

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 15.1.6
Halifax Regional Council
November 26, 2019

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY:

Original Signed by 

Jacques Dubé, Chief Administrative Officer

DATE: October 21, 2019

SUBJECT: **Case 21996: Municipal Planning Strategy amendments for 18 Scotia Drive, Bedford**

ORIGIN

Request from HRM Corporate Real Estate

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter (HRM Charter), Part VIII, Planning & Development

RECOMMENDATION

It is recommended that Regional Council direct the Chief Administrative Officer to:

1. Initiate a process to consider amendments to the Municipal Planning Strategy for Bedford and the Land Use By-law for Bedford as necessary to develop a portion of 18 Scotia Drive for residential purposes, in a manner consistent with the policy direction outlined within the Discussion section of this report; and
2. Request staff to follow the public participation program as adopted by Council in February 1997.

BACKGROUND

HRM Corporate Real Estate has requested to re-designate and re-zone a large portion of 18 Scotia Drive, Bedford so the site can be developed for residential purposes. This proposal cannot be considered under existing MPS policies and as such, HRM Corporate Real Estate is requesting amendments to the Municipal Planning Strategy and Land Use By-law for Bedford to permit low-density residential uses on the subject site.

The subject site was home to the Sunnyside Elementary School (Waverley Road Site) from 1952 to 2012 before the school was closed by the Halifax Regional School Board. The subject site was conveyed to HRM in 2014. After obtaining the subject site, HRM undertook a thorough assessment and determined that it held no current or future municipal value (See Attachment A). On September 9, 2014, Regional Council declared the subject site as surplus, in accordance with Administrative Order 50, which guides the disposal of surplus real property. Subsequently in 2015, Regional Council asked that the property be re-assessed to determine if a portion of the subject site should be retained as open space. On February 16, 2016, Regional Council passed the following motion:

That Halifax Regional Council:

- 1. Retain approximately 8,500 square feet of land at the southern end of the former Waverley School property PID# 00428961 for a future pocket park;*
- 2. Retain approximately 51,000 square feet of PID# 00428961 across Highway 1, the Bedford By-pass, as a portion of the Bedford Educational Centre soccer field; and*
- 3. Declare the balance of PID# 00428961 as surplus in accordance with Regional Council's motion of September 9, 2014.*

The school was demolished by HRM in 2017.

| | |
|---|---|
| Subject Site | 18 Scotia Drive (PID 00428961) |
| Location | North of Rocky Lake Drive, west of the Bedford Bypass |
| Regional Plan Designation | Urban Settlement |
| Community Plan Designation (Map 1) | Institutional |
| Zoning (Map 2) | Institutional (SI) Zone |
| Size of Site | Approximately 1.19 hectares (2.94 acres), though 0.08 hectares (0.2 acres) are reserved for a future pocket park |
| Street Frontage | Approximately 226 metres (741.5 feet) |
| Current Land Use(s) | Former school site, currently vacant |
| Surrounding Use(s) | The surrounding area is comprised of residential, institutional, and open space uses: <ul style="list-style-type: none">• North: Nicholas Meaghers Park (Park (P) Zone);• East: Bedford Bypass, Former Bedford Junior High School (SI Zone), and low-density dwellings (Residential Two Unit Dwelling (RTU) Zone);• South: Low-density dwellings (Residential Single Dwelling Unit (RSU) Zone); and• West: Low-density dwellings (RTU Zone). |

Surrounding Context

18 Scotia Drive is an irregularly shaped lot that has frontage on Scotia Drive and the Bedford Bypass. The subject site is located north of Rocky Lake Drive and west of the Bedford Bypass, in a neighbourhood defined by low-density residential uses (i.e., one-and-two-unit dwellings). There are, however, some exceptions to this residential character; the subject site abuts Nicholas Meaghers Park to the north and is separated from the former Bedford Junior High School to the east by the Bedford Bypass. Extending outward, the larger surrounding area also includes additional open spaces and several commercial and institutional uses.

Proposal Details

HRM Corporate Real Estate's desire is to re-designate the subject lot from the Institutional Designation to the Residential Designation and re-zone the subject site from the SI Zone to the Residential Two Dwelling Unit (RTU) Zone. If approved, HRM Corporate Real Estate will attempt to sell the subject site to a private developer (at market value) who could subsequently extend Scotia Drive, subdivide lots, and develop one and/or two-unit dwellings.

HRM Development Engineering staff have advised that the subject site is large enough to consider a future street expansion, independent of a potential zoning or policy change.

MPS and LUB Context

The Regional Municipal Planning Strategy (RMPS) states that the subject site is located within the Urban Settlement Designation. This designation encompasses areas where HRM has approved serviced development and undeveloped lands that are intended to be considered for serviced development during the RMPS' lifespan. The RMPS contains several objectives that direct housing and settlement in HRM, including the following: a minimum of 75% of new housing should be developed in the Regional Centre and urban communities; focus new growth in centres where supporting services and infrastructure are already available; and design communities that protect neighbourhood stability and support neighbourhood revitalization.

The subject site is designated Institutional as per the Bedford Municipal Planning Strategy (MPS). This designation is intended to promote the development of adequate institutional uses to meet the needs of residents and is only applied to lots containing institutional uses. There is no enabling policy to consider an MPS / LUB amendment of this nature. The subject site is located in the SI Zone, which permits a variety of institutional uses, such as schools, churches, libraries, and special care facilities. As such, low-density residential uses are not permitted as-of-right.

DISCUSSION

The MPS is a strategic policy document that sets out the goals, objectives and direction for long term growth and development in the Municipality. While the MPS provides broad direction, Regional Council may consider MPS amendment requests to enable proposed development that is inconsistent with its policies. Amendments to an MPS are significant undertakings and Council is under no obligation to consider such requests. Amendments should be only considered within the broader planning context and when there is reason to believe that there has been a change to the circumstances since the MPS was adopted, or last reviewed.

Submitted Rationale

HRM Corporate Real Estate has provided the following rationale in support of the proposed amendment(s):

- Subject site is designated Urban Settlement, as per the RMPS;
- Current MPS policy is no longer appropriate because the surrounding context has changed:
 - Sunnyside Elementary School was closed by the former Halifax Regional School Board;
 - Subject site was conveyed to HRM; and
 - Regional Council declared the subject site (excluding the southern portion, which has been reserved for open space purposes) as surplus, meaning that it no longer has municipal interest;
- Institutional Designation and SI Zone typically support uses of a municipal nature and limit the subject site's future use / redevelopment potential;
- Permitted uses in the SI Zone are unlikely to be developed on the subject site, as Bedford's recent growth has clustered in Bedford South and Bedford West;
- Surrounding designations are largely Residential;
- Subject site will have a more positive impact on neighbouring lands if its redevelopment is similar to adjacent uses (i.e., low-density residential); and

- Proposed redevelopment could include a pedestrian connection to Nicholas Meaghers Park.

Attachment A contains HRM Corporate Real Estate's request letter / rationale.

Review

Staff have reviewed the submitted rationale in the context of site circumstances and surrounding land uses and staff advise there is merit to consider the request for several reasons.

The unique circumstances of the site have changed since the Institutional Designation and SI Zone were applied to the subject site. The school no longer exists and, in accordance with MPS Policy S-1 and S-3 (see Attachment B), the school's existence was the impetus for the current designation / zone.

The subject site's surrounding area is predominately characterized by the Residential Designation (see Map 1), low-density residential zones (see Map 2), and one-and-two-unit dwellings. As such, the introduction of low-density residential uses on the subject site would mirror dwellings in the established neighbourhood and produce no land use conflicts. The requested amendment would also be generally consistent with the RMPS' objectives for residential areas; if approved, the subject site would utilize existing services, facilitate neighbourhood stability and support context-sensitive neighbourhood revitalization.

Staff note that the requested amendment is largely a technical exercise rather than a significant MPS alteration. MPS Policy S-3 states that no lands will be pre-zoned for institutional uses; however, due to Regional Council's decision to declare the subject site surplus and demolish the school, the site is effectively pre-zoned for institutional uses. Thus, the subject site is inconsistent with Policy S-3. This issue is heightened by the Institutional Designation's rigidity, in terms of redevelopment alternatives. The MPS contains enabling policy that permits a rezoning to the Utility (SU) Zone, but HRM has no use for public utilities at this location. The MPS lacks policy that allows an alternate zoning change on the subject site, or provides guidance regarding institutionally designated lands that become vacant.

Further, MPS Policy S-3 states that Council will permit new institutional uses on any land use designation, except comprehensive development district designations, through the zoning amendment process; Policy R-4 reaffirms that new institutional uses may be permitted by rezoning in the Residential Designation. This means that any school developed following the adoption of the MPS would have maintained its base designation (i.e., Residential, Commercial, Industrial, etc.) and thus, would be afforded viable redevelopment options following the school's discontinuation. The subject site lacks this flexibility.

In light of Regional Council's 2016 direction (to declare most of the subject site as surplus), staff advise that the amendment request should be explored further. A full review would consider the following:

- The scope and appropriateness of different planning tools, such as zoning, development agreements or site plan approvals;
- The feedback received through community engagement initiatives; and
- The feedback received from other HRM departments and teams.

Conclusion

Staff have reviewed the proposed MPS amendment and advise that there is merit to consider the request. The circumstances surrounding the site have changed in recent years, long after the existing designation and zones were applied to the subject site.

Further, staff note that the subject request is: largely technical in nature and would not alter the overall intent of the MPS; is largely compatible with established residential uses; and is generally consistent with the RMPS. Therefore, staff recommend that Regional Council initiate the MPS amendment process.

COMMUNITY ENGAGEMENT

Should Regional Council choose to initiate the MPS amendment process, the HRM Charter requires that Regional Council approve a public participation program. In February of 1997, Regional Council approved a public participation resolution which outlines the process to be undertaken for proposed MPS amendments which are considered to be local in nature. This requires a public meeting to be held, at a minimum, and any other measures deemed necessary to obtain public opinion.

