

Halifax Regional Municipality **Bayne Street Land Use Study**

FINAL REPORT

prepared by:

ekistics
planning & design

in association with:

**LAND DESIGN ENGINEERING
SERVICES**

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TERRAIN GROUP INC.



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HALIFAX REGIONAL MUNICIPALITY:
Bayne Street Land Use Study

FINAL REPORT

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Chapter

1

1.0 Introduction

This report documents the findings of the Bayne Street Land Use Study on behalf of the Halifax Regional Municipality (HRM). The central thrust of the project was to engage a public participation strategy to realize the most suitable development configuration for the Bayne Street area. The public involvement process, which was a significant component of the project, resulted in the development of three potential land use scenarios for the lands, and it has also established a level of communication between HRM and the public in this part of Halifax that did not exist prior to the project.



The objectives of the study were to:

- develop a transparent and accessible participatory strategy to ensure that development proceeds with community support;
- respond to site engineering and environmental constraints to create a development framework which is realistic and feasible;
- elicit and respond to community goals for the project;
- provide a 'vision' for the project which conveys development potential, expressed in three different options; and

- compare the development options using a logical, defensible approach.

This report outlines the course of the project, summarizes the public involvement sessions, presents the development scenarios that evolved from the public process, and presents a comparative evaluation of the three different options.

1.1 History of the Property

Like most urban waterfront related parcels, this area of Halifax has seen some significant land use transitions throughout its 200+ year occupation; the area has seen four primary uses since it was first developed in the mid 1800s. The area has served as an access to the peninsula via Barrington Street and the CN rail line, a landfill site, a waterfront industrial area, and a residential neighbourhood known as Africville.

While much of the property's history can be tied, in some way, to waterfront related industrial activity (wharves and container piers, rail, City dump, etc.), its most memorable (and contentious) use was that it was home to the community of Africville. Africville residents were relocated and the community was dismantled as part of an urban renewal program in the late 1960s. Since that time the community has "spiritually and symbolically resisted burial" (Clairmont, 1992). The first documented land transaction in Africville was in 1848 by William Brown and William Arnold and the first reference to "Africville" in the Minutes of the Halifax City Council was in 1867. The CN rail line expropriated land through the community in the 1850s and the City dump was relocated just west of Africville in the mid 1950s. Around this time there were about 400 residents of Africville (see Figure 1.2). In the late 1960s, Africville residents were finally relocated as part of the City's Urban Renewal program. The Mackay Bridge opened on July 10, 1970 and the approach roads and transportation infrastructure carved up much of the land into its present disjointed form. Seaview Park was officially opened in 1985.

The original 35 acre study area has expanded from the two parcels known as the Irving Property and the HRM land occupied by City Field and the former transfer station, to include the former dump site on the Basin, Seaview Look-off Park, the Bridge Commission lands in the area and the Provincial properties adjacent to the container terminal. The original area is approximately thirty-five acres.

The steep west facing slopes have limited industrial use, historically, to the flat areas at Basin level and to a large plateau that has housed Africville residents, the transfer station and, most recently, City Field.



Aerial Photo 1992



Aerial Photo circa 1960s

Four homes, once at the periphery of Africville, are still in use on Bayne Street and MacIntosh Street.

Figure 1.1. 1992 Aerial photo of property



Figure 1.2. 1964 Aerial photo of property overlain with current 2003 property boundaries



Chapter
2

2.0 Participatory Planning Approach



The planning process for the redevelopment of the Bayne Street area land necessitated a transparent and open public process. In response, the team undertook 4 public workshops, 5 meetings with HRM staff, and many individual one-on-one interviews. This report is just the beginning of the redevelopment planning for this part of Halifax. Future initiatives will need to continue the theme of inclusionary planning and design.

The participation process followed two paths. First, the team members met with HRM staff to assess project issues from the municipal point of view. Staff expanded the study area to include the commercial triangle between the Robie Street Extension, Lady Hammond Road and Bayne Street. Staff also asked that, while not part of the study area, we consider Seaview Park and the former Africville land use in any evaluation process.

Following the start-up meeting with HRM staff, we interviewed major stakeholders in the area including: the Bridge Commission (Steve Snyder), Robert Roy and Graham Pattison of Roycom Inc., Bill Campbell and Devery Corbin of The

Waterfront Development Corporation, Dennis Creamer and George Malec of the Halifax Port Authority, HRM Parks and Recreation Services staff Peter Bigelow and Jan Skora, the HRM Bicycle Transportation coordinator, Irvin Carvery, a representative of the Africville Genealogy Society, approximately twenty area residents and area building owners who participated in the four workshops and public meeting.

We completed a door-to-door canvassing of area businesses to distribute notice of the workshops and solicit input into the process. All of the area business operators are tenants and, as such, may have only a short-term interest in the area. Only two business operators from the area appeared concerned about any future land use options for the area. All of the area property owners were very interested in the process.

The participatory process used for this project is outlined further below.

2.1 Information Gathering

The first stage of the work involved a series of information gathering tasks, including review of zoning, servicing, traffic and transportation issues; bicycle and walking trail studies, and collection old maps and photographs. Base mapping for the study area was prepared with boundaries that extended beyond the specified limits to provide a greater site context. A three dimensional (3D) computer model was constructed, using base information, to understand the complex terrain of the property which is not readily apparent due to the multi-leveled transportation infrastructure. HRM's GIS database was acquired, and overlayed onto the digital terrain model.

A series of telephone interviews were conducted to assemble a working list of people who could be identified as stakeholders, and who would be interviewed at a later date.

2.2 Initial Design Charrette

The initial design charette was held on February 19th, 2003 at the staff training room at City Field on MacIntosh Street. The meeting was reasonably well attended (lists of participants at all charettes are included as Appendix C). We had originally intended this charette to serve primarily as an information gathering exercise for the study team. The base plans and graphic exhibits prepared for the meeting were successful in stimulating people's memories of what had been on the site, and their ideas of what ought to be there. The different base plans prepared by public groups (facilitated by team members) are included in Appendix A.

A synthesis of the plans, with the key common ideas, and specific individual ideas documented, is shown as Figure 2.1.



2.3 Design Workshop

This second workshop was held on Saturday March 1st, 2003. The work from the first charrette was reviewed, and we presented the synthesis plan, prepared from the table groups at the first meeting.



