

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

Item No. 10.1.1

Halifax and West Community Council
July 16, 2024

August 13, 2024

TO: Chair and Members of Halifax and West Community Council

FROM: Original Signed

Jacqueline Hamilton, Executive Director of Planning and Development

DATE: June 26, 2024

SUBJECT: PLANAPP 2024-00240: Substantive Amendment to Development

Agreement for 6324 & 6330 Quinpool Road, Halifax

ORIGIN

Application by Dexel Developments.

EXECUTIVE SUMMARY

This report recommends amendments to an existing development agreement to permit the addition of two floors to the tower section of the eight storey building currently being constructed at 6324 and 6330 Quinpool Road. This modification will result in a 10-storey building with an additional 38 units, for a total of 193 units. No other alterations to the building's design are proposed. Staff recommend that Halifax and West Community Council approve the proposed amendment to the development agreement. There are no budgetary implications as the applicant will bear all costs, expenses, liabilities, and obligations necessary to fulfill the terms of this proposed development agreement.

RECOMMENDATION

It is recommended that Halifax and West Community Council:

- 1. Give notice of motion to consider the proposed amending development agreement, as set out in Attachment A, to allow a two-storey addition to the eight-storey building under construction at 6324 & 6330 Quinpool Road, Halifax, and schedule a public hearing;
- 2. Approve the proposed amending development agreement, which shall be substantially of the same form as set out in Attachment A; and
- 3. Require the agreement be signed by the property owner within 120 days, or any extension thereof granted by Council on request of the property owner, from the date of final approval by Council and any other bodies as necessary, including applicable appeal periods, whichever is later; otherwise this approval will be void and obligations arising hereunder shall be at an end.

BACKGROUND

Dexel Developments has applied to amend the existing development agreement to allow two additional floors to the eight-storey building under construction at 6324 & 6330 Quinpool Road, Halifax.

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Subject Site	6330 and 6324 Quinpool Road (PID 00165878)
Location	A through lot with frontage on both Quinpool Road and
	Pepperell Street, on the block between Oxford Street and
	Preston Street
Regional Plan Designation	Urban Settlement (US)
Community Plan Designation (Map 1)	Centre (CEN)
Zoning (Map 2)	Centre 2 (CEN-2) along Quinpool Road and Centre 1 (CEN1)
	along Pepperell Street
Size of Site	3,340 square metres (35,954 square feet)
Street Frontage	72 metres (236 feet) on Quinpool Road and 38 metres (125
_	feet) on Pepperell Street
Current Land Use(s)	8 storey mixed use, multi-unit building (under construction)
Surrounding Use(s)	Low-rise commercial buildings on Quinpool Road, houses on
	Pepperell Street, and a synagogue on the corner of Pepperell
	and Oxford Streets

Proposal Details

The applicant proposes to build two additional stories to the eight-storey building under construction. The major aspects of the proposal are as follows:

- The additional two stories will be added to the tower portion of the building, resulting in a 10-storey building;
- The additional two stories will yield 38 additional units, resulting in a total of 193 units; and
- No other changes to the building aspects are proposed.

Existing Development Agreement

On August 24, 2021, Halifax and West Community Council approved a development agreement that enables a mid-rise, mixed-use development at the subject site. The building has an eight-storey portion facing Quinpool Road and a four-storey section facing Pepperell Street. Construction commenced on March 20, 2024 following the issuance of building permit BPCOM-2023-11585.

Housing Accelerator Fund

On May 23, 2024, as part of the Housing Accelerator Fund - Urgent Changes to Planning Documents for Housing, Halifax Regional Council approved amendments to the Regional Centre Secondary Municipal Planning Strategy that allow for the consideration of increased density in strategic locations that align with the Centre Plan policy objectives and the objectives of the Housing Accelerator Fund. The subject development was identified as a strategic location to achieve additional housing close to transit in an area designated for growth.

Enabling Policy and LUB Context

Policy IM-33.5 of the Regional Centre Municipal Planning Strategy enables consideration of this proposal through the development agreement process. Policy IM-33.5 states that:

Applications for substantive amendments to certain existing development agreements may be considered under this Policy IM-33.5 for the following matters:

(b) if the built form is substantially the same and notwithstanding the previous policies of the Municipal Planning Strategy for Halifax, changes that allow an additional 2 storeys above the maximum permitted building height of 8 storeys on 6330 and 6324 Quinpool Road (Case 20520).

DISCUSSION

Staff have reviewed the proposal relative to all relevant policies and advise that it is reasonably consistent with the intent of the MPS. Attachment B provides an evaluation of the proposed amending development agreement in relation to the relevant MPS policies.

