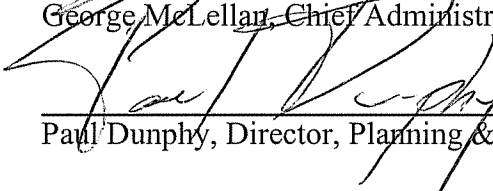

Halifax Regional Council
June 18, 2002

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY:


George McLellan, Chief Administrative Officer


Paul Dunphy, Director, Planning & Development Services

DATE: June 11, 2001

SUBJECT: Project 00382 - Request for a Plan Amendment to the Bedford
Municipal Planning Strategy

ORIGIN

Annapolis Basin Group request to HRM in June 2001 for an amendment to the Bedford Municipal Planning Strategy.

Regional Council motion of July 17, 2001, approving that the SGE Group undertake a preliminary analysis of the Annapolis Group request for a plan amendment.

Presentation to Committee of the Whole Council by Annapolis Group Inc. and United Gulf Limited, on June 4, 2002. (Response to these issues are found in Attachment 4)

RECOMMENDATION

It is recommended that Regional Council defer the Annapolis Group Incorporated's request for amendments to the Bedford Municipal Planning Strategy until the request can be considered within the context of the Regional Planning program.

BACKGROUND

Annapolis Group Inc. made a presentation to Council in January, 2001. They requested that a Master Plan study be undertaken, similar to the process that Council had previously initiated for four large areas, including Wentworth/Bedford South. Their request was for 1344 acres (680 in Bedford, 664 in the former County area). Council referred the matter to staff with no specific direction.

In June, 2001, Annapolis submitted a formal MPS application for a 480 acre portion within the Bedford Plan Area, (see attached map). This application was to expand the Residential Development Boundary to include 480 acres of their Bedford land holdings.

On July 17, 2001, Council approved that a contract be awarded to SGE Group Inc. to study the costs of infrastructure required to service the Wentworth /Bedford South master plan area and assist with calculation of the Capital Cost Contribution Charge. Further to a staff recommendation, Council authorized staff to expand the scope of work to include preliminary analysis of the concept plan submitted as part of the Annapolis Group request for an amendment to the Bedford MPS. In recommending that additional funds be included for the analysis of the Annapolis request staff stated:

Staff are not prepared to recommend that a plan amendment be initiated at this time. This would in effect establish the lands as a priority growth area for HRM. It has been staff's intention that further recommendations on priority growth areas for HRM take place following from the municipal wide planning strategy process to take place over the next two to three years.

However staff support analysis of the concept plans completed by Annapolis because the information will be useful to Council's decision respecting the Wentworth Estates Planning Process and the Regional Planning program.

A recommendation concerning the appropriate time to initiate the Plan amendment process for the lands indicated in the request from Annapolis Group Inc. will be made following completion of the engineering analysis study.

Approximately 280 acres of the lands in question are designated Residential Reserve in the MPS and about 200 acres are designated Information, Technology and Research. All of the lands are currently zoned Residential Reserve. The Residential Reserve Zone is intended to act as a holding zone restricting any significant level of development activity until such time as the land is required to accommodate development because there is insufficient land to accommodate growth. The holding zone also serves to restrict development until services can be provided.

DISCUSSION

DISCUSSION

In response to the developer's request, staff have concluded that, the Annapolis Group's lands may present opportunity for consideration of future residential development. There is, however, no strong evidence to suggest these lands should be given priority consideration relative to all other lands in the region. Undertaking an additional plan review of the scale requested by Annapolis Group Inc. would be inconsistent with Council's regional planning priority. The requested plan amendment for the Annapolis Group's lands may be worthwhile, but premature at this time.

Council recently initiated the "Greenfield Analysis" component of the regional planning process. The scope of work for this study is attached. The overall purpose of the study is to identify and analyse cost thresholds for several large greenfield vacant land areas on the perimeter of HRM's existing servicing boundaries. This analysis will assist HRM with the scenario modelling process which will identify priority growth areas for the Municipality. This process is expected to be completed in the spring of 2003 and form one of the first major deliverables of the regional planning process.