The proposed level of community engagement is consultation, achieved through a public information meeting early in the review process, as well as a public hearing, before Regional Council can consider approval of any amendments.

Amendments to the Bedford MPS will potentially impact the following stakeholders: residents; and local property and business owners.

FINANCIAL IMPLICATIONS

The HRM costs associated with processing this planning application can be accommodated within the approved 2019-2020 operating budget for C320 Regional Policy Program.

RISK CONSIDERATION

There are no significant risks associated with the recommendations contained within this report. This application involves proposed MPS amendments. Such amendments are at the discretion of Regional Council and are not subject to appeal to the N.S. Utility and Review Board. Information concerning risks and other implications of adopting the proposed amendments are contained within the Discussion section of this report.

ENVIRONMENTAL IMPLICATIONS

No environmental implications are identified at this time.

ALTERNATIVES

1. Regional Council may choose to initiate the consideration of potential policy that would differ from those outlined in this report. This may require a supplementary report from staff.
2. Regional Council may choose not to initiate the MPS amendment process. A decision of Council not to initiate a process to consider amending the Bedford Municipal Planning Strategy is not appealable to the NS Utility and Review Board as per Section 262 of the HRM Charter.

ATTACHMENTS

Map 1: Generalized Future Land Use
Map 2: Zoning

Attachment A: HRM Corporate Real Estate's Request Letter / Rationale
Attachment B: Excerpt from the Municipal Planning Strategy for Bedford (MPS)

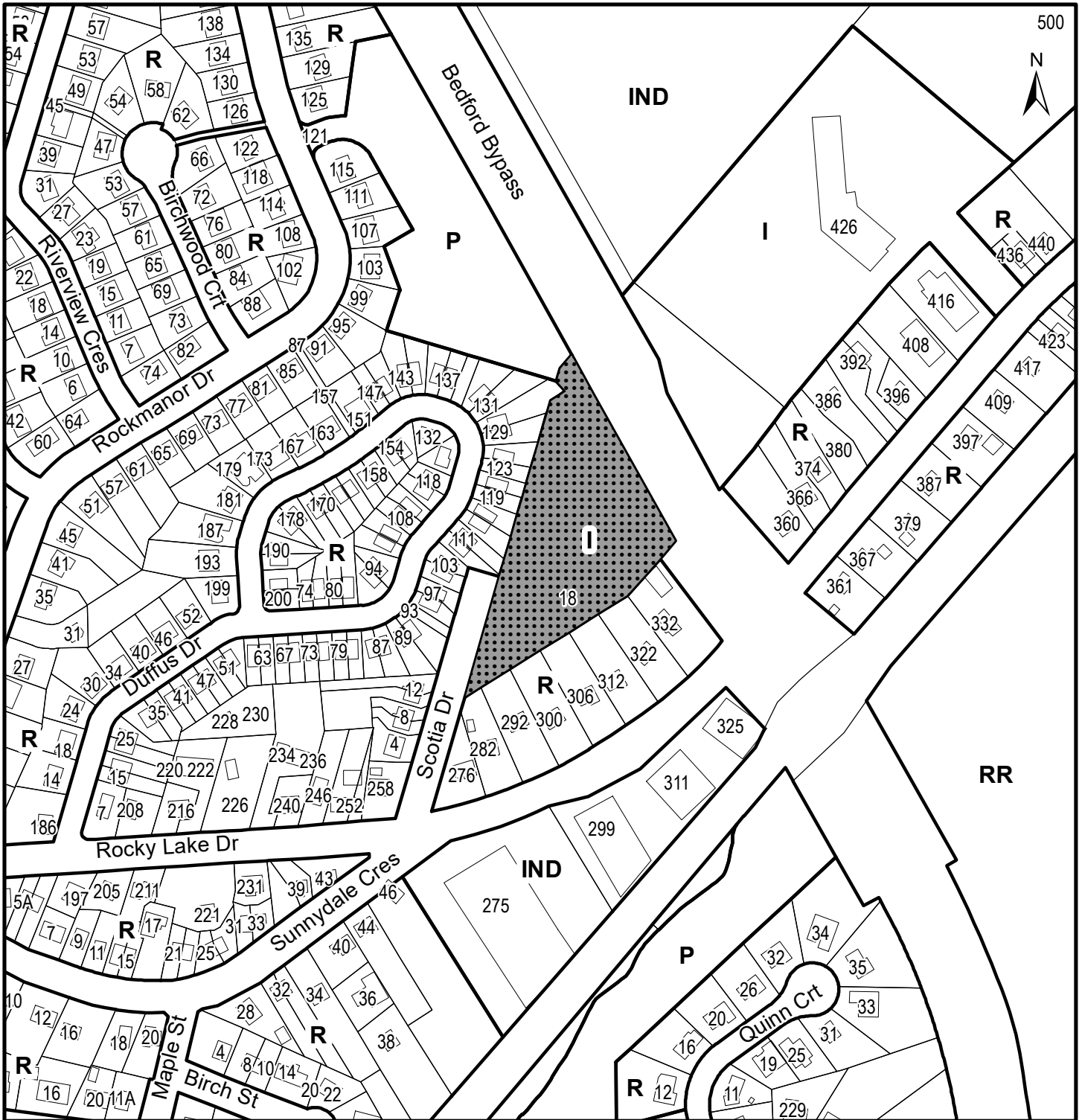
A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Jesse Morton, Planner II, 902.490.4844

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Map 1 - Generalized Future Land Use

18 Scotia Drive,
Bedford

 Subject Property

Bedford
Plan Area

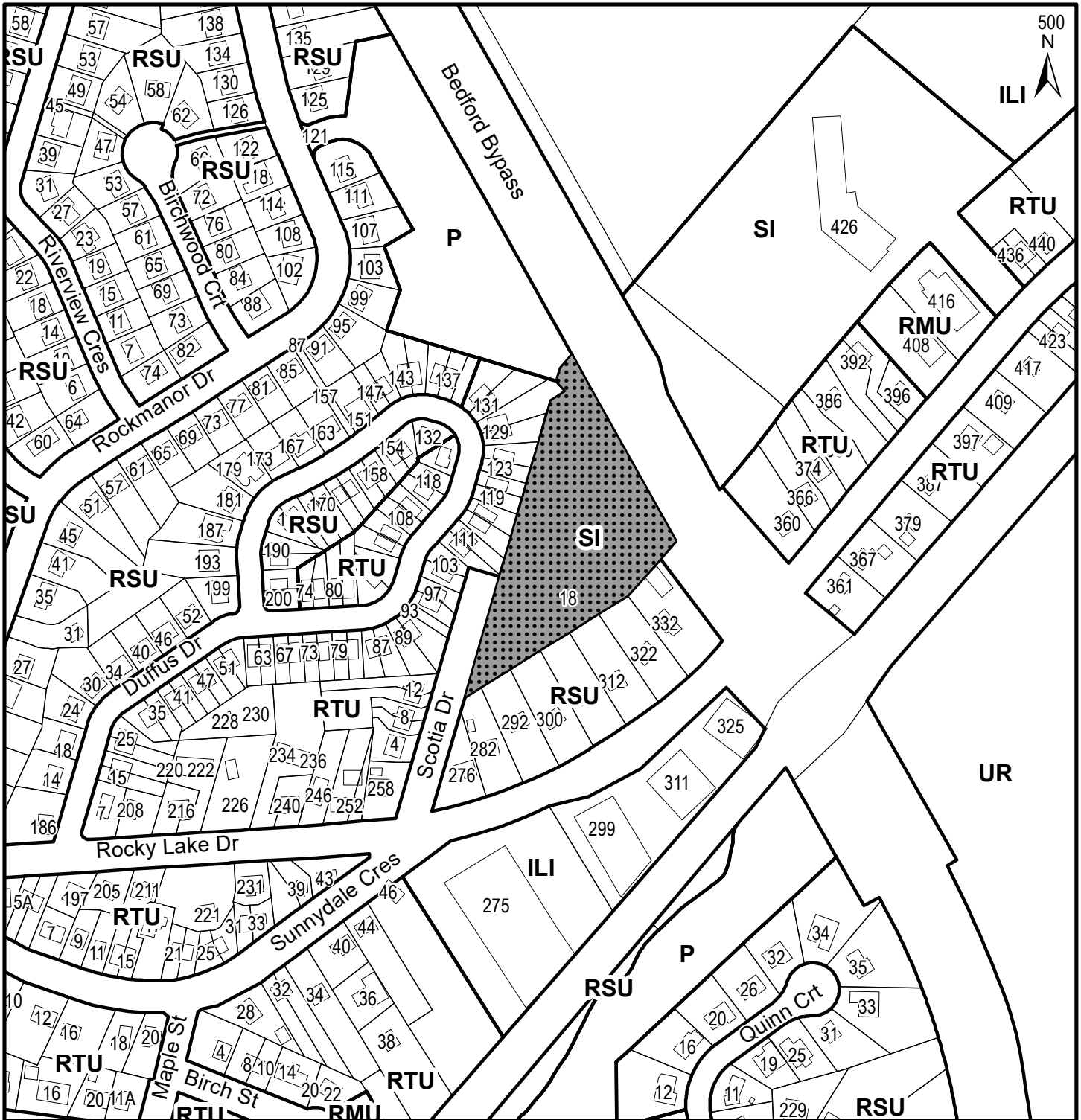
Designation

- I Institutional
- IND Industrial
- P Park and Recreation
- R Residential
- RR Residential Reserve



This map is an unofficial reproduction of a portion of the Generalized Future Land Use Map for the plan area indicated.