This meeting included many people who had not attended the first, and the discussion of the site background and base mapping was reviewed. This information, with the work from the previous workshop, attracted good discussion and interest, which resulted in several new plans, that were focussed on future land use. The plans are shown in Appendix A.

The project had grown in scope to encompass larger issues somewhat beyond what the terms of reference initially anticipated. Africville; the desire of local residents to continue to live here; regional transportation planning; and the concerns for a more efficient traffic network in the local area were driving the various plans. These issues are contentious because of the strategic location of the Bayne Street lands, and the leverage their disposition has over land use in the northern part of peninsular Halifax.

Land uses varying from single family residential, to port industrial, to a 100 series highway network were contemplated in the various plans being developed. The solutions to land use planning within the study area were co-dependent on the use of adjacent lands.

2.4 Synthesize the Public Input

We consolidated the ideas from the first three workshops into four plans for the area. We reviewed these four plans with the steering committee and agreed that three options could demonstrate the four concepts that had been developed. One of the concepts depicted a larger scale roads design that could be demonstrated on any one of the three land use options.

We reviewed the options with some of the same people already involved in the process, and to others who had only just found out about the project. This group included key stakeholders and decision makers, landowners, and public officials.

We then invited the public back to a drop-in working session, also at the City Field facility. This workshop advanced the first versions of the three general directions for the area plan and introduced some new ideas for consideration. As with the first two meetings, some new faces were present, and new ideas emerged that further solidified three different directions land use for the area could take.

2.5 Public Town Hall Meeting

The three land use options were advanced to a more formal state along with all of the background material assembled during the project, and the plans prepared by the public at earlier meetings, were presented at a Public Town Hall Meeting. Prior to the evening meeting, we maintained an afternoon “Open House” where people could drop in, talk about the project, and offer further comment and input. This was attended by a varying range of people, including senior HRM staff, public stakeholders new to the process, and the media.

The purpose of this meeting was to verify that we had “got it right” and to measure enthusiasm for the favored land use options. Although the options were well developed by this time, there were still minor changes and improvements required to satisfy a few items that were missed along the way.

The project findings, and the options that were developed are presented in more detail in chapters 3 and 4 respectively.

Chapter
3

3.0 What We Learned

The following is a summary of some of the individual concerns which will have a bearing on the future planning of HRM's property.

3.1 The Bridge

The final land swap between the Bridge Commission and HRM has not been completed. The Bridge Commission maintains road areas on HRM land and HRM maintains roads on Commission land. The Commission also has two old rail bridges that are part of HRM's regional rail system.



The Bridge Commission has one long range planning concern: that any area future land use plan allow for twinning the MacKay Bridge (west of the current bridge). At current growth rates, the bridges will reach capacity in fifteen or twenty years (about the year 2018 – 2023). The “front running” option for expansion of Halifax-Dartmouth Bridge capacity is to twin the MacKay and use the four additional lanes to separate regional traffic from local traffic. This new bridge would connect the 102 with the 107 bypass and

with the 103. This expansion will require the use of up to one hundred feet of Seaview Look-off Park. The Commission feels that planning for that expansion now could avoid problems in the future.

3.2 Fairview Cove Container Facility

The current planned expansion of the container facility includes extending the wharf face 1500 feet to the north and rehabilitation of approximately 25 acres around the former Halifax landfill site for related container handling. We sketched an expansion of the wharf that did not require bulkhead filling of the beach in front of the site of the former Africville Church. Mr. Creamer and Mr. Malec, of the Halifax Port Authority, thought the sketch plan was reasonable. We have shown that “sketched” container wharf expansion plan on each of the three evaluated area development options.



The Port Authority staff we interviewed are aware that the beach area behind the last three hundred feet of the proposed wharf extension is related to the Africville National Heritage Site.

Area residents were generally happy with the port as a next door neighbour. The exceptions to this are when a container is dropped in the middle of the night and when the trucks, waiting for the port, back-up along Bayne Street adjacent existing housing, sometimes as far back as Kempt Road, along Commission Street. All workshop attendees agreed that a container truck staging area should be constructed on Port lands to resolve this issue.

3.3 Irving Property

Two groups expressed a significant concern with the possible re-development of the Irving property, adjacent to the container facility, for residential use. Both the Port Authority and the Waterfront Development Corporation were concerned that adjacent residents could unreasonably restrict port activity. The basic principle at the root of their concern is that important water dependent port activity should not be restricted by water enhanced uses such as residential areas. Several workshop attendees also commented that the Port is the lifeblood of the Halifax economy and as such, must be protected for future expansion.

3.4 Residential

Potential developers for the Irving Property (the southern part of the study area) are aware that the Port would rather not have the Irving property developed as a residential site. However, their concern is that the current development opportunity in HRM is for residential use. Developers would need some guarantee of a similar opportunity in the near future to divert from their plan to develop the Irving property for residential use.



Area residents feel that the study area, with the exception of the portion of the Irving Property adjacent to the Container Port, is suitable for residential use. They are concerned that any new use in the area “respect existing residents”. This specifically means that residential development create a ‘neighbourhood’ and should not shade or infringe on existing residential properties.



There was an acknowledgement that the history of use of the lands might dictate how the land could be developed in terms of the environmental remediation required. This was most pertinent to the transfer station lands, but the concern extends to the City Field operation and the CN lands.

Two individuals expressed the opinion that none of the property within the study area was suitable for residential use based on the adjacencies of industrial activity and limited access highways. These people both acknowledged that the site along the Robie Street Extension was similar to the study area and was now fully, and successfully, developed as condominium and rental housing.

Several participants at the second workshop proposed residential development near the park. This idea was embellished at the third planning workshop. Residents suggested that this park was among the least used public spaces in HRM and that residential use may be an appropriate use for the land. We have included residential development within the park boundaries in each of the three evaluated development options.

3.5 Parks and Open Space

The importance of completing the regional trail through the site and increasing the use of Seaview Park, a national historic site, are the two open space concerns expressed during the planning process.



HRM staff and area residents who participated in this process are concerned that the regional trail be connected to any development on the site; planning for the site should allow for connections to regional trails proposed along the Bedford Basin, along Barrington Street and along the abandoned rail bed to Bayers Lake Business Park. The development of this area has the possibility of connecting two or three of the missing trail and bicycle route linkages in the area.

Residents wanted any residential development in the study area to be linked to existing schools, the regional trail system and to Seaview Park. Everyone felt that any development that could improve and increase the use of open space would be good.