It should be noted that financial and servicing issues will not be the sole criteria for deciding where future development boundaries should be. Consideration will be given to environmental issues, strengthen existing communities, enhancing public transit and other factors. Regional planning will also incorporate many other factors relating to community values and community form. This will also be considered by Council in establishing future development boundaries.

Bedford Plan Policy:

In May 1996, a revised planning strategy was adopted for the Town of Bedford. All lands within Bedford were considered, including the 687 acres of lands owned by Annapolis Group.

Primary goals of the plan review process included:

- to contain serviced residential growth to the portion of the Town which could most feasibly provide municipal services.
- to identify future priorities for serviced residential growth beyond the existing limits.

There was no priority assigned to the lands of Annapolis by the Bedford Town Council at that time.

Excerpts of the Bedford Municipal Planning Strategy pertaining to the Bedford Residential Development Boundary and policies R-2, R-2A and R-3 are presented in Attachment 1.

Policy R-2 was maintained through the most recent plan review process to allow Council to

consider extensions to the Residential Development Boundary through plan amendment process in order to ensure it contains adequate lands to accommodate growth. The objectives of HRM's current master planning process conform with this policy.

In the December 1998 report to Regional Council regarding initiation of four master planning studies, staff advised as follows:

Based on a preliminary evaluation, the four areas appear to present either infill opportunities or the potential for extensions to developments which could strengthen links between established communities. Allowing for central service extensions within these areas therefore offers the possibility of satisfying future housing demands at reasonable locations.

The objectives for the Master Plan studies are appended as Attachment II.

Policy R2A was added to indicate the Town's intent to undertake a study pertaining to the development boundary. And policy R-3 indicates that some priority in review of the Bedford Development Boundary be given to the Jacks Lake land assembly.

SGE Group Inc. Study:

The intent of expanding the terms of reference to include the Annapolis lands was to determine:

- 1) Would proceeding with the Wentworth/Bedford South Master Plan process negatively impact the long run development capacity on the Annapolis Property?
- 2) How would proceeding with the Annapolis property plan amendment request potentially impact HRM's regional planning initiative.

The SGE Group study found that there is limited interaction and therefore impact on Bedford West by proceeding with the Wentworth/Bedford South plan amendment and Capital Cost Contribution policy charge area. An outline of the SGE report as it addresses Question one is appended (Attachment Four) and the entire SGE report relating to Bedford West is provided to Council under separate cover. The SGE Group study specifically addresses four main areas of infrastructure: Sanitary Sewer, Storm Sewer, Water Service and Transformation Services. The primary concern respecting the long-term potential for the Annapolis Group Lands is sanitary sewer treatment, due to limited capacity at the Mill Cove Sewage Treatment Plant. The SGE study states, regarding Wentworth/Bedford South that

"this project will have minimal impact on the Mill Cove STP".

The proposed policy set for Wentworth/Bedford South limits the effluent to the Mill cove to 2,900 people.

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.

The SGE Group study also poses two questions regarding the implications concerning the possible development of the Annapolis Group Lands.

- . Should these lands remain unserviced while the results of the Regional Plan and other background studies are completed in the short to medium term?
- . Can HRM allow service extensions to the developer's holdings without providing similar extensions to other land owners in the surrounding area west of the Bicentennial Highway?

The conclusion reached was that:

"In SGE's opinion, these questions cannot be answered without a new regional plan for HRM and an integrated servicing strategy that considers the full build out costs and benefits of alternative growth areas in suburban and rural locations."

The SGE Group study found that "it appears that there is an opportunity to transfer the flows generated in the pumped portion of the Bedford West development to the Fairview Tunnel system. This strategy would reduce the potential wastewater load on the Bedford STP." It is staff's view that analysis of this option is crucial to the future disposition of the Annapolis lands.

SGE does not recommend that servicing be provided for those portions of the Annapolis Group Lands that could link to the former City of Halifax systems until after the offsite impacts of developing these lands can be known. This will be known through the Greenfield analysis indicated above.

