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## MEMORANDUM

**TO:** Chair and Members of North West Planning Advisory Committee

**FROM:** T. Scott Low, Planner II, Current Planning

**DATE:** November 17, 2017

**SUBJECT:** Case 20975: Application by Boris Holdings Ltd. to substantively amend the existing development agreement for the subject site to permit a 6 foot by 6 foot ground sign on the Larry Uteck Boulevard street frontage for the benefit of commercial tenants.

The in-force development agreement specifies that all signage conform to the Bedford Land Use By-law. However, the signage requested is larger than permitted. A smaller sign would not be adequate for both visibility and to accommodate tenants, including a daycare, an eat-in restaurant, and health services. A substantive amendment is required to permit this type of sign.

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Feedback is sought from North West Planning Advisory Committee relative to the proposed application. The committee's recommendation will be forwarded along with the staff report to North West Community Council.

Please find enclosed the following documents for your consideration:

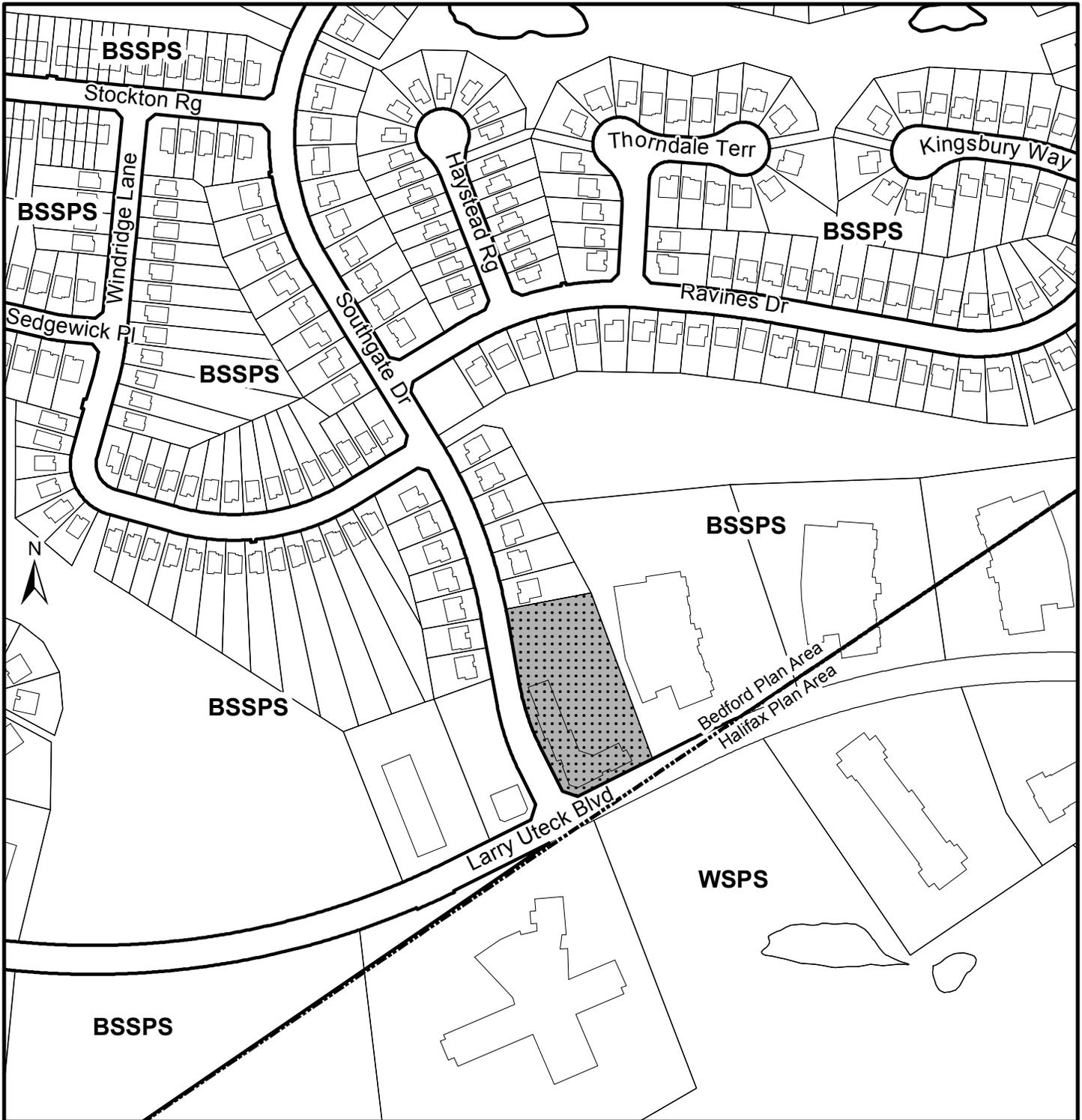
- Map 1 – Generalized Future Land Use Map
- Map 2 – Zoning Map
- Site Plan (Concept)
- Traffic Impact Statement
- Site Photos
- Relevant MPS Policies

