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Item No. 12.3
Halifax Regional Council
May 9, 2023
July 11, 2023

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed

Cathie O'Toole, Chief Administrative Officer

DATE: April 28, 2023

SUBJECT: **Case 24509: Beechville Community Planning Phase 1 - Amendments to the Timberlea/Lakeside/Beechville Municipal Planning Strategy and Land Use By-law**

ORIGIN

November 28, 2017, Halifax Regional Council motion (Item 9.1):

MOVED by Councillor Zurawski, seconded by Councillor Whitman

That Regional Council:

1. Initiate a process to 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 offices support.

MOTION PUT AND PASSED.

Recommendation on pages 2-3

September 29, 2020, Halifax Regional Council motion (Item 11.1.6):

MOVED by Councillor Zurawski, seconded by Deputy Mayor Blackburn

THAT Halifax 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 of the staff report dated September 8, 2020, 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 of the staff report dated September 8, 2020 are undertaken;
3. As part of a Beechville Community Benefit Action Plan, ensure the actions outlined in Attachment J of the staff report dated September 8, 2020 are undertaken;
4. Implement a revised public participation program for the Beechville Planning Strategy Review, as outlined in Attachment H of the staff report dated September 8, 2020;
5. Take no further action in relation to Armco's request for site-specific Municipal Planning Strategy amendments.

MOTION PUT AND PASSED.

LEGISLATIVE AUTHORITY

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

An Act to Amend Chapter 39 of the Acts of 2008, the Halifax Regional Municipality Charter, Respecting Housing, S.N.S. 2022, c. 13, s. 14, as follows:

14 (1) Notwithstanding the Halifax Regional Municipality Charter, an applicable municipal planning strategy or any by-law, policy or practice of the Halifax Regional Municipality, where the Halifax Regional Municipality Council is considering any planning decision under Part VIII of the Act or a community council is considering any planning decision it is empowered to make under the policy establishing the community council, the Council or community council may not refer the matter to a planning advisory committee or any other advisory committee of the Council for a recommendation prior to the Council's or the community council's decision on the matter.

(2) Subsection (1) ceases to have effect three years from the date it comes into force

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Give First Reading to consider the proposed amendments to the Secondary Municipal Planning Strategy and the Land Use By-law for Timberlea/Lakeside/Beechville as set out in Attachments A and B, to:
 - a. Rezone I-1 (Light Industrial) properties along the south side of St. Margarets Bay Road in Beechville to C-1 (Local Commercial) as identified on Schedule A of Attachment B;
 - b. Permit the continued use and expansion of boat building operations at 1248 St. Margarets Bay Road without requiring a development agreement, and
 - c. Create a Beechville Comprehensive Development District Zone that requires a master planning process by creating site-specific development agreement criteria informed by

community goals and objectives, and apply it to the properties identified on Schedule B of Attachment B.

2. Adopt the proposed amendments to the Secondary Municipal Planning Strategy and the Land Use By-law for Timberlea/Lakeside/Beechville as set out in Attachments A and B.
3. Direct the Chief Administrative Officer to work with African Nova Scotian communities throughout HRM to review zoning and consider developing a zone that acknowledges historic development patterns in African Nova Scotian communities, taking into consideration the lot fabric and unique circumstances in each community.
4. Adopt the amended Public Participation Program for Beechville Planning Strategy Review and Beechville Community Benefit Action Plan to allow for the consideration of site-specific Secondary Municipal Planning Strategy and Land Use By-law amendments as required as set out in Attachment D.

EXECUTIVE SUMMARY

In September 2020, Halifax Regional Council approved a Beechville Planning Strategy Review and the Beechville Community Benefit Action Plan¹. Both these initiatives are ongoing undertakings intended to ensure that matters identified by the Beechville Community Development Association (BCDA) are investigated and resolved wherever possible. HRM staff and the BCDA have been working to address community priorities and have had initial discussions on what the community would like to see in an updated planning strategy. However, an MPS review is an extensive effort that requires years to complete. In the meantime, changes to land use policies are being proposed to address community priorities while the overall SMPS review takes place. This report recommends an updated Public Participation Program to reflect this approach.

The proposed changes address the following:

- Rezoning industrial properties along the St. Margarets Bay Road to reduce incompatible uses with neighbouring residential properties; and
- Creating a Beechville Comprehensive Development District Zone for large, undeveloped tracts of land along Highway 103, to ensure future development will align with community priorities.

The changes also include a more complete history of Beechville in the Community Profile section of the SMPS and updating the name of Beechville Industrial Park throughout the Plan.

BACKGROUND

Beechville Community Context

The community of Beechville, originally called Beech Hill, was first settled by refugees who had escaped from slavery during the War of 1812. Many had fought for the British in the war and for their service were granted 5,000 acres near the North West Arm, an area that includes present-day Beechville, Chain of Lakes, and Nine Mile River. The community is one of the oldest African Nova Scotian communities in the province.

Over the years, outside pressures have decreased the size of the community. During the first half of the 20th century, the City of Halifax acquired land in and around Beechville for a watershed area and municipal

¹ See [Case 20226 - Beechville Planning Strategy Review and Community Benefit Action Plan - Sep 29/20 Regional Council | Halifax.ca](#)

water supply. In 1969, portions of the former Halifax County around Bayers Lake were annexed by the City of Halifax. Throughout the 1970s and 1980s, the Provincial and Municipal governments targeted large areas of Beechville for industrial development. All these land acquisitions altered and removed community assets and displaced residents. As the amount of land traditionally owned by African Nova Scotians was acquired and used for other purposes, many residents left the community and the population shrank. The community has stated that former residents and descendants of the original families want to return, but they need land and housing to do so.

Beechville Planning Strategy Review and Community Benefit Action Plan

In May 2017, Council received an MPS amendment request for Armco's Lovett Lake development application in Beechville (Case 20226). The local African Nova Scotian community expressed deep concerns about the proposed development, so Council delayed initiation of the SMPS amendment process and directed staff to work with the community to identify impacts to Beechville's African Nova Scotian community and heritage. A November 2017 report to Council outlined significant community concerns including:

- New development continues the displacement of Beechville's African Nova Scotian community;
- The boundary of Beechville has shrunk through a history of expropriation and tax sales; and
- There are limited planning options to encourage or require inclusive and affordable housing.

Council directed staff to initiate the MPS amendment process to consider Armco's proposal as well as a planning strategy review for Beechville, both under Case 20226. The process was to include a robust public participation program that emphasized active engagement with the Beechville African Nova Scotia community and created opportunities to celebrate the area's African Nova Scotian culture and history.

In October 2019, Armco opted to amend the existing Lovett Lake development agreement (Case 22879) rather than pursue the MPS amendment. However, the BCDA expressed a desire to continue the planning strategy review process for Beechville as a stand-alone initiative. The community also expressed a desire for a Community Benefit Action Plan, which includes actions outside of usual land use planning matters.

By September 2020, phases 1 and 2 of the public participation program for Case 20226 were completed. Council received a report outlining the priority issues the BCDA had discussed with staff and identified for inclusion in both the planning strategy review and community action plan. Council directed staff to continue with both initiatives, and ensure the matters identified by the BCDA be investigated and resolved wherever possible. This included direction to consider amendments to applicable planning documents, with a focus on addressing the assets and opportunities identified by the Beechville African Nova Scotian community.

DISCUSSION

The priorities identified by the BCDA for inclusion in the planning strategy review are listed in the September 2020 Council report and include more housing developed in accordance with community vision, provision of green space for community use, and protection of cultural and heritage assets.

With respect to issues identified by the community, some of the successes from the BCDA Community Action Plan over the past two years include:

- Renaming Lakeside Industrial Park and Lakeside Park Drive (the industrial park and its primary street) to Beechville, reflecting its accurate community location;
- Undertaking a boundary review to better reflect Beechville's historic community boundaries;
- Identifying HRM-owned properties in the area that could be considered under the Surplus Property Disposal Administrative Order for sale to the BCDA for community use; and
- Adding Lovett Lake to the Lakewatchers lake water quality monitoring program.

HRM staff meet regularly with BCDA representatives and are invited to the community for meetings and walkabouts to hear from residents directly. A consistent and urgent concern identified to date is securing sufficient land that can be developed under a community vision. The BCDA has a Housing Committee that is working to develop a master plan with such a vision. This plan and Beechville-specific policies will eventually be embedded in an updated SMPS for Timberlea/Lakeside/Beechville, or in Beechville-specific policies in the upcoming Suburban Plan. However, time is needed to fully develop the Suburban Plan, and a full SMPS review is an extensive effort that also requires significant time to complete. In the meantime, staff are proposing changes to land use policies that would (a) help to eliminate any further incompatible uses along the St. Margarets Bay Road; and (b) require a comprehensive neighbourhood design plan, directed by the community, for development on remaining large undeveloped properties.

Rezoning Industrial Properties on St. Margarets Bay Road

Originally, the type of land use along St. Margarets Bay Road in Beechville was primarily residential. This changed in the 1970s and 1980s when the Provincial and Municipal governments began to encourage industrial development in the area. Many properties were rezoned to I-1 (Light Industrial), including properties along St. Margarets Bay Road. Introducing industrial zoning to a historically residential area created incompatible uses side-by-side – an issue that remains today.

