

HALIFAX

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Item No. 11.1.15
Halifax Regional Council
September 22, 2020

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY:

Original Signed by 

Jacques Dubé, Chief Administrative Officer

DATE: August 25, 2020

SUBJECT: **Case 22726: Municipal Planning Strategy Amendments for 16 Rutledge Street, Bedford**

ORIGIN

Application by 3143511 NS Limited.

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 Municipal Planning Strategy and Bedford Land Use By-law to rezone 16 Rutledge Street in Bedford from the Residential Two Unit Zone to the Residential Multiple Unit Zone; and
2. Follow the public participation program as outlined in the Community Engagement section of this report.

BACKGROUND

3143511 NS Limited is applying to amend the Bedford Municipal Planning Strategy (MPS) and Bedford Land Use By-law (LUB) to rezone 16 Rutledge Street from the RTU (Residential Two Unit) Zone to the RMU (Residential Multiple Unit) Zone. As this proposal cannot be considered under existing MPS policies, the applicant is seeking amendments to the Bedford MPS and LUB to enable a development proposal.

Subject Property	16 Rutledge Street, Bedford
Location	The site is located northwest of the intersection of Rutledge Street and the Bedford Highway, Bedford
Regional Plan Designation	US (Urban Settlement)
Community Plan Designation (Map 1)	R (Residential)
Zoning (Map 2)	RTU (Residential Two Unit) Zone RMU (Residential Multiple Unit) Zone (very small portion of subject property)
Size of Site	~932.16 sq.m.10,034 sq. ft.
Street Frontage	~30.48 m (100 feet)
Current Land Use(s)	Single unit dwelling
Surrounding Use(s)	Land uses surrounding the site include: <ul style="list-style-type: none">• North: Multiple unit dwelling, single unit dwelling (bed and breakfast)• East: St. Ignatius Catholic Church, single unit dwelling• South: 2 storey commercial buildings (Bedford Highway) and parking lot• West: multiple unit dwelling and parking lot

Proposal Details

The applicant proposes to amend the Bedford MPS and LUB to rezone 16 Rutledge Street (subject property) from the RTU Zone to the RMU Zone to facilitate the development of a new multiple unit dwelling proposed on the abutting property to the north (26 Rutledge Street) and the subject property (see Attachments A and B). The primary aspects of the proposal are:

- Rezoning the subject property to the RMU Zone to enable 16 Rutledge Street to be integrated with a new multiple unit dwelling proposed on 26 Rutledge Street – the proposal is not intended to increase the number of dwelling units currently approved (16 units); and
- The proposed rezoning would allow the developer to consolidate the subject property with 26 Rutledge Street. In conjunction with an existing building permit for 26 Rutledge Street (for 16 units), apply to increase the volume of the new multiple dwelling to create larger dwelling units.

Bedford Highway, Rutledge, Meadowbrook, Pleasant Block

The applicant owns a significant portion of the block bound by the Bedford Highway, Rutledge Street, Meadowbrook Drive, and Pleasant Street (Map 3). The applicant's holdings include:

- 21 Meadowbrook Drive – existing apartment building;
- 15 Meadowbrook Drive – vacant lot
- 26 Rutledge Street – existing 5-unit dwelling; and
- 16 Rutledge Street – existing single unit dwelling (subject property).

The applicant is planning to reinvest and redevelop their portion of the block. This development is mostly permitted through current zoning and includes:

- the recapitalization of an existing multiple unit dwelling at 21 Meadowbrook Drive;
- the proposed construction of a 16 unit multiple unit dwelling at 26 Rutledge Street;
- expanding the 16 unit building at 26 Rutledge Street onto 16 Rutledge Street (subject property) to allow for larger residential units and additional site design opportunities;
- the construction of a small special care home at 15 Meadowbrook Drive; and

- the creation, consolidation and upgrading of parking areas and indoor and outdoor amenity spaces. These upgrades include landscaping upgrades such as walkways, trees, lawns, on site community gardens and include rationalization of vehicle access points and parking locations.

MPS and LUB Context

Regional Plan

The subject property, and surrounding area, is designated Urban Settlement under the Regional Municipal Planning Strategy (RMPS). The intention of the Urban Settlement designation is to support existing and future development of land uses serviced with municipal water and wastewater systems. The subject property is also within the Sunnyside Mall Urban District Growth Centre identified under the RMPS. In such growth centres, the Regional Plan envisions a mix of low, medium and high density residential, commercial, institutional and recreational 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.

Community Plan

The subject property is located within the Residential Designation of the Bedford MPS. The Residential Designation is intended to support and protect a full range of residential uses as well as park uses and special care facilities for up to 10 residents.

The subject property is zoned RTU (Residential Two Unit) Zone under the Bedford LUB. The RTU Zone permits single detached and two-unit dwellings such as linked homes, semi-detached dwellings, duplex dwellings, or single detached dwellings with a basement apartment. Further, MPS policies do not exist that would enable multiple unit dwellings through planning mechanisms (rezoning, development agreement and/or site plan approval).

The adjacent properties to the west and north are designated Residential under the MPS and zoned RMU (Residential Multiple Unit Dwelling) Zone under the LUB. The RMU Zone permits multiple unit dwellings of up to 36 units and a height of 10.67 m (35 feet). The properties to the south are designated MC (Mainstreet Commercial) and zoned CMC (Mainstreet Commercial) Zone. The intent of the Mainstreet Commercial designation is to create a viable and pleasant pedestrian-oriented small-town commercial core along portions of the Bedford Highway in the centre of Bedford. Uses permitted within the Mainstreet Commercial Zone are small scale and pedestrian oriented uses including: retail; business and professional offices; financial institutions; full service restaurants; pubs; lounges; and a variety of other uses including limited residential uses. Properties to the east are designated Institutional and zoned SI (Institutional) Zone. These properties are developed and include a church, hall and rectory.

DISCUSSION

The Bedford MPS 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, the Bedford MPS provides broad direction, but Regional Council may consider plan amendment requests to enable proposed development that is inconsistent with SPS policies. Amendments to an MPS 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 MPS policies were adopted or last reviewed.

Applicant Rationale

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

- the overall site design enabled by the proposed change furthers Regional MPS objectives relating to design, complete communities, neighbourhood stability, housing options; and aging in place;

- the proposal enables a multiple unit building that is within the desired form enabled by the Bedford MPS;
- the proposed development of a multiple unit dwelling is in character with the surrounding neighbourhood;
- the proposed development will create additional amenity/open space;
- the site is proximate to medium density residential, commercial and institutional uses;
- the proposal creates infill without increasing the density of development;
- the proposal will not increase traffic beyond what is permitted as-of-right on the adjacent site; and
- the proposal will not increase demands on the sewer and water systems beyond what is permitted as-of-right.

Attachment A contains the applicant's application/rationale letter.

Review

Staff have reviewed the submitted rationale in the context of applicable planning policies, site circumstances, and surrounding land uses. Staff advise that there is merit to consider the request because:

- applied zoning in this area appears to respond to existing or previous uses, rather than a unified vision for the site and surrounding lands; implementation of a more cohesive vision is positive;
- the proposal does not vary significantly from the original vision for much of the surrounding block (multiple unit dwellings), and the underlying Residential designation;
- the applicant's ownership of surrounding lands enables an opportunity to simplify a slightly irregular zoning and land use pattern;
- the proposal creates consistent land uses within the block of Rutledge Street, Pleasant Street, Meadowbrook Drive and Bedford Highway; and
- the proposal does not appear to have any obvious traffic implications or sewer capacity issues.

A full review would consider the following:

- appropriateness of the proposed zone;
- feedback received through community engagement initiatives;
- detailed technical impacts on traffic, sewer and water services;
- development risks;
- compatibility with surrounding uses; and
- any other relevant planning matter.

Conclusion

Staff have reviewed the proposed MPS amendment and advise that there is merit to consider the request. Regional Council is under no obligation to consider such a request, however there has been a reasonable change in circumstance (ownership and proposed cohesive development pattern for the area) since the MPS was adopted, or last reviewed. Further, there is no policy within the Bedford MPS to consider development through other planning tools. Therefore, staff recommend that Regional Council initiate the MPS amendment application process.

