HALIFAX

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Item No. 15.1.1415.1.14
Halifax Regional Council
September 10, 2024

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed

SUBMITTED BY:

Cathie O'Toole, Chief Administrative Officer

DATE: August 16, 2024

SUBJECT: African Nova Scotian Community Action Planning

ORIGIN

Regional Municipal Planning Strategy, Policies EC-24 to EC-26:

- EC-24 HRM shall build on its work with African Nova Scotian communities to create Historical African Nova Scotian Community Action Plans, using the Beechville Community Action Plan as a model. This work will have HRM provide support to communities as they identify community needs and priorities, establish a vision, and create action plans.
- EC-25 HRM will incorporate Historical African Nova Scotian Community Action Plans into planning policies and by-law regulations where possible.
- EC-26 HRM will identify resource needs for community action planning work, and for action plan items themselves, through its annual budget and business planning process.

Additional Council motions supporting African Nova Scotian Community Action Planning are outlined in Attachment H of this report.

EXECUTIVE SUMMARY

In 2020, Halifax Regional Council unanimously endorsed the African Nova Scotian Road to Economic Prosperity Action Plan. This Action Plan, commonly referred to as the Road to Economic Prosperity Plan or REPP, is a collaborative plan developed and owned by the African Nova Scotian community to advance economic development and community priorities.

Regional Council's endorsement of REPP aligned with Action #12 of years 3 to 5 of the Halifax Economic Growth Plan (2018-21), which required the development and implementation of an African Nova Scotian (ANS) Action Plan to advance economic development and community priorities.

Implementation of REPP has been led by the Halifax Partnership and HRM through the Municipality's African Nova Scotian Affairs Integration Office (ANSAIO) in collaboration with the African Nova Scotian community and with the guidance of the REPP Advisory Committee. Implementation has included:

- continuous community capacity building within ANS communities through the support of the Advisory Committee, the Elders' Council, the Youth Council, and resources allocated to the Plan.
- alignment of the Action Plan with HRM business plans.
- creating a framework to identify and address legislation and land use by-laws that impact ANS communities and establish mechanisms for community input on required changes.

In keeping with the implementation of REPP, the Regional Municipal Planning Strategy now includes polices EC-24 through EC-26, which:

- require HRM to support African Nova Scotian Communities as they identify community needs and priorities, establish a vision, and create Historical African Nova Scotian Community Action Plans.
- require HRM to incorporate Historical African Nova Scotian Community Action Plans into planning policies and by-law regulations where possible.
- require HRM to identify resource needs for community action planning work, and for action plan items themselves, through its annual budget and business planning process.

This staff report, and the recommendations contained within, are intended to:

- outline the Planning and Development department's recent commitment to aligning budget and business planning with African Nova Scotian Community Action Planning.
- review and celebrate ongoing community capacity building, which has resulted in several ANS communities coming forward and indicating readiness to review municipal planning strategies and land use by-laws impacting their communities.
- ensure municipal commitments are formalized to ensure necessary processes commence, including:
    - addressing development not in keeping with or respective of historic African Nova Scotian Community culture, values, or aspirations.
    - considering the creation of new land use planning polices and regulations that are in keeping with and respective of historic African Nova Scotian Community culture, values, or aspirations.
    - addressing a legacy of real and perceived exclusionary municipal processes and practices respecting ANS Communities, and creating new processes developed and endorsed by and with ANS communities.

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Direct the Chief Administrative Officer to follow the African Nova Scotian Community Action Planning Work Plan as generally outlined in Attachment A.

2. Amend *Beechville Planning Strategy Review Actions* adopted by Regional Council on September 29, 2020 as outlined in Attachment B.

3. Undertake an Upper Hammonds Plains Planning Strategy Review and an Upper Hammonds Plains Community Action Plan, including:

    a. the preparation of a Community Action Plan, including a comprehensive review of all planning documents that apply in the Upper Hammonds Plains Community and surrounding areas providing access to the Upper Hammonds Plains Community, and returning to Council for consideration of the Action Plan;

b. after the review from 3(a), returning to Council for the initiation of amendments to the planning documents arising from the review; and

c. the preparation of a public participation program which includes the Upper Hammonds Plains Community Land Trust and the Upper Hammonds Plains Community Development Association and returning to Council for consideration of the resulting public participation program; and

4. Undertake a Lucasville Planning Strategy Review and a Lucasville Community Action Plan, including:

   a. the preparation of a Community Action Plan, including a comprehensive review of all planning documents that apply in the Lucasville community and surrounding historic African Nova Scotian settlements in Maroon Hill and Middle Sackville; and

   b. after the review from 4(a), returning to Council for the initiation of amendments to the planning documents arising from the review, and

   c. the preparation of a public participation program in collaboration with the Lucasville Vision Committee to ensure the Lucasville Planning Strategy Review follows a process designed and owned by the Lucasville Community;

5. Direct any new requests for site-specific amendments to the Beaver Bank, Hammonds Plains and Upper Sackville Municipal Planning Strategy that would apply within the areas noted in recommendations 3 and 4 of this report be forwarded to Council for consideration whether to include them in the planning strategy reviews proposed for initiation under this report.

BACKGROUND

African Nova Scotian Road to Economic Prosperity Plan
For generations, African Nova Scotians have committed to building and maintaining their historic communities through community-led action. Following this tradition, the Road to Economic Prosperity Plan (REPP) was established in partnership with African Nova Scotian communities in 2020. REPP is a five-year economic development strategy that aims to address systemic issues and improve the quality of life and economic outcomes for African Nova Scotians. The Halifax Partnership (the Partnership) and the African Nova Scotian Affairs Integration Office (ANSAIO) undertook two years of focused community engagement to develop the plan.

The mandate of ANSAIO supports REPP as well as African Nova Scotian Community Action Planning (ANSCAP) through its mandate to provide leadership, strategic direction, policy advice and expertise to all parts of Halifax Regional Municipality (Corporate and Council) and therefore strengthen the delivery of municipal services to residents of African descent and African Nova Scotian communities within HRM. Specifically, ANSAIO assists the organization in identifying and addressing barriers delaying the delivery of municipal services to communities of African descent, a direct implementation of ANSCAP outcomes.

Following Regional Council endorsement of REPP on September 22, 2020, Regional Council endorsed The Road to Economic Prosperity Advisory Council (REPAC) and its working groups to provide leadership, oversight, and strategic guidance in developing and implementing the Plan. REPAC and its working groups are comprised of representatives from each Black community in the municipality and organizations involved in economic development or capacity building in the communities.

REPP has three strategic priorities and seven objectives, including:

1. Build unity and capacity among African Nova Scotians.

1.1. Increase alignment and collaboration among African Nova Scotian communities and partners to create transparency and collective success.
1.2. Build community to mobilize and lead the implementation of the Road to Economic Prosperity Action Plan.
2. Establish land ownership, develop infrastructure, and attract investment.
2.1. Address historic and current issues related to land ownership and environmental racism.
2.2. Revitalize ANS communities through investment and development.
2.3. Explore international economic and cultural opportunities.
3. Increase participation in education, employment, and entrepreneurship.
3.1. Increase labour force attachment for African Nova Scotians.
3.2. Increase entrepreneurship opportunities in ANS communities.

Each action is led by HRM, the Partnership, the Province of Nova Scotia, REPP, the Black Business Initiative (BBI), or African Nova Scotian communities themselves.

Community Action Planning
Since 2017, ANSAIO, Planning and Development and the Beechville community have been working in partnership to address various municipal concerns in the Beechville community. In November 2017, Regional Council directed staff to initiate a planning strategy review in partnership with the Beechville community. The public participation program that followed, in which the Beechville community outlined various municipal concerns, resulted in the creation of the Beechville Community Benefit Action Plan in 2020. This first Community Action Plan was endorsed by Regional Council in September 2020.

In 2022, the Regional Municipal Planning Strategy (Regional Plan) was amended to support ongoing work on community action plans in ANS communities. Policy EC-24 identifies that the Municipality will support communities to identify community needs and priorities, establish a vision, and develop community action plans. Policy EC-25 directs the Municipality to incorporate the community actions plans into planning policies and regulations where possible, and Policy EC-26 directs the Municipality to identify resource needs for this work and the action plan items through the annual budget and business planning process. As part of the 2023/2024 and 2024/2025 Budget and Business Plan, Regional Council approved funding for additional staff within the Planning and Development department to support ongoing African Nova Scotian Community Action Planning. These resources have enabled the Planning and Development department to create the African Nova Scotian Community Action Program (ANSCAP), which is housed within the Regional Planning division.

The 2023/2024 and 2024/2025 approved Budget and Business Plans, and the Municipality's Bridging the Gap Program, enabled the creation of the ANSCAP team. The team is currently comprised of four staff, and recruitment is ongoing for an addition four full-time planning positions. Staff are prioritizing positions for persons of African descent wherever possible, while respecting policies of the applicable union Collective Agreements.

ANSAIO staff support action planning and related outcomes by providing leadership, strategic direction, policy advice and expertise on matters concerning the ANS community to all parts of the organization and working directly with HRM Business Units to improve relationships, engage, and encourage the participation of African Nova Scotian Communities in municipal affairs.

ANSCAP, in partnership with ANSAIO, will continue to support community action planning in Beechville, and additionally support formal action planning in the communities of Upper Hammonds Plains and Lucasville. ANSCAP and ANSAIO will also support ongoing and future work in the communities of East Preston, North Preston, and Cherry Brook/Lake Loon – as these communities prepare to undertake action planning, with ANSAIO continuing to play a key role in facilitating early conversations and engagements in all ANS Communities. Where supported by REPP and Council, ANSCAP will also support ANSIAO with preliminary work in ANS communities that is intended to result in eventual formal action planning for all ANS Communities.

Shared ANS Community Context
Since settlement in the early 1800s, the communities of Beechville, Upper Hammonds Plains, and Lucasville have persevered through numerous challenges including infertile lands, lack of access to services, and expropriation. Expropriations, decades of land acquisitions by external interests, community boundary review processes, and lack of access to adequate services, among other concerns, have shrunk the original extents of these communities and decreased opportunities to preserve, prosper, and realize desired community outcomes.

This report is accompanied and supported by attachments which offer greater detail about this shared context. The outcomes of this report and subsequent action planning in ANS communities, will provide details and support to realize positive change for specific ANS issues shared by one or more.

DISCUSSION

African Nova Scotian Community Action Planning Work Plan
With ANSCAP currently operating with four dedicated staff, and with upcoming recruitment of four more staff, a work plan has been prepared to ensure focus on implementation of Regional Council's endorsement of the Road to Economic Prosperity Plan (REPP). The work plan includes several commitments and areas of focus, including:

- establishing a municipal interdepartmental working group to consider aligning annual and longer-range budget and business planning with Council adopted action planning outcomes for ANS communities;
- reviewing current municipal processes that impact ANS communities, including how new policies, regulations, and processes are referred to Council;
- considering community boundary reviews for ANS Communities;
- investigating opportunities to surplus municipal land in ANS communities to reestablish ANS community land ownership;
- supporting historical research for ANS communities; and
- partnering with other orders of government to investigate opportunities for the Municipality to create funding programs that support, within the authorities granted by the HRM Charter, ANS community land trusts, ANS co-operatives, and other ANS community organizations with objectives and outcomes in and for ANS communities.

The complete African Nova Scotian Community Action Planning Work Plan in included within Attachment A.

ANS Communities Have Been Preparing for Action Planning
As mentioned above, many ANS communities through HRM have begun to organize themselves in preparation for community action planning. Community work is often difficult, with community organizations and leaders engaging their community to identify priorities, resources, needs, and solutions. Many leaders and members of these organizations are volunteers, and community mobilization is time-consuming, stressful, and deeply personal. It is important to recognize the substantial efforts of Community to create the environment for community action planning and acknowledge the importance of this work to those leading it from a grassroots level.

Ongoing Work in Beechville
Halifax Regional Council approval of the Beechville Secondary Planning Strategy Review framework and the Beechville Community Benefit Action Plan in 2020 ensured matters identified by the Beechville Community Development Association (BCDA) are investigated and resolved wherever possible. Between 2020 and 2023, the BCDA and HRM staff worked to address community priorities, which included identifying initial amendments to the municipal planning strategies and land use by-laws needed to ensure the ongoing and unwavering development of a new community plan was not derailed by inconsistent development. This resulted in Regional Council's approval of the following changes:

- Rezoning industrial properties along the St. Margarets Bay Road to reduce incompatible uses with

neighbouring residential properties.
- Creating a Beechville Comprehensive Development District Zone for large, undeveloped tracts of land along Highway 103, to align future development with community priorities.
- A more complete history of Beechville in the Community Profile section of the Secondary Municipal Planning Strategy.

Ongoing work in Beechville has also resulted in several actions items being completed, including:
- securing the burial grounds and the baptismal path for the Beechville Baptist Church;
- reviewing the Beechville community boundary;
- correcting the industrial park name to Beechville Industrial Park;
- correcting the primary industrial park street to Beechville Park Drive; and
- infrastructure upgrades, including additional sidewalks and crosswalks.

Trust in HRM has been strengthened in Beechville and other ANS communities are looking to emulate the Beechville process. For a detailed history on the historic ANS community of Beechville, details on the status of action planning to date, and additional information supporting the recommendations of this report, see Attachment C.

ANS Community Action Planning Framework
As noted, the ongoing work in Beechville has been built on an adaptive and responsive framework, which enables amendments to planning documents and municipal programs on an as-needed basis and is considered an effective template for action planning in other ANS communities. The process allows for matters to be prioritized by ANS communities, which enables staff to report back to Council on a regular basis with recommendations on next steps and actions. In the case of the work in Beechville, this framework allowed Regional Council to apply planning policy and zoning to areas enabling incompatible development, and in turn, required ongoing and meaningful collaboration between the community and landowners, prior future large-scale development. It is anticipated that planning strategy reviews and action planning for the communities of Upper Hammonds Plains and Lucasville will also be adaptive and responsive to community needs.

Community Action Planning for Upper Hammonds Plains
The Upper Hammonds Plains community is a historic African Nova Scotian community established in 1815. Throughout the previous 50 years, the expropriation of 300+ acres of communal land for the Pockwock Watershed (1974), the ensuing ‘Water Fight’ (1996), and development pressures (2020) have damaged the community’s relationship with Halifax Water and HRM (for further information and sources, see Attachment D). HRM and Halifax Water have committed to continuing to meet with the Upper Hammonds Plains community to discuss this history.

