5 acres, similar to the lots on the southern section of Bayers Lake. Care is taken to screen this development from Highway 103 and the Prospect Road, as this is a major tourist route (to Peggys Cove) for which visual aesthetics are important.

9.4.4 Minor Commercial

The minor commercial designation is intended to provide for smaller scale commercial uses (primarily regionally-based businesses, but also possibly neighbourhood commercial uses) and office uses (up to five floors). Large format retail will not be permitted.

Approximately 131 acres of land under this designation extends around Ragged Lake (the waterbody) to allow these uses to take advantage of the lake amenity, and to provide a buffer between the light industrial uses at Ragged Lake and any potential residential area to the south.

9.4.5 Environmental Open Space

The Environmental Open Space Designation is intended to protect valued natural areas, primarily watercourses and wetlands. Uses permitted within this designation may include buffer zones for other uses, passive park uses, and trails. Within this area, disturbance of soil and natural vegetation will be minimized. Recreation areas requiring

intensive site modifications will be accommodated in the Major Commercial designation.

9.5 INFRASTRUCTURE

9.5.1 Road Transportation

Bayers Lake Park in the future will continue to serve as a regional/community retail and light industrial destination. It also provides future access to the designated regional parkland (Blue Mountain - Birch Cove Lakes Regional Park), potential mixed use developments to the west (Westgate and The Village at Governors Run), and potential development to the north. It is critical that the road network to and within the park addresses regional transportation issues and the internal circulation issues currently plaguing the park.

Washmill Lake Court Extension under Highway 102. HRM has already earmarked as a priority the extension of Washmill Lake Court under Highway 102 to connect Bayers Lake with residential neighbourhoods to the east. The underpass will help to alleviate some of the traffic bottlenecks at the northern end of the park on Lacewood Drive.

The St. Margarets Bay Road and 103 Interchange. This interchange at the south end of Bayers Lake Park has been the focus of suggestions for major improvements for a number of years. Its layout is also confusing for drivers, resulting in the overuse of the northern (Lacewood) access to the park.

Improvements at the 103 interchange being considered by HRM would be intended to simplify the access to the 103 and increase capacity of the interchange, and would include a road connection between Ragged Lake Park and Bayers Lake Park, and the realignment of St. Margarets Bay Road. Whether these improvements are now needed for the short term is questionable, however, given that the assumptions for the interchange design did not include the now planned underpass of the 102 from Washmill Lake Court.

Although construction of an overpass is not recommended at the 103 interchange in the short term, improvements to the interchange are required in order to increase its navigability.

In the long term, as development increases, an overpass may be warranted to connect the parks; however, this would be dependent on the amount of land developed at Ragged Lake to offset costs. The cost of an overpass as shown on the future land use plan is estimated at approximately four million dollars. Assuming that 300 acres (13 million SF) of land at Ragged Lake would be developed, HRM could recoup the construction costs through a \$0.31/SF capital cost contribution charge.

Prospect Road. The Prospect Road (Highway 333) is an important provincial tourist route, and the route to the planned Western Common Wilderness Area Regional Park. For these reasons, the area in Ragged Lake designated for light industrial development should be screened from Prospect Road with a vegetated buffer, and businesses located adjacent to the road should conform to development standards that ensure a higher quality aesthetic. The Prospect Road will also require upgrading to four lanes from St. Margarets Bay road to the Exhibition Grounds to accommodate traffic increases.

Future development, including the transportation network, in Ragged Lake should be linked to the Western Commons, currently in the planning stages. For example, the Generalized Future Land Use Plan includes the potential for a connector road between the Prospect Road and Highway 103 at Otter Lake. This road was recommended in the Western Common Plan to connect potential development in the Blueberry and Ragged Lake areas to the regional road network.

Medians and Lights. In order to alleviate some of the internal congestion issues within Bayers Lake Park, many of the medians on Lacewood Drive must be relocated to allow vehicles (especially trucks) to move freely from the road directly into business entrances. In addition, traffic light timing on Lacewood must be better coordinated between the Province (at the highway) and the Municipality to prevent traffic backlogs.

Access to the Potential Development North of Bayers Lake and Adjacent to Highway 102.