COMMUNITY ENGAGEMENT

Should Regional Council choose to initiate the MPS amendment process, the HRM Charter requires that Regional Council approve a public participation program. In February of 1997, Regional Council approved a public participation resolution that outlines the process for proposed MPS amendments, which are local in nature. These MPS amendment processes usually require, at a minimum, a public meeting to be held and any other measures deemed necessary to obtain public opinion. The MPS also includes a section on community participation. The objective of this section is to establish and maintain a means for effective communication with residents through the provision of information on community and planning issues in order that they may participate in a meaningful way.

In person public meetings are currently regulated by the Health Protection Act due to the COVID-19 pandemic. Therefore, staff propose a different participation approach to achieve the main objective of the public participation section of the MPS and the 1997 public participation resolution – through the provision of information in order that residents may participate in a meaningful way.

The proposed level of community engagement would still be consultation, achieved through the sharing of information via mail and the HRM website and a questionnaire or survey sent to stakeholders and nearby property owners early in the review process, as well as a public hearing, before Regional Council can consider approval of any amendments. In addition to the above, the applicant will be required to place a sign on the subject property. Staff recommends this approach meets the requirements of the *HRM Charter* for public participation. As there is a planning advisory committee that comments on planning decisions in Bedford, the North West Planning Advisory Committee will also participate in the review process for this application.

Amendments to the Bedford MPS will potentially impact the following stakeholders: residents, landowners, and businesses.

FINANCIAL IMPLICATIONS

The HRM costs associated with processing this planning application can be accommodated for within the approved 2020-2021 operating budget for C320 Regional Policy Program.

RISK CONSIDERATION

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

ENVIRONMENTAL IMPLICATIONS

No environmental implications are identified at this time.

ALTERNATIVES

1. Regional Council may choose to initiate the consideration of potential plan policy that would differ from those outlined in this report. This may require a supplementary report from staff.
2. Regional Council may choose not to initiate the MPS amendment process. A decision of Council not to initiate a process to consider amending the Bedford MPS is not appealable to the NS Utility and Review Board as per Section 262 of the HRM Charter.

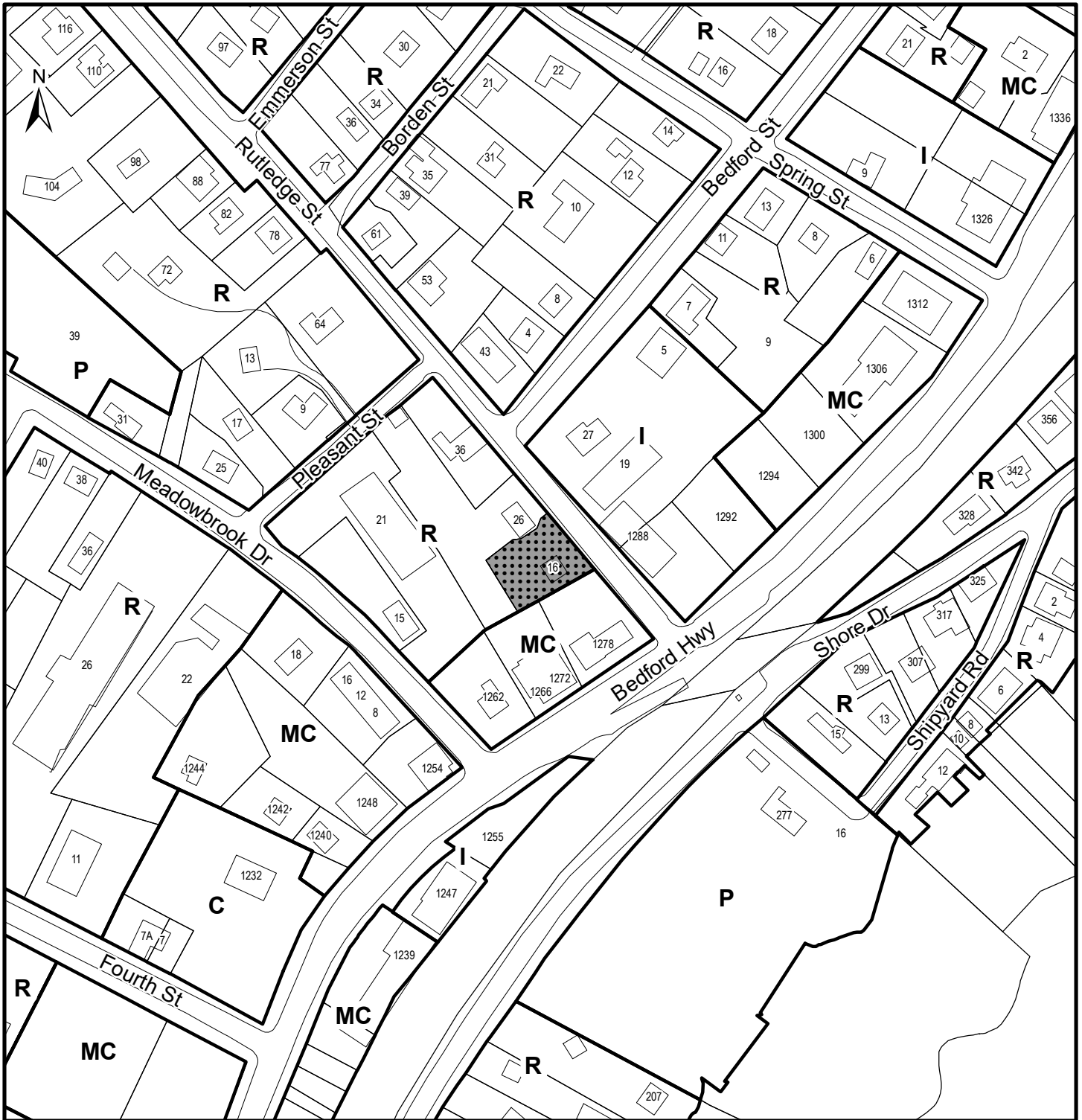
ATTACHMENTS

Map 1: Generalized Future Land Use
Map 2: Zoning and Notification Area
Map 3: Applicant's Land Holdings

Attachment A: Application Letter
Attachment B: Concept Plan
Attachment C: Excerpts from the Bedford MPS -Relevant Policies
Attachment D: Excerpts from the Bedford LUB – Existing and Proposed Zones

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


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Map 1 - Generalized Future Land Use

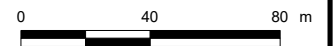
16 Rutledge St,
Bedford

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 Subject Property

Designation

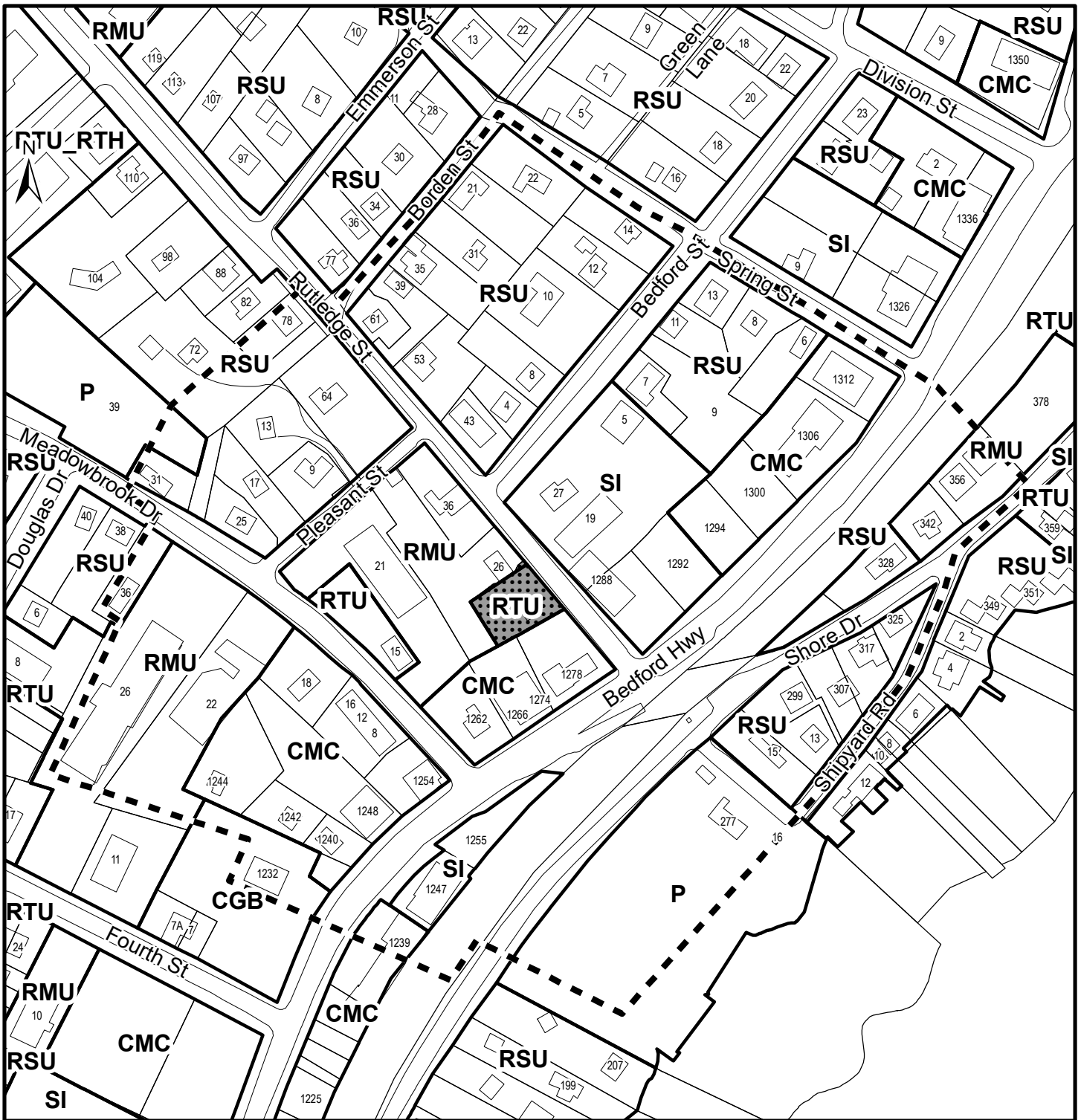
- C Commercial
- I Institutional
- MC Mainstreet Commercial
- P Park and Recreation
- R Residential