Proposed Amending Development Agreement

Attachment A contains the proposed amending development agreement for the subject site and the conditions under which the development may occur. The proposed amending development agreement addresses the following matters:

- Two additional storeys to the tower portion, resulting in a 10-storey building;
- Removes the option to provide vehicular parking access from Quinpool road, as the property owner chose not to provide that particular access and the option is now redundant; and
- Housekeeping edits to ensure there is no conflict between the existing regulations and the two additional stories.

The attached proposed amending development agreement will permit a 10-storey mixed-use multi-unit building, subject to the controls identified above. Of the matters addressed by the proposed amending development agreement to satisfy the MPS criteria as shown in Attachment B, the following have been identified for detailed discussion.

Priorities Plans

In accordance with Policy G-14A of the Regional Plan, this planning application was assessed against the objectives, policies and actions of the priorities plans, inclusive of the Integrated Mobility Plan, the Halifax Green Network Plan, HalifACT, and Halifax's Inclusive Economic Strategy 2022-2027. While these priority plans often contain policies which were originally intended to apply at a regional level and inform the development of Municipal Planning Strategy policies, there are still components of each plan which can and should be considered on a site-by-site basis. Where conflict between MPS policy and priority plan policy exists, staff must weigh the specificity, age, and intent of each policy, and consider how they would be applied to a specific geographic context. In this case, the following policies were identified to be most relevant to this application, with which the proposal is aligned, and as such were used to inform the recommendation within this report:

- Designating areas for higher density residential development where there is an existing or proposed high level of transit service such as a proposed Transit Priority Corridor to support the development of walkable, affordable transit-oriented communities (Action 17 Integrated Mobility Plan);
- 2) Integrating climate change implications into land use planning policies and process by reducing sprawl and efficiently using transportation systems (Action 23 HalifACT); and
- 3) Increasing housing stock to accommodate the growing population in Halifax (Strategic Objective 1.6 Halifax's Inclusive Economic Strategy 2022-2027).

Conclusion

Staff have reviewed the proposal in terms of all relevant policy criteria and advise that it is reasonably consistent with the intent of the MPS. The proposed amending development agreement permits a two-storey addition, with no other alterations to the existing building, resulting in a building that is substantially the same in massing and design. Therefore, staff recommend that Halifax and West Community Council approve the proposed amending development agreement.

FINANCIAL IMPLICATIONS

The applicant will be responsible for all costs, expenses, liabilities and obligations imposed under or incurred in order to satisfy the terms of the proposed development agreement. The HRM costs associated

with processing this planning application can be carried out within the approved 2024-2025 operating budget for Planning and Development.

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RISK CONSIDERATION

There are no significant risks associated with the recommendations contained within this report. This application may be considered under existing MPS policies. Community Council has the discretion to make decisions that are consistent with the MPS, and such decisions may be appealed to the N.S. Utility and Review Board. Information concerning risks and other implications of adopting the proposed amending development agreement are contained within the Discussion section of this report.

COMMUNITY ENGAGEMENT

The community engagement process is consistent with the intent of the HRM Community Engagement Strategy and the Public Participation Administrative Order (2023-002-ADM). The level of community engagement was consultation, achieved through providing information and seeking comments through the HRM website, signage posted on the subject site, and letters mailed to property owners within the notification area. A total of 221 letters were mailed to property owners and tenants within the notification area (Map 2). The HRM website received a total of 77 unique pageviews over the course of the engagement, with an average time on page of 37 seconds. Staff received seven responses from the public. The public comments received include the following topics:

- · Concerns around traffic and vehicular movements;
- Questions on the benefit to HRM and development process; and
- Concerns with the loss of sky view and shadow impacts;

A public hearing must be held by Halifax and West Community Council before they can consider approval of the proposed amending development agreement. Should Community Council decide to proceed with a public hearing on this application, in addition to the advertisement on the HRM webpage, property owners within the notification area shown on Map 2 will be notified of the hearing by regular mail.

ENVIRONMENTAL IMPLICATIONS

No environmental implications are identified.

LEGISLATIVE AUTHORITY

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

ALTERNATIVES

- 1. Halifax and West Community Council may choose to approve the proposed amending development agreement subject to modifications. Such modifications may require further negotiation with the applicant and may require a supplementary report or another public hearing. A decision of Council to approve this development agreement is appealable to the N.S. Utility & Review Board as per Section 262 of the *HRM Charter*.
- 2. Halifax and West Community Council may choose to refuse the proposed amending development agreement, and in doing so, must provide reasons why the proposed amending agreement does not reasonably carry out the intent of the MPS. A decision of Council to refuse the proposed

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development agreement is appealable to the N.S. Utility & Review Board as per Section 262 of the *HRM Charter*.