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



Map 2 - Zoning

18 Scotia Drive,
Bedford

HALIFAX

 Subject Property

- Zone**
- ILI Light Industrial
 - P Park
 - RMU Multiple Dwelling Unit
 - RSU Single Dwelling Unit
 - RTU Two Dwelling Unit
 - SI Institutional
 - UR Urban Reserve



This map is an unofficial reproduction of a portion of the Zoning Map for the plan area indicated.

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

Attachment A: HRM Corporate Real Estate's Request Letter / Rationale

SUMMARY

PID: 00428961
Civic 18 Scotia Drive, Bedford
Existing Use: Vacant 2.9 acre lot
Former use: Sunnyside Elementary School (Waverley Road Site)
Regional MPS Designation: US - Urban Settlement
Secondary MPS Designation: I - Institutional (Bedford)
Existing Zone: SI - Institutional
Surplus Status: Surplus except 8500 square foot park area
Proposed Secondary MPS Designation: R - Residential
Proposed Zone: RTU - Residential Two Dwelling Unit

INTRODUCTION

This application is for the Secondary Municipal Planning Strategy (SMPS) amendment and rezoning of 18 Scotia Drive, Bedford, PID 00428961 to allow low density residential uses. The site is designated Institutional and zoned Institutional. The Regional Municipal Planning Strategy designates this site Urban Settlement.

HRM is the owner of 18 Scotia Drive, Bedford, PID 00428961. An approximately 2.9 acre, irregularly shaped lot which has frontage on Scotia Drive and backs onto the Bedford Bypass. The property is the former site of the Sunnyside Elementary School (Waverley Road Site).



Sunnyside Elementary School (Waverley Road Site) was constructed in 1952. As a result of school district boundary alteration and reassignment of students to a underutilized school (Basinview Elementary), the school was closed by the former Halifax Regional School Board in 2012 and conveyed to HRM in 2014.

The property was reviewed by multiple staff committees, representing Parks and Recreation, Halifax Public Libraries, Transportation and Public Works, Planning and Development and also included a review by senior staff. The conclusion that there is no current or anticipated future municipal use of the property led to a request to Regional Council to declare the site surplus to municipal needs. The site was declared surplus by Regional Council in July 2014 (Attachment 'A') and the building was demolished in the summer of 2017 due to the deteriorated state of the structure.

Given the previous community use of the property, Regional Council reserved an 8500 square foot parcel for park purposes (Attachment 'A'). A pocket park will be developed in the near future, exact programming to be determined in conjunction with the future development of the former school site.

HRM Corporate Real Estate's (CRE) intent is to complete a market value sale of the property to a private developer for the development of a public street and low density residential dwellings (including single unit dwellings, semi-detached dwellings, duplex and link house dwellings). This application will show that the current Institutional designation and zone are no longer appropriate for this property and its redevelopment is inline with several of Regional Council's objectives, including housing affordability, enabling efficiency of existing services.

PLAN AMENDMENT/REZONING BEING REQUESTED

The site is currently designated US – Urban Settlement in the Regional Municipal Planning Strategy (RMPS). The site is proposed to be marketed and sold to allow a low density residential infill development and the current 'Institutional' 'Secondary MPS designation and 'Institutional' zone prohibit this use. Low density residential use is similar to the uses present on abutting properties, including the neighbouring Oakridge Estates. The site presents a good infill opportunity as municipal services are present at the property line and it is close to the nearby commercial shopping hub of the Bedford Highway and presents access to the arterial road network.

It is proposed the property be re-designated 'R – Residential' and rezoned 'RTU – Residential Two Dwelling Unit' in order to facilitate the redevelopment of this lot.

Staff have performed a high-level review of the site's potential to support a short public street extension and development of RTU zone uses. Parks and Recreation stated that there is a surplus of parks in the immediate area, however a connection to existing abutting parkland would be preferable. Development Engineering has advised that a road extension is possible and Planning and Development have confirmed that parkland dedication will be required for the additional residential lots. This dedication could comprise of land, cash or a combination of both. Given the abutting HRM park, a walkway connection could be established as part of a future subdivision application.

ALIGNMENT OF THE AMENDMENT WITH THE RMPS

The proposed SMPS amendment and rezoning conforms with several RMPS policies.

The subject site is an infill development with a small portion reserved for parkland purposes. The former community use will be retained as a pocket park. Also, HRM owned parkland abuts the rear of this property. The abutting park site is designated as Park in the Bedford MPS and is comprised of a 3.3 acre mostly undeveloped site, containing a basketball court and vegetated area and is known as Nicholas Meaghers Park:



A proposed low density residential neighbourhood could include a walkway connection to enhance pedestrian connections between Scotia Drive and Nicholas Meaghers Park.

Settlement and Housing

This amendment will provide for an infill development of a property within the service boundary. The property will contribute to the RMPS's requirement of 75% of new housing units be within the Regional Centre and Urban Communities.

Existing municipal services in the form of transit, water, wastewater, stormwater, street access and parkland are in the immediate vicinity of this site. It is anticipated that a short street extension to Scotia Drive will be required in order to add 10 to 12 single unit dwellings or up to 24 semi-detached or duplex dwellings.

The existing abutting neighbourhood was developed in the 1990's and is comprised of single unit, link and semi-detached dwellings totaling 102 units. This neighbourhood is in close proximity to numerous commercial services, including offices, banking, medical clinics, shopping, grocery stores, restaurants and shopping malls all provided for on the nearby Bedford Highway. It is anticipated that the subject property will be developed in a similar manner, albeit at a smaller scale.

Residents have a greater range of transportation options for these types of infill developments. Walking, bicycling and transit options for commutes, or for more local commercial destinations are available.

The redevelopment of this site will allow the property to be revitalized and become an active, integrated community. Currently it has limited use and potential.

***RMPS Policy S-1:** The Urban Settlement Designation, shown on the Generalized Future Land Use Map, encompasses those areas where HRM approval for serviced development has been granted and to undeveloped lands to be considered for serviced development over the life of this Plan.*

The site is within the Urban Settlement designation which allows for the serviced redevelopment of land. The proposal for low density residential uses is similar to existing development patterns in the area as well as in the lands directly to the west - Duffus Drive.

An existing pedestrian walkway off Duffus Drive (between civic 91 and 95 Duffus Drive) allows for a connection to Scotia Drive and will allow continued access to the lands as they become developed. This interconnected neighbourhood is in keeping with Policy S-1.

Redevelopment of this infill property allows connections to transit routes and has the potential to create neighbourhood walks and a connection to the existing Nicholas Meagher Park.

***RMPS Policy S-30:** When preparing new secondary planning strategies or amendments to existing secondary planning strategies to allow new developments, means of furthering housing affordability and social inclusion shall be considered including:*

- a) creating opportunities for a mix of housing types within designated growth centres and encouraging growth in locations where transit is or will be available;*
- b) reducing lot frontage, lot size and parking requirements;*
- c) permitting auxiliary dwelling units or secondary suites within single unit dwellings;*
- d) permitting homes for special care of more than three residents of a scale compatible with the surrounding neighbourhood;*
- e) permitting small scale homes for special care as single unit dwellings and eliminating additional requirements beyond use as a dwelling;*

The proposed low density residential use will allow single unit dwellings, duplex, link, and semi-detached dwelling types. This includes any combination of no more than two residential units in one dwelling. This range of housing types allow for a variety of purchasers from various socio-economic groups.

The successful re-designation and rezoning would allow other as-of-right uses which are permitted in the RTU zone including special care facilities for up to 10 residents.

The reuse of the site will allow for added density within the service boundary.

Municipal Water Services, Utilities and Solid Waste

Infill development is the most efficient means of utilizing existing municipal services.

***RMPS Policy SU-2:** HRM shall establish an Urban Service Area under the Regional Subdivision By-law to designate those areas within the Urban Settlement Designation and the Harbour Designation where municipal wastewater collection and water distribution systems are to be provided. The Area shall initially include all lands within existing service boundaries established under secondary planning strategies at the time of adoption of this Plan. Lands within the Urban Service Area shall only be developed with municipal wastewater collection and water distribution systems. Any service boundary established under existing secondary planning strategies shall be replaced by the Urban Service Area boundary in the Regional Subdivision By-law.*

The proposed redevelopment aligns with policy SU-2 as the infill will allow for connection to existing municipal water, wastewater and storm water infrastructure.

ANALYSIS OF THE CHANGES IN CIRCUMSTANCE DEMONSTRATING WHY THE EXISTING SMPS POLICY IS NO LONGER APPROPRIATE

The Sunnyside Elementary School (Waverley Road Site) was closed by the former Halifax Regional School Board and transferred to the municipality. The property was classified as surplus by Regional Council, meaning there are no present or future anticipated municipal uses for the former building or the site itself.

The property was classified as Ordinary which considers properties that are ordinary or routine in nature and which no longer have a municipal interest. No community group has expressed an interest in this property and there has been no interest from other government departments/agencies. The property does not form part of a large economic development due to its location and it is not part of Halifax/Dartmouth Common, parkland dedicated, or held in trust.

The property was deemed surplus to municipal needs by Regional Council, in other words under the umbrella of municipal responsibilities there is no purpose which the property is suited for. The site is zoned SI (Institutional), which includes uses typically of a municipal nature (libraries, fire and police stations, public buildings, post offices, park and opens space uses) and other uses that could be considered for private development (recreation centres, churches, special care facilities, and day care facilities). The reduced scope of potential uses for this site severely limits its potential to be developed in conjunction with the RMPS's vision.

This large area of vacant land within the urban service boundary presents an opportunity for infill development of a residential nature. The site best lends itself to a redevelopment similar to existing abutting uses, namely low density residential uses. Repurposing the property as a low density residential development is an appropriate use for the site.

The Institutional Designation is intended to include schools, churches fire halls, and libraries as permitted uses in the SI zone.

