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THESE ARE DRAFT AMENDMENTS, ARE SUBJECT TO CHANGE, AND HAVE NO LEGAL STANDING

HALIFAX

MUNICIPAL PLANNING STRATEGY

BEDFORD

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REPRINT OF THE BEDFORD

MUNICIPAL PLANNING STRATEGY

WITH AMENDMENTS TO

May 26, 2025

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MUNICIPAL PLANNING STRATEGY

FOR

BEDFORD

THIS IS TO CERTIFY that this is a true copy of the Municipal Planning Strategy for Bedford which was passed by a majority vote of the former Bedford Town Council on the 26th day of March, 1996, and approved with amendments by the Minister of Municipal Affairs on the 17th day of May, 1996, which includes all amendments thereto which have been adopted by the Halifax Regional Municipality and are in effect as of the 26th day of May, 2025.

GIVEN UNDER THE HAND of the Municipal Clerk and under the seal of Halifax Regional Municipality this _____ day of _____, 20___.

_____
Municipal Clerk

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INTRODUCTION

This Municipal Planning Strategy for the Town of Bedford has been prepared in accordance with the provisions of the Planning Act, Chapter 346, RSNS, 1989 and is consistent with the Halifax-Dartmouth Regional Development Plan Objective 11 (a) and Policy 11 (b).

This Municipal Planning Strategy covers the entire area of land and water contained within the geographical boundaries of the Town of Bedford as described in Order #MB-59-3 Public Utilities Board, dated September 18, 1979.

Notwithstanding the foregoing, the Municipal Planning Strategy does not apply to the lands designated as "Housing Accelerator", as shown on Map 1: Designation Boundaries, of the Suburban Housing Accelerator Secondary Municipal Planning Strategy. (RC-Mar 18/25; EFF Apr 23/25)

The purpose of the Strategy is to provide guidance to Town Council and to inform the residents of Bedford concerning the process of regulating the physical, social, and economic development of the Town and the provision of public services and facilities.

The overall objective of the Strategy is the enhancement of the physical, social and economic well-being of the residents of Bedford through the preservation, creation, and maintenance of an interesting liveable town, developed in an orderly fashion and at a scale and density which preserves and enhances the quality of life.

The remainder of the Strategy is broken down into eleven chapters, which, where appropriate, have individual objectives derived from the overall goal and objective stated above.

Community Participation
To establish and maintain a means for effective communication with residents through the provision of information on community and planning issues in order that they may participate in a meaningful way; to encourage and recognize participation as an important and necessary part of the social, economic and cultural development of the Town; to make provision for and to facilitate public participation in all stages of the planning process.

Heritage
To encourage the conservation, protection, rehabilitation and ongoing use of buildings, streetscapes and areas of historic, architectural or cultural value as important components of the Town's cultural development.

Community Development
To encourage the active participation of Town residents in community groups, clubs, organizations, activities and events; to facilitate community and cultural activities by ensuring that adequate facilities are provided within the Town; to encourage the development of a small town identity fostered by the creation of a mainstreet commercial core along the Bedford Highway where increased volumes of traffic would be discouraged, and by the creation of geographically dispersed neighbourhood cores which would provide commercial, recreational and educational facilities for the immediately surrounding areas.

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Residential
To make provision for a choice of housing types; to make provision for construction of affordable housing; to provide for preservation of the character of existing neighbourhoods in their present form; to permit residential development to occur in areas where the Town can economically provide services; to consider the need for permanent buffers and/or separation distances where residential uses abut incompatible land uses; to encourage the provision of housing for those with special needs; to provide for a mix of housing types in new developments consistent with the trend in starts in Bedford since 1980; to plan for supporting neighbourhood infrastructure such as schools, parkland and commercial facilities; and to encourage development that would be designed to suit the natural terrain and to minimize negative impacts to the natural environment.

Transportation
To provide for an economical, safe, and attractive transportation network which: a) minimizes any detrimental impacts of the movement of vehicles on residential and business areas, b) maximizes accessibility from home to work, services and community facilities, c) provides for public transport, d) encourages the movement of pedestrians and cyclists in the Town, and e) encourages investigation into alternative transportation forms including, but not limited to, rail and water.

Commercial
To encourage the development of business and commercial uses to serve the Town and surrounding areas; to ensure that commercial uses are located and designed to minimize intrusion upon existing residential neighbourhoods; to promote attractive commercial areas within the Town through the regulation of commercial signage, parking, and building design; to foster the development of a pedestrian oriented commercial core to provide the Town with a commercial focus which relates to its heritage and will further the development of a Town identity.

Waterfront Development
To promote the development of Bedford's waterfront project area as an active year-round mixed-use urban waterfront area containing public spaces and activities with residential, commercial, cultural and institutional uses that when developed, emphasize the waterfront project area's location, heritage and environment.

Industrial
To promote industrial development which is appropriately located in relation to the physical environment and other land uses, consistent with the preservation, creation and maintenance of a well-balanced community.

Institutional
To promote the development of adequate institutional facilities to meet the needs of the Town and, where appropriate, to ensure that all such facilities are of high quality, durable, energy efficient, safe and attractive design.

Parks and Recreation
To develop and maintain a parks and recreation system which will provide for the acquisition, development, and management of parks, recreational facilities and recreation programs for the enjoyment of the Town's residents.

Environment

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To encourage a safe, healthy and enjoyable living environment for all residents of the Town by providing, as economically as possible, adequate sewer and water systems within the context of the Halifax-Dartmouth metropolitan region and to encourage only that growth for which the Town can afford to provide these services; to manage and regulate development land use practices in the Town in order to minimize adverse impacts on the natural environment; to manage and enhance both the physical and manmade environments in order to maintain the unique and distinctive character of the Town; to develop a municipal round table on the environment and the economy which has a format similar to those at the provincial and federal levels.

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COMMUNITY PARTICIPATION

The Town of Bedford continues to enjoy a high level of community participation. From the time of the first Ratepayers' Association in 1921 through to the Bedford Service Commission approved in 1953 and now with the Town itself (incorporated in 1980) residents have been active in volunteer organizations. This active interest in community affairs is evidenced in the planning process as well. It is seen in residents' attendance at public hearings and their participation in the numerous civic committees established to help Council make decisions regarding the provision of all Town services -- police, fire protection, recreation, planning, waters advisory, public health.

Within the planning process it is imperative to aid and maintain a high level of community involvement in the decision-making which affects residents. Town Council will continue to provide adequate information to the public on matters which are before Council for decisions. Council has established policies to advertise Council meetings and advisory committee meetings. Council tries to ensure that such meetings are held at regular and consistent times to permit the general public to become familiar with their scheduling and location. Consistent with this, the objective of Council shall be:

COMMUNITY PARTICIPATION OBJECTIVE

> **To establish and maintain a means for effective communication with residents through the provision of information on community and planning issues in order that they may participate in a meaningful way; to encourage and recognize participation as an important and necessary part of the social, economic and cultural development of the Town; to make provision for and to facilitate public participation in all stages of the planning process.**

There are three areas involved with community participation:

l. Communication

This involves not only the receipt of public input into the decision-making process, but also the dissemination of information to interested members of the public to aid them in understanding issues and in having meaningful input. Policies CP-1 to CP-6 relate to the communication of information.

2. Participation In the Planning Process

There are several ways that residents can have effective participation in the planning process:

- Bedford Planning Advisory Committee Meetings (BPAC) are open to the public, and are held regularly, the first Monday of every month. Information about meetings is available at the Bedford Town Office.
- Rezoning and Development Agreement review processes commence by a detailed review of the proposal by staff and the Bedford Planning Advisory Committee, with the final step being a public hearing which is advertised and abutting land owners are notified. The public hearing is held by Town Council. The information meeting is informal and is conducted by Planning staff.
- Public Hearings are advertised and held for any proposed amendment to the Municipal Planning Strategy at which time residents and interested parties may speak to an issue or submit a brief.
- The Municipal Planning Strategy and implementing Land Use By-law are to be reviewed every

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five years in order to reflect changes which take place in the community. The review involves a separate public participation program.

Policies CP-7 to CP-**8 (RC-Jun 20/23;E-Oct 13/23)** identify the actions which Council will take to assist members of the public to participate in the planning process.

3. Town Council and Advisory Committee Meetings

Numerous civic committees have been established to provide advice to Town Council. Present advisory committees include those which advise Council on land use planning, parks and recreation facilities planning, and the management and protection of water bodies within the Town. These advisory committees, like Town Council, hold meetings on a regular basis. Policy CP-10 indicates that Town Council shall maintain existing advisory committees and establish new committees to provide advice on matters as required by Council. The public shall be encouraged to participate in meetings of Town Council as well as those of advisory committees, and guidelines and procedures regarding the participation of the public shall be established. To facilitate participation, information packages which are supplied to the press shall be made available to the public upon request as available (Policy CP-11).

OBJECTIVES AND POLICIES

COMMUNITY PARTICIPATION OBJECTIVE

To establish and maintain a means for effective communication with residents through the provision of information on community and planning issues in order that they may participate in a meaningful way; to encourage and recognize participation as an important and necessary part of the social, economic and cultural development of the Town; to make provision for and to facilitate public participation in all stages of the planning process.

Communication

Policy CP-l:

It shall be the intention of Town Council, through the Town's Chief Administrative Officer, to establish and maintain an effective system of communication in the Town providing for a flow of information to and from the Town's residents.

Policy CP-2:

It shall be the intention of Town Council to encourage public attendance at Town Council and advisory committee meetings by means such as notices in Town-sponsored media and by regular mailings to resident associations.

Policy CP-3:

It shall be the intention of Town Council to make available in a timely manner, through the Library and Town Offices, all approved and up to date minutes from Council and Advisory Committees, and all Town by-laws, regulations, the Municipal Planning Strategy and Land Use By-law, to provide an opportunity for a more informed public.

Policy CP-4:

It shall be the intention of Town Council to hold semi-annual Public Information Meetings to enable residents of the Town to meet with Town Council and staff to exchange information on

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matters of Town business. These meetings shall be advertised three weeks in advance, said notice shall include the time, place, and purpose/agenda of the meeting.

Policy CP-5:

It shall be the intention of Town Council to investigate and put in place effective avenues for the communication of Town matters by such means as community notice boards in convenient locations in the Town and by making use of community cable television and local radio.

Policy CP-6:

It shall be the intention of Town Council to conduct a public meeting before disposing of any Town-owned land in accordance with the provisions of the Town's Act and those related policies of the Town of Bedford.

Participation in the Planning Process

Policy CP-7:

It shall be the intention of Town Council to keep residents of the Town informed about planning matters and how they may have input into the planning process on a regular basis and at all stages of the process.

Policy CP-8:

It shall be the intention of Town Council to encourage the active participation of residents in Town planning and development matters through the Planning Advisory Committee (BPAC) as set out in the Planning Act, through the Bedford Waters Advisory Committee (BWAC) where appropriate, and by placing notices on the community notice boards (Policy CP-5).

Policy CP-9: (Repealed: RC-Jun 20/23;E-Oct 13/23)

Town Council and Advisory Committee Meetings

Policy CP-10:

It shall be the intention of Council to establish and maintain advisory committees to address issues and provide advice to Council on matters including, but not limited to, land use planning, water resource management, transportation planning, and the provision of parks and recreation services.

Policy CP-11:

It shall be the intention of Town Council to encourage and facilitate public participation and input at meetings of Town Council and advisory committees of Council and to establish guidelines and procedures regarding the participation of the public at such meetings. Information packages which are provided to the press shall be made available to the public upon request as available.

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HERITAGE AND COMMUNITY DEVELOPMENT

History

The history of Bedford as a community extends back to the earliest days of British settlement in Nova Scotia. In the fall of 1749, Colonel Edward Cornwallis, Halifax's founder, sent Captain John Gorham and a force of 60 men to build a fort at the head of Torrington Bay (now Bedford Bay). On a hill just above present day Shore Drive, Gorham and his men built a barracks. They surrounded the buildings with a palisade of vertical logs and called it Fort Sackville. It was around the barracks that the community of Bedford developed.

Like many Maritime towns, the late 1700s saw the birth of Bedford's industrial base. Numerous small mills were established along its rivers for the production of lumber, paper, woolens, flour, and chocolate. In fact, the modern process for making paper from wood pulp was discovered at one of Bedford's mills. The presence of several shipyards also made the community a bustling place. With the coming of the railway in 1854, Bedford's business community further expanded.

By the late 1800s Bedford began to emerge as one of Nova Scotia's first resort areas, with several fine hotels overlooking the Bedford Basin. Each summer hundreds of Haligonians came by steamboat and rail to Bedford to relax and enjoy the lively scene. Bedford had much to offer; swimming and boating in the Basin, bowling at the resort hotels, clay-court tennis at the Bedford Basin Boat and Tennis Club, nine hole golf, target practising at the Rifle range, and fishing in the many well-stocked lakes and the Sackville River.

Throughout its history Bedford has been a self-sufficient community with a strong element of public participation. In 1921, the Bedford Ratepayers Association was formed. The association discussed such issues as fire prevention, sidewalks, garbage disposal, street lighting, charity, and access to the Basin. A modest degree of self-government was attained in 1953 when the ratepayers association, the fire commissioners, and the street lighting commissioners amalgamated to form the Bedford Service Commission. The New England style annual meetings held by the Commission gave Bedford residents a voice in community concerns. In the 1970s, the community began to investigate the possibility of becoming a full-fledged town, something which had not happened in Nova Scotia for over 50 years. It was not until a decade later, however, that the determination, dedication, and enthusiasm of the community prevailed and Bedford became a new town on July 1, 1980.

Heritage Conservation

Heritage is an important element in the make up of any community as it contributes to its character or "sense of place". Heritage resources provide a sense of continuity as well as enhance the local environment in terms of aesthetic value, interest, and their educational ability to tell stories about people and events from a community's past.

Bedford's heritage is important to the residents of the Town. In 1980, Bedford Heritage '80, a society devoted to the preservation and understanding of the Bedford community, was formed. The society has a collection of over one thousand photographs of old Bedford and carries out many programs and displays on the heritage of the Town. In 1981, the Town adopted a Heritage Property By-Law and in 1982, established a Heritage Advisory Committee.

Many of the older buildings so important to Bedford's past and history have been demolished and replaced with new structures, or have lost their heritage value as a result of extensive renovation.

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Many of the remaining heritage buildings are in jeopardy of disappearing as redevelopment pressures persist. Concern over the continuing loss of the Town's heritage resources was voiced during the past review of the Municipal Planning Strategy. The general feeling expressed was that the Town's heritage buildings should be protected and preserved.

The following overall objective shall be used as a general guideline in providing direction for the preservation of the Town's heritage:

HERITAGE OBJECTIVE

> **To encourage the conservation, protection, rehabilitation, and ongoing use of buildings, streetscapes, and areas of historic, architectural or cultural value as important components of the Town's cultural development.**

Policies HC-1 to HC-4 address the concern of heritage preservation by providing for the establishment of a heritage program to identify and designate heritage properties under the Town's Heritage Property By-law. Provincial recognition and designation of properties, such as historic Fort Sackville and the site of the Native Petroglyphs on the Barrens, also forms part of this heritage program.

The conservation of heritage buildings can have a positive economic impact on a community. The adaptive re-use of heritage buildings results in a more efficient use of the existing building stock as well as economic spinoffs in terms of the restoration industry. Financial benefits are also realized from heritage properties as a result of improved tourism to an area. This is particularly true in a downtown or "mainstreet area". Many towns in Nova Scotia have witnessed the re-birth of their downtown areas during the past decade. These revitalized downtowns have attracted tourists as well as new businesses because of their attractive environments.

Policies HC-5 and HC-6 indicate that the Town of Bedford shall encourage the development of a mainstreet commercial core to provide a focus for the preservation of the Town's character. Within this area Town Council shall encourage the adaptive re-use of heritage buildings designated under the Town's Heritage Property By-law and encourage the development of new commercial buildings which are compatible in nature and design with the heritage properties.

Of particular importance to the concept of the mainstreet commercial area is the development of a pedestrian orientation to the streetscape. This involves making a commercial core which encourages people to walk about as opposed to commercial strips which are oriented to serve the driving public (see Appendix D). The pedestrian orientation includes limiting the height of buildings to a maximum of two storeys, a "human scale" in architectural terms. As well, buildings are to be situated close to the street to add interest for those walking as well as to create more of a confined space which tends to reduce the speed of vehicular traffic. Parking is to be provided behind, rather than in front of buildings to emphasize serving pedestrians rather than automobiles. Signage and landscaping shall be coordinated to further support the development of a small town streetscape.

As another means of promoting the heritage of Bedford, Town Council adopted a "Street Naming Policy" in 1987. This policy, which is part of the Town's Subdivision By-law, requires that at least 80% of new streets within a development be given a name from the heritage street list. The heritage list was compiled by Bedford Heritage '80 and contains names of persons, events, and places from Bedford's past. Policy HC-7 suggests that the street naming policy continue to be used as a further

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means of preserving Bedford's historic past and that heritage names also be applied to parks within the Town.

COMMUNITY DEVELOPMENT OBJECTIVE

> **To encourage the active participation of Town residents in community groups, clubs, organizations, activities and events; to facilitate community and cultural activities by ensuring that adequate facilities are provided within the Town; to encourage the development of a small town identity fostered by the creation of a mainstreet commercial core along the Bedford Highway where increased volumes of traffic would be discouraged, and by the creation of geographically dispersed neighbourhood cores which would provide commercial, recreational and educational facilities for the immediately surrounding areas.**

Community Development

There are many elements which contribute to the social and cultural development of a community. Schools, libraries, churches, recreation spaces, and community organizations are all important components of any community. They provide opportunities for individuals to interact in a social atmosphere and develop social links and bonds. The participation of residents in community groups, clubs, activities, events, and volunteer organizations is very strong in Bedford and has contributed to the development of a sense of community in the Town.

While the development of community spirit cannot be legislated or enforced, a community can develop in such as way as to be conducive to the active participation of its residents in activities and organizations. Policies HC-8 to HC-12 give recognition to the importance of community groups and organizations in Bedford. These policies encourage the organization of social and cultural activities which will provide opportunities for the active participation of all segments of the population in Town life, and they emphasize the importance of providing adequate facilities for such activities and events to take place.

Community Identity

There are a number of measures which the Town undertakes to foster a sense of community identity. Some relate to physical design elements, such as participating in the Mainstreet Program to beautify and improve the function of the central area of Town as well as introduce design structures such as street lights and signs which are identifiable with Bedford. Policies HC-13 and HC-14 address the desire to work toward creating and maintaining community identity through design elements.

The Town has prepared community directories which contain information on service and volunteer organizations, businesses, and municipal government. As well, the Town assists in the publication of the Blueprint magazine which keeps residents informed of community matters. Policy HC-15 refers to these activities.

OBJECTIVES AND POLICIES

HERITAGE OBJECTIVE

> **To encourage the conservation, protection, rehabilitation and ongoing use of buildings, streetscapes and areas of historic, architectural or cultural value as important components of the Town's cultural development.**

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Heritage Conservation

Policy HC-1:

It shall be the intention of Town Council to establish a heritage program and process with the purpose of identifying and protecting heritage properties in the Town.

Policy HC-2:

It shall be the intention of Town Council to direct the Planning Department, in conjunction with the Heritage Advisory Committee and Heritage 80, to identify properties which have significance to the Town's heritage.

Policy HC-3:

It shall be the intention of Town Council to designate properties identified in Policy HC-2 as "Heritage Properties" under the Town's Heritage Property By-law in co-operation with their owners.

Policy HC-4:

It shall be the intention of Town Council to work towards provincial recognition and protection of properties, such as Fort Sackville and the site of the Native petroglyphs on the Barrens, as sites of historic importance in the Halifax-Dartmouth region.

Mainstreet Commercial Core

Policy HC-5:

It shall be the intention of Town Council to encourage the development of a mainstreet commercial core along that section of the Bedford Highway designated Mainstreet Commercial on the Generalized Future Land Use Map, consistent with Policies C-19 and C-20. Within the mainstreet commercial core, Council shall attempt to develop a pedestrian oriented streetscape through provisions in the Land Use By-Law which relate to the type and size of commercial uses in the area, signage and landscaping, and architectural design (see Appendix D).

Policy HC-6:

It shall be the intention of Town Council to encourage the restoration and adaptive re-use of heritage properties designated under the Town's Heritage Property By-law within the mainstreet commercial core for local or small scale commercial uses ensuring the continuance of the architectural integrity and the character of the structure.

Heritage Street Names

Policy HC-7

It shall be the intention of Town Council to encourage the use of selected heritage names when naming streets and parks in the Town of Bedford. The use of heritage names for new streets shall be consistent with the Street Naming Policy contained within the Subdivision By-law.

COMMUNITY DEVELOPMENT OBJECTIVE

To encourage the active participation of Town residents in community groups, clubs, organizations, activities and events; to facilitate community and cultural activities by ensuring that adequate facilities are provided within the Town; to encourage the development of a small town identity fostered by the creation of a mainstreet commercial core along the Bedford Highway where increased volumes of traffic

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would be discouraged, and by the creation of geographically dispersed neighbourhood cores which would provide commercial, recreational and educational facilities for the immediately surrounding areas.

Community Facilities

Policy HC-8:

It shall be the intention of Town Council to contract with the Halifax County-Bedford District School Board for the use of school facilities (buildings and grounds) for recreational, community, and cultural purposes.

Community Organizations

Policy HC-9:

It shall be the intention of Town Council to recognize the value of service clubs, corporate citizens, volunteers, and humanitarian organizations in the Town and to encourage their active participation in the community.

Policy HC-10:

It shall be the intention of Town Council to request all non-profit organizations to be identified to the Town so that information regarding those organizations can be maintained in a list and given to those who inquire.

Events and Activities

Policy HC-11:

It shall be the intention of Town Council to stimulate as well as assist with the organization of cultural, social, and recreational events and activities in the Town which will provide opportunities for the active participation of all segments of the community.

Policy HC-12:

It shall be the intention of Town Council to encourage artistic performances and the display of artwork and crafts, with a particular emphasis on local talent, in public spaces where they may be appreciated by members of the community.

Community Identity

Policy HC-13

It shall be the intention of Town Council to foster the development of a small town image and identity by encouraging residents to participate in community activities, by bringing attention to historical elements in the Town, and through physical design elements and features such as, but not limited to, the major path and walkway system, the mainstreet commercial core, linkages among residential neighbourhoods, recreational areas and commercial districts, and Range Park as referenced in Policies P-10, P-11, C-19, and C-20.

Policy HC-14

It shall be the intention of Town Council to identify and establish elements of the physical environment which can be used to foster and encourage a community identity, such as the placement of distinctive and unique street name signs and street lighting fixtures along arterial roads.

Policy HC-15

It shall be the intention of Town Council to establish and maintain community and business

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directories containing information on service and volunteer organizations, businesses, industries, Town government and administration, and so forth, to be made available to all residents.

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RESIDENTIAL

Since its incorporation, the Town has continued a high rate of residential growth. While the actual rate has moderated from that experienced in the late 1970's, it has continued higher than the regional average. Given this growth Council must consider the needs not only of current residents of the Town, but also those of others who may wish to move to Bedford in the future. The residential objective recognizes the fact that a variety of housing types will be required to accommodate the needs of present and future residents as well as the fact that these needs will change as residents age and progress through the stages of life.

A variety of housing types is necessary to meet people's changing needs. For households with children, the single and two unit dwellings, townhouses, and some multiple bedroom apartments are suitable. When the children decide to live independently their earnings potential as they start out is likely to be relatively low meaning that they require inexpensive housing such as basement, bachelor or one-bedroom apartments. Apartments and starter-homes (including narrow lot single-unit dwellings, single-units with basement apartments, townhouses, two-unit dwellings) may be appropriate for single-parent households, married couples without children or for those with young children. Frequently these households have not reached peak earnings in their work/careers, yet expenses tend to be high.

The term 'affordability', as referred to in the Residential Objective, is meant to address the circumstances of all these households. It is Town Council's intention to provide for a variety of housing types in different price ranges in order that all these people may obtain accommodation which costs no more than 30% of their gross household income, this being the commonly accepted definition of affordability. Average metropolitan area incomes will be used for calculation of affordability.

Many move to larger versions of these housing types or to single-family homes as they become more financially able. Some residents living in single-unit dwellings may wish to have apartments or self-contained house-keeping units included in their homes to accommodate aging parents or children who are starting to live independently. Older couples and widows/widowers may want to move to condominium or rental projects (such as narrow-lot single units, apartments and townhouses) to avoid maintenance responsibilities and/or to reduce housing expense. Later, special care facilities may be required. These changes in housing needs as individuals and households progress through the stages of life are recognized in the residential objective.

RESIDENTIAL OBJECTIVE

> **To make provision for a choice of housing types; to make provision for construction of affordable housing; to provide for preservation of the character of existing neighbourhoods in their present form; to permit residential development to occur in areas where the Town can economically provide services; to consider the need for permanent buffers and/or separation distances where residential uses abut incompatible land uses; to encourage the provision of housing for those with special needs; to provide for a mix of housing types in new developments consistent with the trend in starts in Bedford since 1980; to plan for provision of supporting neighbourhood infrastructure such as schools, parkland and commercial facilities; and, to encourage development that would be designed to suit the natural terrain**

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minimizing negative impacts to the natural environment.

As of December 1995 the total number of dwelling units is 5128. Table 1 indicates growth by type of dwelling units from 1981 to 1995. The Table shows that the single-family dwelling unit continues to be the main housing type in the Town.

TABLE l
DWELLING UNITS BY TYPE

TYPE	1981	%	STARTS 1981-91	%	1991	%	1995	%
Single Unit Detached	1,452	62.1	1,112	57.6	2,564	60.1	2,974	57.9
Two Unit Attached	220	9.4	364	18.8	584	13.7	712	13.8
Townhouse	56	2.4	22	1.1	78	1.8	170	3.3
Mobile Home	13	0.1	0	-	13	-	13	-
Apartments	596	25.5	434	22.5	1,030	24.1	1,259	24.5
TOTAL	2,337		1,932		4,269		5,128	

Source: Bedford Planning and Development Control Department

Issues

There are a number of items to be considered regarding future residential development in the Town. Among these are the determination of: (1) where new residential development shall occur; (2) ensuring that there is a housing mix; (3) provision of adequate school facilities; (4) assisting residents who have special housing needs; and, (5) encouraging developers to avoid unnecessary alteration of the terrain and vegetation. These and other items are discussed below.

1) Location of New Development

The Town's first plan established the Residential Development Boundary to direct new growth to the portion of the Town which could most feasibly be provided municipal services. Properties outside this Residential Development Boundary may also be developed, but the range of possible uses and the intensity of development are more limited than for properties within the Boundary. The Town is able to place controls on development through the provisions of the Municipal Planning Strategy and the various By-Laws enacted by Council. Policy R-1 states Council's intention to continue to maintain a Residential Development Boundary approach.

Much of the land identified for infilling in the 1982 MPS has been developed with new subdivisions such as Ridgevale, Oakridge, Bedford Hills, Basinview and Admiral's Cove. In order to ensure that there is adequate land within the development boundary to accommodate growth and to ensure that there is competition in the supply of serviced land, it may be necessary to include more area within the primary development boundary. Policy R-2 states the criteria for considering expansion of the boundary. Policy R-2A recommends the immediate commitment of a study to determine where future residential growth should occur in the Town and in which direction the Residential Development Boundary should be expanded when it is deemed necessary. Policy R-3 recognizes the major investment by the senior levels of government in acquiring the Jack Lake Land Assembly and in undertaking an environmental impact assessment. The Jack Lake Land Assembly is one of the areas which Council may consider for inclusion within an expanded Residential Development Boundary.

2) Housing Mix

With regard to an appropriate housing mix within the Town, Council acknowledges the fact that the single detached housing unit is the predominant housing form and that residents wish this to continue in the future. This is an integral part of people's perception of the Town as a small community with a low density residential character. Policy R-4 establishes a Residential designation on the Generalized Future Land Use Map while Policy R-5 provides for a variety of residential zones in the Land Use By-law which will permit a mix of residential uses within the Town.

Another residential land use designation is established in Policy R-6, this being the "Residential Reserve". The creation of the Residential Reserve Zone (RR) to regulate land uses in areas with this designation is provided for in Policy R-7. Council seeks to discourage dense residential development in areas zoned RR until such time as full municipal services can be provided to permit efficient land development and provision of soft services.

Residents have also expressed concern about maintaining neighbourhood stability. Policy R-8 explains how it is the intention of Town Council to maintain neighbourhood stability with regard to rezoning and development agreement applications in established neighbourhoods. These established neighbourhoods are those which are currently developed with housing and which are designated "Residential" and "Residential Reserve" on the Generalized Future Land Use Map.

While single-unit dwellings are the predominant housing form, Council must consider other housing types to ensure that there will be housing which is appropriate to the changing needs of present and future residents. In addition to low density single-unit and two-unit housing there are needs for medium density townhouse and apartment developments. While Town Council recognizes that care must be taken to avoid too great concentrations of multiple-unit buildings in any one area, there are needs for medium density developments. A number of factors contribute to these needs.

Home-ownership of single-detached units has become increasingly more difficult for the low, moderate and middle income earners. Many households prefer multiple-unit dwellings as a matter of choice in that these units best suit their lifestyle. For others, multiple-unit dwellings are appropriate to their stage in the life cycle, be they childless singles, couples, households with children, or households where the children have left home. Council will provide for this variety of housing in the Residential Comprehensive Development Districts.

Residential Comprehensive Development Districts

In order to maintain control on the housing mix in newly developing areas, three major undeveloped portions of the Town which are within the Residential Development Boundary are designated as "Residential Comprehensive Development Districts" on the Generalized Future Land Use Map as set out in Policy R-9. One area designated Residential Comprehensive Development District is the undeveloped land around Paper Mill Lake. Another is the area between the Bicentennial Highway and Union Street. This is the area where the Micmac petroglyphs are located. The third area includes 68 acres of land south of Nelson's Landing belonging to Crestview Properties Limited.

The Residential Comprehensive Development District designation requires developers to enter into negotiated development agreements with Council for areas which are zoned Residential Comprehensive Development District (RCDD) Zone as per Policy R-10. Within the Residential Comprehensive Development District Zone the following uses may be permitted:

a) Single Detached Dwellings;
b) Two-Unit Dwellings;

c) Townhouse Dwellings;
d) Multi-Unit Dwellings;
e) Mobile Homes;
f) Neighbourhood convenience stores;
g) Neighbourhood commercial uses;
h) Institutional uses;
i) Parks and recreational uses;
j) Uses accessory to any of the forgoing uses; and
k) **Shared Housing Uses. (RC-Aug 9/22;E Sep 15/22)**

Introduction of Residential Comprehensive Development Districts is meant to permit Town Council to:

a) encourage an environmentally sensitive design which recognizes the site's unique features including existing vegetation, topography, and physical characteristics;
b) consider innovative housing forms such as cluster housing which may be proposed as a means to limit the extent of site disturbance for construction of housing or as a means to reduce servicing costs;
c) consider the relationship with adjoining or proposed uses and whether such items as buffers and/or screens may be required;
d) allow flexibility in street and servicing standards appropriate to the levels of service required for the developments;
e) make provision for new forms of subdivision, housing, and house siting;
f) negotiate regarding provision of additional open space and parkland; and
g) negotiate the phasing of a development as deemed appropriate.

The maximum density of development within RCDD's is specified in Policy R-11. What is to be implemented with this Strategy is a system to encourage the provision of such things as more open space, preservation of unique views, preservation of existing vegetation and the retention of natural features. In order to develop at densities between 1 and 4 dwelling units per gross acre, it will be necessary for developers to enter into a development agreement with the municipality. To be permitted development within this density range the developer must provide common open space to accomplish such things as preserving existing vegetation or retaining site features. Common open space may be provided in the form of additional public parkland or as communally owned and maintained open space such as the common green which has been provided within the Bedford Village adult lifestyle project.

In order to provide for a mix of residential units and to develop at a higher density of up to 6 units per gross acre a developer must again enter a development agreement. In addition to providing common open space, there must be use of the cluster concept. The cluster concept involves the use of lots smaller than what is permitted by the Land Use By-law provided the land area saved is to be provided for permanent common use.

Policy R-12A and R-12B establish the importance of site design standards for RCDD developments by setting out architectural design guidelines and non-site disturbance/landscaping requirements. Policy R-12C acknowledges the importance of streetscapes and their impact on the aesthetics of an RCDD neighbourhood. These site design standards and streetscape standards shall be just as important in influencing RCDD projects as Policy R-11 which discusses the maximum gross density of a project. The public participation committee may wish to consult with a qualified arborist or

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landscaper to help accomplish these objectives. Policy R-13 permits Council to consider mobile homes as a permitted use within the RCDD. The policy specifies evaluation criteria for considering inclusion of mobile homes within an RCDD project. Policy R-14 relates to all the RCDD areas where there is a desire to involve interested parties in negotiations for development agreements prior to the public hearings. As well, for the Barrens area RCDD, there is mention of the desire to preserve the authenticated aboriginal petroglyphs within public parkland. Policy R-15 indicates that the recommendations forthcoming from the Petroglyphs Advisory Committee will be considered as part of the public consultation process identified in Policy R-14.

In addition, a proposed development in a Residential Comprehensive Development District shall be evaluated with regard to compatibility of the proposed use with: adjacent uses; the scheduling of development; provision for public land dedication; vehicular and pedestrian circulation systems; protection afforded to any environmentally sensitive areas; location and capacity of schools and other community facilities; and servicing provisions. Policy R-16 details the evaluation criteria for consideration prior to entering into a development agreement.

Included in these criteria as points #10 and #11 are evaluation criteria for consideration of multiple-unit residential projects within RCDD areas. While recognizing the need to permit development of multiple-unit housing, Council also wishes to maintain a small town character. Point #10 supports this desire by preventing concentrations of multiple-unit buildings, buildings which are typically much larger than single-unit dwellings. Given the need for multiple-family units, there are several factors which must be considered in assessing the impact of additional multiple-unit development. These factors are identified in Point #11, and include:

a) Location - Generally it is preferable to locate multiple-unit projects next to or in close proximity to the collector or arterial roads and not on internal local streets. From a traffic movement perspective this will enable the street system to work most efficiently. Multiple-unit buildings are proposed within the Waterfront Development project subject to the Waterfront Policies identified in the Waterfront Chapter of this document.

   Consideration must also be given to the type of multiple-unit buildings to be constructed. Multiple-unit buildings with two or more bedroom units will likely include families as occupants. Locating the multiple-unit buildings near existing or proposed schools and recreational facilities would ensure that these facilities are near the greatest concentration of residents.

b) Density - The density of multiple-unit residential development is one of the key elements in determining whether a proposal is viable to the developer and acceptable to the neighbours. Townhouse development has been limited to 15 units per net acre. Apartment development is of a medium density limited to 30 units per net acre. These densities will apply in the future in order to maintain the character of the community.

c) On-Site Amenities - Because multiple-unit developments tend to place significantly more people on an area of land as compared to single dwelling unit development, there is a need for open space or amenity areas within the apartment development itself. Therefore the Land Use Bylaw will include provisions for multiple-unit projects to include usable on-site amenity areas to be provided by the developer.

d) Compatibility With Adjacent Uses - Special consideration is needed where multiple-unit buildings abut lower density development. The bulk and scale of the buildings and extent of parking areas associated with multiple-unit developments may require provision of buffers or separation distances to separate them from lower density types of housing. Therefore,

provisions are made in the Land Use By-law, and consideration will be given in negotiating development agreements, to include elements such as landscaping, buffers and setbacks to improve the compatibility of multiple-unit development.

3) Education Services

Planning for education services is the responsibility of the Halifax County-Bedford District School Board. The Town cooperates with the School Board by advising them of development activities within the Town. The Board examines existing enrolments at the schools and projects future enrolments based upon the progression of the current students through the system and the anticipated additional enrolment from families moving into town. The School Board's experience has shown that single-unit developments have the greatest impact on the school system in generating new enrolment, typically 0.6 elementary students per unit. Development of two-unit housing and townhouses typically has less impact at 0.3 elementary students per unit. Apartment developments for one and two bedroom units have had negligible impact on school enrolments, (ie. 1.2 per apartment units) these units being seldom occupied by families. Larger apartments with three or more bedrooms may be occupied by families and would have an impact similar to townhouses on the school system.

The Town also cooperates with the School Board by coordinating with them the acquisition of school sites in newly developing areas when the need is determined. Actual construction of new school facilities is the responsibility of the Province in accordance with its policies.

Residents have expressed concerns about the adequacy of the present school facilities. Some elementary school children are unable to attend the school nearest their home and instead must be bussed to a more distant school. Some elementary schools are without facilities such as gyms or music rooms. Portable classrooms are required for the senior elementary school. Classroom sizes have increased and the School Board projects continued increases in enrolment as a result of developments which have recently been approved and others which are proposed. The provision of education services is an essential support to the community. The need for adequate school facilities is addressed in Policy R-16 #12.

Policy R-17 is concerned with the eventual discharging of development agreements once developments have been completed.

4) Special Housing Needs

There are segments of the population who require special consideration to ensure that their housing needs are satisfied. Among these are senior citizens, those on fixed incomes, single-parents, low income families and the disabled. The needs of these residents are addressed in Policies 18 through 21.

a) Seniors Residential Complexes - Although most senior citizens in Bedford live in their own dwelling or live with relatives, it is anticipated that the demand for multiple residential for seniors will increase. Council should consider various objectives with respect to the development of seniors residential facilities in Bedford. Council should consider conducting research on the concept of daycare facilities for seniors. Research by CMHC has identified a number of planning, site and building factors relative to multiple residential complexes for seniors. Their integration within established communities and close proximity to amenities, services and public transportation should be priority criteria. The provision of various

programs and services within any complex should also be encouraged, where appropriate, to help achieve a good quality of life for the residents. Some examples may be day-care, homemaker services, personal and/or medical care services, meal programs, physiotherapy and activity programs. The achievement of a community orientation, i.e. encouragement of social interaction between residents and others from the community, is a very important objective. To help ensure that the venture is successful in all respects is important to both the Town and residents. Increasingly, these facilities will be provided by the private sector and **some** development guidance should be provided through provisions in the MPS. The criteria in **Policies R-19B and R19C (RC-Aug 9/22;E Sep 15/22**) apply to the traditional form of seniors residential complexes which are generally viewed as institutional uses and are not applicable to housing forms that are targeted at certain market groups (i.e. empty nesters and adult lifestyle) which do not require these special design features.

b) Fixed Incomes and Low Incomes - Households in this category live in every community. Their housing needs are of particular importance because they are the least able to cope with the cost of private sector housing. Responsibility to assist these households rests primarily with the senior levels of government. The Town has joined in a special housing project in cooperation with the Province to provide affordable family housing.

The Town can help to ensure that the housing needs of these residents are met through policies which support provision of a variety of housing types and sizes of unit. Provision of a mix of housing will assist these households to find appropriate shelter.

c) Physically Disabled Residents - Through adoption and enforcement of the Building By-Law the Town ensures that new developments are consistent with the policies of the National Building Code with regard to designs which are accessible to the physically disabled.

Residents' housing needs vary over time. Policy R-18 recognizes that housing with special design features may be required for the elderly or for people with physical or mental disabilities. It also recognizes the fact that some households may require financial assistance which may or may not be tied to particular housing units. Policies R-19 and R-20 relate specifically to the needs of elderly residents regarding financial assistance and assistance such as Home Care programs which enable older people to continue to live in their current housing rather than move to nursing homes or other types of housing. The intention of Council to work with other agencies and with service clubs to provide affordable housing is indicated in Policy R-21.

5) Appropriate Development Practices

Concerns have been expressed about the extensive site clearing and grade alterations which have occurred in the development of large subdivisions. While the Town may have limited control through the provisions of the Grade Alteration by-law, there is a desire to promote environmentally sensitive designs which will be both more economic for development as well as being more aesthetically pleasing. By introducing residential comprehensive development districts it is hoped that the Town will have more opportunity to provide input on proposed designs and to suggest alternatives which may reduce the impact of the proposed developments.

Other Aspects Of Residential Development

Home Occupations

In Bedford there are many examples of home occupations where residents engage in handicrafts and small business enterprises within their homes. The concern about such activity is one of ensuring that the character of the dwelling and the neighbourhood are preserved. The business use of the dwelling is to be clearly secondary to its use as a home. As well, no nuisance is to be created for the

neighbours. Residents in Bedford will be allowed to engage in home occupations subject to the stipulations outlined in Policy R-22. To monitor home occupations, Council shall require a development permit for home occupations.

Daycare Facilities
Daycare operations for up to 14 children are to be permitted within dwelling units in all residential areas. This is considered a desirable and suitable location for such facilities. The size limitations for the facilities are meant to ensure compatibility with adjacent uses. Policy R-23 addresses daycare facilities in residential areas. Larger daycare facilities are permitted in commercial areas.

Residential Setbacks
Policy R-24 states that owners and builders are to be encouraged to vary the setbacks of adjacent buildings in order to provide more interesting streetscapes.

Regulations to Preserve Residential Character
Town Council, through provisions in the Land Use By-law, will work to maintain the low density residential character of the Town. Policy R-26 identifies items which will be regulated, including the number of boarders or lodgers and the parking of commercial vehicles in residential areas.

Efficient Use of Land
Policy R-27 explains Council's intention to consider applications to infill within existing residential areas in order that municipal infrastructure may be used more efficiently. Provisions will be included within the Land Use By-law to permit subdivision of wider existing lots to permit infilling provided there is not a non-conforming land use. Policy R-28 permits infill development on existing lots which do not meet the requirement of having frontage on a street, but which do have access via an easement or other instrument to a public street.

OBJECTIVES AND POLICIES

RESIDENTIAL OBJECTIVE

> **To make provision for a choice of housing types; to make provision for construction of affordable housing; to provide for preservation of the character of existing neighbourhoods in their present form; to permit residential development to occur in areas where the Town can economically provide services; to consider the need for permanent buffers and/or separation distances where residential uses abut incompatible land uses; to encourage the provision of housing for those with special needs; to provide for a mix of housing types in new developments consistent with the trend in starts in Bedford since 1980; to plan for supporting neighbourhood infrastructure such as schools, parkland and commercial facilities; and to encourage development that would be designed to suit the natural terrain and to minimize negative impacts to the natural environment.**

Policy R-1

> It shall be the intention of Town Council to maintain a Residential Development Boundary (RDB) and direct future growth to the area within the RDB, while limiting growth in the reserve area outside the RDB. The location of the Residential Development Boundary shall be as shown on the Generalized Future Land Use Map.

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Policy R-2:

Before approving a strategy amendment to change the location of the Residential Development Boundary, Town Council shall give consideration to:

1) requirements and capabilities to provide hard and soft services, such as water and sewer, schools, fire and police protection;
2) population and housing forecasts so as to avoid shortages of serviced land and resulting inflated land costs;
3) remaining supply of residential land in relation to the anticipated rate of its consumption;
4) adequacy of existing or proposed community and recreational facilities;
5) the financial impact upon the Town in terms of capital and operating costs;
6) any environmental impacts that may occur due to the increase of permitted development activity; and,
7) adequacy of existing and proposed access routes;
8) all other applicable policies.

Policy R-2A:

It shall be the intention of Town Council to immediately commence a study to determine where future residential growth should occur in the Town and in which direction the residential development boundary should be expanded when it is deemed necessary. The criteria in Policy R-2 shall be addressed in the study.

Policy R-3:

The Town of Bedford recognizes the existence of the Jack Lake Land Assembly and its suitability for future residential development, as substantiated in studies undertaken by the Nova Scotia Department of Housing *and Consumer Affairs*. It shall be the intention of Town Council to consider this parcel of land known as the Jack Lake Land Assembly for inclusion within the Residential Development Boundary if and when a strategy amendment to expand the Boundary is contemplated. As part of this exercise, the Town shall request the Nova Scotia Department of Housing and Consumer Affairs to update the socio-economic analysis and master plan prepared in 1986 for Jack Lake.

Policy R-4:

It shall be the intention of Town Council to establish a "Residential" designation on the Generalized Future Land Use Map. The Residential designation shall permit the full range of residential uses as well as park uses and **shared housing uses with up to 10 bedrooms (RC-Aug 9/22;E Sep 15/22).** Institutional uses and utilities may be permitted by rezoning. **Shared housing uses with more than 10 bedrooms (RC-Aug 9/22;E Sep 15/22)** may be permitted by development agreement.

Policy R-5:

It shall be the intention of Town Council to establish the following zones within the residential designation:

- Residential Single Unit Zone (RSU) which permits single detached dwellings and existing two unit dwellings
- Residential Two Unit Zone (RTU) which permits single detached and two unit dwellings be they linked homes, semi-detached dwellings, duplex dwellings, or single detached with basement apartment
- Residential Townhouse Zone (RTH) which permits townhouses

- **Cushing Hill Residential Zone (CHR) which permits single detached dwellings, two-unit dwellings, semi-detached and townhouses on shared or individual lots. (RC-Dec 10/19;E-Feb15/20)**
- Residential Multiple Dwelling Unit Zone (RMU) which permits multiple-unit buildings

These zones shall apply in the existing neighbourhoods which are identified by the Residential designation on the Generalized Future Land Use Map. Neighbourhood parks and **shared housing uses (RC-Aug 9/22;E Sep 15/22) with (RC-Aug 22/23;E-Sep 28/23)** up to 10 **bedrooms (RC-Aug 22/23;E-Sep 28/23)** will also be permitted in these zones.

Policy R-6:

It shall be the intention of Town Council to establish a "Residential Reserve" designation on the Generalized Future Land Use Map. The Residential Reserve designation will be applied to the residential areas outside the Residential Development Boundary which are to be serviced with on-site services. Residential development in these areas shall be limited until such time as full services can be provided to permit efficient land servicing and provision of services to these areas. A reduction of lot size and frontage requirements will be permitted for those unserviced lots upon which there is an existing dwelling at the time of approval of this Strategy. Such lots shall have a minimum area of one acre and a minimum frontage of 120 feet on an existing street. **In addition, the lot at 700 Kearney Lake Road (PID 40648370) may be developed under regulations similar to unserviced lots with an existing dwelling. (RC-Apr 24/01;E-May 25/01)**

Policy R-7:

It shall be the intention of Town Council to establish a Residential Reserve Zone (RR) which shall permit single unit residences on large lots, **shared housing uses with up to 10 bedrooms (RC-Aug 9/22;E Sep 15/22),** and local parks.

Policy R-8:

It shall be the intention of Town Council to promote neighbourhood stability within established residential areas which are zoned for a residential use on the Zoning Map. Established residential areas are those which are designated "Residential" and "Residential Reserve" on the Generalized Future Land Use Map. A plan amendment shall be required in order for Town Council to consider rezoning or development agreement applications which would seek to increase the number of dwelling units or alter the land uses. Notwithstanding the foregoing, Town Council may consider applications for a development agreement to permit the inclusion of an apartment unit within a single-unit dwelling in the RSU Zone or other housing options as identified in Policies R-18 and 19. Apartment units added within single unit dwellings shall not exceed 700 sq. ft. in area and detached garden flats shall not exceed 700 sq.ft. in area.

Policy R-8A: (RC-Dec 10/19;E-Feb 15/20)

It shall be the intention of Town Council to establish the Cushing Hill Residential Zone (CHR) at the north end of the former Cushing Hill Commercial Comprehensive Development District. These lands are adjacent existing residential development and are suitable for single detached dwellings, two-unit dwellings, semi-detached dwellings and townhouse dwellings on shared or individual lots. Limited controls on the exterior appearance of structures shall be enabled for the CHR Zone.

Policy R-9:

It shall be the intention of Town Council to establish Residential Comprehensive Development Districts (RCDD) within the Residential Development Boundary where the predominant housing form of each residential district shall be the single-unit detached dwelling unit. These residential districts are shown on the Generalized Future Land Use Map. Council shall enter a development agreement to control the development within the area identified as RCDD. Permitted uses within RCDDs shall include, but not be limited to, single detached dwelling units, two unit attached dwellings, townhouses, multiple unit dwellings, mobile home, **shared housing uses (RC-Aug 9/22;E Sep 15/22)**, neighbourhood convenience stores, neighbourhood commercial uses, institutional uses, parks and recreational uses. Three RCDD areas have been identified: a) the remaining lands of Bedford Village Properties near Paper Mill Lake; b) the area between Union Street and the Bicentennial Highway; and, c) 68 acres of land south of Nelson's Landing belonging to Crestview Properties Limited.

Policy R-10:

It shall be the intention of Town Council to establish a Residential Comprehensive Development District (RCDD) Zone within the Land Use Bylaw to permit Council to: a) ensure that a comprehensive plan is prepared; b) encourage environmentally sensitive design through review and negotiations on development agreement applications; c) consider approving innovative housing forms; d) permit flexibility and economies in street and servicing standards; e) consider the need for buffering and/or separation distances; f) consider innovative subdivision designs and house siting arrangements; g) permit negotiation regarding provision of open space; h) negotiate the phasing of development; i) encourage the use of cost effective construction technology; and, j) encourage the provision of a mix of housing types.

Policy R-11:

It shall be the intention of Town Council to limit the density of residential development within an RCDD to a maximum of 6 units per gross acre. In order to develop an RCDD at a density between 1 and 4 units per gross acre it will be necessary for Town Council to enter into a development agreement. Only single-unit dwellings will be permitted in this density range and in order for Town Council to consider this increased density the proponent must indicate methods whereby common open space (parcels which are available for use by project residents or the general public) is to be provided for such purposes as protection of existing vegetation, retention of natural features, and/or incorporation into the parks system. Development up to a maximum of 6 units per gross acre must proceed on the basis of a mix of uses. However, at least 60% of all housing shall be single unit dwellings. *Such proposals* may be considered by development agreement provided additional common open space is provided and the cluster/open space site design approach is utilized. When entering development agreements Town Council may consider reductions of up to 50% for frontage, side yard and lot area requirements as specified in the Land Use By-law for the type of housing being considered. A design manual is to be prepared to provide further elaboration on the cluster housing concept. Representation of the range of residential uses shall be provided in each neighbourhood area. Each street may have the same type of uses, however on a neighbourhood scale, a range of uses shall be required to provide a variety of housing in each neighbourhood area.

These densities shall be based on gross area calculations which include the land area consumed by residential uses, parkland, local, collector, and arterial streets, institutional and neighbourhood commercial uses, and environmentally sensitive sites. In the case of Papermill Lake RCDD, the gross area calculations shall exclude all that land under water in this lake as it exists on December 2, 1989.

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Policy R-12:

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Policy R-12A:

It shall be the intention of Town Council to require architectural design standards for RCDD projects. These standards are intended to achieve architectural variation in neighbourhoods by limiting design repetition and encouraging varying facial designs. Small multiple unit buildings shall be designed so they appear more like large single unit buildings. Large multiple unit buildings shall have bends and jogs rather than flat facades and shall be limited to a maximum of 36 units per building and three storeys in height unless site conditions justify a taller building by minimizing site disturbance, maximizing tree retention and screening from the street. In the architectural design of all buildings in RCDD projects. Consideration shall be given to the following techniques: roof slopes with 6:12 pitch or greater; door and window trim and detailing; exterior materials of brick, masonry, clapboard or wood; exterior colours of earth and natural tones with complementary coloured trim; use of side doors on semi detached and townhouse units; garage entrances on the side rather than the front of homes; garage entrances be set back from the front facade to minimize its impact on the streetscape; decorative front facade details such as brick, shutters, awnings; utility wires, installation of underground electrical secondary services and electrical meters attached to side or back of homes. Specific architectural guidelines shall be included in development agreements. For multiple unit buildings and commercial buildings consideration shall be given to the site's location and visibility within the Town, in establishing building size and design.

Policy R-12B:

It shall be the intention of Town Council to identify non-site disturbance areas and to require landscaping for RCDD projects. Non- site disturbance areas are intended to preserve natural open space and to provide neighbourhoods with a natural or "green" environment. Landscaping requirements are intended to provide buffers between buildings, buffers between buildings and streets, and provide a visual break in parking lots. Non-site disturbance areas shall be determined by designing buildings that fit the site and utilizing construction practices that minimize site disturbance and maximize tree retention. Horticultural practices shall be utilized to maintain the health of vegetation within non-site disturbance areas and landscaped areas, such as: covering of exposed roots with adequate soil and mulch; protecting specimen trees with barriers to prevent damage from machinery; slope stabilization; planting of trees that comply the CNTA Canadian Standards for Nursery Stock etc. Consideration of storm water drainage patterns shall be considered when identifying non-site disturbance areas and landscaped areas. The "no net loss" approach shall be used for non-site disturbance areas ie: any removal or damage to a non-site disturbance area during or after construction shall be replaced via landscaping somewhere on the site so there is no net loss to the vegetated portion of the site.

Policy R-12C:

It shall be the intention of Town Council to require streetscape design standards for RCDD projects. These standards are intended to achieve an attractive streetscape upon completion of the project. In designing the streetscapes, parking for small lots shall be provided in the side yards except where a garage is provided in the front yard. In addition, for all streetscapes, consideration shall be given to: varied front yard setbacks; street patterns that utilize curves, bends and change in grades; street standards that reflect the function of the street; parking in

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side yards; landscaping to screen parking lots from the street for large buildings ie: multiple unit, commercial, townhouses; driveway locations for multiple unit projects considered in terms of the view from the street and to buffer these in order to minimize the impact of the parking lot and building on the streetscape; provision of street trees for both public and privately owned streets. Buffering and screening shall be provided in the form of natural vegetation and landscaping. Street patterns utilizing local through streets is encouraged over the use of cul-de-sacs to facilitate improved traffic movement and to assist snow clearing operations. Through streets shall not be accepted in preference to cul-de-sacs in situations where it is incompatible with the physical topography and where site disturbance of environmentally sensitive areas will be increased. Sidewalks shall be required on both sides of arterial and collector streets. To minimize their impact on collector roads, small lots should be located on local streets and be dispersed throughout the development.