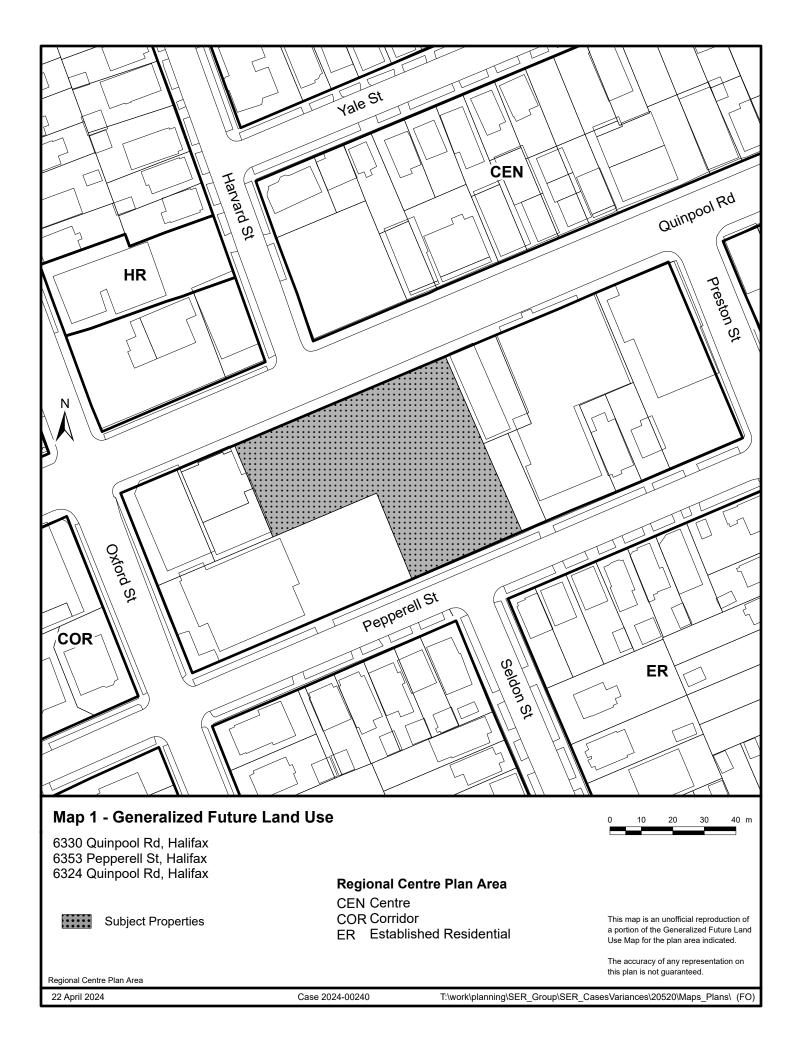
ATTACHMENTS

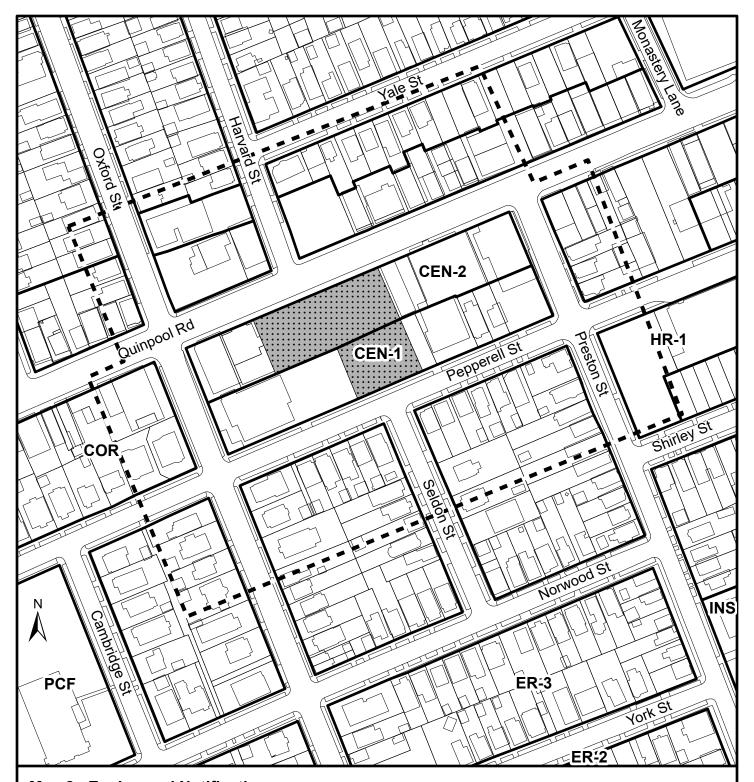
Map 1: Generalized Future Land Use Map 2: Zoning and Notification Area