The Case webpage:

<https://www.halifax.ca/business/planning-development/applications/case-20975-da-amendment-larry-uteck-blvd-bedford>

In preparing your recommendation to North West Community Council, kindly advise whether the proposal complies with the policy in consideration of the following:

- Site design
- Traffic
- Signage



**Map 1 - Generalized Future Land Use**

540 Southgate Drive  
Bedford

 Subject Property

**Bedford Designations**  
BSSPS Bedford South Secondary Planning Strategy

**Halifax Mainland Designations**  
WSPS Wentworth Secondary Planning Strategy

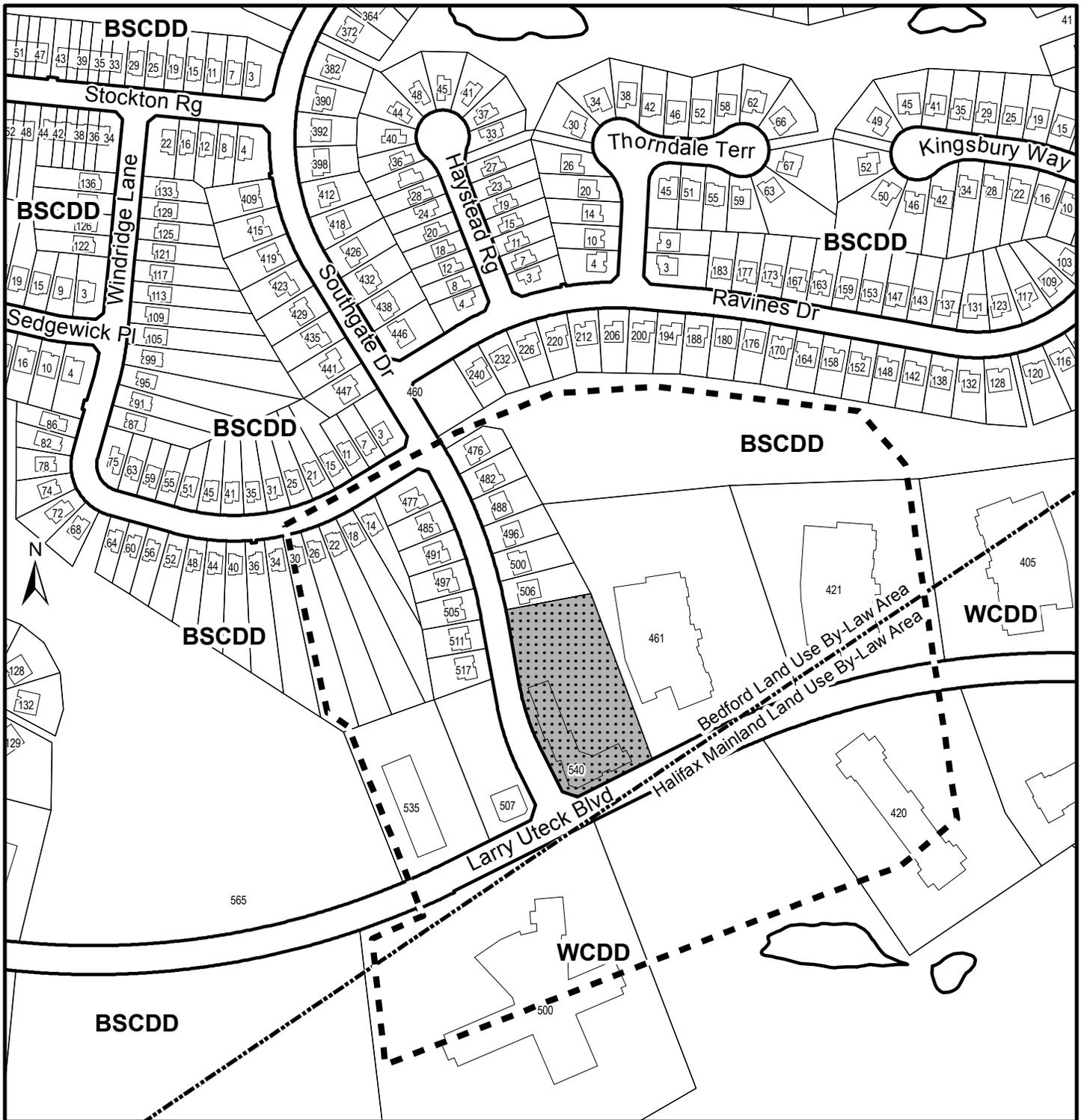
Bedford  
Plan Area

**HALIFAX**



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.



**Map 2 - Zoning and Notification**

540 Southgate Drive  
Bedford

-  Subject Property
-  Area of Notification

**Bedford Zones**

BSCDD Bedford South Comprehensive Development District

**Halifax Mainland Zones**

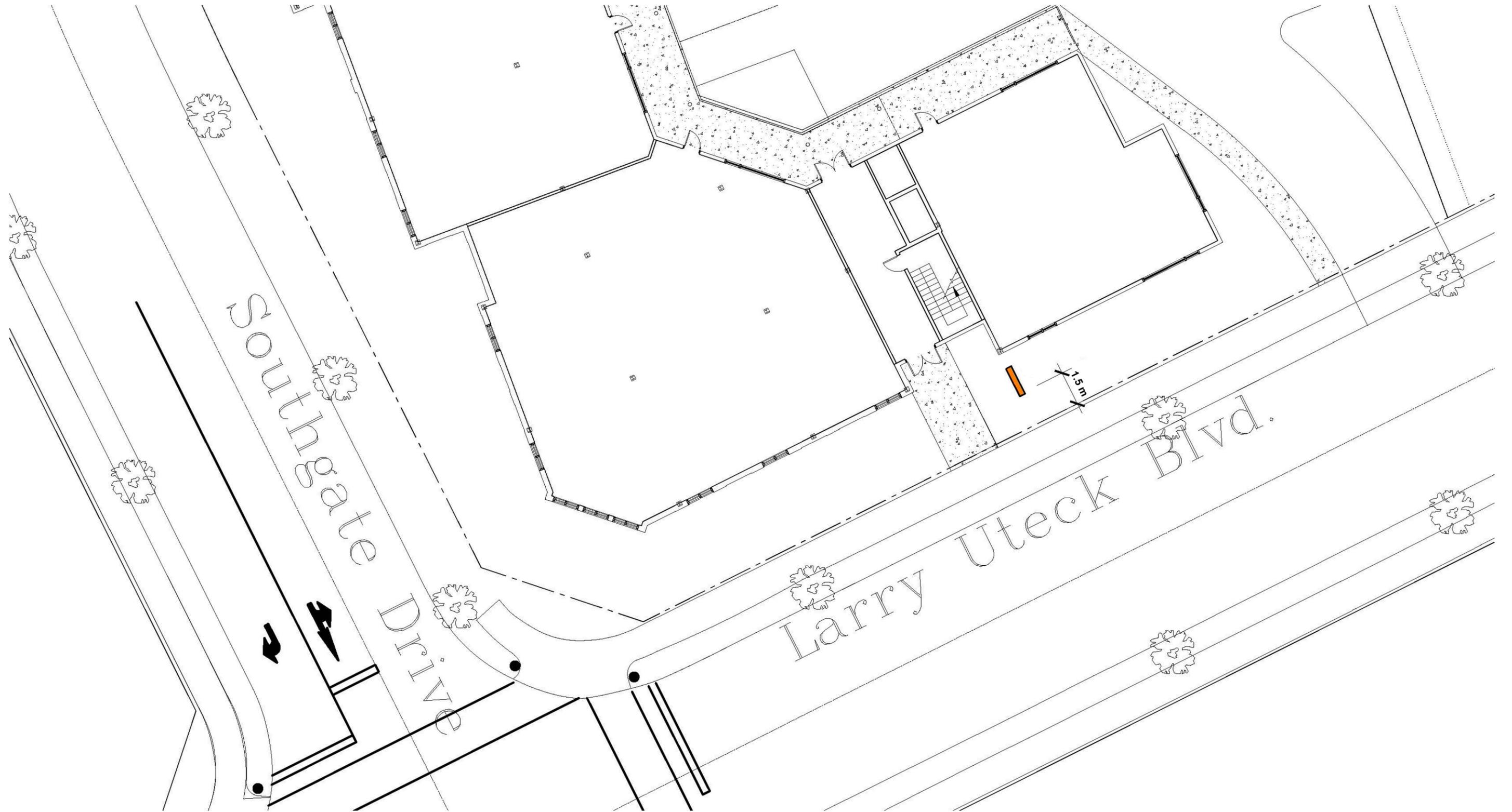
WCDD Wentworth Comprehensive Development District