All workshop participants felt that some commercial use adjacent to the park would be a good neighbourhood attraction. Examples used during the planning

process include: an “Irving Big Stop”, “A Tim’s”, “A Starbucks”, and a Container Port interpretive facility similar to the Vanterm interpretive facility in Vancouver.

Several residents introduced the idea that a bus stop and/or a ferry stop by the park could increase use of the facility.

Everyone felt that the park should be expanded to include the area now used for dog-walk parking, in front of the site of the former Africville Church.



3.6 Engineering Services Infrastructure

Water supply to the entire study area will generally not involve complex works or extraordinary costs. The elevation of most of the land is low enough that pressure will generally always be available, and the proximity to the north peninsula water storage on Robie Street adds security of supply. Development will always be asked to create looped water mains as part of any engineering design.



Storm sewers can be constructed separately from sanitary sewers here by the creation of new storm outfalls, and the use of some existing ones through the container pier land. There will always be the option of adding to the regional combined sewer load, but this is not a truly defensible engineering approach given the cost implications of treating and transporting combined sewer flow.

Sanitary sewage can be collected within the lands, and discharged to the open end of the interceptor tunnel that runs from MacIntosh Street to the Duffus Street pumping station. No direct drop into the tunnel is permitted. Connection to the tunnel is permitted at a point not far from the entrance to City Field. The location of the tunnel must always be taken into account when siting buildings or bridge footings.

3.7 Local Traffic Issues

There were several local traffic issues identified at the public meetings; all of which, we later found, are known to HRM Traffic Services.

There is a large volume of peak evening short-cutting routes on the peninsula from Lady Hammond Road, to MacIntosh to Bayne, and back out to the Kempt Road overpass at the Container Pier exit.



Trucks queuing to enter the Fairview Cove Container Pier use Bayne Street to line up for access from the gate can sometimes sit running back up onto MacIntosh, across Lady Hammond, and along Commission Street as far as Kempt Road.

Truck drivers bound for the container pier that know the line up location sometimes cut through residential and school areas on Lady Hammond Road so that they end up at the back of the line without having to turn around. The drivers do this instead of using the service road intended for truck use between the CN intermodal facility and the container pier.

There is no safe pedestrian route for children in the Bayne Street area to leave the area to walk to school. A lack of sidewalks on MacIntosh Street and Lady Hammond Road, and poor pedestrian walkways on the bridge over the Robie Street Extension, were cited as problems.

General access into the site is more or less limited to MacIntosh Street, unless vehicles take the Barrington exit to Seaview Park and come the long way down the Service Road, and back into the site from the west.

3.8 Regional Transportation Issues

The site is located at the entrance to the peninsula, at the point where both road and rail bifurcate to direct traffic to different parts of the City.

The site is located at the landfall of the bridge with the most travelling capacity from the Dartmouth side of the harbour, and the bridge that will one day experience the next impact of traffic expansion.

Long term plans for highway construction include a linkage from the MacKay Bridge to Highway 102 (the BiHi). Much of the organization for this to occur will happen on the study lands, or directly adjacent to them.

Truck traffic bound for the south end container pier may one day be directed down the railway cut to the south end, probably in assembled “convoys”. This assembly would take place on or near the study area lands.

Commuter rail may one day serve the peninsula from the Bedford - Sackville area; the project site presents a possible station location for North End access.

A square graphic with a dark red background. The word "Chapter" is written in white, sans-serif font at the top. Below it, the number "4" is written in a large, white, sans-serif font.

4.0 Land Use Options

The objective of this study was to develop, and evaluate, three options for development of the study area; the three options were developed with significant public input. As a result, there are no ideas in these options that have not been expressed publicly by participants in this process.

Between each of the workshops Ekistics Planning & Design, and the project team, condensed the ideas into graphic summaries and development options. We amalgamated the range of options into four plans. After reviewing the plans with HRM staff, it was obvious that the four plans could be combined to form three development options that reflect the full range of land use planning ideas.

The three draft ideas were explained and tested at the public open house and at the public meeting. All participants agreed that these three options accurately reflect the range of opportunity developed through the public participation process.

Participants in the Public Meeting also agreed that these three options accurately reflect the range of public input into ideas for future area land use.

4.1 Site Considerations

The study area is long, about two blocks in width, running north-south between the MacKay Bridge approach and the access road connecting Seaview Park, the former landfill site, and the Fairview Cove Container Pier.

The original study area is about 35 acres; approximately two-thirds of the land is in HRM ownership. (The three development options presented in this study have expanded the original boundaries to include pertinent land parcels and issues).

Access to the site is limited by the former CN rail yard lands, the existing CN spur lines to the west and by the bridge approach to the east.

The site has three distinct levels, each separated by escarpments of about two stories in height. Most of the study area sits above the container port and has a view over the port to the Bedford Basin to the North-West.

The former Halifax landfill site is required by the Port for container facility expansion. The expansion of the Port may depend on the feasibility of rehabilitating or circumventing the contaminated lands.

Participants at all workshops and meetings, as well as everyone interviewed, felt that the area of lowest elevation, adjacent to the container port, should be reserved for port related industrial activity.

4.2 Development Option 1

This option reflects the short term economic reality that residential use represents the highest value for land in this area. Option 1 uses all of the study area, with the exception of the lowest level adjacent to the container port, for residential use. The site is also shown developed as residential with the exception of two small picnic and look-off parks related directly to the regional trail system. The regional trail is aligned through the site. The end of Novalea Drive has been connected to the regional trail system and to public open space with a trail ending at the entry to Seaview Park.

A truck holding facility, similar to the truck holding facility at Hal-Term, is included adjacent to the waterfront commercial facility off the access road.

Seaview Park has been expanded to include the beach area in front of the site of the former Africville Church.

The Container Pier expansion is shown in a way that protects the beach and creates the possibility for a marina or ferry terminal.

All of the former landfill site not required for back-up land for the container pier is shown as a “green buffer” area.

This Plan illustrates the following new land use areas:

Residential (area a)	29 acres
Residential (area b)	11 acres
Port Industrial	6 acres
Truck Holding Area	3 acres
Container Handling	25 Acres
Seaview Park Expansion	4 Acres
Waterfront Commercial	3 Acres

4.3 Development Option 2

This option reflects the long term possibility that the Bridge will be twinned; coupled with the reality that residential represents the highest value for land in this area. Option 2 uses almost all of the study area controlled by HRM as well as some open space for residential use. Existing infrastructure, such as Barrington Street, is also used for residential development.

