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Item No. 11.1.4
Halifax Regional Council
October 20, 2009

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY:

A handwritten signature in cursive script, appearing to read "Dan English".

Dan English, Chief Administrative Officer

A handwritten signature in cursive script, appearing to read "Wayne Anstey".

Wayne Anstey, Deputy Chief Administrative Officer - Operations

DATE: September 28, 2009

SUBJECT: Case 01311: Papermill Lake CCDD MPS Amendment, Bedford

ORIGIN

Application by Sunrose Land Use Consulting for the lands of United Gulf Developments located near the corner of Hammonds Plains Road and Highway 102 to create new site specific policies for their lands in the Papermill Lake Commercial Comprehensive Development District (CCDD).

RECOMMENDATION

It is recommended that Regional Council:

1. Initiate the process to consider amending the Bedford Municipal Planning Strategy and Land Use By-law to consider new site specific policy for the Papermill Lake Commercial Comprehensive Development District; and
2. Request staff to follow the public participation program as approved by Council in February 1997.

BACKGROUND

United Gulf wishes to develop 23 acres of undeveloped land located at the southeast corner of Hammonds Plains Road and Highway 102 (PID#00360677) in Bedford. The parcel is designated Commercial Comprehensive Development District (CCDD) (Map 1) and is zoned Commercial Comprehensive Development District (CCDD) Zone (Map 2). Before the lands can be developed, United Gulf must receive approval of a development agreement in accordance with CCDD policies.

Proposal

United Gulf would like to create new site specific policies that enhances the mixed use nature of the general CCDD policies and emphasises some of the following:

- New Urbanism design principles;
- greater flexibility on the mix of uses and required percentages;
- a central gathering place or small scale town center;
- mix of public and private open spaces;
- pedestrian scale form;
- additional architectural guidelines;
- development of a walkable community; and
- maintenance of existing sewer and water allocations.

Existing Policy

Within Bedford, there are several large parcels of land which have been identified as appropriate locations for additional commercial activity. Through the provisions of Policy C-7 Council has created a Commercial Comprehensive Development District (CCDD) land use designation as well as a CCDD Zone. This designation and zone has been applied to the subject lands (Papermill CCDD) and several others.

The Bedford Plan envisioned that sites like the Papermill CCDD were to be developed in a comprehensive manner via a development agreement process. This was to ensure the best utilization of the sites, compatibility with adjacent land uses and to emphasise the unique characteristics of a site in terms of its location within Bedford, its unique physical characteristics, its overall size and its relationship to adjoining, existing or proposed uses. Further policy seeks to achieve the most appropriate development, and to allow for innovation and flexibility in design.

CCDD development requires commercial uses on a minimum of 50% of each CCDD site and further, that multiple unit buildings not be permitted to occupy more than 25% of a CCDD site. Multiple unit buildings shall be constructed in accordance with the RMU zone requirements.

DISCUSSION

The CCDD policies (Attachment A) date from a time when mixed use developments did not contain mixed use buildings. Although the policy does not preclude such developments, it did not provide a framework to integrate them into an effective development plan for a site. Further, while some CCDD sites were specifically identified as having a unique role in the community and requiring specific design elements, the existing policy for the Papermill CCDD does not provide such guidance.

Given the amount of growth Bedford has seen over recent years (RIM/ Business Campus and Bedford West/ South residential development), the subject lands will take on a more prominent role in the community than originally anticipated by the MPS. Given this, a preliminary review of the existing planning policies for the Papermill CCDD has found that improvements to the planning policy will enable a more flexible development form as well as ensuring certain design criteria can be achieved through a development agreement, thus enabling a better development on the subject site. Staff are recommending that Council initiate a planning process to consider amendments to the Bedford MPS as identified in the recommendation section of this report.

BUDGET IMPLICATIONS

The HRM costs associated with processing this planning application can be accommodated within the approved operating budget for C310. Budget availability has been confirmed by Financial Services.

FINANCIAL MANAGEMENT POLICIES/BUSINESS PLAN

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

ALTERNATIVES

1. Council may choose to initiate the MPS amendment process as stated in this report. This is the recommended course of action.
2. Council may choose not to initiate the MPS amendment process. A decision not to amend the MPS cannot be appealed. This alternative is not recommended as staff feels that there is merit in considering the amendment to the Bedford MPS.

