

**TO:** Mayor Savage and Members of Halifax Regional Council

**SUBMITTED BY:**

Original Signed by 

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Jacques Dubé, Chief Administrative Officer

**DATE:** September 8, 2020

**SUBJECT:** **Case 20226: Beechville Planning Strategy Review and Community Benefit Action Plan**

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## **ORIGIN**

Application by Armco Capital Inc. (Armco) requesting to amend the Municipal Planning Strategy (MPS) for lands surrounding Lovett Lake in Beechville.

On May 9, 2017, Regional Council deferred initiation of the Municipal Planning Strategy (MPS) amendment process and requested a supplemental report on the impacts on the local African Nova Scotian Communities and Heritage in the Beechville Area.

On August 1, 2017, Regional Council received an information report updating progress on responding to the May 9<sup>th</sup> Council motion.

On November 28, 2017, Regional Council initiated the MPS amendment process to:

1. Consider a comprehensive set of amendments to the Secondary Municipal Planning Strategy and Land Use By-law for Timberlea / Lakeside / Beechville, and to the Secondary Municipal Planning Strategy for Halifax and the Land Use By-law for Halifax Mainland, for lands near Lovett Lake in Beechville (identified as the Study Area in the staff report dated May 2, 2017), consistent with the Regional Municipal Planning Strategy's characteristics for Urban Local Growth Centres.
2. Require that the applicant undertake a Heritage Impact Statement for the Beechville Baptist Church.

3. Follow a public participation program, as outlined in Attachment C of the staff supplementary report dated November 20, 2017, to ensure the planning process strongly emphasizes:

- a. creating policy to ensure appropriate development density for the general study area;
- b. creating policy to ensure the Beechville Baptist Church property and associated heritage assets are protected;
- c. integrating parkland and community uses into the development and into the Beechville community;
- d. creating opportunities for cultural and community amenities to celebrate the African Nova Scotian history in Beechville;
- e. active engagement with the Beechville African Nova Scotia community by establishing a community liaison group; and
- f. Direct staff to work with the office of African Nova Scotian Affairs to help address issues such as the burial grounds, land titles, or any other issues recognized as being provincial jurisdiction, and have the Mayor write a letter to the Minister of African Nova Scotian Affairs for their office's support.

On July 16, 2019, Regional Council initiated a process to consider modifications to the community boundaries of Beechville.

On July 30, 2019, Regional Council renamed the Lakeside Industrial Park to the Beechville Industrial Park. As part of this decision, Regional Council also directed Civic addressing staff to begin a street renaming review of Lakeside Park Drive.

In October of 2019, Armco withdrew their request to amend the Municipal Planning Strategy for lands surrounding Lovett Lake in Beechville.

In February of 2020, Phases 1 and 2 (of the public participation program outlined in the public participation program approved by Regional Council on November 20, 2017) were completed.

In April of 2020, Armco applied to amend their 2014 development agreement for land surrounding Lovett Lake in Beechville.

## **LEGISLATIVE AUTHORITY**

### ***Halifax Regional Municipality Charter (HRM Charter)***

Part VIII, Planning & Development

## **RECOMMENDATION**

It is recommended that Regional Council direct the Chief Administrative Officer to continue with the Beechville Planning Strategy Review and undertake a Beechville Community Benefit Action Plan, that includes at a minimum, the following actions:

- 1) Ensure the matters identified by the Beechville Community Development Association, as outlined in Attachment F, are investigated, and resolved wherever possible, through the Beechville Planning Strategy Review or through a Beechville Community Benefit Action Plan;
- 2) As part of the Beechville Planning Strategy Review, ensure the actions outlined in Attachment I are undertaken;
- 3) As part of a Beechville Community Benefit Action Plan, ensure the actions outlined in Attachment J are undertaken;
- 4) Implement a revised public participation program for the Beechville Planning Strategy Review, as outlined in Attachment H; and
- 5) Take no further action in relation to Armco's request for site-specific Municipal Planning Strategy amendments.

## **BACKGROUND**

### **Current Process Overview**

In November of 2017, Regional Council approved a public participation program (PPP) for the Beechville Planning Strategy Review Process, which included 5 Phases. The November 2017 PPP is outlined in Attachment A.

As part of the Beechville Planning Strategy Review Process, a development proposal from Armco Capital Inc. (Armco) was also considered. This proposal requested a site-specific Municipal Planning Strategy (MPS) amendment. The proposal was for 59 acres of vacant land in Beechville. The Armco site is north of St. Margaret's Bay Road, between Bayers Lake Business Park and Lovett Lake (Maps 1 and 2). Community Council previously approved a development agreement for 253 residential units on part of the site in 2014.

Regional Council first discussed<sup>1</sup> Armco's proposal and the Beechville Planning Strategy review process in May of 2017. Council deferred initiating a Planning Strategy review process. Council was concerned the African Nova Scotian community was not appropriately engaged. Council directed staff to report on how the process and Armco's proposed development may impact Beechville's African Nova Scotian community and heritage. After considering a supplementary report<sup>2</sup>, Council initiated a Planning Strategy review process in November of 2017. Council's direction included a strong emphasis on engagement with Beechville's African Nova Scotian residents, represented by a community liaison group.

In Phase 1 of the process, the Beechville African Nova Scotian Community Liaison Group (CLG) was established and a general public meeting was held in April of 2018 to introduce the process and Armco's proposal. Meeting notes from the April 2018 public meeting are outlined in Attachment B. Responses from comment sheets posted at the April 2018 public meeting are outlined in Attachment C. In Phase 2, the CLG mapped assets in their community and created a list of opportunities. From the opportunities list, staff created a summary of the opportunities, which includes recommendations on how to further explore each

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<sup>1</sup> [Staff report](#) to Regional Council on initiating Case 20226. May 9<sup>th</sup>, 2017.

<sup>2</sup> [Supplementary staff report](#) on Case 20226. November 28<sup>th</sup>, 2017.

opportunity. The CLG's Asset Map is outlined in Attachment D. The Opportunities Summary is outlined in Attachment E.

As directed by the November 2017 PPP, the next step in the Beechville Planning Strategy Review Process requires engagement with the public at large – with a focus on creating initial goals, policy and concepts for the Beechville Community that incorporate the CLG's Phase 2 work.

In October of 2019, Armco advised they were withdrawing their request to amend the MPS for lands near Lovett Lake in Beechville (Attachment G). Instead, Armco applied in April of 2020 to amend their existing development agreement approved in 2014 under existing planning policy<sup>3</sup>. In June of 2020, Armco also applied for final subdivision approval of Phase 1, under the terms of the existing development agreement approved in 2014.

In response to Armco's withdrawal, the Beechville African Nova Scotian community organized a Town Hall meeting on February 29, 2020. The meeting was hosted by the Beechville Community Development Association (BCDA), a group that predates the CLG. The BCDA has a formalized structure, which includes various committees tasked with addressing issues related to: housing; quality of life/recreation; central planning/communications; quality of historical/heritage. At the Town Hall meeting, committee members presented a document that outlines desired actions and expected outcomes (Attachment F).

The community has indicated a desire to continue the planning process for Beechville. The community also wishes to proceed with a Community Benefit Action Plan, which includes actions outside of the planning process. While the community wishes to continue the planning process, they feel there is a lack of accountability for applicants, as they can request a planning process but are not bound to finish that process. Staff note that development-driven applications are at the developer's discretion and for ones involving amendments to Municipal Planning Strategies, existing policies may only be amended by Regional Council.

A path for Regional Council to continue the planning process and proceed with a Community Benefit Action Plan is the subject of this report.

## **COMMUNITY ENGAGEMENT**

To date, the community engagement process has been consistent with the intent of the HRM Community Engagement Strategy, the *HRM Charter*, and the Public Participation Program approved by Council on November 28, 2017. The level of community engagement was consultation, achieved through providing information and seeking comments through the HRM website, signage posted in the community, letters mailed to property owners within the area, and a public information meeting held on April 3, 2018. Attachment B contains the minutes from the public information meeting. Attachment C contains a summary of the feedback sheets received at the April 3, 2018 public meeting. Comments from the April 3, 2018 public meeting are summarized below:

- Beechville is a historic, African Nova Scotian community with a deep sense of pride
- Residents are unhappy that the site Armco owns near Lovett Lake was almost entirely cleared of trees
- Residents would like to see some of the current zoning in Beechville changed, especially the industrial zoning along St. Margaret's Bay Road

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<sup>3</sup> [Current development agreement application – case 22879](#)

- Residents wanted assurances that the Baptismal Path and unmarked graves would be protected and returned to the community
- The community supports new cultural venues and commemorating African Nova Scotian heritage

Following the April 2018 public meeting, the CLG worked to map assets in their community and created a list of opportunities. From the opportunities list, staff created a summary, which includes recommendations on how to further explore each opportunity. The CLG's Asset Map is outlined in Attachment D. The Opportunities Summary is outlined in Attachment E.

Based on several factors, including: the outcomes of the CLG's work; Covid-19; and Armco withdrawing their request to amend the MPS, staff have revisited the Public Participation Program approved by Council on November 28, 2017. An updated Public Participation Program for the Beechville Planning Strategy Review process is included in Attachment H.

Amendments to the planning documents will include new policy approaches for Beechville. New policy may: remove some industrial zoning; permit new housing forms; regulate building size and form; provide direction on parkland and public space; and outline how HRM will work with the African Nova Scotian community in the future. The amendments and planning process may impact the following stakeholders:

- Residents and property owners in Beechville and surrounding area;
- Beechville Baptist Church (a municipal heritage property);
- Members of the African Nova Scotian community, within Beechville and across HRM;
- Property owners and tenants in the Bayers Lake Business Park and the Beechville Industrial Park; and
- Other HRM business units.

A public hearing must be held by Regional Council before they can consider approval of any MPS and LUB amendments. In the future, should Regional Council decide to proceed with a public hearing related to the planning documents, in addition to the published newspaper advertisements, area residents will be notified of the hearing by regular mail.

## **DISCUSSION**

This report provides an update for Council on the Beechville Municipal Planning Strategy process, including an update on Armco's decision to withdraw their request to amend the MPS – as noted in the background section of this report. It provides findings to date from the public participation program. It also provides an updated participation program that responds to these findings and includes recommendations for several HRM departments.

The goal is to continue to review and update the Municipal Planning documents for the community of Beechville, with a focus on responding to community concerns and opportunities. Planning changes, however, will not address many matters important to Beechville residents. HRM must work with the community and the Province to address issues and realize opportunities.