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 rezoned for such uses.

With the surplus status of the school by the former Halifax Regional School Board and subsequent surplus status by Regional Council, the potential for as of right development of this property is significantly diminished.

In recent years growth in the area of the Bedford Municipal Plan has been directed to Bedford South and Bedford West developments. The Scotia Drive area of Bedford has not seen the growth or the need for additional municipal services as other areas of the former town. The types of uses contemplated in the I zone are less likely to be created in the subject property area. Given that reasonable reuse of the lot with the current designation/zone is not anticipated and such lands are not to be rezoned, the rezoning of the lands would be prudent.

The site will present a more positive impact to the neighbouring lands as a redevelopment site similar to adjacent uses.

ASSESSMENT OF THE IMPACT OF THE REQUESTED AMENDMENT ON THE LOCAL COMMUNITY AND BROADER REGION

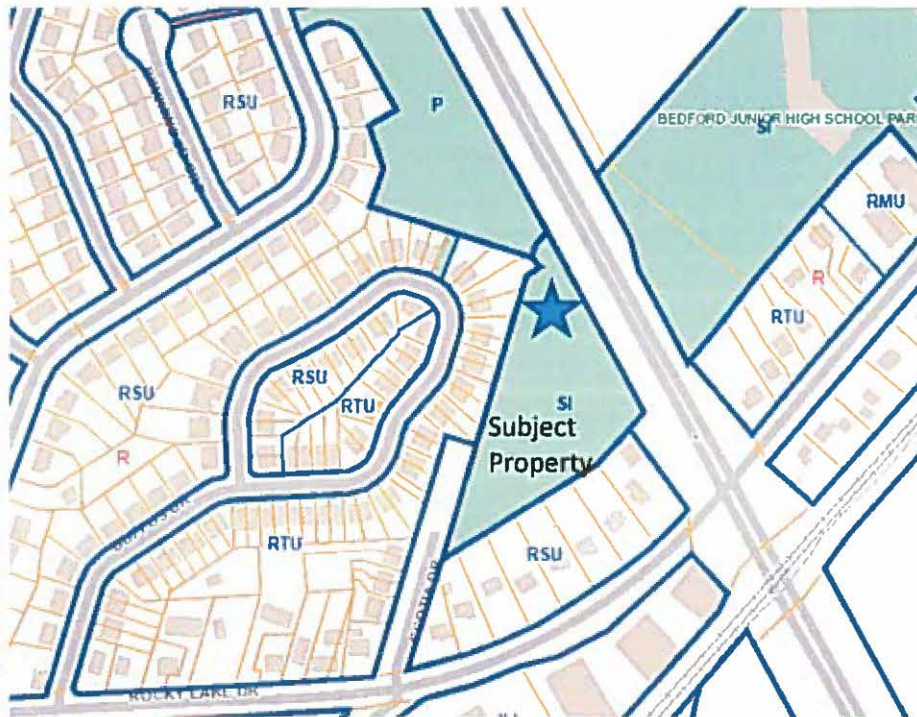
The proposed amendment of the SMPS from Institutional to Residential will allow the now vacant site of a former school to be redeveloped with low density housing. This infill development will allow connectivity to existing street, transit and piped infrastructure, as well as create opportunity for connectivity between neighbourhoods using existing walkway system and the potential creation of a connection to an abutting neighbourhood park.

The amendment and rezoning to RTU will allow a prospective developer the ability to extend the existing Scotia Drive street and create 10 to 12 residential single unit lots, or alternatively, 20-24 semi-detached or duplex dwellings.

The Bedford Municipal Planning Strategy is proposed to be amended as part of this application. The site is currently designated 'Institutional' and zoned 'SI-Institutional'. Areas immediately abutting this property are designated R (Residential) to the south and west. A small portion of HRM owned parkland to the north abuts the subject property and is designated P (Park). The property abuts the Bedford Bypass highway on the east side which provides a natural boundary from the lands farther north which are designated I (institutional) for an existing school.



The abutting properties' zones are in line with the above noted designations – Residential Two Unit (RTU) immediately abutting the subject property with Residential Single Unit (RSU) farther to the west, Park (P) to the north and Institutional (SI) to the east.



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 special care facilities for up to 10 residents. Institutional uses and utilities may be permitted by rezoning. Special care facilities for more than 10 residents may be permitted by development agreement.

When considering the multiple surrounding designations, the abutting residential designation and zoning appears to be the dominant one in terms of proximity and influence on the subject property. In fact, this designation shares most of its boundary with the subject property.

The designation has allowed the creation of the abutting low density residential neighbourhood which is comprised of a mix of residential uses. This neighbourhood allows for affordable housing options as per Policy R-18:

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.

It is proposed that the RTU zone also be applied to the subject property. This will also align with Policy R-18 by allowing a variety of housing types to be constructed. The housing types allows for a multiple configuration of dwellings including for which elderly parents can live independently with their immediate family, and affordable options such as semi-detached or link homes and single unit dwellings.

Given the site abuts an existing neighbourhood, this proposal provides opportunity to transform the existing vacant lot into another thriving community. The property has frontage on an existing public street with municipal water, sewer and storm water services aligning with Policy R-27:

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.

A small street extension will be required to optimize the density of the site. Otherwise the property offers direct access to adjacent municipal parks, walkway connection to abutting residential neighbourhood, sidewalks access to Rocky Lake Drive, access to transit routes and the nearby Bedford Mainstreet District along the Bedford Highway.

URGENCY OF THE REQUEST AND WHY IT CANNOT AWAIT THE NEXT HRM INITIATED PLAN REVIEW

Staff request an immediate initiation of the approvals necessary for this application.

Completing the real estate transaction will allow for acquisition proceeds to be transferred into capital fund reserve for use on other HRM initiatives. The construction of houses will allow a further increase to the residential tax base, in addition to the jobs that will be created as the development progresses.

The development of the pocket park is on hold until the development of the surplus site has been approved. The configuration of the street/sidewalk will impact the park boundaries so it is necessary to defer park development.

HRM will no longer be responsible for maintenance of the property, although there is no specific cost item for this ongoing maintenance, staff have responded to littering and loitering complaints.

Submitted by HRM Corporate Real Estate

Mike Cowper, Senior Real Estate Officer

Attachment 'A' – Halifax Regional Council Minutes and associated Staff Reports:
February 16, 2016, October 6, 2015, September 9, 2014

14.1.7 Surplus Municipal Property at 18 Scotia Drive, Bedford

The following was before Council:

- A staff recommendation report dated January 25, 2016

MOVED by Councillor Outhit, seconded by Councillor Nicoll

THAT Halifax Regional Council

- 1. Retain approximately 8,500 square feet of land at the southern end of the former Waverley School property PID# 00428961 for a future pocket park;**
- 2. Retain approximately 51,000 square feet of PID# 00428961 across Highway 1, the Bedford By-pass, as a portion of the Bedford Educational Centre soccer field; and**
- 3. Declare the balance of PID# 00428961 as surplus in accordance with Regional Council's motion of September 9, 2014.**

MOTION PUT AND PASSED UNANIMOUSLY.

Not present: Councillors Dalrymple and Mosher.

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 14.1.7
Halifax Regional Council
February 16, 2016

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed by 

SUBMITTED BY:

John Traves, Q.C. Acting Chief Administrative Officer

Original Signed by 

Mike Labrecque, Deputy Chief Administrative Officer

DATE: January 25, 2016

SUBJECT: Surplus Municipal Property at 18 Scotia Drive, Bedford

ORIGIN

September 9, 2014 Halifax Regional Council motion:

MOVED by Deputy Mayor Fisher, seconded by Councillor Karsten that Halifax Regional Council:

1. Declare the properties contained in Attachments B, C, D, E and F of this report surplus to municipal purposes and that the properties are declared to be categorized as per Attachment B, C, D, E and F for the purposes of Administrative Order 50, respecting the Disposal of Surplus Real Property, and;

Motion Put and Passed Unanimously.

October 6, 2015 Halifax Regional Council motion:

MOVED by Councillor Outhit seconded by Councillor Johns

That Regional Council direct staff to retain a portion of the property for open space and prepare a report that includes a site plan to articulate the area recommend for retention along with the detailed financial implications. **Motion Put and Passed Unanimously.**

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter:

- Section 61 (1) The Municipality may acquire and own property granted or conveyed to the Municipality either absolutely or in trust for a public or charitable purpose; (3) The property vested in the Municipality, absolutely or in trust, is under the exclusive management and control of the Council, unless an Act of the Legislature provides otherwise; (5) The Municipality may (a) acquire property, including property outside the Municipality, that the Municipality requires for its purposes or for the use of the public; (b) sell property at market value when the property is no longer required for the purposes of the Municipality;

RECOMMENDATION ON PAGE 2

- Section 88 (1) The Council may expend money required by the Municipality for; (k) recreational programs; (x) lands and buildings required for a municipal purpose; (ah) playgrounds, trails, including trails developed, operated or maintained pursuant to an agreement made under clause 82(c), bicycle paths, swimming pools, ice arenas and other recreational facilities;(ai) public grounds, squares, halls, museums, parks, tourist information centres and community centres.

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Retain approximately 8,500 square feet of land at the southern end of the former Waverley School property PID# 00428961 for a future pocket park;
2. Retain approximately 51,000 square feet of PID# 00428961 across Highway 1, the Bedford By-pass, as a portion of the Bedford Educational Centre soccer field; and
3. Declare the balance of PID# 00428961 as surplus in accordance with Regional Council's motion of September 9, 2014.

