

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

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Prepared for:
3143511 NS Ltd

Prepared by:
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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.

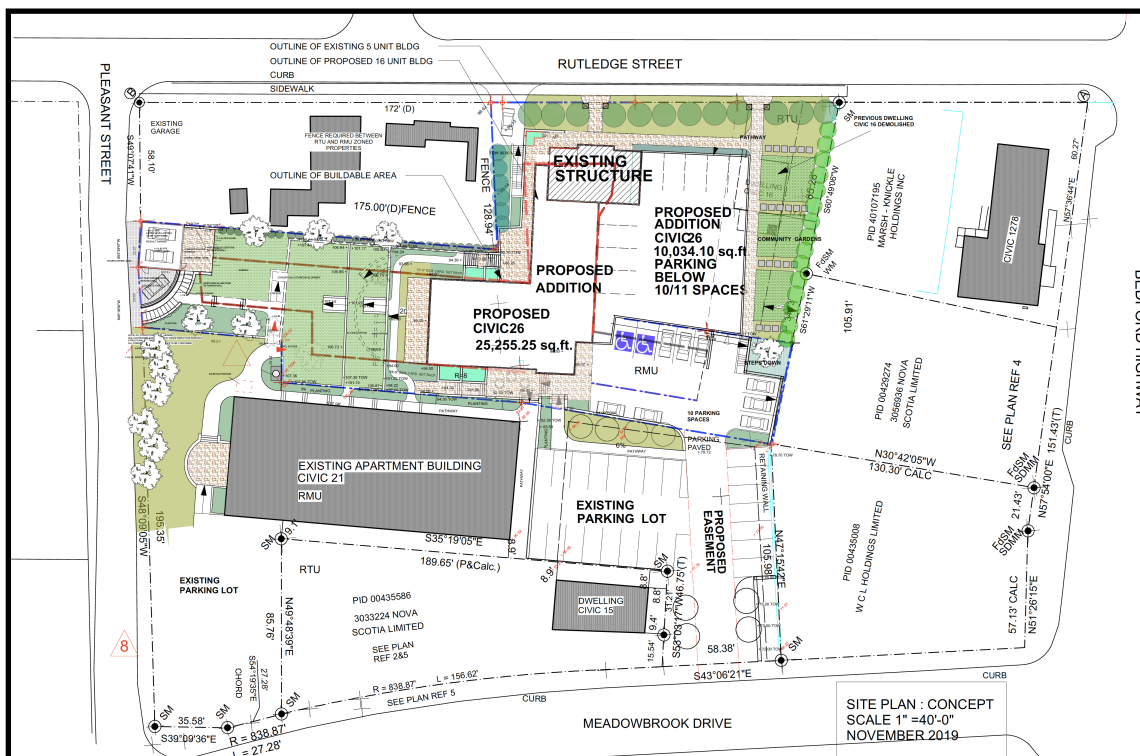


Figure 1: Proposed Site Plan for the Autumn Woods Apartments (located on PID 00430629 (26 Rutledge) and PID 00435586 (16 Rutledge).

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.

