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Halifax Regional Municipality  
Planning & Development

**Re: Application for Municipal Planning Strategy Amendment, Lot H, Prospect Road & 1540 Prospect Road, Hatchet Lake, Nova Scotia (PIDs: 00656074 & 40841116)**

On behalf of our client, Jeff Jollimore, zzap Consulting Inc. (zzap) is pleased to submit a site-specific Municipal Planning Strategy (MPS) amendment and Development Agreement application for an industrial use within the Planning District 4 Plan Area at Lot H, Prospect Road and 1540 Prospect Road (PIDs: 00656074 & 40841116). To support this application submission, the following materials are included:

- Plan Amendment Rationale Letter
- Appendix A: Site Plan

Many of the supporting documents included with our application reflect discussions we have had with various HRM planning staff. We remain open to further revisions and improvements to the development plan as we move forward in a collaborative manner with you and your colleagues.

We respectfully request that you provide us with an anticipated schedule for the plan amendment and development agreement process.

Please advise if you require any further information at this time in order to prepare the initiation report for this project.

Kind Regards,



Connor Wallace MCIP, LPP  
Principal  
ZZap Consulting

## Plan Amendment Rationale

### 1.0 Site Description and Location

Located within the Planning District 4 Secondary Municipal Planning Strategy plan area, the subject property is designated Residential B and zoned RB-1 in the Land Use Bylaw. The site totals 28.7 ha (71 acres) and fronts onto Prospect Road (Highway 333) (See Figure 1). This irregular shaped lot includes two frontages onto Prospect Road separated by three RB-1 lots, as shown in Figure 2. The RB-1 zone permits residential, open space, commercial, and resource (fishery, aquaculture, agricultural) uses. Existing business uses are also permitted.



Figure 1: Site Location

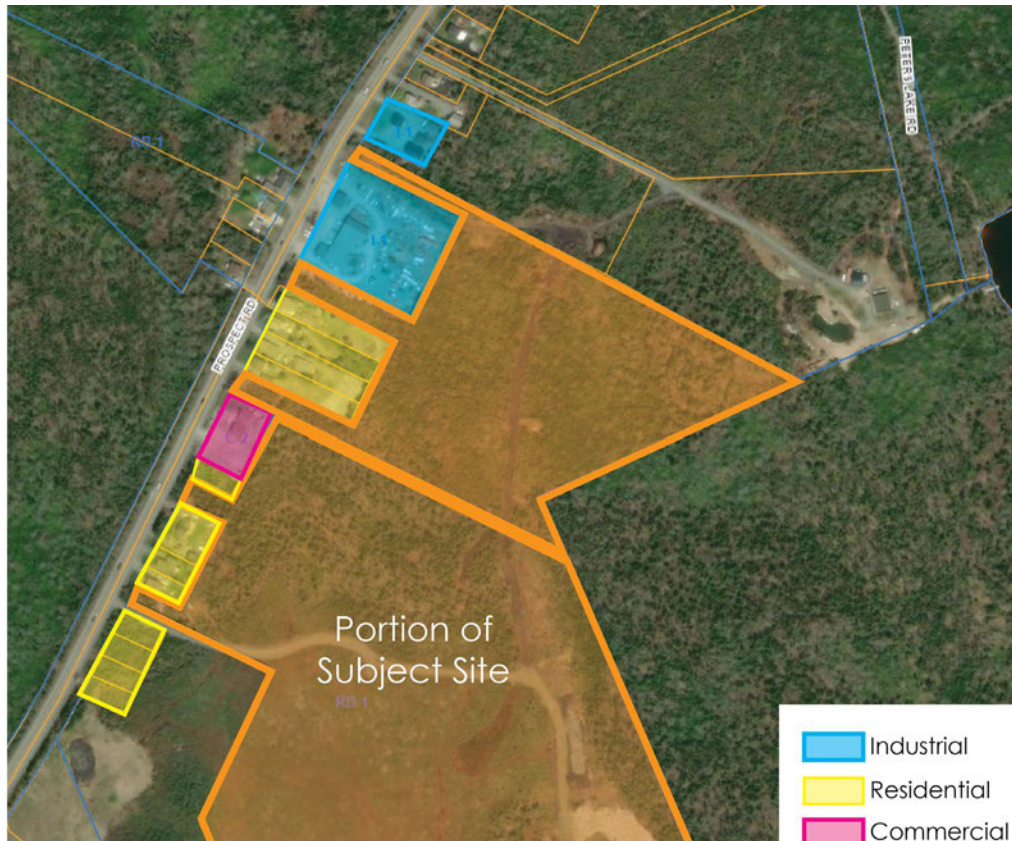


Figure 2: Surrounding Zones

### 1.1 Site Context

Prospect Road (Highway 333) is the main transportation corridor connecting the communities of Goodwood, Hatchet Lake Shad Bay. The subject property is situated between Goodwood and Hatchet Lake. This area of Planning District 4 is largely rural in character; residential development is mainly clustered along Prospect Road (apart from the larger residential communities around McGrath and Hatchet Lakes), along with small commercial and industrial lots interspersed throughout. The Western Common, extending westward from Prospect Road makes up a significant land area within Planning District 4. The Western Common designation and zone permits open space, conservation and recreational uses.