Attachment A: Proposed Amending Development Agreement

Attachment B: Review of Relevant MPS Policies

Report Prepared by: Dean MacDougall, Planner III, 902.240.7085





Map 2 - Zoning and Notification

6330 Quinpool Rd, 6353 Pepperell St, 6324 Quinpool Rd, Halifax

Subject Properties



Area of Notification

Regional Center Land Use By- Law Area

Regional Centre Zone

CEN-1 Centre 1 CEN-2 Centre 2

COR Corridor

ER-2 Established Residential 2ER-3 Established Residential 3HR-1 Higher-Order Residential 1

INS Institutional

PCF Parks and Community Facilities

0 10 20 30 40 50 60 70 m

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: Proposed Amending Development Agreement

BETWEEN:

[Insert Name of Corporation/Business LTD.]

a body corporate, in the Province of Nova Scotia (hereinafter called the "Developer")

OF THE FIRST PART

- and -

HALIFAX REGIONAL MUNICIPALITY

a municipal body corporate, in the Province of Nova Scotia (hereinafter called the "Municipality")

OF THE SECOND PART

WHEREAS the Developer is the registered owner of certain lands located at 6324 and 6330 Quinpool Road, Halifax and which said lands are more particularly described in Schedule A hereto (hereinafter called the "Lands");

AND WHEREAS on August 24, 2021 Halifax and West Community Council approved an application to enter into a Development Agreement to allow for mixed-use, high density residential development on the Lands (municipal case 20520, which said Development Agreement was registered at the Land Registration Office in Halifax on December 28, 2022 as Document Number 121841481 (hereinafter called the "Original Agreement");

AND WHEREAS the Developer has requested that amendments to the Original Agreement to allow for two additional storeys to the development on the Lands pursuant to the provisions of the *Halifax Regional Municipality Charter* and pursuant to Policy IM-33.5 (b) of the Regional Centre Secondary Municipal Planning Strategy and Section 498.4 of the Regional Centre Land Use By-law;

AND WHEREAS the Halifax and West Community Council approved this request at a meeting held on [Insert - Date], referenced as PLANAPP 2024-00240;

THEREFORE, in consideration of the benefits accrued to each party from the covenants herein contained, the Parties agree as follows:

- 1. Except where specifically varied by this First Amending Agreement, all other conditions and provisions of the Original Agreement as amended shall remain in effect.
- 2. The Developer agrees that the Lands shall be developed and used only in accordance with and subject to the terms and conditions of this First Amending Agreement, and the Original Agreement.

3. Section 3.1.1 of the Original Agreement shall be amended by deleting the text shown in strikeout and inserting the text shown in bold, as follows:

Schedule B Site Plan and Setback Framework

Schedule C Site Plan and Setback Framework, with Parking

Schedule D Building Elevations

Schedule E Building Elevations, Quinpool Road Parking

Schedule B-1 Site Plan and Setback Framework

Schedule D-1 Building Elevations

4.. The Original Agreement shall be amended by deleting the following Schedules:

Schedule B Site Plan and Setback Framework

Schedule C Site Plan and Setback Framework, with Parking

Schedule D Building Elevations

Schedule E Building Elevations, Quinpool Road Parking

And inserting the following Schedules:

Schedule B-1 Site Plan and Setback Framework

Schedule D-1 Building Elevations

- 5. The Original Agreement shall be amended by deleting all text references to Schedule B and Schedule D and replacing them with the respective reference to Schedules B-1 and Schedules D-1.
- 6. The Original Agreement shall be amended by deleting all text references to Schedule C and Schedule E.
- 7. Section 3.4.1 of the Original Agreement shall be amended by deleting the text shown in strikeout and inserting the text shown in bold as follows:
 - 3.4.1 The building's siting, massing, and height shall be in accordance with Schedule B-1 and Schedule D-1, unless the Developer opts to provide a parking entrance-from Quinpool Road, in which case the building's siting, massing, and height shall be in accordance with Schedule C and Schedule E.
- 8. Section 3.4.2 of the Original Agreement shall be amended by deleting the text shown in strikeout, and inserting the text shown in bold as follows:
 - 3.4.2 Subject to Subsection 3.4.3, no building will be constructed or altered so that it exceeds a maximum height of 27 metres **33 metres**.
- 9. Section 3.4.4 of the Original Agreement shall be amended by deleting the text shown in strikeout, and inserting text shown in bold as follows:
 - 3.4.4 The building's exterior design shall be generally in accordance with Schedule D-1, or if the Developer opts to provide a parking entrance from Quinpool Road, the building's exterior design shall be generally in accordance with Schedule E of this

