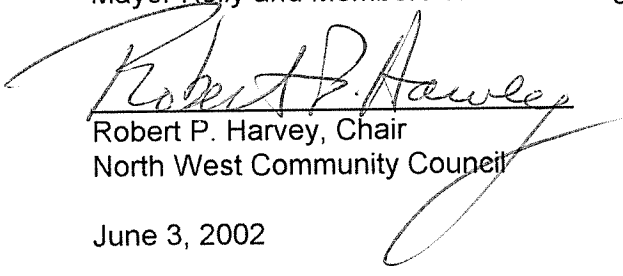


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HALIFAX REGIONAL COUNCIL  
June 18, 2002

TO: Mayor Kelly and Members of Halifax Regional Council

FROM:   
Robert P. Harvey, Chair  
North West Community Council

DATE: June 3, 2002

SUBJECT: Project 00086 - Secondary Planning Strategy for Bedford South under the Bedford Municipal Planning Strategy and Land Use By-law

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**ORIGIN:**

Special Council Session - North West Community Council meeting held on April 4, 2002.

**RECOMMENDATION:**

It is recommended that Regional Council:

1. Give First Reading and schedule a Public Hearing for July 9, 2002 to consider amendments to the Bedford Land Use By-law and Municipal Planning Strategy;
2. Approve the amendments to the Bedford Municipal Planning Strategy and Land Use By-law, presented as Attachments III and IV of the Staff Report dated March 20, 2002 with the amendments recommended in the Addendum Staff Report dated April 3, 2002 with the following additional amendments:
  1. Clause (a) of Policy MS-7 be revised to not allow a connection to Nine Mile Drive in Crestview Subdivision until such time as a traffic study has been undertaken to determine the traffic impact within the road networks serving Crestview and Paper Mill Lake Subdivisions with particular consideration given to Oceanview Drive in Crestview Subdivision and the need for upgrading Nine Mile Drive;
  2. Specific reference be made to the Bedford Highway in the revised Policy MS-8, presented in the Addendum Staff Report;

*(Recommendations continued...)*

3. Policies R-2A and R-3 not be deleted from the Bedford Municipal Planning Strategy and that this recommendation be deferred to the North West Planning Advisory Committee for further consideration;
4. Policy RN-4 be amended to read that, unless otherwise specified by this planning strategy, the development standards under both the Municipal Planning Strategy and Land Use By-law are to be applied to all development within the Secondary Planning Strategy;
5. Include minimizing site disturbance and maximizing tree retention as an objective under the environmental section.

**ATTACHMENTS:**

Addendum Report dated April 3, 2002

Staff Report dated March 20, 2002

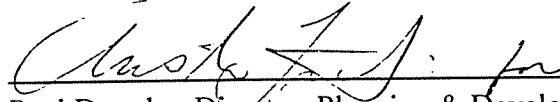
Report dated February 25, 2002 from North West Planning Advisory Committee

Report dated March 15, 2002 from Bedford Waters Advisory Committee

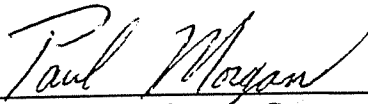
North West Community Council  
April 4, 2002

TO: North West Community Council

SUBMITTED BY:



Paul Dunphy, Director, Planning & Development Services



Paul Morgan, Planner, Community/Regional Planning

DATE: April 3, 2002

SUBJECT: **Project 00086 - Secondary Planning Strategy for Bedford South under the Bedford Municipal Planning Strategy and Land Use By-law**

### ADDENDUM REPORT

#### ORIGIN

Prepared by staff in response to three recommendations made by the North West Planning Advisory Committee and the Bedford Waters Advisory Committee, as well as an oversight recognized by staff.

#### RECOMMENDATIONS:

1. That the last sentence of policy MS-8 be replaced with the following: *"A development agreement shall not be approved where a traffic analysis concludes that the level of service for any road within the secondary planning strategy area or connecting to the abutting road network does not conform with the performance criteria established under the Municipality's Guidelines for Preparation of Traffic Impact Studies and the applicant shall be required to provide the analysis, prepared by a qualified consultant, needed to make such a determination."*
2. That the section of the secondary planning strategy pertaining to the Mixed Use Business Campus Designation be deleted.

## BACKGROUND

In the March 22, 2002 report regarding the Bedford South Secondary Planning strategy, the Community Council was advised that the North West Planning Advisory Committee and Bedford Waters Advisory Committee had made three recommendations regarding transportation related matters which remained under review by staff. This report has been prepared to address these recommendations, as well as a minor oversight in the policy document previously forwarded for recommendation.

## DISCUSSION

1. **Recommendation by the North West PAC that the term "unreasonable deterioration of traffic" used in policy MS-8 be more clearly defined**

The Municipality's Transportation and Traffic Services has advised that performance guidelines have been established under municipal guidelines for traffic studies. Staff would therefore recommend that the last sentence of policy MS-8 be amended as follows:

*"A development agreement shall not be approved where a traffic analysis concludes that the level of service for any road within the secondary planning strategy area or connecting to the abutting road network does not conform with the performance criteria established and the Municipality's Guidelines for Preparation of Traffic Impact Studies and the applicant shall be required to provide the analysis, prepared by a qualified consultant, needed to make such a determination."*

2. **Recommendation by the North West PAC that clause (a) of policy MS-7 be amended to not allow for a road connection to Nine Mile Drive in Crestview Subdivision unless a collector road has been established to Paper Mill Lake subdivision**

Staff would concur that a connection from Moirs Mill Road in Paper Mill Lake Subdivision through to Nine Mile Drive extension and the new interchange would provide for a better distribution of traffic and improved service level for residents of both the Paper Mill Lake and Crestview Subdivisions.

However, the difficulty presented is that the lands needed to allow for the connection to Moirs Mill Road are outside the limits of the secondary plan area and are under private ownership. The owner of these lands has no land holdings within the Bedford South Secondary Planning Strategy.

By implementing this recommendation, the Municipality would therefore be denying residents of the Paper Mill Lake and Crestview Subdivisions access to the new interchange until the owner

of the lands needed for connection to Moirs Mill Road was prepared to develop. This could potentially be many years after the interchange is constructed.

The policy, as currently drafted, requires that a connection to Nine Mile Drive in the Crestview Subdivision be completed concurrently with the interchange construction which was intended to allow residents of Paper Mill Lake and Crestview subdivisions with more direct access to the Bicentennial Highway at the earliest possible date. This connection would provide the residents with a better and safer level of traffic service and would reduce traffic volumes on the Bedford Highway.

Staff, therefore, does not support this recommendation. It should be noted that the undeveloped lands needed for the Moirs Mill Road connection are subject to a development agreement entered into by the Town of Bedford. The agreement, which remains in effect, requires this road connection.

- 3. Recommendation by the Bedford Waters Advisory Committee that policy MS-7 be amended to include a start and completion date for the new interchange with Highway 102 and construction of the interchange start before completion of the first 2,000 housing units.**

Policy MS-6 specifies a maximum number of housing units (1,000 units) which can be constructed within the combined Bedford South and Wentworth Secondary Plan Areas prior to construction of a new interchange. Policy MS-7 provides for potentially more units in the event that the Royal Hemlocks subdivision is not built out (the policy restricts the combined total number of units within the Wentworth/Bedford South and Royale Hemlocks subdivision to 2,000 units).

These thresholds of development were based on anticipated trip generation rates from within the study area and level of service analysis for intersections undertaken in the Atlantic Road & Traffic Management report.

Specifying a start and completion date would, therefore be arbitrary and not based on thresholds as neither the time frame required to negotiate neighbourhood development agreements or the rate of development will subsequently occur cannot be predicted.

Staff would therefore not support this recommendation.. It should be noted that Traffic Services is still reviewing the subsequent traffic study that was undertaken by the SGE Group to validate the conclusions reached in the Atlantic Road & Traffic Management report. Council will be advised of any policy amendments that may be required as a consequence of this review.

4. **Recommendation by staff that the section of the secondary planning strategy pertaining to the Mixed Use Business Campus Designation be deleted.**

Lands allocated for this designation are entirely within the boundaries of the Halifax Planning Strategy. There is therefore no need to include this policy set within the Bedford planning document.

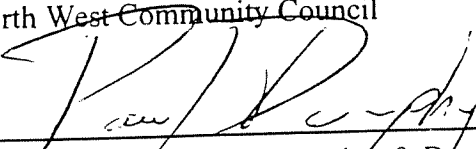
### **ALTERNATIVES**

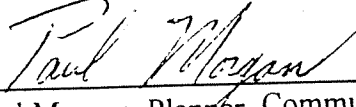
The Community Council could recommend that any or all of the three recommendations made by the North West Planning Advisory Committee and the Bedford Waters Advisory Committee be incorporated into the draft secondary planning strategy that has been recommended by staff.



North West Community Council  
March 27, 2002

**TO:** North West Community Council

**SUBMITTED BY:**   
Paul Dunphy, Director, Planning & Development Services

  
Paul Morgan, Planner, Community/Regional Planning

**DATE:** March 20, 2002

**SUBJECT:** Project 00086 - Secondary Planning Strategy for Bedford South under the Bedford Municipal Planning Strategy and Land Use By-law

**ORIGIN**

Initiated by resolution at the December 1, 1998 session of Regional Council.

**RECOMMENDATION:**

North West Community Council recommend that Halifax Regional Council:

1. Give First Reading and schedule a public hearing to consider amendments to the Bedford Land Use By-law and Municipal Planning Strategy, presented as Attachments III and IV of this report;
2. Approve the amendments to the Bedford Municipal Planning Strategy and Land Use By-Law, presented as Attachments III and IV of this report.

## BACKGROUND

At the December 1, 1998 session of Regional Council, a motion was approved to initiate master planning studies in four areas of the Municipality. One of the study areas encompasses approximately 623 acres of undeveloped lands bounded by the Royale Hemlocks Estates subdivision to the south, Crestview subdivision to the north, the Bicentennial Highway to the west and the Bedford Highway to the east. Development within this area is partially governed by the Halifax Municipal Planning Strategy and Land Use By-law and partially by the Bedford planning documents.

### Master Planning Objectives

The master planning initiatives were recommended by Planning Services in response to private sector requests to develop lands within each area. A report to Council provided the following justification<sup>1</sup>:

*Planning Services has prepared a draft work program for adoption by Council which will include a regional settlement pattern policy initiative. The master planning process described below is intended to be integrated with this initiative but is proposed at this time to allow for a response to the private sector requests received.*

*Based on a preliminary evaluation, the four areas appear to present either infill opportunities or the potential for extensions to developments which could strengthen links between established communities. Allowing for central service extensions within these areas therefore offers the possibility of satisfying future housing demands at reasonable locations. However, past experiences have found that, where insufficient planning was undertaken to prepare for new developments, two undesired consequences commonly resulted.*

*Firstly, where existing municipal infrastructure was inadequate to accommodate the increased demands, service levels to the surrounding communities deteriorated resulting in consequent pressures on municipal resources for capacity improvements. Proponents often also failed to recognize community interests of integrating the new developments with established neighbourhoods and community facilities, as well as preserving lands considered of environmental or cultural significance.*

*To address these issues, a master plan study process is therefore proposed as follows:*

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<sup>1</sup>Report from Planning Services to Regional Council, dated November 23, 1998.



