

HALIFAX

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Item No. 11.1.3
Halifax Regional Council
June 29, 2021

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY:

Original Signed by 

Jacques Dubé, Chief Administrative Officer

DATE: April 29, 2021

SUBJECT: **Case 23307: Municipal Planning Strategy amendments for Bedford West, Sub-areas 12 and 1, Bedford**

ORIGIN

Application by Clayton Developments, as the major landholder and on behalf of 15 other property owners.

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 any applicable planning documents and Land Use By-laws to enable a mixed-use subdivision in Bedford West Sub-Areas 12 & 1, subject to the process creating planning policies and land use regulations consistent with relevant direction set out in the Regional Plan and the Integrated Mobility Plan, including:
 - adhering to walkable, complete community principles, as discussed in this report;
 - providing a large central park parcel with significant street frontage;
 - providing numerous direct street and pedestrian connections within the area and to Larry Uteck Boulevard and Hammonds Plains Road; and
 - providing a central collector road, suitable for transit operations.
2. Follow the public participation program outlined in this report.

BACKGROUND

Clayton Developments (the applicant) is applying to develop a new subdivision and commercial centre. The subject site is all of Sub-Area 12 and part of Sub-Area 1, in Bedford West. It is between Hammonds Plains Road and Larry Uteck Boulevard, west of Atlantic Acres Industrial Park. This includes some of the last undeveloped land in Bedford West. The applicant is the major landowner in the area, and also represents 15 other landowners. There are other property owners in Sub-Area 12 not represented by Clayton.

The applicant's proposal cannot be considered under existing policies in the Bedford MPS. Attachment A contains their application letter.

The applicant is also requesting the transfer of servicing capacity population into Sub-Areas 12 & 1. Servicing capacity in Bedford West was built for a set number of units, which were allocated to each phase. The applicant has indicated that their full allocation of units in some phases of Bedford West have not been used. The applicant has made financial contributions for that servicing capacity through capital cost charges (also known as CCCs). Existing policies allow these types of density transfers within other areas of Bedford West.

The applicant's full ask is summarized as:

- 1) Amending the Bedford MPS to allow development of Sub-Area 12;
- 2) Amending the Bedford MPS to allow medium and high-density residential uses in the undeveloped part of Sub-Area 1. The MPS currently permits single-unit dwellings;
- 3) Permitting 34-foot (10-metre) wide lots in Sub-Areas 12 and 1; and
- 4) Transferring unused residential servicing capacity population from other phases of Bedford West.

The applicant is asking to transfer servicing capacity population as follows:

	Servicing Capacity Population	Proposed Transfer	Proposed Population
Sub-Area 12	5,197 people	+10 people	5,207 people
Sub-Area 1	559 people	+852 people	1,411 people

Subject Site Overview

Subject Site	Over 45 properties, with multiple owners
Location	Between Larry Uteck Drive and Hammonds Plains Road, Bedford
Regional Plan Designation	Urban Settlement
Community Plan Designation (Map 1)	Bedford West Secondary Planning Strategy (BWSPS)
Zoning (Map 2)	US (Urban Settlement) RSU (Residential Single Dwelling Unit) SI (Institutional) Light Industrial (ILI)
Size of Site	96 hectares (238 acres)
Street Frontage	About 1,350 metres on Hammonds Plains Road About 1,350 metres on Larry Uteck Drive
Current Land Use(s)	Undeveloped land, light industrial uses, and single-unit houses A school, and two places of worship
Surrounding Use(s)	North: mostly undeveloped forest East: single-unit housing, and the Atlantic Acres Industrial Park South: unserviced single-unit housing West: undeveloped land and commercial plazas

Proposal Details

A high-level concept of the proposal is shown in Attachment A. The major aspects of the proposal are:

- About 2,100 units in multi-unit buildings, including tall mid-rise buildings (final density and height to be determined);
- Over 400 ground-based units, including single-unit, two-units and townhomes (final unit mix to be determined);
- Over 14,400 square metres (155,000 square feet) of commercial and institutional space;
- A final population of about 5,200;
- New public streets, and a mix of uses and building types;
- A commercial or mixed-use area at the corner of Larry Uteck Boulevard and Hammonds Plains Road; and
- New parkland and trails.

Details of the plan, such as parkland, building sizes, road layout, lot fabric and the mix of uses will be determined through the MPS amendment process.

History

Planning for Bedford West began in 2002, when Regional Council approved a master planning study. In 2006, Regional Council approved the Bedford West Secondary Planning Strategy (Secondary Plan) to guide development. The goal of the Secondary Plan is to enable quality residential and commercial development supported by cost effective municipal services. Bedford West is designed to house a substantial portion of HRM's urban growth. It will be built-out over twenty-five-years.

Bedford West is serviced by an over-sized trunk sewer. HRM and the applicant shared the cost of this sewer, which can accommodate long-term development in Sub-Area 12 and the Sandy Lake growth centre north of Hammonds Plain Road. Bedford West is within an infrastructure charge area, established under the Subdivision By-law. This allows HRM to collect Capital Cost Charges (also known as CCCs) to recoup major infrastructure costs. Sewer capacity and Capital Cost Charges are tied to the expected population at full build out. Capital Cost Charges ensure that builders and developers pay their share of costs for new infrastructure and in return have access to the right proportion of service capacity.

Regional Plan Context

Bedford West is an Urban District Growth Centre under the Regional Municipal Planning Strategy (Regional Plan). Growth Centres are those areas identified for significant development. The site is also in the Urban Settlement designation, where the Municipality allows for serviced development. The Regional Plan's housing objectives include:

- developing at least 75% of new housing in the Regional Centre and in urban communities;
- focusing new growth where services are already available;
- protecting neighbourhood stability; and
- designing communities to support neighbourhood revitalization.

MPS and LUB Context

The Bedford West Secondary Plan is contained in the Bedford MPS¹, the Halifax MPS, and the Beaver Bank, Hammonds Plains and Upper Sackville MPS. Sub-Areas 12 & 1 are within the boundaries of the Bedford MPS.

Goals for Bedford West

For residential areas, the Secondary Plan contains the following goals for all of Bedford West:

- to plan neighbourhood development on a comprehensive basis;

¹ Halifax Regional Municipality. [Bedford Municipal Planning Strategy](#). pg. 97-125.