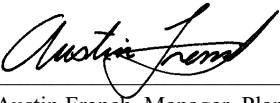
ATTACHMENTS

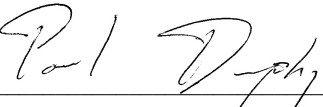
Map 1 Generalized Future Land Use
Map 2 Zoning

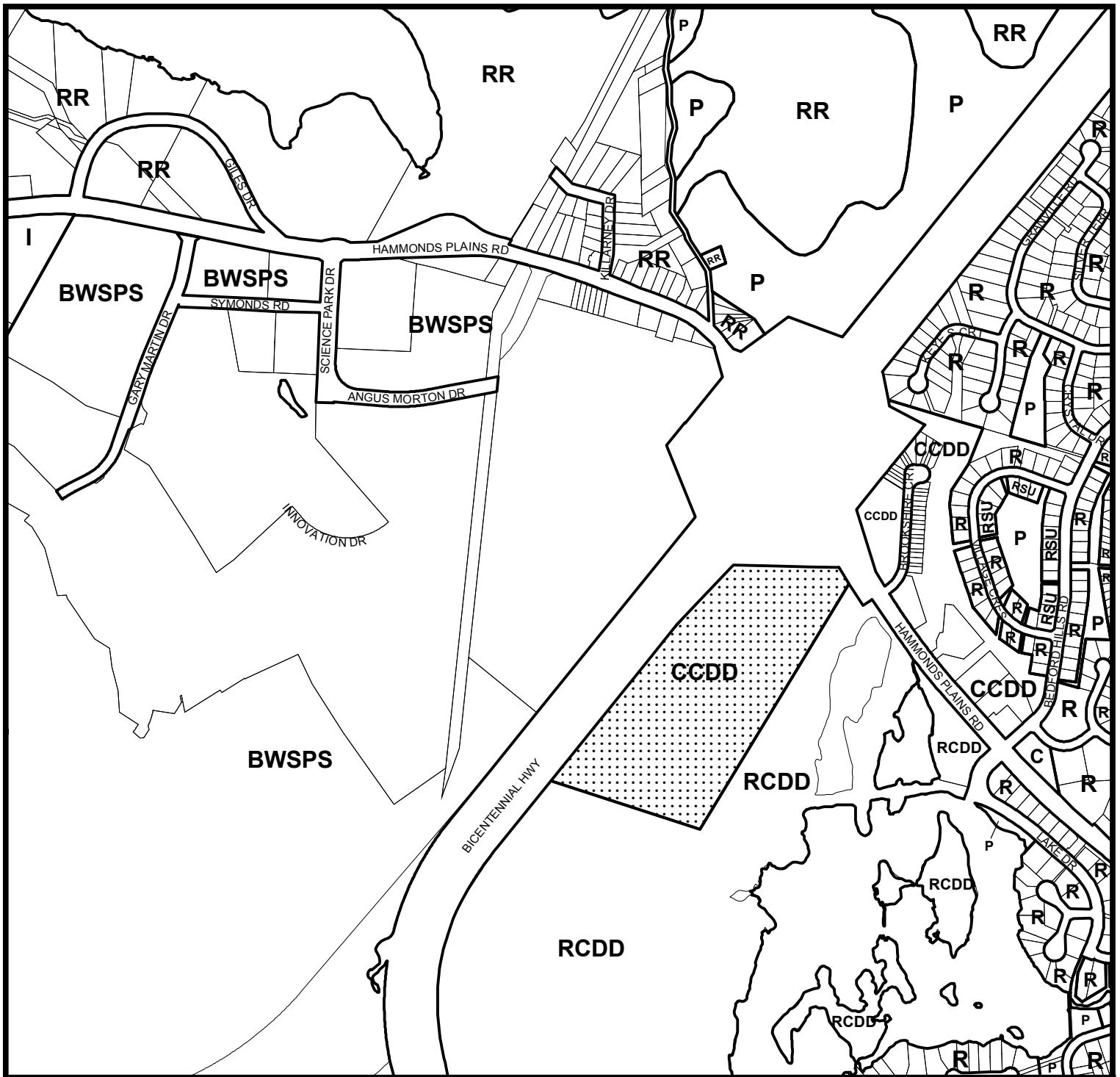
Attachment A Relevant CCDD Policies

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

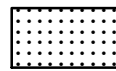
Report Prepared by: Andrew Bone, Senior Planner, 869-4226