*Study Objectives*

- (i) to determine the feasibility of servicing these areas, with particular regard given to fiscal impacts on the Municipality's capital and operating budgets and,*
- (ii) assuming servicing is determined feasible, prepare policy guidance for future negotiations with the proponents over development on each site.*

In a subsequent report to Regional Council, staff recommended that the study objectives be further articulated as follows<sup>2</sup>:

*to prepare conceptual community plans which*

- anticipate future community needs having regard for trends in demographics, housing affordability, building technologies, economics and social issues with specific consideration given to how the community proposed could fulfill a role in responding to needs within a regional context;*
- integrate design with established neighbouring communities in terms of the natural and man made environment;*
- reduce travel time and energy requirements, encourage the use of public transit, pedestrian and cycling facilities and enhance public safety through innovative integration of land use components with the transportation and open space systems;*
- preserve sensitive environmental areas and unique cultural features and responds to the opportunities and constraints imposed by the environment;*
- maintain adequate service levels for municipal infrastructure (sanitary sewer, storm drainage, potable water and road systems) both within the area of new development and off-site while minimizing costs to all parties;*
- allow for design flexibility in recognition of future changes to external circumstances/market conditions*
- minimize future demands on the Municipality's fiscal resources (capital and operating budgets) and provide fair and predictable cost-sharing of community infrastructure costs between the Municipality and individual property owners in terms of division and timing*

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<sup>2</sup> Report to Halifax Regional Council Re: Public Participation Programs for Governor's Lake North and Hemlock Ravine North (Prince's Lodge) Master Plan Study Areas (Projects 00086 and 00088). Dated June 28, 1999. Prepared by Planning Services.

- *provide policy guidance for more detailed negotiations with property owners/developers with specific consideration given to phasing of development with associated community infrastructure and the responsibilities of each party (property owners/developers and the Municipality).*

Council adopted these objectives and initiated a public participation program.

### Public Consultation

The initial community concept plan and supporting reports were prepared by Wallace Macdonald & Lively on behalf of the property owners in the study area. A series of public meetings were held and the materials were also reviewed by the North West Planning Advisory Committee (the PAC) and the Bedford Waters Advisory Committee (BWAC).

Last year, Clayton Developments entered into a purchase and sale agreement with a number of property owners within the study area with the intent of developing the lands to be acquired. The company proposed modifications to the concept plan and a further round of meetings were held to present the changes. Planning staff then prepared a policy document for the entire study area (Draft Secondary Planning Strategy for the Community of Wentworth/Bedford South, dated January 2002) for review by the PAC and BWAC.

The committees were advised that the document would be separated into policy and land use by-law amendments for the Bedford portion of study area for recommendation to the North West Community Council and to the Chebucto Community Council for the Halifax portion. The reports of the PAC and BWAC regarding the January 2002 draft are presented under separate cover.

The amendments to the Municipal Planning Strategy and Land Use By-law for Bedford, presented as attachments III and IV of this report, incorporate the PAC and BWAC recommendations with three exceptions which are discussed in the following section.

### Infrastructure Requirements/Funding

A consulting firm, the SGE Group, has been retained by the Municipality to determine the requirements for and associated cost of new infrastructure requirements needed to support the development of the master plan area and propose capital cost contribution charges to be levied against the benefitting property owners. The SGE Group was requested to estimate capital cost contribution charges on the basis of the draft capital cost contribution policy document currently being prepared for adoption by Regional Council.

Under new provisions of the Municipal Government Act, a municipality may recoup certain capital costs needed to service new development through imposition of infrastructure charges under a subdivision by-law. The charges may be levied at the time of subdivision approval or, alternatively, an agreement entered into to with the property owners recoup costs provided suitable securities are given or allow the owner to construct services in lieu of payment for all or part of the charge.

The SGE Group has submitted a draft report and negotiations are continuing between staff and the affected property owners. Upon completion of negotiations, staff will submit a financial plan to Regional Council with the required amendments to the Bedford and Halifax Subdivision By-laws to impose infrastructure charges. The municipal planning strategy and land use by-law amendments in support of the land development proposal and the subdivision by-law amendments in support of the financial plan would then be brought forward for approval by Regional Council concurrently.

## **DISCUSSION**

From a regional perspective, facilitating development within this master plan area presents a number of strategic advantages for the Municipality:

- an infill opportunity is presented between the established communities of Halifax and Bedford, thereby providing a continuum of development around the Bedford Basin. The new residents could both benefit from and support existing businesses and services within the neighbouring communities.
- surrounding residential neighbourhoods may benefit through better road and pedestrian access, the potential for enhanced transit services and additional parkland and community facilities.
- The area is bordered by two transportation corridors serving the region, and is within reasonable proximity to growing centres of employment along the Mainland Halifax/Bedford/Sackville corridor. An opportunity is also afforded to reserve additional lands along the Bicentennial Highway for further employment-generating businesses.
- New transit routes serving the master plan area could easily be coordinated with established bus routes serving the corridor, and the added population could further the financial viability of enhanced public transit such as commuter rail along the CNR railway line on the shore of Bedford Basin.
- The area contains no large freshwater bodies, and a substantial portion of the area drains towards the Bedford Basin, thereby reducing the potential for significant deterioration of fresh water lakes.
- Municipal sewer and water services have already been extended to the property boundary, and have been sized to accommodate development in the Master plan area.

Within the master plan area, the policies proposed under the secondary planning strategy facilitate comprehensive community planning. The following features are highlighted:

- The community council would be required to approve a development agreement for all development within the secondary plan boundaries thereby facilitating community input and negotiations when more detailed proposals are submitted for approval.
- A master stormwater management plan would have to be approved for the entire secondary plan area as a condition for entering into any development agreement and no development agreement will be entertained on lands which have been clear cut. Non-disturbance areas must be delineated in an agreement and a tree replanting program implemented over lands that are disturbed (reference is made to the Environmental Policies section).
- The major parkland and open space areas have been identified on the community concept plan. These predetermined areas will provide community residents with suitable opportunities for active and passive recreation and protect areas of environmental sensitivity and significance.
- The alignment, design requirements and phasing of the community transportation system elements have been specified by policy and provisions have been made to allow for innovative designs that may vary from conventional municipal standards where environmental preservation or public safety would be enhanced.
- Residential developments are negotiated on the basis of predefined neighbourhoods (shown on attachment II) determined by natural boundaries rather than on property boundaries, thereby allowing for better coordination of neighbourhood designs.

Three recommendations of the PAC and BWAC have not been incorporated into the planning documents at this point. The PAC has recommended that the term "unreasonable deterioration of traffic" used in policy MS-8 be more clearly defined and that clause (a) of policy MS-7 be amended to not allow for a road connection to Nine Mile Drive in Crestview Subdivision unless a collector road has been established to Paper Mill Lake subdivision. BWAC has recommended that policy MS-7 be amended to include a start and completion date for the new interchange with Highway 102 and construction of the interchange start before completion of the first 2,000 housing units.

The Municipality's Traffic Services is currently reviewing the traffic study submitted in conjunction with the SGE report and will be requested to comment on these specific recommendations. An addendum report will be submitted when this review has been completed.

The package of amendments includes deletion of Policies R-2A and R-3 from the Bedford Municipal Planning Strategy. These policies pertain to the direction given by the Town of Bedford to undertake a study to commence a study to determine where future growth should be directed with particular attention given to the Jack's Lake Land Assembly. In light of this master planning initiative, these policies are no longer appropriate.

### **BUDGET IMPLICATIONS**

Clayton Developments has expressed an interest in commencing construction this year and is actively preparing a development agreement application for Neighbourhood A (shown on attachment II) in accordance with the draft policies for Bedford South. In the event that the plan amendments are approved, it is anticipated that municipal expenditures would be requested for oversizing of a sanitary sewer extension southward along the Bedford Highway from Nelsons Landing Boulevard to the proposed road entrance for Neighbourhood A, as well as upgrades to the road entrance.

A majority of municipal expenditures would be recouped from benefiting property owners with the master plan area. Upon completion of negotiations, estimates of the total financing costs expected and the apportionment of costs will be provided in a separate report to Regional Council.

Clayton Developments is aware that the Municipality has not budgeted for any capital expenditures within this master plan area for the current fiscal year. The company has therefore advised that it is prepared to assume all financial costs provided that an infrastructure agreement is entered into for reimbursement at a later date.

### **FINANCIAL MANAGEMENT POLICIES/BUSINESS PLAN**

The SGE capital cost contribution study has been reviewed and negotiations are continuing with the affected property owners. A separate report on this aspect of the project will be submitted once negotiations have been finalized. The report will include amendments to the Bedford Subdivision By-law that are needed to implement infrastructure charges to recoup the portion of the infrastructure costs attributable to property owners within the master plan area.

### **ALTERNATIVES**

1. The Community Council could recommend that the documents be approved with amendments. If this option is chosen, specific direction should be given regarding the amendments sought. If the amendments are substantial, it may be necessary to defer forwarding this application to Regional Council in order to allow for further negotiations between staff and the affected property owners. If, however, only minor amendments are sought, it may be possible to forward the application with a commitment from staff and the applicant that the matters will be addressed in a supplementary report to Regional Council.
2. The Community Council could recommend that the amendments be rejected without further consideration or that further deliberation be deferred pending completion of the regional planning exercise initiated by Regional Council. This alternative is not recommended as this

planning exercise has been undertaken at the directive of Regional Council in support of regional growth management.

Considerable time and effort has been invested by the municipal staff and the affected land owners in preparing a master plan and supporting policies in fulfilment of the master plan study objectives approved by Regional Council. The documents, as most recently revised, provide good conformity with the recommendations of the North West Planning Advisory Committee and the Bedford Waters Advisory Committee and would appear to have substantial support from members of the public that have attended public meetings.

Consideration should also be given to the fact that the supply of developable lands within established service boundaries is depleting and a master plan exercise can be expected to take two to three years to complete. If the master plan studies were deferred until a regional plan is adopted, the supply of lands capable of being serviced by municipal sewer and water systems may become scarce thereby escalating lot prices to unreasonable levels which might consequently result in more development taking place farther from established communities on unserviced lots.

Furthermore, the Municipality and the Regional Water Commission have already made significant expenditures to allow for service extensions to the Hemlock Ravine North/Bedford South master plan area. It is therefore in the financial interests of the Municipality to complete this planning exercise to allow for recovery of municipal expenditures

3. A recommendation could be deferred pending receipt of a staff report on the capital costs associated with this development the associated amendments to the Bedford Subdivision By-law to recoup the property owners apportioned share through infrastructure charges. In the opinion of staff, a deferral is not warranted as, ultimately, Regional Council is responsible for fiscal matters. Support for the land development policies presented with this report would not infer a recommendation of approval for any forthcoming financial plan. Both the land use and financial plans will be presented to Regional Council as a package. Members of the Community Council would be entitled to vote against the package if not satisfied that the financial plan is in the Municipality's interests.

## ATTACHMENTS

- I Location Map: Wentworth/Bedford South Master Plan Area
- II Community Concept Plan for Wentworth/Bedford South
- III Amendments to the Bedford Municipal Planning Strategy
- IV Amendments to the Bedford Land Use By-law

Documents also available upon request:

Staff Report to Mayor Fitzgerald and Members of Halifax Regional Council Re: Master Planning Studies, dated November 23, 1998. Prepared by Paul Morgan, Planning Services.

Summary of Written Submissions Received at an Open House Session held on April 22, 1999 for the Hemlock North Master Plan Area.

Minutes of the Public Information Meeting held on June 23, 1999.

Staff Report to Mayor Fitzgerald and Members of Halifax Regional Council Re: Public Participation Programs for Governor's Lake North and Hemlock Ravine North (Prince's Lodge) Master Plan Study Areas (Projects 00086 and 00088). Dated June 28, 1999. Prepared by Paul Morgan, Planning Services.

Committee of the Whole Minutes of September 14, 1999 pertaining to Item 4: Master Plan. - Hemlock North Status Report - Presentation.

Committee of the Whole Minutes of April 11, 2000 pertaining to Item 3.1: Prince's Lodge Master Plan.

Prince's Lodge/Bedford South Master Plan Area: Background Report. June 2000. Submitted by Wallace Macdonald & Lively Ltd. to Halifax Regional Municipality.

Final Report: Traffic Impact Study - Prince's Lodge/Bedford South Master Plan. June 2000. Prepared by Atlantic Road & Traffic Management (Ken O'Brien, P. Eng.) for Wallace Macdonald & Lively.

Information Report to North West Community Council Re: Project 00086 - Prince's Lodge Master Plan. Dated May 16, 2000. Prepared by Paul Morgan, Planning Services.

Information Report to North West Planning Advisory Committee Re: Project 00086 - Prince's Lodge/Bedford South Master Plan. Dated September 29, 2000. Prepared by Paul Morgan, Planning Services.

