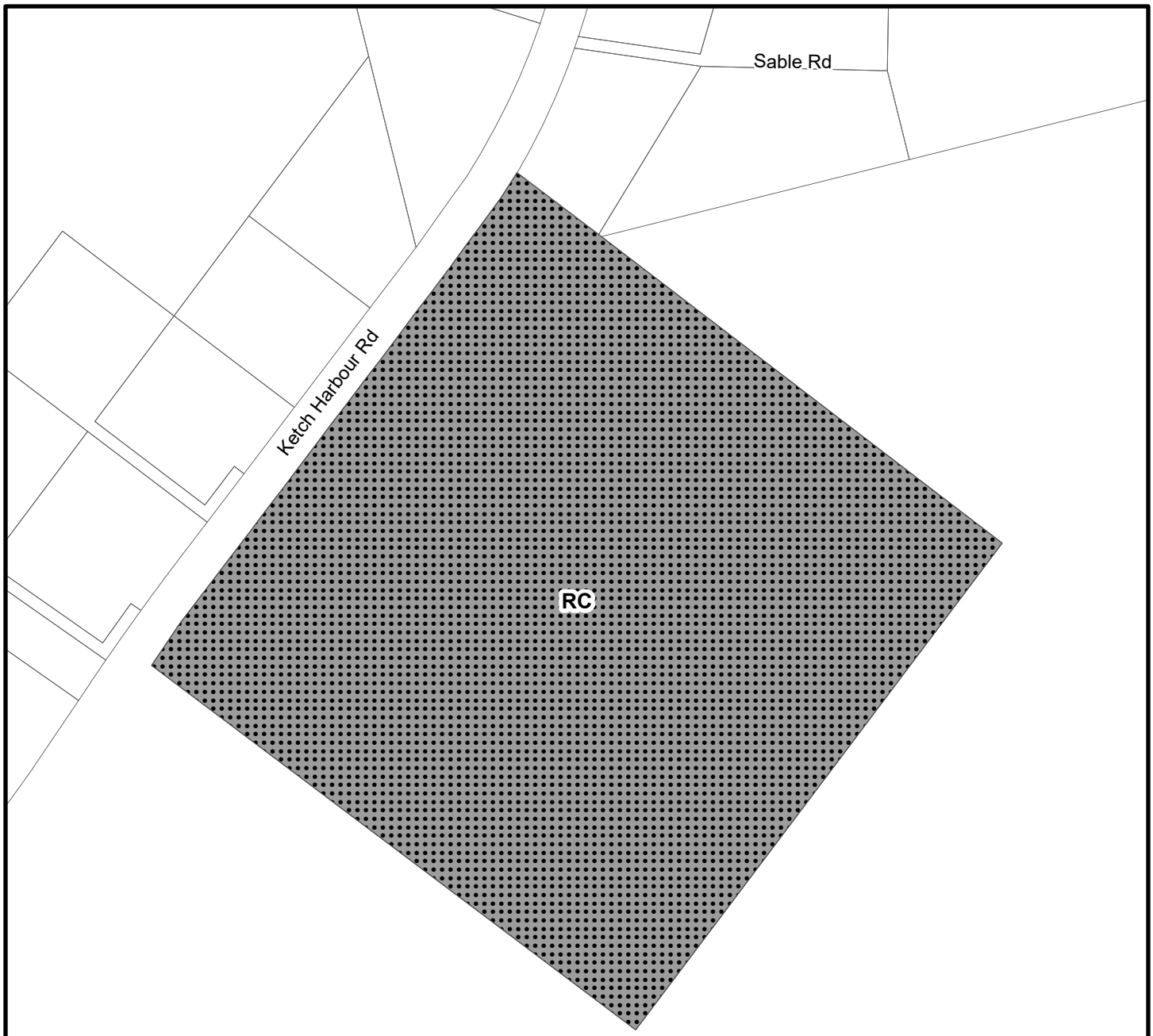
C027 – Case 22212 Lands on Purcell's Cove Road

Request from KWR Approvals Inc. on behalf of Tim Garrison and Patrick Henneberry to enable a 60-unit residential development and an adaptive reuse of the existing building for commercial and residential uses. Initiated by Regional Council on April 2, 2020.

Subject Site Details:

General Location	Just west of Ketch Harbour village, on south side of Ketch Harbour Road
Subject Site	PID 00391169
Size of Site	9.3 ha (23 ac)
Current Land Use(s)	Office
Surrounding Uses(s)	Low-density residential; Williams Lake
Service Area (per Schedule B, Regional Subdivision By-Law)	Single unit residential; undeveloped
Community Plan Designation	Chebucto Peninsula Municipal Planning Strategy: Rural "A" Designation
Zoning	Chebucto Peninsula Land Use Bylaw: UR (Urban Reserve Zone)
Regional Plan Designation	UR – Urban Reserve
Existing Planning Policy Considerations	Regional Plan: • Under the Regional Plan, the lands are designated Rural Commuter, which envisions a rural pattern of development, and calls for focusing growth within centres and controlling growth outside of those centres. • Under the Planning District 5 MPS and LUB, there are as-of-right options to subdivide the subject site given the size of the property and its frontage along Ketch Harbour Road. Larger scale residential subdivisions are enabled on the subject property through the Conservation Design policies. There is also policy support to consider the reuse of the former telecommunications facility and subdivision for residential uses.
Regional Plan Review Considerations	• The level of residential density requested is higher than the Regional Plan envisions for rural communities outside of growth centres. • There are opportunities for appropriate adaptive reuse and alternative housing forms under existing policy. Staff have advised the applicant to pursue adaptive reuse of the existing building under the existing policies. • Proposed housing units (estimated): 40 units (as proposed by KWR Approvals, 1.7 units/acre)
Recommended Approach	**Regional Plan Phase 4: Draft Regional Plan** • On January 25, 2022, Regional Council directed staff "to continue to assess request C027 (1246 Ketch Harbour Rd) as part of the ongoing Regional Plan Review." • Per this direction, staff will continue to examine opportunities for this site in Phase 4.

	• As part of this review, staff anticipate proposing a regionwide policy to encourage adaptive reuse of existing buildings in rural areas. The future Rural Planning Framework will consider opportunities for a range of housing forms in rural communities.



C027, 22212 - 1246 Ketch Harbour Road, Ketch Harbour

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HALIFAX

Regional Plan

Subject Area

Regional Plan Generalized Future Land Use Designation

0 20 40 60 80 100 m

This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the Regional Plan.

The accuracy of any representation on this plan is not guaranteed.

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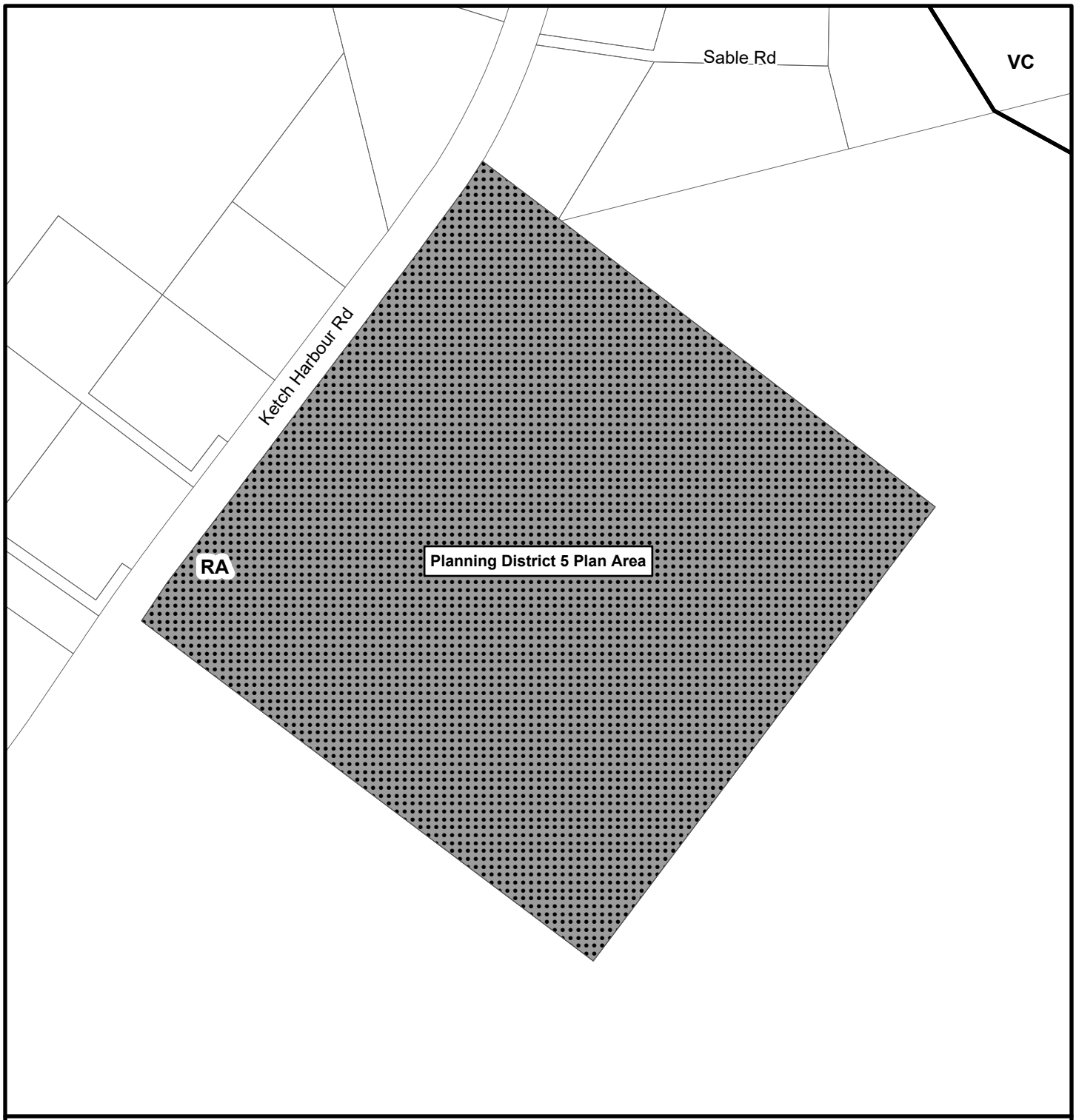