### 2.0 Summary of Development Proposal

Our client is seeking a Secondary Municipal Planning Strategy amendment and Development Agreement as per enabling Policy IU-4 of the Planning District 4 SMPS to permit a new industrial use on PID: 00656074. Our client owns and operates a trucking and excavating business. The industrial use proposed is for the repair and maintenance of the business' equipment. The proposed industrial use would utilize the property's

large land area for a new lay down and storage area, and one building for vehicle maintenance and repair. This building would also contain an accessory office use for the owner and one staff member. All maintenance and repair activities will be contained indoors. The site plan includes a 30-metre setback from an assumed wetland. All activities on site will be outside of the 30-metre buffer.

## 2.1 Access

Access to the site is proposed from the adjacent property (PID 40841116), which is also owned by our client. Between the properties located at 1568 and 1562 Prospect Road (PIDs 00654673 and 00655878), a portion of the site extends to the road right-of-way and provides approximately 20m of frontage (see Figure 3). This frontage is wide enough for a new driveway access and landscape buffer.

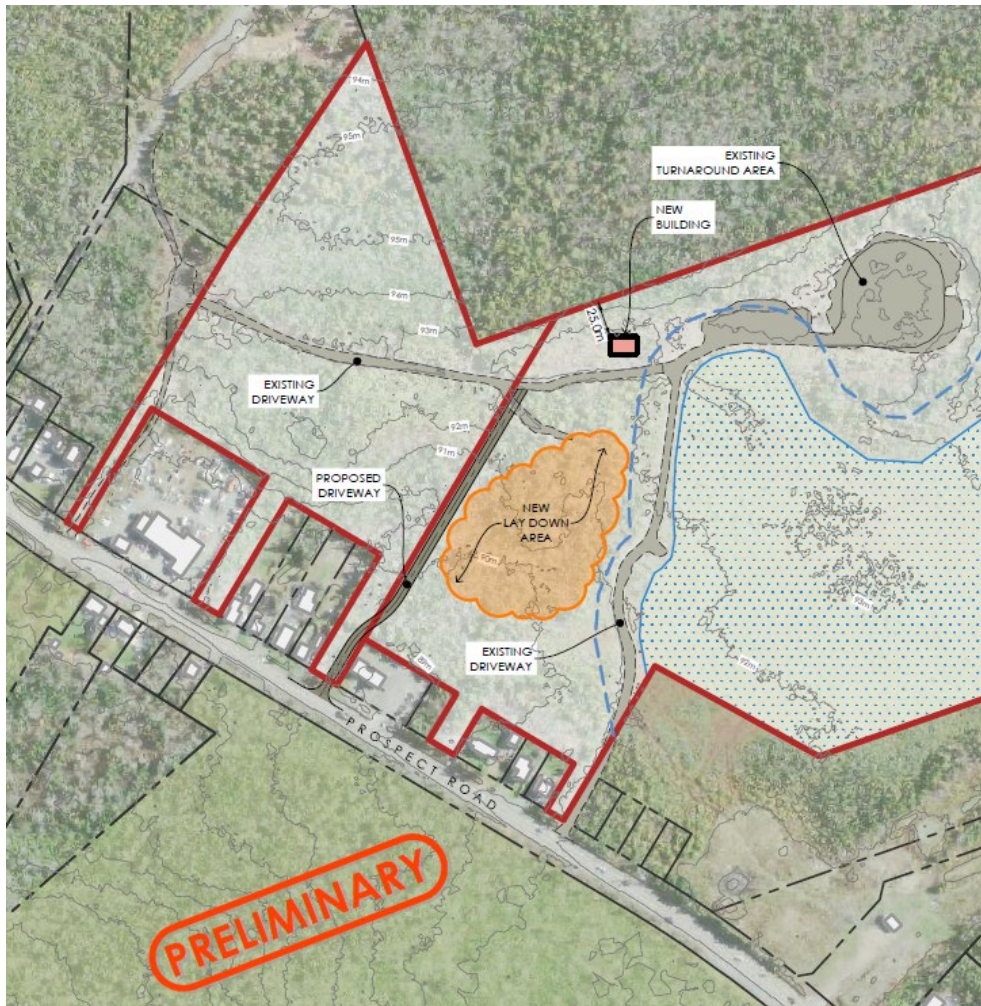


Figure 3: Driveway Access



## 2.2 Materials

The development proposal includes the storage of materials within the proposed laydown area. Materials would include items such as fill, sand and gravel, as associated with our client's excavation and trucking company.