- to support and integrate housing opportunities for a variety of income levels, lifestyles and age groups;
- to foster individual neighbourhood identities with attractive streetscapes and distinctive architectural and landscaping themes;
- to preserve natural drainage systems and areas of unique or sensitive terrain and vegetation and to encourage development designed to suit the natural terrain thereby reducing negative impacts on the natural environment;
- to provide attractive, comfortable and convenient routes for pedestrians and cyclists that connect with the community trail system, local commercial and community facilities and public transit stops;
- to provide neighbourhood parks at convenient locations that are comfortable, visible and conform with the principles of crime prevention through environmental design (CPTED);
- to encourage innovative design within clearly defined performance criterion; and
- to provide an effective integration with established neighbourhoods and to provide for adequate buffers from abutting commercial and industrial developments.

Bedford West is divided into 12 Sub-Areas. The Secondary Plan contains a master stormwater plan for the entire development; all Sub-Areas must adhere to the stormwater plan. The Secondary Plan contains a community concept plan for Sub-Areas 2, 3, 4, 5, 6, 7, 8, and portions of 9 (Map 4). These Sub-Areas are zoned Bedford West Community Development District (BWCDD). This zone regulates land-use through development agreements. To date, development agreements have been approved for Sub Areas 2,3,4,5,7,8 and portions of 9.

Sub-Area 1 is governed by Policy BW-22; the intention is for this Sub-Area to develop with single-unit dwellings. As such, detailed policy was not provided to guide its development. Instead, Sub-Area 1 was zoned Residential Single-Unit (RSU). Part of Sub-Area 1 has already developed with single-unit dwellings under this zoning and the provisions of the Regional Subdivision By-law.

The Secondary Plan did not include detailed policies to enable development agreements in Sub-Area 10, 11 or 12. This exclusion was intentional. These lands were not part of the core holdings of the major land owner and at the time were outside the study area. Secondary Plan Policy BW-42 identifies that a master planning exercise is needed to enable development of Sub Area 12, when services are available. This planning must include public engagement and background studies, to create a concept plan for new development.

Land Use By-law (Existing Zones)

The Urban Settlement (US) Zone allows single-unit dwellings on lots larger than 2 hectares (about 5 acres). This zone was put in place in 2014. It acts as a holding zone until a master plan is approved for Bedford West Sub-Area 12.

The undeveloped part of Sub-Area 1 is zoned Residential Single Dwelling Unit (RSU). The minimum lot area is 6,000 square feet (557 square metres). The minimum lot frontage is 60 feet (18 metres).

Existing institutional uses are zoned SI (Institutional). It allows places of worship, schools, public facilities and similar uses. The minimum lot area is 10,000 square feet (929 square metres). The minimum lot frontage is 100 feet (30 metres).

Existing industrial uses are zoned Light Industrial (ILI). It allows warehousing, manufacturing, commercial garages and other low impact industrial uses. The minimum lot area is 5,000 square feet (465 square metres). The minimum lot frontage is 50 feet (15 metres).

DISCUSSION

The MPS is a strategic policy document. It sets out HRM's goals, objectives and direction for long term growth. While the MPS provides broad direction, Regional Council may consider amendments to permit development proposals that do not match its policies. Amendments to an MPS are major projects and Council is under no obligation to consider such requests. When considering amendments, Council should consider the broader planning context. Council should only make amendments when there has been a change in circumstance since the MPS was adopted or last reviewed.

Applicant Rationale

A summary of the applicant's rationale supporting the proposed amendments is below:

- Refining the policies for Bedford West Sub Area 12 is contemplated by the Bedford West Master Plan and Secondary Plan and will enable the completion of the Sub Area. The proposed development is consistent with what the Regional Plan and Bedford West Secondary Plan envision for Bedford West.
- The area is within the Urban Settlement Designation, the Urban Service Area and the Urban Transit Service Boundary. It is an Urban District Growth Centre under the Regional Plan. The proposed Community Concept Plan provides for a logical and practical land use plan which enables the development of neighbourhoods in Sub Area 1 and 12.
- Transferring unused sewer/water allocations from other Sub Areas enables sewer and water systems to operate at anticipated design levels. It ensures fairness to landowners who have paid for the sizing and installation of these services. Sewer and water capacities are not proposed to increase through transfers from other areas of Bedford West.
- Placing dwelling units near shopping and new schools in Sub Area 6 is positive.
- More dwellings in a suburban area is considered sustainable because it ensures more efficient usage of service systems such as sewer, water, transit, fire, police, schools, parks and recreation and other services.
- Rethinking what uses are appropriate in Sub Area 1 is appropriate since a reasonable amount of time has shown a poor market for single unit housing in this location.
- Challenging road options requires the remainder of Sub Area 1 to develop with Sub Area 12 to achieve a second road access. The combination warrants consideration of new policies and inclusion of Sub Area 1 in the Bedford West Community Concept Plan.
- Considering more contemporary land use styles (e.g. 34-foot wide lots) is appropriate and has been included in other Sub Areas. Consideration of such changes leads to housing which is more affordable and attainable.
- Significant information and analysis have been provided by the land owners, providing the background necessary to complete a broad review of policies for Sub Area 1 and 12 as anticipated by existing policy.

Attachment A contains the applicant's letter.

Review

Staff have reviewed the submitted rationale. Staff advise Council that there is merit to considering MPS amendments to enable development of Sub-Areas 12 & 1, for these reasons:

- The Secondary Plan supports development of Bedford West Sub-Area 12 through a comprehensive planning process;
- Secondary Plan amendments for undeveloped land in Sub-Area 1 will allow this area to be integrated with Sub-Area 12. This will improve the overall development by providing more access points and allowing a broader mix of housing types.

- Existing development in Sub-Area 1 is suburban style single-unit dwellings, next to a light industrial park. Amending Secondary Plan policy to allow different building types should result in fewer land use conflicts.

A full review will consider the following:

- Community design policies found in the Secondary Plan, the Regional Plan and the Integrated Mobility Plan;
- Feedback received through community engagement;
- Feedback from other HRM departments;
- A review of servicing capacity, density allocations and Capital Cost Charges, in partnership with Halifax Water;
- Outreach to all landowners within Sub-Areas 12 and 1; and
- The use of appropriate planning tools that give consideration to a development agreement approach, like in other parts of Bedford West whereby as-of-right zoning or site-plan approval may be considered to regulate development alongside development agreement areas.

Goals of the Planning Process for Sub-Area 12 & 1

For Sub-Areas 12 & 1, staff will work with the applicant and landowners to create a concept plan. In addition to the design goals in the Secondary Plan, the planning process will focus on:

Walkable, complete communities

A priority of this planning exercise will be to create a walkable, suburban community. This will support land use policies found in the Integrated Mobility Plan (IMP) and the Regional Plan. In practice, this will mean neighbourhood design with:

- Closely spaced, direct routes for pedestrians, whether on street or via paths and trails;
- Pedestrian-oriented street design, suggesting streets of modest width and design speed;
- Building edges (streetwalls) next to and framing streets, with active ground floors facing the street; and
- A mix of commercial uses in the neighbourhood, near most residents.

