

February 18, 2021

Kate Greene  
 Regional Policy Program Manager  
 PO Box 1749  
 Halifax, Nova Scotia  
 B3J 3A5

**RE: Bedford South SHX Developments Limited Seniors Lifestyle Community – MPS and DA Amendments**

Dear Ms. Greene,

Clayton Developments on behalf of SHX Developments Limited (Shannex) and J.P. Shannon Realities Limited is seeking a series of amendments to the Bedford South and Wentworth SPS's and related development agreements for PID's, 41316522, 41316548, 41318049, and 41415274 (Figure 1), located on Starboard Drive, Bedford.

**The request seeks to increase the permitted population, number of dwelling units permitted on the lands and to increase the maximum building height from 6 storeys to 10 storeys.**

**1. Background**

In 2009 development agreements were approved by North West Community Council and Halifax and West Community Council for mixed use developments within the Bedford South Secondary Planning Strategy (SPS) and Wentworth SPS. These development agreements were known as Case 01159 (Bedford South) and Case 01194 (Wentworth). Each agreement enabled a mixed-use community for a series of neighbourhoods. Each agreement enabled a "Lifestyle Community" on the subject lands which include lands subject to each agreement. In addition, lands controlled by SHX include a "Multiple" site and a "Community Commercial site regulated by the agreements.

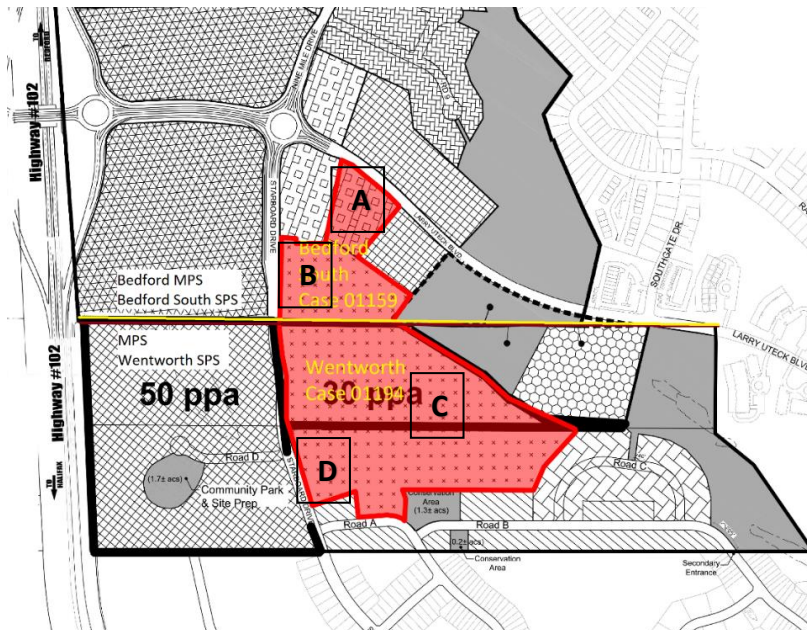


Figure 1 - Bounds of Development Agreements and Land Use Map

Based on allotments under the existing development agreements, the following remaining populations/unit counts can be allotted to the lands that remain to be developed:

Map Ref.	Parcel	PID	Development Agreement	Land Use in D.A.	Acres	Remaining population from DA's to be developed
A	UTM4A	41316522	Bed. South	Multi	2.78	160
B	Lifestyle SBM-1	41316548	Bed. South	Lifestyle Community	5.76	338
C	Lifestyle SBD-1	41318049	Wentworth	Lifestyle Community	22.6	506
D	Multi SBD-5	41415274	Wentworth	Multiple	2.29	90
					Total	1094 people

Table 1 - Remaining Density

The development agreements regulate land uses by:

- enabling a lifestyle community which enables a variety of townhouses, multiple unit dwellings, assisted living and residential care facilities; community commercial uses;
- enabling multiple unit dwellings subject to the terms of the development agreement.
- identifying population allotments for the lifestyle community multiple unit dwellings;
- regulating building height.

