



P.O. Box 1749
Halifax, Nova Scotia
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HALIFAX REGIONAL COUNCIL
June 17, 2003

TO: Mayor Kelly and Members of Halifax Regional Council

FROM:



Len Goucher, Chair
North West Community Council

DATE: June 12, 2003

SUBJECT: **Case 00398 - Amendments to the Beaver Bank, Hammonds Plains
and Upper Sackville Municipal Planning Strategy and Land Use By-law
- Beaver Bank Villa Site**

ORIGIN:

North West Community Council meeting held on June 11, 2003.

RECOMMENDATION:

It is recommended that Regional Council:

- 1) Give First Reading to the proposed amendments to the Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy and Land Use By-law as contained in Attachments "B" and "C" of the Staff Report dated May 20, 2003 and schedule a Public Hearing for July 8, 2003;
- 2) Approve the amendments to the Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy and Land Use By-law as contained in Attachments "B" and "C" of the Staff Report dated May 20, 2003.

PLEASE RETAIN REPORT FOR PUBLIC HEARING

BACKGROUND: None

DISCUSSION: None

BUDGET IMPLICATIONS: None

ALTERNATIVES:

No alternatives recommended at this time.

ATTACHMENTS:

1. Report from North West Planning Advisory Committee dated June 5, 2003.
2. Staff Report dated May 20, 2003.

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 at 490-4208.
Report prepared by: Sandra Shute, Legislative Assistant 490-6519

North West Community Council
June 11, 2003

TO: North West Community Council

SUBMITTED BY: Gail Harnish/for
Ann Merritt
Chair, North West Planning Advisory Committee

RE: Case 00398: Amendments to the Beaver Bank, Hammonds Plains and Upper Sackville MPS and LUB - Beaver Bank Villa site

DATE: June 5, 2003

ORIGIN

North West Planning Advisory Committee meeting - June 4, 2003

RECOMMENDATION

The North West Planning Advisory Committee recommend that North West Community Council:

- (1) Recommend that Regional Council give First Reading to the proposed amendments to the Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy and Land Use By-law as contained in Attachments "B" and "C" and schedule a public hearing;
- (2) Recommend that Regional Council approve the amendments to the Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy and Land Use By-law as contained in Attachments "B" and "C" of the staff report dated May 20, 2003.

ATTACHMENT

Staff report dated May 20, 2003

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.

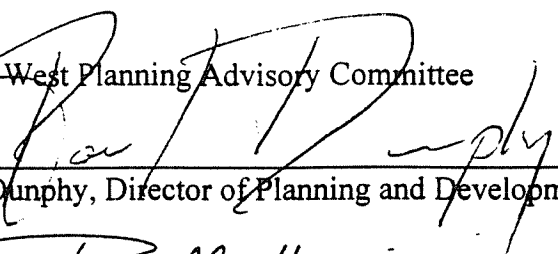
Report prepared by: Gail Harnish, Admin/PAC Coordinator, 490-4937


North West Planning Advisory Committee

June 4, 2003

TO: ~~North West Planning Advisory Committee~~

SUBMITTED BY:


Paul Dunphy, Director of Planning and Development Services


Thea Langille-Hanna, Planner - Planning and Development Services

DATE: May 20, 2003

SUBJECT: Case 00398: Amendments to the Beaver Bank, Hammonds Plains and
Upper Sackville MPS and LUB - Beaver Bank Villa Site

ORIGIN:

- . Request of August 30, 2001 by Scotia Nursing Homes Limited;
- . Staff report dated October 12, 2001 and Regional Council's motion of November 6, 2002 supporting staff's recommendation to initiate the MPS amendment process; and
- . Public participation meeting of December 5, 2001 held by North West Planning Advisory Committee.

RECOMMENDATION:

It is recommended that North West Community Council:

- (1) Recommend that Regional Council give First Reading to the proposed amendments to the Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy and the Land Use Bylaw as contained in Attachments "B" and "C" and schedule a public hearing;
- (2) Recommend that Regional Council approve the amendments to the Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy and Land Use Bylaw as contained in Attachments "B" and "C".

Summary

A request has been received on behalf of Scotia Nursing Home Limited (c/o the Stevens Group) to re-develop the Beaver Bank Villa housing site as a manufactured housing community.¹ The current R-8 (Special Area) and MU-1 (Mixed Use-1) zoning of the site does not permit the proposed use (mobile dwelling units). As a result, the Scotia Nursing Homes Limited has requested the Municipal Planning Strategy (MPS) and Land Use Bylaw (LUB) for Beaver Bank, Hammonds Plains and Upper Sackville be amended to enable the proposed re-development of the Beaver Bank Villa housing site.

Amendments to an MPS are usually only considered where circumstances have changed since its adoption. This is the case with the Beaver Bank Villa Complex. At the Public Participation Meeting, the community was clearly in support of the re-development of the housing site to a manufactured housing community (mobile home park). Many members of the community expressed concerns over the need to revitalize the complex, acknowledging that the only economically viable housing option is the development of a manufactured home community (mobile home park).

On this basis it is appropriate to consider amending the MPS as it relates to the Beaver Bank Villa Complex as proposed in Appendix B and C of this report. In addition, it is staff's view the Mobile Home Park Bylaw is the appropriate planning tool to regulate future development in this area and a development agreement is not warranted at this time.

Proposed Plan and Land Use ByLaw Amendments

Attachment B sets out the proposed Municipal Planning Strategy amendments and Land Use Bylaw amendments to implement the MPS amendments. These include:

- The preamble for the Beaver Bank Villa and Policy P-32 have been re-written to accurately reflect the existing conditions and status of the Beaver Bank Villa complex and to enable mobile home parks as a permitted housing option.
- A new policy to enable expansion of the mobile home park or permit innovative forms of housing or design to be considered by development agreement has been added.

BACKGROUND:

An initiation report dated October 12, 2001 and tabled with Regional Council, found this request to have merit based on the following:

¹ A manufactured housing community is defined as a "mobile home park" in accordance with the Beaver Bank, Hammond Plains, Upper Sackville Land Use Bylaw.

- the plan policy provides directive to recognize and support development on the Beaver Bank Villa site;
- fundamental structural deficiency of the existing housing units has resulted in demolition;
- the complex has experienced an economic strain due to the closure of the 165-bed Adult Residential Care facility and the demolition of the housing units; and
- re-development would replace the existing housing stock with a less expensive housing form thereby enabling any necessary improvements to the water distribution system and sanitary collection system.

The initiation report presented two possible options which could be explored through the public participation process. These two options are as follows:

Option One

- Extend the R-8 (Special Area) Zone and amend the Beaver Bank Villa policy to enable mobile dwelling units as a permitted use in the R-8 (Special Area) Zone; or

Option Two

- Create a new policy specific to the Beaver Bank Villa complex site to allow mobile dwelling units by development agreement.

At its Nov. 6, 2001 meeting, Regional Council adopted a resolution to proceed with the MPS amendment process and explore both options.

Current MPS and Zoning:

The lands of Beaver Bank Villa are located within the Beaver Bank, Hammonds Plains, Upper Sackville Plan area and designated Mixed Use A and zoned R-8 (Special Area) and MU-1 (Mixed Use 1) (*refer to Map 1 and 2*). The R-8 (Special Area) zone is specific to the Beaver Bank Villa Complex site as a means of recognizing and supporting the continuation of the existing development on the site. The R-8 zone permits existing residential, commercial, and institutional uses, as well as the expansion and conversion of these uses. However, the R-8 zone does not permit manufactured housing (mobile dwelling units) nor has the zone been applied to lands owned by the Scotia Nursing Home Limited which immediately surround the site.

History and Overview of Site

The subject property (Beaver Bank Villa Complex), is a former Royal Canadian Air Force (RCAF) radar station, located north of Beaver Bank approximately 15 km (9.3 miles) from Sackville. The Beaver Bank Villa complex was constructed in the 1950's as part of the Pine Tree line radar defense system and became obsolete as technology improved and was declared surplus. The complex was sold to private interests in the early 1960's and purchased by the Stevens Group in 1965.