Policy R-13:

It shall be the intention of Town Council to permit mobile home parks and/or subdivisions in Residential Comprehensive Development Districts through the development agreement process. In assessing a proposal to include mobile home parks and/or subdivisions within an RCDD Council shall take into consideration:

a) direct access to the collector or arterial road system;
b) the proximity to existing or proposed recreational facilities;
c) the adequacy of servicing capabilities in the area;
d) the adequacy of existing or proposed school capacities;
e) that the proposal meets all other policies contained in this plan;
f) the criteria listed in Policy Z-3.

Policy R-14:

It shall be the intention of Town Council to require the undertaking of a public participation process in which the public, proponents, and Town staff: a) identify development constraints and opportunities pertaining to the three RCDD areas; and b) collaborate to produce the conceptual plans for the development of these areas. When negotiating provisions of the Union Street RCDD development agreement special attention shall be given to the protection of the aboriginal petroglyphs located within this area.

Policy R-15:

It shall be the intention of Town Council to consider the recommendations contained in the Petroglyph Advisory Committee's report as part of the public consultation process for the Union Street RCDD.

Policy R-16:

Pursuant to Policy R-9 and as provided for by Sections 55 and 56 of the Planning Act, the development of any RCDD shall only be considered by Council through a Development Agreement. Council shall evaluate the appropriateness of the proposed development in accordance with the provisions of Policy Z-3 and with regard to the following criteria:

1. Commercial uses shall front on a collector road;
2. The compatibility of the height, bulk and scale of the uses proposed in the project with one another, where specific design criteria have minimized potential incompatibility between different housing forms and/or between different land uses;

3. The adequacy and usability of private and public recreational and park lands and recreational facilities. Proponents will be encouraged to provide one (1) acre of public parkland per 100 dwelling units within RCDDs. Where subdivision occurs 5% of public open space is to be provided as per the Planning Act, and Council shall seek to obtain lands which are compact, having a minimum street frontage of 60 continuous feet or one-tenth of one per cent of the total park area, whichever is greater, and; where usability is defined generally as park or recreational lands having no dimension less than 30 feet (except walkway park entrances) and having at least 50 per cent of the area with a slope between 0 and 8 per cent in grade;
4. The adequacy of provisions for storm water management;
5. The Town will encourage development to maintain standards of water quality which will meet recreational standards;
6. Council shall discourage the diversion of any storm water from one watershed to the detriment of another watershed;
7. The implications of measures to mitigate the impact on watercourses;
8. The adequacy and arrangement of vehicular traffic and public transit access and circulation, including intersections, road widths, channelization, traffic controls and road grades;
9. The adequacy and arrangement of pedestrian traffic access and circulation including: physical separation of pedestrians from vehicular traffic, provision of walkway structures, and provision of crosswalk lights;
10. The maintenance of the small town character by discouraging concentrations of multiple-unit dwellings (townhouses and apartment units) in any one project or area; concentrations shall be viewed as individual projects exceeding 36 units or as clustering of more than three such multiple-unit projects on abutting lots and/or lots within 100 feet;
11. With respect to multiple-unit projects, Council shall consider, among other items, the:
    i) access to the collector or arterial road system;
    ii) proximity to existing or proposed recreational facilities;
    iii) existence of adequate services in the area;
    iv) conformance with all other relevant policies in this strategy;
    v) preference to limit the maximum height of any apartment building to three stories except as provided for in Policy R-12A to maintain the small town character;
    vi) density limitation of 30 units per net acre;
    vii) requirements of the RMU Zone, where appropriate;
    viii) the bulk and scale of multiple-unit projects in relation to abutting properties; and,
    ix) a maximum of 36 units per building
12. The adequacy of school facilities to accommodate any projected increase in enrolment.
13. The adequacy of architectural design;
14. The adequacy of non-site disturbance areas, landscaping areas, and horticultural practices to ensure the survival of these areas;
15. The adequacy of streetscape design.

Policy R-17:

It shall be the intention of Town Council to consider discharging the agreements made pursuant to Policies R-9 and R-10 upon the completion of the development. Upon discharging the agreement Council shall zone the RCDD in such a manner as to be consistent with the development agreement by applying the appropriate zoning or 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.

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Policy R-18:

It shall be the intention of Town Council to encourage the construction of housing to meet the needs of households experiencing difficulties due to housing affordability and/or housing design. Residents experiencing these difficulties may include the elderly, the physically challenged, or households with low or moderate incomes.

Policy R-19:

It shall be the intention of Town Council to involve seniors in the undertaking of a study to determine specific actions which may be pursued to help seniors stay in their homes and to encourage the development of alternative affordable housing forms for them. Following adoption of the study's findings and recommendations, Town Council shall consider amending the Land Use By-Law as required to permit implementation of the recommendations.

Policy R-19A: Deleted (RC-Aug 9/22;E Sep 15/22)

Policy R-19B:

Council supports the development of complete communities with housing resources that are appropriate and adequate for current and future residents. Developing shared housing with special care projects will support diversity and inclusion, aging in place or community and housing choice. Pursuant to Policies R-9 and C-7; C-20, WF-22 and applicable criteria in Policies R-16 and WF-23, it shall be the intention of Council to consider, by development agreement, permitting shared housing with special care at larger scale than would be permitted in the underlying zone. In considering a development agreement, Council shall have regard for the following:

(a) the provisions to mitigate the land use impacts on adjacent land uses, in terms of setbacks, building scale and design, and buffering;
(b) the location of off-street parking and loading facilities, driveway accesses, walkways or other means of pedestrian access, landscaping, planting or retention of trees, outdoor lighting, storage of solid waste, and signs;
(c) grading, sedimentation and erosion control, and stormwater management;
(d) that open space, outdoor amenities and parking areas incorporate design features which provides accessibility for all abilities, such as wide walkways or the use of non-slip surfaces;
(e) proximity of the site to commercial and community facilities, where such facilities are available in the immediate area, or consideration of the provision of such services on the site of the development;
(f) proximity of the site to public transit, where the service is provided;
(g) that there is sufficient indoor and outdoor common amenity space for residents;
(h) the general maintenance of the development;
(i) the impact of the proposed use on the existing road network in terms of traffic generation and vehicular and pedestrian safety;
(j) the adequacy of wastewater facilities and water systems;
(k) the housing needs of the local community;
(l) that the proposed site is suitable in terms of the steepness of grades, soil and geological conditions, locations of watercourses and wetlands and susceptibility to flooding; and
(m) the provisions of Policy Z-3.

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Policy R-19C:

In addition to Policy R-19B, where a shared housing with special care use is to be provided in multiple buildings on one lot:

(a) the development must be designed in a campus-style form and provide indoor common shared space for residents; and
(b) a minimum of 10 shared housing bedrooms must be provided in each building.

Policy R-20:

It shall be the intention of Town Council to seek the appropriate legislation to enable deferment of up to 100% of the property taxes on properties where at least one of the principal owners is 65 years of age or over. A registered lien shall be placed on the property to cover the costs of the deferment, plus interest. At the time when the property changes ownership the registered lien shall become due.

Policy R-21:

It shall be the intention of Town Council to work with and assist, where possible, service clubs, churches, non-profit housing corporations, construction associations and other levels of government to provide housing for low and moderate income households throughout the Town.

Policy R-22:

It shall be the intention of Town Council to permit home occupations in residential zones. These home occupations are to be clearly accessory to the use of the building as a dwelling. In order to maintain the residential character of these buildings, controls on home occupations will be introduced through provisions in the Land Use By-law. The Land Use By-law will be the regulatory device to control such factors as:

a) size and type of signs;
b) prohibition of outside storage;
c) size limited to a maximum of 500 sq. ft. or 25% of dwelling floor area, which ever is less; except that daycares may use 50% of the floor area;
d) exterior renovations;
e) parking;
f) commercial vehicles;
g) types of home occupations not permitted;
h) prevention of objectionable uses;
i) the number of persons employed in the home occupation; and,
j) the types of articles which may be stored and sold.

Policy R-23:

It shall be the intention of Council to permit the operation of daycare care facilities as of right in commercial areas and within dwelling units in areas which are zoned for a residential land use. Daycare operations within residential areas shall be limited to a maximum 14 children. Daycare facilities within commercial areas may be of the size permitted by Provincial regulations.

Policy R-24:

It shall be the intention of Town Council to encourage owners and builders to construct

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residential buildings with varying setbacks from the street boundary such that no two adjacent buildings will have the same setback distance. This variation is desired to create a varied, more interesting streetscape.

Policy R-25:

Deleted

Policy R-26:

It shall be the intention of Town Council to provide regulations in the Land Use By-law to regulate residential units for lodgers, boarders and parking of commercial vehicles in order to maintain the low density residential character of neighbourhoods.

Policy R-27:

It shall be the intention of Town Council to consider applications to infill within existing residential areas. Infilling shall be encouraged to enable efficient use of municipal infrastructure. Town Council shall permit reduction of lot frontage requirements for subdivision of lots **within the Single Unit Dwelling (RSU) and Two Unit Dwelling (RTU) Zones** which existed prior to **October 9, 1991**, provided the existing land uses are in conformance with the zoning on the property. Infilling activity within existing residential neighbourhoods **zoned Single Unit Dwelling (RSU) or Two Unit Dwelling (RTU) Zones** shall be regulated through provisions in the Land Use By-law **permitting a reduction to 50 feet of frontage for existing lots**. Council shall permit the creation of flag lots by development agreement **within the Single Unit Dwelling (RSU) and Two Unit Dwelling (RTU) Zones where a property cannot be subdivided by under the Land Use By-law**. Such development agreements will require that:

- the application for a development agreement shall include the specifications for the building envelope for the proposed dwelling such that the new dwelling **is in keeping with the bulk, scale and** the average height and building footprint of the existing dwellings **in the immediate neighbourhood of** the vacant lot;
- the minimum rear yard separation distances between the proposed new dwelling and the existing dwellings shall be 40 feet;
- minimum front, side and rear yards shall be provided in accordance with the zone requirements
- minimum lot area **for a flag lot** shall be **7,000** sq. ft.; and,
- the lot must be located within an area which is zoned **single (RSU Zone) or two-unit (RTU Zone) dwellings**;
- **on any lot adjacent to a watercourse or body of water, no area of land which has been infilled shall be included in the minimum lot area or minimum yard setback required under this policy or the Land Use By-law;**
- **the application shall include provisions for visual screening, such as fencing and tree retention, to manage potential impact on adjacent residential properties;**
- **controls related to the design of the new dwelling, such as the management of wall openings (i.e., windows and doors) are established to ensure that it is compatible with that of the surrounding residential environment;**
- **no application to create a new lot for the development of a two unit dwelling shall be considered on any lot which abuts a property that is zoned RSU and which is undeveloped or contains a single unit dwelling;**

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- **where a proposal includes a two unit dwelling, the application shall include adequate outdoor amenity space such as decks, patios or other open space;**
- **the creation of a flag lot shall not be in combination with any other development agreement option permitted under the Plan, including but not limited to Policy R-8, auxiliary dwelling units; and**
- **consideration of limiting home based businesses due to the configuration of the lot.**

(RC-Jan 13/09;E-Feb 28/09)

<u>Policy R-27 A</u>

Further, where a property is eligible for consideration for a flag lot under Policy R-27, Council shall consider applications to create lots with reduced frontage that do not meet the definition of flag lot set out in the Land Use By-law through the development agreement application process. In considering applications for development agreements, Council shall have regard for the following:

- **the application for a development agreement shall include the specifications for the building envelope for the proposed dwelling such that the new dwelling is in keeping with the bulk, scale and average height and building footprint of the existing dwellings which are in the immediate neighbourhood of the vacant lot;**
- **the road frontage of the existing lot shall be less than 120 feet and greater than or equal to 90 feet.**
- **minimum lot area of any new lot shall be 6,000 sq. ft.;**
- **minimum road frontage of any new lot shall be 40 feet;**
- **minimum front and rear yards shall be provided in accordance with the zone requirements;**
- **minimum side yards adjacent to any lands that are not subject the agreement shall be provided in accordance with zone requirements;**
- **minimum side yards not adjacent to existing lots may be reduced provided that applicable building code requirements are met;**
- **on any lot adjacent to a watercourse or body of water, no area of land which has been infilled shall be included in the minimum lot area or any minimum yard setback required under this policy or the Land Use By-law;**
- **the application shall include provisions for visual screening, such as fencing and tree retention, to minimize potential impact on adjacent residential properties;**
- **controls related to the design of the new dwelling such as the management of wall openings (i.e., windows and doors) are established to ensure that it is compatible with that of the surrounding residential environment;**
- **no application to create a new lot for the development of a two unit dwelling shall be considered on any lot which abuts a property that is zoned RSU and which is undeveloped or contains a single unit dwelling;**
- **where a proposal includes a two unit dwelling, the application shall include adequate outdoor amenity space such as decks, patios or other open space;**
- **the creation of a reduced frontage lot shall not be in combination with any other development agreement option permitted under the Plan, including but not limited to Policy R-8, auxiliary dwelling units; and**
- **consideration of limiting home based businesses due to the configuration of the lot.**

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(RC-Jan 13/09;E-Feb 28/09)

Policy R-27 B

Where a development agreement has been entered into for a flag lot prior to the adoption of this policy, Council may consider amendments to the agreement in consideration of Policy R-27 or R-27A.

(RC-Jan 13/09;E-Feb 28/09)

Policy R-28:

It shall be the intention of Town Council to permit, by development agreement, issuance of development permits to allow construction of dwellings on existing, vacant lots which do not have frontage on a public street. In considering such development agreements Council shall have regard to the following criteria:

- there is an easement available to provide access from the lot to a public street;
- the existing vacant lot must be within the Residential Development Boundary;
- the application for a development agreement shall include the specifications for the building envelope for the proposed dwelling such that the new dwelling shall not exceed the average height and building footprint of the existing dwellings which abut the vacant lot;
- the minimum rear yard separation distances between the proposed new dwelling and the existing dwellings shall be 40 feet;
- minimum front, side and rear yards shall be provided in accordance with the zone requirements
- minimum lot area shall be 6,000 sq. ft.; and,
- the lot must be located within an area which is zoned for residential land use

Policy R-29:

The properties known as 25, 27, and 35 Dartmouth Road shall be rezoned to a townhouse zone and Council may consider applications for a single multiple residential building through development agreement that does not meet the provisions of the multiple unit dwelling zone.

Policy R-30:

Any development permitted pursuant to Policy R-29 shall be compatible with the surrounding area including Parkers Brook and this shall be achieved by attention to a variety of factors for which conditions may be set out in the development agreement, such as but not limited to:

1. **The adequacy of the servicing capacity of the site;**
2. **The scale, height and massing of the building. The building may not have more than four floors of residential space;**
3. **Architectural design;**
4. **Vehicle and pedestrian access and egress;**
5. **Location and form of open space and outdoor recreation areas;**
6. **Site landscaping and buffering;**
7. **The retention of mature trees;**
8. **The treatment of drainage from parking lots;**

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9. **The location and amount of parking provided;**
10. **Building materials;**
11. **The building may not be greater than 64 dwelling units;**
12. **Policy E-8, if applicable; and,**
13. **Implementation Policy Z-3.**

(RC-Jan 15/02;E-Feb 2/02)

<u>Policy R-31:</u>

It shall be the intention of Council to enable a multiple unit building on the lands of the former Crestview CCDD site Commercial development is not viable due to the sites poor access and visibility. Within the Residential Designation on the former Crestview CCDD site, a multiple unit building shall only be considered by a development agreement in accordance to the provision of the Municipal Government Act. In considering any such agreement, Council shall have regard to the following:

a) **the residential density shall not exceed 30 units per acre (based on a two-bedroom equivalent per unit);**
b) **controls are set on the bulk, scale, and massing of any proposed development to ensure it does not significantly alter the character of this area and ensure such development contribute to a vibrant, attractive, safe, walkable area of Bedford.;**
c) **adequate buffers and screening should be provided for any proposed building or parking area from adjacent single unit dwellings, and attractive fencing and landscaping to enhance privacy should be provided where appropriate;**
d) **landscaping complements the proposed buildings, reinforces circulation paths, highlights entrances, provides shade, adds seasonal interest, and outlines a maintenance plan. Landscaping shall be designed for appreciation by pedestrians, bicyclists and motorists. adequate landscaping and/or streets trees should be provided around the perimeter and throughout the site of the development to enhance the aesthetics of the site;**
e) **areas should be characterized by open space, green space, pedestrian connections and sidewalks that create a pedestrian-friendly area adequate recreation;**
f) **parking areas should be located so as to not dominate the site. The visual appearance of parking areas should be minimized through use of landscaping treatments, rear yards or enclosed parking, reduced parking standards or other appropriate means;**
g) **traffic circulation and access to and from the site should be designed to minimize adverse impacts on the adjacent residential uses, local road and the Bedford Highway. Access shall not be granted from Nelsons Landing Boulevard.;**
h) **adequate provisions should be made for safe and convenient pedestrian circulation on the site and to nearby amenities;**
i) **lighting shall be designed to provide security, safety, and visual appeal for both pedestrians and vehicles while ensuring minimal impact on adjacent residential properties.**
j) **measures should be proposed to mitigate impact on adjacent properties;**
k) **significant natural and cultural features on the site should be identified and protected where appropriate;**
l) **the provisions of Policy Z-3 be met.**

(RC-Mar 6/07;Apr 7/07)

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<u>Policy R-32</u>

The property known as 16 Rutledge Street (PID 00430660) shall be rezoned to RMU (Residential Multiple Unit Dwelling) Zone to permit multi-unit residential development. (RC-Jul 20/21; Oct 09/21)

<u>Housing Accelerator Fund</u> (RC-May 23/24;E-June 13/24)

In response to rapid population growth, housing shortage and declining affordability, the Municipality has prioritized removing barriers to housing within the Urban Service Boundary.

To support the goal of creating new opportunities for housing, the Municipality shall allow at least 4 dwelling units on all residentially zoned properties in the Urban Service Area as set under the Regional Subdivision By-law to foster development of missing middle housing forms.

<u>Policy R-33</u> (RC-May 23/24;E-June 13/24)

Notwithstanding Policies R-5 and R-8A, at least 4 dwelling units per lot shall be permitted in all residential zones within the Urban Service Area as defined in Schedule B of the Regional Subdivision By-law.

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TRANSPORTATION

The overall objective for the Transportation Section of the MPS is:

> **To provide for an economical, safe, and attractive transportation network which: a) minimizes any detrimental impacts of the movement of vehicles on residential and business areas; b) maximizes accessibility from home to work, services and community facilities, recognizing that the special needs of seniors may require periodic deviation from normal transit routes; c) provides for public transport that also recognizes the special needs of seniors; d) encourages the movement of pedestrians and cyclists in the Town; and, e) encourage investigation into alternative transportation forms including, but not limited to, rail and water; and f) provide for the special needs of seniors and the physically challenged.**

Road Network

The road network in the Town is viewed as a four tier system as indicated by Policy T-1. The first tier includes the express highways, Highways 101 and 102 and the By-Pass highway. These are limited access highways designed for movement of large volumes of traffic at high speeds. The next tier, arterial roads, includes the Bedford Highway, Rocky Lake Drive, Kearney Lake Road, Dartmouth Road and Hammonds Plains Road. These are classified as provincial highways and also serve large volumes of traffic, but at lower speeds. The abutting properties have access to these arterial streets which function to link collector streets to the expressways and provide a route for through traffic in the Town. These roads serve a regional function and there is an ongoing involvement of the Provincial Government in their operation, maintenance and improvement.

Collector streets have an intermediate function in the road network. They function to collect traffic from residential areas and direct it to the arterial street network. Local streets are designed to serve local needs servicing the abutting properties and directing traffic to the arterials.

Policy T-1 also indicates that Town Council shall undertake a study to review the road classification system presently being used as well as the servicing specifications on which it is based. A refinement of the classification system may be necessary to ensure that streets are classified according to their function and that the servicing standards for streets constructed within the Town bear a direct relationship to that function.

Maintaining and improving the road network requires major expenditures of funds on a continuing basis. Provincial assistance has been obtained for the improvements to the Bedford Highway. Improvements to local and collector streets do not qualify for such assistance. Among the improvements planned by the Town are further installations of sidewalks along collector streets, installation of traffic signals at intersections where traffic counts warrant these control devices, patching and resurfacing streets, and replacement of asphalt curb by more durable concrete curbs. These items are referred to in Policy T-2.

Expressways

A major traffic concern of residents is the volume of through traffic, particularly truck traffic, along the arterial roads. A priority identified by Council is the need for the Province to construct a by-pass highway, the Burnside Drive Extension, to complete the link in the #100 series highways as identified in the 1975 Halifax-Dartmouth Regional Development Plan (this link is sometimes

referred to as Burnside Drive Extension or as Highway #107). Another suggested improvement is the creation of at least a partial interchange connecting Highway 102 to the existing Bedford By-pass. Policies T-3 and T-4 refer to these priorities of Council.

Arterial Roads

The arterial roads serve as major thoroughfares for both vehicular and pedestrian traffic. Continued efforts to upgrade and improve these roads are needed as noted in Policy T-5. Extensions of sidewalks and improvements to intersections, like the Rocky Lake Drive and Bedford Highway intersection, are needed to improve traffic flow and safety. Policy T-6 acknowledges the role of the Province in assisting the Town with the cost of improvements to these roads which serve a regional transportation function. Policy T-8 recognizes the need for improvements to be made to the Hammonds Plains Road. The installation of a sidewalk to improve pedestrian safety is suggested for the Hammonds Plains Road.

Bedford Highway Improvements

Residents are sensitive to the need to strike a balance between efficient movement of traffic and discouraging high volumes of through traffic along the arterial roads. A study undertaken in the early 1980's identified a preference to limit the capacity of the Bedford Highway by restricting improvements to it to three lanes, one lane in each direction with a central turning lane. Policy T-9 is supportive of this concept, by suggesting that the Town, in conjunction with the Department of Transportation and Communications, examine the possibility of redesigning the Bedford Highway to a three lane configuration with a maximum travelled width of 48 feet at signalized intersections between the City of Halifax limits and the Sackville/Highway 102 interchange as a means to regulate the speed of traffic in the Town. Fewer lanes are expected to result in reduced speeds for traffic, and reduced speeds will increase the safety of making turning movements to and from adjacent properties.

The creation of a mainstreet character for the central portion of Town along the Bedford Highway is addressed in polices T-10 and T-11. This theme, to create a pleasant, pedestrian-oriented downtown, is addressed more fully in the Mainstreet Commercial policies of this MPS. Pedestrian movement along the Bedford Highway generally will be facilitated by the implementation of Policy T-12 which indicates Town Council's intentions to continue sidewalk construction and improvements along that street. Priority shall be given to completing the sidewalks along the Bedford Highway from the Rocky Lake Drive intersection to the northern Town boundary to provide safe pedestrian access to the Range Park facility.

Future Collector Roads

Policy T-13 stresses the importance of a transportation study to identify and evaluate alternative north-south routes between the Sunnyside and the Mill Cove areas of Town and to identify methods of directing traffic to the Bicentennial Highway, in order to reduce traffic congestion on the Bedford Highway. Policy T-14 specifies that the identification of suitable alignments, designs standards and servicing corridors occur as a pre-condition to including future lands within the Residential Development Boundary.

Walkway and Street Design Standards

The standard for walkway designs requires installation of an asphalt surface to minimize maintenance costs and erection of chain link fencing to protect adjacent properties. Some residents have questioned whether more attractive walkways and linkages could be constructed. Policy T-15 states that staff are to review the design standards for walkways between streets in subdivisions and

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the walkways through parkland, linkages, to assess whether more attractive treatments are possible.

Many residents and visitors appreciate the village-like atmosphere of the streets in the older residential areas of Bedford. Pavement widths tend to be more narrow than those on newer streets, mature trees remain within the street right-of-way, and traffic moves at a slower pace in this more confined setting. In order to encourage creation of a similar character in newly developed residential areas, and to reduce the impact of development on the environment, Council may wish to revise the provisions of the Subdivision By-Law in order to permit more flexibility in the design of new streets. For local streets which are to serve a limited number of homes it may be feasible to permit reduced pavement widths, use of ditches instead of storm sewers, and retention of vegetation within the street right-of-way. Policy T-16 addresses this issue.

Public Transit

The Town is an active member in the Metropolitan Authority supporting its efforts to provide improved public transit to area residents. Policy T-17 affirms the Town's position on this service. As well, a number of other policies in this plan support the use of public transit. By encouraging the location of higher density residential development on collector and arterial streets the Town will be concentrating the greatest number of potential transit riders in close proximity to transit routes. As well, this policy refers to a desire for the Town to work closely with CN in an attempt to improve commuter rail service.

Pedestrian Circulation

In addition to the movement of vehicles, Council must also have regard for safe and convenient circulation of pedestrians in Town. Through the provisions of the Subdivision By-Law walkways are to be constructed in new subdivisions and sidewalks are required along collector streets. The objective is to provide safe and convenient access for pedestrians providing linkages to residential areas, schools, recreational facilities, and commercial areas. Policies T-18 and T-19 address this objective as well as the concern to encourage cycling in Town.

Traffic Management

Policy T-20 recognizes the role of the Traffic Management Committee in advising Council on means to coordinate traffic management within the Town.

OBJECTIVES AND POLICIES

TRANSPORTATION OBJECTIVE:

> **To provide for an economical, safe, and attractive transportation network which: a) minimizes any detrimental impacts of the movement of vehicles on residential and business areas; b) maximizes accessibility from home to work, services and community facilities; c) provides for public transport; d) encourages the movement of pedestrians and cyclists in the Town; and, e) encourages investigation into alternative transportation forms including, but not limited to, rail and water.**

Policy T-1:

> It shall be the intention of Town Council to utilize the road classification system as shown on Map 1 in the ongoing development of the Town's transportation system. This hierarchy includes expressways, arterial roads, collector streets, and local streets. Town Council shall undertake a study to review this classification system and the servicing standards on which it

is based.

Policy T-2:

It shall be the intention of Town Council, within its financial capabilities, to maintain and improve the Town's road system. These improvements shall include, but are not limited to:

1. Sidewalk Construction for designated Collector roads;
2. Signalization where warranted for Collector/Arterial intersections;
3. A pavement maintenance and upgrading management program;
4. Acquisition of private roads (listed in Appendix C) in cooperation with the abutter and as funding permits; and,
5. Replacement of deteriorated asphalt curbing with concrete curbs.

Policy T-3:

It shall be the intention of Town Council to request the Nova Scotia Department of Transportation and Communications to place priority on the completion of the Burnside Drive extension.

Policy T-4:

It shall be the intention of Town Council to request the Nova Scotia Department of Transportation and Communications to seek alternate additional routes through Bedford. One such example would be modification of the existing Highway 101 and 102 interchange to provide access from Highway 102 to the Bedford By-Pass Highway.

Policy T-5:

It shall be the intention of Town Council, in cooperation with the Department of Transportation and Communications, to upgrade the Town's arterial road system [Bedford Highway, Dartmouth Road, Rocky Lake Drive, Hammonds Plains Road, Kearney Lake Road] including the continued upgrading of major intersections in the Town.

Policy T-6:

It shall be the intention of Town Council to seek the support of the Union of Nova Scotia Municipalities to request that the Province provide a more favourable cost-sharing program for the maintenance and improvement of arterial roads.

Policy T-7:

Deleted

Policy T-8:

It shall be the intention of Town Council, in cooperation with the Department of Transportation and Communications, to improve pedestrian safety along the Hammonds Plains Road through the installation of a sidewalk.

Policy T-9:

It shall be the intention of Town Council, in conjunction with the Department of Transportation and Communications, to redesign the Bedford Highway between City of Halifax limits and the Dartmouth Road intersection to a three-lane configuration with a maximum of 48 feet of travelled right of way at signalized intersections. Between the Dartmouth Road intersection

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and Sackville/Highway 102 interchange redesign shall be considered in order to reduce traffic speed and increase safety, thereby improving access to abutting properties.

Policy T-10:

It shall be the intention of Town Council to consider the Bedford Highway between the Sackville River and the Halifax City boundary as the "mainstreet" of the Town and work towards creating a "mainstreet character" through the development of sidewalks, the encouragement of pedestrian traffic, and the discouragement of large volumes of through traffic consistent with Policies C-19 to C-29B.

Policy T-11:

It shall be the intention of Town Council to identify all publicly owned parking spaces and to effectively regulate the use of these spaces consistent with Policy C-25.

Policy T-12:

It shall be the intention of Town Council to continue sidewalk construction and improvements along the Bedford Highway through the Provincial "Mainstreet Improvement Program", with priority being given to completing sidewalks from Fourth Street to the entrance to the Waterfront project.

Policy T-13:

It shall be the intention of Town Council to immediately commence a study to identify and evaluate alternative north-south routes between the Sunnyside area and the Mill Cove area and to identify methods of directing traffic to the Bicentennial Highway in order to reduce traffic congestion on the Bedford Highway.

Policy T-14:

It shall be the intention of Town Council to require as a pre-condition to including future lands within the Residential Development Boundary, the identification of suitable alignments and design standards for collector streets. Servicing corridors shall be identified in conjunction with the collector road network.

Policy T-15:

It shall be the intention of Town Council to have staff undertake a review and evaluation of alternative design standards for construction of walkways and linkages which may be more aesthetically pleasing yet will be economical to build and maintain.

Policy T-16:

It shall be the intention of Town Council to set out pavement widths and construction standards and grades within the Subdivision By-law to provide a relationship between intended usage and the actual travelled portion of the road right of way and to minimize the impacts of street construction on the environment.

Policy T-17:

It shall be the intention of Town Council to work closely with the Metropolitan Authority to improve transit service for Bedford residents by ensuring that public transit can be accommodated in newly developed areas in the Town and in the developed areas where improvements are being made to the existing road network. As well, it shall be the intention of

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Town Council to work closely with CN to improve and increase commuter rail service.

Policy T-18:

It shall be the intention of Town Council to undertake a detailed review of pedestrian movements and needs within the Town, with special attention being given to: a) identifying the needs of the physically challenged and seniors; b) implementing a program to facilitate pedestrian movements by such means as extending the sidewalk system and providing signalized crosswalks, which are consistently marked; c) identifying deficiencies in the Town's present walkway network; and d) integrating walkways in new developments with the Major Path and Walkway System.

Policy T-19:

It shall be the intention of Town Council to require the incorporation of elements within future roadway developments, improvements, and subdivision designs, which facilitate pedestrian movements and where practical and feasible, the needs of cyclists. This includes a) incorporating provisions within the subdivision regulations requiring sidewalks on both sides of new arterial and collector streets, and b) encouraging local through street connections in preference to cul-de-sacs, in new development, where it is compatible with the physical topography and where disturbance of environmentally sensitive areas will not be increased. See policies P-10 and P-11.

Policy T-20:

It shall be the intention of Town Council to establish terms of reference for the Traffic Management Group which will advise Council on traffic coordination.

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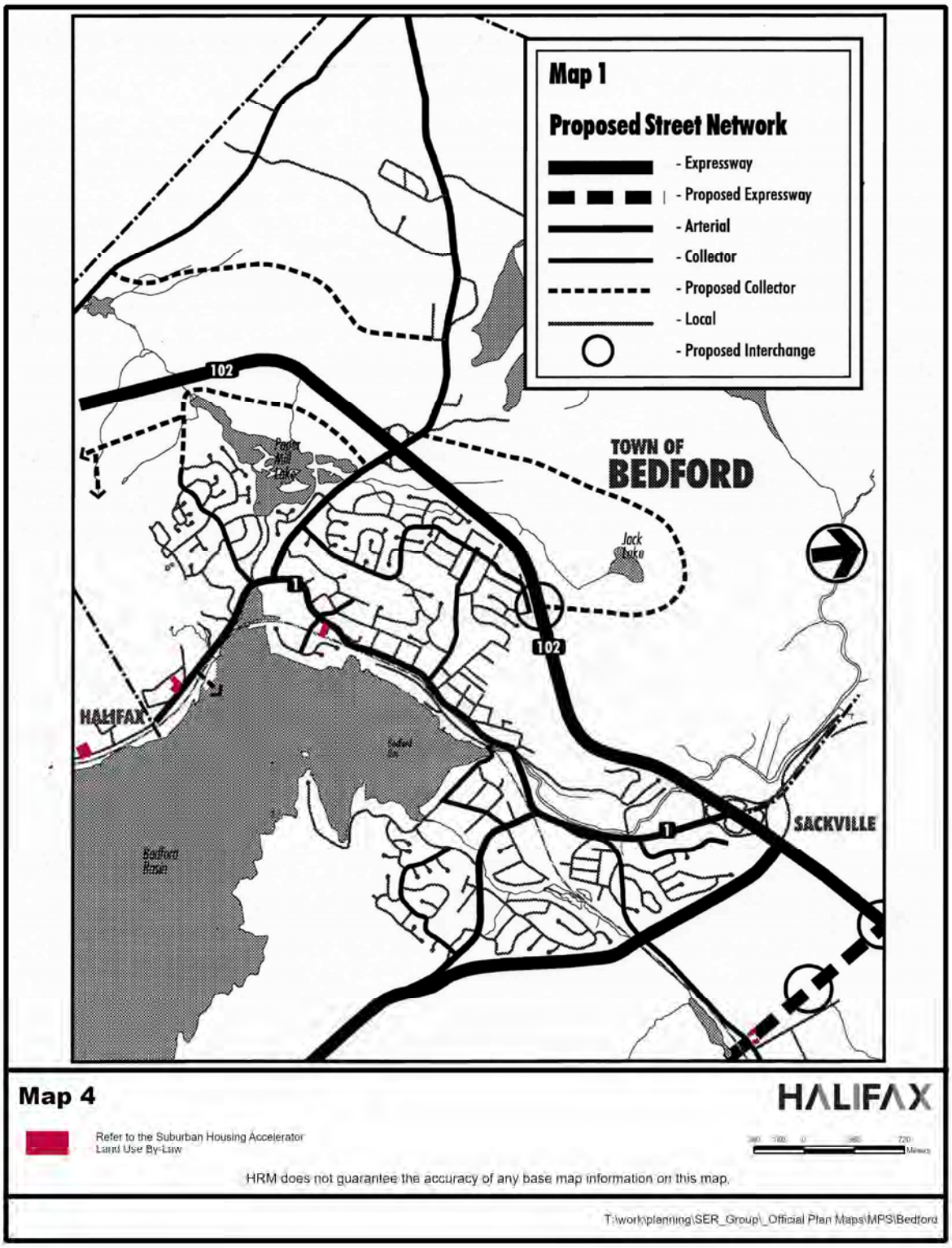
Map 1: Proposed Street Network



COMMERCIAL

Background

During the past eight years there has been a significant amount of new commercial development in the Town of Bedford. Growth has occurred in both the retail sector and the office sector to an extent that belies the image of Bedford as a bedroom community. Since 1982 approximately 113,500 square feet of commercial retail space has been developed, bringing the total of retail space in the Town to 560,500 square feet. During the same time period, office space within the Town increased two-fold. Prior to 1982, only 120,000 square feet of office space existed within the Town. Bedford now has more than 300,000 square feet of office space.

Accompanying the growth in commercial retail activity has been a shift in the type of commercial establishments developed. Recent retail growth has moved away from traditional, small scale, individual establishments to larger mall type developments. A particularly noticeable trend during the past seven years has been the emergence of numerous community shopping centres. With the exception of Phase I at Mill Cove and the redevelopment of Sunnyside Mall, almost all new retail space developed within the Town has been within these community centres.

Four centres, ranging in size from 10,000 - 25,000 square feet have been developed on the Bedford Highway: Village Centre, Admiral's Row, Oakmount Centre, and Canada Trust Court. Uses within these centres are both highway oriented and local in nature, serving the local population as well as a larger regional market area. Highway oriented uses have been attracted to these community centres to take advantage of the high volumes of traffic on the Bedford Highway.

Six new office buildings have been developed in Bedford during the past nine years. With the exception of Bayswater Place (20,000 sq. ft.) which is situated on the Bedford Highway in the central portion of Town, new office building developments have been located within the Sunnyside area. The new buildings are the Sun Tower (65, 000 sq. ft.), Bedford Professional Centre (19,300 sq. ft.), the Royal Bank Building ((30,000 sq. ft.), Bedford House (35,000 sq.ft.) and Governor's Place (20,000 sq. ft.).

Most of the present office space users consist of professionals and businesses offering services to the local area. Similar to the retail operations in the town, some of the present office space users also serve a larger regional market. Factors which have encouraged the development and location of offices in Bedford have been low taxes in relation to the rest of the metro area, as well as a central regional location. Other amenities such as the availability of parking also play a role in attracting new office space users.

Despite the growth in commercial activity in Bedford during the past seven years, commercial/industrial assessments have been declining as a proportion of total assessment. In 1981, commercial and industrial assessments constituted 32% of total assessment. By 1991, this proportion had decreased to 27%.

The declining assessment ratio between these two revenue sources is a concern of Town Council as commercial uses, through higher property and occupancy taxes, have traditionally subsidized the cost of providing municipal services to residential areas. A reasonable balance between these two revenue sources means that the Town can provide opportunities for residents to live and work in the Town. Town Council shall strive therefore to improve upon the present split in assessment ratios

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between residential and commercial/industrial land uses.

Impacts of Commercial Growth

Recent commercial growth, and in particular, the growth in commercial retail activity has had a number of impacts. These have included the expansion of the commercial tax base, the development of a broader range of commercial uses to serve the Town and the surrounding region, and increased local employment. Other impacts of this growth, however, have been the increasing encroachment of commercial activities upon existing residential neighbourhoods, a substantial increase in commercial signage, and effects on the aesthetics of the Town.

New commercial developments have tended to be larger and have different impacts from the traditional small-scale individual commercial establishments: greater land requirements, higher levels of noise generation, greater height, bulk and scale, and larger parking areas. Concerns regarding these impacts were expressed during the Municipal Planning Strategy Review process. The objective and policies within this chapter reflect these concerns.

The following overall objective shall be used as a general guideline in providing direction for new commercial development:

COMMERCIAL OBJECTIVE

> **To encourage the development of business and commercial uses to serve the Town and surrounding areas; to ensure that commercial uses are located and designed to minimize intrusion upon existing residential neighbourhoods; to promote attractive commercial areas within the Town through the regulation of commercial signage, parking, and building design; to foster the development of a pedestrian oriented commercial core to provide the Town with a commercial focus which relates to its heritage and will foster the development of a Town identity.**

The three designations, Commercial, Mainstreet Commercial, and Commercial Comprehensive Development Districts, are established in Policy C-1. Policy C-2 confirms Town Council's intent to limit commercial development to the lower portion of Dartmouth Road to preserve the residential character of the remainder of this road which serves as one entrance to the community.

In assessing the commercial component of the Town, commercial uses have been grouped into categories based on the following factors:

- Scale of the business
- Level of noise generated
- Traffic generation
- Outside storage
- Parking Requirements
- Land area requirements
- Hours of operation
- Height and bulk of building
- Visual appearance
- Compatibility with adjacent uses

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Analysis of commercial uses based on these categories forms the basis for the commercial zones established in the Land Use By-Law as enabled by Policy C-3. The categories can be summarized as follows:

a) Neighbourhood Convenience Stores
This category includes convenience stores which are small in scale, local in nature in terms of market area served, do not generate large volumes of traffic, and for which parking requirements are not extensive and can be handled on site and loading facilities and outside storage are non-existent. These uses are permitted within the General Business and Mainstreet Commercial areas of Town. Traditionally they have been situated along arterial roads where they serve both the adjacent neighbourhood and passing traffic.

b) General Business Commercial
This category includes a variety of commercial retail, service, and office activities which are larger in scale than local commercial uses and serve a trade area that includes the town and outlying region. These uses include general retail stores, restaurants, personal and household service shops, hotels, motels, and certain drinking establishments.
Large scale office buildings, referred to as office towers, are also included within this general business group. At present, most office buildings within the Town are located in the Sunnyside area, in close proximity to one another, and where workers can take advantage of commercial outlets near to their work place. Policy C-4 indicates that future office buildings will be located within areas designated commercial on the Generalized Future Land Use Map, specifically in the Sunnyside area and possibly in conjunction with the two shopping centres, Sunnyside and Bedford Place malls.

The Mill Cove/Waterfront/Bedford South area of the Bedford Highway has experienced significant growth over the past ten years. This has altered its development pattern from one characterized by scattered commercial uses and single unit dwellings relying upon on-site services to one of mixed medium density residential and convenience commercial uses serviced in part by municipal services. The existing policy supports commercial and residential development in this area as separate uses but does not support a mixed use development. Given the growth and urban development occurring in this area, mixed-use medium density development which relies on transit, sewer and water services can be provided economically to support future growth with minimal impact on existing residential development through sympathetic policy development. The south corner of Bedford Highway and Moirs Mill Road suitable for mixed use commercial/residential development as a means of promoting more intense development on what currently are under utilized lands with a municipal services in close proximity to commercial nodes and future transit oriented facilities through a development agreement process. (RC-Aug8/06;E-Sep9/06)

c) Shopping Centres
This category includes those retail developments that are large in scale and bulk, require vast amounts of parking and high exposure to be successful, and generally are characterized by large unlandscaped open areas. These uses are unique in terms of their characteristics and impact on the community. This category principally would include the large scale shopping centre. Because of the impact of these uses, the development of new shopping centres in the Town will be through the development agreement process, subject to the conditions outlined in Policy C-5.

d) Commercial Highway Oriented Uses
This group includes those businesses that, in order to be successful, operate long hours of the day,

require large parking areas, require a high level of exposure to the travelling public, generate high volumes of traffic, and in some cases, generate high volumes of noise. This category would include but is not limited to service stations **and gas bars**, auto repair shops, hotels/motels/ motor inns, drive-in and take-out restaurants, and auto or trailer sales. **In addition to some highway commercial uses being permitted within the Bedford West SPS, Commercial Comprehensive Development Districts and the Industrial Designation,** these types of uses are **concentrated** between the northern Town boundary and the Sackville River, where they are compatible with the surrounding office buildings and shopping centre developments and take advantage of the high traffic volumes along that portion of the Bedford Highway. Town Council shall **permit** highway oriented commercial development **in** this area. Policy C-6 provides for the regulation of highway commercial land uses. (**RC-Sep5/17;E-Oct21/17)**

e) Commercial Comprehensive Development District

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 shall create a Commercial Comprehensive Development District (CCDD) land use designation as well as a CCDD Zone. Policy C-8 itemizes evaluation criteria for Council to consider with CCDD development agreement applications while Policy C-9 allows for the eventual discharge of these agreements.

The first CCDD area referred to is the area generally known as Cushing Hill, situated at the northern entrance to the Town **and was deleted as a CCDD in 2019 as the CCDD was determined to be an ineffective tool to encourage development of these lands. Further it was determined commercial land uses over the entirety of the Cushing Hill site was no longer appropriate (RC-Dec 10/19;E-Feb 15/20)**. The second area is located on the Hammonds Plains Road, between Village Crescent and the Highway 102 Interchange, and was designated commercial under the Town's previous Municipal Development Plan (Policy C-11). The third area is located beside Paper Mill Lake opposite the second CCDD area (Policy C-12). The fourth CCDD area includes the sites of the Travellers' Motel and Esquire Motel located at the southern end of the Town (see Map 3 & Policy C-13). If these properties are developed in conjunction with phase two of the waterfront project, an MPS/LUB amendment can be considered to re-designate and re-zone these properties from CCDD to WFCDD which would allow these properties to be developed comprehensively within the waterfront in accordance with the WFCDD Zone, The fifth CCDD is located at the northern corner of Hammonds Plains Road and the Bedford Highway (Map 3 and Policy C-14). **(RC-Mar 6/07;E-Apr 7/07)**

CCDD development will require 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 draft Policies R-12A, R-12B and R-12C, shall apply to multiple unit developments within the CCDD zone.

The location of these areas is such that they should be approached in a comprehensive manner to ensure the best utilization of the sites, as well as compatibility with adjacent land uses. In an effort to achieve the most appropriate development, and to allow for innovation and flexibility

in design, these areas will be designated as commercial comprehensive development districts (CCDD). The purpose of a CCDD is to allow for developments which emphasize the unique characteristics of a site in terms of its location within the Town, its unique physical characteristics, its overall size and its relationship to adjoining, existing or proposed uses.

f) Heavy Commercial Uses

Heavy commercial uses in this context are those uses which border being industrial or commercial in nature. Since their locational and functional requirements are similar to those for industrial uses (i.e. large sites, large buildings, and access by truck traffic) as well as their impact on surroundings areas, heavy commercial uses will be classified as light industrial uses and shall be required to locate in areas designated industrial through the provisions of Policy C-16.

g) Tourist Related and Convention Centre Commercial Uses

Policies C-17 and C-18 provide for encouraging the development of tourist facilities in the Town.

h) Mainstreet Commercial Core

The section of the Bedford Highway from the Sackville River bridge through to the Hammonds Plains Road was traditionally the main location for serving neighbourhood and community needs. Over time, the importance of this area in serving these needs has declined. Like many other small towns, the growth and popularity of shopping malls has resulted in the general decline of older, established commercial areas. This decline has led to a general shift away from this section of the Bedford Highway in terms of being the community's commercial centre.

Concern over the changing character of the Town's "central core" was expressed during the recent review of the Municipal Planning Strategy. This concern was reflected also in the Town's previous Municipal Development Plan as well as a detailed area plan study undertaken in 1983 for this portion of the Bedford Highway. In an attempt to re-establish the area as a viable commercial component of the Town that will once again be an asset, both economically and aesthetically, as well as provide the Town with a downtown focus, the establishment of a mainstreet commercial zone and its application to this area is suggested.

Policies C-19 to C-29B discuss the mainstreet commercial area. The Mainstreet Commercial Zone will apply to all those properties fronting on the Bedford Highway shown on Map 2. The intention is to create a pleasant pedestrian-oriented streetscape which reflects the Towns' heritage. Permitted uses within the zone will be limited to local small scale commercial uses oriented to pedestrian traffic. Designated heritage buildings within the area will be combined with new developments which are subject to specific signage, landscaping, parking, setback, and architectural controls (see Appendix D for examples). The development of sidewalks, street furniture, and community parking lots along this portion of the Bedford Highway are additional elements which will contribute to the development of this streetscape.

As a means of revitalizing the mainstreet commercial core, controls have been established in the Land Use By-law to ensure residential units do not exceed 50% of the gross floor area or be located at street level along the street within the first floor in buildings within the Mainstreet Commercial zone. These controls are most effective for relatively small lots with a local commercial use on the main floor fronting the Bedford Highway and where one or two residential units are provided on the second floor.

It is recognized that such limitations are difficult to achieve at 1091 and 1095 Bedford

Highway. This particular property is relatively large in size, its lot configuration is long and narrow and a significant grade differential exists from the front property line, along the Bedford Highway, and the rear property line along the CN rail line. These characteristics are unlike those of the majority of properties which have been zoned Mainstreet Commercial. Therefore, it shall be the intention of Council to consider a reduction of these standards for 1091 and 1095 Bedford Highway in accordance with Policy C-21.

These controls also present challenges for renovations and expansions to registered heritage properties. To encourage the conservation and adaptive re-use of heritage properties in the Mainstreet Commercial Designation, Council may consider a reduction of these standards in accordance with Policy C-20(a).

Multiple Unit Dwellings in the Mainstreet Commercial Core

Several side streets which run perpendicular to the Bedford Highway do not have frontage along the Bedford Highway (i.e. Shore Avenue, Lindsay Street, Forth Street, Meadowbrook Drive and Division Street). A lack of direct access to the Bedford Highway combined with close proximity to residential developments, suggests that commercial development may not be the most reasonable or viable land use for these properties. Small scale multiple unit dwellings are compatible with the compact traditional form of a mainstreet commercial core area and may be appropriate in these areas. It shall be the intention of Council to consider multiple unit dwellings by development agreement in the Mainstreet Commercial core in accordance with Policy C-21 (a). (RC-Jul 8/03;E-Aug 16/03)

i) Drinking Establishments

Drinking establishments include beverage rooms, taverns, lounges, and cabarets. Policy C-30 indicates that drinking establishments shall be permitted as-of-right within existing and proposed shopping centres to a maximum size of 3, 300 square feet, within the Mainstreet Commercial Zone to a maximum size of 800 square feet, and may be permitted within the Waterfront Comprehensive Development District designation. Drinking establishments shall be permitted in areas other than those specified in Policy C-30 through the development agreement process, subject to the criteria contained in Policy C-31.

j) Adult Entertainment Uses

Adult entertainment uses which include massage parlours, sex-aid shops, adult bookstores and adult commercial uses are unique forms of commercial operations which have received considerable attention in the Metro area. Due to the impact such establishments have on adjacent operations, commercial or otherwise, these uses will be considered through the development agreement process as outlined in Policy C-32.

Aesthetics of Commercial Activities

As indicated earlier in this chapter, a number of concerns were raised during the review of the Municipal Planning Strategy regarding recent commercial development in the Town. One of the concerns focussed on the appearance of new commercial establishments. Larger buildings, larger parking lots, increased commercial signage, minimal landscaping, and in some cases, inappropriate and insensitive architectural design has resulted in comments regarding the aesthetics of new commercial buildings. Policy C-33 outlines the intention of Town Council to develop and enforce architectural design, landscaping, and parking guidelines which are intended to improve the aesthetics of new commercial developments, such that they will be an asset to the Town. Signage

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associated with commercial uses shall be regulated through provisions in the Land Use By-law as indicated in Policy C-34.

Commercial Development Adjacent to Residential Areas
In several areas, new commercial activity has occurred next to residential uses. Because of the increased scale of these developments and their impacts on abutting uses, compatibility problems between the two land uses have arisen. As a result, the need to improve buffering and screening where commercial uses, parking areas, and refuse containers abut residential areas has been identified. Policy C-35 states Town Council's intention to minimize the impact of such uses where they abut existing or designated residential areas, through buffering provisions in the Land Use By-law as well as the development of a Property Maintenance By-Law.

Mainstreet Program
The Provincial Mainstreet Program is referred to in Policy C-36. Through cost-shared funding a significant portion of the Bedford Highway has been upgraded for improved pedestrian safety and enhanced vehicular movements. The Mainstreet Program offers benefits to businesses through the Facade Improvement Program and Business Development Rebate Program. The Facade Improvement Program offers financial assistance to improve the exterior of a building and/or provide signage. Bedford's Mainstreet Program will only provide for signage which is wooden, hand carved or sand blasted, and exterior lit.

Reviews of Commercial Land Uses
Policy C-37 states Town Council's intention to immediately commence development of an economic development strategy of the Town. The strategy shall examine the demand for and supply of commercial land within in the Town and provide direction in terms of future opportunities and locations for both commercial and industrial growth. During discussions about revitalizing the Mainstreet Commercial portion of the Bedford Highway there was mention of the need to provide additional public parking spaces to aid commercial revitalization. Policy C-39 refers to undertaking a study to examine the provision of public parking spaces.

OBJECTIVES AND POLICIES

COMMERCIAL OBJECTIVE:

> **To encourage the development of business and commercial uses to serve the Town and surrounding areas; to ensure that commercial uses are located and designed to minimize intrusion upon existing residential neighbourhoods; to promote attractive commercial areas within the Town through the regulation of commercial signage, parking, and building design; to foster the development of a pedestrian oriented commercial core to provide the Town with a commercial focus which relates to its heritage and will foster the development of a Town identity.**

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.

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Policy C-2:

It shall be the intention of Town Council to limit the commercial designation on the Dartmouth Road to extend no further than North Street on the north side and no further than Parker's Brook on the south side.

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 **and gas bars**, drive-in/take-out restaurants, commercial accommodations, auto sales and service, and recycling depots;
- **Residential uses containing up to 4 units shall be permitted as-of-right in the Highway Oriented Commercial Zone (CHWY), subject to requirements of the RTU (Residential Two Dwelling Unit) Zone;**
- **Cushing Hill Commercial Zone (CHC) which permits commercial and highway oriented uses to a greater scale than enabled in the CHWY Zone including, but not limited to, service stations, drive-in/take-out restaurants, commercial accommodations, auto sales and service, recycling depots; and general business uses including, but not limited to, office buildings, retail shops, restaurants, commercial accommodations, and drinking establishments. (RC-Dec 10/19;E-Feb 15/20)**
- 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. (**RC-Sep5/17;E-Oct21/17)**

The CGB Zone shall be applied to the Sunnyside area where most office buildings were constructed in the recent past. The CSC Zone shall be applied to the Sunnyside Shopping Centre and to Bedford Place Mall.

The CHWY Zone shall be applied in the general vicinity of the Bedford Highway in the area between the **Cushing Hill (RC-Dec 10/19;E-Feb 15/20)** and the Sackville River at Union Street as well as on a number of properties along Rocky Lake Drive. **The CHC Zone shall be applied in the general vicinity of the Bedford Highway at the southern end of Cushing Hill only on parcels which**

have road frontage on the Bedford Highway. Lots which have lot frontage or access to Oakmount Drive shall not be zoned the CHC Zone. (RC-Dec 10/19;E-Feb 15/20)

The CCDD Zone shall be applied to the Sobeys Shopping Centre at Hammonds Plains Road, areas east and south of the Highway 102/Hammonds Plains Road interchange, and east of the Bedford Highway at the municipal boundary with Halifax. The extent and purpose of the CMC Zone is explained in Policies C-19 to C-29B.

General Business District Commercial

Policy C-4:

With respect to office buildings, it shall be the intention of Town Council, within areas designated Commercial, to permit by development agreement the construction of office buildings in excess of the as-of-right height specified by the zone in which they are located in both the Sunnyside area, defined as the land between Civic #1440 and #1600 Bedford Highway, and in areas zoned SCS, Shopping Centre Zone.