After mobilization and advocacy within the Upper Hammonds Plains community around concerns about development pressures, including the allowance of large multi-unit residential developments in the community, Regional Council initiated a process in 2021 to review and amend the land use policies and regulations in Upper Hammonds Plains’ land use designation. The initiation report noted that community concerns beyond land use exist, and staff committed to bringing forward a summary of all concerns raised during public consultation, although the process itself would focus on recommendations around land use changes.

Staff undertook a public participation program throughout 2022 that received an extremely high rate of engagement from the Upper Hammonds Plains community. The final report (November 2022) recommended changes to the GU-1 (General Use) Zone and rezoning a residential portion of the community from GU-1 to R-1. While the amendments to the GU-1 zone were unanimously passed by Halifax Regional Council on Jan 10, 2023, permits for over nine hundred (900) new units were approved before the amendments came into effect and are currently under development in the community. Due to an error in the initial unit count, the Upper Hammonds Plains community was initially notified that seven hundred forty-five (745) units were under development, and later notified that the number was over nine hundred.

Many community members have raised concerns over the amount of construction underway, the unaffordability of the new developments for community members looking to rent, and the active erasure of the historic African Nova Scotian character of Upper Hammonds Plains. For community members who know the history of the Black settlers, the Pockwock Watershed expropriation, and the ensuing "Water Fight," this unprecedented development is seen by the community as yet another example of systemic Anti-Black racism.

During engagement for the GU-1 zone amendments, many community members expressed the need for a broader community action planning process. On June 22, 2022, the Upper Hammonds Plains Community Land Trust (UHPCLT) penned a letter to Regional Council through their area Councillor. This letter, and its recommendations, are included in Attachment E of this report. In that letter, one of the actions states the following:

> *In collaboration with our community, initiating the development of a Community Action Plan for the community of Upper Hammonds Plains with support from the Upper Hammonds Plains Community Development Association, UHPCLT, and other community groups. The community is currently mobilizing to create a strategic plan to support this work. This action plan will be scoped by community and completed in alignment with the process completed for Beechville including a review of community boundaries; identification of parcels to be conveyed to community control; assessment of the infrastructure gap within Upper Hammonds Plains (i.e., Sidewalks); developing co-created approaches to land use and community engagement; and input on relationship and services from HRM.*

Along with this letter, Upper Hammonds Plains has already developed the framework for a community action plan. In October of 2022, the Upper Hammonds Plains community worked with the Halifax Partnership to develop a strategic plan that outlined actions that the community is interested in completing, including modernizing land use by-laws, exploring fully serviced transit, developing sidewalks in the community, and more (See Attachment F).

ANSCAP and ANSAIO have been meeting with the UHPCLT and the Upper Hammonds Plains Community Development Association (UHPCDA) on a regular basis, since November 2023, to support the start of formal action planning.

The UHPLT, in partnership with the UHPCDA will work with the community at large in the coming months to validate initiatives and move forward with a community action plan. The UHPCLT and UHPCDA's work will also include working with the community at large to develop a public participation program for consideration to support a review of the community's planning strategy.

Further historical information on the Upper Hammonds Plains community, including additional information related to the community's ongoing work and initiatives, is outlined in Attachment D.

Community Action Planning for Lucasville

The African Nova Scotian community of Lucasville, originally known as Lucas Settlement, was established in 1827, when deeds were issued to James Lucas and Moses Oliver. Community members have raised the following concerns with current municipal services and encroaching development within the community:

- several new multi-unit developments with hundreds of units proposed to be built on Lucasville Road and within the Lucasville community without any new infrastructure;
- the lack of notification that permits for these developments were issued, other than information provided through the proposed GU-1 Zone amendment process;
- the lack of direct consultation with community and residents who live next to these developments.
- the lack of response by HRM to several community meetings in which community requested sidewalks, public transit, and needed road repairs to address dangerous conditions; and
- motorists continually exceeding the speed limit through Lucasville, negatively impacting community and their lifestyle.

Over the past two years, the Road to Economic Prosperity (REPP) has been working with the Lucasville community to establish a new community vision and build capacity for community action planning. REPP hosted a series of meetings bringing together four different organizations in the community to unite around common goals and actions for the community. Representatives from different Lucasville organizations named themselves the Lucasville Visioning Committee and have started to identify a series of initiatives based on concerns and opportunities in the community. These initiatives related to include infrastructure development, community engagement and communication, environmental sustainability, quality of life advancements, and natural disaster preparedness, among others.

ANSAIO and ANSCAP have been present during the preliminary meetings with the Lucasville community organizations as they formed the Lucasville Visioning Committee. ANSCAP staff have been meeting with the Lucasville Visioning Committee regularly since January 2024. The Committee plans to work with the community at large in the coming months to validate initiatives and move forward with a community action plan, including development of a public participation program for consideration to support a review of the community's planning strategy.

Further historical information on the Lucasville community, including additional information related to the community's ongoing work and initiatives, is outlined in Attachment G.

Work with other ANS Communities
In partnership with REPP and ANSAIO, ANSCAP has also begun early engagement in East Preston, North Preston, and Cherry Brook/Lake Loon and have been informed of the following concerns:

- lack of communication with proposed developments from developers and municipal planners;
- fear of land being transferred away from ANS communities, based on a history of dispossession by public and private actors;
- need to reassess land use planning (especially protected watershed zoning) that may be restricting residents from developing lands in their community;
- concerns of coliform and other well-water contamination in East Preston, where residents have been enquiring about water services for over 40 years without any action; and
- concerns around multi-unit developments through shared housing with special care development agreements in low-density communities, like Cherry Brook/Lake Loon.

There are multiple ANS community-led development projects currently underway that can be supported by municipal staff. In addition to Upper Hammonds Plains Community Land Trust mentioned above, Akoma Holdings is working with HRM to develop their 310 acre property and the North End Halifax New Roots Community Land Trust (NRCLT) is engaging in the Cogswell District planning process and related affordable housing initiatives. ANSAIO has also done extensive work with the descendants of Africville in preparing a strategic vision for Africville. While ANSCAP's priority is creating community action plans with ANS communities, ANSCAP staff will help support these and other ANS community projects and the HRM teams responsible for them.

Conclusion
The recommendations of this report are intended to reinforce HRM's commitment to the Road to Economic Prosperity Plan (REPP), a prosperous economic future for African Nova Scotians, and to address a legacy of exclusionary municipal processes and practices with negative impacts on African Nova Scotian (ANS) communities.

There have been notable successes and challenges since the beginning of formal action planning in Beechville in 2017, with overall positive momentum. To ensure continued positive momentum, the Municipality should consider spreading the adaptive and responsive framework employed though community action planning in Beechville – to all African Nova Scotian communities. This work should show equity in action through fundamental changes in how the Municipality does business. This will require considering, at a minimum:

- aligning business planning and municipal planning with the REPP;

- addressing government processes and policies, including land use regulations, that negatively impact ANS communities;
- reviewing and celebrating ongoing community capacity building; and
- ensuring municipal commitments are formalized to ensure necessary processes commence, including:
    - addressing development not in keeping with or respective of historic African Nova Scotian Community culture, values, or aspirations;
    - creating new planning strategy polices and land use by-law regulations that are in keeping with and respective of historic African Nova Scotian Community culture, values, or aspirations; and
    - creating new processes developed and endorsed by and with ANS communities.

COMMUNITY ENGAGEMENT

The community engagement process for Beechville is consistent with the intent of the HRM Community Engagement Strategy, the *HRM Charter*, and Public Participation Programs (PPP) previously approved by Council. Ongoing community engagement will be consistent with the Planning and Development Public Engagement Guidebook and will follow the most recent Beechville Public Participation Program, which was adopted by Regional Council in 2023.

Engagement for community planning and action planning in Upper Hammonds Plains and Lucasville will be consistent with the HRM Community Engagement Strategy, the *HRM Charter*, the Planning the Development Public Engagement Guidebook, and future Public Participation Programs developed by each community.

As a first approach, engagement in ANS Communities will fall within the collaborate/empower level of public participation outlined in the Planning and Development Public Engagement Guidebook.

FINANCIAL IMPLICATIONS

The costs associated with the recommendations of this report can be accommodated within the approved 2024/25 operating budget for Planning and Development. Facilitating the development and implementation of African Nova Scotian Community Action Plans will require the coordination and resources of several HRM departments and accomplishing some actions may result in costs to the Municipality. If certain actions cannot be accomplished under the existing operating budgets of respective departments, or under separate direction from Regional Council, these actions will be brought forward to Regional Council for consideration.

RISK CONSIDERATION

The recommendations of this report are important to achieving outcomes of the REPP in support of African Nova Scotian Community Action Planning. Not proceeding with the actions outlined in this report would erode trust between the African Nova Scotian community and would represent significant reputational risks for HRM.

This process involves potential amendments to planning documents, which are at the discretion of Regional Council. Municipal planning strategy amendments are not appealable to the Nova Scotia Utility and Review Board.

Beechville
In addition to risks discussed above, discontinuing the planning process, or not making progress on issues and opportunities identified by Beechville' s residents, would erode trust between the African Nova Scotian community and HRM. There continues to be significant reputational risk for HRM during the planning process.

Upper Hammonds Plains and Lucasville
Both communities have mobilized and are determined to start community planning and action planning to address varying considerations by utilizing the same adaptive and responsive procedural framework that Beechville is having success with now. Preliminary work with these communities has indicated that the Community is looking for a planning and regulatory processes different from those applied in other areas. Council should be aware that this could mean legislative amendments may be needed to develop solutions that may not reflect any format traditional to HRM or other cities.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications related to this report. Environmental implications resulting from community action plans will be assessed as the actions are undertaken and presented to Regional Council.

ALTERNATIVES

1. Regional Council may choose to direct the Chief Administrative Officer to proceed with the community planning process in Beechville, Upper Hammonds Plains, and/or Lucasville, but to only undertake some of the recommendations within this report. This may require a supplementary report from staff.

2. Regional Council may direct the Chief Administrative Officer to discontinue the community planning process in Beechville and no longer consider changes to the respective MPS and LUB. This may require a supplementary report from staff.

LEGISLATIVE AUTHORITY

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

ATTACHMENTS

Attachment A:	African Nova Scotian Community Action Planning Work Plan
Attachment B:	Additional Beechville Actions
Attachment C:	Beechville History and Additional Information
Attachment D:	Upper Hammonds Plains History and Additional Information
Attachment E:	Upper Hammonds Plains Community Land Trust Correspondence
Attachment F:	Upper Hammonds Plains Strategic Plan
Attachment G:	Lucasville History and Additional Information
Attachment H:	African Nova Scotian Community Action Planning Motions

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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.

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Attachment A

African Nova Scotian Community Action Planning Work Plan

GOAL: To implement Regional Council's endorsement of the Road to Economic Prosperity Plan (REPP) through Community Action Planning for African Nova Scotian Communities by:

1. in collaboration with REPP (representatives of the Road to Economic Prosperity Plan), creating Community Action Plans with ANS communities to support them in organizing around municipal infrastructure, by-law, and legislative changes. This includes identifying community needs and priorities, establishing a vision, and developing a series of actions for consideration that may be achieved through land use planning and other Municipal processes;
2. reducing barriers to access municipal services and ensuring that land-use planning protects and elevates ANS communities;
3. promoting the inclusion of African Nova Scotian communities in municipal programs and long-range projects;
4. identifying resource needs for African Nova Scotian Community Action Planning, and for Community Actions Plans through the annual budget and business planning process;
5. partnering with all levels of government to address issues that are within the jurisdiction of other orders of government;
6. working to ensure HRM efforts are deemed as practical forms of reparation for Community; and
7. establishing a Municipal interdepartmental working group to consider aligning annual and longer-range budget and business planning with Council adopted Action Planning outcomes for ANS Communities.

Key obligations of this work will include the following:

Topic Area	Description
Community Engagement	• Work directly and/or partner with ANS Communities, Community organizations, and partners to understand and overcome community challenges and unrealized opportunities. • Provide forum(s) for Community members, organizations, and partners to communicate long-standing and emerging concerns with ANSCAP and other municipal staff. • Establish and attend regular meetings with ANS Community organizations and leaders to maintain communication between all parties. • Promote opportunities for Community-led projects with municipal funding and support within the authorities granted by the HRM Charter. • Work with Community to understand historic land titles, ownership history, stewardship, and other matters that impact action items identified by Community. • Address challenges and opportunities for Communities to consider necessary changes on a regular basis.
Community Plan Reviews	• Undertake comprehensive reviews of land use planning policy and regulations applicable to Community, including the consideration of amendments to an existing, or adopting a new, secondary municipal planning strategy and land use by-law.

	• Review and recommend changes to municipal planning documents, processes, and Administrative Orders to consider aligning with Community desired actions and outcomes.
Community Boundary Reviews	• Consider community boundary review processes that direct impact on African Nova Scotian Communities. • In collaboration with ANS Communities, lead the process for community boundary reviews for African Nova Scotian Communities when identified as an Action Item of a Community Action Plan. • Review the community boundary approval process, including all applicable municipal procedures, by-laws, and policies to encourage an open and transparent process, and consider the appropriate level of public engagement with ANS Communities and other affected communities, including considering a public hearing before a Council decision respecting the community boundary.
Parkland Dedication	• Review the parkland dedication requirements for ANS communities as set out in the Regional Plan and Regional Subdivision By-law, and associated administrative processes, and consider whether amendments or changes are necessary to: o ensure that no parkland dedication is required for homestead or cluster type developments that would include subdivision; and o change the amount of land or cash-in-lieu required for parkland dedication; and o direct cash-in-lieu for parkland dedication is fully directed (one hundred percent) back into the community they from which they are collected.
Regional Plan	• Work with Halifax Transit on opportunities for various types and levels of transit service to, in, and around ANS Communities. • As part of any review of shared housing and shared housing with special care uses, review and consider that policies, regulations, and processes impacting ANS communities are formulated in a manner that is acceptable to ANS communities, including the consideration of amendments respecting that the special care component of shared housing is substantial, significant, and positively benefits the recipient ANS Community.
Municipal Surplus Lands	• Review all Municipal properties within, abutting, and nearby ANS Communities and, under Administrative Order 50, identify those lands that can be transferred to appropriate ANS non-profit organizations, such as ANS community land-trusts and other ANS community organizations. • Support ANS communities through the consideration of zoning provisions that support the vision and plans for lands owned or controlled by non-profit community groups.
Protected Watershed Zoning	• Review planning policies and zoning provisions ANS Communities to consider amendments to allow communities to reasonably develop land impacted by Protected Watershed zoning provisions.
Discretionary Planning Applications	• For discretionary planning applications in ANS Communities consider: o including robust community notification and education and engagement relative to the application and the applicable processes; and o including various notification methods for notifying the public, including ANS of upcoming public hearings.