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

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



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**Boris Holdings**  
Freestanding Monument Sign - South Gate Village

Artist: A. Taylor

Date: Sept. 30, 2016

Revision: -

1/50

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SIGNS

**James J. Copeland, P.Eng.**  
GRIFFIN transportation group inc.  
30 Bonny View Drive  
Fall River, NS B2T 1R2

September 20, 2017

**Marc Oullet**

*Director of Planning & Development*  
*Boris Holdings Inc.*  
99B Ochterloney St  
Dartmouth, NS B2Y 1C6

**RE: Civic 540 Southgate Drive - Driver Sight Line Review**

Dear Mr. Oullet:

**1.0 INTRODUCTION**

As requested, the GRIFFIN transportation group inc. has carried out a driver sight line and sight distance review in support of the planning approval process for a proposed freestanding monument sign to be located at civic 540 Southgate Drive in the community of Bedford South, Halifax Regional Municipality (HRM). An existing commercial retail plaza building, known as Southgate Village Plaza, is located at civic 540 that contains a variety of businesses including a high-turnover sit-down restaurant, a children's learning centre, medical/dental offices, etc. In order to support these existing businesses, the plaza owner has plans to install the freestanding sign adjacent to the existing building, north and east of the Larry Uteck Boulevard / Southgate Drive signalized intersection. It is understood that the sign will be situated perpendicular to Larry Uteck Boulevard and measure about 1.8m high, 1.8m wide and have a depth of about 0.36m.

As part of the planning approval process, the HRM has requested that a traffic engineer review and identify any driver sight line impacts associated with the proposed sign. The GRIFFIN transportation group has completed this review based on a design drawing prepared by Boris Holdings. The review has been carried out for the critical vehicle movements including drivers exiting Southgate Drive as well as drivers exiting the plaza driveway. The site context is generally illustrated in *Figure 1*.