The truck holding facility, similar to the truck holding facility at Hal-Term, is included on the Irving Lands and expanded commercial is shown on the harbour side of the existing access road which has, in this option, become Barrington Street.

Seaview Park has been expanded to include the beach area in front of the site of the former Africville Church.

The regional trail is aligned through the site and the end of Novalea Drive has been connected to the regional trail system and to public open space with a trail ending at the entry to Seaview Park.

The Container Pier expansion is shown in a way that protects the beach in Seaview Park and creates the possibility for a marina or ferry terminal.

Lands of the former landfill site not required for back-up for the container pier are shown as a “green buffer” area.

The traffic plan indicated by this option, could have been shown on the other two options. The proposed traffic plan is basic:

- Barrington Street is aligned along the existing service road and is connected to the Bedford Highway; this re-establishes the historic route to Bedford as a four-lane divided street (a real waterfront boulevard).
- The rail spur serving the multi-modal facility is moved to the water side of the new Barrington Street.
- Robie Street Extension is extended to meet, at grade, with the new Barrington Street.
- Windsor Street is also extended to meet, at grade, with the new Barrington Street.
- Joseph Howe Drive can also be linked to Barrington Street at grade.
- The Bridge approach would be elevated and would extend into, or over, Joseph Howe Drive to link with Highway 102.

The advantage of this traffic option is that a significant amount of new land becomes available for residential and industrial use in much the same way that the removal of the Cogswell interchange frees land for CBD use.

This plan also increases the value of the industrial and commercial area. The Bedford Highway to Barrington Street connection becomes one of the main routes onto and off of the peninsula. All commercial and residential uses would have a Barrington Street address on one of the highest traffic volume streets in the City.

Seaview Park reclaims a Barrington Street address and becomes one of the most accessible open spaces in HRM.

All of the proposed residential land use is situated between existing park and existing residential use, and therefore enhances both those uses by connecting them.

Port industrial reserve is expanded and the concern of residential adjacency is minimized.

This Plan illustrates the following new land use areas:

Residential	45 acres
Port Industrial /Commercial	25 acres

BAYNE STREET

Land Use Base Plan - Concept 1

Halifax, Nova Scotia

April 2003
1m Contours
Scale: 1" = 200'

Prepared by:
ekistics
planning & design



**Commercial &
Industrial**



Container Pier
Expansion

Truck
Hold
Area

Commercial
Industrial

Port Related
Industrial

Expand
Park

Residential
Green Buffer

Robie Street

Regional Trail

Seaview Park

Link Nova Lea
to Park

BAYNE STREET

Land Use Base Plan - Concept 2

Halifax, Nova Scotia

Prepared by:

ekistics
planning & design

LandDesign Engineering
John Zuck & Associates



April 2003

1m Contours

Scale: 1" = 200'



Future Bridge
Twinning

Barrington St.

Seaview Park

Marina

Container Pier
Expansion

Commercial

Residential

Green Buffer

Novalea Dr.

Truck
Hold
Area

Commercial

Regional Trail

Robie Street

Commercial

Commercial &
Industrial

Robie St.
Connector

Port Related
Industrial

Barrington St.

Kempf Rd.
Extension

Cemetery
Expansion

Possible truck
link to to South
End Port lands

Windsor St.
Extension

Link to
102 Highway

Joe Howe dr.

BAYNE STREET

Land Use Base Plan - Concept 3

Halifax, Nova Scotia

April 2003
1m Contours
Scale: 1" = 200'

Prepared by:
ekistics
planning & design



Container Pier
Expansion

Marina

Expand Park

Seaview Park

Link to
Novalea Dr.

Comm.
Truck
Hold
Area

Green Buffer

Residential
Green Buffer

Commercial
Industrial

Regional Trail

Robie Street

Port Related
Industrial

Lady Hammond
Rd.

Robie St.
Connector

Kemph Rd.

Windsor St.

Joe Howe
Dr.

Truck Holding Area	3 acres
Container Handling	25 acres
Seaview Park Expansion	4 acres
Waterfront Commercial	3 acres

4.4 Development Option 3

This option reflects the concern that, in the long term, port industrial use is one of the main economic engines for HRM. Option 3 reserves the entire study area for port related industrial and commercial use.

In this option, the site is developed as residential with the exception of two small picnic and look-off parks related directly to the regional trail system.

A truck holding facility, similar to the truck holding facility at Hal-Term is included adjacent to the waterfront commercial facility off the access road.

Seaview Park has been expanded to include the beach area in front of the site of the former Africville Church.