Agreement. The Development Officer may permit changes to the following elements as shown on Schedule D-1 or Schedule E, provided the height and size of the building do not increase:

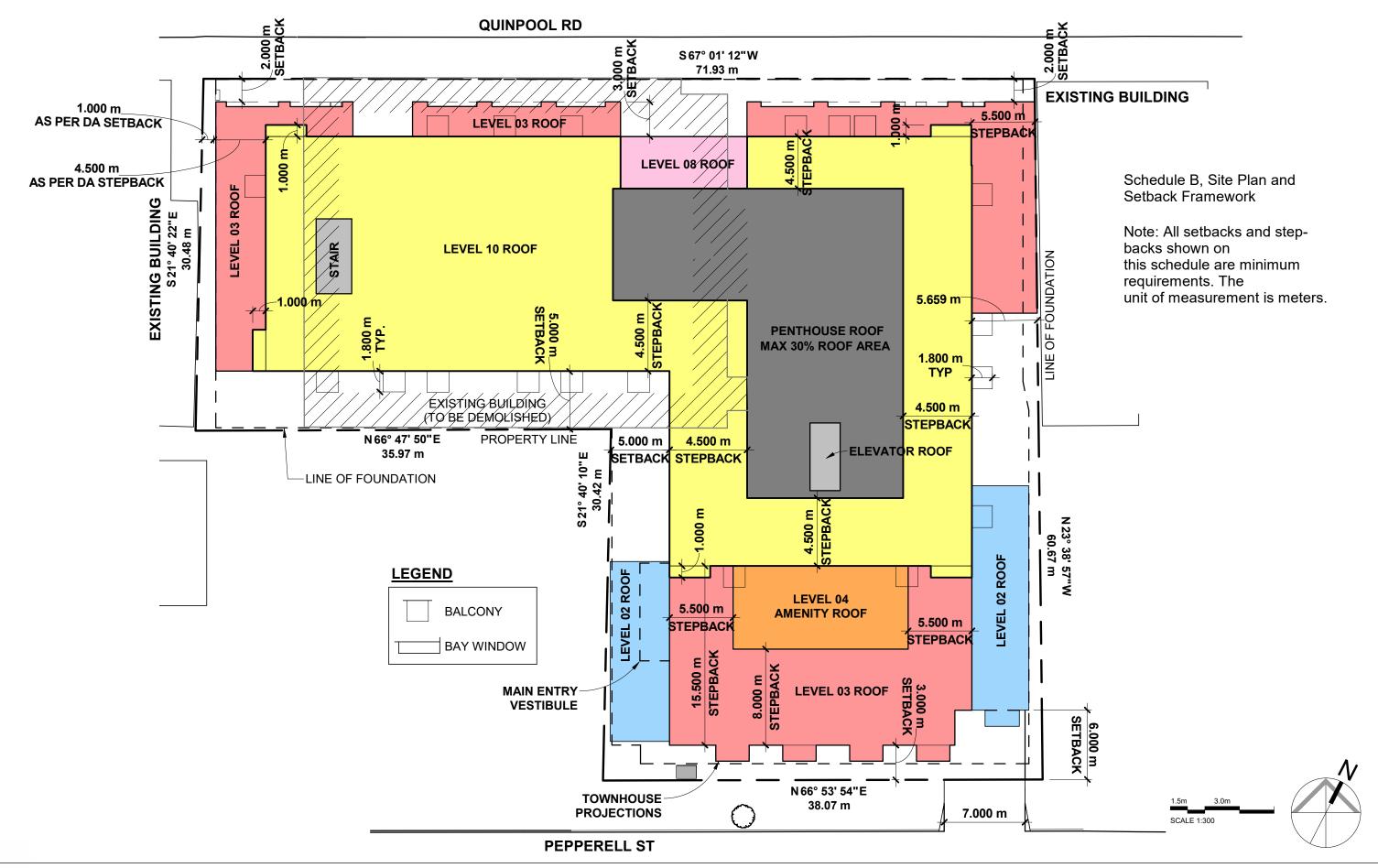
- a) the number of windows and doors and their placement and size;
- b) the number of balconies and their placement and size;
- c) the number of at-grade commercial units and their size, and
- d) the number of signs and their placement and size.
- 10. Section 3.4.17 of the Original Agreement shall be amended by deleting the text shown in strikeout, and inserting the text shown in bold as follows:
 - 3.4.17 At least half of the horizontal length of the ground floor streetwall facing Quinpool Road shall be composed of commercial units generally as shown on Schedule D-1, or Schedule E if the Developer opts to provide a parking entrance off Quinpool Road. The balance of the streetwall may be composed of residential lobbies, building entrances or units with at-grade entrances, which shall be designed to meet the requirements of Subsections 3.4.18 a) to c).
- 11. Section 3.5.4 shall be deleted.
- 12. Section 3.5.13 of the Original Agreement shall be amended by deleting the text shown in strikeout, and inserting the text shown in bold as follows:
 - 3.5.13 The building shall provide a minimum of 775 square metres of amenity spaceat a rate of 5 square metres per dwelling unit. Amenity space may be provided in the form of unit patios, unit balconies or terraces, rooftop balconies or terraces, and shall include interior amenity space. Interior amenity space shall include one of the following common elements:
 - a) fitness room of a minimum size of 40 square metres; or
 - b) community room of a minimum size of 40 square metres.