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Source: Bing Maps



www.griffininc.ca

## Study Area and Site Context

Figure 1

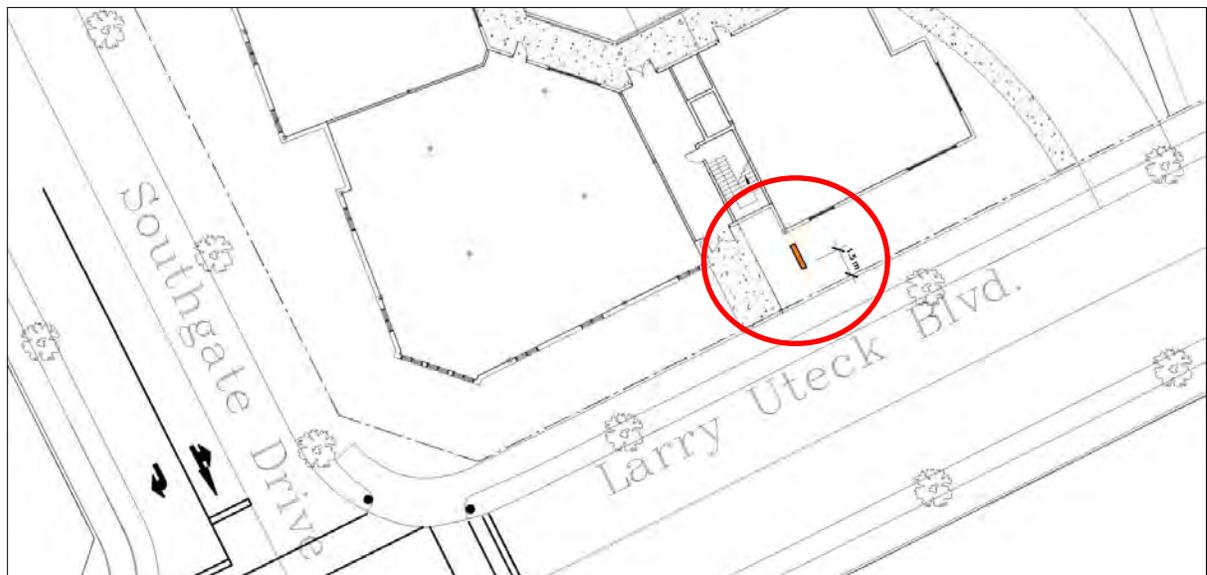
## 2.0 STUDY AREA AND SITE CONTEXT

Larry Uteck Boulevard is generally aligned in an east-west direction with a two-lane urban cross-section (one travel lane in each direction) plus auxiliary turn lanes at the signalized intersection with Southgate Drive. HRM has classified Larry Uteck Boulevard as an arterial street. The subject property is located in the northeast quadrant of this signalized intersection. There are two driveways serving the plaza including a north access connecting to Southgate Drive and an east access connecting to Larry Uteck Boulevard. The focus of the sight line/sight distance review was on the following vehicle turning movements:

- The right turn movement onto Larry Uteck Boulevard from Southgate Drive and the visibility to/from the east.
- The left turn movement onto Larry Uteck Boulevard from the east Plaza driveway and the visibility to/from the west.

The proposed sign will be located on the south side of the building along Larry Uteck Boulevard, between the building and the sidewalk, and between the front entrance walkway and the east Plaza driveway. As shown in *Figure 2*, the design drawing prepared by Boris Holdings provides a 1.5m set back distance from the street right-of-way and slightly more of a set back distance between the south face of the proposed sign and the north edge of the sidewalk.

**Figure 2: Proposed Sign Location Design Drawing**



Source: Boris Holdings

## 3.0 DRIVER SIGHT DISTANCE REVIEW

### 3.1 Overview

The driver sight line review was based on the guidelines contained in the Transportation Association of Canada's (TAC) Geometric Design Guide for Canadian Roads<sup>1</sup> document as well as HRM's supplementary design guidelines, also referred to as the "red book". The TAC guidelines use "design speed" for determining criteria associated with driver sight lines / sight distances such as minimum stopping sight distance (SSD). The design speed is associated with a range of vehicle operating speeds on the major roadway. Speed data were collected by the GRIFFIN transportation group on Tuesday July 11<sup>th</sup>, 2017 and the 85<sup>th</sup> percentile vehicle operating speed was calculated to be 58 km/h. It should be noted that the regulatory posted speed limit along the study area streets is 50 km/h, and the section of Larry Uteck Boulevard within the study area is signed as a school zone and the regulatory speed limit is 30 km/h when children are present. Despite the lower regulatory speed limit, a 60 km/h 85<sup>th</sup> percentile operating speed was applied to the analysis.

Following TAC procedures, there are two different sight distance assessments that are required to be undertaken including:

- *Approach Sight Distance* – This is applicable to driver's traveling on the major road (i.e. Larry Uteck Boulevard) approaching the intersection and ensures there is sufficient distance for them to identify a hazard and bring their vehicle to a stop. The minimum criteria for approaching vehicles is referred to as *Stopping Sight Distance (SSD)*.
- *Departure Sight Distance* – This is applicable to driver's waiting in a stopped position on the minor road (i.e. Southgate and Plaza driveway) and ensures there is sufficient distance for them to identify an oncoming vehicle on the major road and, as defined by TAC, not significantly affect an oncoming driver's speed after they enter the major road traffic stream. This is also referred to as *Turning Sight Distance (TSD)*.