Limiting further industrial encroachment has been a consistent priority for the community. There is interest in allowing some level of commercial uses to support small local businesses, but not uses that involve large trucks, heavy machinery, vehicle repair or other uses with intrusive noise or smells. While existing operations would be grandfathered as non-conforming uses and be permitted to continue, any change in use in the future would have to comply with the new C-1 Zone. This will have the effect of shifting the character of the area over time to be less intensive and vehicle-focused, while still permitting some level of commercial operations.

The Timberlea/Lakeside/Beechville LUB currently has a C-1 (Local Business) Zone that permits single unit dwellings, convenience stores, food stores, and service and personal service shops (e.g., hairdressing salons, tailors, shoe repair, small appliance repairs). The maximum size of any commercial use is 2,000 square feet. Staff are recommending this zone be applied to existing industrial lots along the south side of St. Margarets Bay Road (a total of eleven properties). This change would prevent further industrial development along St. Margarets Bay Road and help return the community over time to a less intrusive development form that can better co-exist with residential uses.

HRM owns four of the I-1 zoned properties being proposed for rezoning (1296 and 1300 St. Margarets Bay Road, and PIDs 40050098 and 40160756). The Youth Works program operates out of 1300 St. Margarets Bay Road. This program manages the repair and delivery of green carts to properties throughout HRM. The warehouse at 1300 St. Margarets Bay Road stores new green carts awaiting delivery and damaged green carts until they can be delivered to the recycling facility in Goodwood. The municipal operations for this program fall under I-1 light industrial zoning use. To accommodate this use and any future municipal needs on the I-1 properties, it is proposed that “Public Use” be added as a permitted use under the C-1 Zone, which would allow any municipal operations, including industrial uses, to continue..

There is an existing industrial use at 1248 St. Margarets Bay Road (PID 40049512). Rosborough Boats has operated in Beechville for the past 21 years. The company constructs rigid hull inflatable boats and has seen demand increase significantly in recent years. The company supports the Arctic and Offshore Patrol Ships (AOPS) program at Irving Shipyard; provides boats to the Royal Canadian Navy, RCMP, Coast Guard, and municipal police boats (including HRP); and is expanding into the Indigenous Fishery Guardians program. Rosborough Boats provides employment to 20 people at its Beechville location, is looking to increase that by at least a third, and expand its operations to increase capacity. To support increased employment and local economic impact, it is proposed that the LUB provide for Rosborough Boats to be permitted to continue its industrial use and expand it on the property currently zoned I-1, without requiring a development agreement. This exemption would be enabled by adding policy to the SMPS permitting its continued use and expansion, subject to I-1 Zone standards. Any change from a boat-building use in the

future would have to conform to new C-1 zoning rules. The impact to neighbouring properties will be minimal, as the minimum lot area, frontage, rear and side yard requirements are the same for both I-1 and C-1 zones. The main difference neighbouring properties would experience is the permitted lot coverage, which is 70% for I-1 zones and 35% for C-1 zones.

Beechville Comprehensive Development District

There are large, undeveloped tracts of land between the Munroe subdivision, Beechville Estates and Highway 103. These lands are zoned R-1, which permits single unit dwellings, daycare facilities for no more than 14 children, limited small personal business uses, open space, and some institutional uses. New public streets with R-1 lots are also allowed. However, given their size, these lands have the potential to be developed as new subdivisions.

Policies IM-9 and IM-11 of the Timberlea/Lakeside/Beechville SMPS were used to enable large scale subdivisions:

- Lovett Lake development (Case 18078, 257 units, approved by Halifax and West Community Council on June 26, 2014; and Case 22879, 93 units, approved by Halifax and West Community Council on December 15, 2021), and
- St. Margarets Bay/Raines Mill Road development (Case 20795, 78 units, approved by Halifax and West Community Council on May 10, 2022).

Both of these applications had large sites rezoned from R-1 to Comprehensive Development District to enable development agreements permitting larger-scale developments. In both cases, the Beechville African Nova Scotian community raised concerns about the impact these developments could have on the historic ANS community and the protection of archaeological sites.

The ANS community views these development policies as a tool for slow-motion displacement and is asking for policy options to protect or acquire sites and ensure the ANS community is included in the planning process in a meaningful way that influences decision-making. The Beechville ANS community wants to ensure it has more input into any development that may take place on the remaining undeveloped lands of a size that could support larger-scale subdivisions.

A new Beechville Comprehensive Development District Zone is therefore proposed to be applied to properties four hectares (10 acres) in size or larger, identified on Schedule B. The zone would require a comprehensive neighbourhood design plan for any development on specific properties identified on Schedule B. Similar to the Future Growth Node process set out in the Centre Plan, these new Beechville CDD policies would require site-specific criteria to be created and then addressed in a development agreement. These criteria would be established through a public engagement process, thereby giving residents more control over the future of their community. The process would be as follows:

- 1) Zone the lands as Beechville CDD through the current planning process & include policy direction requiring site-specific development agreement criteria to be developed as part of a future master planning process;
- 2) Complete public engagement and bring for Council's approval a vision, priorities and development agreement criteria for the Beechville CDD sites; and
- 3) Present for Council's consideration the approval of development agreement(s) that includes site-specific community priorities, open space, culture & heritage assets, etc.

This new zone and process would be separate from the existing CDD and development agreement policies in the Timberlea/Lakeside/Beechville SMPS. No extensive development on the lands identified would be possible until the master neighbourhood planning process is complete and development agreement criteria are established. The only development that would be permitted in the meantime is that which is currently enabled through the existing R-1 Zone, on existing public streets. Those specific properties would not be eligible to apply for the existing CDD Zone or any other rezoning. The attached comparison table shared

with the public at an open house (Attachment C) outlines the differences between the existing and proposed CDD scenarios.

In summary, a new Beechville CDD Zone would still allow development but would require it to be done in partnership with the community to ensure that development achieves certain goals. It does this by making the community goals the conditions to be considered by Council for a development agreement.

Next Steps

As work on the planning strategy review progresses, staff intend to come back to Council with additional changes. Currently, work is underway with the BCDA to develop a zone for Council's consideration that would enable multiple houses on one lot, echoing the traditional settlement pattern of historic African Nova Scotian communities. Clustering family dwellings on one lot allowed families to pool their resources and allowed property owners to access the full value of their land. Building multiple houses per property lent itself well to the type of lots often granted to African Nova Scotians (as well as Acadians), which tended to be long and narrow with little road frontage. Residents descended from original ANS settlers who retain property in Beechville have expressed interest in exploring zoning changes that could enable multiple buildings per property. Staff are working with the community on this approach and will come back to Council with a recommendation in the coming months. This work may also form part of Phase 4 of the Regional Plan Review.

Conclusion

In recent years, HRM has been working to address historic injustices that contribute to social and economic disparities experienced by African Nova Scotian communities. Council adopted a Framework for an Anti-Black Racism strategy that addresses historic inequities and strengthens municipal service delivery to African Nova Scotian communities in June 2021. Council has also endorsed the African Nova Scotian Road to Economic Prosperity - a collaborative plan developed and owned by the African Nova Scotian community to advance economic development and community priorities. Several of the Plan's actions relate to improving the impact legislation, policy and land use bylaws have on African Nova Scotian communities.

With primary responsibility for land use planning, one of HRM's most effective tools is to bring community priorities into municipal planning strategies and land use bylaws. The proposed changes to the Timberlea/Lakeside/Beechville SMPS are initial examples of the type of community planning envisioned in the African Nova Scotia Road to Economic Prosperity.

FINANCIAL IMPLICATIONS

There are no financial implications. The HRM costs associated with the processing of this planning application can be accommodated within the approved 2023-2024 operating budget C310 Urban and Rural Planning Applications.

RISK CONSIDERATION

There are moderate risks associated with the recommendation to limit development until a comprehensive development plan is created. The Municipality is experiencing a significant housing shortage and Beechville is within the Urban Service Area and is designated as a Growth Centre under the Regional Plan. This risk is partially mitigated by the development under construction at Lovett Lake and the recently approved development at St. Margarets Bay Road and Raines Mill Road. Recent Provincial legislation amending Bill 225 also recognized the need to safeguard marginalized communities, including African Nova Scotian and Mi'kmaq communities, from development that could negatively impact them.

One of the three strategic pillars in the African Nova Scotia Road to Economic Prosperity plan is "Establish ownership, develop infrastructure and attract investment." It directs government to work with the ANS

community and stakeholders to address historic and current issues related to land ownership and environmental racism. Staff have been working with the Beechville ANS community to build trust and strengthen relationships over the past several years, and the BCDA has been clear that preserving historic ANS lands in Beechville while a community vision is developed is of the utmost importance. Rejecting this proposal runs a risk of undoing the trust and goodwill being fostered through the community action plan work.

COMMUNITY ENGAGEMENT

The amendments presented in this report followed the [September 2020](#) process. Staff meet bi-weekly with BCDA representatives to review progress on the planning strategy review, community action plan, and resolve issues that the community raises. The proposed zoning changes in this report were developed in partnership with the BCDA over the past year and have been presented and reviewed at community meetings organized by the BCDA.