SGE also recommended that HRM should require more detailed traffic analysis than provided to date concerning the Annapolis proposal particularly concerning potential impacts on the Kearney Lake Road, Hammonds Plains Road and Bedford Highway.

The concept plan submitted by the developer suggests that the development would ultimately benefit from the proposed collector roadway contemplated by the Province of Nova Scotia as Highway 113. Additional discussion with the province is required concerning its intention to build this roadway.

The SGE Group study recommends three possible options for HRM to consider:

3. Apply the policies of the former Town of Bedford MPS and LUB as they stand, which limits activity by the developer.

2. Wait until the regional planning process is complete prior to making any amendments.
3. Permit limited servicing (no direct cost to HRM) into a limited part of the Annapolis Group lands which would represent the initial stage of possible development and is serviceable by spare capacity in the former Town of Bedford system.

In staff's view, Option Two is the most reasonable course of action for HRM at this time, for reasons indicated earlier in this report.

The Annapolis Group maintains the right to proceed with Option One, however, the existing development rights are extremely limiting.

In presenting Option Three, SGE Group was examining hard servicing issues only. HRM must also consider other factors, the most significant being the integrity of the regional planning process. The Greenfield Analysis and scenario process, mentioned above, is a major new initiative for HRM and should be allowed to run its full course before new planning initiatives leading to service boundary extensions are undertaken. Also, there are other land owners requesting expansion of the Bedford Residential Development Boundary. Option Two creates a precedent which others will see as an opportunity to open discussions on additional service boundary extensions.

SGE recommends several items for special consideration should Council choose to follow Option Three. These are included as attachment III.

BUDGET IMPLICATIONS

There are no budget implications associated with staff's recommendation.

MULTI-YEAR FINANCIAL STRATEGY IMPACTS

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

ALTERNATIVES

1. Council may choose to proceed to initiate a plan amendment process to consider expanding the Residential Development Boundary in the Bedford Municipal Planning Strategy to

include approximately 90 acres, as indicated as Option 3 by the SGE Group. This is not recommended for reasons described in this report. However, should Council choose to instruct staff to follow this option, the SGE recommendations found in Attachment 3 should guide the planning process,

2. Council may choose to initiate a plan amendment process for the 680 acre parcel as originally requested by Annapolis Group Inc. This is not recommended for the reasons indicated in this report.

