

**TO:** Mayor Savage and Members of Halifax Regional Council

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

**DATE:** October 1, 2019

**SUBJECT:** **Cases 20476 and 22267: Requests to amend the Bedford Secondary Municipal Planning Strategy and Land Use By-law to enable mixed residential/ commercial development near Dartmouth Road and Wardour Street, Bedford**

---

## **ORIGIN**

Application by ZZap Consulting Inc., on behalf of Bedford Holdings Ltd. (Case 20476)  
Application by Shelley Dickey Land Use Planning, on behalf of The Stevens Group (Case 22267)

## **LEGISLATIVE AUTHORITY**

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

## **RECOMMENDATION**

It is recommended that Regional Council direct the Chief Administrative Officer to:

1. Initiate a process to consider amendments to the Bedford Secondary Municipal Planning Strategy and the Land Use By-law for Bedford, to enable low-to-mid-rise, mixed use, multi-unit residential/ commercial development on Dartmouth Road and Wardour Street in the Study Area shown in Attachment C, subject to development providing acceptable transitions to nearby properties and being pedestrian supportive, transit oriented and context sensitive; and
2. Follow the public participation program for municipal planning strategy amendments as approved by Regional Council on February 27, 1997.

## **BACKGROUND**

### **Two cases on adjacent properties**

This report addresses two requests to amend the Bedford Secondary Municipal Planning Strategy (Bedford SPS). The properties are along or next to Dartmouth Road, near Wardour Street, to the south of the CN Rail bridge. The cases are being considered together because the subject properties are adjacent and because the Regional Plan and Integrated Mobility Plan identify opportunities for Transit Oriented Development (TOD) in the area.

### **Case 20476 (Wardour Centre - 34 Wardour Street and 15-21 Dartmouth Road, Bedford)**

#### **Synopsis:**

ZZap Consulting Inc., on behalf of Bedford Holdings Ltd., is proposing to amend the Bedford SPS to redevelop a surface parking lot on Wardour Street behind the Wardour Centre, which fronts on Dartmouth Road. The proposal is to construct a five storey, mixed-use residential and commercial building. The applicant is also applying to discharge a development agreement which currently enables the parking area the applicant wishes to redevelop. The proposed building mainly occupies the parcel with the parking lot but would also occupy a small portion of the Wardour Centre lot. Property details are provided in Table 1.

TABLE 1: Case 20476 (34 Wardour Street & 15 and 21 Dartmouth Road, Bedford)

<b>Subject Site</b>	Parking lot at 34 Wardour Street (PID 00415422); rear portion of Wardour Centre between 15 and 21 Dartmouth Road (PID 40648339) <sup>1</sup>
<b>Location</b>	Wardour Street and Dartmouth Road, Bedford
<b>Regional Plan Designation</b>	Urban Settlement
<b>Community Plan Designation (Map 1)</b>	34 Wardour Street: Residential 15 and 21 Dartmouth Road: Commercial
<b>Zoning (Map 2)</b>	34 Wardour Street: RSU (Single Dwelling Unit), with Development Agreement for parking lot 15 and 21 Dartmouth Road: CGB (General Business District)
<b>Size of Site</b>	Total: approx. 10,535 m <sup>2</sup> (113,395 sq. ft.) 34 Wardour Street: approx. 2915 m <sup>2</sup> (31,374 sq. ft.) 15 and 21 Dartmouth Road: approx. 7620 m <sup>2</sup> (82,021 sq. ft.)
<b>Street Frontage</b>	Total: approx. 249 m (819 ft.) Wardour Street: approx. 82 m (268 ft.) Dartmouth Road: approx. 139 m (457 ft.)
<b>Current Land Use(s)</b>	34 Wardour Street: Surface parking with treed buffer 15 and 21 Dartmouth Road: Two low-rise office buildings with ground floor retail/walk-in offices and Bedford Library; surface parking
<b>Surrounding Use(s)</b>	Across Dartmouth Road: Low density residential Across Wardour Street: Vacant land and low density residential Abutting: Four storey multi-unit residential to the east; low density residential to the south

#### **Proposal Details:**

The applicant proposes to build an additional building, mainly occupying an existing surface parking that is accessed from Wardour Street and located behind the Wardour Centre. The major aspects of the proposal are:

- 4 storeys in front, with stepbacks above first-storey commercial space, plus a rooftop penthouse

<sup>1</sup> Attachment A – Applicant Submission incorrectly references civic number 17. The correct address is civic number 15.

- Adding a new driveway on Wardour Street to provide more direct vehicular access to the proposed mixed-use building
- 52 underground parking spaces
- 24 surface parking spaces

**Case 22267 (Dartmouth Road between Stone Terrace and Wardour Street)**

**Synopsis:**

Shelley Dickey Land Use Planning, on behalf of the Stevens Group, is proposing to amend the Bedford Municipal Planning Strategy (SPS) to enable a four storey, multi-unit residential building fronting on Dartmouth Road, Wardour Street and Stone Terrace. The building may have ground floor commercial units. Property details are provided in Table 2.

TABLE 2: Case 22267 (Dartmouth Road between Stone Terrace and Wardour Street Bedford)

<b>Subject Site</b>	Un-numbered lots on the Dartmouth Road between Stone Terrace and Wardour Street (PIDs 40345779, 40112799 and 00415497); also 37 Wardour Street (PID 00415489) and 39 Wardour Street (PID 00415448)
<b>Location</b>	Dartmouth Road, Stone Terrace and Wardour Street, Bedford
<b>Regional Plan Designation</b>	Urban Settlement
<b>Community Plan Designation (Map 1)</b>	Residential
<b>Zoning (Map 2)</b>	RSU (Residential Single Dwelling Unit)
<b>Size of Site</b>	Approx. 3,450 square metres (0.85 acres)
<b>Street Frontage</b>	About 57 metres (188 feet) on Dartmouth Road and 72 metres (236 feet) on Wardour Street
<b>Current Land Use(s)</b>	Single unit dwellings at 37 and 39 Wardour Street
<b>Surrounding Use(s)</b>	Across Dartmouth Road: A four storey office building and a Masonic Lodge Across Wardour Street: A two storey office building, which contains the Bedford Library Across Stone Terrace: Single-unit houses Next to the subject site: Single-unit houses

**Proposal Details:**

The applicant proposes to build a four-storey, multi-unit residential building, possibly with ground floor commercial units. The major aspects of the proposal are:

- 4 storeys, with a height of about 14 metres (45 feet), with 2-storey sections at both ends of the building
- 48 residential units
- Main driveway off Wardour Street for 47 underground parking spaces
- Secondary driveway off Stone Terrace for 9 surface parking spaces
- Ground floor commercial units may be included

**Regional Plan Context**

The Sunnyside Urban District Growth Centre includes both properties. In such growth centres, the Regional Plan envisions a mix of low, medium and high density residential, commercial, institutional and recreation uses. Low to medium density residential uses are envisioned in established residential neighbourhoods. Infill or redevelopment of large parking lots into traditional blocks with streetwalls and step-backs is envisaged, together with pedestrian oriented facades. The aim is to create an attractive urban environment where residents are likely to choose active transportation or transit.

## **Bedford SPS and LUB Context**

### **Residential Designation:**

The site between Stone Terrace and Wardour Street (Case 22267) and the parking lot proposed for redevelopment at 34 Wardour Street (Case 20476) are both designated Residential.

The Bedford SPS provides the following goals for the Residential designation:

- permit residential development to occur in areas where the Municipality can economically provide services;
- provide for a choice of housing types;
- preserve the character of existing neighbourhoods in their present form;
- permit the full range of residential uses (Policy R-4); and
- promote neighbourhood stability within established residential areas (Policy R-8).

In the Residential designation, Policy R-8 stipulates that increasing the number of dwelling units beyond what is permitted by the applicable zone requires a plan amendment.

### **Residential Single Unit Zone:**

Both the site between Stone Terrace and Wardour Street (Case 22267) and the parking lot proposed for redevelopment at 34 Wardour Street (Case 20476) are zoned RSU (Residential Single Unit). The RSU Zone permits single detached houses, on lots with an area of at least 6,000 square feet (557 square metres). Only one dwelling unit is permitted per lot as-of-right. The existing parking lot, which serves commercial uses even though it is zoned for residential units, was enabled through a development agreement, which the proponent wishes to discharge.

### **Commercial Designation:**

Policy C-2 of the Bedford SPS limits commercial development along Dartmouth Road from extending beyond North Street or beyond Parker's Brook. Both proposals are in these limits. Most of the mixed-use building proposed under Case 20476 would share the same lot as the Wardour Centre (15 and 21 Dartmouth Rd.); the lot is designated Commercial under the Bedford SPS.

Policy C-35 aims to minimize the impact of commercial uses where they abut residential areas, through a Property Maintenance By-Law and through buffering provisions in the Land Use By-law. Policy C-33 seeks to improve the aesthetics of commercial areas by:

- encouraging rear yard parking;
- discouraging large front yard setbacks and parking in front and side yards;
- regulating commercial signage;
- requiring landscaping; and by
- regulating the architectural design of new and redeveloped commercial buildings through requirements in the Land Use By-law.

### **General Business District Zone:**

Most of the Wardour Centre is zoned CGB (General Business District). This zone allows general business uses such as offices, retail shops, personal and household services, restaurants, commercial accommodations, drinking establishments, institutional uses, funeral homes, veterinary clinics and recycling depots. Residential uses are not permitted, nor is a mix of residential and commercial uses.

## **Land Use Context**

### **Commercial Uses:**

Nearby properties on Dartmouth Road are a mix of residential and commercial uses. Just north of the railway underpass, Dartmouth Road joins the Bedford Highway, which offers a wide range of shops and services, including at Sunnyside Mall. Two and four storey office buildings are also located nearby. There are sidewalks on both sides of Dartmouth Road between the Bedford Highway and Wardour Street. A

marked, lighted crosswalk at the corner of Dartmouth Road and Wardour Street lets pedestrians reach the single sidewalk that continues along Dartmouth Road. Traffic volumes are high on both the Dartmouth Road and the Bedford Highway.

Next to the railway, a four-storey commercial building and a Masonic Lodge are located across Dartmouth Road from the subject sites. The Wardour Centre has two, two-storey commercial buildings with a large parking lot between. One building is the current location of the Bedford Library. The five-storey mixed-use building proposed for Case 20476 would occupy an overflow parking lot behind the Wardour Centre.

#### **Residential Uses:**

A four-storey, multi-unit residential building is next to the Wardour Centre. The remainder of the area is characterized by low-density, established residential neighbourhoods, including on the side of Dartmouth Road opposite the Wardour Centre and the apartment building. All buildings in the area have wide setbacks from the streets and from neighbouring buildings.

#### **Floodplain:**

The Sackville Floodplain Study assessed the Sackville River and Little Sackville River watersheds to update floodplain maps. The new floodplain mapping predicts a larger flood area for 1-in-20 and 1-in-100-year floods compared to previous flood risk mapping. Northern portions of the Sunnyside Growth Centre are within the larger floodplain. The subject properties are outside both floodplains.

#### **Railway:**

The CN rail track between the subject properties and Sunnyside Mall is used for freight and long-distance passenger trains. The railway line is located on an embankment. The Railway Association of Canada and Federation of Canadian Municipalities have developed guidelines recommending minimum setbacks and other measures to reduce nuisance and risk for lands adjacent to rail lines.