Staff have also met with Beechville property owners interested in development over the past several months, to explain the origin and intent of the Beechville Community Action Plan and planning strategy review, advising them how to participate.

On October 19, 2022, staff held an open house at the Ridgecliff Middle School in Beechville, to present the proposed zoning changes and answer questions. A mailout summarizing the proposals and notifying people of the open house was sent to all property owners and residents of Beechville (594 addresses). Approximately 30 people attended the open house. A website with detailed information about the zoning proposals and handouts from the open house is also active and provides staff contact information. Eleven emails and seven phone calls have been received. Overall feedback received by email, phone and at the open house indicated:

- The importance of listening to the African Nova Scotian community and ensuring their input is reflected in any rezoning and development plans;
- Protecting land ownership belonging to original historic African Nova Scotian families;
- The need to protect heritage in the area, and in particular concern for preserving the provincially-registered property behind Beechville Estates and the Munroe Subdivision (PID 40160806); and
- Creating a forum to meet and work with the African Nova Scotian community to so development can move ahead on undeveloped properties.

Updated Public Participation Program

In November 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.

In September 2020 Council endorsed an updated public participation program, created to reflect Armco withdrawing its MPS amendment application. The purpose of the updated PPP was to gather feedback from residents and community groups about possible amendments to applicable planning documents. Staff worked with the HRM African Nova Scotian Affairs Integration Office (ANSAIO) to ensure the African Nova Scotian community in Beechville was engaged. The process was to look at creating a full set of planning policies and land use regulations for land in the Beechville area, with a focus on addressing the issues and opportunities of the longstanding African Nova Scotian community.

The September 2020 PPP envisioned a comprehensive review of the SMPS to be presented to community and to Council in one package. A complete review of the SMPS and LUB is a significant undertaking with extended timeframe. After discussions with the African Nova Scotian community, staff are proposing an

update to the PPP clarifying that individual site specific SMPS and LUB amendments may be developed. The same general process outlined in the November 2017 and September 2020 PPPs will apply, with staff sharing information and creating initial policy design with the BCDA, then going to the broader public for consultation.

The process also follows the sample Public Engagement Guidebook that Council endorsed in August 2022, to apply an equity, diversity and inclusion lens. The outcome of the process will establish policy for consideration by Regional Council, 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.

ENVIRONMENTAL IMPLICATIONS

No current environmental implications are identified. The future community plan could better support environmental studies and protection.

ALTERNATIVES

Regional Council may choose to:

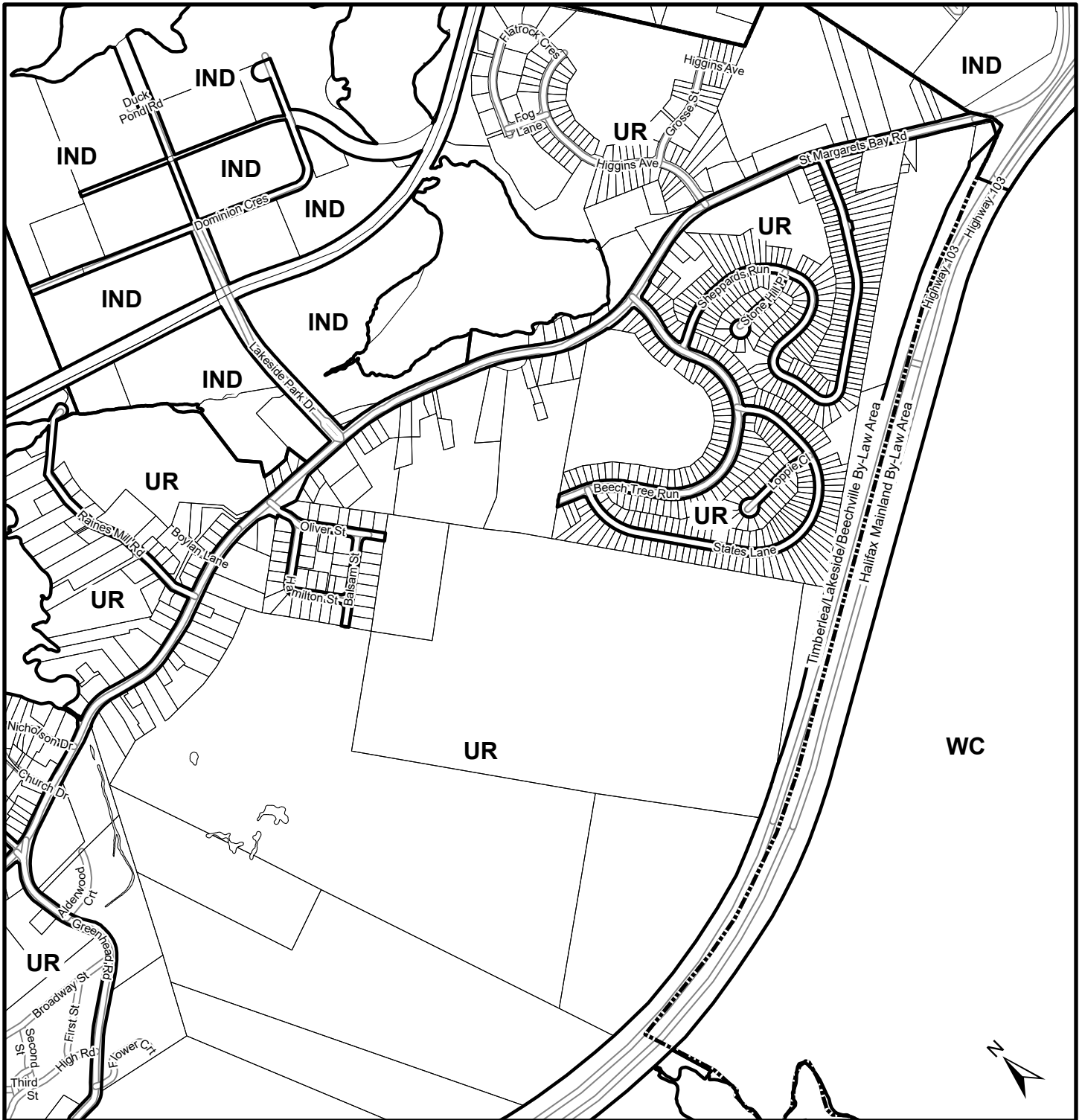
1. Modify the proposed amendments to the MPS and LUB for Timberlea/Lakeside/Beechville, as set out in Attachments A and B of this report. If this alternative is chosen, specific direction regarding the requested modifications is required. Substantive amendments may require another public hearing to be held before approval is granted. A decision of Council to approve or refuse the proposed amendments to the MPS and LUB required to carry out a concurrent MPS amendment is not appealable to the N.S. Utility & Review Board as per Section 262 of the *HRM Charter*. A decision of Council to approve amendments to a land use by-law not required to carry out a concurrent MPS amendment is appealable to the N.S. Utility & Review Board as per Section 262 of the HRM Charter.
2. Refuse the proposed amendments to the MPS and LUB for Timberlea/Lakeside/Beechville. A decision of Council to approve or refuse the proposed amendments is not appealable to the N.S. Utility & Review Board as per Section 262 of the *HRM Charter*. A decision of Council to approve amendments to a land use by-law not required to carry out a concurrent MPS amendment is appealable to the N.S. Utility & Review Board as per Section 262 of the HRM Charter.

ATTACHMENTS

Map 1:	Generalized Future Land Use
Map 2:	Zoning
Attachment A:	Proposed MPS Amendments <ul style="list-style-type: none">• Attachment A – Schedule A Map UR-2: Beechville CDD Area
Attachment B:	Proposed LUB Amendments <ul style="list-style-type: none">• Attachment B - Schedule A – Properties proposed to be rezoned C-1• Attachment B - Schedule B – Area to be rezoned Beechville CDD
Attachment C:	Comparison of Current CDD and Proposed Beechville CDD zones
Attachment D:	Updated Public Participation Program for SMPS Amendments Related to the Beechville Planning Strategy Review and Beechville Community Action Plan (Case 20226)

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

Report Prepared by: Anne Totten, Planner III, Planning and Development, 902.476.8245