Central Park Parcel

For decades, Clayton Developments has built communities with large natural parks connected by trails and greenways. These trails have proved popular, but complete communities also need more formal parks, that include a mix of lawns, trees, plantings, hard surfaces and seating. Urban parks can also include play structures and sports courts. A priority will be to include a large, central park parcel, with an appropriate amount of street frontage allowing for good visibility to and from the park.

Street and Pedestrian Connections

Modern subdivision design attempts to provide sufficient road connections, supplemented by path and trail connections. A well-connected road and path network provide direct routes between destinations, supporting pedestrians and transit by limiting the distances needing to be travelled between places. Planning for Sub-Areas 12 and 1 will aim to create a well-connected road network and identify road reserves to tie-in with future development.

Central Collector Road

Future transit service and routing is not yet confirmed. A central collector road, connecting Larry Uteck Boulevard to Hammonds Plains Road, would provide the opportunity for transit service into and through the centre of this new neighbourhood.

Development Density

Based on the area's servicing capacity, the Secondary Plan allocated population to each Sub-Area. Some completed Sub-Areas in Bedford West have not developed to their allocated population. In some cases, planning regulations did not permit the full population, while in other cases, constraints limited the final

population. Clayton Developments is asking for a portion of the unused population to be transferred to Sub-Area 12 and 1 (details can be found in the Background section of this report). Staff will work with Halifax Water to review this request and confirm how many units may be transferred. Changes to the Capital Cost Charges may be required. The number of units transferred into Sub-Area 12 and 1 will partly determine the area's final density.

Conclusion

Staff have reviewed the proposed MPS amendment to permit development in Bedford West Sub-Areas 12 & 1. Staff advise that there is merit to consider the request. The Bedford West Secondary Plan directs that an MPS amendment and concept plan must be undertaken to develop Sub-Area 12. Staff suggest changing policy for Sub-Area 1 will allow development to be better integrated between Sub-Areas 12 & 1 and therefore recommend that Regional Council initiate the MPS amendment application process.

COMMUNITY ENGAGEMENT

Should Regional Council 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 process for proposed local MPS amendments. These amendments usually require at least a public meeting to be held, plus other measures as necessary. The MPS also includes a section on community participation. This section's objective is to establish and maintain a means for effective communication with residents so they can participate in a meaningful way.

On September 1, 2020, Regional Council adopted amendments to Administrative Order Number 2020-009-ADM, the COVID-19 Administrative Order (AO). It permits that HRM adjust engagement practices to respect health and safety requirements for public gatherings. The AO provides the ability to adjust public engagement to:

- virtual meetings;
- online portals;
- social media; and
- mail and telephone formats.

Whether meetings are held online or in person is determined in response to specific engagement needs and in alignment with permitted gathering sizes, public health protocols and Provincial directives. The proposed level of community engagement would still be consultation, as described in the Community Engagement Program in Attachment B. District 16 (Bedford-Wentworth) is part of North West Planning Advisory Committee, who will host a public information meeting on the proposal. North West Planning Advisory will also review the proposal and provide comments.

Regional Council must hold a public hearing before considering any amendments. Staff recommend that this approach meets the requirements of the *HRM Charter* for public participation.

Amendments to the Bedford MPS and the Bedford Land Use By-law will potentially impact the following stakeholders: residents, landowners, and businesses.

FINANCIAL IMPLICATIONS

There are no financial implications. The HRM costs associated with processing this planning application can be accommodated within the approved 2021-2022 operating budget for C320 Regional Policy Program. The ongoing development of the Bedford West Master Plan area may result in the need for additional transportation infrastructure in the area. Once those needs are identified, they will be brought forward for Council's consideration during a future capital budget process.

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

There are streams and large wetlands in Sub-Area 12. Development in Sub-Areas 12 & 1 are subject to the stormwater master plan for Bedford West, which is in place to protect water quality.