Changes to land use, building height or population allotments would require amendments to the development agreements.

## 2. Proposal – Parkland Residences

Shannex would like to build a master planned Lifestyle Community designed for seniors (Attachment 2). Three types of accommodation lifestyles are planned, ranging from mid-rise apartments and suites to stacked townhomes, all connected through open-concept architecture and meticulous landscaping:

1. **Lifestyle Residences.** Ideal for active adults who are looking to downsize on space and upsize on life, The Arbor will offer a mix of premium Lifestyle Apartments and Stacked Townhomes. Apartments will include a spacious floor plan and elegant design, five appliances, high-end finishings and breathtaking vistas with an abundance of natural light. Available in six, eight and 10-storey buildings, every Parkland Lifestyle Apartment includes underground parking and bright common areas. For those looking for added privacy and a more spacious layout, two and three-bedroom flat-style townhomes are the perfect option. With only six townhomes per floor in a four-storey building, these premium suites include exclusive elevator service from their own private garage.
2. **All-Inclusive Lifestyle.** For residents seeking greater convenience and access to all the community has to offer, Parkland’s All-Inclusive Lifestyle option provides resort-style living with services such as housekeeping, laundry, transportation service and chef-prepared meals.

3. **Supportive Living.** Offering residents access to the services and care they need to age in place is an important consideration in every Parkland lifestyle community. For seniors who require more support, experienced health and medical team will works with residents and their families to tailor additional service and care options to meet the unique and changing needs of every member of our community, up to and including full nursing home care.

**2. Request**

Shannex is seeking to develop their lands at a greater population than is currently enabled and increase the building height of a select number of buildings. Further we request the consideration of a new population coefficient for the lifestyle land use. The following amendments would be required:

- a) **SPS Amendment #1 – Policy MS-1 and MS-2** – These policies regulate the maximum sewer flows from the site. MS-1 currently limits overall flows to 20 person per acre. MS-2 identifies that community commercial and institutional uses are to be assigned 30 persons per acre. **The proposal is to add 1049 persons**, for a total of 2059 persons to efficiently use the developable lands on the site. This request would require an increase in the overall density permitted by MS-1 and an increase in the persons assigned in MS-2. Averaged over the subject site, that is **an addition of 34.225 persons per acre**.
- b) **SPS Amendment #2 – Policy CGI-1** – This policy regulates commercial and institutional uses. The policy currently includes a six-storey limit on height. This request would **require an increase to a maximum of ten storeys on the Shannex site**. The proposal includes 6 buildings greater than the existing 6 storeys limit (5 x eight storey buildings and 1 x 10 storey building)
- c) **SPS Amendment #3** – The lands which form the holdings of Shannex and holdings are contained in two separate development agreements which cross plan lines. As the site will be developed comprehensively as a single site, we request **the ability redistribute the design population around the site and between development agreements as the needed**. A total of 2059 persons would be allotted to these four parcels.
- d) **DA Amendment #1 – Clause 4.5.9 (01159)/4.5.9 (01194)** of the development agreements assigns populations to specific unit types within the Lifestyle Community. It is proposed that the be amended to better represent actual experience. Proposed allotments are:

Unit Type	Population Allocation (per unit)
Townhouse/Stacked Townhouse	2.0
Lifestyle (Apartment)	1.5
All Inclusive Lifestyle (Assisted Living)	1.0
Nursing Home	1.0

- e) **DA Amendment # 2 – Clause 3.5.5 (f) (01159)/3.5.4(g) (01194)** of the development agreement limits building height. It is proposed that these clauses be amended to permit a maximum of amend the development agreements to enable a maximum building height of 10 storeys. The proposal includes 6 buildings greater than the existing 6 storeys limit (5 x eight storey buildings and 1 x 10 storey building); and
- f) **DA Amendment # 3 – Schedule B (01159)** – the existing development agreement (01159) identifies a parcel on Larry Uteck Blvd (UTM-4A) as a multiple unit dwelling site. The underlying land use plan (SPS Policy) is community commercial. Based on the

current plan for the site, a second office building is proposed for this site. The proposal is to amend the development agreement to identify the site as community commercial rather than the existing multiple dwelling use to enable another office building (Attachment 6).