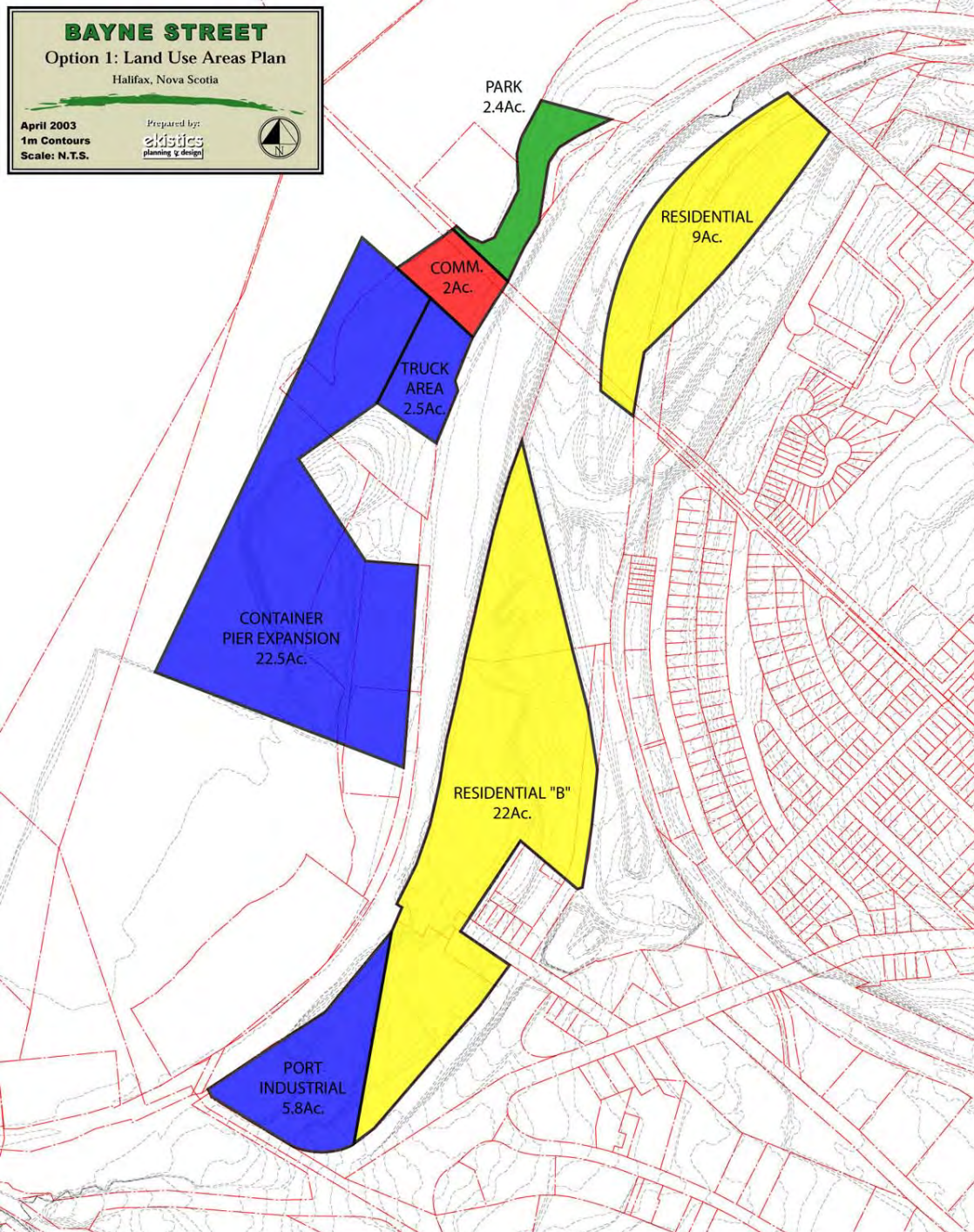
The regional trail is aligned through the site and the end of Novalea Drive has been connected to the regional trail system and to Seaview Park with a trail ending at the park entry.

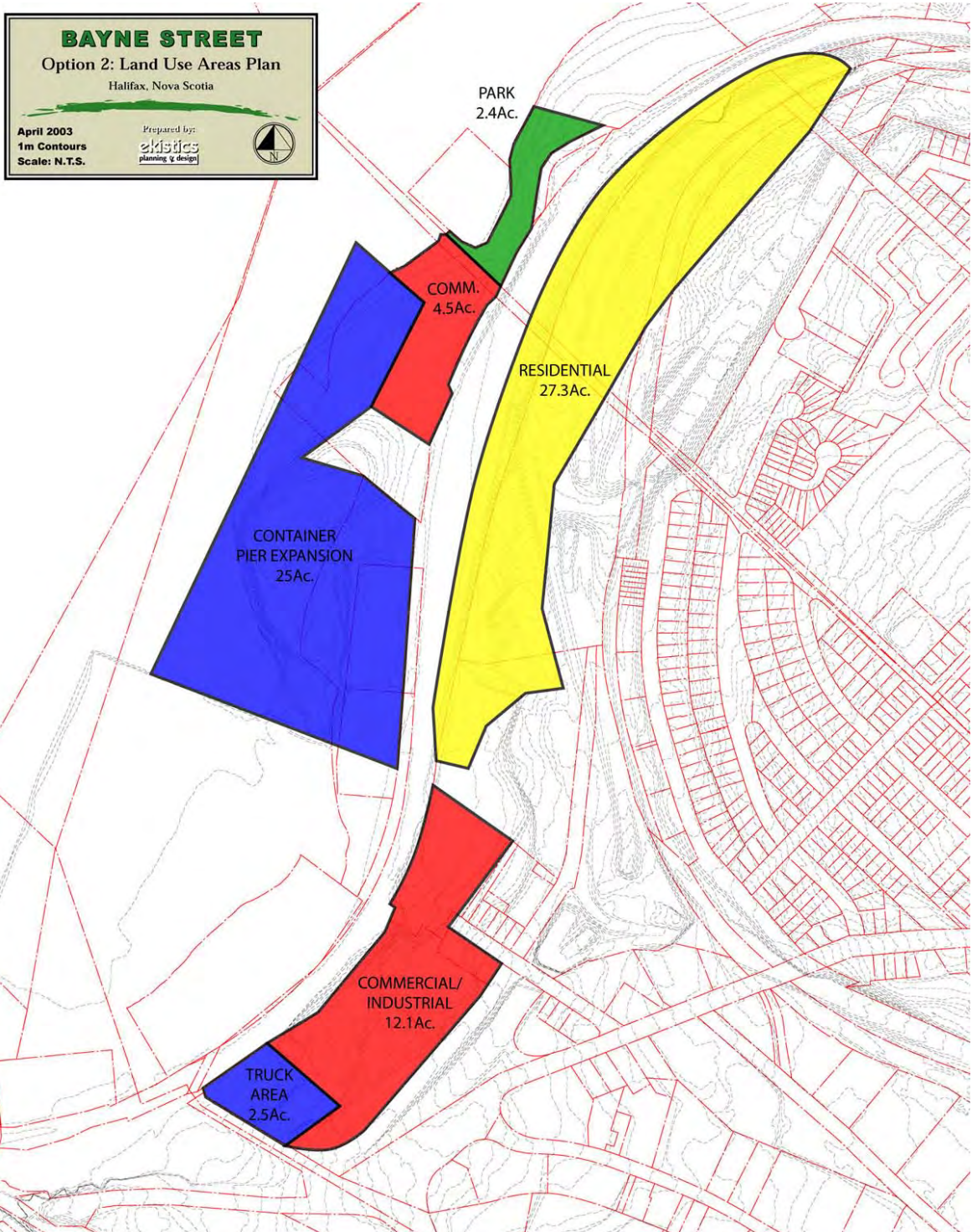
The Container Pier expansion is shown in a way that protects the beach in Seaview Park and creates the possibility for a marina or ferry terminal.