#### **Transportation**

##### **Integrated Mobility Plan:**

In December 2017, Regional Council approved the Integrated Mobility Plan, which identifies the area around Sunnyside Mall as a potential commuter rail station and potential Transit-Oriented Community. In June 2019, Regional Council directed staff to not pursue commuter rail service further, pending completion of a Higher Order Transit Framework. The Higher Order Transit Framework will examine alternatives to rail for serving the Bedford-Halifax corridor.

##### **Public Transit:**

The area is already served by several bus routes. Route 66 on Dartmouth Road provides local service to Cobequid Terminal, and through Burnside and Mic Mac Mall to the Penhorn area. Multiple transit routes use the nearby Bedford Highway, offering links to the Halifax Peninsula, Lacewood Terminal, Mount Saint Vincent University (MSVU), Mill Cove, Cobequid Terminal and Sackville Terminal. An express route (#196, formerly #86) currently offers two peak-hour round trips from Sunnyside to MSVU and Scotia Square.

In continuing to implement the *Moving Forward Together Plan*, in November Halifax Transit will be rolling out a major increase to bus service along Dartmouth Road:

- **A new express route (#182) to Burnside and downtown Halifax** will offer 15-minute frequency for the three-hour morning and afternoon peaks. This will bring both subject properties and the surrounding area within the catchment of a fast, frequent and convenient commuter service.
- **Local Route 66 will be replaced by a new, more direct Local Route (#87)** providing service to Sackville Terminal, Cobequid Terminal, Burnside and the Dartmouth Bridge Terminal. This will improve connections between the subject properties and the Sackville Drive retail area as well as central Dartmouth, with transfers available into Burnside and onto the Halifax Peninsula.

### **Bedford Highway Land Use and Transportation Study**

In 2019, HRM and a consultant team began work on the Bedford Highway Functional Plan. A deliverable of the Integrated Mobility Plan (IMP), the study is intended to provide a long-term vision for the Bedford Highway along the approximately 12-kilometre corridor from the Windsor Street exchange to Highway 102. The study is examining how the right-of-way can be allocated to serve all modes of travel, understand and evaluate trade-offs, and developing a land use vision considering transportation options.

In March 2019, two infrastructure options for the corridor were presented for public comment. One is a balanced option that improves both transit and active transportation infrastructure. The second option focuses mainly on improving on-street transit infrastructure. HRM staff are finalizing a report with recommendations for consideration by the Transportation Standing Committee and Regional Council.

### **Burnside Expressway:**

The Provincial and federal governments are financing and constructing a new highway between Sackville/Bedford and Burnside, in the corridor served by the Bedford Bypass. This could result in less traffic along Dartmouth Road, creating an opportunity to reallocate road space.

## **DISCUSSION**

The Bedford SPS is a strategic policy document that sets out the goals, objectives and direction for long term growth and development in this part of the Municipality. Together with the Regional Plan and Integrated Mobility Plan (IMP), the Bedford SPS provides broad direction, but Regional Council may consider plan amendment requests to enable proposed development that is inconsistent with SPS policies. Amendments to an SPS are significant undertakings, and Council is not obliged to consider these requests. Amendments should be considered only within the broader planning context, when there is reason to believe there has been a change in circumstances since the SPS policies were adopted or last reviewed.

### **Applicants' Rationale**

#### **Applicants' Submissions:**

Attachments A and B contain the proponents' application letters, rationale and conceptual drawings. The proponents' arguments in support of SPS amendments are as follows:

- **Location within the Sunnyside Urban District Growth Centre.** Under the Regional Plan, Urban District Growth Centres should develop a mix of low, medium and high density residential, commercial, institutional and recreation uses.
- **Compatibility with the Integrated Mobility Plan.** The Integrated Mobility Plan supports Transit-Oriented Development near 'existing or proposed high level of transit service to support the development of walkable, affordable transit-oriented communities' (IMP Policy 2.2.5b).
- **Changes in circumstances.** Newer HRM planning policy encourages compact, mixed-use development that supports transit service and pedestrians. By contrast, existing policies and zoning for Bedford separate commercial and residential uses, reflecting the planning approach in the 1990s when the Bedford SPS was adopted.
- **Demographics in HRM have changed.** There is more demand for apartments and multi-unit housing as the population ages. This is already reflected in a mid-rise apartment building which was constructed through a development agreement just south of the Wardour Centre on Dartmouth Road.
- **Supporting Policy in the Bedford SPS.** An objective of the Bedford SPS is to provide housing choice. Policy R-8 envisages allowing housing forms other than single unit dwellings.
- **Sensitivity to adjacent uses.** The Wardour Centre mixed-use proposal (Case 20476) would retain an approximately 11 m buffer (36-37 feet) with a row of mature trees immediately next to the new building. The proposed building height would decrease toward the existing houses on Wardour Street and Stone Terrace.

## **Staff Review**

In general, site-specific plan amendments should be avoided, in anticipation of comprehensive plan reviews for the Regional Plan's growth centres. Creating site-specific policy makes it difficult to maintain a coherent policy direction and rarely addresses the underlying issue of outdated SPS policy.

As of 2018, residential vacancy rates in HRM are at an historic low of 1.6%. Providing housing is a longstanding priority of Council. These proposals for Case 20476 and Case 22267 could result in perhaps 100 units of market rate, multi-unit housing. This would be about 5% of the 2000 units in multi-unit buildings approved for construction in both 2017 or 2018. Given the time and staff resources needed for SPS amendments, it is certainly more efficient for Council to favour comprehensive plan reviews and study areas over site-specific SPS amendments.

Staff have reviewed the proposals, the existing planning policy and the applicant's arguments outlined above. Staff generally agree with the applicant's rationale and advise there is merit to reviewing SPS policy. Direct sidewalk and crosswalk connections are available to Sunnyside Mall and other shops and services on the Bedford Highway. Both proposals are for medium density buildings with pedestrian scale facades and potential retail space. Both proposals are within a Regional Plan growth centre and within a potential Transit Oriented Community as identified by the Integrated Mobility Plan. New SPS policy can implement land use and design characteristics envisaged by these documents.

The Integrated Mobility Plan identifies the Sunnyside Mall area as a potential Transit Oriented Community. The Regional Plan also identifies this area as a Growth Centre. When Council approved the Integrated Mobility Plan, staff was exploring a potential commuter rail stop near Sunnyside Mall. Since then, Council determined that commuter rail is not currently feasible. Council has also initiated a review of the Sunnyside Mall area under the Sackville Floodplain Study. Staff anticipate that the degree of future intensification in the Sunnyside Mall area may need revisions given the presence of the Sackville River floodplain. This said, Sunnyside Mall will remain an important node and commercial area. Given that the sites in question are outside of the Floodplain Study Area, they offer a strategic opportunity to add residential infill and development to this area. Further, the Bedford Highway is an important road in the existing transit network, and a new express bus service is expected to be introduced along Dartmouth Road later this year.

Commercial and community uses are also found along a short stretch on the opposite side of Dartmouth Road (Civic Numbers 2 and 10), between Sunnyside Mall and the subject properties. There may be opportunities for pedestrian supportive redevelopment on this site. Staff recommend that SPS policy for these sites be reviewed alongside the proposals for the subject sites. All sites should be included in one study area, as shown on Attachment C. The entire study area will front on Dartmouth Road. New policy for the study area will have to balance the aspirations of the existing neighbourhood with the potential for growth suggested by the Regional Plan. To do this, several criteria will be considered when drafting new policy and evaluating development proposals in the study area. These include:

- **Pedestrian Supportive:** Buildings should face the street and place entrances near the sidewalk. Building design, especially facing the street, should provide interest for pedestrians. Front yard parking should be prohibited or minimized.
- **Transit Oriented:** Parking requirements and site layout should take full advantage of the new express bus service planned along Dartmouth Road and minimize the generation of motor vehicle traffic, especially along the nearby Bedford Highway.
- **Context Sensitive:** Land uses and built form should fit the context of Dartmouth Road and nearby residential neighbourhoods. Mid-rise, mixed-use and multi-unit buildings should be considered.
- **Compatible Transition:** The mass of buildings should become smaller as they get closer to existing residential neighbourhoods, and site design should use setbacks and landscaping to buffer smaller

buildings from larger buildings. Any safety or nuisance issues caused by the rail line abutting the properties on the north side of Dartmouth Road will also be considered.

- **Future Proofed:** Building form, parking facilities and site layout should bear in mind potential longer-term changes to transportation, including shared, autonomous and electric mobility, capacity or service changes along the rail line, and the potential for transit priority or new active transportation facilities on Dartmouth Road and the Bedford Bypass.

### **Conclusion**

At a regional level, there is policy support to consider higher densities within the proposed study area. Even without commuter rail, this location will continue to have strategic value because of the nearby mall and new, frequent express bus service to Burnside and Downtown Halifax. Both the Regional Plan and the Integrated Mobility Plan recognize the interdependence of community design and sustainable transportation; both plans support directing growth towards areas that are walkable, bikeable and have good transit service.

At the local level, the Bedford SPS recognizes the need for a diversity of housing types but emphasizes the importance of maintaining the integrity of existing residential neighbourhoods. The SPS requires Council to consider increasing density in Bedford only through an SPS amendment process. Staff support considering SPS amendments to allow higher densities within a study area centred on Dartmouth Road.

### **COMMUNITY ENGAGEMENT**

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

The proposed level of community engagement is consultation, achieved through a public meeting early in the review process. A public hearing must also be held before Regional Council can consider approving any amendments.

Amendments to the Bedford SPS will potentially impact the following stakeholders: residents, businesses and property owners on, or near Dartmouth Road, North Street, Stone Terrace or Wardour Street.

### **FINANCIAL IMPLICATIONS**

The HRM 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 SPS 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 may be found within the Discussion section of this report.

## **ENVIRONMENTAL IMPLICATIONS**

Compact, mixed-use development in pedestrian and transit supportive locations, such as the study area contemplated in this report, encourage use of active transportation and shared mobility instead of cars. This helps reduce greenhouse gas emissions.

## **ALTERNATIVES**

1. **Initiate only Case 20476 (Wardour Centre)**  
Regional Council may initiate a process to consider amending the Bedford Secondary Municipal Planning Strategy and the Land Use By-law for Bedford, to enable low-to-mid-rise, mixed use, multi-unit residential/ commercial development at 34 Wardour Street and at 15 and 21 Dartmouth Road, Bedford, subject to development providing acceptable transitions to nearby properties and being pedestrian supportive, transit oriented and context sensitive; and follow the public participation program for municipal planning strategy amendments as approved by Regional Council on February 27, 1997.
2. **Initiate only Case 22267 (Dartmouth Road between Stone Terrace and Wardour Street)**  
Regional Council may initiate a process to consider amending the Bedford Secondary Municipal Planning Strategy and the Land Use By-law for Bedford, to enable low-to-mid-rise, mixed use, multi-unit residential/ commercial development on Dartmouth Road between Stone Terrace and Wardour Street and at 37, 39 and 41 Wardour Street, Bedford, subject to development providing acceptable transitions to nearby properties and being pedestrian supportive, transit oriented and context sensitive; and follow the public participation program for municipal planning strategy amendments as approved by Regional Council on February 27, 1997.
3. Regional Council may choose to initiate an SPS amendment process for a different study area. Should Council choose to add property to the study area, a supplementary report from staff may be required.
4. Regional Council may choose not to initiate any SPS amendment process. A decision of Council not to initiate a process to consider amending the Bedford SPS is not appealable to the NS Utility and Review Board, as per Section 262 of the HRM Charter.
5. 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 staff report.