Over the last 50 years the complex has consisted of approximately 120 rental housing units, a 210-bed licensed Nursing Home and Adult Residential Centre, a United Church of Canada, a fire hall operated by the Beaver Bank - Kinsac Volunteer Fire Department, the Villa Gymnasium, a

convenience store as well as a number of maintenance service buildings. A school located on the complex has been used for the past 15 years as a sheltered workshop for clients in the Adult Residential Centre until the closure of this facility in late 2002.

All development at the Beaver Bank Villa is situated on approximately 27 hectares (67 acres) of the 91 hectare (225 acre) parcel. The internal road network is privately owned and maintained, as are the on-site central sewer and water systems. (*refer to Map 4*) In 1995, a new water system and a state-of-the-art sewage treatment plant were constructed to replace the original systems. Background information on the water system and sewage treatment plant is provided in Attachment A of this report.

Process of MPS and LUB Amendments

Amendments to the Municipal Planning Strategy and Land Use Bylaw amendments to implement the MPS amendments are under the authority of Regional Council. The Beaver Bank, Hammonds Plains and Upper Sackville LUB is within the authority of the North West Community Council. Therefore the recommendation of staff will be reviewed by the North West Planning Advisory Committee and forwarded to Regional Council through the North West Community Council. The MPS amendment process requires a Public Hearing which must be held by Regional Council.

Public Meeting

The North West Planning Advisory Committee held a Public Meeting on December 5, 2001 to discuss the two options presented by staff in the initiation report dated Oct. 12, 2001. Notification of this meeting was provided by a notice in the newspaper (Herald) on Nov. 24, 2001 and by mail to residents within the notification area illustrated on Map 3. The re-development proposal was supported by the general public with very few issues or concerns raised.

At the time of the Public Meeting, the applicant envisioned a housing project unlike any other manufactured housing project within the Halifax Regional Municipality and was unsure if the Mobile Home Park Bylaw would enable flexible design standards which were envisioned for the project. Consequently, the North West Planning Advisory Committee advised staff to explore "Option Two" as a means of assisting the applicant in attaining the envisioned re-development of the housing site.

Following the Public Meeting, the applicant began researching and designing a concept plan for a unique and innovative manufactured housing community (mobile home park). The applicant hired Donald C. Westphal Associates, a well-known landscape architectural and site planning firm from Rochester Hills, Michigan.² Throughout 2002, the firm conducted several site visits and preliminary analyses and provided the applicant with a proposed concept for the Beaver Bank Villa housing site and future phasing.

² The firm has designed many manufactured housing communities, seven of which won national community of the year awards.

However, given the soil conditions in this area, the deterioration of the existing infrastructure (i.e., the distribution component of the water system and road network) and the costs associated with upgrading this infrastructure, the applicant determine it was not cost effective to propose the concept plan recommended by Donald C. Westphal Associates.

Public Hearing Notification

Should Regional Council decide to proceed with a public hearing on this application, in addition to published newspaper advertisements accessible to the general public, property owners in the immediate area will be individually notified. The area of individual property notification is shown on attached Map 3.

The Proposal

The applicant has since revised the proposal for the Beaver Bank Villa housing site and has integrated several of the themes, ideas and concepts proposed by Donald C. Westphal Associates.

The proposed development is generally illustrated on Map 5 and comprises the following:

- A manufactured housing community (mobile home park) encompassing approximately 12 hectares (30 acres);
- A three phased development with a total of 295 lots. Phase One & Two contains 142 lots and will be developed incorporating existing streets and home sites. Phase Three contains 153 units and will be developed south of Phase One & Two pending market conditions and the success of Phases One & Two. The specific location of Phase Three has yet to be determined;
- Lots averaging 520.2 m² (5,600 sq. ft) in size with approximately 50% of each lot developed with a hard surface;
- A central open space system and natural undisturbed area of approximately 0.8 hectares (2 acres);
- Utilization of existing road system with significant upgrades. The main access remains at Scotia Terrace with a second access proposed in one of two locations (a) an extension of Burnett Drive to the Beaver Bank Road or (b) off Nicholson Road to the Beaver Bank Road.
- Utilization of the existing on-site sanitary and water system, with significant upgrades made to the collection and distribution system.

The proposed development meets the standards and requirements of the HRM Mobile Home Park Bylaw. Staff believes that "option two" is no longer necessary as a means of assisting the applicants achieve their vision. Provided there is policy support to enable the R-8 Zone to permit mobile home parks and to enable expansion of an approved park to be considered by development agreement, the re-development of the Beaver Bank Villa housing site can be regulated in accordance with the Mobile Home Park Bylaw. Therefore, staff recommends consideration of "Option One".

The analysis and proposed plan policy are provided below.

DISCUSSION:

Analysis of Existing MPS Policy

The Municipal Planning Strategy is the expression of the municipality's intent with respect to future land use patterns. Amendments to the Municipal Planning Strategy are not routine undertakings and Council is under no obligation to consider such requests. Amendments should only be considered when there is reason to believe that there has been a change in circumstances since the Plan was adopted or last reviewed or that there is a significant different situation than the Plan anticipated or envisaged.

The application argues that the Beaver Bank Villa complex is in the decline of its life cycle with aging buildings, rising vacancy rates and decreased revenues. Given the need for economies of scale to support the complex's infrastructure, new sources of housing are needed to revitalize the community and generate income to sustain financial viability.

The only economically viable housing option is the development of a manufactured home community. This would provide affordable housing for people in the area, particularly seniors on fixed incomes and pensions. This kind of development would be able to:

- utilize much of the existing roads and services;
- provide housing for existing tenants in the remaining rental housing units;
- stabilize the financial situation needed to support the new Nursing Home and other entities on the complex;
- provide an attractive option for people with the desire to live in a manufactured home community;
- allow the upgrade of many of the aging facilities and amenities on the complex; and
- provide seniors easy access to services offered by the Nursing Home.

In terms of how the proposed amendment to enable Beaver Bank Villa to be re-developed as a mobile home park relates to the objectives and policies of the MPS, plan policy states the following:

Mobile Home Parks

Within the Beaver Bank, Hammonds Plans, Upper Sackville Plan, the Mixed Use Designations have been applied to the majority of developed land within the Plan Area, excluding large residential subdivisions developed on subdivision streets.

One exception to low-density residential environments within the Mixed Use Designations is found in the three existing mobile home parks in the Plan area. There are approximately 20 persons per acre in the mobile home parks compared to a density of approximately 7 persons per acre in surrounding developed areas. The mobile home parks provide accommodation for approximately one-quarter of the Plan Area population. This fact together with the size and density of mobile home park development in a primarily low

density area and servicing, has raised a number of community concerns. Therefore, within the Mixed Use A designation a R-3A (Mobile Home Park) zone was established for Woodbine mobile home Park but Council can only consider an expansion to Woodbine by development agreement; new mobile home parks are prohibited.

P-18 Within the Mixed Use A Designation, it shall be the intention of Council to establish a R-3a (Mobile Home Park) Zone, which permits Woodbine mobile home park. Within the mobile home park zone, Council may consider permitting an expansion of the existing mobile home park, by development agreement and according to the provisions of the Municipal Government Act.

Beaver Bank Villa

Continued operation and maintenance of the private sewer and water services and roads is vital to the long term viability of the community. Due to its remote location close to the Hants County border, any municipal involvement in the operation of these private systems would be difficult to efficiently deliver and should not be seen as a long term solution to any potential servicing problems.

P-32 It shall be the intention of Council to recognize and support the continuation of existing development at the Beaver Bank Villa, through the creation of a R-8(Special Area) Zone. Existing residential, commercial and institutional uses will be permitted, as well as the expansion of existing commercial and institutional uses, and their conversion to other institutional uses and commercial uses permitted in the C-2(General Business) and C-4(Highway Commercial) Zones as established in Policies P-23 and P-24. New development will be permitted according to the provisions of the MU-1(Mixed Use 1) Zone, established in Policy P-8.

Policy P-18 was established in 1987 when there were numerous concerns surrounding the Woodbine mobile home park resulting from failing servicing systems and long term maintenance issues. In 1994, in response to significant environmental and health risks attributed to both the capacity and performance of the private sewage treatment plant servicing the Woodbine mobile home park, the park was connected to the Sackville sanitary sewerage system. To ensure this does not occur in the Beaver Bank area, new mobile home parks are prohibited.