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 Notification

16 Rutledge St,
Bedford

-  Subject Property
-  Area of Notification

Bedford
Land Use By-Law Area

Zone

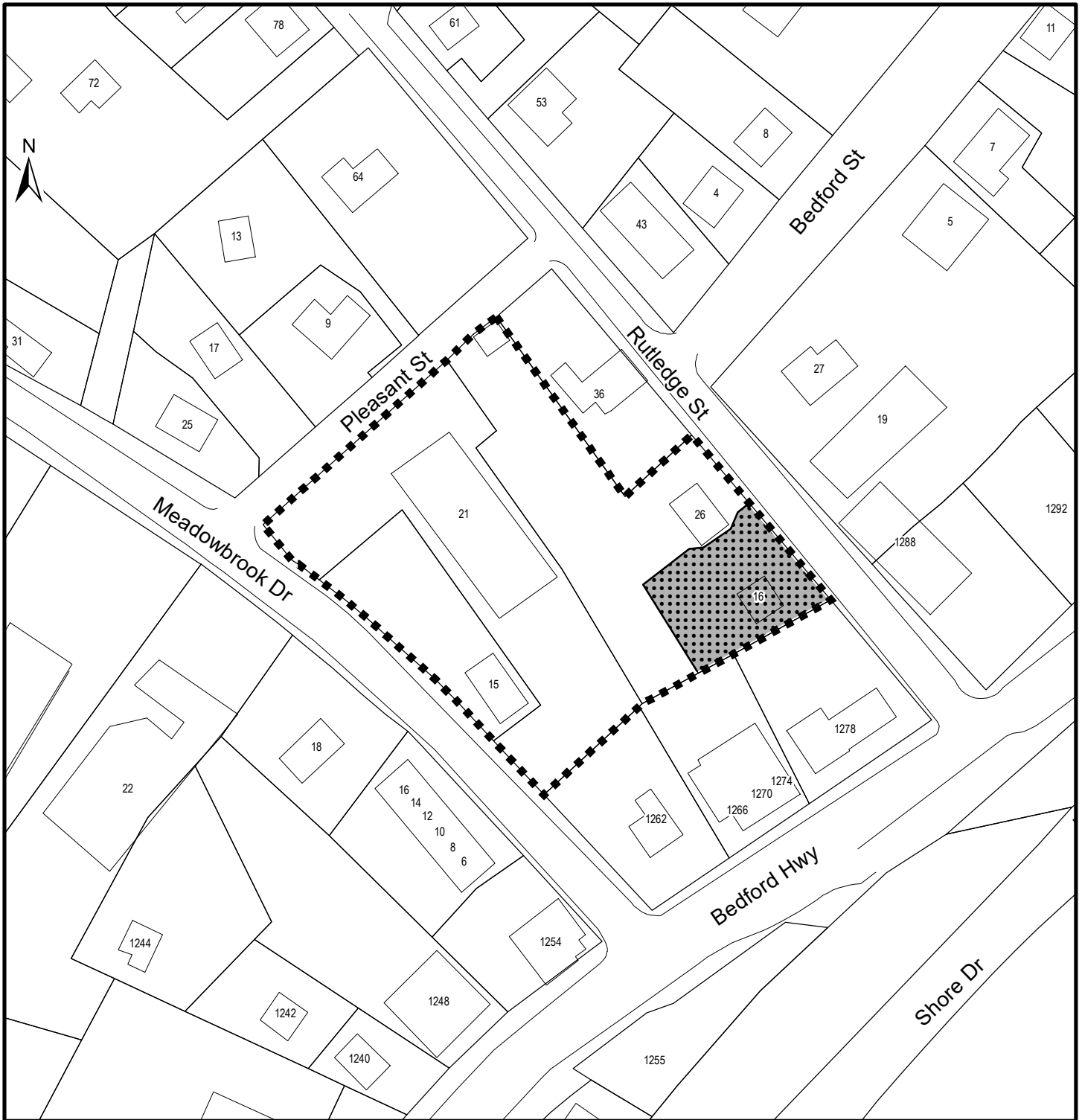
- CGB General Business District
- CMC Mainstreet Commercial
- P Park
- RMU Multiple Dwelling Unit
- RSU Single Dwelling Unit
- RTU Two Dwelling Unit
- RTU/RTH Two Dwelling Unit/Townhouse
- SI Institutional

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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.



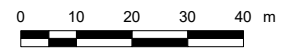
Map 3 - Applicants Land Holdings

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16 Rutledge St,
Bedford

 Subject Property

 Applicants Lands



Bedford
Land Use By-Law Area

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16 Rutledge Street, Bedford (PID 00435586)
Bedford MPS Amendment and Rezoning
Plan Application

December 11, 2019

Prepared for:
3143511 NS Ltd

Prepared by:
EDM Planning Services Ltd.



1. INTRODUCTION

This report provides the planning rationale for the rezoning of 16 Rutledge Street, Bedford by 3143511 NS Limited. Under the Bedford Municipal Planning Strategy (MPS), a rezoning application is considered through a site specific Plan Amendment to the Bedford MPS and Bedford Land Use By-Law (LUB).

Plan Amendments are significant undertakings. This project, however, is in alignment with the Bedford MPS and the Regional MPS and an excellent candidate for Council’s consideration.

1.1. Project Description

The Autumn Woods Apartments is a proposed residential development located at 26 Rutledge Street, Bedford. As shown in Figure 1 and the enclosed Site Plan, the proposed development will occur following the consolidation of the existing neighbouring properties of 16 Rutledge and 26 Rutledge; both properties are owned by 3143511 NS Ltd.

Currently, a density of 16 units has been approved under Development Agreement #1723754 for PID #00430629 (26 Rutledge). This density of 16 units will be maintained; no increase is proposed. However, it is proposed that the size of the individual units increases so that the three story building will consist of two bedroom plus den and three bedroom plus den.