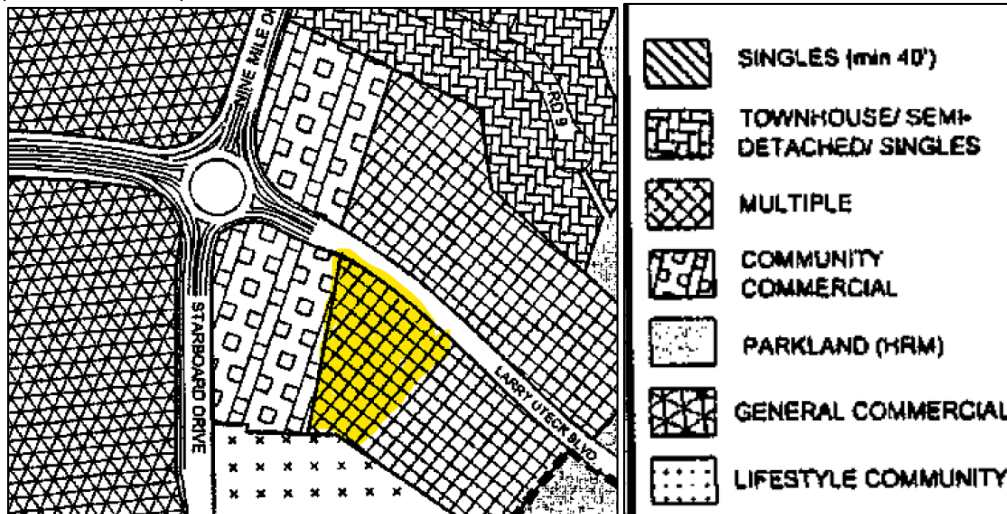


Figure 2 - Yellow represents subject lands request to be identified as Community Commercial

- g) **DA Amendment #4 - Schedule B (01194)** Parcel SBD-5 located on Starboard Drive is identified as multiple unit dwelling. This parcel should be identified as Lifestyle Community as the intent is that this parcel be developed as lifestyle apartments as part of the greater project (Attachment 7).

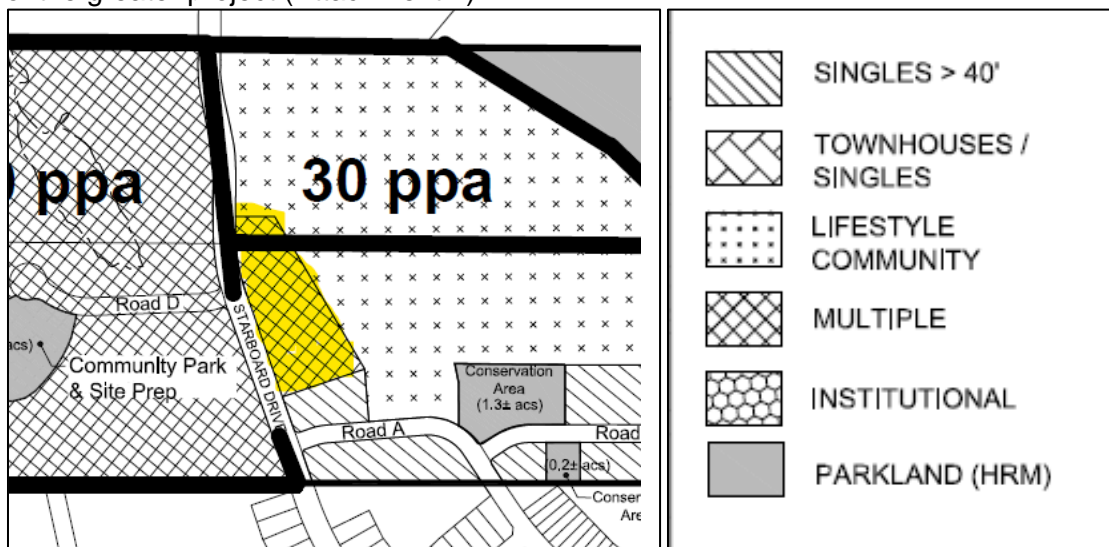


Figure 3 - Yellow represents subject lands request to be identified as Lifestyle Community