Further, when policy P-32 was establish in 1987 there were also numerous complaints about the condition of existing servicing systems and the long term maintenance of the failing systems at the Beaver Bank Villa. Therefore, plan policy restricted development to the existing uses and new development is subject to the MU-1 (Mixed Use-1) zone provisions (i.e. development based on on-site well and septic systems).

However, since the establishment of this policy, a \$5 million renovation project was completed for the 45-bed Nursing Home, the 165-bed Adult Residential Centre was closed by the Department of Community Services, many of the 120 housing units have been demolished due to deteriorating conditions and a new water system and state-of the-art sewage treatment facility has been constructed. These events render the existing policy outdated and no longer supportive of the development pattern once permitted and re-development needed to sustain the investment made in the new servicing systems.

Therefore, staff is recommending the Beaver Bank Villa policy set in the Municipal Planning Strategy be amended to provide an accurate reflection of Beaver Bank Villa today and provide policy support to enable future residential development, such as a mobile home park, to replace the housing units and the adult residential care facility.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN:

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

ALTERNATIVES:

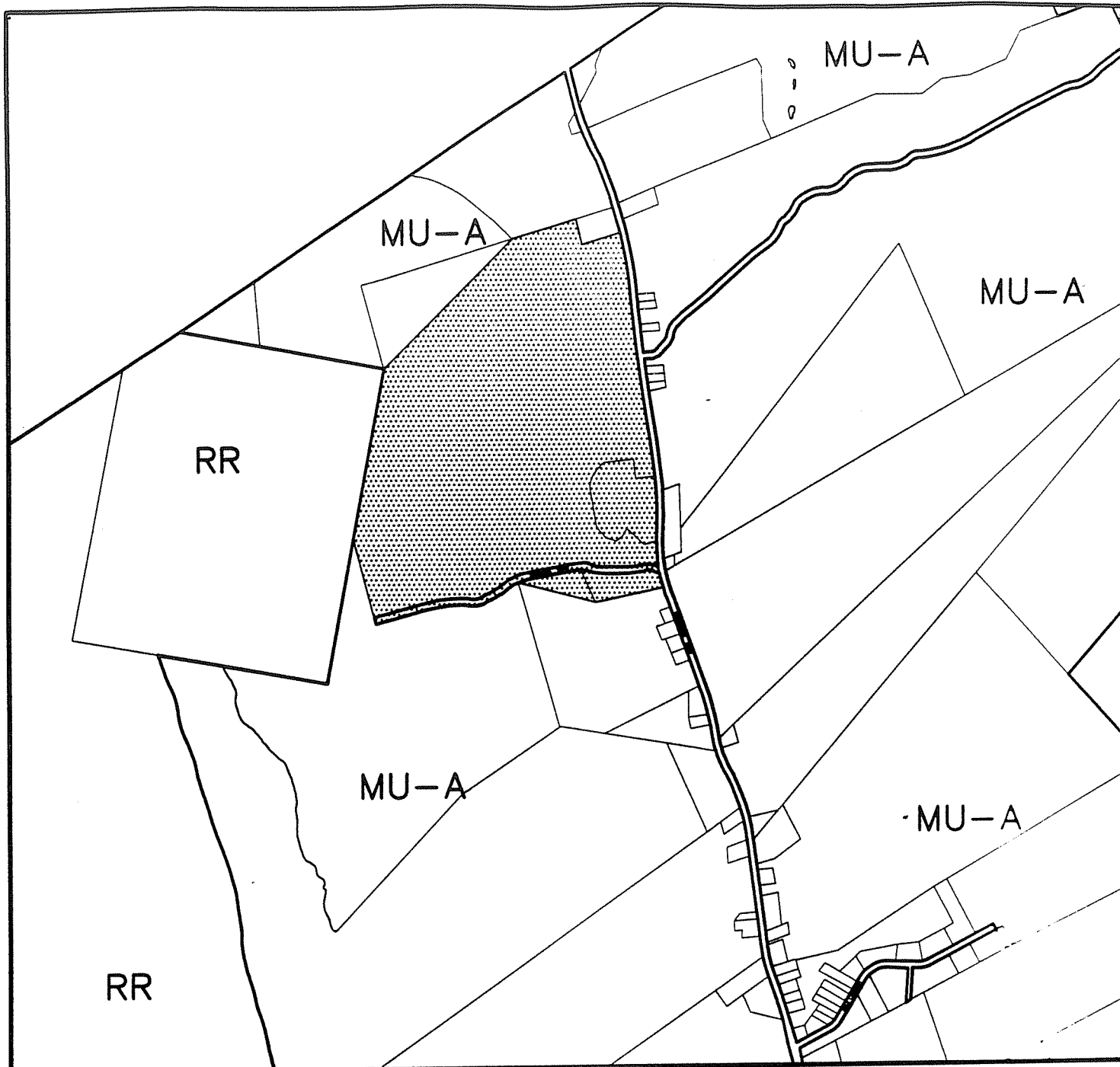
1. Community Council could recommend that the plan and by-law amendments be approved by Regional Council. This is the staff recommendation.
2. Community Council could recommend that the plan and by-law amendments as presently drafted, be amended. If this option is chosen, specific direction should be given regarding the amendments sought. If the amendments are substantial, it may be necessary to defer forwarding this application to Regional Council in order to allow for further negotiations between staff and the proponent. If, however, only minor amendments are sought, it may be possible to forward the application with a commitment from staff and the applicant that the matters will be addressed in a supplementary report to Regional Council. If this application proceeds to public hearing in its present form and the plan and by-law amendments are approved, nothing would preclude the Community Council from seeking amendments after hearing from all interested parties.
3. Community Council could recommend that Regional Council reject the plan and by-law amendments which would enable this proposal to be considered. Regional Council is under no obligation to consider a request to amend the MPS and a decision not to amend the MPS cannot be appealed.

ATTACHMENTS:

Map 1:	Generalized Future Land Use Map
Map 2:	Zoning Map
Map 3:	Notification Area Map
Map 4:	Site Plan of the Beaver Bank Villa Complex (existing)
Map 5:	Proposed Concept Plan for the Beaver Bank Villa housing site
Attachment A:	Background Information on Water System and Sewage Treatment Plant
Attachment B:	Proposed Amendments to Municipal Planning Strategy
Attachment C:	Proposed Amendments to Land Use Bylaw
Attachment D:	Summary from Public Information Meetings dated December 5, 2001

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 490-4208 (fax).

Report Prepared by: Thea Langille-Hanna, Planner (869-4262)