Selection of the most suitable access point to the potential development to the north of the park by Birchdale Holdings is dependent on the coordination of site plans for future development - the Regional Park access and trail head site design, further commercial development in Bayers Lake, and Birchdale Holdings' Plan. HRM will address these issues in their discussions with the developers. The Cost of Servicing Plan (2009) made several assumptions about potential development patterns and road network plans for the purposes of comparison costing infrastructure. Landowners provided concept layouts as a guide. For the Highway 102 West corridor, the study anticipated that development of commercial uses and business campus type uses would extend north in a corridor close to the highway, and residential uses would fill the remainder of the parcels. Three road connections to surrounding areas were assumed: into Bayers Lake park at Lacewood Drive and Chain Lake; to Kearney Lake Road in the north; and under Highway 102 mid way between the north and south connections. The Cost of Servicing Plan was tabled with HRM Council, but no action has been taken on the document. The implications of the road connections in the study need to be considered by HRM when it makes a decision on the Cost of Servicing Plan.

No Direct Connection between Bayers Lake and Lakeside. The plan is not recommending a road connection from Bayers Lake to Lakeside Industrial Park (for example, parallel to the CN line) as this would not provide any advantage for Lakeside, but would instead encourage traffic flow through Lakeside that is not related to the distribution industrial

activity located there, and would interfere with the efficient functioning of the park. There is a significant amount of warehouse distribution activity in this park, and Lakeside tenants have expressed concern about the impact of increased retail traffic should a road connection be constructed.

Access to Governors Run. Although the Future Land Use Plan shows a possible road connection to potential future development at Governors Run. Access to a residential area through a business park is not ideal. At a future time, when development is considered on the Governor Run lands, an alternative access should be considered.

No combined access to Regional Park and Governors Run. The plan is not recommending a combined access (or a direct road connection between accesses) to the Birch Cove Lakes Wilderness area and the future developments at Governors Run. The approach road to the Regional Park will be an important gateway to the park, and not combining accesses will limit traffic flow on the approach road that is not related to park uses.

9.5.2 Alternative Transportation

Alternative Transportation includes modes of transportation other than private motor vehicles, including walking, cycling, transit and carpooling.

Improving alternative transportation, including active transportation and public transit, was a key secondary issue at the Bayers Lake stakeholder workshop. Participants commented on the need for more sidewalks, pedestrian amenities, and improved aesthetics to create a more walkable environment, and on the need for bike paths. In addition, the BLBA had identified early on in this study the need for better and safer pedestrian connectivity with neighbouring residential areas. The HRM Active Transportation Functional Plan includes a recommendation for an active transportation network incorporating bicycle routes to and within Bayers Lake to support park employees and customers in choosing alternative transportation.

As recommended in Section 7.10.1 of the Functional Plan Part I, HRM should commission a detailed “Alternative Transportation Plan” for Bayers Lake Park that focusses on providing alternative transportation infrastructure, including bus access, bus shelters, bicycle lanes, and pedestrian infrastructure - sidewalks and trails. The intent of the study should be to identify solutions to existing problems, and to propose new infrastructure standards for future park phases. HRM has already commenced sidewalk construction on the west side of Chain Lake Drive, a first step in improving pedestrian infrastructure. Existing and planned alternative transportation routes and nodes - bus routes and stops, sidewalks, bike lanes, the Beechville/Lakeside/Timberlea [BLT] multi-purpose trail, the proposed trail along the Chester Spur corridor through the Park, and the Regional Park trailhead - should be integrated into a cohesive and rational alternative transportation network that meshes with the transportation network. For example, the Washmill Lake Court extension should incorporate

sidewalks, bike lanes and bus service to facilitate alternative transportation connections with the residential neighbourhoods of Mount Royal and Fairview.

A cost/benefit analysis should be conducted for potential pedestrian overpasses/underpasses for the numerous road crossings for the proposed trail along the abandoned rail line in Bayers Lake (planned to eventually connect with the BLT that begins in Lakeside to the east) in order to ensure safety of trail users and to prevent interference with traffic flow in the park. As well, a management plan for the use of the trail is required to deal with potential issues such as the use of motorized vehicles (e.g., 4-wheelers), which are currently permitted on the BLT Trail.