BACKGROUND

Regional Council declared the former Waverly School at 18 Scotia Drive as surplus on September 9, 2014. At the April 28, 2015 meeting of Regional Council, the area councillor asked that the property be re-examined to determine if a portion of it should be retained as a playground as it had not been clear that the playground behind the school would be sold as part of the surplus school property. Regional Council directed staff to carry out the necessary evaluation. Staff provided an assessment in a Council Report on October 6, 2015. Staff found that the community was adequately provided through two existing parks, Oakmount House Park and Nicolas Meagher Park. Nicolas Meagher Park is only partially developed. That report also pointed out that in assessing the property, a remnant portion of the Waverly School property was found across the highway and contains part of a community soccer field (see Attachment 1). That portion of the site was outlined in the original staff report as not surplus to School Board and Municipal needs. Council agreed that those lands should be retained. This is actioned in recommendation 2 of this report.

Council also directed that a small portion of the school be retained to provide a pocket park for the community and that there be details of the potential impact of the retention of the small park on the sale of the school site. This report provides those details.

DISCUSSION

The map on Attachment 1 indicates the recommended portion of the site to be retained as determined in consultation with the area Councillor. The southern portion of land is currently a parking area for the school and would provide a flat, developable area for a pocket park. The size would allow for minor improvements, such as benches, trees and a small play structure. From the perspective of sale of the remainder of the site, removal of the southern triangle from the surplus property is expected to be able to leave a developable portion of land. However, the developability of the property can only be confirmed through an actual application for subdivision or building permit. Further, with the retention of the land by HRM for a future park, any future subdivision and development of the surplus lands would not likely result in a recommendation to acquire additional parkland. However, a walkway connection into adjacent Nicolas Meagher Park from any future development would be a recommended objective (see Attachment 1). Owing to a short steep hill this would be a tertiary level pedestrian access. Primary access to Nicholas Meagher Park from any future development would be through the existing HRM walkway and connect to the park entrance from Duffus Drive (see Attachment 1).

FINANCIAL IMPLICATIONS

The anticipated financial implications associated with retaining portions of the Waverly School lands for open space are:

- The cost to subdivide the parkland from the original surplus lands is estimated to be \$7,500 plus applicable taxes. Those funds are available under 2015 Approved Capital Budget # CPX01149 Park land Acquisition.
- A Class D order of magnitude cost to improve the south end of the parking area as a pocket park is estimated as \$110,000. This would include site preparation, trees, lawns, street light, play structure and benches. This includes the Councillor's objective of moving one of the existing play pieces to this site. No current capital budgets (2016/17) have been approved for creation of this park and the project would be subject to capital budget allocation through future Capital Budget approval processes.
- It is anticipated that maintenance costs would not be incremental to the costs already associated with the exiting school grounds and carried out by HRM Parks.
- Removal of approximately 8500 sq. feet of lands from the southern portion of surplus property is expected to reduce the market value of the property.
- Removal of the 51,000 sq. feet of lands across Highway 1 associated with the soccer field at Bedford Education Centre will not affect the anticipated market price as this portion of land was not intended to be declared surplus as outlined in the previous Council report.

COMMUNITY ENGAGEMENT

Not applicable

ENVIRONMENTAL IMPLICATIONS

The property has undergone stage one and two environmental reviews and necessary remediation has occurred as part of the school being turned over to the Municipality by the Halifax Regional School Board.

ALTERNATIVES

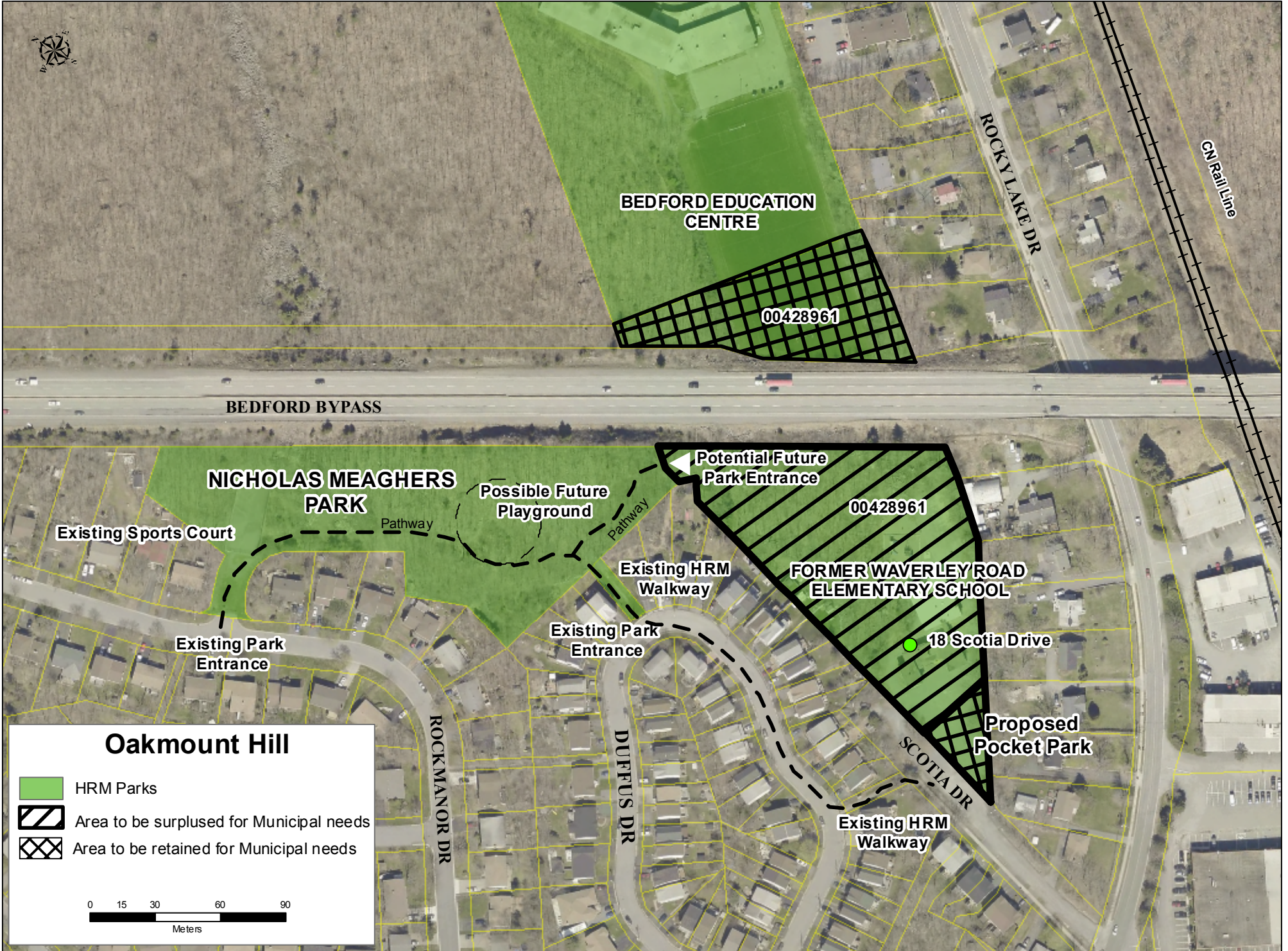
- Alternative 1: Regional Council could choose to not retain the identified lands at the southern end of the former Waverley School property PID# 00428961 for a future pocket park. In that case, it would still be expected that a walkway connection would be negotiated from any future development of the surplus lands to adjacent Nicolas Meagher Park as an access to that park.
- Alternative 2: Regional Council could choose to not retain the identified lands from PID# 00428961 across Highway 1, the Bedford By-pass, as a portion of the Bedford Educational Centre soccer field. These lands were previously indicated as associated with the Bedford Education Centre and not surplus to School Board and Municipal needs.
- Alternative 3: Regional Council could choose to not declare the balance of PID# 00428961 as surplus in accordance with Regional Council's motion of September 9, 2014. The parcel is not required for municipal purposes.

ATTACHMENTS

Attachment 1: Site Plan of Waverly School indicating area to be retained for parkland.

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

Report Prepared by: Peter Bigelow, Manager, Policy & Planning, 902-490-6047



11.1.3 Surplus Municipal Property at 18 Scotia Drive, Bedford

The following was before Council:

- A staff recommendation report dated September 15, 2015

MOVED by Councillor Outhit, seconded by Councillor Craig

THAT Halifax Regional Council continue with the sale of surplus property at 18 Scotia Drive, Bedford (PID# 00428961), as shown on Attachment 2 of the staff report dated September 15, 2015 and as per Regional Council's approval at the July 29, 2014 meeting of Halifax Regional Council in accordance with Administrative Order 50.

Councillor Outhit requested that the motion be defeated, commenting that a portion of the site could be used as a playground, and the remaining portion disposed declared surplus and, he noted that the area is currently under served with respect to recreational space.

MOTION PUT AND DEFEATED UNANIMOUSLY.

Not present: Councillor Fisher

Councillors Adams, Mosher and Craig declared they had intended to vote against the motion and Council agreed to record their votes as such.

MOVED by Councillor Outhit, seconded by Councillor Johns

That Regional Council direct staff to retain a portion of the property for open space and prepare a report that includes a site plan to articulate the area recommended for retention along with the detailed financial implications.

MOTION PUT AND PASSED UNANIMOUSLY.

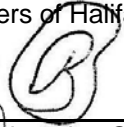
Not present: Councillor Fisher

HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

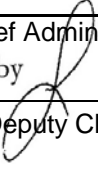
Item No. 11.1.3
Halifax Regional Council
October 6, 2015

TO: Mayor Savage and Members of Halifax Regional Council

Original signed by 

SUBMITTED BY:

Richard Butts, Chief Administrative Officer

Original Signed by 

Mike Labrecque, Deputy Chief Administrative Officer

DATE: September 15, 2015

SUBJECT: Surplus Municipal Property at 18 Scotia Drive, Bedford

ORIGIN

April 28, 2015 Regional Council motion:

MOVED by Councillor Outhit, seconded by Councillor Whitman that Halifax Regional Council request staff to explore any requirements for retention of a portion of the surplus municipal property at 18 Scotia Drive, Bedford, PID# 00428961, for the purposes of public open space which a portion of the property currently provides and prepare a report for Council's consideration.