Map 1: Generalized Future Land Use

Lovett Lake, Beechville

By-law Area Boundary

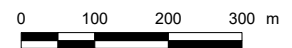
Timberlea/Lakeside/Beechville

IND Industrial
UR Urban Residential

Halifax Mainland

IND Industrial
WC Western Common

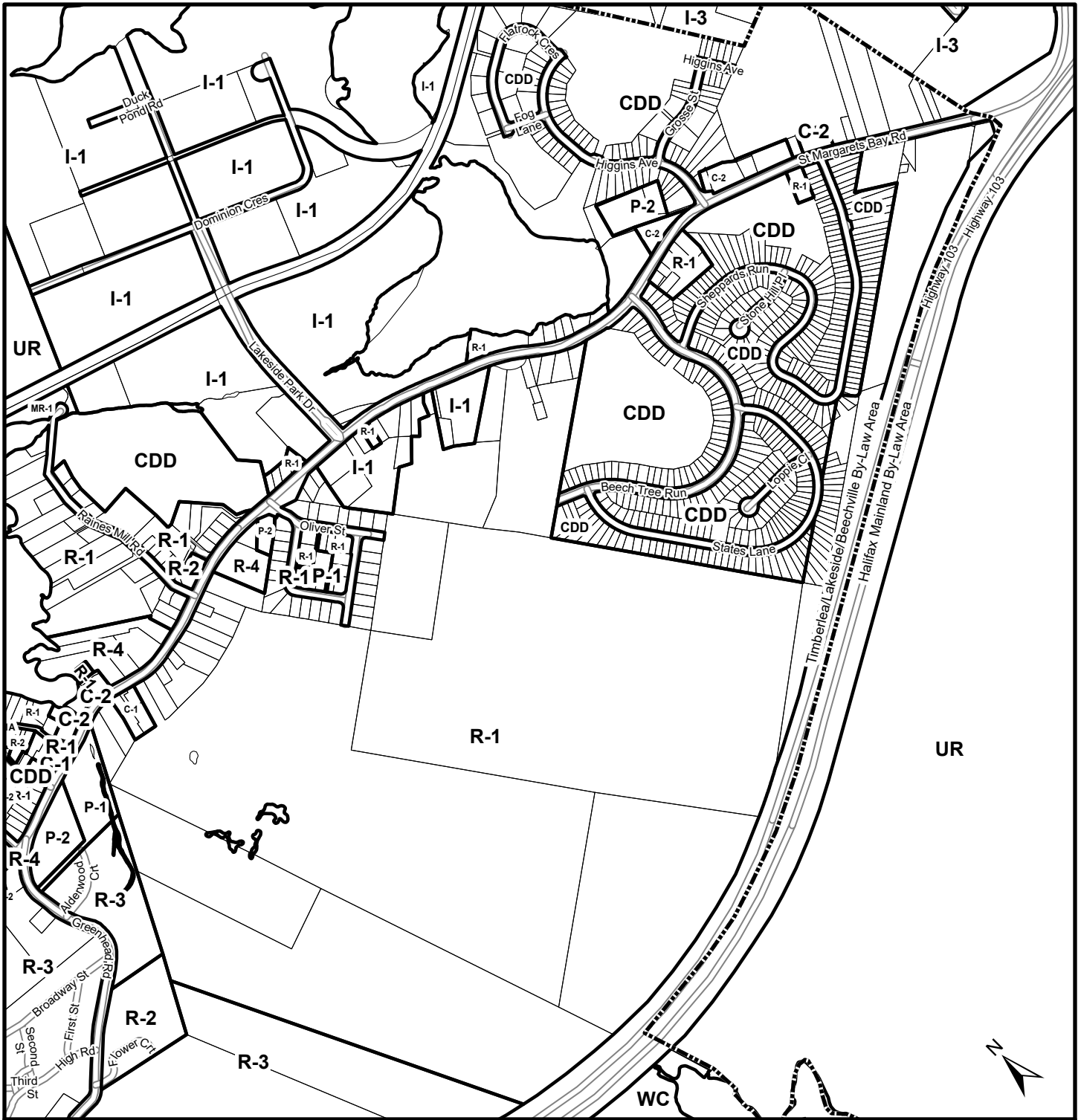
HALIFAX



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.

Timberlea/Lakeside/Beechville By-Law Area
Halifax Mainland By-Law Area



Map 2: Zoning

Lovett Lake, Beechville

Bylaw Area Boundary

Timberlea/Lakeside/Beechville By-Law Area
Halifax Mainland By-Law Area

Timberlea/Lakeside/Beechville Zones

- R-1 Single Unit Dwelling
- R-2 Two Unit Dwelling
- R-3 Mobile Dwelling
- R-4 Multi-Unit Dwelling
- C-2 General Business
- I-1 Light Industry
- P-1 Open Space
- P-2 Community Facility
- CDD Comprehensive Development District

Halifax Mainland Zones

- I-3 General Industrial
- UR Urban Reserve

HALIFAX



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

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ATTACHMENT A

Proposed Amendment to the Municipal Planning Strategy for Timberlea-Lakeside-Beechville

BE IT ENACTED by the Regional Council of the Halifax Regional Municipality that the Municipal Planning Strategy for Timberlea-Beechville-Lakeside is hereby further amended as follows:

1. Amend the Table of Contents by adding the following words as shown in **bold** and page numbers immediated after the words “Comprehensive Development Districts” and before the words “Community Facility Uses” as follows:

Comprehensive Development Districts

Beechville Comprehensive Development District

Community Facility Uses

2. By adding the new Map UR-2 titled “Map UR-2: Beechville CDD Area”, attached hereto as Attachment A – Schedule A, immediately after Map UR-1 titled “Map UR-1: Westgate Community, Timberlea”.
3. Within the Section I: Community Profile, the text shown in bold shall be added as follows:

In Beechville, local history post-dates the War of 1812. The first settlers were refugee blacks who came to Halifax during the War of 1812 and settled on Beech Hill in 1815-1816. Prominent among the early settlers were the family names of Allen, Cooper, Hamilton, Lovett and Wheeler. A Baptist congregation was organized in 1844 and a chapel built in 1848. A school was opened in 1879.

Beechville has played a prominent role in the province’s black history. Beech Hill stretched from Armdale (near the Northwest Arm) inland to Bayers Lake and Lovett Lake. The community built homes, farms, businesses, a church and a school. Developing a church and a school was crucial, because many institutions did not allow African Nova Scotians (Nova Scotian schools de-segregated in 1965). The original church and school were built next to Lovett Lake, on the property where the Beechville Baptist Church is located.

Throughout the 19th and 20th centuries, the City of Halifax acquired land in and around Beechville for a watershed area and municipal water supply, gradually becoming the first major city in Canada to have complete control of the lands around its water supply areas¹. These land acquisitions altered and shrank the community boundaries of Beechville and displaced its residents.

Government land acquisition in Beechville continued in the 1970s and 80’s with the development of the Bayer’s Lake Industrial Park. The Provincial and Municipal governments targeted large areas of Beechville for industrial development. As the amount of land traditionally owned by African Nova Scotians was acquired and used for other purposes, many residents left and the population shrank. In 1970 the Munroe Subdivision was created by the Provincial

¹ Halifax Water - Chain Lakes Emergency Water Supply Watershed Area
<https://halifaxwater.ca/sites/default/files/2019-01/chainlakes-swp-plan.pdf>

government, to provide alternate properties for those whose homes along the St Margaret's Bay Road were rezoned for industrial uses.

Community Planning Project – Beechville

In 2017, Regional Council began working with Beechville's historic African Nova Scotian community on a planning project and a community benefit action plan. These initiatives originated with a development application in an area of heightened archaeological potential for the African Nova Scotian community. In an effort to better understand community concerns, Council gave direction to engage closely with the community, identify development impacts to the African Nova Scotian community, and to respond to their concerns. These concerns include:

- The boundary of Beechville has shrunk through a history of expropriation and tax sales
- New development continues the displacement of Beechville's African Nova Scotian community, leaving fewer parcels for community led development;
- Housing is a pressing need to accommodate an aging population and to encourage former residents to return, yet there are limited planning options to encourage or require inclusive and affordable housing
- Many lots on St. Margarets Bay Road are zoned Industrial, which, interspersed with adjacent residential uses, could create further incompatible land uses;
- African Nova Scotian communities throughout HRM have experienced both overly permissive zoning and many unwanted land uses.

Creating new land use policy to meet the needs of historic African Nova Scotian communities like Beechville will take time. New policy must support the social and economic goals of Beechville, and regional initiatives like the African Nova Scotia Road to Economic Prosperity. To protect Beechville, Council is undertaking a community planning strategy review and community benefit action plan.

In response, Council has adopted a suite of policies to manage and guide development in Beechville.

4. Within Section 1, Commercial and Industrial Growth, the text shown in bold shall be added and the text shown in strikethrough shall be deleted as follows:

Commercial and industrial growth has shown a steady increase since 1982. Table 5 shows commercial and industrial growth from the perspective of development (building permit activity) and economic impact (taxable assessment). Building permit activity does not give the complete picture of activity as only new developments are tabulated and not renovations or additions. The proportion of taxable commercial and industrial property to the total tax base gives a good indication of the impact of business in the community.

As shown in Table 5, this impact is decreasing but still makes up more than twenty percent of the total tax base of the community. Much of this tax base is in the ~~Lakeside~~ **Beechville** Industrial Park.

5. Within Section 1, Existing Land Use , the text shown in bold shall be added and the text shown in strikethrough shall be deleted as follows:

Industrial development consists of small local firms dispersed along Highway No. 3 and the more extensive forms of industry as those found in the ~~Lakeside~~ **Beechville** Industrial Park. The

concentration of industrial development within and around the park, combined with its proximity to a major provincial highway, results in high traffic levels in the Lakeside/Beechville part of the Plan Area

6. Within Section 1, Industrial Development, the text shown in bold shall be added and the text shown in strikethrough shall be deleted as follows:

As is the case with commercial development, concerns were expressed during both the initial planning process and plan review process relative to the encroachment of warehousing, commercial trucking and service industries within or in close proximity to residential areas. Concerns about the contamination of groundwater by industrial development occurring on land located beyond the area serviced by centralized services have also been identified. If industrial development and expansion is to occur outside of the ~~Lakeside~~ **Beechville** Industrial Park, suitable areas to accommodate such development should be identified. Local residents have expressed a desire to have a greater say in the manner by which existing industrial development located within residential areas will be accommodated.