### **Community Benefit Action Plan**

HRM staff worked with the CLG and the Beechville Community Development Association. The BCDA has a formalized structure, which includes various committees tasked with addressing issues related to: housing; quality of life/recreation; central planning/communications; quality of historical/heritage. The BCDA is working on community-based plans for Beechville. Their goals include investing in affordable housing and community space. The community also desires improved services and a more significant role for the

community in its own governance. Community concerns extend beyond land use planning; no single HRM department can respond to the range of concerns. Some opportunities are in the Province's jurisdiction.

On February 29, 2020, the BCDA held a town hall style meeting, and invited HRM staff to attend. At this meeting, the BCDA presented HRM staff with a document that outlines their intended actions and expected outcomes (Attachment F).

In response, staff recommend working with the BCDA to continue the Beechville Municipal Planning Strategy review process, and to proceed with a Community Benefit Action Plan. This provides an opportunity to create new land use policy that better meets the needs of the community. Beyond the planning process, staff have provided a series of recommendations, which focus specifically on opportunities raised by the community. A summary of the opportunities identified to date are outlined in Attachment E. This summary, and the BCDA's Town Hall Action Document (Attachment F), form the basis for the Municipal Planning Strategy review process and a Community Benefit Action Plan, and includes:

- Securing the burial grounds and the Baptismal Path for the Beechville Baptist Church: These lands are critical to the community's heritage but are owned by Armco. Staff is engaged with all parties to ensure these lands are transferred to the community. This may require amendments to the parkland provisions of the existing development agreement. This work can be facilitated through the current development agreement amendment application (Case 22879).
- Protecting and Celebrating Archaeological Sites: Archaeological Assessments have been undertaken in the community of Beechville. These assessments have identified sites and artifacts critical to the community's heritage. These sites include an area known as The Burnt, and a site near Lovett Lake. Staff will work with the community to further specify the areas to be protected through the planning regulations, and work with other HRM departments and Provincial partners in relation to protecting and celebrating these sites.
- Reviewing Beechville's Boundaries (Underway): The community has shrunk dramatically over time. Attachment D shows an historic air photo of the Community. Council has directed Planning and Development to undertake a review of the community boundaries.
- Renaming the Industrial Park (Finished): A sign for the re-named Beechville Industrial Park was unveiled in November of 2019. Over 100 residents attended the unveiling.
- Renaming Lakeside Park Drive (Underway): As part of Regional Council's approval to rename the Industrial Park, the naming of Lakeside Park Drive is being reviewed.
- Updating the Planning Documents and the Land Use By-law: Following additional public engagement, potential updates to the Planning Documents will be drafted. These drafts will be presented to the BCDA and the public – and feedback will be sought. Proposed updates will then be sent to Halifax and West Community Council for their consideration and recommendations, before being reviewed by Regional Council.
- Reconsidering industrial zoning along St. Margaret's Bay Road. The community feels industrial zoning along their local main street is no longer appropriate.
- Providing new housing options: There is a need for affordable housing and seniors housing. The community is also keen to expand the Munroe Subdivision in Beechville. Providing a wider range of housing in Beechville will require HRM to work with the community and the Province.
- Improving how people move: The community has many concerns, including high speed traffic, too few crosswalks, an incomplete sidewalk network and infrequent bus service.
- Creating a community or cultural centre in Beechville: The community desires improved or new space for cultural and community events. Subsequent to the town hall meeting, the three orders of government announced \$9.7 million in funding for a new facility to replace the aging Beechville, Lakeside Timberlea Recreation Centre. The new facility is expected to be completed by 2024.

- Placing land under community control: A goal is to acquire land and place it under community ownership, partly to provide more housing options. It will require HRM to work with the community and the Province.
- Improving community amenities / environmental features: This includes: improving public spaces (including more access to Lovett Lake); revitalization of the Beechville Baptist Church's Community Centre; creating permanent community signage; a plan to repair and restore a treeline buffer next to adjacent Business Parks.

Planning and Development staff will lead the Beechville Community Benefit Action Plan and engage with other HRM business units and Provincial departments as necessary.

### **African Nova Scotian Road to Economic Prosperity Action Plan**

In May 2018, Regional Council approved an action plan for years three-to-five (2018-21) of Halifax's economic strategy known as the *Halifax Economic Growth Plan 2016-21*.

The Beechville Community Benefit Action Plan's approach aligns with Regional Council's approval the *Halifax Economic Growth Plan 2016-21*, which requires the development and implementation an African Nova Scotian (ANS) Action Plan to advance economic development and community priorities.

The ANS Action Plan has since been developed under the leadership of the Halifax Partnership and the African Nova Scotian Affairs Integration Office (ANSAIO). The ANS Action Plan, now known as the African Nova Scotian Road to Economic Prosperity Action Plan<sup>4</sup>, was unanimously approved by Regional Council on September 22, 2020. The African Nova Scotian Road to Economic Prosperity Action Plan will build upon the Partnership and HRM's existing work and facilitate greater dialogue with the ANS community. The plan's development will stress open dialogue between all parties, provide an opportunity to share the *Halifax Economic Growth Plan*, communicate HRM's work with the ANS community, and address issues that fall within HRM's mandate or that HRM can influence.

### **HRM's Social Policy Administrative Order**

HRM has been working to create a social policy lens, and in May 2020 Regional Council approved a Social Policy Administrative Order (AO)<sup>5</sup>. The Social Policy AO provides a clearly defined, consistent and collaborative approach to social policy, and endorses *Social Policy Areas of Focus*, including: connected communities and mobility, and housing, which are two areas of focus outlined in the Beechville Community Benefit Action Plan. The Social Policy AO also offers a framework for coordinating discussions related to the Beechville Community Benefit Action Plan.

### **Adjusting the Public Participation Program (for the Planning Strategy Review)**

During Phase 2 of the original public participation program (PPP), the CLG mapped assets in their community and created a list of opportunities. From the opportunities list, staff created a summary of the opportunities, which includes recommendations on how to further explore each opportunity. The CLG's Asset Map is outlined in Attachment D. The Opportunities Summary is outlined in Attachment E.

As directed by original PPP, the next step in the Beechville Planning Strategy Review Process would require engagement with the public at large – with a focus on creating initial goals, policy and concepts for the Beechville Community that incorporate the CLG's Phase 2 work.

As a result of COVID-19, continued limitations to public gatherings may impact HRM's ability to participate in or host in-person public meetings. Staff have provided an updated public participation program (Attachment H), that enables staff to review public gathering regulations at each phase of the process.

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<sup>4</sup> [African Nova Scotian Road to Economic Prosperity Action Plan](#)

<sup>5</sup> [HRM's Social Policy Administrative Order](#)

Should in-person public meetings not be permitted or appropriate, the process may be adjusted by substituting in-person meetings with online and virtual engagement activities. These activities may include:

- Online surveys posted on the HRM website.
- Website updates to that include Forums, where stakeholders can engage in the process.
- Virtual meetings with stakeholders and residents via conference call or video chat.

The updated PPP also addresses Armco's withdrawal of their request to amend the planning documents for lands surrounding Lovett Lake. The updated PPP now requires staff, rather than Armco, to undertake further analysis as necessary, including:

- identification and mapping of other assets and opportunities that have not been identified to date, including but not limited to: (1) cultural and heritage assets; (2) opportunities for public parkland and community uses;
- working with the Province to review local heritage and archaeological resources; and
- a review of available water quality testing data for Lovett Lake.

As noted, HRM staff has worked with the CLG and the Beechville Community Development Association (BCDA). The BCDA is working on community-based plans for Beechville.

Staff recommend working closely with the BCDA to continue the Beechville Municipal Planning Strategy review process, and to proceed with a Community Benefit Action Plan. Staff have provided an updated PPP for Regional Council's consideration (Attachment H). This updated PPP provides the BCDA with a leadership role in the process, which includes:

- Staff engaging with the Beechville Community Development Association and the community to create initial goals, policy and concepts for the Beechville Community. This engagement will also focus on incorporating the assets and opportunities coming out of the community mapping exercise in Phase 2.
- Staff engaging as required with the Beechville Community Development Association - to work together to address issues and pursue community goals. Some of this work will be undertaken outside of this public participation program, as part of a Beechville Community Benefit Action Plan.
- Staff presenting the findings of community feedback and any further analysis to the Beechville Community Development Association and the community.
- Following these steps, staff will engage with the public. This engagement may be co-facilitated with the Beechville Community Development Association. This engagement will present the goals, policy and concepts for new planning policy in Beechville.
- Following these steps, staff will draft potential policy and regulations for Beechville. This work will be based on the public participation program outcomes and any further analysis. These policies and regulations will aim to be consistent with the Regional Plan, as amended from time to time.
- When potential policy and regulations have been drafted, staff will make these available to the Beechville Community Development Association and the community at large. This step will provide an opportunity to receive public feedback on the potential policy and regulations.

### **Expected Outcomes for Armco's Current Development Agreement Application**

As noted, in October of 2019, Armco withdrew their request to amend the MPS (Attachment G) for land near Lovett Lake in Beechville. Following this, in April of 2020, Armco applied to amend the existing

development agreement approved in 2014 under existing planning policy<sup>6</sup>. It should be noted that Armco has development rights under their existing development agreement and have an active application on file for final subdivision approval. This will likely result in some on-site activity prior to a decision being made on the requested amendments. Armco is entitled to proceed with development based on their existing rights, however, they would not be able to action anything for which approval of an amendment is required.

In response to Armco's withdrawal, the Beechville African Nova Scotian community met with staff and Armco. The community indicated a desire to continue the planning process for Beechville, however, the community also feels there is a lack of accountability for applicants, as they can request a planning process but are not bound to finish that process.

Regional Council's direction from November of 2017 requires the planning process in Beechville to strongly emphasize specific outcomes, including:

- creating policy to ensure the Beechville Baptist Church property and associated heritage assets are protected;
- integrating parkland and community uses into the Armco development;
- creating opportunities for cultural and community amenities to celebrate the African Nova Scotian history in Beechville;
- active engagement with the Beechville African Nova Scotia community

Therefore, it is imperative that Armco's active development agreement application addresses the above noted outcomes. As such, the recommendations included in this report direct the Chief Administrative Officer to ensure the assets and opportunities identified by the Beechville African Nova Scotian community are considered and addressed wherever possible. These assets and opportunities are noted in Attachments D and E of this report. Staff have assessed Armco's application in the context of accommodating community interests with respect to the baptismal path and archaeological/heritage features. To date, Armco has been receptive to the concept of accommodating these elements provided that the outcome does not represent a significant delay to their desired approval and construction schedule. Review and processing of this application is ongoing as of the date of this report.

