



Amendment to Case # 21875

Application to Create a Heritage Conservation Zone,

Seniors Housing Zone and

Comprehensive Development District:

Cole Harbour/Westphal Municipal Planning Strategy

Old Home Heritage Project

Akoma Community Development

Submitted by Akoma Holdings Inc. to:

HRM Planning Department

June 3, 2020

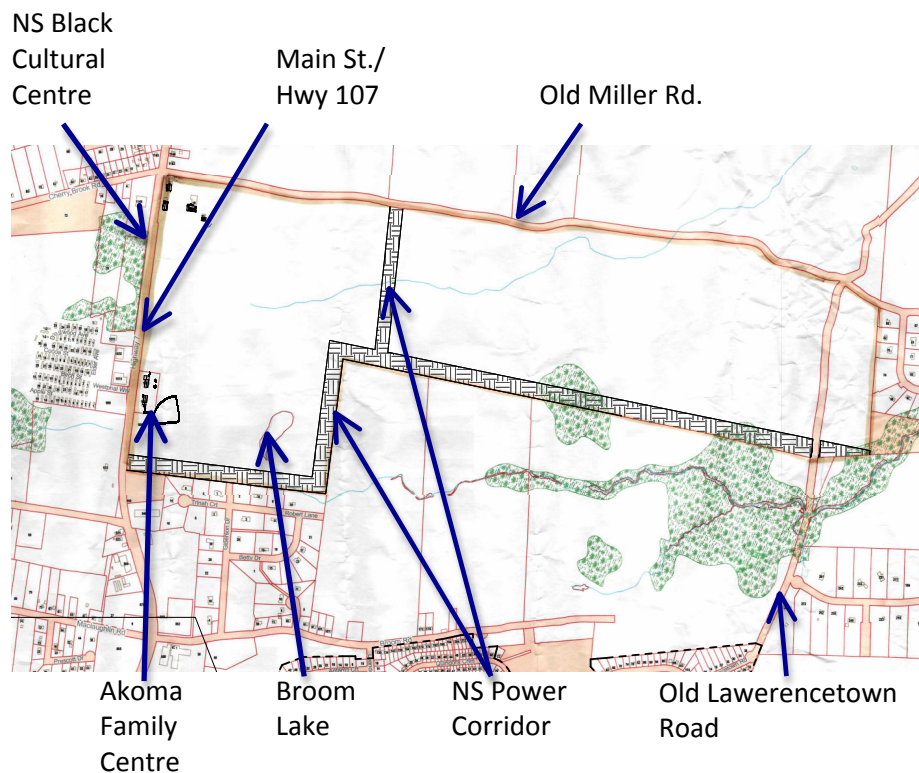
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1.0 Background

The historical significance of the Akoma Holding's property is a very important part of Nova Scotia's cultural heritage.

Established in 2014, Akoma Holdings Inc. acquired assets from the former Nova Scotia Home for Colored Children. Akoma is the largest black landowner organization in Canada. The 320-acre property includes:

- Two children's residential facilities
- The Akoma Family Centre with leased offices and rentable meeting space
- The Nova Scotia Home for Colored Children (the "Old Home")
- Bauld Centre (former Watershed Association Development building)
- Recreation field
- Community garden
- Broom Lake
- Superintendent's cottage (vacant)
- Wilfred Jackson Way
- NS Power corridors



The Nova Scotia Home for Colored Children (NSHCC or the Old Home) was created in 1921 with a mandate to house and educate orphaned and homeless African Nova Scotian children who were not welcome in white care institutions.

Originally built in Halifax's North End, the Halifax Explosion destroyed the site, and the facilities were then relocated to its current location in Cherry Brook.

In the 1960s, the Province ended segregation and the orphanage opened its doors to children of all backgrounds. With foster home placement increasing, the population of the orphanage went into a steep decline.

The Old Home was closed in 1979 and was replaced by two group homes for at-risk youth, as placed by child welfare social workers. The cottage on this property had been home to a superintendent for many years, later becoming a rental home for families, before becoming vacant due to the need for extensive repairs.

In the early 1990s, former residents filed allegations of abuse at the orphanage that later turned into a class action lawsuit.

The NSHCC and Premier Stephen McNeil issued a formal apology in 2014 for the poor standards and physical, mental and sexual abuse that had taken place in the Old Home. The following year a Restorative Inquiry was initiated to address past injustices and racism in Nova Scotia and to strengthen cultural knowledge for African Nova Scotians, ensuring a better future for their children and families.

The Akoma Family Centre was created in 2011 to house siblings aged 0-19 under care of the Minister of Community Services. In 2016 this mandate shifted to care for children between 3-13 years of age with behavioural and developmental needs. The Department of Community Services and private fundraising within the community fund these supports.

Today the Family Centre (a licensed Residential Care Facility) provides a transitional home, and uses Afri-Centric Trauma-Informed Care and Autism best practices as part of its childcare approach. Children in care at the Akoma Centre have access to Youth Care Workers, as well as programming, school or daycare, community activities, recreational programs, health and dental services, social work intervention and counselling.

Residents and neighbours of all ages run a community garden on the property.