Report Approved by: 
Austin French, Manager, Planning Services, 490-6717

Report Approved by: 
Paul Dunphy, Director of Community Development, 490-4933



Map 1
Generalized Future Land Use



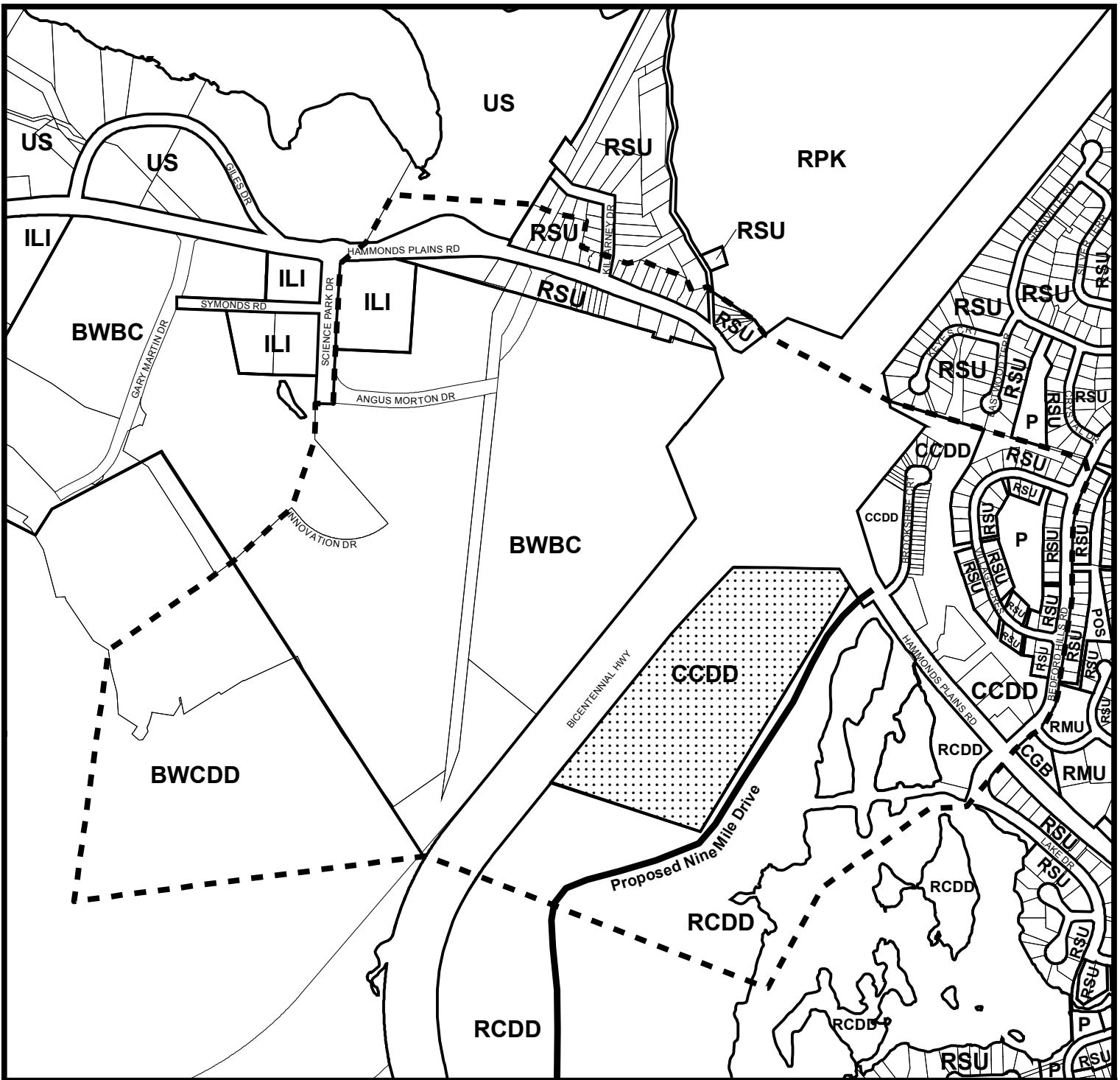
Subject Area



- R Residential Designation
- RR Residential Reserve Designation
- P Park and Recreation Designation
- C Commercial Designation
- I Industrial Designation

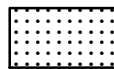
- BWSPS Bedford West Secondary Planning Strategy
- RR Residential Reserve Designation
- CCDD Commercial Comprehensive Development District
- RCDD Residential Comprehensive Development District





**Map 2
Zoning**

- - - Notification Area



Subject Area



- | | | | |
|-----|-----------------------------|-------|-------------------------------------------------|
| RSU | Single Dwelling Unit Zone | BWBC | Bedford West Business Campus Zone |
| RMU | Multiple Dwelling Unit Zone | BWCCD | Bedford West Comprehensive Development District |
| US | Urban Settlement Zone | CCDD | Commercial Comprehensive Development District |
| P | Park Zone | RCDD | Residential Comprehensive Development District |
| POS | Park Open Space Zone | ILI | Light Industrial Zone |
| | | CGB | General Business District Zone |



Attachment A
Relevant CCDD Policies

Location of Commercial Uses

Policy C-1:

It shall be the intention of Town Council to consider proposals for commercial development in areas designated Commercial, Mainstreet Commercial, and Commercial Comprehensive Development District on the Generalized Future Land Use Map provided that all applicable policies of this strategy are met.