## **ATTACHMENTS**

Map 1:	Generalized Future Land Use
Map 2:	Zoning
Attachment A:	Applicant Submission: Case 20476 (15 and 21 Dartmouth Rd. and 34 Wardour Street)
Attachment B:	Applicant Submission: Case 22267 (Dartmouth Rd. between Stone Terrace and Wardour St.)
Attachment C:	Proposed Study Area

---

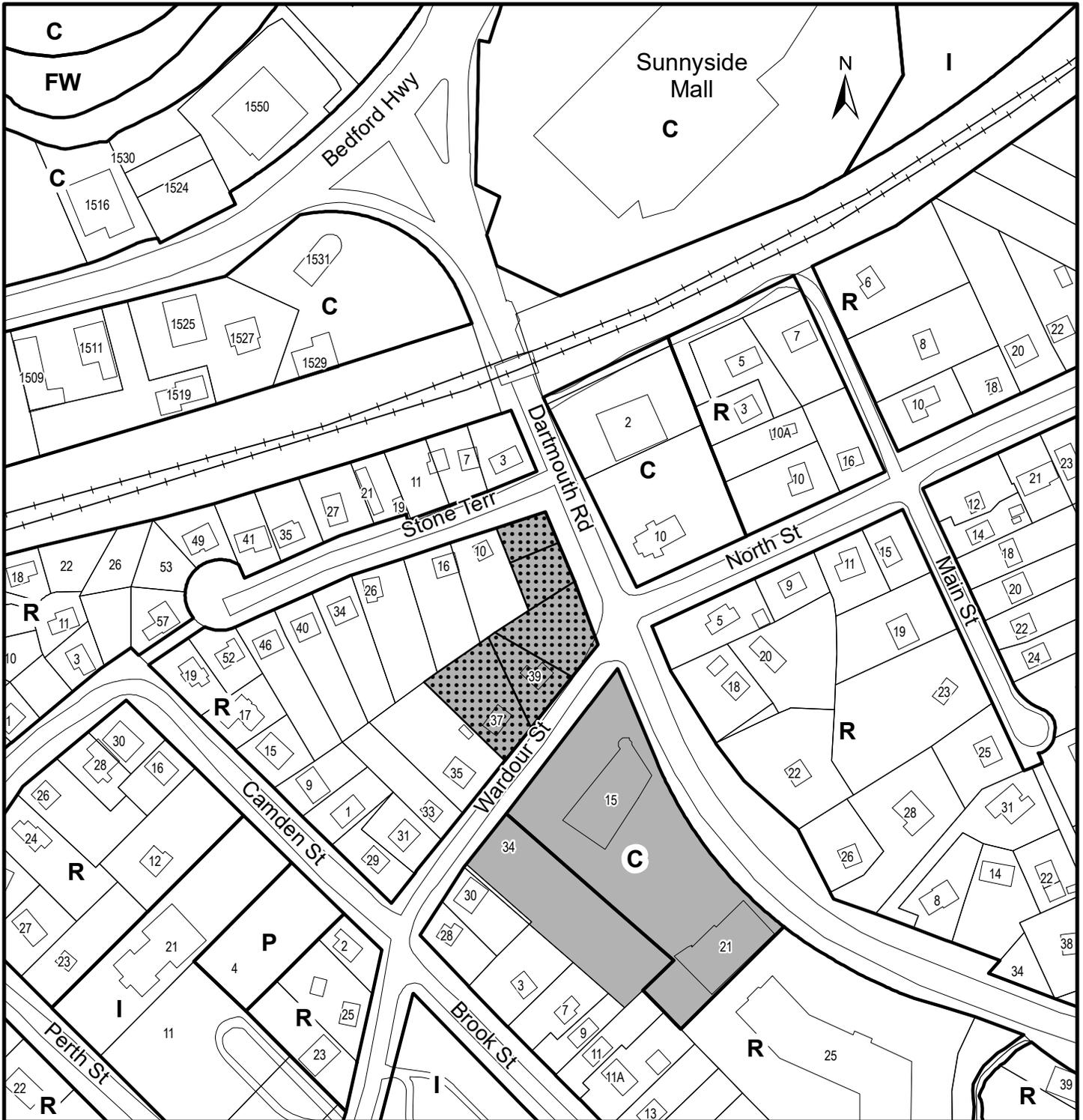
A copy of this report can be obtained online at [halifax.ca](http://halifax.ca) or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Marcus Garnet, Planner III, 902.490.4481 and Sean Gillis, Planner II, 902.490.6357

Report Approved by: Original Signed  
Eric Lucic, Manager, Regional Planning, 902.430.3954

Financial Approval by: Original Signed  
Jane Fraser, Director of Finance, Asset Management & ICT, 902.490.6308

Report Approved by: Original Signed  
Kelly Denty, Director of Planning and Development, 902.490.4800



**Map 1 - Generalized Future Land Use**

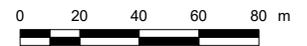
**HALIFAX**

Dartmouth Rd & Wardour St.,  
Bedford

-  Case 22267 - Subject Properties
-  Case 20476 - Subject Properties

**Designation**

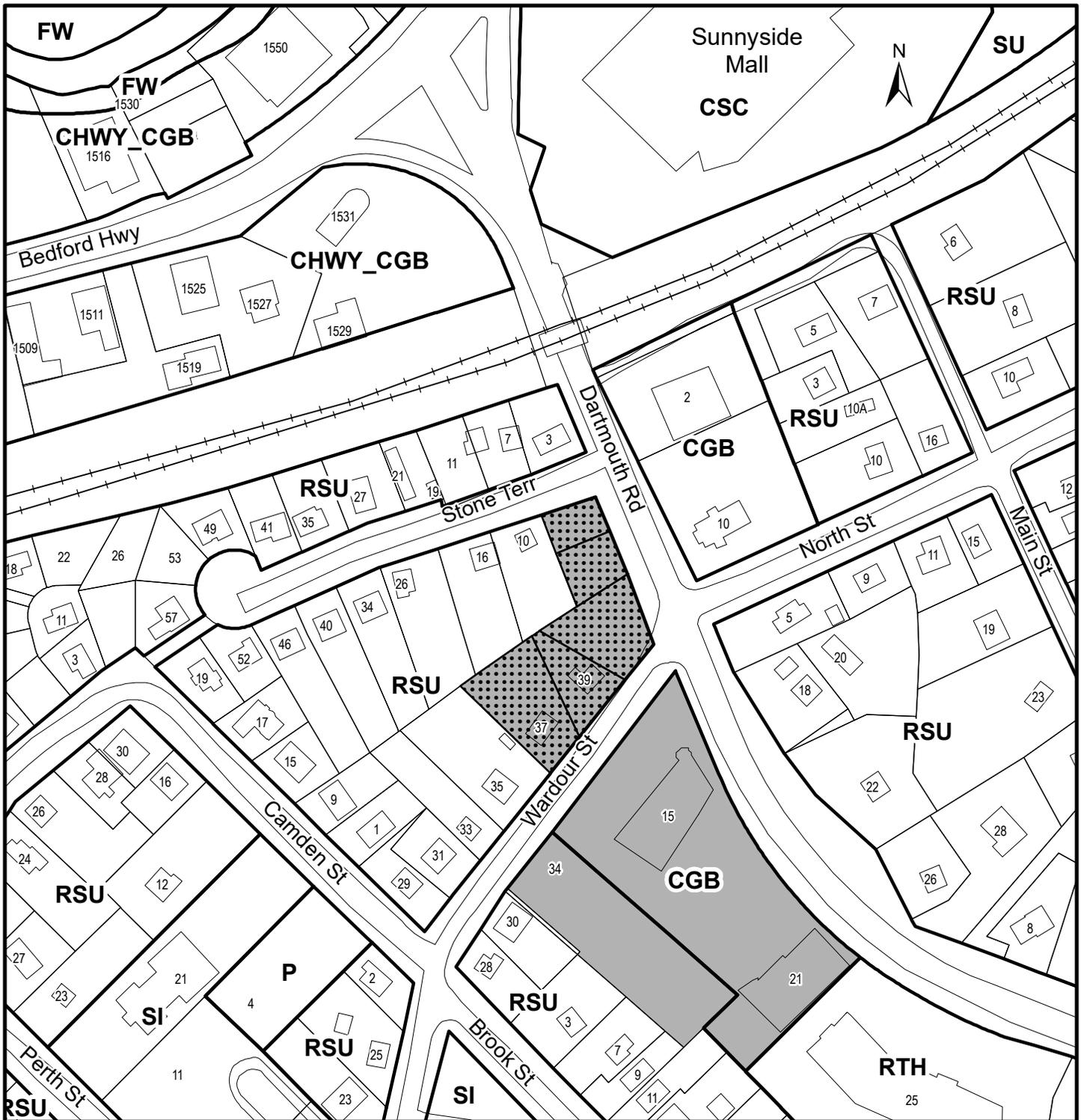
- R Residential
- C Commercial
- P Park and Recreation
- I Institutional
- FW Floodway



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.

Bedford  
Plan Area



### Map 2 - Zoning and Location

Dartmouth Rd & Wardour St.,  
Bedford

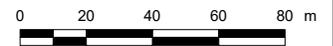
**HALIFAX**

 Case 22267 - Subject Properties

 Case 20476 - Subject Properties

#### Zone

- RSU Single Dwelling Unit
- RTH Two Dwelling Unit
- CGB General Business District
- CSC Shopping Centre
- CHWY Highway Oriented Commercial
- SI Institutional
- P Park
- FW Floodway



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.

Bedford  
Plan Area



Zwicker Zareski Architecture + Planning

1 Canal Street, Dartmouth NS B2Y 2W1 | 902 266 5481 | connor@zzap.ca

August 20, 2019

Miles Agar  
Policy & Strategic Initiatives | Urban Plan Amendments  
Planning & Development  
Halifax Regional Municipality  
40 Alderney Drive  
Halifax, NS B3J 3A5

**Re: Application for Development Agreement Discharge and Municipal Planning Strategy Amendment, Wardour Street, Bedford, NS (PIDs: 00415422 & 40648339)**

Miles,

On behalf of our client, Bedford Holding Ltd., ZZap Consulting Inc. (ZZap) is pleased to submit a Development Agreement (DA) discharge and Municipal Planning Strategy (MPS) amendment application for a mixed-use development located off Wardour Street in Bedford (PIDs: 00415422 & 40648339). To support this application submission, the following materials are included as appendices:

- Completed Planning Application Form
- Appendix A: Architectural Plans and Site Plan

## 1.0 Site Description and Location

The subject site is located within the Bedford Plan Area and has direct frontage on Wardour Street and Dartmouth Road. The site consists of two properties, PIDs: 00415422 & 40648339, and has a total area of approximately 113,395 ft.<sup>2</sup> (2.6 acres). There are two buildings that currently exist on the site, both of which are located on PID 40648339. One of the buildings (21 Dartmouth Road) contains commercial uses, the second building (17 Dartmouth Road) contains commercial uses and the Bedford Public Library. The other parcel (PID 00415422) currently contains a surface parking lot.