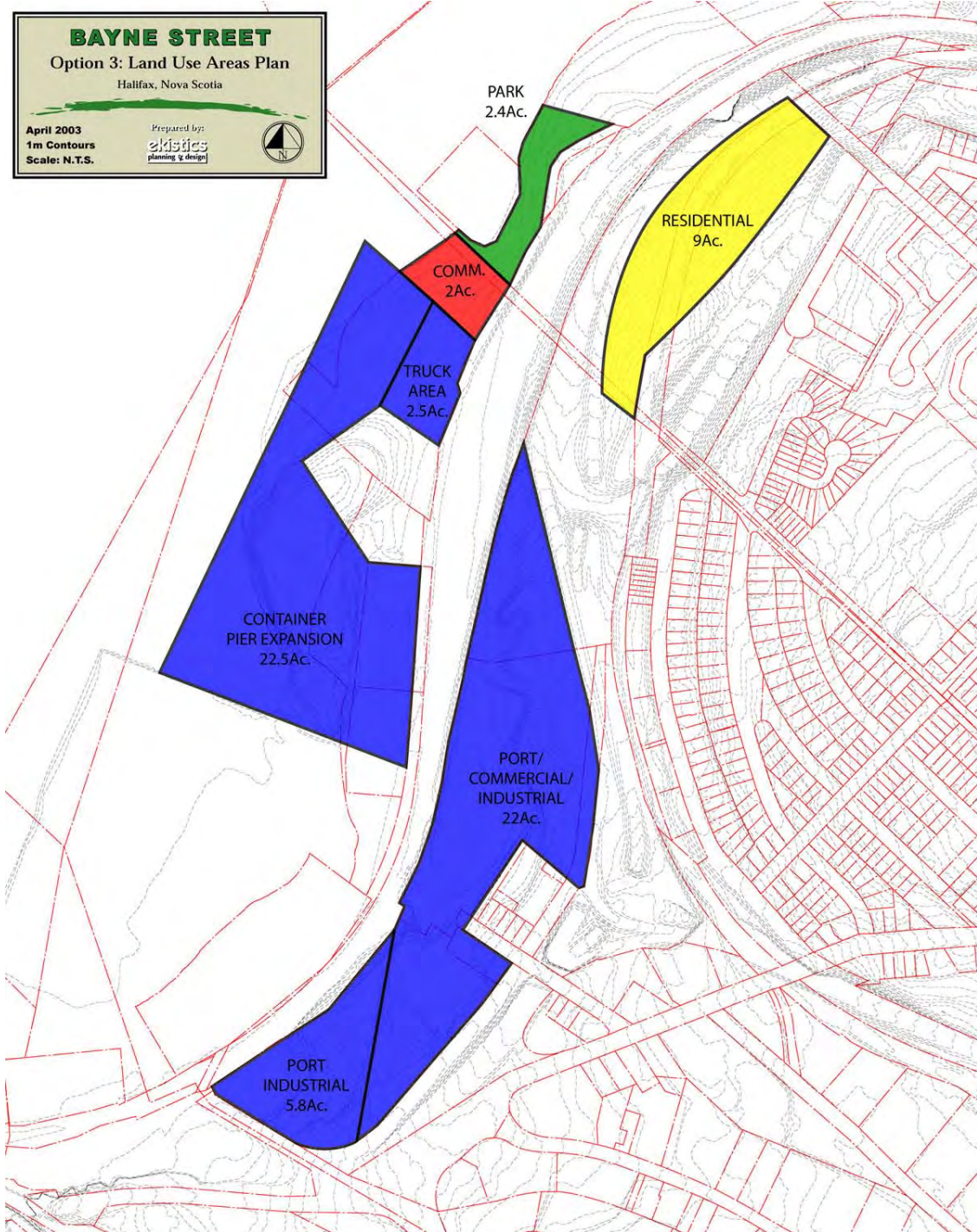
All of the former landfill site not required for back-up land for the container pier is shown as a “green buffer” area.

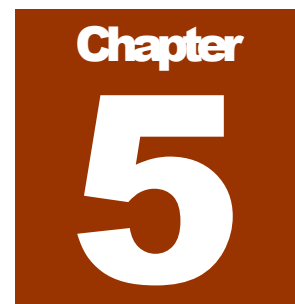
This Plan illustrates the following new land use areas:

Residential	11 acres
Port Industrial	35 acres
Truck Holding Area	3 acres
Container Handling	25 Acres
Seaview Park Expansion	4 Acres
Waterfront Commercial	3 Acres









5.0 Comparative Analysis

The chart on the next page compares the three Bayne Street land use concepts. Each concept is balanced based on qualitative differences under three categories:

- Infrastructure;
- Traffic and Transportation; and
- Planning Goals.

We also used approximate land use areas to compare the options in a quantitative way.

A three-part scale was used to compare the three concepts: neutral, some benefit or cost, and high benefit or cost. For benefit comparisons, green is neutral, light blue is some benefit and dark blue is significant benefit. For costs comparisons, green is also neutral, salmon is moderate cost and red is high cost.

This project is not intended to design, or provide cost estimates for required infrastructure; this evaluation is qualitative in nature.

	Concept 1		Concept 2		Concept 3	
	Cost	Benefit	Cost	Benefit	Cost	Benefit
Infrastructure						
Road	Yellow	Yellow	Red	Blue	Yellow	Yellow
Street	Red	Yellow	Red	Light Blue	Red	Yellow
Trail	Red	Yellow	Yellow	Blue	Red	Yellow
Sewer	Red	Yellow	Yellow	Yellow	Red	Yellow
Water	?	?	?	?	?	?
Traffic and Transport						
car	Yellow	Yellow	Red	Blue	Yellow	Yellow
bus	Yellow	Yellow	Red	Blue	Yellow	Yellow
truck	Red	Blue	Red	Blue	Red	Blue
rail	Yellow	Yellow	Red	Blue	Yellow	Yellow
ferry	Yellow	Yellow	Red	Blue	Yellow	Yellow
bike	Red	Yellow	Yellow	Blue	Red	Yellow
Planning Goals						
Residential	Yellow	Red	Yellow	Blue	Yellow	Light Blue
Commercial	Yellow	Yellow	Yellow	Light Blue	Yellow	Yellow
Industrial	Red	Red	Yellow	Light Blue	Yellow	Yellow
Recreational	Yellow	Yellow	Yellow	Light Blue	Yellow	Yellow
Legend						
Benefit		Blue				
		Light Blue				
		Yellow				
Cost		Red				
		Dark Red				

5.1 Option 1

INFRASTRUCTURE

Moderate investment is required with no measurable benefit or improvement to the capability of existing infrastructure.