It is also important to understand the differences in terminology. This report has used the terminology as applied by the Transportation Association of Canada (TAC) that includes:

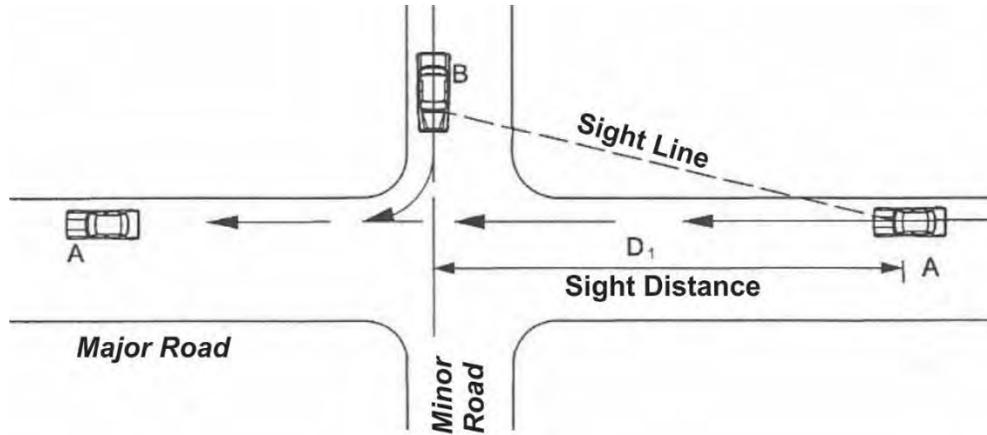
- *Sight Line* – This is the line of sight from the driver's location to an oncoming vehicle (or hazard in the case of SSD) and is measured across intersection corners, through the inside of horizontal curves or over crest vertical curves.
- *Sight Distance* – Using the available sight line to identify an oncoming vehicle/hazard, sight distance is a vehicle's travel distance measured along the major roadway, from the point of recognizing a hazard up to the intersection.

An illustration of a sight line and a sight distance at an intersection is shown in *Figure 3*.

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<sup>1</sup> Geometric Design Guide for Canadian Roads. Transportation Association of Canada. 1999 Edition, Updated December 2011.

**Figure 3: Driver Sight Line and Sight Distance**



### 3.2 Approach Sight Distances

The available approach sight distances were measured in the field by the GRIFFIN transportation group and were taken from a driver’s viewpoint if they were traveling on Larry Uteck Boulevard. Two separate measurements were recorded that included an eastbound driver’s view to a vehicle departing the east Plaza driveway, and a westbound driver’s view to a vehicle departing Southgate Drive. These specific measurements were chosen since they had the potential to be impacted by the proposed sign. TAC procedures for measuring sight distance were followed including a driver eye height of 1.05m and an object height of 0.38m. The field measured sight distances relative to the TAC minimum requirements are summarized in *Table 1*.

**Table 1: Approach Sight Distances Along Larry Uteck Boulevard (60 km/h)**

Major Road	Driver View	Available Sight Distance <sup>A</sup>	TAC Minimum Stopping Sight Distance	Available Exceeds Required?
Larry Uteck	EB driver, looking to East Plaza Dwy	>140m	85m	Yes
	WB driver, looking to Southgate Dr	>140m	85m	Yes

A – based on a 1m set back distance between the sign and the sidewalk

It was determined during the field review that the south edge of the proposed sign would need to be located at least 1m north of the sidewalk – and this formed the basis of the field measurements. Under these conditions, it was concluded that the available approaching driver sight distances measured in the field exceed minimum guidelines for drivers traveling along Larry Uteck Boulevard, given the expected vehicle operating speeds. Therefore, the proposed sign location shown in *Figure 2* with a 1.5m set back distance is not expected to negatively impact SSD.

### 3.3 Departure Sight Distances

The departure sight distance review is also referred to as a turning sight distance (TSD) assessment and ensures that drivers departing from a minor roadway or driveway have sufficient visibility to make a turn into the major road traffic stream. The two critical driver views are shown in *Figure 4*. The available turning sight distances for the two critical driver views were measured in the field by the GRIFFIN transportation group following TAC guidelines which included a driver eye height of 1.05m (measured from 3m behind the curb line of the major street) and an object height of 1.3m. The field measured sight distances relative to the TAC minimum requirements are summarized in *Table 2*.