Support for Historical Research	• In partnership with Community and relevant HRM departments, identify and work towards conserving areas of historic and cultural significance (See Action 1.2 of *Sharing our Stories: The Halifax Regional Municipality's Culture and Heritage Priorities Plan).* • Undertake and complete historical research reports for the communities of Beechville, Upper Hammonds Plains, Lucasville, Cherry Brook / Lake Loon, East Preston, North Preston and other ANS Communities as identified. These reports may be considered in developing new policies, regulations, and processes.
Community Programming and Grants	• Provide support for ANS Communities in accessing Municipal grant programs and consider reviewing or amending such programs to enhance access to opportunities and equity (See Action 4.9 of *Sharing our Stories: The Halifax Regional Municipality's Culture and Heritage Priorities Plan).* • Partner with other orders of government to achieve the above, and through these partnerships, investigate opportunities for the Municipality to create funding programs that support non-profit organizations such as ANS Co-operatives,.
Governance	• Undertake a comprehensive process to review current processes that impact African Nova Communities including how new policies, regulations, processes, and decisions are referred to Council to: o ensure that a critical race lens has been applied; o actions promote positive equitable, and bias free outcomes for People of African Descent in African Nova Scotian Communities in all areas of Municipal Service Delivery; and o provide equitable opportunities for the Municipality's People of African Descent to voice their views by monitoring the effectiveness of the Municipality's policies, programs and services and their impacts on People of African Descent • Provide regular reports to the Executive Director of the Road to Economic Prosperity on ongoing and emerging issues in ANS communities. As part of this process, where the Road to Economic Prosperity Advisory Council requests issues to be addressed, the Municipality shall ensure staff engage with the Advisory Council and collaborate on solutions. • Establish an internal governance structure within HRM to ensure African Nova Scotian Community Action Planning aligns with, and is a priority within, business units across the organization. • Explore opportunities to partner with educational organizations, institutions, and professionals that focus on ANS Communities, so the Municipality's ANS Community Action Planning framework continues to evolve in a manner that is adaptive and responsive to the needs of ANS Communities in HRM.

Attachment B
Additional Beechville Actions

The *Beechville Planning Strategy Review Actions* adopted by Council on September 29, 2020, is amended to add the following items after section 5:

Additional Actions Related to the Planning Strategy Review

6. Review Municipal Planning Strategy polices, Land Use By-law regulations, and the Regional Subdivision By-law that impacts the community of Beechville, and consider whether amendments are needed to support the Beechville Community Benefit Action Plan.

7. Coordinate, wherever possible, proposed amendments to Municipal Planning Strategy polices, Land Use By-law regulations, and/or Subdivision By-law regulations with the Beechville Municipal Planning Strategy Review.

8. Encourage collaboration with the Federal Government, the Province, the Municipality, the Beechville Community Development Association (BCDA), and landowners to develop a comprehensive neighbourhood plan for the Beechville Comprehensive Development District lands.

9. Collaborate with the BCDA to inform which discretionary planning policies within the Community of Beechville may need revision or removal until such time that the ongoing Planning Strategy review is complete.

10. Consider using inclusionary zoning, incentive or bonus zoning, and other creating approaches to achieve direct, measurable benefits for Community.

11. Undertake historical research and consider amending the western boundaries of the community as part of a community boundary review.

12. Acknowledge historic sites and cultural landscapes as deemed appropriate by the BCDA.

13. Consider opportunities to recognize the historic African Nova Scotian dwelling at 1146 St Margarets Bay Rd, Beechville, including possible heritage designation of this Community asset.

Other Municipal Actions

14. Consider opportunities for the community to acquire or participate in the development of Municipal land within the Beechville community boundary, including lands surrounding Ragged Lake, in support of the economic prosperity of Beechville.

15. Encourage collaboration with the Federal Government, the Province, Halifax Water, the Municipality, and other levels of government to deed land back to community, that was expropriated and no longer needed for the original reasons for expropriation.

16. Consider community gardens on Municipal and lands owned or controlled by community groups.

Attachment C
Beechville History and Additional Information

COMMUNITY-GOVERNMENT HISTORY

Beech Hill and Refugee Hill Settlements, Land Titles, and Anti-Black Racism

During the War of 1812, the British military vied to weaken the American economy by targeting African American slaves in the Chesapeake Bay Area. On April 2nd, 1814, Vice Admiral Alexander Cochrane issued the "Cochrane Proclamation" which offered Black slaves emancipation in a British colony in exchange for military service in the British Navy or Army. Approximately 4000 slaves fled to join the British, with 2000 Black Refugees (refugees) settling in Nova Scotia.[1] 727 refugees were institutionalized on Melville Island, a decommissioned military prison, between April 1815 and July 1815 upon arriving in Nova Scotia.

Between 1815 and 1816, refugees began to settle the lands around modern-day Beechville. Two settlements arose along the Road to Halifax: Beech Hill, located to the southwest of Lovett Lake along (around current-day Monroe Subdivision), and Refugee Hill, located southeast of Lovett Lake (north of Ragged Lake along the Prospect Road). 23 refugees settled in Refugee Hill in 1815, with the population of the settlement growing to 76 by 1816. Beech Hill had a population of 89 in early 1818.[2]

Settlement in Nova Scotia and freedom from enslavement did not mean freedom from institutionalized racism. In the 2020 Beals V Nova Scotian judicial decision, the honorable Justice John Bodurtha summarized how anti-black racism affected Black settlers, specifically in their access to clear land titles:

- Many individuals of African descent who migrated to Nova Scotia during the late 18th and early 19th centuries experienced racism and discrimination upon arrival and after.
- While the government of Nova Scotia often provided white settlers with 100 acres or more of fertile land, it gave black families ten-acre lots of rocky, infertile soil. The land given to black families was segregated from that given to white families.
- The government of Nova Scotia gave white settlers deeds to their land but did not give black settlers title to their land. Instead, black settlers were given tickets of location or licenses of occupation.
- Although a limited number of land titles were eventually issued in Preston, and some settlers were able to purchase land, most black settlers never attained clear title to their land.
- Without legal title to their land, black settlers could not sell or mortgage their property, or legally pass it down to their descendants upon their death.
- Lack of clear title and the segregated nature of their land triggered a cycle of poverty for black families that persisted for generations.[3]

Black settlers who arrived in Nova Scotia in the 18th and 19th centuries, including settlers in Beech Hill and Refugee Hill, often received small plots of rocky, infertile land while their white counterparts were reserved much larger plots of fertile land. Furthermore, many Black settlers never received fee simple interest for

[1] African Nova Scotians in the Age of Slavery and Abolition, Nova Scotia Archives.
[2] NS Black Experience, Pachai
[3] Beals v. Nova Scotia (Attorney General), 2020 NSSC 60 (CanLII)

the lands allotted to them. Without this clear ownership, African Nova Scotians continue to fight to confirm legal titles to land their ancestors settled on 200 years earlier.[4]

RAPID DEVELOPMENT: 1997-PRESENT

Beechville and Lovett Lake Estates:

Many historic African Nova Scotian Communities, like Beechville, have contended with increased development pressures as the Halifax Region has grown over the past three decades. Between 1997-2004, the 420-unit Beechville Estates subdivision was developed a couple hundred meters down the St. Margarets Bay Road from the historically African Nova Scotian Monroe subdivision. The houses in the subdivision had no visible relationship to the older homes in the Black community and had road networks that branched off the St. Margarets Bay Road with no connection to the Monroe subdivision. Another 306-unit subdivision located just east of Lovett Lake (the Lovett Lake Estates) was approved by Regional Council in 2014. Many Beechville residents felt that these subdivisions damaged the fabric of their community through their built form and encroached on the historic properties in the Monroe subdivision and along St. Margarets Bay Road.

With a heightened demand for land and development, residential property assessments have rapidly increased. Between 2001 and 2013, residential property assessments in Beechville increased by an average of 11% per year. While this could be viewed as a positive development, rising property assessments have displaced African Nova Scotian community members. Many residents in African Nova Scotian communities pass down their land and homes from generation to generation and/or subdivide their land for future generations to share. Rising property assessments, in the context of Black land ownership, have thus resulted in a series of property sales, foreclosures, and the displacement of historic community members.[5]

BEECHVILLE PLANNING AND COMMUNITY ACTION PLAN

Municipal Planning Strategy Review (2017-2020)

Beechville's concerns around the Lovett Lake development and historical mistreatment resulted in a Council-initiated Planning Strategy Review process in November of 2017. Council's direction included a strong emphasis on engaging with Beechville's African Nova Scotian residents, represented by the Beechville Community Development Association (BCDA). The public participation policy for the Beechville community emphasized 6 themes:

a. creating policy to ensure appropriate development density for the general study area;

b. creating policy to ensure the Beechville Baptist Church property and associated heritage assets are protected;

c. integrating parkland and community uses into the development and into the Beechville community;

d. creating opportunities for cultural and community amenities to celebrate the African Nova Scotian history in Beechville;

e. active engagement with the Beechville African Nova Scotia community by establishing a community liaison group; and

f. Direct staff to work with the office of African Nova Scotian Affairs to help address issues such as the burial grounds, land titles, or any other issues recognized as being provincial jurisdiction, and have the Mayor write a letter to the Minister of African Nova Scotian Affairs for their office's support.

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[4] Marsman, Redressing the Past to Repair the Present: The Role of Property Law in Creating and Exacerbating Racial Disparities in Wealth and Poverty in Nova Scotia, 2021.

[5] Rutland, Displacing Blackness 276-277

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

Beechville Community Action Planning (2020-present)

In response to Armco's withdrawal, the BCDA organized a Town Hall meeting on February 29, 2020, with the broader Beechville African Nova Scotian community. Attendees at this townhall discussed various matters that the community had wanted to see addressed by HRM. The issues identified related to housing; quality of life/recreation; central planning/communications; and quality of historical/heritage. The community indicated their desire to continue a collaborative, long-range planning process to address municipal concerns both within and outside of Planning and Development. The following concerns were identified as the top municipal priorities for the Beechville community:

- Securing the burial grounds and the Baptismal Path for the Beechville Baptist Church *(Complete)*: These lands are now owned by Community.

- Protecting and Celebrating Archaeological Sites: Archaeological Assessments have been undertaken in the community of Beechville. These assessments have identified sites and artifacts critical to the community's heritage. These sites include an area known as The Burnt, and a site near Lovett Lake. Staff will work with the community to further specify the areas for consideration for protection through the planning regulations, and work with other HRM departments and Provincial partners in relation to celebrating these sites.

- Reviewing Beechville's Boundaries *(Complete)*: With the Beechville community shrinking dramatically, Council directed Planning and Development to undertake a review of the community boundaries. Staff worked with community from 2021-2023 to determine the location of the Beechville community boundaries and presented their findings to Council on June 20th, 2023. On June 20,2023, Regional Council adopted a revised Community boundary for Beechville. While Council was in favour of amending thew Beechville community boundaries, they deferred the installation of signage for the southern border of the Beechville Community pending a supplemental staff report that considers modifications to the Beechville/Goodwood boundary at Prospect Road, including additional community consultation with Beechville and Goodwood.

- Renaming the Industrial Park *(Complete)*: A sign for the re-named Beechville Industrial Park was unveiled in November of 2019. Over 100 residents attended the unveiling.

- Renaming Lakeside Park Drive *(Complete)*: Regional Council reviewed and approved the request to rename Lakeside Park Drive to Beechville Park Drive on August 23rd, 2022.

- Updating the SMPS and the Land Use By-law *(In Progress)*: Following additional public engagement, updates to the Timberlea/ Lakeside/ Beechville SMPS and Land Use By-law were drafted and passed by Regional Council in July 2023. These updates included the rezoning of I-1 properties along St. Margarets Bay Road to C-1, the creation of a Beechville Comprehensive Development District Zone that requires a comprehensive neighbourhood planning process by creating site-specific development agreement criteria informed by community goals and objectives, and a series of other changes to the Timberlea/Lakeside/Beechville MPS and LUB. Further edits to the SMPS and LUBs in community are required.

- Reconsidering industrial zoning along St. Margarets Bay Road *(Complete)*. In July 2023, Regional Council passed a motion to amend the Timberlea/Lakeside/Beechville SMPS to rezone I-1 (Light Industrial) properties along St. Margarets Bay Road to C-1 (Local Commercial).

- Providing new housing options: There is a need for affordable housing and seniors housing. The community is also keen to expand the Munroe Subdivision in Beechville, which can be considered as part of the comprehensive planning for the BCDD Zone. Providing a wider range of housing in Beechville will require HRM to work with the community and the Province.

- Improving how people move: The community has many concerns, including high speed traffic, too few crosswalks, an incomplete sidewalk network and infrequent bus service.

- Creating a community or cultural centre in Beechville: The community desires improved or new space for cultural and community events.

- Placing land under community control *(In Progress)*: In December 2023, Regional Council passed a motion to transfer three parcels of HRM owned land in the Beechville to the BCDA for $1 through Administrative Order 50 Respecting the Disposal of Surplus Real Property. These lands will follow the AO50 process before being transferred to the BCDA.

- Improving community amenities / environmental features: This includes improving existing public spaces (including more access to Lovett Lake); revitalization of the Beechville Baptist Church's Community Centre; creating permanent community signage; a plan to repair and restore a treeline buffer next to adjacent Business Parks.

The Community of Beechville currently spans three planning areas. Development enabled by those planning documents has direct impact on the short- and long-term outcomes for Beechville. Part of the work achieved through Phases 3-5, will include comprehensive neighbourhood planning for the associated Beechville Comprehensive Development District that falls within the Beechville Planning area, but expands beyond the current extents of Beechville Community boundary.