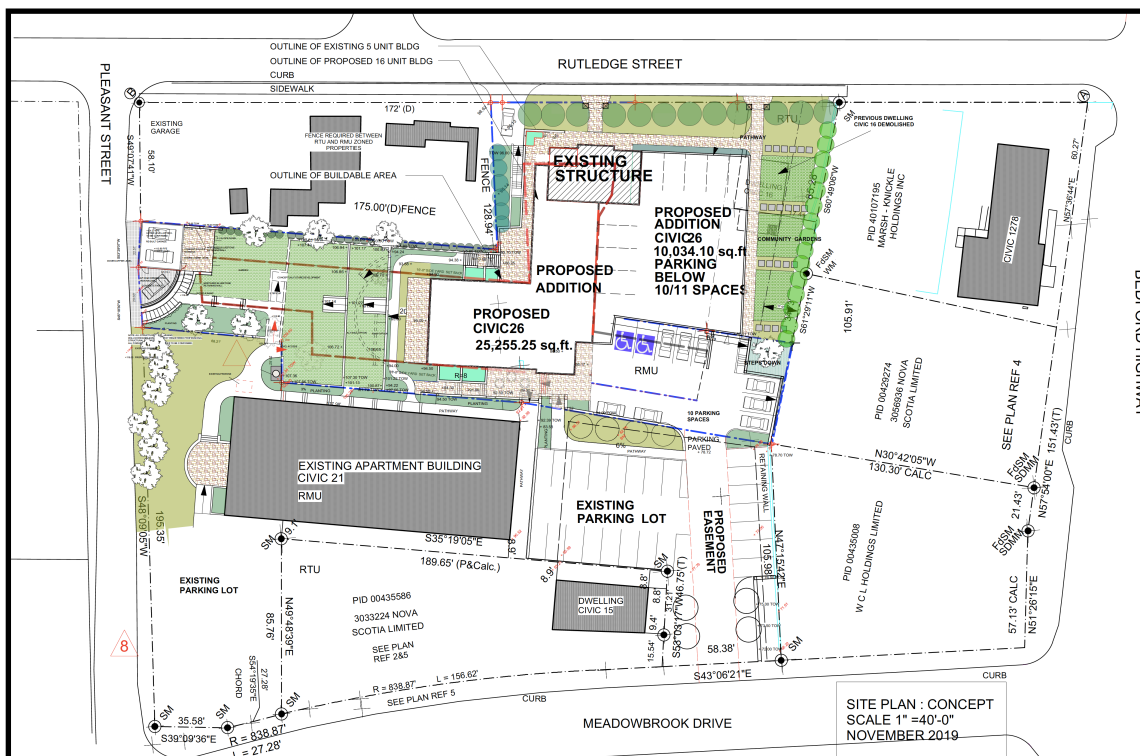


Figure 1: Proposed Site Plan for the Autumn Woods Apartments (located on PID 00430629 (26 Rutledge) and PID 00435586 (16 Rutledge).

1.2. A Neighbourhood Community Vision

The Autumn Woods Apartments is part of a larger, ongoing effort to create a strong and connected community neighbourhood within the Rutledge/Pleasant/Meadowbrook block. As shown on Figure 2 and the enclosed Development Context figure, the owners' vision is for related buildings with shared outdoor spaces for gardening, recreation, cooking, and activities that will support residents and foster community. This relationship will extend indoors, with plans for community focused amenities such as a shared kitchen and activity areas.

'The Meadowbrook' is an existing, well established apartment building with many longstanding tenants. The outdoor site plan for the 'The Autumn Woods' was developed to provide outdoor space for residents of both buildings, while also increasing aesthetic value for the adjacent bed and breakfast property (owned by others).

Under as-of-right processes, work is underway for the redevelopment of 15 Meadowbrook Drive, as well to create seamless linkages between the three buildings.

Values of accessibility, inclusion, permanency, and community support are the vision for these sites.

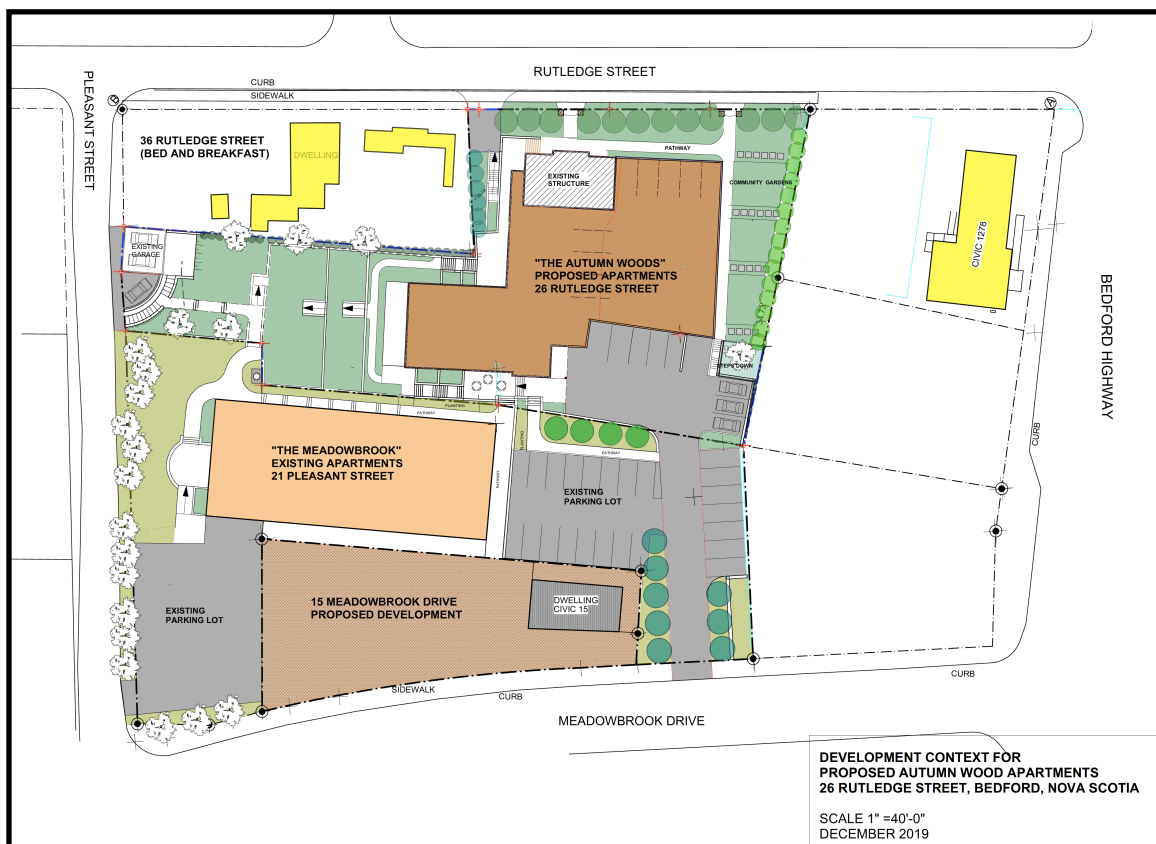


Figure 2: Development Context for The Autumn Woods Apartments including The Meadowbrook Apartments (existing) and redevelopment of 15 Meadowbrook Drive.

2. REZONING REQUEST VIA PLAN AMENDMENT

A consolidation of the adjacent properties 26 Rutledge Street and 16 Rutledge Street is being sought to enable the envisioned 16 unit building at 26 Rutledge. The adjacent lots PID 00430629 (26 Rutledge) and PID 00435586 (16 Rutledge) are required to be the same zone under the Bedford Zoning By-Law in order to be consolidated as-of-right, see Figure 3.

The rezoning of 16 Rutledge Street is therefore the subject of this application, via a Plan Amendment to the Bedford MPS and LUB.

2.1. Existing Site Use, and Zoning

16 Rutledge Street is a 10,034.1 square foot property, designated for Residential uses in the Bedford MPS, and zoned Residential Two-Dwelling Unit (RTU) under the Bedford Zoning By-Law. It is currently occupied by a single detached residential building.

26 Rutledge Street is a 25,255.25 square foot lot, designated for Residential uses in the Bedford MPS, zoned Residential Multi-Unit (RMU), and currently approved under a Development Agreement #172375 for 16 units.



Figure 3: 16 Rutledge is located with a mix of surrounding zones, including: single, two, and multi-unit residential uses, institutional and commercial. Inset illustrates existing boundaries of 16 Rutledge (orange, smaller property) and 26 Rutledge (green, larger property).

3. SITE AND NEIGHBOURHOOD COMPATIBILITY

3.1. Surrounding Character

The site is located a short half block (50 m) from the Bedford Highway, in the transitional area between a primarily residential neighbourhood, including multi-unit and single dwelling units to the north, and the mixed commercial and institutional uses to the south along the Bedford Highway.

Multi-unit residential buildings are currently seen in the neighbourhood, including the existing 26 Rutledge. Buildings along Meadowbrook and Pleasant include several multi-unit three story residential buildings (i.e. properties zoned RMU, as shown on Figure 3). Existing single family houses, for example on the north side of Pleasant Street, currently face existing multi-unit residential buildings. The proposed Autumn Woods Apartments building is in character with the neighbourhood.

