

P.O. Box 1749 Halifax, Nova Scotia B3J 3A5 Canada

Item No. 13.1.2 Halifax and West Community Council October 12, 2022

TO: Chair and Members of Halifax and West Community Council

SUBMITTED BY: - Original Signed -

Kelly Denty, Executive Director of Planning and Development

DATE: October 5, 2022

SUBJECT: Case 24020: Land Use By-law Amendment for the Kearney Lake Area of

Halifax (Bedford West - Sub Area 11)

ORIGIN

Staff initiated review of zoning applied to Bedford West – Sub Area 11 in response to public engagement related to Planning Case 20401 (Bedford West Sub Area 10).

LEGISLATIVE AUTHORITY

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

RECOMMENDATION

It is recommended that Halifax and West Community Council:

- 1. Give First Reading to consider approval of the proposed amendments to the Halifax Mainland Land Use By-law, as set out in Attachment A, to enable R-2 Zone uses within the Kearney Lake area of Halifax (Bedford West Sub Area 11) and schedule a public hearing;
- 2. Adopt the amendments to the Halifax Mainland Land Use By-law, as set out in Attachment A.

BACKGROUND

Bedford West is a 600-hectare (1,500 acre) master planned community generally located west of Highway 102, south of Hammonds Plains Road and east of the Kingswood Subdivision. Development of Bedford West is directed by the Bedford West Secondary Planning Strategy (BWSPS), which was adopted by Regional Council on June 20, 2006. The BWSPS divides the community into 12 sub areas, as illustrated on Schedule BW-6¹, and contains policies to enable development within each sub area.

During the public engagement that occurred for Sub Area 10 (Planning Case 20401), residents of Sub Area 11 identified concerns pertaining to their as-of-right development permissions. Sub Area 11 contains a number of existing low-density residential dwellings that are zoned US (Urban Settlement) which, to support future master planning, limits the subdivision of the lands and only permits single unit dwellings. However, an inconsistent Land Use By-law (LUB) reference indicates that the R-2 Zone uses were intended to be permitted. This inconsistency went undetected for many years and property owners in the area have reported that it has impacted their ability to have home businesses, construct second units, and subdivide their lands. In response, this report reviews this issue and proposes LUB housekeeping amendments to enable the development and use of land for R-2 Zone uses within Sub Area 11 as originally intended.

Subject Area	Bedford West Sub Area 11 – located in the southern portion of Bedford			
	West to the west of Kearney Lake			
General Location	Primarily: Hamshaw Drive; Saskatoon Drive; Spruce Lane; Little Fox			
	Lane; and Holland Street, Halifax			
Regional Plan Designation	Urban Settlement - identified as an Urban District Growth Centre			
	under the Regional Municipal Planning Strategy (RMPS)			
Community Plan	Halifax Municipal Planning Strategy (MPS)			
Community Plan Designation	Bedford West Secondary Planning Strategy (BWSPS)			
(Map 1)				
Zoning (Map 2)	US (Urban Settlement) Zone under the Halifax Mainland Land Use			
	By-law (LUB)			
Size of Area	Approximately 42 hectares (104 acres)			
Current Land Use(s)	Low density residential development including the Kearney Lake			
	Park Subdivision established in 1932			
	Kearney Lake Beach Park			
Surrounding Use(s)	North: Provincial Crown land including the Maskwa Aquatic Club and			
- , ,	the Blue Mountain Birch Cove Lakes Wilderness Area;			
	East: Kearney Lake (watercourse), Kearney Lake Road, and Bedford			
	West Sub Area 10;			
	South: Washmill Lake (Watercourse) and an active quarry; and			
	West: Vacant / undeveloped land			

Enabling Policy and LUB Context

Regional Plan (RMPS)

Policy SU-3 of the RMPS directs that lands within growth areas be zoned US in advance of secondary planning to prevent premature subdivision and development with on-site systems that would hinder the design of efficient future serviced development. Bedford West Sub Area 11 is zoned US in accordance with this policy. Policy SU-3 is provided within Attachment B.

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¹ See BWSPS <u>Schedule BW-6</u>

Sub Area 11 is located within the Halifax MPS Plan Area. While the policies pertaining to the lands are primarily contained within the BWSPS (discussed below) a few policies in the Halifax MPS pertain to Sub Area 11. Specifically:

- 3 -

- Policy 2.1.6 (as implemented through Section 14A(g) of the LUB) allows lots abutting the existing public street network in Sub Area 11 to be developed with on-site services; and
- Policy 2.12 (as implemented through Section 71(1) of the LUB) allows the consideration of a
 development agreement to permit the development of lots that do not have public road frontage
 but abut an existing travelled way.

These policies are contained within Attachment C.

Bedford West SPS (BWSPS)

As mentioned above, the BWSPS divides the community into 12 sub areas. While the development of the majority of Bedford West was envisioned at the time of adoption within a community concept plan², Sub Areas 10, 11, and 12 were identified for future consideration. Once piped services were available to these sub areas, the intention was that land use concepts would be developed through additional planning processes. This process took place for Sub Area 10 under Planning Case 20401 and is currently underway for Sub Areas 12 and 1 through Planning Case 23307.

Section 7(B) of the BWSPS speaks to the specific secondary planning process that is to occur for Sub Area 11. Lands are to retain their current zoning until such time as municipal services can be extended, at which point a public participation program would occur that would lead to the creation of an area specific concept plan. The BWSPS recognizes that when this happens, both of the existing Sub Area 11 policies and the zoning in the area may need to be revisited and amended. Guided by a new community concept plan, Policy BW-28 directs that a comprehensive development district zone be applied to undeveloped lands and sets out the criteria by which future residential development would be enabled. Similarly, Policy BW-29 sets out the criteria by which future commercial development would be enabled. In addition to the Halifax MPS policies discussed above, Attachment C also contains the relevant BWSPS policies.

Halifax Mainland LUB

Prior to the RMPS and BWSPS coming into effect, the subject lands were zoned R-2 (Two Family Dwelling Zone). When the RMPS was adopted on June 27, 2006, it was intended that although Sub Area 11 would be zoned US (Urban Settlement Zone), certain lands within Sub Area 11 would retain their R-2 Zone rights. This was to be accomplished via a reference within the US Zone to lands designated Residential Environments on the Generalized Future Land Use map of the Halifax MPS (Map 9), as shown below:

KEARNEY LAKE - RESIDENTIAL ENVIRONMENTS

61A(5) Notwithstanding sections 61A(1) through 16A(4), within the area of Kearney Lake west of the Bicentennial Highway and designated "Residential Environments", lands shall be developed subject to the permitted uses and requirements of the R-2 Zone (Two-Family Dwelling Zone). [Emphasis Added]

However, with the near simultaneous adoption of the RMPS and the BWSPS, Sub Area 11 lands were identified on Map 9 as "BWSPS" rather than "Residential Environments".

While the US Zone only permits single unit dwellings, passive recreation uses, and public parks and playgrounds, the R-2 Zone permits two-unit dwellings and all R-1 (Single Family Dwelling) Zone uses which includes: single unit dwellings; home businesses; certain institutional uses and recreational uses, and day care facilities for not more than 8 children.