On June 20, 2023, Regional Council amended the Community Boundary of Beechville and surrounding communities. In response to a submission from representatives of Goodwood during that process, Regional Council requested that staff prepare a supplementary report to consider modifications to the current boundary.

On July 11, 2023, Regional Council approved Phase 1 of the Community Planning for Beechville, which included initial amendments to the Timberlea/Lakeside/Beechville Municipal Planning Strategy and Land Use By-law to prevent large-scale development in advance of detailed planning with Community. Along with those changes, Council adopted an amended Public Participation Program (PPP) for the Beechville Planning Strategy Review and Beechville Community Benefit Action Plan.

The amended PPP included five phases: Phase 1 (Information Sharing); Phase 2 (Mapping Assets and Opportunities with the Community); Phase 3 (Initial Policy Framework and Conceptual Design); Phase 4a (Addressing Issues and Pursuing Goals); Phase 4b (Further Analysis); and Phase 5 (Developing a New Policy Approach). Phases 1 and 2 were completed by July 2023. Phases 3 and 4 have been ongoing since 2023 and will inform Phase 5 and the completion of the Comprehensive Planning Review.

Some of the highlights of Phases 3 and 4 include the creation of initial goals, policy, and concepts for Beechville; incorporating assets from Phase 2; mapping additional assets not yet identified; reviewing local heritage and archeological assets and other community assets, water quality testing and additional analysis. Phase 5 will include working with the BCDA to engage the public at large and present policy and regulatory concepts, followed by drafting of policies and regulations based on input of the engagement and information from earlier phases.

On May 21st, 2024, Regional Council adopted amendments to the Regional Municipal Planning Strategy, the Regional Subdivision By-law and applicable secondary municipal planning strategies and land use by-laws as part of HRM's Housing Accelerator Fund (HAF) Agreement with the Federal Government.[6] In

[6] See Housing Accelerator Fund - Urgent Changes to Planning Documents for Housing & Suburban Housing Accelerator SMPS & LUB (MINORREV-2023-01065) | Halifax.ca.

response to a submission from the BCDA, staff have recommended that Beechville be excluded from the HAF amendments to allow Beechville time to consider related changes as part of the ongoing Beechville Planning Strategy Review.

Recent Activity Supporting Continuation of the Plan Review

1. On May 21, 2024, Regional Council adopted amendments to the Regional Municipal Planning Strategy, the Regional Subdivision By-law and applicable secondary municipal planning strategies and land use by-laws as part of HRM's Housing Accelerator Fund (HAF) Agreement with the Federal Government. The amendments affected a range of changes to regulations including increased to permitted residential densities and scale of dwellings and secondary suites in Beechville. In response, Community, through the BCDA, submitted a letter to Council in formal request for that Beechville not be included in the planning for the HAF areas until such time as the Community and the BCDA has evaluated the level of density and number of dwelling units deemed appropriate as part of the ongoing Municipal Planning Strategy Review for the Community of Beechville.

2. On June 20 ,2023, Regional Council adopted a revised Community boundary for Beechville. This process was initiated in 2018 in response to feedback from coming out of the Beechville Planning Strategy in 2017, in which the Beechville Community notified HRM that the boundary did not accurately reflect the historical community of Beechville. The process included an extensive consultation, review of the former City of Halifax boundary, the community names used by Canada Post and analysis of the Community Inventory Map prepared by the Community Liaison Group (Map 5) prepared with Community as part the Beechville Planning Strategy Review.

   While Regional Council adopted the boundary as recommended, Regional Council amended the motion to defer the installation of signage for the southern border of the Beechville Community pending receipt of a supplemental staff report that considers modifications to the Beechville/Goodwood boundary at Prospect Road including additional community consultation with Beechville and Goodwood. Staff who prepared the report for June 2023 have completed a detailed analysis of historic documents and are preparing to recommend staff to install and relocate community signs at the Beechville/Goodwood boundary location approved on June 20, 2023. It will be the discretion of Council to adopt the staff recommendation..

3. In May of 2024, ANSCAP met with the Department of Municipal Affairs to discuss progressing HRM's request for the province to enable Community Benefit Agreements (CBA) as a tool within the HRM Charter, which can then be used to achieve tangible benefits in ANS Communities. CBAs are an action item of the Beechville Community Benefit Action Plan.

Attachment D:
Upper Hammonds Plains History and Additional Information

NOTE: This document was prepared by HRM staff in consultation with Upper Hammonds Plains Community members.

UPPER HAMMONDS PLAINS BRIEF OVERVIEW

The Upper Hammonds Plains Community is a historic African Nova Scotian Community established in 1815. The ancestors of this Community were Black Refugees from Chesapeake, Virginia who fought in the War of 1812 as freed refugees.[1] Early homesteaders supplemented their income with paid labour in forestry, farming, and shipping.[1] The Upper Hammonds Plains Community had its own school and a volunteer Fire Department with a Department of African Nova Scotian Volunteer Fire Fighters.[2] In 1970, the Upper Hammonds Plains Community Development Association was formed and continues to be heavily engaged in the development of programs and services as envisioned by the Community.[3] The Emmanuel Baptist Church is a focal point for the community, providing refuge for the residents of Upper Hammonds Plains and a meeting place for people of various ethnic, cultural, and denominational backgrounds.[4]

COMMUNITY-GOVERNMENT HISTORY

Upper Hammonds Plains Settlement, Land Titles, and Anti-Black Racism

During the War of 1812, the British military vied to weaken the American economy by targeting African American slaves in the Chesapeake Bay Area. On April 2nd, 1814, Vice Admiral Alexander Cochrane issued the “Cochrane Proclamation” which offered Black slaves emancipation in a British colony in exchange for military service in the British Navy or Army. Approximately 4000 slaves fled to join the British, with 2000 Black Refugees (refugees) settling in Nova Scotia.

Between 1815 and 1816, over 504 refugees settled in the Upper Hammonds Plains area, with the African Nova Scotian population fluctuating between 200 and 750 over the next half-century. Settlement in Nova Scotia and freedom from enslavement did not mean freedom from institutionalized racism. In the 2020 Beals v. Nova Scotia judicial decision, the honorable Justice John Bodurtha summarized how anti-black racism affected Black settlers, specifically in their access to clear land titles:

- Many individuals of African descent who migrated to Nova Scotia during the late 18th and early 19th centuries experienced racism and discrimination upon arrival and after.
- While the government of Nova Scotia often provided white settlers with 100 acres or more of fertile land, it gave black families ten-acre lots of rocky, infertile soil. The land given to black families was segregated from that given to white families.
- The government of Nova Scotia gave white settlers deeds to their land but did not give black settlers title to their land. Instead, black settlers were given tickets of location or licenses of occupation.
- Although a limited number of land titles were eventually issued in Preston, and some settlers were able to purchase land, most black settlers never attained clear title to their land.
- Without legal title to their land, black settlers could not sell or mortgage their property, or legally pass it down to their descendants upon their death.

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[1] Diversity and Inclusion. (28 February 2018). Community Profiles. Halifax.ca.
[2] Case 23617: Upper Hammonds Plains Land Use Designation Review, 12 July 2021, Regional Council. Halifax.ca.
[3] African Nova Scotians in the Age of Slavery and Abolition, Nova Scotia Archives.
[4] Diversity and Inclusion. (28 February 2018). Community Profiles. Halifax.ca.

- Lack of clear title and the segregated nature of their land triggered a cycle of poverty for black families that persisted for generations.[5]

Black settlers who arrived in Nova Scotia in the 18th and 19th centuries, including settlers in Upper Hammonds Plains, often received small plots of rocky, infertile land while their white counterparts were reserved larger and more fertile land. Furthermore, many Black settlers never received fee simple interest for the lands allotted to them. Without this clear ownership, African Nova Scotians continue to fight to confirm legal titles to land their ancestors settled on 200 years earlier.[6]

Pockwock Watershed Expropriation

In the years leading up to the creation of the Pockwock Watershed area and the construction of the water treatment plant (1977), approximately 9,600 acres of land was expropriated from multiple landowners. This included roughly 300 acres from the Melvin Lands – a 1,500 acre tract acquired by the Community of Upper Hammonds Plains in the mid-1800s and transferred to a land trust vehicle known as the Melvin Land Tract Protection Society by community members in 1913.[6]

At the time of expropriation, the Province appraised the expropriated Melvin Lands at $88,500 and offered the community $75,000 including interest and an additional 15% market value for disturbance damage (under the Expropriation), which amounted to a total of $97,250. However, an appeal of the appraisal of the neighboring Provincial Realty lands uncovered that the Province's expropriation appraiser only appraised the Melvins Lands at $100/acre compared to the neighboring Provincial Realty Lands at $175/acre. This appraisal was made despite the Melvin Lands having property improvements that should have increased its value relative to the Provincial Realty Lands. This difference in appraisal could have resulted in an additional $18,600 in compensation.[6] Like many other Black communities in the municipality, the legacy of expropriation has had a lasting impact on residents in the Upper Hammonds Plains community.

Community Access to Municipal Water Supply - The "Water Fight"

When completed in the 1970s, the main pipe (transmission main) from Pockwock Lake took water directly to the municipal water system and bypassed many communities (including Upper Hammonds Plains) to meet the growing demands of the city of Halifax. In the years following expropriation and the construction of the Lake Pockwock Water Treatment Facility, the community of Upper Hammonds Plains experienced water contamination issues. Tests conducted in 1996 revealed that 47% of wells in the community contained harmful bacteria.[6] As a result, HRM began the process of planning to install a central water supply for Upper Hammonds Plains, which was funded in part from the community through a Local Improvement Charge. The Halifax Regional Water Commission (HRWC) acted as project manager at the request of the Municipality. The initial cost was estimated at $4.3 million, of which $2.85 million would be contributed by property owners in the community by way of a Local Improvement Charge initially proposed at a rate of approximately $49 per foot of frontage. The community engaged with HRM and HRWC for nearly three years to reduce the frontage fees and sought municipal, provincial, and federal funding to further reduce the fees. HRWC informed the community that any cost savings from the project would be invested in further reducing the amount of the charge (in keeping with the LIC process). Various iterations of design, costing, and funding options were considered in an effort to reduce the cost of the Local Improvement Charge. In May 2001, Regional Council ultimately approved the charge at $13.90 or $16.40 per foot of frontage, depending on a property's location on Pockwock Road.[7]

[5] Beals v. Nova Scotia (Attorney General), 2020 NSSC 60

[6] Marsman, Redressing the Past to Repair the Present: The Role of Property Law in Creating and Exacerbating Racial Disparities in Wealth and Poverty in Nova Scotia, 2021.

[7] Minutes of Halifax Regional Council meeting May 15, 2001.

When the project came in at $630,000 under budget, HRWC used the savings to service the newly built housing developments in the neighboring English Corner instead of benefitting the Upper Hammonds Plains community. This resulted in a litigation in which the court sided with the Upper Hammonds Plains community and awarded them $267,400 with added costs of negligent misrepresentations by HRWC ($31,092, plus disbursements). Notably, this decision was appealed by HRWC and dismissed by the Nova Scotia Court of Appeals in 2004. The “water fight,” as community members refer to this court case, has had a lasting impact on the community’s relationship with the Municipality and Halifax Water.

MODERN DEVELOPMENT CONCERNS

Increased Development Pressures and Displacement)

Many historic African Nova Scotian Communities, like Upper Hammonds Plains, have contended with increased development pressures as the Halifax Region has grown. From 2015-2020, a total of 73 units were permitted for construction in the Upper Hammonds Plains community. From 2020-2023, this number increased to a total of 917 units permitted for construction. Initially, the type of residential uses being developed were single-unit dwellings. In recent years, permits have been issued for low-rise multi-unit dwellings and townhouse developments.

GU-1 Amendments (2021-2023)

On August 17, 2021, Regional Council initiated a process to review and amend the land use policies and regulations in Upper Hammonds Plains’ land use designation within the Beaver Bank/ Hammonds Plains/ Upper Sackville Municipal Planning Strategy and Land Use By-law. Regional Council initiated this process due to the mobilization and advocacy of the Upper Hammonds Plains community. The initiation report noted that community concerns beyond land use exist, and staff committed to bringing forward a summary of all concerns raised during public consultation, although the process itself would focus on recommendations around land use changes.

Staff undertook a public participation program throughout 2022 that received an extremely high rate of engagement from the Upper Hammonds Plains community, with 201 surveys completed out of the 397 mailouts sent to community members. The staff report on November 22, 2022, recommended changes to the GU-1 (General Use) Zone, and rezoning a residential portion of the community from GU-1 to R-1. While the amendments to the GU-1 zone were unanimously passed by Halifax Regional Council on Jan 10, 2023, permits for over 900 new units were accepted before the amendments came into effect and are currently under development in the community. Due to an error in the initial unit count, the Upper Hammonds Plains community was initially notified that 745 units were under development, and later notified that the number was over 900.

Many community members have raised concerns over the amount of construction underway, the unaffordability of the new developments for community members looking to rent, and the active erasure of the historic African Nova Scotian character of Upper Hammonds Plains. Furthermore, these developments and long-standing planning policies are also viewed in the context of Upper Hammonds Plains’ relationship with different levels of government. For community members who know the history of the Black settlers, the Pockwock Watershed expropriation, and the ensuing “Water Fight,” this unprecedented outside development is seen as yet another example of systemic Anti-Black racism that has plagued Upper Hammonds Plains for centuries.

CALL FOR COMMUNITY ACTION PLANNING

During engagement for the GU-1 zone amendments, many community members expressed the need for a broader Community Action Planning process to address these issues. The November 22, 2022 staff report noted that a request for additional staff resources to support community action planning work would be brought forward as part of the 2023-24 budget and business planning process. In February 2023,

three permanent planning positions were approved by the Budget committee to advance African Nova Scotian community action planning in HRM.