In 1986, the NSHCC signed a 99-year lease with Nova Scotia Power enabling them to utilize a corridor of the property and a section that crosses through the property.

1.1 Restorative Justice Inquiry (2019), Excerpts Relating to Housing

(Page 131) In late 1967, the Board identified the need to adequately prepare its residents for life after the Home, noting that many left the Home without vocational skills and preparation for adult life. It directed this concern to the Premier asking that the Province consider funding a training facility at the Home to provide residents with a trade or vocation to assist in addressing this need. In response, in early January 1968, the Director of Child Welfare suggested to Deputy Minister MacKinnon that the Home dispose of some of its property and the proceeds could go towards a training facility. Later that same month, MacKinnon, in a letter to the Board, asked that the Home consider selling a parcel of land to accommodate the construction of 20 homes for low-income families in the Preston area. The aim was better housing for some of the African Nova Scotian families living in the general vicinity of the Home.

(Page 133) The (Hall Report) elaborated on the further complexity regarding institutional care of Black children: the professional staff in the foster family programs reported they find special planning and effort is necessary to secure foster family care for black children. They state this is related to low income level and poor housing conditions prevailing among the black population.

(Page 152) Early in 1997, two special Board meetings were convened to discuss possible land development, but it appears nothing came of the ideas which included: • Rezoning for residential purposes

(Page 294) As Strong-Boag noted in her submission to the Inquiry, Canada's rates of premature death and many diseases gradually fell from the 19th through the 20th centuries but disadvantaged communities, with their additional difficulties in guaranteeing food, housing, or good health, remained especially vulnerable.

(Page 413) The Restorative Inquiry has used the term "*system of care*" in reference to Government to broaden the view of its care work to encompass all the relevant systems, services, and supports, including (but not limited to) education, justice, health, labour and advanced education, and community services (children protection, housing, income support, disability services etc.)

(Page 444) The (New Zealand) information-sharing provisions apply to government and non-government services and agencies working in a wide range of areas related to care, including education, health and medical services, social services, family supports, youth services, indigenous social service organizations, cultural social services, recreation, housing, justice agencies, etc. Further, the document is clear about the importance of providing *guidance* rather than strict rules and procedures to ensuring support for care that is responsive to the circumstances and needs of those involved.

(Page 524) Family led decision-making should be incorporated into decision-making processes in various parts of the system of care (education, health, housing, justice, etc.).

2.0 Housing Needs

Our review of the community's housing needs instructs the overall vision for the Akoma Community Development project.

This plan amendment application addresses the most urgent housing needs. Our knowledge of local housing conditions is derived from the community and from the following sources:

- 1) The Preston Area Housing Fund (PAHF)
- 2) Housing Needs Assessment (2019)
- 3) Cole Harbour Basin Open Space Plan (2013)

2.1 Preston Area Housing Fund (PAHF)

The Preston Area Housing Fund was founded in the 1960s and it has a vision of freedom from discrimination and poverty for African Nova Scotians. The PAHF has historically described overcrowding, run-down housing, barriers to home ownership, homelessness, and bad credit as some of the factors associated with housing poverty among African Nova Scotians.

To address some of these issues over many decades, the PAHF has subsidized mortgages and home repairs, assisted with land acquisition, provided sweat equity mortgages in partnership with CMHC, and provided non-profit rental housing, continuing today as a key player in supporting affordable housing.

The PAHF has consistently called for better access to funding, information and community-based solutions to address housing needs.

2.2 Housing Needs Assessment Study (2019)

Completed in July 2019, the Housing Needs Assessment reviewed many demand and supply factors within the Akoma Service Area¹. The highlights are reproduced below.

Low Income Households

In the Akoma service area, households that are likely to be low-income and have affordability issues include youth under the age of 25, seniors, lone parents and people with a disability or mental health issues.

- Research showed that 48% of low-income African Nova Scotians in the service area have affordability issues
- The estimated average household income of African Nova Scotians in the service area in was \$63,802; this is significantly lower than HRM's average household income (\$90,806) in 2018
- There are 110 low income African Nova Scotian households in the service area (and an additional 1,580 low income African Nova Scotian Households in HRM) who spend 30% or more of their household income on shelter costs
- Household incomes in North Preston, East Preston and Cherry Brook are significantly lower than in the service area as a whole and these communities have a high proportion of African Nova Scotian households
- Households with low incomes are those who earned \$41,147 or less and these households make up 20% of all households in the service area (approximately 1,130 households)
- Other households likely to have low incomes are renters, single households, youth households, two-or-more person non-family households and indigenous households.

¹ Prepared by Upland Planning + Design Studio, SHS Consulting and Lameia Kinnected Leadership. The service area spans 30 kilometres of Nova Scotia's Eastern Shore. Stretching along Highway 7, Akoma's mandated areas include Lake Loon, Cherry Brook, North Preston, East Preston, Lake Echo, Porters Lake and Musquodoboit Harbour. The organization of these communities into Akoma's "Service Area" allowed census tract data to be compiled as a basis of comparison to HRM housing data as a whole. All efforts have been made to use current data: a cost of living allowance was applied to 2016 Stats Canada data so quoted statistics are as current as possible.

Seniors

The Akoma Study Area has a higher proportion of seniors than HRM as a whole, and the number of seniors is expected to increase.