It is also imperative that the Beechville African Nova Scotian community is closely involved with Armco's active development agreement application. The recommendations included in this report direct the Chief Administrative Officer to ensure staff engage closely with Beechville Community Development Association prior to developing a draft development agreement for these lands. The application is currently in the technical review stage and public engagement will follow once the technical aspects of the proposal are resolved.

### **Conclusion**

It is recommended that Regional Council direct the Chief Administrative Officer to continue with the Beechville Planning Strategy Review and undertake a Beechville Community Benefit Action Plan, that includes at a minimum, the actions outlined in this report. These actions provide an opportunity to create new land use policy that better meets the needs of the community. Beyond the planning process, these actions focus specifically on realizing the opportunities raised by the community.

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<sup>6</sup> [Current development agreement application – case 22879](#)

### **FINANCIAL IMPLICATIONS**

The HRM costs associated with processing this planning strategy review can be accommodated within the approved 2020 / 2021 operating budget for C320 Policy and Regional Policy Program. Facilitating the Community Benefit Action Plan (CBAP) will require the coordination and resources of several HRM departments and accomplishing some of the actions in the CBAP may result in costs to the Municipality. In the event that certain actions cannot be accomplished under the existing operating budgets of respective departments, or under separate direction from Regional Council, these actions will be brought forward to Regional Council for consideration.

### **RISK CONSIDERATION**

In addition to risks discussed above, finishing the planning process without making progress on issues and opportunities identified by Beechville's residents would erode trust between the African Nova Scotian community and HRM. There continues to be significant reputational risk for HRM during the planning process.

This process involves potential amendments to planning documents, which are at the discretion of Regional Council. Municipal Planning Strategy amendments are not appealable to the Nova Scotia Utility and Review Board. Information about other aspects of the process are in the Discussion section of this report.

### **ENVIRONMENTAL IMPLICATIONS**

No additional concerns were identified beyond those raised in this report.

### **ALTERNATIVES**

1. Regional Council may choose to direct the Chief Administrative Officer to proceed with the community planning process in Beechville, but to only undertake some of the recommendations within this report. This may require a supplementary report from staff.
2. Regional Council may direct the Chief Administrative Officer to discontinue the community planning process in Beechville and no longer consider changes to the respective MPS and LUB.

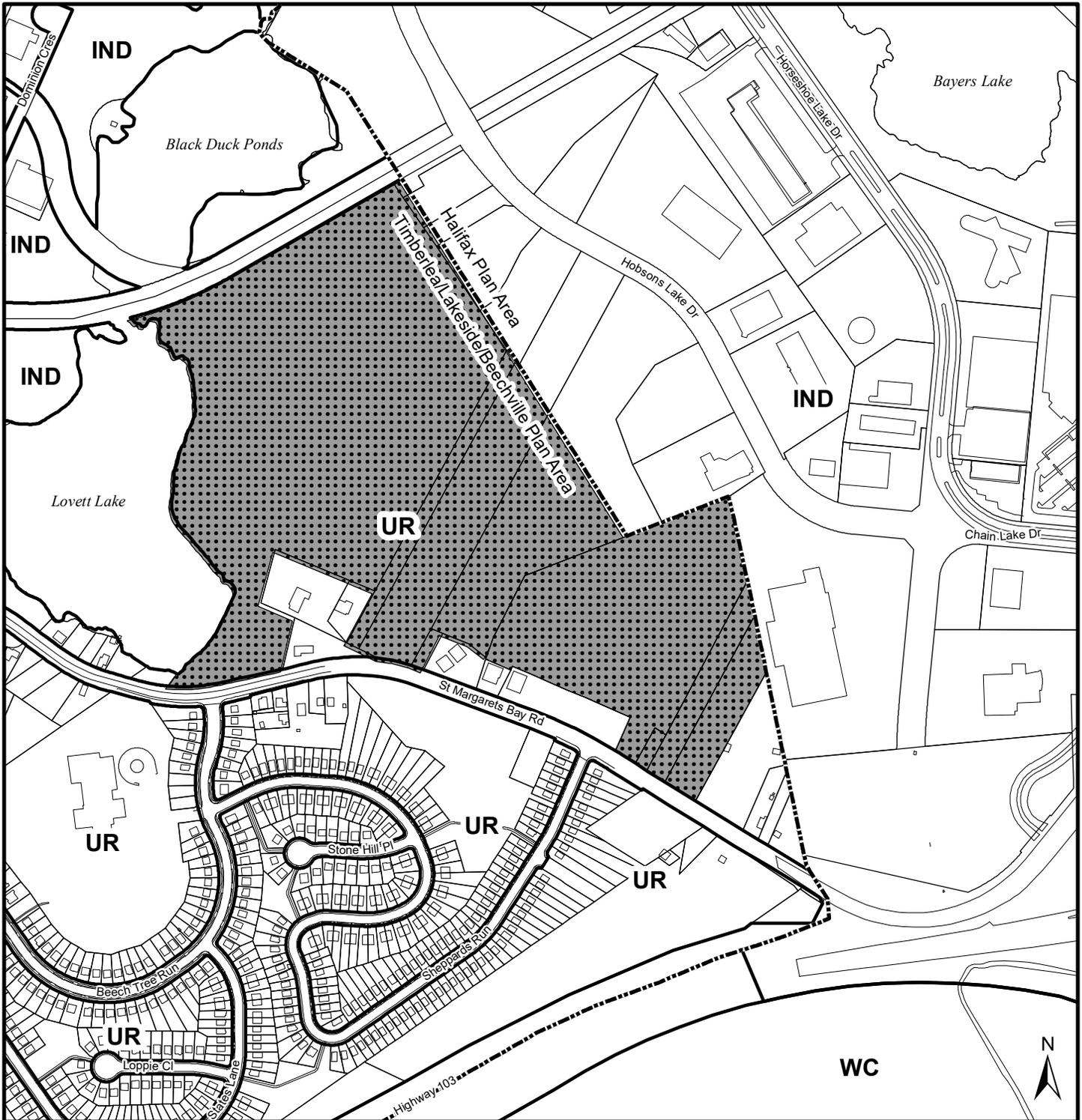
### **ATTACHMENTS**

Map 1:	Generalized Future Land Use – Lovett Lake Area in Beechville
Map 2:	Zoning – Lovett Lake Area in Beechville
Attachment A:	November 2017 Public Participation Program
Attachment B:	April 2018 Public Meeting Notes
Attachment C:	Responses from comment sheets posted at the April 2018 public meeting
Attachment D:	CLG's Asset Map
Attachment E:	The CLG's Opportunity Summary
Attachment F:	Beechville Community Development Association's Action Document
Attachment G:	Armco's Withdrawal Letter
Attachment H:	Updated Public Participation Program
Attachment I:	Beechville Planning Strategy Review Actions
Attachment J:	Beechville Community Benefit Action Plan (Actions)

A copy of this report can be obtained online at [halifax.ca](http://halifax.ca) or by contacting the Office of the Municipal Clerk at 902.490.4210.

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**Map 1 - Generalized Future Land Use**

Lovett Lake  
Beechville

 Area related to Armco's previous request for MPS amendments (this area is now subject to a development agreement application – Case 22879)

Timberlea/Lakeside/Beechville  
Plan Area

**Timberlea/Lakeside/Beechville Designations**

UR Urban Residential  
IND Industrial

**Halifax Designations**

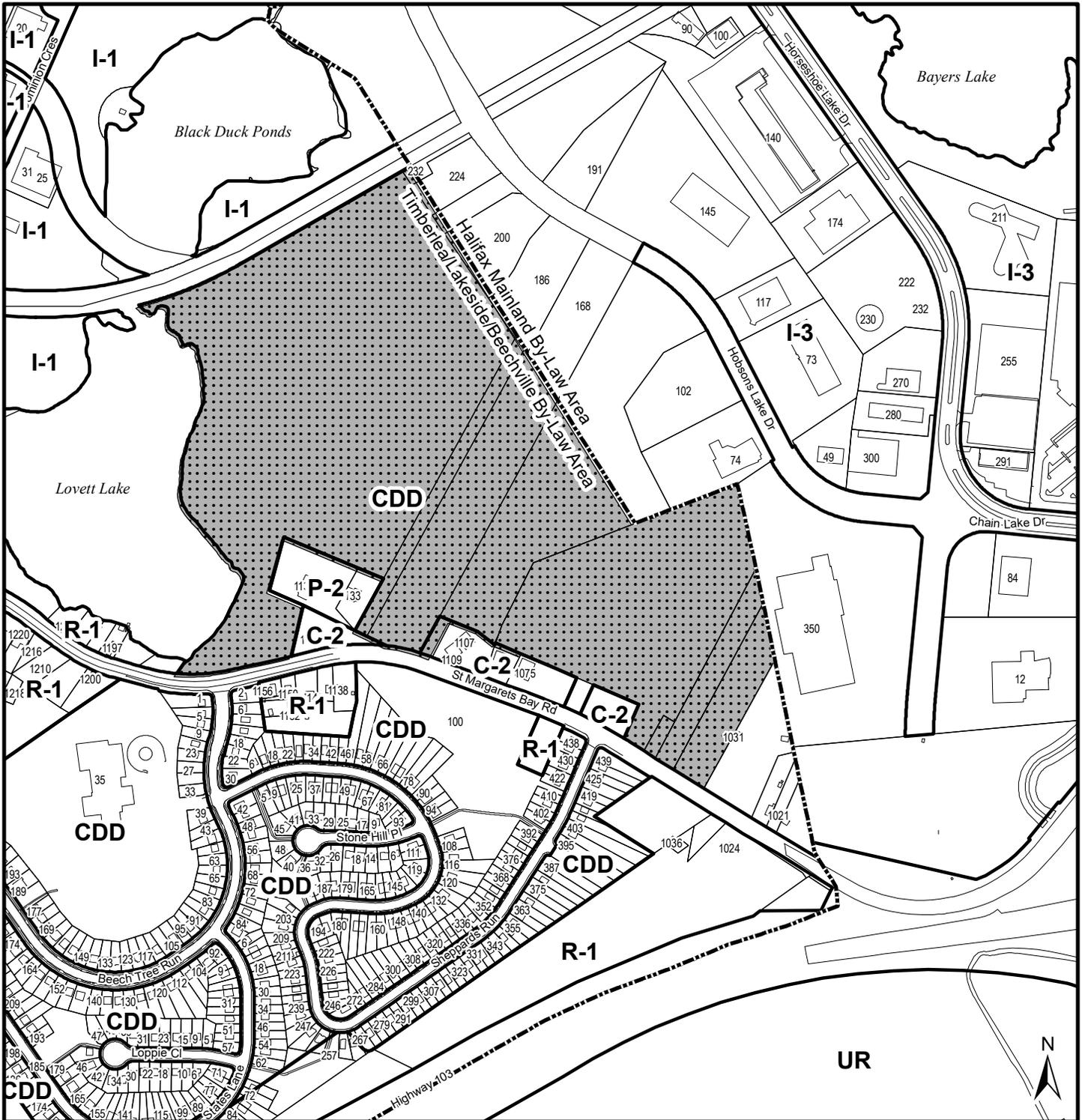
IND Industrial  
WC Western Common

**HALIFAX**



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

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



**Map 2 - Zoning**

Lovett Lake  
Beechville

Area related to Armco's previous request for MPS amendments (this area is now subject to a development agreement application – Case 22879)