Originally the St Margarets Bay Road through Beechville was primarily residential. The Provincial and Municipal governments began to encourage industrial development in the area in the 1970s and 80s, and many properties were rezoned to I-1 (Light Industrial). Introducing industrial zones to a historically residential area created incompatible uses side-by-side

The Beechville community has stated they want fewer light industrial properties on St. Margaret's Bay Road. Zoning changes to encourage residential and commercial uses will be part of the new plan for Beechville.

7. Within Section II, Environmental Health Services, the text shown in bold shall be added and text shown in strikethrough shall be deleted as follows:

There are two relatively small areas or "secondary areas", which will remain unserved in the foreseeable future, yet which can be accommodated within the design of the new system. The secondary area north of the present **Beechville Industrial Park** ~~Lakeside Industrial Park in Beechville~~ will remain unserved and undeveloped.

8. Within Section II, Environmental Health Services, the text shown in bold shall be added and the text shown in strikethrough shall be deleted as follows:

Municipal Water and Sewer Services

Municipal services include a water distribution system, a storage reservoir in Timberlea and other waterworks improvements. The ~~Lakeside~~ **Beechville** Industrial Park is also integrated into the municipal system and consideration can be given to a second water storage reservoir in the Beechville area. The second reservoir may be warranted in consideration of further population growth and the necessity of raising the level of fire protection.

9. Within Section II, Transportation and Utilities, the text shown in bold shall be added and the text shown in strikethrough shall be deleted as follows:

Local Transportation Matters

Transportation planning is of considerable importance to the Plan Area's residents. The designation of a truck route, consideration of collector streets, the potential location of a future interchange to serve the community, speed limits, rationalization of commercial driveways, the provision of sidewalks and development on private roads are concerns of the community.

Heavy truck traffic and demand from the ~~Lakeside~~ **Beechville** Industrial Park and area resulted in the Halifax Dartmouth Regional Development Plan recommending the widening of Highway No. 3 in Beechville, from the Highway No. 103 interchange to the ~~Lakeside~~ **Beechville** Industrial Park, to four lanes. Residents find this recommendation unacceptable, fearing the additional truck traffic and the ultimate removal of homes as consequences. Since the ~~Lakeside~~ **Beechville** Industrial Park is the main truck traffic generator, the preferred long-term solution would be some road development within the Industrial Park itself with access to the Bicentennial Highway, Highway No. 103 or to Highway No. 3 near the Highway No. 103 interchange in Beechville. The new intersection serving Bayers Lake Industrial Park makes the former option more viable than it was in 1982. In addition, residents along the entire length of Highway No. 3 are subject to truck traffic, a situation which they wish to see restricted. Only that part of the highway in Beechville up to the ~~Lakeside~~ **Beechville** Industrial Park need be used as a truck route until a long-term solution for truck traffic is implemented.

TR-7 It shall be the intention of Council to request the Department of Transportation and Communications to designate Highway No. 3 in Beechville to the ~~Lakeside~~ **Beechville** Industrial Park as a truck route in order to preclude the remaining portion of Highway No. 3 in the Plan Area being used for truck traffic. TR-8 It shall be intention of Council to request that the Department of Transportation and Communications, in consultation with local residents, develop a transportation master plan including, but not necessarily limited to, the following:

(a) A study of truck traffic into the ~~Lakeside~~ **Beechville** Industrial Park relative to existing and potential development, including an evaluation of alternative routes C, D, and E, as shown on Map 3 - Transportation. It is the intention that the identification of any route not consider the widening of Highway No. 3, from its easterly interchange at Highway No. 103 to the ~~Lakeside~~ **Beechville** Industrial Park, to four lanes. Further, it shall be the intention of Council to request an amendment to the Halifax-Dartmouth Regional Development Plan in regard to the widening of Highway No. 3.

10. Within Section III, Land Use Intent, the text shown in bold shall be added and the text shown in strikethrough shall be deleted as follows:

The Industrial Designation has been applied to the ~~Lakeside~~ **Beechville** Industrial Park and is intended to recognize and encourage the ~~majority~~ **majority** of light industrial uses to locate in the Park. The designation also provides support for the identification of vacant lands outside the Park which may be suitable for the development of small-scale local industry.

11. Within Section III, Urban Residential Designation, the text shown in bold shall be added and the text shown in strikethrough shall be deleted as follows:

With the establishment of the ~~Lakeside~~ **Beechville** Industrial Park, there has been the accompanying development of truck terminals and warehousing. These facilities have located in Beechville and have spread eastward along Highway No. 3 from the entrance to the Park.

...

No doubt industrial use on the south side of Highway No. 3 and adjacent to the ~~Lakeside~~ **Beechville** Industrial Park is not in an inappropriate location. However, area residents wish to see the present conflict between residential and industrial land use controlled and eventually resolved. Limits will be placed on the expansion of industrial uses on the south side of Highway No. 3 and outside of the ~~Lakeside~~ **Beechville** Industrial Park.

UR-24 ~~Deleted~~ Notwithstanding Policy UR-1, it shall be the intention of Council to support existing industrial uses within the Halifax Sufferance Warehouse and vicinity by providing the uses with the

~~appropriate industrial zone. Further and notwithstanding Policy IM-7, Timberlea/Lakeside/Beechville Municipal Planning Strategy Page 61 Council may consider any expansion of the Halifax Sufferance Warehouse only onto the vacant lands presently owned by the owner of the Sufferance Warehouse, Land Registration Information Service Number 40049512, according to the development agreement provisions of the Planning Act. In considering an expansion proposal, Council shall have regard to the appropriate provisions of Policies IM-12 and UR-22, as well as to proper separation and buffering with existing and potential residential development.~~

~~UR-25 Notwithstanding Policies UR-2 and in order to accommodate those residential properties presently encompassed within the Halifax Sufferance Warehouse and vicinity, Council may consider permitting an extension of the industrial zone to these properties situated on the south side of Highway No. 3, east of the Munroe Subdivision, by amendment to the land use by-law.~~

12. Within Section III insert a new section, titled Beechville Comprehensive Development District, following Policy UR-14 as shown in bold text below.

Beechville Comprehensive Development District

In September 2020, Halifax Regional Council approved a Beechville Planning Strategy Review and the Beechville Community Benefit Action Plan. Both these initiatives include direction to consider amendments to applicable planning documents, with a focus on addressing the assets and opportunities identified by the Beechville African Nova Scotian community. Community priorities include more housing developed according to community vision, green space for community use, and protection of cultural and heritage assets

Regional Council is working with Beechville community residents and property owners to establish the type of housing, assets and community design they would like to see in the area. While this community planning work is underway, this Plan establishes the Beechville Comprehensive Development District (BCDD) Zone. This Zone will apply to large, undeveloped properties in Beechville located between the Munroe Subdivision and Beechville Estates, identified on Map UR-2: Beechville CDD Area, and will require a comprehensive neighbourhood design plan for any development. Without a development agreement, the zone will permit existing uses and land uses permitted under the R-1 zone on existing public streets. These properties are not eligible to apply for the existing CDD zone or any other zone.

The Beechville CDD policies will require site-specific criteria to be created and then addressed in a development agreement. These criteria will be established through a public engagement process, and ensure that new projects are coordinated with the Beechville community benefits action plan and informed by community goals and objectives.

BCDD 1: It shall be the intention of Council to establish the Beechville Comprehensive Development District (BCDD) Zone, to be applied to undeveloped sites that are at least 4 hectares in size and located generally between the Munroe Subdivision and Beechville Estates, as identified on Map UR-2.

BCDD 2: In the BCDD zone, developments permitted without a development agreement shall be limited to existing uses and land uses permitted in the R-1 Zone on existing lots fronting on existing public streets. Properties zoned BCDD shall not be eligible to apply for the CDD zone or any other zone.

BCDD 3: It shall be the intention of Council to establish a comprehensive neighbourhood planning program to prepare Site-Specific CDD Development Agreement Requirements for lands zoned BCDD, as identified on Map UR-2. Development agreements shall be developed in consultation with Beechville community residents and property owners, while ensuring that the African Nova Scotian community is involved.

BCDD 4: Council shall consider the following matters when adopting or amending Site-Specific CDD Development Agreement Requirements for land zoned BCDD, through neighbourhood planning exercises:

- (a) The Beechville Community Benefit Action Plan priorities;
- (b) a land suitability assessment that identifies vulnerable landforms, sensitive ecological features and climate hazards, including but not limited to, any wetlands, watercourses, flood prone areas, steep slopes, forest cover, contaminated sites, and wildlife habitats and corridors;
- (c) a culture and heritage assessment that identifies and evaluates culture and heritage resources located on, or adjacent to, the lands zoned BCDD, and seeks to preserve culture and heritage assets;
- (d) a baseline infrastructure study that assesses existing transportation, waste water and water services infrastructure capacity and constraints;
- (e) the overall development densities and building massing;
- (f) the classes of land uses permitted;
- (g) phasing of development;
- (h) the adequacy of public parks, open spaces and community recreation facilities;
- (i) applicable direction contained in the Regional Plan and Council approved Priority Plans;
- (j) opportunities for community benefits and partnerships; and
- (k) incentive or bonus zoning, inclusionary zoning and affordable housing;

BCDD 5: Council may only consider development agreement applications for sites zoned BCDD when Site-Specific CDD policies have been adopted in this Plan.