Figure 1: Subject Site

A portion of the site (PID 40648339) is currently designated 'Commercial' within the Bedford Municipal Planning Strategy (MPS) and is zoned CGB (General Business District) within the Bedford Land Use By-law (LUB). The other portion of the site (PID 00415422) is currently designated 'Residential' within the Bedford MPS and zoned RSU (Single Unit Dwelling) within the Bedford LUB. A DA is also currently registered to PID 00415422 that requires surface parking to be developed on the parcel to a maximum of 70 parking spaces. This application is seeking to discharge the DA on PID: 00415422 and to enable 5 storey mixed use commercial and residential building through a site specific MPS Policy and DA process.

## 2.0 Summary of Development Proposal

Universal is seeking to develop a new 5-storey mixed-use residential and commercial building on the subject site. The design of the new building, as illustrated in Appendix A, provides for a total of 51 residential apartment units in addition to approximately 6,300 ft.<sup>2</sup> of commercial space fronting on the existing surface parking lot between the two existing commercial buildings (17 and 21 Dartmouth Road). The development proposes to add an additional driveway near the northwestern corner of the site that would provide more direct vehicular access to the proposed mixed-use building. The proposed building will also include 52 underground parking spaces and 24 surface parking spaces.

There is currently a significant grade change on the site that separates the commercial buildings and surface parking on PID 40648339 from the surface parking on PID 00415422 (See Figure 2). The proposed building intends to integrate into the slope in order to mitigate impact of the grade change and reduce the appeared massing and scale of the building from adjacent properties and public streets.



*Figure 2: Grade Change*

### **3.0 Rationale for Application Request**

The proposed site-specific MPS amendment would enable a development scenario on the subject property that is more consistent with HRM's development intent contained within recent planning frameworks created for urban growth areas within the region (i.e. draft Centre Plan, Downtown Halifax Plan, Dutch Village Road Plan and Downtown Dartmouth Plan). The proposed policy amendment would enable the contemplation of a development scenario that is more reflective of the basic needs of modern mixed-use buildings and is sensitive to its surrounding context.

#### Alignment with Regional Municipal Planning Strategy

The Regional Plan (RMPS) chapter on settlement and housing includes objectives that focus new growth in centres where supporting services and infrastructure are already available. The objectives also aim to design communities that support complete neighbourhoods (mixed-use, diverse, affordable, accessible) and neighbourhood revitalization. The RMPS designates the area where the subject properties are located as part of the Sunnyside Urban District Growth Centre, which calls for a mix of low, medium and high density residential, commercial, institutional and recreation uses. The RMPS also encourages infill or redevelopment of large parking lots into traditional blocks with streetwalls, stepbacks and pedestrian oriented facades within Urban District Growth Centres.

The development associated with this amendment application proposes to infill an existing, underutilized surface parking lot with a mixed use commercial and residential building. The building design includes pedestrian oriented, accessible commercial frontages, stepbacks to the upper storeys and is significantly setback from adjacent residential uses. Within the setback between the proposed building and adjacent residential uses, there is an existing buffer of mature trees along the southwestern property line of the site (see Figure 3). These mature trees are proposed to be maintained, providing significant screening between the differing uses.

All these building design and siting elements aim to create a development that is sensitive to its surrounding context while also contributing to the revitalization and growth of the area.

### Alignment with Integrated Mobility Plan

The Integrated Mobility Plan (IMP) speaks to the need to support Transit-Oriented Development (TOD), that is located near 'existing or proposed high level of transit service to support the development of walkable, affordable transit-oriented communities' (IMP Policy 2.2.5b). Figure 10 of



*Figure 3: Mature Tree Buffer*

the IMP depicts existing and potential TOD communities, one of which is surrounding the Sunnyside Urban District Growth Centre in the RMPS. The plan characterizes TOD communities as places where there are opportunities for compact, mixed use, complete communities within a ten-minute walking distance of proposed or existing transit terminals. The proposed development site is located within this defined TOD radius and would contribute the plans goal of creating compact, mixed use communities in these areas where high levels of transit service exists.

The subject properties are located along Dartmouth Road, a designated Moving Forward Together Plan Corridor Route as identified on Figure 10 of the IMP. The Moving Forward Together Plan states that these routes are well positioned to support increased residential density which will, in turn, will support increases in potential ridership generated by adjacent land uses.

### Impact on local community and broader region

The proposed MPS amendment will only impact development rights on the properties contained within the subject site. The amendment will have a minimal impact on the local community and the broader region as it is minor in nature and is limited to the small geographical area of the subject site.

We believe that the proposed amendment is an appropriate tool and process to enable a context sensitive infill of an existing underutilized surface parking area that will have a positive contribution to the local community and broader region.

### Why current planning policies and regulations are not longer appropriate

The Bedford MPS and LUB several decades old. Meanwhile, other plan areas or portions of plan areas within the municipality have recently been updated or are currently being re-evaluated to adapt to current social norms and the desires of the current residents (i.e. Plan Dutch Village Road, Main Street Dartmouth, CentrePlan). The Bedford Plan area, particularly this geographic region of the plan area, remains outdated and therefore does not contemplate a development scenario that is proposed within this application. For example, the RMU (Residential Multiple Dwelling

Unit) Zone is the primary zone within the LUB that enables multiple unit dwellings. The RMU zone includes density limitations limiting the number of residential units allowed per lot to 36, as well as limiting the number of dwelling units based on lot area. The density limitations imposed on such lands are a relic leftover from a time where servicing capacity was limited in the area. Service capacity has vastly improved in this area since those regulations came into force and is no longer an issue for this site and for many other portions of the plan area. The RMU zone also doesn't contemplate or enable mixed use buildings because commercial and/or institutional uses are not a permitted use within the zone.

The Bedford Plan Area does include zoning that enables comprehensive development through a DA process through the RCDD (Residential Comprehensive Development District) and CCDD (Commercial Comprehensive Development District) zones. However, the policy criteria contained within the MPS for these zones include limitations on commercial floor area, percentage of sites used for multiple unit dwellings or commercial uses and building heights. The CDD policies and regulations seem to contemplate comprehensive development of larger tracts of lands where a variety of uses and public streets & services are being contemplated.

HRM's recent plan updates in other areas of the municipality have shifted from single use zones and density limitations to zoning that allows for a multitude of uses and includes detailed built form regulations that focus on the scale and design of a development rather than population or commercial density. We believe a site-specific policy amendment and DA is an appropriate tool and process for this project, enabling the application of a similar regulatory approach that is being applied in HRM's recent plan updates (i.e. mixed-use and built form).

Based on these factors, Universal Properties requests that Regional Council consider the proposed site-specific amendment to the Bedford Municipal Planning Strategy and direct staff to enter into a Development Agreement with the property owner, to enable the proposed development on the subject site.

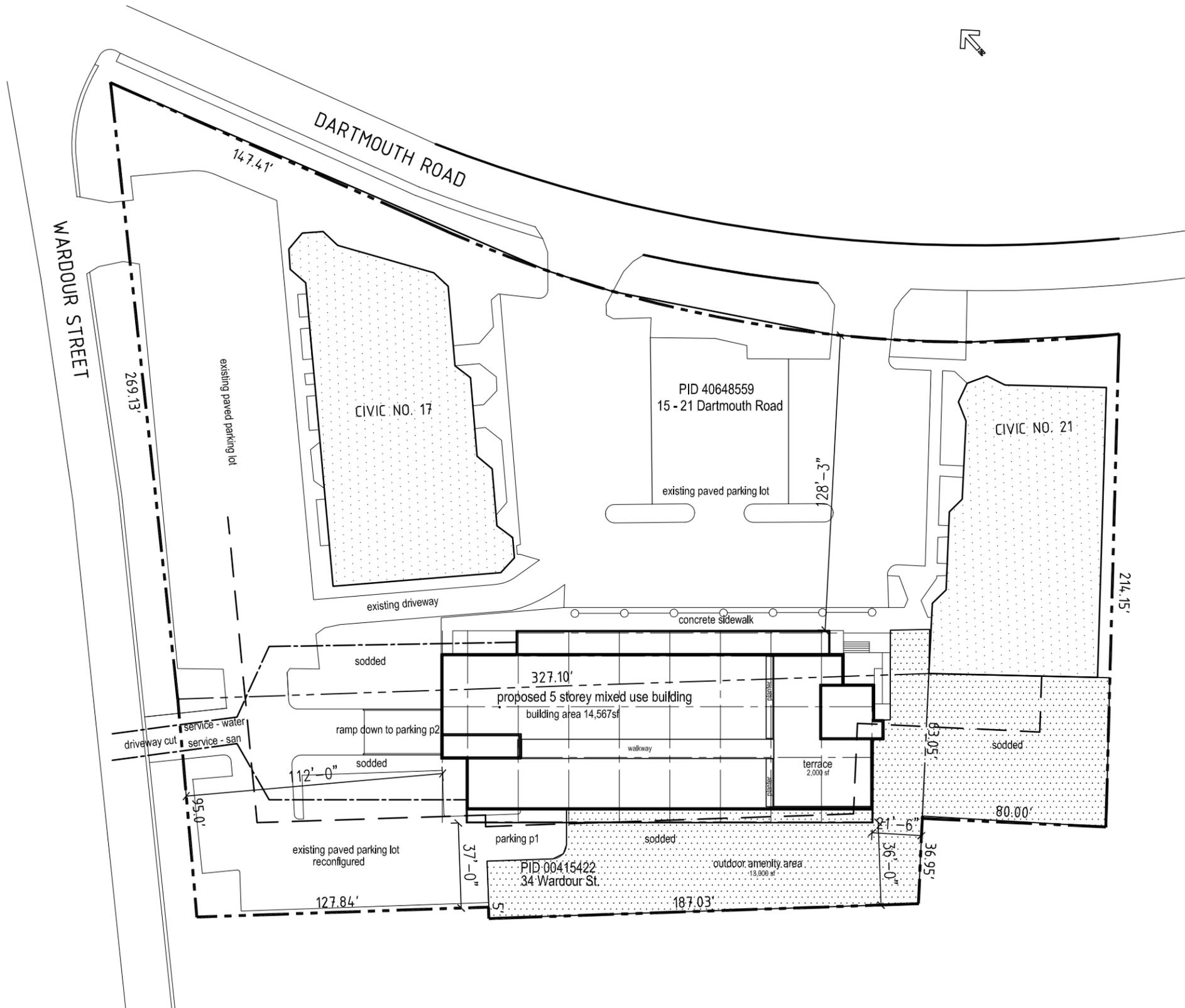
#### **4.0 Closing**

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

Sincerely,

Connor Wallace, MCIP, LPP  
Urban Planner  
ZZap Consulting Inc.  
connor@zzap.ca  
902-266-5481

don / Mar 22, 2016, 11:53 / F:\Projects\2014\1423 Wardour Centre - Universal\1423 Wardour Centre - schematic 26.lan 2016.dwg



total site area 10,595 sm = 114,012 sf  
 frontages Dartmouth Rd 140.2m = 460ft  
 Wardour St 110.9m = 364ft

building area existing (2) 1684 sm = 18,123 sf  
 proposed 1353 sm = 14,567 sf  
 total coverage 3037 sm = 32,690 sf = 28.6%

residential lot area required 28 1Br x 1500 sf = 42,000 sf  
 23 2Br x 2000 sf = 46,000 sf  
 88,000 sf

exterior amenity space required 28 1Br x 200 sf = 5600 sf  
 23 2Br x 575 sf = 13225 sf  
 18525 sf

exterior amenity space provided = 14070 sf

totals 51 suites  
 6300sf comm  
 52 cars u/g parking  
 24 cars exterior

	1Br 620sf	1Br+d 740-820sf	2Br 980sf	2Br+d 1120sf	total
5	7	1	5	-	13
4	7	1	5	-	13
3	7	1	5	-	13
2	-	2	1	3	6
1	-	2	1	3	6
	21	7	17	6	51