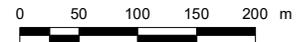
Timberlea/Lakeside/Beechville  
By-Law Area

**Timberlea/Lakeside/Beechville Zones**

- R-1 Single Unit Dwelling
- C-2 General Business
- I-1 Light Industry
- P-2 Community Facility
- CDD Comprehensive Development District

**Halifax Mailland Zones**

- I-3 General Industrial
- UR Urban Reserve



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

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

# Attachment A: November 2017 Public Participation Program

**Public Participation Program** for Secondary Municipal Planning Strategy amendments for lands located in Beechville, near Lovett Lake (Case 20226)

**Purpose:** To gather feedback from residents and community groups about possible amendments to the planning documents for Timberlea / Lakeside / Beechville and for Halifax. Staff will work with the HRM African Nova Scotian Affairs Integration Office (ANSAIO) to ensure the African Nova Scotian community in Beechville is engaged. The process will look at creating a full set of planning policies and land use regulations for land in Beechville and in Bayer's Lake Business Park. The General Study Area is shown in Attachment B of this report. The process will establish policy consistent with the Regional Municipal Planning Strategy, for consideration by Regional Council. This proposed process is the minimum engagement that the Municipality will conduct.

HRM will post proposal details, technical studies, and the record of the community engagement process on the halifax.ca website. Information will also be shared through traditional communications methods and through community based resources including church bulletins (directing people to Halifax.ca), community newsletters, and copies may be made available in public community spaces. HRM will invite nearby property owners and Beechville residents to public meetings, by regular mail. HRM will invite public comment via mail submissions, online submissions, and by email.

**Process:** A program for public engagement is required under the *HRM Charter* to allow community input on any SMPS and corresponding LUB amendments. At a minimum, the public participation program will include five phases as outlined below:

## **Phase 1 (Information Sharing)**

- Working with the African Nova Scotian Affairs Integration Office (ANSAIO), staff will establish a Beechville African Nova Scotian Community Liaison Group (CLG) and host a meeting to review the CLG role and overview the process
- Staff will also host a broader public information meeting in Beechville to present the application and process. The applicant will present their proposal and answer any questions about their project.

## **Phase 2 (Mapping Assets and Opportunities)**

- Staff will host a second CLG meeting dedicated to mapping assets and opportunities within the General Study Area, including but not limited to: (1) cultural and heritage assets; (2) opportunities for public parkland and for community uses.

## **Phase 3 (Initial Policy Framework and Conceptual Design)**

- Staff will host a second public meeting in Beechville. This will be a workshop with the community to create initial goals, policy and concepts for the subject site and General Study Area. This workshop will also focus on incorporating the assets and opportunities coming out of the community mapping exercise in Phase 2.

## **Phase 4 (Technical Analysis)**

- Following Phase 3, additional review of the General Study Area will by the applicant will include:
  - Additional analysis related to identifying and mapping assets and opportunities within the General Study Area, including but not limited to: (1) cultural and heritage assets; (2) opportunities for public parkland and community uses;
  - The applicant providing an updated traffic impact study and transportation analysis that considers all modes of transportation;
  - The applicant providing studies on piped services, as required by Halifax Water and the Municipality;
  - The applicant providing a Heritage Impact Statement discussing how development may impact the property of the Beechville Baptist Church;

- The applicant providing an analysis of potential environmental impacts on Lovett Lake and any other impacted water bodies, including a wetland study and an analysis of available water monitoring data;
- The applicant providing analysis and recommendations in relation to stormwater management
- Additional studies may be required, based on the findings of Phases 1, 2, 3 and 4. At the end of Phase 4, staff will present the findings of technical studies and engagement to the CLG and the Halifax and West Community Council.

**Phase 5 (Developing a New Policy Approach)**

- Following this staff will begin to draft potential policy and regulations for the subject site and for the General Study Area. This work will be based on the public participation program and the technical studies. This policy would be consistent with the Regional Plan's characteristics for Urban Local Growth Centres. Policy will address several issues, which may include:
  - lot sizes, building heights and appropriate density;
  - appropriate land uses;
  - appropriate heritage considerations, especially near the Beechville Baptist Church;
  - building design and urban design;
  - transportation options, including walking, cycling, transit and street connections;
  - phasing of development, based on servicing capacity and transportation impacts;
  - parks, natural areas and buffers for water bodies;
  - detailed infrastructure planning; and,
  - stormwater management best practices and standards for the quality and quantity of run-off generated by development.
- When staff has finished drafting potential policy and regulations, they will hold a meeting with the CLG and another meeting with the community. These meetings will provide an opportunity to receive public feedback on the potential policy and regulations. After this meeting, the standard application review process will take place, as outlined in the HRM Charter.

**(General Study Area Note)**

Staff has proposed a General Study Area, shown in Attachment B of this staff report. The study area is preliminary, and may change based on the findings of public engagement and technical studies.

# Attachment B: April 2018 Public Meeting Notes

**HALIFAX REGIONAL MUNICIPALITY**  
**Public Information Meeting**  
**Case 20226**

***The following does not represent a verbatim record of the proceedings of this meeting.***

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**Tuesday, April 3<sup>rd</sup>, 2018**  
**6:30 p.m.**

**Comfort Hotel, 88 Chain Lake Drive, Halifax**

**STAFF IN**

**ATTENDANCE:** Sean Gillis, Planner, Planner, HRM Planning  
Mapfumo Chidzonga (Maps), Diversion and Inclusion, HRM Planning  
Kate Greene, Policy and Strategic Initiatives Project Manager  
Ayo Aladejebi, Advisor, African Nova Scotia Affairs Integration Office  
Genevieve Hachey, Planning Controller, HRM Planning

**ALSO IN**

**ATTENDANCE:** Councillor, Richard Zurawski, District 12  
Adam Maclean, Armco Capital Inc.  
Sam Armoyan, Armco Capital Inc.

**PUBLIC IN**

**ATTENDANCE:** Approximately 43

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**Case 20226** Armco Capital Inc. (Armco) has applied to change the Municipal Planning Strategy (the Plan). Armco is proposing a new development on about 60 acres of land near Lovett Lake, in Beechville.

The meeting commenced at approximately 6:31 p.m.

**Call to order, purpose of meeting – Maps Chidzonga**

**Maps** introduced themselves as the diversity and inclusion intern and acknowledged that they were on Mi'kmaq ancestral territory. Maps explained the agenda for the evening. They explained that council has directed staff to hold a Public Participation Program in order to understand what the community would like to see on the lands that are to be developed by Armco Capital Inc. Maps explained the reason for the meetings and what HRM hopes to accomplish by having open discussion with the local residents.

Sean Gillis introduced himself and explained how this planning process will unfold. They thanked everyone for coming and introduced councillor Richard Zurawski, Genevieve Hachey, Planning Controller, Kate Greene, the applicant Armco Capital Inc.

**1. Presentation of Proposal – Sean Gillis**

Sean Gillis provided a brief introduction to the application and then made a presentation to the public outlining the purpose of the meeting, what the planning process will be, what the zoning in the area of Beechville currently is and what the developer is requesting. Sean explained why it is so important to have the local community involved in this process and spoke about the history of these lands and the African Nova Scotian community that has been here since the early 1800s. They explained how and why it is so important to conserve and respect the history of the area including the Baptist church and historic lands around it.

## Question and Answers

**Danielle Jackson:** Asked what will the community and cultural venues that were mentioned in the presentation will look like for the African Nova Scotian residents of the area.

**Sean Gillis:** Indicated that this has not been decided at this point, part of the reason for this process is getting feedback from the local residents as to what they would like to see on these lands. There are ideas that have come forward for a community centre, public art, commemorative plaques, and interpretive displays. There are many possibilities.

**Eric:** Asked for more clarification regarding the map and where the church's land and the baptismal path is vs the applicant's land.

**Derek Letourneau:** Stated the land is currently allowed to have 250 homes, just to have an idea, how many houses are in the Beechville Estates subdivision.

**Sean Gillis:** Responded there are about 350 to 400 houses there.

**Eric:** Stated they would like to know about traffic flow, buses and crosswalks.

**Sean Gillis:** Sean talked about the current bus routes in the area and explained that part of this project will be communicating with Halifax Transit and seeing if there could be more transit service in the area; sidewalks, crosswalks and a traffic impact study are all things that will be looked at in the scope of this project. There could be a different route opened from this subdivision into the Bayer's Lake area. There are other developments that will be coming to the Bayer's Lake area, all of these developments will likely be looked at together to determine what the traffic impact will be in the area.

**Terry Gagnon:** There is another development coming to Beechville, the development near Rains Mill Road, will the traffic studies for both of these developments be considered at the same time?

**Sean Gillis:** HRM will take all developments in this area into consideration with the Traffic Impact Studies. There is a new plan in HRM called the Integrated Mobility Plan, it looks broadly at various traffic modes with the idea of having less people using cars and more people using transit, bike lanes, communities where you can walk to places ect.

**Member of the public:** Wanted to know how real estate values would be impacted in the area and what schools will the children who will live in this development go to?

**Sean Gillis:** Responded, it is too early to see at this point what will happen to land values, in general when an area is built up, land values do tend to go up. The applicant can speak to the question about the schools.