ATTACHMENTS

Map 1

Attachment 1 - Excerpt from Bedford Municipal Planning Strategy

Attachment 2- Master Plan Objectives

Attachment 3- SGE Recommendations Concerning Option Three

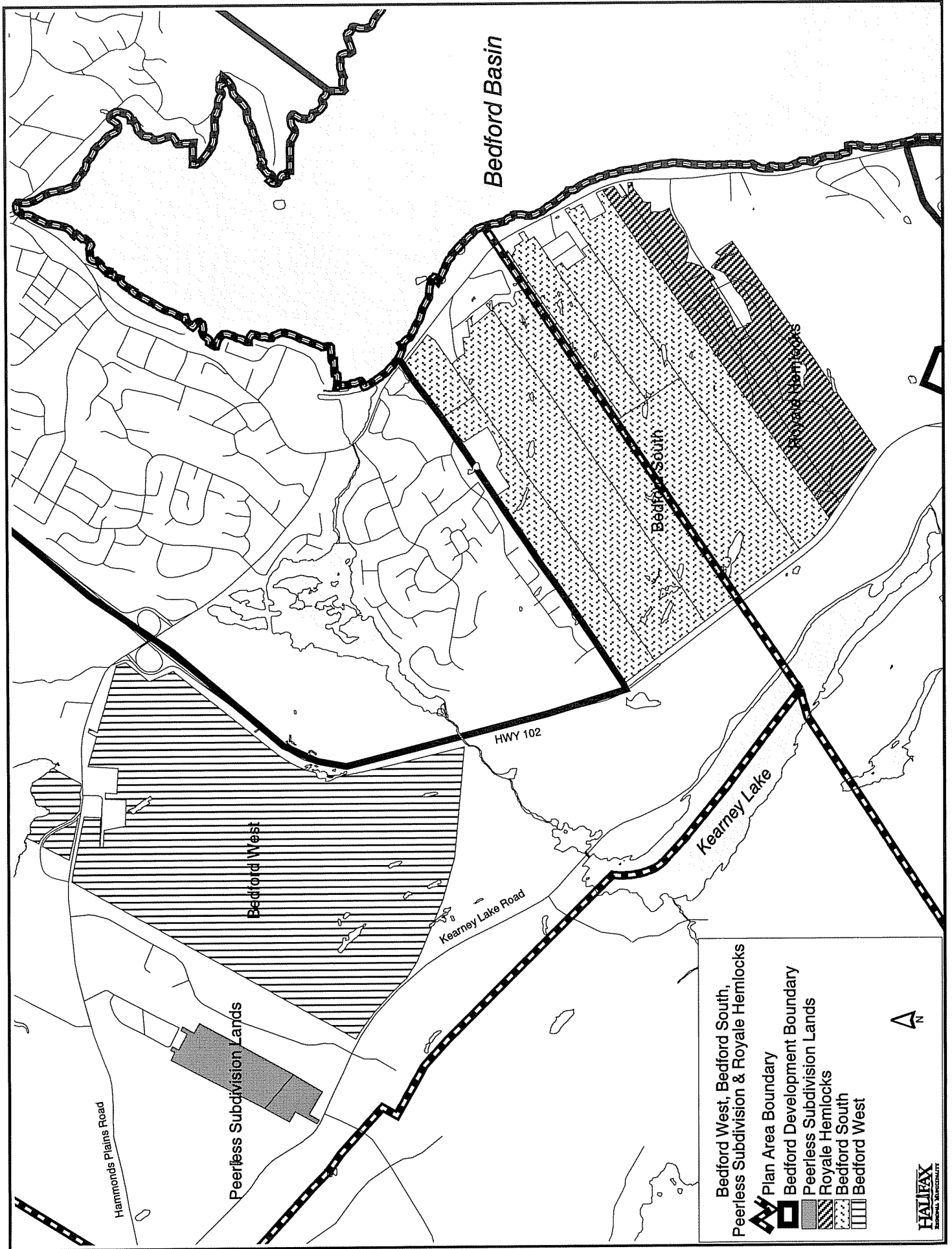
Attachment 4 - Response to issues raised by the Annapolis Group Inc and United Gulf Ltd. at the June 4, Committee of the Whole Council

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

Report prepared by: Austin French, Manager, Community/Regional Planning

Report approved by:

Paul Dunphy, Director of Planning & Development Services



Attachment 1
Excerpts from Bedford MPS

(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.

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 N.S Department of Housing and Consumer Affairs to update the socio-economic analysis and master plan prepared in 1986 for Jack Lake.

Attachment 2

**Master Planning Studies:
Terms of Reference and Procedures**

Objectives: to prepare conceptual community plans which

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

Attachment 3

SGE recommends the following in relation to Option Three:

- a) The Bedford West lands on the southside of Hammonds Plains Road that flow to the Sandy Lake watershed be considered as an interim extension to the Town of Bedford development boundary.
- b) An interim extension should have a sunset date which coincides with completion of the Regional Plan and related documents on the costs of service extension.
- c) The Bedford West lands within the Sandy Lake watershed area should be allocated capacity in the existing Mill Cove Sewerage Treatment Plant. This capacity will be negotiated with HRM.
- d) The Bedford West lands should not be allocated possible future capacity in and expanded Mill Cove Sewage Treatment Plant until the Regional Plan is completed and the longer-term infrastructure requirements for the larger Bedford West area is determined.
- e) HRM should ensure that any off-site transportation and infrastructure costs of Bedford West development will be the responsibility of the developer. The timing and type of off-site improvements will be negotiated between HRM and the developer, or the Province of Nova Scotia for the portion of Hammonds Plains Road under provincial jurisdiction.
- f) Interim service extensions to Bedford West should be given similar densities (average of 20 persons per acre or six units per acre) as those lands within the development boundary.
- g) The interim service extension area contains ± 22 acres on the southside of Hammonds Plains Road, as shown in Exhibit 3.2. Of this total, approximately ± 90 acres are owned by the Annapolis Group and ± 22 acres by HRM. The HRM holdings were the planned site for a blood fractionation plant that has been abandoned. The ± 15 acres on the northside of Hammonds Plains Road should be reviewed by HRM for regional parkland designation prior to consideration for residential development.