9.5.3 Public Transit

Participants at the Bayers lake Workshop identified a need for improved public transit related to Bayers Lake as an important issue within the overall theme of alternative transportation options in the Park.

Currently, Bayers Lake Park is served by two bus routes. Route 52 (Crosstown, which also serves Burnside) runs at 30 minute intervals with more frequent service at peak hours during weekdays; it serves Bayers Lake in a figure eight loop around Chain Lake Drive and retail parking lots; Route 21 (Timberlea) runs at approximately 30 minute intervals and passes through Bayers Lake from Halifax to Timberlea. Route 16 also services Parkland Drive, just outside the Bayers Lake Park boundaries. Route 23 travels along St. Margarets Bay Road, south of Bayers Lake Park.

HRM recently approved a five year capital plan for Metro Transit; one initiative is the relocation and enhancement of the Lacewood Terminal. This may have a positive effect on service to Bayers Lake. Metro Transit issued a proposal call for an update to their strategic plan in August 2008 and hopes to have a revised plan by mid-2009; this update should consider a number of improvements to address transit service issues in Bayers lake, including:

- rationalizing bus stop locations and infrastructure;
- construction of bus bays on Lacewood Drive; and
- ensuring connectivity with the active transportation network: for example, with sidewalks and the trail system.

HRM is building a new bus terminal at Ragged Lake. This is an operations depot for bus storage and repairs, and will not provide bus service directly to passengers. As suggested for Burnside Business Park, however, an internal bus service within Bayers Lake Park to serve employees and business customers may be considered as part of the alternative transportation plan that this plan recommends.

Once Ragged Lake is established as a light industrial node, service to the Park via Route 23, or an extension of Routes 21 and 53 in Bayers Lake may be considered.

9.5.4 Municipal Sanitary Servicing

The Bayers Lake pumping station was originally designed to accommodate the Bayers Lake Business Park and the Ragged Lake Business Park, based on a total land area of 582 ha (1439 acres). Subsequently, the Bayers Lake boundary has expanded to include an additional approximately 360 acres. Improvements are required related to sanitary servicing of Bayers Lake and Ragged Lake: the Bayers Lake pumping station requires an upgrade in the order of \$1 million, and the force main that extends from the pumping station in Bayers Lake to Fairview requires twinning.

Future development in Bayers Lake and Ragged Lake should be considered within the context of a number of studies by Halifax Water relevant to the area and that will impact on future decision making:

- Halifax Water is beginning a Regional Wastewater Functional Plan in order to review the capacity of existing wastewater treatment facilities, trunk sewers and larger pumping stations. The lands included in the study are undeveloped lands within current servicing boundaries and those within the Urban Settlement designation of the Regional Plan (areas for urban development over the next 25 years), and include Bayers Lake Business Park. This study will determine the feasibility of expanding service areas and whether they will be subject to additional capital cost contributions (CCC). Depending on the outcome of the Halifax Water's studies of the Fairview system, HRM could consider requiring the developers of the Armco and Cresco owned properties to pay local capital cost contributions (CCCs) to cover impacts such as infrastructure oversizing. (Construction of the Washmill Lake underpass at the 102 is a transportation improvement that should be included in the CCC for this area as well.) Ragged Lake is designated Urban Reserve (areas with a long-term supply of land which can be serviced beyond the next 25 years). Halifax Water will be consulting with HRM staff on whether Ragged Lake should be included in this study.
- Halifax Water is also beginning a flow monitoring program in the Fairview wastewater system to identify current capacity in the system as well as all future flows from undeveloped lands within existing boundaries designated as Urban Settlement. As Ragged Lake is designated Urban Reserve, Halifax Water will be consulting with HRM Planning Services and Real Estate to determine whether Ragged Lake will be considered in this analysis.
- Halifax Water is updating flow data to the Pumping Station in Bayers Lake

This study has identified Ragged Lake as a location for light industrial uses. In order to support these uses, Ragged Lake's servicing capacity should be ensured. Halifax Water should include these lands in their studies and HRM should consider re-designating this area as Urban Settlement from Urban Reserve. The re-designation may be done immediately, or as part of the five year review of the Regional Plan.