² See BWSPS <u>Schedule BW-7</u>

Additionally, during the preparation of this report, staff identified another section within the LUB that contains a similar inconsistent reference [Section 14A(g)]:

- No development permit shall be issued unless the proposed development is on a city sewer or water system, provided however, that this section shall not apply to:
 - (g) R-1 and R-2 uses on lots which abut the existing public street network for the **area designated** "Residential Environments" for the area of Kearney Lake west of the Bicentennial highway. [Emphasis Added]

Section 14A(g) allows properties within the subject area to be developed with on-site wells and sanitary services. Staff are unaware if the inconsistent reference contained within Section 14A(g) has resulted in problems with the issuance of permits in the area.

A copy of all relevant LUB sections, including the US Zone, R-2 Zone, and R-1 Zone, are included within Attachment D.

COMMUNITY ENGAGEMENT

The community engagement process is consistent with the intent of the HRM Community Engagement Strategy. Given previous engagement and the housekeeping nature of this matter, engagement was limited to posting information on the municipal webpage. In addition, through engagement on Case 20401, property owners in Sub Area 11 identified that the identified inconsistency within LUB Section 61A(5) has impacted their ability to:

- conduct home businesses;
- construct second units; and
- subdivide their lands.

A public hearing must be held by Halifax and West Community Council before they can consider approval of the proposed LUB amendments. Should Community Council decide to proceed with a public hearing on this matter property owners within the notification area shown on Map 3 will be notified of the hearing by regular mail. The HRM website will also be updated to advertise the public hearing.

The proposal will potentially impact local residents and property owners.

DISCUSSION

Staff have reviewed the proposal relative to all relevant policies and advise that it is reasonably consistent with the intent of the RMPS, Halifax MPS, and BWSPS. Attachment A contains the proposed land use bylaw amendment that would correct two inconsistent map references and enable R-2 Zone uses within the US Zone applied to Bedford West Sub Area 11.

Impact of proposed LUB amendment

Members of the public have identified that the current inconsistency within LUB Section 61A(5) has impacted their ability as property owners in the area to conduct home businesses, construct second units, and subdivide their lands. Each of these topics is discussed below.

Home Businesses

The R-2 Zone permits all R-1 Zone uses, this includes:

- "the office of a professional person located in the dwelling house used by such professional person as his private residence"; and
- a home occupation.

The proposed amendments contained within Attachment A would enable properties within the subject area to contain home businesses subject to meeting the relevant requirements of the LUB (Section 14B as contained within Attachment D).

Second Units

The R-2 Zone permits two-unit dwelling uses (semi-detached dwellings and duplex dwellings). While the subject area contains primarily single unit dwellings, there are a few existing two-unit dwellings present that were constructed prior to 2006. Similar to home businesses, from 2006 to 2020 (when secondary suite provisions came into effect) there would have been no ability to construct second units in the area.

While the proposed amendments contained within Attachment A will permit second units, it may be difficult to construct an additional unit given that the subject area is unserviced and approval of any additional units will depend on the ability of lots to meet the on-site sanitary requirements of the Nova Scotia Department of Environment and Climate Change.

Subdivision

Consistent with the Regional Plan Policy SU-3, the US Zone limits premature subdivision in growth areas by establishing large minimum lot area and frontage requirements (2 hectares and 110 meters respectively). In contrast, the R-2 Zone requirements include a minimum lot area of 5,000 square feet (464.5 square meters) and minimum frontage requirement of 50 feet (15.2 m). Enabling these R-2 Zone standards for subdivision would not be consistent with Regional Plan policies to limit subdivision prior to the secondary planning that is still to occur for Sub Area 11 under the BWSPS. Had it been the intention that the subject lands were to fully retain their previous R-2 zoning rights and permissions, staff advise that the area would not have been zoned US in 2006. Given this policy context, the amendment contained within Attachment A conveys all the permitted uses and requirements of the R-2 Zone for existing lots which abut the existing public street network, but does not enable new lots to be created under the R-2 Zone requirements.

Unique Properties

Sub Area 11 generally contains four different property types:

- existing lots with public road frontage, the majority of which are developed residentially;
- existing lots with no public road frontage, the majority of which are undeveloped (discussed below);
- two existing lots abutting the Kearney Lake Road (6 Hamshaw Drive and 56 Crusher Road) where municipal services are present (discussed below); and
- two large land holdings located at the rear (west) of the sub area (PID 41247908 and PID 40420747) (discussed below under Future Planning).

Existing vacant lots with no public road frontage

Sub Area 11 contains an area referenced as the "Kearney Lake Park Subdivision". The subdivision was created in 1932 prior to the requirement for municipal subdivision approval. The original subdivision plan for Kearney Lake Park shows 131 lots. While over time, some of these lots were developed, approximately 80 lots remain vacant, as only a portion of the street network was constructed when the lots were created. The remaining street parcels that were laid out on the 1932 plan are held in private ownership.

While some of the remaining 80 lots may be eligible to develop by development agreement under Policy 2.12 of the Halifax MPS, the majority have no as-of-right options at this time and therefore the amendments contained within Attachment A would have little impact on these properties.

6 Hamshaw Drive and 56 Crusher Road

Also unique within Sub Area 11 are two properties that have frontage on the Kearney Lake Road and access to the municipal water and sanitary infrastructure that was installed in 2014.

6 Hamshaw Drive is a 1-acre lot containing a single unit dwelling. Staff understand that the owner of 6 Hamshaw Drive has a desire to subdivide the property into seven additional lots in accordance with R-2 Zone requirements. The amendments contained within Attachment A would not enable subdivision to occur as the exception to the US Zone requirements is only enabled for existing lots and cannot be applied to

new lots. Amendments to the BWSPS would be necessary to consider such a proposal as the existing policies require the sub area to be considered in its entirety. This includes not only land use and density requirements (which current policy direction sets at 6 units per acre), but also infrastructure needs and associated capital cost contributions.

With respect to 56 Crusher Road, a portion of these lands abut the Kearney Lake Road, which is currently zoned R-2 rather than US. It is unclear why the US Zone was not applied to this portion of the property in 2006. Staff have not examined this item in detail but anticipate that it will be reviewed during the future secondary planning process.

Future Planning

Like Sub Area 10 and Sub Area 12, Sub Area 11 was identified in the BWSPS for further secondary planning. Typically, the secondary planning process commences when a proponent (applicant) is ready to develop their land holdings and comes forward to the Municipality with a high-level land use concept. Secondary planning is initiated by Regional Council and involves detailed study and public consultation.

Sub Area 11 abuts the Highway 102 West Corridor lands. The Regional Plan identifies the Highway 102 West Corridor lands as a potential future serviced community and detailed background studies for this and other areas are anticipated to commence in fall 2022. These background studies include a watershed study, land suitability analysis and baseline infrastructure studies. Once the studies are finalized, Regional Council will consider whether or not master planning (also referred to as secondary planning) should be initiated. Potential connections to Sub Area 11 lands will also be considered as part of these background studies, given the close relationship to the Highway 102 West Corridor Lands.