Attachment 4

**Response to issues raised by the Annapolis Group Inc and United Gulf Ltd. at the
June 4, Committee of the Whole Council**

Issue:

The submission from the Annapolis Group Inc. indicated that the company would be placed at a significant disadvantage concerning the potential for development of the Bedford West lands if HRM approves a plan amendment leading to development at Wentworth/Bedford South. The company stated in its June 11, 2002, submission to Council that staff have ignored Annapolis Lands and seemingly dealt with Wentworth/Bedford South Lands exclusively.

Response:

Council approved the initiation of work on four master plan areas including Bedford South in 1998. The Bedford West request was received approximately three years later. On July 17, 2001, staff recommended and Council approved a contract for SGE Group Inc. to study the costs of infrastructure required to service the Wentworth /Bedford South master plan area and assist with calculation of the Capital Cost Contribution Charge. Council authorized staff to expand the scope of work to include preliminary analysis of the concept plan submitted as part of the Annapolis Group request for an amendment to the Bedford MPS. It was indicated that this information would be brought to Council at the time that the plan amendment for Wentworth/Bedford South was to be considered.

The staff report recommending that the scope of work be expanded to include the Annapolis Lands stated:

Staff are not prepared to recommend that a plan amendment be initiated at this time. This would in effect establish the lands as a priority growth area for HRM. It has been staff's intention that further recommendations on priority growth areas for HRM take place following from the municipal wide planning strategy process to take place over the next two to three years.

However staff support analysis of the concept plans completed by Annapolis because the information will be useful to Council's decision respecting the Wentworth estates Planning Process and the Regional Planning program.

A recommendation concerning the appropriate time to initiate the Plan amendment process for the lands indicated in the request from Annapolis Group Inc. will made following completion of the engineering analysis study.

This statement was included in the report to make sure it was clear to all concerned that

the Annapolis lands did not have the same status as the Wentworth/Bedford South lands going through the plan amendment process. In addition, there was no instruction from Regional Council to staff, the Community Councils or their committees to suspend work on Wentworth/Bedford South or expand the scope of work for Annapolis' Bedford West lands. Staff and HRM's solicitor have confirmed this by reviewing the tape of the minutes of Regional Council for July 17, 2001.

Further the Council resolution of July 17, 2001, HRM contracted the SGE Group Inc. to analyze the inter-relationship between the Wentworth/Bedford South project and Anapolis Group Inc.'s lands from the perspective of hard services including sanitary sewer, storm sewer, water service and transportation.

The study indicates that there is opportunity for the Annapolis Group Inc. to develop its lands in Bedford West if Council chooses to proceed with the proposed plan amendment for the Wentworth/Bedford South Lands.

Sanitary Sewer Analysis

The primary concern respecting the long-term potential for the Annapolis Group Lands is sanitary sewer treatment, due to limited capacity at the Mill Cove Sewage Treatment Plant. The SGE study states, regarding Wentworth/Bedford South that

“this project will have minimal impact on the Mill Cove STP”.

The proposed policy set for Wentworth/Bedford South limits the effluent to the Mill cove to 2,900 people.

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.

It should also be pointed out that HRM staff have concerns respecting total flows to the Mill Cove Plant in that a substantial portion emanate from inflow and infiltration problems. This will impede the ability of the plant to accommodate new development over the long term. HRM has budgeted for a study into inflow and infiltration problems to identify potential solutions.