C027, 22212 - 1246 Ketch Harbour Road, Ketch Harbour

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HALIFAX

0 20 40 60 80 100 m

Generalized Future Land Use

- Subject Area
- Plan Area
- Designation
- Urban Service Area

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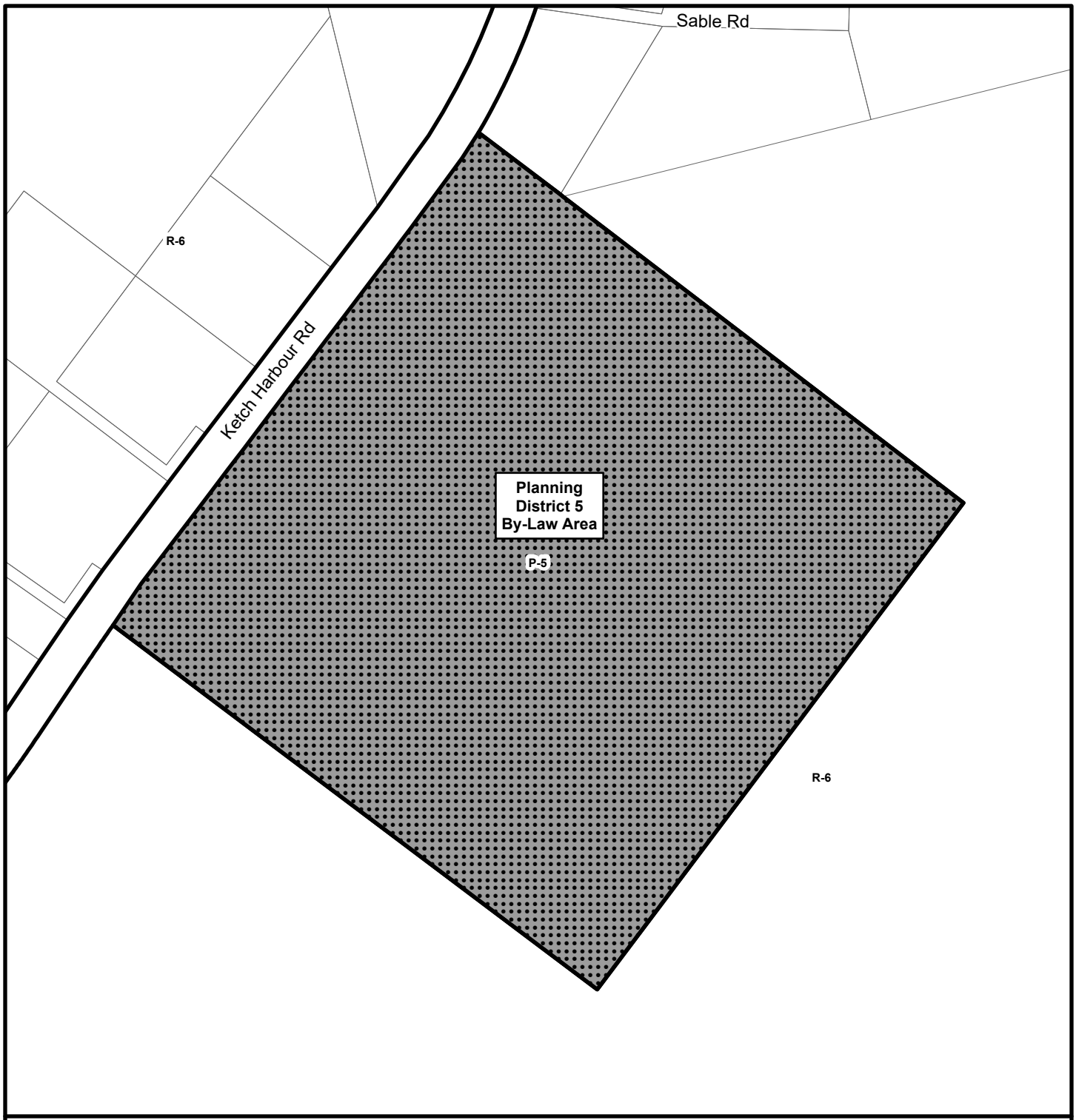

C027, 22212 - 1246 Ketch Harbour Road, Ketch Harbour

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0 10 20 30 40 50 m

Zoning

- Subject Area
- By-law Area
- Zoning

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

The accuracy of any representation on this plan is not guaranteed.

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C027

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 7.1.2
Halifax Regional Council
April 2, 2020

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed by
Jacques Dubé, Chief Administrative Officer

DATE: February 6, 2020

SUBJECT: **Case 22212: Amendments to the Regional Plan and the Municipal Planning Strategy for Planning District 5 (Chebucto Peninsula) for 1246 Ketch Harbour Road, Ketch Harbour**

ORIGIN

Application by KWR Approvals Inc. on behalf of Tim Garrison and Patrick Henneberry

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter (HRM Charter), Part VIII, Planning & Development

RECOMMENDATION

It is recommended that Halifax Regional Council refuse to initiate the process to consider amendments to the Regional Planning Strategy and the Municipal Planning Strategy for Planning District 5 (Chebucto Peninsula) to enable a 60-unit residential development and an adaptive reuse of the existing building for commercial and residential uses at 1246 Ketch Harbour Road, Ketch Harbour.

The following motion is provided for Council's consideration to carry out the recommendation above:

Motion: That Regional Council direct the CAO to maintain the current Regional Municipal Planning Strategy and MPS for Planning District 5 (Chebucto Peninsula).

BACKGROUND

KWR Approvals Inc. on behalf of Tim Garrison and Patrick Henneberry is applying to amend the Regional Municipal Planning Strategy (RMPS), the Planning District 5 Municipal Planning Strategy (MPS) and Land Use Bylaw (LUB) to enable a 60-unit residential development including the adaptive reuse of an existing building at 1246 Ketch Harbour Road, Ketch Harbour (Attachment A). This proposal cannot be considered under existing MPS policies and, therefore, the applicant is seeking amendments to the RMPS, MPS and LUB to enable the proposal.

Subject Site	1246 Ketch Harbour Road, Ketch Harbour (PID 00391169)
Location	South west of the Ketch Harbour village centre
Regional Plan Designation	Rural Commuter
Community Plan Designation (Map 1)	Rural "A" (RA) under the Planning District 5 (Chebucto Peninsula) Municipal Planning Strategy (MPS)
Zoning (Map 2)	P-5 (Special Facility) under the Planning District 5 (Chebucto Peninsula) Land Use Bylaw (LUB)
Size of Site	9.29 hectares (22.96 acres)
Street Frontage	304.8 metres (1,000 feet)
Current Land Use(s)	Vacant
Surrounding Use(s)	Immediately abutting the property are vacant lands. Across the street and further to the north and south-west of the property are low density residential uses. Further south of the subject property is a research facility.

Proposal Details
The applicant proposes to amend the RMPS and Planning District 5 (Chebucto Peninsula) MPS and LUB to enable a 60-unit residential development with a market focus on retirees and the 55+ age group and 1,500 square feet of commercial space at 1246 Ketch Harbour Road, Ketch Harbour (Attachment B). The applicant has indicated that they are exploring different layouts and mixes of residential units, but the major aspects of the concept are as follows:

- Enable a residential density on the site of 6.5 units per hectare (2.6 units per acre);
- Enable the adaptive reuse of the former 9,000 sq. ft. telecommunications building for 4 residential units, 1,200-1,500 square feet of common amenity space, and 1,500 square feet of office or retail commercial space; and
- Enable a residential subdivision comprising 5 new lots fronting Ketch Harbour Road, each with a duplex dwelling, and a condominium development on the remaining lands comprised of a mix of 10 bungalows, 8 duplexes and 20 townhouse units all with a market focus on retirees and 55+ age groups.

Applicant Rationale
The applicant has provided the following rationale in support of the proposed amendment(s):

- The property is relatively large and the applicant's engineering consultants indicate the well, sewage disposal and traffic capacity on the lands can support the proposed 60-unit development;
- P-5 zoning reflects a use that no longer exists and is therefore no longer appropriate for the site;
- Policies within the MPS recognise the housing demands at the time the plan was adopted, which was predominantly single unit dwellings to accommodate families. The demand in Ketch Harbour and the surrounding community for transitional residential development is growing;
- The site is unique to the community in terms of its size, direct road frontage along Ketch Harbour Road and the existing 9,000 square foot building;
- The reuse of the site for an enabled 16-unit residential development is not the most suitable use of the lands given its size and location along a transportation corridor; and

- Reuse of the site for 16 residential units will not meet the demand for alternative transitional housing in the community.

Attachment A contains the applicant's application letter.

Property History and Compliance Case
In 1959, the Federal Department of Transport expropriated the subject lands to develop a remote receiver site. The building on the subject site was originally constructed for a federal telecommunications facility. The C-5 zoning was applied to the subject property as well as four other properties in the plan area to reflect its existing use at the time bylaw was approved.

Staff conducted a site visit on August 30, 2019 and became aware that the building is occupied. Compliance officers confirmed that there are residents living in the building illegally and an order to comply has been issued to the property owners.

Policy and LUB Context
Development on the subject property is enabled by policies and regulations under the Regional Municipal Planning Strategy (RMPS), Regional Subdivision Bylaw (RSBL), Planning District 5 (Chebucto Peninsula) Municipal Planning Strategy (MPS), and Planning District 5 Land Use Bylaw (LUB).

Regional Plan Context
The subject property is located within the Rural Commuter Regional Plan Designation and is not within a Rural Growth Centre. The Rural Commuter Designation and Growth Centre policies manage growth by focusing higher densities within the centres and controlling development outside the centres. In addition, the RMPS policies intend to maintain rural character and mitigate concerns relative to increased sprawl, impacts on groundwater and soils for on-site services, increasing infrastructure costs and a loss of open space. Current policies provide as-of-right options to subdivide the subject site under the RSBL given the size of the property and its frontage along Ketch Harbour Road. Larger scale residential subdivisions are enabled on the subject property through the Conservation Design policies, which require clustering development and maintaining most of the property as open space in order to maximize the amount of naturalized land and retain the desired rural character of development.

Community Plan Context
When the MPS and LUB were adopted in 1995, the subject property was zoned P-5 (Special Facility) to reflect the existing use of the building as a telecommunications facility. The P-5 Zone permits research and telecommunications facilities, existing dwellings, conservation uses and limited institutional uses. While the P-5 Zone is enabled through the Conservation Designation of the MPS, the subject property is designated Rural A, which intends to continue to support residential development and enable consideration of general business uses.

Although there is policy support to consider the reuse of the former telecommunications facility and subdivision for residential uses, amendments to the RMPS and MPS are required to enable the density and unit mix proposed by the applicant.