This existing neighbourhood, particularly along Rutledge and Pleasant Streets is significantly characterized by its green open spaces, gardens, and mature tree-lined streetscape. The proposed Autumn Woods Apartments maintains the existing trees in the yards along both Rutledge and Pleasant, which will contribute to maintaining the existing streetscape (Figure 1). Interior to the site, the consolidation of 16 Rutledge and 26 Rutledge will provide for an additional 1500 square feet of open space than if the consolidation is not completed. The proposed Autumn Woods Apartments site plan very much aligns and enhances the existing character of the neighbourhood.



Figure 4: Surrounding amenities and uses

3.2. Surrounding Uses

Amenities within 250m of the site are highlighted in Figure 4 and include: the Alrasoul Islamic Society, an optician, recreational facilities, hair salon, convenience store, and other businesses. Adjacent properties/uses to PID 00430629 (26 Rutledge) and PID 00435586 (16 Rutledge) include:

- St. Ignatius Church (across the street)
- Commercial buildings (adjacent to the south, along Bedford Highway)
- A bed and breakfast (adjacent to the north)

Residents may conveniently access the Meadowbrook/Bedford Highway intersection via the site's cross block walkthrough, which is fully signalized to cross the highway. This allows for safe access to the Bedford Lion's park and HRM Recreational Bedford Outdoor Pool, for example. The Bedford Pool offers open swims, lane swims, and lessons. Sidewalks also extend in this area along both sides of the Bedford Highway.

3.3. Infill Without Increased Density

3143511 NS intends to market the Autumn Woods Apartments to create a seniors-focused building. Market research completed by 3143511 NS indicates that larger two bedroom and two bedroom plus den units would appeal to their intended market. The outdoor and indoor amenities and unit layouts will be tailored for seniors in their style and physical accessibility.

Initially, plans were submitted to HRM for a smaller 16 unit building, which would have been within the 26 Rutledge property (Development Application #172375). However, given their new research, 3143511 NS believes it most appropriate to proceed to constructing 16 larger units. The larger building footprint has resulted in the intended consolidation of PID 00430629 (26 Rutledge) and PID 00435586 (16 Rutledge). Consolidation of these two properties will maintain the same number of units and also increase the open space at the site.

3.4. Transportation, Traffic, and Public Utilities

As described above, the 16 unit Autumn Woods Apartment can be constructed as-of-right at 26 Rutledge without this proposed rezoning. The rezoning will allow for 16 larger units to be constructed. Further, the rezoning will result in the demolition of the building at 16 Rutledge, which, as an RTU, could otherwise function as a duplex. In this way, the proposed rezoning will generate no increased traffic or water utility demand.

A Traffic Impact Statement for the project, completed by Harbourside Transportation Consultants, concluded that the vehicle trip generation can be accommodated on Meadowbrook Drive (where the driveway access is proposed) and at the intersection of Meadowbrook Drive and Bedford Highway with negligible impact on traffic operation.

Halifax Transit routes are adjacent to the proposed development. Routes 196, 80, 82, and 89 stop on the Bedford Highway, and Route 196 stops on Meadowbrook Drive at the intersection of Pleasant Street.

4. POLICY REVIEW

A concordance table is provided as Appendix A. Section 4 provides a summary of the rationale.

4.1. Regional MPS

The objectives of the Regional MPS with respect to housing are to focus new growth in centres where supporting services and infrastructure exist while promoting well designed communities. The site design, as Objective 4 directs, will create attractive, healthy places which support ‘complete neighbourhoods’, accessible to all mobility needs, protect neighbourhood stability and supports revitalization. Significantly as well, by creating an affordable development targeted for seniors, 3143511 NS Ltd. is supporting the policy by ‘providing housing opportunities for a range of social and economic needs and promote aging in place’ (Objective 4(g)). 26 Rutledge (PID 00430629) and 16 Rutledge (PID 00435586) are within one of the urban district growth centres designated by the Regional Municipal Planning Strategy. The vision for the Autumn Woods Apartments, whose development will be further enabled by the requested rezoning of 16 Rutledge Street, aligns with the objectives of the Regional MPS.

The proposal has strong design characteristics, which the MPS states should be planned for: in established neighbourhoods medium density residential uses are envisioned, and interconnected private and public open spaces should be planned for with attention to the urban forest canopy cover that is to be maintained or improved (Section 3.3 Planning and Design for Growth Centres, Table 3-1). The overall site plan, which the rezoning of 16 Rutledge will enable, will support the vision of the Regional MPS through medium density, interconnected spaces, and a high value in outdoor spaces.

4.2. Bedford MPS

16 Rutledge is within the Residential Development Boundary (Policy R-1) where Bedford’s development is to be focused. The Autumn Woods Apartments will align with the overarching goal of Council to both make provision for a range of affordable housing while also preserving the character of existing neighbourhoods in their present form (Policy R-8). As described in Section 3, the proposal matches the existing built form, protects the existing streetscape, and provides for high quality open space.

The consolidation of PID 00430629 (26 Rutledge) and PID 00435586 (16 Rutledge) will allow for the construction of a building size already present within a single block radius (see Figure 2, existing buildings in surrounding RMU zone). It has been noted in this proposal that the development does not represent an increase in density: 16 units could be constructed as of right on PID 00430629 (26 Rutledge). For consideration is the request for rezoning of PID 00435586 (16 Rutledge) from RTU to RMU, allowing construction across the two adjacent properties.

5. CONCLUSION

Thank you for considering this application. 3143511 NS Ltd. has requested the rezoning of 16 Rutledge (PID 00435586) from two-unit residential (RTU) to multi-unit residential (RMU). This rezoning, if permitted, will allow for consolidation with the adjacent 26 Rutledge (PID 00430629), and subsequently enable a 16 unit building that provides a simplification of residential zones and enhances the existing neighbourhood fabric.

We believe that the proposed rezoning will enable an excellent development to the benefit of the community and is in alignment with the vision of the Bedford MPS and Regional MPS.

Original Signed

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Appendix A - Excerpts from HRM Regional and Bedford MPS