Draft Municipal Planning Strategy and Land Use By-law for Prince's Lodge/Bedford South. December 2000. Prepared by Planning Services.

Minutes of the December 13, 2000 Public Information Meeting hosted by the North West Planning Advisory Committee at the Bedford Leisure Centre in Bedford.

Minutes of the January 17, 2001 Public Information Meeting hosted by the North West Planning Advisory Committee at the Basinview Drive Community School in Bedford.

Minutes of the January 24, 2001 Public Information Meeting hosted by the North West Planning Advisory Committee at the Basinview Drive Community School in Bedford.

Memorandum to Chair and Members of the North West Planning Advisory Committee Re: Wentworth Estates - Bedford South Master Plan Revisions. Dated March 26, 2001. Prepared by Marcus Garnet, Planner, Planning Services. Attachment: Secondary Planning Strategy for Wentworth Estates/Bedford South (Third Draft: March 26, 2001).

Notes from the Wentworth Estates Plan Open House and Workshop held on May 3, 2001 at Ecole Beaubassin, Larry Uteck Blvd. in Halifax.

Minutes of the December 10, 2001 Public Information Meeting held at the Basinview Drive Community School in Bedford.

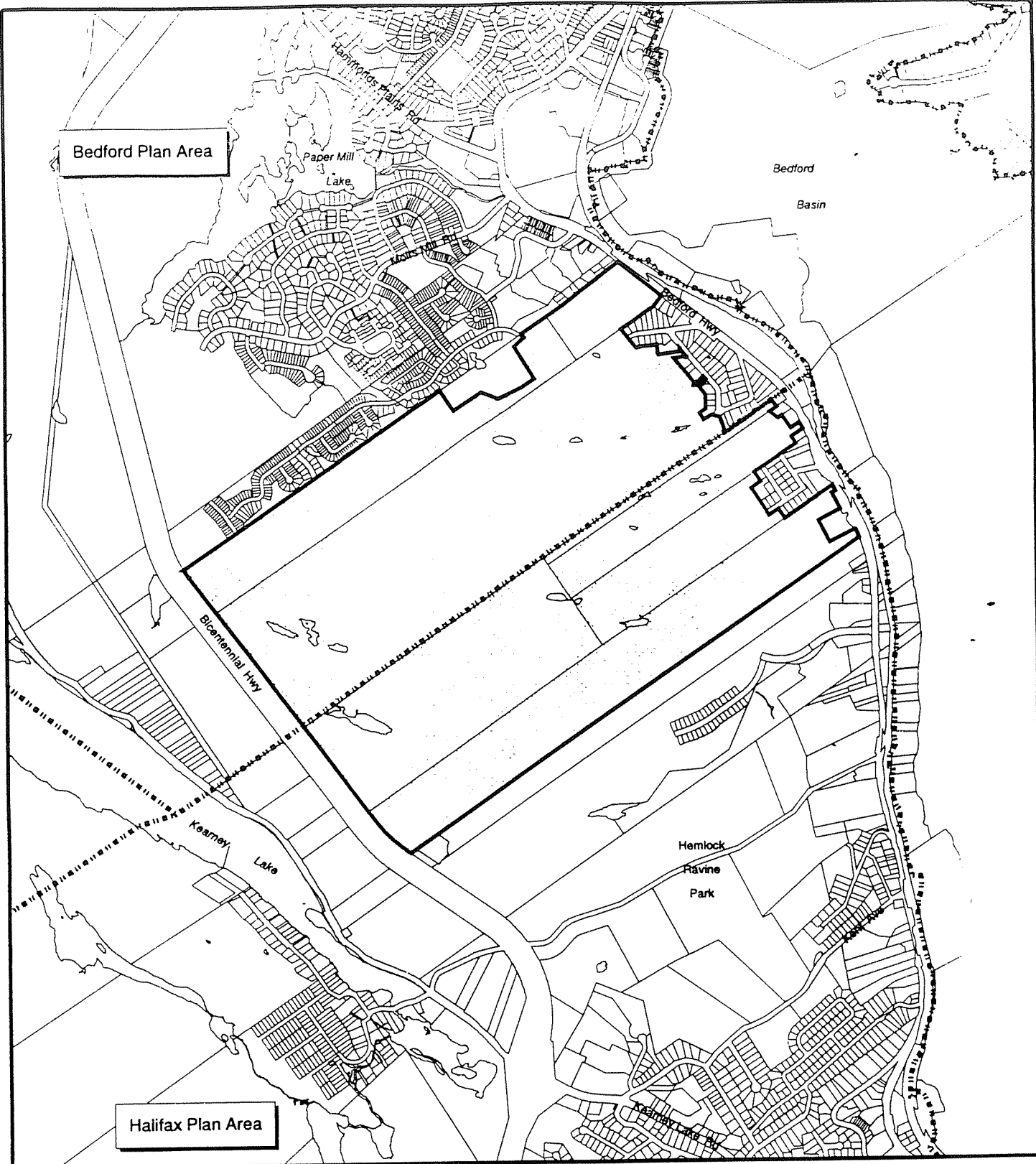
Memorandum to North West Planning Advisory Committee Re: Wentworth/Bedford South Secondary Planning Strategy. Dated January 15, 2002. Prepared by Paul Morgan, Planner, Planning Services. Attachment: Secondary Planning Strategy for the Community of Wentworth/Bedford South (Draft: January, 2002).

Memorandum to North West Planning Advisory Committee Re: Wentworth/Bedford South Secondary Planning Strategy. Dated February 11, 2002. Prepared by Paul Morgan, Planner, Planning Services.

Additional copies of this report, and information on its status, can be obtained by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Paul Morgan, Planner, 490-4482





Bedford Plan Area

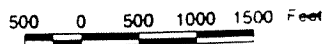
Halifax Plan Area

**Attachment 1**  
**Wentworth/Bedford South**  
**Master Plan Area**

- Area included in master plan
- Plan area boundary






**HALIFAX**  
 REGIONAL MUNICIPALITY  
 PLANNING AND  
 DEVELOPMENT SERVICES

Note:  
 HRM does not guarantee the accuracy  
 of any representation on this plan.



# COMMUNITY CONCEPT PLAN

## Land-Use Analysis

-  Residential Neighbourhoods
-  General Commercial
-  Community Commercial / Institutional
-  Mixed Use / Business Campus
-  Park/Open Space (Major Areas)

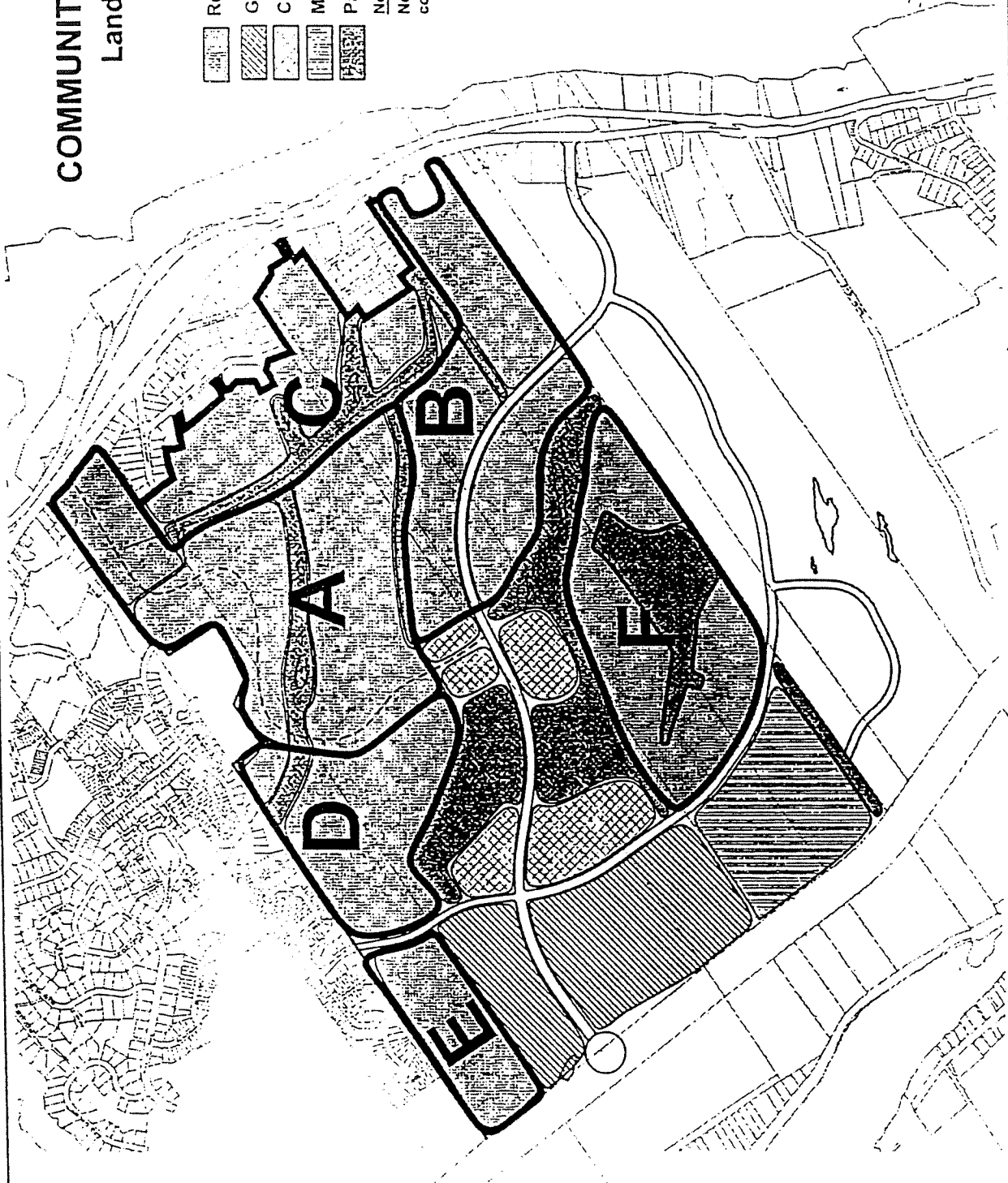
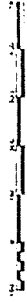
Note:

Neighbourhood Parks to be confirmed by Development Agreement.



BEDFORD

BASIN



## A By-law to Amend the Bedford Municipal Planning Strategy

The Bedford Municipal Planning Strategy is hereby amended by:

- (a) revising the Generalized Future Land Use Map designations in accordance with the amendments presented on Schedule I.
- (b) deleting policies R-2A and R-3 under the Residential Subsection
- (c) Inserting the following chapter between the chapters entitled "Institutional" and "Parks and Recreation":

### THE BEDFORD SOUTH SECONDARY PLANNING STRATEGY

#### Background

After amalgamation of the region's four municipal units in 1996, master planning exercises were initiated as a means of responding to the challenges facing the Municipality in accommodating new growth. In a report prepared for Regional Council in 1998, four potential growth areas were identified as potential infill opportunities which could strengthen links between established communities<sup>1</sup>.

One of the potential growth areas encompassed approximately 625 acres of undeveloped lands bounded by Crestview on the Basin Subdivision to the north, Royale Hemlocks Estates Subdivision to the south, the Bicentennial Highway to the west, and the Bedford Highway to the east, excluding Millview and Fernleigh Subdivisions. Development within the southern portion of this area is governed by the Halifax Municipal Planning Strategy and the northern portions governed by the Bedford Municipal Planning Strategy.

The master planning exercise sought to comprehensively plan for a new community over these lands while integrating with the established community planning documents. The study objectives adopted by Council were to prepare conceptual community plans which:

- anticipate future community needs having regard for trends in demographics, housing affordability, building technologies, economics and social issues with specific consideration given to how the community proposed could fulfill a role in responding to needs within a regional context:

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<sup>1</sup> Report to Mayor Fitzgerald and Members of Halifax Regional Council Re: Master Planning Studies. Dated November 23, 1999.