IN WITNESS WHEREAS the said parties to these presents have hereunto set their hands and affixed their seals the day and year first above written.

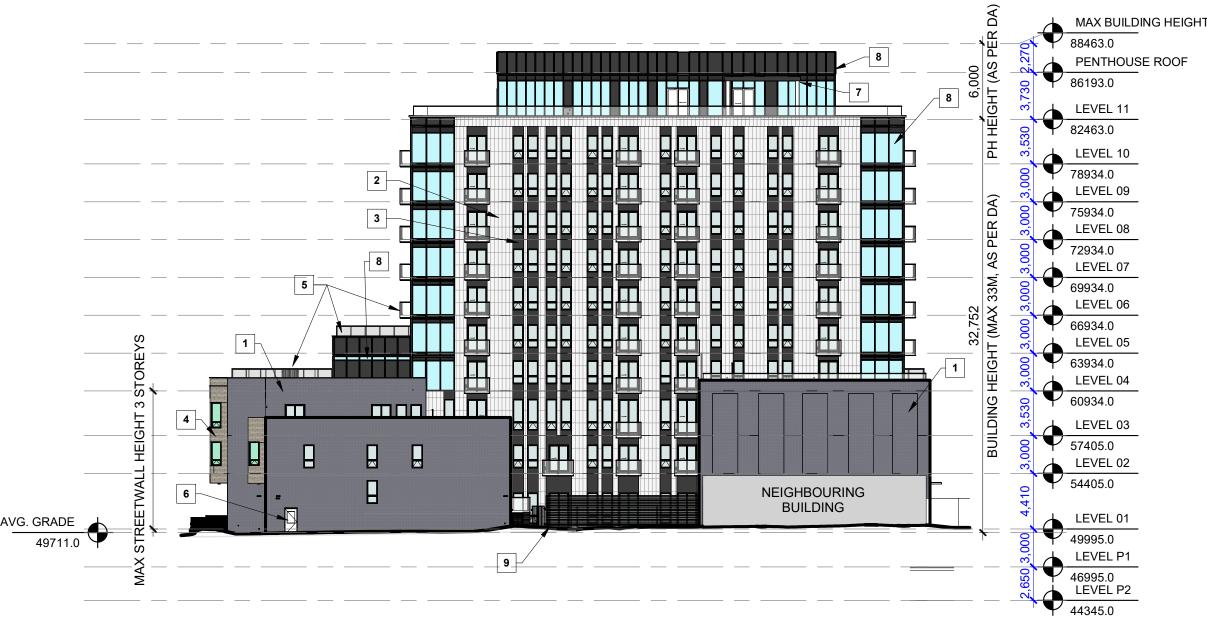
SIGNED, SEALED AND DELIVERED in the presence of:	(Insert Registered Owner Name)
Witness	Per:Print Name:
	Position/Title:
	Date Signed:
	:======================================
SIGNED, DELIVERED AND ATTESTED to by the proper signing officers of Halifax Regional Municipality, duly authorized in that behalf, in the presence of:	HALIFAX REGIONAL MUNICIPALITY
	Per:
Witness	MAYOR Date Signed:
	Per:
Witness	MUNICIPAL CLERK Date Signed:

PROVINCE OF NOVA SCOTIA COUNTY OF HALIFAX

On this	day of	, A.D. 20, before me, personally came and
appeared		, the subscribing witness to the foregoing indenture
who having l	peen by me duly	/ sworn, made oath and said that of the parties thereto, signed, sealed and delivered the same in
		of the parties thereto, signed, sealed and delivered the same in
his/her prese	nce.	
		A Commissioner of the Supreme Court
		of Nova Scotia
	0=1101/4 000=	
	OF NOVA SCOT	IA
COUNTY OF	HALIFAX	
O:- 41-:-	d f	AD 00 hafara was maranally as as and
On this	day of	, A.D. 20, before me, personally came and
appeared	l	the subscribing witness to the foregoing indenture
•	•	y sworn, made oath and said that Mike Savage, Mayor and Iain
		Regional Municipality, signed the same and affixed the seal of the
said Municipa	ality thereto in h	is/her presence.
		A Commissioner of the Supreme Court
		of Nova Scotia







ELE	ELEVATION MATERIAL LEGEND		
NO.	MATERIAL TYPE		
1	MASONRY FACADE		
2	VERTICAL LOOK RVRS		
3	HORIZONTAL RVRS		
4	WOOD-LOOK FACADE		
5	GLASS RAILINGS		
6	GARAGE ENTRY DOOR		
7	CANOPY		
8	GLAZING SYSTEM		
9	PRIVACY FENCE		





EL	ELEVATION MATERIAL LEGEND			
NO.	MATERIAL TYPE			
1	GLAZING SYSTEM			
2	VERTICAL LOOK RVRS			
3	HORIZONTAL RVRS			
4	STAIR ENCLOSURE			
	SCREEN			
5	MASONRY FACADE			
6	METAL PIPE RAILING			
7	AMENITY PRIVACY SCREEN			
8	PRIMARY RESIDENTIAL ENTRY			
9	WOOD-LOOK FACADE			
10	STEPPED CORTAN PLANTERS			



ELE	ELEVATION MATERIAL LEGEND		
NO.	MATERIAL TYPE		
1	MASONRY FACADE		
2	VERTICAL LOOK RVRS		
3	HORIZONTAL RVRS		
4	WOOD-LOOK FACADE		
5	GLASS RAILINGS		
6	GARAGE ENTRY DOOR		
7	CANOPY		
8	GLAZING SYSTEM		
9	PRIVACY FENCE		
10	TOWNHOUSE ENTRY DOOR		
11	METAL SLATTED RAILING		
12	PRIMARY RESIDENTIAL ENTRY		
13	ALUMINUM LOUVRED HVAC SCREEN		
14	STAIR ENCLOSURE SCREEN		

Attachment B - Review of Relevant MPS Policies

Regional Centre Secondary Municipal Planning Strategy PART 9: IMPLEMENTATION 9.11 Transition to this Plan **Policy Staff Comments** Policy IM-33.5 Applications for substantive amendments to certain existing development agreements may be considered under this Policy IM-33.5 for the following matters: (b) if the built form is substantially the same and The built form is substantially the same, the only notwithstanding the previous policies of the alteration to the built form is the additional two Municipal Planning Strategy for Halifax, changes stories on the tower portion of the development. No that allow an additional 2 storey above the other changes are permitted by this amending maximum permitted building height of 8 storeys on agreement. 6330 and 6324 Quinpool Road (Case 20520). 9.5 Discretionary Approvals Policy IM-7 In considering proposals to amend the Land Use By-law, amend the zoning boundaries, or enter into development agreements, Council shall consider that: a) the proposal is consistent with the Vision, Core The proposal meets the objectives of Part 9: Concepts, Urban Design Goals, and all applicable Implementation and is consistent with the intent of objectives and policies set out in the Regional Plan both the Regional Plan and this SMPS. and this Plan: b) the proposal is appropriate and not premature by i) The Municipality will not be financially responsible for costs associated with this development. The reason of: i) the financial capacity of the Municipality to subject site is well served by existing municipal absorb any costs relating to the development, infrastructure. Any cost to upgrade municipal ii) the adequacy of municipal wastewater facilities. infrastructure, to accommodate the project, will be stormwater systems or water distribution systems the responsibility of the developer. iii) the proximity of the proposed development to ii) No concerns were identified regarding the capacity schools, parks, and community facilities, and the of sewer or water. A detailed review will be completed at the permitting stage and any required capability of these services to absorb any upgrades will be the responsibility of the property additional demands iv) the adequacy of transportation infrastructure for owner/developer. pedestrians, cyclists, public transit and vehicles for iii) The site is within the Citadel High Family of travel to and within the development, and Schools which, according to the HRCE 2022 Outlook, v) the impact on registered heritage buildings. all but LeMarchant are below capacity. LeMarchant is heritage streetscapes, and heritage conservation at capacity, however HRCE did not request to review districts: nor provide comment. The Education Act mandates that every person over the age of 5 and under 21 has the right to attend public school. While there may be operational challenges, the HRCE will ensure all students are provided access. The site is centrally

located within Peninsular Halifax with access to recreation facilities, parks, and community facilities.