Conclusion

Staff have reviewed the proposal in terms of all relevant policy criteria and advise that the proposal is reasonably consistent with the intent of the RMPS, MPS, and BWSPS. RMPS Policy SU-3 directs that land designated Urban Settlement be zoned US to prevent premature development. However, a commitment was made to Sub Area 11 residents during the development of the BWSPS that R-2 zoning rights would be preserved in the area. The amendments contained within Attachment A ensure that the uses permitted within the R-2 Zone, and the majority of R-2 Zone requirements, are enabled for Sub Area 11 while respecting the intent of the RMPS policies to limit premature subdivision. Therefore, staff recommend that the Halifax and West Community Council approve the proposed LUB amendments.

FINANCIAL IMPLICATIONS

There are no financial implications. The HRM cost associated with processing this planning application can be accommodated with the approved 2022-2023 operating budget.

RISK CONSIDERATION

There are no significant risks associated with the recommendations contained within this report. This proposal may be considered under existing planning policies. Community Council has the discretion to make decisions that are consistent with the RMPS and MPS, and such decisions may be appealed to the N.S. Utility and Review Board. Information concerning risks and other implications of adopting the proposed LUB amendments are contained within the Discussion section of this report.

ENVIRONMENTAL IMPLICATIONS

No additional concerns were identified beyond those raised in this report.

ALTERNATIVES

- Halifax and West Community Council may choose to approve the proposed LUB amendments subject to modifications. Such modifications may require further analysis and may require a supplementary report or another public hearing. A decision of Council to approve the proposed LUB amendments is appealable to the N.S. Utility & Review Board as per Section 262 of the HRM Charter.
- Halifax and West Community Council may choose to refuse the proposed LUB amendments, and in doing so, must provide reasons why the proposed amendments do not reasonably carry out the intent of the RMPS, Halifax MPS, or BWSPS. A decision of Council to refuse the proposed LUB amendments is appealable to the N.S. Utility & Review Board as per Section 262 of the HRM Charter.

ATTACHMENTS

Map 1: Regional Generalized Future Land Use

Map 2: Generalized Future Land Use Map 3: Zoning and Notification Area

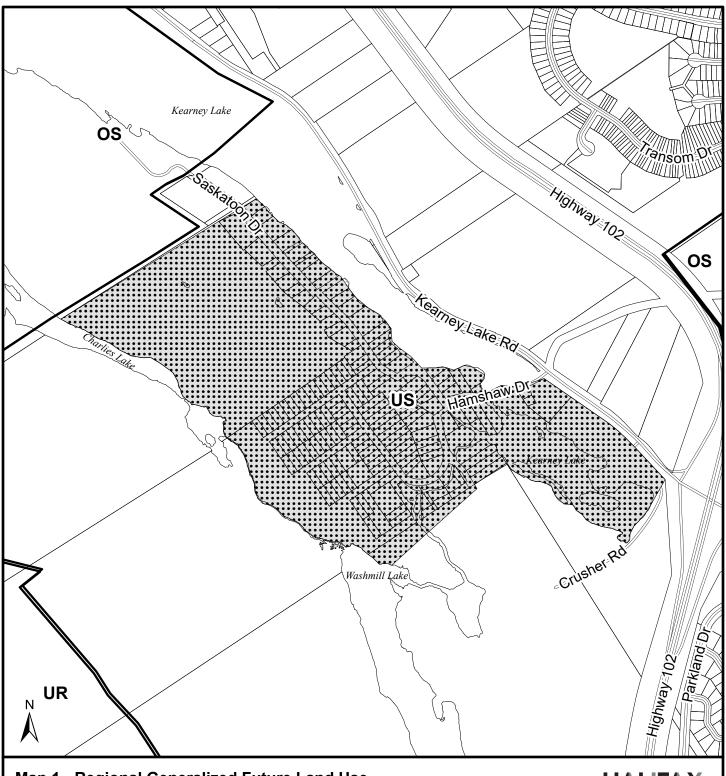
Attachment A: Proposed Amendments to the Halifax Mainland Land Use By-law

Schedule 1 – Proposed Schedule ZM-35

Attachment B: Excerpt of Relevant Regional Municipal Planning Strategy Policies
Attachment C: Excerpt of Relevant Halifax Municipal Planning Strategy Policies
Attachment D: Excerpt of Relevant Halifax Mainland Land Use By-law Sections

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.

Report Prepared by: Jacqueline Bélisle, Planner III, Community Planning, P&D, 902.430.4092



Map 1 - Regional Generalized Future Land Use

Bedford West Sub-Area 11

Sub Area 11

Designation

OS Open Space and Natural Resources

UR Urban Reserve

US Urban Settlement

H\LIF\X

0 50 100 150 200 250 300 m

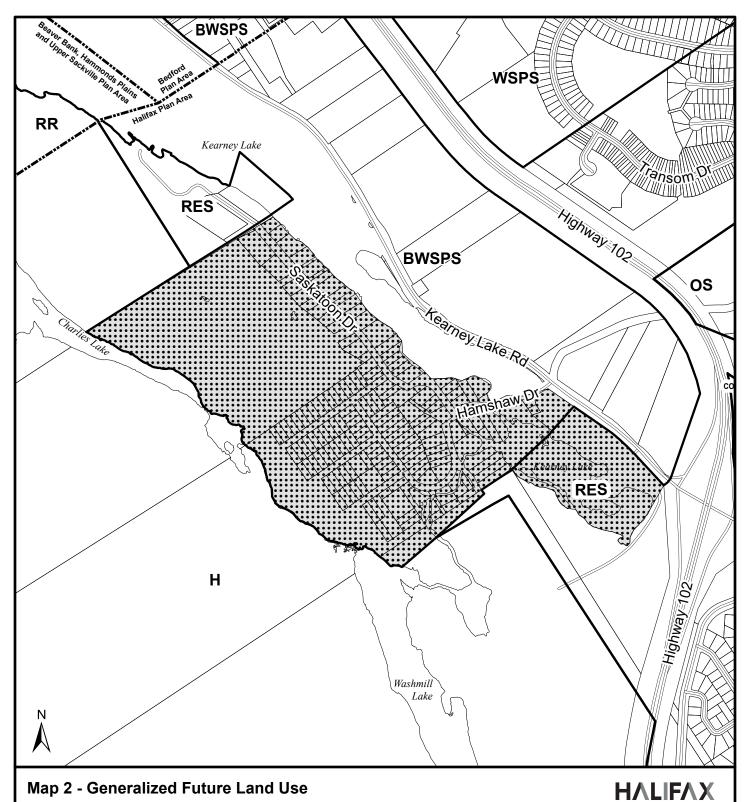
This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the plan area indicated.