- In the Akoma Service Area, 16.6% of the population was 65 years or older in 2016 compared to 15.0% in Halifax Regional Municipality
- The number of seniors (65+) was the fastest growing age group from 2006 to 2016 (101.6%) compared to 63.7% growth in HRM.

Youth

The study area had the biggest decline among youth and young adult populations (-12.3% and -18.2% respectively):

- The number of youth (24 years or younger) declined at a faster rate (-12.3%) compared to HRM (-0.1%).

Homelessness and Core Housing Need

Certain vulnerable populations in the service area are more likely to encounter homelessness than others, including Indigenous peoples (22.0% of the homeless population compared to 4.0% of the population overall) and African Nova Scotians (11.0% of the homeless population compared to 4.0% of the population overall).

- 43.6% of low-income households in the service area are in core housing need²
- Rental dwellings in the Akoma Service Area are also more likely to be in need of major repairs (13.1%) compared to HRM as a whole (8.1%).

Those With Disabilities

The service area has a higher proportion of households with a member with a disability compared to HRM as a whole, suggesting a need for housing options that include accessibility features and support services.

Renters

Renters in the service area make up 11.6% of all households compared to 23.8% in HRM. The number of renters in the service area increased by 54.3% from 2006

² A household in core housing need is one whose dwelling is considered unsuitable, inadequate or unaffordable and whose income levels are such that they could not afford alternative, suitable and adequate housing in their community (Statistics Canada).

to 2016, which is significantly faster than overall household growth rate over that same time period (9.9%) and compared to renter household growth in HRM (23.8%).

Supportive Housing

A comparison of the number of low-income households to the supply of affordable housing in HRM shows that there is a need for more affordable rental housing options.

While incomes are higher in some parts of the service area, very few affordable and supportive housing options currently exist. This suggests that those needing affordable housing or supportive housing will need to re-locate to other areas of HRM in order to access the housing and supports they need, since those housing options are not available in their own community.

2.3 Cole Harbour Basin Open Space Plan (2013)

- There is still a lower percentage of seniors 65 years and older, however, with a larger than average middle-age “baby-boomer” population the next 10 to 20 years will see a significant increase in older adults.
- If the trend of “aging in place” becomes evident in this area in the coming years more seniors will choose to stay in their own home or move elsewhere in the community to access more suitable seniors housing.
- Local Real Estate trends are showing that this is a viable choice rather than the forecasts from fifteen years ago that assumed all empty nesters will flee to the downtown and purchase condos.
- Instead the area may end up with a more evenly distributed age profile than it has experienced since the homogenous young adults and children trend during the boom of the 70’s and 80’s.

2.4 Summary and Recommendations

Our analysis of housing needs shows that housing developments on the Akoma property should focus on improving the diversity and type of housing available for low and moderate-income households in the service area. The data:

- Shows there are a number of low and moderate-income households facing affordability issues
- Suggests that more diversity in the housing supply could address some of the issues these households currently face
- Indicates a particular need for purpose built rental options suitable for

- smaller households such as young people, couples without children, lone parents and seniors
- Indicates there is an opportunity to create smaller units in town-homes or apartment buildings that will allow seniors to down-size and age in place
- Indicates there is a need for affordable housing to help households and families build equity for future home ownership in the community.

The Akoma development project will be focused on the housing needs of low and moderate-income households. This is defined as a “mixed income housing approach” with a focus on small, accessible and/or supportive rental units including:

- Seniors
- Young adults, students
- Households with a physical or cognitive disability
- Households with psychological or mental health issues
- Lone/single parents

Our review of the housing needs information suggests there is an urgent need for seniors housing.

Considering the history of housing issues, discrimination, systemic racism and the high proportion of African Nova Scotians living in the service area, as well as the high proportion of African Nova Scotian households in core housing need, it is important that a number of units are made available to African Nova Scotians who fall into any of the above-mentioned target groups.

Financial modelling and a phased approach can help Akoma build capacity, while creating an opportunity to develop services and amenities on the site that will allow all target populations to thrive in the community.

3.0 Planning Context

3.1 Community Development Vision

The Akoma development includes multiple phases that respond to the community's immediate and longer-term needs. The vision is to:

Create a Centre of Excellence for African Nova Scotians that will help meet the service area's housing, cultural and socio-economic needs.

The community development vision is based on the following:

- Best practices in design, planning and engineering
- Building a mixed-income, inclusive and healthy community
- Age friendly community planning principles
- Opportunities for apprenticeship and community economic development
- A phased building approach to help support financial and organizational capacity
- Partnerships with organizations who can help address the needs of vulnerable populations
- Addressing discrimination while enhancing heritage value and cultural knowledge.

3.2 Comprehensive Development Approach Needed

A comprehensive development approach is needed to help guide development of the Akoma community. Specifically, a Comprehensive Development District, which is an enabling mechanism available in the Cole Harbour/Westphal MPS, will help facilitate the vision over the medium and longer terms.