SITE INFORMATION COMPILED FROM TWO PLANS  
 1. LOCATION CERTIFICATE BLOCK H PREPARED BY SDMM, NO 1-8-120  
 2. SURVEY PLAN - LOTS 2A & 3A PREPARED BY WALLACE MACDONALD & LIVELY, DATED 1993



**Kassner Goodspeed Architects Ltd.**

5663 Cornwallis Street, Suite 200 Halifax, NS B3K 1B6  
 tel 902 422 1557 | fax 902 422 8685 | www.kgarch.ns.ca

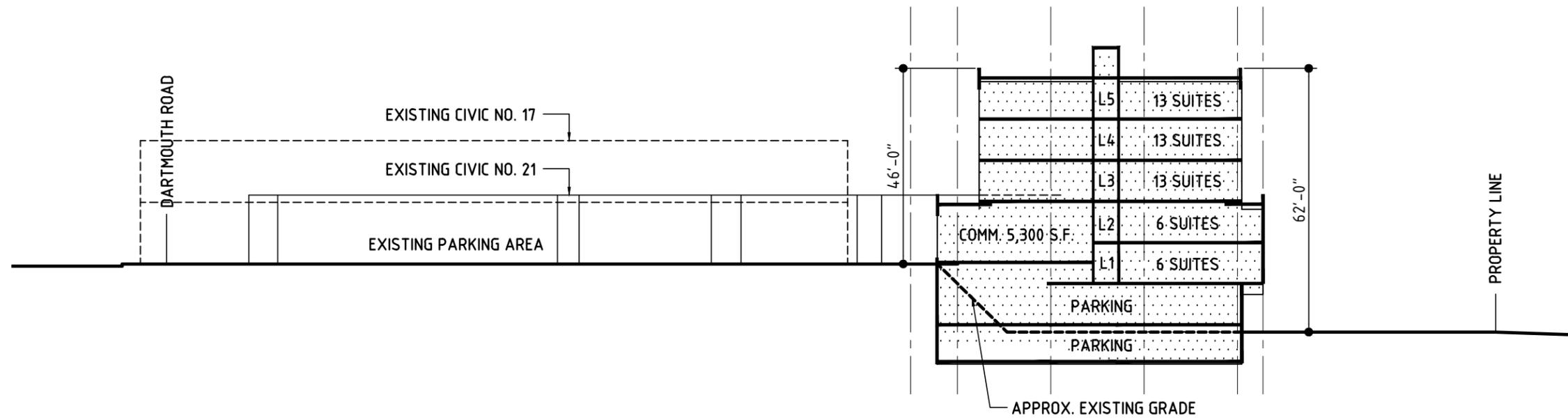
**WARDOUR MIXED USE PROPOSAL**

DARTMOUTH ROAD, BEDFORD, NS

**SITE PLAN**

SCALE 1"= 50'  
 Mar 22, 2016

andrew / Mar 22, 2016, 10:15 / F:\Projects\2014\1423 Wardour Centre - Universal\1423 Wardour Centre - schematic 26Jan 2016.dwg



WARDOUR MIXED USE PROPOSAL

SITE CROSS SECTION

DARTMOUTH ROAD, BEDFORD, NS



Kassner Goodspeed Architects Ltd.

5663 Cornwallis Street, Suite 200 Halifax, NS B3K 1B6  
tel 902-422-2357 | fax 902-422-8685 | www.kgarch.ns.ca

SCALE 1"= 30'  
Mar 22, 2016



- masonry clay tiles—marron
- aluminum and glass handrail
- aluminum windows
- masonry clay tiles—marefil barcelona
- aluminum and glass patio doors
- aluminum and glass handrail
- masonry clay tiles— white sevilla

**WARDOUR MIXED USE PROPOSAL**

DARTMOUTH ROAD, BEDFORD, NS

**EAST ELEVATION**



**Kassner Goodspeed Architects Ltd.**

5663 Cornwallis Street, Suite 200 Halifax, NS B3K 1B6  
tel 902-422-1557 | fax 902-422-8685 | [www.kgarch.ns.ca](http://www.kgarch.ns.ca)



WARDOUR MIXED USE PROPOSAL

NORTH ELEVATION

DARTMOUTH ROAD, BEDFORD, NS



Kassner Goodspeed Architects Ltd.

5663 Cornwallis Street, Suite 200 Halifax, NS B3K 1B6  
tel 902-422-1557 | fax 902-422-8685 | [www.kgarch.ns.ca](http://www.kgarch.ns.ca)

christina / Mar 09, 2016, 15:16 / F:\Projects\2014\1423 Wardour Centre - Universal\1423 Wardour Centre - schematic 26Jan 2016.dwg



**WARDOUR MIXED USE PROPOSAL**

**WEST ELEVATION**

DARTMOUTH ROAD, BEDFORD, NS



**Kassner Goodspeed Architects Ltd.**

5663 Cornwallis Street, Suite 200 Halifax, NS B3K 1B6  
tel 902-422-1557 | fax 902-422-8685 | [www.kgarch.ns.ca](http://www.kgarch.ns.ca)

SCALE 1"= 16'  
Mar 09, 2016



**WARDOUR MIXED USE PROPOSAL**

**SOUTH ELEVATION**

DARTMOUTH ROAD, BEDFORD, NS



**Kassner Goodspeed Architects Ltd.**

5663 Cornwallis Street, Suite 200 Halifax, NS B3K 1B6  
tel 902-422-1557 | fax 902-422-8685 | [www.kgarch.ns.ca](http://www.kgarch.ns.ca)

# L. & M. ENTERPRISES LIMITED

20 MacDonald Avenue  
Dartmouth, Nova Scotia B3B 1C5  
Ph: (902) 468-8040 Fax: (902) 468-2008

## Attachment B:

Applicant Submission: Case  
22267 (Dartmouth Rd. between  
Stone Terrace and Wardour St.)



February 22, 2019

Miles Agar  
Principal Planner  
Planning and Development  
Policy and Strategic Initiatives  
Urban Plan Amendments  
40 Alderney Drive- Dartmouth

**Re: Plan Amendment Application  
5 and 9 Dartmouth Road and 37, 39 and 41 Wardour Street, Bedford  
Property of L&M Enterprises**

Please be advised that as representative of the owner of these properties – L&M Enterprises – operating as The Stevens Group, I authorize Shelley Dickey of Shelley Dickey Land Use Planning to act as the applicant on my behalf in relation to a plan amendment application for these properties to allow the development of a multiple unit dwelling.

Please feel free to contact me if you require any additional information.

Regards.

Scott Stevens

March 8, 2019

Miles Agar  
Principal Planner  
Planning and Development  
Policy and Strategic Initiatives  
Urban Plan Amendments  
40 Alderney Drive- Dartmouth

**Re: 5/9 Dartmouth Road and 37/39/41 Wardour Street, Bedford  
Plan Amendment Request to Enable a Multiple Unit Dwelling**

Dear Mr. Agar,

I am pleased to submit this letter on behalf of L.&M. Enterprises Limited requesting that Halifax Regional Council consider initiating an amendment to the Bedford Municipal Planning Strategy. This request relates to five properties at the intersection of Dartmouth Road and Wardour Street, Bedford to enable the development of a four storey multiple unit dwelling on this site.

Property and Context: There are five properties owned by L.&M. Enterprises Limited which consist of 5 and 9 Dartmouth Road and 37, 39 and 41 Wardour Street. In total these five properties have a combined site area of approximately 37,100 square feet. The site has 188 feet of frontage on Dartmouth Road and 236 feet on Wardour Street. There are currently single unit dwellings at 37 and 39 Wardour Street. The remainder of the properties on the site are vacant and wooded.

This site fronts along an arterial Road (#7- Dartmouth Road) which provides the main access between Dartmouth and Bedford, and is near the major Dartmouth Road- Bedford Highway commercial intersection including Sunnyside Mall (see key plan- attached). There are commercial and institutional uses directly surrounding these properties including a four storey office building at 2 Dartmouth Road, the Bedford Masonic Lodge at 10 Dartmouth Road, and the three storey Wardour Centre at 15 and 21 Dartmouth Road. The Wardour Centre contains multiple office, retail and service uses and the Bedford Public Library. Directly south of this commercial complex is 25 Dartmouth Road which is a four storey 64 unit apartment building. Single unit dwellings are located to the west of the site.

There is an existing transit route along Dartmouth Road which stops adjacent to the site, and there are four regional transit routes along the Bedford Highway. These Bedford Highway transit routes, accessed across from Sunnyside Mall, are within a 5 minute walk using an established pedestrian route with a signalized crosswalk at the Wardour Street / Dartmouth Road intersection.

This property is located within the Bedford Municipal Planning Strategy (MPS) area and is designated Residential. The properties are all zoned as RSU (Residential Single Unit) under the Bedford Land Use By-Law (LUB).

Proposal: It is proposed that the five properties be consolidated into one site and a high quality low rise four storey dwelling with 48 units be constructed. A preliminary concept for this proposed multiple unit dwelling is shown on the attached site plan and rendering. The dwelling is proposed to front on

Wardour Street and has been designed to transition to 2 storeys at both ends of the building where the site adjoins 35 Wardour Street and the properties on Stone Terrace. The underground parking area would be accessed from a driveway at the west of the site on Wardour Street, and additional site parking is proposed off Stone Terrace. Ground floor commercial uses could be considered along Wardour Street if they are considered viable.

Proposed Process: Policy R-8 of the Bedford MPS anticipates that within areas designated Residential, there are properties which are desirable for context sensitive residential intensification. As such it requires an amendment to the MPS to enable consideration of any residential development not permitted by the existing zoning due to the number of dwelling units or the land use, through rezoning or development agreement. We are requesting an MPS amendment that sets out a site specific policy to enable consideration of the proposed multiple unit dwelling on this consolidated site through the development agreement process.

It is our opinion that the use of this site for a low rise moderate density multiple unit dwelling which incorporates appropriate transitions to the existing neighbouring dwellings is appropriate intensification for this site due to its strategic location, its relationship to adjoining land uses and major transportation networks, and the configuration and orientation of the site. Based on these characteristics the proposed use for the site is more appropriate than the uses permitted by right under the RSU zoning including the development of up to six single unit dwellings or special care facilities.

Rationale for a Plan Amendment: The following local and regional considerations demonstrate the suitability of this site for the proposed multiple unit dwelling through the plan amendment process.