- h) **DA Amendment #5 (01159 and 1194)**– Enable distribution of population for the lifestyle community over the entire land holdings rather than to specific parcels contained in each development agreement. This allows for greater flexibility on the site and will lead to a better design.
- i) **DA Amendment #6 (01159 and 1194)** – The completion of the development is now projected at 2031 or later rather than 2024 as anticipated. Clause 8.4 of Bedford South (01159) and 8.4 (1194) Wentworth should be amended to reflect the revised completion

date that is well clear of 2032+-, possibly 2033. Further discussions on this matter should be had before a completion timeline is identified in the agreement. This change is somewhat immaterial as the clause does not require any action if not completed by the specified date. However, it is a best practice to amend the agreement to accurately represent the current state of affairs.

The above details specific changes requested, there may be additional amendments required to implement the above requests.

### 3. Rationale

The development agreements for this section of Bedford South were written in 2009, and Bedford South has been built out according to the original intent in terms of land use, density and built form with the exception of the subject lands which remain vacant as the last significant undeveloped location in Bedford South.

While the original concepts for the site worked as proposed under the existing development agreement, to date, only one of the proposed office buildings have been constructed. Shannex have recently redesigned the site and the new design requires the consideration of changes and amendments to MPS policy and to the development agreements.

**Master Site Planning:** Master site planning of the site has been completed by IBI Group in 2021 on behalf of Shannex. The plan is based on appropriate and industry leading planning, design and construction practices including:

- A modern age in place campus/master plan which includes housing meeting a variety of income and care levels. Facilities to include:
  - stacked townhouses;
  - lifestyle apartments;
  - lifestyle apartments (Assisted Living);
  - nursing home (Full Care);
  - centralized dining facilities with multiple dining options (optional);
  - centralized village centre with shops and accessory services;
  - significant underground parking (876 spaces) to maintain an uncluttered and more naturalized environment;
  - the use of smaller building footprints to minimize the size of most buildings to maintain a village or campus like feel;
  - outdoor walking trails, green spaces, gardens and lounge areas;
  - designed to meet ISO 50001 energy management objectives, guidelines and practices that result in energy efficiency and reductions in greenhouse gas (GHG) emissions; and
  - Goals to operate with targets on managing waste, consumables and water.
- Modern building designs meeting a high level of accessibility;
- Transitional building heights, concentrating height within the centre of the site, away from low density ground based units;
- Efficient design maximizing the potential of the site while managing lot coverage, scale of buildings and pedestrian connectivity within the site;
- Designed to meet market demands and housing needs for an aging population;
- Located adjacent existing transit stops/routes (Route 90 – Larry Uteck – 30 min peak hr. service/Route 91- Hemlock Ravine – 30 min peak hr. service);

- Located opposite existing commercial services, including restaurants, pharmacy, grocery and retail services;

The proposed plan is a seniors living development, unparalleled in Canada, which blends, location, a range of housing needs, great design and high development and environmental standards.

### **Transportation**

Traffic Impact Assessment – Typically, seniors based projects have limited impact on transportation networks as this population is non-working and their trips are distributed in off-peak times. A traffic impact assessment (Attachment 1) has been provided which provides an opinion on the impact of the proposal on the adjacent street network. The findings of the study include:

- Traffic signals are not expected to be warranted at the intersection of Starboard Drive at Fleetview Drive / Transom Drive without or with the proposed Shannex Parkland Development. Similarly, traffic signals are not expected to be warranted at the proposed driveway on Starboard Drive.
- There is currently a left-turn lane at the signalized site access. Review of volumes indicates that left-turn lanes are not expected to be warranted at the proposed site driveways on Starboard Drive or Fleetview Drive.
- All Study Intersections are expected to operate within available capacity during the AM and PM peak hours. All movements at the Study Intersections are expected to operate within HRM acceptable limits without and with full build-out of the proposed Shannex Parkland Development.