The SGE study also states:

“It appears that there is an opportunity to transfer flows at the pumped portion of the Bedford West development to the Fairview Tunnel System. This strategy would

reduce the potential wastewater load on the Bedford STP”

The Fairview tunnel system is a large diameter gravity conduit that starts at the intersection of Kearney Lake Road and the Bedford Highway. The tunnel discharges to the HRM pumping station at the intersection of Duffus and Barrington Street and flows to Halifax Harbour.

The majority of sanitary sewage emanating from Wentworth/Bedford South will be handled through a relatively new pipe in the Bedford Highway. HRM contributed approximately \$500,000 to the sanitary sewer pipe project to oversize the pipe to the benefit of the Wentworth/Bedford South lands. Relative to this factor the SGE study concludes:

“ access to this system by Wentworth Estates/Bedford South will not impact on the future plans by the Annapolis Group Inc. to use this system”

SGE does not recommend that servicing be approved for those portions of the Annapolis Group holdings that could link into the former City of Halifax system. The offsite impacts of developing these lands cannot be determined without additional integrated services analysis. This is currently underway through the Greenfield Analysis.

Storm Sewer Analysis

The SGE study explains that storm drainage from Wentworth/Estates Bedford South will ultimately discharge to either the Bedford Basin, which will receive drainage from the eastern portion of the study area, or to Kearney Lake, which will receive drainage from the western portion of the study area...”there are no expected impacts on Bedford West”.

Water System Analysis

The water system servicing Wentworth Estates/Bedford South will ultimately be serviced by the Bedford South Reservoir. The capital cost contribution for this work is estimated by the Halifax Regional Water Commission to be \$506 per acre. Based on the work carried out the Annapolis Group they anticipate that a new reservoir will be required to service Bedford West. This new reservoir and other infrastructure requirements would be funded through an entirely separate capital cost contribution charge.

Transportation System Analysis

The SGE Group focused on the following transportation elements:

- . Bicentennial Highway Interchange
- . Internal Roads
- . Intersections
- . Transit Facilities
- . Existing Network

Regarding the Interchange the SGE study finds the new interchange is a fundamental requirement for Wentworth/Bedford South but that “only a small portion of Bedford West will benefit from the interchange.”

SGE assessed the internal roads in Wentworth/Bedford South and concluded there are no cost impacts on Bedford West.

There is one major intersection within Wentworth/Bedford South. This is the intersection of Larry Uteck Drive and Nine Mile Drive/Starboard. SGE analyzed this intersection and concluded there are no cost impacts on Bedford West.

SGE also analyzed the Bedford Highway adjacent to Wentworth/Bedford South and found that there is no cost impact on Bedford West.

Regarding the existing road network, the SGE group recommends that a more rigorous analysis be undertaken of the proposed Annapolis Development than has been submitted to date. The firm sites the study undertaken from Wentworth/ Bedford South as an example of the type of study which should be done.

**Issue: The Master Planning Process for Wentworth/Bedford South
 contravenes policies R-2, R-2A and R-3 of the Bedford Municipal
 Planning Strategy.**

Excerpts of the Bedford Municipal Planning Strategy pertaining to the Bedford Residential Development Boundary and policies R-2, R-2A and R-3 are presented as follows:

(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.

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 N.S Department of Housing and Consumer Affairs to update the socio-economic analysis and master plan prepared in 1986 for Jack Lake.

In the December 1998 report to Regional Council regarding initiation of four master planning studies , staff advised as follows:

Based on a preliminary evaluation, the four areas appear to present either infill opportunities or the potential for extensions to developments which could strengthen links between established communities. Allowing for central service extensions within these areas therefore offers the possibility of satisfying future housing demands at reasonable locations.

The recommendation to proceed with a master planning study to test this preliminary evaluation is consistent with the directive of policy R-2A of the Bedford Municipal Planning Strategy. Furthermore, when the public participation program for the Wentworth/Bedford South was adopted by Regional Council in June 1999, the study objectives were also adopted. These objectives, presented as Attachment 2 to this report, conform with the matters of consideration identified under policy R-2 of the Bedford MPS.