MOTION PUT AND PASSED UNANIMOUSLY

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, Section 79 (1) The Council may expend money required by the Municipality for: (k) recreational programs; (x) lands and buildings required for a municipal purpose; (ah) playgrounds, trails, including trails developed, operated or maintained pursuant to an agreement made under clause 82(c), bicycle paths, swimming pools, ice arenas and other recreational facilities;(ai) public grounds, squares, halls, museums, parks, tourist information centres and community centres.

RECOMMENDATION

It is recommended that Halifax Regional Council continue with the sale of surplus property at 18 Scotia Drive, Bedford (PID# 00428961), as shown on Attachment 2 of this report and as per Regional Council's approval at the July 29, 2014 meeting of Halifax Regional Council in accordance with Administrative Order 50.

BACKGROUND

The Waverley Road Elementary School Property was closed by the Halifax Regional School Board in 2012 and turned over to the Municipality in 2014. The site is 5 acres and contains a former school building and an elementary school level playground which was provided by the Municipality.

At the July 29, 2014 meeting of Halifax Regional Council, the school property was declared surplus to municipal needs in accordance with Administrative Order 50. It should be noted that the surplus property associated with Waverly Road School indicated in Council's approval refers to the southern portion of the property on the south side of the Bedford By-pass. The portion of the site north of the Bedford By-pass and associated with the Bedford Education Centre is not surplus to School Board and Municipal needs.

At the April 28, 2015 meeting of Regional Council, the area councillor asked that the property be re-examined to determine if a portion of it should be retained as a playground as it had not been clear that the playground behind the school would be sold as part of the surplus school property. Regional Council directed staff to carry out the necessary evaluation.

Community History and Profile

The Oakmount Hill neighbourhood is a well-established residential area of Bedford (See Attachment 1). The Waverley Road Elementary School was built in the 1950s at the time of initial establishment of the neighbourhood with the present day Bedford Education Centre following in 1960. In 1979, the Bedford By-pass truncated future neighbourhood growth to the north and separated the two schools. The neighbourhood is currently defined by the Bedford By-pass, Bedford Highway (Highway 1), Bicentennial Highway and the Canadian National Railway line. It is considered "moderate" on the walkability scale, but is somewhat car dependent for access to services. The neighbourhood consists of approximately 505 homes with a population of just over 1300 persons. While a few infill opportunities still exist, it is considered to be largely built-out. The community primarily consists of detached single family with a few semi-detached units. The population density is considered low with two pockets of medium density housing. Demographically, there are:

- 125 children aged 0 – 14 years
- 100 young adults between 15-19 years
- 842 adults between 20 and 60 years
- 235 adults 60+ years

Existing Public Open Space

There are municipal open space properties within the neighbourhood (See Attachment 1) including:

- Waverley School (5 acres) – Playground and Wooded Area
- Oakmount House Neighbourhood Park (1 acre) – Playground and Wooded Area
- Nicolas Meaghers Park (3.3 acres) – Basketball Court and Wooded Area

In addition, a community field is located at the adjacent Bedford Education Centre and regional sport fields are located at Range Park across the Bedford Highway at the bottom of Oakmount Drive. The Bedford Sackville Connector Greenway Regional Trail serves the neighbourhood and is accessed at Range Park or Bedford Mall.

DISCUSSION

The neighbourhood is currently well served with public open space. While the school was open, the existing playground served the student population with adjacent residents also able to benefit from the use of the playground. Without the school property residents are still well served in terms of proximity to neighbourhood public open space owing to Oakmount House and Nicholas Meaghers parks. Based on spatial analysis, almost all residents are able to access the playground at Oakmount House Park within reasonable walking distances. Generally, the furthest residence is 650 metres away with most persons living well within that distance. Nicolas Meaghers Park is currently not well developed but is of adequate size to accommodate any future park requirements. In addition, the former Waverley school property is at the northern end of the neighbourhood and therefore does not benefit all neighbourhood residents. The

central Oakmount House Park is a more strategic property in terms of access.

Further, the triangular property configuration of the Waverley school property does pose special challenges. The site is located at the end of a cul-de sac with limited exposure to public streets, no significant views, and a relatively low sense of place. Retention of a portion of the site housing the existing playground would require creation of new access to that site. As well, moving the existing playground to the front of the former school property either results in a very small playground or reduces the lands available for redevelopment to only a few odd shaped lots. A better option is to negotiate a park access to Nicolas Meaghers Park if there is any future development located on the property. This is a similar situation to the recent development of semi-detached residences immediately to the west.

Owing to the proximity of other parks within the neighbourhood, proximity to community and regional facilities, demographics and location of the property, retention of all or a portion of the Waverley School Property for open space is not warranted. Opportunities to gain a third access to Nicolas Meaghers Park from any private development of the surplus school site would be explored to improve the access to that park.

FINANCIAL IMPLICATIONS

There are no financial implications associated with staff's recommendation within this report. Any retention of a portion of the school lands would require subdivision of the lands and capital investment to create the park. Retention would also likely impact the potential return on sale of the balance of the property.

COMMUNITY ENGAGEMENT

No community meeting or engagement was held as part of staff's analysis.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with the staff recommendation in this report.

ALTERNATIVES

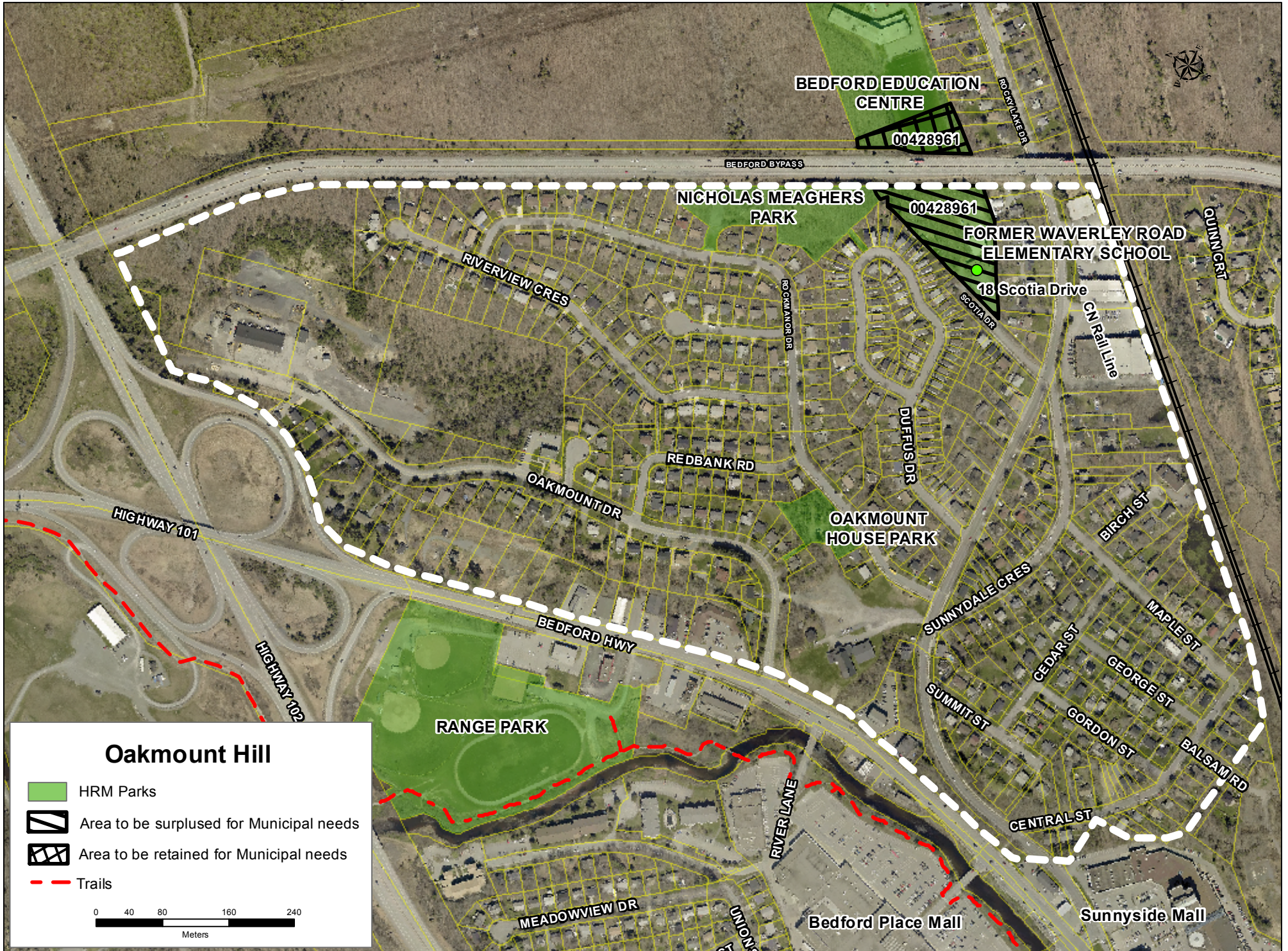
Regional Council could direct staff to retain a portion of the property for open space and prepare a report that includes a site plan to articulate the area recommended for retention along with the detailed financial implications.