ALTERNATIVES

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

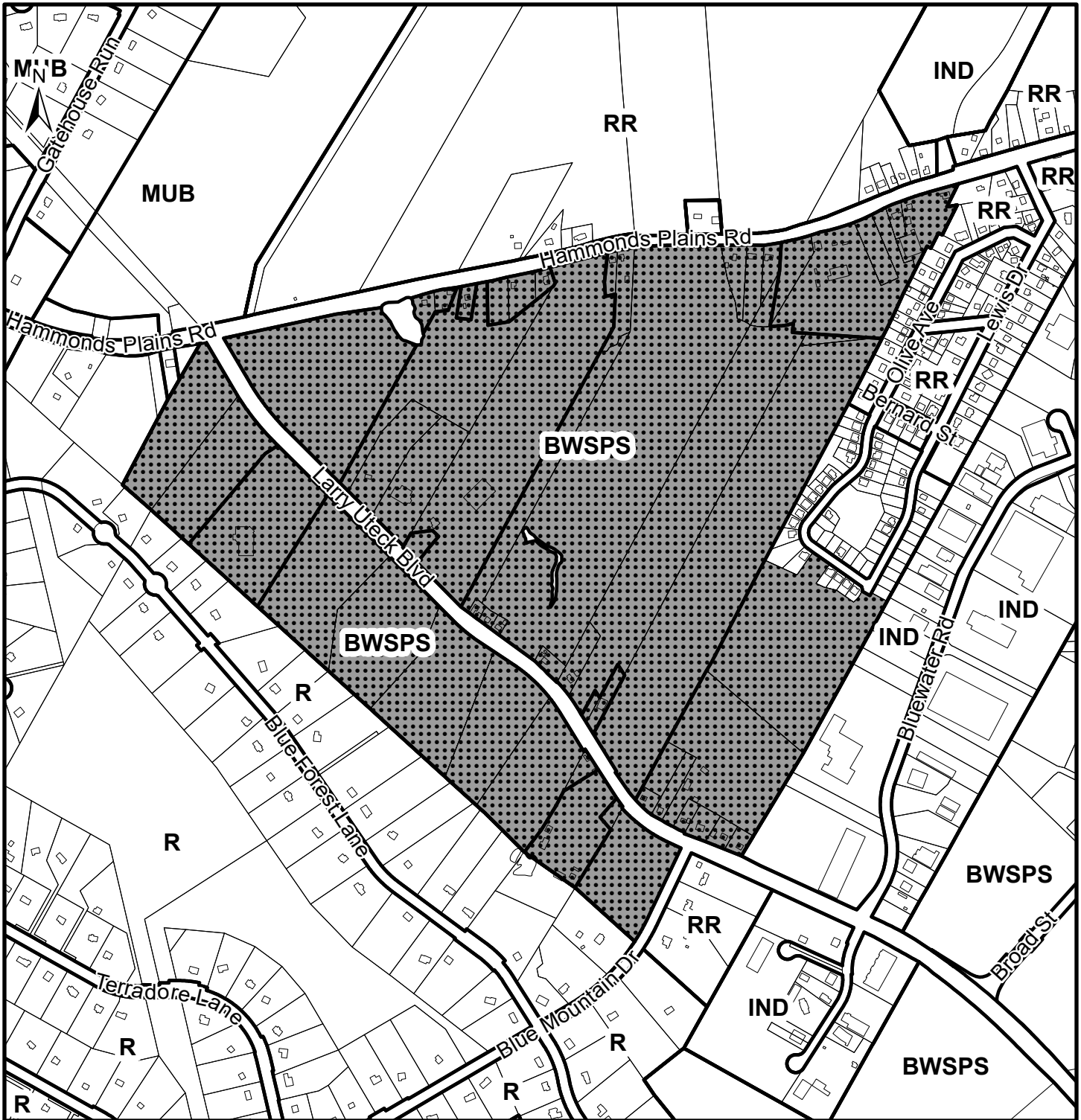
ATTACHMENTS

Map 1: Generalized Future Land Use
Map 2: Zoning
Map 3: Bedford West – Sub Areas 12 & 1
Map 4: Bedford West Community Concept Plan

Attachment A: Application Letter and Concept Plan
Attachment B: Community Engagement Program


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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Miles Agar, Principal Planner 902.292.3436



Map 1 - Generalized Future Land Use

Bedford West Sub-Areas 12 & 1

 Subject Properties

Designation - Bedford

- BWSPS Bedford West Secondary Planning Strategy
- IND Industrial
- RR Residential Reserve

Designation - HPSBB

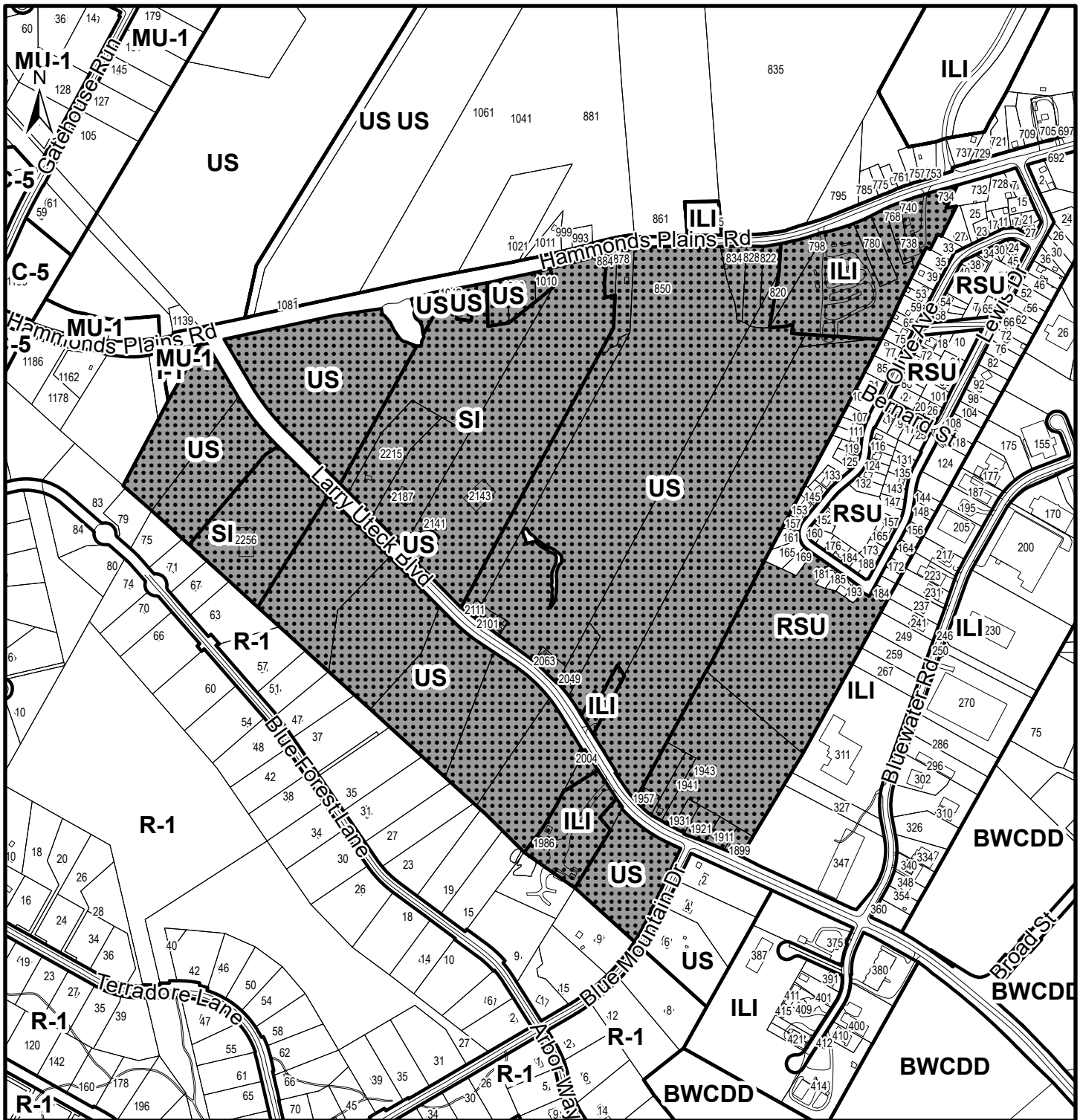
- BWSPS Bedford West Secondary Planning Strategy
- HPC Hammonds Plains Commercial
- MUB Mixed Use B
- R Residential




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
Beaver Bank, Hammonds Plains and Upper Sackville Plan Area,