Map 1
Generalized Future Land Use

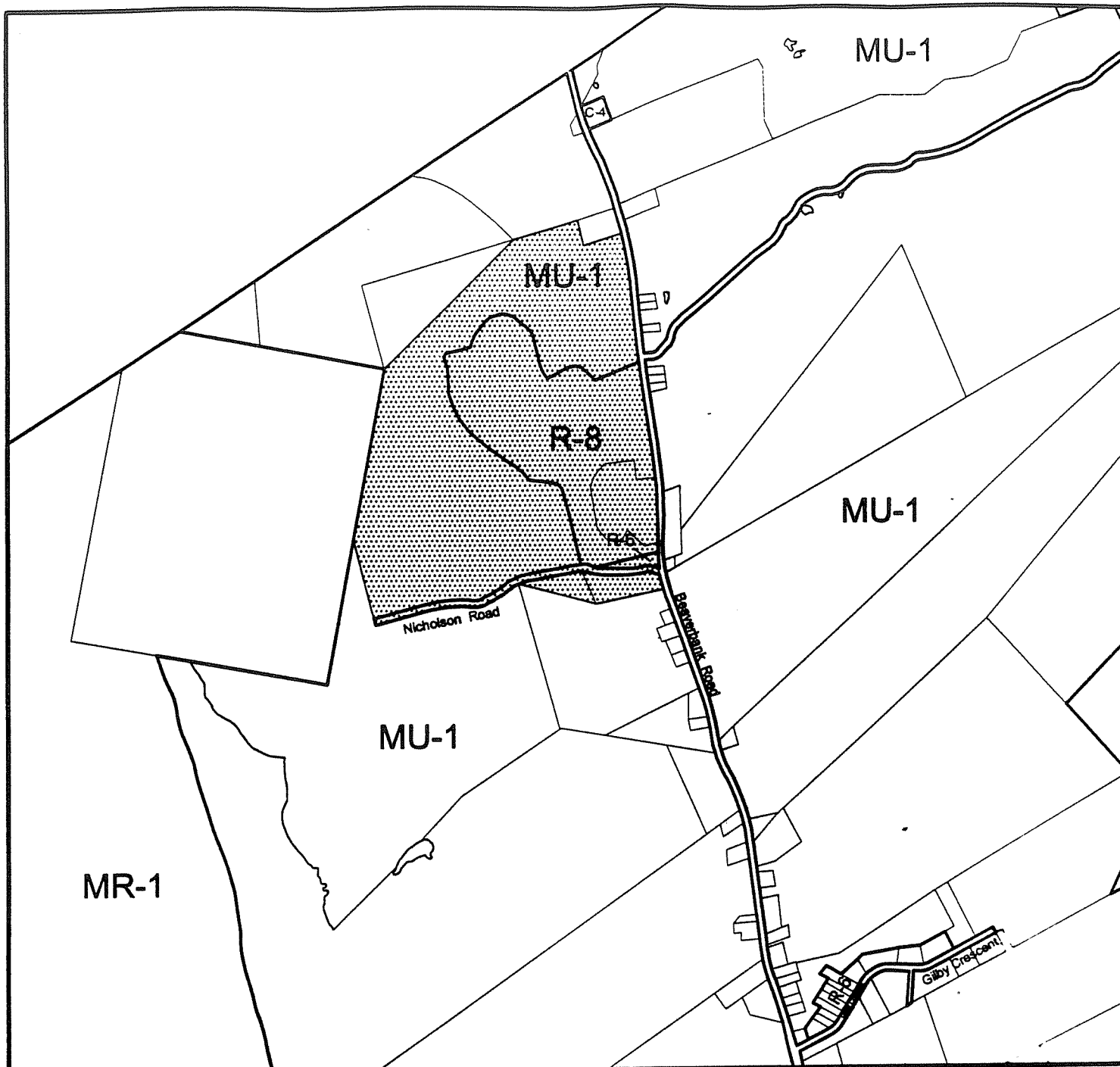
 **Subject Property**

HALIFAX
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RR Rural Residential Designation

MU-A Mixed Use A Designation





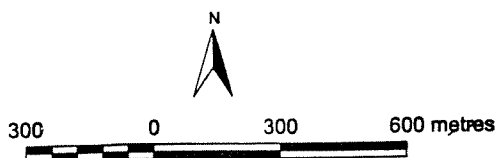
Map 2 Zoning

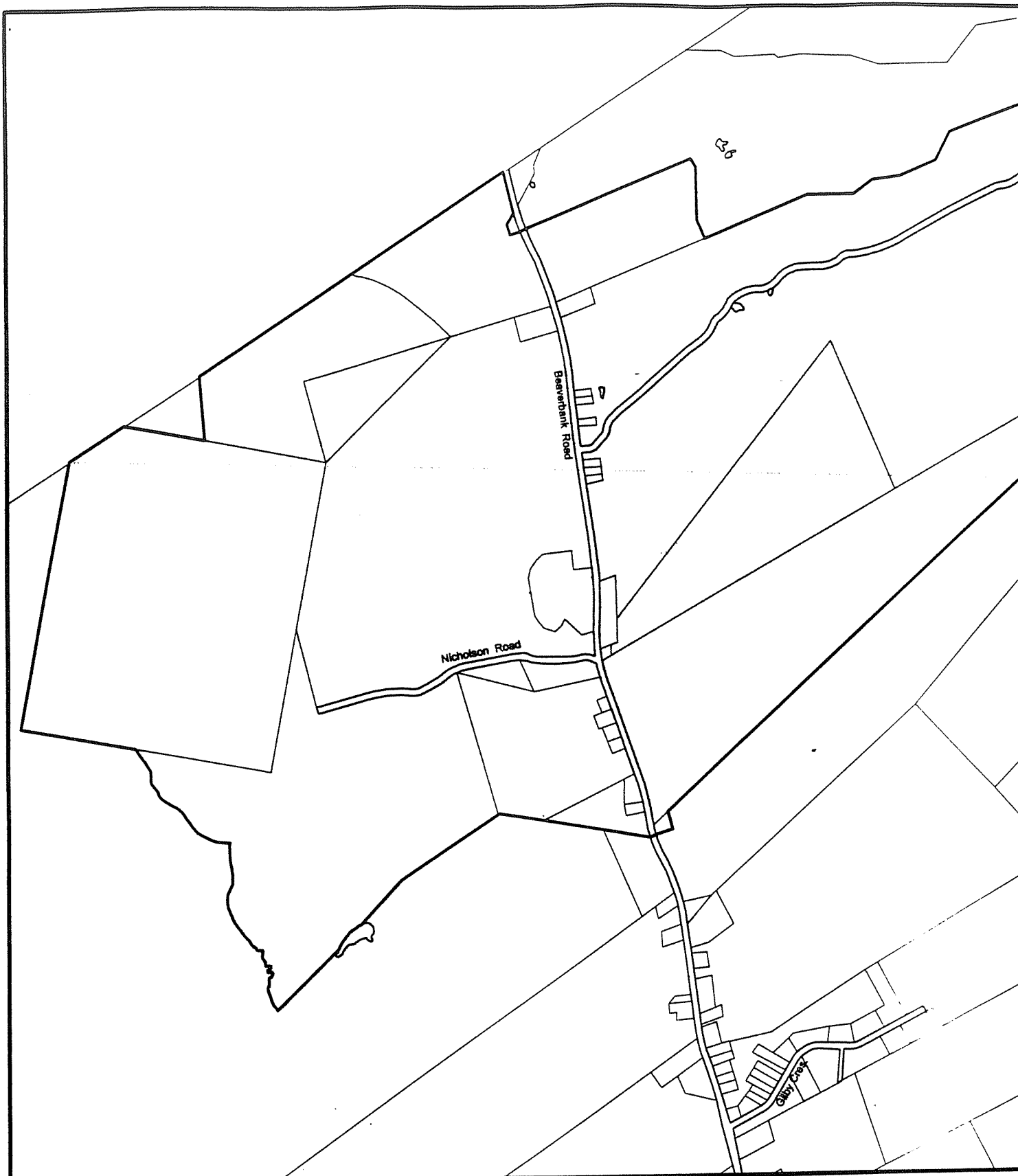
 Subject Property

HALIFAX
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R-6 Rural Residential Zone
R-8 Special Area Zone
C-4 Highway Commercial Zone

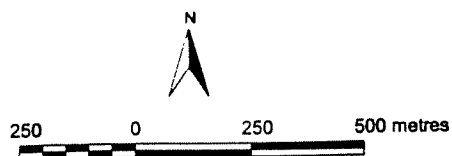
MU-1 Mixed Use 1 Zone
MR-1 Mixed Resource Zone