A site plan approval approach (as has been recommended by the Planning Department) carries with it the following risks and issues:

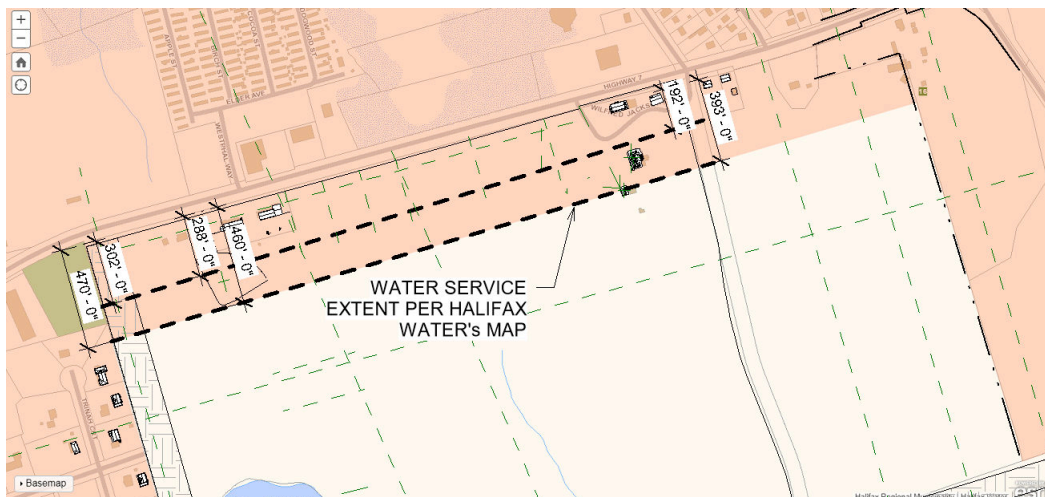
- Multiple building types imply the need for multiple design standards and in any event would need to be differentiated to the extent they may be used
- Zoning design standards do not lend themselves well to adapt to new circumstances, building, program changes or community needs over time
- Prescriptive design standards for different types of residential development run the risk of adding to the cost of housing and to rents

- Were they to be tied to a site plan approval process through zoning, no matter how well articulated, development phases may not be able to take advantage of innovations in housing and site planning, for example, the development of mini homes and cluster design with associated treatment systems
- Any changes needed to support flexibility into the future with a site plan approval process will require rezoning(s) or by-law amendments.

Regional Council has initiated a process to amend the Cole Harbour/Westphal Municipal Planning Strategy plan in order to allow the adaptive re-use of the lands containing and surrounding the former NS Home for Colored Children.

Council has not directed what adaptive re-uses should be involved, where they should be located, or what extent of surrounding lands might be included. Nor has Council directed that development of the Akoma site be deferred until the Regional Plan review has been completed and a new Regional Plan approved.

A discrepancy exists between the regional service boundary and Halifax Water service boundary. Whereas, for the most part, the Akoma community development can meet the requirements of Halifax Water, the boundary issue will eventually need to be resolved with a new district water service boundary, as per MPS Policy E-10 (b).



The Akoma Community development project should proceed by way of a Comprehensive Development District (CDD). This will enable a flexible phased approach to the community's aspirations and development, while ensuring that each development phase can be assessed against the overall CDD goals and on their own individual merits.

The following considerations relate to the planning context, the water service boundary, and the need for a comprehensive planning approach:

- (a) There is clear intent in the MPS to support diversity in housing types, in particular, townhouses and multiple unit dwellings (pages 52-57)
- (b) A housing needs assessment for the Akoma lands has identified the type and scope of housing that is required
- (c) There is an increasing need for residents to be able to “age-in-place” meaning that residents have a right to age in their own communities
- (d) In parallel with (c), the Federal Government has declared, in the National Housing Strategy, that housing is a human right
- (e) The Restorative Inquiry addressed past injustices and racism in the community and a need to strengthen cultural knowledge for African Nova Scotians – the Restorative Inquiry also makes references to housing needs dating back to the 1960s (See Page 5.)
- (f) In addition to housing, the Akoma project will respond to a range of community planning goals, community economic development needs and opportunities, heritage conservation and preservation of open space, and
- (g) Private treatment systems are being used across Nova Scotia because they are both environmentally sound and cost effective.

3.3 Cole Harbour/Westphal MPS Housing Policies

The Cole Harbour/Westphal MPS contains the following statements concerning housing:

(Page 52) This planning strategy, through its various policies, provides for the accommodation of a variety of housing types. The intention of the strategy is to establish a housing mix within the Plan Area that meets the housing needs of all Plan Area residents. These needs change as economic conditions and factors such as age, family size and income change. The necessity to provide a housing mix is also recognized as an objective in the Halifax-Dartmouth Regional Development Plan.

(Page 54) In considering a proposal for townhouse development, care must be taken to ensure that such units are properly integrated into the community. Characteristics of townhouse developments such as numerous closely spaced driveways, grouped dwelling units, and front yard parking, require that care be taken in siting townhouse development.

Controls established in a townhouse zone or through a development agreement will address building and site design details in order to achieve compatibility with adjacent residential development.