On June 22, 2022, the Upper Hammonds Plains Community Land Trust (UHPCLT) penned a letter to Regional Council through their area Councillor Pam Lovelace. This letter, and its recommendations, are included in Attachment C-2 of this report. In that letter, one of the actions states the following:

> *In collaboration with our community, initiating the development of a Community Action Plan for the community of Upper Hammonds Plains with support from the Upper Hammonds Plains Community Development Association, UHPCLT, and other community groups. The community is currently mobilizing to create a strategic plan to support this work. This action plan will be scoped by community and completed in alignment with the process completed for Beechville including a review of community boundaries; identification of parcels to be conveyed to community control; assessment of the infrastructure gap within Upper Hammonds Plains (i.e., Sidewalks); developing co-created approaches to land use and community engagement; and input on relationship and services from HRM.*

This letter references the Community Benefit Action Plan that was passed by Regional Council in September 2020 for the historic African Nova Scotian community of Beechville (Case 20226). Upper Hammonds Plains is looking to undergo a similar process to Beechville to address issues and opportunities for the future development of the community. The UHPCLT also included a list of other outstanding actions, including designated planning staff to the community, a request for archival and statistical support in exploring UHPCLT-owned parcels, collaboration on asset mapping, and support in the development of the Melvin Land Tract.

Upper Hammonds Plains has already developed the framework for a community action plan. In October of 2022, the Upper Hammonds Plains community worked with the Halifax Partnership to develop a Strategic Plan that outlined actions that the community is interested in completing (See Attachment C-3). These actions were organized in six strategic Pillars:

- Affordable Housing.
- Community-Led Development Projects.
- Community-Owned Spaces.
- Community Capacity and Togetherness
- Community Green Spaces.
- Infrastructure

These pillars reference work that can be actioned by HRM within a Community Action Plan, including modernizing Land-Use Bylaws, exploring fully serviced transit, developing sidewalks in the community, and more. HRM staff can use this Strategic Plan as a foundational document when developing a future Community Action Plan.

Attachment E
Upper Hammonds Plains Community Land Trust Correspondence

Upper Hammonds Plains Community Land Trust

Letter to Halifax Regional Municipality

Date: June 22, 2022

To: HRM Regional Council through Deputy Mayor Pam Lovelace

cc. Melvin land Tract Protection Society, Upper Hammonds Plains Community Development Association

1. Intent

Thank you, Deputy Mayor Lovelace for meeting with our team on May 19, 2022, and your continued interest in our efforts to develop the Upper Hammonds Plains Community Land Trust. Your support is critical for our project to be successful.

As you are aware, the community of Upper Hammonds Plains continues to face challenges in accessing lands that have been historically linked to the community for hundreds of years.

Now, residents are being squeezed out of the area as a result of past expropriation of lands, the pace of current residential development, rising housing costs, and limited development options associated with what remains of the Melvin Land Tract, including right-of-way to access these lands. In addressing these challenges, our community will use the Upper Hammonds Plains Community Land Trust (UHPCLT) as a mechanism to protect and preserve historic lands while facilitating affordable access to housing options and entrepreneurial spaces for the foreseeable future.

To reach our community goals, there are several barriers which need to be creatively and collaboratively addressed to recognize the rights of our community. Through work on the UHPCLT and mobilizing a broader community conversation, additional issues and opportunities for improving our relationship with HRM have been identified. As discussed, though this submission, we wish to provide HRM an update on current work on the Upper Hammonds Plains Community Land Trust and that you put forward the following within a motion to Regional Council to continue mobilizing this project through the following:

- Request HRM staff continue to provide research to the UHPCLT and to support planning while providing community access to the HRM archives, statistics, and information on parcels owned or of interest by the UHPCLT, including general information about the Upper Hammonds Plains community, development patterns and future anticipated growth to support the development of a strategic plan for the CLT.
- Designate planning staff with relevant experience to support the work of the community (including planners previously involved in Beechville) and create ongoing engagement opportunities as well as identifying ongoing consistent support throughout all interactions with HRM.
- Hold a multi-disciplinary, multi-departmental meeting on development constraints for parcels identified to be part of the UHPCLT including reviewing potential access to parcels, transportation constraints, identify critical parcels for acquisition to provide access to the site, navigate the development process, and support community-led planning and development.
- Expand the scope of the targeted engagement on the re-zoning of Upper Hammonds Plains GU1 zone to include broader community conversation and provide discussion on other critical municipal issues raised.

- Collaborate on an asset mapping process to determine the present and future boundaries of Upper Hammonds Plains. This must include the identification and conveyance of several land parcels owned by HRM that when properly mapped, can contribute to the land holdings of the UHPCLT. This process will allow for institutional memory of community elders and seniors to aid in recovering lost parcels.
- Provide support, relationship building, and advocacy in conversation with other critical stakeholders including the Halifax Water Commission or Province on permitted uses and approaches to development of the Melvin Land Tract.
- In collaboration with our community, initiating the development of a Community Action Plan for the community of Upper Hammonds Plains with support from the Upper Hammonds Plains Community Development Association, UHPCLT, and other community groups. The community is currently mobilizing to create a strategic plan to support this work. This action plan will be scoped by community and completed in alignment with the process completed for Beechville including review of community boundaries; identification of parcels to be conveyed to community control; assessment of the infrastructure gap within Upper Hammonds Plains (i.e., Sidewalks); developing co-created approaches to land use and community engagement; and input on relationship and services from HRM.

Many communities of African Nova Scotian ancestry are watching this process with interest and the UHPCLT hopes to provide these communities with a best practices model to assist these communities on their own respective land planning processes. We hope that through continued engagement with staff and leadership at HRM we can continue to build a collaborative relationship and continue to develop new and creative ways of working to address the specific and unique opportunities of our community.

We seek a motion to Council to commit to meeting these objectives and formalize continued support for our community. In support of this request, we have provided a more detailed appendix which highlights:

- The alignment of our request with previous council direction including the African Nova Scotian Road to Economic Prosperity Action Plan; The precedential results of the Beechville Community Benefits Action Plan and Planning Process; Alignment with the HRM's Anti Black Racism Strategy; And Alignment with the Culture and Heritage Priorities Plan.
- Background information on CLT's and our organization to date including a timeline of historical events that have eroded our community's land rights, property mapping details, and summary of work to date on the project.

2. Call to Action

Systemic racism has caused centuries of inequality. In our Province, the most economically significant being the dispossession of land belonging to African Nova Scotians. Loss of land through expropriation, tax sales, and fractured land title has prohibited residents from generating legacy wealth. Over hundreds of years, the effects have compounded exponentially which as destroyed of millions of dollars of Black wealth. Most wealth creation in our country is generated through equity, so today there are a smaller number of community members having the financial capacity to purchase property, or finance development.

Our community's heritage is being eroded as lands are developed outside of community control and with immense housing and development pressures in the region, these impacts have accelerated in recent years due to urban sprawl and the national housing crisis. Developments are permanent and happening

without consultation with no requirement for this under the GU1 zoning. We fear our communities will be forever fractured and will not be an authentic representation of their legacies. Nova Scotia cannot afford to lose another ANS community. Action must be taken to protect not only this community, but other historically black communities facing the same issues.

We understand that HRM is addressing inequities and supporting community-led development through shifting policies and changing ways of working. We feel that the time is right to enhance our collaboration as work continues in the community of Upper Hammonds Plains and there is momentum, capacity, and opportunity through targeted funding and support to address land use and housing projects to create a sustainable vision and action positive change for our community.

[redacted]

Curtis Whiley, President
Upper Hammonds Plains Community Land Trust
https://www.uhpclt.com/

[redacted]

Gina Jones, President
Upper Hammonds Plains Community Development Association
https://uhpcda.ca/

[redacted]

Myles Simms, President
Melvin Land Tract Protection Society

Appendix

1. Background Information on CLTs

What is a CLT?

A **Community Land Trust or CLT** is a member-based non-profit that obtains and manages land for community benefit. A CLT combines perpetual ownership of land and buildings with the organization of a non-profit that controls the property. CLTs acquire land for the long-term preservation of affordable housing, local business incubation, community gardens, child and senior care, public greenspace, and other economic development initiatives. A CLT can be established in any neighbourhood, anywhere, urban, or rural, with any type of housing or land use.

A CLT is different from a housing co-operative or traditional housing non-profit in that it is not limited to a single project and membership is open to all residents of a neighbourhood (not just those living or working on the land). The typical make-up of a CLT board of directors utilizes a unique tripartite structure with one-third residents, one third community members at-large, and one third experts and stakeholder. This offers a balance of power and ensures maximum community participation in decision-making.

CLTs operate like real-estate developers, but without the pressure of speculation. CLTs create affordability by removing land parcels from the market and retaining them in trust. Through land leases with partners or by the CLT itself, they create housing opportunities through new development and/or the rehabilitation of existing housing stock. CLT's also provide a vehicle for community land-use planning and management.

CLT's provide opportunities to build stronger and more supportive communities. Through their unique land stewardship model, CLT's promote community control over how land is used to meet local needs, now and in the future. By putting the interests of the community first, CLT's protect the pricing out residents. By locking in permanent access to affordable housing, CLT's play an important role in countering the market-driven displacement associated with gentrification. And, by stewarding neighbourhood land for public good, CLT's play an equally important role in stabilizing communities.

The UHPCLT is not the only ANS CLT to be created. This The model was pioneered by black farmers in the South and spread across the country as communities realized its potential for preserving access to land over many generations.

The first community land trust grew out of the southern civil rights movement as a tool for establishing a new form of land tenure for black farmers and their families.

The first community land trust (CLT) was New Communities, Inc., organized primarily by civil rights activists in the late 1960s for Black sharecroppers who had lost their homes and jobs for registering to vote. It was an experiment in cooperation and collective resilience in the face of endless challenges. The creation of New Communities grew out of resistance and necessity -- and so did other movements around the world that inspired the CLT in the first place.

Today, there are about 225 community land trusts in the United States.

This concept is applicable to many of our ANS Communities are some of the last examples of true 'Community' where concepts of land include communal ownership. Where on top of living on sacred land, these are places where legacy families have lived for many generations, and where neighbours are family. There are few examples of affordable or social housing that we expect to find across the housing continuum like cooperative, supportive, or affordable housing. Most communities have land; however, it is locked in estates or ungranted from government. Our communities are some of the only places where we find parcels of land with no owner, or that remain ungranted after hundreds of years, prohibiting them from ever being leveraged for community benefit.

2. Vision for UHPCLT and Overview of Land Holdings:

Current Work by the UHPCLT:

- Developed and completed Initial Community Engagement Questionnaire and encouraged members of our group to complete it. Community really engaged with this, and we received many thoughtful responses. Common concerns were loss of land, loss of heritage, displacement of families, and high purchase prices and rents.
- Currently developing a strategic plan for the UHPCLT and have secured funds through Housing NS to hire a planner and economist to outline the next steps, economic development strategy and land strategy for the trust. This will include developing a land acquisition strategy, as well as vision for the development in collaboration with community.
- We have connected with other historically ANS communities to build a coalition to pressure our municipal and provincial governments for land protections and assistance with establishing CLT's.
- Regularly collaborating with community and organizing monthly community meetings to discuss land use issues, development, and community projects.
- Following up on meetings with our Municipal Councillor and speaking to our provincial MLA to gather support for the project.
- Have secured a meeting with the Halifax Water Commission on July 13th to discuss implications of Tomahawk Future Water Supply on 'Big Melvin' as well as discuss access to historic lands.

Historical Timeline of Events relating to Land Holdings and Policy on UHPCLT Parcels:

The following chronology presents a high-level overview of some notable events that have impacted the community of UHP since its establishment in 1815. These events highlight the inequities faced and a history of marginalization and diminution the community has experienced because of government decision making. Viewed in this light, what the UHPCLT is proposing provides HRM, the Province of NS, and others an opportunity to move toward reconciliation.

In the fall of 1813, following the War of 1812, Black Refugees from the Chesapeake Bay area of Virginia and from Georgia arrived in Nova Scotia aboard British ships. The government of Nova Scotia was looking for a place to grant land for the Chesapeake Blacks, who had escaped (or in some cases, were stolen) from

slavery to fight in the war. There was a promise made that if the former slaves would take up arms, then they would be granted land at the end of the war. One of the areas chosen were the lands directly north of the village of Hammonds Plains, a settlement area that become known as Upper Hammonds Plains.

- In March of 1815, Surveyor General Charles Morris recommends to the imperial government that compact and regular allotments not exceeding 200 acres each should be laid out and granted to the disbanded soldiers.
- A few months later in September 1815, in respect of the Preston lands to the Black Refugees, the Surveyor General Charles Morris advises the imperial government that compact lots be laid out so as to form a village, each lot to contain about 10 acres. Upper Hammonds Plains Community established in 1815. The 10-acre model was then replicated in the land allotments to the Black Refugees in Hammonds Plains.
    a. While the government of Nova Scotia often provided white settlers with 100 acres or more of fertile land, it gave black families ten-acre lots of rocky, infertile soil. The land given to black families was segregated from that given to white families. The government of Nova Scotia gave white settlers deeds to their land but did not give black settlers title to their land. Instead, black settlers were given tickets of location or licenses of occupation.
- In 1816, the Surveyor General [Morris] wrote to assure him that they were to be given to men who meant 'to become immediate Settlers'. This was a simple process because no grants of lands had yet been made. Pending the escheat of the old loyalist grants, the Government was giving out temporary tickets of location, for which the men drew lots.
- In 1834, land was purchased by 60 of the settlers. It was raw, barren, unworked land typical of Nova Scotia's interior; however, it had mature forests and proximity to the Hammonds Plains Road (a major artery to Halifax). [October 20, 1834, land grant (PID 00425348 – 352 acres) recorded at Crown Lands Office, in Book R at Page 170].
    a. Lack of clear title and the segregated nature of their land triggered a cycle of poverty for black families that persisted for generations and that continues to be seen in the infrastructure gap within the community. Black communities in rural areas were isolated and remote, lacking typical community developments such as water, sewage, sanitation, garbage removal, road improvements, and other related services regularly provided in white or mixed communities.
    b. Although a limited number of land titles were eventually issued in Preston, and some settlers were able to purchase land, most black settlers never attained clear title to their land. Without legal title to their land, black settlers could not sell or mortgage their property, or legally pass it down to their descendants upon their death.
- In 1855, a tract of communal land that was granted to the community from the Crown, by Queen Victoria which is now known as the Melvin Land Tract. The tract consists of two parcels considered, 'Big Melvin', and, 'Little Melvin'.
- In 1963/4 – Public Service Commission (now known as Halifax Water) did not include Pockwock Lake as a watershed on their maps, Susie's Lake area was the designated watershed.
- In 1964-65 Halifax County Planning Board developed a "Town Plan" looking at changes to water supply watersheds
- On Oct 11, 1967, an easement was registered across the Melvin Lands (PID 00424028)
- By 1970, Upper Hammonds Plains was an almost exclusively Black community with a population of 500. Also in this year, the Upper Hammonds Plains Community Development Association was founded which provides programs and services to residents of UHP.
- In 1974, approximately 365 acres of the Tract was expropriated to make way for the Pockwock Water Plant. The plant is one of the primary water supplies for Halifax County. The expropriation for

the water transmission line ran between the two tracts restricting access to 'Big Melvin'. The bulk of 'Big Melvin' was designated either protected water supply area or future water supply (Pockwock Lake, Tomahawk Lake) which severely limits development potential.

    a. The most egregious aspect of the Pockwock Watershed expropriation and the Melvin Lands was the government's decision to exclude the community of UHP from the water supply.
    b. NS Department of Natural Resources directs forest activities and provides protection of resources with participation from Halifax Water.
    c. The new Expropriation Act came into effect in Nova Scotia in the early 1970's (applied to all land expropriated on or after June 20, 1974) and greatly expanded the rights of property owners to compensation and recovery of reasonable legal and appraisal expenses.
    d. Community Land Use Regulations in this area were first introduced in the former Halifax County.