- iv) the site is well serviced and in proximity to active transportation, transit, and collector roads/infrastructure.
- v) There are no heritage resources in proximity to this development.
- c) the subject lands are suitable for development in terms of the steepness of grades, soil and geological conditions, locations of watercourses, wetlands, and susceptibility to flooding;

No concerns identified.

- d) that development regulations in the proposed rezoning or development agreement will adequately mitigate potential conflict between the proposed development and nearby land uses, by reason of:
- i) type of use(s).
- ii) built form of the proposed building(s),
- iii) impacts on adjacent uses, including compatibility with adjacent residential neighbourhoods, parks, community facilities, and railway operations,
- *iv)* traffic generation, safe access to and egress from the site, and parking,
- v) open storage and signage, and
- vi) impacts of lighting, noise, fumes and other emissions.

- i) Uses are regulated by the development agreement. No change in use from the original approval.
- ii) the amending agreement does not alter existing built form requirements, other than the maximum height of the tower facing Quinpool Road. Stepbacks, streetwall heights, building articulation, and maximum heights for portions facing Pepperell Street are maintained.
- iii) no concerns or additional impacts identified as the proposal is largely substantially the same as the previous proposal.
- iv) no concerns identified. Parking will not be increased.
- v) no changes from previous approval. The agreement does not permit open storage and signed is regulated by the DA.
- vi) no changes from previous approval. Lighting requirements from existing agreement are maintained and nuisances controlled by existing HRM By-laws.

Halifax Regional Municipal Planning Strategy (Regional Plan)

CHAPTER 3: SETTLEMENT AND HOUSING

3.1 OBJECTIVES

- 1. Direct growth so as to balance property rights and life-style opportunities with responsible fiscal and environmental management;
- 2. Target at least 75% of new housing units to be located in the Regional Centre and urban communities with at least 25% of new housing units within the Regional Centre over the life of this Plan:
- 3. Focus new growth in centres where supporting services and infrastructure are already available:
- 4. Design communities that: (a) are attractive, healthy places to live and have access to the goods, services and facilities needed by residents and support complete neighbourhoods as described in 6.2.2A (v) of this Plan.

Staff advise that this proposal is supported by and reasonably consistent with the Regional Centre growth intentions. The proposal brings additional new housing units to the Centre in an area where access to supporting goods, services, facilities, and infrastructure are available.

9.6 PRIORITIES PLANS

Since the adoption of this Plan in 2014, Regional Council has approved several priority plans including the Integrated Mobility Plan, Halifax Green Network Plan, HalifaCT, and Halifax's Inclusive Economic Strategy 2022-2027. The second review of this Plan began in 2020 and is expected to be readopted by Regional Council in 2023. The review will revise the policies of this Plan to ensure they are consistent with the priorities plans as approved. In the interim, this Plan supports the priorities plans which are actively used by staff to guide ongoing work.

- **G-14A** In considering development agreements or amendments to development agreements, or any proposed amendments to the Regional Plan, secondary planning strategies, or land use by-laws, in addition to the policies of this Plan, HRM shall consider the objectives, policies and actions of the priorities plans approved by Regional Council since 2014, including:
- (a) The Integrated Mobility Plan;
- (b) Halifax Green Network Plan;
- (c) HalifACT:
- (d) Halifax's Inclusive Economic Strategy 2022-2027; and
- (e) any other priority plan approved by Regional Council while this policy is in Effect

The proposed development aligns with the various priority plans as per the following:

- designating areas for higher density residential development where there is an existing or proposed high level of transit service such as a proposed Transit Priority Corridor to support the development of walkable, affordable transit-oriented communities (Action 17 Integrated Mobility Plan);
- integrating climate change implications into land use planning policies and process by reducing sprawl and efficiently using transportation systems (Action 23 HalifACT); and
- increasing housing stock to accommodate the growing population in Halifax (Strategic Objective 1.6 Halifax's Inclusive Economic Strategy 2022-2027).