BCDD 4: It shall be the intention of Council to not consider amendments to BCDD policies or zoning until the community planning review is finished.

13. Within Section III, Existing Commercial and Industrial Uses, the text shown in bold shall be added immediately after Policy UR-22 as follows:

UR-22(A) For the properties known as 1248 St Margarets Bay Road (PID 40049512), Council may permit continued boat building operations and an expansion of those same boat building operations, subject to I-1 zone standards, without requiring a development agreement.

14. Within Section III, Industrial Designation, text shown in bold shall be added and text shown in strikethrough shall be deleted as follows:

Through the Halifax County Industrial Commission, the Municipality has attempted to concentrate industrial activity within the ~~Lakeside~~ **Beechville** Industrial Park, established in 1964. The Park accommodates a majority of industrial development within the Plan Area, on about 77 acres out of the total park acreage of approximately 233. The Municipality has submitted a proposal to the provincial government for cost-sharing on the new development of 65 acres. The Park is served by the main CNR

line to Bridgewater, is within a mile of Highway 103, and is served by the Port of Halifax year-round. Also with the openings of the two City of Halifax Industrial Parks, the ~~Lakeside~~ **Beechville** Industrial Park has become part of a much larger industrial area.

The ~~Lakeside~~ **Beechville** Industrial Park is essentially a light industrial park. Major activities include wholesale and distribution, meat preparation, electrical distribution and some small scale manufacturing and assembling. Also, in close proximity to the ~~Lakeside~~ **Beechville** Industrial Park, but on the other side of Highway No.3 are a group of service industrial concerns, including the Halifax Sufferance Warehouse and an Esso Sales Agency.

Through the Industrial Designation, it is the intent of the strategy to continue to support the major concentration of industrial land use in the area of the ~~Lakeside~~ **Beechville** Industrial Park. This intent supports the Halifax-Dartmouth Regional Development Plan as well as a proposal by the Municipality for expansion of the Industrial Park. Industrial development outside the Park is restricted generally to existing small scale operations. The Municipality may endeavour to find vacant lands outside the Industrial Park which are suitable for small scale and local industry. Since commercial uses and light industry are generally compatible, both will be permitted in the Park, except for shopping centres, which are more appropriately located in the major commercial core area. Also within the Industrial Designation, there are lands owned by the Public Service Commission of Halifax, which are being reserved for watershed purposes.

IND-1 It shall be the intention of Council to recognize and encourage the majority of light industrial uses to locate in the ~~Lakeside~~ **Beechville** Industrial Park by establishing an Industrial Designation as shown on Map 1 Generalized Future Land Use.

IND-2 Within the Industrial Designation, it shall be the intention of Council to establish a light industrial zone which permits general industrial, commercial and open space uses. Separation requirements from residential zones shall be established to address compatibility concerns with surrounding developments. The zone shall also be applied to industrial uses in the Urban Residential Designation, subject to the conditions established in Policy UR-24.

Policy TR-8 refers to establishing a transportation master plan. Part of this plan would include evaluating alternate routes into the ~~Lakeside~~ **Beechville** Industrial Park, one of which would connect to the Timberlea/Lakeside/Beechville Municipal Planning Strategy Page 73 Bicentennial Highway. With the recent completion of an intersection on the Bicentennial Highway entering the Bayers Lake Industrial Park, the feasibility of a link to the Highway No. 102 has been increased. IND-3 It shall be the intention of Council to request the Department of Transportation and Communications to evaluate Route D, as shown on Map 3 - Transportation, as a possible link to the ~~Lakeside~~ **Beechville** Industrial Park through the Bayers Lake Industrial Park from Highway 102.

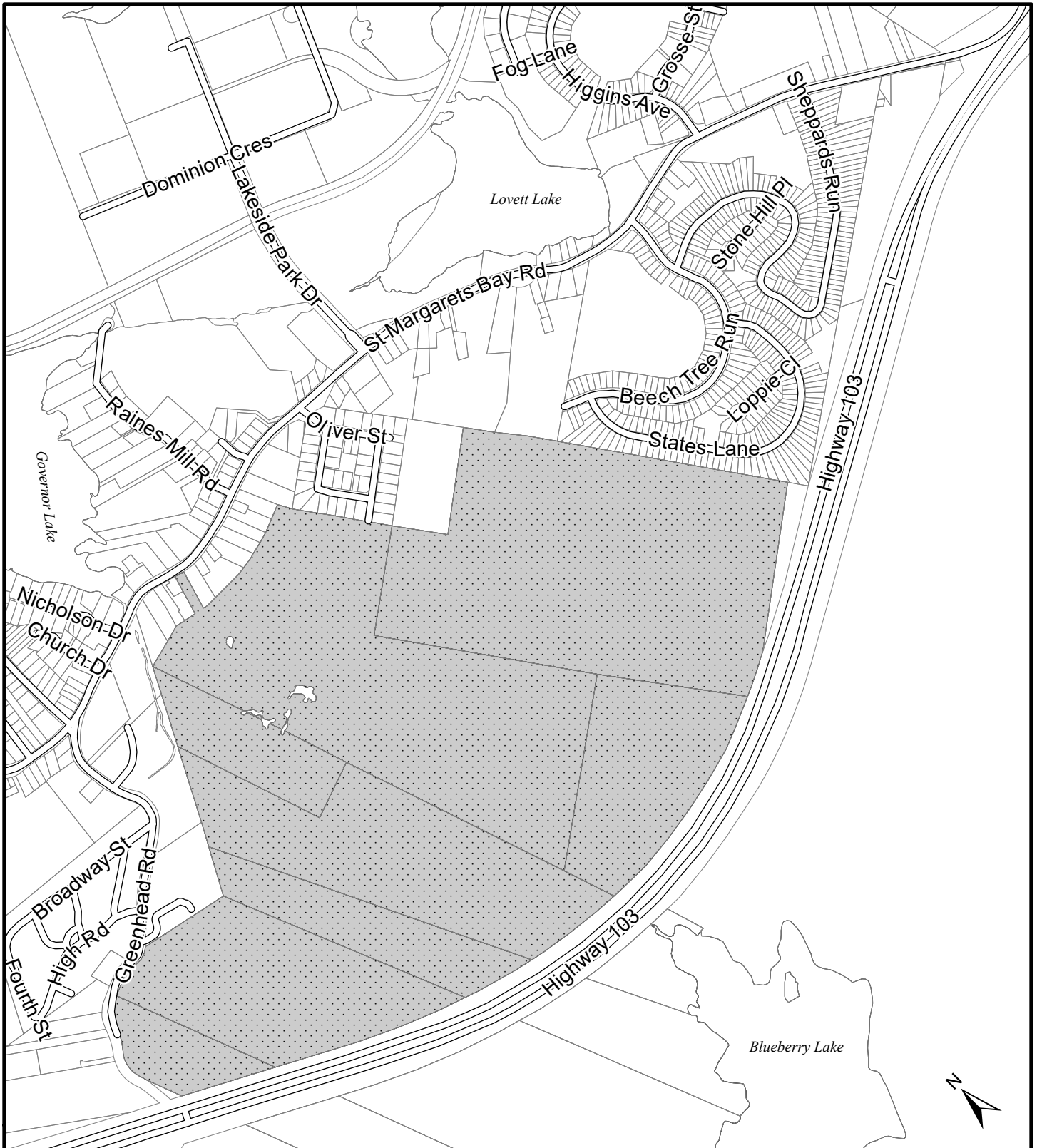
15. Within Section IV, Implementation, text shown in bold shall be added immediately following Policy IM-11A as follows:

IM-11A Within the Western Common Designation, Commercial Recreation, Business, Commercial, Institutional Residential Uses may be considered under a development agreement, in accordance with policy WC-3.

IM-11B Within the Beechville Comprehensive Development District, permitted development shall be limited to existing uses and land uses permitted in the R-1 Zone on existing public streets. All other development shall be by development agreement and shall only be considered after a neighbourhood planning program and consultation with Beechville community residents and property owners has been completed in accordance with policy BCDD-3.


I, Iain MacLean, Municipal Clerk for the Halifax Regional Municipality, hereby certify that the above-noted amendment was passed at a meeting of the [INSERT COUNCIL NAME] held on [DATE], 201[#].