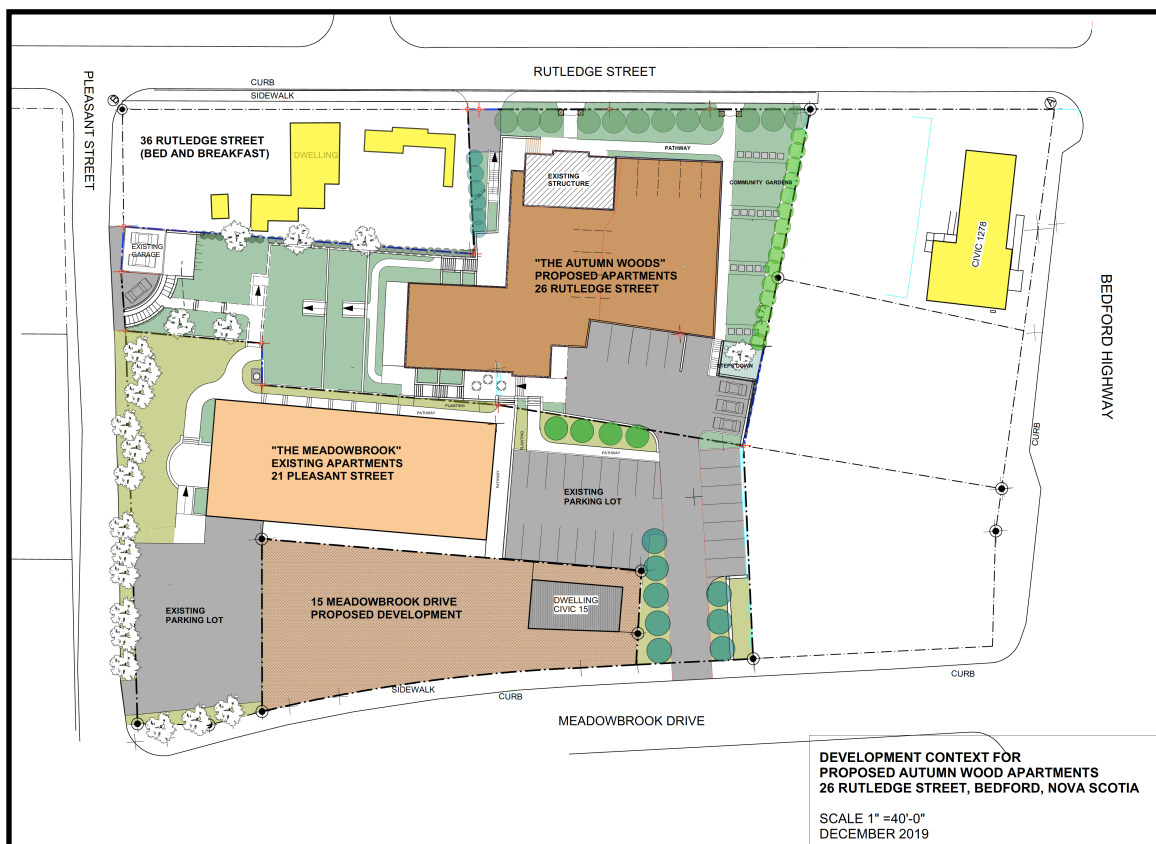


Figure 2: Development Context for The Autumn Woods Apartments including The Meadowbrook Apartments (existing) and redevelopment of 15 Meadowbrook Drive.

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.

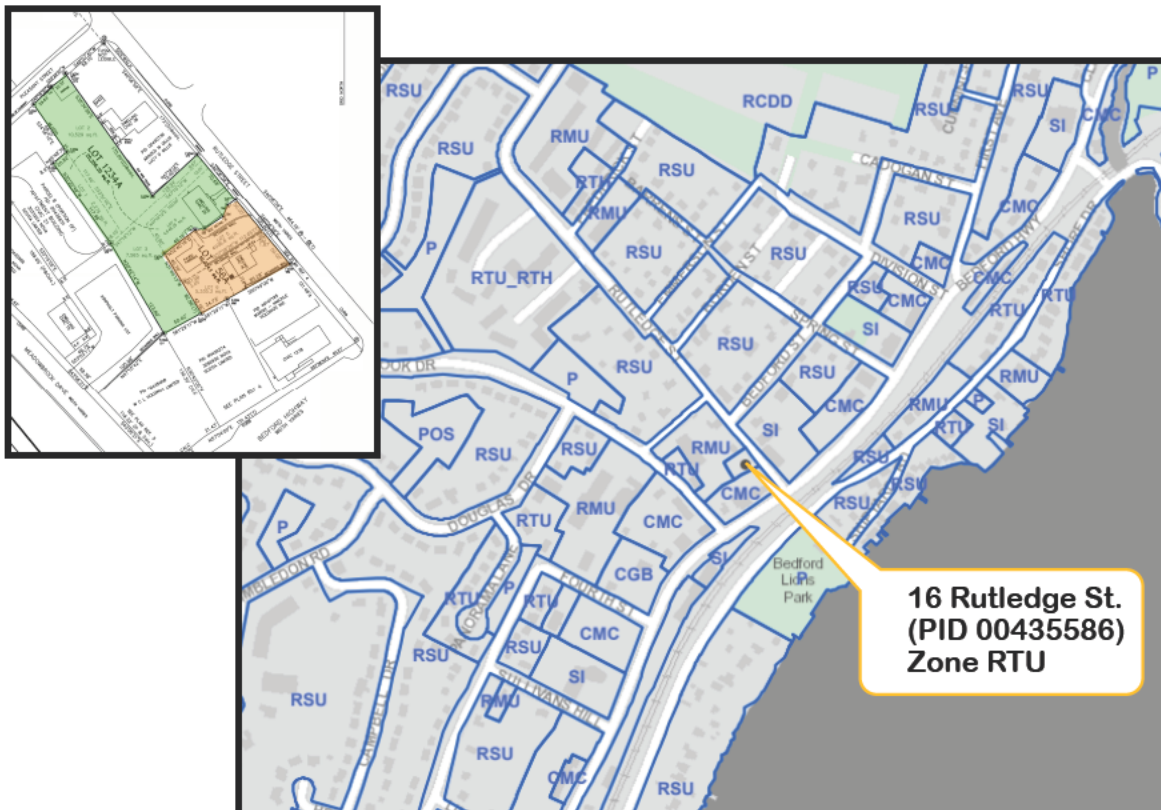


Figure 3: 16 Rutledge is located with a mix of surrounding zones, including: single, two, and multi-unit residential uses, institutional and commercial. Inset illustrates existing boundaries of 16 Rutledge (orange, smaller property) and 26 Rutledge (green, larger property).

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> |