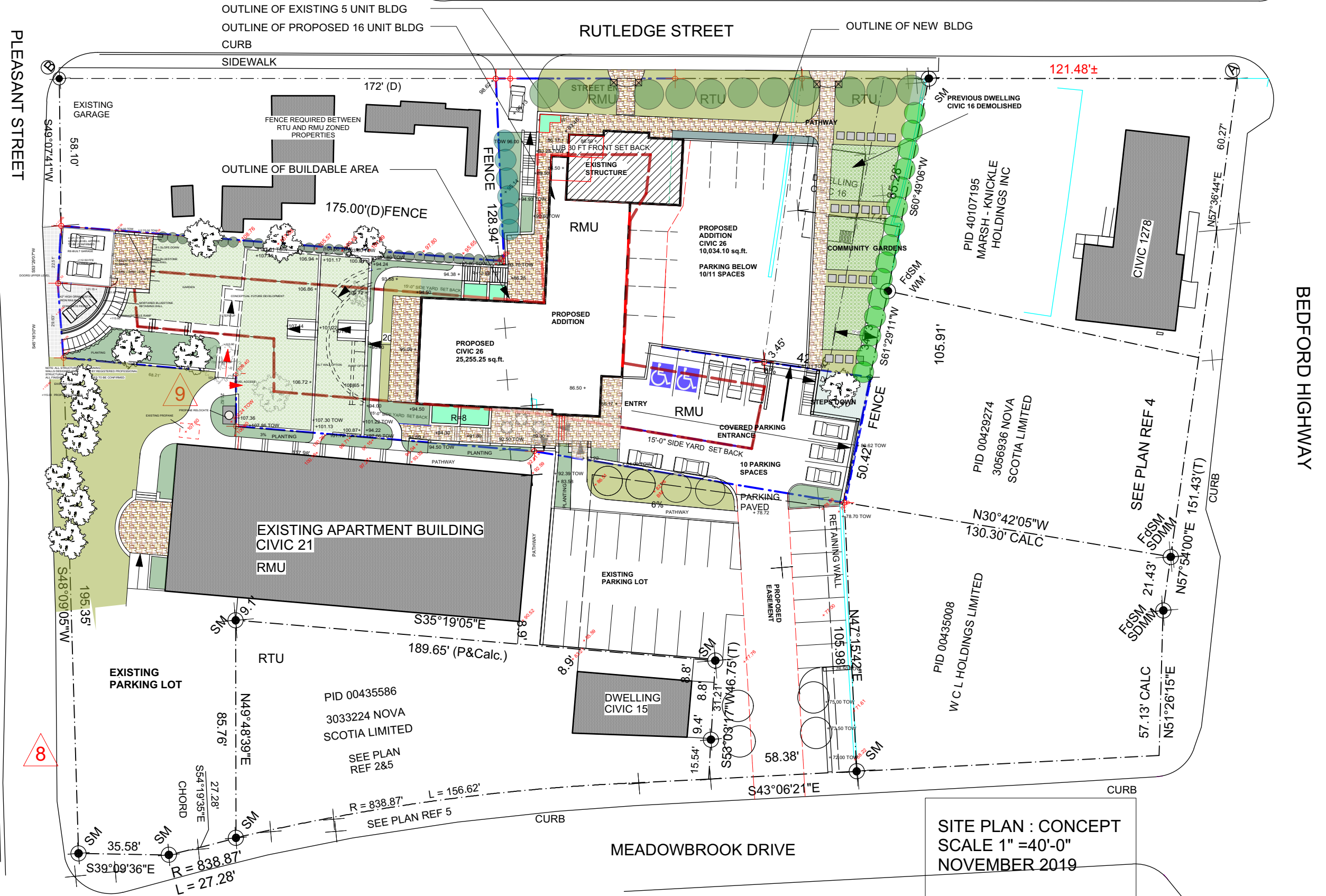
Regional MPS Section	Commentary
<p>Settlement and Housing</p> <ol style="list-style-type: none"> 1. Direct growth so as to balance property rights and life style opportunities with responsible fiscal and environmental management; 2. . Focus new growth in centres where supporting services and infrastructure are already available; 3. Target at least 75% of new housing units to be located in the Regional Centre and urban communities with at least 25% of new housing units within the Regional Centre over the life of this Plan; 4. Design communities that: (a) are attractive, healthy places to live and have access to the goods, services and facilities needed by residents and support complete neighbourhoods as described in 6.2.2 (v) of this Plan; (b) are accessible to all mobility needs and are well connected with other communities; (c) protect neighbourhood stability and support neighbourhood revitalization; (d) preserve significant environmental and cultural features; (e) promote community food security; (f) provide housing opportunities for a range of social and economic needs and promote aging in place; 5. Maintain the integrity of rural communities; 6. Preserve agricultural and resource lands; 7. Provide opportunities to establish a network of interconnected greenbelts and open spaces; and 8. Support housing affordability 	<p>Redevelopment is within existing municipal boundary.</p> <p>16 Rutledge is a Urban Local Growth Centre (Map1).</p> <p>Site Design is attractive, focuses on healthy living by having easy access to goods, services and facilities needed by residents, and outdoor and indoor amenities.</p> <p>Mobility and accessibility is considered in site design.</p> <p>Site protects and supports neighbourhood stability and revitalization.</p> <p>No known impact to significant environmental or cultural features.</p> <p>Proposes larger than average units: facilitates a diversity of housing types being available.</p>

Regional MPS Section	Commentary
<p>Urban Local Growth Centre (Bedford Mill Cove) Table 3-1 :</p> <p><u>Land Use and Design:</u> Mix of low, medium and high density residential, small office, small institutional and convenience commercial uses</p> <ul style="list-style-type: none"> •In established residential neighbourhoods, low to medium density residential uses •Encourage infill or redevelopment of large parking lots into traditional blocks with streetwalls and stepbacks •Pedestrian oriented facades 	<p>Maintains existing mix character. Increases number of medium density units available. Is consistent with existing neighbourhood use. Is an infill/redevelopment of a large under-utilized lot.</p>
<p>Urban Local Growth Centre (Bedford Mill Cove) Table 3-1 :</p> <p><u>Transit AT and Parking:</u></p> <ul style="list-style-type: none"> • Transit to connect to other centres and Regional Centre • Pedestrian oriented transit stops • Enhanced pedestrian linkages • Street, or rear yard parking wherever possible • Access to AT routes • Short interconnected blocks for ease of walkability 	<p>Adjacent transit routes. Pedestrian linkages (e.g. midblock walkthrough) provided. Rear parking provided. Short interconnected blocks for ease of walkability provided.</p>
<p>Urban Local Growth Centre (Bedford Mill Cove) Table 3-1 :</p> <p><u>Open Space:</u> Streetscaping featuring landscaped pocket parks and tree-lined streets</p> <ul style="list-style-type: none"> • Interconnected private and public open space • Improved quality and quantity of parkland • Focus on waterfront parks and trails • Private and public realm urban forest canopy cover to be maintained and improved • Provisions for food security 	<p>Site plan creates interconnected private and public open space. Well over 500 square feet of amenity space.</p> <ul style="list-style-type: none"> • Maintains the mature trees in the front yards along Pleasant and Rutledge Streets (urban forest canopy cover). Majority of trees interior to the property will be maintained as well. • Intended shared garden plots support food security.
<p>Urban Local Growth Centre (Bedford Mill Cove) Table 3-1 :</p> <p><u>Cultural Heritage:</u> Built and natural heritage to be maintained and improved</p> <ul style="list-style-type: none"> • Heritage features integrated with new development • Public art integrated with new development • Scenic public views preserved • Cultural heritage corridors 	<p>No known heritage features known to occur at site. No known impact to existing scenic views.</p> <p>Existing building facade at 26 Rutledge will be maintained.</p>

Bedford MPS Section	Commentary
<p>Policy R-1 It shall be the intention of Town Council to maintain a Residential Development Boundary (RDB) and direct future growth to the area within the RDB, while limiting growth in the reserve area outside the RDB. The location of the Residential Development Boundary shall be as shown on the Generalized Future Land Use Map.</p>	<p>Site is within the RDB.</p> <p>Development of 16 units could be permitted as of right on 26 Rutledge. Rezoning 16 Rutledge will allow the sites to be consolidated and larger 16 units to be constructed.</p>
<p>Policy R-4: It shall be the intention of Town Council to establish a "Residential" designation on the Generalized Future Land Use Map. The Residential designation shall permit the full range of residential uses as well as park uses and special care facilities for up to 10 residents. Institutional uses and utilities may be permitted by rezoning. Special care facilities for more than 10 residents may be permitted by development agreement.</p>	<p>Site is Residential.</p>
<p>Policy R-5: It shall be the intention of Town Council to establish the following zones within the residential designation:</p> <ul style="list-style-type: none"> • Residential Single Unit Zone (RSU) which permits single detached dwellings and existing two unit dwellings • Residential Two Unit Zone (RTU) which permits single detached and two unit dwellings be they linked homes, semi-detached dwellings, duplex dwellings, or single detached with basement apartment • Residential Townhouse Zone (RTH) which permits townhouses • Residential Multiple Dwelling Unit Zone (RMU) which permits multiple-unit buildings <p>These zones shall apply in the existing neighbourhoods which are identified by the Residential designation on the Generalized Future Land Use Map.</p> <p>Neighbourhood parks and special care facilities for up to 10 residents will also be permitted in these zones.</p>	<p>Site is shown as Residential on the Generalized Future Land Use Map.</p> <p>Site zoned RTU.</p> <p>Requesting rezoning to RMU.</p> <p>Rezoning will simplify the many residential zones seen in the surrounding area which include RTU, RMU, RSU</p>

Bedford MPS Section	Commentary
<p>Policy R-8: It shall be the intention of Town Council to promote neighbourhood stability within established residential areas which are zoned for a residential use on the Zoning Map. Established residential areas are those which are designated "Residential" and "Residential Reserve" on the Generalized Future Land Use Map. A plan amendment shall be required in order for Town Council to consider rezoning or development agreement applications which would seek to increase the number of dwelling units or alter the land uses. Notwithstanding the foregoing, Town Council may consider applications for a development agreement to permit the inclusion of an apartment unit within a single-unit dwelling in the RSU Zone or other housing options as identified in Policies R-18 and 19. Apartment units added within single unit dwellings shall not exceed 700 sq. ft. in area and detached garden flats shall not exceed 700 sq.ft. in area.</p>	<p>Rezoning site would enable a residential development that protects and aligns with the existing neighbourhood. The development is consistent with the existing range of residential uses in the area, which include 3 and 4 story buildings in the RMU zone at the intersection of Pleasant and Meadowbrook.</p> <p>The development does not increase density of the area. 16 units could be constructed on 26 Rutledge (RMU). 16 larger units are proposed for the consolidated of 16 Rutledge (RTU) and 26 Rutledge. Rezoning of 16 Rutledge to RMU will allow for the consolidation of the property with 26 Rutledge.</p> <p>A plan amendment to enable the rezoning is being sought.</p>
<p>Policy R-18: It shall be the intention of Town Council to encourage the construction of housing to meet the needs of households experiencing difficulties due to housing affordability and/or housing design. Residents experiencing these difficulties may include the elderly, the physically challenged, or households with low or moderate incomes.</p>	<p>The development is intended to be well constructed while affordable.</p> <p>Site design will include consideration for accessibility for residents including the elderly and physically challenged.</p>
<p>Policy R-24: It shall be the intention of Town Council to encourage owners and builders to construct residential buildings with varying setbacks from the street boundary such that no two adjacent buildings will have the same setback distance. This variation is desired to create a varied, more interesting streetscape.</p>	<p>As shown on the site plan, the building arrangement relative to adjacent and surrounding building maintains the existing variation along the street seen in the neighbourhood.</p>