DISCUSSION

The RMPS and MPS are strategic policy documents that set out the goals, objectives and direction for long term growth and development in the Municipality. While the RMPS and MPS provide broad direction, Regional Council may consider RMPS and MPS amendments to enable proposed development that is inconsistent with its policies. Amendments to the RMPS and MPS are significant undertakings and Council is under no obligation to consider such requests. Amendments should only be considered within the broader planning context and when there is reason to believe that there has been a change to the circumstances since the RMPS and MPS were adopted, or last reviewed. Staff provide advice on these matters based on

its best professional opinion and Council has full discretion to determining the outcome of any application for amendments.

Review
Staff have reviewed the submitted rationale in the context of site circumstances and surrounding land uses. and advise that the proposed density contradicts the Regional Plan. The plan was last updated in 2014 and another review of the Regional Plan is forthcoming. However, based on the recommendations of recent priorities plans endorsed by Council (i.e. the Integrated Mobility Plan and Green Network Plan), the Regional Plan review is unlikely to recommend increasing development opportunities for higher residential densities outside the Rural Growth Centres. While it is acknowledged that the existing zoning is not reflective of the use currently contained on the property, the designation applied to the site by the Municipal Planning Strategy is consistent with extensive portions of the surrounding community.

It is staff's opinion that there have been no material changes since adoption of the RMPS and MPS that would warrant amendments to the existing policies to enable the scale and intensity of the proposed development. Staff support consideration of the development of the site and the adaptive reuse of the former telecommunications facility through the existing enabling policies.

Enabled Development Options
In other cases where Council has initiated site-specific plan amendments for the adaptive reuse of existing buildings, there were very few policy and regulatory options available to consider the appropriate reuse of the buildings. However, while no policy or regulations exist to allow the residential density and subdivision proposed by the applicant, existing RMPS and MPS policies do provide for redevelopment of the site and reuse of the building in a less intense form. Existing policy options are as follows:

Reuse of the Existing Building
Policy RA-4 of the MPS allows for consideration of commercial uses to a maximum of 5,000 square feet through an amendment to the LUB and rezoning to the C-2 (General Business) Zone. The C-2 Zone permits conversion of existing commercial structures to a multi-unit residential dwelling of up to 4 units. Therefore, the proposed conversion of the former telecommunications facility to a mixed-use building with 4 residential units and 1,500 square feet of general commercial space may be considered under Policy RA-4. No RMPS or MPS amendment is required to allow this component of the current application.

Residential Subdivision
Policy RA-2 of the MPS establishes the R-6 (Rural Residential) Zone. Therefore, low density residential, limited commercial and home business uses may be considered at the subject property through rezoning the lands to the R-6 Zone. Two-unit dwellings or duplexes are permitted under the R-6 Zone. The subject property is large enough and has sufficient frontage for an as-of-right subdivision. Based on a preliminary review of the LUB and Regional Subdivision Bylaw (RSBL), the subject property may be eligible for up to 7 lots with a total of approximately 16 units, if a portion of the property containing the existing building were rezoned to C-2 and the remainder rezoned to R-6. The lot yield and maximum number of residential units can be confirmed upon a detailed review of a subdivision plan and a planning application to rezone the lands.

Conservation Design Development
The Regional Plan enables consideration of a Conservation Design Development on the lands pursuant to policies S-15, S-16 and S-17. As the property is located outside a Rural Growth Centre, a maximum density of 1 unit per hectare of net developable area may be considered for a Low Density Classic or Hybrid Conservation Design Development. The proposed residential development is at a density of approximately 6.5 units per hectare of gross area, which is significantly more than what the RMPS supports.

Appropriate Density and Housing Form
Infill development along Ketch Harbour Road and adjacent to the subject site has occurred within the last 15 years with single unit dwellings constructed on many of the lots. Staff advise that the proposed density of 6.5 units per hectare and housing mix with townhouses is not consistent with the rural village character

of the existing low-density rural neighbourhood. The proposed density, housing type, and number of dwellings on the property introduces a suburban form of development to the community. Staff also advise that the scope of the proposed development exceeds what is provided for in the RMPS and local MPS for rural unserviced areas and areas outside the Rural Growth Centres.

It is acknowledged there is a need for alternative housing forms in the community. However, staff advise that the density (up to 16 units) and housing forms (4-unit apartment, single unit and two-unit dwellings) enabled under existing policies are more consistent with surrounding development patterns. Multiple unit dwellings are not generally supported within the plan area, except for the internal conversion of existing commercial buildings to a limited number of units. Townhouses are also not supported because, when the plan was adopted, residents expressed preference for single unit and two-unit housing forms to maintain the rural village character of the community.

Staff acknowledge the developer's good faith intent to design and market the residential development to retirees and the 55+ age group. However, HRM does not have the authority to limit potential owners and tenants by age group or employment status. Accordingly, the staff assessment of this application is based on its potential occupancy as open-market housing without limitation by age or employment status.

Protection of Open Space
Conservation Design policies enable larger scale residential development but limit density to protect open space and environmental features. The proposed concept plan shows infill development along Ketch Harbour Road and development behind the existing building that occupies the majority of the subject lands. While the applicant has noted in their application that they are exploring different layouts and mixes of residential units, staff advise that any unit mix at the proposed density, including the concept shown in Attachment A, would not adequately preserve open space on the lands.

Conclusion
Staff have reviewed the submitted rationale and proposed amendments in the context of current planning policy and site circumstances. It is recommended that Council refuse to initiate the request for the following reasons:

- The proposed density and unit mix are in contravention of the Regional Plan and Planning District 5 MPS direction for rural un-serviced areas;
- Policies already exist that enable consideration of the appropriate adaptive reuse of the former telecommunications facility and a residential subdivision along Ketch Harbour Road;
- The subject property is located outside a Rural Growth Centre, where higher residential densities are not encouraged;
- The proposal does not enable adequate protection of open space;
- The proposed density and unit mix would introduce a suburban housing form and deter from the rural character of the existing low-density rural community; and,
- The site is also eligible for a Conservation Design Development which would better protect open space and environmental features on the property.

Amendments to the RMPS and MPS should only be considered within the broader planning context and when there has been a change to the circumstances since the plans were adopted or last reviewed. When Council adopted the Regional Plan in 2006 and its review in 2014, planning policies established where and how growth should occur in the municipality in the interest of public safety, environmental protection and minimising infrastructure costs. The request contradicts the RMPS as a density greater than what the policy permits is being proposed. Furthermore, the intent of the Rural A Designation is to enable the reuse of existing commercial buildings while maintaining the low-density village character of the area. Staff advise that there has not been a change that merits the proposed RMPS and MPS amendments and the intent to strategically direct growth inside Rural Growth Centres should be maintained.

COMMUNITY ENGAGEMENT

Should Regional Council choose to initiate the MPS amendment process, the HRM Charter requires that Regional Council approve a public participation program. In February of 1997, Regional Council approved a public participation policy which outlines the process to be undertaken for proposed MPS amendments which are considered to be local in nature. This requires a public meeting to be held, at a minimum, and any other measures deemed necessary to obtain public opinion.

No engagement is being proposed, as staff are not recommending initiation of the proposed plan amendment. If Council chooses to initiate amendments, staff would recommend that Council follow the 1997 PP policy adopted by Council.

Amendments to the RMPS and Planning District 5 (Chebucto Peninsula) MPS will potentially impact the following stakeholders: developer and surrounding land owners.

FINANCIAL IMPLICATIONS

Should Regional Council deny the request to amend the Regional Planning Strategy and the Municipal Planning Strategy for Planning District 5 (Chebucto Peninsula), as per the recommendation, there will be no cost to HRM. Should council choose to proceed with the amendments, the costs associated with processing this planning application can be accommodated within the approved 2019-2020 operating budget for C310 Urban and Rural Planning Applications.

RISK CONSIDERATION

There are no significant risks associated with the recommendations contained within this report. This application involves proposed MPS amendments. Such amendments are at the discretion of Regional Council and are not subject to appeal to the N.S. Utility and Review Board. Information concerning risks and other implications of adopting the proposed amendments are contained within the Discussion section of this report.

ENVIRONMENTAL IMPLICATIONS

Existing policies intend to protect open space and mitigate impacts to environmental features. The proposed density is beyond what our policy allows as the policies aim to maintain most of the property as open space and maintain the rural village character of the community.

ALTERNATIVES

1. Regional Council may choose to direct the Chief Administrative Officer to initiate the RMP and MPS amendment process and follow the public participation program for municipal planning strategy amendments as approved by Regional Council on February 27, 1997. A decision of Council to initiate a process to consider amending the Regional Municipal Planning Strategy and Planning District 5 (Chebucto Peninsula) Municipal Planning Strategy is not appealable to the NS Utility and Review Board as per Section 262 of the *HRM Charter*.