## 3.0 Planning Background

Planning District 4 SMPS was adopted over three decades ago. Historically, the local economy within the district was based around forestry and fishing with industry supporting this relatively isolated region of HRM. At the time of plan adoption, the planning area was developing in a mostly suburban development pattern along the main transportation corridor of Highway 333. The Rural Residential B designation was applied to lands that contained an existing mix of low density residential, commercial, industrial, resource and community facility uses. The SMPS recognizes the existence and valuable function of industrial uses in the plan area. However, it also speaks to the reluctance of residents and Council to see an increase in large scale industrial uses in their communities where a potential for land use conflict could arise.

## 4.0 Rationale for Applicant Request

### 4.1 Economic Development and Pressures on Industrial Lands

HRM's Corporate Real Estate Division (CRE) released the Industrial Employment Lands Strategy in 2020. This document examined the current state of industrial lands in HRM as well as a long-term review of industrial employment land needs within the municipality. The findings and data contained in this analysis demonstrates a trend seen in industrial employment lands that was also captured in the 2008 Business Parks Functional Plan: industrial land may become scarce if policy measures are not taken to protect it. Population growth and the associated conversion of industrial land to commercial or residential can threaten a region's economic foundation.

Halifax occupies an extremely important strategic location within the Atlantic Region, nationally and internationally. A major marine container port on Canada's east coast, Halifax goods movement and distribution networks facilitate connections to 150 countries and major North American cities.<sup>1</sup> This strategic position and role create a vitally important employment base where employment lands within the HRM contribute to a strong economic foundation. In particular, "*industrial* employment lands play an integral part of Halifax's economic development potential and accommodate a significant share of the Municipality's businesses and employment."<sup>2</sup>

Employment Lands are understood as areas zoned for industrial, commercial, institutional and office uses but do not allow housing. Industrial employment, as a

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<sup>1</sup> Industrial Employment Lands Strategy, 2020. WSP and Watson & Associates LTD.

<sup>2</sup> *Ibid.*

foundational sector of a local economy not only create high paying employment opportunities and require a skilled labour force but also generate “strong economic multipliers”.<sup>3</sup> For the local economy to thrive, industrial employment lands ought to be protected. The 2020 Industrial Lands Strategy examined the state of industrial employment lands in HRM. Two important conclusions that are relevant to this application are as follows:

1. The permissive nature of many of HRM's industrial zones has resulted in commercial uses outcompeting industrial ones. The result is less industrial land availability.
2. Many urban industrial areas are approaching build-out, meaning land available for industrial uses will become scarcer and more unaffordable for smaller-scale business needs. Scarcity drives up prices.

The Industrial Employment Land Strategy was released prior to the dramatic impacts of the Covid-19 Pandemic were known or understood. HRM has seen unprecedented population growth, amplifying the land pressures already being felt across the region and across the spectrum of land uses.

Industrial land pressures discussed here were not foreseen when the Planning District 4 SMPS was adopted. The availability, cost and location of industrial employment lands has changed significantly, and we believe, affirms that a substantial change in circumstance has occurred that warrants support for a Municipal Planning Strategy amendment.

#### **4.2 Rural Economic Development**

The Regional Municipal Planning Strategy (RMPS) supports the economic viability of rural communities within HRM. Policy EC-15 of the RMPS outlines the specific strategies to implement the policy goals. Policy EC-15(g) states that “consideration shall be given to creating opportunities, including appropriate zoning, to direct rural businesses to locations within designated growth centres and between centres where appropriate.” The draft Regional Plan also speaks to the importance of rural industry. Policy HC-9(b) states that the draft RMPS supports “working landscapes, including those supporting agriculture, forestry, fishing and rural industries.” Given the enabling policy contained in the SMPS (referenced above in Section 2.0), and these specific regional policy considerations, we believe, that the location and nature of the industrial use proposed can be supported through an SMPS amendment.

#### **4.3 Amendment Criteria and Site-Specific Conditions**

Surrounding the site are several existing industrial, institutional and commercial parcels. Business operations include automotive repair, personal services (hair stylist, physio and massage therapy), a childcare centre, a church, and an automotive parts store. This

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<sup>3</sup> *ibid.*

range of land uses demonstrates that the area is not exclusively residential and the addition of a small-scale industrial use would not disrupt the community in a significant way. A distinctive element related to this site is that it was used to store roof shingle waste; we understand that a large section of the land may be contaminated from this waste and it is therefore not currently suitable for residential development. Our access to historical property records is limited; we are unable to provide further detail on property's history and prior ownership.