(Page 55) The demand for multiple unit dwellings is expected to continue in response to the diversified housing needs of the general population. In order to provide high quality multiple unit accommodation while avoiding significant impacts on existing land uses, such uses will be considered by both rezoning and development agreement. Smaller scale multiple unit developments up to six units will be considered by rezoning while larger scale multiple unit developments over six units will be considered by development agreement. The development agreement approach will provide site-specific control intended to ensure that community concerns with such matters as appropriate density and scale of development, landscaping, site design, and separation from low density residential development are adequately addressed.

3.4 Development Phasing

Re-opening of the Old Home, which will have its 100th Anniversary in June 2021, should proceed through the adoption of a Heritage zone. This will protect the integrity of the Old Home site for the benefit of future generations. For this purpose, a site survey is now underway and a subdivision process is planned. The scope of the proposed Heritage zone is described in Section 4 below.

Given the urgent need for seniors housing, an 80-unit seniors housing project is proposed adjacent to the Old Home and should also proceed by way of a new zone. The scope of a Seniors Housing zone is described in Section 4 below.

The Old Home and seniors housing project, and other subsequent phases of the Akoma community development, can meet the requirements of Halifax Water. A Comprehensive Development District, as per MPS Policy UR-11, is the most appropriate governing process for other developments over the medium and longer terms. As part of the MPS amending language, retail, office and commercial services will need to be permitted for buildings fronting on Main Street; however, such uses are subject to demand and should not be mandatory.

The CDD policy and its provisions, as listed in the MPS, are as follows:

(UR-11) It shall be the intention of Council to establish a comprehensive development district within the land use by-law which permits any residential use and the development of neighbourhood business (RC-May 11/99;E-Jun 26/99) and community facility uses when in association with residential uses. Industrial and general commercial uses shall specifically be prohibited. When considering an amendment to the land use by-law to establish a comprehensive development district, Council shall have regard for the following:

- (a) That the development is within the Urban Residential or Rural Residential Designations;
- (b) That the development includes a minimum area of five (5) acres;
- (c) That where the development provides for a mix of housing types, it does not detract from the general residential character of the community;
- (d) That the development is capable of utilizing existing municipal sewer and water services; and
- (e) That the development is consistent with the general policies of this Planning Strategy and furthers its intent.

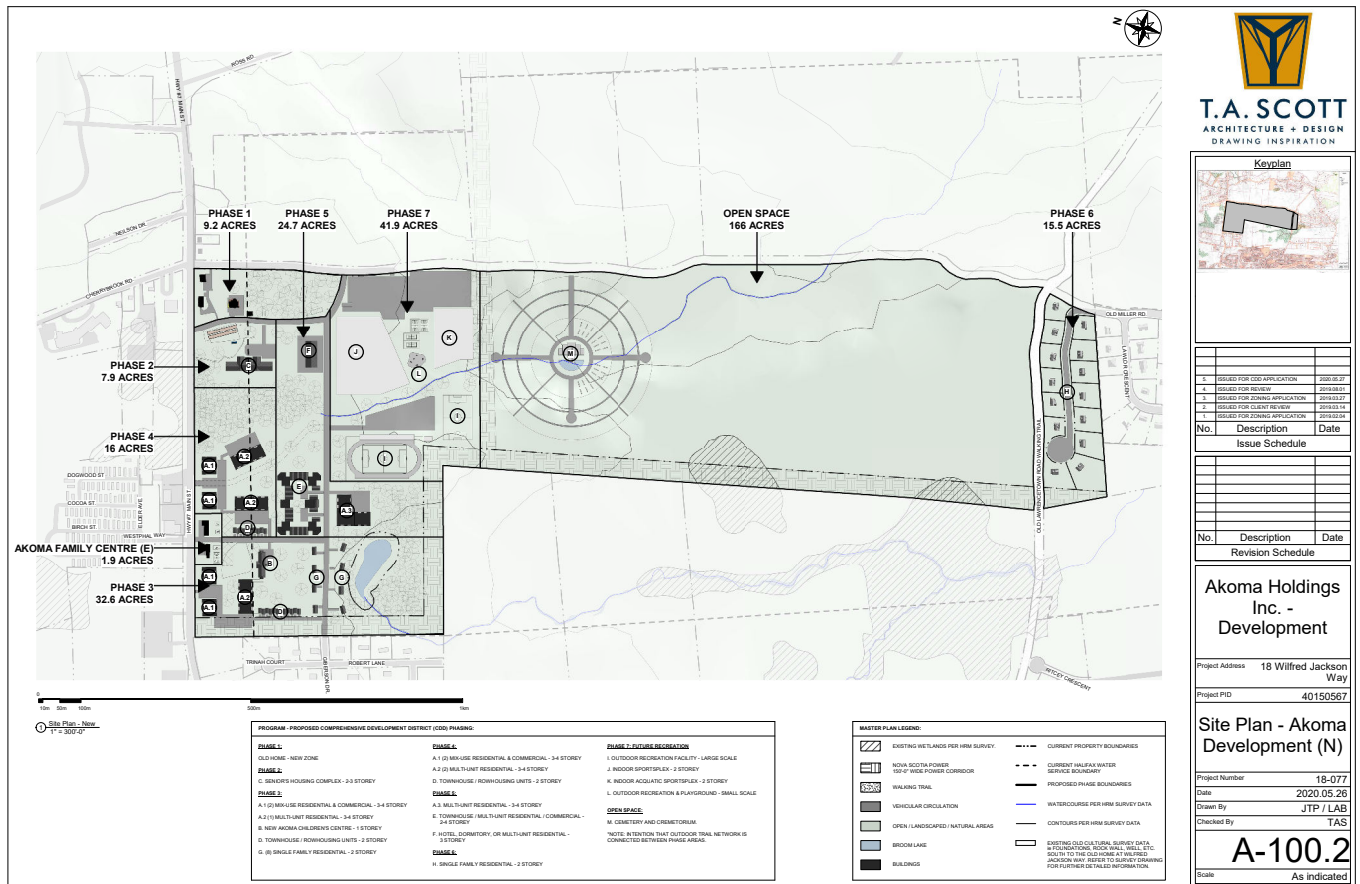
The proposed CDD phases and development control mechanisms are listed below.