## 2. Armco Capital Inc.

**Adam Maclean** introduced himself and Sam Armoyan and spoke briefly about the scope of the project. They explained that purpose today is not to speak about specifics as in unit counts, where the roads will be and what the project looks like but more to hear from the community about what potential issues are, and what we need to consider as we go forward with HRM staff working on this project. They explained that there is a previous Development Agreement on the original piece of land (a smaller portion of the current land) and since then we've acquired more land; this is why we are here, wanting to create a new development. They explained the importance of integrating small scale commercial, the history of the area and also to connect to transit and walking/cycling routes to create a community feel.

The province of Nova Scotia is responsible for the schools, they along with the Halifax Regional School Board would be looking at the needs of the community and the capacity of the local schools to see if a new school is needed and where it should go.

**Sam Armoyan** indicated they have been meeting with Pastor Grant of the Baptist Church as well as other senior members of the congregation to understand the importance of the church and the history of this land. We've spoken at length about the Baptismal Path where, historically, members would walk down to the lake to be baptized. Armco will be deeding land that connects to the Baptismal Path and also land that will extend the property of the Church to include historic unmarked gravesites to the Church. They explained how they plan on creating park land and a walking trail along the lake that will connect up to the BLT trail as well as having something commemorating the importance of the African Nova Scotian community to this area.

**Ali Duale:** Asked if the developer is held accountable for making sure the neighborhood is a safe place and properly finished and they would like to know what the playground may look like; will there be any large play areas. You have mentioned that HRM is consulting with the community in order to leave some kind of recognition for the church, what will this look like, will there be money and resources left to the church as opposed to simply putting up a plaque?

**Adam Maclean:** Replied this type of Development Agreements is required to have many things including park land, playground and green spaces. It is too early to know what the specifics will be on size however there will be at least one play ground.

**Sean Gillis:** Advised that council will decide what the investment into heritage and cultural resources will be. HRM staff will gather information and present a recommendation to Council. There are lots of opportunities here to discuss specifics about parkland and other amenities.

Once a development is finished HRM takes over ownership of the streets, sidewalks, trails, parks and open spaces. These are all maintained by HRM after the handover by the developer.

**Terry Gagnon:** Asked what do you take into consideration when you are deciding about how to keep the heritage of the area intact when planning large developments like this?

**Adam Maclean:** Asked when applying for the first development agreement for the smaller portion of this property we met several times with the community and the Baptist Church to see what was important to the community. The Baptismal Patch was part of the original proposal. The original consultation was not as elaborate as the process we will now be going through and we recognize that this process will go much deeper into what is best for the community.

**Terry Gagnon:** Asked are there environmental impact studies conducted, wind studies that show what the impact is when you tear down the forest? There were some trails in the woods where this development is proposed, there was no consultation done then to see what people thought of, we simply woke up one morning and machinery was cutting down everything.

**Adam Maclean:** Replied there are environmental impact studies however wind is not something we look at when doing single family low rise developments. From an Engineering point of view, it is often necessary to cut the vegetation back to see what the ground we will be building on is made of. The trail was not an HRM trail, it was on private land and not an officially recognized trail.

**Councillor Zurawski:** Explained that when a developer or resident wants to develop a privately-owned property and what they are looking to do is currently within the rules that no consultation is necessary. As a property owner it is your right.

**Sean Gillis:** Spoke about the CDD Zone and what the process was for the original proposal was. There are many interests involved in the process, the property owner, developer, community, African Nova

Scotian community, HRM, the province and more. This process is trying to bring us all together to decide what is best for everyone. HRM staff will be providing their recommendation to Council, at the end of this process Council will making the decision here. Our promise to the community is that we will work our best to get all the information needed in order to make the proper recommendations to Council.

**Danielle Jackson** Had questions about the baptismal path location, current graves and where the future graves might be.

**Sam Armoyan:** advised that this is something that will be looked at.

**Patsy Crawford:** Asked will there be a consideration for senior housing in this development?

**Adam Maclean:** advised that this is something that they are interested in and would be looking at incorporating.

**Eric:** Asked will there be rodent control and what will HRM do to make sure that the people who move here will have ties to the community, that it won't simply be people moving into apartment buildings and not staying and building roots.

**Sean Gillis:** Advised that he wasn't sure about the rodent control but he would look into it. HRM can state through zoning what percentages of single family homes and apartments there will be. HRM can also have a say as to what the development will look like, that it will be a place where people will want to sit out on their front porches and be proud of how their neighborhood looks and feels. HRM park planners and Heritage staff will be working on the parks and heritage components of this project.

**Carolann Wright:** Stated there are multiple zones in Beechville that you don't see in other communities and asked will this be looked at? Zoning tends to happen to a community; the community doesn't always have a say in it. What can we do to have more say as to what happens in our communities?

**Sean Gillis:** Advised that council has asked HRM to look at some of these concerns, for example, why is there an I1 zone here? We will be looking at the area as a whole within this process.

**Maps:** Explained that as part of his work at HRM that he would love to hear from members of the public about how the process can be more inclusive.

**Lynn Jones:** Asked has HRM thought about ongoing financial compensation to the community over a long period of time and they would like to say that they enjoyed that the history of the community with regards to the African Nova Scotian community and the Atlantic slave trade was included in the presentation tonight. How do we have a ongoing conversation about reparations.

**Sean Gillis:** explained that there could be a financial mechanism that could benefit the area however we are too early to know what that would look like. The discussion around reparations is something outside of the current scope of what we are here for tonight however there should be a conversation about this in general. There are many concerns here about land, land ownership and other issues that have happened in the past and HRM will be moving forward with an open discussion about these issues.

### **3. Closing Comments**

**The meeting continued with group discussions.**

### **4. Adjournment**

The meeting adjourned at approximately 8:47 p.m. with group discussions until 9:15pm.

# **Attachment C: Responses from comment sheets posted at the April 2018 public meeting**

## **Responses (Posted Comment Sheets)**

### **What do you think about more residential and commercial development in Beechville?**

More residential housing on the main road.

If this goes forward, look at hiring members of the community who are qualified or train them to be a part of the development.

When coming into our community (or any other community) find out what the developer can do for the community instead of being concerned about the land that is being purchased.

### **What do you want to tell HRM about Beechville?**

A beautiful place to live

Family

Beechville does not want to be another "Africville"

That we are a resilient community and want to preserve our culture + lands

### **What would make it easier for you to stay involved in this planning process?**

To know that we are being understood -> not just heard.

Help us to make our community to what it used to be

For the developer to be held accountable

That we are heard

For the community to benefit: affordable housing; use comm. people for jobs; community rec. centre

### **What would make it easier for you to stay involved in this planning process?**

For ongoing consultation with the ANS [African Nova Scotia] communities

### **Is there anything else you would like to tell us?**

More discussion

We don't want to be the minority in our own community (and we are becoming that)

## Responses (Individual Feedback Sheets)

### What do you think about more residential and commercial development in Beechville?

I believe there should be an extension to Beechville. In 1968 the Munroe Subdivision was established, with a promise of Phase II. ??? I would like to see a Phase II include Res. Zone/ Senior Housing/ Townhouses.

### What do you want to tell HRM about Beechville?

It is a Black Community rich in culture. I would like to see it increase rather than decrease or disappear. I would like to see HRM support an Interpretive/ Learning Centre.

### What would make it easier for you to stay involved in this planning process?

I am currently part of the Beechville Community Development Assoc. working with HRM and ANSA.

### Is there anything else you would like to tell us?

Many programs are already being utilized at the Beechville Baptist Church: Seniors, youth, tutoring, summer programs such as Day Camp and Education Seminars with the help of the Municipality and the Black Educators Association.

**Concerns:** Overcrowded schools, road closures and repairs, lack of sidewalks, lack of daycare facilities, lack of pedestrian walkways, transit upgrades, lack of recreational centres

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### What do you think about more residential and commercial development in Beechville?

I prefer not to see anymore commercial development because we have Bayers Lake next door. I do not want dense, multi-unit dwellings. We are concerned about the steep grade of the road into the new development.

### What do you want to tell HRM about Beechville?

We like the trails – the BLT and the Chain of Lakes Trails. We like the lack of development in the area, so the trails are quite and peaceful.

### What would make it easier for you to stay involved in this planning process?

Email and facebook updates.

### Is there anything else you would like to tell us?

I would like to see a park or a series of markers describing the history of the area, particularly the results of any archaeological investigations in the area.

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### What do you think about more residential and commercial development in Beechville?

In a controlled manner 'small' commercial would be a good thing. More residential is fine, though buildings should be in scale, thus not too high.

**What do you want to tell HRM about Beechville?**

It is a family community. This needs to be family friendly and kid friendly.

**What would make it easier for you to stay involved in this planning process?**

Email sign-up list and mail-outs.

**Is there anything else you would like to tell us?**

My concern is the traffic flow. Fast enough to move without bottlenecks, but allowing for continued use of bicycles and alternate forms of transportation.

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**What do you think about more residential and commercial development in Beechville?**

My concern is there is so much development in Halifax. Our trees and greenspace is being mowed down changing the landscape forever.

**What do you want to tell HRM about Beechville?**

Community of Beechville has been shrinking for years all in the name of development. My family is from Beechville and I think it is not right that there is a proposal to develop around the church and the gravesites.

**What would make it easier for you to stay involved in this planning process?**

I have provided my email to be informed of meetings. I would like to see more thought going into these plans rather than just clear cut the land then the developers wait for planner, community input etc. The developers should not be allowed to touch the land until everything is settled.

**Is there anything else you would like to tell us?**

As a black Nova Scotian, I am tired of seeing black communities in Nova Scotia disappearing. This is another example. Beechville has been targeted in the past by developers.

This is a small area and I wonder about the infrastructure to support all these residential and commercial developments. I am just sick when I drive down St. Margaret's Bay Road and see all the trees cut down. Why so much development? Where are all these people coming to rent or buy these properties?

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**What do you want to tell HRM about Beechville?**

Resident privacy is important, i.e. 1) tree buffers between trail along lake and church graveyard, 2) tree buffer between CDD and residential homes at entrance to Beechville.

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**Discussion between Armco, HRM Planning and a community member. (Notes for the record)**

Q: Do we really need commercial near Bayers Lake?

Armco: Looking for a different retail mix – smaller, more local amenities and services.

Q: The resident wanted to know why Armco was looking to change their plans.