Map 2 - Zoning
Bedford West Sub-Areas 12 & 1

 Subject Properties

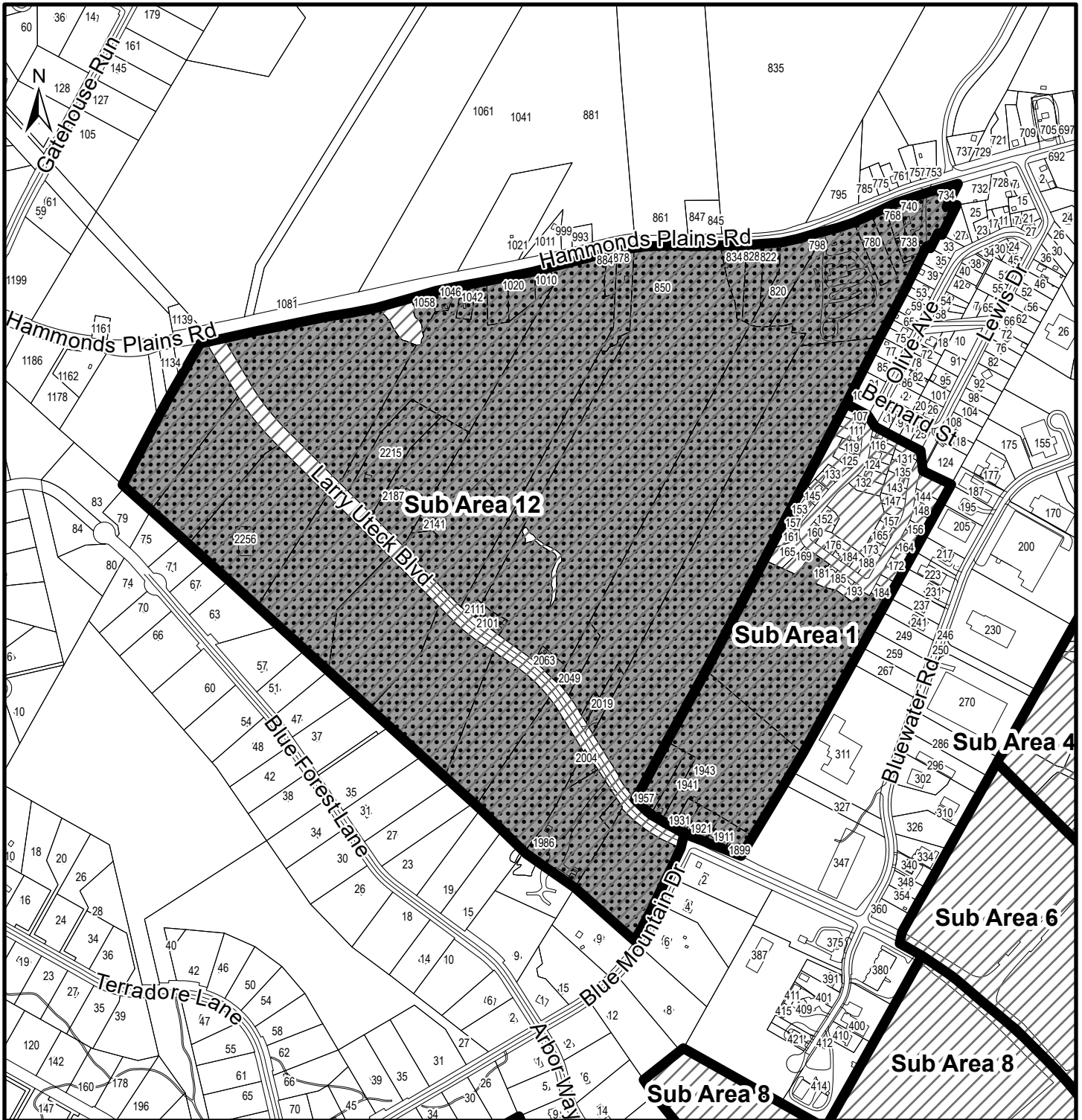
- Zone - Bedford**
 BWCCD Bedford West Comprehensive Development District
 ILI Light Industrial
 RSU Single Dwelling Unit
 SI Institutional
 US Urban Settlement
- Zone - HPSBB**
 BWCCD Bedford West Comprehensive Development District
 C-5 Hammonds Plains Commercial
 I-1 Mixed Industrial
 MU-1 Mixed Use 1
 R-1 Single Unit Dwelling
 US Urban Settlement

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

Bedford Land Use By-Law Area,
Beaver Bank, Hammonds Plains
and Upper Sackville Land Use By-Law Area

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 - Bedford West Sub Areas 12 & 1

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-  Subject Property
-  Bedford West Development Sub-Areas (Schedule BW-6 Bedford MPS)



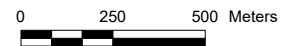
The accuracy of any representation on this plan is not guaranteed.



Map 4 - Bedford West Community Concept Plan

Legend

-  Subject Property - Sub Areas 12 & 1
-  Residential Neighborhoods
-  General Commercial
-  Community Commercial Centre
-  Institutional
-  Mixed Use Business Campus
-  Park and Open Space



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

Attachment A: Application Letter and Concept Plan



Sean Gillis
Planner II
Halifax Regional Municipality
By email

Re: Summary of Application to Halifax regional Municipality – Sub Area 1 and 12

The following is intended to summarize and supplement the December 16th application for a Municipal Planning Strategy amendment request for Bedford West Sub Area 12 and 1.

Background

Bedford West (including Sub Area 1 and 12) is identified in the Regional Municipal Planning Strategy (MPS) as one of three areas for future serviced growth. Specifically the plan identifies Bedford West as:

- an Urban District Growth Centre (Map 1);
- within Urban Settlement Designation (Map 2); and
- within the Urban Transit Service Boundary.
- under the Regional Subdivision By-law (Schedule B) within the Urban Service area, eligible to connect to central sewer, water and stormwater services.

The majority of other Sub Areas in Bedford West have been developed as a suburban mixed use residential development (Urban District Growth Centre) by development agreement. Several areas in Bedford West remain undeveloped including part of Sub Area 6, all of Sub Area 10, 11 and 12. Sub Area 10 is currently under a similar application as being proposed below and is proceeding to Council for consideration in the near future. Sub Area 11 is not under consideration at this time. Sub Area 1 has partially developed via the RSU (Residential Single Unit Dwelling) zone. The proximity of the Atlantic Acres Industrial Park has hampered sales of single unit dwellings in this Sub Area and a portion remains undeveloped.

Sub Area 12 and the remaining undeveloped portion of Sub Area 1 is subject to this application. In order to facilitate appropriate development in Bedford West Sub Area 12 and Sub Area 1, Clayton Developments is requesting initiation of a Municipal Planning Strategy amendment process for the Bedford West Secondary Planning Strategy as contained in the Bedford Municipal Planning Strategy. The process is intended to consider site specific policies for Sub Area 1 and 12 which supplement or vary existing policies in place for all of Bedford West.