Phase #	Description (Building ID)	Development Control	Notes
Phase 1	Old Home	New Zone	Approval needed by Dec 2020.
Phase 2	Seniors Housing Building C	New Zone	Approval needed by Dec 2020. Compliant with NS Human Rights Act (age friendly community design, amenity space(s), access to care) Institutional use to be permitted. Supporting offices to be permitted. Service partnership with a non-profit care provider planned.
Phase 3	A1 (two), A2, B, D1, D, G (four)	Development Agreement	A1 buildings may include ground floor commercial space. B is a new children's care centre. D1 buildings are proposed to use a lottery based, trades training, and community development model.

Phase 4	A1 (two) A2 (two) D1	Development Agreement	A1 buildings may include ground floor commercial space depending on demand. D1 buildings are proposed to use a lottery based, trades training, and community development model.
Phase 5	A3, E, F, G (four)	Development Agreement	
Phase 6	H	Rezoning	Future rezoning to R1.
Phase 7	I, J, K, L	Development Agreement	Recreational facilities
Open Space		NA	166 acres Cemetery, Open Space, Natural Space

Approximate number of residential units (Seniors Housing building, plus buildings in CDD Phases 1-4):

# RES. UNITS	
BDGs A.1	64
BDGs A.2	160
BDG B	24
BDG C	80
BDG D	22
BDGs G	8
	358



3.5 Planning Timeline

The planning timeline shows the planning approval process to date.

July 26, 2018 Application	Case 21875 Application by Akoma Holdings Inc. for amendments to the Cole Harbour/Westphal Municipal Planning Strategy to allow commercial, recreational and residential uses on a portion of the former NS Home of Colored Children lands in Wesphal, was deemed complete.
Aug 29, 2018 Staff Report to Council	The staff report states that existing planning policies limit the development potential of the Akoma property.
Oct. 2, 2018 Council Decision	Regional Council agrees to initiate an amendment process to the Cole Harbour/Westphal MPS to allow for the appropriate adaptive re-use of the lands containing and surrounding the former NS Home for Colored Children.

July 31, 2019 Planning Dept. memo to Akoma	Planning Dept. advises that lateral water connections would be acceptable to service lots fronting on Main Street, but not extending into the larger property, as it lies outside of the regional service boundary.
Sept 4, 2019 Team Review #1	Staff recommended creating new site-specific planning policies and a new zone for the former home building to enable the proposed uses. <u>Engineering</u> states that closing the West most driveway and use only the Eastern Driveway, a private driveway named “Wilfred Jackson Way” is the preferred access location. However this access crosses over Provincially owned land, which appears to be disused right of way. Please confirm if the applicant has an existing easement to travel over this land, or the applicant should seek to discuss this use with the Province. <u>Building Officials</u> state that building containing a Group A-2 major occupancy 3 storeys in building height is required to be sprinklered and will also require a fire alarm.
Jan 9, 2020	Planning Dept. presents a public participation program and schedule to the Akoma Board: (1) Public sessions in March/April 2020; (2) Staff Report for management review in May 2020; (3) Report to Community Council in July/August 2020; (4) Regional Council in Oct 2020; and (5) goes to Minister (Nov 2020)
Mar 2020	Public meetings are suspended due to NS State of Emergency.
April 2020	Staff provided a review of an interim concept plan with design, servicing and development suggestions for the site.
June 1, 2020	Amended Case 21875 application submitted.

4.0 Zones and CDD Phases

Two new zones are required. Please note that (1) the Old Home 100th Anniversary will be in June 2021, and (2) Akoma is currently in a position to start pre-development work for a seniors housing project.

We therefore request these two new zones be approved by the end of 2020.

4.1 Old Home Heritage Conservation Zone

The Heritage Conservation Zone is consistent with the intent of the MPS and the Cole Harbour Basin Open Space Plan:

Heritage conservation is a major community concern and has been strongly identified in the MPS document. With contributions from provincial, municipal and local institutions the community implemented several projects promoting culture and heritage in this area. (Cole Harbour Basin Open Space Plan, 2013 Pg. 29).