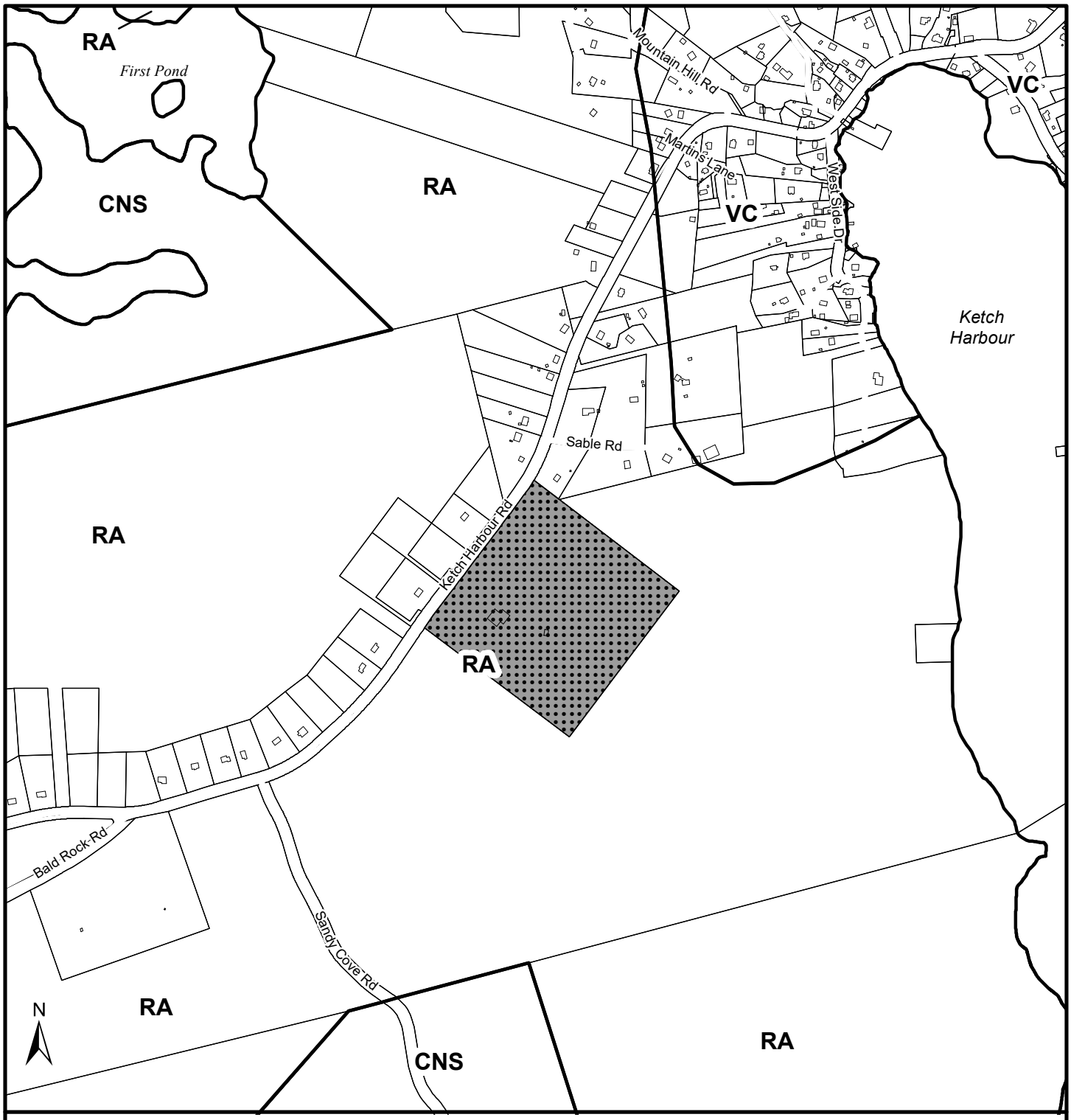
2. Regional Council may choose to initiate the consideration of potential policy that would differ from those outlined in this report. This may require a supplementary report from staff.

ATTACHMENTS

Map 1:	Generalized Future Land Use
Map 2:	Zoning
Attachment A:	Application Letter
Attachment B:	Preliminary Concept Plan

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by:	Stephanie Salloum, Planner III, Rural Policy and Applications, 902.490.4223
Report Approved by:	Steve Higgins, Manager of Current Planning, 902.490.4382
Financial Approval by:	Jane Fraser, Director of Finance, Asset Management & ICT, 902.490.6308
Report Approved by:	Kelly Denty, Director of Planning and Development, 902.490.4800



Map 1 - Generalized Future Land Use

1246 Ketch Harbour Rd,
Ketch Harbour

HALIFAX

0 100 200 300 m

Subject Property

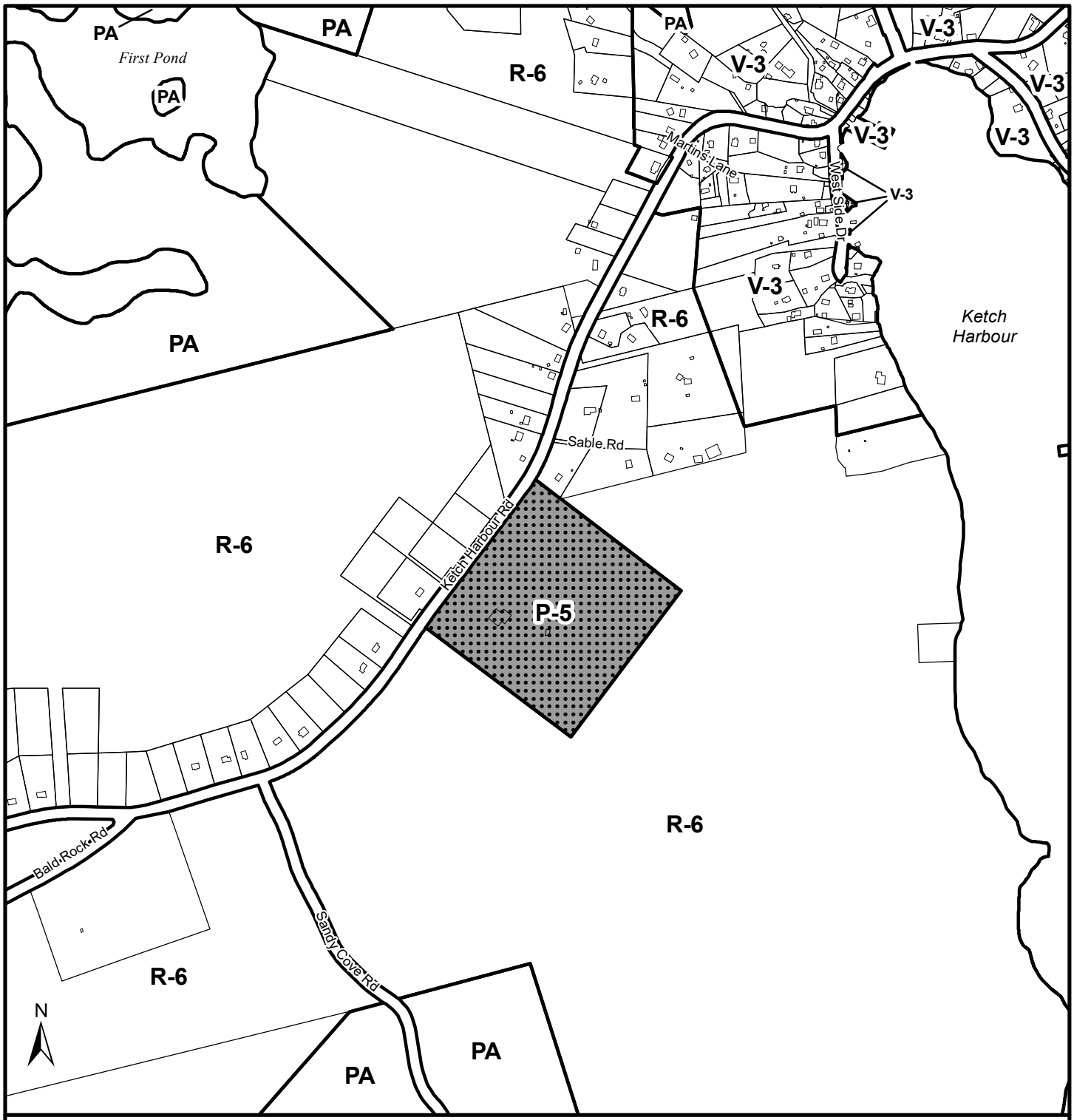
Designation

VC	Village Centre
RA	Rural A
CNS	Conservation

This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the plan area indicated.

The accuracy of any representation on this plan is not guaranteed.

Planning District 5
(Chebucto Peninsula) Plan Area



Map 2 - Zoning and Location

1246 Ketch Harbour Rd,
Ketch Harbour

HALIFAX

0 100 200 300 m

Subject Property

Planning District 5
(Chebucto Peninsula) Plan Area

Zone

R-6	Rural Residential
V-3	Ketch Harbour Village Centre
P-5	Conservation
PA	Protected Area

This map is an unofficial reproduction of a portion of the Zoning Map for the plan area indicated.

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Attachment A

Forever Green Estates Inc.
A Transitional 55+ Residential Community
Ketch Harbour, HRM

MPS Amendment Application to HRM

Tim Garrison & Patrick Henneberry
Developers

KWR Approvals Inc.

Applicant & Planning Application Manager

August 18, 2019

DELIVERED VIA EMAIL:

Ms. Stephanie Salloum
Planner III | Rural Policy & Applications
Current Planning I Planning & Development
Halifax Regional Municipality
PO Box 1749
Halifax, NS B3J 3A5

Dear Stephanie:

Re: CASE NO. 22212 - Review of Site Specific Planning Amendment (SSPA) to MPS & LUB for 22.96 acre property at 1246 Ketch Harbour, HRM (PID No. 00391169) for re-development of 55+ Transitional Living Community known as '***Forever Green Estates' – Planning Rationale Letter.***

To follow up recent discussions please find further information for the re-development project known as **Forever Green Estates** and specifically the Planning Rationale behind the SSPA.

KWR Approvals Inc. (KWRA), as you are aware, has been retained by our clients Timothy (Tim) Garrison and Patrick (Pat) Henneberry to review development options and approaches to achieve a higher/better use for this 22.96 acre property with an existing 9,000 sq. foot building on-site (former telecommunication centre).

Thank you for your March 26, 2019 letter and recent correspondence outlining additional information required regarding this SSPA application and responding to KWRA's February 1st, 2019 formal submission. Our February 1st, 2019 SSPA submission was the outcome of the original September 6, 2017 Letter of Planning Opinion (LOP). Our clients and their Professional Development Team (PDT) have been working on the re-development of this property for approximately two years.

As indicated in the original February 1st, 2019 SSPA submission our client and Professional Development Team (PDT) has completed various technical studies for a 60 units residential redevelopment of this land parcel including traffic, groundwater assessment and on-site servicing. The analysis proved positive and therefore whether traffic, on-site servicing and groundwater, we now are confident the land can support **Forever Green.** Given the size of the property at 1,000,138 square feet and significant road frontage with no stop sighting concerns, these findings are not surprising.

We appreciate the intent and spirit around the Regional Plan and its goals/objectives as they relate to residential development in un-serviced areas. The overall regulatory and policy framework of the Regional Plan and their local accompanying MPS make sense in regards to residential development in underserviced areas often characterized as rural. To amend the Regional Plan and the local MPS for that matter we respect must be done with caution, for good reasons and with sound planning principles. The overriding principles behind the 'Forever Green' submission is our clients Tim Garrison/Pat Henneberry own a very large property at 22.96 acres that was zoned many years ago Special Facility (P-5) zone to reflect the Federal Government's use of the site and the 9,000 square foot building on it for telecommunications.

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The Federal Government is <u>no longer is utilizing</u> the property nor the 9,000 square foot building on-site.

Our clients who grew up and have deep roots very close to Ketch Harbour strongly believe there is a current and growing demand for transitional 55+ residential development in Ketch Harbour and surrounding community. ***'Forever Green Estates'*** will meet an existing and growing need in the community for other forms of non-single-family residential development such as duplexes, semi-detached, bungalows and townhouses. KWR Approvals Inc. currently has planning applications for similar type transitional 55+ residential developments in other rural to semi-rural communities of HRM such as Hammonds Plains, Lake Fletcher (Fall River) and a pending one for Soldier Lake of Perrin Drive (Fall River).