Odours in the area around the present pumping station air and sewer gas smells in buildings reported by members of the Bayers Lake Business Association should be a priority area of investigation prior to the upgrade of the pumping station.

9.5.5 Power and Communications Infrastructure

The stakeholder consultation revealed that frequent power interruptions and brownouts are a significant concern for business owners in Bayers Lake. As well, members of the BLBA report that communications infrastructure is also affected by these power interruptions. Both make the operation of a business in Bayers Lake difficult. HRM should work with Nova Scotia Power, Aliant and Eastlink to identify and correct the problems.

9.6 CHANGES TO THE MUNICIPAL PLANNING STRATEGY

HRM lands within the northern portion of Bayers Lake Business Park but within the Beechville/Lakeside/Timberlea plan boundary should be moved into the Halifax Mainland Plan area (as with all other lands in Bayers Lake Park) and designated Major Commercial.

The provincially owned land near the northern section of Ragged Lake Park should also be re-designated as Business/Industrial Park.

Currently, development is regulated at a site level with the use of covenants that are housed within the purchase and sale agreement. These should be incorporated into the land use (zoning) bylaw. HRM could also consider incorporating site plan approval for site level regulation.

Either immediately, or during the five year review of the Regional Plan beginning in 2010, HRM should re-designate the lands in Ragged Lake identified in this study for industrial uses as Urban Settlement from Urban Reserve to enable serviced development over the shorter term.

9.7 GOVERNANCE

9.7.1 Advisory Group for Major Business Parks

As recommended in Section 8.6.1, an advisory group (with representation from the BLBA, the GBBA, and area councillors) should be formed to advise the business parks office on major decisions concerning Bayers Lake and Burnside. This advisory group would deal with major decisions, such as new phases of the park, or to review design concepts, but not day-to-day operations of the business parks office. (A suggested composition would be two councillors, one representative from the BLBA, and one representative from the GBBA.)

9.7.2 Liaison Groups for Strategic Sectors

As recommended earlier in this report, the GHP should be responsible for promoting HRM business parks. Formal liaison groups from the key economic sectors (i.e., aerospace, nearshore financial, transload, information and communications technology, and life sciences) would provide input into the strategic planning and marketing of the business parks. Once specific businesses decide to locate to Bayers Lake or Ragged Lake, an action team of GHP and sector representatives could assist in negotiating and closing major land purchases.

9.7.3 Role of the Bayers Lake Business Association (BLBA)

Although the BLBA is at an early stage of development, the business park itself is maturing. The BLBA is well positioned as an organization to deal with day-to-day matters associated with the park, such as issues raised by business owners, retail and industry customers, and those using the active transportation system. It is recommended that the BLBA follow the initiative of the Greater Burnside Business Association (GBBA) to increase its level and quality of communication with HRM staff and councillors in order to carry the concerns of its membership and park clients forward. This requires effective organizational structure to ensure issues are identified and there is good follow-up. For example, the GBBA operates with a committee structure to identify and carry action issues forward.

The organization should also consider, as recommended in this plan for the GBBA, reorganization as a Business Improvement District (BID) Association to secure sufficient and ongoing funding. The initial budget for the organization should be fairly modest, with a business case prepared to illustrate its cost effectiveness to area businesses. It may be advisable to obtain input from the larger businesses in Bayers Lake and Ragged Lake prior to a formal vote. A joint BID between Burnside and Bayers Lake would enable staff resources to be shared among the parks based on the contribution levels of each park organization.

9.8 RECOMMENDED ACTION PLAN

9.8.1 Address Transportation Issues

Transportation infrastructure deficiencies in Bayers Lake have been clearly recognized as the most significant issues in the Business Park. They are a major impediment to park functioning at present and to park expansion in future. It is imperative that transportation issues identified in this plan be addressed prior to further sale and development of land in Bayers Lake. Existing business owners support new development, but made it clear during the consultation that new development within the park should commence only when existing transportation issues are solved. Given this preference, HRM should strongly consider using the sales proceeds from the land behind Kent Building Supplies for the construction of needed transportation improvements (e.g., Washmill Lake underpass).