Based on the above, the proposed Shannex Parkland site **is not expected to have any significant impact to levels of performance on adjacent streets and intersections or to the regional street system.**

Transportation Capital Cost Charges (CCC's) – The Regional Subdivision by-law contains infrastructure charges related to transportation upgrades required for the development of Bedford South such as the construction of the Larry Uteck Blvd. interchange. Discussions with HRM Infrastructure Planning have suggested that the requirements of the **original CCC have been fulfilled and that no adjustment or additional CCC may be required** for the proposed development. Formal confirmation of this will take place during the review for this application.

### **Density**

Remaining Density of Shannex Lands - Based on the existing development agreements (Table 1), **there are 1010 remaining persons that can be allocated** to the three parcels which make up the main Shannex master plan. 83.4 persons would remain in place on UTM-4A to provide population for the proposed office building.

Parcel	Size (acres)	Assigned Density (persons)
SBM-1*	5.764	338+76.6 from UTM-4A
SBD-1*	12.9	506
SBD-5*	2.286	90
Remaining density for main Shannex site		1010.6

Additional Density - **The proposal requests a total of 2059 persons** on the main Shannex site, based on the **remaining population** available to assign to the site of **1010 persons**, the request is for an **additional 1049 persons**.

**Sewer and Water Services**

Sanitary Sewer – Strum Consulting was commissioned by Clayton Developments Limited to review the implications of increasing the population density on the Shannex Lands near the corner of Larry Uteck Boulevard and Starboard Drive. This review was completed in conjunction with the previous “Bedford West Wastewater Pumping Stations and Forcemains/Gravity Sewer/Watermain Preliminary Design Report”, completed by AECOM in 2013.

The study (Attachment 4) reviewed the sanitary sewer system, Halifax Water design criteria, the proposed development and the sanitary system capacity. It was calculated that the existing gravity sanitary system between the Shannex Lands and the sewer lift station will operate at approximately 75% capacity if the increased population is permitted. Further the existing gravity system between the Shannex Lands and the lift station is anticipated to have **adequate capacity to accommodate the proposed total proposed population** on the Shannex Lands.

Municipal Water - DesignPoint Engineering and Surveying Limited was commissioned by Clayton Developments Limited to review the implications of increasing the population density on the Shannex Lands on water services.

The study (Attachment 5) reviewed the water system, Halifax Water design criteria, the proposed development and the water system capacity. The study identified:

- the existing PRV supply to the Hemlock High Zone and the soon-to-be constructed Hemlock Reservoir can supply domestic flows to the proposed development while maintaining minimum/maximum pressures as per the Halifax Water specifications.
- the Hemlock Reservoir (under construction) can supply the required fire flow to the proposed development while maintaining minimum residual/system pressures and not exceeding maximum pipe velocities.
- the construction of the Hemlock Reservoir is scheduled to finish much sooner than the proposed development will be built, therefore the site will be able to be adequately serviced with both domestic and fire flow supply.
- due to the relatively low pressures resulting from the elevations of the site, it is anticipated that many of the proposed multi-storey buildings will require individual booster pumps to be able to service the upper floors of the buildings.

**In summary domestic and fire flows can be supplied by existing and soon to be completed infrastructure upgrades.**

Sanitary Sewer and Water CCC's – Halifax Water, regulated by the N.S. Utility and Review Board, implements sewer and water CCC's in Bedford South/Wentworth. In discussions with Halifax Water, it was identified that **additional sewer and water CCC's may be required at permitting** for the request above. Through the planning process, Clayton Developments will seek confirmation of the required contributions.

### **Development Controls**

Aside from an increase in density and height, additional changes to development controls are not being requested. The proposal abides by architectural and building controls, lot coverage and setbacks currently enabled.