TRAFFIC AND TRANSPORTATION

A small investment is required with the noticeable benefit being the removal of the waiting trucks from Bayne Street. More residential development on the peninsula would effect a very small reduction in traffic at the access points.

PLANNING GOALS

A small investment is required with the benefit being moderate increases to residential and port related commercial/industrial land.

This option requires little investment. The positive features are the addition of significant residential land on the peninsula; the negative feature is the limit that residential development places on port industrial and commercial expansion.

5.2 Option 2

INFRASTRUCTURE

Significant investment is required to upgrade infrastructure for this option; however, the HRM road, street and trail infrastructure would most benefit from Option 2.

TRAFFIC AND TRANSPORTATION

A large investment is required with significant improvement to regional and area traffic and transportation.

PLANNING GOALS

This scheme provides increases to both residential and port related commercial/industrial land.

Option 2 requires significant investment in new infrastructure. Positive features include: the solution of several current traffic and transportation problems, providing a prime Barrington Street address for Seaview Park and creating a new pocket of commercial land that can serve the port, the adjacent neighbourhoods and the region.

In this option, residential development over-looks green buffer lands: Barrington Street, and Seaview Park toward the Bedford Basin. Port activity is only minimally constrained by adjacent residential. An increase in residential and commercial land values with this option appear to best offset the infrastructure costs associated with this option. This is enhanced by the fact that parcels located on the 'right side of the way home' add value. The new corner sites created by the intersection of Robie Street extension, Windsor Street and Barrington Street would also be significant commercial sites.

5.3 Option 3

INFRASTRUCTURE

Moderate investment is required with no measurable benefit to existing infrastructure.

TRAFFIC AND TRANSPORTATION

A small investment is required with the only benefit being the removal of the waiting trucks from Bayne Street. There may be some negative impact on traffic

and transportation due to the addition of more employment rather than new residents on the peninsula.

PLANNING GOALS

A small investment is required with the benefit being moderate increases to residential land.

This option makes all of the existing industrial land available for port related industrial expansion; little new infrastructure is required. As with option two, the new residential development is not directly adjacent to the port activity. The residential area looks over Seaview Park; the container pier is not in the foreground view of the Bedford Basin.

The negative feature of this plan is the low value of the land as defined and the minimal addition to peninsula residential area. This scheme may actually add more jobs to the peninsula than it adds residents. As such, the impact on traffic and transportation for Option 3 may be negative.

5.4 Findings

The Project will result in an enhanced tourist destination and a cluster of residential, commercial, and office related activity. More broadly, the project will improve links between North End Halifax and significant transportation nodes, including Robie Street, and Barrington Street, as well as links with other areas of the Halifax Regional Municipality. These links will increase the value of the land and provide an increased range of daytime and evening time activities that become possible within various development scenarios for this area.

LAND SPACE

The development scenarios will better serve commercial, residential, and business uses, as well as tourism traffic under the three scenarios. This resulting development space, categorized by end use, is presented in **Table 1**.¹

Table 1: Land Area, by Category of Land Use, Bayne Street

Category of Land Use	Units	Scenario 1	Scenario 2	Scenario 3
Residential	ft ²	1,350,360	1,189,188	392,040
Commercial	ft ²	87,120	723,096	87,120
Industrial	ft ²	252,648	108,900	1,210,968
TOTAL		1,690,128	2,021,184	1,690,128

¹ Many of the measures used in this study are indicated in feet and/or meters. The conversion factor that has been applied is 1meter = 3.2808 feet and 1m² = 10.7636 ft².

As shown in **Table 1**, the project will add:

- 1.69 million square feet of land space (defined here to include office, commercial, and industrial space) under Scenario 1;
- 2.021 million square feet of land space under Scenario 2; and
- Scenario 3 provides 1.69 million square feet of land space.

BUILDING FOOTPRINT

The building footprints estimate refers to the available land area expected to be occupied by buildings. Our estimate of available building footprint area is provided in **Table 3**.

Table 3: Estimated Building Footprint Area, by Category of Land Use, Bayne Street

Category of Land Use	Units	Scenario 1	Scenario 2	Scenario 3
Residential	ft ²	472,626	416,216	137,214
Commercial	ft ²	43,560	361,548	43,560
Industrial	ft ²	126,324	54,450	605,484
TOTAL		642,510	832,214	786,258

Available building footprint area is based on assumed lot coverage of 35 per cent for residential. We applied a lot coverage proportion of 50 % for both commercial and industrial owing to the assumed need for ‘marshalling’ and parking area. These factors are loosely based on our knowledge of general zoning requirements and their practical application². Under these assumptions, Scenario 2 provides the greatest building footprint area, again due to a heavier concentration of commercial land.

BUILT FLOOR AREA

The estimated built area, or available floor area, is derived from the estimated building footprint (above) and a multiplier that is based on the number of levels that a commercial, residential, and industrial building might attain. Table 4 provides our estimates of available built floor area, by category of use, along with our assumed number of levels for each category.

Table 4: Estimated Built Floor Area, by Category of Land Use, Bayne Street

Category of Land Use	Levels	Units	Scenario 1	Scenario 2	Scenario 3
Residential	2.5	ft ²	1,181,565	1,040,540	343,035
Commercial	5	ft ²	217,800	1,807,740	217,800
Industrial	1	ft ²	126,324	54,450	605,484
TOTAL			1,525,689	2,902,730	1,166,319

² Commercial zoning allows for 100 % coverage, this is not practical due to the need to accommodate traffic and parking.

As shown, we have assumed that all residential property will be constructed so that on average, units are 2.5 levels (to account for some multiple unit dwellings). We have also assumed that commercial property will be constructed to an average of 5 levels over the total floor area, and industrial property will be constructed to an average of one level. Under these assumptions, Scenario 2 generates 2.9 million square feet of potential office space. For comparison purposes, Purdy's Wharf Tower I, Tower II and the Xerox Building provide 695,000 ft² of 'rentable' floor area.³ Residential space under Scenario 2 would also provide the equivalent of 416 individual homes of 2,500 square feet or 520 homes at 2,000 square feet.

S U M M A R Y I M P A C T S

From an economic standpoint, the financial transactions that occur in Nova Scotia's economic system in relation to this proposed development will arise on two levels; the one-time-only impacts during the construction phase, and ongoing impacts during the operations phase.