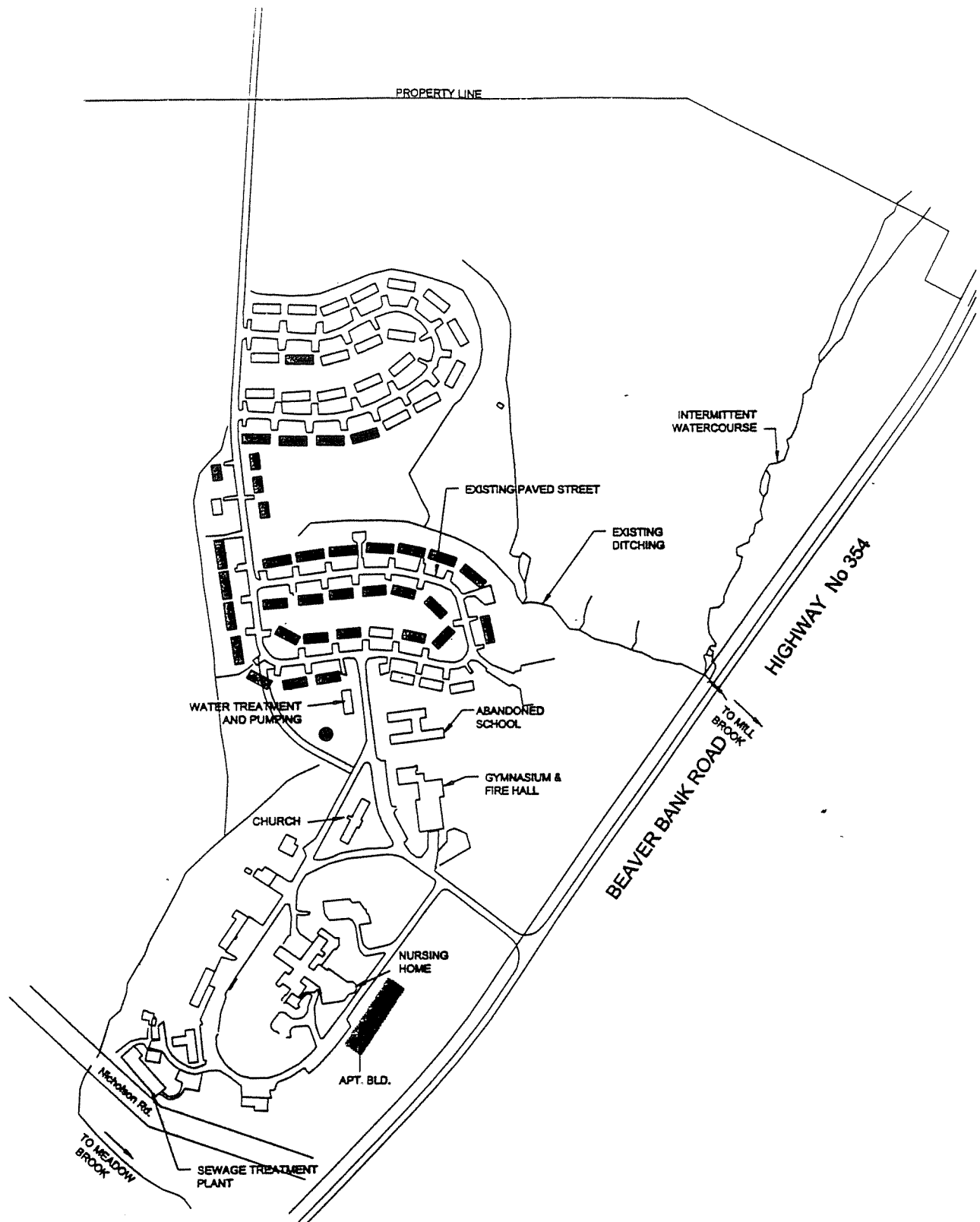


Map 3
Notification Area

 Notification Area




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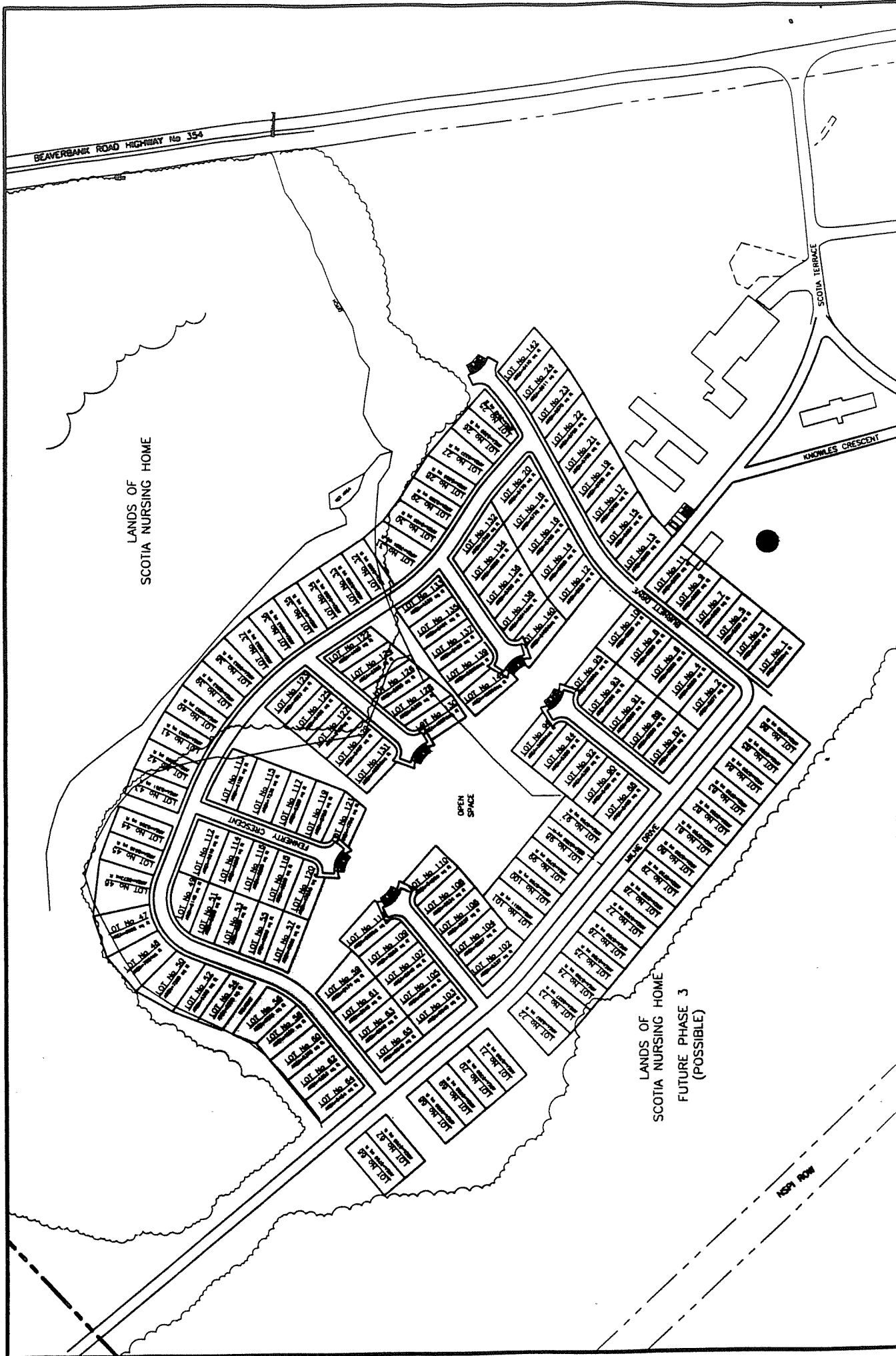
Map 4
Site Plan of Beaver Bank Villa Complex (Existing)



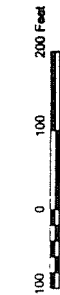
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 Buildings that have been demolished

200 0 200 400 metres



Map 5
Proposed Concept Plan for the
Beaver Bank Villa Housing Site



HALIFAX
REGIONAL MUNICIPALITY
PLANNING SERVICES

May 22, 2003

HRM does not guarantee the accuracy of any base map information on this map.

F:\Repmaps\Planadm\00398\Concept.dwg (AKT)

ATTACHMENT A

Background on the new water system and sewage treatment plant

Water Services

The Beaver Bank complex has a central water service for domestic water for all buildings as well as fire protection for the Nursing Home. The water source is a series of drilled wells feeding into a gravity water line leading to a 35,000 gallon underground reservoir constructed in 1995. For the reservoir the water is pumped through a water treatment plant to remove unwanted minerals, in particular iron and manganese. This plant was constructed in 1995. The treated water is then stored in a 100,000 gallon reservoir before it is sent out into the pressurized distribution system of underground piping to the various buildings and housing units on the complex. The capacity of the water system is 40,000 gallons per day, although the current usage is less than 15,000 gallons per day. Capacity of the water system can be increased by reinstating existing wells or drilling additional wells.

Sewage Services

The Beaver Bank complex has a central sanitary sewage service. A gravity collection system brings the sewage down to a state-of-the-art sewage treatment plant constructed in 1995. The sewage treatment plant operates on the principle of solar aquatic. The treatment plant consists of a large greenhouse structure housing a series of tanks, ponds and marshes which in combination with mechanical and natural mechanisms, treat the raw sewage before discharging into a stream (Meadow Brook). The capacity of the plant is 80,000 gallons per day, although the current usage is considerably less. The treatment plant was oversized at the time of construction to accommodate existing infiltration and inflow. Upgrades to the collection system would enable the plant to sustain a larger residential population.