- integrate design with established neighbouring communities in terms of the natural and man made environment;
- reduce travel time and energy requirements, encourage the use of public transit, pedestrian and cycling facilities and enhance public safety through innovative integration of land use components with the transportation and open space systems;
- preserve sensitive environmental areas and unique cultural features and respond to the opportunities and constraints imposed by the environment;
- maintain adequate service levels for municipal infrastructure (sanitary sewer, storm drainage, potable water and road systems) both within the area of new development and off-site while minimizing costs to all parties;
- allow for design flexibility in recognition of future changes to external circumstances/market conditions;
- minimize future demands on the Municipality's fiscal resources (capital and operating budgets) and provide fair and predictable cost-sharing of community infrastructure costs between the Municipality and individual property owners in terms of division and timing
- provide policy guidance for more detailed negotiations with property owners/developers with specific consideration given to phasing of development with associated community infrastructure and the responsibilities of each party (property owners/developers and the Municipality<sup>2</sup>:

This secondary planning strategy has been prepared in accordance with the master plan study objectives and the terms of reference established by Council. Bedford South was adopted as the name under this planning strategy in recognition of the strong links these lands have to the residents of Bedford. Wentworth has been adopted as the name under the Halifax planning strategy in recognition of the contributions made by Sir John Wentworth's to the development of this area.

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<sup>2</sup> Report to Mayor Fitzgerald and Members of Halifax Regional Council Re: Public Participation Programs for Governor's Lake North and Hemlock Ravine North (Prince's Lodge) Master Plan Study Areas. Dated November 23, 1999.

## The Community Concept Plan

The Community Concept Plan, presented as Schedule I, illustrates the main land use and transportation elements proposed for this community. The design principles incorporated into the plan are highlighted as follows:






- Lands needed for daily living activities - housing, shops, workplaces, schools, parks, and civic facilities - are integrated within the community.
- A central corridor is established around a community collector street which provides for uses beneficial to the surrounding residential neighbourhoods including a community park, institutional and community facilities and community commercial developments.
- A future trail system connects with Hemlock Ravine Park and a regional trail system including the trail serving Clayton Park and the Mainland Common, as well as a future connection to the waterfront project being developed around the shoreline of Mill Cove.
- Watercourses, the Old Coach Road, and certain sites which provide panoramic views of the Bedford Basin are preserved as open spaces.
- Residential neighbourhoods have well defined edges in which the open space boundaries prevent external traffic from traveling on local streets while accommodating pedestrians and cyclists throughout the community.
- The residential neighbourhoods encompass lands of varying topography allowing for differing identities and a range of housing opportunities within each.
- The community collector streets facilitate efficient public transit routes which can provide a high level of service to the residential neighbourhoods and activity centres within the community and which conveniently connect with the regional transit system.
- Lands adjacent to the Bicentennial Highway provide opportunities for employment centres and businesses that produce goods and services. Businesses benefit from the accessibility to the regional transportation system and the close proximity to the residential neighbourhoods within this community and surrounding areas.

The Community Concept Plan provides guidance for the overall development of this community. More detailed objectives and polices for each element are presented in the following sections.

*Policy MCP-1*

*The Community Concept Plan, presented as Schedule I, shall form the framework for land use allocation within the master plan area and all policies and actions taken by the Municipality shall conform with the intent of this plan. A comprehensive development district zone shall be applied to all lands within the master plan area and any development of the land shall be subject to approval of a development agreement.*

# SCHEDULE I COMMUNITY CONCEPT PLAN Land-Use Analysis

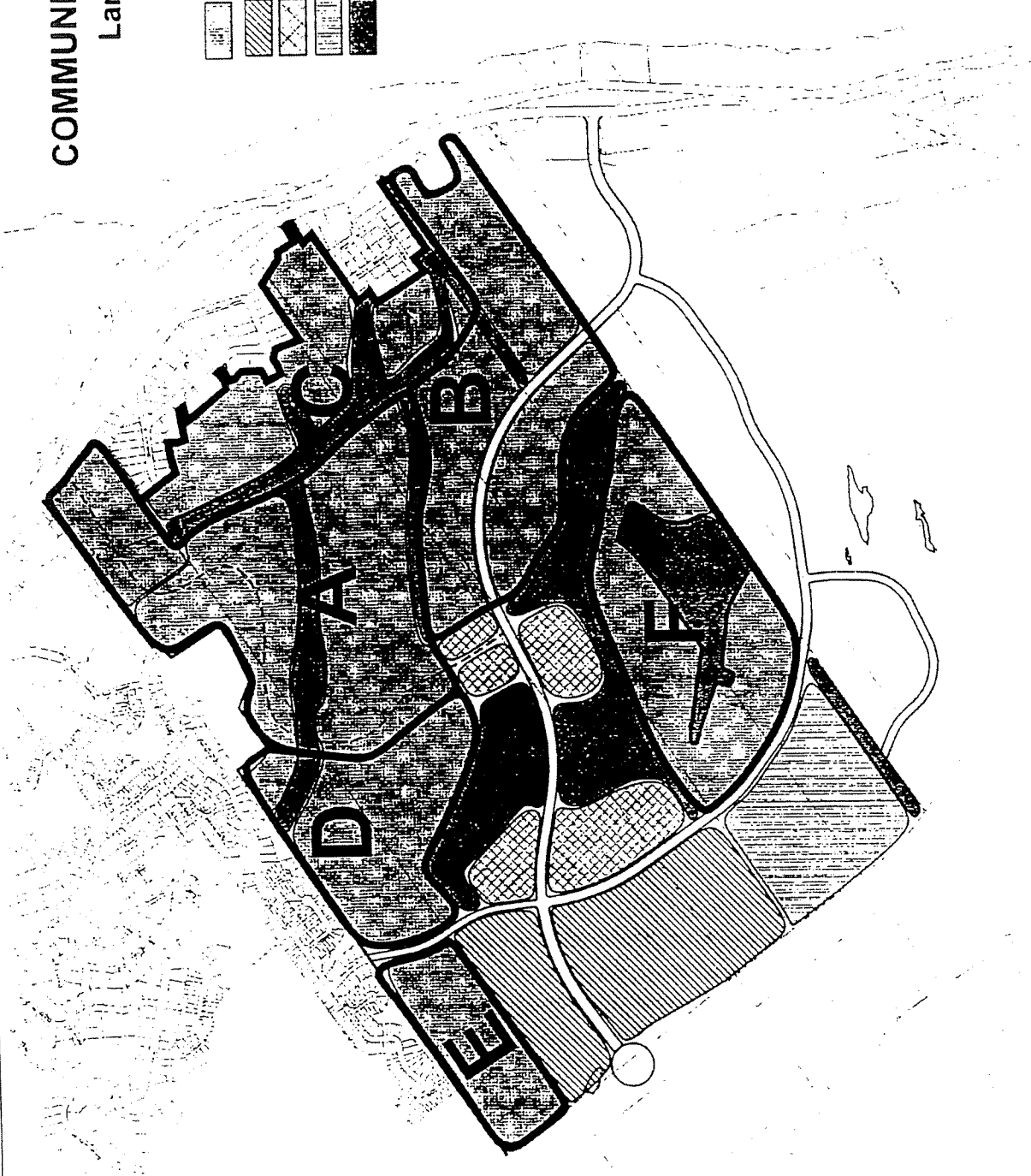
-  Residential Neighbourhoods
-  General Commercial
-  Community Commercial / Institutional
-  Mixed Use / Business Campus
-  Park/Open Space (Major Areas)

Note:  
Neighbourhood Parks to be  
confirmed by Development Agreement.



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## The Parks and Open Space Designation

The Park/Open Space Designation features a large central area that serves as a focus for the community within which active and passive community recreational facilities can be developed. The Designation also included linear open spaces where pedestrian and cycling paths can provide safe and convenient connections between residential neighbourhoods and activity areas throughout the community.

Recreational needs for this community were assessed within the context of existing recreational services and facilities available in the surrounding communities. Various documents were reviewed including *The Halifax Parkland Strategy* (City of Halifax, October 1995), *Guidelines for Parkland Planning* (Halifax Regional Municipality, June 2000), and *The Town of Bedford Recreational Facilities Study* (Burke/Oliver, 1995).

### Objectives:

- to provide a central park/open space area which is conveniently accessible to the community and which provides a range of active and passive recreational opportunities
- to provide strategically designed public spaces which encourage the attention of and presence of people during day and evening
- to preserve natural watercourses, sites offering vistas of the Bedford Basin and other features of natural and cultural significance
- to provide for a trail system which establishes links with residential neighbourhoods, community activity centres, Hemlock Ravine Park, a regional trail system and neighbouring communities
- to accommodate storm water management practices that are compatible with recreational functions and minimize environmental degradation and flooding of downstream developments
- to prepare a recreation facilities plan to identify passive and active recreational facilities needed to serve present and future community needs.

### *Policy P/OS-1:*

*The areas designated as Park/Open Space on Schedule I shall be reserved for active and passive recreational uses, stormwater management and environmental protection. Provided that the area of the designation is not materially reduced, the boundaries of the Park/Open Space Designation may be varied where such changes provide:*



- (a) *enhanced protection of environmentally sensitive site features.*
- (b) *more opportunity for preservation of significant aesthetic features;*
- (c) *more suitable lands for active recreational uses, or*
- (d) *a more functional path system for pedestrians and cyclists.*

*Policy P/OS-2.*

*No streets shall be permitted to cross the Park/Open Space Designation except:*

- (a) *as illustrated on Schedule I;*
- (b) *to allow for a local road connection between residential neighbourhoods A and C;*
- (c) *to allow for a local road connection between Neighbourhood A and the Neighbourhood Collector leading to the Bedford Highway; or*
- (d) *to allow for a road connection the Royale Hemlocks Estate Subdivision and the Mixed Use/Business Campus Designation*

*Policy P/OS-3.*

*No stormwater management, sanitary sewer or water service system shall be located within the Open Space/Park Designation which would adversely affect environmentally sensitive areas, detract from the aesthetics of the area or impair any recreational functions intended and, unless otherwise necessary, all such systems shall be located outside areas delineated for active and passive recreation.*

*Policy P/OS-4.*

*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 assessment be undertaken at the cost of the developer by a person qualified to make such a determination.*

*Policy P/OS-5:*

*The development of all recreational facilities shall conform with the HRM Guidelines for Parkland Planning and the recommendations adopted under the Hemlock Ravine Park Management Plan (Halifax Regional Municipality. July 7, 2000).*

*Policy P/OS-6:*

*The Municipality shall prepare a recreation facilities plan for the development of active and passive recreational facilities within the Park/Open Space Designation. 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.*

### **The Community Transportation System**

To encourage less automobile use, a principle established for the community transportation system is that local streets and a pathway system be incorporated into subdivision designs to allow safe and convenient opportunities pedestrian and cyclist travel between residential neighbourhoods, open spaces and activity areas.