**Bedford Plan Objectives:** The residential objective of the Bedford MPS is : *“To make provision for a choice of housing types; to make provision for construction of affordable housing; to provide for preservation of the character of existing neighbourhoods in their present form; to permit residential development to occur in areas where the Town can economically provide services; to consider the need for permanent buffers and/or separation distances where residential uses abut incompatible land uses; to encourage the provision of housing for those with special needs; to provide for a mix of housing types in new developments consistent with the trend in starts in Bedford since 1980; to plan for supporting neighbourhood infrastructure such as schools, parkland and commercial facilities; and to encourage development that would be designed to suit the natural terrain and to minimize negative impacts to the natural environment”.*

In the discussion section of the Residential section of the MPS there are several statements made to clarify this residential objective: *“The residential objective recognizes the fact that a variety of housing types will be required to accommodate the needs of present and future resident as well as the fact that these needs will change as residents age and progress through the stages of life”.* It is further stated that *“While single unit dwelling are the predominant housing form, Council must consider other housing types to ensure that there will be housing which is appropriate to the changing needs of present and future residents. In addition to low density single unit and two unit housing there are needs for medium density townhouses and apartment developments.”*

It is our opinion that the characteristics of this site at Dartmouth Road and Wardour Street make it a prime location to be developed for a low rise multiple unit dwelling which will further these objectives of the Bedford MPS. This development will promote a choice of housing types to meet the needs of current and future residents of Bedford. Furthermore, these objectives can be met on this site in a way

which preserves the character of the existing neighbourhood to the west of this site and makes use of the existing infrastructure as follows:

- This site is located on the edge of an established residential area and the site fronts directly on Dartmouth Road - an arterial street close to the major commercial node at Sunnyside. The remainder of the site is across from the three storey Wardour Centre with its extended parking area. The site is located within an area of moderately sized commercial, institutional, and multiple unit dwelling uses which extend the commercial node at Sunnyside southwest along Dartmouth Road. A multiple unit dwelling on this site would provide an appropriate transition in residential density and a buffer between the single unit dwellings to the north and northwest of the site and the commercial uses on Wardour Street and the Dartmouth Road arterial. These same characteristics of this site do not make it suitable for the development of single unit dwellings.
- The proposed multiple unit dwelling would be approximately 45 feet high at the corner of Dartmouth Road and Wardour Street with the height decreasing towards both Stone Terrace (23 feet - two storey) and the remainder of Wardour Street (32 feet- two storey) which reflects the height currently permitted in the RSU zone of 35 feet. The modest overall height of this proposed multiple unit dwelling combined with the further step down in height towards the existing dwellings, ensures that the proposed dwelling is compatible with adjacent dwellings and reflects the scale and form of the existing development in the area.
- The proposed dwelling would have a generous setback from all existing single unit dwellings on Stone Terrace and Wardour Street. The concept proposal locates the building approximately 40 feet from the shared property line with 35 Wardour Street which permits the incorporation of a significant landscaped buffer with this property.
- The Traffic Impact Study for this site (attached) demonstrates that the proposed entrance to the parking garage off Wardour Street and the surface parking area off Stone Terrace would have adequate sight lines for both access and egress. In addition the low number of trips estimated to be generated from this development during the peak morning and afternoon peak periods are expected to have no significant impact to traffic performance on the adjacent intersections, streets or the regional road network.
- A preliminary Servicing study for this site has demonstrated that there is sufficient capacity in the local piped infrastructure to service the additional residential units that would result from this development.

**Changing Land Use Patterns:** The area surrounding this site has changed significantly in the past decades. The Wardour Centre with its large parking area has been developed establishing commercial and institutional uses onto the full extent of the south side of Wardour Street facing this site. Also the 64 unit multiple unit dwelling at 25 Dartmouth Road adjacent to the Wardour Centre was approved through a similar process of a site specific plan amendments and a development agreement. The rationale for this development included the location of the property along the Dartmouth Road arterial and the role of this dwelling to provide a transition to lower density uses moving away from Dartmouth Road. It is significant to note that this multiple unit dwelling at 25 Dartmouth Road is located farther from the commercial node at Dartmouth Road and the Bedford Highway than the subject site.

**Changing Demographics and population growth:** With an overall aging population in HRM there is a need to provide medium density housing for residents of existing neighbourhoods who are looking to downsize and move to apartment living in order to avoid maintenance responsibilities and to reduce housing expense. It is important to provide opportunities for these residents to stay in their existing neighbourhoods to maintain their social connections and to be able to continue to access familiar services. In addition there has recently been an increased rate of population growth in HRM which is increasing the demand for additional rental housing.

When provided in appropriate locations adjacent to lower density housing, new multiple unit dwellings complement the existing neighbourhood and provide housing choice and opportunity for variety of families including young professionals, families with children, and seniors.

### **Regional Priorities:**

#### *Regional Municipal Planning Strategy (2014)*

This site is designated as Urban Settlement in the Regional Municipal Planning Strategy (RMPS). This site is also within the Sunnyside Mall Urban District Growth Centre of the RMPS and inside the Urban Transit Service Boundary.

The Regional Plan intends that Urban District Growth Centres develop with a mix of low, medium and high density residential, commercial, institutional, and recreation uses. Medium density residential uses are promoted within established residential neighbourhoods. Of all of the areas designated Residential within the Bedford Plan area, the Regional Plan looks to direct additional Regional growth through intensification to appropriate sites that are within these Urban District Growth Centres.

Policy S-30 of the Regional Plan further states that: *“When preparing new secondary planning strategies or amendment to existing secondary planning strategies to allow new developments, means of furthering housing affordability and social inclusion shall be considered including: (a) creating opportunities for a mix of housing types within designated growth centres and encouraging growth in locations where transit is or will be available.”*

The Regional Plan further promotes, through its objectives and policies, overall land settlement patterns that support fiscally and environmentally sustainable transportation modes. Transit Oriented Development (TOD) is encouraged through policy T-9 within the Urban Transit Service Boundary to maximize access to public transit routes and nodes.

#### *Integrated Mobility Plan/ Bedford Highway Functional Plan:*

The Integrated Mobility Plan (IMP) is a priority plan which provides a framework to guide future investments in transportation infrastructure and to encourage complementary land use patterns. The IMP aims to improve the sustainability of transportation in the Region by reducing the reliance on private automobile for travel. Action 17 of the IMP states that *“When reviewing the Regional Plan and Secondary Municipal Planning Strategies or considering Plan Amendments, designate and zone for transit oriented communities (See figure 10) around proposed Transit Priority Corridors, existing and planned bus terminals, ferry terminals and potential Bus Rapid Transit and commuter rail stops, wherever there is the potential for redevelopment.”*

The Bedford Highway Functional Plan is one component of the IMP which has been moved forward. The IMP identifies the Bedford Highway as a “transit priority corridor” for increased transit measures

and endorses further consideration of commuter rail service along the existing Bedford-Halifax rail corridor adjacent to the Bedford Highway.

This site at Wardour Street and Dartmouth Road is within the area shown as a “proposed transit oriented community” as shown on Figure 10 of the IMP and is located within easy walking distance of the existing Bedford Highway transit corridor and Sunnyside Mall- which is a proposed commuter rail station. In order to ensure that all forms of transit, including the commuter rail option, are viable components of the promotion of alternative transportation modes along Bedford Highway, sufficient residential density must be in place or permitted in appropriate locations surrounding the proposed transit priority corridors and commuter rail stations.

The redevelopment of this site for a multiple unit dwelling, provides an opportunity to set the stage for the provision of sufficient residential density to ensure the viability and success of the proposed commuter rail system. It is our opinion that the redevelopment of this site for additional single unit dwellings would be a lost opportunity to promote and contribute to sustainable development and transportation patterns in the Region.

Summary: The Bedford MPS has been structured to allow the consideration of a variety of forms of residential uses in areas designated Residential on the Generalized Future Land Use Map. There is explicit provision in the MPS to encourage forms of housing other than single unit dwellings through the initiation of a plan amendment process which would take the form of site specific policy to permit a multiple unit dwelling.

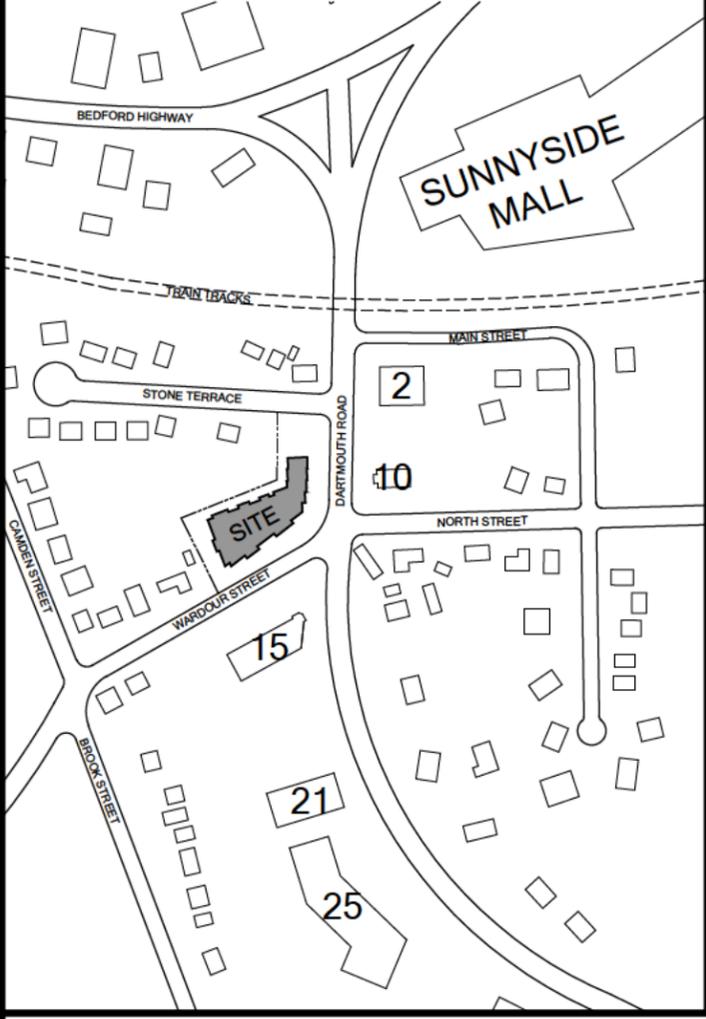
It is our opinion that this site at the intersection of Dartmouth Road and Wardour Street would favour the development of a moderately sized multiple unit dwelling which would be compatible with the existing residential properties and provide an appropriate transition given the relative location and situation of this site. In addition, redeveloping this site for a multiple unit dwelling as proposed, would allow this site to respond to current Regional priorities and recognizes the interaction of land use planning and how this can promote the more efficient movement of people across the Region.

It is requested, therefore, that an amendment to the Bedford Municipal Planning Strategy be initiated for the site encompassing 37, 39 and 41 Wardour Street and 5 and 9 Dartmouth Road in Bedford to allow the consideration of a multiple unit development by development agreement.