**Table 2: Turning Sight Distance Assessment (60 km/h)**

Minor Road	Turn Movement and Driver View	No. of Lanes Crossed	Available Sight Distance <sup>C</sup>	TAC Minimum TSD	Available Exceeds Required?
East Plaza Dwy	Turning left, looking west	2	150m	125m <sup>A</sup>	Yes
Southgate Dr	Turning right, looking east	1	180m	108m <sup>B</sup>	Yes

A – Calculated using a TAC equation 2.3.3 and a time gap of 7.5s.

B – Calculated using a TAC equation 2.3.3 and a time gap of 6.5s.

C - Based on a 1m set back distance between the sign and the sidewalk.

Again, it was determined during the field review that a minimum 1m set back distance would be required between the south face of the sign and the north edge of the sidewalk. Under these conditions, the results indicate that the available TSD measured in the field, from both locations, exceed minimum guidelines. Therefore, the proposed sign location shown in *Figure 2* with a 1.5m set back distance is not expected to negatively impact TSD.

**Figure 4: Critical Driver Views**



*Southgate Drive:  
Looking east along Larry Uteck Blvd.*



*East Plaza Driveway:  
Looking west along Larry Uteck Blvd.*

## FINDINGS & CONCLUSIONS

The following conclusions were gleaned from the driver sight distance review:

- The proposed freestanding monument sign is to be located on the north side of Larry Uteck Boulevard, between Southgate Drive and the east Plaza driveway. Therefore, the critical driver sight lines potentially impacted by the installation of a sign would be a southbound right turn from Southgate Drive (driver looking east), and the southbound left turn from the east Plaza driveway (driver looking west). The southbound left turn from Southgate Drive (driver looking east) was not assessed since this movement is controlled by the traffic signal and all conflicting traffic on Larry Uteck Boulevard would be stopped by a red signal phase during this time.
- The proposed sign was assumed to be located between the sidewalk and the civic 540 building, on the east side of the pedestrian walkway connecting the sidewalk and the front entrance. The south face of the sign will be set back from the north edge of the street right-of-way by a distance of 1.5m, as shown in *Figure 2*.
- Approach driver sight distances were reviewed in both directions along Larry Uteck Boulevard assuming the proposed sign is in place. It was concluded that the proposed sign location shown *Figure 2* will not negatively impact the existing available driver stopping sight distance (SSD) for a 60 km/h 85<sup>th</sup> percentile operating speed.
- Departure driver sight distances were reviewed from the perspective of Southgate Drive (right turn) and the east Plaza driveway (left turn) assuming the proposed sign is in place. It was concluded that the proposed sign location shown in *Figure 2* will not negatively impact or restrict the required driver turning sight distances (TSD), based on a 60 km/h 85<sup>th</sup> percentile operating speed.

In summary, the proposed freestanding monument sign - as contemplated in this review - is not expected to restrict driver sight lines for southbound drivers turning from Southgate Drive or the east Plaza driveway. Based on the analysis findings and conclusions the following steps are recommended:

- That the design of the freestanding monument sign provide at least a minimum 1m setback distance from the north edge of the sidewalk to ensure driver sight lines are maintained. The proposed design shown in *Figure 2* provides a 1.5m set back distance.
- That the design and installation of the freestanding monument sign comply with all of HRM's Zoning and By-law criteria including setback dimensions (i.e. setback away from the street right-of-way), intersection sight triangle and corner clearance distances to ensure both approach and departing driver sightlines are maintained.

## CLOSING

The findings flowing from this review indicate that the proposed sign location shown in *Figure 2* provides a suitable location and meets TAC guidelines with respect to driver sight lines and sight distances. I would be happy to provide you with additional information or clarification regarding these matters and can be reached anytime by phone at (902) 266-9436 or by email at [jcopeland@griffininc.ca](mailto:jcopeland@griffininc.ca).

Sincerely,



**James J. Copeland, P.Eng.**  
*Managing Principal – Traffic & Road Safety Engineer*  
*GRIFFIN transportation group inc.*





# North West PAC

## Case Number: 20975 Policy Review

November 32, 2017  
 Prepared by Scott Low, Planner II

### Background

Chebucto Community and North West Community Councils approved a Development Agreement in September 2006 (DA 00624) to permit residential and commercial buildings on lands north of Royale Hemlocks subdivision and west of the Bedford Highway in Halifax.