A previous application was made for Sub Area 12 in 2016, but failed to make its way to Council for consideration of initiation by 2020.

Multiple Land Owners

This application is being made by Clayton Developments Limited (CDL) and DesignPoint, with CDL as the lead, and is on behalf of 15 of the 45 property owners, who came together to create a conceptual master land use plan for the Sub-Area. The 15 land owners represent 60% of the total land area (133.8 acres of the 222.6 acres) of Sub-area 12. Although all property owners are not participating, it is appropriate for the Municipality to initiate the MPS amendment as it is the Municipality's responsibility

to create these policies, not an individual or a group of land owners. The participating land owners created the concept and the requests for amendment to help facilitate the process.

Summary of Request

Fine tuning of policies in the BWSPS for Sub Area 12 have always been anticipated prior to development of the lands (Policy BW-41). Amendments to Sub Area 1 are necessitated by current market conditions.

It is anticipated that the majority of existing Bedford West policies would continue to apply in Bedford West Sub Area 12 and 1. These policies detail environmental protection, municipal services, parks and open space, transportation, land use and neighbourhood specific policies.

As identified in the full application package, the request is ultimately to fine tune existing policies for Sub Area 12 which was established by the Municipality in 2006 and to modify the policy for the remaining lands in Sub Area 1. The end product should include:

- a revised Community Concept Plan (Attachment 1.A) for the remainder of Sub Area 1 and all of Sub Area 12;
- refined policies regarding:
 - land use (including land use changes in Sub Area 12 and 1);
 - transportation;
 - servicing capacity and its distribution;
 - allocation of servicing capacity or density from other Sub Areas of Bedford West where service capacity has been paid for via CCC (Capital Cost Charges)(Attachment 1.B); and

To date we have identified detailed matters (Attachment 1.C) which need to be considered as part of this process, additional matters may become evident during the policy review process.

Existing MPS Policy

Below is a summary of existing neighbourhood specific policies in the BWSPS:

Sub Area 1

- The Bedford MPS (Generalized Future Land Use Map) identifies Sub Area 1 of Bedford West as Bedford West Secondary Planning Strategy (BWSPS);
- The BWSPS identifies Sub Areas 1 as eligible for as-of-right development and identifies the lands should be developed subject to the Residential Designation and the RSU Zone requirements; and
- Policy BW-22 identifies Sub-Area 1 shall be designated Residential on the Generalized Future Land Use Map of this Municipal Planning Strategy and zoned Residential Single Unit (RSU) under the Land Use Bylaw

Sub Area 12

- The Bedford MPS (Generalized Future Land Use Map) identifies Sub Area 12 of Bedford West as Bedford West Secondary Planning Strategy (BWSPS).
- Development in the majority of Bedford West is intended to be by development agreement, and various policies identify the need for a development agreement, the same is true of Sub Area 12.
- Several Policies in the BWSPS are specific to Sub Area 12, They include:

- Policy BW-41: No municipal services shall be extended to existing developments within Sub-Areas 10 and 12 until consultations have been held with affected property owners to determine:
 - the need for amendments to existing policies under the Municipal Planning Strategy and zoning regulations under the Land Use By-law;
 - the need for municipal services and a means of finance.
- Policy BW-42: When municipal services are available for Sub-Areas 10 or 12, a comprehensive development district zone may be applied to undeveloped properties within the Sub-Area to be serviced. No development agreement application shall be considered for approval unless a public participation program has been undertaken to identify development opportunities and constraints and to facilitate collaboration in the preparation of a conceptual concept design for the entire Sub-Area. Any future residential development shall be guided by policy BW-32 and any commercial development shall be guided by policy BW-33. (RC-Jun 20/06;E-Jul 29/06)
- Policy BW-20: A development Sub-Area plan is established for this secondary plan area as illustrated on Schedule BW-6 in which the following conditions shall apply:
 - Any approvals within Sub-Areas 1 to 12 will also be contingent upon availability of capacity within municipal service systems;
 - Any development agreement entered into within Sub-Areas 2 to 8 and 12 shall include provisions for all new development intended within the Sub-Area;

The requirement for the Sub Area 12 development agreement to encompass all development within the Sub Area does not identify reasoning behind this policy. Other areas with multiple land owners (Sub Area 10/11) do not have to negotiate a single development agreement for the entire Sub Area. An analysis indicates that multiple development agreements can be used in Sub Area 12 without creating issues for other land owners. In fact the use of multiple development agreements will assist land owners in developing these lands.

To enable the proposed development, Sub Area 1 and 12 policies will need to identify changes to land use, create the land use plan (community concept plan), enable density transfers, specify neighbourhoods and address other planning matters (Attachment 1.C).

Sewer and Water Capacity:

Design of sewer and water systems for Bedford West relate to design populations established in policy. The proposal does not seek to increase these populations. The objective is to enable the transfer of populations from areas where the design populations were not achieved to an area within the same sewershed where the capacity of the infrastructure enables the population to be established with no net impact to the services. Confirmation on these matters will be provided by Halifax Water during the review process.

Traffic and Transportation:

When Bedford West was originally created in 2006, traffic from Sub Area 12 was included in the analysis which supported the creation of the Bedford West area. An updated Traffic Impact Statement/Study identifies the ability of the existing and proposed road networks to handle the proposed traffic with minimal upgrades. Further details can be found in the original submission.

Rationale:

The key points of our rationale for amending the MPS are:

- The refining of policies for Bedford West Sub Area 12 is contemplated by the Bedford West Master Plan and SPS and will enable the completion of the Sub Area. Development of Sub Area 12 is a logical progression of the plan envisioned by the SPS, and investments in anticipation of this development have been made by the municipality and land owners. Development of this Sub Area has been identified as beneficial to the Municipality.
- The area under application is within the Urban Settlement Designation, Urban Service Area, Urban Transit Service Boundary and is highlighted as an Urban District Growth Centre under the regional MPS. The proposed type of development and populations are consistent with the envisioned forms laid out for Bedford West by the Regional MPS and Bedford MPS and Bedford West Secondary Planning Strategy.
- The proposed Community Concept Plan provides for a logical and practical land use plan which enables the development of neighbourhoods in Sub Area 1 and 12.
- The transfer of unused sewer/water allocations from other Sub Areas enables the achievement of a sewer and water system that operates at anticipated design levels. Further it ensures fairness to land owners who have paid for the sizing and installation of these services through capital cost charges.
- Sewer and water capacities are not proposed to increase through transfers from other areas of Bedford West. The placement of these dwelling units in proximity to shopping and new schools (Sub Area 6) is positive. More dwellings in a suburban areas is considered sustainable because it ensures more efficient usage of service systems such as sewer, water, transit fire, police, schools, parks and recreation and other services.
- The rethinking of what uses are appropriate in Sub Area 1 is appropriate given that a reasonable amount of time has demonstrated a poor market experience.
- Challenging road access has led to the need to combine development of the remainder of Sub Area 1 with Sub Area 12 to achieve a second direct access to the road network. The combination warrants consideration of new policies and the inclusion of Sub Area 1 in the Bedford West Community Concept Plan.
- The division of Sub Area 12 into four separate neighbourhoods is a much more practical and pragmatic approach that simplifies the development approval process while not compromising the development of the Sub Area.
- The consideration of more contemporary land use styles (34 foot lots) is an appropriate update to the 2006 plan and has been included in other Sub Areas. Consideration of such changes leads to housing which is more affordable and attainable.
- Significant information and analysis has been provided by the land owners which provides the background and functional information necessary to complete a broad review of policies for Sub Area 1 and 12 as anticipated by existing policy.