ATTACHMENTS

Attachment 1 – Map of Oakmount Hill Neighbourhood
Attachment 2 – Map of Surplus Property 18 Scotia Drive

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.php> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

Report Prepared by: Jan Skora, Coordinator, Parks Planning, Parks and Recreation (902) 490-6783
Peter Bigelow, Manager, Policy and Planning Parks and Recreation (902) 490-6047



8.1 Administrative Order 50 – Disposal of Surplus Real Property

The following was before Council:

- A staff recommendation report dated June 13, 2014
- Correspondence submitted by: Michael McCormack, Ehryn Torrell, Sarah Hollenberg, Miriam Moren, Henrietta Tremblay, Marshall Haywood, Denault Blouin, Emma Fitzgerald, Carey Jernigan, Jody Zinner, Spencer Ramsay, Kirk Thompson, Jesse Mitchell, Barbara Allen, Amanda Griffin, Mary Evans MacLachlan, Russell Louder, Sydney Smith, Carol Johnstone, Caitlin Rooney, Daniel Joyce, Mark King, Raychelle Sierra Marsman, Dr. David Brian Howard, Sarah MacDonald, Caitlin McGuire, Shay Enxuga, Amanda Gaul, Noah Dalton, Mike Keefe, Angela Grace Arsenaault, Sera Senakovicz, Natalie J. Vanderzand, Elizabeth Babych, Erin MacKinnon, Aaron Webster, Naomi MacLean, Savanna Darby, Anthony Casey, Kelly MacNeil, William Robinson, Eva Bryant, Philip Pacey, Shannon Donovan, Freeman A. Dryden, Powell MacDougall, Anthony Clementi, Emma Senft, Pat Saunders, Melissa van Maasyk, Sandra Guinan, Judy Haiven, Martha Cooley, Brenda Gilbert, Margot Metcalfe, Aaron Riswick, Margie Vigneault, Ron Balla, AJ Boutilier, Brian Blee, Andrew Crawford, James MacSwain, Liane Khoury, Robert MacDonald, Erica Butler, Jeffrey Pinhey, Anna Taylor, Gillian Dykeman, Julia Kinsman, Kandis Friesen, Colin MacKenzie, Charles Austin, Stephen Marsh, Matt Charlton, Travis Ellis, Andrew Murdoch, Samuel Mason, Kenda Landry, Dan Reid, Tiffany Naugler, Duncan Cowie, Daniel Ledwell, Matthew Packman, Anne Davison, Kyle Evans, Kelly Armstrong, Dave Gunning, Graham MacDougall, Trevor Murphy, Ryan Delehanty, Andy MacDonald, Mike Greatorex, Kyle Cunjak, Hope Larson, Danika Daley, Sage Kolodziejski, Kate O'Neill, Renee Downs, Ryan McNutt, Chris Kelly, A.C. Butt, Aran McKittrick, Sue Carter Flinn, Panos Giannoulis, Dylan Law, David Cutler, Sylvie Ouellet, Chris Foster, Matt Williams, Erin Howe, Darcie Nelligan, Jon Epworth, Tyler Messick, Jayson Melanson, Daniel Samson, Adam Gunn, Bria Stark, Sarah Cole, Jackson MacIntosh, Brian Schirk, Chad Webber, Jerry Granelli, Tami Publicover, Shirley Brown, Charlene Wilson, Willis Ryan, Ivy Matheson, Katie Bush, Heather Cassils, Alexa Dodge, Jennifer Powley, Ruth Minnikin, Philomena Hughes, Becka Barker, Dereck Thibault, Dana Moore, Karen van Burkleo, Mike Downs, Shaun Anderson, Kathleen Legendre, Scott Niftall, Bruce Stevens, Elizabeth Pacey, Philip Pacey, Rebecca Singer, Judith Cookey, Sian Webley, Sally Raab, Stewart Frank, Tim Fogarty, Kathy Richards, Deborah Clark, Lisa Arbuckle, Sarah Richard, Lauren Oostveen, Kate Matheson, Melanie MacDonald, Heather Burke, Stephanie Muiise, Jenny Gammon, Paul MacKinnon, Melanie Stone, Scott Brown, Dani Miller, Jillian Banfield, Josh Pothier, Ami McKay, Cecil Castellucci, Stephanie Purcell, Solomon Fagan, Sandra Wells, Dan Jardine, Matthew Thauvette, Tressa Haney, Matthew Grimson, Chase Sourland, Alex Turgeon, Dustin Cummings, Kyla Brown, Shannon McKarney, Jenny Fearon, Jessica Nagle, Sarah Lowe, Katie Tower, Kristy Sanders, Pat Doyle, Joshua Herbin, John Thompson, Erin Ferguson, Daniel MacDonald, Joe Sarahan, Jeff Chew, Rebecca A. Jamieson, Thomas Ryan MacMillan, Nora Conboy, Victoria Walsh, Cheryl Lucas, Ian Daye, Paula Fredericks, Katie Belcher, Len Ottesen, Nicole Trask, Michael DeYoung, Dusty Keleher, Kristen Sharpe, Shawn McEwen, Brendan Morley, Cole DeMan, Glen Leck, Colleen MacIsaac, Dave Mitchell, Kate Dyke, Alanna Swinemar, Anna Plaskett, Alyssa Chapeskie, Dave Cullen, Karen Foster, Robert Sinclair, Molly Blackie, Devin McLean, Krista Mary Keough, Sandi Rankaduwa, Jerry O'Hanley, Brennan Wyatt, Brandon DeVries, Dan McDowell, Peter Lund, Veronica Simmonds, James Robertson, Connie Littlefield, Craig Leonard, Eryn Foster, Anne Marie MacAuley, Nora Powell, Jen Bennett, Karen Smith, Chris Dawson, Amanda Fullerton, Andrew Church, Laura Dingwell, Madison Bernard, Christine Mulcahy, Chris Cameron, Kristen Crewe, Joanna Close, Nick MacDonald, Sandy Smith, Caroline Mael, Adrienne Silnicki, Alaska Elisabeth McMillan, Melissa Kinsman, Angie Fenwick Gibb, Emily Vey Duke, Christine Smith, Claire Seringhaus, Angela MacLeod, Graham Read, Janet Morris, Matt Lordly, Robin Spittal, Jon Bishop, Dale Wilson, Tom King, Kate Redding, Fred Richard, and Karen Nieuwland.

MOVED by Deputy Mayor Fisher, seconded by Councillor Karsten that Halifax Regional Council:

- 1. Declare the properties contained in Attachments B, C, D, E and F of the June 13, 2014 staff report surplus to municipal purposes and that the properties are declared to be**

categorized as per Attachment B, C, D, E and F for the purposes of Administrative Order 50, respecting the Disposal of Surplus Real Property, and;

- 2. Approve a change in categorization of the surplus property at 80 Grono Road, show on Attachment G, from Ordinary to Community.**

Mr. Peter Stickings, Manager, Real Estate and Land Management, and Ms. Jane Fraser, Director, Planning and Infrastructure responded to questions.

Councillor Adams referred to Attachment C of the staff report, and asked for Council's consideration of deferring the property at 30 Latter Pond Lane, Herring Cove pending a staff report in regard to funding. He explained that a community centre is attached to the fire hall, and members of the community have expressed a desire to retain the community centre. He noted that there are funds remaining in the account set up for the integration plan of the Harbour Clean up, specifically account number CPX01328 (new parks and playgrounds) which could be utilized. Councillor Adams noted that he would submit this information to the Municipal Clerk.

MOVED by Councillor Adams, seconded by Councillor Walker that the property of 30 Latter Pond Lane, Herring Cove be deferred pending a staff report.

MOTION PUT AND PASSED UNANIMOUSLY.

Not present: Councillor Johns

MOVED by Councillor Mason, seconded by Councillor Watts that 1588 Barrington Street - the Khyber Building- be removed from the disposal of surplus property list pending consideration of the following information:

- 1) A staff report to Halifax Regional Council on facility condition and renovation costs of 1588 Barrington Street**
- 2) A staff report to the Community Planning & Economic Development Standing Committee on the arts incubator pilot established by the Regional Council motion on August 10, 2010.**

Councillor Mason suggested that the issue of disposal of this building was being driven by its condition. He noted that costs to renovate have changed over the past number of years and is now estimated at \$4.6 million but there is no explanation as to how that figure was derived. He added that in 2010 Regional Council approved a plan to establish an arts incubator in Halifax on Barrington Street and at Alderney Landing in Dartmouth but nothing has ever happened with the plan. Councillor Mason expressed concern that this was a commitment Council made to the public and the arts community but it was never acted upon. He advised that he would like this programming aspect to be addressed first and then he would be prepared to consider the renovation costs of the building.

Councillor Whitman noted that the building was purchased by the City of Halifax in 1988 for one dollar. He questioned the City's intent for buying the building and who the City bought it from.

In response, Ms. Fraser advised that it was owned by a private developer and the intention of purchasing it was to prevent the demolition of the building as heritage building, and possibly be involved in the expansion of Neptune Theatre.

Councillor Dalrymple addressed the motion on the floor and advised that he would prefer to see the report come back to Regional Council rather than the Community Planning and Economic Development Standing Committee.

Councillors Mason and Watts were in agreement to a revised motion.

With the agreement of Council the motion now reads:

MOVED by Councillor Mason, seconded by Councillor Watts that 1588 Barrington Street be removed from the disposal of surplus property list pending consideration of the following information:

- 1) A staff report to Halifax Regional Council on facility condition and renovation costs of 1588 Barrington Street**
- 2) A staff report to *Regional Council* on the arts incubator pilot established by the Regional Council motion on August 10, 2010.**

Councillor Karsten spoke in support of the motion and advised that he would like the report to address how the figure of \$4.1 million for deferred recapitalization was derived, i.e. was it from an external document or done in-house; and, if the information came from an external source, that the documentation be provided. In addition, Councillor Karsten asked that staff to consider some creative ideas in the report, which would provide Council with alternatives to consider.

Councillor Outhit advised that the feedback from the public Councillors have been receiving has been a request to slow down the process and look at options for the building, and noted that he supports this idea. Councillor Outhit advised that his understanding of the motion was that Council was asking for a staff report with further details on the estimated cost of deferred recapitalization; and, following receipt of this information, staff would then consider options for the building only if it were declared surplus.