9.8.2 Address Alternative Transportation Options

A key issue identified by stakeholders was improving alternative transportation, which includes active transportation and public transit. Developing an alternative transportation plan specifically for Bayers Lake Business Park and implementing its recommendations should be a high priority to address the needs of customers and employees of businesses in the area.

9.8.3 Phasing of Development

Prior to land sales or development of the area, an archaeological assessment of the 35 acres of land in the eastern tip of Bayers Lake Park on Chain Lake Drive should take place to determine the nature of the site and the extent of any area to be protected. A land use designation has not been recommended for this area on the Future Land Use Plan. A suitable designation should be applied after the archaeological assessment.

Construction of an overpass on Highway 103 and a connector road between Bayers Lake and Ragged Lake parks should occur when development momentum in Ragged Lake is sufficient, and land sales can pay for the cost of construction.

9.8.4 Land Development in Northern Areas of Bayers Lake

The Future Land Use Plan suggests a road layout in Bayers Lake Park that supports development for large scale retail uses, access to the designated Blue Mountain/Birch Cove Lake Wilderness Park, and access to future development adjacent to Highway 102 on lands held by Birchdale Holdings. The plan also shows the location for the trail head (approximately eight acres with parking) to access the Wilderness Park.

Development of the lands within the northern areas of Bayers Lake Park has the potential for significant impacts on viewplanes and access to the designated Regional Park. A detailed plan for these lands should fully consider building height and site elevation as they influence the view planes for the Regional Park (as recommended in the Blue Mountain Birch Cove Assessment Study), and should ensure the aesthetic quality of the park approach roads.

Notwithstanding the need to ensure a high quality regional park, HRM needs to maximize the development potential of the remaining land in Bayers Lake Business Park in order to pay for essential transportation upgrades in Bayers Lake (through land sales and capital cost contributions of its holdings within the Park). Regional Park considerations should not prevent development, or impact significantly on the development potential of the commercial lands. For example, visual impact standards from Birch Cove Lakes may need to be relaxed.

9.8.5 Ragged Lake

Ragged Lake did not succeed as a high end business park because it has limited visibility and poor access. In addition, Ragged Lake as a brand was never firmly established. Assigning a large portion of Ragged Lake for industrial use, re-branding the park as “Bayers Lake South” and introducing new signage should be enough to kick start a new marketing effort.

The wetland areas within the Ragged Lake Boundary on the future land use plan should be assessed before final development plans are established to ensure the accuracy of the mapping and to understand the wetlands’ sensitivity to development in adjacent areas.

The Future Land Use Plan suggests that provincially owned land near the northern section of Ragged Lake Park should be acquired by HRM, redesignated as Business Park and incorporated into the light industrial area of Ragged Lake Park.

9.8.6 Develop Timeline for Implementation

The following table shows a summary of implementation items based on the recommendations of this functional plan. This list should be prioritized to create a timeline for effective implementation of the recommendations.

Table 9-2 Summary of Implementation Based on Functional Plan Recommendations

Action/Implementation (HRM)	
Land Use Policy and Planning	
9.8.1	Address transportation issues prior to approving development
9.5.2	Commission detailed Alternative Transportation Plan for Bayers Lake
9.6	Expand boundaries of Bayers Lake to include parcels to the west; redesignate land
9.6	Acquire and redesignate provincial land near Ragged Lake
9.6	Incorporate site development criteria into zoning bylaws
9.8.3	Plan development phasing
9.8.3	Assess archaeological significance of land parcel in Bayers Lake
9.8.5	Assess wetland areas within the Ragged Lake Boundary
Road Transportation	
9.5.1	Build Washmill Lake Underpass
9.5.1	Improve the 103 interchange for navigability
9.5.1	Identify and correct problem areas with medians on Lacewood Drive
9.5.1	Identify and correct traffic light timing issues on Lacewood Drive
9.5.1	Identify areas needing slip lanes on Lacewood Drive
9.5.1	Build overpass at 103 if development warrants (CCC charges)
9.5.1	Upgrade Prospect Road to 4 lanes
Alternative Transportation and Public Transit	
9.5.2	Implement recommendations of Active Transportation Functional Plan
9.5.3	Rationalize bus stop locations
9.5.3	Construct bus bays on Lacewood
9.5.3	Investigate internal bus service for Bayers Lake
Municipal Servicing	
9.5.4	Investigate odours from current pumping station
9.5.4	Investigate pumping station upgrade
Power and Communications	
9.5.5	Work with NS Power, Aliant, Eastlink on communications and power grid upgrades
Governance, Finance and Marketing	
9.7.1	Develop advisory body for Business Parks
9.7.2	Partner with GHP to establish liaison groups and market business parks
9.8.4	Market Ragged Lake: enhance profile and rebrand
Action/Implementation (BLBA)	
9.7.3	Meet with Greater Burnside Business Association and GHP on Business Park Issues
9.7.3	Investigate re-structuring organization as a BID/cooperation with GBBA