Policies

Policy C-4(a)

It shall be the intention of Council to enable mixed use commercial/residential development at the south corner of the Bedford Highway and Moirs Mill Road as a means of promoting more intense development on what currently are under utilized lands with a municipal services in close proximity to commercial nodes and future transit oriented. Within the Commercial Designation, a mixed use development shall only be considered by a development agreement in accordance to the provision of the Municipal Government Act. In considering any such agreement, Council shall have regard to the following:

a) commercial shall be integrated into a building provided the commercial be located on the first floor fronting the Bedford Highway as a minimum provided commercial and residential uses smoothly co-exist within architecturally attractive buildings accessible by automobiles and pedestrians. The commercial uses be limited to those sympathetic to mixed use development;

b) the residential density shall not exceed 30 units per acre (based on a two-bedroom equivalent per unit);

c) all principal structures are designed to be seen from three vantage points: from the Bedford Highway motorist's point of view, from the pedestrians up-close viewpoint, and in relationship with adjacent and nearby buildings.

d) controls are set on the bulk, scale, and massing of any proposed development to ensure it does not significantly alter the character of this area and ensure such development contribute to a vibrant, attractive, safe, walkable area of Bedford.;

e) adequate buffers and screening should be provided for any proposed building or parking area from adjacent single unit dwellings, and attractive fencing and landscaping to enhance privacy should be provided where appropriate;

f) landscaping complements the proposed buildings, reinforces circulation paths, highlights entrances, provides shade, adds seasonal interest, and outlines a maintenance plan. Landscaping shall be designed for appreciation by pedestrians, bicyclists and motorists. adequate landscaping and/or streets trees should be

provided around the perimeter and throughout the site of the development to enhance the aesthetics of the site;

g) areas should be characterized by open space, green space, pedestrian connections and sidewalks that create a pedestrian-friendly area adequate recreation;

h) parking areas should be located so as to not dominate the site. The visual appearance of parking areas should be minimized through use of landscaping treatments, rear yards or enclosed parking, reduced parking standards or other appropriate means;

i) traffic circulation and access to an from the site should be designed to minimize adverse impacts on the adjacent residential uses, local road and the Bedford Highway;

j) adequate provisions should be made for safe and convenient pedestrian circulation on the site and to nearby amenities;

k) lighting shall be designed to provide security, safety, and visual appeal for both pedestrians and vehicles while ensuring minimal impact on adjacent residential properties.

l) measures should be proposed to mitigate impact on adjacent properties;

m) significant natural and cultural features on the site should be identified and protected where appropriate;

n) the provisions of Policy Z-3 be met. (RC-Aug 8/06;E-Sep 9/06)

Shopping Centres

Policy C-5:

Town Council shall process applications for new shopping centres of 50,000 square feet or more in area through the Development Agreement provisions of the Planning Act, within the areas designated Commercial on the Generalized Future Land Use Map. A proposal shall only be given favourable consideration if it meets the provisions of Policy Z-3 and the following criteria:

a) primary access onto a major collector, arterial or expressway;

b) adequate provisions made for pedestrian, transit, service vehicles and private automobiles in terms of access, circulation, and parking;

c) adequate screening from residential and institutional uses;

Office buildings shall be permitted in conjunction with shopping centres.

Highway Oriented Uses

Policy C-6:

In regulating highway oriented commercial uses, Town Council shall zone existing highway commercial uses CHWY. Town Council shall **enable** highway oriented development **on** lands designated Commercial between **Cushing Hill (RC-Dec 10/19;E-Feb 15/20)** and the Sackville River. (**RC-Sep5/17;E-Oct21/17)**

Policy C-6A: (RC-Dec 10/19;E-Feb 15/20)

The Cushing Hill Commercial Zone (CHC) shall be applied to the southern portion of Cushing Hill and permit commercial and highway oriented uses, but not limited to service stations, drive-in/take-out restaurants, commercial accommodations, auto sales and service, recycling depots; and general business uses including, but not limited to, office buildings, retail shops, restaurants, commercial accommodations, drinking establishments, institutional uses

[excluding cemeteries]. Building heights of up to 60 feet above the Bedford Highway shall be enabled within the CHC Zone. Residential uses containing up to 4 units shall be permitted as-of-right, subject to the requirements of the RTU (Residential Two Unit Dwelling) zone.

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, **shared housing uses (RC-Aug 9/22;E Sep 15/22)**, 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-10:

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Policy C-11:

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It shall be the intention of Council to enter into a Development Agreement for the CCDD property between Village Crescent and the Bicentennial Highway and Hammonds Plains Road (Parcel M) with a stipulation that a permanent buffer and separation distance be provided adjacent to the existing homes.

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.

Policy C-13:

It shall be the intention of Town Council to enter into a Development Agreement with the owners of the Travellers' Motel, Esquire Motel and Clearwater Lobster Limited properties to permit CCDD development when municipal services become available. In recognition of the site's unique position at the entrance to the Town overlooking the Bedford Basin, an agreement if entered into shall specify that two thirty foot wide separations are to be provided between the buildings on either side of the entrance road to the waterfront project to provide views from the highway and from the existing homes above the site. Buildings are to be set back 60 feet on either side of the entrance road to the waterfront project to provide a view. As well, the maximum building height is to be ~~75 feet~~ **8 storeys** .

Policy C-14:

It shall be the intention of Town Council to enter into a development agreement for the CCDD area located at the northern corner of the Hammonds Plains Road and the Bedford Highway. Any development agreement approved shall insure, through regulating the uses on the land and buffering provisions, that the project is compatible with the adjacent low density residential neighbourhood. Provisions shall also be made in the development agreement for retention of the existing vegetation within the street rights-of ways between the Hammonds Plains Road and the Old Hammonds Plains Road. The existing developed park, Millview Park, shall either be incorporated into a development proposal, or an alternate park space shall be provided by the developer to replace the existing park.

Policy C-15 - Deleted (RC-Mar 6/07;E-Apr 7/07)

Heavy Commercial

Policy C-16:

It shall be the intention of Town Council to require heavy commercial uses, such as building supplies centres, warehouses, distribution centres, and auto body repair shops, to locate in areas designated Industrial. Heavy commercial uses zoned C-6 in the 1982 Land Use By-law shall be zoned Light Industrial.

Tourist Related Commercial Uses

Policy C-17:

It shall be the intention of Town Council to give future consideration to the development of tourist related commercial uses and facilities that support the tourism industry such as: tourist accommodations, restaurants, tourist information centres, camp grounds, picnic areas, golf courses, museums, heritage walks, the Major Path and Walkway System, and a mainstreet commercial core.

Convention Centre

Policy C-18:

It shall be the intention of Town Council to consider permitting the development of a multi-purpose convention centre containing such uses as meeting areas, hotel facilities, dining and entertainment facilities, office functions and accessory retail outlets within areas designated Commercial on the Generalized Future Land Use Map. This development will be dealt with through the development agreement provisions of the Planning Act and will be subject to the criteria contained in Policy Z-3.

Mainstreet Commercial Core

Policy C-19:

It shall be the intention of Town Council to work towards the development of a viable and pleasant pedestrian-oriented small town commercial core (see Appendix D) along the south side of the Bedford Highway between the Sackville River and the Waterfront Development project and along the north side of the Bedford Highway between the Sackville River and 1140 Bedford Highway as shown on Map 2. A Mainstreet Commercial designation shall be applied to this area and shall be shown on the Generalized Future Land Use Map. No rezonings or development agreements for uses other than those in the Mainstreet Commercial Zone shall be considered within the Mainstreet Commercial designation.

Policy C-20:

Town Council shall establish a Mainstreet Commercial Zone within the Land Use By-Law and apply it to the portion of the mainstreet commercial core area extending from the Sackville River south to Locke Street on the north side of the street and between the Sackville River and Shore Avenue on the south side of the street as shown on Map 2. Permitted uses within the Mainstreet Commercial Zone shall be 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, recycling depots, dwelling units within a commercial building not to exceed 50 percent of the gross floor area and not located on the street front of the first floor, and existing residential uses. **For multi-unit residential buildings that begin construction before April 1, 2028, ground floor residential uses located on the street front of the first floor are permitted.** In addition, **shared housing with special care (RC-Aug 9/22;E Sep 15/22)** will be permitted by development agreement pursuant to Policy R-19A. All commercial developments shall be subject to specific signage, landscaping, parking, and architectural design controls as specified in the Land Use By-Law. Town Council shall prohibit front yard parking and deep front and side yard setbacks for new development. Town Council shall consider modification of the requirements for such items as front and side yard setbacks as well as front yard parking through a development agreement in situations involving the redevelopment of existing buildings. Those properties designated Mainstreet Commercial, but not zoned Mainstreet Commercial, shall continue to have an RSU Zone consistent with current land uses.

Policy C-20a:

To encourage the conservation and adaptive re-use of registered heritage properties in the Mainstreet Commercial Designation, renovations and expansions to existing heritage buildings shall be considered by a development agreement in accordance with the

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Heritage Development Agreement Policies of the Regional Municipal Planning Strategy, and may consider modification of the requirements for

(a) height;

(b) lot coverage;

(c) setbacks; and

(d) maximum percentage of gross floor area occupied by residential dwelling units.

Policy C-21:

Within the Commercial Designation, residential dwelling units in excess of 50% of the gross floor area of a commercial/residential mix use building located at 1091-1095 Bedford Highway shall only be consideration by a development agreement according to the provisions of the Municipal Government Act. In considering any such agreement, Council shall have regard to the following:

a) a minimum lot area of 28,000 square feet (2601 m5);

b) that a minimum of 15% commercial floor area be required and that the commercial component be located on the first floor fronting the Bedford Highway;

c) that commercial uses be limited to those uses permitted within the Mainstreet Commercial (CMC) Zone;

d) that all provisions of the Mainstreet Commercial (CMC) Zone and relevant General Provisions of the Land Use By-law be met as minimum requirements. These provisions shall include setbacks, lot coverage, parking spaces, landscaping within parking lots, general landscaping, architectural design, signs and amenity space;

e) that the portion of the building facing/fronting the Bedford Highway not exceed three storeys in height provided the appearance of the building is compatible with adjacent lands uses and buildings;

f) that site design features, including landscaping, amenity areas, parking areas and driveways be designed to address potential impacts on adjacent development and to provide for the needs of residents within the development;

g) that outdoor pedestrian facilities such as but not limited to seating, lighting, gardens, art and water features, be provided;

h) that parking spaces for the residential units be provided underground;

i) that the impact on traffic circulation, in particular sighting distances and entrances and exits to the site on the Bedford Highway be considered and adequately addressed;

j) that existing significant vegetation stands be retained, where possible; and

k) that the provisions of Policy Z-3 be met.

Policy C-21(a):

Within the Commercial Designation, new multiple unit dwellings and renovations and expansions to existing multiple unit dwellings shall only be considered by a development agreement in accordance to the provisions of the Municipal Government Act. In considering any such agreement, Council shall have regard to the following:

a) that the property is zoned Mainstreet Commercial (CMC);

b) that the property does not have frontage along the Bedford Highway;

c) that all provisions of the Residential Multiple Dwelling Unit (RMU) Zone, and relevant General Provisions of the Land Use By-law are met as minimum requirements. These provisions shall include but not limited to setbacks, lot coverage, height, parking spaces, landscaping within parking lots, general landscaping, architectural design, signs, amenity space and density;

d) that the appearance of the building is compatible with adjacent lands uses and buildings;

e) that site design features, including landscaping, amenity areas, parking areas and driveways are designed to address potential impacts on adjacent development and to provide for the needs of residents within the development;

f) that outdoor pedestrian facilities such as but not limited to seating, lighting, gardens, art and water features, be provided;

g) that the impact of traffic circulation on residential streets, in particular sighting distances and entrances and exits to the site be considered and adequately addressed;

h) that existing significant vegetation stands are retained, where possible; and

i) that the provisions of policy Z-3 be met. (RC-Jul 8, 2003;E-Augt 16/03)

Policy C-22:

It shall be the intention of Town Council to encourage the rehabilitation and adaptive re-use of buildings designated through the provisions of the Town's Heritage Property By-Law within the commercial core for uses consistent with the Mainstreet Commercial Zone.

Policy C-23:

It shall be the intention of Town Council to require landscaping of front yards of commercial properties within the Mainstreet Commercial Zone to create a pleasant and attractive environment conducive to pedestrian activity.

Policy C-24:

It shall be the intention of Town Council to require buildings within the Mainstreet Commercial Zone to support the human scale of the street, create a sense of streetscape, and promote a pedestrian-oriented environment through architectural regulations within the Land Use By-law (see Appendix D).

Policy C-25:

Town Council shall develop sidewalks on both sides of the Bedford Highway and provide additional public parking opportunities when approving improvements to that portion of the Bedford Highway within the mainstreet commercial core.

Policy C-26:

It shall be the intention of Town Council to undertake tree planting and landscaping, provide street furniture and street lighting, and support a maintenance program for a first class appearance (including grass cutting and weed control to be done by the appropriate department) on Town owned land, in support of the development of a pedestrian streetscape within the Mainstreet Commercial Zone.

Policy C-27:

Town Council shall actively pursue options to increase on-street parking, shared private parking

lots, and community owned parking lots within the area designated Mainstreet Commercial. Priority shall be given to the completion of the streetscape improvements between Fourth Street and the Waterfront project to increase on-street parking opportunities.

Policy C-28:

It shall be the intention of Town Council to provide views of the Bedford Basin by considering the acquisition of lands on the Basin side of the Bedford Highway within the mainstreet commercial core, sufficient for small mainstreet parks which will provide resting opportunities for pedestrians.

Policy C-29:

Town Council shall permit mixed-use (residential/commercial) buildings within the Mainstreet Commercial Zone provided that commercial uses only are located at street front level.

Policy C-29A:

Council shall consider residential uses on the rear portion of 1254 Bedford highway and the property known as 10 Meadowbrook Drive through a Development Agreement. In considering a Development Agreement Council shall give consideration to the CMC zone requirements with regards to architectural guidelines. Multiple unit buildings shall not contain more than nine (9) units.

Policy C-29B:

It shall be the intention of Town Council to identify and implement initiatives to facilitate development/redevelopment within the CMC Zone. The development of a marketing and implementation plan for the CMC Zone shall be a priority and may form part of the study identified in Policy C-37.

Drinking Establishments

Policy C-30:

It shall be the intention of Town Council to permit drinking establishments within: the Waterfront Comprehensive Development District; within shopping centres to a maximum 3,300 square foot area devoted to public space; and, within the Mainstreet Commercial area to a maximum of 800 square feet devoted to public space.

Policy C-31:

It shall be the intention of Town Council to consider applications for drinking establishments outside of the areas identified in Policy C-30 through the development agreement process subject to the provisions of Policy Z-3 and the following criteria:

a) the area is designated Commercial or CCDD on the Generalized Future Land Use Map;
b) a drinking establishment shall not be located within 200 feet of the nearest property line of any land in any residential zone, or any schools, library, park, playground, any church, convent, synagogue, or similar place of worship or another drinking establishment;
c) not more than one drinking establishment shall be permitted in any one building; and,
d) access shall be to a collector or arterial road not via a local residential street.

Adult Entertainment Uses

Policy C-32:

It shall be the intention of Town Council to consider applications for adult entertainment uses in areas designated Commercial on the Generalized Future Land Use Map through the development agreement provisions contained in Policy Z-3 and subject to the following criteria:

a) the proposed use is not situated within 1,500 feet of the nearest property line of any land in any residential zone, or any school, library, park, playground or other recreational facility, any church, convent, synagogue or similar place of worship;
b) signs shall be limited to one per business; advertise only the name of the business; be no larger than 12 square feet, be attached upon and parallel to the front of the building in which the use is being carried on; and be the only advertising visible on or audible from the outside of the building;
c) not more than one adult entertainment establishment is permitted in any one building; and,
d) the proposed use is located on an arterial or collector street.

Aesthetics of Commercial Activities

Policy C-33:

It shall be the intention of Town Council, in areas designated Commercial, to improve the aesthetics of such commercial areas by encouraging rear yard parking, discouraging large front yard setbacks and parking in front and side yards, regulating commercial signage, requiring landscaping, and regulating the architectural design of new and redeveloped commercial buildings through requirements in the Land Use By-law.

Policy C-34:

It shall be the intention of Town Council to include in the Land Use By-law provision for the general regulation of signage in all zones, except the Mainstreet Commercial Zone, including prohibition on certain types of signs, as well as type, size, number and location. Within the Mainstreet Commercial Zone it shall be the intention of Town Council to include specific sign regulations to ensure that signage in this zone is compatible with the small scale, pedestrian orientation of the area. These provisions shall relate to the nature, size, location, number, and type of signs (including signboards, projecting signs, canopies, and window signs) as well as their illumination. (RC-Sep26/06;E-Nov18/06)

Commercial Development Adjacent to Residential Areas

Policy C-35:

It shall be the intention of Town Council to minimize the impact of commercial uses, commercial traffic and parking areas, and commercial refuse containers on abutting existing residential uses or on lands which are designated and/or zoned for residential uses through regulations in the Land Use Bylaw, and through the development and subsequent enforcement of a property maintenance by-law.

Mainstreet Improvement District

Policy C-36:

It shall be the intention of Town Council to complete streetscape improvements, consistent with the former Provincial Mainstreet Program, along the Bedford Highway from the Halifax City boundary to the northern boundary, as well as that portion of Dartmouth Road designated and zoned for commercial uses, along the eastern side as far as Main Street and as far as Parkers Brook along the western side (Map 3).

Reviews of Commercial Land Uses:

Policy C-37:

It shall be the intention of Town Council to immediately commence development of an economic development strategy for the Town. The strategy will examine the demand for and supply of commercial land within the Town and specifically the cumulative effect of permitting further commercial development along the Bedford Highway. Direction shall be provided in terms of the future opportunities and location of commercial growth. The strategy shall also examine the demand for industrial land and shall provide clear direction relative to type, quantity and location of future industrial growth.

Policy C-38:

Deleted

Policy C-39:

It shall be the intention of Town Council, upon adoption of this strategy, to examine the provision of public parking facilities within the Town of Bedford and other communities.

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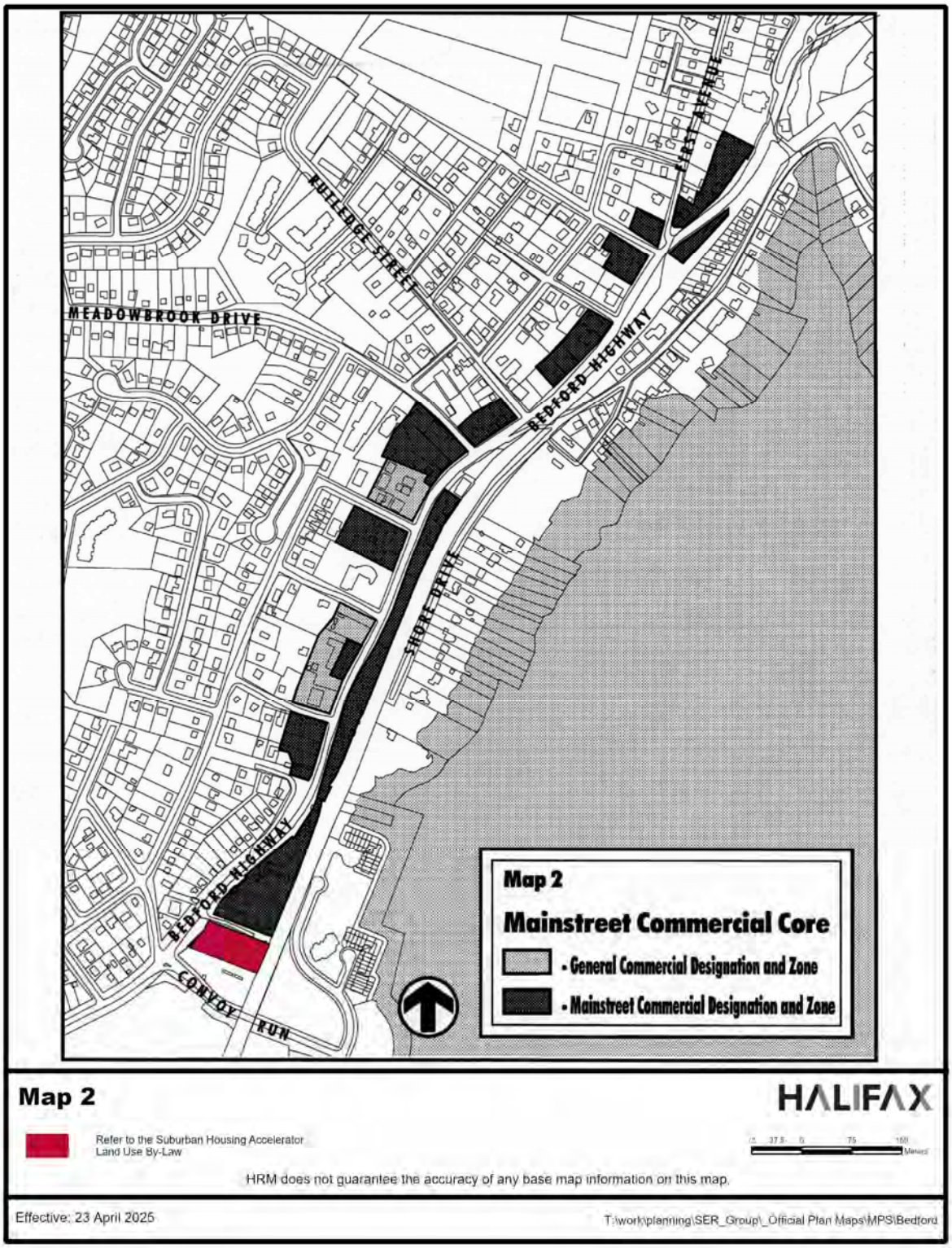
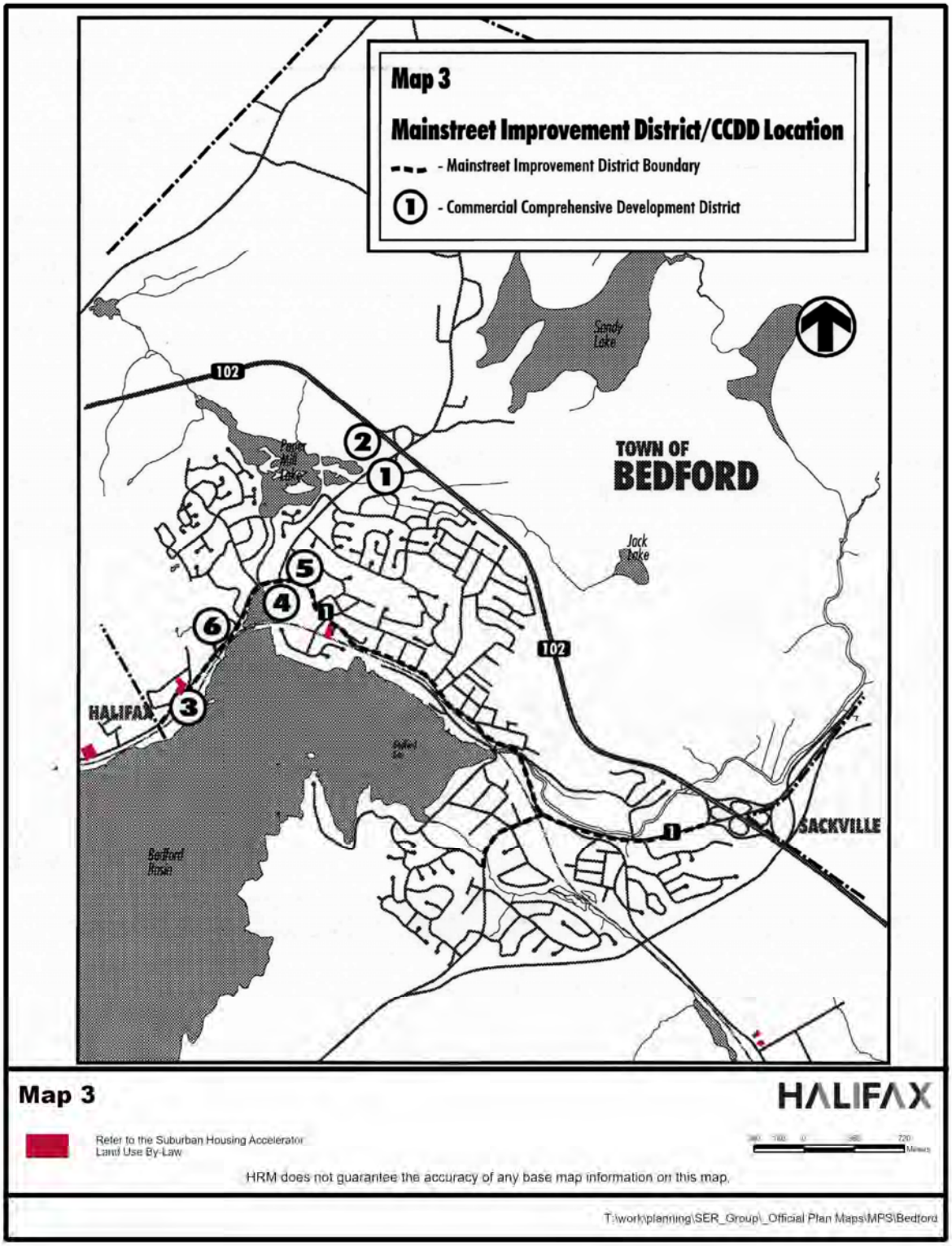
Map 2: Mainstreet Commercial Core



Map 3: Mainstreet Improvement District/CCDD Location



WATERFRONT DEVELOPMENT

Background
The Town of Bedford has approximately 8 miles of shoreline along the Bedford Basin and Bedford Bay. Originally used by water-related industries such as pulp and paper, ship repair and other marine transportation uses, the waterfront was most visible during the war with the assembling of war time convoys. In recent years the main use of the Bedford Bay and Basin shoreline has been for public and private recreational uses such as the Bedford Basin Yacht Club and numerous small private docks for recreational boating.

This chapter focuses on the proposed Waterfront Development Project. This project will create a site of approximately 55 acres (Map 4) along the southwestern portion of the Bedford Bay starting from Boutilier's Boat Yard and extending to Crosby Island. This chapter establishes objectives and policies for the waterfront project area that is indicated on Map No. 4 'hereinafter called the "waterfront project area".

The first phase of the waterfront project is presently under development by the Bedford Waterfront Development Corporation (BWDC). The BWDC was incorporated by the Province, but is neither a Crown Corporation nor an agent of the Province. It is a private corporation which has been charged, among other things, to handle all aspects of the development of the waterfront of Bedford and the development of a marine park in Bedford on the Bedford Basin.

WATERFRONT PROJECT OBJECTIVES

OVERALL OBJECTIVE

> **To promote the development of Bedford's waterfront project area as an active year-round mixed-use urban waterfront area containing public spaces and activities with residential, commercial, cultural and institutional uses that when developed, emphasize the waterfront project area's location, heritage and environment.**

ACCESS

> **To improve public physical and visual access to the Bedford waterfront project area, including the water's edge.**

RECREATION

> **To work towards the waterfront project area becoming a major recreational resource providing a mix of recreational activities on both land and water.**

RESIDENTIAL

> **To encourage residential development on the lands designated for the waterfront project area.**

COMMERCE

> **To encourage commercial development on the lands designated for the waterfront project area.**

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ENVIRONMENT

To approve only developments that enhance the unique nature of the waterfront project area and that will improve and enhance the environmental features of the Bedford Bay and Basin.

Access

Bedford's waterfront is similar to many in the country in that a portion of it is separated from the rest of the Town by a major physical barrier, the rail line. In order to integrate the Town and the project area, and to overcome this major physical barrier Town Council shall seek to minimize the effects of this barrier and others on public physical and visual access. (Policy WF-1)

There are different ways and means of improving physical and visual access to the waterfront project area. Some measures include making the proposed development attractive, providing public recreation activities and facilities, and improving links such as streets, sidewalks and bicycle routes between the waterfront project area and the town. These elements will help increase use of the waterfront project area by Town residents. (Policy WF-2)

Public accessibility to the waterfront project area shall be improved by making it an integral part of the Town. Consequently, regard shall be given to the extension of the existing street network into the site and where possible the establishment of a bicycle route connection and the continuation of the Major Path and Walkway System. (Policy WF-3)

In the future there will probably be improved public transit service in the Town. Therefore Town Council shall seek improvement of the existing street network and connections with the proposed Waterfront Project where such improvements will enhance the ability of public transit to provide service to the waterfront project area. (Policy WF-4)

Pedestrian linkages will also be of importance to the Town in increasing accessibility to the waterfront project area. Such linkages include the proposed Major Path and Walkway System which should be extended to include a continuous public walkway along the waterfront project area, sidewalks on both sides of roads joining the waterfront project area to Bedford Highway, and walkway shelters. Ideally, pedestrian linkages should be constructed so as to minimize the impact of adverse effects of the winter climate. Careful consideration should be given to the use of landscaping to ameliorate harsh weather conditions on pedestrian linkages. (Policies WF-5 and WF-6)

Recreation

Historically the waterfront has been a major area of recreational activity during the development of Bedford as a community. In the recent past this level of recreational activity has dropped due to pollution and private development along the shoreline. Given the importance of the waterfront project area to the Town, and its potential public accessibility, Town Council shall promote a range of recreational facilities and, equally importantly, programming which provide for recreational activities on both land and water in and in the vicinity of the waterfront project area. (Policies WF-7, WF-8 and WF-9)

In addition, development of the waterfront project area as a mixed use project including housing will require that local recreational facilities be developed for the residents of the waterfront project area. (Policies WF-10, WF-11 and WF-12)

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Housing
It is recognized that a residential population on the waterfront project area contributes to the diversity of uses and experiences and adds to public safety. Housing on the waterfront project area, however, presents a particular challenge to separate private and public use of lands. Furthermore, it is recognized that different types of housing have different land and open space requirements. Family housing usually should be related to grade and must have private property associated with the units for the residents of the development. (Policy WF-13)

Housing on the waterfront project area should be designed to maintain views from existing public areas of the Town. Housing units should be designed to take advantage of waterfront project area views and to account for climatic effects in providing for adequate winter shelter, windbreaks and passive solar gain. (Policy WF-14)

Commerce
In order to create a diversified and year round use of the waterfront project area, Town Council shall promote a diversity of land uses including commercial development. Council shall not permit large scale shopping centres which are generally land intensive with associated parking and do not have any locational requirements that would require a waterfront site. Therefore these types of commercial uses shall be discouraged.

Commercial activities in the entertainment sector should be encouraged since development of these types of uses would fulfil a current void in the Town's make-up and provide for increased public use of the waterfront project area. (Policy WF-15)

Cultural
The waterfront project offers a unique setting for development of a cultural centre for the Town. (Policy WF-16)

Environment
The waterfront project area is a unique area within the Town. The proposed waterfront development project presents the Town with a rare opportunity to increase public use of the shoreline and Bedford Bay while ensuring that appropriate environmental controls are placed on the project. In addition the Town may require appropriate site design and layout features to moderate harsh winter conditions for the benefit of users of the waterfront project area and to screen future or existing utility uses.

The Bedford Basin acts as a conduit for cooling summer winds. Consideration should be given to maintaining this airflow into the Town rather than cutting it off or diverting it by inappropriate building design or site layout. Consideration should also be given to the waterfront project's building design and site layout to provide shelter from prevailing winter winds. (Policy WF-17 and WF-18)

Implementation
Although Bedford's waterfront extends for approximately eight miles round the Bedford Basin, the foregoing policies relate only to that area designated "Waterfront Project" shown on Map 4. Given the area's unique position in and its importance to the Town, the area will be designated as Waterfront Comprehensive Development District. The Land Use By-law will establish a Waterfront Comprehensive Development District Zone and the waterfront project area lands will be zoned in accordance with Policy WF-19.

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The purpose of the Waterfront Comprehensive Development District designation is to ensure that the waterfront project area is planned and developed in a comprehensive manner that specifically addresses the policies of this chapter and those of the M.P.S. Therefore no development permits shall be issued until Town Council has entered into a Development Agreement for the waterfront project area that is designated Waterfront Comprehensive Development District (Policies WF-19, WF-20, WF-21, WF-22, and WF-23).

OBJECTIVES AND POLICIES

POLICIES

Access

Policy WF-1:

It shall be the intention of Town Council, within the design and layout of the Waterfront project, to maximize access to the development as well as the Bedford Basin for all residents of the Town.

Policy WF-2:

It shall be the intention of Town Council to ensure that the physical form, visual appearance, and pedestrian amenity of streets, sidewalks and bicycle routes between the waterfront project area and the Town increase the public's accessibility to the waterfront project area.

Policy WF-3:

It shall be the intention of Town Council that the existing street network shall extend into the waterfront project area to provide linkages for both vehicular and pedestrian traffic. Consideration shall be given to establishment of a bicycle route connection and the continuation of the Major Path and Walkway System.

Policy WF-4:

It shall be the intention of Town Council to accommodate the use of public transit through specific design features in the waterfront project area that will allow for a convenient and economic access for transit services.

Policy WF-5:

It shall be the intention of Town Council to promote and improve specific pedestrian linkages that include the extension of the Major Path and Walkway System onto the waterfront project area; a continuous public walkway along the waterfront project area; sidewalks on both sides of streets connecting the waterfront project area to the Bedford Highway; and use of various measures including landscaping to minimize the adverse impacts of winter climate on these pedestrian linkages.

Policy WF-6:

It shall be the intention of Town Council to encourage the public use of waterfront project area lands and buildings at the ground level. Where possible, publicly accessible uses shall be located at the ground level in all buildings, except those which are solely residential.

Recreation

Policy WF-7:

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It shall be the intention of Town Council that the waterfront project area shall become a major public recreational resource which shall provide for recreational activities on both land and water that broaden rather than duplicate the quality and choice of existing public recreational facilities in the Town.

Policy WF-8:

It shall be the intention of Town Council to request the Bedford Waterfront Development Corporation to dedicate a minimum of fifteen (15) per cent of the waterfront project area lands for public parks inclusive of the public walkway system.

Policy WF-9:

It shall be the intention of Town Council to promote the development of new commercial recreational facilities which are water related or otherwise contribute to the recreational use of the waterfront project area. Such facilities shall not be included as part of the park dedication cited in Policy WF-8 above.

Policy WF-10:

It shall be the intention of Town Council to require the Bedford Waterfront Development Corporation to provide for the development of recreational areas to meet the recreational requirements of residents of the waterfront project area housing. The amount of recreational space shall be as required in the Multiple Dwelling Unit (RMU) Zone of the Town's Land Use By-Law.

Policy WF-11:

It shall be the intention of Town Council to encourage the development of recreational facilities which can be used by all, including the elderly and physically disabled.

Policy WF-12:

It shall be the intention of Town Council not to permit the development of major facilities such as soccer pitches, football fields, and similar uses in the waterfront project area.

Housing

Policy WF-13:

It shall be the intention of Town Council to encourage provision of a variety of housing styles and dwelling unit sizes on the waterfront project area consistent with the housing objectives of the Town, but in no case shall the residential buildings exceed a height of eight storeys or 100 feet.

Policy WF-14:

It shall be the intention of Town Council to protect views of the Bedford Basin from points on the Bedford Highway and areas beyond the Highway. Specifically the residential site behind that portion of the Bedford Highway between the Travellers Motel and Mill Pond (Moirs Pond) shall incorporate at least three (3) view corridors between buildings. Such corridors shall be at least thirty (30) feet wide from the ground to the sky.

Commercial Uses

Policy WF-15:

It shall be the intention of Town Council to promote commercial development in the waterfront project area excluding large scale shopping centres but including retail, office, hotel and

convention facilities as well as increased commercial entertainment opportunities such as a privately operated theatre or activity centre.

Cultural Uses

Policy WF-16:

It shall be the intention of Town Council to encourage the development of a cultural centre on the waterfront project area in association with other levels of government and the private sector.

Environment

Policy WF-17:

Town Council shall require the Bedford Waters Advisory Committee to report on any environmental impact assessment (i.e. changes in water circulation patterns, effect of project on sewage treatment plant discharge, etc.,) of the proposed waterfront development project before entering into a development agreement.

Policy WF-18:

It shall be the intention of Town Council to have regard for building, street and open space configurations in relation to wind and sun to minimize adverse winter climatic effects.

Implementation

Policy WF-19:

It shall be the intention of Town Council, to designate the total area, including existing land and land which is to be created by infilling the bay, as Waterfront Comprehensive Development District on the Generalized Future Land Use Map. Town Council shall make provision in the Land Use By-law for a Waterfront Comprehensive Development District Zone and shall apply the zone to the land base which exists within the waterfront project on the effective date of the Zoning By-law. The WFCDD zone shall be applied to additional infilled land within the WFCDD designation through an amendment to Schedule "A" of the Land Use Bylaw.

Policy WF-20:

It shall be the intention of Town Council to enter into Development Agreements, pursuant to Section 56 of The Planning Act, with the owners of the area to implement the proposal in accordance with the foregoing waterfront policies. In considering applications Town Council shall have regard to whether, after holding a public hearing and giving consideration to submissions received at such public hearing, the proposal is consistent with the Municipal Planning Strategy.

An application for a Development Agreement in a WFCDD Zone shall include the following information:

a) A plan to a scale of 1"=100' or 1" = 40' showing the following:
   i) The location of all buildings and structures;
   ii) Each residential area, indicating for each area the total number of dwelling units as well as the number by unit type, types of units, associated parking layouts and population density;
   iii) Description, area (in square feet), and location of all proposed commercial, cultural and mixed-uses and all associated parking layouts;

iv) The location, area, shape and surface treatment of all public and private open spaces;
v) The location of all pedestrian and vehicular circulation systems including all public streets, sidewalks, walkways, bike routes and bus bays;
vi) A description of any protected viewplanes;
vii) An indication of how the phasing and scheduling is to proceed;

b) An elevation plan showing maximum building heights for each area;

c) A plan to the scale of 1" = 40' showing an outline of the proposed:
i) Sanitary and stormwater sewer systems;
ii) Water systems;
iii) Surface drainage and means of disposal of the water;

Policy WF-21:

It shall be the intention of Town Council to consider discharging the agreements made pursuant to Policy WF-20 upon the completion of the project or upon completion of various phases of the project. Upon discharging an agreement Town Council shall zone the WFCDD in such a manner as to be consistent with the development agreement by applying appropriate zoning or 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 WF-22:

It shall be the intention of Town Council that the following uses shall be considered as potentially permitted uses in the Waterfront Comprehensive Development District:

a) townhouse dwellings
b) multiple unit dwellings
c) **shared housing uses** **(RC-Aug 9/22;E Sep 15/22)**
d) neighbourhood convenience store
e) retail commercial uses
f) commercial entertainment uses
g) commercial service
h) food and beverage uses
i) marine related uses
j) office uses
k) convention facilities
l) hotel facilities
m) institutional SI/SU uses
n) parks & recreational uses
o) cultural uses
p) any uses accessory to the foregoing

Policy WF-23:

It shall be the intention of Town Council, in addition to all other criteria set out in the various policies of this planning strategy, to have regard for the following criteria in evaluating all proposals for the Waterfront Comprehensive Development District Zone:

Intent

i) That the proposal provides for a predominantly mixed-use, medium-rise (4, 5, 6 storeys) and high-rise (7 & 8 storeys) project;

Access

ii) the adequacy of access into the Waterfront Project with preference given to an access at the Holland Avenue/ Bedford Highway intersection;
iii) That the proposal makes provision for a continuous public walkway immediately adjacent to the water's edge running the entire length of the project except where general accessibility to any marine-related use would be unsafe; and such walkway shall be

intersected at various points by public parks and plazas and contain appropriate street furniture;

iv) That the proposal makes provision for appropriate pedestrian signage;

Views

v) That the proposal positions buildings and roads so that there is a view corridor unobstructed by any building from any access road straight to the water's edge;

vi) That the proposal addresses the positioning and massing of buildings so that acceptable views are maintained between the Bedford Highway and the Bedford Bay as per Policy WF-14;

vii) That the proposal provides for a variety of materials, building types and heights to enhance the view from the water side of the project;

Recreation

viii) That the proposal provides for public parks such that they are located along the waterfront project area edge in conjunction with the public walkway;

ix) That the proposal provides for a mix of small and large public parks with a large public park suitable for Town assemblies and open-air recreational activities such as band concerts;

x) That the proposal provides that the siting and massing of buildings around public park areas shall be to reinforce the nature of the park areas as public;

xi) That the proposal makes provision for commercial uses at grade in all buildings that abut public park areas;

xii) That in light of policy and the intent of the Strategy to develop a community oriented Waterfront Development Project, Council shall give special consideration to projects that include public boat launching facilities with associated parking and walkways along the water's edge;

Housing

xiii) That the proposal allows for the clustering of residential units into distinct housing areas rather than located along the entire length of the project;

xiv) That the proposal includes height limitations for all residential buildings consistent with Policy WF-13 and WF-14, however there shall not be more than two high-rise residential buildings which are not to exceed eight storeys or 100 feet in height;

Commercial

xv) That the proposal makes provision for a variety of small scale commercial uses located at grade;

xvi) That the proposal contains height limitations consistent with Policy WF-14 and WF-15 for all commercial buildings specifying that in no case are the commercial buildings to exceed 75 feet in height;

xvii) That the proposal locates office uses at levels other than grade;

Parking

xviii) That the proposal provides for development of parking structures to minimize the amount of land used by surface parking lots;

Environment

xix) That the proposal provides for planting, vegetation screens and other visual barriers to

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minimize the visibility of the sewage treatment plant.

xx) That the proposal includes provision of servicing designs and plans that are in accordance with Town requirements.

xxi) That the proposal provides for the construction of underground services.

xxii) That the proposal is in sufficient detail to include information on the waterfront project area's demographics, mix of passive/active recreational space, and the relationship of public space to private space.

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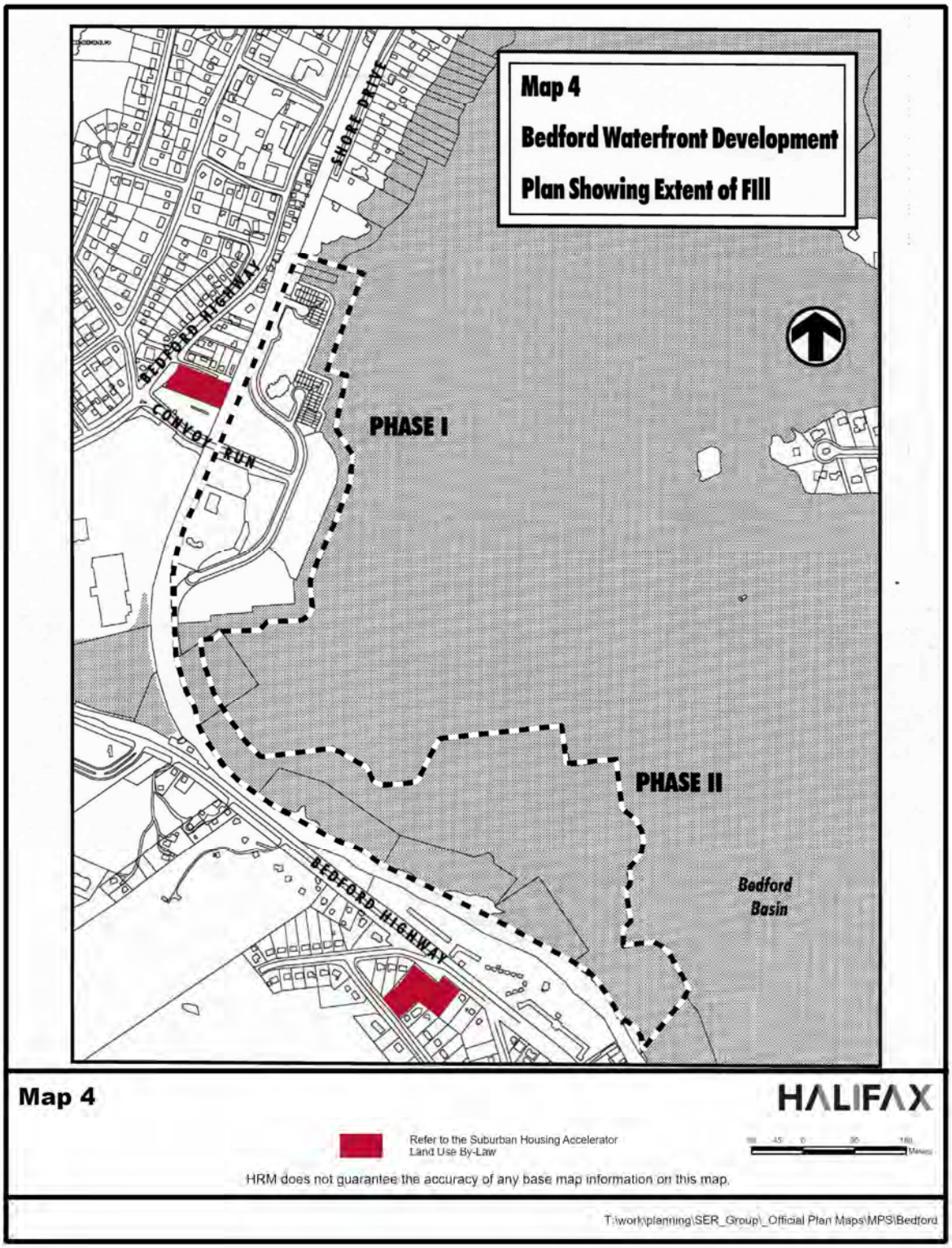
Map 4: Bedford Waterfront Development



INDUSTRIAL

In preparing this section of the Municipal Planning Strategy the following objective was used as a general guideline:

INDUSTRIAL OBJECTIVE

> **To promote industrial development which is appropriately located in relation to the physical environment and other land uses, consistent with the preservation, creation and maintenance of a well balanced community.**

Over the past eight years the rate of industrial and commercial development has been outpaced by the rate of residential development. Traditionally industrial/commercial uses have subsidized, through their higher property and occupancy taxes, the cost of providing municipal services to residential areas. The Industrial objective seeks to ensure that there is a balance, to be able to equitably distribute the tax burden between industrial/commercial and residential development. Town Council shall work towards increasing the tax revenue ratio between these land uses to levels experienced in earlier years. Achieving this balance will mean that the Town can provide residents with the opportunity to both reside and work in Bedford.

Industrial Promotion

There are three areas within the Town where industrial uses are encouraged to locate. The Atlantic Acres Park on Hammonds Plains Road is owned by Nova Scotia Business Capital Corporation. Adjacent to Atlantic Acres Industrial Park the Town has undertaken to develop an additional 24 acres of land. This area is known as Bedford Business Park. Half this land has been sold (at the time of issue of this document) with the intention being to convey the balance of the acreage to private entrepreneurs. These parks are promoted for light industrial and commercial uses.

Bedford Industrial Park is situated on Rocky Lake Drive. CN Rail is the major land owner here. This park, with its rail service, is suited to heavy industrial uses as well as light industrial and commercial uses. The heavy industrial uses will be limited to the area east of the proposed Highway 107.

The Town of Bedford has recently researched the opportunity to establish an Information, Research and Technology (ITR) Park on lands located on the western quadrant of the intersection of the Bi-Centennial Highway and Hammonds Plains Road. Policy I-2A indicates Town Council's intention to promote the development of high technology and research uses through the creation of an Information, Technology, and Research Generalized Future Land Use Designation and Zone and application of same to these lands.

Bedford's industrial parks compete with other industrial parks in the metropolitan area to obtain a share of regional industrial growth. Significant expansion and promotion of other metro area industrial parks (Burnside, Halifax, Aerotech) have taken place in recent years. Given this situation, Bedford will:

1. actively market Bedford's industrial and high technology potential to prospective clients;
2. ensure that sufficient, suitable, serviced and zoned land is available for prospective clients wishing to locate industries in Bedford;
3. ensure that development standards are protective of existing industry; and,

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4. ensure that future development is of sufficiently high quality to attract further development.

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The Economic Development Commission has been charged by Town Council with promoting industrial development as indicated in Policy I-1. Policy I-2 provides for designating areas on the Generalized Future Land Use Map where the location of industrial development is to be encouraged and establishes specific industrial zones which are to be applied within this designation.

In recognition of the fact that industrial activities vary in their requirements for infrastructure, in their impact on adjacent land uses, and in their desired locations, industrial land uses within Bedford are to be controlled by three industrial zones. The Light Industrial Zone will control industrial uses which tend to have the least impact on adjacent areas. Objectionable industries, such as those which emit excessive noises or odours will not be permitted in areas zoned for light industry. A Harbour Oriented Industrial Zone will be applied to a portion of the DND Magazine property on the Basin. This zone will come into effect should the property be declared surplus and be sold by DND for private use. Heavy industrial uses will be located in the eastern portion of Bedford Industrial Park, removed from residential areas. An Information, Technology, and Research (ITR) Zone shall encourage high technology and research uses to locate in Bedford.

Policies I-3 and I-4 relate to the aesthetics of future industrial development. Policy I-3 details the requirement to incorporate landscaping elements in future industrial developments. Policy I-4 outlines specific controls with regard to permitting salvage operations to locate in the Town.

Environmental concerns relative to industrial development are discussed in Policies I-5 and I-6. Development permit applications for industrial uses which may create an emission or waste problem, or may be a hazardous use, shall be referred to the Department of Environment and the Bedford Waters Advisory Committee, where applicable, for their information and comment (Policy I-5). Policy I-6 indicates Town Council's intention to encourage the safe use, production, transportation, storage, and disposal of hazardous goods in the Town consistent with federal and provincial legislation. Environmental concerns relative to industrial development are also addressed in Policy E-8 in the Environment Chapter. Policy E-8 indicates that the erection of any structure or the alteration of land levels between 100 and 50 feet of a watercourse or water retention area shall be prohibited within areas designated and/or zoned for industrial unless undertaken by development agreement pursuant to the requirements of Policies E-8 and Z-3. The intent of this policy is to distance disturbed areas associated with new industrial developments from watercourses to minimize the potential for sedimentation.

Proposals to operate pits and quarries are industrial land uses which usually receive considerable attention. Truck traffic, dust generation, blasting, and noise emissions associated with such activities generally make pit and quarry operations unwelcome neighbours for residential and most other land uses. Such activities impact not only on adjacent properties but also on properties considerably distanced from such operations. To minimize the impact of potential pits and quarries within Bedford Town Council shall only permit the development of structures associated with pit and quarry operations through the development agreement process in areas which are designated industrial on the Generalized Future Land Use Map and zoned heavy industrial on the Zoning Map (Policy I-7).

Policy I-8 indicates the intention of Town Council to examine, as part of the economic development strategy reference to Policy C-37, future needs for industrial land, and to clearly articulate direction relative to the type, quantity and location of future industrial growth.

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OBJECTIVES AND POLICIES

INDUSTRIAL OBJECTIVE

To promote industrial development which is appropriately located in relation to the physical environment and other land uses, consistent with the preservation, creation and maintenance of a well balanced community.

Policy I-1:

It shall be the intention of Town Council through the Economic Development Commission to undertake a marketing and promotion campaign to actively market and promote the Town of Bedford in efforts to attract new industrial development.

Policy I-2:

It shall be the intention of Town Council to direct and encourage industrial development in areas designated "Industrial" on the Generalized Future Land Use Map. The following industrial zones shall be applied within the Industrial designation:

a) Light Industrial Zone (ILI) which permits industrial uses, including but not limited to, manufacturing, processing, assembly or warehousing operations, shopping centre commercial uses, commercial uses permitted within the General Business District (CGB) Zone, and utility (SU) uses. Commercial office uses permitted within the GBD Zone shall be permitted by development agreement. Light industrial and permitted commercial uses shall be encouraged to locate in the Atlantic Acres Industrial Park, in immediately adjacent industrial areas, and in the southern portion of the Bedford Industrial Park. **Service station and gas bar uses shall be permitted in portions of the Bedford Industrial Park, specifically on lands which have direct access to Damascus Drive in the existing Bedford Common commercial area.** (**RC-Sep5/17;E-Oct21/17)**

b) Harbour Oriented Zone (IHO) which permits light industrial uses requiring direct access to Bedford Basin, marine technology and research facilities, recreational uses, and utilities (SU).

c) Heavy Industrial (IHI) Zone which permits heavy industrial uses including, but not limited to, manufacturing, railway uses, concrete brick and asphalt plants, recycling facilities, utilities, bulk storage facilities, construction industries, dry cleaning establishments and industrial uses permitted within the ILI Zone.

Policy I-2A:

It shall be the intention of Town Council to promote the development of information, high technology and research uses in areas designated Information, Technology, and Research (ITR) on the Generalized Future Land Use Map. An Information, Technology, and Research Zone shall be applied within the ITR designation to permit information and technology uses including, but not limited to, scientific research and development uses, data processing and computer centres, medical/pharmaceutical/optical/dental laboratories and related research and processing facilities, educational research and development uses and related design facilities. Commercial uses such as full service and take-out restaurants, coffee shops, motels, banks, convenience stores, ad liquor stores shall also be permitted. Light Industrial (ILI) uses are not permitted within the ITR Generalized Future Land Use Designation. Only a portion of the ITR

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designation shall be zoned to the Information, Technology and Research Zone to reflect a proposal by the Red Cross to establish a blood fractionation plant. Council shall consider other ITR proposals in the remaining area of the designation by amendment to the land use by-law.

Policy I-3:

Town Council shall establish minimum standard landscaping requirements for industrial zones through provisions in the Town's Land Use By-law in order to improve the aesthetics of Industrial Parks and reduce potential land use incompatibilities. Requirements shall include but not be limited to: planting; screening of garbage receptacles, outdoor storage and display; and, provision of buffers and/or separation distances between industrial land uses and abutting residential, institutional, and park uses.

Policy I-4:

It shall be the intention of Town Council to permit salvage yards in areas designated Industrial on the Generalized Future Land Use Map and zoned Heavy Industrial through the development agreement provisions found in Policy Z-3, and also subject to the following criteria:

a) No salvage yard shall be permitted which is adjacent or within a 500 foot radius of community facilities such as schools, community centres, playgrounds, churches, cemeteries, public beaches or historical sites;
b) No salvage yard shall be located within 500 feet of any existing or designated residential area;
c) Salvage yards are to be screened from public streets and adjacent properties;
d) No salvage yards shall be located within 500 feet of identified environmentally sensitive areas;
e) Salvage yards may be permitted to locate adjacent to uses of a similar nature such as heavy industrial uses and areas used for industrial storage;
f) Salvage yards may be permitted in abandoned pits and quarries provided all other site, environmental and locational criteria are satisfied; and
g) The site being environmentally safe as determined by a qualified person.