### **Wind Analysis**

For the purposes of this request a wind analysis has not been provided. It is anticipated that a wind analysis will be provided for buildings greater than six stories at permitting.

### **Phasing**

The phasing is currently proposed in three phases with Phase 1 occupancy in 2025. Phase occupancy in 2028 and Phase 3 occupancy in 2031. The proposed phasing has informed all supporting analysis.

### **Densification**

Proximity to local shops, services and facilities such as schools/cultural facilities is generally viewed as a good location to intensify development. The Shannex location is immediately adjacent or proximate to shops and services on Peakview Way and near the Larry Uteck Drive and Starboard Drive intersection. The is adjacent existing transit and adjacent existing parkland and educational/cultural facilities.

While the Bedford South SPS did concentrate development in the area surrounding and including the Shannex site, it was done in a manner that was consistent with the planning rationale or thoughts of circa 2000. It can be argued that the limitations on population, building height and other matters imposed by existing policy are outdated and overly restrictive. Climate change has influenced the desire to densify by limiting the amount of additional suburban land required to service the same population.

**The densification of the site is appropriate given the technical factors, the appropriate design proposed and the needs of the greater community for housing options.** Further densification also provides the municipality with additional taxes with limited need for additional services by utilizing the existing service systems (sewer/water, and other utilities) and other supportive services such as police, fire, libraries and recreation.

### **Specialized Housing**

Aging, disability and housing can be linked to accessibility, adaptability, environmental sustainability and safety. One-quarter of Canadian seniors report they often have difficulty with one or more activities including hearing, seeing, communicating, walking, climbing stairs, bending, learning or other similar activities.

The percentage of Canadian who are 55 years or older is growing every year and it is expected be significant by 2041. By 2041, the population of older Canadians 55 and over is projected to



reach 16 million, or 36% of Canada's projected population. This is up from 30.7 percent in 2016. In Atlantic Canada and Nova Scotia the populations age is more advanced, and 35.5 percent of the population is already over the age 55. As these persons age, the demands for specialized seniors assisted care and full care housing will continue to increase. Further the demands for housing that meets the design needs for seniors will also increase.

**The proposal provides for a variety of housing which is purpose built to serve the needs of seniors and provide the availability of a broad range of supportive and specialized services.** Aging in place includes making sure the environment, especially the home, is functional and meets the changing needs of seniors. The combination of proposed facilities allows seniors to age in place, and if required access a variety of supportive services.

### **Current Housing Supply Issues**

For a variety of reasons, Halifax is currently experiencing a housing crisis due to the lack of availability of new dwelling units of all types. The addition of 1046 specialized dwelling units to the general housing supply will assist in relieving the current and future market pressures in the Halifax area market while meeting a specific market need.

### **Implementation**

As the proposal crossing Municipal Plan boundaries, amendments to the local secondary plans will require the approval of Regional Council as well as local Community Councils, North West Community Council and Halifax and West Community Council. Amendments to the development agreements only require approval by the local Community Councils, North West Community Council and Halifax and West Community Council.

### **Closing**

We would like to thank the Municipality for their time in considering this application. **The proposed development features modern design considerations and can be supported by existing infrastructure. The proposal will provide a range of seniors housing options while providing employment opportunities in the community. The proposal furthers the intent of the original planning policies, existing development agreements and is a positive addition to the Bedford South/Wentworth community.**

Please contact me if you have any questions or require additional information.

Kind Regards,

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Attachment 1: Applicable Policies Bedford South /Wentworth  
Attachment 2: The Arbour Master Plan Study (IBI Group)  
Attachment 3: Traffic Impact Statement (WSP)  
Attachment 4: Sewer Analysis (Strum)  
Attachment 5: Water Analysis (Designpoint)  
Attachment 6: Revised Schedule B (01159)  
Attachment 7: Revised Schedule B (01194)  
Attachment 8: Land Owner Permission

Attachment 9: HRM Planning Application Form

CC: Kevin Neatt, V.P. Planning and Development (Clayton Developments)  
Stephanie Mah, Planner, Urban Designer (Clayton Developments)