Iain MacLean
Municipal Clerk



Attachment A - Schedule A
Map UR-2: Beechville CDD Area

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 Properties Zoned Beechville CDD



Timberlea/Lakeside/Beechville Plan Area

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

ATTACHMENT B

Proposed Amendments to the Land Use By-law for Timberlea-Lakeside-Beechville

BE IT ENACTED by the Regional Council of the Halifax Regional Municipality that the Land Use By-law for Timberlea-Beechville-Lakeside is hereby further amended as follows:

1. Amend the Table of Contents by inserting the words “4.8A 1248 ST MARGARETS BAY ROAD” indicated in **bold** immediately after the words “4.8 EXISTING USES”, and inserting the words “Part 21F: BCDD (BEECHVILLE COMPREHENSIVE DEVELOPMENT DISTRICT) ZONE” immediately after the words “Part 21E: UR (URBAN RESERVE) ZONE”, as follows:

4.8: EXISTING USES

4.8A 1248 ST MARGARETS BAY ROAD

...

PART 21E: UR (URBAN RESERVE ZONE)

PART 21F: BCDD (BEECHVILLE COMPREHENSIVE DEVELOPMENT DISTRICT) ZONE

2. Schedule A – Timberlea/Lakeside/Beechville Zoning Map shall be amended to rezone certain lands from I-1 to C-1 as shown on Schedule A attached hereto.
3. Schedule A – Timberlea/Lakeside/Beechville Zoning Map shall be amended to rezone certain lands from R-1 to BCDD as shown on Schedule B attached hereto.
4. Amend PART 2: DEFINITIONS by inserting the text shown in bold immediately after section 2.50 as follows:
2.50A PUBLIC USE means any municipally-owned building or operations. .
5. Under PART 4: GENERAL PROVISIONS FOR ALL ZONES the text shown in bold shall be added immediately after section 4.8 as follows:
4.8A 1248 ST MARGARETS BAY ROAD
Expansion of the existing use at 1248 St Margarets Bay Road”, shall be permitted without a development agreement, in accordance with the I-1 zone requirements.
6. Under PART 6: R-1 (SINGLE UNIT DWELLING) ZONE the text shown in bold shall be added immediately after section 6.5 as follows:

6.6 R-1 Zone Requirements – Beechville Comprehensive Development District

For lands zoned BCDD, no development permit shall be issued except for R-1 uses on existing public streets. In any BCDD Zone, where uses are permitted as R-1 uses, no development permit shall be issued except in conformity with the provisions of Part 6 as are applicable.

7. Under PART 12: C-1 (LOCAL BUSINESS) ZONE the text shown in bold shall be added to section 12.1 as follows:

12.1 C-1 USES PERMITTED

Institutional Uses
Public Use

Light Industrial Uses
Existing uses as follows:

Use	<u>LRIS Index</u> Civic Address Number
Rosborough Boats	1248 St Margarets Bay Road Portion of PID 40049512 Zoned C-1

8. Under Part 12: C-1 (LOCAL BUSINESS) ZONE the text shown in bold shall be added immediately following section 12.3 as follows:

12.4 OTHER REQUIREMENTS: PUBLIC BUILDING AND LIGHT INDUSTRIAL USES

Where uses are permitted as Public Uses and Light Industrial Uses in any C-1 Zone,

no development permit shall be issued except in conformity with the provisions of Part 15 as are applicable.

9. The following new zone BCDD (Beechville Comprehensive Development District) shall be added following Part 21E UR (Urban Reserve Zone), as shown below in bold:

Part 21F: BCDD (Beechville Comprehensive Development District) Zone

BCDD USES PERMITTED

21F.1 No development permit shall be issued in any BCDD (Beechville Comprehensive Development District) Zone except for the following:

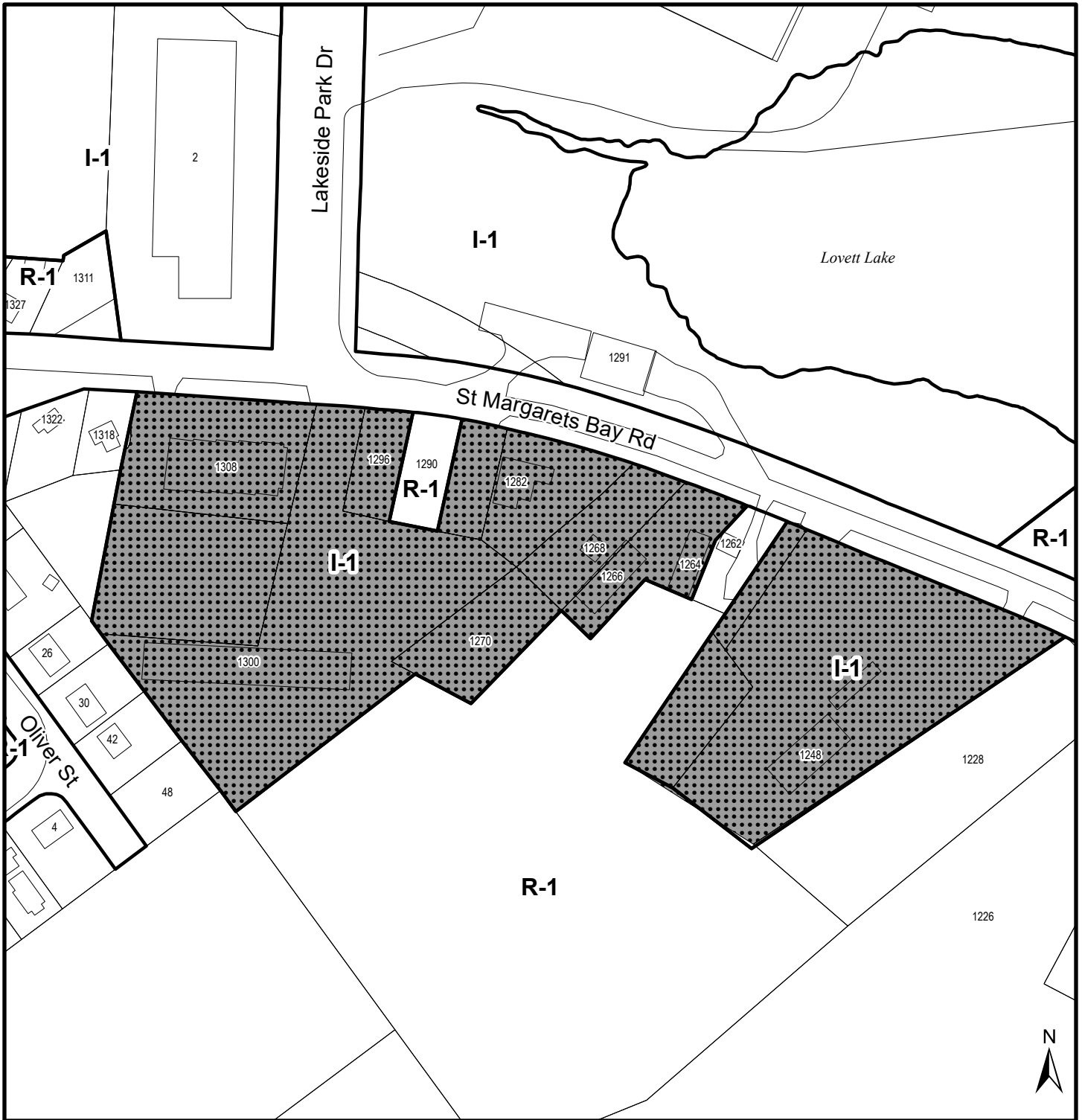
R-1 uses, on existing lots fronting on public streets that exist on the date of adoption of this Part.

BCDD ZONE REQUIREMENTS

21F.2 In any BCDD Zone, no development permit shall be issued except for in conformity with the provisions of Part 6 as are applicable.

I, Iain MacLean, Municipal Clerk for the Halifax Regional Municipality, hereby certify that the above-noted amendment was passed at a meeting of the [INSERT COUNCIL NAME] held on [DATE], 201[#].


Iain MacLean
Municipal Clerk



Attachment B - Schedule A

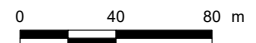
St. Margaret's Bay Rd,
Beechville

HALIFAX

 Properties to be rezoned
to C-1 (Local Business)