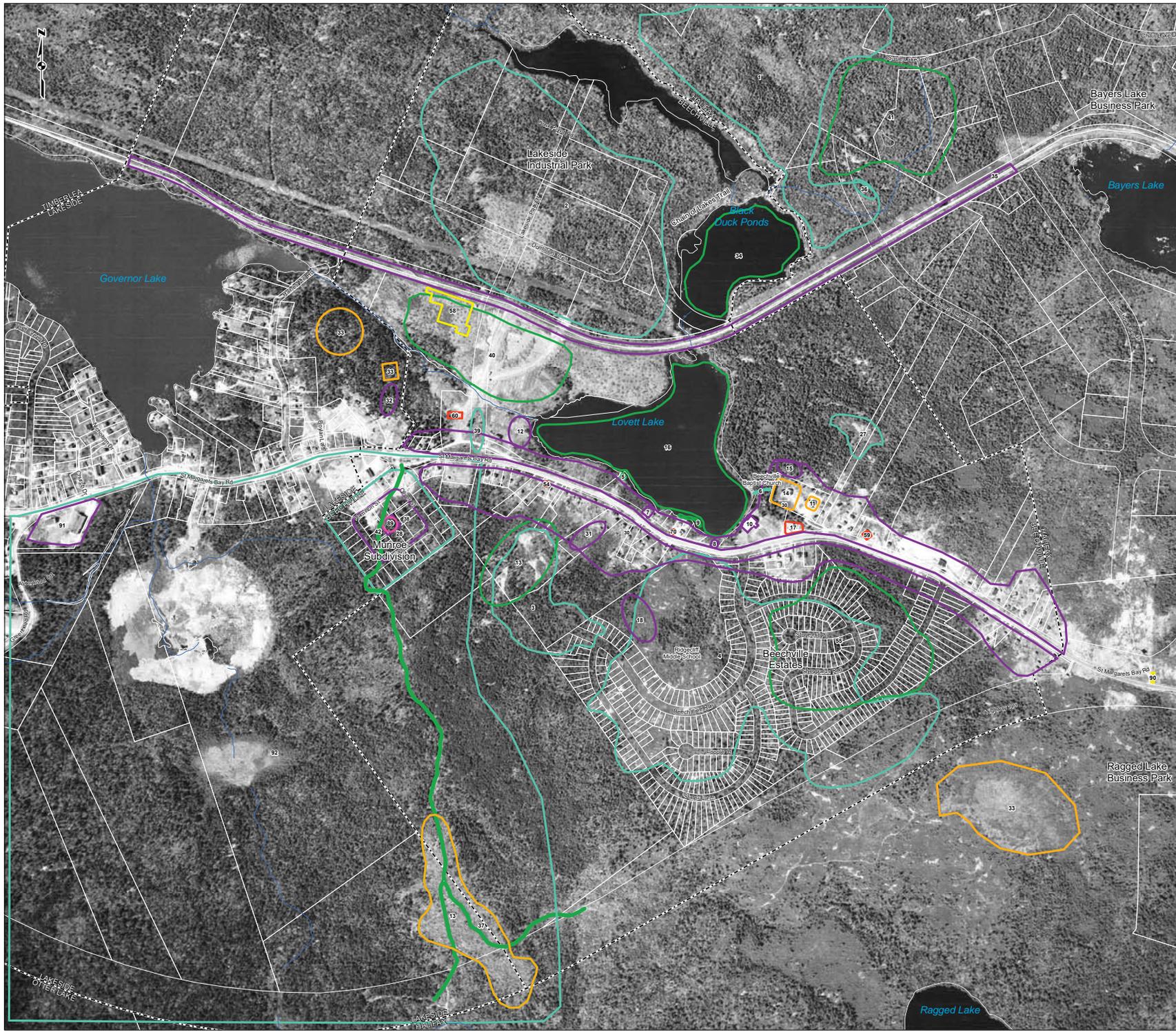
Armco: There is more land, and a chance to generate more revenue. Also, there is more sewer capacity in the area since the original development agreement was approved. There's more capacity for building. Also, more units give us the option to look at more services in the development: doctor's offices, retail, etc. There has to be a certain scale to justify adding retail.

Q: Stormwater run-off from Beechville estate goes right into the lake. Can't we do better?

Armco: Nova Scotia and HRM do not have rules that regulate the quality of stormwater runoff. There are design options to address this issue.

HRM Planning: HRM is working on regulations for stormwater runoff. Because this process is creating new rules for Beechville, we can look at creating rules or guidelines for stormwater quality.

# Community Inventory Map



- Parent**
- Community Businesses
  - Cultural Facilities and Spaces
  - Cultural Festivals and Events
  - Cultural Heritage
  - Living Heritage
  - Natural Heritage
  - other

UID	Name
1	Blueberry Picking
2	Blueberry Picking
3	Blueberry Picking
4	Blueberry Picking
5	Flat Rock
6	Baptismal Path
7	Old School #2
8	Old School #1
9	Sandy Beach
11	Community Centre Old School #3
12	Bay Bishop's
13	The Field Siding Hill
14	Beechville Baptist Church
15	Burial Grounds
17	Esso Gas Station
18	The Burnt
27	Blueberry Picking
28	Mother's Day
31	Apartment Building or Rooming House
32	Rainier's Hill
33	Ball Field
34	Duck Pond
35	Train
36	Flagpole Hill
39	Ball Hockey
40	Woodland
41	Woodland
54	Art's Canteen
55	Woodland
56	Coca-Cola Vending
59	Bay Road Tire and Auto Service
60	Pizza Town
70	Mrs. Hill's Store
10	Meadow Club
89	Playground - Munroe Subdivision
23	Beechville Days
42	Foot Trail
13	The Field Siding Hill
37	Mr. Munroe's Field
33	Ball Field
90	Beechville Sign
91	Lakeside Community Centre
33	Ball Field
92	Mr. Monroe

Creation Date: June 26, 2018  
 Updated: October 15, 2018



Prepared By:  
 Halifax Regional Municipality **HALIFAX**

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

## Attachment E: The CLG's Opportunity Summary

### Summary of Opportunities Identified (to date)

1. **Reviewing Beechville's Community Boundary**
2. **Protecting and Celebrating Beechville**
  - a. *Securing the Burial Grounds and the Baptismal Path for the Church*
  - b. *Protecting and Celebrating Archaeological Sites*
  - c. *Renaming the Industrial Park*
  - d. *Changing Industrial Zoning along St. Margarets Bay Road*
  - e. *Removing Beechville from the list of growth centres in the Regional Plan*
3. **Improving Community Amenities**
  - a. *Securing Land for the Community*
  - b. *Improved Access to Lovett Lake*
  - c. *Creating a Community/Cultural Centre in Beechville*
  - d. *Improving How People Move (Walking; Cycling; Cars; Buses; etc.)*
4. **Providing New Housing Options**
  - a. *Expanding the Munroe Subdivision*
  - b. *Creating Affordable Housing*
  - c. *Creating Seniors Housing*

### How to Work on the Opportunities

#### 1. Reviewing Beechville's Community Boundary

**ACTION 1 (Complete):** On July 16, 2019, Regional Council requested a staff report to consider modifications to the community boundaries of Beechville.

**ACTION 2 (Ongoing):** Gayle MacLean, HRM's Civic Addressing Coordinator, will lead the Beechville Community Boundary Review.

## **2. Protecting and Celebrating Beechville**

### **a. Securing the Burial Grounds and the Baptismal Path for the Church**

- i. **ACTION (Ongoing)**: The Community, HRM Planning Staff, and Armco will continue to work on this. This work can be facilitated through the current development agreement amendment application (Case 22879).

### **b. Protecting and Celebrating Archaeological Sites**

- i. **ACTION 1 (Ongoing)**: Through the Planning Process, the Community will work with HRM Planning Staff to further specify the areas to be protected through Planning regulations. This includes a site known as The Burnt, and a site near Lovett Lake.
- ii. **ACTION 2 (Ongoing)**: HRM Planning Staff will prepare a report for Regional Council's consideration, which identifies other necessary HRM and Provincial partners, and seek direction from Regional Council on how to proceed.

### **c. Renaming the Industrial Park**

- i. **ACTION 1 (Complete)**: Rename the Industrial Park in Beechville. On July 31, 2019, Regional Council officially changed the name of the Industrial Park to the Beechville Industrial Park.
- ii. **ACTION 2 (Complete)**: The Industrial Park sign was replaced.

### **d. Reconsidering Industrial Zoning along St. Margarets Bay Road**

- i. **ACTION (Ongoing)**: Through the Planning Process, the Community will work with HRM Planning Staff to further specify appropriate changes to the zoning regulations along this section of St Margarets Bay Road.

### **e. Removing Beechville from the list of growth centres in the Regional Plan**

- i. **Action**: HRM staff will review the growth centre as part of the ongoing Regional Plan review.

## **3. Improving Community Amenities**

### **a. Securing Land for the Community**

- i. **ACTION 1 (Ongoing)**: Through the Planning Process, the Community will work with HRM Planning Staff to further specify lands that should be designated for public uses, including parkland, through the Planning regulations.
- ii. **ACTION 2 (Ongoing)**: HRM Planning Staff will prepare a report for Regional Council's consideration, which identifies other necessary HRM

and Provincial partners, and seek direction from Regional Council on how to proceed.

**b. Improved Access to Lovett Lake**

- i. **ACTION 1 (Ongoing):** Through the Planning Process, the Community will work with HRM Planning Staff to further specify lands that should provide public access to the Lake, including future parkland through the Planning regulations.
- ii. **ACTION 2 (Ongoing):** HRM Planning Staff will prepare a report for Regional Council's consideration, which identifies other necessary HRM and Provincial partners, and seek direction from Regional Council on how to proceed.

**c. Creating a Community/Cultural Centre in Beechville**

- i. **ACTION 1 (Ongoing):** Through the Planning Process, the Community will work with HRM Planning Staff to further specify lands that should be designated for public uses, including a Community/Cultural Centre through the Planning regulations.
- ii. **ACTION 2 (Ongoing):** HRM Planning Staff will prepare a report for Regional Council's consideration, which identifies other necessary HRM and Provincial partners, and seek direction from Regional Council on how to proceed.

**d. Improving How People Move (Walking; Cycling; Cars; Buses; etc.)**

- i. **ACTION 1 (Ongoing):** Through the Planning Process, the Community will work with HRM Planning Staff to specify how and where development should be permitted in Beechville through the Planning regulations.
- ii. **ACTION 2 (Ongoing):** HRM Planning Staff will prepare a report for Regional Council's consideration, which identifies other necessary HRM and Provincial partners, and seek direction from Regional Council on how to proceed.

**4. Providing New Housing Options**

**a. Expanding the Munroe Subdivision**

- i. **ACTION 1 (Ongoing):** Through the Planning Process, the Community will work with HRM Planning Staff to specify how and where residential

development should be permitted behind the Munroe Subdivision through the Planning regulations.