ATTACHMENT B

Case 00398: Amendments to the Beaver Bank, Hammonds Plains, Upper Sackville
MPS and LUB respecting the Beaver Bank Villa Complex.

The Municipal Planning Strategy for Beaver Bank, Hammonds Plains, Upper Sackville is hereby amended by adding the preamble and policy identified in **bold**:

Beaver Bank Villa

The Beaver Bank Villa, site of a former Royal Canadian Air Force (RCAF) radar station, is located in north Beaver Bank, within the Mixed Use A Designation. The site, originally part of the Pine Tree line radar defence system, became obsolete as technology improved and was subsequently declared a surplus crown asset. It is now in private ownership.

The living quarters of the RCAF staff consisted of duplexes. In addition, the site includes a **nursing home, adult residential care facility**, an elementary school, fire station, church, post office, variety store, mobile dwelling, nursing home and adult residential centre, rental office and playing fields.

The nursing home and adult residential centre provide care for residents from Halifax Regional Municipality, Hants County and a small number from other parts of the province. The nursing home accommodates individuals requiring specialized nursing care. The adult residential centre, which provides supervisory care to special needs residents, has a mandate to encourage the social, educational and vocational development of its residents and their integration into the community as self-sufficient individuals. In light of this objective to integrate residents into the community, the lack of public transportation to service this isolated community is a significant concern (See Transportation and Utilities).

Several of these facilities serve the population of the larger community of Beaver Bank. All of these facilities are under one ownership. **However, the aging buildings have presented many maintenance challenges over the years. The decreasing quality of housing has resulted in increased vacancy levels with less than one-third of the 120 housing units currently being occupied. The 165-bed adult residential centre was closed in late 2002 and the support services (eg: convenience store, gymnasium) have also closed due to decreased sales and support.**

All development at the Beaver Bank Villa is situated on approximately 67 acres of the 225 acre parcel. The internal road network is privately owned and maintained, as are the

central sewer and water systems which were constructed when the site was originally developed. The water, which is obtained from drilled wells, is highly corrosive due to the presence of iron bacteria, iron and manganese. While these elements do not cause health problems, they do cause staining and it is likely that over time they will clog the water distribution lines and result in blockages and major breaks in these lines. The problems with water quality have been long term and are the result of inadequate water treatment and insufficient long term maintenance of the water system. **Consequently, in 1995 a 35,000 gallon underground reservoir and a water treatment plant were constructed. The capacity of the water system is 40,000 gallons per day and the capacity can be increased by reinstating existing wells or drilling additional wells.**

Despite the design and capacity of the sewage treatment plant being adequate, its age and inconsistent maintenance may lead to problems in the not too distant future. **Consequently, a state-of-the-art sewage treatment plant was constructed in 1995. The sewage treatment plant operates on the principle of solar aquatics and has a capacity of 80,000 gallons per day.**

It is recognized that the Beaver Bank Villa contains important facilities for both Beaver Bank and the rest of the Municipality. Existing development will be permitted to continue through the creation of a special area zone. Existing commercial and institutional structures will be permitted to expand or convert to similar uses of a commercial or institutional nature, subject to controls on open storage and display designed to provide protection for existing residential uses. **Due to fundamental structural deficiencies of the housing units, economic strain on the complex due to the closer of the 165-bed Adult Residential Care facility, and the relatively recent construction of a new water servicing system and a state-of-the-arts solar aquatic sewage treatment plan re-development to replace the existing housing stock with a less expensive housing form is encouraged.**

Any additional development on the larger undeveloped portion of the property will be required to conform to the requirements of the MU-1(Mixed Use 1) Zone. The desire to encourage and promote semi-rural low density development, as well as concerns with existing servicing problems and long term maintenance issues, preclude any consideration of the extension of these systems to service new development. Therefore, lot sizes in the undeveloped portion will be based on the provision of on-site sewage disposal systems and individual wells.

Continued operation and maintenance of the private sewer and water services and roads is vital to the long term viability of the community. Due to its remote location close to the Hants County border, any municipal involvement in the operation of these private systems would be difficult to efficiently deliver and should not be seen as a long term solution to any potential servicing problems.

P-32a It shall be the intention of Council to recognize and support the continuation of existing development at the Beaver Bank Villa, through the creation of a R-8(Special Area) Zone. Existing residential, commercial and institutional uses will be permitted, as well as the expansion of existing commercial and institutional uses, and their conversion to other institutional uses and commercial uses permitted in the C-2(General Business) and C-4(Highway Commercial) Zones as established in Policies P-23 and P-24. **Redevelopment of the housing site is permitted as a mobile home park.** Additional new development will be permitted according to the provisions of the MU-1(Mixed Use 1) Zone, established in Policy P-8.

P-32b Within the Mixed Use A Designation, it shall be the intention of Council to recognize the economic strain being placed on the Beaver Bank Villa Complex and support the re-development of the existing housing stock with a less expensive housing form such as mobile homes. Council may consider permitting an expansion of the mobile home park or permitting innovative forms of housing or design (for the former housing site or future expansion) which is not permitted in accordance with the Mobile Home Park Bylaw, by development agreement and according to the provisions of the Municipal Government Act and Council shall give regard to the following:

- (a) the proposal in compatible with adjacent uses and the existing development form in the neighbourhood in terms of use, bulk and scale of the proposal;
- (b) the adequacy of existing park services including sewer and water systems, recreation facilities, road and general park maintenance, garbage collection and street lighting;
- (c) the effect which any extension or modification would have upon the level or quality of services in the existing park;
- (d) the ability of education facilities, protection services, and recreation facilities to adequately service the increased demands of the additional development, or to respond with the provision of additional services;
- (e) the provision of landscaping or buffering from adjacent land uses in order to protect the privacy, reasonable use and enjoyment of those properties;
- (f) the provision of landscaping or buffering from the public road to which it has access;
- (g) stormwater planning;
- (h) the impact of the extension or modification has on internal and external traffic circulation patterns;
- (i) park layout and design including the design of the internal road network and separation distances from maintenance buildings and sewage treatment plants;

-
- (j) that the total number of mobile dwellings permitted within the entire park shall not exceed 300;
 - (k) the provisions of the Mobile Home Park By-law; and
 - (l) the provisions of P-137.

P-135 The following uses shall only be considered subject to the entering into of a development agreement according to the provisions of the Municipal Government Act:

- (a) Within the Mixed Use A, B and C Designations:
 - (i) mobile home parks and expansions to mobile home parks according to Policies P-18 and P-19;
 - (ii) facilities associated with extractive operations and expansions to such facilities according to Policy P-31;
 - (iii) commercial recreation uses and expansions to commercial recreation uses according to Policy P-27; and
 - (iv) two unit, townhouse and multiple dwelling uses on the lands known as Blocks A through D of the Glen Arbour Integrated Golf Course and Residential Community according to Policy P-41a to P-41h. (Regional Council - April 24, 2001, Effective - June 9, 2001)
 - (v) **expansion of the mobile home park or permit innovative forms of housing or design (for the former housing site or future expansion) which is not permitted in accordance with the Mobile Home Park Bylaw for the former housing site of the Beaver Bank Villa according to Policy P-32b.**

THIS IS TO CERTIFY that the Municipal Planning Strategy of which this is a true copy was duly passed at a duly called meeting of the Halifax Regional Council on the _____ day of _____, 2003.

GIVEN under the hands of the Municipal Clerk and under the Corporate Seal of the Halifax Regional Municipality this _____ day of _____, 2003.

Vi Carmichael
Municipal Clerk

ATTACHMENT C

Case 00398: Amendments to the Beaver Bank, Hammonds Plains, Upper Sackville
MPS and LUB respecting the Beaver Bank Villa Complex.