Types of Commercial Uses

Policy C-3:

It shall be the intention of Town Council to encourage a range of commercial uses sufficient to serve community needs within the Town and surrounding areas through provisions in the Land Use By-law to create the following zones:

- General Business District Zone (CGB) which permits general business uses including, but not limited to, office buildings, retail shops, restaurants, commercial accommodations, drinking establishments, institutional uses [excluding cemeteries], and recycling depots;
- Shopping Centre Zone (CSC) which permits uses including but not limited to shopping centres, retail outlets, restaurants, drinking establishments, CGB Zone uses and recycling depots;
- Highway Oriented Commercial Zone (CHWY) which permits highway oriented uses including, but not limited to, service stations, drive-in/take-out restaurants, commercial accommodations, auto sales and service, and recycling depots;
- Commercial Comprehensive Development District Zone (CCDD) which permits mixed use projects including, but not limited to, single and two unit dwellings, townhouses, multiple-unit buildings, office buildings, neighbourhood commercial uses, CGB Zone uses, convention facilities, and recycling depots.
- Mainstreet Commercial Zone (CMC) which permits small scale, pedestrian oriented uses including, but not limited to, general retail stores, business and professional offices, personal and household service shops, financial institutions, full service restaurants, pubs, lounges, and recycling depots.

Commercial Comprehensive Development Districts

Policy C-7:

It shall be the intention of Town Council to designate the lands shown on Map 3 as Commercial Comprehensive Development Districts, and in the Land Use By-Law the lands shall be zoned Commercial Comprehensive Development District (CCDD). The CCDD Zone will permit mixed use, residential/ commercial projects, including single unit dwellings, two unit dwellings, multiple-unit buildings, senior residential complexes,

neighbourhood commercial, office buildings, CGB Zone uses, convention facilities, recycling depots, park uses, and institutional uses. Existing uses within the CCDD Zones shall be considered as permitted uses and be allowed to continue operation.

It shall be the intention of Town Council to require development of commercial uses on 50% of each CCDD site and further, that multiple unit buildings not be permitted to occupy more than 25% of a CCDD site. Multiple unit buildings shall be constructed in accordance with the RMU zone requirements. Maximum building height may be increased to four stories in the case of sloped lots where the building is designed to fit the natural topography of the site. Lot area requirements shall be calculated on the basis of 2000 square feet per unit, regardless the unit size. Lot area associated with each building may be reduced in size to increase the common open space. The architectural, landscaping, and streetscape considerations for multiple unit buildings within the RCDD zone, as articulated in Policies R-12A, R-12B and R-12C, shall apply to multiple unit developments within the CCDD zone.

Policy C-8:

It shall be the intention of Town Council to enter into Development Agreements pursuant to the Planning Act with the owners of the lands zoned Commercial Comprehensive Development District to carry out the proposed commercial and mixed use commercial/residential development(s) provided that all applicable policies of this document are met. In considering applications Council shall have regard to whether the proposed land use emphasizes the unique features of the site in terms of its location within the Town, its unique physical characteristics, its overall size and the relationship developed with adjoining existing or proposed uses. A special emphasis on the conservation of the natural environment including features such as watercourses, lakes, trees, and the natural topography shall be highlighted in the development proposal.

Policy C-9:

It shall be the intention of Town Council to consider discharging the agreements made pursuant to Policy C-8 upon the completion of the development. Council may thereafter zone the CCDD in such a manner as to be consistent with the development, by creating a specific zone for the site which incorporates the uses provided for in the development agreement as well as provisions consistent with Sections 53 and 54 of the Planning Act.

Policy C-12:

It shall be the intention of Town Council to enter into a development agreement for the CCDD area identified on Map 2 which is bounded by Paper Mill Lake, Highway 102 and the Hammonds Plains Road. Any development agreement approved must include specific measures for protection of the lake's water quality during construction.