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

Regional Plan
1 September 2022

Case 24020

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Map 2 - Generalized Future Land Use

Bedford West Sub-Area 11

Designation

Sub Area 11	Bedford	BWSPS	Bedford West Secondary Planning Strategy
	Halifax	COM	Commercial
	Mainland	Н	Holding Area
Halifax Plan Area		OS	Major Community Open Spaces
Bedford Plan Area		RES	Residential Environments
Beaver Bank, Hammonds Plains and		WSPS	Wentworth Secondary Planning Strategy
Upper Sackville (HPSBB) Plan Area	HPSBB	RR	Rural Resources

50 100 150 200 250 300 m

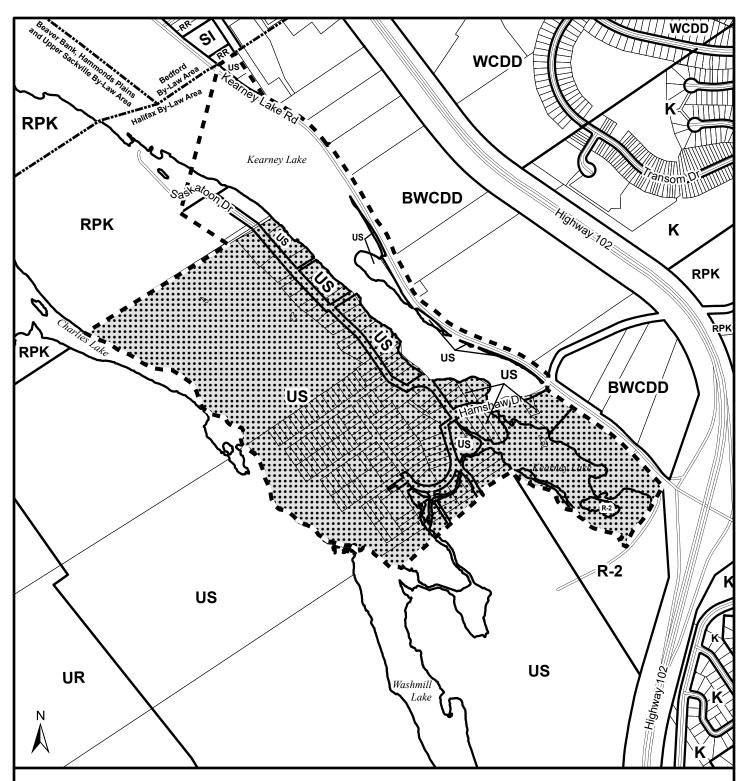
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1 September 2022

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Map 3 - Zoning and Notification

Bedford West Sub-Area 11

Beaver Bank, Hammonds Plains and

Upper Sackville (HPSBB) By-Law Area

Notification Area

Zone

BWCDD Sub Area 11

> Κ R-1 R-2 RPK

UR US WCDD

Halifax Mainland Bedford West Comprehensive Development District

Schedule K Single Family Dwelling Two Family Dwelling Regional Park Urban Reserve Urban Settlement

Development District

Bedford

RR Residential Reserve Institutional US **Urban Settlement**

HPSBB

RPK Regional Park

H\(\text{LIF}\(\text{X}\)

100 150 200 250 300 m

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Halifax By-Law Area

Bedford By-Law Area

Wentworth Comprehensive

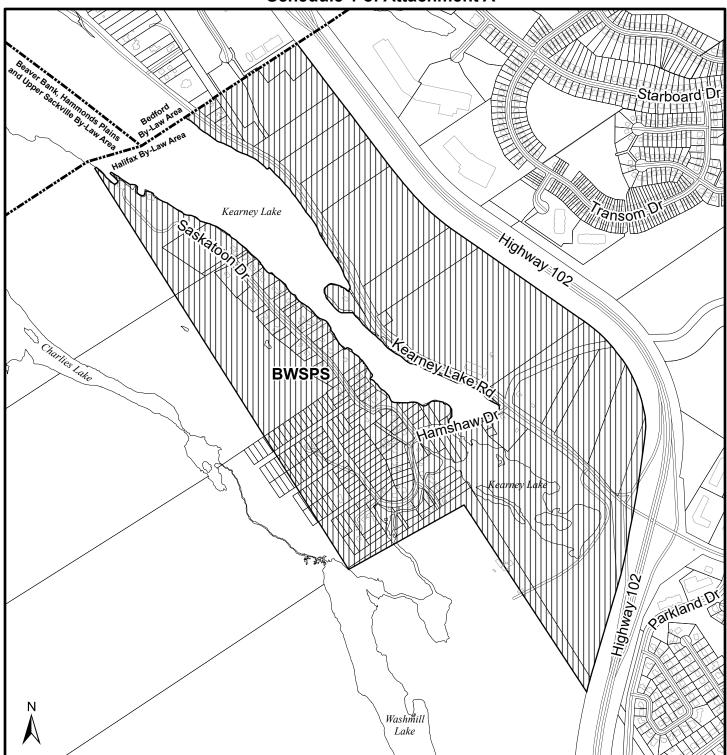
Attachment A: Proposed Amendments to the Halifax Mainland Land Use By-law

BE IT ENACTED by the Halifax West Community Council of the Halifax Regional Municipality that the Land Use By-law for Halifax Mainland is amended as follows:

1.	Adding Schedule ZM-35 to the below:	e Table of Contents following Schedule ZM-34, as shown in bold
		in the Dunbrack Multi Unit Zone (RC-Feb 23/21; E-Mar 8/21)
2.	Amend Section 14A(g) within the shown below in strikeout and be	ne GENERAL PROVISIONS by deleting and inserting the text old:
	designated "Residenti	lots which abut the existing public street network for the area al Environments" for the area of Kearney Lake west of the identified on Schedule ZM-35.
3.	Amend Section 61A(5) within the text shown below in strikeout a	ne US (URBAN SETTLMENT) ZONE by deleting and inserting the nd bold:
	KEARNEY LAKE -	RESIDENTIAL ENVIRONMENTS
	Kearney Lake wes Environments" as ide public street netw	tions Sections 61A(1) through 16A(4) 61A(4), within the area of the Bicentennial Highway and designated "Residential entified on Schedule ZM-35, existing lots which abut the existing tork shall be developed subject to the permitted uses and R-2 Zone (Two-Family Dwelling Zone).
4.	Adding Schedule ZM-35: Kearr following Schedule ZM-34.	ney Lake Area, as shown on the attached Schedule 1, immediately
		I, Iain MacLean, Municipal Clerk for the Halifax Regional Municipality, hereby certify that the above-noted by-law was passed at a meeting of the Halifax and West Community Council held on [DATE], 201[#].
		lain MacLean

Municipal Clerk

Schedule 1 of Attachment A



Schedule ZM-35: Kearney Lake Area

H\(\text{LIF}\(\text{X}\)

50 100 150 200 250 300 m

Area of Kearney Lake west of the Bicentennial Highway

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.

Halifax Plan Area Bedford Plan Area Beaver Bank, Hammonds Plains and Upper Sackville Plan Area

Attachment B: Excerpt of Relevant Policies Regional Municipal Planning Strategy Policies

CHAPTER 3: SETTLEMENT AND HOUSING

3.2 LAND USE DESIGNATIONS

There are seven general land use designations which form the framework for achieving the growth management strategy of this Plan. These are illustrated on Map 2: The Generalized Future Land Use Map with the intent and policy direction for each explained in the following sections.

3.2.1 Urban Settlement Designation

The Urban Settlement Designation encompasses those areas where development serviced with municipal water and wastewater systems (serviced development) exists or is proposed under this Plan. The designation includes three designated growth areas where Secondary Planning Strategies haven been approved (Morris-Russell Lake, Bedford South and Bedford West) three areas for future serviced communities, subject to HRM approval of secondary planning (Port Wallace, Sandy Lake, and the Highway 102 west corridor adjacent to Blue Mountain - Birch Cove Lakes Park).