- ii. **ACTION 2 (Ongoing):** HRM Planning Staff will prepare a report for Regional Council's consideration, which identifies other necessary HRM and Provincial partners, and seek direction from Regional Council on how to proceed.

**b. Creating Affordable Housing**

- i. **ACTION 1 (Ongoing):** Through the Planning Process, the Community will work with HRM Planning Staff to specify how and where affordable housing should be required through the Planning regulations.
- ii. **ACTION 2 (Ongoing):** HRM Planning Staff will prepare a report for Regional Council's consideration, which identifies other necessary HRM and Provincial partners, and seek direction from Regional Council on how to proceed.

**c. Creating Seniors Housing**

- i. **ACTION 1 (Ongoing):** Through the Planning Process, the Community will work with HRM Planning Staff to specify how and where seniors housing should be permitted through the Planning regulations.
- ii. **ACTION 2 (Ongoing):** HRM Planning Staff will prepare a report for Regional Council's consideration, which identifies other necessary HRM and Provincial partners, and seek direction from Regional Council on how to proceed.

# Attachment F: Beechville Community Development Association's Action Document (from February 29, 2020)

## BCDA Housing Committee

**Mandate:**

To develop immediate and long terms housing strategies for the Beechville Community (1-5-year plan/s).

To identify possible opportunities funding, resources and partnerships related to housing development.



*"Acts of reconciliation and reparations, both symbolic and substantial, are critical to our collective emancipation and the ability to live peacefully and sustainably on this land."*

	Background/context	What is needed	Expected outcomes
1.	The present Munroe Subdivision, has land marked for a stage two development since the 1960's, As a community we are ready to explore those development opportunities.	We need to develop a task force made of levels of government (along with us) that can resolve the following challenges. <ul style="list-style-type: none"> <li>✓ Proper Identification of land and site for development</li> <li>✓ Conversations with those who can assist with developing a second exit to the Munroe subdivision.</li> <li>✓ Identify resources for the development of affordable housing in the Beechville Community.</li> </ul>	A task force will be formed no later than April 2020  <b>Housing Plan development: 30,000</b>
2	As a community we are surrounded by residential commercial development, Lovett Lake Project and Reins Mills. For our community to develop. Beechville must be removed as a growth area for external development to allow us to revitalize our community now and for the future. Any further commercial housing development, other than the ones we plan as a community, will mean the death of our community.	We need to have policy conversations with councillors, HRM planners and the CAO if necessary, to develop a policy related to a moratorium on non community commercial development in the Beechville Community. We see this a critical to the future of the community and by extension all African Nova Scotian communities.	Immediate conversation and policy review on present growth area policy and moratorium on development as part of the task force work. April 2020  Financial and human resources required: <b>20,000</b>
3	As we understand ARMCO's legal rights as a developer, we also understand legal does not always mean right or just. We have 200 years of historical documents on the matter.	We need ARMCO and HRM to recognize the harmful impact of this action. It is clear we had no rights and no legal footing in this process. There needs to be immediate remedy to prevent this from happening in the future. There also needs to be reconciliation for time spent by community doing the work it committed to do before getting blindsided by the developer.	The process in which we were involved came from a motion form council that set a precedence and therefore should be the new policy of engagement for development moving forward.

## BCDA Quality of Life/Recreation

**Mandate**

To: create opportunities for healthy, cultural, leisurely and educational experiences for all residents, descendants and adherents of the Beechville Community as part of the 1-5-year plan/s.

To: identify possible opportunities funding, resources and partnerships related to quality of life and recreation



*"Acts of reconciliation and reparations, both symbolic and substantial, are critical to our collective emancipation and the ability to live peacefully and sustainably on this land."*

	Background/context	What is needed	Expected outcomes
1.	<i>The quality of life</i> of the Beechville Community is dependent on revitalizing our culture through many programs and activities. The lack of access to community space and green space that we control is an impediment to this progress. Historically we have had those places and spaces, which resulted in producing many accomplished professionals. We have been in the que for over 200 years, in this Decade for people of African Descent we must make significant and immediate progress.	We need to develop a task force made of levels of government (along with us) that can resolve the following challenges. <ul style="list-style-type: none"> <li>✓ Revitalization of our community centre as an historical hub and tourist attraction,</li> <li>✓ Identification of land for new facility, for community events, green space and educational activities.</li> <li>✓ Formal relationship with HRM Recreations services to design specific services and programs for the community.</li> </ul>	A task force will be formed no later than April 2020  Financial Support for Community Centre- <b>\$400,000</b>
2	As you well know the community of Beechville is over 200 years old. The boundaries have changed without conversation or consultation. <b><i>This year we are planning a parade from the entrance to Bayer Lake Park to Munroe Subdivision. We are inviting ANS and neighbouring communities to participate. This Show of Presence, does not just pay homage to our ancestors, put will be inspirational for our youth.</i></b>	<ul style="list-style-type: none"> <li>✓ Signs acknowledging Beechville as a Historical Community</li> <li>✓ Beechville community signs and Banners along the St. Margaret's Bay Rd, that will stay after the parade and the community celebration.</li> <li>✓ Support from local police to block the highway for ½ hour during the parade. We have seen this done for other communities.</li> </ul>	Immediate conversation with folks in recreation and planning March 2020  Financial resources for Beechville Days and parade <b>20,000.</b>
3	Beechville has a small but significant population of seniors and youth. Ensuring healthy programs are reintroduced in our daily lives is critical. Historically we had those programs, through lack of resources those programs have ended.	To ensure we can implement healthy lifestyle programs we need: <ul style="list-style-type: none"> <li>✓ Cross walks and sidewalks</li> <li>✓ Traffic Impact assessment (present traffic flow is concerning)</li> </ul>	Development of a comprehensive strategy to look infrastructure design and development for the Beechville Community and all other African Nova Scotian communities. <b>\$20,000</b>

## BCDA Central Planning/Communications

**Mandate**

To: ensure committees have resources for to complete workplans

To: call and plan necessary meetings and required by the Association



*"Acts of reconciliation and reparations, both symbolic and substantial, are critical to our collective emancipation and the ability to live peacefully and sustainably on this land."*

	Background/context	What is needed	Expected outcomes
1.	While the organization plans and implements all work related to the progressive development of the Beechville Community, it also documents and archives the process of that work. This is important for succession planning and historical relevance.	<ul style="list-style-type: none"> <li>✓ Opportunities for ongoing governance support and learning opportunities related to the work.</li> <li>✓ Opportunities to visit best practice models of community development- local, national and international.</li> <li>✓ Community Planning and Retreat sessions with local gov't, community and sister communities</li> </ul>	<p>Community Capacity Building <b>20,000</b></p> <p><i>Record Keeping/Archiving</i> <b>10,000</b></p>
2	We have begun work on Leadership and Facilitation training this year supported by HRM this allows for increased leadership capacity in the community. This program included a workshop in graphic animation. The training is not only beneficial to the community of Beechville but could be help to all ANS communities.	<ul style="list-style-type: none"> <li>✓ Development of a train the trainer program built on model developed in Beechville.</li> </ul>	<p><i>Program cost</i></p> <p>10,000</p>

## BCDA Quality of Historical/Heritage

**Mandate:**

**To: Preserve and Protect the heritage and historical importance of the Beechville Community**

**To: identify possible opportunities funding, resources and partnerships related to the communities History/Heritage**



*"Acts of reconciliation and reparations, both symbolic and substantial, are critical to our collective emancipation and the ability to live peacefully and sustainably on this land."*

	Background/context	What is needed	Expected outcomes
1.	<p>Baptismal Path and Gravesite (presently still in the hands of Armco) are still not in the hand of the Beechville (after 6 years) Community. Many excuses have been given as to why. All those excuses have to do with HRM policy or legal issues (Armco) that have all sudden become an issue. We find ourselves tired of the hurry up and wait game. We are eager to start the rebuilding process.</p>	<ul style="list-style-type: none"> <li>✓ Lands and Properties belonging to the people of Beechville need to be returned <b>immediately</b>. We have a strategic plan we are implementing. The hold up on the property transfer has a major impact on that work. We will not wait another 5 or 50 years. This is long overdue for the people of Beechville.</li> </ul>	<p>A meeting between HRM, ARMCO to find a clear and expedient process to transfer the Baptismal path and Gravesites. <b>March 2020</b></p>
2	<p>We are aware that the on the Lovett Lake site, there was a archaeological excavation that revealed critical historical information for the community of Beechville. Artifacts that cement our history of free peoples, freedom fighters, Information that connects to the significant abolitionist history that needs more archaeological and historical information.</p> <p>The information situates us before the Underground Railroad and before the Abolitionist Fredrick Douglas.</p> <p>We are part of proud heritage and a founding people.</p>	<ul style="list-style-type: none"> <li>✓ Council recommend a Heritage Agreement be initiated and filed on behalf of the Beechville Community to ensure that Ground Penetrating Radar is used to identify areas that should be protected on the clear-cut lands. (on the site)</li> <li>✓ 25 foot granite Cenotaph and a 30 foot metal flagpole be erected at the location of the archeological site identified by Johnathan Fowler to ensure that current and future generations are aware that the lands were inhabited by abolitionist freedom fighters and several generations of Black Refugee families.</li> <li>✓ Development of an archaeology plan for all land in around the Beechille area to ensure that we find all artifacts related to our rich history.</li> <li>✓ An immediate halt on development until the further archeological plan has been completed.</li> </ul>	<p>We are expecting this Heritage Agreement to be attached to the Land Title making it legally binding for current and future landowners.</p> <p>Development of a Beechville Heritage and Tourism Plan. \$40,000</p>

3	<p>Cultural Landscapes, as stated on the World Heritage Committee website "represents the combined works of nature and of man".</p> <p>It is the opinion of the BCDC Heritage Committee that the clear cutting has damaged the Cultural Landscape of the Beechville Community.</p> <p>Since 1813 Beechville has been identified by the Cultural Landscape. We feel that the connection between the indigenous community and the land should be respected, valued and protected.</p> <p>We ask that repairs to the treeline buffer begin before any additional development efforts have begun.</p>	✓ We would ask that as you prepare the Heritage Assessment that you include a plan for repairing and restoring the treeline buffer that has been protecting the community from Business Park pollution. For years this protective buffer has provided multiple quality of life benefits. Most importantly it has protected us thereby allowing us to have a safe environment in which to raise our families. It has also provided improved air quality and a noise, wind and light buffer.	Work needs to be done to protect the Cultural Landscape and take immediate steps taken to repair the damage that has been done.
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October 21, 2019

Halifax Regional Municipality  
P.O. Box 1749  
Halifax, NS  
B3J 3A5  
Attention: Kate Greene

**Re: Timberlea/Lakeside/Beechville MSP Amendment Application, Case No.20226**

Dear Kate,

As discussed earlier, I wish to inform you that Armco has decided to withdraw its application for amending the Municipal Planning Strategy (MPS) and Land Use By-law (LUB) for Timberlea / Lakeside / Beechville to permit additional density and a different street configuration that what was proposed in the Development Agreement (DA) approved in 2014 (see Case 18078) for the following reasons:

1. Our original application was made in September 2015
2. The process was only initiated by Council on November 28, 2017, more than two years after the application was made.
3. After initiation, Armco was provided a preliminary timeline of two years to complete the process.
4. On September 12, 2019, Armco was informed that it would likely take an additional 24-38 months to complete the process
5. Armco was notified on August 21, 2019 that HRM staff did not think that we would be able to obtain additional density, beyond what is currently permitted under our existing DA from 2014.
6. In the original staff report, higher densities were viewed in a positive light, but this does not seem to be the case any longer.
7. The extra density was the main reason for pursuing the MPS amendment.
8. New policies, which have been adopted since we first made our submission, such as the Moving Together Forward Plan and the Integrated Mobility Plan, have also negatively impacted the review of our application.