Policy I-5:

It shall be the intention of Town Council to require the Development Officer to refer all development permit applications for industrial developments which may create or are suspected of creating an emission or waste problem, or may be a hazardous use, to the Provincial Department of Environment, and to the Bedford Waters Advisory Committee where applicable, for their information and comment.

Policy I-6:

It shall be the intention of Town Council to require the safe use, production, transportation, storage, and disposal of hazardous goods in the Town consistent with Federal and Provincial legislation.

Policy I-7:

It shall be the intention of Town Council to control, by regulating or prohibiting the alteration of land, the initiating of new pit operations and the initiating of new quarry operations as follows:

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a) Regulate or prohibit through the Grade Alteration By-law;
b) Regulate through the Pit and Quarry By-law;
c) Regulate or prohibit any associated blasting through the Blasting By-law; and
d) Regulate the development of structures associated with pit or quarry operations by permitting their development only through the development agreement process and only in areas which are zoned IHI Heavy Industrial.

Policy I-8:

It shall be the intention of Town Council to examine, as part of the economic development strategy referenced in Policy C-37, future needs for industrial land, and to clearly articulate direction relative to the type, quantity, and location of future industrial growth.

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INSTITUTIONAL

Background
Institutional facilities within the Town of Bedford range from the post office, schools, churches, and fire halls, to activities associated with utilities such as telephone switching stations, sewage treatment plants, and water reservoirs. In the context of the MPS an Institutional land use designation shall be applied on the Generalized Future Land Use Map where institutional uses shall be permitted as per Policy S-1. Within the Land Use By-law institutional uses will be divided into two categories with two zones (Policy S-2):

1) Those facilities directly associated with the provision of public or private utilities, such as water, sewage collection and treatment, power, telephone, natural gas and transmission facilities, commonly referred to as 'hard services'.
2) Those facilities that are directly associated with the provision of 'soft services' such as schools, religious organizations, cemeteries, police and fire protection, hospitals, libraries, municipal offices, post office, and the like.

In preparing this section of the Municipal Planning Strategy the following objective was used as a guideline:

INSTITUTIONAL OBJECTIVE

> **To promote the development of adequate institutional facilities to meet the needs of the Town and, where appropriate, to ensure that all such facilities are of high quality, durable, energy efficient, safe and attractive design.**

Utilities
As the Town expands there will be a need for an extension of services, upgrading of existing facilities, and the development of new facilities. Services such as collector and trunk lines providing sewage collection and water distribution along with electrical and telephone services are considered accessory to any development and would therefore be permitted in all land use designations and zones within the Land Use By-Law as accessory uses. The treatment facilities for sewage, storage facilities for water, and distribution or switching centres for electrical or telephone services will be considered differently. Because these facilities create an impact on adjacent uses their location and form will be regulated. These facilities will be regulated through the Land Use By-Law by a specific zone which will control their location as well as development standards such as lot size, frontage, parking, access, etc. Existing facilities will be zoned appropriately with all new proposals for such uses requiring a rezoning before a development permit may be issued (Policy S-3).

Non-Utility Institutional Uses
Additional schools, churches, cemeteries, fire halls, and libraries, are required as a function of population growth. As the population increases, there will be a need for more schools, additional libraries, and additional fire protection. As with utilities, these uses will be regulated through the Land Use By-law by a specific zone. Existing facilities will be zoned appropriately with all new proposals for such uses requiring a rezoning before a development permit may be issued (Policy S-3).

The majority of non-utility institutional facilities are a direct cost to the municipality in terms of the

development of the facilities and their ongoing operations. Therefore, it is important in determining the need and location of such uses to produce a facility that not only meets the immediate needs of the Town but is capable of multiple uses and is located to serve the population efficiently. As the Town grows, there may be a need for a more permanent municipal office as well as additional space for police and fire departments. These major functions of the Town require substantial space and as such must be the topic of an on-going and in depth analysis of the future administrative structure of the Town and its space requirements (Policy S-4). This analysis will enable Council to determine the type of facilities required, location of such facilities, and the integration of these facilities with other activities of the Town.

Schools

A major category of institutional facilities is schools. In the recent past it has been demonstrated that a degree of population growth is required merely to maintain school enrolment at current levels. Shortly after the Town's incorporation, school enrolments declined to the stage where consideration was given to the possibility of closing Fort Sackville Elementary School. The population of the town was aging, there was little residential development activity, and there were too few children entering the system to maintain enrolments.

More recently the active residential sector has resulted in increased school enrolments above the levels which existed at the time of incorporation. Overcrowding is being experienced in the elementary schools which resulted in the Town and School Board cooperating to identify the site for a new elementary school. The Town acquired a site on Basinview Drive in anticipation that it will be purchased by the Province for school construction. The Town cooperates with the School Board to identify trends in development activity and in projected school enrolments (Policy S-5). When the need for a new school has been identified the Province is requested to build the new facility.

Special Care Facilities

Small scale special care facilities (those providing care to 10 persons or less), are often located within residential areas where older and larger residential homes provide sufficient space for such operations and where the quiet surroundings of a residential neighbourhood contribute significantly to the quality of care being provided. Policy S-6 indicates Town Council's intention to permit small scale special care facilities **and other forms of small scale shared housing (RC-Aug 9/22;E Sep 15/22)** within all residential zones.

Medical And Correctional Facilities

At the present time the major medical facilities for the region are located within the City of Halifax. In Bedford there may be a demand in the future for special care institutions (for 11 or more persons), an emergency centre, some form of community hospital/multi-service centre, or a correctional centre. Such uses are not readily compatible with other land uses, in particular with residential land uses, and as such require special attention due to their size, bulk, hours of operation, and traffic generation. Therefore, these uses shall be dealt with through the development agreement provisions of this Strategy (Policy S-7).

OBJECTIVES AND POLICIES

INSTITUTIONAL OBJECTIVE

To promote the development of adequate institutional facilities to meet the needs of

the Town and, where appropriate, to ensure that all such facilities are of high quality, durable, energy efficient, safe and attractive design.

Policy S-1:

It shall be the intention of Town Council to create an Institutional land use designation on the Generalized Future Land Use Map. The Institutional designation shall permit the full range of institutional and utilities land uses.

Policy S-2:

It shall be the intention of Town Council to regulate institutional uses through the establishment of two institutional zones within the Land Use By-law; one zone to regulate non-utility institutional uses (Institutional - SI Zone) and a second for utility functions (Utilities - SU Zone). Permitted uses within the SI Zone shall include, but not be limited to churches, schools, cemeteries, public buildings, **shared housing uses with 10 or fewer bedrooms, shared housing with special care uses (RC-Aug 9/22;E Sep 15/22)**, daycare facilities and recycling depots. Permitted uses within the SU Zone shall include, but not be limited to electrical substations, highway utilities, public sewage treatment plants and water reservoirs, telephone switching stations and recycling depots. These zones shall be applied to existing institutional and utility uses within the Town.

Policy S-3:

It shall be the intention of Town Council to permit new utility and institutional uses on any land use designation, except WFCDD, CCDD, and RCDD designation, through the zoning amendment process subject to the rezoning criteria in Policy Z-3. No lands will be prezoned for such uses.

Policy S-4

It shall be the intention of Town Council to monitor growth and changes in the social and economic climate of the Town in order to develop long range forecasts to determine the future public facilities required by the Town, how they may be provided, and any changes to these requirements over time.

Policy S-5:

It shall be the intention of Town Council to cooperate with the School Board in the land acquisition and planning for new school facilities. In the planning of new schools consideration shall be given to the provision of and access to facilities such as adequate classrooms, gymnasiums, libraries, and music rooms.

Policy S-6:

It shall be the intention of Town Council to permit **shared housing uses with up to 10 bedrooms (RC-Aug 9/22;E Sep 15/22),** within all residential zones.

Policy S-7:

It shall be the intention of Town Council to permit hospitals, multi-service centres and correctional centres, to proceed by development agreement subject to the following provisions:

a) multi-service centres shall be considered within all generalized future land use designations; hospitals shall not be considered within areas designated residential;

correctional facilities shall be considered only within areas designated industrial;

b) hospitals and correctional centres shall have direct access to an arterial roadway; special care institutions and multi-service centres shall be permitted with direct access to a collector or arterial roadway;

c) the proposal must not be premature or inappropriate in terms of the financial capability of the Town to provide municipal water and sewer services;

d) parking lots shall be screened from designated or existing residential uses;

e) the proposal is compatible in terms of character and appearance of the building(s) and it shall not overpower or dominate the character of any adjacent or surrounding residential area.

f) any correctional centre shall be a minimum distance of one-half mile from any residential land use or school facility;

g) the provisions of Policy Z-3.

Policy S-7A:

Council supports the development of complete communities with housing resources that are appropriate and adequate for current and future residents. Developing shared housing with special care projects will support diversity and inclusion, aging in place or community and housing choice. It shall be the intention of Council to consider, by development agreement, permitting shared housing with special care at larger scale than would be permitted in the underlying zone. In considering a development agreement, Council shall have regard for the following:

(a) the provisions to mitigate the land use impacts on adjacent land uses, in terms of setbacks, building scale and design, and buffering;

(b) the location of off-street parking and loading facilities, driveway accesses, walkways or other means of pedestrian access, landscaping, planting or retention of trees, outdoor lighting, storage of solid waste, and signs;

(c) grading, sedimentation and erosion control, and stormwater management;

(d) that open space, outdoor amenities and parking areas incorporate design features which provides accessibility for all abilities, such as wide walkways or the use of non-slip surfaces;

(e) proximity of the site to commercial and community facilities, where such facilities are available in the immediate area, or consideration of the provision of such services on the site of the development;

(f) proximity of the site to public transit, where the service is provided;

(g) that there is sufficient indoor and outdoor common amenity space for residents;

(h) the general maintenance of the development;

(i) the impact of the proposed use on the existing road network in terms of traffic generation and vehicular and pedestrian safety;

(j) the adequacy of wastewater facilities and water systems;

(k) the housing needs of the local community;

(l) that the proposed site is suitable in terms of the steepness of grades, soil and geological conditions, locations of watercourses and wetlands and susceptibility to flooding; and

(m) the provisions of Policy Z-3.

(RC-Aug 9/22;E Sep 15/22)

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Policy S-7B

In addition to Policy S-7A, where a shared housing with special care use is to be provided in multiple buildings on one lot:

(a) the development must be designed in a campus-style form and provide indoor common shared space for residents; and

(b) a minimum of 10 shared housing bedrooms must be provided in each building.

(RC-Aug 9/22;E Sep 15/22)

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THE BEDFORD SOUTH SECONDARY PLANNING STRATEGY (RC-Ju 9/09;E-Aug 31/09)

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[1].

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;**
- **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**

[1] Report to Mayor Fitzgerald and Members of Halifax Regional Council Re: Master Planning Studies. Dated November 23, 1999.

Municipality[2]:

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.

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 policies 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

[2] 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.

applied to all lands within the master plan area and any development of the land shall be subject to approval of a development agreement.

Policy MCP-2:
Unless otherwise specified by this secondary planning strategy, the standards for developments applied under the Municipal Planning Strategy and Land Use By-law shall be preferred under any development agreement application brought forward for approval.

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 neighbhourhoods**

- **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;

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,

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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 neighbhourhoods 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 Secondary 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 buildings containing forty-eight or more housing units, provision of underground parking or a structure allowing for stacked parking shall be a mandatory component of the on-site parking supply;

h) all open space/parkland dedications proposed conform with the objectives and polices 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.

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.

In 2007, a small parcel of land located on the Bedford Highway near Glenmont Drive was added to the Bedford South Secondary Planning Strategy. This parcel in conjunction with a parcel currently within Neighbourhood "A" of the Bedford South Secondary Plan form the entrance to the Bedford South development. The lands are an appropriate site for mixed use development which is more consistent with the type of development within Bedford South rather than the existing residential designation. Due to the existence of development rights with the previous zoning on a portion of these lands, an equivalent number of residential units will be permitted prior to the construction of the Highway 102 interchange for this development.

Policy RN-3A:
Notwithstanding Policy RN-2, RN-3, MS-1 and MS-9 the portion of Neighbourhood A containing PID#'s 00360560, 00430025, 00430017, 00429977 and 00430058 may be developed with a mix of low density residential and commercial uses by development agreement, subject to the following:

a) total number of residential units shall not exceed single unit dwellings;
b) total amount of commercial space shall not exceed 16,000 square feet;
c) building locations, site and architectural design, landscaping, and streetscape elements reinforce the themes of neighbourhood identity, pedestrian scale and compatibility with the natural environment and surrounding uses;
d) proposal conforms with all applicable provisions and requirements adopted under this Secondary Planning Strategy regarding environmental protection, the community transportation system and municipal services; and
e) traffic generation, access to and egress from the site; and parking.
(RC-Sep 26/23;E-Oct 20/23)

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Policy RN-3AA:
Notwithstanding Policy RN-2, RN-3, MS-1 and MS-9 the portion of Neighbourhood A containing PID 41119496 may be developed with one multiple unit dwelling by development agreement, subject to the following:

a) the total number of units in the multiple unit dwelling shall not exceed seventy-three (73);
b) the building shall be limited to six (6) storeys above grade including the penthouse, excluding any mechanical space, elevator enclosures, staircases, and staircase enclosures;
c) building location, site and architectural design, landscaping, and streetscape elements reinforce the themes of neighbourhood identity, pedestrian scale, and compatibility with the natural environment and surrounding uses;
d) 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;
e) provision of underground parking shall be provided as part of the on-site parking supply; and
f) traffic generation, access to and egress from the site; and parking.
(RC-Sep 26/23;E-Oct 20/23)

Policy RN-3B:
Sewage calculations and densities for residential development permitted under Policy RN-3A and Policy RN-3AA shall not be used in calculations for other parts of Bedford South.
(RC-Sep 26/23;E-Oct 20/23)

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.

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 Neigbhourhood 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 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**

<u>Shannex Lifestyle Community Development</u> (RC-Oct 1/24;E-Oct 28/24)

Policy CCI-3:

Notwithstanding MCP-1, MS-1, MS-2, MS-6, P/OS-1, and CCI-1(f), PIDs 41316514, 41316522, 41318049, 41533340, and 41542648 may be developed as a primarily residential lifestyle community development, which includes townhouses, multiple unit dwellings, shared housing, shared housing with special care, as well as community commercial, institutional, recreation, and open space uses to support the development, subject to the following:

a) total population permitted on these lands shall not exceed 2,059 persons, excluding the population of the existing office building on PID 41316514;
b) population shall be calculated based on an assumed occupancy of 2.0 persons per townhouse style unit, 1.5 persons per multiple dwelling unit, and 1 person per bed for shared housing or shared housing with special care uses; and
c) buildings shall not exceed a maximum height of twelve (12) storeys.
(RC-Oct 1/24;E-Oct 28/24)

Policy CCI-3A:

The population permitted for Community Commercial/Institutional uses permitted under Policy CCI-3 shall not be used in calculations for other parts of Bedford South. (RC-Oct 1/24;E-Oct 28/24)

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).

The establishment of land uses around the Larry Uteck Boulevard interchange at Highway 102 has highlighted the need to ensure development around the interchange located in both Bedford West and Bedford South/Wentworth area is planned in a comprehensive manner considering development on both sides of the interchange. Both Secondary Planning Strategies enable a mix of commercial and multiple unit residential land uses in the vicinity of the interchange. As proximate development uses the same infrastructure, it is the intention of

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Council to create a node around the interchange where there is flexibility in the siting of uses so that land uses may be established in appropriate locations. (RC-Nov 18/14;E-Jan 10/15)

Policy GC-2 **(RC-Nov 18/14;E-Jan 10/15):**
Within the Bedford South/Wentworth Secondary Planning Strategy and the adjacent Bedford West Secondary Planning Strategy area it shall be the intention to establish a land use node as identified in Schedule V. Land uses within this node shall be established by existing policies however the densities or allotment of land uses may be redistributed throughout the Larry Uteck interchange node subject to the following:

a) the proposed land use to be relocated must be enabled within the Bedford South Secondary Planning Strategy portion of the node and the Bedford West portion of the node;
b) the collection of infrastructure charges;
c) the impact on major road networks, specifically Larry Uteck Boulevard and the completion of Starboard Drive (Bedford South/Wentworth);
d) the impact on water and sewer infrastructure;
that the proposed increase of density does not exceed that transferred out from the Bedford West and/or Wentworth Secondary Planning Strategies.

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 minimize site disturbance, maximize tree retention and 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, or in the case of PID 00360560, to allow vehicular access to and from Southgate Drive in addition to right in, right out access from Bedford Highway. (RC-Sep 26/23;E-Oct 20/23)

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 Nova Scotia.

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.

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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[3]. The Halifax Regional Water Commission had also prepared a master plan for a water distribution system to service this area and surrounding communities[4]. A traffic impact study was also prepared to assess traffic implications of this community on the surrounding road network[5].

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.

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**

[3] SGE Group. Business Case & Analysis: Wentworth Estates/Bedford South Master Plan Area. Prepared for Halifax Regional Municipality. November 30, 2001.

[4] CBCL Consulting Engineers Ltd. Birch Cove North/Bedford West Water Infrastructure Master Plan. Prepared for Halifax Regional Water Commission. April 1999.

[5] Atlantic Road & Traffic Management. Final Report: Traffic Impact Study – Prince's Lodge/Bedford South Master Plan. Prepared for Wallace Macdonald & Lively Ltd. June 2000.

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.

Policy MS-6:
A maximum of 1,330 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": 615 units
Sub Area "B": 235 units
Sub Area "C": 480 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 or the financing for the interchange and roads has been secured, a time frame for implementation agreed upon; and
b) consideration is 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 a traffic study concludes that the level of service for any road within the secondary planning strategy 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. Without limiting the generality of the foregoing statement, particular consideration will be given to traffic impacts on the Bedford Highway, Nine Mile Drive and Oceanview Drive.

Policy MS-8:
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-9:
In accordance with the provisions and requirements of the Municipality's Infrastructure Charges Best Practice Guide and Part II 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 and no development agreement shall be entered until infrastructure charges are in effect. (RC-Jul 9/02; E-Aug 31/02)

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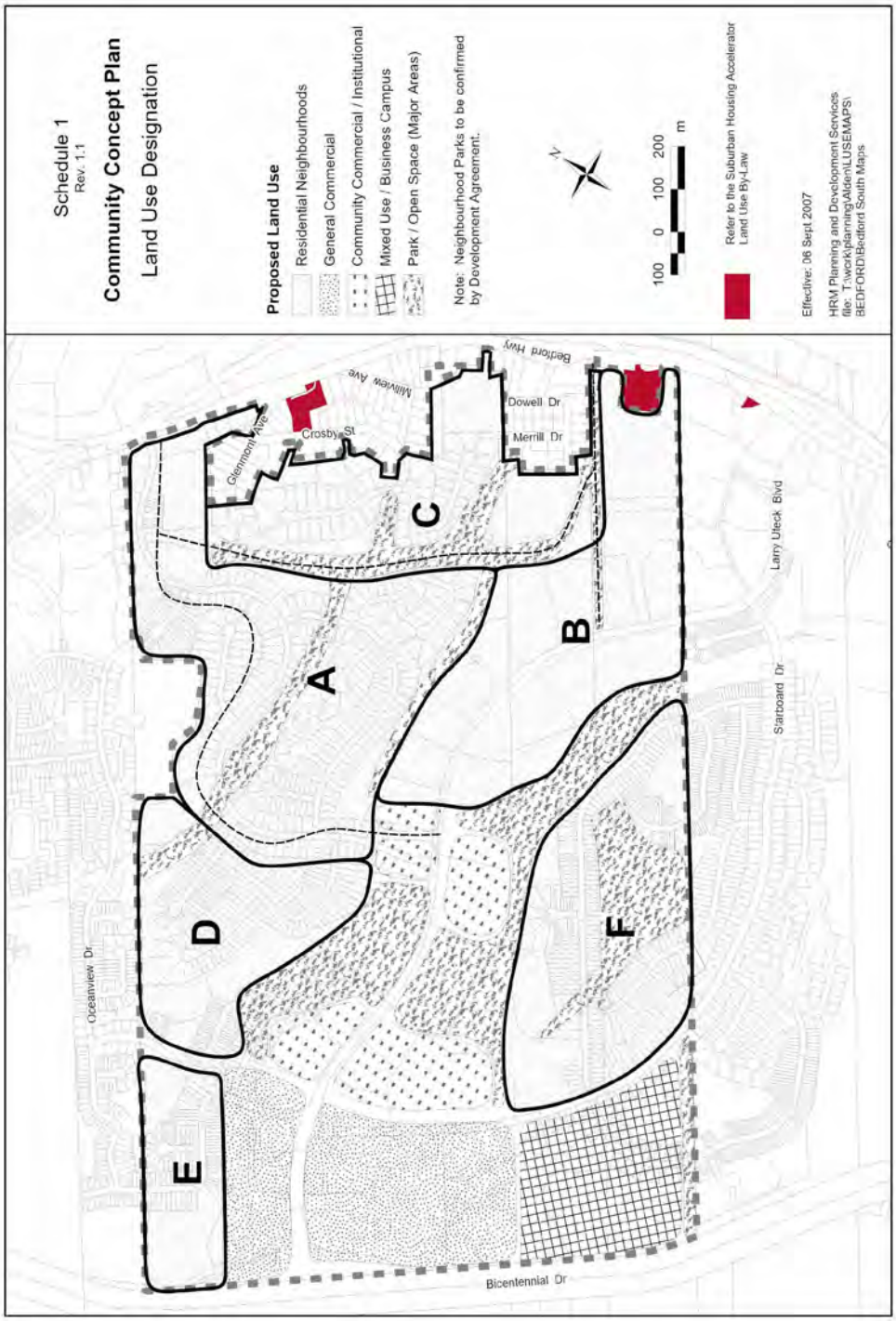
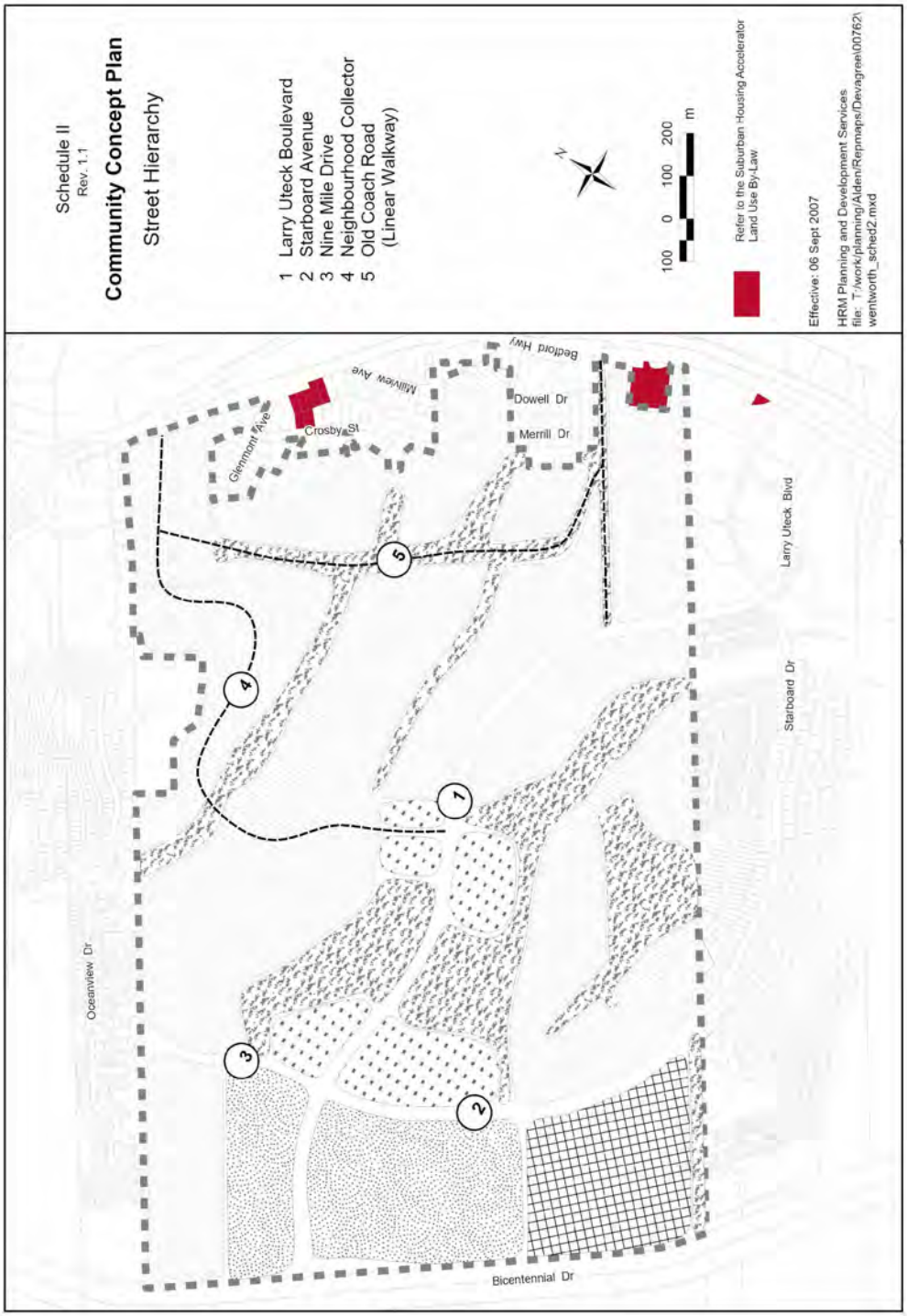
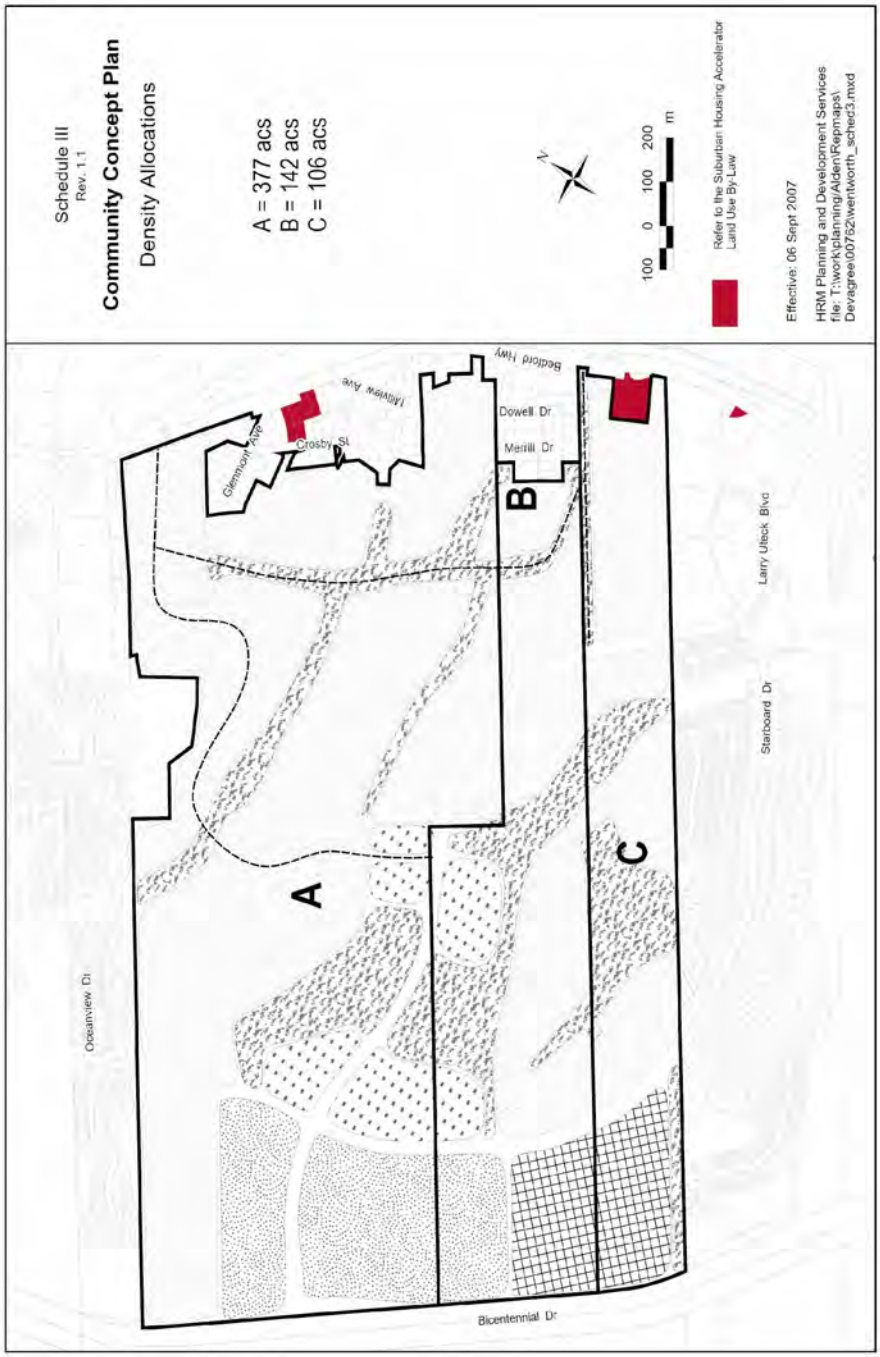
Schedule I: Bedford South – Land Use Designation



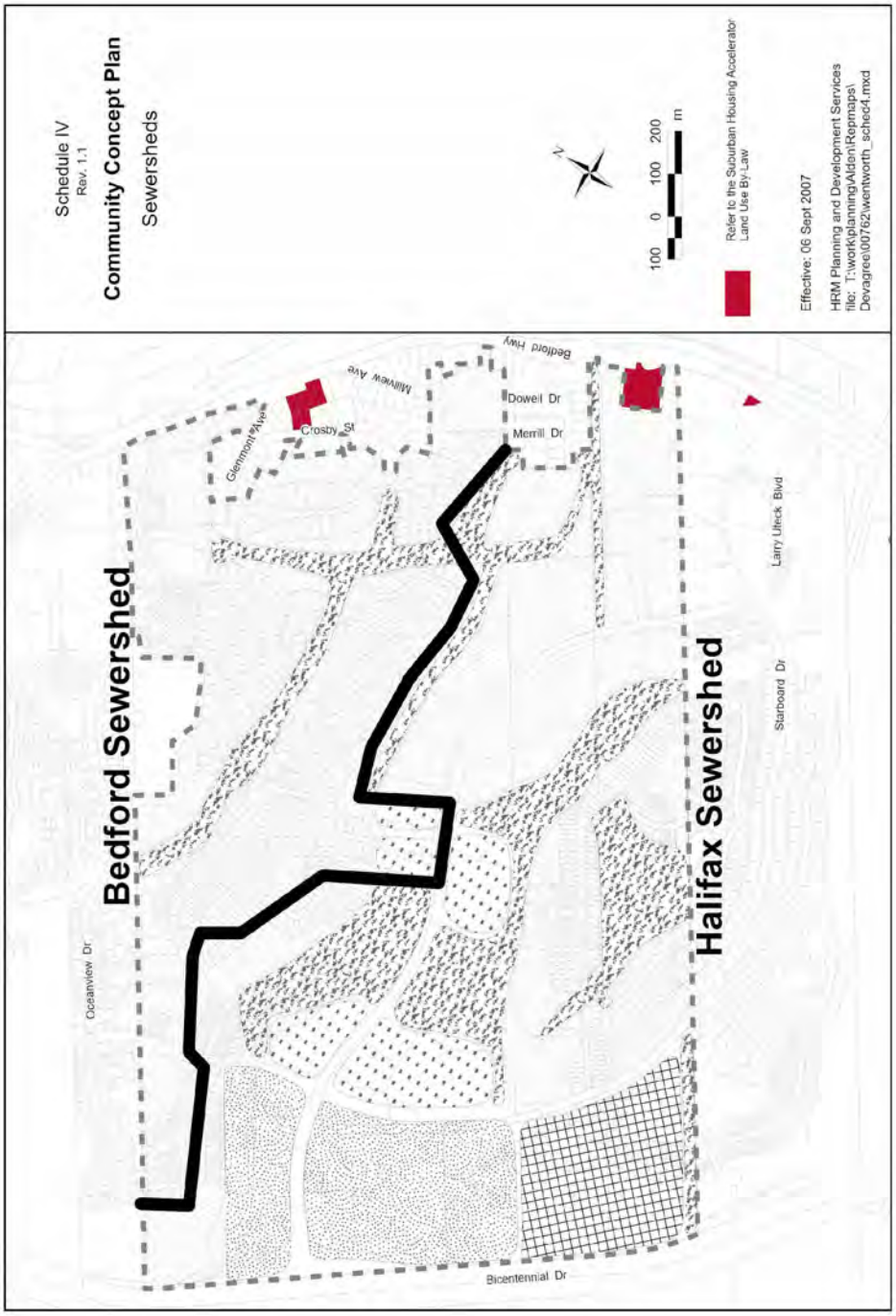
Schedule II: Bedford South – Street Hierarchy



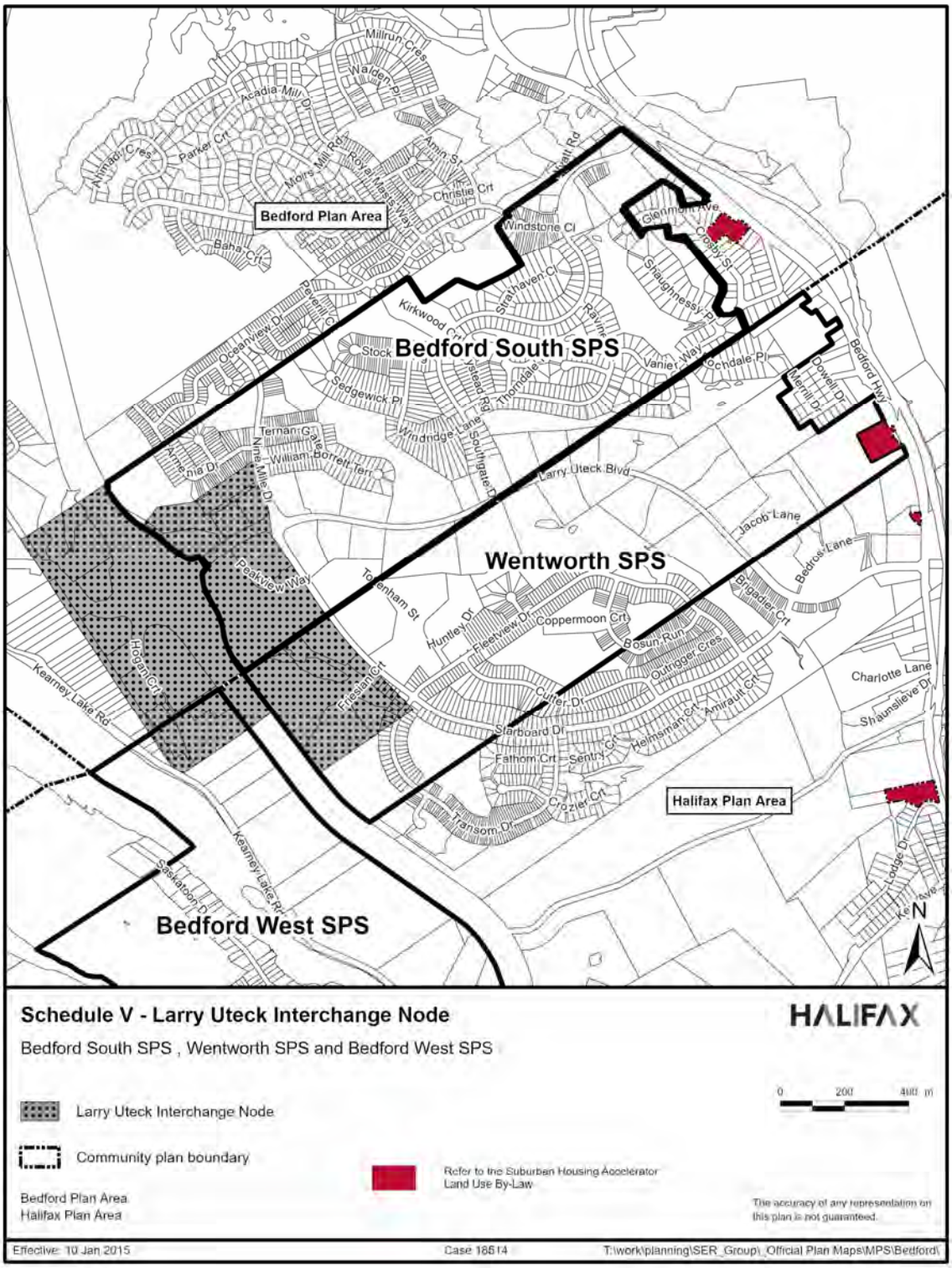
Schedule III: Bedford South – Density Allocations



Schedule IV: Bedford South – Sewersheds



Schedule V: Larry Uteck Interchange Node (RC-Nov 18/14;E-Jan 10/15)



Schedule V - Larry Uteck Interchange Node

Bedford South SPS , Wentworth SPS and Bedford West SPS

HALIFAX

0 200 400 m

Larry Uteck Interchange Node

Community plan boundary

Refer to the Suburban Housing Accelerator Land Use By-Law

Bedford Plan Area
Halifax Plan Area

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

Effective: 10 Jan 2015 Case 18614 T:\work\planning\SER_Group_Official Plan Maps\MPS\Bedford\

THE BEDFORD WEST SECONDARY PLANNING STRATEGY (RC-Jun 2/09;E-Jun 27/09)

Background

In 2002, Regional Council directed that a master planning study be undertaken on lands on the west side of the Bicentennial Highway, in the vicinity of Hammonds Plains Road and Kearney Lake Road. The study was initiated in response to requests from two property owners to allow for development on municipal sewer and water services. Annapolis Group Ltd. owned approximately 1,200 acres and proposed to develop a comprehensively planned community while several family members requested municipal approvals to allow for a further 40 acre expansion of Peerless Subdivision with single unit dwellings.

In 2003, Council approved a study area boundary, study terms of reference and a public participation program[6]. The study area boundaries, encompassing a total area of approximately 2,600 acres, are illustrated on Schedule BW-1. The terms of reference 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;**
- **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 in accordance with the Municipality's Capital Cost Contribution Policy;**
- **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.**

[6] Details can be found in a staff report re: Bedford West Master Plan (Project 00382), dated January 17, 2003 and presented at the February 25, 2003 session of Regional Council.

A public participation committee was appointed with citizen representatives from Bedford, Hammonds Plains, and Prince's Lodge/Clayton Park. The committee's mandate was to ensure the public had opportunities to express opinions; collaborate with staff and developers in preparation of a plan; provide advice on policy and regulatory documents proposed; and confer with the Regional Planning Advisory Committee (the RPC).

The Bedford West master planning study was undertaken while a regional planning program that was being prepared under the supervision of the RPC. This secondary planning strategy has therefore been prepared in accordance with the master plan study terms of reference established by Council and in conformity with all relevant regional plan policies being proposed.

Environmental Protection

Lakes and Watercourses

A vast majority of the study area is within Paper Mill Lake watershed which includes Washmill Lake, Quarry Lake and Suzie Lake. Dam structures control water elevations at the outlets of Paper Mill Lake, Kearney Lake and Quarry Lake. The dams which remain under the ownership of Annapolis Group have historically been used for power generation at a turbine on Moirs Mills. Today, the lakes are used for various recreational activities such as swimming, fishing and boating - activities which are highly valued by the surrounding communities and which are dependent upon maintenance of the dams.

Annapolis Group has entered into negotiations with the Province pertaining to the upgrading of the dams and has proposed that control gates be introduced for flood control and storm water management purposes. Two studies: *Bedford Dams Comprehensive Review* (SGE Acres, October 2003) and *Bedford West Stormwater Management Pre-Design Brief* (SGE Acres, March 2004) were submitted by Annapolis to the Province in support of this proposal.

The Municipality supports preservation of the dams and the introduction of flow control mechanisms which reduce flood risks and which further good stormwater management practices provided that lake levels are maintained within ranges needed to sustain recreation activities and maintain shoreline aesthetic. The Municipality also supports an ownership plan to ensure proper long term operation and maintenance of the dams.

Annapolis Group also had two further studies prepared in support of it's development proposal: *Water Quality Assessment of Water Bodies Contained in the Bedford West Planing Area Using a Phosphorous Loading Model Approach* (Dalhousie University Centre for Water Resource Studies, April 2004) and *Bedford West Planning Area: Subwatershed Management Plan* (Jacques Whitford, May 2004).

The first study concluded that best management practices may be needed both during development and afterward to maintain a water quality in the lakes that is satisfactory for recreational activities. Leaching from septic fields from existing development in adjacent areas may also contribute to phosphorous loading and mitigative measures may be needed over the long term. The study recommended that a monitoring program be established on lakes throughout the watershed.

The Jacques Whitford study examined the characteristics of the watershed and the proposed development and prepared guidance for more detailed stormwater management plans.
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 support regional initiatives in solid waste recovery, Halifax Harbour remediation and watershed management.**

Policy BW-1:
No development agreement shall be approved unless a master storm water management plan has been prepared, reviewed by the Bedford Waters Advisory Board and accepted by the Municipality. The management plan shall:

a) identify significant constraints and sensitivities with regard to flood potential, and environmental features and provide appropriate protection measures;
b) provide estimates of pre-development and post development flow rates (where post development flow rate means the expected flow rates upon full build out of an area as permitted by the development agreement) at critical locations within watercourses such as at culverts and other road crossings and at downstream developments;
c) outline the type and location of storm water management facilities and the approach to protecting receiving waters from contamination, excessive flow rates and loss of aquatic habitat and to protect the quantity and quality of groundwater flows; and
d) conform with the recommendations of the Bedford West Planning Area Subwatershed Management Plan (Jacques Whitford: May 2004) unless otherwise acceptable to the Municipality and the Province.

Policy BW-2:
No subdivision approvals shall be granted unless the detailed design specifications conform with the master stormwater management plan approved under policy BW-1.

Policy BW-3:
A water quality monitoring program shall be undertaken for the Paper Mill Lake watershed, illustrated on Schedule BW-2 to track the eutrophication process. The program is to be designed in accordance with national guidelines established by the Canadian Council for Ministers of the Environment (the CCME guidelines) and undertaken by a qualified persons retained by the Municipality and financed in whole or in part by developers within the watershed area. Specifics of the program are to be negotiated under the terms of a development agreement in consultation with the Bedford Watershed Advisory Board. The monitoring program shall:

a) specify the duration of monitoring for the pre-construction, construction and post-construction phases of development. Pre-construction phase means a period of time before construction activity starts. Post-construction phase means a period of time that

commences at full build out of the area permitted by a development agreement. Construction phase means the full time period between the pre-construction and post-construction phase);

b) specify the physical and chemical water quality indicators to be measured, the location and frequency of testing and the format of submissions to the Municipality in each phase referenced under clause (a);

c) establish physical and chemical water quality indicator threshold levels for the recreational uses of the lakes which would be used as a basis for reevaluating watershed management controls and future development potential within the area. The threshold indicators are to be established prior to any development approvals being granted;

d) conform with all water quality policies, specifications, protocols and review and approval procedures approved by Regional Council.

Policy BW-4:
Where the Community Council is satisfied that a development agreement application has been made for a development proposal which could not be reasonably expected to impact the quality of water within the Paper Mill Lake watershed, the requirements of policy BW-3 may be waived.

The Community Council shall seek the advice of the Bedford Watershed Advisory Board before granting any waiver.

Policy BW-5:
In the event that water quality threshold levels, as specified under clause (c) of policy BW-3, for Paper Mill Lake or Kearney Lake are reached, the Municipality shall undertake an assessment and determine an appropriate course of action respecting watershed management and future land use development in the area. An assessment shall consider the CCME guidelines. Water quality thresholds and any assessment reports shall be made available to the public.

Policy BW-6:
No stormwater shall be discharged directly into any natural watercourse without the use of mitigative measures as stipulated in under the stormwater management plan and in accordance with municipal and provincial guidelines.

Policy BW-7:
No development, grade alteration, excavation, fill, pavement or removal of natural vegetation shall be permitted within one hundred (100) feet of the high water mark, or within the limits of any 1 in 20 year flood plain of Kearney Lake, Kearney Lake Run or Black Duck Brook or within sixty-six (66) feet of the high water mark of any other watercourse, 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 water management plan approved pursuant to the provisions of policy BW-9 or as provided to allow for trail systems, transportation crossings or utilities.

Preservation of Trees and Environmentally Significant Features:

Objectives:

- **to identify, preserve and maintain significant environmental features;**
- **to protect riparian buffer areas around lakes and watercourses;**
- **to minimize site disturbance, maximize tree retention and to restore trees over area which have been disturbed by development activities**

Policy BW-8:
No development agreement shall be entered into over lands on which trees have been removed except:

a) as may be required for a bonafide land survey;
b) to satisfy any provincial or federal requirements; or
c) where, in the opinion of Council, the extent of such cutting would not preclude achieving the three objectives stated above.

Policy BW-9:
Within any watercourse protection setback established under policy BW-7, no vegetation or soil shall be removed or altered unless a management plan has been approved to provide for restoration of vegetation, shoreline access paths, habitat management, safety and welfare or shoreline recreation where such provisions may be made without adversely affecting the primary purpose of preserving water quality in the lake. Any study or management plan submitted pursuant to this clause shall be prepared by a person qualified to make the required determinations and an approval procedure shall be established under the terms of a development agreement.

Policy BW-10:
Wetlands, lakes, watercourses, endangered species habitat and any other features of environmental significance shall be delineated as non-disturbance areas under development agreements. Non-disturbance areas shall be located to allow for continuity of non-disturbance areas on abutting lots, municipal parkland and open space dedications, and natural areas adjacent to watercourses.

Policy BW-11:
A tree replanting program shall be incorporated into development agreements. The program shall specify the locations, number, type and diameter of trees to be planted. The type of trees shall be indigenous to Nova Scotia.

Policy BW-12:
Development of major land areas on slopes 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 BW-13:
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.

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Municipal Services

The feasibility of servicing the Bedford West area was examined and compared to ten other potential development areas around the metropolitan area under the regional planning program. A study concluded that Bedford West was one of two study areas with minimal constraints to development and had low servicing costs per acre[7].

Servicing costs were deemed low because there was already considerable infrastructure in the area which could be utilized for new development. The transmission main from the Pockwock Lake water supply to Halifax extends along Kearney Lake Road making a potable water supply readily available. Halifax Regional Water Commission had previously commissioned a study to determine infrastructure needed to service this area[8].

Traffic from Bedford West is easily accessible to the Bicentennial Highway - a principle arterial road for the region - via interchanges at the Hammonds Plains Road and Kearney Lake Road and from a future interchange proposed with Larry Uteck Boulevard. Annapolis Group Ltd., the major land owner within the Bedford West study area, prepared a transportation plan which concluded that minimal investment in transportation infrastructure would be required by the Municipality to facilitate development of this area[9]. The study identified transportation upgrades needed and a phasing plan.

Through the regional planning program, the Municipality has sought to encourage alternative transportation modes to the automobile. Bedford West is well situated to integrate with regional transit and trail systems and consideration was given to how the community could be designed to take advantage of these attributes.

Bedford West could be connected to either the municipal sanitary collection sewer system which is discharged to Mill Cove treatment plant or to the system which will discharge to the new Halifax treatment plant. In both instances, sewage would have to be pumped to existing gravity mains in the Hammonds Plains Road (discharging to Mill Cove) or in Kearney Lake Road (Halifax system). Careful consideration was given to available capacities for new development when allocating sewage flow from Bedford West to each of these systems.

A development phasing plan has been developed which integrates various servicing needs and, in accordance with the Municipality's capital cost contribution policy, an infrastructure charge area will be established under the subdivision by-law to recover the costs of infrastructure needed to accommodate new development.

Objectives:

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[7] CBCL Ltd. & Marshall Macklin Monaghan. *Final Report: Greenfield Areas Servicing Analysis Report.* Prepared for Halifax Regional Municipality. July 2004.

[8] CBCL Ltd. *Birch Cove North/Bedford West Water Infrastructure Master Plan.* Prepared for Halifax Regional Water Commission. February 1999.

[9] MRC Delphi. *Bedford West Master Plan: Transportation Study*. February 2004.

- **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 safeguard the capacity of the Halifax and Mill Cove sewage treatment plants;**
- **to facilitate the safe and convenient movement of pedestrians and cyclists within the community and to surrounding neighbhourhoods;**
- **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;**
- **to recover the cost of new infrastructure needed to service development within the secondary plan areas in accordance with the capital cost contribution policy adopted by the Municipality.**

Water and Sanitary Sewer Systems:

Policy BW-14:
The water distribution system shall conform with the recommendations of the Birch Cove North/Bedford West Water Master Infrastructure Plan (CBCL, 1999) and with the system schematics illustrated on Schedule BW-3 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 BW-15:
The sanitary sewer system shall be designed in conformity with the schematics illustrated on Schedule BW-4 and in accordance with the Municipality's Service Systems Specifications, as amended from time to time. Sewage flow calculations, shall be 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; 50 persons per acre for general commercial uses within the Community Commercial Centre shown on Schedule BW-7 or proposed within Sub-Area 9; and 40 persons per acre for mixed use business campus uses; and 30 persons per acre for local commercial, community facility and institutional uses[10].

Policy BW-16:
Based on the assumed occupancies under policy BW-15 and the phasing plan illustrated on schedule BW-6, the sanitary sewer system shall be designed to satisfy the following conditions:

a) a maximum density of 40 persons per acre shall be permitted for all lands to be

[10] For the purposes of this Secondary Planning Strategy, all density calculations are based on gross area.

developed as a mixed use business campus within Sub-Area 3;

b) a maximum density of 50 persons per acre shall be permitted for all lands designated community commercial centre within Sub-Areas 2, 6, 7 and 8 as illustrated on schedule BW-7 or proposed for general commercial uses within Sub-Area 9 and 12;

c) For all other Sub-Areas or part thereof, a maximum density of 20 person per acre shall be permitted; and

d) the temporary pumping station and forcemain, illustrated as "PS (TEMP)" and "FORCEMAIN (TEMP)" on schedule BW-4, shall be permitted to service a maximum of 6,100 persons where upon the permanent pumping station and forcemain along the Kearney Lake Road must be designed and constructed to service all lands intended to flow to the Halifax Sewage Treatment Plant (as illustrated on schedule BW-4). This requirement may be waived if:

i) the financing for the construction for the permanent pumping station and forcemain has been secured by the Municipality and a time frame for construction agreed upon; and

ii) there is sufficient capacity remaining in the temporary pumping station and forcemain to allow for additional sewage discharge to the Mill Cove Sewage Treatment Plant.

In the event that any Sub-Area is not developed to the maximum permitted density, the Municipality may consider allowing the difference to be allocated to another Sub-Area provided that the development proposal conforms will all other policies established under this secondary planning strategy.

Policy BW-16A:
The maximum permitted population for Sub-Area 9 (including portions within the Halifax Municipal Planning Strategy) shall not exceed 1476 persons. (RC-Mar 15/11;E-May 28/11)

Transportation:

Policy BW-17:
A comunity street and trail system shall be developed in substantial conformity with the designations and alignments presented on Schedule BW-5 except that variations to the alignment may be considered to enhance safety, provide a better fit with the natural terrain, mitigate surface runoff or preserve significant environmental features. The following requirements shall be applied:

a) the connector road from Kearney Lake Road to the Larry Uteck Drive interchange shall be designed with a right-of-way width sufficient to allow for two lanes of through traffic with turning lanes at intersections. Direct driveway access shall be restricted to commercial developments in the vicinity of the interchange and all other access shall be restricted to street intersections. The need for sidewalks will be determined at the time a street plan is submitted in association with a development agreement for Sub-Area 9 as illustrated on Schedule BW-6;

b) the Community Collector Road shall be designed as an urban minor collector with sufficient right-of-way width for two lanes of traffic, turning lanes, where required, and sidewalks on both sides. Direct driveway access shall be restricted to commercial developments, apartment buildings, institutions and clustered housing developments

comprised of at least eight housing units with one driveway access to the Community Collector Road. One or more rotaries may be permitted;

c) a regional trail system shall be designed to connect with the destination nodes illustrated on BW-5.

d) community trail systems shall be constructed by the developer of the lands on which it is located with the design specifications negotiated under a development agreement. Trails shall be designed and constructed in accordance with the Guidelines of the Nova Scotia Trails Federation unless otherwise acceptable to the Municipality. 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; and

e) phasing of transportation system upgrades shall be undertaken in accordance with the recommendations of the Transportation Plan (MRC Delphi, February 2004) unless otherwise agreed to by the Municipality and the Province.

Policy BW-18:
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.

Policy BW-19:
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.

Development Phasing and Cost Recovery

Policy BW-20:
A development Sub-Area plan is established for this secondary plan area as illustrated on Schedule BW-6 in which the following conditions shall apply:

a) Any approvals within Sub-Areas 1 to 12 will also be contingent upon availability of capacity within municipal service systems;

b) any development agreement entered into within Sub-Areas 2 to 8 and 12 shall include provisions for all new development intended within the Sub-Area;

c) any development agreement for Sub-Area 4 will require that either (i) the community collector road be completed from the Kearney Lake Road to the Hammonds Plains Road through Sub-Areas 2 and 3 or (ii) the community collector road is constructed through Sub-Area 6 to the Kearney Lake Road;

d) approval for Sub-Area 6 may not precede Sub-Area 4 but approvals for both Sub-Areas may be considered concurrently and approval for Sub-Areas 3 and 4 may be considered concurrently;

e) no municipal approval for Sub-Area 5 will be given until development agreements have been entered into for Sub-Areas 2, 3 and 4 or Sub-Areas 2, 4 and 6 but nothing will

preclude allowing development to commence before completion of Sub-Areas 2, 3, 4 or 6;

f) no municipal approvals will be granted for Sub-Areas 7, 8 and 9 until the Highway 102/Larry Uteck Drive interchange and Kearney Lake Road connector are constructed or financing has been secured and a time frame for completion agreed upon;

g) no development agreement shall be entered into for Sub-Areas 5 unless a servicing and phasing plan has been prepared and included in the agreement for the extension of municipal sewer and water services to both Sub-Areas 5 and 9.

h) The requirement of clause (g) may be waived if a development agreement for Sub-Area 9 has been approved prior to an application for Sub-Area 5 and the agreement provides for the extension of municipal services to Sub-area 9 at no cost to the Municipality.