Objectives:

- to facilitate the safe and convenient movement of pedestrians and cyclists within the community and to surrounding neighbourhoods
- to allow for a convenient and cost efficient public transit system that can provide a high level of service to residents in the community and which can integrate with the regional public transit system.
- to encourage synergy between land uses, lifestyle needs and transportation modes
- to minimize motor vehicle traffic impacts on the regional transportation system
- to preclude excessive traffic levels in residential neighbourhoods
- to allow for efficient access to places of commerce and employment in the community

## Policy CTS-1

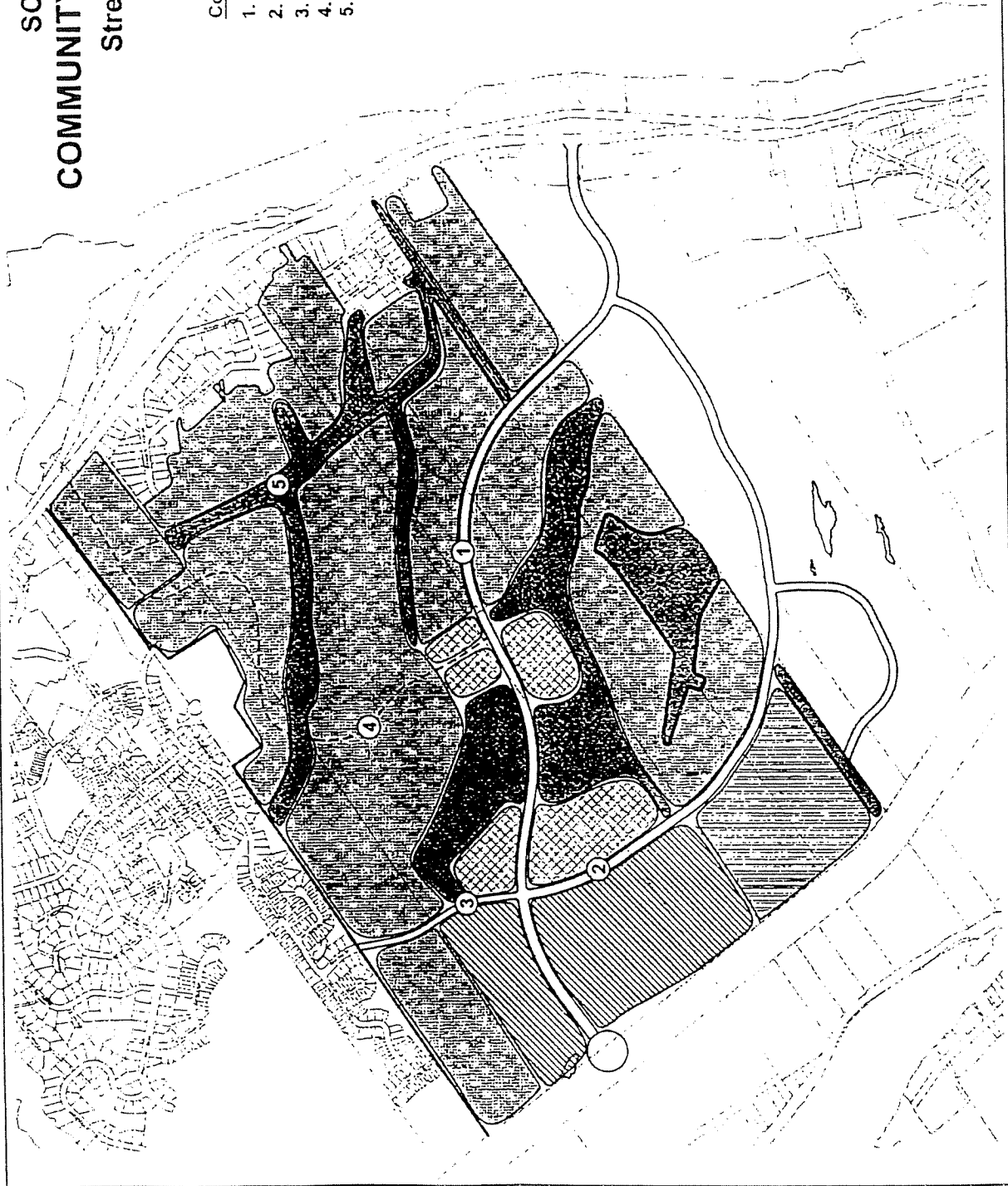
*A community street and trail system shall be developed in substantial conformity with the designations and alignments presented on Schedule II except that variations to the alignment may be considered to enhance safety, provide a better fit with the natural terrain or preserve significant environmental features. The following requirements shall be applied:*

- (a) between the Royale Hemlocks Subdivision and the Nine Mile Drive Starboard Drive intersection, Larry Uteck Boulevard shall have sufficient right-of-way width to allow for two lanes of traffic and sidewalks on both sides with provisions for turning lanes at major intersections and driveways. Driveway access shall only be permitted for apartment buildings, clustered housing comprising at least ten housing units, commercial and institutional developments. Traffic signals shall be provided at the Neighbourhood Collector and the Nine Mile Drive/Starboard Drive intersections. Driveway locations, the geometric design of intersections and the timing of installation of traffic signals shall be negotiated under development agreements;*
- (b) between the proposed interchange and the Nine Mile Drive/Starboard Drive intersection, Larry Uteck Boulevard shall have sufficient right-of-way width for four lanes of traffic and sidewalks on both sides with provisions for turning lanes at the Nine Mile/Starboard Drive intersection. Driveway access shall be restricted to right-in and right-out movements unless traffic signals are provided and the need for sidewalks shall be determined at the time development agreements are negotiated;*
- (c) Starboard Drive shall have the same design specifications as in the abutting Royale Hemlock Estates subdivision. For residential developments, a minimum lot frontage of fifty feet shall be required;*
- (d) Nine Mile Drive shall have sufficient right-of-way width for two lanes of traffic with sidewalks on both sides and provisions for turning lanes at Larry Uteck Boulevard. The number of driveway accesses shall be minimized.;*
- (e) The Neighbourhood Collector shall have sufficient right-of-way width for two lanes of traffic with a sidewalk on one side and provisions for turning lanes at Larry Uteck Boulevard and the Bedford Highway. A minimum lot frontage of fifty feet shall be required and, if warranted, the cost of providing traffic signals at the Bedford Highway intersection shall be the responsibility of the developer;*

# SCHEDULE II COMMUNITY CONCEPT PLAN Street Hierarchy

Collector Streets:

1. Larry Uteck Blvd.
2. Starboard Avenue
3. Nine Mile Drive
4. Neighbourhood Collector
5. Old Coach Road (Linear Walkway)



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- (f) *a community trail system shall be constructed by the developer of the lands on which it is located with the design specifications negotiated under a development agreement. Variations to the Municipal Service Specifications for sidewalks may be considered where a trail is proposed which would provide improved accessibility for pedestrian travel in the community.*

*Policy CTS-2:*

*The Municipality shall prohibit motorized conveyances on all trails, except maintenance, emergency or patrol vehicles, and except electric wheelchairs or similar devices required for mobility by persons with disabilities.*

### **Residential Neighbourhoods Designation**

Planning residential development on a neighbourhood basis is a central theme to this secondary plan. Each of the six residential neighbourhoods shown on the Community Concept Plan is bounded by the community park/open space areas and the community collector road and pathway system.

The varying site topography allows for neighbourhoods of differing characteristics. On lands with steeper slopes, efforts are made to concentrate development in order to preserve the surrounding open space and unique site features.

Objectives:

- to plan neighbourhood development on a comprehensive basis
- to integrate housing opportunities for a variety of income levels, lifestyles and age groups
- to foster individual neighbourhood identities with attractive streetscapes and distinctive architectural and landscaping themes
- to preserve natural drainage systems and areas of unique or sensitive terrain and vegetation
- to provide attractive, safe and convenient routes for pedestrians and cyclists that connect with the community trail system, local commercial and community facilities and public transit stops.

- ☐ to provide neighbourhood parks at convenient locations that are safe, visible and secure
- ☐ to encourage innovative design within clearly defined performance criterion
- ☐ to provide an effective integration with established neighbourhoods

*Policy RN-1*

*The Municipality shall require that any development agreement application encompass an entire Residential Neighbourhood Designation unless satisfied that a property owner within the designation is not willing to participate. In such instance, a development agreement may be approved for part of the neighborhood provided that a neighbourhood concept plan is prepared for the entire neighbourhood which identifies the significant transportation systems, parkland and open space features and municipal service systems and the Municipality is satisfied that the concept plan conforms with all objectives and policies established under this Municipal Planning Strategy and provides for a fair and reasonable allocation of development rights among property owners. Any subsequent development agreement application within the affected Residential Neighbourhood shall conform with neighbourhood concept plan unless an alternative design is provided which is satisfactory to the Municipality*

*Policy RN-2:*

*The following matters shall be considered for all development agreement applications within a Residential Neighbourhood Designation:*

- (a) the density of housing units does not exceed six units per acre within neighbourhoods A, C, D or E;*
- (b) 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;*
- (c) sidewalks and pathways facilitate safe and convenient pedestrian travel to transit stops on the Community Collector Street System, the Community Trail System and to community services;*

- (d) *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;*
- (e) *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;*
- (f) *building locations, site and architectural design, landscaping, and streetscape elements reinforce the themes of neighbourhood identity, pedestrian scale and compatibility with the natural environment;*
- (g) *natural vegetation, landscaping or screening is employed around parking areas for institutional and multiple unit buildings to provide screening from streets and, for larger scale buildings, provision of underground parking shall be mandatory;*
- (h) *all open space/parkland dedications proposed conform with the objectives and policies adopted for the community parkland/open space under this municipal planning strategy and any administrative guidelines adopted by the Municipality and;*
- (i) *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 RN-3:*

*Each residential neighbourhood shall conform with the following provisions:*

*Neighbourhood "A":*

*Lands located between the minor neighbourhood collector street and the Old Coach Road will be primarily developed with single-family dwellings of varying lot sizes. Single unit dwellings shall have a minimum lot frontage of forty feet, a minimum side yard of four feet and a minimum separation of twelve feet between buildings. A majority of the single unit dwelling lots shall have a minimum fifty foot lot frontage and 5,000 square feet of lot area. A maximum of twenty percent of the housing units may be townhouses or semi-detached dwellings.*

### Attachment III

*Lands abutting the Neighbourhood Collector Road in the vicinity of the Old Coach Road and the Bedford Highway may be developed with apartment buildings and townhouses, provided that townhouse units have shared driveway access to the Neighbourhood Collector Road. Any apartment building development shall be limited to five storeys above grade and shall maintain a minimum fifty foot non-disturbance area from any existing single unit dwelling lot abutting Glenmount Avenue.*

*Commercial uses may also be considered on lots which have frontage on the Bedford Highway.*

#### *Neighbourhood B:*

*This neighbourhood is intended primarily for apartment building and townhouse developments, although lower density housing units and other developments supported in the Residential Neighbourhood Designation may also be considered. Buildings will not exceed twelve stories above ground level, except that no building shall exceed five stories in height if located within 200 feet of an existing residential lot within Fernleigh Park Subdivision.*

#### *Neighbourhood C:*

*Development will be restricted to single-family dwellings with minimum lot frontages of sixty feet. No new development shall be permitted on any lot abutting Crosby Street unless serviced with municipal sewer and water services.*

#### *Neighbourhood D:*

*Lands located between the neighbourhood collector and Nine Mile Drive will contain a mixture of single unit, semi-detached and townhouse units with a majority being single unit. No apartment buildings will be permitted and single family dwellings will be required to have a minimum lot frontage of forty feet, a minimum four foot side yard and a minimum twelve foot separation between buildings.*

#### *Neighbourhood E:*

*Lands will be developed primarily with lower density residential housing which may include single, semi-detached and townhouse units. Apartment buildings may be considered on lands abutting the Bicentennial Highway provided that a minimum separation distance of 100 feet is*



*maintained between any buildings and the Bicentennial Highway right-of-way. Single unit dwellings shall have a minimum lot frontage of 40 feet, a minimum four foot side yard and a minimum twelve foot separation between buildings.*

*Policy RN-4:*

*Unless otherwise specified by this secondary planning strategy, the standards for residential developments applied under the Land Use By-law shall be preferred under any development agreement application brought forward for approval.*

### **Community Commercial/Institutional Designation**

The Community Commercial/Institutional Designation envisions a built form of human scale with a diverse range of commercial, civic and residential activities. The developments are intended to be safe and attractive for pedestrians with convenient links established to surrounding residential neighbourhoods. A specific site has been reserved for one or more new schools if needed by the Regional School Board.

