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**Item No.**  
**Community Planning and Economic Development Standing Committee**  
**February 18, 2016**

**TO:** Chair and Members of Community Planning and Economic Development  
Standing Committee

**SUBMITTED BY:** Original Signed  
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Bob Bjerke, Chief Planner, Planning and Development

**DATE:** February 9, 2016

**SUBJECT:** Burnside MPS and LUB Review

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**INFORMATION REPORT**

**ORIGIN**

Item 12.2 of the September 23, 2008 meeting of Regional Council pertaining to 'Business Parks Development Functional Plan – Part 1'

**LEGISLATIVE AUTHORITY**

Halifax Regional Municipality Charter, Sections 225 – 235 and 246

**BACKGROUND**

On September 23, 2008, Regional Council approved-in-principle Part I of the Business Parks Development Functional Plan (July 2008) as a foundation and management plan to guide and enable HRM's leadership in development of its industrial/business park program to support the objectives of the Municipal Economic Strategy and Regional Plan.

As part of their resolution, Council requested staff to initiate the process to consider amending the Regional Municipal Planning Strategy and Secondary Planning Strategy(s) Policies, Land Use By-law Regulations and Site Development Standards using the land use related recommendations of the Business Parks Development Functional Plan, Part I as the framework. Staff was directed to bear in mind public transit implications consistent with the five-year transportation strategy, and to undertake public participation considering all land uses, as indicated in a September 17, 2008 Supplementary Report. The general public was to be consulted, with particular attention given to the east-facing slope in the northern section of Burnside, to minimize any impacts on the Shubie Park and Waverley Road areas. At least two public information meetings were anticipated prior to a public hearing. That report also committed to further consultation with industry stakeholders and close liaison with the Greater Burnside Business Association (GBBA).

Since then, staff has completed a review of the east-facing slope, including a public information meeting focused on potential impacts on the Shubie Park/Waverley Road areas, as noted in an Information Report dated May 14, 2010 to Harbour East Community Council. At that time, staff indicated that it would proceed to conduct a detailed planning exercise for all of Burnside, including additional consultation with the public and stakeholders in the Greater Burnside Area, using the Small Format Light Industrial Designation as the framework for establishing more detailed policy and land use regulation.

Since then, staff resources were focused on the Regional Plan review (RP+5), which included some of the recommendations from the Business Park Functional Plan. Following completion of RP+5, an adjustment to the Burnside Expansion Area was made, as explained in a staff report to Regional Council dated May 19, 2015. That report also anticipated further work to implement the land use vision for Burnside Industrial Park as outlined within the 2008 Business Parks Functional Plan, including a more nuanced set of zones to identify specific locations where retail and service commercial uses would be appropriate. Staff is now in a position to resume its work on the Burnside MPS and LUB review.

## **DISCUSSION**

Accordingly, staff is now prepared to continue the implementation of the 2008 Business Parks Development Functional Plan with the benefit of the new 2014 Regional Plan and any available updates to economic data and analysis.

Specifically, staff intends to review the MPS policies and LUB regulations that apply to the Burnside Business Park, to reflect both the 2008 Business Parks Functional Plan and the objectives of the 2014 Regional Plan (refer to the Project Overview in Attachment A). Particular attention will be given to safeguarding a sufficient supply of industrial land, recognizing the need for rail and/or harbour frontage for specific industry types, minimizing the potential for conflict between industrial and residential uses, and supporting strategically located nodes where public transit, retail, food, hotels, services and Active Transportation facilities are conveniently located. The 2008 consultants' report recommended that the development of office and retail uses, in particular, should be limited as these consume the finite supply of industrial land.

Provisions will also be made to ensure that other activities which are unsuitable for urban centres, such as wholesale operations, building supply yards and the rental of large equipment, can be accommodated in appropriate locations. The project will recommend amendments to the Dartmouth MPS and LUB. Minor adjustments to the 2014 Regional Plan may also be required in relation to Burnside.

The scope of the project includes both existing and future phases of Burnside Business Park. The project includes the City of Lakes Business Park which is intended to operate as a quality suburban office park, while the remainder of Burnside is intended to function as a general suburban business park with an industrial emphasis, with special provisions for the Burnside Business Park Expansion Area as identified on Map 10 of the 2014 Regional Plan (Attachment B). Attachment C provides a recommended land use distribution map prepared by HRM's consultant in 2008 which, based on the extensive consultation carried out at that time, is a constructive starting point for further community engagement.