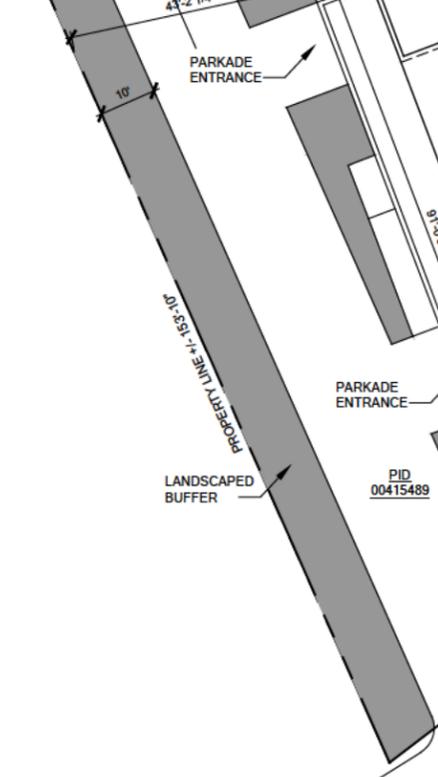
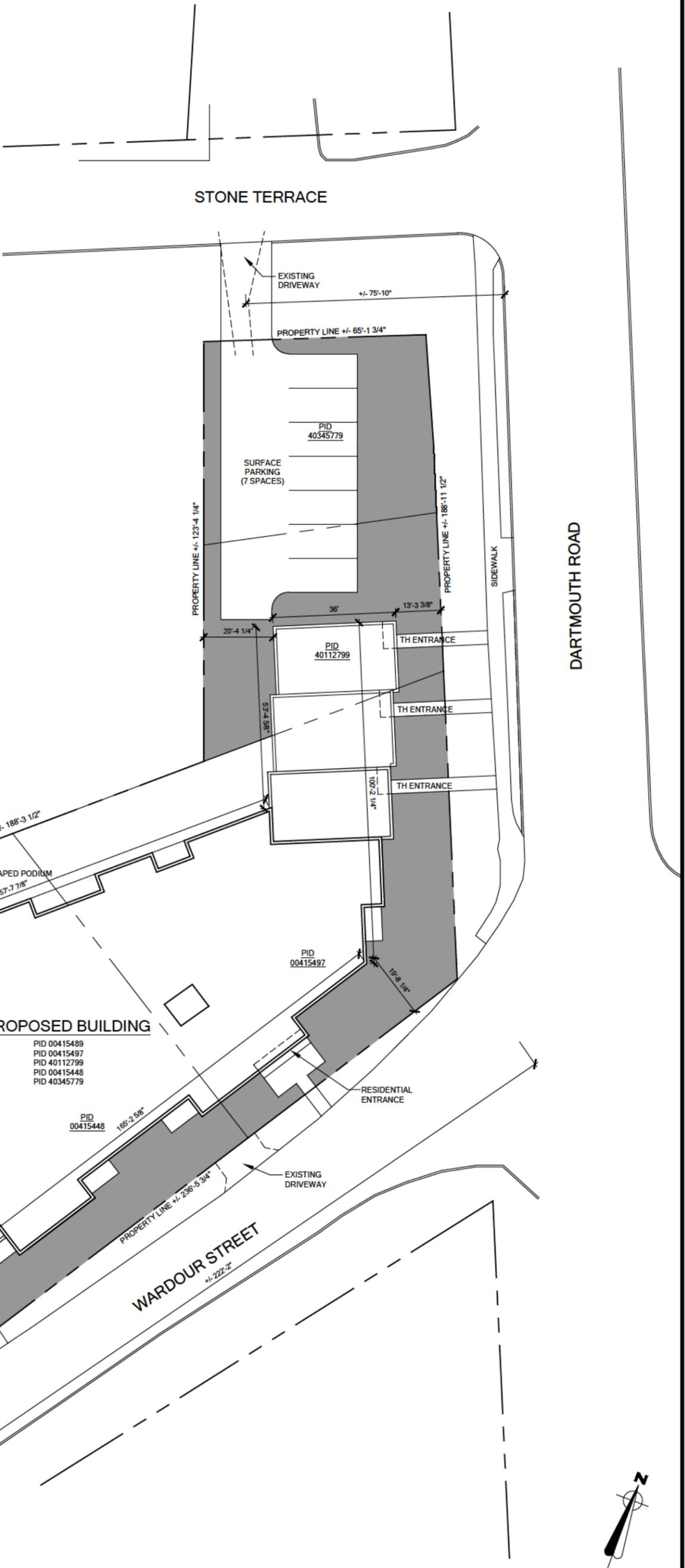
Respectfully submitted,

Shelley Dickey  
Shelley Dickey Land Use Planning

# KEY PLAN



- DATA:**
- GROSS LOT AREA: 37,139 SF
  - BUILDING FOOTPRINT: 15,568 SF
  - LOT COVERAGE: 42%
  - TOTAL UNITS: 48
    - 1+ DEN: 13
    - 2 BED: 24
    - 2 BED +DEN: 6
    - 3 BED: 2
    - 3 BED TH: 3
  - PARKING: +/- 47 INDOOR  
+/- 9 OUTDOOR
  - GFA: 53,643 SF
  - GFAR: 1.47
  - PERSONS PER ACRE: 129



**PROPOSED BUILDING**  
 PID 00415489  
 PID 00415497  
 PID 40112799  
 PID 00415448  
 PID 40345779

PID 00415497

PID 00415448

PID 00415489

**STEVENS GROUP**  
 DARTMOUTH ROAD  
 BEDFORD, NS

ALL CONSTRUCTION TO MEET  
 ALL APPLICABLE CODES, BY-LAWS,  
 STANDARDS, ETC.  
 APPROXIMATE DIMENSIONS  
 AND ROOF SLOPES

**MZM** MICHAEL  
 APIER  
 ARCHITECTURE

DRAWING  
**SITE PLAN**  
 SCALE  
 1/32" = 1'-0"

DATE  
 14 FEB 2019  
 DRAWING NO.  
**A-100**





*View from the corner of Dartmouth Rd. and Wardour St.*



Ref. No. 191-01539-00

February 22, 2019

Ms. Ashley Blissett, P. Eng.  
Senior Development Engineer  
Halifax Regional Municipality  
PO Box 1749  
HALIFAX NS B3J 3A5

**RE: Traffic Impact Statement, Multi-Unit Residential Building, Corner of Dartmouth Road and Wardour Street, Bedford, NS**

Dear Ms. Blissett:

This Traffic Impact Statement has been prepared to consider potential traffic impacts of construction of a multi-unit residential building on a site bounded by Wardour Street, Dartmouth Road and Stone Terrace, Bedford (Figure 1).

**Description of Development Site** - The existing site (Figure 1) includes three properties with frontage on Wardour Street, a lot with frontage on Dartmouth Road and a lot with frontage on Stone Terrace. The two western lots on Wardour Street have existing unoccupied houses, and the other three lots do not have any existing buildings. The proposed development, which will include approximately 48 residential units, will be accessed by a new driveway on Wardour Street (Photos 1 and 2) near the western edge of the site which will provide access for two outdoor and 47 indoor parking spaces, as well as by an existing driveway on Stone Terrace (Photos 3 and 4) to serve seven outdoor parking spaces. Visibility is good on approaches to the two proposed driveways.



**Photo 1 - Looking left (east) on Wardour Street towards Dartmouth Road from the proposed site driveway near the western edge of the site.**



**Photo 2 - Looking right (west) on Wardour Street towards Shore Drive from the proposed driveway near the western edge of the site.**

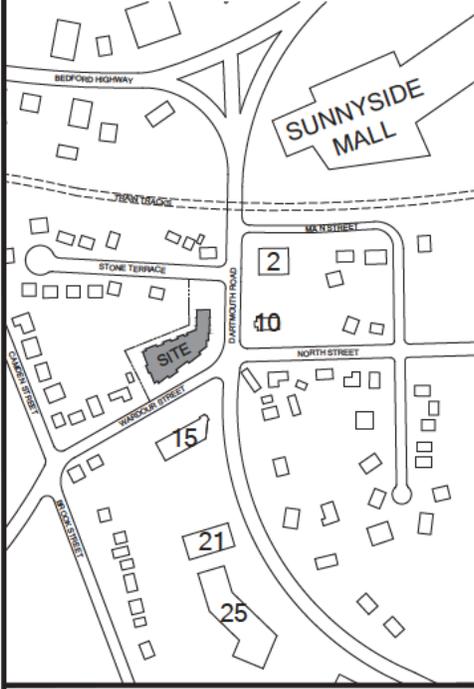


**Photo 3 - Looking left (west) on Stone Terrace towards the cul-du-sac end of the street from the proposed site driveway.**



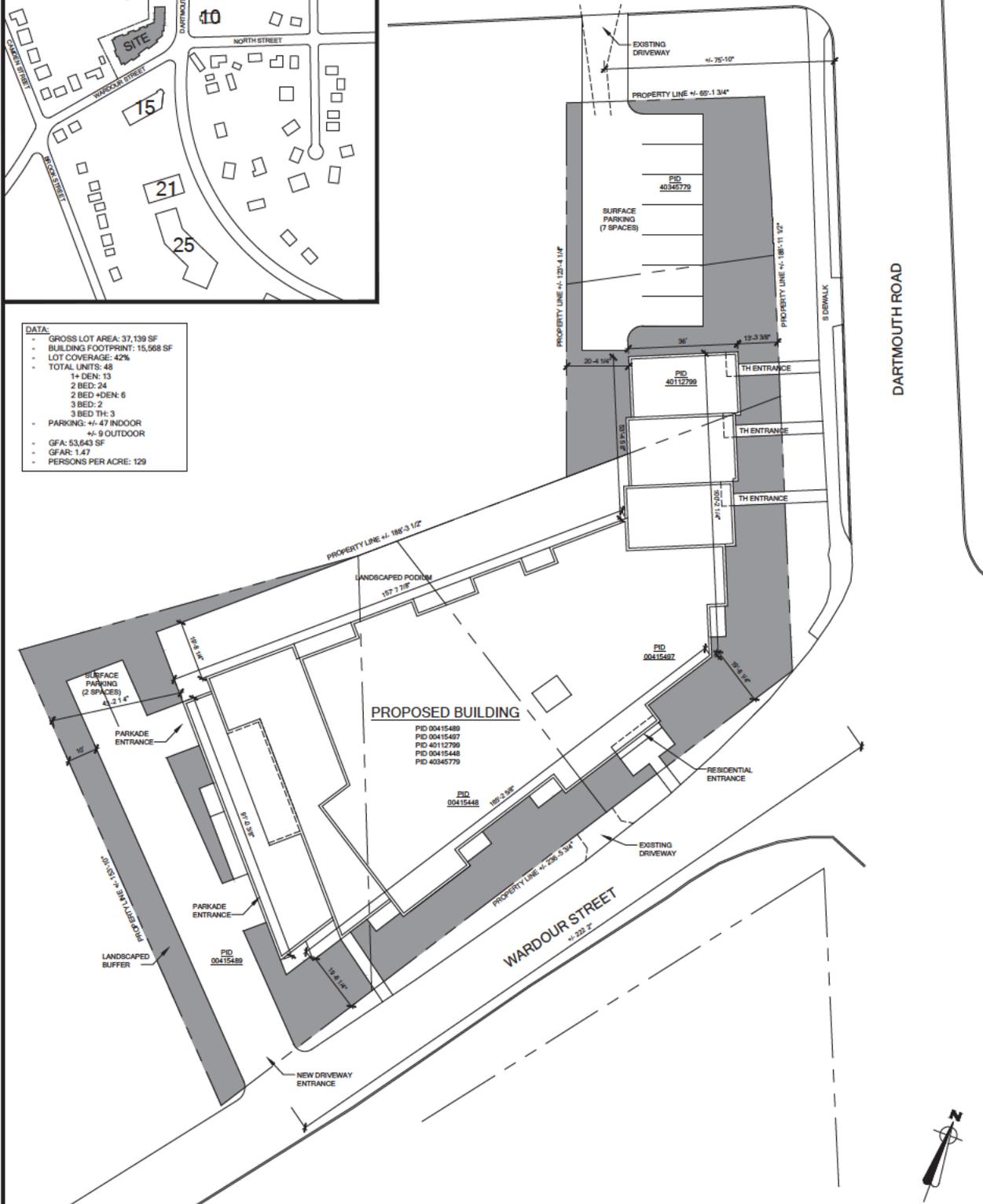
**Photo 4 - Looking right (east) on Stone Terrace towards Dartmouth Road from the proposed site driveway.**