Objectives:

- to provide a focus for pedestrian oriented community and commercial activities with the community
- to create a built form reminiscent of a town square or main street
- to foster activities for all ages and a wide range of lifestyles in a safe and secure environment
- to encourage innovative design and comprehensive planning
- to reserve lands for schools

*Policy CCI-1:*

*A range of community commercial, institutional, and recreational uses may be permitted within the Community Commercial/Institutional Designation subject to consideration of the following matters:*

- (a) no parking or loading areas are located between a public street and a building and any buildings with commercial occupancies shall be located in close proximity to the street line;*
- (b) parking areas are designed so as not to appear obtrusive from a public street or dominate the streetscape, provide safe and convenient pedestrian access to the buildings they are intended to serve;*
- (c) provisions are made for the storage of bicycles;*
- (d) exterior materials, street furniture; trees, lighting and landscaping measures are incorporated in buildings to foster an interesting and secure environment;*
- (e) the windows, exterior features and materials and signs employed in any building create a sense of interest from public streets;*
- (f) no building height exceeds six stories in height and no residential uses are permitted on the ground floor of any building within fifty (50) feet of a public street;*
- (g) 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 CCI-2:*

*For lands at the intersection of Larry Uteck Boulevard and the Neighbourhood Collector Road, no development agreement shall be entered into if notified by the Halifax Regional District School Board that such lands are required for a school site. This provision shall remain in effect until the greater of 700 housing units have been constructed in the master plan area or five years from the date of adoption of this secondary planning strategy. In the*

*event that the School Board does not require the site, the property may be developed in accordance with the provisions of this secondary planning strategy.*

### **The Mixed Use Business Campus Designation**

The Mixed Use Business Campus Designation, located between the Bicentennial Highway and Starboard Drive provides a strategic location for businesses that produce goods and services provides employment opportunities within the community. A campus style environment is envisioned where employment centres, public facilities and multiple unit residences are integrated with public spaces, the transportation system and the natural environment. In recognition of market uncertainties, residential developments may also be considered.

#### Objectives:

- to provide places of employment within the community that are easily accessible from the Community Collector Streets and Trail System and by public transit.
- to support a mixed use environment where opportunities are afforded to live and work in the same neighbourhood
- to create an setting where buildings and transportation systems networks are attractively integrated with the natural environment
- to encourage business opportunities by adopting an efficient and flexible regulatory environment
- to encourage innovative subdivision and community design

#### *Policy MUBC-1:*

*The Mixed Use Business Campus designation shall support a wide range of businesses which produce goods and services, as well as institutional facilities. To encourage development of the Community/Commercial and General Commercial Designations, retail uses and restaurants shall only be permitted as accessory uses within larger buildings and retail uses shall be restricted in floor area. The following matters shall be considered in any development agreement application for business and institutional facilities:*

- (a) *building facades incorporate materials and design elements to create a sense of interest from public streets;*
- (b) *no outdoor storage or outdoor display and sales shall be permitted and any outdoor waste containers shall be screened;*
- (c) *open spaces are integrated into the layout and where feasible, larger trees are retained;*
- (d) *landscaping is introduced to all areas disturbed during construction;*
- (e) *where more than twenty parking spaces are to be provided, no more than fifty percent (50%) of the parking spaces shall be located between a building and the front lot line and no loading bays shall be located on the building facade facing a public street and parking areas are buffered to provide a visual break from the street and adjacent land uses with fencing, landscaping or both;*
- (f) *bicycle storage facilities are provided near the main entrances to the building and/or in designated public spaces.*
- (g) *walkways shall extend from the entrances of buildings to a public sidewalk in front of the building and to any public trail system abutting the property and, unless otherwise not possible, shall not cross any driveways or parking areas;*
- (h) *buildings, structures and parking lots are located on a lot so as to minimize the alteration of natural grades and to minimize the area of impervious surfaces;*
- (i) *a storm water management plan has been prepared by a Professional Engineer with any measures required to prevent the contamination of watercourses and, where possible, allows surface water flows to be directed to permeable surfaces;*
- (j) *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 MUBC-2:

*Residential developments may be considered by development agreement within the Mixed Use Business Campus Designation. Consideration will be given to the provisions of policies RN-3 and the provisions for Residential Neighbourhood F under policy RN-3.*

**The General Commercial Designation**

The General Commercial Designation encompasses lands around Larry Uteck Boulevard adjacent to the proposed interchange at the Bicentennial Highway. With direct access to regional and community transportation roads, this area is strategically located for businesses which can provide goods and services needed by residents within the community and surrounding areas.

Objectives:

- to support businesses which provide goods and services benefitting residents within the community and surrounding region
- to create employment opportunities within the community
- to provide for higher density residential developments which could benefit from being located in close proximity to goods and services
- to provide safe and convenient access by all transport modes, including walking, cycling and transit
- to support attractive streetscapes

Policy GC-1:

The General Commercial Designation shall support a wide range of goods, services and facilities with the exception of adult entertainment uses, automobile sales and leasing or any other business requiring extensive outdoor display areas. Multiple dwelling units shall also be permitted. The following matters shall be considered in any development agreement application:

- (a) Except as may be accessory to a permitted use, the outdoor storage of building or waste materials in the GC Zone shall be prohibited;
- (b) the criteria of policy MUBC-1 with the exception of clause (b).

### **Environmental Protection**

Objectives:

- to undertake storm water management planning on a watershed basis with community design based on natural drainage patterns
- to prevent flooding of properties and safeguard flood plains
- to preserve the water quality of lakes and rivers
- to preserve groundwater flows
- to preserve and maintain significant environmental features
- to restore trees over area which have been disturbed by development activities
- to support regional initiatives in solid waste recovery, Halifax Harbour cleanup and watershed management

*Policy EP-1:*

*No development agreement shall be entered into unless a master storm water management plan has been prepared for the entire Wentworth/Bedford South master plan area and accepted by the Municipality. The management plan shall:*

- a) identify significant constraints and sensitivities with regard to flood potential, and environmental features;*

- b) *provide estimates of pre-development and post development flow rates at critical locations within watercourses such as at culverts and other road crossings and at downstream developments;*
- c) *specify water quality and quantity objectives which are consistent with all municipal and provincial guidelines and identify the means of preventing adverse changes to the quantity and quality of watercourses and groundwater;*
- d) *specify the type and location of storm water management facilities and the design requirements to protect receiving waters from contamination, excessive flow rates and loss of aquatic habitat and to protect the quantity and quality of groundwater flows;*
- e) *prepare a program for implementation and monitoring before, during and after construction, including securities and any remedial action to be taken in the event that water quantity or quality objectives are not achieved*

*Policy EP-2:*

*No development agreement shall be entered into unless the detailed design specifications conform with the master stormwater management plan approved under policy EP-1;*

*Policy EP-3:*

*No stormwater shall be discharged directly into any natural watercourse without the use of mitigative measures as stipulated in under the master stormwater management plan and in accordance with municipal and provincial guidelines.*

*Policy EP-4:*

*No development, grade alteration, excavation, fill, pavement or removal of natural vegetation shall be permitted within fifty (50) feet of the high water mark, or within the limits of any 1 in 20 year flood plain of any watercourse, except as provided for by development agreement in accordance with an approved storm water management plan or as provided to allow for trail systems or transportation crossings.*

*Policy EP-5*

*No development agreement shall be entered into over lands on which trees have been removed except as may otherwise be required for a bonafide land survey or as may be agreed upon with the Municipality to protect property or ensure safety.*

*Policy EP-6*

*Features of environmental significance shall be delineated as non-disturbance areas under development agreements. Non-disturbance areas shall be located to allow for continuity non-disturbance areas on abutting lots, municipal parkland and open space dedications, and natural areas adjacent to watercourses.*

*Policy EP-7:*

*A tree replanting program shall be incorporated into development agreements to allow for regrowth of trees over all lands on which the natural vegetation has been removed as a consequence of development. The program shall specify the locations, number, type and diameter of trees to be planted. The type of trees shall be indigenous to the area.*

*Policy EP-8:*

*Development of land on major slope areas in excess of twenty-five percent (25%) shall be prohibited under any development agreement except where it can be demonstrated that such development would not create any hazard and could better preserve open spaces or areas of environmental value.*

*Policy EP-9:*

*The Municipality may allow for modifications to the service system specifications adopted under subdivision regulations where such modifications would enhance the ability to preserve the natural environment without compromising the intended objectives of the service systems*



*Policy EP-10:*

*All development agreements shall conform with all applicable regional policies adopted by the Municipality in support of the regional solid waste management program, Halifax Harbour cleanup and the water resources management study*

**Municipal Services**

The Municipal Government Act allows a municipality to impose infrastructure charges to recover all or part of the capital costs incurred for the subdivision and development of land. The charges, imposed at the time of subdivision approval, effectively allow for the cost of infrastructure needed to service new development areas to be transferred from taxpayers at large to the benefitting property owners. This legislative tool is instrumental in achieving the financial objectives established for this secondary planning strategy.

In accordance with the objectives and policies regarding infrastructure charges under Part (X) of the Municipal Planning Strategy, a study was undertaken to identify infrastructure needed to service the master plan area, allocate costs between benefitting property owners and the Municipality, and develop a phasing and financial plan<sup>1</sup>. The Halifax Regional Water Commission had also prepared a master plan for a water distribution system to service this area and surrounding communities<sup>2</sup>. A traffic impact study was also prepared to assess traffic implications of this community on the surrounding road network<sup>3</sup>.

The recommendations of these studies have formed the primary basis for the objectives and policies adopted under this section. Consideration has also been given to the need to safeguard the water supplies of the abutting Fernleigh and Millview subdivision and to allowing for innovating service design standards which further the objectives of comprehensively planned communities.

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<sup>1</sup> SGE Group. Business Case & Analysis: Wentworth Estates/Bedford South Master Plan Area. Prepared for Halifax Regional Municipality. November 30, 2001.

<sup>2</sup> CBCL Consulting Engineers Ltd. Birch Cove North/Bedford West Water Infrastructure Master Plan. Prepared for Halifax Regional Water Commission. April 1999.

<sup>3</sup> Atlantic Road & Traffic Management. Final Report: Traffic Impact Study - Prince's Lodge/Bedford South Master Plan. Prepared for Wallace Macdonald & Lively Ltd. June 2000.

Objectives:

- to ensure that the municipal servicing systems are designed to satisfy the ultimate demands anticipated from this community and that services are phased with development to provide satisfactory service levels at all times;
- to employ service standards that are economical and innovative, and that achieve municipal objectives and policies, including public safety, healthy lifestyles and environmental protection;
- to protect the existing water supplies for residents of Fernleigh and Millview Subdivisions and to allow for the eventual connection of these subdivisions to the municipal water distribution and sanitary sewer systems
- to safeguard the capacity of the Mill Cove sewage treatment plant;
- to recover an infrastructure charge where the subdivision or development presents a requirement for new infrastructure
- to ensure that the costs of new infrastructure are properly allocated to subdividers and other stakeholders deriving benefit from the infrastructure, including existing residential neighbourhoods;
- to limit the Municipality's financial exposure having regard to other budgetary commitments and constraints;
- to provide greater certainty to subdividers and other stakeholders with respect to the costs of development in the Municipality.
- to ensure that recovery of infrastructure charges is compatible with good land use planning in the Municipality.