While the scope of this project is limited to MPS and LUB changes to the Burnside area, this work will ultimately result in a new suite of industrial zones which reflect the diversity of uses which could also be expected in other business and industrial parks across the region. Following the conclusion of this review for the Burnside area, this work will be used to consider amendments to industrial zones more widely throughout the Municipality. This could be done by using the work outlined in this report to inform the upcoming, overarching land use by-law simplification project, or through a smaller and more specific piece of work wherein the effectiveness of industrial zones for the Municipality would be assessed.

Public consultation for the area between Wilkinson Avenue and Dartmouth Crossing has already taken place, and it was determined that a Small Format Light Industrial designation would form the framework for establishing more detailed policy and land use regulation for that area, in anticipation of anticipated residential development in a nearby Comprehensive Development District (CDD) zone at the northern

end of Dartmouth Crossing. (See Case 01338 - May 14, 2010 Information Report to the June 10, 2010 session of Harbour East Community Council – available online at <http://www.halifax.ca/commcoun/hecc/documents/Case10338Info.pdf> ). Since that time, the Dartmouth Crossing CDD zone has reverted to the I-2 Zone (Case 20132), reducing the likelihood of land use conflicts between the Burnside Wilkinson Avenue area and Dartmouth Crossing. Service boundary extensions or re-zonings for any new lands to be annexed into the existing Burnside Business Park are outside the scope of this review.

### **FINANCIAL IMPLICATIONS**

There are no financial implications. This work will be completed within existing Planning and Development resources and budget.

### **COMMUNITY ENGAGEMENT**

An initial phase of the project has already included a public meeting and questionnaire, focusing on peripheral lands adjoining Dartmouth Crossing. The next and final phase will address the remainder of Burnside Business Park and the Burnside Business Park Expansion Area as identified in the 2014 Regional Plan. This will involve a public meeting, information session or workshop to receive input on a draft concept plan, MPS policies, zoning & LUB regulations. As and when necessary, staff will also engage in focused discussions with the Greater Burnside Business Association and other economic stakeholders.

### **ATTACHMENTS**

- Attachment A: Burnside MPS and LUB Review – Project Overview
- Attachment B: Regional Plan Map 10 – Burnside Area
- Attachment C: Recommended 2008 Generalized Future Land Use Map

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A copy of this report can be obtained online at <http://www.halifax.ca/commcoun/index.php> then choose the appropriate Community Council and meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

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**ATTACHMENT A:  
BURNSIDE MPS AND LUB REVIEW – PROJECT OVERVIEW**

**PURPOSE:**

1. To implement the previously completed Business Park Functional Plan (BPFP) as applicable to Burnside Business Park
2. To implement “Section 5.3 – Business and Industrial Parks” of the Regional Plan as applicable to Burnside Business Park
3. To provide clarity and consistency with specific regard to use of industrial lands within Burnside Business Park
4. To prepare a nuanced suite of industrial zones which reflects the diverse spectrum of form and uses appropriate to the local and regional context

**OBJECTIVES:**

Building on the findings of the 2014 Regional Plan and the 2008 Business Parks Development Functional Plan, and referring to updated data and best practices as applicable, the project will:

- examine the adequacy of existing zoning in the Burnside Business Park in relation to the market trends for industrial and office space
- consider the implications of recent and potential residential and commercial development in and around Burnside
- explore best practices for industrial zoning and site planning
- consider the implications of potential changes to the road, rail, intermodal freight and public transit systems
- recommend features to encourage and facilitate walking, cycling and public transit usage where feasible
- propose new plan designations, policies, zones and regulations for Burnside Business Park
- evaluate and, where appropriate, update definitions within the zoning by-law to ensure clarity of regulation and application

**SCOPE:**

The scope of the project includes:

- Burnside Business Park as a general suburban business park with an industrial emphasis
- City of Lakes Business Park as a quality suburban office park
- Burnside Business Park Expansion Area