Attachment B - Concept Plan



SITE PLAN : CONCEPT
 SCALE 1" = 40'-0"
 NOVEMBER 2019

Attachment C – Excerpts from the Bedford MPS – Relevant Policies

COMMUNITY PARTICIPATION

Participation in the Planning Process

Policy CP-9:

It shall be the intention of Town Council to hold a public information meeting on all rezoning and development applications prior to BPAC forwarding a recommendation to Town Council. The proponent shall participate in these public information meetings. Notices for such meetings shall be distributed to owners/occupants of dwellings within 500 feet of the area proposed for rezoning or a development agreement and a notice shall appear in the newspaper at least seven days in advance of the meeting.

RESIDENTIAL

OBJECTIVES AND POLICIES

RESIDENTIAL OBJECTIVE

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.

Policy R-4:

It shall be the intention of Town Council to establish a "Residential" designation on the Generalized Future Land Use Map. The Residential designation shall permit the full range of residential uses as well as park uses and special care facilities for up to 10 residents. Institutional uses and utilities may be permitted by rezoning. Special care facilities for more than 10 residents may be permitted by development agreement.

Policy R-5:

It shall be the intention of Town Council to establish the following zones within the residential designation:

- Residential Single Unit Zone (RSU) which permits single detached dwellings and existing two unit dwellings
- Residential Two Unit Zone (RTU) which permits single detached and two unit dwellings be they linked homes, semi-detached dwellings, duplex dwellings, or single detached with basement apartment
- Residential Townhouse Zone (RTH) which permits townhouses

- Cushing Hill Residential Zone (CHR) which permits single detached dwellings, two-unit dwellings, semi-detached and townhouses on shared or individual lots. (RC-Dec 10/19;E-Feb15/20)
- Residential Multiple Dwelling Unit Zone (RMU) which permits multiple-unit buildings

These zones shall apply in the existing neighbourhoods which are identified by the Residential designation on the Generalized Future Land Use Map. Neighbourhood parks and special care facilities for up to 10 residents will also be permitted in these zones.

Policy R-8:

It shall be the intention of Town Council to promote neighbourhood stability within established residential areas which are zoned for a residential use on the Zoning Map. Established residential areas are those which are designated "Residential" and "Residential Reserve" on the Generalized Future Land Use Map. A plan amendment shall be required in order for Town Council to consider rezoning or development agreement applications which would seek to increase the number of dwelling units or alter the land uses. Notwithstanding the foregoing, Town Council may consider applications for a development agreement to permit the inclusion of an apartment unit within a single-unit dwelling in the RSU Zone or other housing options as identified in Policies R-18 and 19. Apartment units added within single unit dwellings shall not exceed 700 sq. ft. in area and detached garden flats shall not exceed 700 sq.ft. in area.

Policy R-18:

It shall be the intention of Town Council to encourage the construction of housing to meet the needs of households experiencing difficulties due to housing affordability and/or housing design. Residents experiencing these difficulties may include the elderly, the physically challenged, or households with low or moderate incomes.

IMPLEMENTATION

IMPLEMENTATION POLICIES

Policy Z-1:

It shall be the policy of Town Council that the land uses indicated on the Generalized Future Land Use Map shall be considered as the generalized future land use pattern for the Town based on the policies within this MPS.

Policy Z-2:

It shall be the intention of Town Council to indicate on Table III the land uses which may be permitted in each Generalized Future Land Use category as-of-right, or by rezoning or development agreement consistent with all other policies. Council shall consider these uses through the zoning amendment or development agreement process, subject to the criteria in Policy Z-3 and all other applicable policies in this Strategy. The procedure to be followed for all rezoning applications or requests for development agreements is in accordance with the Planning Act. Except within residential areas, within any zone, a development that would not normally be permitted by the zone, but falls within the potentially permitted uses of the Generalized Future Land Use category as shown on Table III may be considered by Town Council through the application of development agreements as provided for under Section 55 of the Planning Act.

Policy Z-3:

It shall be the policy of Town Council when considering zoning amendments and development agreements [excluding the WFCDD area] with the advice of the Planning Department, to have regard for all other relevant criteria as set out in various policies of this plan as well as the following matters:

1. That the proposal is in conformance with the intent of this Plan and with the requirements of all other Town By-laws and regulations, and where applicable, Policy R-16 is specifically met;
2. That the proposal is compatible with adjacent uses and the existing development form in the neighbourhood in terms of the use, bulk, and scale of the proposal;
3. That provisions are made for buffers and/or separations to reduce the impact of the proposed development where incompatibilities with adjacent uses are anticipated;
4. That provisions are made for safe access to the project with minimal impact on the adjacent street network;
5. That a written analysis of the proposal is provided by staff which addresses whether the proposal is premature or inappropriate by reason of:
 - i) the financial capability of the Town to absorb any capital or operating costs relating to the development;
 - ii) the adequacy of sewer services within the proposed development and the surrounding area, or if services are not provided, the adequacy of physical site conditions for private on-site sewer and water systems;
 - iii) the adequacy of water services for domestic services and fire flows at Insurers Advisory Organization (I.A.O.) levels; the impact on water services of development on adjacent lands is to be considered;
 - iv) precipitating or contributing to a pollution problem in the area relating to emissions to the air or discharge to the ground or water bodies of chemical pollutants;
 - v) the adequacy of the storm water system with regard to erosion and sedimentation on adjacent and downstream areas (including parklands) and on watercourses;
 - vi) the adequacy of school facilities within the Town of Bedford including, but not limited to, classrooms, gymnasiums, libraries, music rooms, etc.;
 - vii) the adequacy of recreational land and/ or facilities;
 - viii) the adequacy of street networks in, adjacent to, or leading toward the development regarding congestion and traffic hazards and the adequacy of existing and proposed access routes;
 - ix) impact on public access to rivers, lakes, and Bedford Bay shorelines;
 - x) the presence of significant natural features or historical buildings and sites;
 - xi) creating a scattered development pattern which requires extensions to trunk facilities and public services beyond the Primary Development Boundary;
 - xii) impact on environmentally sensitive areas identified on the Environmentally Sensitive Areas Map; and,
 - xiii) suitability of the proposed development's siting plan with regard to the physical characteristics of the site.
6. Where this plan provides for development agreements to ensure compatibility or reduce potential conflicts with adjacent land uses, such agreements may relate to, but are not limited to, the following:
 - i) type of use, density, and phasing;
 - ii) traffic generation, access to and egress from the site, and parking;

- iii) open storage and landscaping;
 - iv) provisions for pedestrian movement and safety;
 - v) provision and development of open space, parks, and walkways;
 - vi) drainage, both natural and subsurface;
- vii) the compatibility of the structure(s) in terms of external design and external appearance with adjacent uses; and,
 - viii) the implementation of measures during construction to minimize and mitigate adverse impacts on watercourses.
7. Any other matter enabled by Sections 73 and 74 of the Planning Act.
 8. In addition to the foregoing, all zoning amendments and development agreements shall be prepared in sufficient details to:
 - i) provide Council with a clear indication of the nature of the proposed development; and
 - ii) permit staff to assess and determine the impact such development would have on the proposed site and the surrounding community.
 9. To assist in the evaluation of applications to enter into development agreements, Council shall encourage proponents to provide the following information:
 - a) a plan to a scale of 1":100' or 1":40' showing such items as:
 - i) an overall concept plan showing the location of all proposed land uses;
 - ii) each residential area indicating the number of dwelling units of each type and an indication of the number of bedrooms;
 - iii) description, area, and location of all proposed commercial, cultural, mixed-use projects proposed;
 - iv) location, area, shape, landscaping and surface treatment of all public and private open spaces and/or park areas;
 - v) plan(s) showing all proposed streets, walkways, sidewalks, bus bays and bike routes;
 - vi) a description of any protected viewplanes; and,
 - vii) an indication of how the phasing and scheduling is to proceed.
 - b) For individual phases of a development more detailed concept plans are to be provided indicating such items as maximum building heights, location and configuration of parking lots, landscaping plans, and any additional information required to be able to assess the proposal in terms of the provisions of the Municipal Planning Strategy.
 - c) Plans to the scale of 1":100' showing schematics of the proposed sanitary and storm sewer systems and, water distribution system.
 10. **Within any designation, where a holding zone has been established pursuant to "Infrastructure Charges - Policy IC-6", Subdivision Approval shall be subject to the provisions of the Subdivision By-law respecting the maximum number of lots created per year, except in accordance with the development agreement provisions of the MGA and the AInfrastructure Charges" Policies of this MPS. (RC-Jul 2/02;E-Aug 17/02)**