In many instances the MPS for these communities were created in the 1990's when the predominant housing stock was single family homes to accommodate families/parents growing up in the community in their 30's and 40's. Fast forward 25+/- years from the 1980's/1990's and many of these families and households in Ketch Harbour and similar communities, no longer have children living in the household, the parents are near retirement, in retirement or wishing to downsize from a residence that was designed for family of 3-5. The downsizing to a more modest home as people become older is not a new trend, but Nova Scotia/HRM with one of the oldest populations in Canada/North America is seeing this accelerated. The apartment boom in the Larry Uteck/Clayton Park West area although catering to many demographics has a strong market for retirees and 55+ age group who have sold their home and wish to rent an apartment versus buy another residence and be closer to the city. There are however other retirees and 55+ that grew up in the Hammonds Plains, Fall River, Lake Fletcher, Ketch Harbour/Sambro communities who want to move back to their childhood home or downsize from an existing larger house now that they are empty nesters. Forever Green would be rental units.

Currently in the Chebucto Head, Sambro and Ketch Harbour area there is no development such as Forever Green that provides this type of housing opportunity whether smaller bungalows, townhouses or duplex for 55+ transitional living residents. In reviewing Table 4 (page 10) of the Municipal Planning Strategy (MPS) for Planning District 5 (Chebucto Peninsula), 85% of the housing stock is traditional single unit and 5.2% is two or multiple unit. This trend has continued over the past quarter century with no developments or housing stock to accommodate the transitional 55+ residential market.

The Municipal Planning Strategy (MPS) for Planning District 5 (Chebucto Peninsula) as a core document incorporated in February 1995 nearly a quarter of a century ago (24.5 years), could not have envisioned this current housing need for the community, changing demographics/housing requirements of residents or that such a large existing property with a 9,000 sq. ft telecommunication use would cease to exist. The Chebucto Peninsula MPS for a rural community would not in 1995 have created provisions for an adaptive reuse of this 9,000 square foot telecommunication building within the subject 22.96 acre property if it ceased to operate.

It is fair to say that often change is more rapid in more dense urban areas of cities or a 9,000 square foot building in the urban core ceasing operational would not stand out the same as a rural or semi-rural property. This 9,000 square foot building and 22.96 acre property is one of the largest buildings in the community and an adaptive re-use to find the highest/best use for this former telecommunication facility for this P5 (Special Facility) zone property makes sense. Adaptive re-use of such properties and buildings is the nature of neighbourhoods, communities, villages and towns particularly over a generational period (25-30 years). The MPS Policy RES-9A outlines the intention of Council to consider the adaptive reuse for the former Telegloble Canada satellite receiving station in Harrietsfield. The question is whether Forever Green Estates a 60 unit residential development is a reasonable and appropriate adaptive reuse in 2019 as part of the Ketch Harbour community.

The MPS page 50 highlights the intent behind the Residential & Village Centre Designations including the Rural "A" Designation that applies to Ketch Harbour. These sections of the MPS are highlighted as follows in green.

Chebucto Peninsula MPS (Land Use Intent), Page 50

The Residential Designation has been applied to the developing residential corridors along the Old Sambro Road, Ketch Harbour and Herring Cove Road, and Purcell's Cove Road, and includes lands within the communities of south Harrietsfield, Williamswood, Herring Cove, Fergusons Cove, Halibut Bay, Bear Cove, Portuguese Cove, and Sambro Head. The intention in the Residential Designation is to encourage and protect a low density residential environment in developed areas, as well as to promote such an environment in undeveloped areas included within the Designation.

The Village Centre Designation has been applied to the village centres of Harrietsfield, Sambro, Ketch Harbour and Herring Cove. The intention of the Village Centre Designation is to promote a community focus. Within the Designation, individual village centre zones have been established for each village, reflecting community differences between the distinct villages of the Plan Area. A wider range of uses is permitted within this Designation then in the surrounding Residential Designation. In Sambro, the fishing industry and traditional rights to most land uses are supported. The Herring Cove Designation focuses on the special character and heritage of the village, including its fishing tradition and architecture. In the Harrietsfield Village Centre, the development of a community and commercial service centre is supported. In Ketch Harbour, community and local commercial uses are supported.

The Rural "A" Designation has been applied to the outlying areas of Ketch Harbour, Long Cove and Sambro Creek, as well as in the area of Duncans Cove. While residential development is the primary form of land use, the Rural "A" Designation provides support for home occupations, small-scale resource uses and recreation uses. In addition, there are provisions within the designation to accommodate general business uses.

The site itself is unique to the community when considering a combination of its size, significant direct road frontage on the main highway in the community (Highway No. 349/Ketch Harbour Road) and a large 9,000 sq. foot building that is no longer being used. Appreciating the 1995 Chebucto MPS and the 2006 Regional Plan, there are however circumstances and potential developments which as a result of circumstances, community desire and or need warrant consideration of amendments and other discretionary planning applications.

There are similarities between Forever Green (PID No. 0039166 at 1246 Ketch Harbour Road) and 90 Club Road. Both are zoned P-5, fall within the same Regional Plan designation and local MPS and have a large existing building on site that was used for another use. The MPS does not provide an enabling policy to adaptively reuse a former special facility building.

One main difference is with the larger 9,000 square foot existing building on 1246 Ketch Harbour Road there is simply not the market demand for the entire building to be utilized completely for commercial, office or institutional. The 1995 Chebucto MPS would not have 24 years ago envision that the former land use would have ceased and that a 22.96 acre property with a 9,000 square foot redundant building would become available for consideration for other uses. After two decades they sort of issues arise in most communities and MPS are not static documents that need to evolve with no only changing circumstances on land within the communities but societal, demographic and socio-economic shifts in the community and market place.

After over two years of reviewing the re-development of this property, we have come to the conclusion that an adaptive reuse of the 9,000 square foot of the former telecommunication building and 22.96 acres of land for 15+/- units is simply not the highest and best use of such a large developable parcel on the main transportation route in Ketch Harbour. Most importantly it would not provide the critical scale necessary to meet a growing demand in the community for alternative, affordable transitional living accommodations for residents search for non-single family ownership options as they retire and/or wish to downsize.

A 60 unit residential development on 22.96 acres is only 2.6 units per acre and detailed investigation by our engineering team ABLE Engineering clearly highlights on-site septic approaches can handle this density.

- 9,000 sq. ft. building. Our clients in their market research believe there is a demand for a small satellite pharmaceutical/drugstore/medical clinic in the area in 1,000 – 1,500 sq. ft. There is also a serious lack of rental options in the community and this building renovated would be ideal for accommodating seven (7+) apartment units. It is an intelligent adaptive reuse of a former telecommunications building and meets community needs. Unlike 90 Club Road there is simply not the demand for extensive commercial uses in this community/location that are not already being met.

- Acknowledging Policy S-17(e) allows a maximum of 20 dwellings units on a private driveway and the current maximum density would be nine units, we would like to discuss this further in regards to layout, a public street, a public street extension to the 9,000 sq. ft. building and or condominium option.

The SSPA application in creating a 60-unit residential development focused on transitional living for those 55+ meets a current and growing need in the Ketch Harbour and surrounding community for non-single family home housing stock such as bungalows, semi-detached, duplexes, apartment units and town homes. ***'Forever Green Estates'*** proposes to offer this diverse mixture of housing types within its property.

In preparing this Planning Rationale, significant focus was given to the 2014 HALIFAX Regional Municipal Planning Strategy and the 1995 Chebucto MPS/LUB.

THE PARTICULARS OF THE AMENDMENT BEING REQUESTED

Attached is the full SSPA submission and application for application ***'Forever Green Estates'*** along with various technical studies.

Forever Green Estates (Forever Green) is the name of the proposed mixed-use development of bungalows, townhouses and semis designed as rentals for retirees and 55+ wishing to transition into more modest smaller sized housing alternatives within an overall neighbourhood and community. As highlighted in Appendix C, ABLE Engineering Services Inc. has provided a couple of initial subdivision design approaches with two and three cul-de-sacs. The property owners' preference is to create a two-cul-de-sac transitional living community for residents to interact not only in the neighbourhood, but also the overall community by being in close proximity to the Ketch Harbour Village Centre. Some particulars are as follows:

- ✓ 60 maintenance-free residential living units housed in approximately 31 units. The initial design includes the following, but clients are open to different approaches in consultation with HRM:
    - 4 (two-unit) duplexes with direct access onto Ketch Harbour Road,
    - 1 (two-unit) duplex with access internally on entrance to the P-Loop,
    - 8 (two-unit) duplexes on P-Loop,
    - 4 (three-unit townhouses) on P-Loop,
    - 2 (four-unit townhouses) on P-Loop,
    - 10 bungalows on the P-Loop,
    - 4 (1,500 square foot apartments) in the existing 9,000sq. ft. building,
    - 1,500 square feet of office/commercial space in the existing 9,000 sq. ft. building.

- ✓ The existing 9,000 sq. ft. building on site would be converted to have a 1,200 – 1,500 sq. ft. community common room for birthdays, anniversaries, crafts, etc. for residents of Forever Green and residents of Ketch Harbour and the general community. This building was originally used for telecommunications by the Federal Government.

- ✓ The community building would also provide the opportunity for a satellite pharmacy/medical clinic, offices, retail seafood outlet and other businesses currently not found in the community or Village Centre.

- ✓ 60 bungalows, semis, townhouses at one to two stories would be similar in look, height and scale to the existing residential housing stock in the community to ensure a rural community feel.

- ✓ The density of 60 residential units on 22.96 acres of land ranges from 2.6 units per acre, which is a very modest density.

HOW THE REQUESTED AMENDMENT ALIGNS WITH THE REGIONAL MUNICIPAL PLANNING STRATEGY

The HRM Regional Municipal Planning Strategy (Regional Plan) designates Ketch Harbour area as a Rural Commuter Centre.