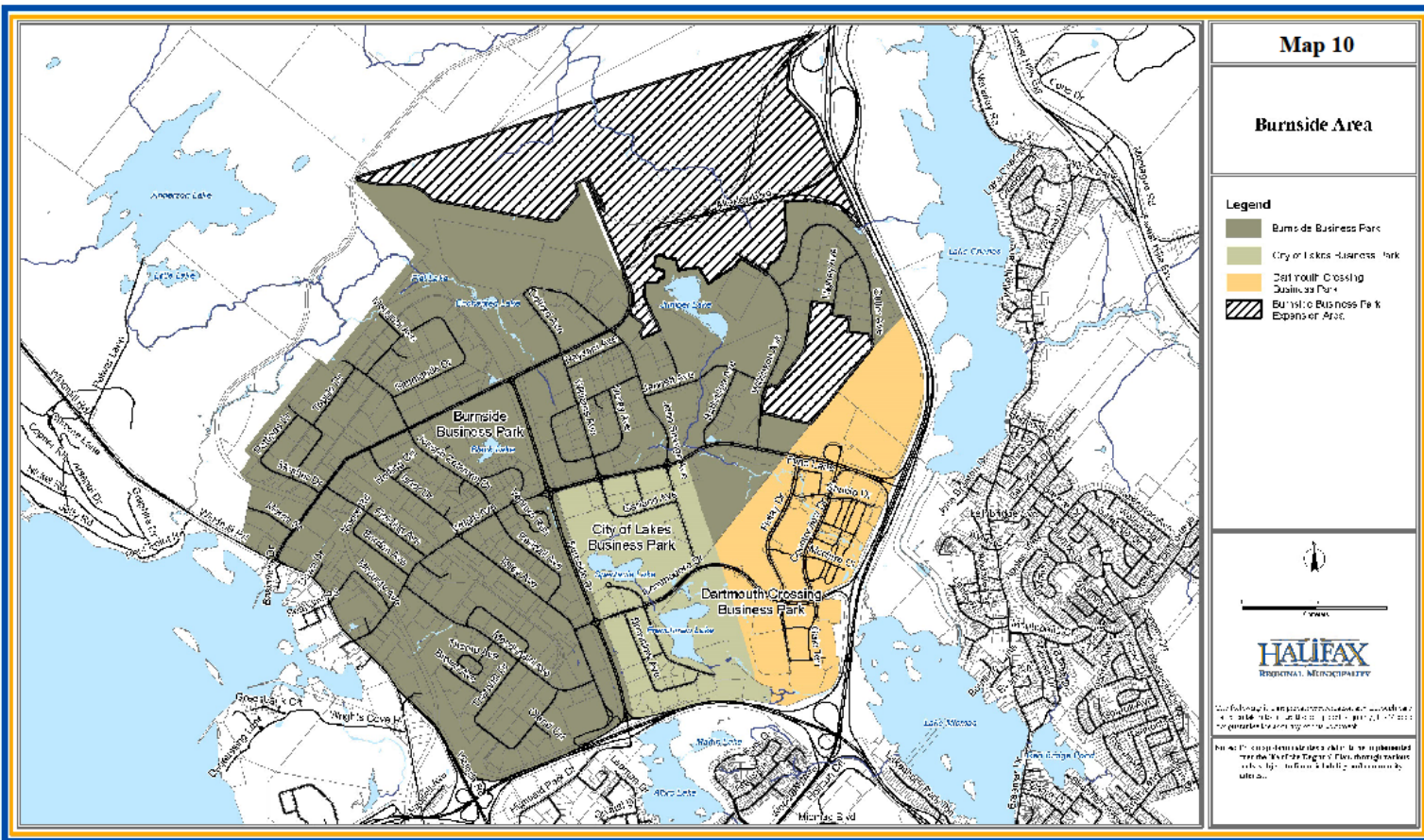
The scope of the project does *not* include:

- Dartmouth Crossing zoning. Case 20132 recently addressed rezoning the CDD area within Dartmouth Crossing back to I-2.
- Public consultation for the area between Wilkinson Avenue and Dartmouth Crossing, which has already taken place (see Case 01338 - May 14, 2010 Information Report to June 10, 2010 Harbour East Community Council session).
- Service boundary extensions or re-zonings for any new lands to be annexed into the existing Burnside industrial park

**TIMEFRAME:**

Completion is anticipated for a public hearing in early to mid-summer 2016

**ATTACHMENT B:  
REGIONAL PLAN MAP 10 – BURNSIDE AREA**



# ATTACHMENT C: 2008 RECOMMENDED GENERALIZED FUTURE LAND USE MAP FOR BURNSIDE

(For information purposes only. The MPS and LUB review may lead to substantive changes. Hand-drawn lines do not form part of the 2008 concept.)