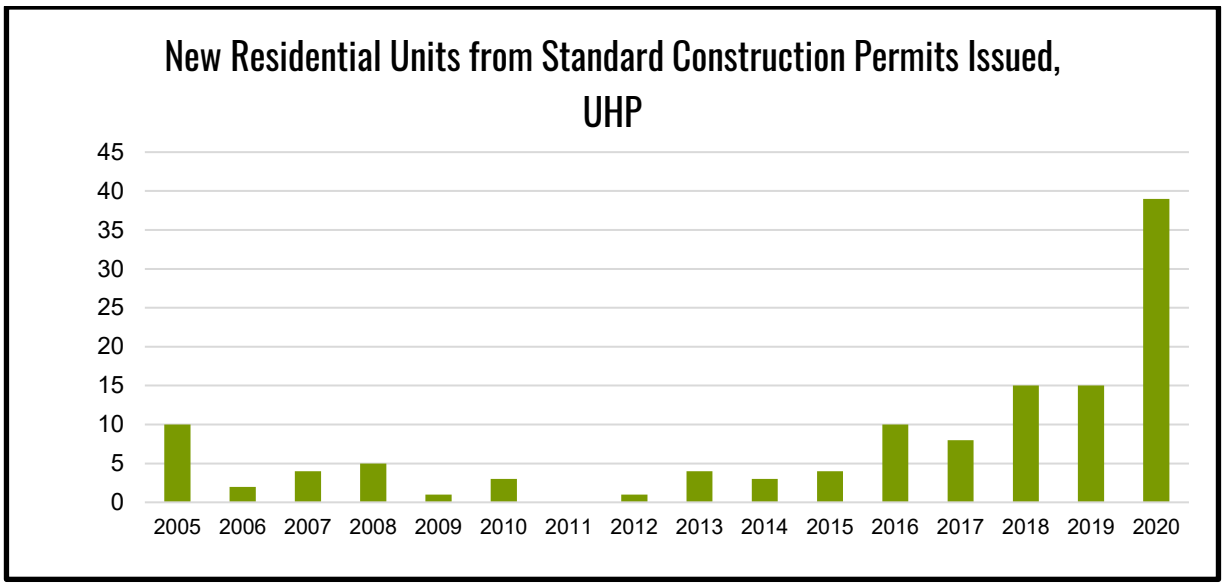
- In 1976, the Melvin Land Tract Protection Society Incorporated
- In 1977, the J.D. Kline Water Supply Plant first became operational
- On January 18 1979, 530 acres in Upper Hammonds Plains were recorded as expropriated by the Province under Expropriation number 2347 in Book 3199 at Page 164 and those lands previously conveyed to Halifax Water by Deed from John Kitz family and Lorne Allison by Deed on October 3, 1991, recorded on October 4, 1991 in Book 5142 at Page 888., For the sum of $1.00.
- In 1983, the former County of Halifax initiated a process to prepare a Municipal Planning Strategy (MPS) and Land Use By-law (LUB) for Beaver Bank, Hammonds Plains and Upper Sackville.
- In 1987, Municipal Planning Strategy and Land Use By-law were adopted in 1987. Halifax County updated land use Bylaw, Upper Hammonds Plains
- In 1989, the Water Act came into effect, Chapter 500, Revised Statutes of Nova Scotia
- On Oct 3, 1991, Halifax Water purchased the 98 acres lot (PID 00423657) for $1 from Kitz family and Lorne Allison. This land is currently zoned GU.
- On May 28, 1992, Halifax Water Board moved to asked Minister of Environment to designate an area of Pockwock Lake Watershed as Protected Water Area (have not found the map yet). This may be when Melvin Land Tracked was transferred to Protected Watershed Zone.
- In 1994, the Pockwock Lake Watershed Protected Water Area was designated by the Province of Nova Scotia for the Halifax Water Commission to supply water to customers in the metro Halifax area. An informal management framework for the Pockwock Lake Watershed PWA designated in 1994 has been in place since the 1970s, when the Public Service Commission and provincial agencies recognized the need for an advisory committee to lead the management of the watershed area that has continued for the last 30-plus years.
- In 1996, water testing revealed harmful bacteria in 47% of wells tested in the community.
    a. Thus, the community engaged Halifax Water t install a central water system. The initial cost of the project was estimated at $4.3 million, of which $2.85 million would require contribution by property owners through frontage fees of approximately $49 per foot. This cost was prohibitively high for many community members, particularly the elderly residents.
    b. Negotiations ensued for roughly three years, with modifications to the project scope in efforts to reduce the cost. In addition, the community sought municipal, provincial, and federal funding, and the frontage fees were further reduced.
    c. During negotiations, Halifax Water informed the community that any costs savings from reduced construction tender prices would be used to further reduce the frontage fees. However, when the project tenders came under budget because of community-led action, Halifax Water instead used the savings towards servicing a new housing development in

the adjacent area known as English Corner, and none of the savings were used to benefit the community of Upper Hammonds Plains.

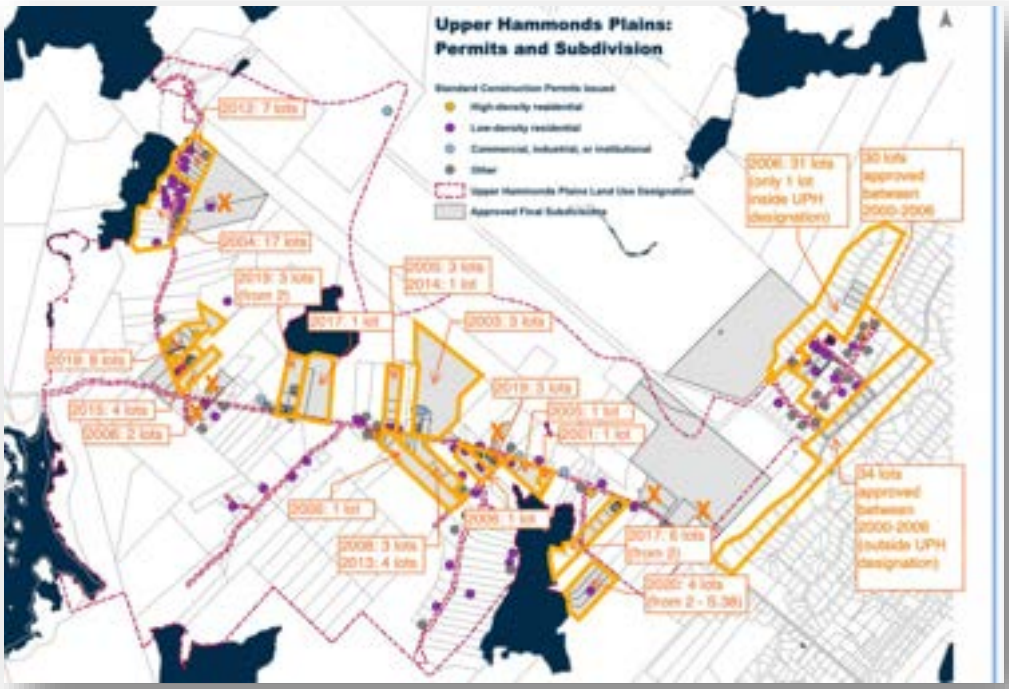
- In 1999, the Municipal Plan was reviewed and re-adopted again in 1999.
- In 1999, the 'Water Fight' as it became known comes to a resolution. After long and costly litigation, the court ruled in favor of the community citing negligent misrepresentation made by government officials. Access to clean drinking water was granted to the community after 25 years, despite community land being expropriated for development of this infrastructure.
- In 2002, a Human Right Investigator debunked the argument that Halifax Water's actions were under their jurisdictional scope and not racially motivated stating in part, "…The Public Service Commission (now Halifax Water) did that the power to develop the water supply for the benefit of communities outside the City of Halifax, and more specifically, had the power to do so for the Upper Hammonds Plains area".
- In 2020, land development in Upper Hammonds Plains begins to increase exponentially as nearly 40 new residential units are added. More current data is currently being extracted, which is anticipated to show even further rapid development within the community. Source: HRM Planning Department
- In 2021, Upper Hammonds Plains Community Land Trust receives provincial funding, becomes Incorporated, hire consults, begins strategic planning, develops website.
- In 2021, after community advocacy for rezoning of UHP, HRM begins zoning review of GU1 zone in Upper Hammonds Plains including multiple engagements, a survey, and an upcoming engagement meeting scheduled for July.

Below is a chart and a map that explain and illustrate the significant increase in new residential construction permits in Upper Hammonds Plains in recent years:

Yearly comparison of new residential unit construction permits issued by HRM in Upper Hammonds Plains:

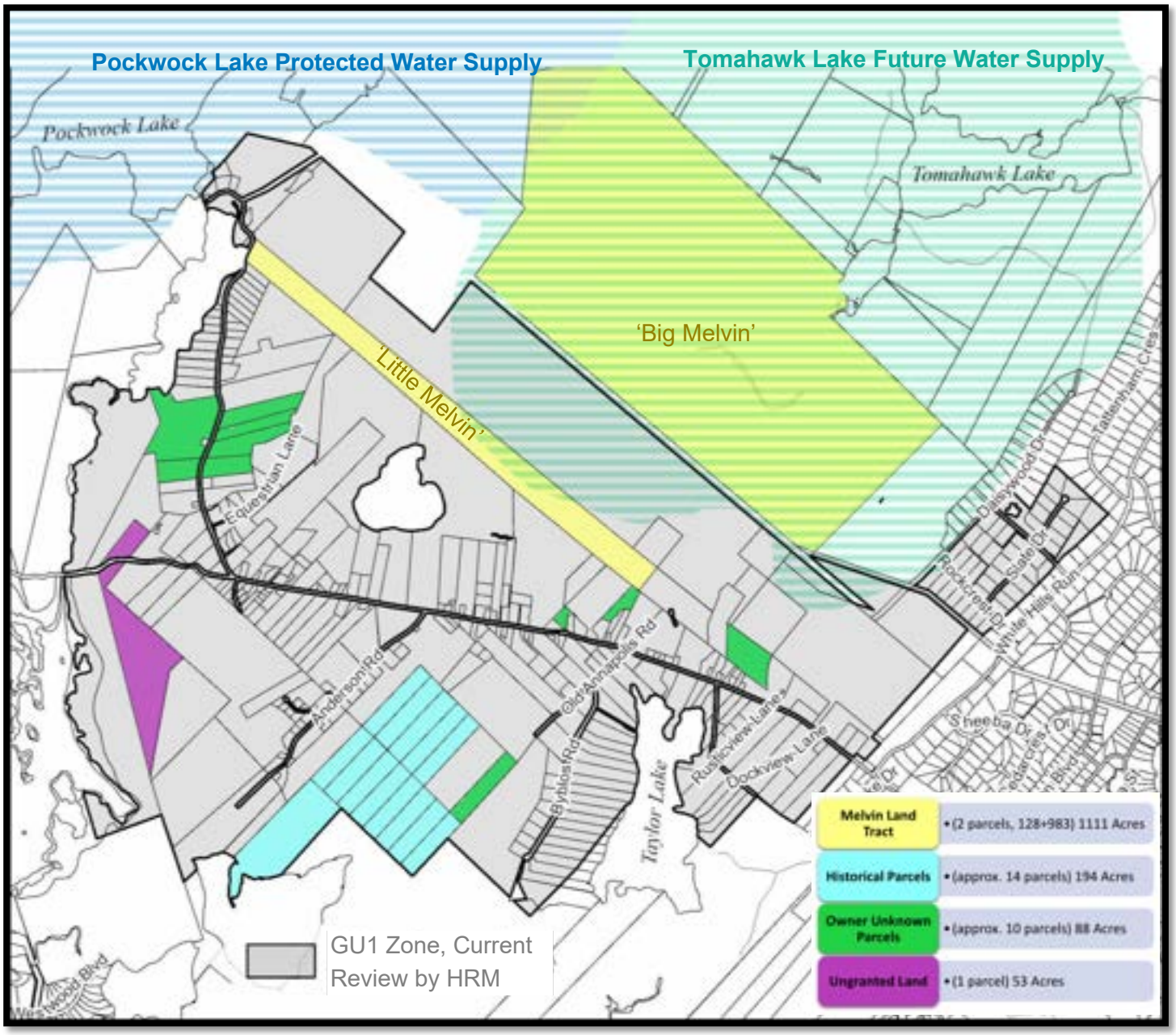


Map illustrating location of new residential construction permits in by HRM in Upper Hammonds Plains:



Overview of Parcels and Land Holdings

The Map below depicts the key parcels that could be included within the CLT and other community organizations. Overlaid on this map are the watershed areas which apply to the Melvin Land Tract.



3. Alignment with Previous Council Direction

Below are some of the previous policies, projects, and documents which outline council's leadership in supporting African Nova Scotian Communities that provide context and support for our requests.