The DA refers to the Bedford Land Use Bylaw for signage requirements, but the applicant specifies a sign that exceeds in size those specifications. Nor is there a capacity under *Part 3: Amendments* of the DA to consider the installation of this large a sign as a non-substantive amendment. This application therefore requires a substantive amendment to the existing DA.

The original DA was with Clayton Developments Limited. The subject site (PID 41278649) was conveyed to Boris Holdings in August, 2010. The Amending Agreement will have Boris Holdings as the First Party.

The applicant initially submitted signage drawings ~13 feet in height and 8 feet wide in two possible locations on the Larry Uteck side of the subject site. Staff advised the dimensions were oversized for the location, and that one of the two proposed locations was problematic with regards to aesthetic and visibility criteria.

The applicant's initial TIS review was deemed unacceptable by Engineering due to stopping and sight distance impediments presented by the original design.

The applicant re-submitted a revised sign design and settled on a single location. The new sign is 6 feet tall by 6 feet wide. The applicant noted this sign is like other commercial signs on nearby properties. A revised TIS was also submitted for Engineering review.

<b>Policy Review*</b>		
<small>*Please Note* - Figures below have been taken directly from submitted plans, and have not been confirmed/measured for accuracy. A comprehensive review of these numbers will take place on final plans prior to Council.</small>		
<b>Document / Policy Number</b>	<b>Standard</b>	<b>Provided</b>
<b>The Bedford South Secondary Planning Strategy</b>		
<b>MCP-1</b>	The Community Concept Plan, presented as Schedule I, shall form the framework for land use allocation within	The subject site is as within the Community Commercial/Institutional Designation. The signage proposal for 540 Southgate is appropriate to the

	<p>the master plan area and all policies and actions taken by the Municipality shall conform with the intent of this plan. A comprehensive development district zone shall be applied to all lands within the master plan area and any development of the land shall be subject to approval of a development agreement.</p>	<p>character of the locality. The design is acceptable based on local context and similar signs at nearby commercial sites.</p>
<p><b>MCP-2</b></p>	<p>Unless otherwise specified by this secondary planning strategy, the standards for developments applied under the Municipal Planning Strategy and Land Use By-law shall be preferred under any development agreement application brought forward for approval.</p>	<p>Under the Existing Development Agreement, the LUB standards and requirements for ground signs do not apply to the proposal. Signage request are instead subject to review by staff from Development, Engineering, Traffic Services, Development Officer, Civic Addressing and Fire Protective Services.</p>

<b>Community Commercial/Institutional Designation</b>		
<b>CCI-1</b>	A range of community commercial, institutional, and recreational uses may be permitted within the Community Commercial/Institutional Designation subject to consideration of the following matters:	See below.
<b>CCI-1 a)</b>	the windows, exterior features and materials and signs employed in any building create a sense of interest from public streets;	<p>The proposed ground sign, based on information as submitted, is a design response to the business's perceived lack of visibility for commercial tenants.</p> <p>The revised sign, both lessened in height and width, is deemed acceptable and in character with the building and similar signs from other local businesses.</p>
<b>CCI-1 b)</b>	the proposal conforms with all applicable provisions and requirements adopted under this Secondary Planning Strategy regarding environmental protection, the community transportation system and municipal services.	Staff reviewed all provisions and requirements adopted under the BSSPS and find the proposal, and signage in general, is not addressed in the environmental protection, community transportation system or municipal services policies.
<b>Development Agreement 00624</b>		
<b>2.2.7 (d)</b>	Landscaping and Signage: Requirements of the Commercial Mainstreet (CMC) zone in the Bedford Land Use Bylaw as amended from time to time	The proposed sign exceeds the Bedford LUB sign specifications for size in the CMC.

**Bedford Land Use Bylaw: Part 14 Mainstreet Commercial (CMC) Zone**

**Special Requirements:  
Signs**

**Ground Signs**

Ground signs shall not: a) exceed a height of eight feet; b) exceed an area of 20 sq. ft. per side; c) be within 2 feet of the street right-of-way; d) be within 10 feet of a side property line or driveway.

The proposal exceeds the dimensions specified in the Bedford LUB. A substantive amendment to the existing DA is therefore required.