*Policy MS-1:*

*For sewage flow calculations, the population of the master plan area shall not exceed a gross density of twenty (20) persons per acre. To provide for an equitable distribution of*

*development among property owners three sub areas are established as illustrated in Schedule "III" Within each area a maximum twenty persons per acre shall be permitted*

*Policy MS-2*

*Populations shall be calculated based on an assumed occupancy of 3.35 persons per single unit, two-unit or townhouse dwelling and 2.25 persons per unit in each multiple unit dwelling. Commercial densities shall be calculated to a maximum of 50 persons per acre for general commercial uses and to a maximum of 30 persons per acre for community commercial, community facility and institutional uses. Final determination of the commercial densities shall be established by development agreement in accordance with intended land uses. In the event that the design population proposed for a residential neighbourhood or commercial designation is less than the maximum permitted, the Municipality may allow the difference to be allocated to another residential neighbourhood or commercial designation within the applicable sub area, provided that all other policy criteria can be satisfied.*

*Policy MS-3:*

*The "Bedford" sewershed shown on Schedule "IV" shall be limited to a maximum of 2,900 people in recognition of the limited capacity of the Mill Cove Sewage Treatment Plant and the need to reserve capacity for other areas currently outside the serviceable boundary. Additional density may be considered in the future should the Municipality determine that sufficient capacity exists at the Mill Cove treatment plant and that other areas currently outside the serviceable boundary have been evaluated for future development potential.*

*Policy MS-4:*

*The community water distribution system shall conform with the recommendations of the Birch Cove North/ Bedford West Water Infrastructure plan unless otherwise acceptable to the Halifax Regional Water Commission and no development shall be approved by the Municipality unless notified by the Commission that the proposed distribution system conforms with all design and operating specifications established.*

*Policy MS-5*

*No municipal approvals shall be granted within the watersheds of Fernleigh Park or Millview Subdivisions unless the Municipality is satisfied that the potable water supplies serving these subdivisions are protected and that a physical and financial means is established to allow for connection to the water distribution system that is owned and maintained by the Halifax Regional Water Commission. The Municipality shall require the developer to furnish whatever studies are needed and guarantees provided to assure that these conditions are satisfied.*

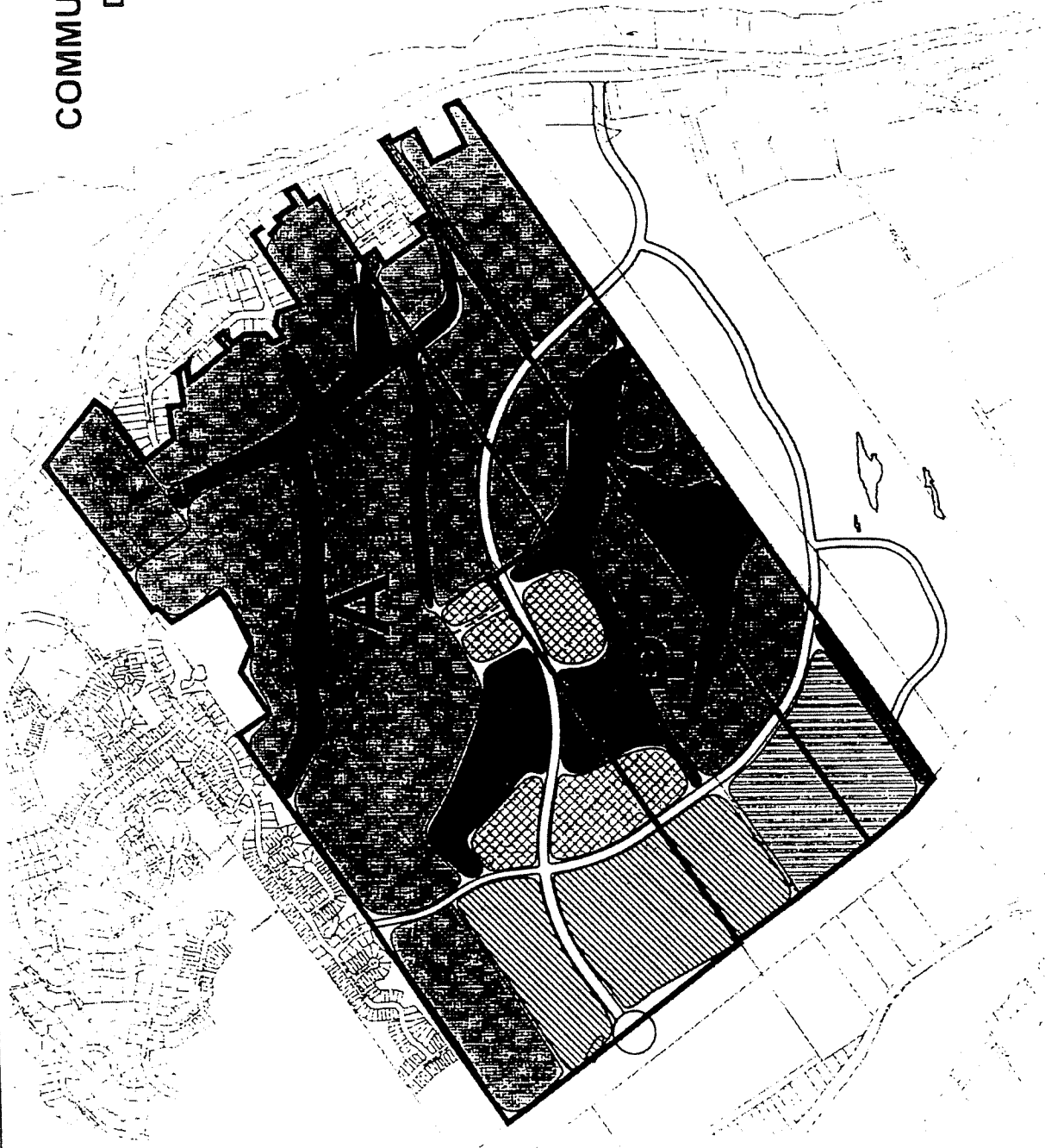
SCHEDULE III  
COMMUNITY CONCEPT PLAN  
Density Allocations

A = 375 acs  
B = 142 acs  
C = 106 acs

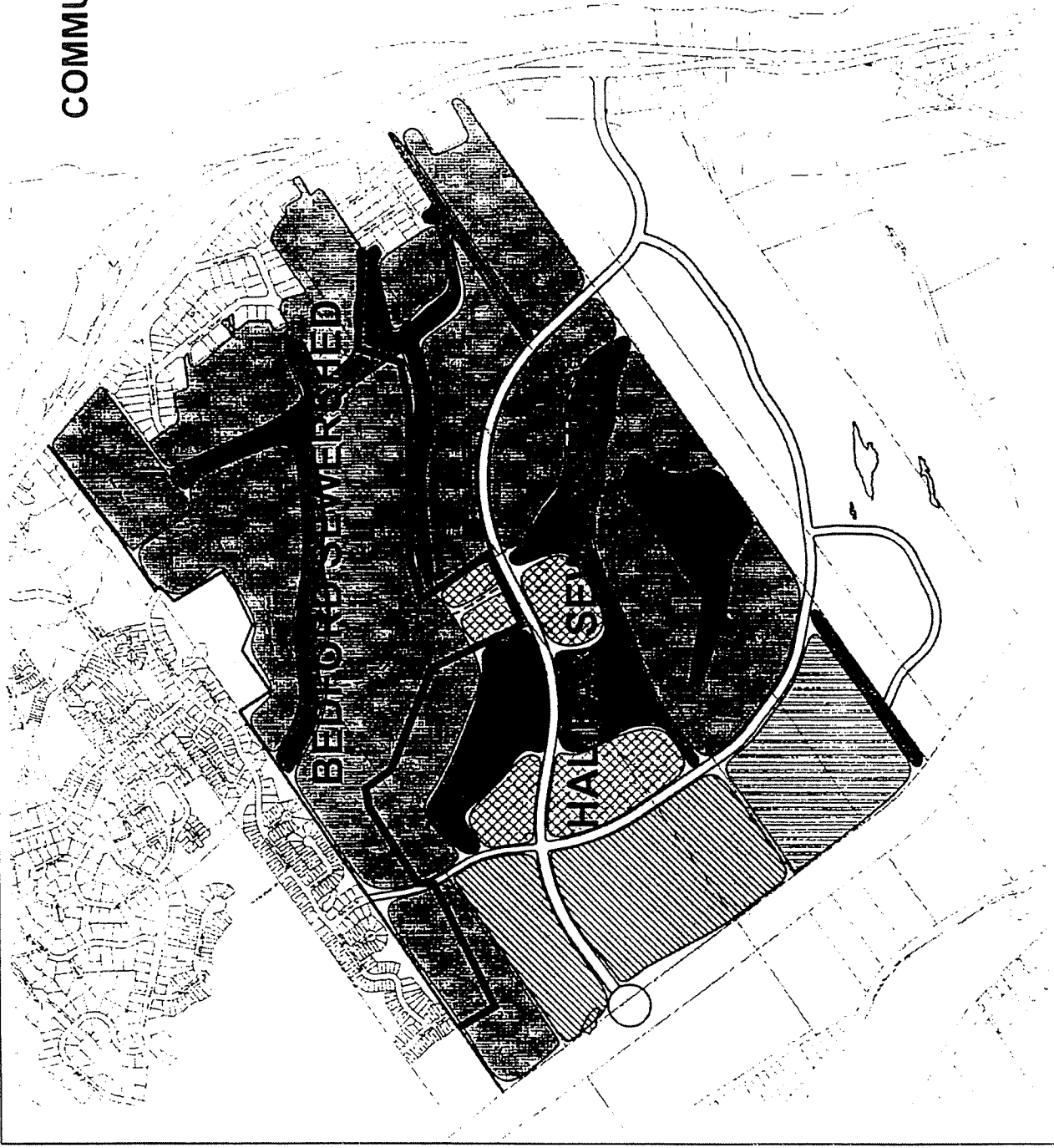


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SCHEDULE IV  
COMMUNITY CONCEPT PLAN  
SEWERSHEDS



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Policy MS-6:

*Approximately 1,000 residential units may be permitted within the master plan area prior to the construction of the proposed interchange. The allocation to each sub area shown on Schedule III shall be as follows:*

*Sub Area "A": 570 units*

*Sub Area "B": 190 units*

*Sub Area "C": 240 units*

Policy MS-7:

*No development agreement shall be approved which would permit building permits to be granted for more than 2,000 housing units within the master plan area and the abutting Royale Hemlocks Subdivision unless:*

- (a) the interchange has been constructed and connected to Larry Uteck Boulevard and Nine Mile Drive at the Crestview Subdivision or the financing for the interchange and roads has been secured, a time frame for implementation agreed upon and the Municipality is satisfied that the additional development approved in the interim would not cause unreasonable strains on the surrounding transportation system ; and*
- (b) the housing units within the master plan area are located within Residential Neighbourhoods A, B or C as shown on Schedule I.*

Policy MS-8:

*When entertaining any development agreement application, consideration shall be given to the transportation improvements recommended by the Prince's Lodge Bedford South Transportation Study or any other transportation study available to the Municipality. A development agreement application shall not be approved where the Municipality determines that the additional traffic expected from the development would cause an unreasonable deterioration in the service level of traffic on the surrounding road network.*