In the Old Home Heritage Zone, the Old Home, Superintendent's Cottage and Bauld Centre are the main buildings that will be kept and/or renovated over time. The following uses will be permitted:

- Historic sites and monuments
- Interpretive displays and associated signage
- Private parks and playgrounds
- Community garden
- Meeting space
- Offices
- Restaurant
- Lounge
- B&B
- Driveways
- Parking
- Accessory buildings

Standards as per P-2 Zone Requirements, Cole Harbour/Westphal MPS

Minimum Lot Area: on-site services - 20,000 square feet (1858.1 m²)

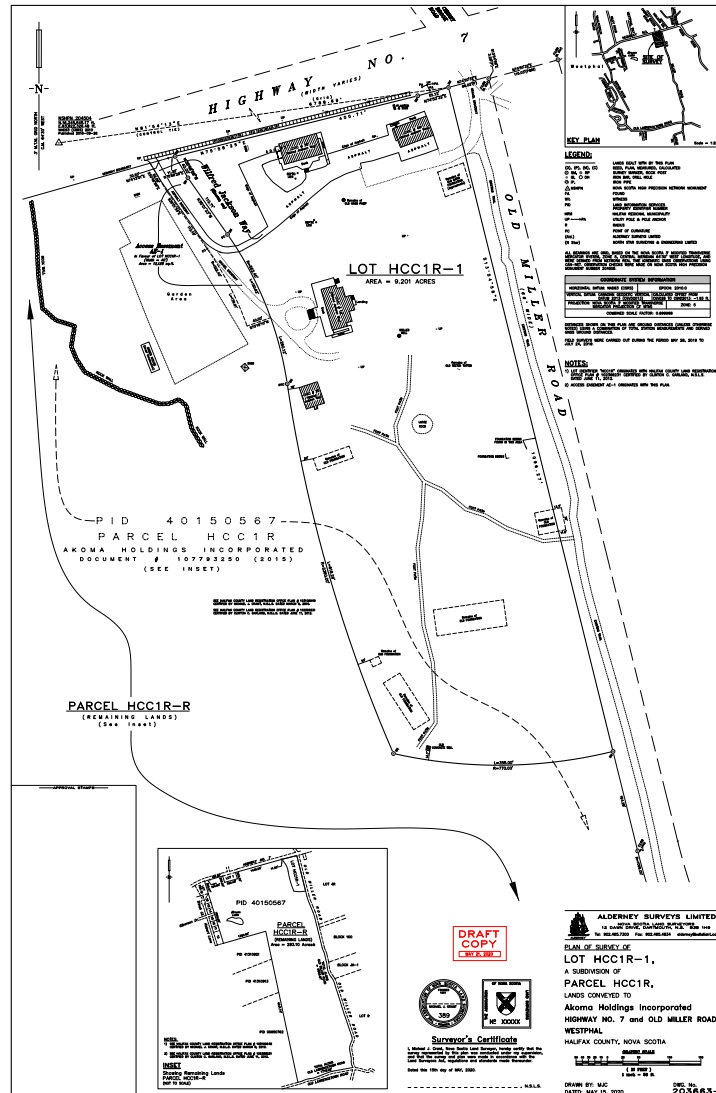
Minimum Frontage: 100 feet (30.5 m)

Minimum Front or Flankage Yard 30 feet (9.1 m)

Minimum Rear or Side Yard 1/2 the height of the main building

Maximum Lot Coverage 50 percent

The Old Home Heritage Zone will apply to the following (draft survey) area:



4.2 Akoma Seniors Housing Zone

In order to restrict tenancy on the basis of age, any developer or owner of seniors housing in Nova Scotia can and should receive an exemption from the provisions of the NS Human Rights Act, which states that access to housing cannot be restricted on the basis of age. This exemption is available under Section 6 (a) of the Act. To be eligible for this exemption, Akoma's seniors' housing project will include age-friendly unit design, outdoor and indoor amenity spaces and the tenants will have access to care services.

Eighty (80) rental units are planned and a service partnership with a non-profit care provider will maximize the aging-in-place potential.

Seniors will have the ability to make use of facilities at the adjacent Black Cultural Centre, Old Home and Bauld Centre. The community garden will be an important and integral part of Akoma's Seniors Housing project.

DEFINITION

Seniors Housing: Housing that has received an age exemption under Section 6 (a) of the Nova Scotia Human Rights Act, and includes age friendly unit design, indoor and outdoor amenity spaces and support services, including housekeeping, personal and healthcare services, as provided by the developer and/or by a 3rd party service provider.

USES PERMITTED

No development permit shall be issued in any Seniors Housing Zone except for the following:

Residential Uses

- Seniors Housing

Community Uses

- Day care facilities
- Medical clinics
- Institutional uses
- Health and wellness centre
- Park and open space uses

Offices

- Offices that are ancillary to the main use as seniors housing

In any Seniors Housing Zone, no development permit shall be issued except in conformity with the following:

Minimum Lot Area: 5 acres (2.02 hectares)
Minimum Frontage: 100 feet (30.48 m)
Minimum Front or Flankage Yard: 30 feet (9.1 m)
Minimum Side Yard: 50 feet (15.24 m)
Minimum Rear Yard: 50 feet (15.24 m)
Maximum Height of Main Building: 35 feet (3 storeys)

OTHER REQUIREMENTS: Seniors Housing

Parking: 0.5 spaces per residential unit

Design: All units shall be designed to accommodate aging in place needs through the inclusion of Universal Design features, such as design features found in CMHC's Flex Housing Checklist. Separate common area(s) for socializing, personal care services or meal programs shall be provided. Outdoor amenity space(s) shall be provided.

