

# Attachment 1: 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,

---

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

---

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

### Attachment 1.A - Proposed GFLUM / Community Concept Plan

**SUB-AREAS 1 + 12**  
BEDFORD, NOVA SCOTIA  
FEBRUARY 2021  
NTS

#### GENERALIZED FUTURE LAND-USE PLAN



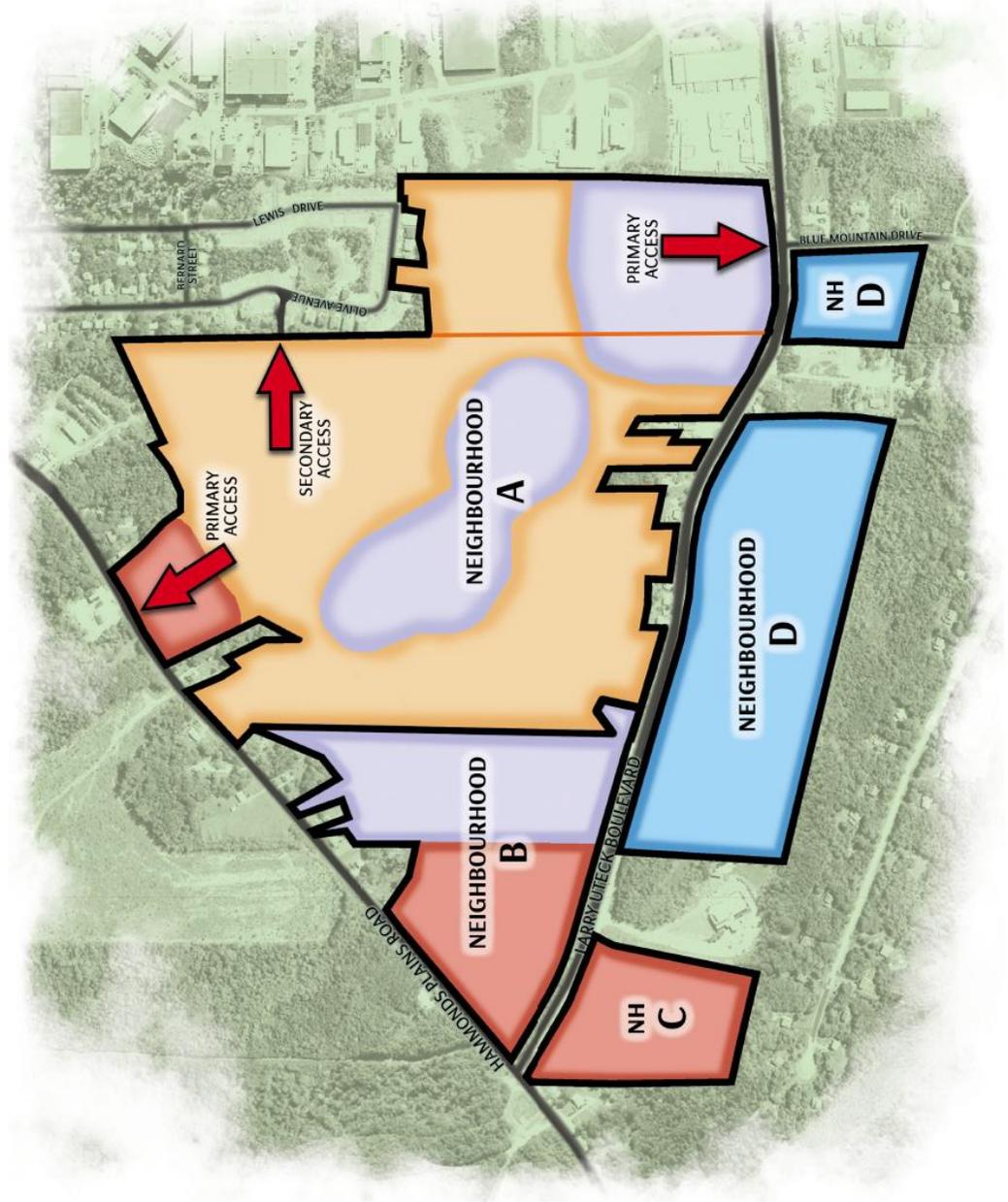
-  **Low Density**  
Ground Based Residential
-  **Medium Density**
-  **High Density**  
Multiple Residential/  
Podium
-  **Mixed Use/  
Commercial**
-  **Sub Area  
Boundary**
-  **Neighbourhood  
Boundary**
-  **Access Arrow**

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

KEY PLAN



NOTE: This conceptual plan is used for illustrative purposes and is intended to convey the concept and vision for the development/ building. Site details are 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						<b>3430.6</b>

**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;