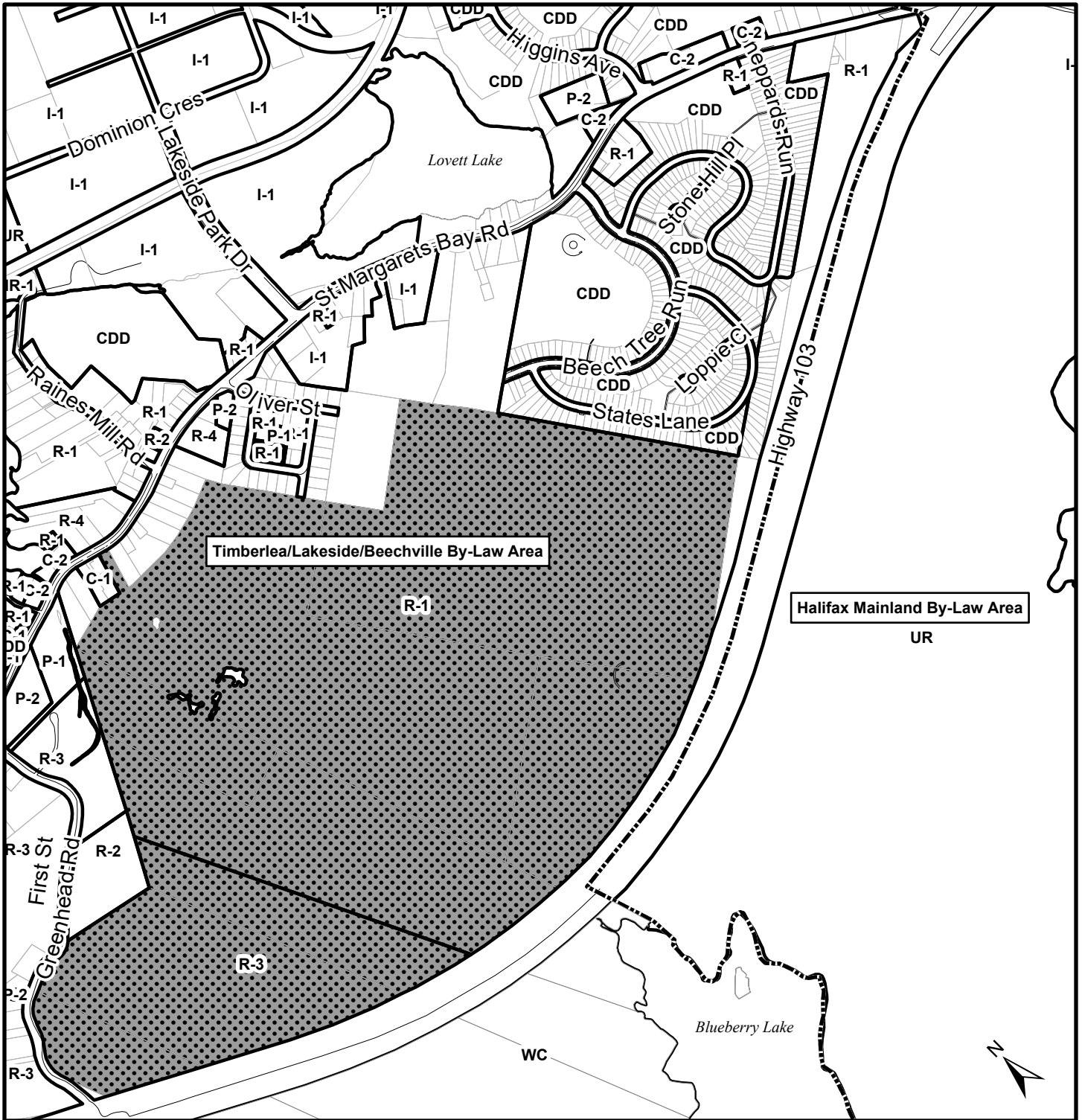
Zone

R-1 Single Unit Dwelling
I-1 Light Industry




Timberlea/Lakeside/Beechville
By-Law Area

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



Attachment B - Schedule B

Highway 103,
Beechville

 Area to be rezoned to the
Beechville CDD Zone

Timberlea/Lakeside/Beechville By-Law Area
Halifax Mainland By-Law Area

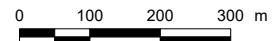
Timberlea/Lakeside/Beechville Zones

- R-1 Single Unit Dwelling
- C-2 General Business
- I-1 Light Industry
- P-2 Community Facility
- CDD Comprehensive Development District
- WC Western Common Regional Park
- R-3 Mobile Dwelling

Halifax Mainland Zones

- UR Urban Reserve

HALIFAX



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

R-1 Single Unit Dwelling Permitted Uses - Comparison

Lands currently zoned R-1 Single Unit Dwelling permit the uses outlined in the chart below under “Current Scenario.”

Should a rezoning to the proposed Beechville Comprehensive Development District zone be approved, these R-1 lands would continue to permit existing R-1 uses (see list of uses under “Proposed Scenario”). There would be no subdivision or construction of new public roads permitted under the R-1 zone.

Current Scenario – R-1	Proposed Scenario – R-1
Lands Zoned R-1 (Single Unit Dwelling)	Lands Zoned R-1 (Single Unit Dwelling) R-1 zone remains in place to ensure land retains development rights
<p>R-1 permits:</p> <ul style="list-style-type: none"> • Single unit dwellings • Secondary & backyard suites • Shared housing with 10 or fewer bedrooms • Daycares for up to 14 children • Open space uses (eg, parks, playgrounds, monuments) • Institutional uses (eg, schools, churches, fire stations, libraries, transit terminals) <p>Any construction must have at least 60 feet (18.3m) of road frontage, and a minimum lot size of 6000 square feet (558 square metres)</p>	Same as Current Scenario

CDD Comprehensive Development District Permitted Uses - Comparison

Lands currently zoned R-1 that are over a certain size can also right now apply for a rezoning to Comprehensive Development District (CDD). The permitted uses and development process for the existing CDD zone are outlined in the chart below under “Current Scenario”.

The proposed Beechville CDD zone would be a new CDD zone, with a different development process (outlined in the chart below under “Proposed Scenario”).

Current Scenario – Existing CDD	Proposed Scenario – Beechville CDD
<p>Areas over 5 square acres may also apply to be rezoned to the existing Comprehensive Development District (CDD) zone. This permits subdivision-style development with the creation of new roads, a mix of housing types (eg, single unit and multi-unit) and, in some cases, commercial uses.</p>	<p>Lands identified on the map for the new zone would not be eligible to apply to the existing CDD zone, but could apply to be rezoned to a new Beechville Comprehensive Development District. Properties rezoned to Beechville CDD would begin a master planning process to identify what type of development the community would like to see on the site.</p>
<p>Properties rezoned to CDD require a development agreement for construction to take place, and the development agreement sets out requirements for:</p> <ul style="list-style-type: none"> - Type of land use (residential, commercial, etc) - Type and number of housing units - Location of new roads - Location and function of public lands (eg, parks, trails) - Water, sewer and stormwater servicing 	<p>The neighbourhood planning process would be a public engagement exercise to create a vision for the area and identify what requirements should be included in a development agreement. These could include the following:</p> <ul style="list-style-type: none"> - Type of housing units - Cultural commemoration - Heritage preservation - Community gardens and open space - Location of roads, sidewalks and crosswalks
<p>Development agreement requirements are already established in the Timberlea-Lakeside-Beechville Municipal Planning Strategy. Public input is sought but may influence only these existing requirements.</p>	<p>The development agreement requirements in the existing CDD zone are already established and focus mainly on infrastructure. The Beechville CDD zone is intended to give the community more influence over what is included in any development, by letting residents take the lead in creating new development agreement requirements.</p>

Attachment D: Revised Public Participation Program

Recommended Public Participation Program for Secondary Municipal Planning Strategy Amendments Related to the Beechville Planning Strategy Review and Beechville Community Action Plan (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.

In September 2020 Council endorsed an updated public participation program, created to reflect Armco withdrawing its MPS amendment application. The purpose of the updated PPP was to gather feedback from residents and community groups about possible amendments to applicable planning documents. Staff worked with the HRM African Nova Scotian Affairs Integration Office (ANSAIO) to ensure the African Nova Scotian community in Beechville was engaged. The process was to look at creating a full set of planning policies and land use regulations for land in the Beechville area, with a focus on addressing the issues and opportunities of the longstanding African Nova Scotian community.

The September 2020 PPP envisioned a comprehensive review of the SMPS to be presented to community and to Council in one package. A complete review of the SMPS and LUB is a significant undertaking with extended timeframe. After discussions with the African Nova Scotian community, staff are proposing an update to the PPP clarifying that individual site specific SMPS and LUB amendments may be developed. The same general process outlined in the November 2017 and September 2020 PPPs will apply, with staff sharing information and creating initial policy design with the BCDA, then going to the broader public for consultation. The process also follows the sample Public Engagement Guidebook that Council endorsed in August 2022, to apply an equity, diversity and inclusion lens. The outcome of the process will establish policy for consideration by Regional Council, 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.

Process: A program for public engagement is required under the *HRM Charter* to allow community input on any SMPS and Land Use By-law amendments. At a minimum, the proposed public participation program will include:

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) (Ongoing)

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

Phase 4a (Addressing Issues and Pursuing Goals) (Ongoing)

- Staff are engaging as required with the Beechville Community Development Association and are working 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) (Ongoing)

- Following Phase 3, staff will 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.

Staff may undertake additional analysis as needed. Both parts of Phase 4 will overlap. Phase 4 is intended to be an ongoing process whereby the Beechville Community Development Association and HRM staff identify policy changes as needed, rather than complete a comprehensive planning strategy review. Staff will present the findings for each policy change 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:
 - lot sizes, building heights and appropriate density;
 - appropriate land uses;
 - heritage and archaeological resources;
 - building design and urban design;
 - housing, especially affordable and seniors housing;
 - locations for new development;
 - transportation options, including walking, cycling, transit and street connections;
 - phasing of development, based on servicing capacity and transportation impacts;
 - parks and community facilities; and
 - detailed infrastructure planning.
- Staff will consult on the proposed changes to policies and regulations with 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.

General Study Area Note: Staff has proposed a General Study Area, shown in Map 2 of this staff report. The study area is preliminary, and may change based on the findings of public engagement and technical studies.

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. Halifax and West Community Council has jurisdiction over existing Development Agreements.