Policy BW-21:
In accordance with the provisions and requirements of the Municipality's Infrastructure Charges Best Practice Guide and Part II 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 and no subdivision approvals shall be granted until infrastructure charges are in effect.

Land Use

The following development guidelines are based on Schedule BW-6: Development Phasing.

Sub-Area 1

This Sub-Area is approximately 77 acres of developed and undeveloped land. The northern portion of the Sub-Area includes the Peerless Subdivision, where all lots are developed with single unit dwellings on central sewer and water services. The extension is serviced with an extension of the sanitary sewage collection system which discharges into the Mill Cove treatment plant. Early land use plans for Bedford West designated this area for low-density land use, consisting only of single-unit dwellings. A portion of the area continued to be developed as a residential subdivision, and the remaining part that is connected to Sub-Area 12 remained vacant. In order to ensure diverse land uses and housing options are provided, the remaining lands will be developed by using Comprehensive Development District (CDD) policies and zones and implementing master neighbourhood planning requirements. To develop the area, a master neighbourhood plan is established through CDD Development Agreement policies to guide the location and design of roads, parks, land uses, and densities.
(Municipal Affairs-Housing-Nov 21/23: E-Dec19/23)

Policy BW-22:
The northern portion of Sub-Area 1 shall be designated Residential on the Generalized Future Land Use Map of this Municipal Planning Strategy and zoned Residential Single Unit (RSU) under the Land Use By-law. The southern portion fronting on Larry Uteck Boulevard shall be designated Bedford West Comprehensive Development District (BW-CDD), as shown on the Bedford Generalized Future Land Use Map, and zoned Bedford West Comprehensive Development District 1 (BW-CDD1), as shown on Schedule PG-2 of the Land Use By-law.
(Municipal Affairs-Housing-Nov 21/23: E-Dec19/23)

The Community Concept Plan (Sub-Areas 2, 3, 4, 6, 7, and 8)

A Community Concept Plan has been prepared over lands owned by Annapolis Group Inc. - the major land owner within the master plan study area, as well as a 50 acre parcel owned by the Municipality adjacent to the Hammonds Plains Road/Bicentennial Highway interchange. The Plan, presented as Schedule BW-7, illustrates the main land use and transportation elements proposed.

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;**
- **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 bordering Kearney Lake and Kearney Lake Run which are valued by the community for their aesthetics and recreational potential have been reserved for public uses;**
- **A sidewalk and trail system extends throughout the community which connects residents to the park system, commercial and other activity centres, and a future regional trail system which would extend from Clayton Park to Jacks Lake;**
- **The street system has been designed to 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;**
- **Lands have been allocated for a mixed use business campus adjacent to the Hammonds Plains Road/Bicentennial Highway which can potentially provide employment opportunities for residents of Bedford West and the surrounding community without introducing additional traffic on local residential streets.**

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

Policy BW-23:
The Community Concept Plan, presented as Schedule BW-7, 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 community concept plan area and any development of the land shall be subject to approval of a development agreement. In the event that the lands allocated for the proposed Highway 113 right-of-way are not required by the Province for a highway, then the lands may be used for development permitted within the abutting land use designation.

Policy BW-24:
To facilitate a variety of housing types and achieve both the overall density and open space allocations envisioned by the Regional Plan, consideration may be given to varying

development standards established under the Bedford Municipal Planning Strategy and Land Use By-law. More specifically standards pertaining to lot area, lot frontage, lot coverage, setbacks and building height may be varied to reflect the uniqueness of each Sub-Area, the market being targeted and the theme of that Sub-Area.

If required, terms may be incorporated in a development agreement to ensure functional and aesthetic objectives are achieved. (RC-July 8/08;E-Aug 9/08)

Parks and Open Space

The Open Space Designation encompasses lands around the major watercourses traversing the study area - Kearney Lake, Kearney Lake Run and Black Duck Brook - as well as smaller watercourses. These lands offer opportunities for recreational activities, environmental protection and preservation of areas which are highly valued for their aesthetics. Within these areas, paths for pedestrians and cyclists are proposed as well as facilities for passive recreational activities.

Areas for active playgrounds are more centrally located. Four sites have been reserved for schools along the community collector road where sports fields and playgrounds would be suitably located. Neighbourhood parks are to be integrated within residential areas.

Policy BW-25:
The areas designated as Open Space on Schedule BW-7 shall be reserved for recreational uses, conservation uses including stormwater management and environmental protection. Provided that the area of the designation is not materially reduced, the boundaries of the 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 recreational uses; or
d) a more functional trail system for pedestrians and cyclists.

The intended purpose of all open spaces shall be identified and agreed to in a development agreement application. Lands within the Open Space Designation may be allocated to satisfy the Municipality's Subdivision By-law requirements for parkland dedication.

Policy BW-26:
Street crossings of the Open Space Designation shall be minimized and any trail development within a watercourse buffer zone established under policy BW-7 shall be subject to the requirements of policy BW-9.

Policy BW-27:
No stormwater management, sanitary sewer or water service system shall be located within the Open Space Designation which would adversely affect environmentally sensitive areas, detract from the aesthetics of the area or impair any recreational functions intended.

Policy BW-28:
In the event that the Municipality is unable to determine whether any undertaking will

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

Policy BW-29:
The development of all recreational facilities shall conform with the HRM Guidelines for Parkland Planning adopted by Council.

Policy BW-30:
Prior to any subdivision approval being granted, the developer shall prepare a recreation facilities plan for the development of recreational facilities for lands to be conveyed to the Municipality for parkland and open space dedication. The plan shall consider facility requirements in relation to present and future community needs, safety and convenience, environmental protection or enhancement, financial resources and phasing.

Policy BW-31:
Community parks are intended to be located on lands reserved for schools within the Institutional/Residential designation shown on Schedule BW-7. In the event that schools are not developed on these lands, the Municipality may require that these lands or portions thereof be reserved for community parks.

Residential Neighbourhoods

The following objectives have been identified for residential development within this community:

- **to plan neighbourhood development on a comprehensive basis;**
- **to support and 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 and to encourage development designed to suit the natural terrain and reduce negative impacts on the natural environment;**
- **to provide attractive, comfortable 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 comfortable, visible and conform with the principles of crime prevention through environmental design (CPTED);**
- **to encourage innovative design within clearly defined performance criterion;**
- **to provide an effective integration with established neighbourhoods and to provide for adequate buffers from abutting commercial and industrial developments.**

Policy BW-32:
The following matters shall be considered for all development agreement applications within a Residential Neighbourhood Designation shown on Schedule BW-7:

a) the density of housing units shall not exceed six units per acre per Sub-Area except that

if the maximum density permitted in one development Sub-Area is not achieved, the Municipality may consider transferring the difference between the maximum permitted and actual number of housing units to another development Sub-Area provided all policy criterion can be satisfied and the housing density does not exceed seven units per acre in any development Sub-Area;

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 comfortable 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) a variety of housing types is provided within each Sub-Area and distributed so as to avoid a congested appearance of streetscapes. Consideration shall be given, but not limited, to the design guidelines of policies R-12A, R-12B and R-12C of the Municipal Planning Strategy, although the limitations placed on building height and units per building under policy R-12A shall not be applied;

f) 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;

g) building locations, height, scale, site and architectural design, landscaping, and streetscape elements reinforce the themes of neighbourhood identity, pedestrian safety and compatibility with the natural environment;

h) single unit dwelling lots have a minimum street frontage of 40 feet, a minimum area of 4,000 square feet, a minimum side yard of 4 feet, and a minimum separation of 12 feet between buildings;

i) natural vegetation, landscaping or screening is employed around parking areas for institutional and multiple unit buildings to provide screening from streets and, for buildings containing forty-eight or more housing units, provision of underground parking or a structure allowing for stacked parking shall be a mandatory component of the on-site parking supply;

j) Vegetation is maintained or landscaping measures, a fence or other physical barrier provided so as to provide a buffer between new developments and commercial or industrial developments which is effective in ensuring public safety and mitigating visual or noise impacts;

k) all open space dedications proposed conform with the objectives and polices adopted for open space under this secondary planning strategy and any administrative guidelines adopted by the Municipality; and

l) the proposal conforms with all applicable provisions and requirements adopted under this Secondary Planning Strategy regarding environmental protection, the community transportation system and municipal services.

Policy BW-32A:

Notwithstanding clause (h) of policy BW-32, within Sub-areas 2, 3, and 4 (RC-May 20/14;E-

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Jun 14/14) of Schedule BW-6, single unit dwelling lots may be permitted on lots with a minimum street frontage of 34 feet, a minimum area of 3,400 square feet, a minimum side yard of 4 feet, and a minimum separation of 12 feet between buildings provided that each dwelling contains on-site parking for two vehicles with one being an enclosed parking space within the dwelling and consideration is given to policy BW-24. (RC-Jul 8/08;E-Aug 9/08)

The Community Commercial Centre

The Community Centre Designation envisions a built form with a diverse range of commercial, civic and residential activities. The following objectives are intended:

- **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 support public transit.**

Policy BW-33:
A range of community commercial, higher density residential, institutional, and recreational uses may be permitted within the Community Commercial Centre Designation shown on Schedule BW-7 subject to consideration of the following matters:

a) **preference is given to limiting parking or loading areas between a building and the Kearney Lake Road or the Community Collector Road and any buildings with commercial occupancies should be located in close proximity to the street line;**
b) **natural vegetation, landscaping or screening is employed around parking areas and measures are employed to provide safe and convenient pedestrian access to the buildings they are intended to serve;**
c) **sidewalks and plazas are provided so as to encourage a secure and inviting walking environment throughout the commercial centre and to neighbouring residential neighbourhoods;**
d) **provisions are made for the storage of bicycles;**
e) **exterior materials, street furniture; trees, lighting and landscaping measures are incorporated in buildings to foster an interesting and secure environment;**
f) **the windows, exterior features and materials and signs employed in any building create a sense of interest from public streets;**
g) **the massing and height of buildings are consistent with and contribute to an pedestrian oriented environment;**
h) **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.**

The Community Commercial Centre Designation might also be ideally located for public transit and park and ride facilities which could be utilized by residents of neighbouring subdivisions, such as Kingswood and Blue Mountain, where direct transit provision is not feasible.

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Policy BW-34:
The Municipality may enter into an agreement to lease or purchase lands within the Community Commercial Centre Designation for public transit and park-and-ride facilities on either a temporary or permanent basis. Site preference will be given to lands directly abutting a Community Collector Road and from which access from Kearney Lake Road or the Community Collector Road could be conveniently and safely secured. Such facilities may include parking structures.

The need to provide for the needs of residents of Bedford West is key to the Commercial Designation, further to this, the need to provide for the sale of gasoline to residents of Bedford West has been identified.

Policy BW-34A:
Within the Community Commercial area it shall be the intention to enable the sale of gasoline at gas bars located proximate to the commercial and transportation core of Bedford West. Further, the establishment of other Highway Commercial uses such as automotive service uses shall not be considered as they are more appropriate in the General Commercial area. Council may consider the establishment of design, architectural and aesthetic guidelines for gas bars within the Community Commercial area to ensure that gas bars are designed appropriately. Regulations shall be established through the Bedford Land Use By-law to limit the permitted location of gas bars as follows:

i) Gas bars shall be permitted in Sub-Areas 2 and 6;
ii) Where permitted, gas bars shall be located within 180 metres (590 feet) of Kearney Lake Road, except in Sub-Area 6, and have driveway access to Kearney Lake Road or the community collector road;
iii) Within Sub-Area 2, gas bars shall be located to the north of the community collector road; and
iv) Within Sub-Area 6, gas stations may be located at any location within the Sub-Area.
(RC-May 20/14;E-Jun 14/14)

Institutional

Sites have been reserved along the Community Collector Roads for schools or other civic buildings and parks. In the event that they are not needed for institutional purposes, the sites may be developed with residential uses.

Policy BW-35:
Lands designated Institutional on Schedule BW-7 are intended for development of schools or other civic buildings, such as libraries or churches, which could benefit from being located on a collector road at central locations within the community, as well as community parks. 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 five years from the date of entering into a development agreement for the development Sub-Area in which the site is located or building permits have been granted for 90 percent of the lots within the development Sub-Area. In the event that the School Board or the Municipality does not acquire the site within this time frame, the property may be

developed with alternative institutional uses or with residential developments that are compatible with established residential neighbourhoods and which conform with the requirements of policy BW-31 and BW-32.

In 2019 The Province of Nova Scotia purchased 6.5 hectares (16 acres) of land at the northern corner of Larry Uteck Blvd. and Broad Street (PID 41400334) for the construction of two schools. This was not a site reserved under the Community Concept Plan (Schedule BW-7) for institutional uses but rather was designated as a Community Commercial Centre (RC- Dec 14/21; E-Feb 12/22).

Policy BW-35A
Unrealized population within Sub Area 6 may be reallocated to Sub Area 10C as illustrated on Schedule BW-7A (RC- Dec 14/21; E-Feb 12/22).

The Mixed Use Business Campus

The Mixed Use Business Campus Designation which encompasses both private and municipal lands adjacent to the Hammonds Plains Road/Bicentennial Highway interchange are strategically located for businesses that produce goods and services and employment opportunities for the region. A campus style environment is envisioned where employment centres are integrated with public facilities and public spaces. 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 community;**
- **to create a 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;**
- **to support public transit provision.**

Policy BW-36:
The Mixed Use Business Campus designation, illustrated on Schedule BW-7, shall support a wide range of businesses which produce goods and services, recreational uses, hotels, gas bars (RC-May 20/14;E-Jun 14/14), institutional facilities and park-and-ride facilities. Limited provisions shall be made for retail uses, personal and household services and restaurants and standards shall be established for landscaping, architectural design, signs, parking, loading areas and driveway access. A zone shall be established under the Land Use By-law to implement this intent but granting of a municipal development permit shall also be subject to site plan approval. The following matters shall be considered in any site plan approval application:

a) outdoor storage or outdoor display and sales shall be limited and any outdoor waste containers shall be screened;
b) open spaces are integrated into the layout and where feasible, larger trees are retained;
c) landscaping is introduced to all areas disturbed during construction;
d) preference is given to limiting parking spaces between a building and the front lot line and no loading bays shall be located on the building facade facing a public street;
e) natural vegetation, landscaping or screening is employed around parking areas and measures are taken to allow for safe and convenient pedestrian access to public entrances of buildings;
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; and
j) The location of gas bars shall be proximate to the intersection of Hammonds Plains Road and Gary Martin Drive. (RC-May 20/14;E-Jun 14/14)

Policy BW-37:
Residential developments may be considered by development agreement within the Mixed Use Business Campus Designation. Consideration will be given to policy BW-32.

Policy BW-38:
Existing lots with frontage on the Hammonds Plains, which are vacant or developed with single unit dwellings, shall be zoned RSU (Single Unit Dwelling) Zone under the Land Use By-law. No rezonings or development agreements shall be considered.

The General Commercial Centre

The General Commercial Designation envisions a built form with a range of commercial, activities and medium to higher density residential. Recognizing the location of the General Commercial Designation adjacent the Larry Uteck Boulevard and the Bicentennial Highway (Highway 102) interchange, the following objectives are intended:

- **to provide for general and highway commercial uses;**
- **to enable a portion of the site to be developed as medium or higher density residential;**
- **integrate pedestrian access between surrounding residential areas and commercial activities;**
- **to encourage innovative design and comprehensive planning; and**
- **to support public transit.**

Policy BW-38A:

A range of general and highway commercial, medium and higher density residential, institutional, and recreational uses may be permitted within the General Commercial Centre Designation shown on Schedule BW-7 subject to consideration of the following matters:

a) natural vegetation, landscaping or screening is employed around parking areas and measures are employed to provide safe and convenient pedestrian access to the buildings they are intended to serve;
b) sidewalks and/or plazas are provided so as to encourage a secure and inviting walking environment throughout the commercial centre and to neighbouring residential neighbourhoods;
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) the massing, height of buildings and architectural detail contribute to a pedestrian oriented environment; and
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. (RC-Mar 15/11;E-May 28/11)

Sub-Area 9:

These lands drain towards the proposed sewage pumping station at the outlet of Kearney Lake and encompasses the proposed connector road between Kearney Lake Road and the new Larry Uteck Boulevard interchange with the Bicentennial Highway. Lands in the vicinity of the interchange may be suitable for both community commercial and highway commercial uses. The remaining lands may be developed with residential uses. The steep slopes offer challenges to integrating development with the natural environment and opportunities to take advantage of the vistas of Kearney Lake and the forested regions to the west. Comprehensive planning over larger properties is therefore supported with the opportunity for public input in the planning and design process.

There are also a number of narrow, smaller properties with frontage on the Kearney Lake Road - a number of which have been developed with residences serviced by well and septic systems. Municipal sewer and water systems proposed for surrounding lands will be designed to allow for extensions to these properties. The current zoning applied to these lands shall be reviewed before any extensions are considered.

The capacity of the temporary pumping station and force main (directing sewage to the Mill Cove Treatment facility) has been sized to service both sub-areas 5 and 9 before a permanent pumping station and forcemain are required to direct sewage to the Halifax Treatment Facility (policy BW-16, clause (d)). An application may be made to service sub-area 9 from the temporary pumping station provided that all associated servicing costs are assumed by the developers (BW-20, clause (h)).

Policy BW-39:
A comprehensive development district zone shall be applied to larger undeveloped parcels

within Sub-Area 9. Commercial uses may be considered on lands in the vicinity of the proposed interchange with consideration given to the criteria of policy BW-38A (RC-Mar 15/11;E-May 28/11). Residential uses may be permitted on the remaining lands with consideration given to the criteria of policy BW-32. No development agreement application shall be considered for approval unless a public participation program has been undertaken to identify development opportunities and constraints and to facilitate collaboration in preparing a conceptual community design for the Sub-Area.

Policy BW-39A:
A public participation program was undertaken to identify development opportunities and constraints and to facilitate collaboration in preparing a conceptual community design for larger undeveloped parcels within Sub-Area 9. Schedule BW-7 shall form the framework for land use allocation within these portions of Sub-Area 9 and all policies and action taken by the Municipality shall conform to the intent of this plan. (RC-Mar 15/11;E-May 28/11)

Policy BW-39B:
Further to Schedule BW-7, Sub Area 9 may be comprised of medium or higher density residential land uses on the northwest side of the site, and general commercial uses south of the interchange. On the south-east portion of the Sub-Area, general commercial or higher density residential land uses may be permitted. (RC-Mar 15/11;E-May 28/11)

Policy BW-39C:
Within the Sub Area, population assigned under BW-16A may be redistributed throughout the Sub Area covered by development agreement provided the intent of the all policies is maintained. (RC-Mar 15/11;E-May 28/11)

Policy BW-40:
The R-2 (Two Family Dwelling) Zone shall be applied to smaller parcels of land with frontage on the Kearney Lake Road. No municipal services shall be extended until such time as the zoning provisions have been reviewed in consultation with affected property owners. Such consultation shall also review the need to extend central services to these properties and the means of finance.

The establishment of land uses around the Larry Uteck Boulevard interchange at Highway 102 has highlighted the need to ensure development around the interchange located in both Bedford West and Bedford South/Wentworth area is planned in a comprehensive manner considering development on both sides of the interchange. Both Secondary Planning Strategies enable a mix of commercial and multiple unit residential land uses in the vicinity of the interchange. As proximate development uses the same infrastructure, it is the intention of Council to create a node around the interchange where there is flexibility in the siting of uses so that land uses may be established in appropriate locations. (RC-Nov 18/14;E-Jan 10/15)

Policy BW-40A (RC-Nov 18/14;E-Jan 10/15):
Within the Sub Area 9 and the adjacent Bedford South/Wentworth Secondary Planning Strategy areas it shall be the intention to establish a land use node as identified in Schedule BW-8. Land uses within this node shall be established by existing policies however the densities or allotment of land uses may be redistributed throughout the Larry Uteck interchange node subject to the following:

a) the proposed land use to be relocated must be enabled within the Bedford West Secondary Planning Strategy portion of the node and the Bedford South/Wentworth portion of the node;
b) the collection of infrastructure charges;
c) the impact on major road networks, specifically Larry Uteck Boulevard and the completion of Starboard Drive (Bedford South/Wentworth);
d) the impact on water and sewer infrastructure;
e) that the proposed increase of density does not exceed that transferred out from the Bedford South and/or Wentworth Secondary Planning Strategies.

Sub-Area 10: (Municipal Affairs-Housing-Nov 21/23: E-Dec19/23)

These current zoning provisions shall be maintained on these lands until such time as municipal services can be extended. When service extensions can be made, a comprehensive development district zone shall be applied to all undeveloped lands within the Sub-Area to be serviced. Any future residential development shall be guided by the criterion of policy BW-32 and any commercial development shall be guided by policy.

Policy BW-41:
No municipal services shall be extended to existing developments within Sub-Area 10 until consultations have been held with affected property owners to determine:

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

Policy BW-41A(A) (RC- Dec 14/21; E-Feb 12/22)
Schedule BW-7A shall form the framework for land use planning within Sub-Area 10. Schedule BW-7A shall administratively divide Sub Area 10 into four distinct neighbourhood districts as follows: Sub Area 10A which will encompass the properties southwest of Sub Area 9 that contains existing development; Sub Area 10B which shall encompass undeveloped lands southeast of Sub Area 9 and northwest of the former quarry lands; Sub Area 10C which shall encompass the quarry lands as well as the abutting parcel to the northwest (Municipal Affairs-Housing-Nov 21/23;E-Dec 20/23); and, Sub Area 10D which shall encompass lands to the southeast of the quarry lands containing primarily undeveloped lands and one property, 189 Kearney Lake Road, currently developed with an existing dwelling.

A private community centre was established at 345 Kearney Lake Road in the mid 1990s. Due to changes in the Bedford Municipal Planning Strategy (MPS) and Land Use By-law (LUB), the community centre became a non-conforming use. Further, adoption of the Bedford West Secondary Planning Strategy (BWSPS) in 2006 removed opportunity for properties in Bedford West to be rezoned institutional. In November 2010 the property's boundaries expanded due to the owners acquiring an abutting property and consolidating the lots. To reflect the existing use at 345 Kearney Lake Road, the property shall be zoned Institutional (SI) under the Land Use By-law. The property shall continue to be designated Bedford West Secondary Planning Strategy (BWSPS) on the Generalized Future Land Use Map of this Municipal Planning Strategy and shall continue to be located within Sub-Area 10, as identified on Schedule BW-6.

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Policy BW-41A:
Further to Policy BW-41 the property known as 345 Kearney Lake Road (PID #40648404) shall be zoned Institutional (SI). (RC-Mar 15/11;E-May 28/11)

Policy BW-42:
When municipal services are available for Sub-Area 10, a comprehensive development district zone may be applied to undeveloped properties within the Sub-Area to be serviced. No development agreement application shall be considered for approval unless a public participation program has been undertaken to identify development opportunities and constraints and to facilitate collaboration in the preparation of a conceptual concept design for the entire Sub-Area. Any future residential development shall be guided by policy BW-32 and any commercial development shall be guided by policy BW-33. (RC-Jun 20/06;E-Jul 29/06)

BEDFORD WEST SUB-AREAS 1 AND 12

In 2023, the Minister of Municipal Affairs and Housing approved land use planning policies to guide the future development for the Bedford West Sub-Areas 1 and 12 Special Planning Area, in accordance with the *Housing in the Halifax Regional Municipality Act*.

This section establishes a land use policy framework that supports the development of complete communities with diverse housing types, employment opportunities, transit services, mobility links, parks, and recreation opportunities within walking distance. The framework also enables residents to participate in planning a portion of their community through public engagement opportunities. These policies strive to protect sensitive environmental features, support transit use, and ensure new developments are integrated with the surrounding community.

1. OBJECTIVES

The Bedford West Sub-Areas 1 and 12 land use policy framework is intended to:

- **support the development of a mixed-use community with a range of housing opportunities, places of employment, and services where daily needs of residents can be met;**
- **identify population density allocations for the area;**
- **provide transportation options for pedestrians, cyclists, and transit users to support active transportation and transit options;**
- **supports human scale building designs and pedestrian movements and access;**
- **add public parkland to the existing parkland network to support accessible recreation and leisure opportunities for new and existing residents;**
- **ensure new development is integrated with the surrounding community; and**
- **identify and protect significant environmental features and wildlife corridors.**

2. GENERALIZED LAND USE

Policy BW-43

The objectives and policies established in this section apply to the southern portion of Sub-Area 1 and all Sub-Area 12 in Bedford West, as shown on Schedule BW-9.

Policy BW-44
Land use designations provide the overall guidance for zoning within the Bedford West Sub-Areas 1 and 12, as shown on Schedule BW-9, as follows:

(a) <u>Bedford West Higher-Order Residential (BW-HR)</u> - applied to lands along or near roads where multi-unit buildings with limited commercial opportunities are supported and served by transit and active transportation routes;
(b) <u>Bedford West Centre (BW-CEN)</u> – applied to concentrated nodes of commercial and mixed-use developments located along one or more transit corridors, where new low-rise, mid-rise, and tall mid-rise buildings are supported, with transitions to existing low-density residential areas; and
(c) <u>Bedford West Comprehensive Development District (BW-CDD)</u> – applied to large vacant or otherwise underutilized lands that are intended to accommodate significant residential and mixed-use growth based on master neighbourhood plans.

Policy BW-45
Institutional, Park and Community Facilities land uses are suitable in all of Bedford West Sub-Areas 1 and 12.

3. LAND USE BY-LAW

The Bedford West Sub-Areas 1 and 12 policies establish development agreement mechanisms, new zones, and zoning provisions to provide effective land use administration during development, and upon completion of development when the development agreement may be discharged. The zones contained within the Planned Growth Schedule (Schedule PG) of the Land Use By-law will be applied to different properties in Sub-Areas 1 and 12, as well as through references in the development agreements enabled under Policy BW-60, BW-61 and BW-62. Any future development through the as-of-right zoning process shall only proceed when municipal services are available. For lands developed by development agreement, the referenced zones are intended to be applied to the zoning map upon the completion of the development and discharge of the development agreement.

The Land Use By-law will also establish built form controls that encourage a compact and pedestrian oriented design that promotes a wide range of mobility choices, access to parkland and other open spaces, and supports the efficient use of municipal infrastructure. This built form framework supports human-scaled development with buildings that face public streets and provide transition between larger scale buildings and low-density areas and public parks.

Policy BW-46
The Planned Growth Schedule (Schedule PG) of the Land Use By-law shall establish the BW-

LDR (Bedford West Low Density Residential) Zone to support the development of low-density dwellings on individual lots. The BW-LDR Zone shall:

a) permit single unit dwellings, semi-detached dwellings, townhouses, three-unit dwellings, four-unit dwellings, backyard suites and secondary suites, and accessory uses; and
b) be applied to areas intended for low-density dwellings through BW-CDD development agreements.

Policy BW-47
The Planned Growth Schedule (Schedule PG) of the Land Use By-law shall establish the BW-CH (Bedford West Cluster Housing) Zone to support the development of low-density dwellings located on a single lot. The BW-CH Zone shall:

a) permit a maximum of 48 dwelling units on a single lot, arranged in buildings containing up to 12 units each;
b) be applied to areas intended for low-density dwellings through BW-CDD development agreements;
c) allow the development of shared facilities and infrastructure, such as, but not limited to, a common shared driveway, storage, parking, utility and amenity space; and
d) provide adequate buffering to adjacent properties and require sufficient green space and landscaping.

Policy BW-48
The Planned Growth Schedule (Schedule PG) of the Land Use By-law shall establish two (2) zones to support a range of low-rise to tall mid-rise multi-unit residential uses as follows:

a) The BW-HR2 (Bedford West Higher-Order Residential 2) Zone shall permit mid-rise and tall mid-rise buildings, and a range of commercial and institutional uses that are compatible with residential neighbourhoods; and
b) The BW-HR1 (Bedford West Higher-Order Residential 1) Zone shall permit all residential uses in low to mid-rise buildings, with tall mid-rise buildings only permitted in limited locations. This zone shall also permit a limited range of commercial and institutional uses.

Policy BW-49
The BW-HR2 and BW-HR1 zones shall be applied to:

a) the Bedford West Higher-Order Residential (BW-HR) designation, shown on Schedule BW-9; and
b) areas intended for higher density developments through BW-CDD development agreements.

Policy BW-50

The Planned Growth Schedule (Schedule PG) of the Land Use By-law shall establish the BW-CEN (Bedford West Centre) Zone to support a mix of residential and commercial development. The BW-CEN Zone shall:

a) support a mixed-use environment, including multiple unit dwellings and shared housing uses;
b) support the development of low-rise and mid-rise buildings, up to the maximum building height as identified in the Land Use By-law;
c) allow a range of commercial and institutional uses that serve the community, such as offices, restaurants, retail, community facility uses, and personal service uses; and
d) be applied to the BW-CEN Designation, shown on Schedule BW-9, and areas identified through BW-CDD development agreements.

Policy BW-51
The Planned Growth Schedule (Schedule PG) of the Land Use By-law shall establish the BW-PCF (Bedford West Park and Community Facility) Zone to allow a variety of institutional and recreation uses. The BW-PCF Zone may be applied:

a) to any designation shown on schedule BW-9; and
b) areas identified through BW-CDD development agreements.

Policy BW-52
The Planned Growth Schedule (Schedule PG) of the Land Use By-law shall establish the BW-CON (Bedford West Conservation) Zone to protect wetlands, steep slopes, and other hazardous lands from development. The BW-CON Zone shall:

a) limit development to open space and conservation uses, utility infrastructure, and transportation crossings; and
b) be applied to areas identified for protection through BW-CDD development agreements.

Policy BW-53
The Planned Growth Schedule (Schedule PG) of the Land Use By-law shall establish site design requirements that support human-scaled and pedestrian-oriented environments by establishing controls concerning:

a) the minimum separation distances for buildings located on the same lot;
b) the minimum front and flanking yard setback requirements that support pedestrian traffic, access and landscaping;

c) the minimum side and rear yard setback requirements that transition from higher density zones to lower density zones and public parkland;
d) the maximum lot coverage, minimum lot area, and minimum lot frontage requirements that support a compact development form with sufficient open space and landscaping, and support site accessibility for people of all ages and abilities;
e) the minimum setback requirement of 30-metres to apply to watercourses and natural corridors;
f) outdoor lighting and signage to mitigate impacts on residential areas;
g) landscaping and buffering requirements to support transitions between land uses, built forms, parking areas and outdoor storage areas;
h) the location, number and configuration of parking spaces, off-street loading, landscaping, accesses, and pedestrian pathways; and
i) setback requirements for accessory structures.

Policy BW-54
The Planned Growth Schedule (Schedule PG) of the Land Use By-law shall establish building design requirements that support human-scale design and pedestrian-oriented streetscapes by establishing controls concerning:

a) the maximum building dimensions for low-rise, mid-rise and tall mid-rise buildings;
b) maximum building height;
c) the maximum floorplate and maximum dimensions of mid-rise and tall mid-rise buildings;
d) streetwalls, including minimum streetwall stepbacks for mid-rise buildings and tall mid-rise buildings to mitigate impacts of wind and shadow on streets and public parks;
e) standards for streetwall articulation, pedestrian entrances, ground floor transparency, site accessibility and weather protection;
f) the siting and screening of rooftop features;
g) building accessibility for people of all ages and abilities; and
h) massing requirements for accessory structures.

Policy BW-55
Utility uses and park uses shall be permitted in all zones, under the Planned Growth Schedule (Schedule PG) of the Land Use By-law.

4. POPULATION DENSITY

Prior to the adoption of the Bedford West Secondary Plan, the Municipality conducted a number of infrastructure studies to determine the capacity of the transportation, water and

sanitary sewer systems, and the infrastructure investments needed to support the development of the area. As part of the 2008 adoption process, Regional Council and the Utility and Review Board approved a Capital Cost Contribution (CCC) mechanism to fund the oversizing of infrastructure and distribute costs between various landowners and the Municipality in a fair and predictable manner.

In 2008, the development of Sub-Area 1 was identified for residential uses, and Sub-Area 12 as a mix of 75% residential uses and 25% commercial and institutional uses. The CCC program also identified a base population density as 20 ppa (persons per acre) for Sub-Area 1, and a blended density of 27.5 ppa for Sub-Area 12.

Now that the Bedford West Secondary Plan area is well developed, there are a number of properties within different Sub-Areas that include unused population density where the associated CCCs have already been paid for by landowners. The transfer of unused density from other Sub-Areas into Sub-Areas 1 and 12 is supported and future transfer may be considered by Council through an amendment to the Land Use By-law if the originating density is coming from an area that have been accounted for in the CCC program. In 2023, the maximum population density for Sub-Areas 1 and 12 is estimated to be 8,415 persons, including transfers of unrealized population density reallocated from other Sub-Areas.

Policy BW-56
The baseline population density for all Lands in Sub Area 1 shall be 20 persons per acre, and the baseline population density for all Lands in Sub Area 12 shall be 27.5 persons per acre.

Policy BW-57
The Planned Growth Schedule (Schedule PG) of the Land Use By-law shall establish density controls for Sub-Area 1 and Sub-Area 12, consistent with the baseline population density identified in BW-56 plus any transfers of unrealized population density reallocated from other Sub-Areas.

Policy BW-58
Council shall consider amendments to the Land Use By-law to enable population density transfers from other Sub-Areas to lands beyond the baseline density within Sub-Areas 1 and 12 provided that:

a) the density is confirmed by up-to-date density tables for receiving and originating properties or relevant portions; and
b) Halifax Water confirms that its infrastructure can accommodate the density transfer.

5. COMPREHENSIVE DEVELOPMENT DISTRICT

Areas designated as BW-CDD on Schedule BW-9 require comprehensive planning through a development agreement process. Policies require the preparation of a development agreement to control phasing and the location and design of roads, parks and other infrastructure. The development agreement will also control land uses and built form by referencing zones established in the Land Use By-law.

Once all the terms and conditions of each of the development agreements are complete, Council may discharge the development agreements and make the necessary amendments to the applicable planning strategy and land use by-law to apply appropriate designations, zones, and built form controls.

Policy BW-59

The Land Use By-law shall establish two zones that permit new large-scale mixed-use developments only by development agreement, in accordance with Policy BW-60. The zones shall permit limited land uses and development opportunities without a development agreement and through the as-of-right process, as follows:

a) The Bedford West Comprehensive Development District 2 (BW-CDD2) Zone shall be applied to lands that are intended to be developed into large-scale mixed-use communities, including significant commercial development. In this zone, the only developments permitted without a development agreement shall be limited to commercial uses and institutional uses, as detailed in the Planned Growth Schedule (Schedule PG) of the Land Use By-law, and any new building or an addition to an existing building shall be:

i) limited to a building height as identified in the Land Use By-law, and

ii) located on a lot in existence at the time of the adoption of the Bedford West Sub-Areas 1 and 12 policies and Land Use By-law provisions.

b) The Bedford West Comprehensive Development District 1 (BW-CDD1) Zone shall be applied to sites intended to accommodate large-scale mixed use communities. In this zone, the only developments permitted without the requirement of a development agreement shall be limited to existing uses and single unit dwellings permitted in the BW-LDR Zone, and any new building or an addition to an existing building shall be:

i) limited to a maximum floor area of 100 square metres and a building height as identified in the Land Use By-law, and

ii) located on a lot in existence at the time of the adoption of the Bedford West Sub-Areas 1 and 12 policies and Land Use By-law provisions.

Policy BW-60

When considering a development agreement for one or more properties designated BW-CDD, as shown on Schedule BW-9, Council shall consider the following:

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a) **the proposal meets the policies and objectives of the Bedford West Sub-Areas 1 and 12, and is reasonably consistent with any other relevant policies contained within the Regional Municipal Planning Strategy;**
b) **site and building design support a compact, mixed-use neighbourhood containing a mix of housing forms with pedestrian-oriented building facades and designs;**
c) **the distribution of overall densities between different development blocks, phases and land owners;**
d) **the built form and land use requirements are implemented through references to the Land Use By-law;**
e) **provisions to account for any population density transfers;**
f) **the subdivision of land;**
g) **the phasing of development;**
h) **parks and open spaces that provide the full range of recreation and open spaces needed to serve the community;**
i) **transportation connection that prioritizes walking, the use of mobility devices, cycling, and transit use;**
j) **development coordinated with adjacent lands and neighbourhoods including roads, parks, open spaces, servicing, trails and building scale transitions;**
k) **protection of sensitive environmental features and any natural wildlife corridors located within the site;**
l) **provisions to enable discharging the agreement when all terms and obligations are fulfilled; and**
m) **the general development agreement criteria outlined in Policy BW-76.**

Policy BW-61
Development agreements for lands designated BW-CDD considered under policy BW-60 may include abutting lands located within another designation to support comprehensive planning and improved coordination between developments.

Policy BW-62
Under Policy BW-60, Council may consider the development of a religious campus development involving limited or no new public roads or subdivision on lands identified as PID 00645853, provided:

a) **the development consists of a mix of residential housing forms integrated with religious institutions and other institutional or commercial uses; and**
b) **impacts related to limited or no new public roads or subdivision are mitigated through the provision of private amenity space, shared private driveways and walkways, and where feasible, transportation easements to support pedestrian connectivity to surrounding lands;**

Policy BW-63

Upon the completion of subdivision and other terms of the development agreement enabled under Policies BW-60, BW-61, and BW-62, Council may discharge the development agreement and amend the applicable municipal planning strategy and the applicable land use by-law to continue to regulate land use and built-form in the Bedford West Sub-Areas 1 and 12 Area over the long-term. These amendments are intended to apply land use designations, density controls, zoning, and built form controls that are consistent with the approved development agreement(s).

6. NON-CONFORMING STRUCTURES AND USES

Existing uses and structures that were lawfully permitted under former planning documents but do not meet current Land Use By-law requirements are considered non-conforming uses and structures and are subject to the protections and restrictions set out in the *HRM Charter*. Such uses and structures are permitted to continue to exist and may be repaired, maintained, rebuilt, expanded or altered, subject to the conditions set out in the *HRM Charter*.

A number of buildings in Bedford West Sub-Areas 1 and 12 were constructed either before any land use regulations or in accordance with former Land Use By-law provisions and may not conform to the provisions contained in the Planned Growth Schedule (Schedule PG) of the Land Use By-law. Therefore, provisions are made to relax the restrictions set out in the *HRM Charter* regarding the extension, enlargement, reconstruction, and alteration of non-conforming structures.

With the adoption of the Bedford West Sub-Areas 1 and 12 policies and the associated Planned Growth Schedule (Schedule PG) of the Land Use By-Law, some existing uses will become non-conforming. To support the affected uses, the policies relax the *HRM Charter* restrictions regarding non-conforming uses by enabling Council to consider the expansion of non-conforming uses or the change to another less intensive non-conforming use through the development agreement process.

Policy BW-64
Council may, by development agreement, allow non-residential non-conforming uses located on a lot that is existing on the coming into force of this policy to:

a) expand the structure containing the non-conforming use; or
b) change to another less intensive non-conforming use.

Policy BW-65
In considering a development agreement under Policy BW-64, Council shall consider the following:

a) that controls are placed on the development to reduce conflict with and impacts on adjacent residential and other land uses;
b) the adequacy of the siting, height, bulk and scale of the development with respect to its compatibility with the existing neighbourhood;
c) facilities for parking, loading, vehicular access, outdoor display and outdoor storage are designed to avoid significant adverse effects on adjacent properties;
d) the layout and number of parking spaces and loading areas;
e) the location of the use on the site;
f) the surface treatment and storm drainage;
g) that adequate landscaping, screening and buffering is required to reduce impacts on adjacent residential uses;
h) the controls on signage;
i) the hours of operation; and
j) the general development agreement criteria set out in Policy BW-76.

Policy BW-66
The Planned Growth Section of the Land Use By-law shall relax the restrictions in the *HRM Charter* relating to:

a) non-conforming structures in all zones, and allow them to be extended, enlarged, or altered, if the extension, enlargement, or alteration does not further worsen any non-conformity with the By-law;
b) the extension, enlargement or alteration of structures containing a non-conforming low-density dwelling use in that structure, and permitting the expansion of the non-conforming low-density dwelling use into the addition of that structure; and
c) non-conforming residential uses in a structure located in a Low Density Residential zone, and allow structures containing them to be rebuilt, replaced or repaired if destroyed or damaged by fire or otherwise up to 100 percent of the market value of the building.

7. PARKLAND

As the Bedford West Sub-Areas 1 and 12 Area is planned to accommodate a significant population, the establishment of new public parkland is essential to ensure a wide range of recreational opportunities are provided that foster healthy lifestyles. A development of this scale requires the provision of one or more centralized community parks that will serve as vibrant community gathering space. Lands reserved for park purposes must be suitable to adapt to the long-term needs of area residents.

Policy BW-67
BW-CDD development agreements shall prioritize the development of one or more large community parks intended to accommodate active and passive recreation uses, and a number of park features.

Policy BW-68
BW-CDD development agreements may establish parkland dedication requirements that are more rigorous than those contained in the Regional Subdivision By-law to support the dedication of sufficient parkland for developments involving limited subdivision.

Policy BW-69
Active transportation infrastructure shall be constructed along the length of local roads located within the development.

Policy BW-70
Additional active transportation infrastructure comprising a series of walkways and trails for pedestrians and cyclists shall be established within Bedford West Sub-Areas 1 and 12 that link residents to commercial areas, public transit facilities, parks, and community facilities. Connections shall include walkways between local roads as needed to establish a general pedestrian grid, where local roads are unable to provide connections due to environmental constraints.

Policy BW-71
The Municipality may include active transportation facilities within all new transportation infrastructure in the area to facilitate pedestrian and cycling transportation options.

Policy BW-72
The Planned Growth Section of the Land Use By-law shall establish a Transportation Reserve over lands fronting on the intersection of Larry Uteck Boulevard and Hammonds Plains Road, as shown on Schedule PG-6 of the Bedford Land Use By-law, to accommodate for future road upgrades to that intersection.

9. INFRASTRUCURE CHARGES AND PHASING

To support the development of Bedford West Sub-Areas 1 and 12, the extension of municipal water and sewer services and several off-site upgrades to transportation infrastructure will be required and jointly paid for by the developers and the Municipality through the use of infrastructure charges. A Capital Cost Contribution (CCC) mechanism has been established for all of Bedford West in 2008, which typically applies to lands that require a form of subdivision to be developed. To enable single-lot properties that can be developed without requiring a subdivision process and support the extension of services along a portion of Larry Uteck Boulevard, a Local Improvement Charge (LIC) mechanism will also be established for a portion Sub-Area 12. Many of the upgrades are planned to take place in early phases of the development, with some required before later phases of the development can proceed.

Policy BW-73
For purposes of collecting infrastructure charges for the extension of municipal services to Bedford West Sub-Areas 1 and 12, any future development on lands identified on Schedule

BW-10 shall only proceed after establishing a Local Improvement Charge and when municipal services are available.

10. ENVIRONMENTAL PROTECTION

The Bedford West Sub-Areas 1 and 12 contains several environmental features such as watercourses, wetlands, and forested areas that can be affected by development. A high level of care needs to be taken to preserve sensitive features and minimize the impact of development on the environment. The Green Network Plan identifies a waterbody located in Sub-Area 12 as a natural corridor, which is considered a sensitive natural feature that requires preservation when planning for the development of new neighbourhoods.

Stormwater management controls are essential to protect the local watercourses and wetlands from negative impacts that can result from the development of the surrounding lands. The Regional Subdivision By-law provides for the implementation of stormwater management measures at the initial stages of land development in the serviced areas of the Municipality. The implementation of stormwater management controls is important to minimizing the impact of development on surrounding waterbodies.

Policy BW-74
A buffer of 30-metres shall apply to all watercourses located within Bedford West Sub-Areas 1 and 12, shown on Schedule BW-9, and additional lands may be zoned BW-CON to further protect the chemical, physical and biological functions of marine and freshwater resources.

Policy BW-75
Tree retention, landscaping and tree planting requirements shall be incorporated into the regulations for the Bedford West Sub-Areas 1 and 12.

11. IMPLEMENTATION

Development within Bedford West Sub-Areas 1 and 12 shall be enabled through the use of as-of-right zoning and development agreements. Future amendments to the related LUB provisions may also be considered to support density transfers and other updates to regulations. The Municipality and Halifax Water will also continue to develop regional infrastructure associated with the established capital cost contribution programs.

Policy BW-76
When considering land use by-law amendments and development agreements for lands located within Bedford West Sub-Areas 1 and 12, shown on schedule BW-9, Council shall consider the following general criteria, instead of the general criteria set out in Policy Z-3:

a) all applicable policies of the Regional Plan and of this Plan;

b) provisions for incentive or bonus zoning, consistent with the Interim Bonus Zoning policies in the Regional Municipal Planning Strategy, and the method for calculating bonus zoning values set out in the Land Use By-law;

c) impacts to Municipal infrastructure and the need, if any, to concurrently approve by-laws to pay for growth related municipal infrastructure;

d) the proposal is appropriate and not premature by reason of:

- **i) the financial capacity of the Municipality to absorb any costs relating to the development,**
- **ii) the adequacy of municipal wastewater facilities, stormwater systems or water distribution systems,**
- **iii) the proximity of the proposed development to schools, parks, and community facilities, and the capability of these services to absorb any additional demands, and**
- **iv) the adequacy of transportation infrastructure for pedestrians, cyclists, public transit and vehicles for travel to and within the development;**

e) the subject lands are suitable for development in terms of the steepness of grades, locations of watercourses, wetlands, and susceptibility to flooding; and

f) that development regulations in the proposed development agreement will adequately mitigate potential conflict between the proposed development and nearby land uses, by reason of:

- **i) type of use(s),**
- **ii) built form of the proposed building(s),**
- **iii) impacts on adjacent uses, including compatibility with adjacent residential neighbourhoods, parks, community facilities, and railway operations,**
- **iv) traffic generation, safe access to and egress from the site, and parking,**
- **v) open storage and signage, and**

impacts of lighting, noise, fumes and other emissions. (Municipal Affairs-Housing-Nov 21/23;E-Dec19/23)

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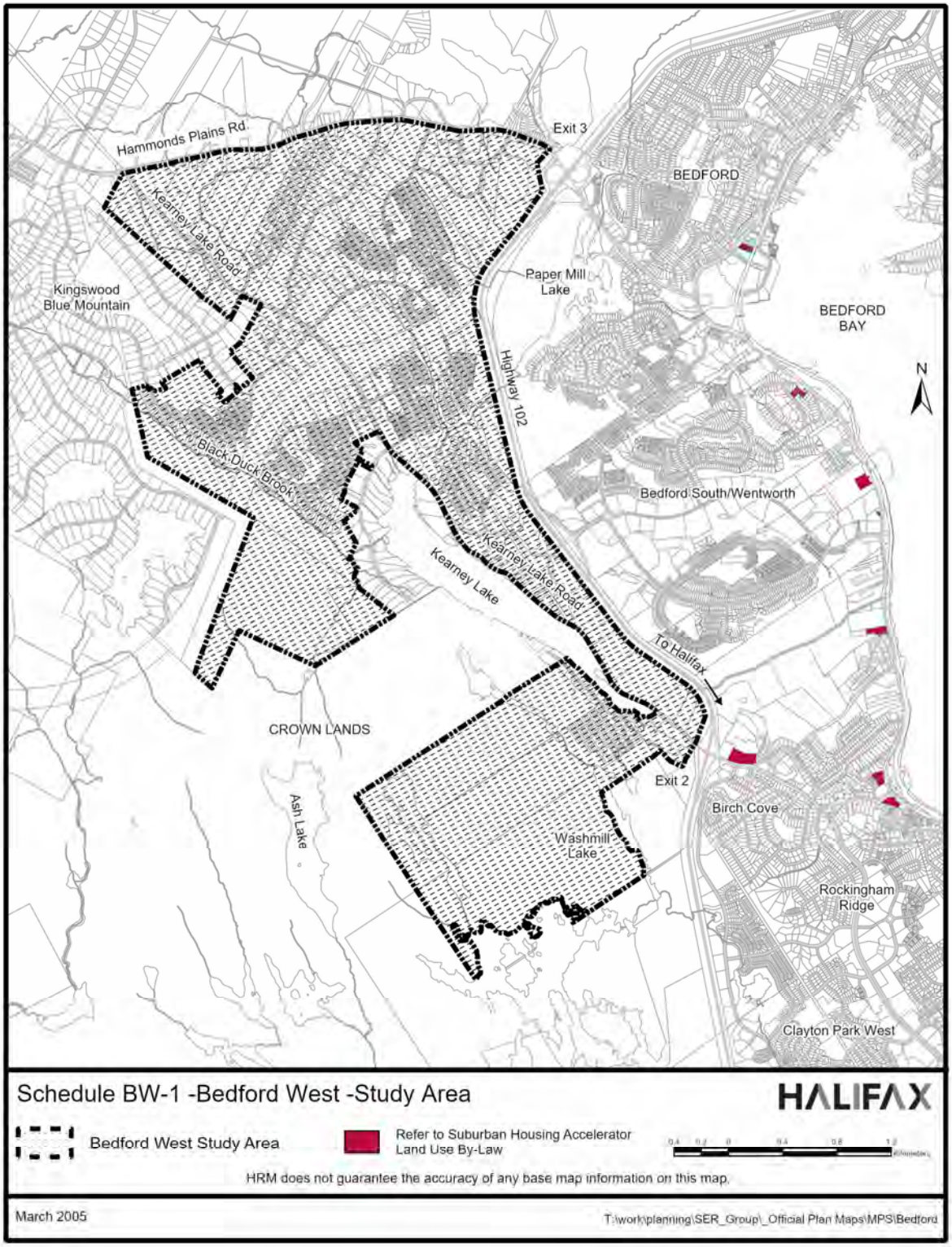
Schedule BW-1: Bedford West – Study Area