The challenge with identifying these economic events is that there are many economic agents involved in creating the final project outcome. These include the Halifax Regional Municipality and the many businesses that will invest and deliver on their part of the total development. The economic impacts from the proposed development arise as a result of spending on goods and services consumed during the construction phases, as well as expenditures made in relation to the operation of facilities. The goods and services include wages and salaries paid to workers employed during construction and operation, as well as a variety of project expenditures to service companies and suppliers.

Tracking the economic events is done through measurement/estimate of the revenue earned by the project, the number of jobs created (or maintained) as a result of the project, and the number of businesses supported either directly or indirectly by the existence of the facility. It also includes measurement of financial data on the range of expenditures made by the project itself, and those made by the businesses that derive some or all of their business as a result of their association with the new facilities comprising the development project.

The total impacts are the sum of the direct, indirect, and induced impacts including spending on property taxes, food, beverages, and concessions, parking, construction costs, ground transport including taxis, buses, etc. Revenue sources would also be included, such as revenue from leases/rental of space, parking, etc.

Operationally, and depending on the scenario selected, the multi-year project at full capacity will provide between 140 to 500 individual residential units.

³ www.oyp.com/pro-pro-details.cfm?propid=4C9CCF55-7BC8-4214-ACB7-940F4140F2C4&type=OYR

These impacts do not include other businesses that might lease space and conduct business from these new facilities.

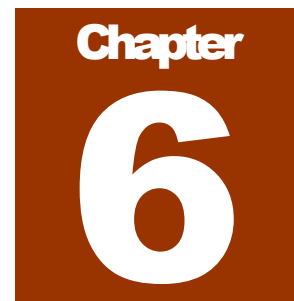
A final category of impacts includes several non-economic effects that should be considered. These include:

- Environmental impact, such as the many improvements to pockets of green spaces;
- Social impacts, including the improvement to the quality of life provided by access to a new and improved and increased access to the Bedford Basin; and
- Community influences, through the role of the development supporting such activities tourism events and linkages to other areas throughout the city.

The proposed development will not only attract economic activity as a result of the improved sites, the project will benefit local business clustered around the area through a general area-wide improvement. The development of the waterfront will attract tourists and local residents to shop, walk, and enjoy the redeveloped site. This increased traffic will undoubtedly benefit not only related businesses added on the waterfront, but also established businesses in other areas of HRM.

At full capacity, each of the three developments would generate significant economic activity. It is not clear, however, without a more in-depth study, the degree to which this economic activity is incremental (that is, how much of the project will generate new economic activity and how much will be competitive with other economic activity). While the per unit of floor area returns are in line with prevailing market conditions, the development's capacity to draw these rental ranges will depend on the characteristics and appeal of the final product.

Furthermore, we would caution against using this analysis as a standalone test of the suitability of the proposed development and the three possible scenarios. These comments should not be used to substitute for more rigorous financial analysis as the scope of the projects becomes more definitive. While financial and economic factors are important parts of the decision making process, these aspects do not offer much support to the determination of the appropriateness of a development. The work by Ekistics and other team members to assess the sites, and make recommendations in relation to social priorities is as critical as financial considerations in the overall success of the development.



Chapter
6

6.0 Conclusions and Recommendations

6.1 Conclusions

1. The lands owned by HRM are strategically placed to allow the Municipality to have a significant impact on future development directions.
2. Housing should be a component of any plan for the area; the housing area should be large enough to create a neighbourhood. The neighbourhood must be physically connected, for pedestrians, to adjacent neighbourhoods to the east.
3. Seaview Look-off Park should be largely converted to residential use. It must be physically connected to Seaview Park and to Novalea Drive.
4. The future bridge twinning will require a 100' Right-of-Way between the

existing approach and the Seaview Look-off land. HRM should preserve this corridor if housing is accommodated on the Seaview Look-off lands.

5. The regional trail and cycleway must be accommodated as part of any development proposal considered for future land in this area. The final configuration will depend on the configuration of future land developments in this area.
6. The lowest level of land adjacent to, and at the same elevation as, the existing container terminal should be reserved for port related commercial or industrial expansion.
7. There are significant opportunities to add value to the land through road, and related traffic improvements. It is very likely that a significant investment in road alterations will be required in any event, and they can provide a great secondary benefit if done with this in mind.
8. Sale of land should be delayed until road and traffic decisions are made.
9. The four families who continue to live in the area used to be part of a larger residential community – they cannot be overlooked when considering future land use for their community.
10. The residential project proposed for the Irving Lands is not the best use for that property. HRM, in association with the Halifax Port Authority (HPA), should try to negotiate a land transaction which could create a win-win situation for all interested parties.
11. The future expansion of the container pier must respect the Africville National Historic Site. There is an opportunity to create a significant water related anchor development behind the future pier expansion if the pier is configured with this in mind.

6.2 Recommendations

1. HRM should commission and lead a road and bridge approach rationalization study for this end of the Mackay Bridge approach. The study would look at the detailed traffic and planning implications which have been only cursory explored in option 2 of this study.
2. HRM should commission a more detailed feasibility study to evaluate the options presented in this report and those identified in the proposed bridge

approach rationalization study.

3. HRM should start the rezoning process for Seaview Look-off Park.
4. HRM should explore treating the Seaview Park residential development as a residential and open space design competition to ensure that only the highest quality development is located on this land. The development should make provisions for a portion of low income housing, regional trail connections and interpretation of Africville and other past land uses.
5. HRM should ensure that it has control of the prime commercial property prior to going public with this report.
6. HRM should meet with the HPA to address the marshalling of container trucks.
7. HRM should undertake environmental work, to determine the feasibility of remediation to reach the CCME standards for each proposed land use.
8. HRM should undertake archaeological work, focusing on Africville and the community known as « Around the Bend » to better document the history of the lands.
9. HRM should try to identify a municipally owned 'as-of-right' residential parcel which would allow a similar density as the Irving Property (for instance, the Cole Harbour Rehab Centre lands or similar). If this property could be used in-lieu, toward a market-based transaction for acquisition of the Irving Property, HRM could prevent its premature use as residential land in an area that should be preserved for Port industrial expansion and commercial use.
10. HRM should evaluate this property in the context of the regional transportation and planning objectives.
11. HRM should require that residential construction in this area (within 500m of Port industrial activities) be built to CMHC noise attenuation standards.
12. HRM should ensure that all municipal departments understand the importance of this area while evaluating future development scenarios in this end of Halifax.