- S-1 The Urban Settlement Designation, shown on the Generalized Future Land Use Map (Map 2), encompasses those areas where HRM approval for serviced development has been granted and to undeveloped lands to be considered for serviced development over the life of this Plan.

 Amendments to this Boundary may be considered:
 - (a) where reviews of regional population and housing forecasts have been undertaken and the proposed amendments may assist in achieving the growth targets established by this Plan; and
 - (b) the lands are within or adjacent to a growth centre.
- S-2 Where requests are received to initiate secondary planning for any of the areas identified above as potential growth areas, consideration shall be given to:
 - (a) the need for additional lands and the fiscal implications to HRM and Halifax Water and their capacity to meet additional financial commitments; and
 - (b) the implications for achieving the HRM growth targets.

CHAPTER 8: MUNICIPAL WATER SERVICES, UTILITIES AND SOLID WASTE

8.3 WATER, WASTEWATER AND STORMWATER SERVICES: PLANNING FOR GROWTH IN SERVICED AREAS

This Plan seeks to focus development in areas where infrastructure can be provided in a cost-effective manner with consideration given to both capital and operating costs. HRM also seeks to support a competitive housing market by maintaining a 15 year supply of serviced lands. A primary tool for achieving these objectives will be directing the supply and location of lands to be serviced with wastewater and water services.

- SU-2 HRM shall establish an Urban Service Area under the Regional Subdivision By-law to designate those areas within the Urban Settlement Designation and the Harbour Designation where municipal wastewater collection and water distribution systems are to be provided. The Area shall initially include all lands within existing service boundaries established under secondary planning strategies at the time of adoption of this Plan. Lands within the Urban Service Area shall only be developed with municipal wastewater collection and water distribution systems. Any service boundary established under existing secondary planning strategies shall be replaced by the Urban Service Area boundary in the Regional Subdivision By-law.
- SU-3 HRM shall seek to prevent premature development with on-site services on lands designated Urban Settlement but not yet within the Urban Service Area by establishing an Urban Settlement Zone over these lands under the applicable land use by-law. This zone shall permit public parks and playgrounds but restrict new development to single unit dwellings serviced with on-site sewage disposal systems and wells on two hectare lots on existing roads.

Attachment C: Excerpt of Relevant Halifax Municipal Planning Strategy Policies

SECTION II: CITY-WIDE OBJECTIVES AND POLICIES

2. RESIDENTIAL ENVIRONMENTS

Objective: The provision and maintenance of diverse and high quality housing in adequate amounts, in safe residential environments, at prices which residents can afford.

2.1.6 Development with on-site services shall be permitted on lots which abut the existing public street network for the area surrounding Kearney Lake Road and currently designated "Residential Environments" on Map 9.

- 2.12 Council may permit, by development agreement, new residential uses on lots which do not abut a city owned or maintained street. In considering such proposals, Council shall not approve such a development unless:
 - (i) the proposed use is permitted by the zoning by-law;
 - (ii) the lot was in existence prior to the adoption of this provision;
 - (iii) the lot can be adequately serviced by municipal water or sewer or, where permitted by the by-law, an acceptable well and septic system;
 - (iv) the development complies with all other requirements of the by-law with the exception that Council may consider modification to the frontage, area, setback and coverage requirements in accordance with the policies of the plan;
 - (v) the lot abuts an existing recognized travelled way and that the said travelled way provides reasonable passage of motor vehicles, especially emergency apparatus and police protection;
 - (vi) the location and setback of the proposed dwelling does not adversely affect adjacent uses or watercourses, including the North West Arm.

SCHEDULE II.1: SOFT AREAS OUTSIDE AREAS DESIGNATED FOR DETAILED PLANNING (RC-Sep 18/19;E-Nov 30/19)

2. Kearney Lake area bounded by Bicentennial Highway and City limits

SECTION XV: THE BEDFORD WEST SECONDARY PLANNING STRATEGY

7. LAND USE: SUB-AREAS 10 AND 11

7(B) SUB-AREA 11

Sub Area 11, as illustrated on Schedule BW-6, encompasses lands which fall solely under the Halifax MPS. As part of the Bedford West Secondary Planning Strategy an infrastructure master plan was produced that contemplated a population of 2,390 people within Sub Area 11, however at this time municipal services generally remain unavailable to the area (RC- Dec 14/21; E-Feb 12/22).

These current zoning provisions shall be maintained on these lands until such time as municipal services can be extended. When service extensions can be made, a comprehensive development district zone shall be applied to all undeveloped lands within the Sub-Area to be serviced. No commercial development shall be permitted within Sub-Area 11 unless the lands have frontage on the Kearney Lake Road.

Policy BW-22:

To facilitate a variety of housing types and achieve both the overall density and open space allocations envisioned by the Regional Plan, consideration may be given to varying development standards established under the Municipal Planning Strategy and Land Use By-law. More specifically standards pertaining to lot area, lot frontage, lot coverage, setbacks and building height may be varied to reflect the uniqueness of each Sub-Area, the market being targeted and the theme of that Sub-Area.

Policy BW-23:

No stormwater management, sanitary sewer or water service system shall be located within the Open Space Designation which would adversely affect environmentally sensitive areas, detract from the aesthetics of the area or impair any recreational functions intended. The intended purpose of all open spaces shall be identified and agreed to in a development agreement application. Lands within the Open Space Designation may be allocated to satisfy the Municipality's Subdivision Bylaw requirements for parkland dedication.

Policy BW-24:

In the event that the Municipality is unable to determine whether any undertaking will adversely affect environmentally sensitive areas, the Municipality shall require that an environmental impact analysis be undertaken at the cost of the developer by a person qualified to make such a determination and as selected or agreed upon by the Municipality.

Policy BW-25:

The development of all recreational facilities shall conform with the HRM Guidelines for Parkland Planning adopted by Council.

Policy BW-26:

Prior to any subdivision approval being granted, the developer shall prepare a recreation facilities plan for the development of recreational facilities for lands to be conveyed to the Municipality for parkland and open space dedication. The plan shall consider facility requirements in relation to present and future community needs, safety and convenience, environmental protection or enhancement, financial resources and phasing.

Policy BW-27:

No municipal services shall be extended to existing developments within Sub-Area (RC-Dec 14/21; E-Feb 12/22) 11 until consultations have been held with affected property owners to determine:

- (a) the need for amendments to existing policies under the Municipal Planning Strategy and zoning regulations under the Land Use By-law;
- (b) the need for municipal services and a means of finance.