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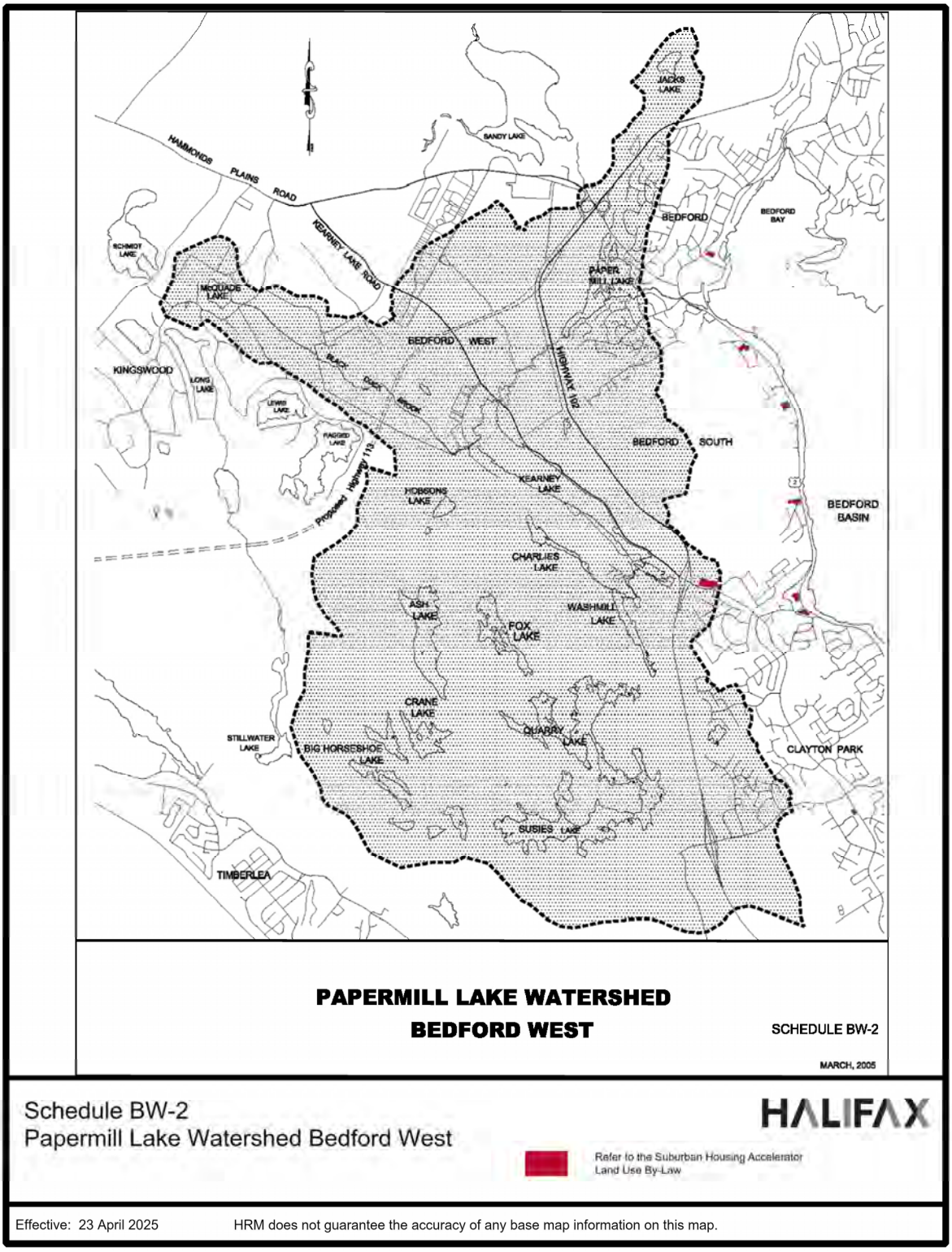
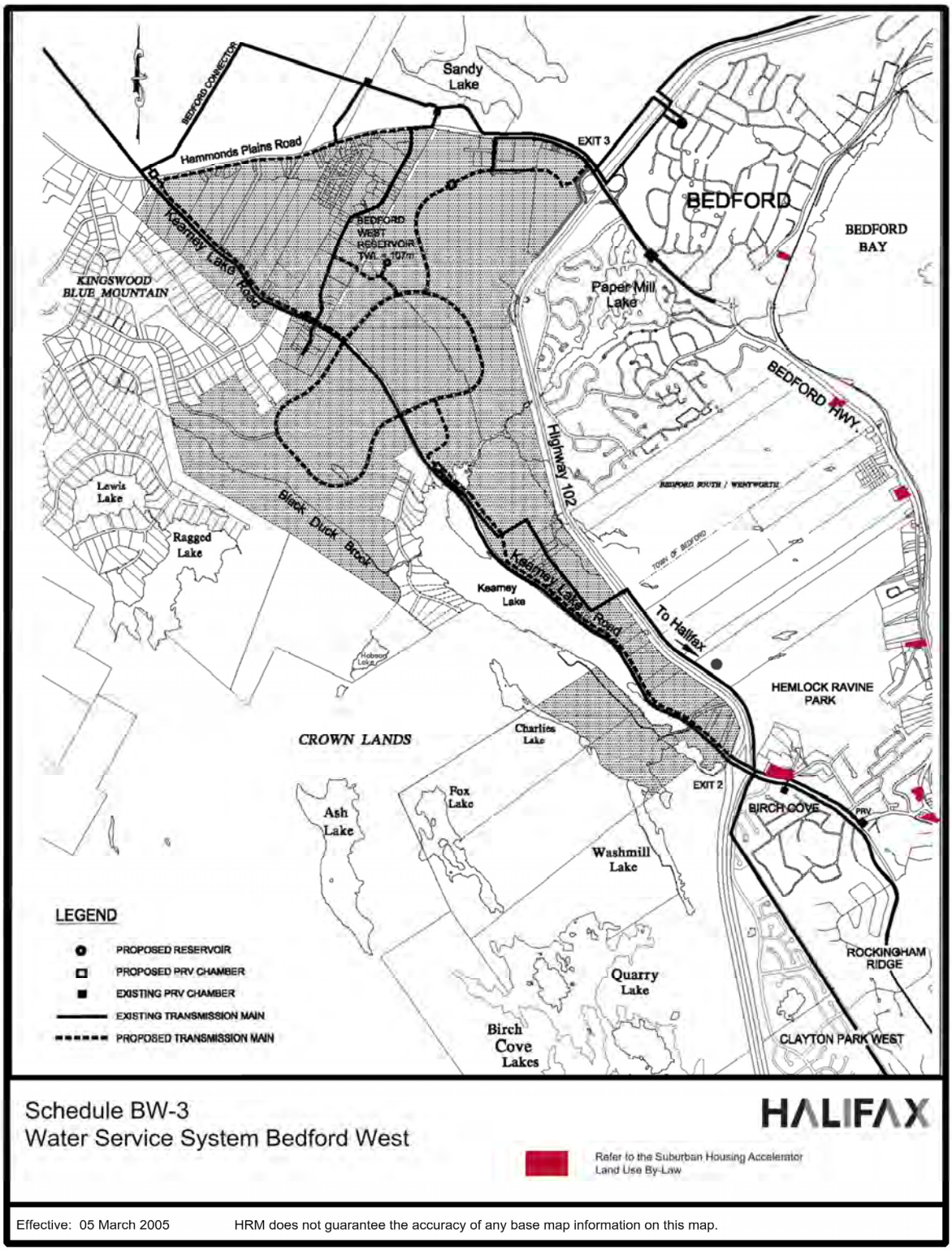
Schedule BW-2: Bedford West – Paper Mill Lake Watershed



Schedule BW-3: Bedford West – Water Service System



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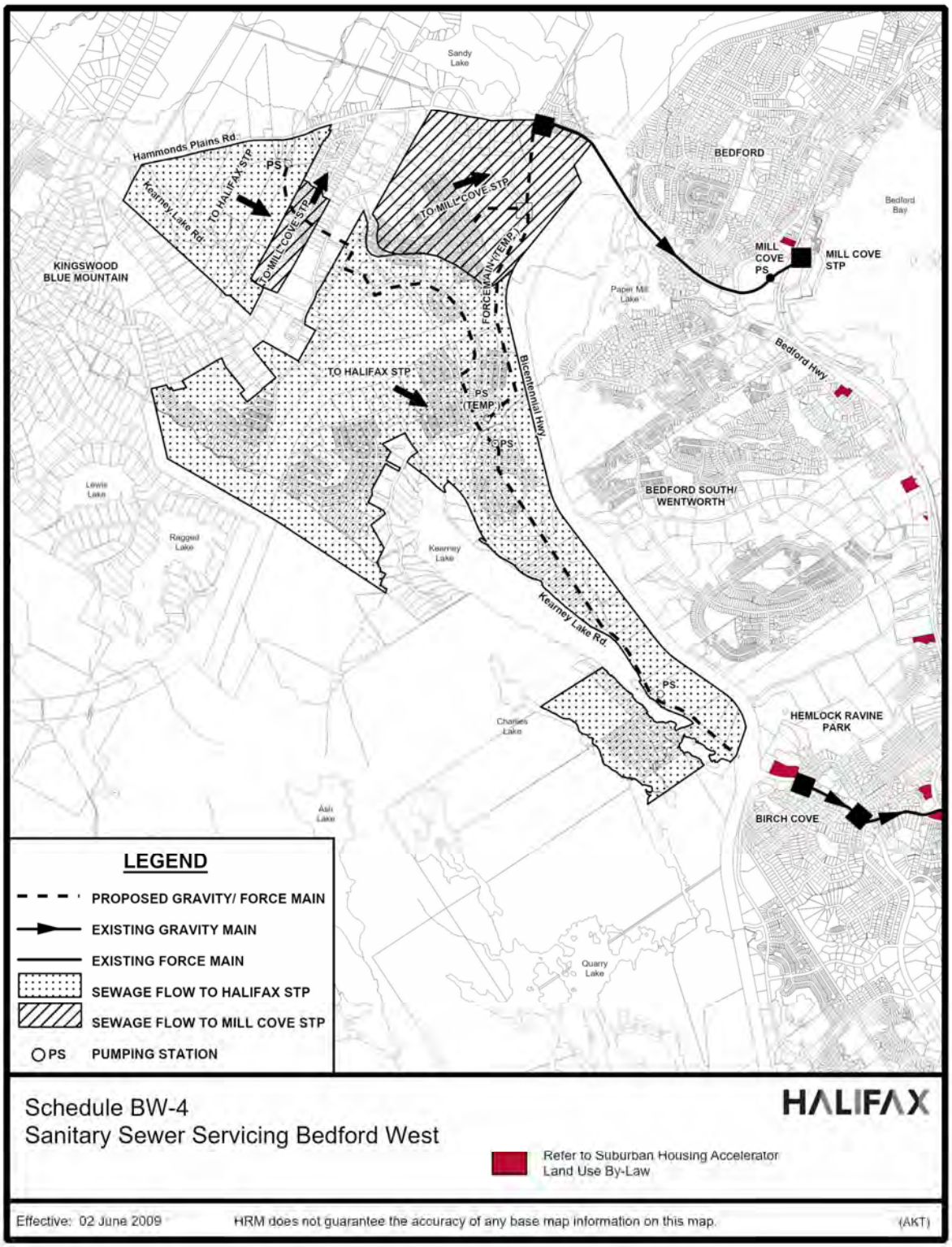
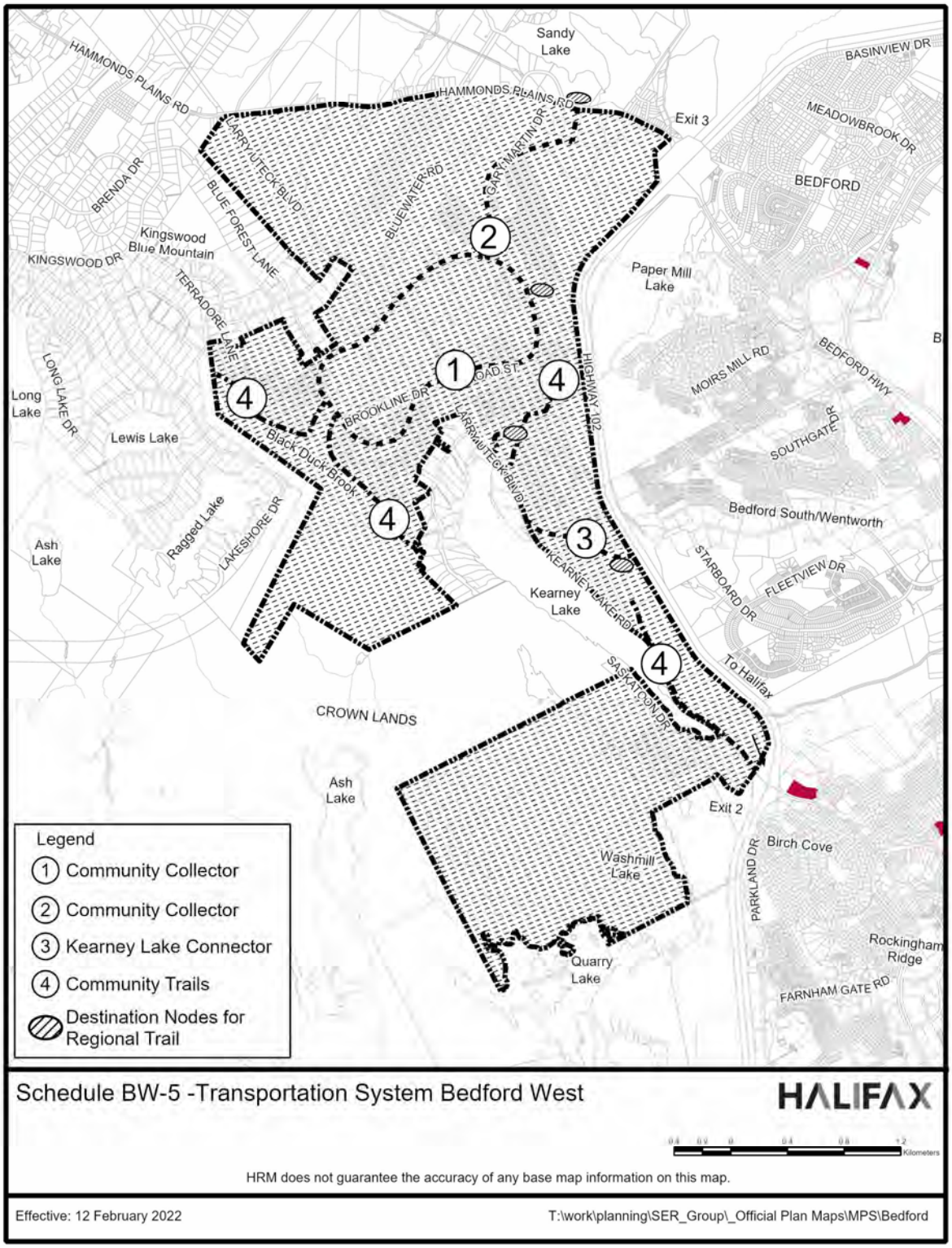
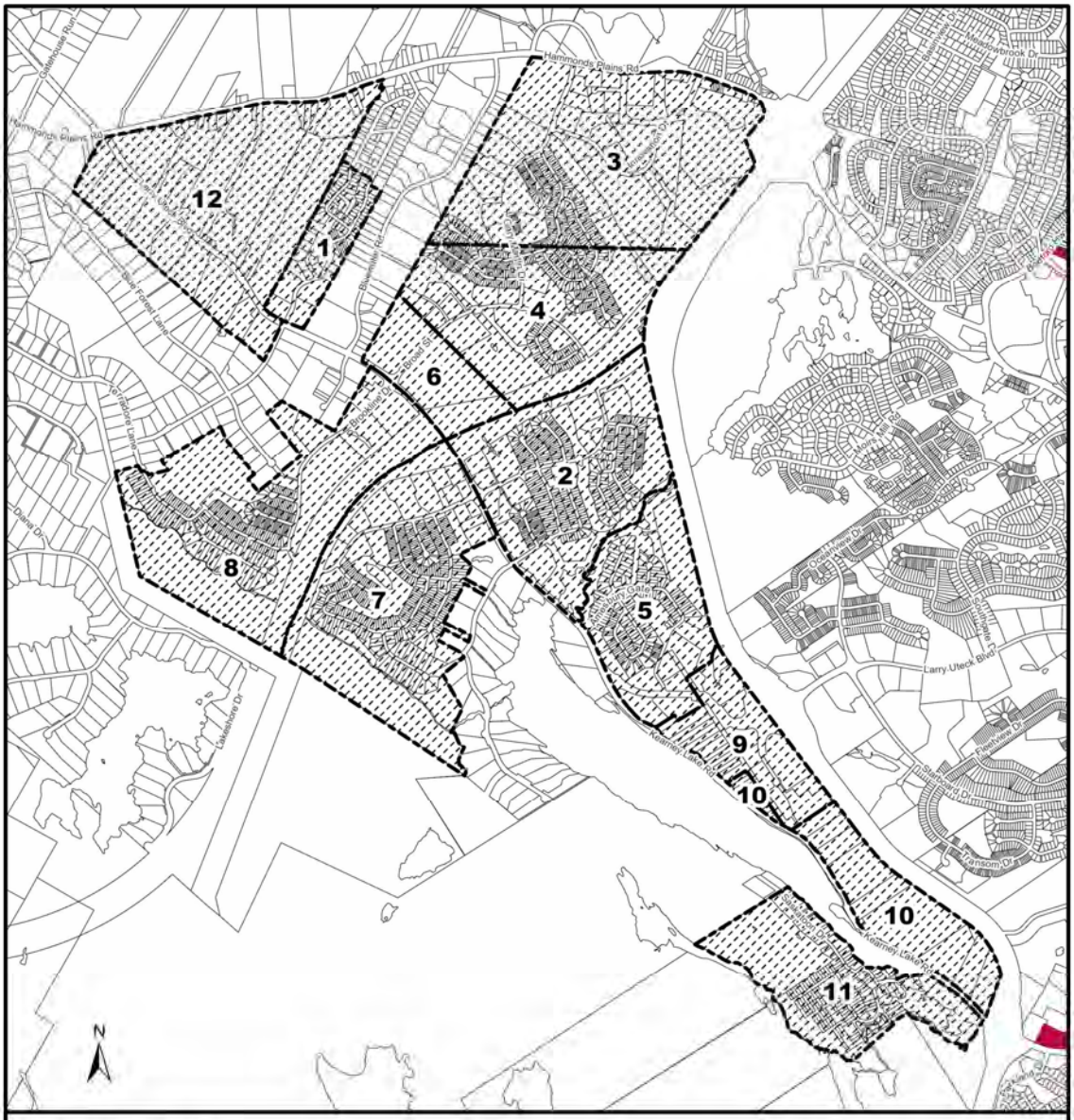
Schedule BW-4: Bedford West – Sanitary Sewer Servicing



Schedule BW-5: Bedford West – Transportation System (RC- Dec 14/21; E-Feb 12/22)



Schedule BW-6: Bedford West – Development Sub-Areas



Schedule BW-6
Bedford West Development Sub-Areas

Development Sub-Areas

0 200 400 600 m

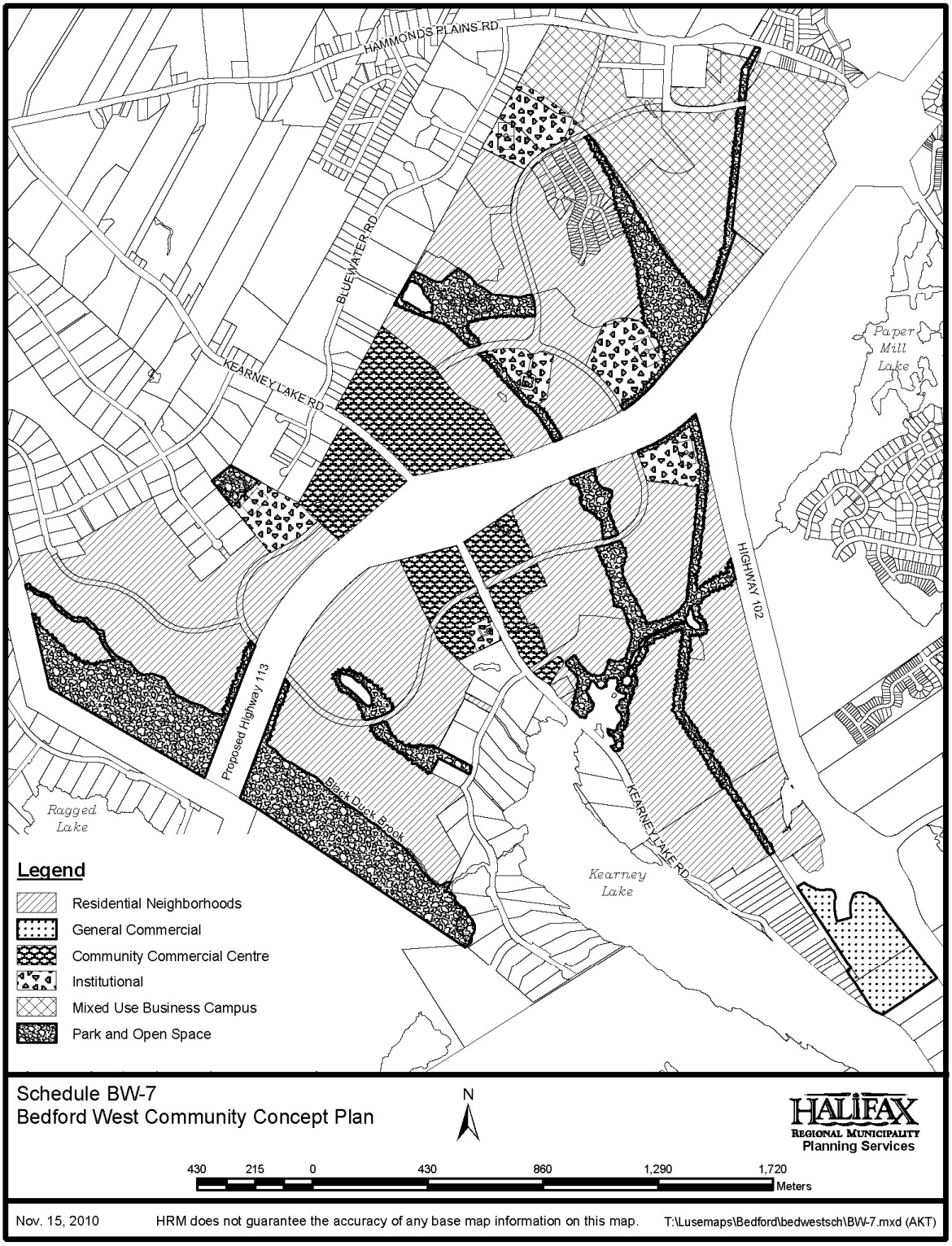
Bedford Plan Area
Halifax Plan Area

Refer to Suburban Housing Accelerator Land Use By-Law

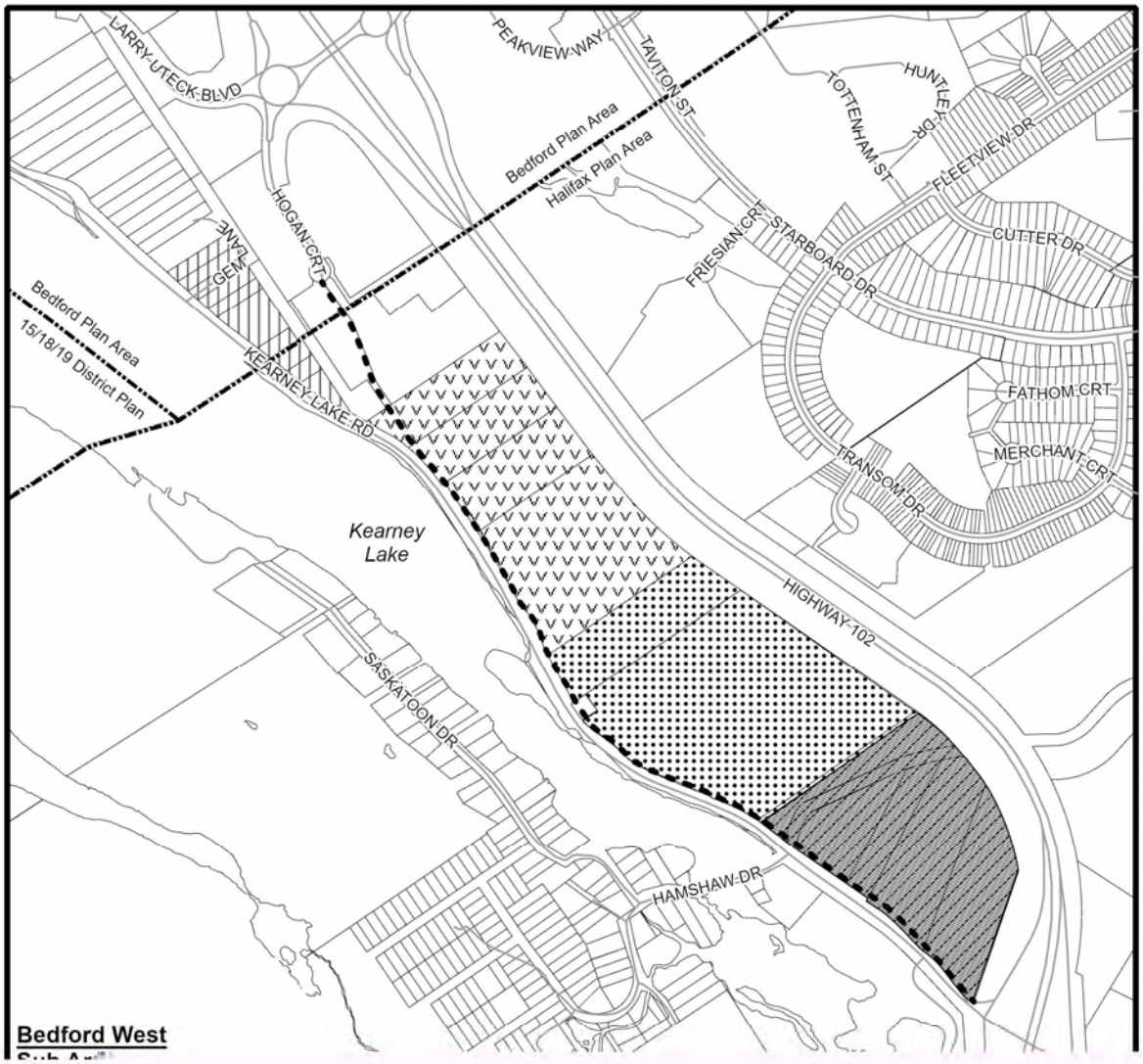
The accuracy of any representation on this plan is not guaranteed.

Effective: 15 Nov 2010 Case 18514 T:\work\planning\SER_Group_Official Plan Maps\MPS\Bedford\ (HEC)

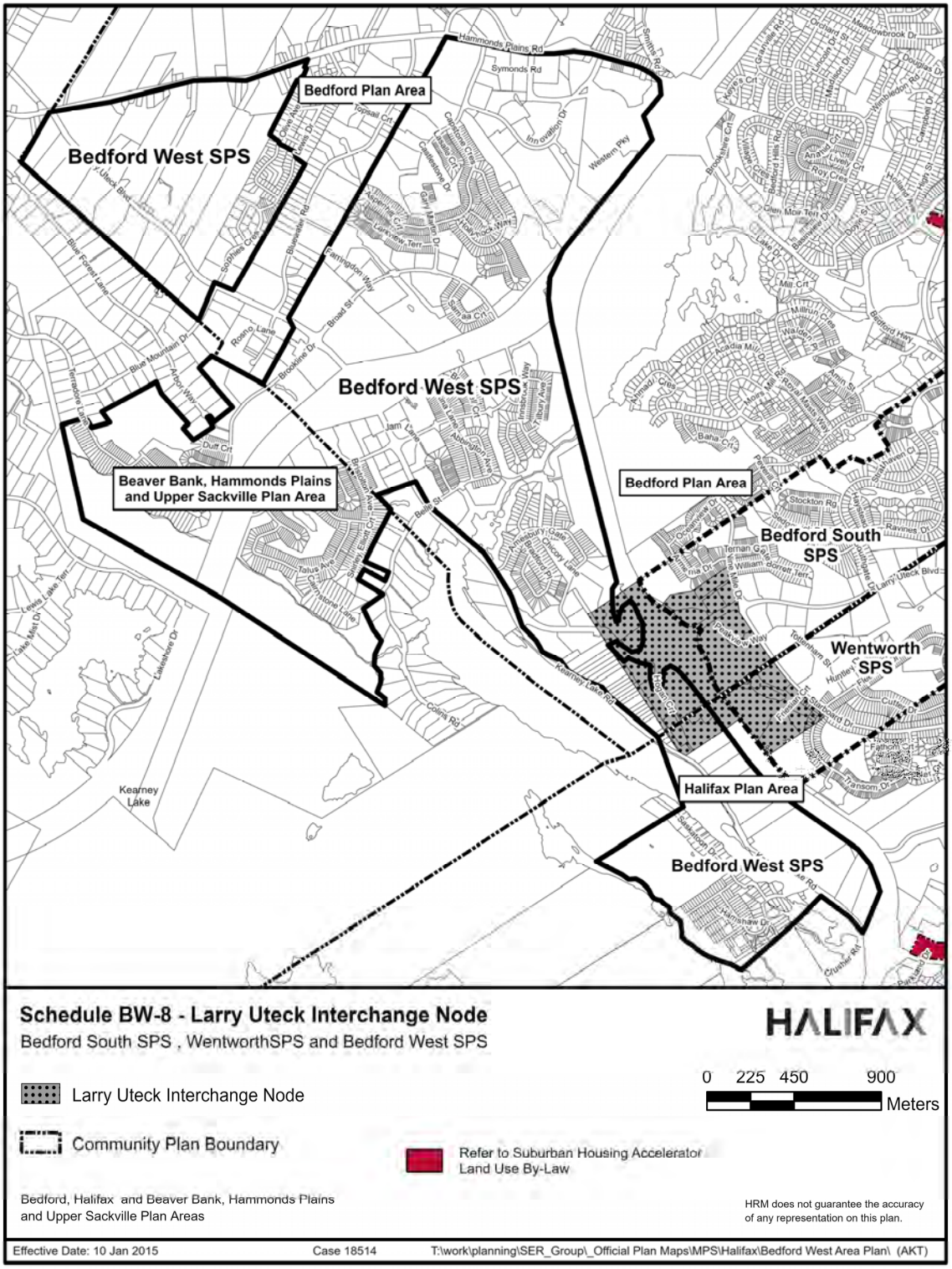
Schedule BW-7: Bedford West – Community Concept Plan



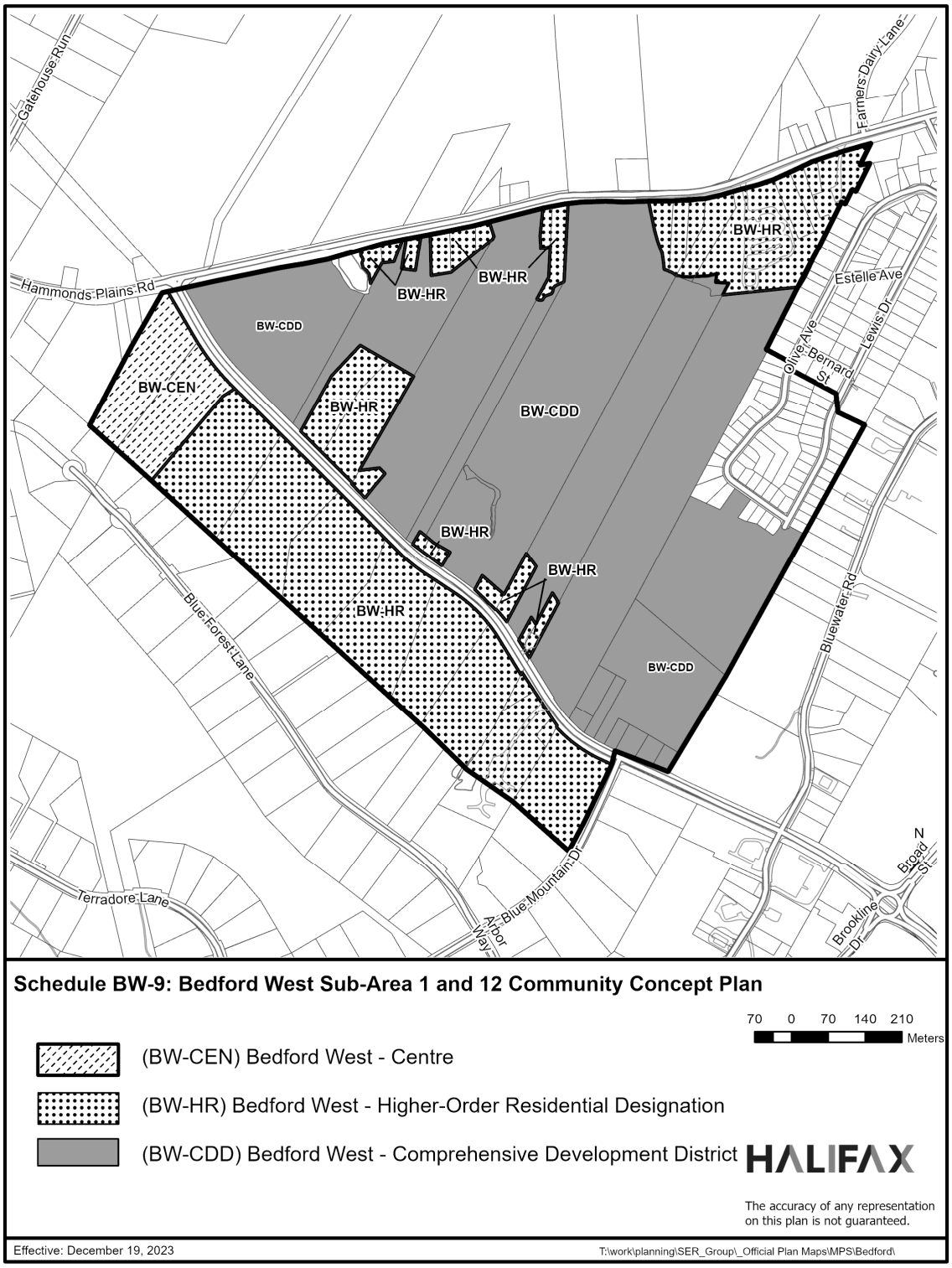
Schedule BW-7A: Community Concept Plan (RC- Dec 14/21;E-Feb 12/22) (MAH-Nov 21/23;E-Dec 20/23)



Schedule BW-8: Larry Uteck Interchange Node (RC-Nov 18/14;E-Jan 10/15)



Schedule BW-9: Bedford West Sub Area 1 and 12 Community Concept Plan (Municipal Affairs-Housing-Nov 21/23: E-Dec19/23)



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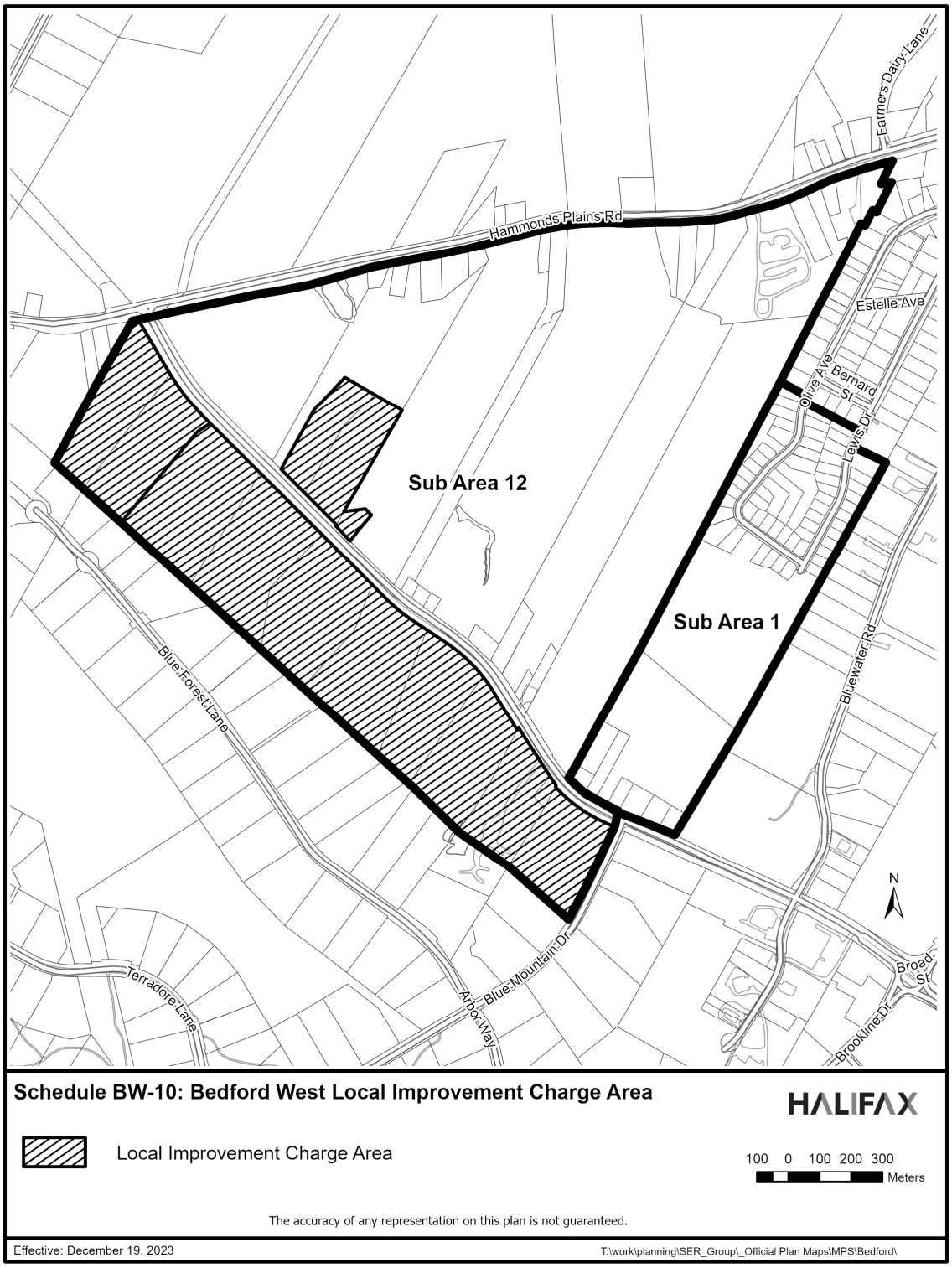
Schedule BW-10: Bedford West Local Improvement Charge Area (Municipal Affairs-Housing-Nov 21/23: E-Dec19/23)



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PARKS AND RECREATION

Background
Parks and recreation facilities are vital parts of an urban environment. People need open spaces where they can enjoy a variety of sensory experiences, engage in physical activity, or simply relax. Recreation facilities such as ball fields, arenas, tennis courts, etc., provide opportunities for healthy physical activity and social interaction.

The provision of open space and recreational opportunities has been an important part of the Bedford community. Participation in recreation and leisure time activities traditionally has been strong in the Town. This is evidenced by the fact that Bedford, by the late 1800s, began to emerge as one of Nova Scotia's first resort areas. Participation and interest in recreation and leisure opportunities continues to grow in the Town today, placing a greater emphasis on the provision of more and varied recreation activities and facilities.

Prior to Incorporation (July, 1980), the acquisition of parkland was undertaken primarily by the Service Commission which over a number of years purchased, received lands through donations, or leased lands. With Incorporation the Town assumed ownership and responsibility for these lands. With the exception of the purchase of the Sandy Lake and Admiral's Cove lands, parkland has been acquired during the past ten years primarily through the land dedication element of the subdivision approval process.

To date, the Town's open space inventory consists of approximately 450 acres. Although the total parkland holdings are quite large, a significant proportion of the Town's open space is located outside the primary development boundary and is currently undeveloped. These lands were originally acquired for long term needs and are a resource for future recreation development. Presently, 45 acres are developed within the primary development area. Residential growth demands and Paper Mill Lake environmental concerns dictate that Sandy Lake should be developed within the next several years.

PARKS AND RECREATION OBJECTIVE

The overall objective for the Parks and Recreation section of the MPS is:

> **To develop and maintain a parks and recreation system which will provide for the acquisition, development, and management of parks, recreational facilities and recreation programs for the enjoyment of the Town's residents.**

Recreation Advisory Committee
After Incorporation, the responsibility for the ongoing development and maintenance of parks and recreation lands along with recreation programs and activities rested with the Bedford Recreation Commission. Established through a by-law in September 1980, the Commission was delegated the responsibility of advising Town Council with regard to parkland acquisition and development, the provision of recreation facilities and programs, and the management of park and recreation facilities. In 1989, the Recreation Commission was renamed the Recreation Advisory Committee and given essentially the same responsibilities in terms of advising the Recreation Department and Town

Council on park and recreation matters. Policy P-1 identifies the Recreation Advisory Committee as an advisory body to both Town Council and the Recreation Department regarding the Town's park and recreational facilities.
With growing parkland holdings and increasing demands for improved recreational opportunities, the need to establish priorities to guide the decisions of Council regarding the provision of park and recreation opportunities has been identified. Policy P-2 indicates Town Council's intention to set annual priorities for the acquisition, development, and ongoing maintenance of parkland and recreational facilities which are related to the budgetary process. The Parks and Recreation Implementation Strategy and subsequent amendments thereto shall form the basis for the preparation of these priorities. A periodic review of the Parks and Recreation Implementation Strategy shall be undertaken as outlined in Policy P-3.

Parks
Parks are open spaces designed and developed to meet a variety of recreation needs. A hierarchical classification has been established for the purposes of classifying parkland within the Town of Bedford (Policy P-4). It is based on the size of the population to be served and the function of the open space. Six classes of parkland have been identified within the Parks and Recreation Implementation Strategy:

Neighbourhood Park
Open space whose primary function is to serve local residents and relates to a neighbourhood or subdivision. Walking distances should be 10-15 minutes maximum from residences within the neighbourhood to the park, which may include: playgrounds, fields, courts, and parkland open space. Neighbourhood parks should have frontage on either a local road or a collector road to ensure accessibility.

Because the local or neighbourhood park is the most basic unit of urban open space, and provides recreational opportunities for those segments of the population dependent upon walking or riding bicycles to reach recreation areas, the provision of neighbourhood parks in all neighbourhoods in the Town is a priority of Town Council. Neighbourhoods within the Parks and Recreation Implementation Strategy are synonymous with planning districts. At the present time, there are neighbourhoods within Bedford which do not contain neighbourhood park facilities. In some areas land has been acquired for this purpose but facilities have not been developed. In other areas, suitable land has not been acquired for neighbourhood park use. Policy P-5 indicates that priority will be given to the acquisition of land in neighbourhoods which presently lack sufficient open space.

Town Park/Town Facilities (TP/TF)
A large or unique parcel of land or built facility whose primary function is to serve the entire Town and includes major recreational facilities such as arenas, pools, fields, courts, recreation buildings, and parking. It may also include natural parkland open space areas. Walking distance from adjacent residential areas is not a criterion, but the park may serve as a neighbourhood park for adjacent neighbourhoods.

Large open spaces or built facilities designed to serve the entire population of the Town or large segments of the Town's population are recognized as important elements in the Town's parks and recreation system. In terms of specific community park facilities, Town Council shall continue working towards the establishment of major town parks at Admiral's Cove, Sandy Lake, and within the Waterfront Development Area (Policy P-6. Policies P-8 and P-9 indicate Town Council's

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intentions to designate future parkland within the Jack Lake assembly as per the concept plan contained in the 1986 Jack Lake Environmental Evaluation Final Report and any updated report or revised concept plan, as well as within the Barrens area and to activate the 1995 Burke/Oliver consultant study regarding development of a community centre in Bedford.

Linkages

Linkages may consist of paths or walkways which should take into consideration, wherever possible, access for the physically disabled. Linkages are to provide safe and attractive pedestrian and non-motorized vehicular routes to the Town's parks and recreational areas as well as other centres of activity such as schools and shopping areas. Linkages may occur in conjunction with Town parks, neighbourhood parks, or parkland open space. Although walkways in the Town function as linkages between recreation areas and other land uses, they are considered to be part of the Town's street network system. As a result, walkways are not accepted as part of the mandatory 5% land dedication requirement of the subdivision process.

The 1995 residential survey results have identified linkages as the number one priority for future development in Bedford. The importance of linkages in providing safe pedestrian and non-motor vehicular links between park and recreation facilities and other land uses is recognized in the Town. Linkages are also viewed as a way to encourage integration and interaction within and between the various residential areas of Bedford. As indicated in Policies P-10 and P-11, Town Council shall encourage the development of linkages in the Town and in particular, work towards the implementation of the Major Path and Walkway system, which will provide Town residents with a safe pedestrian path system connecting major recreational elements in the Town. The Major Path and Walkway System, like the Parks and Recreation Implementation Strategy, shall be reviewed and updated on a regular basis.

Parkland Open Space

Open space whose primary function is to remain in a natural state for aesthetic or environmental reasons. These areas may be developed for passive recreational uses such as small picnic parks, nature and educational trails, lookoffs, and limited parking. Parkland open space may occur in conjunction with Town parks, neighbourhood parks, and linkages.

School Sites

School sites containing facilities such as playgrounds, courts, and fields are another element of the parks and recreation system of the Town. While not all school sites are included within the Town's parkland inventory, some school buildings and grounds do provide recreational opportunities at the neighbourhood and town level. Town Council shall encourage the continued support of the Halifax County- Bedford District School Board in permitting the use of school buildings and grounds in the development of recreation and community programs as outlined in Policy P-12.

Parkland Acquisition

The responsibility for recommending the acquisition of land for parkland rests with a subcommittee of the Recreation Advisory Committee. The Parks Planning Sub-Committee provides advice to the Recreation Department and the Recreation Advisory Committee regarding the acquisition and development of parkland in the Town. Policy P-13 indicates that the Parks Planning Sub-Committee shall continue this role.

The need for a variety of types of parkland to provide for a range of recreational and open space

opportunities for all segments of the population is a concern of Town Council. Policy P-14 indicates Town Council's intention to acquire land so that a variety of types of parkland can be provided within the Town. The need for a balance between active and passive recreational opportunities is also indicated.

In the past, parkland acquired by the Town generally retained its former zoning. To ensure that parkland will be retained for park and recreational purposes, Town Council shall require that the rezoning of lands recently acquired for parkland is undertaken on an annual basis as specified in Policies P-15 to P-17. A Park designation shall be applied to existing and future parkland on the Town's Generalized Future Land Use Map and two zones shall be applied to parkland on the Town's Zoning Map:

1. A general Park (P) zone will be applied to lands which are to be developed for active park and recreational uses and facilities such as community recreation centres, playgrounds and playing fields.
2. A Parkland Open Space (POS) zone will be applied to lands which are to remain in a natural state for aesthetic, historic, or environmental reasons.

The purpose of the POS zone is to ensure that parkland open space, particularly those areas which are environmentally sensitive or unique in an aesthetic sense remain in a natural state. A separate POS zone means that a formal rezoning process, including a public hearing, must be undertaken before the Town can change the zoning from POS to P to allow for the development of active recreational uses on parkland open space.

Parkland Development

In the past greater emphasis had been placed on the acquisition of additional parcels of open space as opposed to the development of existing Town owned parkland. With changes to the Planning Act in 1983, which eliminated the provision for regional park designations, the focus of the Town became to acquire large parcels of the unique sites in the Town which had been identified as future regional parks. Efforts were directed to acquiring lands in the Sandy Lake area and in Admiral's Cove. While interest still remains in acquiring parcels of land in these areas, the future development of existing open space is now seen as a higher priority than the acquisition of additional open space. Exceptions to this would be land acquired in relation to subdivision development, land for neighbourhood parks, specialized land for linkages or unique sites, and Sandy Lake. The emphasis on the development of existing parkland holdings, and in particular neighbourhood parks, is indicted in Policy P-18.

As indicated previously in this chapter, access to Town owned recreation lands and facilities is a concern of Town Council. More specifically, ensuring access to Town parkland for all segments of the Bedford population, in particular the physically disabled, is an objective of Council. Policy P-19 states that Town Council shall endeavour where feasible to make park areas and facilities in Bedford accessible to the physically disabled.

To provide funding for the development of parkland, the second Town Council adopted a policy which provided for the establishment of a special capital reserve fund. The fund, which consists of a proportion of deed transfer tax payments, may be used for either parkland acquisition or development. Policy P-20 indicates Town Council's intention to continue the existence of this fund for these purposes. One quarter of the deed transfer tax shall be placed in the capital section of a special reserve fund.

Major Recreational Facilities
The results of the 1995 Burke/Oliver report for major facility development identified as expressed need in Bedford for several major recreational facilities. The Town shall review and assess where deficiencies presently exist and develop a procedure for identifying the demand for and feasibility of developing new major recreational facilities in the Town. The provision of new major recreational facilities shall be in accordance with this procedure (Policy P-21).

Maintenance and Operation
With the development of parks and recreational facilities, there must be an equally extensive program of maintenance and operation. Parks, playing fields, tennis courts, arenas, etc., must be maintained in a safe and usable state to ensure the safety of those who use the facilities and to ensure that the facilities will be useable in the future. Public areas must also look neat, attractive and clean so that residents can take pride in these areas as well as be encouraged to use them. Existing facilities must be upgraded and improved over time to meet changing demands and needs. Policy P-22 outlines the need for implementing an ongoing maintenance and operation program by the Recreation Department; Policy P-23 indicates a continued effort on the part of Town Council to upgrade and improve existing park and recreation facilities.

Recreation Programs
The Town's Park and Recreation Department is responsible for delivery of a comprehensive recreation program to residents. Staff in conjunction with BRAC shall review its program delivery priorities to represent all sectors of the population base. Policy P-24 indicates that program development and provision shall remain the responsibility of the Recreation Department.

Water Recreational Resources
Over time access to the Town's water resources for recreational purposes has diminished as a result of increased private ownership of lots bordering lakes within the Town and the Bedford Basin. Many of the public access points to the Town's watercourses are not known to the public as a result of insufficient signage. The potential for water recreation opportunities is considerable within the Town given the large number of available resources. It is the concern of Town Council to ensure that adequate access to these resources is made available for the present and future residents of Bedford (Policy P-25).

In addition to public access, the quality of the Town's water resources for recreational purposes is a major concern. Recent development in Bedford has placed considerable pressure on the quality of the lakes and streams within the Town. Increased building activity has resulted in erosion and siltation problems during construction, while increased impervious surfaces associated with the development have altered the quantity and rates of surface runoff. The quality of the Bedford Basin as well has been compromised over time. Policy P-26 indicates that Town Council shall work to protect and improve the quality of the water resources within the Town such that they will support various recreational uses, including swimming where appropriate.

Regulation of Parklands and Recreational Facilities
In towns and municipalities with active recreation planning and programming the need to separate recreation activities which are incompatible has been identified. For example, trails which are used for cross-country skiing are not compatible with snowmobiling activity; potentially incompatible recreation uses therefore must be regulated in order to minimize conflict (Policy P-27). Similarly,

incompatibilities may arise between lands used for park and recreation purposes and land uses such as commercial or industrial. These incompatibilities shall be minimized through separation and screening provisions as outlined in Policy P-28.

Public Awareness

As a major element in any recreational program, the ability of the general public to be aware of programs and facilities is of the utmost importance. Similarly the use of park lands is dependent upon people being aware of their existence. The Parks and Recreation Department of the Town recently has completed an inventory of all park lands and facilities owned by the Town. It is felt that a signage and boundary demarcation program should be initiated and maintained to indicate to residents the location of park lands, their extent in terms of boundaries, their hours of operation, and any restriction on use. Signage and boundary markers should be of a standard form with consistent colours to aid in the easy identification of public parklands and facilities (Policy P-29).

Land Dedication

At the present time, the Planning Act permits Town Council, through its Subdivision By-law, to require the subdivider of any lot to deed to the Town a maximum of 5% of the land being subdivided, free and clear, at no cost to the Town. In some circumstances, the Town may accept the cash value of the 5% of land in lieu of the actual land. These situations are outlined in the Parkland Dedication Policy (#86-4) within the Subdivision By-law. As another means to obtain additional open space, Policy P-30 indicates that Town Council will accept environmentally sensitive lands within a development in addition to, but not in place of, the mandatory 5% open space transfer.

Through P-31 the Town's Planning Department is directed to actively negotiate with developers to develop park sites in addition to providing land under the 5% land dedication requirement of the subdivision approval process.

OBJECTIVES AND POLICIES

PARKS AND RECREATION OBJECTIVE

To develop and maintain a parks and recreation system which will provide for the acquisition, development, and management of parks, recreational facilities and recreation programs for the enjoyment of the Town's residents.

Recreation Advisory Committee

Policy P-1:

It shall be the intention of Town Council to develop and maintain the Town's Parks and Recreation System through the Recreation Department, the Recreation Advisory Committee, and public input.

Policy P-2:

It shall be the intention of Town Council, through the Recreation Department, the Recreation Advisory Committee, and with public input, to set annual priorities for the acquisition, development, and ongoing maintenance of present and future parkland and recreational facilities which are related to the annual budget of the Recreation Department. These priorities should be

reviewed annually to determine whether they are being achieved and to give direction for establishing priorities for each subsequent budget year. The Parks and Recreation Implementation Strategy (when approved by Council) and subsequent amendments thereto, shall form the primary basis for the preparation of these priorities.

Policy P-3:

It shall be the intention of Town Council, through the Recreation Department, the Recreation Advisory Committee, and with public input, to evaluate, review, and update the Parks and Recreation Implementation Strategy at intervals not greater than five years.

Parkland Classification

Policy P-4:

It shall be the intention of Town Council to incorporate the parkland classification system contained within the Parks & Recreation Implementation Strategy. This hierarchical classification based on function includes: neighbourhood parks, town parks, town facilities, parkland open space, linkages, and school sites.

Neighbourhood Park

Policy P-5:

It shall be the intention of Town Council to ensure that there are suitable and available parcels of land for neighbourhood use in each neighbourhood in the Town, which will provide for a wide range of recreational opportunities. Priority shall be given to the acquisition and development of land in neighbourhoods which presently lack sufficient open space as outlined in the Parks and Recreation Implementation Strategy.

Town Park/ Town Facility (TP/TF):

Policy P-6:

It shall be the intention of Town Council to continue *on going* development of Town parks at Admiral's Cove, Sandy Lake, and within the Waterfront Development Area.

Policy P-7:

Deleted

Policy P-8:

It shall be the intention of Town Council to designate future parkland: a) within the Jack Lake land assembly as per the proposed concept plan and recommendations contained in the 1986 Jack Lake Environmental Evaluation Final Report and, b) within the area known as the Barrens, which is presently under study by the Bedford Petroglyph Advisory Committee.

Policy P-9:

It shall be the intention of Town Council to accept the 1995 Burke/Oliver Community Centre study and actively pursue the development of the community centre.

Linkages (L):

Policy P-10:

It shall be the intention of Town Council to continue to improve, and to identify with appropriate signage, linkages connecting parks with residential, commercial, industrial, institutional, and

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major recreational facilities in the Town.

Policy P-11:

It shall be the intention of Town Council, in cooperation with landowners and on Town land, to work towards the implementation of the Major Path and Walkway system with provisions, where possible, for access by the physically disabled. It shall be the intention also of Town Council to review and update the Major Path and Walkway System at intervals not greater than five years.

School Sites:

Policy P-12:

It shall be the intention of Town Council to actively pursue joint use agreements with the school board to increase access to facilities and to improve maintenance of the playing fields.

Parkland Acquisition

Policy P-13:

It shall be the intention of Town Council to identify parcels of land to be acquired as parkland in the Town through the advice of the Recreation Department and Recreation Advisory Committee. The Planning and Development Department of the Town shall work in conjunction with the Parks Planning Sub-Committee to advise the Recreation Department and Recreation Advisory Committee regarding the acquisition and development of parkland parcels. Priority shall be placed on the acquisition of land for neighbourhood parks where deficiencies presently exist.

Policy P-14:

It shall be the intention of Town Council to acquire land for the purpose of providing a variety of types of parkland as well as to achieve a balance between active and passive recreational areas in order to meet the recreational needs of all Town residents.

Policy P-15:

It shall be the intention of Town Council to annually rezone all public parklands acquired in the previous calendar year to "Park" or "POS".

Policy P-16:

It shall be the intention of Town Council to identify existing and future parkland with a Parks designation on the Generalized Future Land Use Map. Under the Parks designation, Town Council shall maintain a Parks Zone which shall permit park and recreational uses, including, but not limited to, community and recreation centres, playgrounds, playing fields, and public parks.

Policy P-17:

It shall be the intention of Town Council to apply a Parkland Open Space Zone to lands identified as open space which are to remain in a naturally maintained state because of their aesthetic, environmental, historic, or unique value. Permitted uses within the POS Zone shall include public parks for passive recreational activities, nature and educational trails, picnic parks, and uses of a similar nature.

Parkland Development

Policy P-18:

It shall be the intention of Town Council, in developing existing parkland holdings, to place priority on the development of neighbourhood parks where deficiencies presently exist.

Policy P-19:

It shall be the intention of Town Council to make every effort where appropriate and financially feasible, to make park areas and recreation facilities in the Town accessible to the physically disabled.