The Land Use Bylaw for Beaver Bank, Hammonds Plains, Upper Sackville is hereby amended by adding the provision identified in **bold**:

3.6 OTHER USES CONSIDERED BY DEVELOPMENT AGREEMENT

- (a) Notwithstanding Section 3.5 above, certain uses which may not be uses permitted in any zone may be considered in accordance with the Municipal Government Act. As provided for by Policies P-18, P-19, P-27, P-30, P-31, **P-32b**, P-39, P-41, P-44, P-50, P-56, P-77, and P-131 of the Municipal Planning Strategy for Beaver Bank, Hammonds Plains and Upper Sackville, such uses are as follows:

Senior citizen multiple unit dwellings in the Residential Designation
Model homes and associated office uses in the Residential Designation
Mobile home parks and expansion of existing mobile home parks in the Mixed Use A, B and C Designations and the Upper Hammonds Plains Community Designation
Commercial recreation uses and expansion of existing commercial recreation uses in the Mixed Use A, B and C Designations and the Rural Resource Designation
Salvage Yards in the Mixed Use C Designation
Extractive facilities in the Mixed Use A, B and C Designations and the Rural Resource Designation
Buildings specified in the Floodplain Designation
Uses permitted by the zone on the abutting property within the abutting designation
Use B and Residential Resource Designations on the lands known as Blocks A through D of the Glen Arbour Integrated Golf Course and Residential Community
Any use within a municipally registered heritage property (Regional Council- March 26, 2002, Effective-April 25, 2002)
Expansion of the mobile home park or permit innovative forms of housing or design (for the former housing site or future expansion) which is not permitted in accordance with the Mobile Home Park Bylaw for the former housing site of the Beaver Bank Villa within the Mixed Use A Designation.

- (b) In addition, the development of certain uses which are permitted within any CDD (Comprehensive Development District) may only be considered in accordance with the development agreement provisions of the Municipal Government Act.
- (c) Deleted (Regional Council-March 26, 2002, Effective-April 25, 2002)

PART 12: R-8 (SPECIAL AREA) ZONE

12.1 R-8 USES PERMITTED

No development permit shall be issued in any R-8 (Special Area) Zone except for the following:

Existing commercial uses
Existing institutional uses
Existing residential uses
Mobile Home Parks
Open space uses
All uses permitted in the MU-1 (Mixed Use 1) Zone

12.2 R-8 ZONE REQUIREMENTS: EXISTING USES

In any R-8 Zone, no development permit shall be issued except in conformity with the following:

Minimum Front or Flankage Yard	30 feet (9.1 m)
Minimum Rear or Side Yard	30 feet (9.1 m)
Minimum Separation Distance Between Main Buildings	16 feet (4.8 m)

12.3 R-8 ZONE REQUIREMENTS: MU-1 ZONE USES

In any R-8 Zone, where new MU-1 Zone uses are permitted, no development permit shall be issued except in conformity with the provisions of Part 13.

12.4 OTHER REQUIREMENTS: CONVERSION AND EXPANSION OF EXISTING COMMERCIAL AND INSTITUTIONAL USES

In any R-8 Zone, existing commercial and institutional uses shall be permitted to expand or be converted to any use permitted in the C-2 (General Business) Zone or C-4 (Highway Commercial) Zone, or any institutional use.

12.5 OTHER REQUIREMENTS: OPEN STORAGE OR OUTDOOR DISPLAY

In any R-8 Zone, no open storage or outdoor display shall be permitted within thirty (30) feet of a residential or institutional use except where a visual or physical barrier is provided, in which case there shall be no open storage or outdoor display within ten (10) feet of a residential or institutional use.

12.6 EXISTING RESIDENTIAL USES

Notwithstanding Section 4.9 and 12.1, existing residential uses shall be permitted to the extent they are in existence on the effective date of this By-law.

12.7 Mobile Home Park

In any R-8 Zone, where a mobile home park is permitted, no development permit shall be issued except in conformity with the provisions of Mobile Home Park Bylaw, as amended from time to time.

THIS IS TO CERTIFY that the Municipal Planning Strategy of which this is a true copy was duly passed at a duly called meeting of the Halifax Regional Council on the _____ day of _____, 2003.

GIVEN under the hands of the Municipal Clerk and under the Corporate Seal of the Halifax Regional Municipality this _____ day of _____, 2003.

Vi Carmichael
Municipal Clerk

ATTACHMENT D

NORTH WEST PLANNING ADVISORY COMMITTEE

REGULAR MEETING AND PUBLIC MEETING

MINUTES

DECEMBER 5, 2001

THOSE PRESENT:

Delphis Roy, Chair
Ann Merritt
George Murphy
Karen Stadnyk
Gloria Lowther
Jan Gerrow
Tony Edwards
Councillor Johns
Councillor Goucher

ALSO PRESENT:

Thea Langille-Hanna, Planner
Andrew Bone, Planner
Sandra Shute, Assistant Municipal Clerk

45 members of the public

1. CALL TO ORDER

The meeting was called to order at 7:00 p.m. at Scotia Nursing Home, Upper Beaver Bank.

2. PUBLIC MEETING - CASE 00398 - APPLICATION BY SCOTIA NURSING HOMES LIMITED TO AMEND THE BEAVER BANK, HAMMONDS PLAINS, UPPER SACKVILLE MUNICIPAL PLANNING STRATEGY TO CONSIDER RE-DEVELOPMENT AND EXPANSION OF THE BEAVER BANK VILLA SITE TO ALLOW MANUFACTURED HOUSING

A Staff Report dated October 12, 2001 was before the Committee.

2.1 Presentations

Thea Langille-Hanna, Planner provided an overview of the application. During the course of her presentation, she advised that manufactured housing, in accordance with municipal documents that regulate land use in the area, falls under the definition of mobile homes.

Ms. Langille-Hanna then introduced Stephen Pace, Scotia Nursing Homes Limited who provided a presentation on the proposal itself and background and history of the property. During the course of his presentation, he advised that:

- The housing component of the complex consists of approximately 120 rental units.
- The complex is designed for 700-800 people.
- The two outer buildings house a 165-bed adult residential centre for the mentally handicapped and disabled. Since the trend now is to smaller group homes, Department of Community Services is unable to fund renovations of the adult residential centre.
- With the scheduled closure of the 165-bed adult residential centre November, 2002, all that would be left is the 45-bed nursing home. There will be the accompanying layoff of up to 120 staff who have worked there for many years.
- The houses were built in the 50s and are very uneconomic to heat and maintain. Over the years, the quality of that housing has deteriorated to the point that it is becoming an undesirable product.
- Renting the houses stopped about 4-5 years ago. There are only 40 of 120 houses occupied at this time.
- An aggressive demolition program began last summer resulting in consolidation of tenants to the upper section of the villa.
- Cobequid Community Health Board has identified the closure of the facility and the downsizing and loss of affordable housing in the community as one of the two main health concerns for the community.
- Last winter they started looking at different types of housing that would be appropriate to replace the old housing.
- To build houses and rent them out, would not be feasible without government subsidy or programs but they are not available any more.
- The property is unique because they have their own sewage treatment plant and water plant which were upgraded in the 90s. The solar aquatic sewage treatment plant was opened in 1995, which is new technology and state of the art. People come from all over the world to see it. There was also a large capital investment in the water system, as there are a lot of minerals in the water.
- With the upcoming closure, there will be major economies of scale and financial problems coming their way.
- Having looked at different types of housing, the option that seemed the most economic and suitable for the market in the area was manufactured housing.
- They were looking at a land lease situation where people would own their own homes on site and would be provided with the services such as streets, snowplowing, street lighting, water and sewage. It would be largely self contained because of the distance from Sackville.
- Some of these communities cater to just 55 and older. They were considering catering to all age groups.

Mr. Pace then showed a Canadian video put out by the Manufactured Housing Institute which included input from people who actually live in such a community, Canadian planners, developers and politicians. He also provided an overview of a rough conceptual drawing of the proposal and there was a display of the solar aquatic sewage treatment plant.

After the video presentation, Ms. Langille-Hanna advised that:

- HRM has found itself in a similar situation as that of the City of Fredericton (as mentioned in the video) where manufactured housing falls under the definition of a mobile home.
- The villa is in an area which, in accordance with municipal documents, encourages mixed residential development but in a rural environment - single family homes on larger lots. There is one mobile home park in the area - Woodbine.