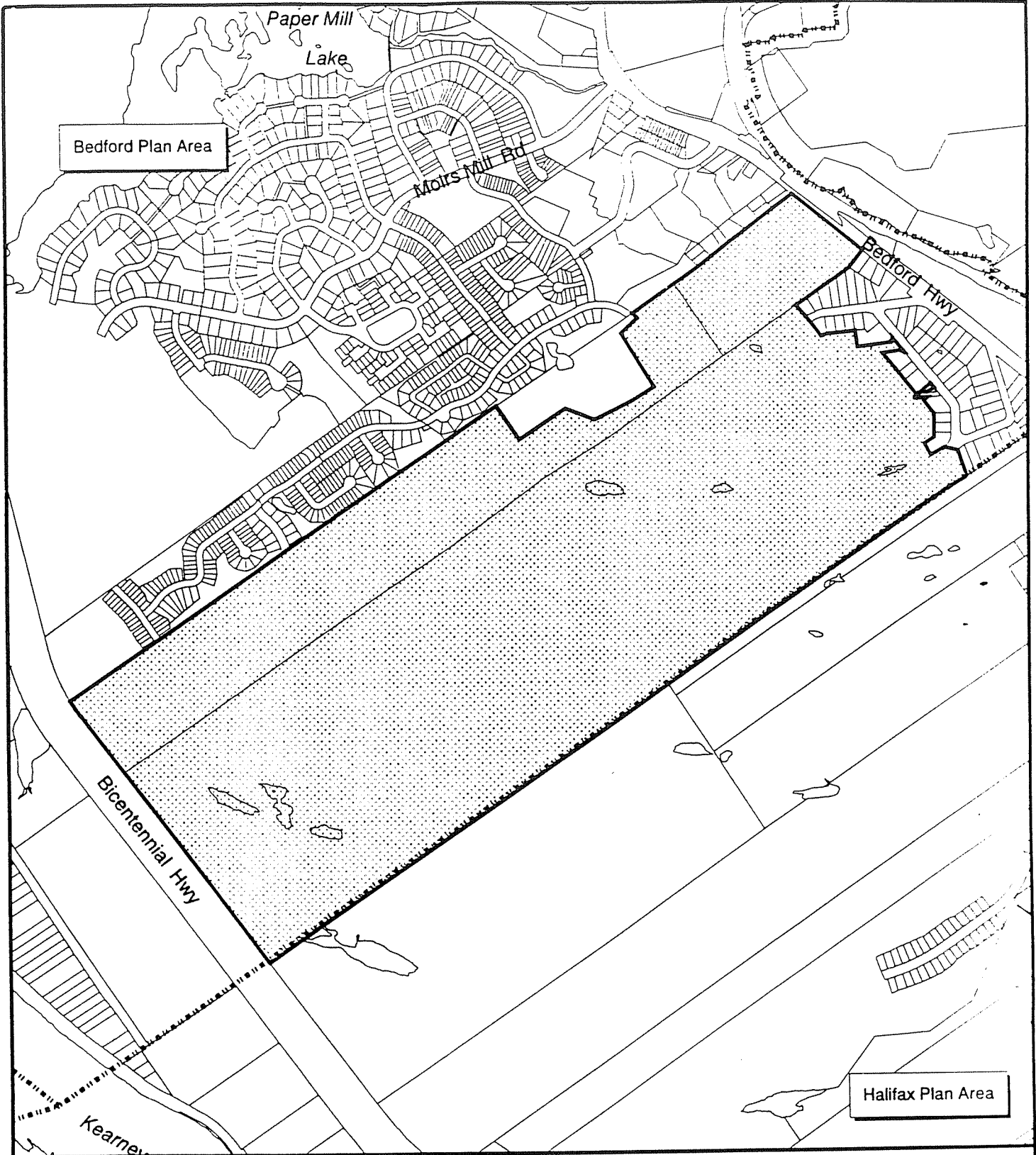
*Policy MS-9:*

*Variations to municipal service system standards may be considered where such variations conform with the principles set forth in the Transportation Association of Canada's "A New Vision for Urban Transportation" or any other guidelines or policies acceptable to the Municipality. Consideration shall be given to the objectives and policies established under this Municipal Planning Strategy, public safety, environmental and lifestyle factors, and capital and operating costs as well as other benefits to the Municipality, such as construction of trail systems on public lands.*


*Policy MS-10:*

*In accordance with the provisions and requirements of the Municipality's Infrastructure Charges Best Practice Guide and Part X of this Municipal Planning Strategy, an infrastructure charge area shall be established under the Subdivision By-law over the area governed by this Secondary Planning Strategy.*





**Schedule II  
Wentworth/Bedford South  
Master Plan Area**

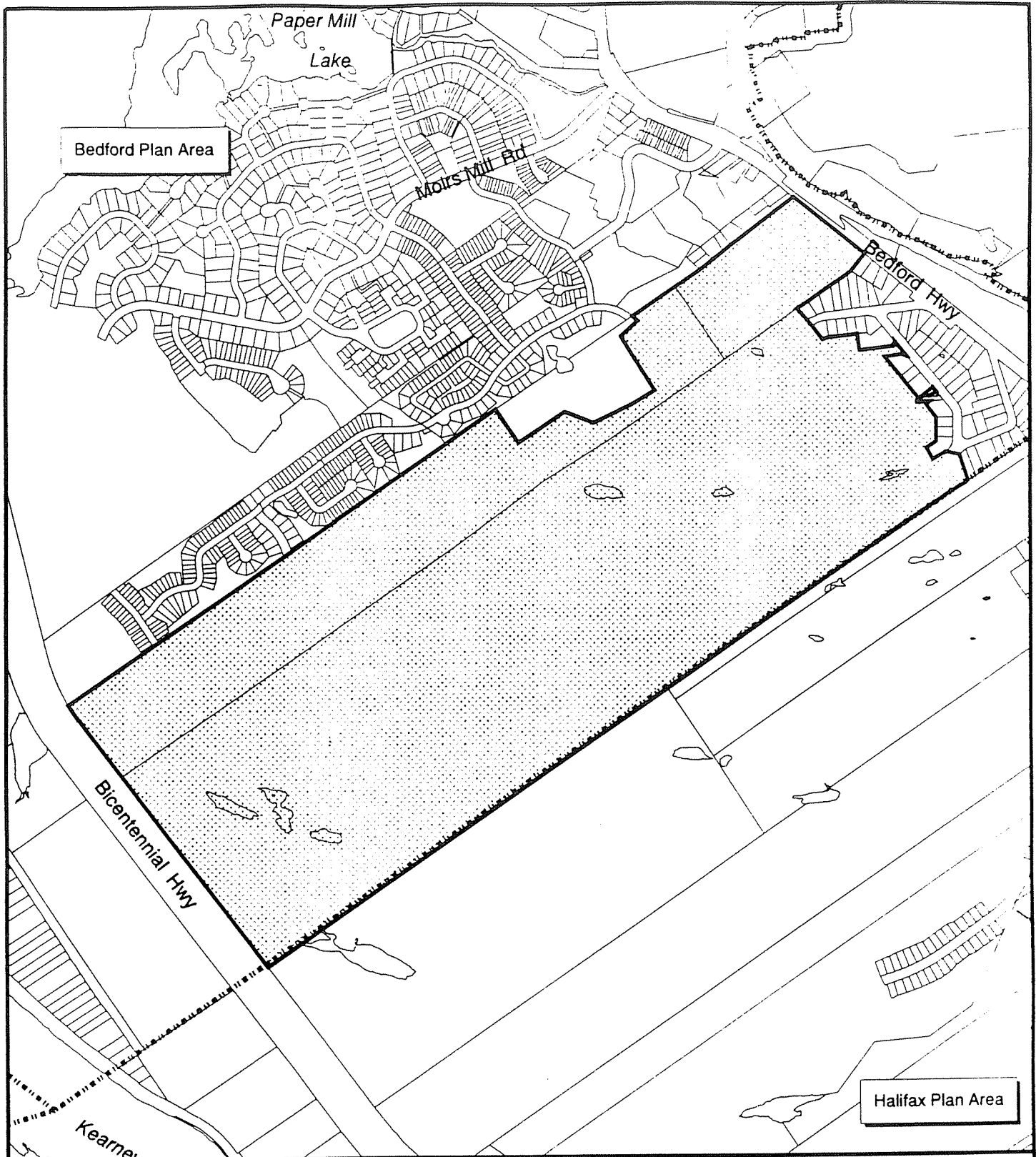
 Lands to be rezoned from RR (Residential Reserve) to BSCDD (Bedford South Comprehensive Development District)

**HALIFAX**  
REGIONAL MUNICIPALITY  
PLANNING AND  
DEVELOPMENT SERVICES

Note:  
HRM does not guarantee the accuracy  
of any representation on this plan.



500 0 500 1000 Feet



Bedford Plan Area

Paper Mill  
Lake

Moirs Mill Rd

Bedford Hwy

Bicornentennial Hwy

Kearney

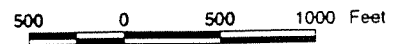
Halifax Plan Area

**Schedule I  
Wentworth/Bedford South  
Master Plan Area**

 Lands to be redesignated from Residential Reserve to Bedford South Secondary Planning Strategy

**HALIFAX**  
REGIONAL MUNICIPALITY  
PLANNING AND  
DEVELOPMENT SERVICES

Note:  
HRM does not guarantee the accuracy  
of any representation on this plan.



**A By-law to Amend the Bedford Land Use By-law**

The Bedford Land Use By-law is hereby amended by:

(a) inserting the following to Section 3.1 under other zones:

BSCDD: Bedford South Comprehensive Development District Zone

(b) inserting the following under Part 4 immediately after clause 3(n):

o) Within the Bedford South Secondary Planning Strategy Designation on the Generalized Future Land Use Map, a development agreement may be considered in accordance with the applicable policies of the Bedford South Secondary Planning Strategy.

(c) inserting the following immediately after Part 25:

**Part 26: Bedford South Comprehensive Development District (BSCDD) Zone**

1) No development permit or subdivision approval granted except in conformity with the provisions of an approved development agreement.

(d) amending Schedule A (Town of Bedford Zoning Map) as illustrated on Schedule II.



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North West Community Council  
March 27, 2002

**TO:** North West Community Council

**SUBMITTED BY:** Gail Harnish  
Gail Harnish, Admin/PAC Coordinator

**DATE:** February 25, 2002

**SUBJECT:** Secondary Planning Strategy for the Community of Wentworth/Bedford South

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**ORIGIN:**

North West Planning Advisory Committee meetings on January 21, February 6, and February 18, 2002

**RECOMMENDATION:**

The North West Planning Advisory Committee recommend approval of the Secondary Planning Strategy dated January, 2002, for the Community of Wentworth/Bedford South with the following changes:

- the word "substantially" is to be deleted from the last sentence in Policy RN-1 (Page 20);
- include a policy to indicate that where not defined in the Secondary Planning Strategy, the Bedford Land Use By-law will take precedence. For instance, lot coverage should not exceed 35%.
- the words "700 housing units" in the second sentence in Policy CCI-2 to be revised to state "either 700 units or five years from the date of adoption of the Secondary Planning Strategy, whichever gives a longer period of time" (Page 24);
- the reference to Policy RN-4 in Policy MUBC-2 is to be revised to refer to Policy RN-3 (Page 26);
- include an objective within the Secondary Planning Strategy to require a tree retention plan to be in place prior to any development on the site (except for surveying of lot lines);
- include a definition to indicate what is considered to be "an unreasonable deterioration of traffic";

- include a clause in Policy MS-7(a) to indicate that the connection at Nine Mile Drive at Crestview Subdivision only be completed when collector road # for the Paper Mill Lake Subdivision is complete;
- where the document refers to 4' side yards and a minimum separation of 8', the 8' is to be revised to 12'.

**DISCUSSION:**

The North West PAC reviewed the draft document over a series of three meetings. A public information meeting was held in Bedford on December 10, 2001. The Committee is satisfied with forwarding the item to the March meeting of North West Community Council on the understanding that the comments from the Bedford Watershed Advisory Board are forwarded for consideration at the same meeting.

The recommendations of the North West PAC will be addressed by staff in a separate report to North West Community Council.

**ATTACHMENT:**

Secondary Planning Strategy for the Community of Wentworth/Bedford South dated January, 2002



North West Community Council  
March 27, 2002

**TO:** North West Community Council

**SUBMITTED BY:** *Don* *Lyman J. Bantel*, Amc  
Don Lowther, Chair Bedford Waters Advisory Committee

**DATE:** March 15, 2002

**SUBJECT:** Secondary Planning Strategy for the Community of Wentworth/Bedford South

**ORIGIN:**

Various Bedford Waters Advisory Committee meetings

**RECOMMENDATION:**

The Bedford Waters Advisory Committee recommends approval of the Secondary Planning Strategy for the Community of Wentworth/Bedford South (dated January, 2002) with the following changes to Environmental Protection Policies:

1. Policy EP-1 to be revised as follows:

- require that a master stormwater management plan be approved for the entire master plan area before any development agreements are entered into.

-delete references to site plan approval and subdivision approvals where no development agreement is required.

-under clause (b), cite examples of critical locations

- require that water quality and quantity objectives be specified as part of master plan

- under clause (f) reference monitoring before construction and reference groundwater quantity and quality objectives

2. Policy EP-2 be revised to read:

No stormwater shall be discharged directly into any natural watercourse without the use of mitigative measures as stipulated in stormwater management plans under municipal and/or provincial guidelines.

3. Policy EP-5 be revised to read:

Development of land on major slope areas in excess of twenty-five (25%) shall be prohibited under any development agreement unless it can be demonstrated that such development would not create any hazard and could better preserve open spaces of environmental value.

4. Policy EP-7 be revised to read:

All development agreements shall conform with all applicable regional policies adopted by the Municipality in support of the solid waste and waste water management program, C & D by-laws and approved water resources policies.

5. Introduce a new policy that would prohibit the Municipality from entering into any development agreement on lands where the trees have been clear cut. Allowance, however, to be made for cutting of trees needed to undertake land surveys.

6. Policy MS-7 - A start and completion date for the interchange on Highway 102 was to be included in the Wentworth/Bedford South Secondary Planning Strategy. The interchange construction to start prior to completion of the first 2,000 units. (BWAC wished this included because of safety/traffic impact on the Bedford Highway.)