Policy P-20:

It shall be the intention of Town Council, upon receipt of deed transfer tax payments, to deposit in the special reserve fund capital section, one quarter of the tax, and to maintain the fund for the purpose of acquiring and/or developing parkland and accessories.

Major Recreational Facilities

Policy P-21:

It shall be the intention of Town Council, through the Recreation Department in cooperation with other municipal departments, to approve the development of a procedure for identifying the demand for and feasibility of developing new major recreational facilities in the Town. The provision of new major recreational facilities shall be in accordance with this procedure.

Maintenance and Operation

Policy P-22:

It shall be the intention of Town Council to implement an effective, ongoing maintenance and operation program, through the Recreation Department, to ensure the safe and attractive use of the Town's park and recreation areas.

Policy P-23:

It shall be the intention of Town Council, within its financial capabilities, to improve and upgrade existing park and recreation facilities.

Recreation Programs

Policy P-24:

It shall be the intention of Town Council to develop and provide recreational programs in the Town through the Recreation Department and the Recreation Advisory Committee.

Water Recreational Resources

Policy P-25:

It shall be the intention of Town Council to increase and, where appropriate, secure public access to the Town's fresh and salt water resources.

Policy P-26:

It shall be the intention of Town Council to recognize the value of the Town's lakes, waterways and Bedford Bay as recreational resources and work to protect and improve their water quality to a level where they are able to support various recreational uses, including swimming where appropriate. To this end the Town shall provide sanitary facilities at locations where the Town encourages supervised/organized swimming activities.

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Regulation of Parklands and Recreational Facilities

Policy P-27:

It shall be the intention of Town Council to manage and regulate the use of parkland and community recreation facilities in order to minimize conflicts between potentially incompatible recreation activities.

Policy P-28:

It shall be the intention of Town Council to ensure that any new commercial or industrial land use which abuts parkland does not adversely affect its recreational use by requiring separation distances and permanent buffers through the Town's Land Use By-law.

Public Awareness

Policy P-29:

It shall be the intention of Town Council to undertake a program of signage and boundary demarcation for all Town owned lands in an effort to facilitate the use of parklands, to provide a clear definition between public and private property, and to ensure proper use of the lands. The signage and boundary markers shall be of a standard form with consistent colours to aid recognition.

Land Dedication

Policy P-30:

It shall be the intention of Town Council to consider accepting from proponents lands identified as environmentally sensitive. Such donations would be in addition to the 5% land dedication requirement of the Subdivision By-law.

Policy P-31:

It shall be the intention of Town Council to direct the Town's Planning Department to actively negotiate with developers to do site preparation work while acquiring land under the 5% land dedication requirement of the subdivision approval process.

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ENVIRONMENT

The Town of Bedford, since the very first settlers, has been shaped by its natural environment. Steep slopes with thin soils, areas of exposed bedrock, the Sackville River, and the Bedford Basin have strongly influenced the settlement pattern of the Town. Conversely, development within the Town, particularly during recent years, has impacted significantly on the physical environment. This latter trend led to strong environmental concerns being voiced during the past MPS review. The protection of watercourses, natural vegetation, and environmentally sensitive areas figured prominently among the issues discussed. Concerns regarding environmental enhancement and the adequacy of services within the Town were also raised. As a result, the objective of this chapter and the policies which follow reflect these three broad concerns.

The objectives of Town Council with respect to the environment in Bedford are as follows:

ENVIRONMENT OBJECTIVE

> **To encourage a safe, healthy and enjoyable living environment for all residents of the Town by providing, as economically as possible, adequate sewer and water systems within the context of the Halifax-Dartmouth metropolitan region and to encourage only that growth for which the Town can afford to provide these services; to manage and regulate development and land use practices in the Town in order to minimize adverse impacts on the natural environment; to manage and enhance both the physical and manmade environments in order to maintain the unique and distinctive character of the Town; to develop a municipal round table on the environment and the economy which has a format similar to those at the provincial and federal levels.**

This chapter of the MPS has been divided into three subsections, reflecting the broad concerns itemized in the objective above:

1. Environmental Protection (construction practices, watercourse protection, environmentally sensitive areas, Bedford Basin, regional watersheds, etc.).
2. Environmental Enhancement (street cleaning, planting, property maintenance, viewplanes, etc.).
3. Environmental Services (water, sewer, storm water, and wastes, etc.)

Environmental Protection

Construction Practices

As indicated in the residential chapter, Bedford has experienced considerable growth in the past seven years. This growth has resulted in vast natural areas being disturbed to accommodate the new residential development. Bedford's topography is such that the development of new streets within the Town has resulted in the creation of many lots that are either sloped away from the street or are well below the actual road level. These conditions have led to considerable cut and fill activity. The scale of some fill and excavation operations has been such that there have been significant impacts on neighbouring lots and often the entire community. Uncontrolled fill and excavation activity in the past has led in some instances to runoff and erosion problems. In other cases, construction problems have been experienced as a result of the poor compaction quality of unsuitable fill.

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In 1987, the Town made representation to the Provincial government for special legislation to permit the regulation of excavation and infill operations. In the spring of 1989, the Town adopted a Grade Alteration By-Law to regulate the removal of topsoil and the alteration of land levels within Bedford. Policy E-1 identifies the Grade Alteration By-law as one of the primary mechanisms available to Town Council to regulate excavation and filling activity within Bedford.

In conjunction with the Grade Alteration By-law, erosion control measures have been adopted by the Town through its Subdivision By-law. Policy E-2 states Town Council's intention to enforce those standards through the subdivision approval process in order to minimize the impact of development on the Town's environment.

Watercourse Protection

It is an accepted fact that virtually any change in the natural terrain will affect storm runoff. Given this situation, it becomes necessary to ensure that storm runoff is controlled in terms of water quality.

Quality control becomes significant in several aspects. For example, storm water runoff reaching recreational areas such as lakes and beaches may effectively force the closure of these areas due to excessive discoloration and sedimentation. Eventually, uncontrolled runoff can affect a body of water biologically so that fish and plant life are destroyed. The most noticeable degradation of water quality caused by storm water runoff occurs during the construction phase of development. The quantity of runoff increases during construction as a result of vegetation being removed; the exposed soil in combination with the increased quantity of runoff results in the soil being eroded and eventually deposited in nearby watercourses. Quality of runoff is also affected after development. Dirt and oils on streets and fertilizers from lawns are additional foreign substances which are picked up by surface runoff after an area is developed and contribute to water quality degradation.

There are several mechanisms which can be employed to minimize the impact of development on the quality of surface runoff. Policies E-3 to E-8 discuss these approaches. Policy E-3 refers to Town Council's intention to encourage the use of innovative storm water management mechanisms to reduce the development impacts on watercourses. These mechanisms will work to reduce the increase of storm water runoff as well as minimize the effect on water quality.

Policy E-4 prohibits the erection of single dwelling units, two unit dwellings, and townhouses or the excavation or infilling of land within fifty feet of a watercourse or water retention area to distance disturbed areas from watercourses to minimize the potential for sedimentation. This fifty foot buffer shall be maintained with existing vegetation. Multiple unit dwellings shall be subject to the same setback and buffer provisions as commercial and industrial uses as per Policy E-8. Excavation or infilling activity associated with single and two unit dwellings and townhouses may occur between fifty (50) and thirty-five (35) feet of a watercourse or water retention area, by development agreement, where it is demonstrated that a property can not be reasonably developed by complying with the fifty foot site disturbance provisions and where mitigation measures are proposed which will compensate equally for the reduced effectiveness of the 50' natural buffer. This "no net loss in effectiveness" shall be demonstrated through an environmental study which examines the issues of runoff quality and quantity, erosion potential, and sedimentation both during and after construction. The aforementioned study shall be reviewed by the Bedford Waters Advisory Committee (Policy E-5). The Bedford Waters Advisory Committee is requested to implement a water quality sampling program of all lakes and rivers in the Town to provide historical data on water quality. This program would be similar to the activities of the Dartmouth Lakes Advisory Board (Policy E-7). Stricter

provisions have been placed on the setback of structures in commercial and industrial zones. Policy E-8 requires a 100 foot setback from a watercourse or water retention area for industrial, commercial, or multiple unit buildings as the impact of these larger developments during and after construction is usually greater. A reduction in the buffer may be considered through a development agreement subject to the undertaking of an environmental study and the installation of mechanism which ensure a "no net loss in the effectiveness" of the buffer. Watercourses and water retention areas referred to in Policies E-4 to E-8 are identified on the map showing environmentally sensitive areas in the Town. Properties abutting the Bedford Basin are exempt from the requirements of the these policies.

Floodplain Protection

Flooding is a natural hazard that places people, property, infrastructure, and communities at risk. Those living in low-lying areas along watercourses are at high risk. The Province of Nova Scotia adopted a Statement of Provincial Interest which mandates that planning documents develop controls on development within floodplains "to protect public safety and property and to reduce the requirement for flood control works and flood damage restoration in floodplains." This Statement points to floodplains that were identified under the Canada-Nova Scotia Flood Damage Reduction Program (FDRP) in the 1980s as areas of particular concern. It also enables the application of development controls to additional floodplain areas that are identified through further investigation.

The floodplains for the Sackville and Little Sackville Rivers were initially identified as flood-risk areas under the FDRP in the 1980s. This mapping was undertaken from a hydrotechnical study of these waterways that was completed in the early 1980's under the joint Canada Nova-Scotia FDRP. A floodplain study was undertaken by Cumming and Cockburn and by Nolan Davies and Associates under the FDRP to delineate the floodplains of the Sackville River in 1984 and the Little Sackville River in 1987. Floodplain zones were first adopted in this plan area along the Sackville River based on the 1984 study, in 1991.

There have been substantial alterations made to the Sackville River and Little Sackville River floodplains since these hydrotechnical studies were undertaken. HRM contracted the services of CBCL Limited, in 2014, to undertake a hydrotechnical study using modern technology, improved data, and modern hydrologic and hydraulic computer models. This mapping shows that the floodplains along the Sackville Rivers have changed over time due to the changes that have taken place within the watershed and due to the use of modern technology and improved data. It also anticipates the effects of climate change along the Sackville Rivers Floodplains and provides more accurate mapping using precision tools to apply the modelling to the topography.

In 2017, CBCL Limited completed the Sackville Rivers Floodplain Study- Phase II, to update the flood lines along both the Sackville and Little Sackville Rivers. The CBCL Floodplain study established parameters based on the current scientific understanding of floodplains for the Sackville and Little Sackville Rivers to delineate updated flood lines through:

- **Updated river modeling using the newest technologies and computer modeling.**
- **An examination of past changes to land use and projected future land use.**
- **An examination of historical and recent storm events including rainfall and seasonal weather characteristics.**
- **Topography, water level, and flow measurements.**
- **Ice jam analysis.**

- **Current research on climate change impact scenarios.**
- **Coastal inundation and sea level rise.**
- **The year 2100 modeling horizon.**

The study recommended flood lines based on the most conservative model result to ensure that known risks to public safety are accounted for, including impacts of projected development and the worst-case climate change predictions into the year 2100. Based on these factors, as well as improved information and modeling techniques, the study produced floodplain mapping that generally showed a larger flood impact for the 1-in-20 year and 1-in-100-year flooding events than the floodplains that were mapped in the 1980s.

HRM commissioned Design Point Engineering Limited to update the work of CBCL using a new digital elevation model that was created with 2019 LiDAR data and new surveys of the Lucasville Bridge and the Beaver Bank Crossroads Bridge. No assumptions made by the 2017 floodplain study were changed. The 2017 CBCL model was applied to the new topographical information to update the mapping.

Through these recent hydrotechnical studies, the Municipality now has updated information of the areas that will be are within the floodplains of the Sackville Rivers System. Map 1A shows the areas that were initially within the 1980 floodplains that are now outside of the 2024 floodplains. It also shows the areas that are now in the 2024 floodplains that were initially outside of the floodplain areas that were mapped in the 1980 floodplains.

Controlling development within the floodplains identified under the 2017 CBCL study will safeguard people and property from harm, protect the functions of the Sackville River Floodplains and reduce the need for costly infrastructure and property repairs. Rezoning properties from the 1980s floodplains that are no longer subject to flooding, as demonstrated by the 2017 hydrotechnical study, is appropriate as the study showed the proposed development of those lands will not contribute to increased flooding on adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to flood water flow patterns.

The Municipality has revised its floodplain policies and regulations to reduce risks to property and public safety, as well as to reduce the need for flood control investments and clean-up responses on the properties shown to be within the floodplains under the 2017 CBCL Study and 2024 Design Point Mapping Update. This is consistent with the Statement of Provincial Interest Regarding Flood Risk Areas.

There is, however, a substantial amount of development that has occurred within the Sackville River Floodplain before these updated flood lines were produced and it is the policy of this plan to take an adaptation approach to floodplain management. Accommodations will be made to allow existing non-residential developments to be rebuilt and to change the use to some of the uses that were permitted on the property before this floodplain zoning took effect. Policies will also be created to allow consideration of new development that may occur through innovative design where a hydrotechnical study confirms that the development will not contribute to increased flooding on adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to flood water flow patterns as provided for under the Nova Scotia Statement of Provincial Interest regarding Flood Hazards.

To protect public safety, restrictions will be placed on some uses, and any reconstruction of the building shall be permitted to reconstruct to the same extent and in the same location as the existing building provided the reconstructed building is floodproofed. (RC-Apr29/25;E-May26/25)

Environmentally Sensitive Areas

As outlined in Policies E-13 and E-14, certain hydrologic and geomorphic features have been identified as environmentally sensitive areas requiring protection. These areas specifically include slopes greater than 20% and water retention areas (lakes, ponds, swamps, bogs, and marshes). Slopes greater than 20% when cleared for development create the potential for erosion problems. Water retention areas are key elements in a successful storm water drainage system as they serve as areas in which water can gather during heavy rainfall. When these areas are infilled, their storage capacity is lost. The water, of course, must go elsewhere, and the result is either the creation of a flooding problem or the need to build expensive storm drains to carry the extra load. In addition to being a retention area, swamps and bogs act as natural filter systems; as water passes through a swamp it leaves behind many of the impurities being carried. Policies E-13 and E-14 indicate that development within these identified environmentally sensitive areas shall be prohibited unless it can be demonstrated, through an environmental impact study as part of a development agreement process, that the environmental constraints are non-existent or can be overcome without adversity to the natural environment. Environmentally sensitive areas outside the Residential Development Boundary shall be identified through a study as referenced in Policy E-15.

Bedford Basin

Two concerns related to the Bedford Basin were raised during the recent MPS Review: a) the declining quality of the water within the basin and, b) infilling of the intertidal area along the shore of the Basin. Policy E-16 indicates Town Council's intention to work in cooperation with appropriate agencies to improve the quality of water in Bedford Basin. The standard which has been set is the level at which various recreational uses can be supported, including swimming, as well as the restoration of fish habitats. To address concerns regarding infilling of the intertidal lands along Bedford Bay and Bedford Basin, Policy E-17 indicates that the Halifax Port Authority will be requested to forward infilling applications to the Bedford Waters Advisory Committee and the Provincial Department of the Environment for comment.

Sackville River

The Sackville River is another water body upon which environmental concerns have focussed. Like the Bedford Basin, the Sackville River has been subjected to a number of processes which have led to the degradation of its water quality. The result has been a reduction in the recreational and aesthetic value of the watercourse as well as a loss of a natural habitat for some aquatic wildlife species. Given the physical prominence of the Sackville River and its historic significance as a salmon fish habitat, Town Council shall identify the Sackville River as a conservation corridor and shall work in cooperation with appropriate agencies to improve the quality of the Sackville River and restore salmon fish habitats as indicated in Policy E-18. Swimming in the Sackville River shall not be encouraged.

Regional Watersheds

Certain physical entities, such as watershed areas, do not respect jurisdiction boundaries. As a result,

the protection of features within these watershed areas require inter-jurisdictional cooperation. The Sackville River and the Kearney Lake watersheds are two watershed areas which lie within the Town of Bedford as well as other neighbouring municipal units. To foster a cooperative effort in terms of protecting these and other regional watersheds of which the Town is a part, Town Council shall enter into an inter-municipal planning strategy or seek co-ordination of municipal planning strategy policies with adjacent municipalities regarding site construction and land use practices as outlined in Policy E-19.

Policy E-20 indicates that immediate attention shall be given to the Sandy Lake watershed area through the undertaking of an in-depth environmental study which examines the present water quality, watershed land use practises, involving residential, commercial, industrial and recreation uses, increased rates of sedimentation, and the development of a recovery and protection program if warranted by the study. The cooperation of the Municipality of Halifax County, if necessary, shall be sought in implementing the recommendations of the study. The study shall give consideration to the fact that the Town intends to develop a major swimming area at Sandy Lake, discuss the potential impacts of the proposed uses, and recommend measures which should be used to minimize the impacts on the quality of the lake.

Environmental Enhancement
Under the general heading of "Environmental Enhancement", five items are discussed:

a) Property Maintenance and Unsightly Premises;
b) Litter and Street Cleaning;
c) Utility Corridors;
d) Public View Planes;
e) Tree Population Management

Property Maintenance and Unsightly Premises
These two elements are very closely related in that if the exterior of a building is permitted to deteriorate, it may become a safety hazard as well as being unpleasant to view. At present, there are two By-laws within the Town of Bedford (the Building By-law and the Unsightly Premises By-law) which are enforced when conditions deteriorate to a dangerous or very unsightly state. Neither of these by-laws however, is effective in dealing with general property maintenance and up-keep. A more comprehensive by-law is required which will cover safety concerns, unsightliness, and a maintenance standard for buildings and lots. As indicated in Policy E-21, Town Council shall work towards establishing a by-law that will set minimum standards for occupancy and use, with a sufficiently strong enforcement section to enable the by-law to be effective.

A particular source of unsightliness is often portable garbage containers associated with commercial and multiple unit residential developments. The impact of such structures can be minimized however through regulation of their location and screening requirements. Portable garbage containers will be treated as accessory structures and subject to provisions in the Land Use By-law regarding their use, location and screening as indicated in Policy E-22.

Litter and Street Cleaning
Town Council is very conscious that litter on or adjacent to the streets of the Town detracts significantly from the natural and man-made environment and adversely affects the overall quality of life within the community. It is also recognized that to conduct a successful anti-litter campaign

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the residents of the Town must be the main participants, with the Town setting an example by providing regular street clearings and garbage receptacles in areas where large volumes of litter may be generated (parks, commercial areas, etc.). The cooperation of the Town's commercial sector must also be sought in an effort to keep their properties neat and clean. Policy E-23 identifies Town Council's intentions with regard to undertaking an anti-litter campaign.

Utility Corridors

Utility corridors, depending upon their scale and magnitude, may have a significant effect on the natural environment and possibly become a detriment versus an attribute, in terms of aesthetics to the Town. Utility corridors if well maintained have potential for recreational use. At the present time, the N.S. Power corridor traversing the Jack Lake area in the northeastern portion of the Town is utilized for cross country skiing in winter and hiking in the summer. To ensure that utility corridors are located, constructed, and maintained in the best possible manner, cooperation is necessary between the Town and the utility involved. This commitment to cooperation on the part of Town Council is identified in Policy E-24.

Public View Planes

The scenic beauty of Bedford is a significant part of its heritage and wherever possible and feasible, this asset of the Town should be retained. There are various types of view planes that exist: public views from public buildings or open spaces; private views from private residences or buildings; and views of the travelling public either in vehicles or on foot. From a priority point of view the public views, which all residents of the town have an opportunity to experience, are the most important. The protection of views is a very technical exercise and requires extensive background data in order to be effectively applied and maintained. Therefore, Town Council should undertake a study to first identify the public views that should be protected (Policy E-25), and secondly, develop a process for their protection (Policy E-26). Priority shall be given to the identification and protection of public views of and from the Bedford Basin.

Tree Management

Residents in the Town are very concerned over maintaining and enhancing the natural beauty of the Town with trees being a major component. In 1981 Town Council established a Tree Committee. The responsibilities of the committee include developing a program for street tree planting, supervising proper tree management on Town property, and providing advice to private property owners who request information or assistance. Policy E-27 outlines these responsibilities. Presently, the Tree Committee does not have the ability to regulate the cutting or pruning of trees on private lands but it may act in an advisory capacity to encourage the retention and continued good health of trees on private property. In some undeveloped areas of the Town, however, unique and significant stands of trees have been identified on private property. Residents in the Town view these stands as unique environmental resources which should be protected. Policy E-28 indicates Town Council's intention to seek authority through a Tree Protection By-law to identify unique tree stands within the Town and work to conserve them as environmental resources.

Environmental Services

Water Supply

The water supply for the Town of Bedford is provided through the regional Pockwock water system operated by the Halifax Water Commission. Actual delivery of water services to Town residents is by the Halifax County Water Utility as approved by the Public Utilities Board. Within the

Development Boundary all new developments or subdivisions are to be serviced with a central water supply (except where provision of this service is beyond the means of the Town and/or the utility to provide).

The Halifax County Water Utility has been charged with the responsibility to provide adequate domestic water flows for Bedford residents. Domestic water flows relate to supplies of water for household and business purposes. As well, the Town must also be concerned about the adequacy of water supplies with regard to 'fire flows', the pressure and volume of water supplied for fire fighting purposes. The Insurers Advisory Organization establishes recommended standards for this level of service. Generally the fire flow requirements are considerably in excess of the domestic flow standards. Therefore, it is in the interests of the Town to have input to decisions on water servicing in order that the present and future needs for fire flows are considered.

Policy E-29 refers to the need for Council to undertake the studies required to make decisions on extensions to the Development Boundary from a servicing perspective and on capital expenditures to upgrade or expand this infrastructure. Policies E-30 and E-31 are concerned with ensuring that adequate water services are provided. In Policy E-32 it is recommended that the Town have greater input into the provision of water services in the Town to ensure that the concerns about all aspects of water services are addressed. Policy E-33 recognizes that water supply, like transit or solid waste management, may best be viewed as a regional concern requiring inter-municipal cooperation and co-ordination.

Sanitary Sewage

Central sanitary sewage collection is available within most of the Residential Development Boundary. This sewage is directed to the sewage treatment plant at Mill Cove, a facility jointly owned by the Town and the County of Halifax. This plant provides secondary treatment for the sanitary sewage from Bedford and Sackville. The Development Boundary has been established in relation to the capacity of the treatment plant as referred to in Policy E-34.

The reduction of ground water and rainfall infiltration into the Town's sanitary sewer system is another means by which the use of the existing sewer system can be maximized. Infiltration creates inefficiency in the operation of the treatment plant and results in the reduction of treatment capacity. There are a number of causes of infiltration, including: improper connections from sump pumps, roof drains, or yard drains to the sanitary sewer system; defective service laterals; cross-connections between storm and sanitary sewer laterals; as well as such items as manholes which require repairs. Policy E-35 states Council's intention to enact a by-law enabling the Town to require property owners to correct deficiencies identified with their connections to the sanitary sewer system.

Areas included within the Development Boundary are to be fully serviced with water, sanitary sewer and storm sewer. The Town in conjunction with the Municipality of Halifax County has embarked on a program to upgrade the Mill Cove Sewage Treatment Plant from 5.0 to 7.5 MGD. A second upgrade from 7.5 to 9.0 MGD is planned for the future. Policy E-36 recommends the undertaking of a joint study by the Town and Halifax County regarding future growth within the communities of Bedford and Sackville and the allocation of present and future capacity at the sewage treatment plant based on growth projections. Policy C-37 indicates consideration of any expansion of the residential boundary shall depend on the availability of sufficient sewage treatment capacity.

Storm Water Management

The planning of storm water drainage facilities is based on drainage or watershed areas. The stormwater from a drainage area is collected in the storm sewer system and streams from which it discharges to larger watercourses- rivers, ponds, lakes, and ultimately to Bedford Bay. Stormwater management must deal with any deficiencies which currently exist with the storm system. This need is identified in Policy E-38. The deficiencies may involve problems with the quantity of runoff which may cause flooding or erosion problems or they may involve quality problems such as siltation of water bodies from storm water runoff. Storm water flows must be managed to correct any deficiencies which currently exist and to prevent problems arising in the future due to improper design of new systems.

Two committees appointed by Council are concerned about storm water management as mentioned in Policy E-39. The Bedford Waters Advisory Committee is concerned with water quality matters in the Town and is interested in the storm water projects which discharge to water bodies. The Parks and Recreation Advisory Committee has an interest when storm sewers discharge into streams and water bodies in areas which are parkland or are used for recreational purposes.

As an aid to storm water management the Town intends to prepare master drainage plans for each watershed or combination of watersheds. These plans will identify watershed boundaries, watercourses, and water bodies. Existing deficiencies within the plan areas will be identified and the plans will assist in determining under what conditions future development may proceed in order to avoid problems with the quantity, quality and impact of storm water discharge. This intention is identified in Policy E-40.

Solid Waste Management

The Halifax-Dartmouth region operates a sanitary landfill through the Metropolitan Authority. Solid waste from Bedford is transported to this facility near Mount Uniacke. Policy E-41 refers to collection and disposal of solid waste. Policy E-42 refers to the desirability of investigating methods of waste re-use, reduction, reclamation, and recycling as alternatives to the present method of solid waste disposal. One approach to be considered is that of establishing neighbourhood recycling collection centres. Policy E-40A requires comprehensive storm water management plans to be prepared as a precondition to including lands with the Residential Development Boundary.

Dangerous Goods and Hazardous Wastes

As the industrial base of the Town expands it will become increasingly necessary for the Town to monitor the emissions and wastes generated by the various industries. To this end the Town shall work in close cooperation with the Nova Scotia Department of Environment to ensure the provisions of the Environmental Protection Act are met as referred to in Policy E-43. To better control the placement of certain industrial uses within the Town, it is Council's intention to require development agreements for uses which produce, use or store hazardous materials as identified in Policy E-44. Town Council shall also require companies which use and/or store dangerous goods and hazardous wastes, to provide an inventory of such goods to the Bedford Fire Department as well as post the inventory in a visible location on the premises (Policy E-45). At present it is the responsibility of the senior levels of government to establish standards for the management of dangerous goods and hazardous wastes. The Province has legislation such as the Dangerous Goods Transportation Act, Dangerous Goods and Hazardous Wastes Management Act and the Petroleum Storage Act. The Town would like to have greater authority delegated to it to control the location of industries which produce, use, store or transport such materials. This desire is expressed in Policy E-46.

OBJECTIVES AND POLICIES

ENVIRONMENT OBJECTIVE

The objectives of Town Council with respect to the environment in Bedford are as follows:

> **To encourage a safe, healthy and enjoyable living environment for all residents of the Town by providing, as economically as possible, adequate sewer and water systems within the context of the Halifax-Dartmouth metropolitan region and to encourage only that growth for which the Town can afford to provide these services; to manage and regulate development and land use practices in the Town in order to minimize adverse impacts on the natural environment; to manage and enhance both the physical and manmade environments in order to maintain the unique and distinctive character of the Town; to develop a municipal round table on the environment and the economy which has a format similar to those at the provincial and federal levels.**

ENVIRONMENTAL POLICIES

Construction Practices

Policy E-1:

It shall be the intention of Town Council to regulate the removal of topsoil and the alteration of land levels through the enforcement and continual review of the Town's Grade Alteration Bylaw (No. 23290).

Policy E-2:

It shall be the intention of Town Council to enforce erosion control measures in the Town's Subdivision Bylaw through the subdivision approval process in order to minimize the impact of development on the Town's environment.

Protection of Watercourses

Policy E-3:

It shall be the intention of Town Council to encourage the use of innovative storm water management systems which reduce the impact of urban development on the environment. Such systems include incorporation of stormwater retention/detention ponds into the storm sewer system, use of velocity breaks and drop manholes on storm sewers which discharge to watercourses, use of open ditch drainage systems where appropriate, and directing roof drains to the surface rather than connecting directly to the storm sewer system where appropriate. Storm sewer systems are to avoid the direct discharge of stormwater into water bodies where possible.

Policy E-4:

It shall be the intention of Town Council in Residential, Residential Reserve, or RCDD zones to prohibit except by development agreement the erection of any structure or the excavation or infilling of land within 50 feet of a watercourse or water retention area identified on the map showing environmentally sensitive areas in the Town, except the Bedford Basin. This 50 foot buffer shall be maintained with existing vegetation and is applicable to single dwelling units, two unit dwellings, and townhouses. All multiple unit dwellings, regardless of which zone they are located in, shall be subject to the same setback and buffer provisions as commercial and

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industrial uses and per Policy E-8. Excavation or infilling activity associated with single unit dwelling, two unit dwellings, and townhouses may occur between 50 and 35 feet of a watercourse, by development agreement, where it is demonstrated that a property can not be reasonably developed by complying with the 50 foot site disturbance provisions and where mitigation measures are proposed which will compensate equally for the reduced effectiveness of the 50' natural buffer. This "no net loss in effectiveness" shall be demonstrated through an environmental study which examines the issues of runoff quality and quantity, erosion potential, and sedimentation both during and after construction. Commercial uses in the RCDD zone shall be subject to the setback and buffer provisions of Policy E-8.

Policy E-5:

It shall be the intention of Town Council to require that development proposals undertaken by development agreement pursuant to Policy E-4 include an environmental study which addresses the issues identified in Policy E-4 and the mitigation of any potential adverse development impacts associated with these issues. The mitigation measures shall be embodied within the development agreement and compliance with the agreement will be subject to Section 80 (1),(2) of the Planning Act. The chart in Appendix A is to be used as a guide when undertaking an environmental study pursuant to this policy.

Policy E-6:

It shall be the intention of Town Council to request that the Bedford Waters Advisory Committee provide a written comment on developments being undertaken by a development agreement pursuant to Policy E-4 and *E-8* prior to a recommendation being made by the Bedford Planning Advisory Committee.

Policy E-7:

It shall be the intention of Town Council to request the Bedford Waters Advisory *Committee* to *implement* a water quality sampling program of all lakes and rivers in the Town in an attempt to provide an historical data base for water quality.

Policy E-8:

In areas where Industrial ILI or IHI Zones, **Institutional Zones (RC-Mar 18/03;E-May 10/03),** or Commercial Zones abut a watercourse or water retention area identified on the map showing environmentally sensitive areas in the Town, Town Council shall prohibit the erection of any structure, or the excavation or filling in of land within 100 feet of the watercourse or water retention area. This 100 ft. area shall be maintained with existing vegetation or landscaped. A reduction in the buffer from 100' to 50' may be considered by Town Council by a development agreement, where it is demonstrated that a property can not be reasonably developed by complying with the 100 foot setback and site disturbance provisions. A development agreement shall be subject to the provisions of Policy Z-3, and the undertaking of an environmental study which addresses the issues of runoff, erosion, siltation and any other impacts on the watercourse during and after construction. The development agreement shall outline the specific measures to be used to ensure a no net loss in the effectiveness of the natural 100' buffer in terms of protecting the watercourse. The setback and site disturbance provisions of this policy are applicable also to commercial uses in an RCDD zone and multiple unit dwellings in all zones. Single unit dwellings, two unit dwellings and townhouses in all zones are subject to the setback provisions of Policy E-4. Policy E-8 shall not apply to properties abutting the Bedford Basin.

Floodplain Protection (RC-Apr29/25;E-May26/25)

Policy E-12A:

In recognition of the need to minimize the consequences of flooding along the Sackville River system and the importance of the river as a natural storm drainage system, Council shall establish a Floodplain Designation, as shown on the Generalized Future Land Use Map. This Floodplain Designation shall encompass the 1-in-20-year floodplain mapped under the Canada-Nova Scotia FRDP and the updated 1-in-20-year and 1-in-100-year floodplains mapped by Design Point in 2024.

Policy E-12B:

Within the Floodplain Designation, a 1991 Floodway (FW) Zone shall be established under the land use by-law to encompass the 1-in-20-year floodplain that was mapped under the Canada-Nova Scotia FDRP. A 2024 Floodway Overlay (FWO) Zone shall also be established under the land use by-law to encompass the 1-in-20-year known floodplain that was mapped by Design Point Engineering in 2024. Both zones have been created to distinguish between the floodplains that were established under the Canada-Nova Scotia FDRP and the 2024 floodplains to meet the requirements of the Nova Scotia Statement of Provincial Interest regarding Flood Risk Areas.

Policy E-12C:

Notwithstanding Policy E-12B, in recognition of the changes that have taken place in the Sackville Rivers Watershed since the 1980s and in light of the 2017 hydrotechnical study that was undertaken with improved data, advancement in hydrologic and hydraulic computer models, scientific research about climate change and with more recent topographical information and bridge measurements to update those floodplains in 2024, all privately-owned properties under the 1991 Floodway Zone that are found to outside the 2024 Floodway Overlay (FWO) Zone shall be rezoned to the abutting zone but still included in the Floodplain Designation where modified floodproofing will be required to protect any subgrade structures from unintentional flooding.

Policy E-12D:

The 1991 Floodway (FW) Zone shall permit conservation-related uses, recreation uses, public and private parks and playgrounds, public utilities, trails, roadways, and existing non-residential uses. Notwithstanding that these uses shall be permitted, any structures intended for human habitation, whether permanent or temporary, shall be prohibited.

Policy E-12E:

The 2024 Floodway Overlay (FWO) Zone shall permit conservation-related uses, recreation uses, public and private parks and playgrounds, public utilities, trails, and roadways, and existing non-residential uses. In addition to these requirements, the 2024 Floodway Overlay (FWO) Zone shall:

a) Allow limited expansion of a non-residential building for the development of a loading dock, and entryway ramp for accessibility purposes.

b) Allow reconstruction or repair of buildings containing existing non-residential uses provided:

i. **there is no expansion of the existing building footprint;**
ii. **the existing building is not relocated;**
iii. **the existing building is floodproofed ; and**
iv. **A hydrotechnical study, carried out by a qualified person, shows that the proposed development will not contribute to increased flooding on adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to floodwater flow patterns.**

c) **Allow a change in use to an alternative use permitted in the underlying zone provided the use is not for any residential institutions such as hospitals, shared accommodations, or daycares where flooding could pose a significant threat to the safety of occupants if evacuation became necessary or for any commercial and industrial uses that involve the use, manufacturing or storage of hazardous materials; and**

d) **Waive applicable minimum vehicle parking space requirements to reduce the need to maintain impervious parking areas**

Notwithstanding that these uses shall be permitted, any structures intended for human habitation, whether permanent or temporary, shall be prohibited.

Policy E-12F:

Within the Floodplain Designation, a 2024 Flood Fringe Overlay (FFO) Zone encompassing the 1-in-100-year floodplain, shall be established under the land use by-law. The 2024 Flood Fringe Overlay (FFO) Zone will allow most of the development permitted in accordance with the requirements of the underlying zone. Additional controls shall be established under the 2024 Flood Fringe Overlay (FFO) Zone to:

a) **Prohibit commercial and industrial uses that involve the use or storage of hazardous materials.**

b) **Prohibit any residential institutions such as hospitals, shared accommodations, or daycares where flooding could pose a significant threat to the safety of occupants if evacuation became necessary; and**

c) **require any development be floodproofed to a 1-in-100-year elevation standard to reduce the risk of property damage.**

Policy E-12G:

To minimize adverse effects on natural stormwater flows along the 1991 Floodway (FW) Zone and the 2024 Floodway Overlay (FWO) Zone, the placement of off-site fill shall be prohibited. The alteration of grades using offsite fill may be permitted to floodproof an existing non-residential building or for the construction of roads and public utilities if a hydrotechnical study prepared by a qualified person is submitted and confirms that the placement of off-site fill within the floodway or the alteration of grades will not contribute to increased flooding of adjacent properties, increased upstream or downstream flooding, increase flood elevations, or result in a change to flood water flow patterns.

Policy E-12H:

To minimize adverse effects on natural flows along the 2024 Flood Fringe Overlay (FFO) Zone, the placement of off-site fill and alteration of grades shall be permitted within the 2024 Flood Fringe Overlay (FFO) Zone to floodproof structures and flood risk management. If off-site fill is required for development, a hydrotechnical study completed by a qualified person shall be required to confirm that the placement of fill and grade alteration will not contribute to increased flooding of adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to flood water flow patterns.

Policy E-12I:

Notwithstanding Policy E-12B, Council may consider allowing, by development agreement, the expansion of existing uses or new uses on lands under Policy E-12K for lands that are located, in whole or in part, within the Floodplain Designation to enable the consideration of innovative design solutions to flood-risk problems.

Policy E-12J

No development agreement under Policy E-12K shall be considered unless:

(a) a hydrotechnical study is prepared by a qualified person to confirm that the proposed development will not contribute to increased flooding on adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to floodwater flow patterns; or

(b) all of the lands being developed are located outside the 2024 FWO (Floodway Overlay), 2024 FFO (Flood Fringe Overlay), or 1987 FP (Floodplain) zones.

Policy E-12K

Subject to Policy E-12L, Council may only consider the following uses by development agreement:

(a) uses permitted within the underlying zone of the 2024 FWO (Floodway Overlay Zone);

(b) uses permitted within the underlying zone of the 2024 FFO (Flood Fringe Overlay) Zone; or

(c) where the development agreement will apply to lands located:

(i) both within and outside the Floodplain Designation, or

(ii) under this Plan and an abutting municipal planning strategy, uses enabled by the policies in the applicable municipal strategy where that portion of the lands is located; or

(d) where the development agreement will apply to lands located:

(i) both within and outside the 2024 FWO (Floodway Zone) or the 2024 FFO (Flood Fringe Overlay) Zone, or

(ii) under the land use by-law and an abutting land use by-law, uses permitted within the applicable zone where that portion of the land is located.

<u>Policy E-12L</u>

The following uses shall be prohibited:

(a) residential institutions such as hospitals, shared accommodations, or daycare where flooding could pose a risk to the safety of the occupants if evacuation becomes necessary;

(b) commercial or industrial uses that involve the storage, manufacturing, or distribution of hazardous materials;

(c) residential uses in the areas zoned 2024 (Floodway Overlay) Zone or 1991 Floodway (FW) Zone; and

(d) the placement of off-site fill within areas zoned 2024 FWO (Floodway Overlay) or 1991 Floodway (FW) Zone.

<u>Policy E-12M</u>

In considering development agreements pursuant to Policy E-12I, Council shall have regard for the following:

a) the use is compatible with the surrounding land use context in terms of scale, bulk, or architectural design;
b) the portion of the site within the Floodplain Designation is designed to prevent flooding through the incorporation of site design measures that mimic natural processes, enhance water quality, promote groundwater recharge, and enhance ecosystem services;
c) the development does not encroach upon the required watercourse buffers under the land use by-law;
d) any development within Floodplain Designation is floodproofed to an elevation that is above the 1-in-100-year elevation;
e) any structures within the Floodplain Designation that are below the 1-in-100-year elevation are certified by a qualified professional engineer to allow flowthrough and to withstand a flood;
f) that the proposed development can be accessed and egressed during a flood event without risk to public safety;
g) a general maintenance plan for the proposed development;
h) the conditions for development under all other policies and regulations applicable to the site; and
i) the provisions of Policy Z-3.

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Policy E-12N:

Within the Floodplain Designation, a line corresponding to the outer edge of the 1991 Floodplain Zone that is no longer within the 2024 floodplains shall be drawn on the schedule of the Land Use By-law as the Modified Floodproofing Area. This line shall encompass areas within the Floodplain Designation that are outside of the limits of the 2024 floodplains. These are areas that were found to be above the 1-in-100-year flood elevation under the 2024 floodplain mapping and where development should not contribute to increased flooding of adjacent properties, increased upstream or downstream flooding, increased flood elevations, or result in a change to flood water flow patterns. The abutting non-floodplain zone shall be applied to these properties. As a precautionary measure modified floodproofing requirements will be established under the land use by-law to require that any habitable floorspace in these areas is above the nearest 1-in-100-year elevation and that buildings are floodproofed.

Policy E-12O:

Council intends to assess the need to update floodplain policies and zoning boundaries every ten years to ensure the land use controls accurately reflect current climate change predictions, new investments in mitigation measures, and advancements in floodplain modeling techniques.

Environmentally Sensitive Areas

Policy E-13:

It shall be the intention of Town Council to identify on a map areas which are environmentally sensitive to development. This map shall be known as the Environmentally Sensitive Areas Map. These areas, which require special consideration in their development because of the presence of certain hydrologic and geomorphic features, are slopes which exceed 20% and water retention areas [lakes, ponds, swamps, bogs, marshes]. Environmentally sensitive areas within the two large undeveloped portions of the Town located within the Residential Development Boundary have been studied and identified: a) Union Street RCDD, and b) Papermill Lake RCDD.

Policy E-14:

Town Council shall require that environmentally sensitive areas as identified in Policy E-13 remain in a natural state, unless as part of a development agreement the proponent undertakes an environmental impact study to determine whether the environmental constraints are non-existent or can be overcome without adversity to the environment. The study shall identify the area's sensitivities through consideration of the items listed in the chart within Appendix A. The study shall address the impact of the proposed development on the area's identified sensitivities and how the impact(s) may be mitigated. The study shall also establish a means of monitoring any potential impacts during the development phase and for a specific time following development. Proposals considered under this policy shall be subject to the evaluation criteria contained in Policy Z-3.

Policy E-15:

It shall be the intention of Town Council to undertake a study to identify environmentally sensitive areas outside the Residential Development Boundary for the purpose of their preservation and protection.

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Bedford Basin

Policy E-16:

It shall be the intention of Town Council to work in cooperation with appropriate agencies to improve the quality of water in Bedford Basin to a level where it will support various recreational uses, including safe swimming, and permit the restoration of fish habitats.

Policy E-17:

It shall be the intention of Town Council to request the Halifax Port Authority to forward applications for infilling of Bedford Bay shoreline to the Bedford Waters Advisory Committee and the Provincial Department Environment for comment.

Policy E-17(a):

It shall be the intention of Council to ensure compatible zoning and development standards are applied to areas of existing and future infill along Shore Drive, between Phases One of the Waterfront Development and the end of Shore Drive (south-east), without being subject to an amendment of Schedule "A". (RC-Mar 18/03;E-May 10/03)

Sackville River

Policy E-18:

It shall be the intention of Town Council to identify the Sackville River as a conservation corridor because of its importance as a salmon fish habitat and its significance as a natural amenity to the community, and to works towards improving the quality of water in the Sackville River, in cooperation with appropriate agencies.

Regional Watersheds

Policy E-19:

It shall be the intention of Town Council to enter into an inter-municipal planning strategy or to seek co-ordination of municipal planning strategy polices with adjacent municipalities in order to establish site construction and land use practice standards within regional watersheds, specifically the Sackville River, Kearney Lake, Sandy Lake, Rocky Lake, Marsh Lake, Paper Mill Lake, and Anderson Lake watersheds, to protect regional water resources.

Policy E-20:

It shall be the intention of Town Council upon the adoption of this plan to undertake an in-depth environmental study of the Sandy Lake watershed which will include input from the N.S. Department of Environment as well as area residents, and shall examine present water quality, watershed land use practices increased rates of sedimentation, and the development of a recovery and protection program for Sandy Lake if warranted by the study.

ENVIRONMENTAL ENHANCEMENT

Property Maintenance and Unsightly Premises

Policy E-21:

It shall be the intention of Town Council to work towards establishing a bylaw that will set minimum standards for property maintenance with an enforcement section to enable the bylaw to be effective.

Policy E-22:

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It shall be the intention of Town Council to establish provisions in the Town's Land Use Bylaw to regulate the use, location, and screening of garbage and recycling containers and compactors from adjacent land uses.

Litter and Street Cleaning

Policy E-23:

It shall be the intention of Town Council to undertake an anti-litter program through public education and participation, and through direct involvement such as street cleaning, regular maintenance and cleaning of public buildings and property and the provision of public trash receptacles, at appropriate locations.

Utility Corridors

Policy E-24:

It shall be the intention of Town Council to seek cooperation with N.S. Power in terms of the location and maintenance of their utility corridors, since these corridors have potential recreational use.

Public Views

Policy E-25:

It shall be the intention of Town Council to undertake a study to identify public views and vistas which are significant to the Town.

Policy E-26:

Town Council, through the Planning and Development Control Department shall explore ways to protect the designated public views and vistas in an effort to provide visual relief from the built environment as well as preserve views of features which give identity to the Town. Priority shall be given to the identification and protection of public views of and from the Bedford Basin.

Tree Population Management

Policy E-27:

It shall be the intention of Town Council through the Tree Committee to ensure proper management of trees on Town land (including but not limited to, maintenance, and planting) and provide assistance and encouragement to the private land owner to do the same. In addition the Tree Committee shall work to establish an ongoing Tree Planting Program on Town parkland and in existing and new residential, commercial, and industrial developments with the cooperation of developers/subdividers and residents of the area.

Policy E-28:

It shall be the intention of Town Council through the Tree Committee to identify unique stands of trees and through such means as the adoption of a Tree Protection By-Law and/or acquisition through the parkland dedication process, to seek to protect these trees to conserve them as an environmental resource.

Environmental Services

Policy E-29:

It shall be the intention of Town Council to undertake the necessary studies to determine the level of sewer and water services currently offered and to upgrade deficient sections of the system.

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Water Supply

Policy E-30:

It shall be the intention of Town Council to ensure a long term potable water supply and adequate fire flows from the present water supply system, and to protect by appropriate means the ground water aquifer in the unserviced areas of the Town.

Policy E-31:

It shall be the intention of Town Council to ensure the provision of adequate fire flows in new developments through the servicing specifications of the Town's Subdivision By-law.

Policy E-32:

It shall be the intention of Town Council to encourage the creation of a joint Water Utility Board with representation from Halifax County and the Town of Bedford, so that the Town has input into matters affecting the distribution of water within its boundaries.

Policy E-33:

It shall be the intention of Town Council, through its representation on the Metropolitan Area Planning Commission, to seek inter-municipal cooperation on the establishment of a regional water supply and distribution system.

Sewage Collection and Treatment

Policy E-34:

It shall be the intention of Town Council, to maximize the use of the existing sewer system, by directing development to those areas where services are available and only permit the development of on-site disposal systems on lots which are not presently serviced at the end of Shore Drive and on lots outside the Residential Development Boundary.

Policy E-35:

It shall be the intention of Town Council to enact a by-law enabling the Town to enforce property owners to undertake corrective measures to eliminate deficiencies which have been identified with their connection to the sanitary sewer system.

Policy E-36:

It shall be the intention of Town Council to recommend to the Council of Halifax County and the Sackville Community Council that a joint study to determine future sewage treatment requirements for the communities of Bedford and Sackville be undertaken and that this study be completed prior to the Town or the County of Halifax considering movement of their development/servicing boundaries.

Policy E-37:

In considering any expansion to the Residential Development Boundary it shall be the intention of Council to ensure that the Town has sufficient sewage treatment capacity to accommodate the expansion as per Policy R-2.

Storm Water Management

Policy E-38:

It shall be the intention of Town Council through the Engineering and Works Department to identify areas where deficiencies exist in the existing storm water system and prepare and implement a budget program to overcome these deficiencies.

Policy E-39:

It shall be the intention of Town Council to require the Engineering and Works Department to involve the Parks and Recreation Department and the Bedford Waters Advisory Committee in the review of storm water systems which will discharge to parkland.

Policy E-40:

It shall be the intention of Town Council to undertake the preparation of master drainage plans as a major step towards adopting a comprehensive storm water management system.

Policy E-40A:

It shall be the intention of Town Council to require, as a pre-condition to include lands within the Residential Development Boundary, the preparation of a comprehensive storm water management plan which outlines specific measures and design elements to address impacts on natural watercourses within those lands.

Solid Waste Management

Policy E-41:

It shall be the intention of Town Council to operate and maintain a regular and efficient collection system for solid waste materials and, through membership in the Metropolitan Authority, dispose of it in a safe, economical, and efficient manner and ensure the long term availability of waste disposal facilities.

Policy E-42:

It shall be the intention of Town Council to investigate methods of waste reduction, reclamation, re-use, and recycling, as alternatives to the present method of solid waste disposal. In order to encourage recycling of non-toxic domestic materials Council shall permit recycling depots to locate in areas which are conveniently accessible to the public, including lands which are designated for commercial, mainstreet commercial and/or institutional uses. The location and size of recycling depots shall be regulated through provisions of the Land Use By-law. Consideration shall also be given to the concept of operating neighbourhood recycling collection centres.

Dangerous Goods and Hazardous Wastes

Policy E-43:

It shall be the intention of Town Council to direct the Town's Development Officer to refer all development permit applications for commercial or industrial development that may create or are suspected of creating an emission or waste problem, or may be a hazardous use, to the Provincial Department of the Environment for its information and comment, consistent with Policy I-5.

Policy E-44:

It shall be the intention of Town Council to permit industrial uses which produce, use, or store hazardous materials in areas designated Industrial on the Generalized Future Land Use Map and zoned Heavy Industrial on the Zoning Map through the development agreement process, subject

to the provisions of Policy Z-3 and a review by the Department of the Environment.

Policy E-45:

It shall be the intention of Town Council to require companies which use and/or store dangerous goods and hazardous wastes, to provide an inventory of such goods to the Bedford Fire Department as well as post the inventory in a visible location on the premises.

Policy E-46:

It shall be the intention of Town Council to encourage the Provincial Government to enact legislation and establish Provincial Standards for the management of dangerous goods and hazardous wastes which will allow a municipality to regulate the storage, use, disposal and transit of hazardous materials within its boundaries.

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CONSTRUCTION AND DEMOLITION WASTE MANAGEMENT STRATEGY (RC-Sep 10/02;E-Nov 9/02)

The key objective of Halifax Regional Municipality's (HRM) Integrated Waste/Resource Management Strategy (IWMS) is to minimize the amount of material going to a municipal landfill. The IWMS comprises a number of components which must be implemented together in order to achieve its objectives.

Of the various components, construction and demolition (C&D) waste is a key component. Construction and demolition materials means materials which are normally used in the construction of buildings, structures, roadways, walls and landscaping features, and includes, but is not limited to, soil, asphalt, brick, concrete, ceramics, porcelain, window glass, mortar, drywall, plaster, cellulose, fiberglass fibres, lumber, wood, asphalt shingles and metals. The combination of strong economic growth and corresponding growth in waste generation has resulted in increased financial pressure on the Municipality. In the interests of the greater public, it is essential that all aspects of the integrated waste management system, especially opportunities to maximize diversion, operate effectively. The IWMS recognizes that, while a significant proportion of C&D waste should be reused or recycled, it is necessary for some of this material to be buried.

On January, 1998 Regional Council approved the following objectives in support of implementing an HRM-wide C&D Waste Management Strategy:

i) maximize diversion from landfill through recycling of construction and demolition debris in keeping with the Halifax Regional Municipality Solid Waste Resources Strategy;
ii) increase economic activity and value added processing through recovery of construction and demolition debris;
iii) provide an opportunity to properly dispose of construction and demolition debris that cannot be recycled; and
iv) minimize environmental, land use and nuisance impacts from the operation of construction and demolition debris transfer, processing and disposal operations.

The C&D Strategy is in keeping with the overall objectives of the IWMS. Its implementation requires that municipal planning documents recognize the unique land use requirements of the C&D industry and that a specific Licensing By-law is required to address operational issues. The intent is to provide a comprehensive regulatory framework that is applied fairly and consistently throughout HRM.

HRM discourages processing and disposal of some C&D waste at its landfill. Inert C&D material does not need to be disposed of at the regional landfill site. Generators or haulers of these materials are generally discouraged from utilizing municipal facilities due to comparatively high tipping fees which encourage the use of private recycling or disposal facilities. Hazardous C&D waste materials are not accepted at the landfill or at private recycling or disposal facilities and must be disposed of as set out in provincial legislation.

The following municipal planning policies are intended to support and/or implement key components of HRM's C&D Strategy.

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Policy SW-1:

It shall be the intention of Council to initiate an education and public awareness program for builders, home renovators and developers describing best practices for maximizing the amount of C&D materials recycled, reused and/or diverted from municipal landfill.

Policy SW-2:

It shall be the intent of Council to review its construction and procurement practices to ensure that C&D debris materials resulting from municipal construction projects are diverted to appropriate reuse and recycling facilities.

Policy SW-3:

Further to Policy SW-2, Council shall encourage provincial and federal agencies working within HRM to also review their construction and procurement practices to support recycling / reuse of C&D materials.

The C&D industry comprises three types of operations which must be accommodated through land use regulations: C&D transfer stations; C&D processing operations; and C&D disposal operations. These facilities can operate independent of each other or jointly on the same or separate properties.

Operational and compatibility considerations related to C&D facilities require they not be located within residential, community facility, or environmentally sensitive designated areas. To minimize compatibility concerns, the Land Use By-law will permit C&D facilities only in areas designated industrial, where the density of residential development, types of uses permitted, and potential for land use conflicts is minimized. Further, as the potential impact of C&D operations on adjacent lands depends, to a degree, on the type of C&D operation, the Land Use By-law provisions will recognize individual characteristics of the three forms of C&D operations.

Policy SW-4:

It shall be the intention of Council to provide a consistent approach to permitting C&D operations throughout HRM. Further, the Land Use By-law shall clearly define each type of operation and implement measures to minimize the impact of C&D operations on surrounding land uses and watercourses.

Policy SW-5:

It shall be the intention of Council to prohibit C&D operations from establishing in areas designated residential, community facility, or environmentally sensitive.

Operational aspects of the C&D industry can be classified into two categories: operations where materials are transferred and/or processed; and operations which dispose of materials.

Transfer Stations and Processing Facilities

Municipal planning documents adopted or amended prior to 2002 did not recognize C&D transfer stations and processing facilities as unique forms of land use. Instead, land use regulations generally provided for these uses under regulations which apply to other uses such as salvage yards and "industrial" or "processing" operations. This resulted in inconsistency

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and the creation of an uneven "playing field" for contractors and C&D operators. Additionally, standards were inappropriate in addressing unique siting, land use and other aspects of the C&D industry. In order to ensure consistency, new C&D transfer and processing operations will be considered by rezoning. This will minimize the impact of such facilities on adjacent land uses and ensure that public consultation forms part of the process for considering new operations. Further, the site plan approval process will be used for all C&D operations to address compatibility issues on a site specific basis.