As such, Armco no longer feels there is value, from a pure business standpoint, in being involved in this process. Armco and its consultants have spent significant money and time on this application, with nothing gained from a development perspective. We also want to point out the amount of time from HRM staff, and more importantly from community members, spent on this application. We do value the community input and we have learned a great deal on the resourcefulness of its members and appreciate their concerns and ambitions.

The lack of certainty and clear timelines is of great concern to Armco. For those reasons, we wish to inform you that we are requesting that our application be withdrawn. Instead, Armco has decided to move forward with its development rights on the 43 acres, as per the 2014 DA, and pursue development of the remaining 15 acres via a DA application that would not require an MPS amendment.

I trust that this letter will satisfy your needs and that you understand our position. If you have any questions, please feel free to contact me at [REDACTED] or at [REDACTED].

Respectfully yours,

  
Original Signed

Adam McLean  
Vice President, Development



## Attachment H: Updated Public Participation Program

### Updated Public Participation Program

Beechville Planning Strategy Review (Case 20226)

**An updated participation program:** In Nov. 2017, Regional Council initiated a planning program in Beechville. One goal was to work closely with the African Nova Scotian community in Beechville to identify assets and opportunities and create a new set of planning policies. The African Nova Scotian community in Beechville has identified community assets and opportunities. A second part of the program looked at a proposal by Armco Capital Inc. to permit a medium density, mixed-use development near Lovett Lake. Armco is no longer pursuing this development. In response to the African Nova Scotian community's work, and in response to Armco's withdrawing their request to change planning policy, Council has endorsed this updated public participation program.

**Purpose:** To gather feedback from residents and community groups about possible amendments to applicable planning documents. Staff will work with the HRM African Nova Scotian Affairs Integration Office (ANSAIO) to ensure the African Nova Scotian community in Beechville continues to be engaged. The process will look at creating a full set of planning policies and land use regulations for land in the Beechville area. The process will establish policy for consideration by Regional Council, with a focus on addressing the issues and opportunities of the longstanding African Nova Scotian community. Policy will aim to be consistent with the Regional Municipal Planning Strategy, as amended from time to time. The proposed process is the minimum engagement that the Municipality will conduct.

This participation program was first presented to Council on May 9, 2017. Since then, staff have worked with the Beechville Community Development Association (BCDA) to explore the goals of the African NS community. Based on feedback from the BCDA, Council directed HRM staff to act to support the goals and needs of the local community.

**Study Area:** Through engagement in Phase 1 and 2 of the original public participation program, it became clear that the General Study Area had to expand and include all of Beechville and some parts of Lakeside and Halifax.

**Process:** A program for public engagement is required under the *HRM Charter* to allow community input on any Municipal Planning Strategy (MPS) amendments. The updated public participation program will include the phases as outlined below:

#### **Phase 1 (Information Sharing) (Complete)**

- On April 3, 2018 staff hosted a public information meeting in Beechville to present the process. Armco also presented their proposal and answered questions about their project.

#### **Phase 2 (Mapping Assets and Opportunities with the Community) (Complete)**

- Following the Phase 1 public information meeting, staff and a Beechville African Nova Scotian Community Liaison Group (CLG) engaged. As part of this phase, the CLG identified assets and opportunities within their community.

#### **Phase 3 (Initial Policy Framework and Conceptual Design) (Postponed)**

- Staff will engage with the Beechville Community Development Association and the community to create initial goals, policy and concepts for the Beechville Community. This engagement will also focus on incorporating the assets and opportunities coming out of the community mapping exercise in Phase 2.

#### **Phase 4a (Addressing Issues and Pursuing Goals)**

- Staff will engage as required with the Beechville Community Development Association and work together to address issues and pursue community goals. Some of this work will be undertaken outside of this public participation program, as part of a Beechville Community Benefit Action Plan.

#### **Phase 4b (Further Analysis)**

- Following Phase 3, staff will undertake further analysis as necessary, including:
  - o identification and mapping of other assets and opportunities that have not been identified to date, including but not limited to: (1) cultural and heritage assets; (2) opportunities for public parkland and community uses;
  - o working with the Province to review local heritage and archaeological resources; and
  - o a review of available water quality testing data for Lovett Lake.

Staff may undertake additional analysis as needed. Both parts of Phase 4 will overlap. At the end of Phase 4b, staff will present the findings to the Beechville Community Development Association and the community.

#### **Phase 5 (Developing a New Policy Approach)**

- Following Phase 4b, staff will engage with the public. This engagement may be co-facilitated with the Beechville Community Development Association. This engagement will present the goals, policy and concepts for new policy in Beechville. Following this engagement, staff will draft potential policy and regulations for Beechville. This work will be based on the public participation program outcomes and the analysis outlined in Phase 4b. These policies and regulations will aim to be consistent with the Regional Plan, as amended from time to time. Policy will address several issues, which may include:
  - o lot sizes, building heights and appropriate density;
  - o appropriate land uses;
  - o heritage and archaeological resources;
  - o building design and urban design;
  - o housing, especially affordable and seniors housing;
  - o locations for new development;
  - o transportation options, including walking, cycling, transit and street connections;
  - o phasing of development, based on servicing capacity and transportation impacts;
  - o parks and community facilities; and
  - o detailed infrastructure planning.
- When potential policy and regulations have been drafted, staff will make these available to the Beechville Community Development Association and the community at large. This step will provide an opportunity to receive public feedback on the potential policy and regulations. After this step, the standard planning approval process will take place, as outlined in the HRM Charter.

*As a result of COVID-19, it is anticipated that limitations to public gatherings may impact HRM's ability to participate in or host in-person public meetings. Staff will review public gathering regulations at each phase of the process. Should in-person public meetings not be permitted or appropriate, the process may be adjusted by substituting in-person meetings with alternative public engagement. This may include:*

- Online surveys posted on the Municipal website.
- Website updates to that include Forums, where stakeholders can engage in the process.
- Virtual meetings with stakeholders and residents via conference call or video chat.

**Jurisdiction:** All amendments to Municipal Planning Strategies (MPS) are within the sole jurisdiction of Regional Council, but Halifax and West Community Council will review amendments and provide recommendations to Regional Council. Halifax and West Community Council has jurisdiction over existing Development Agreements.

## **Attachment I: Beechville Planning Strategy Review Actions**

- 1) Work with the Beechville Community Development Association to consider amendments to the applicable planning documents, with a focus on addressing the assets and opportunities identified by the Beechville African Nova Scotian community;
- 2) Engage and negotiate with applicable parties to facilitate amendments to the parkland provisions of the existing development agreement on land next to the Beechville Baptist Church to facilitate transfer of the Baptismal Path and burial grounds to the Church;
- 3) Engage and negotiate with applicable parties to ensure the assets and opportunities identified by the Beechville African Nova Scotian community are addressed, wherever possible, as part of Armco's April 2020 application to amend their 2014 development agreement for land surrounding Lovett Lake in Beechville;
- 4) Engage with Beechville Community Development Association prior to developing a draft development agreement, as part of Armco's April 2020 application to amend their 2014 development agreement for land surrounding Lovett Lake in Beechville; and
- 5) Ensure the all other matters identified by the Beechville Community Association, as outlined in Attachment F, are investigated, and resolved wherever possible, as part of the Beechville Planning Strategy Review.

**Note:** HRM Planning Staff will lead this process and engage with other HRM business units and Provincial departments as necessary.

## **Attachment J: Beechville Community Benefit Action Plan (Actions)**

- 1) Consistent with Regional Council's direction from July 16, 2019, complete the Beechville Community boundary review process;
- 2) Consistent with Regional Council's direction from July 30, 2019, complete the street naming review of Lakeside Park Drive;
- 3) Review HRM recreation and cultural facilities in Beechville and the surrounding communities and report back to Council on potential improvements to parks, playgrounds and community centres;
- 4) Review HRM property in Beechville under Administrative Order 50 to identify surplus land that could be sold or transferred to community members and community groups;
- 5) Review the safety, connectivity and comfort of the pedestrian network in Beechville and report back to Council on potential improvements;
- 6) Review the performance and safety of the road network in Beechville and report back to Council on potential improvements;
- 7) Review the transit service levels and routing in Beechville and surrounding communities and report back to Council on potential improvements;
- 8) Review available water quality testing data for Lovett Lake, and if necessary, report back to Council;
- 9) Contact the Provincial Department of Housing to form a partnership exploring community-led housing and affordable housing development in Beechville, including expanding the Munroe Subdivision;
- 10) Continue to work with the Office of African Nova Scotia Affairs to help address issues such as the burial grounds, land titles, or any other issues recognized as being provincial jurisdiction;
- 11) Ensure any other matters identified by the Beechville Community Development Association, as outlined in Attachment F, are investigated, and resolved wherever possible, through the Beechville Community Benefit Action Plan;
- 12) Continue to work with the Beechville Community Development Association on all of the actions noted above, and continue to work with the Beechville Community Development Association on refinements to the Beechville Community Benefit Action Plan; and
- 13) Where necessary, report back to Council for additional direction regarding the Beechville Community Benefit Action Plan.

**Note:** HRM Planning Staff will lead this process and engage with other HRM business units and Provincial departments as necessary.