Appendix B: Table III - Generalized Future Land Use Designations

**APPENDIX B
TABLE III
GENERALIZED FUTURE LAND USE DESIGNATIONS**

POTENTIALLY PERMITTED USES ● USES PERMITTED AS-OF-RIGHT ◆ USES PERMITTED BY REZONING * USES PERMITTED BY DEVELOPMENT AGREEMENT	RESIDENTIAL	RR	COMMERCIAL	MNSTR. COMM.	INDUSTRIAL	INSTITUTIONAL	PARKS	FLOODWAY	CCDD	RCDD	WFCDD	ITR
	SINGLE UNIT	●	●							⊗	⊗	
TWO UNIT	●								⊗	⊗		
TOWNHOUSE	●								⊗	⊗	⊗	
MULTIPLE UNIT	●			①					⊗	⊗	⊗	
MOBILE HOME									⊗			
HOME OCCUPATION	●	●										
NEIGHBOURHOOD CONVENIENCE STORE			●						⊗	⊗		
NEIGHBOURHOOD COMMERCIAL									⊗	⊗		
GENERAL BUSINESS			●		②				⊗			
SHOPPING CENTRE			⊗		●							
MAINSTREET COMMERCIAL			●									
HERITAGE COMMERCIAL			●									
CONVENTION FACILITIES			⊗						⊗		⊗	
LIGHT INDUSTRIAL					●							
HEAVY INDUSTRIAL					●							
HARBOUR ORIENTED INDUSTRIAL					●							
PITS AND QUARRIES					⊗ ₃							
SALVAGE YARDS					⊗ ₄							
PARKS	●	●				●	●	●	⊗	⊗	⊗	⊗
RECREATION USES							●	●	⊗	⊗	⊗	⊗
INSTITUTIONS	◆	◆	◆	◆	◆	◆	◆	◆	⊗	⊗	⊗	⊗
UTILITIES	◆	◆	◆	◆	◆	◆	◆	◆			⊗	
SPECIAL CARE (4-10 RESIDENTS)	●	●										
SPECIAL CARE (> 10 RESIDENTS)	⊗	⊗	⊗	⊗	⊗	●	⊗		●	⊗	⊗	
DAYCARE FACILITIES	⑤		●	●	●	●						
HOSPITAL												
MULTI-SERVICE CENTRE	⊗	⊗	⊗	⊗	⊗	⊗	⊗		⊗	⊗	⊗	
CORRECTIONAL FACILITIES					⊗							
DRINKING ESTABLISHMENTS			⊗	⊗ ₆					⊗		⊗	
ADULT ENTERTAINMENT USES			⊗									
RETAIL COMMERCIAL USES												⊗
COMMERCIAL ENTERTAINMENT USES												⊗
COMMERCIAL SERVICE												⊗
FOOD AND BEVERAGE												⊗
HOTEL FACILITIES			●	●								⊗
CULTURAL USES												⊗
MARINE RELATED USES												⊗
INFORMATION TECHNOLOGY AND RESEARCH USES												●
SENIOR RESIDENTIAL COMPLEXES				⊗					⊗	⊗	⊗	

1. DWELLING UNITS IN CONJUNCTION WITH COMMERCIAL USES SUBJECT TO THE MAINSTREET COMMERCIAL ZONE REQUIREMENTS.
 2. OFFICE USES PERMITTED IN THE GENERAL BUSINESS DISTRICT ZONE SHALL BE PERMITTED BY DEVELOPMENT AGREEMENT.
 3. IN AREAS ZONED HEAVY INDUSTRIAL.
 4. IN AREAS ZONED HEAVY INDUSTRIAL.
 5. DAYCARE FACILITIES TO A MAXIMUM OF 14 CHILDREN.
 6. PUBS AND LOUNGES ONLY; CABARETS ARE EXCLUDED.

Attachment D – Excerpts from the Bedford LUB - Existing and Proposed Zones

Existing Zone

PART 7: RESIDENTIAL TWO DWELLING UNIT (RTU) ZONE

No development permit shall be issued in a Residential Two Dwelling Unit (RTU) Zone except for one or more of the following uses:

- a) all uses permitted in the RSU Zone subject to the RSU Zone requirements;
- b) a semi-detached dwelling;
- c) a duplex dwelling;
- d) a linked dwelling;
- e) a basement apartment added to a single dwelling unit so that the building contains only two dwelling units;
- f) special care facilities for up to 10 residents
- g) neighbourhood park;
- h) uses accessory to the foregoing uses.

ZONE REQUIREMENTS RTU

In any Residential Two Dwelling Unit (RTU) Zone, no development permit shall be issued except in conformity with the following requirements:

	<u>Duplex Dwellings & Singles with Basement Apartment</u>	<u>Each Semi-Detached Unit or Linked Dwelling Unit</u>
Minimum Lot Area	6,000 Sq.Ft.	3,000 Sq.Ft.
Minimum Lot Frontage	60 Ft.	30 Ft.
Minimum Front Yard	15 Ft. on Local and Collector Streets; 30 Ft. on Arterial	15 Ft. on Local and Collector Streets; 30 Ft. on Arterial
Minimum Rear Yard	20 Ft.	20 Ft.
Minimum Side Yard	8 Ft.	8 Ft.
Minimum Common Side Yard For Link Homes	N/A	2.5 Ft.
Minimum flankage yard	15 Ft. on Local and Collector Streets; 30 Ft. on Arterial	15 Ft. on Local and Collector 30 Ft. on Arterial
Maximum Height of Building	35 Ft.	35 Ft.
Maximum Number of Dwelling Units Per Lot	2	1
Maximum Lot Coverage	35%	35%

Proposed Zone

PART 8: RESIDENTIAL MULTIPLE DWELLING UNIT (RMU) ZONE

No development permit shall be issued in a Residential Multiple Dwelling Unit (RMU) Zone except for one or more of the following uses:

- a) apartment building;
- b) special care facilities for up to 10 residents;
- c) neighbourhood parks;
- d) uses accessory to the foregoing uses.

ZONE REQUIREMENTS RMU

In any Residential Multiple Dwelling Unit (RMU) Zone, no development permit shall be issued except in conformity with the following requirements:

Minimum Lot Area	10,000 Sq.Ft.
Minimum Lot Frontage	100 Ft.
Minimum Front Yard	30 Ft.
Minimum Rear Yard	40 Ft.
Minimum Side Yard	15 feet minimum or 1/2 the height of the building, whichever is greater
Flankage Yard	30 Ft.
Maximum Height of Main Building	35 Ft.
Maximum Number of Dwelling Units/Lot	36 Units
Lot Coverage	35%

	<u>Type of Dwelling Unit</u>	<u>Lot Area Required Per Dwelling Unit</u>
Density	Bachelor, Bedsitting & One Bedroom	1,500 Sq.Ft
	Two or more Bedrooms	2,000 Sq.Ft.
Recreation Space	One Bedroom, Bachelor or Bedsitting	200 Sq.Ft
	Two Bedroom	575 Sq.Ft.
	Three Bedroom	950 Sq.Ft.
	Four or More Bedrooms	1,325 Sq.Ft.

A recreational space shall be a space set aside for recreational purposes such as common recreational areas: play areas, recreational rooms, roof decks, swimming pools and tennis courts. A recreational space shall have no dimension less than thirty (30) feet and a minimum of 50 percent of the outdoor recreational space shall have grades between 0-8 percent.