African Nova Scotian Road to Economic Prosperity Action Plan

In May 2018, Regional Council approved an action plan for years three-to-five (2018-21) of Halifax's economic strategy known as the Halifax Economic Growth Plan 2016-21. The ANS Action Plan, now known as the African Nova Scotian Road to Economic Prosperity Action Plan, was unanimously approved by Regional Council on September 22, 2020. The African Nova Scotian Road to Economic Prosperity Action Plan will build upon the Partnership and HRM's existing work and facilitate greater dialogue with the ANS community. The plan's development will stress open dialogue between all parties, provide an opportunity to share the Halifax Economic Growth Plan, communicate HRM's work with the ANS community, and address issues that fall within HRM's mandate or that HRM can influence.
Specific Calls to action outlined in the plan that would support this motion include:

11. Ensure ANS communities are aware of, and understand the impacts of, systemwide legislation and municipal by-laws affecting their communities and the mechanisms to provide feedback to government regarding necessary changes.
12. Identify the best approach to include Community Benefits Agreements (CBA) as part of HRM's Planning and Development strategies for ANS communities
13. Create a framework to identify and address legislation, policy, and land use by-laws that impact ANS communities, and establish mechanisms for community input on required changes
16. Review the naming, boundaries, and zoning of historic ANS communities, and zoning affecting ANS communities
18. Prioritize and undertake infrastructure projects (capital and renewal) and support development projects across ANS communities
20. Prioritize and develop vacant lands within ANS communities
21. Redevelop and market spaces within ANS communities for commercial and/or community use.

Beechville Community Action Plan

The planning process undertaken in Beechville, should be the model for HRM's approach to working with Upper Hammonds Plains. We have reviewed the work done in Beechville discussed with the community and seek a similar comprehensive strategy to addressing inequities in our community.
Case 20226: Beechville Planning Strategy Review and Community Benefit Action Plan

Halifax Anti Black Racism Strategy

This project is about addressing the issue of anti-Black racism in HRM with respect to HRM service delivery, including planning. While on the surface, policies and practices may appear to be neutral or even reasonable but beneath the surface, they may have a negative impact on members of the Black community.

https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/210608rc11110.pdf
https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/201215rci06.pdf

Culture and Heritage Priorities Plan

We understand that HRM is undertaking a regional priorities plan targeted to supporting Culture and Heritage in the region. Within the draft documents, the principles and pillars directly address our community and highlight the importance of celebrating, protecting and preserving our history, such as:

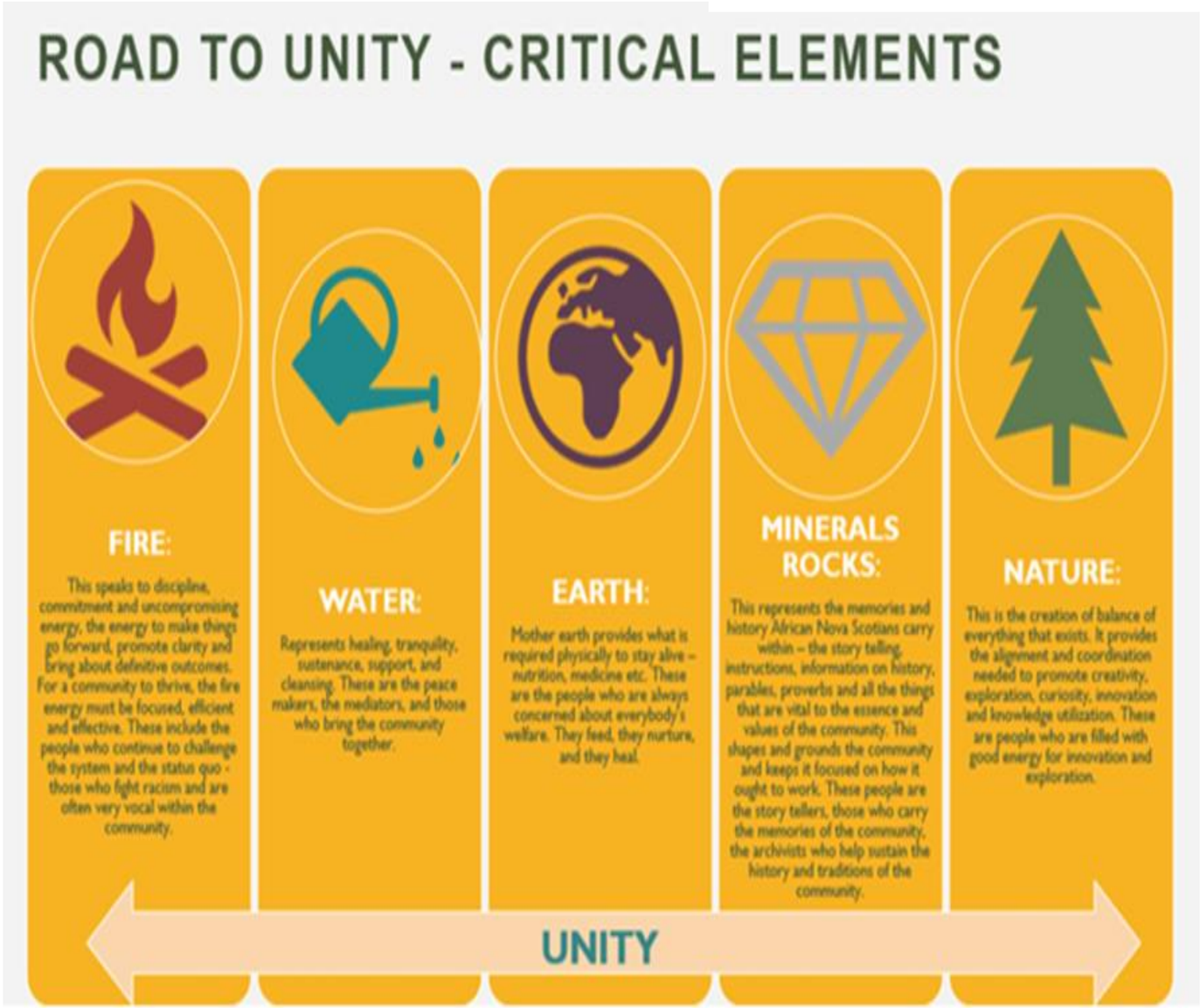
- Support community-led identification and protection of important places.
- Design community to protect heritage assets and cultural landscapes that tell the story of the region.

https://www.halifax.ca/sites/default/files/documents/city-hall/standing-committees/191211cped1211.pdf

Upper Hammonds Plains Community

Strategic Plan October 2022 - October 2025

CRITICAL ELEMENTS



Fire (Gina*, Caleb*, Brandon, Melisa, Sherlene, Desiree, Dean, Jayreece, Tesha)

Speaks to discipline, commitment, and uncompromising energy, the energy to make things move forward, promote clarity, and bring about definitive outcomes. For a community to thrive, the fire energy must be focused, efficient, and effective. These include the people who continue to challenge the system and the status quo – those wo fight racism and are often very vocal in the community.

Water (Tyler*, Kesa, Jareeca, Myles, Karalee, Melisa*, Gina, Valmah, Lila)

Represents healing, tranquility, substance, support, and cleansing. These are the peace makers, the mediators, and those who bring the community together.

Earth (Karen, Shonna, Joyce, Kirk, Melisa, Tesha, Kaitlyn)

Mother earth provides what is required physically to stay alive – nutrition, medicine, etc. These are the people who are always concerned about everybody's welfare. They fed, they nurture, and the heal.

Minerals/Rocks (Tyler, Debra, Ayden, Melisa, Myles *)

This represents the memories and history African Nova Scotians carry within the story telling, instructions, information on history, parables, proverbs and all the things that are vital to the essence and value of the community. This shapes and grounds the community and keeps it focused on how it ought to work. These people are the story tellers, those who carry the memory of the community, the archivists who help sustain the history and traditions of the community.

Nature (Ayden*, Caleb, Melisa, Curtis, Nico)

This is the creation of balance of everything that exists. It provides the alignment and coordination needed to promote creativity, exploration, curiosity, innovation, and knowledge utilization. These are people who are filled with good energy for innovation and exploration.

Upper Hammonds Plains Community – Strategic Planning

October 2022 – October 2025

Mission

Why are we here?

We are committed to working with all community groups to ensure that we create unified strategies on all community priorities.

Vision

Where are we going?

To develop and implement creative community-based strategies to enhance economic opportunity, build strong neighborhoods, and ensure a dynamic framework for quality growth and development.

Strategic Pillars

Affordable Housing

Affordable housing
Variety of homeownership and rentals
Affordable land

Develop A Working Group And Leads

Community-Led Development Projects

Completion of community projects
Reclaim land that was lost
Development of Melvin Land Tract
Development of Church lands

Develop A Working Group And Leads

Community Owned Spaces

Daycare Centre
Strip plaza (laundry mat, fitness centre, convenience store)
Convention Centre
Theatre
Educational spaces (historic and early education programs)
Health centre

Develop A Working Group And Leads

Community Capacity & Togetherness

Bring families back to the community
Bring younger families back to the community
Sense of community refreshed
Harmonious relationship with community members, partners, guests
Keep community members in community

Develop A Working Group And Leads

Community Green Spaces

Public parks
Park at church
Access to lakes / community beaches
Designated dog parks
Community gardens / market spaces

Develop A Working Group And Leads

Infrastructure

Fully serviced transit
Sidewalks
Speed bumps

Develop A Working Group And Leads

Upper Hammonds Plains Community – Strategic Planning

October 2022 – October 2025

Timeline

When should we have our activity completed?

0 – 6 Months	6 - 12 Months	Ongoing
Prepare financial statements, tax returns and projections for CDA Bring all groups to legal standings (joint stocks)	Update the cemetery paperwork Reinstatement of community societies Pursue charitable status for CDA Develop policy and process documents CLT and MLT need legal entity status to be landowners Create a structured framework for the roles and responsibilities under the CDA (include onboarding) Develop a professional Day for youth in the community Use social media / website to display the community group mandates and raise community awareness of the work being done Complete an archaeological dig in Upper Hammonds Plains	Modernize articles and bylaws Create / update online spaces Regular info sessions to the community from all groups Continue to engage and teach youth around community work Publish a community magazine or newsletter Work on recruitment for all community groups Rebuild the community by reclaiming lands and inviting all ANS people to live in community Create an incentive program for people moving back to the community Develop a fair day for community groups to present their work
	Some activities will require work plans / strategies that Carolann can assist with	***Some activities will require work plans / strategies that Carolann can assist with***

Attachment G:

Lucasville History and Additional Information

NOTE: This document was prepared by HRM staff in consultation with Lucasville Community members.

COMMUNITY-GOVERNMENT HISTORY

The African Nova Scotian community of Lucasville, originally known as Lucas Settlement, was established in 1827, when deeds were issued to James Lucas and Moses Oliver. It is one of the oldest and largest indigenous Black communities in Canada.

COMMUNITY CONCERNS

Encroaching Development

Many historic African Nova Scotian Communities, like Lucasville, have contended with increased development pressures as the Halifax Region has grown over the past three decades. Two relatively new subdivisions sit adjacent to the Lucasville community: Waterstone Run (1999) located north running parallel to Lucasville Road and the Kingswood North subdivision (2006) located South running parallel to Lucasville Road. With these subdivisions, development near Lucasville Road in Hammonds Plains (Voyager Lake subdivision) and Lower Sackville has also further condensed the Lucasville community. Unaffordable developments around the Lucasville community have created concerns for residents who fear that they are being priced and/or squeezed out of the community. Being surrounded by unaffordable housing options presents a major concern for historic Lucasville residents looking for housing in and around their community.

Transportation Concerns

The growth in Lower Sackville and Hammonds Plains has created serious traffic concerns in the Lucasville community. The Lucasville Road is a 7km stretch of road that connects Hammonds Plains Road to Sackville Drive. It is a single-lane and considered a connector road between the Lower/Middle Sackville communities and the Hammonds Plains Road—a main artery of transportation for residents traveling to the city of Halifax. As a connector to the Hammonds Plains Road, the Lucasville Road sees an average of 6300 vehicles per day.[1] These factors have resulted in Lucasville residents experiencing difficulties leaving their driveways during busy transportation periods. With further development taking place around the community, the amount of transportation along Lucasville Road will only increase unless alternative routes are established. An extension of Margeson Drive south of Highway 101 has long been planned but has not progressed while HRM shifted focus in mobility investments away from roadway network expansions following the adoption of the Integrated Mobility Plan.[2]

The lack of transportation infrastructure and infrastructure along Lucasville Road also raises concerns for the community. While it connects two major roads (Hammonds Plains Road and Sackville Drive), Lucasville currently does not have any transit service along Lucasville Road. Community members need to either travel to Hammond Plains or Lower Sackville to access the nearest transit service. The lack of service also forced elderly or disabled residents to pay out of pocket for Access-A-Bus, since residents outside of transit-serviced areas must pay for Access-A-Bus to service them. This presents a problem for a community with an aging population.

Lucasville also does not have any active transportation infrastructure to allow residents to move a safe distance away from the relatively narrow Lucasville Road. Lucasville Road has a narrow gravel shoulder with ditches that make walking and biking potentially dangerous with the high traffic volume along the road. The community has been advocating for active transportation services in the form of a multi-use greenway. The Lucasville community has been working with HRM Active Transportation Planning team to create a plan for a greenway that aligns with the municipality's Integrated Mobility Plan. That work is ongoing, with community engagements occurring in the Spring and Summer of 2024. The amount of traffic, lack of transit

[1] https://cdn.halifax.ca/sites/default/files/documents/city-hall/standing-committees/230330tsc1211ii.pdf
[2] https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/240319rci04.pdf

services, and lack of active transportation infrastructure all pose problems for Lucasville residents moving about their community.