Mayor Savage clarified that with regard to the motion, it is understood that when the report comes back to Council it is to include options for the building.

MOTION PUT AND PASSED UNANIMOUSLY.

Not present: Councillor Johns

Councillor Dalrymple advised that he had an amendment to put forward with regard 808 Highway 277, Dutch Settlement. He explained that this particular property was an old fire station that had environmental issues, and in which the Municipality has already issued a disposal order. He noted that since as it was no longer a building suitable for the community the category should be changed from 'Community' to 'Ordinary'.

MOVED by Councillor Dalrymple, seconded by Councillor Hendsbee that the category of 808 Highway 277, Dutch Settlement PID #40192908 be changed from 'Community' to 'Ordinary'.

MOTION PUT AND PASSED UNANIMOUSLY.

Not present: Councillor Johns

Councillor Mason referenced the property on Webster Terrace and questioned what would happen once the parcel is declared surplus.

In response, Mr. Stickings indicated that staff are familiar with the situation and have had discussion with the adjacent property owner. He added that the property owner has been made aware that the first step in the process is to declare the property surplus, and the second step is to resolve any property interests the abutters owners might have.

Mayor Savage advised that the main motion, as amended was now before Council for a vote. The amended motion before Council reads:

MOVED by Deputy Mayor Fisher, seconded by Councillor Karsten that Halifax Regional Council:

- 1. Declare the properties contained in Attachments B, C, D, E and F of this report surplus to municipal purposes and that the properties are declared to be categorized as per**

Attachment B, C, D, E and F for the purposes of Administrative Order 50, respecting the Disposal of Surplus Real Property, and;

- 2. Approve a change in categorization of the surplus property at 80 Grono Road, PID #40675860 shown on Attachment G, from “Ordinary” to “Community”.**
- 3. Defer the property at 30 Latter Pond Lane, Herring Cove PID#40000069 & 40000051 (Attachment C) pending information back from staff in regard to availability of funding for community purposes in the account # to be provided by Councillor Adams.**
- 4. That 1588 Barrington Street be removed from the disposal of surplus property list pending consideration of the following information:**
 - I. a staff report to Council on facility condition and renovation costs of 1588 Barrington**
 - II. a staff report to Regional Council on the arts incubator pilot established by the Regional Council motion on August 10, 2010.**
- 5. Change the category of 808 Highway 277, Dutch Settlement PID #40192908 (old Fire Hall) from ‘Community’ to ‘Ordinary’.**

MOTION PUT AND PASSED UNANIMOUSLY.

Not present: Councillor Johns

Item No. 8.1

Halifax Regional Council

July 29, 2014

September 9, 2014

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original signed by 
Richard Butts, Chief Administrative Officer

Original Signed by Director
Jane Fraser, Director, Planning and Infrastructure

DATE: June 13, 2014

SUBJECT: Administrative Order 50 – Disposal of Surplus Real Property

ORIGIN

This report originates with the April 9, 2013, Regional Council approval of Administrative Order 50 respecting the Disposal of Surplus Real Property.

LEGISLATIVE AUTHORITY

- The Municipality's powers with regard to real property are under Section 61, 63 and Section 64 of the *HRM Charter*.
- Administrative Order 50

RECOMMENDATION

It is recommended that the Halifax Regional Council:

1. Declare the properties contained in Attachments B, C, D, E and F of this report surplus to municipal purposes and that the properties are declared to be categorized as per Attachment B, C, D, E and F for the purposes of Administrative Order 50, respecting the Disposal of Surplus Real Property, and;
2. Approve a change in categorization of the surplus property at 80 Grono Road, shown on Attachment G, from Ordinary to Community.

BACKGROUND

On April 9, 2013, Council approved Administrative Order 50 for the disposal of surplus real property. Administrative Order 50 provides a regular and comprehensive disposal approach by bringing before Council an inventory of candidate properties for review and decision with respect to: (1) surplus; and (2) category/disposal method. It also recognizes that certain properties may, from time to time, be strategic for the growth of HRM or key for community, and that these properties can be identified early in the process and streamed into the most appropriate property category based on the definitions set out in the policy. The policy requires that, at a minimum of at least once a year, a surplus property report be brought forward to Regional Council.

PROPERTY REVIEW AND DECLARATION OF SURPLUS

The disposition of surplus property under Administrative Order 50 includes the following steps:

1. Staff will facilitate at least one annual review of the Municipality's real property inventory in order to identify potentially surplus properties.
2. All Business Units are solicited to identify any municipal requirements for those properties identified as potentially surplus.
3. Following the Business Unit reviews and identification of the operationally surplus property, staff, using the property category definitions under Administrative Order 50, will categorize the inventory of the properties and list them by category.
4. Surplus properties are categorized as follows:
 - Economic Development;
 - Community Interest;
 - Ordinary;
 - Remnant; and
 - Extraordinary.
5. Local Councillor and Community Councils will be informed of the inventory of the properties and the proposed categories by staff. Property information packages will be distributed to Area Councillor and Community Councils for feedback.
6. Recommendation report to Council containing recommended lists of properties to be declared surplus and the recommended categorization and disposition method. Council may approve the recommendations, may remove any property from any list, and may move any property from one list to another list, and may declare the lists, or any of them, surplus to the Municipality's requirements.
7. Properties recommended for market sale shall be placed on the market under the disposal methods set out in Administrative Order 50. Approval of final conveyances shall be under delegated authority or by approval of Regional Council as required.
8. Properties recommended for community process shall be advertised for non-profit organizations' proposals as set out in Administrative Order 50. Approval of less than market value sales, or leases to non-profit organizations, shall be by Council as per Section 63 of the Charter. If no submissions are received, or none are approved, then Council will direct the market value disposal under the policy.

Steps one through five of the above process have been completed. This report addresses step six and is seeking Council's approval of the report recommendation respecting the lists of properties to be declared surplus, by category as attached to this report.

Council should note that the recommendation at this time does not authorize the conveyance or sale of properties. Approval of final conveyances shall be under delegated authority or by approval of Regional Council as required.

DISCUSSION

The summary of surplus property by category is provided in Table 1 below. The full property listings and detail by property is provided as Attachments to this report.

TABLE 1

| Property Category | Quantity | Area (Sq.ft.) | Assessment |
|----------------------|----------|---------------|--------------|
| Economic Development | 1 | 2,890 | \$1,357,300 |
| Community Interest | 2 | 99,560 | \$87,100 |
| Ordinary | 5 | 669,961 | \$8,387,200 |
| Remnant | 2 | 4,048 | \$9,500 |
| Extraordinary | 8 | 54,522 | \$1,718,600 |
| Totals | 18 | 830,981 | \$11,559,700 |

Note: The above information was compiled using available Provincial assessment data and approximations of areas for the subject parcels. The assessment value is intended to give Council a measure of value, and may not be an accurate reflection of current market value.

6067 Quinpool Road

The property located at 6067 Quinpool Road (The former St. Pat's High School) has also been reviewed through the Administrative Order 50 process and has been identified as surplus to Municipal purposes. This matter is the subject of a separate recommendation report to Regional Council.

FINANCIAL IMPLICATIONS

There are no financial implications noted at this time.

COMMUNITY ENGAGEMENT

This report deals with an administrative matter and, as such, public consultation was not undertaken.

ENVIRONMENTAL IMPLICATIONS

Implications not identified.

ALTERNATIVES

1. Council could elect not to declare the recommended inventory of property, or specific properties, surplus to municipal requirements and remove them from the list.
2. Council could recommend changes to the categorization of specific surplus properties for Council's consideration.

ATTACHMENTS

| | |
|----------------|-----------------------------|
| Attachment "A" | Administrative Order No. 50 |
| Attachment "B" | Economic Development |
| Attachment "C" | Community Properties |
| Attachment "D" | Ordinary Properties |
| Attachment "E" | Remnant Properties |
| Attachment "F" | Extraordinary Properties |
| Attachment "G" | Categorization Change |

If the report is released to the public, a copy can be obtained by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Nathan Hines, Senior Real Estate Officer, Real Estate and Land Management 490-5477
Peter Stickings, Manager, Real Estate and Land Management, 490-7129

Report Approved by: _____
Peter Stickings, Acting Director, Planning and Infrastructure, 490-7166

Report Approved by: _____
John Traves, QC, Director, Legal, Insurance & Risk Management Services 490-4219

Original Signed

**ADMIN. ORDER 50
SURPLUS ORDINARY PROPERTIES**

CATEGORY:ORDINARY



**18 Scotia Drive, Bedford
PID# 00428961**

District: 16
Zone: SI
 (Institutional)
Land Area: 5 acres
Bldg. Area: +/-10,000 ft.²

Disposal Method: Market Listing
Asset Condition: Poor
Operating Costs: Est. \$20,000/yr
Assessed Value: \$596,200

Known As: Former Sunnyside Elementary School
Notes: Former school which has been deemed surplus by HRSB. Property will transfer to HRM following appropriate environmental due diligence. The property is flanking both the North East side and South West side of the Bedford Bypass.

**ATTACHMENT B:
Excerpt from the Municipal Planning Strategy for Bedford (MPS)**

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.

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 special care facilities for up to 10 residents. Institutional uses and utilities may be permitted by rezoning. Special care facilities for more than 10 residents 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
- 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 special care facilities for up to 10 residents will also be permitted in these zones.

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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 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, special care facilities, 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 special care facilities which provide care for 10 persons or less, within all residential zones.

Policy S-7:

It shall be the intention of Town Council to permit hospitals, multi-service centres, correctional centres, and special care institutions for 11 or more residents, to proceed by development agreement subject to the following provisions:

- a) special care facilities and 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.