Policy SW-6:

A CD-1 (C&D Transfer Stations) Zone shall be established in the land use by-law. The zone shall permit only C&D transfer stations and shall establish controls on setbacks from adjacent uses, buffering and screening, landscaping, access, and outdoor storage in order to minimize impacts on adjacent uses. Amendments to the schedules of the land use by-law to permit new C&D operations will only be considered where such operations are within the Industrial Designation and pursuant to the following criteria:

a) safe access to and from the site of the proposed operation shall be obtained from the abutting street or highway and the development shall not cause traffic circulation problems or traffic hazards due to the nature or level of traffic created;
b) no operation shall have direct access to a local road, as determined by the Municipality's Traffic and Transportation Services Division and any access road for such operations shall not be provided through lands zoned for residential or community use;
c) sites shall allow for the reasonable separation of the proposed operation from surrounding residential development;
d) consideration shall be given to the extent and location of open storage with respect to abutting properties;
e) scale and appearance of the proposed operation will not detract from or adversely affect surrounding developments;
the proposed site layout, including but not limited to landscaping, buildings or structures, access and egress, parking areas, signage, and outdoor storage or display areas, shall be appropriate having regard to the other provisions of this Policy;
adequate buffering and screening measures, including the use of berms, opaque fencing, and vegetation, shall be provided as a means to reduce any visual and/or noise intrusion to surrounding residential development;
f) applicant shall provide a report that addresses the effectiveness of environmental measures used to protect the natural environment (ie watercourse, groundwater, etc.);
g) no portion of the operation shall be located within a floodplain (1:100 year event);
h) consideration shall be given to the adequacy of onsite or central services; and
i) provisions of Policy Z-3.

Policy SW-7:

A CD-2 (C&D Recycling Operations) Zone shall be established in the land use by-law. The zone shall permit C&D recycling operations and CD-1 zone uses, excluding disposal, and shall establish controls on setbacks from adjacent uses, provide buffering and screening, landscaping measures, regulate access and outdoor storage in order to minimize impact on adjacent uses. Amendments to the schedules of the land use by-law to permit new CD-

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2 Zone uses shall only be considered where such operations are within the Industrial Designation, and pursuant to criteria of Policy SW-6.

<u>C&D Disposal Facilities</u>

In the past, construction and demolition materials were disposed of either through use as general fill material at private sites or through disposal at the regional landfill facility. Respectively, these practices have come under criticism due to concerns about potential environmental impacts associated with disposal at unregulated private facilities and the financial burden associated with disposing of significant amounts of C&D waste at a municipal landfill site which was not designed to accommodate this material.

Past disposal practices have prevented significant amounts of C&D materials from being either reused or recycled and a lack of permitted locations for C&D waste disposal has contributed to illegal dumping on private and Crown land. Historically, there have been no approved locations in HRM where construction and demolition waste can be both conveniently and safely landfilled despite the existence of Provincial regulations which provide sufficient environmental protection.

Under Provincial regulations, businesses which dispose of C&D materials are classified into two categories:

a) Facilities which dispose of only inert C&D materials for which Ministerial approval and a permit from the Department of the Environment are not required. Inert materials are defined as Arock (excluding sulphide bearing rock), aggregate, soil, bricks, mortar, concrete, asphalt pavement, porcelain or ceramic materials, trees, brush, limbs, stumps, root balls, organic mat, milled wood that is free of adhesives, coatings or preservatives.

b) Facilities which dispose of all types of C&D materials (inert and non-inert) for which Ministerial approval is required. These operations require a permit from the Department of the Environment and Labour in accordance with Provincial "Construction and Demolition Debris Disposal Site Guidelines", to address the design and operational requirements.

Any C&D disposal operation is required to comply with the provisions of HRM's C&D Licensing By-law. The By-law prohibits disposal of materials which can be recycled or reused and will significantly minimize the number of such disposal operations. Neither the C&D License By-law nor provincial regulations prohibit the use of inert materials as fill on individual properties. Consequently, the regulation of C&D disposal facilities through municipal planning documents should focus on land use compatibility issues and locational criteria.

Under the <u>Municipal Government Act</u>, municipalities can regulate where disposal operations are permitted. To address land use compatibility issues, a C&D disposal zone shall be established in the Land Use By-law and disposal sites shall only be considered through the rezoning and site plan approval process.

<u>Policy SW-8:</u>

A CD-3 (C&D Disposal) Zone shall be established in the land use by-law. The zone shall permit C&D disposal operations, CD-2 zone uses and establish controls relative to

setbacks from adjacent uses, buffering and screening, landscaping, access, and outdoor storage in order to minimize impact on adjacent uses. Amendments to the schedules of the land use by-law to permit new C&D disposal operations shall be considered where such operations are within the Industrial Designation and pursuant to the following criteria:

a) the applicant shall provide the level of information for a complete C&D disposal operation required by the N.S. Department of the Environment and Labour for approval; and
b) those criteria outlined in Policy SW-6.

Site Plan Approval

In order to minimize associated land use concerns all C&D operations shall proceed through the Site Plan Approval process.

Policy SW-9:

Further to Policies SW-6, SW-7, and SW-8, C&D operations shall be regulated under a Site Plan Approval Process in order to minimize land use impacts. Siting standards shall be set out in the Land Use By-law to address such items as, but not limited to, screening, access, outdoor storage, maintenance, stormwater management, lighting, signage, and landscaping measures.

Existing C&D Operations

There are a number of existing C&D operations (transfer stations and processing operations) throughout HRM. To recognize these existing operations, applicable zoning shall be applied to reflect the use conducted on these properties in conjunction with the adoption of the amendments.

Policy SW-10:

It shall be the intention of Council to recognize existing C&D operations by applying the applicable zone to reflect their existing use.

Policy SW-11:

Further to Policy SW-10, any expansion of an existing C&D operation (ie. addition to an existing building, a new building, or a new/change of use) shall be subject to the site plan approval process.

Community Liaison Committee (CLC)

A concern of most communities, relative to C&D disposal operations, is not knowing whether or not the community and environment are being protected. To address these concerns, the N.S. Department of the Environment and Labour has the option to require a Community Liaison Committee in association with disposal operations. HRM supports the establishment of a CLC for C&D disposal operations and wishes to be involved with the committee to provide information on municipal approvals, requirements, and enforcement issues.

Policy SW-12:

Council shall recommend to the N.S. Department of the Environment and Labour that a Community Liaison Committee be established for all C&D disposal operations within

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HRM. (RC-Sep 10/02; E-Nov 9/02)

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INFRASTRUCTURE CHARGES (RC-Sep 10/02;E-Nov 9/02)

Halifax Regional Municipality has experienced sustained residential and commercial growth throughout the past several decades. The provision of new street and underground servicing systems to accommodate new developments is generally the responsibility of individual developers as condition of development approval and municipal take over of such servicing systems. In many cases, however, these servicing systems are sized and constructed to accommodate only the immediate area in which new development occurs. This leads to problems when the cumulative effect of individual developments either impact on, or are impacted by, the capability of overall community and regional infrastructure to accommodate growth.

Costs associated with ensuring that the size and extent of infrastructure required to accommodate new growth and its impacts on existing communities have been assumed largely by public sector funding. Traditional sources of public funding for municipal infrastructure have been reduced and new infrastructure will need to be funded without public financing available in the past. This presents a significant challenge to the Municipality in terms of balancing the economic benefits of new growth with the need to ensure that the infrastructure required to support growth is provided in a timely and cost-effective manner.

Council is concerned that many of the trunk infrastructure systems in the Municipality are nearing their design capacities and recognizes that new servicing systems are required to meet the needs of the community. An Integrated Servicing Study recently prepared for the Municipality identified substantial new infrastructure required in order to accommodate future development.

The Municipality has adopted a Multi-Year Financial Strategy with respect to its debt load and financial position. The Municipality is not in a financial position to absorb the capital costs associated with upgrading and extending the infrastructure necessary to facilitate future development, nor is it prepared to burden existing taxpayers with additional capital costs associated with new development.

In order to help facilitate continued growth without imposing an excessive financial burden on the existing taxpayers of the Municipality, it is Council's intention to recover infrastructure-related costs associated with new growth in the form of Infrastructure Charges in accordance with the provisions of the *Municipal Government Act (MGA)*. Recovery of Infrastructure Charges will enable the Municipality to allocate the capital costs associated with new infrastructure to developers and subdividers deriving servicing benefits from the new infrastructure.

In keeping with the *MGA*, Infrastructure Charges for:

a) new or expanded water systems;
b) new or expanded waste water facilities;
c) new or expanded storm water systems;
d) new or expanded streets;
e) upgrading intersections, new traffic signs and signals, and new transit bus bays,may be imposed in the Subdivision By-law to recover all, or part, of the capital costs incurred,

or anticipated to be incurred, by the Municipality by reason of the subdivision and future development of land as well as to recover costs associated with land, planning, studies related to the Master Plan, engineering, surveying and legal costs incurred with respect to any of them.

The Subdivision By-law shall set out the infrastructure charge areas in which Infrastructure Charges are to be levied, the purposes for which Infrastructure Charges are to be levied and the amount of, or method of calculating, each infrastructure charge.

The Municipality will initiate Master Plan studies where necessary in order to determine appropriate charge areas and the costs associated with oversized and new infrastructure. The cost of any such studies will be included as part of the infrastructure charge to be recovered under the Subdivision By-law.

Where the costs of providing infrastructure to accommodate development activity in specific geographic locations may place excessive financial burden on the Municipality, it may be necessary to restrict development pending completion of Master Plan studies and establishing of charge areas. In such instances provision will be made for application by Council of a holding zone to such areas. Additionally, where proposed development agreements would result in a subdivision requiring new infrastructure, approval of such proposals will be subject to Infrastructure Charges. The methodology for determining charge areas will be generally outlined in a Capital Cost Contribution Policy adopted by Council.

<u>Objectives</u>
The following statements generally define the objectives Council wishes to achieve through the imposition of Infrastructure Charges within the Municipality:

a) to provide a leadership role in facilitating future growth in the Municipality;
b to recover an infrastructure charge where the subdivision or development presents a requirement for new infrastructure;
c) to ensure that the costs of new infrastructure are properly allocated to subdividers and other stakeholders deriving benefit from the infrastructure;
d) to limit the Municipality's financial contribution having regard to other budgetary commitments and constraints;
e) to provide greater certainty to subdividers and other stakeholders with respect to the costs of development in the Municipality;
f) to maintain a consistent approach to recovery of Infrastructure Charges across the Municipality;
g) to ensure that recovery of Infrastructure Charges is compatible with good land use planning in the Municipality.

Policy Statements
The following policy statements identify the intentions of Council in adopting municipal planning policy with respect to Infrastructure Charges. These policies will be implemented through provisions established in the Subdivision and Land Use By-law's and by administrative practices and procedures.

<u>Policy IC-1:</u>

Where capital costs have been or are anticipated by reason of the subdivision or future development of land, the Subdivision By-law shall be amended from time to time to identify specific charge areas and related Infrastructure Charges applicable in the Municipality. In amending the Subdivision By-law to establish a charge area, Council shall consider:

a) The adequacy of existing infrastructure;
b) Transportation requirements, including existing streets;
c) Drainage patterns and drainage requirements;
d) Water service requirements, including existing and proposed water service districts;
e) Storm and sanitary sewer system requirements, including the extension of existing systems and servicing boundaries;
f) Land use and existing and future development;
g) Financial impacts on the Municipality;
h) Soil conditions and topography; and
i) Any other matter of relevant planning concern.

Policy IC-2:

Infrastructure Charges within a charge area shall be in an amount determined by Council, as set out in the Subdivision By-law.

Policy IC-3:

Infrastructure Charges imposed pursuant to the Subdivision By-law may be set at different levels related to the proposed land use, zoning, density, traffic generation, lot size and number of lots in a subdivision and the anticipated servicing requirements for each infrastructure charge area.

Policy IC-4:

The Subdivision By-law shall establish conditions for Subdivision Approval with respect to the payment of Infrastructure Charges including provisions for any agreements with the Municipality as a condition of Subdivision Approval.

Policy IC-5:

An Infrastructure Charge Holding Zone shall be established in the Land Use By-law. The Holding Zone may be applied by Council to lands within any designation on the Generalized Future Land Use Map where, in respect of development, Council has determined that: the cost of providing municipal wastewater facilities, stormwater systems or water systems would be prohibitive; or the cost of maintaining municipal streets would be prohibitive.

Development permitted within an Infrastructure Charge Holding Zone shall be restricted to single unit dwellings except in conformity with a development agreement approved by Council in accordance with the MGA.

Policy IC-6:

Where an area is zoned as an Infrastructure Charge Holding Zone area, the municipality shall, within one year of the effective date of the zone, commence the procedure to amend

the Subdivision By-law to include provision for the payment of Infrastructure Charges, prior to permitting development or the designation(s) and zone(s) in effect immediately prior to the Pending Infrastructure Charges Area zone comes into effect.

Policy IC-7:

Council shall be guided by the Municipality's Multi-Year Financial Strategy and capital budget process in determining the extent and timing of municipal contributions toward new infrastructure.

Policy IC-8:

An infrastructure charge may only be used for the purpose for which it is collected. (RC-May 7/02;E-Jun 29/02)

INTERIM GROWTH MANAGEMENT (Deleted: RC-Jun 27/06;E-Aug 26/06)

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IMPLEMENTATION

Introduction
The Municipal Planning Strategy for the Town of Bedford is the primary policy document used to guide the decision making process with respect to growth and development within the Town. This plan shall be implemented under the Planning Act, the Town's Act and other such statutes which may apply.

The Town shall, in addition to employing specific implementation measures, carry on a system of ongoing planning through the Bedford Planning Advisory Committee and the Planning and Development Control Department. Specific efforts will be made to maintain and enhance a high level of community awareness and participation in the ongoing planning process.

Generalized Future Land Use
The Generalized Land Use categories for the Town shall include:

l) Residential (within Residential Development Boundary)
2) Residential Comprehensive Development District
3) Residential Reserve (outside Residential Development Boundary)
4) Park and Recreation
5) Commercial
6) Mainstreet Commercial
7) Commercial Comprehensive Development District
8) Waterfront Comprehensive Development District
9) Industrial
10) Institutional
11) Floodway

These land uses are identified on the Generalized Future Land Use Map as referred to in Policy Z-1. Table III**A** (Appendix B) identifies in a matrix form the uses which are permitted through rezoning or development agreement procedures. Policy Z-2 refers to the role of Table III**A** in identifying permitted land uses.

Zoning
As provided for in Section 51 of the Planning Act, the Town shall approve a Land Use By-law for the purpose of carrying out the intent of the MPS. The Land Use By-law is the principal mechanism by which land use policies shall be implemented and as such shall set out zones, permitted uses and development standards which shall reflect the policies of this MPS.

The zones provided within the Land Use By-law shall be applied to the zoning map consistent with the land use designations shown on the Generalized Future Land Use Map.

Development Agreements
Except within existing residential areas, within any zone, a development that would not normally be permitted by the zone, but falls within the potentially permitted uses of the Generalized Land Use category as shown on Table III**A**, may be considered by Council through the application of development agreements as provided for under Section 55 of the Planning Act. Development agreements will also be applied in situations set forth elsewhere in this plan.

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In practice, development agreements shall be processed in the same manner as zoning amendments with the accompanying public hearings and shall be subject to an appeal to the Municipal Board. The substantial difference is that a development agreement shall be entered into between the Town and the land owner specifically defining the uses permitted on the subject property.

The nature of a development agreement is such that the result is a development that is outside the realm of the Land Use By-Law zones and becomes very specific in terms of what will be permitted and how it will proceed. Implementation of a development agreement is achieved by means of a legal agreement entered into between the applicant and the Town. This agreement is then registered against the property at the Registry of Deeds and remains with the property until a subsequent agreement is entered into or the agreement is discharged by the Town. Policy Z-3 identifies review criteria to be considered when Council receives an application to either change the zoning or enter into a development agreement.

Comprehensive Development Districts

Town Council has recognized the advantages of having large tracts of land planned and developed as a unit with a comprehensive plan as a guideline. To this end, Council shall develop Residential, Commercial, and Waterfront Comprehensive Development District Zones to allow this process to occur. These three zones will provide an alternative method of development designed to stimulate innovations in residential, commercial, and institutional developments, provide a mechanism to develop in harmony with the environment, and increase flexibility within the residential, commercial, and institutional sectors to better respond to current and future needs as provided for in Policies R-9 to R-17, C-7 to C-15, and WF-19 to WF-23.

Other Development Controls

There are a variety of regulations within the Land Use By-law which seek to maintain and enhance the character of the Town from a land use perspective. Policy Z-4 provides for regulations to limit the issuance of development permits for lots which do not have frontage on a public street. The concern here is adequate access to properties to be able to provide services such a fire and police protection. Policy Z-5 provides for the regulation of the number of boarders and lodgers within a dwelling. Policy Z-6 provides for regulations on outdoor storage and display. Provisions to regulate parking lots are included in Policy Z-7 and Policy Z-8 provides for regulations on accessory buildings. Policies Z-9 is concerned with regulating the location of refuse containers while Policy Z-10 provides for landscaping regulations in the Land Use By-law. Provisions to regulate such items as placement of parking spaces and driveway entrances are included in Policies Z-11 and Z-12. Policy Z-13 enables Town Council to consider minor variances where a reduction in the side yard (to a minimum of 4 feet) adjacent to an attached garage would enable the retention of vegetation and/or reduce alterations to the topography of a lot.

In addition to the Municipal Planning Strategy there are a number of other Town by-laws which permit Council to control various activities and the use of land within Bedford. Examples of current by-laws include the Grade Alteration By-Law, Building By-law, and Blasting By-Law. Council is considering the adoption of additional by-laws as indicated in Policy Z-15.

Development Officer

The Planning Act (Section 84) requires Council to appoint a Development Officer to administer the Land Use By-Law and to issue development permits. Policy Z-16 confirms Council's intention to

appoint a Development Officer.

Effects of Adoption
The adoption of this municipal planning strategy shall not commit Council to undertake any of the projects contained herein, but shall prevent Council from approving or undertaking any development within the scope of the Strategy in a manner which is inconsistent or at variance therewith. (Section 45 Planning Act).

Municipal Planning Strategy Amendments
The procedure for amending the Municipal Planning Strategy is the same as the procedure for adopting a Municipal Planning Strategy. Council must pass a By-law by majority vote after holding a public hearing duly advertised (Section 50(1), Planning Act), and after considering any written and verbal objections to the amendments. The amendment, if approved by Town Council, is then subject to approval of the Minister of Municipal Affairs (Section 50(2), Planning Act).

Strategy amendments are required when:

1. a policy intent is changed;
2. a detailed planning study has resulted in a Land Use By-law amendment that will conflict with the Generalized Future Land Use Plan;
3. detailed studies have been carried out as a refinement to the Municipal Planning Strategy and it is the desire of Council to incorporate such studies into the Planning Strategy; and,
4. it is necessary to bring the Strategy into conformity with any Provincial Land Use Policy.

As Policy Z-17 indicates, it shall be the intention of Town Council to develop written procedures regarding the notification for and conduct of these public hearings. Council shall ensure that copies of the approved Municipal Planning Strategy and subsequent amendments thereto are made available to the public.

Municipal Planning Strategy Amendments Not Required
An amendment to the municipal planning strategy shall not be required where rezoning and development agreements fall within the list of potentially permitted uses within the Generalized Land Use categories as shown on Table III**A** and the Generalized Future Land Use Map.

Municipal Planning Strategy Review
In accordance with Section 49(1) of the Planning Act, this Municipal Planning Strategy may be reviewed when either the Minister of Municipal Affairs or Council deems it necessary; but, in any case, shall be reviewed not later than five (5) years from its coming into force. As Policy Z-18 indicates, it is Council's intention to provide a terms of reference to guide the Municipal Planning Strategy review process.

Studies
As indicated in Policy Z-19, it is Council's intention to undertake a number of studies to examine certain land use planning issues in greater detail. As a result of undertaking these studies there may a requirement to amend the Municipal Planning Strategy.

Municipal Finances
In addition to guiding and providing for orderly private development within the Town, the MPS

policies provide opportunity for continued public involvement and public expenditures in the undertaking of programs to achieve the policies of this Plan. It is primarily the direction of public expenditures that will lead the way to providing a greater range of social, recreational, cultural and educational facilities and activities. Therefore, where appropriate, it is essential that the capital and operating budgets of the Town be developed to reflect and conform to the policies established in this MPS as indicated in Policies Z-20 and Z-21.

To further aid in the implementation of various policies, the Town shall actively pursue contributions from outside sources such as other levels of government and/or private donations, as indicated in Policy Z-22.

Policy Z-23 indicates Town Council's intention to permit all previously approved development agreements to proceed. A number of development agreements were approved, consistent with the provisions of the 1982 Municipal Planning Strategy. Some of these development agreements, while approved, have yet to be ratified by Town Council. It is Town Council's intention to ratify these agreements when they are brought forward by the proponents. As well, other development agreements refer to phasing. Development permits have not yet been issued for all phases of these development agreements. It is the intention of Town Council to allow development permits to be issued consistent with the provisions of these development agreements, even though in some respects the development agreements may not be consistent with the provisions of the current Municipal Planning Strategy.

OBJECTIVES AND POLICIES

IMPLEMENTATION POLICIES

Policy Z-1:

It shall be the policy of Town Council that the land uses indicated on the Generalized Future Land Use Map shall be considered as the generalized future land use pattern for the Town based on the policies within this MPS.

Policy Z-2:

It shall be the intention of Town Council to indicate on Table III**A** the land uses which may be permitted in each Generalized Future Land Use category as-of-right, or by rezoning or development agreement consistent with all other policies. Council shall consider these uses through the zoning amendment or development agreement process, subject to the criteria in Policy Z-3 and all other applicable policies in this Strategy. The procedure to be followed for all rezoning applications or requests for development agreements is in accordance with the Planning Act. Except within residential areas, within any zone, a development that would not normally be permitted by the zone, but falls within the potentially permitted uses of the Generalized Future Land Use category as shown on Table III**A** may be considered by Town Council through the application of development agreements as provided for under Section 55 of the Planning Act.

Policy Z-3:

It shall be the policy of Town Council when considering zoning amendments and development agreements [excluding the WFCDD area **and Bedford West Sub-Area 1 and 12 shown on schedule BW-9**] **(Municipal Affairs-Housing-Nov 21/23: E-Dec19/23)** with the advice of the

Planning Department, to have regard for all other relevant criteria as set out in various policies of this plan as well as the following matters:

l. That the proposal is in conformance with the intent of this Plan and with the requirements of all other Town By-laws and regulations, and where applicable, Policy R-16 is specifically met;
2. That the proposal is compatible with adjacent uses and the existing development form in the neighbourhood in terms of the use, bulk, and scale of the proposal;
3. That provisions are made for buffers and/or separations to reduce the impact of the proposed development where incompatibilities with adjacent uses are anticipated;
4. That provisions are made for safe access to the project with minimal impact on the adjacent street network;
5. That a written analysis of the proposal is provided by staff which addresses whether the proposal is premature or inappropriate by reason of:
   i) the financial capability of the Town to absorb any capital or operating costs relating to the development;
   ii) the adequacy of sewer services within the proposed development and the surrounding area, or if services are not provided, the adequacy of physical site conditions for private on-site sewer and water systems;
   iii) the adequacy of water services for domestic services and fire flows at Insurers Advisory Organization (I.A.O.) levels; the impact on water services of development on adjacent lands is to be considered;
   iv) precipitating or contributing to a pollution problem in the area relating to emissions to the air or discharge to the ground or water bodies of chemical pollutants;
   v) the adequacy of the storm water system with regard to erosion and sedimentation on adjacent and downstream areas (including parklands) and on watercourses;
   vi) the adequacy of school facilities within the Town of Bedford including, but not limited to, classrooms, gymnasiums, libraries, music rooms, etc.;
   vii) the adequacy of recreational land and/ or facilities;
   viii) the adequacy of street networks in, adjacent to, or leading toward the development regarding congestion and traffic hazards and the adequacy of existing and proposed access routes;
   ix) impact on public access to rivers, lakes, and Bedford Bay shorelines;
   x) the presence of significant natural features or historical buildings and sites;
   xi) creating a scattered development pattern which requires extensions to trunk facilities and public services beyond the Primary Development Boundary;
   xii) impact on environmentally sensitive areas identified on the Environmentally Sensitive Areas Map; and,
   xiii) suitability of the proposed development's siting plan with regard to the physical characteristics of the site.
6. Where this plan provides for development agreements to ensure compatibility or reduce potential conflicts with adjacent land uses, such agreements may relate to, but are not limited to, the following:
   i) type of use, density, and phasing;
   ii) traffic generation, access to and egress from the site, and parking;
   iii) open storage and landscaping;
   iv) provisions for pedestrian movement and safety;
   v) provision and development of open space, parks, and walkways;

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vi) drainage, both natural and subsurface;

vii) the compatibility of the structure(s) in terms of external design and external appearance with adjacent uses; and,

viii) the implementation of measures during construction to minimize and mitigate adverse impacts on watercourses.

7. Any other matter enabled by Sections 73 and 74 of the Planning Act.

8. In addition to the foregoing, all zoning amendments and development agreements shall be prepared in sufficient details to:
   i) provide Council with a clear indication of the nature of the proposed development; and
   ii) permit staff to assess and determine the impact such development would have on the proposed site and the surrounding community.

9. To assist in the evaluation of applications to enter into development agreements, Council shall encourage proponents to provide the following information:
   a) a plan to a scale of 1":100' or 1":40' showing such items as:
      i) an overall concept plan showing the location of all proposed land uses;
      ii) each residential area indicating the number of dwelling units of each type and an indication of the number of bedrooms;
      iii) description, area, and location of all proposed commercial, cultural, mixed-use projects proposed;
      iv) location, area, shape, landscaping and surface treatment of all public and private open spaces and/or park areas;
      v) plan(s) showing all proposed streets, walkways, sidewalks, bus bays and bike routes;
      vi) a description of any protected viewplanes; and,
      vii) an indication of how the phasing and scheduling is to proceed.
   b) For individual phases of a development more detailed concept plans are to be provided indicating such items as maximum building heights, location and configuration of parking lots, landscaping plans, and any additional information required to be able to assess the proposal in terms of the provisions of the Municipal Planning Strategy.
   c) Plans to the scale of 1":100' showing schematics of the proposed sanitary and storm sewer systems and, water distribution system.

10. Within any designation, where a holding zone has been established pursuant to "Infrastructure Charges - Policy IC-6", Subdivision Approval shall be subject to the provisions of the Subdivision By-law respecting the maximum number of lots created per year, except in accordance with the development agreement provisions of the MGA and the AInfrastructure Charges" Policies of this MPS. (RC-Jul 2/02;E-Aug 17/02)

<u>Policy Z-4:</u>

It shall be the intention of Town Council to include a provision in the Land Use By-law to prohibit the issuance of development permits for lots which do not have frontage on a public street, except for: a) alterations, additions or renovations of existing structures on private streets; and, b) through the development agreement provisions as outlined in Policy R-28, development permits may be issued for existing vacant lots which do not have frontage on a public street, provided the lots existed prior to the approval of this planning strategy and located within the

Residential Development Boundary.

<u>Policy Z-4A:</u> (RC-Dec 10/19;E-Feb 15/20)

Nova Scotia Transportation and Infrastructure Renewal (NSTIR) owns a narrow portion of land on Oakmount Drive adjacent to civic 122, 128 and 134 Oakmount Drive. This land is undeveloped and has been used by the adjacent owners for access to Oakmount Drive at the permission of NSTIR. NSTIR has confirmed that permission to access Oakmount Drive over their lands would be permitted to continue. As the adjacent lands do not have lot frontage to Oakmount Drive and lot frontage on the Bedford Highway is not useable, notwithstanding Policy Z-4, properties located at 122, 128 and 134 Oakmount Drive shall be permitted to develop without the need for a development agreement.

<u>Policy Z-5:</u>

It shall be the intention of Council to maintain the low density residential character of the Town by limiting to two (2) rooms the number of rooms that can be used for the accommodation of boarders or lodgers within a residential unit.

<u>Policy Z-6:</u>

It shall be the intention of Town Council to include provisions in the Land Use By-law to regulate or prohibit the outdoor storage and outdoor display of goods, machinery, vehicles, building materials, waste materials, aggregates and other items. There shall be requirements to screen outdoor storage sites with landscaping or structures in order to improve the appearance of these land uses within the Town. There shall be a requirement to screen fuel storage tanks as well as to buffer residential, park, and institutional uses where they abut commercial and/or industrial zones. Landscaping shall be required along the street frontages of industrial land uses.

<u>Policy Z-7:</u>

It shall be the intention of Town Council to establish parking space requirements for the various land uses within the Town. When establishing these parking requirements Council shall consider the shared use of parking spaces. A commensurate reduction in parking space requirements shall be made for developments which include a mix of land uses such that the demand for parking for some uses may not be coincident with the demand for parking for other uses, such as office buildings which require spaces during normal working hours whereas lounges tend to be busiest in the evenings.

<u>Policy Z-8:</u>

It shall be the intention of Town Council, in order to maintain the residential character of the Town, to control the placement of accessory buildings on a lot and to limit the total area devoted to accessory uses through provisions in the Land Use By-Law.

<u>Policy Z-9:</u>

It shall be the intention of Town Council to include provisions in the Land Use By-law to regulate the location and screening of refuse containers in order to maintain an attractive appearance for land uses in the Town.

<u>Policy Z-10:</u>

It shall be the intention of Town Council to: a) regard landscaping as both an enhancement of the physical environment and as a method of environmental protection; and, b) to include

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provisions within the Land Use By-Law to establish landscaping requirements within commercial and industrial zones.

Policy Z-11:

It shall be the intention of Town Council to regulate the placement of automobile parking spaces in order to improve the appearance of commercial land uses by: a) encouraging the provision of rear parking; b) limiting the amount of parking in side yards; and, c) preventing parking in the front yard where landscaping shall be required.

Policy Z-12:

It shall be the intention of Town Council, for reasons of traffic safety, to: a) regulate through provisions in the Land Use By-law the location, number, and size of accesses from a property to the abutting street, provided that the property has access to at least one street; and, b) to regulate, require or prohibit the placement of fences, walks, landscaping and outdoor lighting.

Policy Z-13:

It shall be the intention of Town Council to authorize the Development Officer, when considering a request for a Minor Variance of a side yard for an attached garage, to reduce the required yard from eight (8) feet to four (4) feet in order to minimize the alteration to the topography and vegetation on the lot.

Policy Z-14:

Deleted

Policy Z-15:

It shall be the intention of Town Council to provide further control over development [in addition to that which is afforded by the Land Use By-law] by adopting and enforcing by-laws such as, but not necessarily limited to:

1) Tree Protection By-law;
2) Mobile Home By-law;
3) Nuisance By-law;
4) Minimum Standards of Maintenance and Use By-law;

Council shall review and modify these by-laws as deemed appropriate.

Policy Z-16:

It shall be the intention of Town Council to appoint a Development Officer in accordance with the provisions of the Planning Act. The Development Officer shall be responsible for the administration of the Land Use By-law, development agreements, Subdivision By-law and regulations as well as any subsequent by-laws specifically identifying the Development Officer. It shall be the responsibility of the Development Officer to grant development permits.

Policy Z-17: (Repealed: RC-Jun 20/23;E-Oct 13/23)

Policy Z-18:

It shall be the intention of Town Council to provide a written terms of reference for the Municipal Planning Strategy review process and to establish procedures for conducting the

review.

Policy Z-19:

It shall be the intention of Town Council to establish the following order of priority for the studies identified in the Municipal Planning Strategy:

1. Policy R-2A- study of future residential growth and expansion of Residential Development Boundary;
2. Policy C-37- economic development strategy;
3. Policy T-13- study of alternative north-south routes between the Sunnyside area and Mill Cove area;
4. Policy E-36- study of the allocation of present and future capacity of the Mill Cove sewage treatment plant;
5. Policy R-11- design manual for open space/small lot residential development;
6. Policy C-29A- identify initiatives to facilitate development.redevelopment in CMC zone;
7. Policy T-14 and E-40A- identification of collector street network, servicing cooridors and development of comprehensive storm water management plans for lands under consideration for inclusion in the Residential Development Boundary.
8. Policy E-21, environmental study of Sandy Lake watershed;
9. Policy C-37, review of commercial development and possible expansion of commercial designation, especially with respect to the Bedford Highway;
10. Policy E-15, identification of environmentally sensitive areas outside the Residential Development Boundary;
11. Policy R-19, study to examine: a) alternative housing forms for seniors and, b) means to assist seniors to remain in their homes;
12. Policy E-17, development of guidelines and a comprehensive study of infilling in the intertidal area;
13. Policy T-1, review of street classification system;
14. Policies C-25 and C-39, review of public parking facilities in Bedford;
15. Policy E-41, preparation of master drainage plans;
16. Policy P-11, update of the Major Path and Walkway System;
17. Policy T-15, review of walkway design standards;
18. Policy T-16, review of street and servicing design standards with Subdivision By-law;
19. Policy T-13, review and possible update of Integrated Servicing Design Study;
20. Policy T-18, review of pedestrian movements and needs;
21. Policy E-26, study to identify public views and vistas; and,
22. Policy E-30, study to determine the level of sewer and water services provided;

Policy Z-20:

It shall be the intention of Town Council to consider, where applicable, that the capital and operating budgets of the Town reflect and conform to the objectives and policies established in the Municipal Planning Strategy.

Policy Z-21

It shall be the intention of Town Council to have departments make reference to the applicable Municipal Planning Strategy policies to support capital budget items which exceed $25,000.

Policy Z-22:

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It shall be the intention of Town Council to encourage and gratefully receive philanthropic donations from individuals and organizations which are provided for the betterment of the Town provided Council determines that the Town is able to afford the ongoing operating and maintenance costs associated with the receipt of such donations.

Policy Z-23:

It shall be the intention of Town Council, notwithstanding the foregoing policies, to both ratify development agreements and issue development permits for all development agreements which were approved to be entered into by Town Council pursuant to the policies contained in the 1982 Municipal Planning Strategy.

Policy Z-24:

It shall be the intention of Town Council to set limits, to be established in the Land Use By-law, to control the length of time the temporary use of land and structures will be permitted and the nature, kind, size and description of any public display of advertising.

Temporary Signage:

In recent years, HRM has received a number of complaints regarding signage throughout the region, especially along major transportation routes. Most of the concerns raised with signage deal with the location, number, and maintenance of mobile signs, sandwich boards, posters, inflatable signs, planter box type signs, and banners (known as Temporary Signs). To address the lack of adequate sign provisions and effective enforcement tools for temporary signage, HRM established a license by-law under the Municipal Government (HRM By-law S-800). Therefore, any reference or provision relating to temporary signs within the land use by-law is superceded by the provisions of By-law S-800.

Policy Z-25 **Further to Policy C-34, the land use by-law shall not contain sign provisions for signs regulated under HRM By-law S-800 (A By-law Respecting Requirements for the Licensing of Temporary Signs). (RC-Sep 26/06;E-Nov 18/06)**

Policy Z-26: ***Applications for a development agreement or rezoning on file prior to Council's first notice of it's intention to adopt or amend this Plan shall be considered under the policies in effect at the time the application was received. Where any such application is withdrawn, significantly altered, or rejected by Council, any new application shall be subject to all applicable policies of this Plan.*** **(RC-Jun 20/06;E-Jul 29/06)**

Policy Z-27:

Where there is enabling policy to consider the development, by development agreement, of a multiple unit dwellings or the expansion of existing multiple unit dwellings, such policy may be used to consider the development of shared housing uses at a larger scale than what is permitted by the Land Use By-law. (RC-Aug 9/22;E Sep 15/22)

Policy Z-28:

Notwithstanding Policies R-19B, R-19C, S-7A and S-7B, applications for non-

substantive amendments to development agreements that now meet the definition of shared housing with special care in the land use by-law that were in effect on the coming in force of Policies R-19B, S-7A, and S-7B shall be considered under the policies in effect at the time the development agreement was approved provided that the proposed amendments were identified in the agreement as non-substantive. (RC-Aug 9/22;E Sep 15/22)

Policy Z-29:

In addition to Policy Z-28, Complete applications for development agreements on file with the Municipality located in this plan area, which were received on or before July 12, 2022, shall continue to be considered under the policies in effect on immediately prior to that date. Where any such application is withdrawn, significantly altered, or refused by Council, any new development applications shall be subject to all applicable requirements of this Plan and the Land Use By- law. Applications that have not proceeded to public hearing within 36 months of July 12, 2022 shall be subject to all applicable requirements of this Plan and the Land Use By-Law. (RC-Aug 9/22;E Sep 15/22)

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Appendix A: Table of Contents - Impact Assessment Report

1.0 INTRODUCTION

- reference to MPS for Terms of Reference
- definition of subject area, with map(s)
- topics included: surficial geology, soils, slope analysis, groundwater

2.0 SURFICIAL GEOLOGY

2.1 Methodology
- field reconnaissance
- drilling samples
- sample analysis
- mapping

2.2 Limitations for Development

3.0 SOILS

3.1 Methodology
- field reconnaissance
- identification of areas of slumping, mass wasting, deep organic soils, unstable slopes
- sample collection for analysis of grain size and erosion potential
- sample analysis
- calculation of erodibility
- mapping of erodible and unstable soils
- mapping of erodible and unstable soils on slope map

3.2 Limitations for development
- interpretation of soils capability for development

4.0 GROUNDWATER

4.1 Methodology
- field reconnaissance to determine groundwater levels and evidence of groundwater discharge
- mapping of areas where there is evidence of groundwater discharge

4.2 Limitations for development

5.0 CONCLUSION

- Interpretation of the areas which present hazard to development based on surficial geology, soils analysis, presence of groundwater discharge, and mapping
- combined map showing hazardous areas for development due to surficial geology, soils, slopes, and groundwater

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Appendix B: Table IIIA - Generalized Future Land Use Designations

POTENTIALLY PERMITTED USES ◉ USES PERMITTED AS OF RIGHT ♦ USES PERMITTED BY REZONING ⊛ USES PERMITTED BY DEVELOPMENT AGREEMENT	RESIDENTIAL	RR	COMMERCIAL	MNSTR. COMMERCIAL	INDUSTRIAL	INSTITUTIONAL	PARKS	FLOODPLAIN (RC-Apr29/25;E-MaY26/25)	CCDD	RCDD	WFCDD	ITR
SINGLE UNIT	◉	◉							⊛	⊛		
TWO UNIT	◉								⊛	⊛		
TOWNHOUSE	◉								⊛	⊛	⊛	
MULTIPLE UNIT	◉			◉[1]					⊛	⊛	⊛	
MOBILE HOME										⊛		
HOME OCCUPATION	◉	◉										
NEIGHBOURHOOD CONVENIENCE STORE			◉							⊛	⊛	
NEIGHBOURHOOD COMMERCIAL									⊛	⊛		
GENERAL BUSINESS			◉		◉[2]				⊛			
SHOPPING CENTRE			⊛		◉							
MAINSTREET COMMERCIAL			◉									
HERITAGE COMMERCIAL				◉								
CONVENTION FACILITIES			⊛						⊛		⊛	
LIGHT INDUSTRIAL					◉							
HEAVY INDUSTRIAL					◉							
HARBOUR ORIENTED INDUSTRIAL					◉							
PITS AND QUARRIES					⊛[3]							
SALVAGE YARDS					⊛[4]							
PARKS	◉	◉				◉	◉	◉	⊛	⊛	⊛	
RECREATION USES							◉	◉	⊛		⊛	
INSTITUTIONS	♦	♦	♦	♦	♦	♦	♦		⊛	⊛	⊛	
UTILITIES	♦	♦	♦	♦	♦	♦	♦	♦			⊛	
SHARED HOUSING (4 - 10 BEDROOMS)*	◉	◉		◉[1]		◉			⊛	⊛	⊛	
SHARED HOUSING (> 10 BEDROOMS)*	◉			◉[1]		◉[7]			⊛	⊛	⊛	
DAYCARE FACILITIES	◉[6]		◉	◉	◉	◉						
HOSPITAL												
MULTI-SERVICE CENTRE	⊛	⊛	⊛	⊛	⊛	⊛	⊛		⊛	⊛	⊛	
CORRECTIONAL FACILITIES					⊛							
DRINKING ESTABLISHMENTS			⊛	⊛[6]					⊛		⊛	
ADULT ENTERTAINMENT USES			⊛									
RETAIL COMMERCIAL USES											⊛	
COMMERCIAL ENTERTAINMENT USES											⊛	
COMMERCIAL SERVICE											⊛	
FOOD AND BEVERAGE											⊛	
HOTEL FACILITIES			◉	◉							⊛	
CULTURAL USES											⊛	
MARINE RELATED USES											⊛	
INFORMATION TECHNOLOGY AND RESEARCH USES												◉
2024 Floodway Overlay Uses and Abutting Uses (RC-Apr29/25;E-May26/25)									⊛			
2024 Flood Fringe Overlay Uses and Abutting Uses (RC-Apr29/25;E-May26/25)									⊛			

[1] Dwelling units in conjunction with Commercial Uses subject to the Mainstreet Commercial Zone requirements
[2] Office Uses permitted in the General Business District Zone shall be permitted by Development Agreement
[3] In areas zoned Heavy Industrial

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[4] In areas zoned Heavy Industrial
[5] Daycare Facilities to a maximum of 14 children
[6] Pubs and Lounges only, Cabarets are excluded
[7] Pursuant to Policies S-7A and S-7B Council may consider permitting shared housing with special care uses at larger scale than would be permitted in the underlying zone by development agreement in all designations

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Appendix C: List of Private Streets which are to be Acquired by the Town

- Cadogan Street (from intersection at Second Street to its western limit)
- Borden Street
- Fort Sackville Road (from Camden Street to Perth Street)
- Frederick Street
- Locke Lane
- Main Street Extension
- Pine Drive
- Spring Street Extension
- Smith's Road
- Wyatt Road

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Appendix D: Examples of "Mainstreet Commercial" Concept

APPENDIX D

EXAMPLES OF "MAINSTREET COMMERCIAL" CONCEPT

Small scale pedestrian oriented uses. Buildings situated close to the front property line. Two stories in height from street level. Reduced or zero side yards. Commercial uses located at street level; mixed commercial/residential buildings permitted. Emphasis on architectural details. Wooden exterior cladding. Compatible signage. No front yard parking.

Bedford MPS

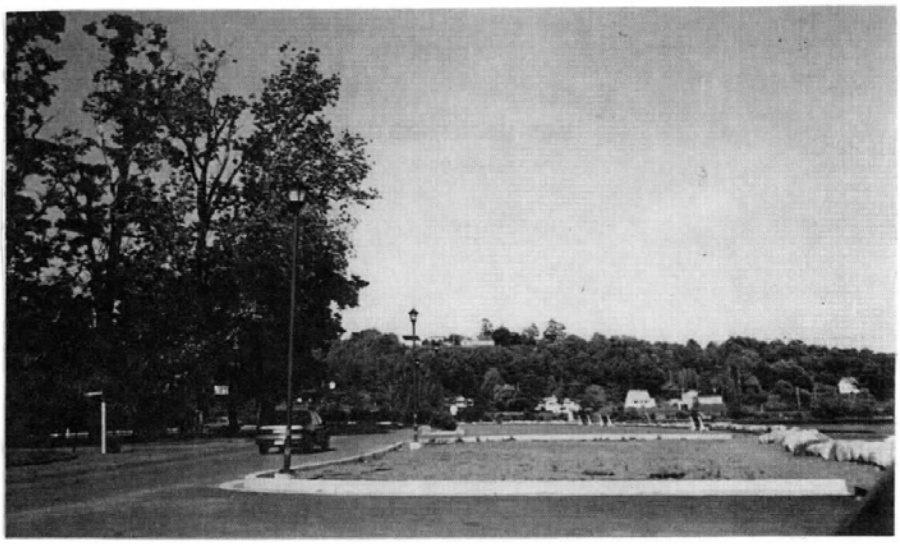
Small scale pedestrian oriented uses. Buildings situated close to the front property line. Two stories in height from street level. Reduced or zero side yards. Commercial uses located at street level; mixed commercial/residential buildings permitted. Emphasis on architectural details. Wooden exterior cladding. Adaptive re-use of existing buildings and construction of new buildings.

Compatible signage. No front yard parking.

Bedford MPS

Restoration and adaptive re-use of properties and existing residential buildings. Maintenance of building's residential character. Parking located in side or rear yards.

Provision of public and/or communal parking spaces in central locations.



MUNICIPAL PLANNING STRATEGY
AMENDMENTS - BEDFORD

Amendment Number	Policies/Maps	Subject	Council Adoption	Effective Date
1	Residential, Policy R-6 (amended)	700 Kearney Lake Road (Case No. 00261)	RC - April 24, 2001	E - May 25, 2001
2	Policy R-29 & Policy R-30 (added); Residential	25, 27 and 35 Dartmouth Road (Case No. 00331)	RC - January 15, 2002	E - February 2, 2002
3	Infrastructure Charges	Project 00083 - Infrastructure Charges	RC - May 7, 2002	E - June 29, 2002
4	Amendments to include Capital Cost Contributions - add "Infrastructure Charges" after Policy SW-11; add Subsection (10) to Policy Z-3.	Project No. 00423	RC - July 2, 2002	E - August 17, 2002
5	Amendments to include Bedford South Secondary Planning Strategy (inserted between "Institutional" and "Parks and Recreation"); and delete Policies R-2A and R-3 under the Residential Subsection.	Project No. 00086	RC - July 9, 2002	E - August 31, 2002
6	Amendment to the GFLUM; rezone 14 Doyle St., Bedford, to RSU Zone.	Case No. 00471	RC - August 20, 2002	E - September 28, 2002
7	Amendments to include C&D Waste; add after Policy E-46 "C&D Waste Management Strategy".	Project No. 00082	RC - September 10, 2002	E - November 9, 2002
8	Amendment to GFLUM by designating Lot AB-High St, Bedford, R; where the GFLUM identifies street right-of-way, railway right-of-way or electrical transmission line right-of-way the GFLUM of the abutting properties shall extend to the centerline of such right(s)-of-way; and, designating the CN Rail Station (PID 40918971) MC.	Case No. 00490	RC - December 10, 2002	E - January 18, 2003
9	Amended to include Policy E-17(a) (Infilled water lots along Shore Drive); added **"Institutional Zones"** to Policy E-8; and amended GLUM (1:20 and 1:100 Floodway of the Sackville River).	Case No. 00511	RC - March 18, 2003	E - May 10, 2003

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10	Amended respecting the Mainstreet Commercial (CMC) Zone (Policy C-21 and C-21(a)).	Case No. 00414	RC - July 8, 2003	E - August 16, 2003
11	Insert Interim Growth Management section following the Infrastructure Charge section.	Project No. 00664	RC - April 13, 2004	E - April 22, 2004
12	The Generalized Future Land Use Map was amended by re-designating 196 Rocky Lake Rd (PID #40293052) from I (Institutional) to IND (Industrial) - Map 1.	Case No. 00712	RC - April 12, 2005	E - May 28, 2005
13	Policy RN-3; Schedule 1 (Community Concept Plan)	Case No. 00738	RC - July 5, 2005	E - August 9, 2005
14	The GLUM was amended by redesignating a portion of PID#40698359 from ITR Zone to RR.	Case No. 00832	RC - May 30, 2006	E - July 8, 2006
15	Amend GFLUM; add the Bedford West Secondary Planning Strategy; add Policy Z-25.	Case No. 00382	RC - June 20, 2006	E - July 29, 2006
16	Delete the section on Interim Growth Management and Map 5.	Regional Plan	RC - June 27, 2006	E - August 26, 2006
17	Add to Commercial section: b) General Business Commercial and Policy C-4(a); Amend GFLUM to designate PID #00430090 from Residential to Commercial.	Case No. 00723	RC - August 8, 2006	E - September 9, 2006
18	Replace Policy C-34; Add preamble for Temporary Signage.	Case No. 00327	RC - September 26, 2006	E - November 18, 2006
19	Add pre-amble and Policy R-31(Crestview CCDD); Delete Policy C-15; Amend the GFLUM (PID#'s 00430298, 40787137, 40628901, 00430306, 00430363, 40741480).	Case No. 00690	RC - March 6, 2006	E - April 7, 2007
20	Add Policy RN-3A and RN-3B; Amend Schedules I, II, III, and IV and Schedule A.	Case No. 00762	RC - March 4, 2008	E - April 19, 2008
21	Amend Policy BW-24; and Add Policy BW-32A (to allow single unit dwellings on smaller lots).	Case No. 01048	RC - July 8, 2008	E - August 9, 2008
22	Amend Policy R-27 and add Policy R-27A and R-27B (flag	Case No. 00790	RC - January 13, 2009	E - February 28, 2009

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	lots)			
23	Replaced Schedule BW-4 of the Bedford West SPS re: Bedford West Charge Area	Case No. 01148	RC - June 2, 2009	E - June 27, 2009
24	Added Policy BW-16A, BW-38A, BW-39A, BW-39B, BW-39C; Amended Policy BW-39 by replacing the words **"BW-33, except that clause (a) shall not apply"** with **BW-38A**	Case Nos. 16104/16106	RC – March 15, 2011	E – May 28, 2011
25	Added Policy BW-41A	Case No. 16643	RC – March 15, 2011	E – May 28, 2011
26	Amended Policy BW-32A; BW-36; Added Policy BW-34A.	Case No. 18423	RC – May 20, 2014	E – June 14, 2014
27	Added Policy BW-40A in the Bedford West SPS; Policy GC-2 in the Bedford South SPS; Schedules V and BW-8 – Larry Uteck Interchange Node	Case 18514	RC – November 18, 2014	E – January 10, 2015
28	**Amend** Commercial section: d); Policy C-3; Policy C-6; Policy I-2 to include service station within the ILI zone.	Case 20211	RC – September 5, 2017	E – October 21, 2017
29	**Amend** GFLUM to redesignate 65 & 79 Shore Dr. and PID 40018079 from Commercial to Residential	Case 20976	RC – June 19, 2018	E- August 11, 2018
30	**Add** Policy R-8A, C-6A, & Z-4A; **Amend** Policy R-5, CCDD under Commercial Section, Policy C-3, & Policy C-6.	Case 17272 (Cushing Hill)	RC – December 10, 2019	E – February 15, 2020
31	**Added:** Policy R-32: 16 Rutledge Street to be rezoned	Case 22726	RC – July 20th, 2021	E - October 09, 2021
32	**Amend:** GFLUM to re-designate the portion of 18 Scotia Drive designated Institutional to Residential	Case 21996	RC – August 31st, 2021	E – October 25, 2021
33	**Added:** Policy BW35A; Policy 41 A(A); Schedule BW5 and 7(A)	Case 20401	RC – 14 December 2021	E – February 12, 2022
34	**Amend:** Residential Section, subsection Residential Comprehensive Development Districts; Policy R-4; Policy R-5; Policy R-7; Policy R-9; Commercial Section, Policy C-7; Policy C-20; Waterfront Development Section, Policy WF-22; the institutional Section, special care facilities subsection; Policy S-2; S-6; S-7; Appendix B Table IIIA **Adding:** Policy R-19B; Policy S-7A and S-7B; Policy Z-26 **Deleting:** Policy R-19A;	Case RP16-16 (Shared Housing)	RC-August 9, 2022	E – September 15, 2022

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35	**Amend:** Residential Section, Policy R-5	Case 24528 (Shared Housing Housekeeping Amendments)	RC – August 22, 2023	E – September 28, 2023
36	**Amend:** Community Participation Objective **Repealed:** Community Participation Objective, Policy CP-9; Implementation Policies, Policy Z-17	Case 2023-002 (Public Participation)	RC – June 20, 2023	E – October 13, 2023
37	**Amend:** Policy RN-3A, Policy RN-3B, Policy EP-4 **Add:** Policy RN-3AA	Case 21946-A	RC – September 26, 2023	E – October 20, 2023
38	**Amend:** Sub-Area 1; Policy BW-22, Sub-Area 10; Policy BW-41, Policy BW-42; Policy Z-3 **Added:** Bedford West Sub-Areas 1 and 12; Schedules BW-9 and BW-10	Case 23307	Minister for Municipal Affairs and Housing for the Province of Nova Scotia – November 21, 2023 – Special Plan Area	E – December 19, 2023
39	**Amend:** Policy BW-41A(A); Schedule BW-7A (remove PID 00289215 from the Sub Area 10 and remove PID 00289207 from Sub Area 10B and include it in Sub Area 10C of Sub Area 10	Case 2023-00370 (Bedford West Sub-Area 10)	Minister of Municipal Affairs and Housing – November 21, 2023	E – December 20, 2023
40	**Add:** Housing Accelerator Fund and Policy R-33	MINORREV 2023-01065 (Housing Accelerator Fund (HAF))	RC – May 23, 2024	E – June 13, 2024
41	**Add:** Policy CCI-3 & CCI-3A – Shannex Lifestyle Community Development	PLANAPP 2023-00349	RC – October 1, 2024	E – October 28, 2024
42	**Add:** Introduction 2nd paragraph **Amend:** Map 1, 2, 3, 4 and Schedules I, II, III, IV, V, and Schedules BW-1, 2, 3, 4, 5, 6, 7A and 8	MINORREV 2024-01198	RC – March 18, 2025	E – April 23, 2025
43	**Amend:** Environment section: Floodplain Protection, Appendix B**,** GFLUM **Deleting**: Policy E-9, E-10, E-11, E-12 **Add:** Policy E-12A, E-12B, E-12C, E-12D, E-12E, E-12F, E-12G, E-12H, E-12I, E-12J, E-12K, E-12L, E-12M, E-12, N, E-12O, Schedule B2-2 (Map 1A)	Case 21402 - Update to the Development Controls along the Sackville and Little Sackville River Floodplains	RC – April 29, 2025	E – May 26,2025

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