Planning District 4 SMPS includes evaluation criteria that Council shall use when considering SMPS amendments. The table below provides our response to these criteria.

Planning District 4 Enabling Policy IU-4	
Criteria	Response
The proposal will not adversely affect nearby land uses by virtue of noise, traffic generation, dust smoke odor, and/or vibration.	The proposed use will not generate excessive noise, traffic generation, dust, smoke, odors or vibration. All noise-generating operations will be conducted indoors. Our client indicates that there will be one other staff person onsite during business hours which will not generate significant amounts of employee traffic.
The use is adequately separated and screened from any nearby residential and community facility uses or lands which could become potentially developed for residential or community facility purposes.	The site is over 70 acres. The building where operations are proposed is approximately 250 metres away from the nearest residential lot line. An adjacent automotive repair business located at 1536 Prospect Rd is less than 50 metres away from the nearest residential lot. The existing tree cover that separates the proposed industrial operation from the residential lots will be maintained.
The scale and appearance of the development be consistent with the surrounding area.	The operation will not be visible from Prospect Road due to the existing tree cover and the distance the buildings and lay down will be set back from the road. The proposed use is not an intense or obnoxious industrial use and will only involve maintenance and repair of company machinery and vehicles.
The industrial operation shall not require access through a residential area.	As mentioned above, the site is surrounded by multiple zones including residential, industrial and commercial. Site access is proposed adjacent to a

	<p>commercially zoned property located at 1568 Prospect Road. The ~20m frontage at this location will allow for a substantial buffer between the driveway and the residential lot to the north at 1562 Prospect Road to mitigate any impact. We believe that this access scenario provides a reasonable balance between allowing our client to access the property for his business's operational needs and mitigating impacts on the surrounding property owners.</p>
<p>The use can be serviced with an on-site sewage disposal system and does not involve the use of dangerous chemicals or produce wastes that can contaminate soils, watercourses, or ground water resources.</p>	<p>An on-site sewage disposal system will be utilized. Any use of chemical and waste will be properly contained and disposed of as per applicable guidelines.</p>
<p>The impact of the industrial use on the existing road network in terms of traffic generation and vehicular and pedestrian safety.</p>	<p>This proposed industrial use would generate a low volume of traffic (less than 10 vehicle trips per day) and there is minimal pedestrian infrastructure surrounding the site. We do not believe this proposal would have a significant impact on the road network or pedestrian safety.</p>
<p>The hours of operation of the facility.</p>	<p>The hours of operation would be from 7AM to 6PM, Monday to Friday.</p>

## 5.0 Impact on Local Community and the Broader Region

We believe the location of the proposed industrial use would not cause significant disruption or change in the community. The range of commercial, industrial, and institutional uses surrounding the site already contribute to the non-residential business activity occurring in this area. Our client operates a business that offers a valuable and in-demand service with HRM's construction industry. His business, however, requires a facility that can accommodate maintenance and repair of larger vehicles and machinery. The operational requirements do not necessarily require serviced industrial land, and the rural setting is suitable for the nature of the work. Enabling a small-scale industrial use at this location will support the rural economy and bolster the regional economy by permitting our client to continue to operate his business within the region.

## 6.0 Conclusion



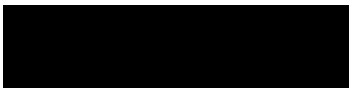


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The Planning Area 4 SMPS contemplates future industrial uses in the Residential B land use designation if an appropriate location and use would not cause undue conflict with existing residential uses. We believe that this proposal meets the criteria set out in Enabling Policy IU-4; a small-scale industrial operation that includes storage as well as vehicle and machinery maintenance and repair will not cause excessive noise, fumes, or disruption to the surrounding community. All maintenance and repair operations will occur inside of a building therefore any potential impact will be contained within the proposed building.

Pressures on the full spectrum of land uses have dramatically changed since the adoption of the SMPS. The 2020 Industrial Employment Lands Strategy demonstrates that industrial land availability and therefore costs are impacted by a multitude regional factors including permissive industrial zoning and near build out of existing serviced industrial lands. We believe this change in circumstance as well as the various items discussed above provide a strong rationale for an SMPS Amendment and Development Agreement.

We trust the enclosed materials satisfy the application requirements and we look forward to working with Staff, Council and members of the public throughout the application process. Should you have any questions, require clarification or have comments regarding this application, please do not hesitate to contact the undersigned.



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