Policy BW-28:

When municipal services are available for Sub-Areas 10A (RC- Dec 14/21; E-Feb 12/22) or 11, 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 the following:

- 1. the density of housing units shall not exceed six units per acre;
- 2. community facilities such as schools, churches and day care centres and businesses that provide goods and services at a neighbourhood level, such as convenience stores, may be permitted within a residential neighbourhood. Convenience stores shall be encouraged to locate at intersections with a Community Collector Street and at transit stops;
- 3. sidewalks and pathways facilitate comfortable and convenient pedestrian travel to transit stops on the Community Collector Street System, the Community Trail System and to community services;
- 4. the design of neighbourhood streets facilitate shared use by cyclists and encourage safe vehicular speeds and discourage short-cutting and excessive speeds by automobiles while enabling direct routes for pedestrians and cyclists;
- 5. a variety of housing types is provided within each Sub-Area and distributed so as to avoid a congested appearance of streetscapes;
- 6. the allocation of housing and the massing and placement of buildings contributes to a sense of community vitality, energy conservation, surveillance of public spaces and provides an effective integration with established neighbourhoods;
- 7. building locations, height, scale, site and architectural design, landscaping, and streetscape elements reinforce the themes of neighbourhood identity, pedestrian safety and compatibility with the natural environment;
- 8. single unit dwelling lots have a minimum street frontage of 40 feet, a minimum area of 4,000 square feet, a minimum side yard of 4 feet, and a minimum separation of 12 feet between buildings;
- 9. natural vegetation, landscaping or screening is employed around parking areas for institutional and multiple unit buildings to provide screening from streets and, for buildings containing forty-eight or more housing units, provision of underground parking or a structure allowing for stacked parking shall be a mandatory component of the on-site parking supply;
- 10. Vegetation is maintained or landscaping measures, a fence or other physical barrier provided so as to provide a buffer between new developments and commercial or industrial

- developments which is effective in ensuring public safety and mitigating visual or noise impacts;
- 11. all open space dedications proposed conform with the objectives and polices adopted for open space under this secondary planning strategy and any administrative guidelines adopted by the Municipality; and
- 12. the proposal conforms with all applicable provisions and requirements adopted under this Secondary Planning Strategy regarding environmental protection, the community transportation system and municipal services.

Policy BW-29:

For any commercial development proposed within Sub-Areas 10 or 11, consideration shall be given to the following matters:

- 1. natural vegetation, landscaping or screening is employed around parking areas and measures are employed to provide safe and convenient pedestrian access to the buildings they are intended to serve;
- 2. sidewalks and plazas are provided so as to encourage a secure and inviting walking environment throughout the commercial centre and to neighbouring residential neighbourhoods; 3. provisions are made for the storage of bicycles;
- 3. exterior materials, street furniture; trees, lighting and landscaping measures are incorporated in buildings to foster an interesting and secure environment;
- 4. the windows, exterior features and materials and signs employed in any building create a sense of interest from public streets;
- 5. the massing and height of buildings are consistent with and contribute to an pedestrian oriented environment;
- 6. the proposal conforms with all applicable provisions and requirements adopted under this Secondary Planning Strategy regarding environmental protection, the community transportation system and municipal services. (RC-Jun 20/06; E-Jul 29/06)

Attachment D: Excerpt of Relevant

Halifax Mainland Land Use By-law Sections

(Sections identified for amendment are highlighted)

GENERAL PROVISIONS

WATER/SEWER EXCEPTIONS

- No development permit shall be issued unless the proposed development is on a city sewer or water system, provided however, that this section shall not apply to:
 - (a) developments within a holding zone or WC zone on lots which abut the existing public street network;
 - (b) the replacement by a similar use, or the repair of a building which is not on city sewer and water but conforms in every other respect to the land use by-law;
 - (c) additions which do not result in a change in use or increase in the number of dwelling units;
 - (d) accessory buildings.
 - (e) developments within an I-3 Zone, located outside the Development Boundary identified on Map II, Appendix "C" of the Halifax-Dartmouth Metropolitan Regional Plan.
 - (f) Repealed
 - (g) R-1 and R-2 uses on lots which abut the existing public street network for the area designated "Residential Environments" for the area of Kearney Lake west of the Bicentennial highway.
 - (h) a development within an Urban Reserve (UR) Zone. (RC-Jun 25/14;E-Oct 18/14)

HOME OCCUPATIONS - BED AND BREAKFAST

- Where home occupations are permitted under this by-law, such home occupation shall comply with the following:
 - (1) No person who is not a resident of the dwelling unit shall be the proprietor of, or shall be employed in, a home occupation;
 - (2) Only one home occupation shall be permitted per lot;
 - (3) Such home occupations shall be confined to one storey of the dwelling and shall not occupy more than 50 percent of the floor area of such storey to a maximum of 400 gross square feet;
 - (4) No interior or exterior alterations or additions shall be permitted not normally associated with a dwelling;
 - (5) Except for articles manufactured on the premises, no stock in trade shall be displayed or sold on the premises;
 - (6) The home occupation shall be conducted in such a way that it shall not be apparent from the outside of the dwelling that it is used for anything other than a residence and the home occupation shall be conducted entirely within the dwelling unit;
 - (7) There shall be no display of goods visible from the outside, or outside storage of equipment or material, or use of an accessory building in connection with the home occupation;

- (8) Only one commercial vehicle, not exceeding 6,000 pounds gross vehicle weight, shall be parked on the premises in connection with the home occupation;
- (9) The commercial vehicle permitted under clause (8) may contain the name, address, telephone number and occupation, profession or trade of the proprietor of the home occupation, which information shall be non-illuminated;
- (10) The home occupation shall not create any noise, dust, vibration, smell, smoke, glare, electrical interference, fire hazard, traffic, or any such similar nuisance not normally associated with a dwelling;
- (11) Without restricting the generality of the foregoing, the preparation and sale of food, the keeping of animals, adult entertainment uses, and taxi stands, shall be deemed not to be home occupations.
- (12) Notwithstanding subsection (3), a bed and breakfast establishment shall occupy not more than three bedrooms as sleeping rooms for guests.
- (13) Notwithstanding subsection (11), the preparation of food may be permitted within a bed and breakfast establishment for sale to the guests of the bed and breakfast only.
- (14) (a) The owners of every building hereafter erected or altered for use as a bed and breakfast establishment shall therein or upon such lands appurtenant thereto, provide and maintain accommodation for the parking or storage of motor vehicles for use by the guests of such bed and breakfast.
 - (b) Such accommodation shall consist of one separately accessible parking space at least eight feet wide by sixteen feet long for a bed and breakfast establishment which contains one or two sleeping rooms, exclusive of the front yard and entrance or driveway leading to such parking space.
 - (c) Such accommodation shall consist of two parking spaces at least eight feet wide and sixteen feet long for a bed and breakfast establishment which contains three sleeping rooms, exclusive of the front yard and entrance or driveway leading to such parking space.

14BA SECONDARY SUITES AND BACKYARD SUITES (RC-Sep 1/20;E-Nov 7/20)

(a) **SECONDARY SUITES**

Secondary suites shall be permitted accessory to a single family dwelling, a duplex dwelling, a semi-detached dwelling or a townhouse subject to the following provisions:

- (i) No more than one total secondary suite or backyard suite shall be permitted on a lot;
- (ii) The floor area of a secondary suite shall not exceed 80.0 square metres;
- (iii) A duplex dwelling or semi-detached dwelling that contains a secondary suite shall not be considered a multiple unit dwelling;
- (iv) Notwithstanding the parking requirements of Section 9, additional off-street parking shall not be required; and
- (v) Where a residential use is a non-conforming use a secondary suite shall not be permitted.