APPENDIX - PREVIOUS STUDIES

Governor Lake Transportation Study

January 2003

This study was conducted by SGE Acres for NSDTPW and HRM to identify the roadway infrastructure required to support anticipated development in the Governors Lake area (west of Bayers Lake Business Park) for the twenty years after 2003, and to prepare functional design plans for highway infrastructure improvements.

The study found that issues (in 2003) with traffic in the study area (including Bayers Lake) were related to Lacewood Drive only.

The study anticipated population increases in Westgate and Governors Run of up to 23,000 people. Governors Run was expected to house a population of 7,500 population and have 120,000 SF of commercial space; Kimberley Lloyd holdings were expected to house 3,200 people; Westgate was expected to house 8,000 people; and in other areas, the population was expected to increase by 4,000 - 5,000, with 300 acres of business park lands developed.

Access to the study area was by only four points. Modelling and analysis calculations for total buildout determined that 72,300 trips per day will enter and exit the area (50% from commercial development).

Recommended road improvements relevant to Bayers Lake Park included:

- Short term - Improvement of interchange of 103 and Trunk 3 (Bay Rd.)
- Mid term
 - Realignment of Trunk 3 and reconfiguration of Trunk 3 and Lakelands
 - Connector roads between Bayers Lake and Governors Run
- Long term
 - Washmill Lake Court extension and underpass at 102
 - Ragged Lake connector

Blue Mountain Birch Cove Assessment Study

March 2006

This study was conducted by EDM for HRM, NS Department of Transportation and Public Works, and Nova Scotia Department of Natural Resources. The study identified an ideal Regional Park configuration for the Blue Mountain Birch Cove Lakes area and recommended its role as a human use park adjacent to Metropolitan Halifax. A core area (Fox and Ash Lakes) should provide visitors with a wilderness experience: it should

be buffered from urban noise and views. The edge area would incorporate more uses and would be less buffered visually and from urban noise. The study suggested access to the Regional Park via a number of points, including from Lacewood Drive.