- Section 1.3 Objectives Settlement and Housing (page 11) of the Regional MPS sections 4 (a) to (f) outlines six goals for the designing of communities. This includes attractive healthy places to live, protect neighbourhood stability & revitalization, preserve environmental/cultural features and (f) provide housing opportunities for a range of social and economic needs and promote aging in place. ***Forever Green Estates*** would meet a current and growing societal/community need in the Ketch Harbour and surrounding communities by providing diverse, accessible and supporting affordable housing options (Clause 7.) to empty nesters, retirees and for the most part older members of the community who no longer wish to live and take care of larger single family dwellings which is the overwhelming housing stock in this area. With 90%+ of the housing stock in Ketch Harbour and nearby communities single family housing, there is a **significant shortage** of alternative housing options that ***Forever Green Estates*** can address while respecting and maintaining the integrity of the rural community (Clause 4.) The development's only proposed four apartment units which is also a community need would be located within the well-known and established 9,000 square foot building on-site. The remaining residential units are in one or two storey high buildings comprised of duplexes, townhouses and bungalows. The rural style, modest size and design of these non-single family homes **would be in keeping with the rural character or Ketch Harbour**. Taller and larger executive style townhouses and duplexes found in other more urban communities were purposely not envisioned for ***Forever Green Estates.*** A modest 2.6 units per acre by any standard is considered low density and considering the property is 22.96 acres 60 dwelling units is modest.

- The Regional Plan outlines in Section 1.4.3. development trends relating to of having dispersed settlement pattern in many areas, leading to higher infrastructure and delivery costs to these areas. We respect the reasons for the Regional Plan in essence trying to manage and mitigate 'urban sprawl' and the costs that come with it. In the case of ***Forever Green Estates*** there is no municipal sewer/water infrastructure costs associated with the development and its accesses the main transportation corridor known as Highway No. 349. Sixty (60) dwellings with residences accessing this major transportation link does not in any way cause capacity issues and it is a prudent use of infrastructure.

- As outlined in Chapter 2 of the Regional Plan: Environment, Energy and Climate Change, this project does not negatively wetlands, floodplains, riparian buffers, coastal inundation as ***Forever Green Estates*** is not located within any of these features.

- The subject property is a very unique property in the Ketch Harbour community is that it is the former home of an institutional use and 9,000 square foot building. It has over decades within the community both during its operation and when the use ceased never been perceived as simply a large open space site. ***Forever Green Estates*** in our opinion would not harm or negatively impact the rural character of the community as outlined in Section 3.2.3.1 Rural Commuter Designation and specifically Policy S-5. There are circumstances that arise in rural communities that the Regional Plan and local MPS could not have envisioned at the time of their creation, approval and implementation. In some instances a manufacturing plant or business closes, or in this case a unique property with a 9,000 square foot building ceases to exist. This combined with the need for alternative housing other than single family homes is the convergence of several factors that ***Forever Green Estates*** arose from.

- Appreciating this specific property is located outside the Rural Local Centre it once again is a unique property in a unique circumstance. The proposed development is consistent with the Management of Residential Development standards/approaches with Rural Designations as per Section 3.4 of the Regional Plan.

A DETAILED ANALYSIS OF THE CHANGES IN CIRCUMSTANCES DEMONSTRATING WHY THE EXISTING SECONDARY MUNICIPAL PLANNING STRATEGY POLICY NO LONGER APPROPRIATE, SUCH AS SOCIETAL CHANGES, CHANGING DEVELOPMENT PATTERNS AND BROADER REGION; AND

The Chebucto Peninsula (Planning District 5) Municipal Planning Strategy first and foremost is to maintain the rural village atmosphere and rural character of the area. ***Forever Green Estates*** architectural design, height, materials used and layout was purposeful in ensuring a rural village 'feel' and atmosphere.

These are examples of market, demographic and growing community changes regarding the need for alternative housing in the community other than single family homes.

As CMHC, CBRE and Re/MAX annual housing reports indicate, this RLSPS planned area, similar to many bedroom communities in HRM, is getting older and as children move out, parents wishing to downsize but remain in the community are looking for alternative smaller alternative housing to purchase or rent. With over 90% of the housing type in the area single family dwellings, there is a lack of alternative housing stock such as townhouses to meet the evolving needs or residents in the community. Whether empty nesters, young professional couples with fewer children or former residents wishing to retire back in this community they grew up in, townhouse development such as ***Forever Green Estates*** offers an attractive, smaller and simpler form of housing type to meet their evolving and changing needs.

It is well documented Ketch Harbour and surrounding communities have one of the highest percentage of single family to other residential housing types in the HRM Municipality. As the demographics in the community change, people get older they begin to wish to often downsize and look to other housing types such as townhouses, duplexes, semi-detached and bungalows. This application in design, use, scale and density worked within the established policy framework of MPS and the architectural style/massing/siting/façade design was all in keeping with a rural village theme.

ASSESSMENT OF THE IMPACT OF THE REQUESTED AMENDMENT ON THE LOCAL COMMUNITY AND BROADER REGION; AND

It is clear from the Regional Plan and the Chebucto Peninsula (Planning District 5) Municipal Planning Strategy that the overall goal is to create rural style development that enhances the rural atmosphere. ***Forever Green Estates*** does this as a high quality, well designed rural themed townhouse development. The proposed development was designed to respect the architectural and other siting policies of the MPS.

We see ***Forever Green Estates*** having no negative impact on the local community and broader region. All on-site servicing, transportation, groundwater studies had positive conclusions.

THE URGENCY OF THE REQUEST AND WHY ITS CONSIDERATION CANNOT WAIT THE NEXT HRM INTIATED COMPREHENSIVE PLANNING REVIEW FOR THE AREA.

We respect the Chebucto Peninsula (Planning District 5) Municipal Planning Strategy and the Regional Plans' objectives regarding this community. In some cases the application for an SSPA is a complete departure from the spirit of the policy intent or it exposes a legitimate issue deserving of being vetted by HRM and the Community.
We simply contend that this unique property with an existing 9,000 square foot building is ideal for an adaptive re-use to meet the social-economic/housing changes that have occurred since the MPS was first implemented in 1994 or 25 years ago.

On behalf of Forever Green Estates Inc., its owners Timothy Garrison and Patrick Henneberry and other members of the Project Development Team (PDT), KWR Approvals Inc. (KWRA) is pleased to submit a Supplemental Application for a SSPA Amendment for the proposed ***Forever Green Estates***, located in community of Ketch Harbour, Chebucto Peninsula, HRM.

After long consultation with the property owners/clients Tim Garrison & Patrick Henneberry we believe the highest, best and most appropriate use for this large parcel of land is a predominately residential development with some local commercial/community space. We greatly appreciate the advice and feedback from HRM Planning & Development Staff to date.

We look forward to your response and if you have any questions, please do not hesitate to contact me. KWRA and our client thank-you in advance for your review into this matter.

Warmest Regards,

ORIGINAL SIGNED

Kevin W. Riles
President and CEO

cc: Client & PDT

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Appendices

A. Application Form – (***Forever Green Estates Inc.)***

B. LIMS Map and Parcel Historic Listing Report – **PIDs 00391169**

C. **Proposed Site Concept Options (ABLE Engineering)**

D. Traffic Impact Statement

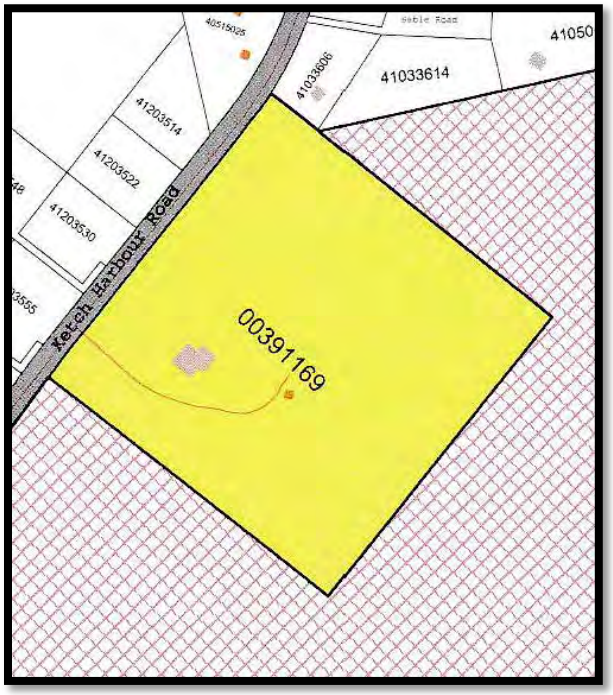
E. Level 1 Ground Water Assessment

F. Feasibility Letter for On-site Services

1. Executive Summary

'Forever Green' is a proposed 60-unit residential development on a 22.96-acre site in the community of Ketch Harbour on the Chebucto Peninsula in HRM (Appendix C). The subject property, located at 1246 Ketch Harbour Road (PID No. 00391169), has direct access to Highway No. 349, or Ketch Harbour Road as it is most commonly known.

There is an existing 9,000 square foot building near the front entrance to the highway. Ideally, Forever Green would be a two cul-de-sac design comprised of townhouses, semis and bungalows tailored to the seniors housing market. Research carried out by the property owners/clients have highlighted this area of the Chebucto Peninsula, from Portuguese Cove to Ketch Harbour to Sambro to outlying communities, as not having sufficient housing to accommodate seniors housing for residents who have grown up, lived/worked/played in the area and want to retire in and around Ketch Harbour. Forever Green would provide mainly residents 55+ in age transitional living options who want to downsize from their existing residential dwellings, but are not yet ready for assisted living or retirement homes.



The property is heavily vegetated and the grade increases as you move to the rear portion (western) of the property. Given the large size of the property, direct access to Ketch Harbour Road, significant road frontage and an existing 9,000 square foot building on-site, this parcel is ideal for a residential development with some potential accessory local commercial uses and community space.

2. Community Background in Context with MPS and Plan Area

The property owners (Appendix B) are long-time residents of Sambro and grew up in the general community. Ketch Harbour has historically been a rural fishing and residential community on the shore of the Atlantic Ocean and approximately 17 kilometers from Halifax, with Highway No. 349 being the major transportation corridor. The estimated population is 1,902 people with 739 dwellings and additional catchment area, including communities such as Duncan's Cove, Sambro Head, Sandy Cove, Bald Rock, Portuguese Cove, Sambro, Bear Cove, Sambro Creek, East Pennant and West Pennant. Ketch Harbour has been a source of major Coast Guard transmitting and receiving facilities as well as The National Research Council of Canada Aquaculture Research Station.