(b) **BACKYARD SUITES**

Backyard suites shall be permitted accessory to a single family dwelling, one mobile dwelling, a duplex dwelling, a semi-detached dwelling or a townhouse subject to the following provisions:

(i) No more than one total secondary suite or backyard suite shall be permitted on a lot;

- (ii) A backyard suite is not considered a separate main building or main dwelling;
- (iii) The backyard suite shall meet the accessory buildings requirements as set out in each zone;
- (iv) The floor area of a backyard suite shall not exceed 90.0 square metres or the maximum floor area of an accessory building permitted in this Land Use Bylaw, whichever is less;
- (v) Notwithstanding the parking requirements of Section 9, additional off-street parking shall not be required; (vi) Where a residential use is a non-conforming use a backyard suite shall not be permitted;
- (vi) A backyard suite must be located on the same lot as the main dwelling unit; and
- (vii) Where the main dwelling unit does not have a side yard on both sides, a backyard suite must have unobstructed access upon the same lot in which the backyard suite is located to a public street.

R-1 ZONE: SINGLE FAMILY DWELLING ZONE

- 20(1) The following uses shall be permitted in any R-1 Zone:
 - (a) a detached one-family dwelling;
 - (b) the office of a professional person located in the dwelling house used by such professional person as his private residence;
 - (ba) a home occupation;
 - (c) a public park or playground;
 - (d) a church and church hall;
 - (e) a golf course;
 - (f) a tennis court;
 - (g) a yacht or boat club;
 - (h) a public recreational centre;
 - (i) a day care facility for not more than 8 children in conjunction with a dwelling (CCC-Apr 6/09;E-Oct 8/09)
 - (j) a special care home containing not more than ten persons including resident staff members:
 - (ja) a townhouse building on the lands identified as Townhouse Building on ZM-33, subject to the requirements of Section 23E; and (RC-Sep 29-30/20;E-Dec 05/20)
 - (k) uses accessory to any of the foregoing uses.
- No person shall in any R-1 Zone carry out, or cause or permit to be carried out, any development for any purpose other than one or more of the uses set out in subsection (1).
- No person shall in any R-1 Zone use or permit to be used any land or building in whole or in part for any purpose other than one or more of the uses set out in subsection (1).

REQUIREMENTS

Buildings erected, altered or used for R-1 uses in an R-1 Zone shall comply with the following requirements:

(a) lot frontage minimum 50 feet except when a lot faces on the outer side

of a curve in the street, in which case the min.

frontage may be reduced to 30 feet

(b) lot area minimum 5,000 square feet

(ba) Notwithstanding clause (b), the minimum lot area, for lots abutting an inland watercourse in the "Mainland South Area", shall be 6,000 square feet;

(c) lot coverage maximum 35 percent (ca) height maximum 35 feet

(d) floor coverage of living 950 square feet space, minimum

(e) every building shall be at least 12 feet from any other building and at least 8 feet from the rear and both side lines of the lot on which it is situated and at least 20 feet from any street line in front of such building

•••

ACCESSORY BUILDINGS

- (f) notwithstanding the provisions of clause (e), a carport or a detached or attached non-commercial garage may be located not less than 4 feet from the rear and both side lines of the lot on which it is situated and shall be located 8 feet from any other building
- (g) notwithstanding the provisions of clause (f), any accessory building shall not require any side or rear yard nor any setback from any other building if such building is located entirely within the rear yard of the lot on which such building is located; provided, however, that such accessory building shall not be closer than 15 feet to any street line.
- (ga) Notwithstanding the provisions of Subsection 21(d) (HWCC/NWCC-Apr 14/21;E-May 1/21), Backyard Suites are not subject to a minimum floor coverage of (HWCC/NWCC-Apr 14/21;E-May 1/21)of living space. (RC-Sep 1/20;E-Nov 7/20)

BUILDINGS ON CORNER LOTS

(h) where a building is situated on a corner lot, it shall be at least 10 feet from the flanking street line abutting such lot.

...

BOARDERS AND LODGERS - BED AND BREAKFAST

- 22(a) The keeping of not more than three boarders or lodgers in a one family dwelling house shall be permitted, but no window display or sign of any kind in respect to the use permitted by this section shall be allowed.
- The provision of the bed and breakfast accommodation shall not be permitted simultaneously with the keeping of boarders and lodgers.

SIGNS

- The exterior of any building in an R-l Zone shall not be used for the purpose of advertising or erecting or maintaining any billboard or sign except the following:
 - (a) one sign board not exceeding 6 square feet in size pertaining to the sale or rent of the building or lot;
 - (b) one non-illuminated no-trespassing, safety, or caution sign not exceeding 1 square foot in size;
 - (c) one non-illuminated sign not exceeding 1 square foot in area, indicating the name and the occupation, profession or trade of the occupant of the building;
 - (d) one bulletin board for a church;
 - (e) a sign not exceeding 2 square feet in size for a day care facility (RC-Mar 3/09;E-Mar 21/09);
 - (f) a non-illuminated sign not to exceed 6 square feet in size for a non-residential building.
 - (g) One sign not exceeding two square feet in size which can be illuminated only by reflected light, for any bed and breakfast establishment.

DAY CARE FACILITIES

- Buildings erected, altered or used for a day care facility (RC-Mar 3/09;E-Mar 21/09) shall comply with the following requirements:
 - (a) Except for outdoor play space, any day care facility (RC-Mar 3/09;E-Mar 21/09) shall be wholly contained within a dwelling which is the principle residence of the operator of the facility;
 - (b) One off street parking space, other than that required for the dwelling, shall be provided. The required parking space shall be eight feet wide by sixteen feet long, and be exclusive of the front yard.
 - (c) The day care facility (RC-Mar 3/09; E-Mar 21/09) shall be limited to a maximum of one full storey of the dwelling; this storey may be the basement.
 - (d) Only one day care facility (RC-Mar 3/09;E-Mar 21/09) shall be permitted to be located on any lot.
- Notwithstanding the provisions of Sections 20(1)(i) and 23A (a-c) a day care facility (RC-Mar 3/09;E-Mar 21/09) may be operated as an accessory use to a church, church hall, or public recreation centre. The parking provisions contained in Sections 11(1) and 11 (2) would apply.

23C (Deleted)

SPECIAL CARE HOME

- Where any building is altered or used as a special care home in an R-1 Zone, such building, in addition to the requirements hereinbefore set out, shall comply with the following requirements:
 - (i) 100 square feet of landscaped open space shall be provided for each person occupying such home;
 - (ii) recreational indoor space may account for 25% of the landscaped open space;
 - (iii) the building is a minimum of 1,000 feet distant from any other building used for or as a special care home;
 - (iv) parking requirements as contained in subsections (1) and (2) of Section 11.