The draft secondary planning strategy proposed for Bedford South includes an explicit policy which restricts the population for which sewage can be directed to the Mill Cove sewage treatment plant to 2,900 persons in recognition of the need to reserve capacity for lands currently outside the development boundary established for Bedford. Allowing for the development of Bedford South will therefore not prejudice the potential for considering inclusion of the Jack's Lake land assembly within the Bedford Development Boundary and therefore does not violate the intent of policy R-3.

Knowing that the relevance of policies R-2A and R-3 may be perceived as an issue, staff brought these policies to the attention of the North West Community Council and its Planning Advisory Committee. Staff also recommended that these policies be deleted so that there was no appearance of policy inconsistency. Having said that, both the PAC and Community Council are comfortable with retaining these policies and simultaneously proceeding with the Plan amendments for Bedford South. Staff is comfortable with the fact that this issue was highlighted, debated and a decision reached by Community Council. In any event, it should also be noted that the Greenfield Analysis recently approved by Regional Council also addresses the issue of further study of the Bedford Servicing Boundary.

Issue: The Annapolis Group indicates it has relied on Bedford's MPS for its long term planning.

The very nature of a plan amendment process is to consider new policy. Staff feel that HRM's intention to amend the Bedford MPS has been well known in the community for some time. Council adopted a public participation process and public meetings to review draft policy have been ongoing. This process has been extensive and ongoing for years.

Issue: The Annapolis Group suggests that Council's recent decision to reject an application to consider a plan amendment at Moirs Mills is a precedent which should be followed in relation to the Wentworth/Bedford South Plan Amendment request.

It should be pointed out that Council initiated the plan amendment for Wentworth / Bedford South in late 1998 and adopted a public participation strategy for the process in July of 1999. Further, it is not reasonable to suggest that Council not consider plan amendments because they contradict existing plan policy. It is circuitous reasoning to suggest Council cannot consider an amendment which changes the status quo. The very nature of a plan amendment process is to consider new policy. It should also be pointed out that although Council rejected the request to consider amendments respecting Moirs Mills, Council has initiated two other amendments to the Bedford MPS within the past two months. First, a request to amend the Bedford MPS and LUB to enable dwelling units to exceed 50 percent of the gross floor area of a commercial/residential mix building in the mainstreet commercial zone along the Bedford Highway and second to consider redevelopment of the Glen Moir School.

Submission from United Gulf.

The Submission from United Gulf indicated that the company is concerned that it was not consulted along with landowner stakeholders directly participating in the Wentworth/Bedford South process.

It is not staff's intention to include United Gulf Lands in the proposed charge area for Wentworth/Bedford South. The only cost factor linking the Paper Mill Lake community with the proposed Bedford South plan amendment process identified in the SGE study is the proposed Highway 102 Interchange. Based on the CCC policy as presented to Council, the cost burden related to the interchange which could be required of United Gulf lands would be between \$250,000 and \$280,000. With an estimated 800 lots left to be developed this would yield a relatively minor average lot cost of just over \$300.

The SGE study finds that approximately 21 percent of the cost of the interchange is directly attributable to the Bedford community including Paper Mill Lake. However, the CCC policy as presented to Council indicates that HRM must absorb the cost of regional impacts for any portion of the Paper Mill Lake community already developed. Trip generation analysis conducted by SGE attributes 50 percent of the trips to lands already developed reducing the portion that can be attributed to future development in the community to one half of 20 percent or 10 percent.

The total amount of the interchange is now estimated at 5.7 million. It is assumed for the purposes of the Capital Cost Contribution calculations that 50 percent to 66 percent of this amount will be realized through contributions from senior levels of government.

Having said all of this, it is ultimately Council's decision as to whether or not there is sufficient justification to include Paper Mill Lake. A much more detailed and focused

discussion of this will take place with the affected property owners in advance of a staff recommendation to Council. Any costs which cannot be attributable to development within Wentworth/Bedford South and which cannot reasonably be attributable to another development will be borne by the Municipality.

The work to date is not a final analyses / recommendation on the Capital Cost Charge area or rates for Wentworth/Bedford South. It was intended to determine the order of magnitude of those costs. The inclusion or exclusion of the Paper Mill Lake development does not affect the order of magnitude.