It is appreciated that this Plan area and the HRM Municipal Planning Strategy (MPS for Planning District 5 – Chebucto Peninsula) that governs it has been in approved and in existence since February 1995 with some amendments over the years. The MPS indicates that the area's relative isolation has meant that any communities have been able to offer a quality of life that both long-established families and newer

residents wish to see preserved. The tranquillity, sense of history, open space and village-like atmospheres in these communities are attractive qualities for both old and new residents alike. The major land use within the developed portion of the designation consists of single-unit dwellings.
It is further acknowledged that the MPS has applied a Residential Designation to the developing residential corridors to various communities in the Plan area including Ketch Harbour. The intention of this Residential Designation is to encourage and protect a low-density residential environment in undeveloped areas included in the Designation. The Residential Destination has been applied to the majority of privately-owned lands adjacent to major collector roads such as Ketch Harbour Road and this subject property.

A Village Centre Designation has been applied to village centres in several communities in the Plan area including Ketch Harbour. The intention of these Village Centres is to promote a community focus. In Ketch Harbour, this Village Centre designation allows that community and local commercial uses are supported. The village serves as the service centre for the south-east section of the Plan Area. The Rural "A" Designation has been applied to the outlying areas of Ketch Harbour. Residential development, as noted in the MPS, is the primary focus of land use. The Rural "A" Designation provides support for home occupations, small-scale resource uses and recreation uses. Further, there are provisions within the designation to accommodate general business use.

As noted in the Residential Designation of the MPS (page 52), the Plan in areas outside of the Village Centre is seeking to maintain a low-density environment that enhances the community's character. To achieve this, any development requiring new or extended streets must proceed through the development agreement process subject to various criteria. Exceptions are appropriate for infill development utilizing existing public street frontage, or for backlots created with reduced street frontage.

The Rural "A" Designation appreciates, as noted in the MPS, that residents in these areas generally maintain stronger views with respect to the traditional use and rights to the use of land.

3. Market and Housing Need in the Community (Forever Green)

The property owners, as residents who grew up and live in Ketch Harbour, appreciate the MPS intention to maintain the character of the community. Over the past two decades since the MPS for the Ketch Harbour Community has been approved as part of the large Chebucto Peninsula Plan Area, the population in the area, similar to many rural areas of HRM, has become older with more retirees and empty nesters. More residents in Ketch Harbour, as their children have grown, gone off to school and have entered retirement age, are looking for independent and transitional seniors housing options.

This common trend in HRM is a result of residents 55+, due to age, no longer having children at home, retirement and/or health, no longer desiring or having the ability to take care and own larger single-family

homes. They will be and are looking for smaller residential units/properties with less maintenance and often rental options.

In more rural/semi-rural areas of HRM that have historically been heavily low-density residential, such as Fall River, Beaverbank and Eastern Passage, there is increasing demand for 55+ age housing. Often residents who grew up and/or resided in these communities for years are still looking for a more traditional form of single-family residences to retire or live in such as bungalows, townhouses and semis. This transitions them into housing with smaller single-family homes where they can still be independent yet not have the upkeep of a larger residence and property. In some cases, rental homes and/or bare land condominium developments are becoming increasingly popular to meet this market demand. One thing is common for many seniors or retirees in rural, semi-rural and or urban areas – they often wish to find independent and transitional housing in the community where they have spent most of their adult life or grew up in.

As one gets closer to the urban cores of HRM, downtowns of major urban centres (i.e. Halifax and Dartmouth) and/or the Peninsula land economics and a desire for a more urban life, has resulted in a boom of larger residential apartments (i.e. rentals for seniors or 55+) who are looking to significantly downsize, have no property or single-family residence maintenance but be close to amenities.

4. Project Background and Scope

Forever Green Estates Inc. (Forever Green) is the name of the proposed mixed-use development of bungalows, townhouses and semis designed as rentals for retirees and 55+ wishing to transition into more modest housing alternatives within an overall neighbourhood and community. As highlighted in Appendix C, ABLE Engineering Services Inc. has provided a couple of initial subdivision design approaches with two and three cul-de-sacs. The property owner's preference is to create a two cul-de-sac transitional living community for residents to interact not only in the neighbourhood, but also the overall community by being in close proximity to the Ketch Harbour Village Centre. Some major highlights of Forever Green are as follows:

- ✓ 60 maintenance-free residential living units housed in approximately 31 units. The initial design includes the following but clients are open to different approaches in consultation with HRM.
    - 4 (two unit) duplexes with direct access onto Ketch Harbour Road,
    - 1 (two unit) duplex with access internally on entrance to the P-Loop
    - 8 (two unit) duplexes on P-Loop
    - 4 (three unit townhouses) on P-Loop
    - 2 (four unit townhouses) on P-Loop
    - 10 bungalows on the P-Loop
    - 4 (1,500 square foot apartments) in the existing 9,000sq. ft. building.
    - 1,500 square feet of office/commercial space in the existing 9,000 sq. ft. building
- ✓ The existing 9,000 sq. ft. building on site would be converted to have a 1,200 – 1,500 sq. ft. community common room for birthdays, anniversaries, crafts, etc. for residents of Forever Green and residents of Ketch Harbour and the general community. This building was originally used for telecommunications by the Federal Government.
- ✓ The community building would also provide the opportunity for a satellite pharmacy/medical clinic, offices, retail seafood outlet and other businesses currently not found in the community or Village Centre.

- ✓ 60 bungalows, semis, townhouses at one to two stories would be similar in look, height and scale to the existing residential housing stock in the community to ensure a rural community feel.
- ✓ The density of 60 residential units on 22.96 acres of land ranges from 2.6 units per acre, which is a very modest density.
- ✓ Forever Green and its residents would bring additional commerce to the community of Ketch Harbour.
- ✓ Possibility that the 9,000 square foot building could be used as a nursing care facility for the elderly in the future.
- ✓ The property has already had Environmental Phase 1 ESA as well as soils test and no concerns.
- ✓ A TIS can be forwarded upon request.
- ✓ Building sizes are anticipated to range from 900 – 1,750.00 sq. ft.

5. Applicant and Project Development Team (PDT)

Arnaout has assembled an experienced PDT to prepare and execute the vision of the property owner. The PDT consists of:

Project Team Member	Project Responsibility	Principle Contact	Contact Information
Tim Garrison & Pat Henneberry	Developer (Property Owner)	Tim Garrison	[redacted]
KWR Approvals Inc.	Urban Planning and Management of Planning Application & Approvals	Kevin W. Riles, President & CEO **(Lead Application Contact)**	(w) 902.431.1700 (c) 902.403.7847 kevin@kwrapprovals.com P.O. Box 44153 Bedford, Nova Scotia B4A 3Z8
JRL Consulting Inc.	Traffic Impact Statement and Analysis	Jeff LeBlanc, P. Eng., Transportation and Traffic Consultant	(w) 902.405.5584 jeff.leblanc@jrlconsulting.ca 45 Thorndale Terrace Bedford, Nova Scotia B4A 0B7
ABLE Engineering Services.	Civil Engineering and Servicing	Jeffrey Pinhey MacLean, P. Eng., Project Engineer	(w) 5209 St. Margaret's Bay Road Tantallon, NS, B3Z 1E3 1.833.756.8433 gmaclean@sdmm.ca
W. G. Shaw & Associates Ltd.	Groundwater Assessment	William G. Shaw, P. Geo President	(w) 902.863.1903 wgshaw@eastlink.ca

6. Technical Studies Overview

ABLE Engineering has reviewed the property and determined that, given its size, it can accommodate a 60 unit residential development. Our past experience is, with MPS amendments and or Site Specific Planning Amendments (SSPA) that an initiation report by HRM Planning & Development be first presented to Regional Council for consideration and decision on whether to proceed. Although this is appreciated, our clients and the Professional Development Team did not want to proceed if there was a concern that traffic, onsite servicing and or groundwater could not accommodate a 60 unit residential development on the subject parcel. As outlined in the various studies contained in the appendices section of this report, there are no technical aspects to Forever Green which cannot be accommodated.

6(a) Concept Plans (Two Approaches)

Attached as Appendix C are two concept approaches as prepared by ABLE Engineering.

There are many development patterns that could be evolved and created within the 22.96 -acre property, including a two cul-de-sac design. The Cul-de-sac approach, in general, is preferred since it is a desired road approach in the market place and offers a level of privacy within the neighbourhood while still incorporating it within the community.

Diversity of housing options are key, from single-family dwellings, to bungalows, semi-detached and townhouses. The size, height and architectural design of this mix of single-family dwellings would be respectful of the rural character of the Ketch Harbour community, yet provide options for existing residents in the community and those who wish to move back and retire.

7. MPS Amendment Rationale

A site specific MPS Planning amendment can be considered and or KWRA proposes a simpler approach with a LUB Zoning text amendment similar to what was done in a recent application in Hammonds Plains.

The RMPS density limit is too arbitrary and inflexible and doesn't provide for a unique property and evolving community housing need such as Forever Green.

MPS Amendment

Better utilization of existing infrastructure and need for alternate housing forms in Ketch Harbour/Sambro/Pennant are two good reasons justifying the SPPA. Although there is clear intent in local MPS to provide for seniors housing, the base zones in the MPS only allow for single and two unit dwellings, which now 30 years later does not reflect community demographics or the need to provide for transition housing and let people age within their own community. A site specific amendment due to its uniqueness and changing circumstances can address out of date land use and housing form policies. This 22.96 acre property with significant frontage/access onto Ketch Harbour Road with a former Federal Government vacant 9,000 square foot building on-site is unlike no other in the community and offers the size, location and opportunity to address a significant transitional living housing demand.

Another approach is to work within the existing MPS regulations and avoid a SSPA application. Please consider.

Use of Existing MPS Rules

Forever Green would have a number of design and operational characteristics that makes this project seniors-oriented housing, thus allowing existing local MPS rules to enable it. The MPS enables rezonings to the P-2 Community Facility zone (which allows seniors housing) within the Rural A Designation where the property is located:

RA-5 Within the Rural "A" Designation, it shall be the intention of Council to apply the Community Facility Zone (Policy RES-7) to existing community facility uses and to consider new community facility uses by amendment to the schedules of the Land Use By-law to a Community Facility Zone, with regard to the provisions of Policy RES-7.

Community Facility Development
As residential areas and communities develop over time, the need for community facilities including schools, day care centres, fire halls and senior citizen housing increases. While being supportive of such uses, the plan recognizes that a review mechanism is required for the future location of community uses in order to ensure compatibility with adjacent land uses. Thus, community and institutional land uses are supported within the Residential Designation by amendment to the land use by-law.
RES-7 Notwithstanding Policy RES-1, Council shall establish a community facility zone in the land use by-law which permits a range of community facility uses such as public and private institutional uses, service oriented commercial uses and open space uses, provided that controls are established on parking areas. This zone shall be applied to existing community facility uses. In considering amendments to the schedules of the land use by-law to a community facility zone within the Residential Designation, Council shall have regard to the following:

(a) the compatibility of the community facility with adjacent and surrounding residential areas;
(b) the adequacy of the parking area, its separation, landscaping or buffering as related to the protection of adjacent residential properties;
(c) the effect on local traffic patterns, including ingress and egress, and impact of traffic on a residential area;
(d) the adequacy of water and sewerage services; and
(e) the provisions of Policy IM-10.