R-2 ZONE: TWO-FAMILY DWELLING ZONE

- 24(1) The following uses shall be permitted in any R-2 Zone:
 - (a) all R-1 Zone uses;
 - (b) a semi-detached dwelling;
 - (c) a duplex dwelling;
 - (ca) a building containing not more than 3 apartments on the 3-unit Dwelling Site identified on ZM-26, subject to the requirements of Section 28C. (RC-Jun 10/14;E-Jul 26/14)
 - (d) (Deleted)
 - (e) (Deleted)
 - (f) in the **"Fairview Area"**, conversions of existing buildings used for institutional purposes to a maximum of 4 units, provided that the height and floor area of the building are not increased.
 - (g) uses accessory to any of the foregoing uses.
- No person shall, in any R-2 Zone, carry out, or cause or permit to be carried out, any development for any purpose other than one or more of the uses set out in subsection (1)
- No person shall, in any R-2 Zone, use or permit to be used any land or building in whole or in part for any purpose other than one or more of the uses set out in subsection (1)
- 24(4) (Deleted)

R-1 USES IN R-2 ZONE

- Buildings erected, altered or used for R-1 uses in an R-2 Zone shall comply with the requirements of an R-1 Zone.
- 25A (Deleted)

REQUIREMENTS

- Buildings erected, altered or used for R-2 uses in an R-2 Zone shall comply with the following requirements:
 - (a) Lot frontage minimum 50 feet except when a lot faces on the outer side of a curve in the street, in which case the minimum frontage may be reduced to 30 feet
 - (b) Lot area minimum 5,000 square feet
 - (ba) Notwithstanding clause (b), the minimum lot area for lots abutting an inland watercourse in the "Mainland South Area", shall be 6,000 square feet;
 - (c) Lot coverage maximum 35 percent
 - (ca) The maximum height shall be 35 feet
 - (d) Floor coverage of 900 square feet living space, minimum
 - (e) Every building shall be at least 12 feet from any other building and at least 8 feet from the rear and both side lines of the lot on which it is situated and at least 20 feet from any street line in front of such building;

ACCESSORY BUILDINGS

- (f) Notwithstanding the provisions of clause (e), a carport or a detached or attached non-commercial garage may be located not less than 4 feet from the rear and both side lines of the lot on which it is situated and shall be located 8 feet from any other building;
- (g) Notwithstanding the provisions of clause (f), any accessory building shall not require any side or rear yard nor any setback from any other building if such building is located entirely within the rear yard of the lot on which such building is located; provided, however, that such accessory building shall not be closer than 15 feet to any street line.
- (ga) Notwithstanding the provisions of Subsection 26(d) (HWCC/NWCC-Apr 14/21;E-May 1/21), Backyard Suites are not subject to a minimum floor coverage of living space. (RC-Sep 1/20;E-Nov 7/20)

BUILDINGS ON CORNER LOTS

(h) Where a building is situated on a corner lot, it shall be at least 10 feet from the flanking street line abutting such lot;

SEMI-DETACHED DWELLINGS

- (i) Notwithstanding the provisions of other requirements:
 - (1) For each unit of a semi-detached dwelling, the minimum lot frontage shall be 25 feet, the minimum lot area shall be 2,500 square feet, and the maximum lot coverage shall be not greater than 35 percent.
 - (2) Subject to (2A), (HWCC-Feb 22/22;E-Mar 12/22) every semi-detached dwelling shall be at least 12 feet from any other building and at least 8 ft. from the rear and side lines of the lot on which it is situated and at least 20 ft. from any street line in front of such dwelling.
 - (2A) Every semi-detached dwelling in the "Mainland South Area" shall be at least 8 feet from any other building and at least 4 feet from side lines of the lot on which it is situated. (HWCC-Feb 22/22;E-Mar 12/22)
 - (3) Where a semi-detached dwelling is situated on a corner lot, such dwelling and accessory buildings or uses shall be at least 10 feet from the flanking street line abutting such lot.
 - (4) Notwithstanding subsection (2) and (2A) (HWCC-Feb 22/22;E-Mar 12/22) where a lot containing a semi-detached dwelling is to be or has been subdivided so that each unit is on its own lot, there shall be no setback required from the common lot boundary.

DAY NURSERY

- (j) (Deleted)
- (k) (Deleted)

BOARDERS AND LODGERS

The keeping of not more than three boarders or lodgers in an R-2 Zone shall be permitted, but no window display or sign of any kind in respect to the use permitted by this section shall be allowed.

SIGNS

- The exterior of any building in an R-2 Zone shall not be used for the purpose of advertising or erecting or maintaining any billboard or sign except the following:
 - (a) one sign board not exceeding 6 square feet in size pertaining to the sale or rent of the building or lot;
 - (b) one non-illuminated no-trespassing, safety, or caution sign not exceeding one square foot in size;
 - (c) one non-illuminated sign not exceeding one square foot in area, indicating the name and the occupation, profession or trade of the occupant of the building;
 - (d) one bulletin board for a church.
 - (e) A sign not exceeding two square feet in size for a day care facility. (RC-Mar 3/09;E-Mar 21/09)

DAY NURSERY - ADDITIONAL CHILDREN PROVISION

- 28A (Deleted)
- 28B (Deleted)
- Notwithstanding Section 26, any building permitted by clause 24(1)(ca) shall comply with the following requirements:
 - (a) Lot frontage minimum of 45 feet;
 - (b) Lot area minimum of 4,500 square feet;
 - (c) Lot coverage maximum of 35 percent;
 - (d) The maximum height shall be 30 feet;
 - (e) The maximum number of storeys shall be 2;
 - (f) The minimum front yard setback shall be 15 feet;
 - (g) The minimum side yard setback shall be 10 feet; and
 - (h) The minimum rear yard setback shall be 20 feet.

(RC-Jun 10/14; E-Jul 26/14)

US (URBAN SETTLEMENT) ZONE (RC-Jun 25/14;E-Oct 18/14)

61A(1) The following uses shall be permitted in any US Zone:

Single family dwellings, on lots on an existing road(s) provided that a private on-site sewage disposal system and well are provided on the lot

Passive recreation uses

Public parks and playgrounds

Uses accessory to the foregoing uses

- No person shall in any US Zone use or permit to be carried out, any development for any purpose other than one or more of the uses set out in subsection (1).
- No person shall in any US Zone use or permit to be used any land or building in whole or in part for any purpose other than one or more of the uses set out in subsection (1).

REQUIREMENTS

61A(4) Buildings erected, altered or used for US uses in a US Zone shall comply with the following requirements:

Minimum Lot Area: 2ha
Minimum Frontage: 110m
Minimum Front or Flankage Yard: 9.1m
Minimum Side Yard: 2.5m
Minimum Rear Yard: 15m

Maximum Lot Coverage: 10%
Maximum Height of Main Building: 11m

KEARNEY LAKE - RESIDENTIAL ENVIRONMENTS

Notwithstanding sections 61A(1) through 16A(4), within the area of Kearney Lake west of the Bicentennial Highway and designated "Residential Environments", lands shall be developed subject to the permitted uses and requirements of the R-2 Zone (Two-Family Dwelling Zone).

MAINLAND WIDE - DEVELOPMENT AGREEMENTS

71(1) **Private Roads**

Council may, by development agreement, pursuant to Section II of the Municipal Planning Strategy, permit residential development on lots that do not abut a publicly owned and maintained street in accordance with Policy 2.12