Multi-unit Developments
The situation has been made more challenging by the amount of multi-unit developments recently permitted as Senior Citizens Housing Uses, and following changes to the Land Use By-Law, as Shared Housing with Special Care. On September 12, 2023, Regional Council adopted amendments to the Secondary Municipal Planning Strategy and Land Use Bylaw for Beaver Bank/ Hammonds Plains/Upper Sackville, to continue to permit Senior Citizens Housing as an existing use on specified lots. Permits had been issued for Senior Citizens Housing on these properties before the Land Use By-Law was amended to replace this use with Shared Housing with Special Care. Council directed that these permits be given additional time to complete their developments, rather than the standard one-year for non-conforming uses.[3] Two Community members attended the hearing and Debra Lucas, Chair of the Lucasville Community Association presented Community Concerns to Regional Council.[4] In summary, Mrs. Lucas stated that Community has concern with:

- several new multi-unit developments with hundreds of units are proposed to be built on Lucasville Road and within the Lucasville Community without any new infrastructure.
- the associated negative impacts these will have on residents.
- the lack of response by HRM to several community meetings in which Community requested sidewalks, public transit, and needed road repairs to address dangerous conditions.
- motorists continually exceeding the speed limit through Lucasville, negatively impacting Community and their lifestyle.
- the lack of notification that permits for these developments were issued, other than information provided through the proposed amendments of the September 12th process.
- and the overall lack of fairness associated with such developments occurring in Community without direct consultation with Community and those residents who live next to these developments.

COMMUNITY VISIONING

Community Vision: Middle, Upper Sackville and Lucasville (2009-11)

On December 8, 2009, Regional Council endorsed, in principle, a Community Vision for Middle, Upper Sackville and Lucasville to guide future budgetary and business planning decisions in HRM. The community-led visioning process was developed by a Community Liaison Group (CLG). The Vision for Lucasville identified capital projects to be considered under future infrastructure plans and regional initiatives including: Regional and Corporate Initiatives, Service Delivery, Budget, Community Capacity Building, Legislative Amendments, and long term Capital Planning.

The 2009 report speaks to how Visioning can empower communities, build trust and mutual respect, establish community priority actions and a reflected budgetary process. Specifically, “the vision is a starting point for future discussion on community form and design and an opportunity to gain greater clarity around land use policy/process and other forms of municipal regulation which can help shape communities”.

The Community Visioning process was challenged because any Community-desired outcomes that depended on changes to service delivery, processes, planning documents or other regulations, were required to be developed through detailed planning in each community and the actual budgetary process for discretionary decisions of Council was not included with the Visioning, or directly linked to its actions. This is why formal Action Planning and a Review of the Planning Documents for Lucasville is necessary to address the limitations of the 2009 efforts and get meaningful results for Community.

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[3] Region Wide Approach to Shared Housing, September 12, 2023, Regional Council | Halifax.ca.
[4] Public Hearing Speakers (Video), Region Wide Approach to Shared Housing, September 12, 2023, Regional Council | Halifax.ca.

REPP, ANSAIO, and ANSCAP Engagement

Over the past two years, the Road to Economic Prosperity (REPP) has been working with the Lucasville community to establish a new community vision and build capacity for Community Action Planning. REPP hosted a series of meetings bringing together four different organizations in the community to unite around common goals and actions for the community. These representatives from different Lucasville organizations named themselves the Lucasville Visioning Committee and drafted 14 initiatives that they identified as concerns/opportunities in the community:

1. Infrastructure Development
2. Safety and Security
3. Economic Opportunities
4. Social Services and Support
5. Community Engagement and Communication
6. Environmental Sustainability
7. Education and Lifelong Learning
8. Technology and Connectivity
9. Civic Engagement and Governance
10. Cultural Diversity and Inclusion
11. Youth Engagement and Empowerment
12. Quality of Life Enhancements
13. Food Security and Agriculture
14. Natural Disaster Preparedness

ANSAIO and ANSCAP have been present during the preliminary meetings with the Lucasville community organizations in forming the Lucasville Visioning Committee. ANSCAP staff have been meeting with the Lucasville Visioning Committee regularly since January 2024. The Visioning Committee plans to work with the Community at large in the coming months to validate initiatives and move forward with a Community Action Plan. The Vision Committee's work will also include working with the Community at large to develop a public participation program to support a review of the Community's Planning Strategy.

Attachment H

African Nova Scotian Community Action Planning Motions

African Nova Scotian Community Action Program

On September 22, 2020, Regional Council endorsed the African Nova Scotian Road to Economic Prosperity Action Plan in alignment with Action #12 of years 3 to 5 of the Halifax Economic Growth Plan.

On April 5, 2022, Regional Council adopted *People. Planet. Prosperity, Halifax's Inclusive Economic Strategy 2022-27,* as Halifax's new five-year economic strategy, with various actions including the implementation of the 2021 African Nova Scotian Road to Economic Prosperity Plan (REPP), to advance ANS community and economic development priorities.

On October 11, 2022, Regional Council adopted proposed amendments to the Regional Planning Strategy respecting Historic African Nova Scotia Community Action Planning.

On April 4, 2023, Regional Council endorsed the 2023-26 REPP, with various actions including the creation of Community Action Plans for African Nova Scotian communities to support them in organizing around municipal infrastructure, land use, and legislative changes.

On April 25, 2023, Regional Council approved the 2023-2024 budget for Community Action Planning for African Nova Scotian Communities, marking the formal support for the creation of what is now the African Nova Scotian Community Action Program (ANSCAP).

On July 11, 2023, Regional Council directed 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.

On January 9, 2024, Regional Council:

1. endorsed the direction of Sharing our Stories: HRM's Culture and Heritage Priorities Plan as a framework for amending the existing Regional Plan and Secondary Planning Strategies and developing new planning documents and other municipal policies and programs as may be necessary to implement the Culture and Heritage Priorities Plan direction; and
2. directed the Chief Administrative Officer to include funding options for actions contained in Sharing our Stories: HRM's Culture and Heritage Priorities Plan for consideration in the 2024/25 budget.

On April 23, 2024, Regional Council approved the 2024-2025 budget and funding for additional Planning Staff intended to support African Nova Scotian Action Planning.

Beechville Planning Strategy Review

On January 27, 2017, Armco Capital summitted an application to amend (1) the Municipal Planning Strategy (MPS) for lands surrounding Lovett Lake in Beechville and (2) an existing 2014 development agreement to add additional lands.

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

On August 1, 2017, Regional Council received an information report from Planning and Development staff, updating progress on responding to the May 9, 2017 Council motion.

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

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 emphasize:
    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 b 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.

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

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

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

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

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

On September 29, 2020, Regional Council directed 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 September 8, 2020 staff report, are investigated, and resolved wherever possible, though 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 September 8, 2020 are undertaken;

3. As part of a Beechville Community Benefit Action Plan, ensure the actions outlined in Attachment J of the 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 September 8, 2020; and

5. Take no further action in relation to Armco's request for site-specific Municipal Planning Strategy amendments.

On July 11, 2023, Regional Council:

1. Approved Phase 1 of Community Planning for Beechville, which included amendments to the Timberlea/Lakeside/Beechville Municipal Planning Strategy and Land Use By-law consistent with Regional Council's direction of September 29, 2020;

2. Directed 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; and

3. 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 of the staff report dated April 28, 2023.

On June 20, 2023, Regional Council amended the Community Boundary of Beechville and surrounding communities.

On February 5, 2024, the new Beechville community boundary was implemented, including installation of new Beechville Community signage in the Bayers Lake Business Park.

On December 23, 2023, Regional Council approved direct sale of HRM land in Beechville to the BCDA, consistent with the ongoing Beechville Community Action Plan.

On January 18, 2024, the BCDA forwarded a letter to Council, which includes the expectation that the planning will continue within the new boundary.

Upper Hammonds Plains

On December 12, 2017, Regional Council ratified the current Upper Hammonds Plains community boundary.

On December 14, 2020, North West Community Council requested a recommendation report outlining options for amending the Land Use By-law for the Upper Hammonds Plains designation area with the goal of mitigating conflict between allowable uses in the area.

On January 10, 2023, Regional Council adopted amendments to the Municipal Planning Strategy and Land Use By-law for Beaver Bank, Hammonds Plains, and Upper Sackville, to amend the Upper Hammonds Plains Designation and the GU-1 (General Use) Zone, and to rezone a portion of lands within the designation from the GU-1 Zone to the R-1 (Single Unit Dwelling) Zone, in efforts to address to mitigate the conflicts discussed above.

On January 12, 2022, Regional Council requested that the Mayor write a letter to the Province of Nova

Scotia requesting that Upper Hammonds Plains be included in the provincial Land Titles Initiative to help this historic African Nova Scotian community gain the benefits of having clear title to their land.

On January 24, 2023, Regional Council directed the Budget Committee to consider an Upper Hammonds Plains Community Action Plan and supporting the engagement as an option over budget as part of the Budget Adjustment Process (BAL) in the 2023/2024 Planning and Development budget and business planning.

Lucasville

On February 10, 2020, North West Community Council authorized the expenditure of $100,000 from the Community of Sackville Landfill Compensation Fund to the Lucasville Greenway Society to develop a much needed Walking/Biking Greenway Trail in Lucasville. Then Deputy Mayor Blackburn confirmed the $100,000 will be used towards the promoting, marketing, social media awareness campaign of the Walking/Biking Greenway Trail in Lucasville. Murray suggested looking at where traffic is coming from when conducting a traffic impact study.

On February 8, 2021, North West Community Council requested an information report outlining the planning provisions and regulations for agricultural uses and commercial recreation uses within the Municipal Planning Strategy and Land Use By-law for the Lucasville area, in response to Resident's desire to prohibit intensive agricultural uses.

On September 13, 2021, North West Community Council requested a staff report on lifting the restrictions in Schedule J of the Hammonds Plains, Beaver Bank and Upper Sackville Land Use By-law, entitled "Beaverbank / Hammonds Plains Growth Control Areas," to permit new connector roads off Hammonds Plains.

On May 16, 2022, North West Community Council directed the Chief Administrative Officer to provide $50,000, or the maximum amount available up to $50,000, from the Sackville Landfill Community Compensation Fund to the Lucasville Community Association to fund the restoration of the Lucasville-Sackville Black Baptist Cemetery project to help with restoration costs in replacing/repairing fencing, restoring headstones and clearing of debris and, that the funds be provided as soon as this request is received.

On October 16, 2023, North West Community Council requested a staff report outlining and prioritizing the steps needed to initiate the planning and consultation process to develop a Functional Plan for Hammonds Plains Road, with consideration of:

1. Impact of "Schedule J" growth restrictions on developing a connected public road network;
2. The increase of population and traffic due to large mixed use as-of-right developments;
3. Previously promised connections to Margeson Drive, Eider Drive, Lucasville Road;
4. Lack of power poles and lines for streetlight infrastructure on Hammonds Plains Road;
5. Need to improve wooden cross-culverts and stormwater infrastructure, including stormwater easements on private property;
6. Modernizing intersections and installing turn lanes for public transit and traffic flow;
7. Implementing pedestrian safety infrastructure including crosswalks, safer off-street transit stops, and connecting to Lucasville Greenway Project; and,
8. Alignment with work already underway to resolve flooding at Bluewater Road and St Margarets Bay Road, as well as planned upgrades to Halifax Water infrastructure including decommissioning Uplands Park Wastewater Treatment Facility.

Supporting documents for the motion of October 16, 2023, stated that the Regional Plan Growth Control designation of 2014 (Schedule J) has restricted public road network development in Hammonds Plains and Upper Hammonds Plains, resulted in standstill vehicle congestion on Hammonds Plains Road for extend periods rather than encourage a more effective and connected road network with public transit

and active transportation options. Further, unplanned and disconnected as-of-right developments are adding hundreds more housing units, all of which are dependent on personal vehicles without active transportation or public transit plans.

On March 19, 2024, Regional Council directed direct the Chief Administrative Officer to provide a staff report on urgently advancing the Middle Sackville Master Planning Process, Case 21639, to consider extension of urban service boundary for water and sewer, and addition of the following PIDs to allow planning for connectivity, schools, egress, housing, and commercial developments:40281461, 40123614, 41461450, 40123788, 40695504,41315946, 41093725.

Supporting documents for the motion of March 19, 20204, stated that the proposed road connection from Margeson Drive to Lucasville Road would facilitate a bus service on Lucasville Road, providing ridership for the planned Halifax Transit Park & Ride, and provide better road network connectivity between the neighborhoods, including a badly needed second exit for Indigo Shores.

Other

On August 1, 2017, Regional Council initiated a process to consider amendments to the Halifax Regional Municipal Planning Strategy and all applicable community municipal planning strategies and land-use by-laws to simplify, consolidate and remove barriers to the development of special care facilities.

On May 12, 2020, Regional Council approved Social Policy Administrative Order 2020-002-GOV to strengthen community health and wellbeing, enhance equity and inclusion, and build on social assets and community capacity.

On June 8, 2021, Regional Council endorsed the Endorsed and Anti-Black Racism Framework to guide the development of a strategy and action plan.

On May 3, 2022, Regional Council directed the Chief Administrator Officer to prepare a staff report on Community Benefit Agreements (CBAs) and next steps for development as part of HRM's planning and development strategies for African Nova Scotian communities.

On August 9, 2022 Regional Council adopted proposed amendments to the Secondary Municipal Planning Strategies for the Land Use By-laws for Beaver Bank/Hammonds Plains/Upper Sackville; Bedford; Cole Harbour/ Westphal; Eastern Passage/ Cow Bay; Halifax Mainland; North Preston/ Lake Major/ Lake Loon/Cherry Brook/ East Preston; Sackville Drive; Sackville; and Timberlea/ Lakeside/ Beechville, to perform amendments related to shared housing and tiny homes and remove the Senior Citizens Housing land use from the Beaver Bank/ Hammonds Plains/ Upper Sackville Land Use Bylaw.

On October 11, 2022, Regional Council adopted proposed amendments to the Regional Planning Strategy respecting Historic African Nova Scotia Community Action Planning.

On October 18, 2022, Regional Council adopt Administrative Order No. 2021-004-GOV, respecting the African Descent Advisory Committee, tasked with advising the Municipality on the impact of municipal policies, programs and services for People of African Descent.

On March 7, 2023, Halifax Regional Council endorsed Part A of the JustFOOD Action Plan for the Halifax Region and endorsed Part B of the Plan on February 6, 2024.

On September 12, 2023, Regional Council adopted amendments to the Secondary Municipal Planning Strategy and Land Use Bylaw for Beaver Bank/ Hammonds Plains/ Upper Sackville, to establish Senior Citizens Housing use as an existing use on specified lots.

On March 19, 2024, Regional Council received an information report on the Beaver Bank Bypass project including a history of the provincial project, what HRM's involvement was (including our financial commitments at the time) and what our possible future involvement with provincial and federal partners could look like.