The Land Use Bylaw sets no limits in the P-2 zone on seniors housing, but presents somewhat of an obstacle in that senior citizen housing is defined as follows, although the MPS is silent on a definition:

2.63 SENIOR CITIZEN HOUSING means apartment housing designed for occupation by senior citizens and operated and maintained by a Public Housing Authority or fraternal organization.
Once the site is rezoned to P-2, the use becomes as of right. A rezoning to P-2 with an LUB text amendment that would revise the definition for seniors housing could also accomplish the task. A couple of year ago in Hammonds Plains the local councillor requested a staff report on changing the definition of seniors housing in each LUB to enable a broader scope of the use. A precedent exists in Hammonds Plains LUB where seniors housing is defined as:

2.69 SENIOR CITIZENS HOUSING means housing designed for occupation by senior citizens.

This very broad definition has enabled development of seniors housing ranging from owned by NS Housing, to residential care facilities, to semi-independent living in converted homes, to an outright large scale conventional apartment building with a few design tweaks to make it more seniors oriented. Therefore, if this definition could be used in Ketch Harbour area LUB then the proposal could receive a development permit as the P-2 zone has negligible limitations. Forever Green is intended for seniors with some accessible units, mainly single level living, community hall and maybe some recreational facilities and special design considerations such as small office for health care or personal service workers to drop by. This approach by rezoning the site to P-2 under existing local MPS policy removes the RMPS applicability. No RMPS amendment should be needed if it is seniors oriented. We feel the best route is to work within the existing local MPS rules and change the seniors definition and get a straight rezoning, or as Plan B to do a new site specific MPS policy in local MPS on basis of obsolete site and need to provide for changing community that would enable either as of right or DA process for the proposal.

8. Conclusion

The intent of the Municipal Planning Strategy to protect the rural and village style way of life of Ketch Harbour is clearly appreciated, understood and respected by our clients who grew up in the community. The 1995 Plan/MPS has done an admirable job in ensuring this rural feel has been protected and reserved.

Respectfully, with this being said, a Plan/Municipal Planning Strategy is a community plan created in a moment of time through considerable public participation, analysis by municipal staff and ultimate decision of the Council of the day. It should be respected and changes to it should be considered carefully. However, an MPS/Plan must also keep pace with changes and needs of the community it represents, reflects and serves. An MPS has to evolve with the needs, requirements and community. Ideally, in all cases, Secondary Planning exercises would come in every 5-10 years to fully review all Municipal Planning Strategies in HRM, but that is simply not logically possible and has not occurred. Amendments to the MPS over the years have occurred.

Over the past two decades since the 1995 Plan for Ketch Harbour and other areas of the Chebucto Peninsula has been in place, the demographics within the Ketch Harbour Community and Nova Scotia have changed. Residents, and the population in general, have gotten older and more people are retiring and looking for alternative housing options between the traditional single-family dwelling they grew up in and retirement homes. This market need of residents of HRM has resulted in a boom of independent living and transitional 55+ accommodations, whether large unit apartment buildings for seniors/retirees/55+ in Larry Uteck to planned townhouse/bungalow developments in Fall River, Beaverbank, Sackville and other areas. KWR Approvals Inc. currently has five transitional/independent living for 55+ projects currently being managed in HRM besides Forever Green.

The subject property has great access to the main transportation corridor (Highway No. 349) in Ketch Harbour with the main entrance in a very straight stretch of road. The property has one of the largest buildings in Ketch Harbour at 9,000 square feet, which presents an opportunity for community space and other commercial/office needs of the community not being serviced in the Village Centre. The size and perfectly square configuration of the 22.96-acre property offers the ability to place a modest 60 residential units as part of a master planned neighbourhood yet still maintain significant natural and existing vegetative cover to maintain the rural lifestyle 'feel''.

We believe all of these factors of this particular site, along with an identified need for 55+ housing in Ketch Harbour, warrants creating 1246 Ketch Harbour Road as an HRM opportunity site, CDD, site specific planning amendment and/or our preference is to rezone the property to P2 and change the definition of Seniors Housing. Forever Green can be developed in a manner to meet today's and tomorrow's needs of the community while respecting its historic roots.

Attachment B - Preliminary Concept Plan

SCALE : 1:1000

0m 10m 20m 30m 40m 50m 60m 70m 80m 90m 100m

Keyplan

LEGEND

EXISTING		PROPOSED
	GATE/BUTTERFLY VALVE	
	STREET SIGN	
	POWER POLE/LIGHT POLE	
	CATCHBASIN	
	CULVERT	
158.5	ELEVATION	
	HYDRANT	
	PROPERTY BOUNDARY	
	DITCH	
—SA—□—SA—	SANITARY MANHOLE & PIPE	—SA—■—SA—
—ST—○—ST—	STORM MANHOLE & PIPE	—ST—●—ST—
—WM—WM—	WATERMAIN	—WM—WM—
—WM—	WATER SERVICE	—WM—
—FM—FM—	FORCEMAIN	—FM—FM—
—C—C—	UNDERGROUND CONDUIT	—C—C—
	CONCRETE THRUST BLOCK	
	CURB AND DRIVEWAY CUT	
	SIDEWALK	
	STREET LINE	
	DRAINAGE DIRECTION	
	SWALE FLOW	
346	CONTOUR LINES	346
—GAS—GAS—	GAS LINE	—GAS—GAS—
	TREE	
	BOTTOM OF SLOPE	
	TOP OF SLOPE	
	GUARD RAIL	
	SILT FENCE	—SF—SF—

NOTES:
1. PLAN IS IN METRIC UNITS OF METERS.

No.	Date	Revision Description	Appr'd
10			
9			
8			
7			
6			
5			
4			
3			
2			
1	15/01/21	FOR CLIENT REVIEW	

Seal

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1246 KETCH HARBOUR ROAD

KETCH HARBOUR, NOVA SCOTIA

SITE PLAN OPTION 1

Date JANUARY 15, 2015	Drawn D.RENDELL	Project No. 150109-02	
Scale 1:1000	Engineer P. KUNDZINS	Plan No. C101	

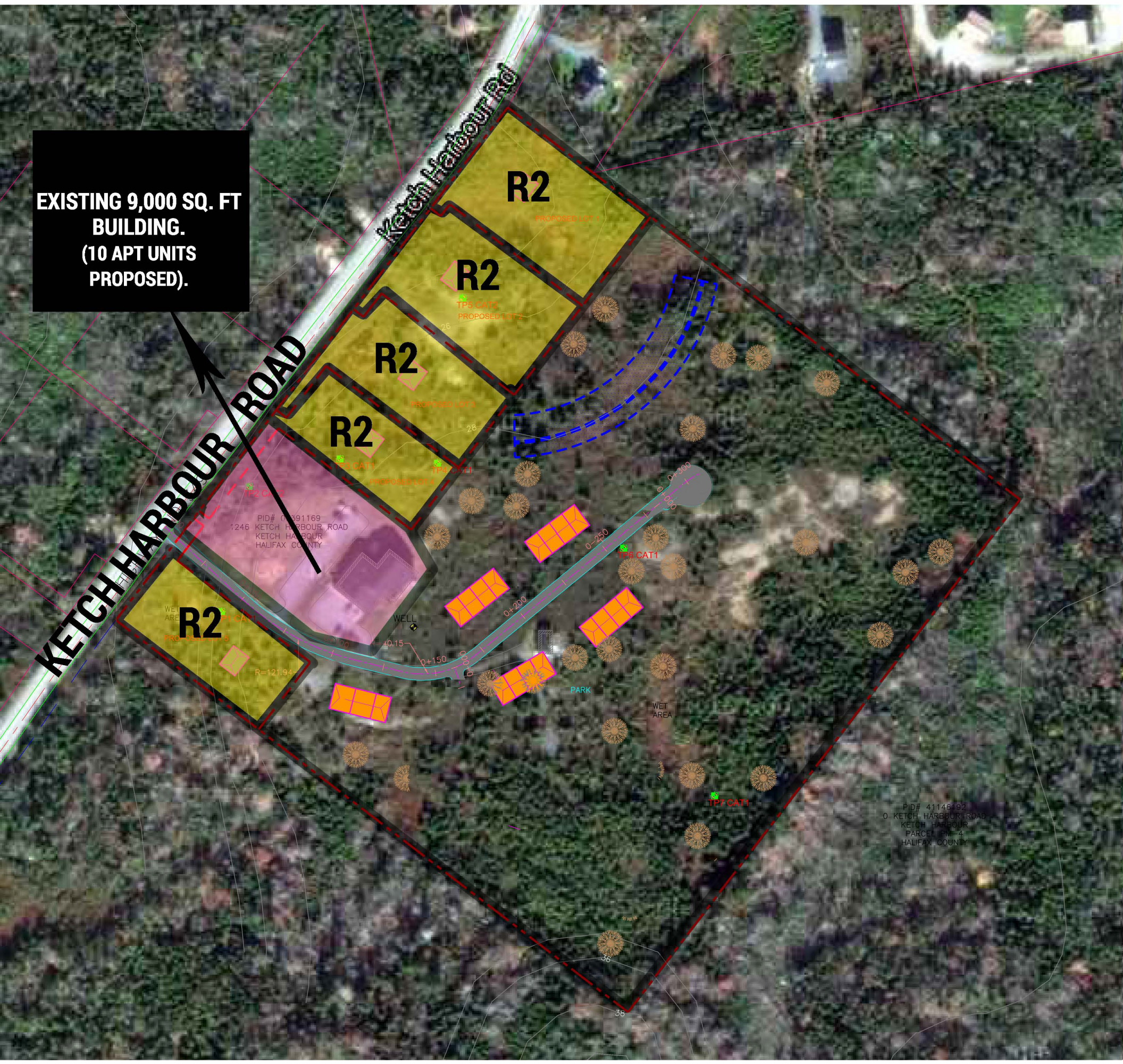
C027 - Revised

FOREVER GREEN ESTATES

Supplemental Concept Design

40 Dwelling Units

1246 Ketch Harbour Road, HRM



R2 Two Units (10 in total)

Small Apartment Building (10 units)

Townhouses (20 Units)