**KEY PLAN**



**DATA:**

- GROSS LOT AREA: 37,139 SF
- BUILDING FOOTPRINT: 15,568 SF
- LOT COVERAGE: 42%
- TOTAL UNITS: 48
  - 1+ DEN: 13
  - 2 BED: 24
  - 2 BED +DEN: 6
  - 3 BED: 2
  - 3 BED TH: 3
- PARKING: +1: 47 INDOOR
- GFA: 53,643 SF
- GFAR: 1.47
- PERSONS PER ACRE: 129



**STEVENS GROUP**  
DARTMOUTH ROAD  
BEDFORD, NS

**Figure 1**

ALL CONSTRUCTION TO MEET  
ALL APPLICABLE CODES, BY-LAWS,  
STANDARDS, ETC.  
APPROXIMATE DIMENSIONS  
AND ROOF SLOPES

**MICHAEL  
APIER  
ARCHITECTURE**

DRAWING	SITE PLAN
SCALE	1/32" = 1'-0"

DATE	14 FEB 2019
DRAWING NO.	A-100

**Wardour Street** is a two lane paved street with curb and sidewalk on the south side opposite the site and a gravel shoulder on the north side adjacent to the site (Photos 1 and 2). The street, which is approximately 500 meters long, connects Dartmouth Road to Shore Drive.

**Stone Terrace** is a two lane paved cul-du-sac street with curb on the south side adjacent to the site and to just east of the site (Photos 3 and 4). The street has gravel shoulders on the north side, as well as on the south side west of the site. The cul-du-sac is approximately 150 meters long with about 15 houses.

**Dartmouth Road** is a two lane street with designated left turn lanes for both Wardour Street and Stone Terrace intersections. There is a sidewalk on the west side south of Wardour Street and on both sides of Dartmouth Road between Wardour Street and Bedford Highway about 250 meters north of the site. There is a marked crosswalk with actuated flashing amber beacons just north of Wardour Street.

**Traffic Volumes** - While traffic volumes are not available for Stone Terrace, peak hourly volumes are expected to be low since the street only serves about 15 houses. The following volumes for Dartmouth Road and Wardour Street have been extracted from an HRM turning movement count obtained at the end of June 2015:

- Dartmouth Road between Wardour Street and Stone Terrace - two-way volume 1,500 vehicles per hour (vph) during the AM peak hour and 1,800 vph during the PM peak hour.
- Wardour Street near the proposed site driveway - two-way volume 130 vph during the AM peak hour and 140 vph during the PM peak hour.

**Transit Service** - Halifax Transit provides service with Route 66 on Dartmouth Road and several other regional routes on Bedford Highway about 250 meters north of the site.

**Trip Generation Estimate for Proposed Development** - Trip generation estimates, prepared using published trip generation equations from *Trip Generation, 10<sup>th</sup> Edition*, (Institute of Transportation Engineers, 2017), are included in Table 1. After a 20% reduction for non-auto trips, which is within the Halifax Integrated Mobility projection for 26% non-auto trips in the inner suburban areas, it is estimated that the proposed mid-rise apartment building will generate 13 two-way vehicle trips (3 entering and 10 exiting) during the AM peak hour and 16 two-way vehicle trips (10 entering and 6 exiting) during the PM peak hour.

Land Use <sup>1</sup>	Units <sup>2</sup>	Trip Generation Rates <sup>3</sup>				Trips Generated <sup>3</sup>			
		AM Peak		PM Peak		AM Peak		PM Peak	
		In	Out	In	Out	In	Out	In	Out
Mid Rise Apartment (Land Use 221)	48 units	0.09	0.27	0.27	0.17	4	13	13	8
<b>20% Reduction for Non-Auto Usage <sup>4</sup></b>						1	3	3	2
<b>Adjusted Trip Generation Estimates for Proposed Development</b>						3	10	10	6
NOTES: 1. Rates are for the indicated Land Use Code, <i>Trip Generation, 10<sup>th</sup> Edition</i> , Institute of Transportation Engineers, 2017. 2. Units are 'Number of Apartments'. 3. Rates are 'vehicles per hour per unit'; trips generated are 'vehicles per hour for peak hours'. 4. Since the site is well served by transit and is within easy walking distance to Sunnyside Mall, trip generation estimates have been reduced by 20% to account for non auto trips expected for this development.									

**Summary -**

1. The proposed development includes construction of a multi-unit residential building with approximately 48 units on a site bounded by Wardour Street, Dartmouth Road and Stone Terrace, Bedford. The site includes three properties with frontage on Wardour Street, a lot with frontage on Dartmouth Road and a lot with frontage on Stone Terrace. The two western lots on Wardour Street have existing unoccupied houses, and the other three lots do not have any existing buildings
2. The proposed development will be accessed by a new driveway on Wardour Street near the western edge of the site which will provide access for two outdoor and 47 indoor parking spaces, as well as by an existing driveway of Stone Terrace to serve seven outdoor parking spaces. Visibility is good on approaches to the two proposed driveways.
3. Peak hourly volumes on Stone Terrace are expected to be low since the street only serves about 15 houses. An HRM count at the Dartmouth Road / Wardour Street intersection at the end of June 2015 indicated the following two-way vehicle volumes in the area:
  - Dartmouth Road between Wardour Street and Stone Terrace - 1,500 vehicles per hour (vph) during the AM peak hour and 1,800 vph during the PM peak hour.
  - Wardour Street near the proposed site driveway - 130 vph during the AM peak hour and 140 vph during the PM peak hour.
4. Halifax Transit provides service with Route 66 on Dartmouth Road and several other regional routes on Bedford Highway about 250 meters north of the site.
5. After a 20% reduction for non-auto trips, which is within the Halifax Integrated Mobility projection for 26% non-auto trips in the inner suburban areas, it is estimated that the proposed mid-rise apartment building will generate 13 two-way vehicle trips (3 entering and 10 exiting) during the AM peak hour and 16 two-way vehicle trips (10 entering and 6 exiting) during the PM peak hour.

**Conclusion -**

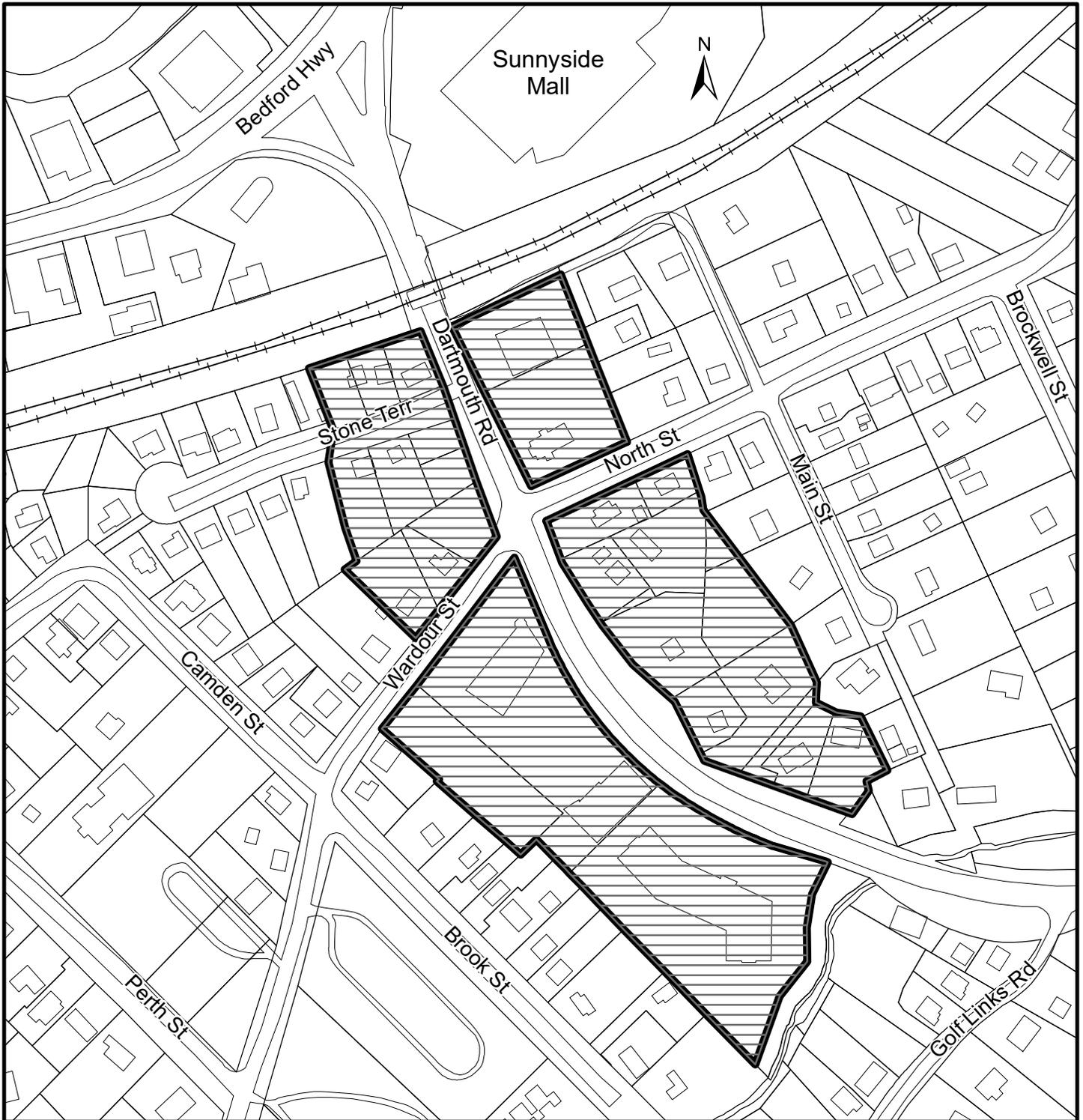
6. Since the estimated numbers of site generated vehicle trips are low, the proposed development is not expected to have any significant impact to traffic performance on the adjacent intersections, streets, or the regional road network.

If you have any questions, please contact me by Email to [ken.obrien@wsp.com](mailto:ken.obrien@wsp.com) or telephone 902-452-7747.

Sincerely,

Ken O'Brien, P. Eng.  
Senior Traffic Engineer  
WSP Canada Inc.





### Attachment C - Proposed Study Area

Dartmouth Rd & Wardour St.,  
Bedford

**HALIFAX**

 Study Area



Bedford  
Plan Area

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