Summary:

The refining of policies for Bedford West Sub Area 12 is contemplated by the Bedford West Master Plan and SPS and will enable the completion of the Sub Area. Development of Sub Area 12 is a logical progression of the plan envisioned by the SPS, and investments in anticipation of this development have



been made by the municipality and land owners. Development of this Sub Area has been identified as beneficial to the Municipality.

It is an appropriate time to finalize policy for Bedford West and to enable the negotiation of a final development agreement for one of the last parcels of developable land in Bedford West.

Due to growth in the Halifax region housing market, failure to initiate a process at this time, will lead to shortages in developable lots in areas where the Municipality and planning documents desire it. Growth in areas such as Bedford West is considered to be more sustainable and cost positive than some other areas of the region. Further, in place services in the Bedford West area, are more complete and capable of handling growth than most other areas where suburban subdivisions are permitted.

Subsequently, we are seeking a positive recommendation for the initiation of the proposed plan amendment process.

Please feel free to contact us, should you have any questions.

Regards,

ORIGINAL SIGNED

Kevin Neatt, B.A., M.A. (Geo.)
Vice President Planning and Development
Clayton Developments Limited

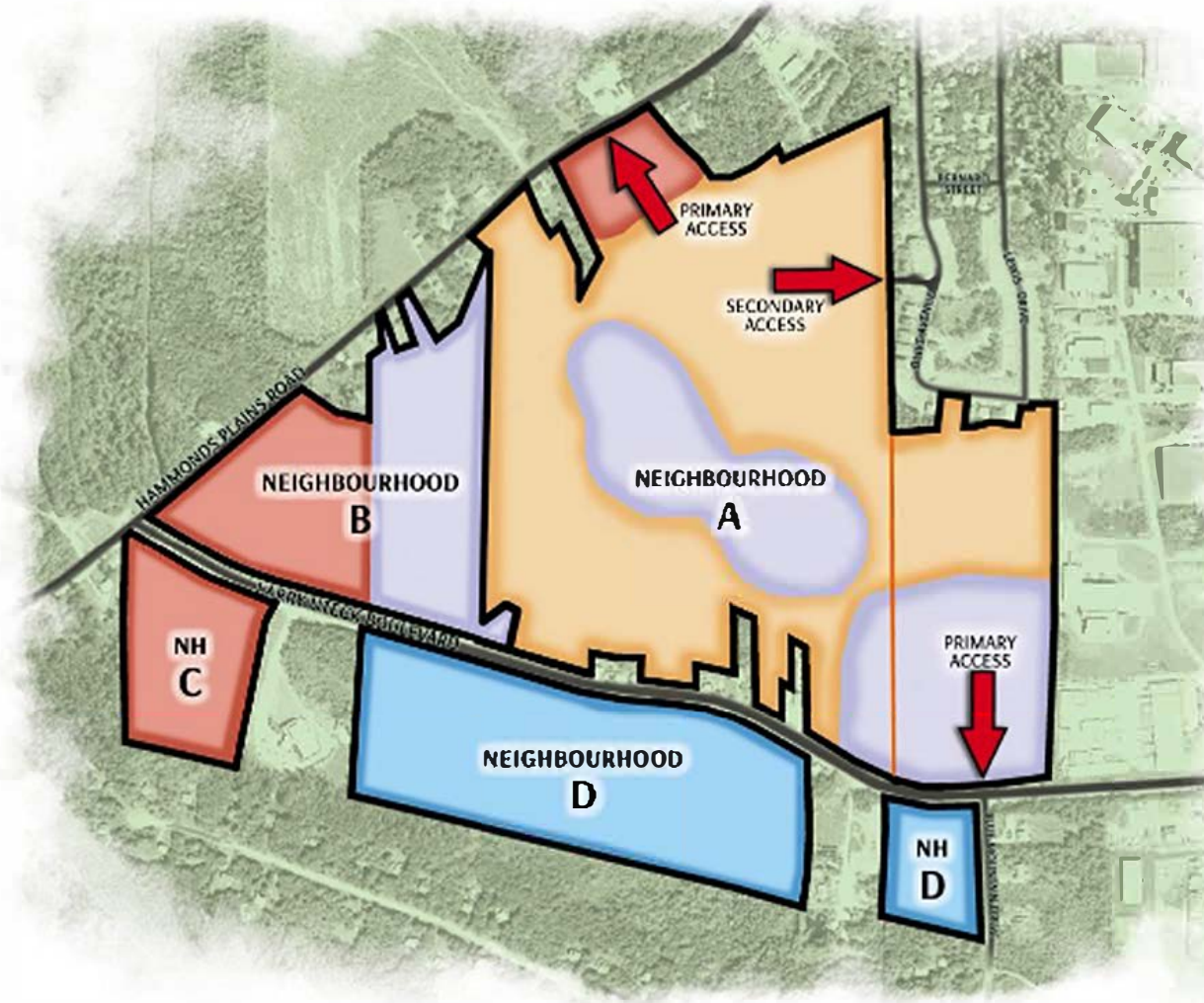
ORIGINAL SIGNED

Andrew Bone, MCIP, LPP
Director of Planning and Development
Clayton Developments Limited

Attachment 1.A- Proposed GFLUM / Community Concept Plan

Attachment 1.B – Transfer of Densities from other areas of Bedford West

Attachment 1.C – Matters for Consideration in Proposed MPS Amendment



SUB-AREAS 1 + 12
 FERNAD STREET, WEST SIDE
 FERNAD STREET
 475

GENERALIZED FUTURE LAND-USE PLAN

LEGEND

- Low Density General Residential 
- Medium Density 
- High Density Residential 
- Medium Density Commercial 
- Sub Area Boundary 
- Neighbourhood Boundary 
- Access Point 

PARK AND OPEN SPACE TO BE DETERMINED THROUGH THE PLANNING PROCESS.