- With regard to environmental issues that have surrounded Woodbine, the municipal documents reflect those concerns, indicate that expansion of Woodbine can occur but there are not to be any more mobile home parks up Beaverbank Road.
- The policy never gave any consideration or thought to the villa being in this type of situation and looking at redeveloping the complex's housing form.
- One of the concerns with mobile homes is servicing for water and sanitary sewer; however, in this situation the villa is self contained.
- Increased traffic along Beaverbank Road is a concern as well as the overall scale and density that the proposed housing form can take on.
- In other areas in the Municipal Planning Strategy, such as Hammonds Plains and Upper Sackville, mobile home parks are a possible use through the Development Agreement process. It was only in the area from Windsor Junction Cross Road up Beaverbank Road that they are not permitted.
- The villa has its own specific zone called Special Area. Had the application come in for strictly single family dwellings or to renovate the duplexes, there would be no need to follow the public participation process.
- In the Staff Report dated October 12, 2001 sent to Regional Council, page 4, staff outlined two options - extend the R-8 (Special Area) and amend the policy to enable mobile dwellings in the listed permitted uses in the R-8 zone or create a new policy specific to Beaver Bank Villa to allow mobile dwellings by Development Agreement.
- Staff did not indicate to Regional Council which option they favoured but felt it was important to meet with the community to find out the issues and determine which option is best to explore or suitable.

2.2 Questions/Comments from Members of the Committee and the Public

Ms. Lily Snow, Beaver Bank asked what will happen to the seniors like herself, as she has been living in the housing facility for ten years, because they will not be able to afford to buy a new house and pay a mortgage.

Mr. Steven Pace responded to Ms. Snow's question by indicating that at a recent tenant meeting for the approximate 40 tenants living in the existing villa, they expressed a commitment to try to work with the existing tenants to accommodate them in some form. They were trying to avoid renting; however, in order to help people get into the homes, they felt committed to working with them, realizing full well that everyone may not be able to qualify.

Mr. Pace then introduced Mr. Thayne Stevens, President, Scotia Nursing Homes. Mr. Stevens added that the villa has a limited life - two to three years. They did not know all the details yet nor if there would be anything for rental. With regard to increased traffic on Beaverbank Road, it has really been decreasing substantially over the last number of years.

Mr. Peter Sheen, Beaver Bank noted that Beaver Bank is traditionally a forestry oriented community. A project of this magnitude could provide a shot in the arm for the community, particularly with the lumber industry the way it is. As well, Beaver Bank is a blue collar community, plumbers, carpenters, tradesmen. Bringing in 300 mobile homes, would take away from the industrial base of the community. This would be an opportunity for the Stevens company to put something back into the community by constructing the houses in question in a regular manner.

Ms. Langille Hanna, in response to a question from Mr. Sheen regarding fire concerns, advised that staff first finds out the community's concerns and then takes those questions and concerns to the necessary internal departments such as fire and engineering. This will occur following this meeting.

Ms. Langille Hanna, in response to another question from Mr. Sheen, advised that she understood that a sprinkler system is not required in individual homes.

Councillor Johns advised that both the Chief and Deputy Chief in the area, as well as the Chief of the Halifax Regional Fire Department were aware of the proposal. There is a possibility of a sub-station at the villa.

Mr. Dennis Jeffrey, Beaver Bank advised he has lived in a mobile home all his life and heard many disparaging remarks about mobile home dwellers. He supported the quality of manufactured homes being constructed at present.

Ms. Dorothy Hall, Beaver Bank asked, if there is a decrease in traffic on Beavertank Road, why was there an increase in accidents.

Mr. Stevens clarified his statement about traffic. It has decreased down Beavertank Road from this complex. He could not comment otherwise.

Ms. Christine Jeffrey, Beaver Bank asked if the zoning would be changed for this area only for the development to take place. In response, Ms. Langille Hanna advised that the villa and the area around it has two zones - one called Special Area for the villa and a Mixed Use zone for the surrounding area including the housing. The focus is just on the villa site given there is existing water and sewer.

Ms. Jeffrey asked if there would be any additional costs to the taxpayer. In response, Ms. Langille Hanna advised that staff would be looking for documentation to show that there is capacity in both the sewage treatment plant and water supply to service the homes. The roads would be privately owned. Ann Merritt referred to Attachment B and quoted from same regarding the adequacy of the sewage treatment plant and asked if this comment was made recently. In response, Ms. Langille Hanna advised that these words from the Municipal Planning Strategy would have been written before the upgrades were done.

Ann Merritt asked if the sewage treatment plant was capable of handling the nursing home plus all the proposed houses, once occupied. In response, Mr. Pace advised that it has capacity of 80,000 gallons per day and was state of the art. The challenge with the plant is the distribution and collection system which needs replacement.

Ann Merritt pointed out that if anything should happen to the wells or if the sewage cannot be treated, a 6000 sq. ft. lot is not large enough for individual systems.

Mr. Pace advised that Department of Environment would not allow that. They were looking at central services - like a small town. There is regular maintenance required for the well system.

Ms. Marilyn MacDonald, Cobequid Community Health Board said she was concerned with the 120 people who would lose their jobs with the closure and if there were other plans for them.

In response, Mr. Pace advised that there is a proposal in to Department of Health for the redevelopment of more nursing home beds - 45 or 75. There would be opportunity to re-employ staff if Department of Health approved a proposal.

Mr. Pace, in response to a question from Councillor Johns, advised that the manufactured homes would be built on gravel but plans were still at the conceptual level.

Mr. Pace, in response to another question from Councillor Johns, advised that they are working with the local Fire Department regarding upgrades to fire hydrants but this is also in the planning stages.

Mr. Stevens, in response to another question from Councillors Johns, advised that there might be some additional capacity required for the sewage treatment plant in order to handle 300 homes plus the facility.

Councillor Goucher indicated that he understood there might be options/alternatives through Community Services for funding right at this time. He urged Mr. Pace and Mr. Stevens to investigate.

Mr. David Barrett, Beaver Bank stated it was surprising how much lumber mobile homes use. The community was very strong about having no more mobile homes but the main concern was Woodbine and when schools were crowded. Now there is a different situation where there is no overcrowding of schools and it will help the school system now. Stevens Group is a good corporate citizen. The proposal will make the bus system more viable. He suggested including in the regulations that people cannot go on private lands without permission.

Gloria Lowther referred to the five phases referred to in the report. She asked if phase 2, the demolition of the houses presently occupied, could be changed to phase 5 so that the people would have a longer time frame to either raise money to buy or find other solutions.

Mr. Pace, in response, advised they were considering options and were flexible. He pointed out, however, that the buildings have a limited life. They also need additional revenue to pay for the services. At the meeting held with the residents a few weeks ago, they told people they were looking at a minimum of two years if they chose to stay.

Mr. Pace, in response to a question from Jan Gerrow, advised that rental fees would be in the area of \$150 to \$225 per month, in line with the market for the area. Manufactured homes depend on the features but, for instance, a 16 x 70 home would be in the area of \$50-65,000.

Mr. Pace, in response to questions from Jan Gerrow, advised that HRM is responsible for garbage collection. Whoever owns the manufactured homes would pay taxes on them and Stevens Group would pay taxes on the land.

Mr. Pace, in response to questions from Tony Edwards, indicated that size of the lots depends on the market but should be larger than those closer to Sackville. There could be the opportunity to choose the size of lot you want but they would also have to be affordable.

Mr. Royce Hefler, Sackville stated that the concept of mobile homes has changed a lot in the last few years. He circulated pictures. He was in support of the proposal and could not see any reason why it should not be approved.

Mr. George Tanner advised he has worked at Scotia Nursing Home for the last 25 years. If the project can save jobs and keep people in the facility, it should be supported.

Mr. Pace, in response to a question from Mr. David Barrett, advised that provision of recreation facilities would be considered as the project continues; however, there are already some amenities in the Nursing Home for seniors.

Delphis Roy, at this time, read into the record a letter from Ken Margeson, 40 Station Road, Kinsac in support of the proposal.

2.3 **Closing Comments**

Delphis Roy then thanked those in attendance for attending and providing their input. A ten minute recess was called.

2.4 **Recommendation re Public Participation Meeting**

After the recess, the Committee discussed the input from the public and the options set out in the Staff Report dated October 12, 2001.

MOVED by Councillor Johns, seconded by Ann Merritt to recommend Option Two to create a new policy specific to the Beaver Bank Villa complex site to allow mobile dwellings by Development Agreement and that staff be requested to prepare a staff report in this regard to come back to Planning Advisory Committee. MOTION PUT AND PASSED.

It was agreed that staff would take into consideration, when drafting the Development Agreement, phasing, design policy and include in the Development Agreement that only a certain area would be included and the need for the requirement to have a backup system or emergency containment system for sewage.