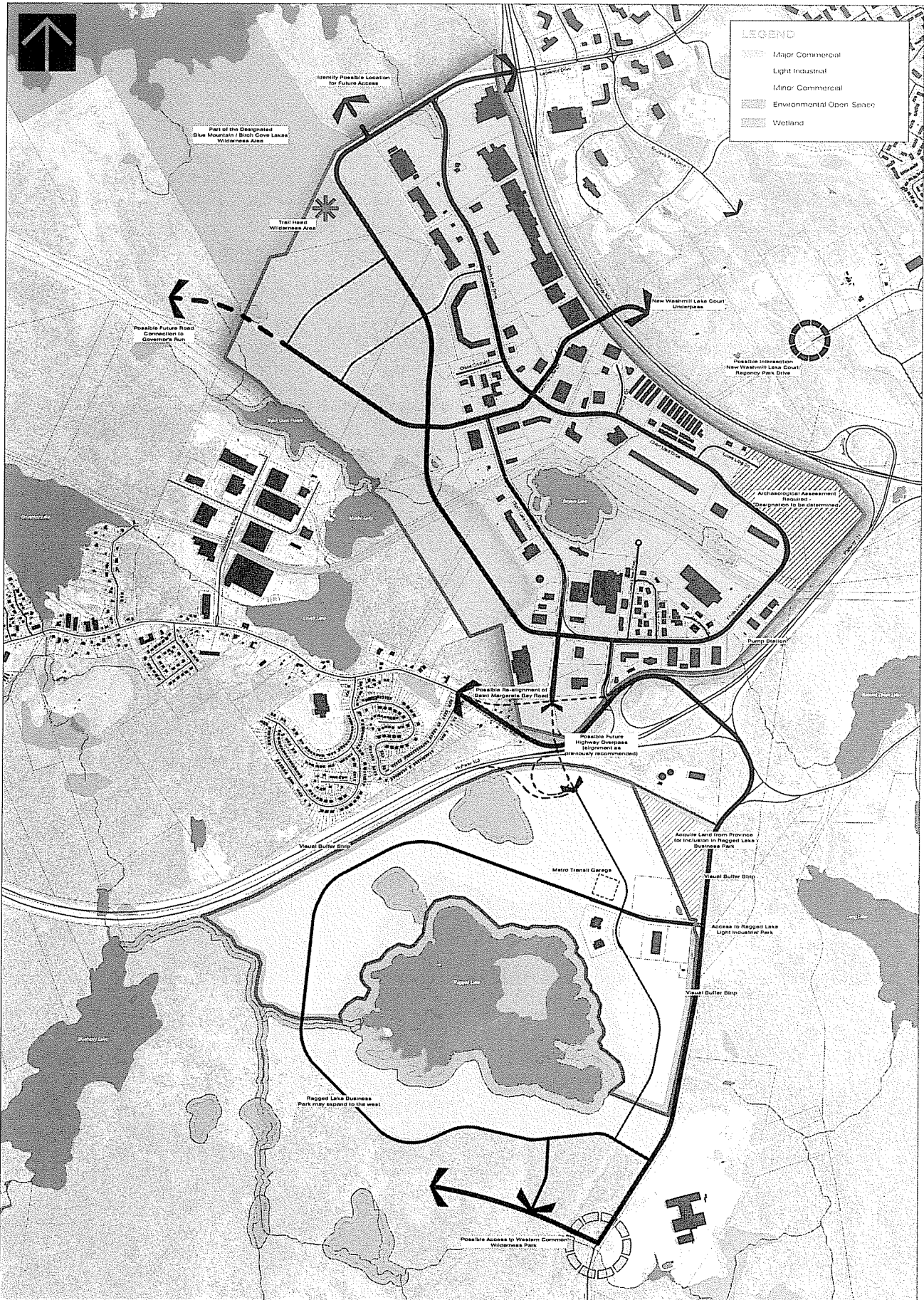
Note: The configuration recommended in the study was incorporated into the Regional Municipal Planning Strategy as the conceptual boundary for the Blue Mountain - Birch Cove Lakes Regional Park (Map 13, RMP5).

Cost of Servicing Plan: Regional Planning Greenfield Sites

February 2009

CBCL conducted this study for HRM in order to evaluate costs to provide municipal services and transportation links to three Greenfield sites in HRM - Port Wallis, Sandy Lake, and the Highway 102 West corridor - designated Urban Settlement under the Regional Plan. The Highway 102 West corridor consists of 503 acres extending from the northern boundary of Bayers Lake Park. The results would provide direction on whether these areas warrant advancing to the secondary planning stage.

Costing was based on assumptions about future development. For all sites, potential development patterns and road network conceptual plans were developed for the purposes of costing. Landowners provided concept layouts as a guide. For the Highway 102 West corridor, the study anticipated that development of commercial uses and business campus type uses would extend north in a corridor close to the highway, and residential uses would fill the remainder of the parcels. Three road connections were assumed: into Bayers Lake park at Lacewood Drive and Chain Lake; to Kearney Lake Road in the north; and under Highway 102 mid way between the north and south connections.



HRM BUSINESS PARKS FUNCTIONAL PLAN
 Bayers Lake / Ragged Lake Business Parks - Generalized Future Land Use

Date: May 2009
 Project: 081223

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FINAL DRAFT