NOTE: The boundary shown for Sub-Areas 1 and 12 is intended to be a conceptual boundary. It is not intended to be a legal boundary. The boundary shown for the development is subject to change.

Attachment 1.B – Transfer of Densities from other areas of Bedford West

West Bedford Holdings Limited (WBHL) is requesting to transfer sewer capacity/density of 862 people from other areas of Bedford West to Sub Area 1 and Sub Area 12 giving a total person count of 6615 people to these Sub Areas.

Available Population or Density in Bedford West

Due to populations not being achieved in other areas of Bedford West, there is unused density (sewer capacity) that can be used within the sewershed for other land uses. The table below identifies density or capacity available for 3430 persons. When population is transferred outside a Sub Area, the transfer has to be enabled by policy. Currently Bedford West SPS policy limits transfers to an additional 1 unit per acre. Amendments are required to enable this request.

FIGURE 2. Population Accounting for Sub-areas 2-8.

Sub-areas	DA / Waste Water			Adjusted Population	Utilized DA Population	Residual Population
	CCC Population	Transfers In	Transfer Out			
Sub area 2	4645	508.5	0	5153.5	4471.5	682
Sub-area 3-4	5000	562.5	0	5562.5	4696	866.5
Sub-area 5	2302	202.5	0	2504.5	2070	434.5
Sub-area 6	2029.5	0	0	2029.5	1331	698.5
Sub-area 7	4341	0	-535.5	3805.5	3325.2	480.3
Sub-area 8	4601	0	-738	3863	3594.2	268.8
		1273.5	-1273.5			
Residual Population						3430.6

Transfer Notes:

- Sub-area 2: The transfer "in" is due to preserving Highway 113 density at 226 units x 2.25 = 508.5 people (Policy BW-23)
- Sub-area 3-4: Transferred 1 unit per acre into the sub-area, 250 units x 2.25 = 562.5 people
- Sub-area 5: Transferred 90 units into the sub-area, 90 units x 2.25 = 202.5 people
- Sub-area 6: Utilized population includes 1131.4 people on Sobeys, and 200 people on the School Site.
- Sub-area 7: Transfer Out - 125 units to SA3-4, 113 units to SA2 for Highway 113 = 238 x 2.25 = 535.5 people
- Sub-area 8: Transfer Out - SA 5 = 90 Units, SA3-4 = 125 Units, SA2 113 Units = 328 x 2.25 = 738 people
- Total Transfer People "IN" (1273.5) is equal to Total Transfer People "OUT" (1273.5)

Proposed Allocation Sub Area 1

The current allowable population is 20 ppa over the remaining 27.94 acres or 559 people. WBHL would like to transfer 852 people from other areas of the Bedford West to Sub Area 1 giving a total population of 1411 people.

Proposed Allocation Sub Area 12

The current allowable population is 28.1 ppa, which is proposed to be provided evenly over the Sub Area enabling 5197 persons. WBHL would like to transfer 10 people from other areas of the Bedford West to Sub Area 12 (PID 00645945) giving a total population of 5207 people.

Attachment 1.C – Matters for Consideration in Proposed MPS Amendment

- Confirmation of density accounting with Halifax Water;
- Creation of a Land Use Plan (Community Concept Plan) for Sub Area 12 and 1 (Figure 1) which:
 - Enables development of the remaining 27.8 acres of Sub Area 1 by development agreement (Policy BW-42) rather than as-of-right development (Remove RSU Zone (Policy BW-21/22));
 - Establishes four neighbourhoods (A through D) in Bedford West Sub area 1 and 12, each to be developed by an individual development agreement;
 - Establish land use in the Sub Area 1/12 including:
 - Low density ground based units adjacent most existing low density residential;
 - Mixed use/ commercial nodes at Larry Uteck Boulevard and Hammonds Plains Road and at the primary entrance on Hammonds Plains Road;
 - Medium and high density residential uses with appropriate separations / screening from existing low density residential.
- Rezoning of Sub Area 12 to BW-CDD Zone to enable the negotiation of a development agreement.
- Enabling the creation of 34 foot wide lots in Sub Area 12 (Policy BW-32A).
- Creation of a transportation plan (or policy) which establishes:
 - 2 primary access points (Hammonds Plains Road and Larry Uteck Boulevard);
 - 1 secondary access point to Peerless / Thistle Grove Subdivisions (location to be determined); and
 - Creates a continuous local road between the two primary access points.
- Establish an even or smoothed allocation of sewer and water rights over Sub Area 12 and 1 (Policy BW-16) based on Capital Cost Charge allocations for the Sub Area and relevant transfers from other areas of Bedford West;
- Enables the transfer of unused sewer and water rights (beyond current policy) from developed areas of Bedford West (Sub Areas 2 through 8) to Sub Area 1 and 12 and the ability to achieve units from the capacity. 862 people initially were proposed to be transferred, 821 going to Sub Area 1 and 41 to Sub Area 12. The allocation has changed due to a redesign of the Sub Area and the proposed allocation is now 852 to Sub Area, 1 and 10 to Sub Area 12.

Attachment B: Community Engagement Program

Case 23307 – Bedford West, Sub Areas 12 & 1 Community Engagement Program

Community Engagement Goals:

- Create awareness of the neighbourhood planning process for Bedford West, Sub-Areas 12 & 1;
- Share information on background studies and analysis;
- Provide chances for public input on the neighbourhood plan; and
- Seek public feedback at key stages of the neighbourhood planning process.

Community Engagement Activities:

- Maintain a project website;
- Host a public information meeting with North West Planning Advisory Committee (NWPAC) to present the project scope and early concept(s) (online meeting, if required);
- Staff will present the project and concept(s) to NWPAC and receive their comments (online meeting, if required);
- Meet with property owners and stakeholders (online or by phone, if required);
- Host a public meeting to present draft neighbourhood plans and policy for Sub-Areas 12 & 1 (replaced by an information mail-out and short survey, if required).

As a result of COVID-19, staff anticipate that limitations on public gatherings may impact HRM's ability to hold in-person public meetings. Staff will review public gathering regulations at each phase of the project. Should in-person public meetings not be permitted or appropriate, staff will hold the NWPAC meetings, stakeholder meetings and property owner meetings online. The final public meeting to present draft plans will be replaced by an information mailout and short survey, if necessary.