4.3 Akoma CDD Phases

Over the last eight years, Akoma has been working proactively with several individuals and organizations to explore compatible development opportunities for its property. The Akoma Community is planned to respond to housing and community economic development needs.

As per the Housing Needs Assessment, the Akoma Community is intended to be a mixed-income housing development, catering to low and moderate-income households, and one that also addresses supportive housing and other socio-economic development needs.

The Akoma Comprehensive Development District adopts the following goal and objectives.

<i>Goal</i>	Create a Centre of Excellence for African Nova Scotians that will help meet the service area's housing, cultural and socio-economic needs.
<i>Objectives</i>	• Best practices in design, planning and engineering • Building a mixed-income, inclusive and healthy community • Age friendly community planning principles • Opportunities for apprenticeship and community economic development • A phased building approach to help build financial and organizational capacity • Partnerships with organizations who can help address the needs of vulnerable populations • Addressing discrimination while enhancing heritage value and cultural knowledge.

Phases 3 and 4 of the Akoma Community Development include:

- Potential mixed use building fronting on Main Street (mixed use component subject to demand for commercial uses)
- A “trades training housing project” where trades training and community members are involved in as many aspects of construction as appropriate and where the homes are then made available on a draw or lottery basis.
- A new Children’s Centre
- Multiple unit dwellings
- Amenity spaces
- Buffers
- Parking
- Access points
- Trail, road and open space inter-connectedness

In the table below, the Akoma Community Development is measured against the provisions in UR-10 that governs townhouse and multiple unit developments and also the provisions of UR-11 governing Comprehensive Development Districts.

<i>UR 11-a</i>	<i>The development is within the Urban Residential or Rural Residential Designations</i>
	The Akoma property is within the Urban Residential designation and includes part of the Rural Residential designation. Highway Commercial and Community Facility designations are also found on parts of the property.
<i>UR-11-b</i>	<i>The development includes a minimum area of five (5) acres</i>
	The Akoma Holdings property is approximately 320 acres in size.
<i>UR-11-c</i>	<i>Where the development provides for a mix of housing types, it does not detract from the general residential character of the community</i>
<i>UR-10-a</i>	<i>Adequacy of separation distances from low density residential developments</i>
<i>UR-10-b</i>	<i>The height, bulk, lot coverage and appearance of any building is compatible with adjacent land uses</i>
	Meets the policy intent of the MPS as related to encouraging a variety of housing types. The development does not detract from the general residential character of the nearby Westphal Mobile Home Park. The

	nearby Linwood subdivision is adequately buffered.
	The shortest distance between any home in the Linwood subdivision to any of the Akoma buildings is 245 ft. The NS Power Corridor buffers the Linwood subdivision from the Akoma development. The shortest distance between any home in the Westphal Mobile Home Park to any Akoma building is 412 ft.
	The height of all buildings is below the height of the Old Home. A NS Power easement, transmission towers and tree buffer separate the Akoma development from the R1 homes in the Linwood subdivision. Building appearance will be governed by development agreements. The A1 building footprints on the site are about 15% larger than Dave's Auto on the north side of Main St.
<i>UR-11-d</i>	<i>The development is capable of utilizing existing municipal sewer and water services</i>
<i>UR-10-e</i>	<i>That municipal central services are available and capable of supporting the development</i>
	The development meets the Halifax Water requirements as per the location of many buildings within or adjacent to its service boundary. Future phases of the development are capable of being served by municipal sewer services if the service terminating at Montague Rd. is extended. Using the latest in private treatment technologies, housing projects in the Akoma CDD are not inconsistent with developments that Council has recently approved elsewhere in rural HRM, for example, in Ketch Harbour and in Fall River. Advances in private treatment technologies help implement the MPS goal for diverse housing. The Akoma development is capable of meeting the standards and requirements of Halifax Water.
<i>UR-10-c</i>	<i>Site design features, including landscaping, amenity areas, parking areas and driveways, are of an adequate size and design to address potential impacts on adjacent development and to provide for the needs of residents of the development</i>
	Site design features will be established via the CDD development agreement process.
<i>UR-10-d</i>	<i>Close proximity to community facilities such as school, recreation areas and transit routes</i>

	The following community facilities are either on site or nearby: Graham Creighton School, Black Cultural Centre, Bauld Centre, Community Garden and Greenhouse, New Beginnings Church, Lighthouse Centre and St. John's Anglican Church. The Akoma property is reached by the following transit routes: 61 North Preston, 68 Cherry Brook and 370 Metro X Express with a designated stop by the BCCNS inbound & by the Bauld Centre outbound. Route 401 is nearby turning onto and from Ross Road.
<i>UR-10-f</i>	<i>Appropriate controls are established to address environmental concerns, including stormwater controls</i>
	A stormwater statement is included. Phase 1 Environmental Site Assessments will be used to identify any environmental issues.
<i>UR-10-g</i>	<i>That the development has direct access to a minor or major collector.</i>
	See traffic impact statement and the connection of buildings to Main Street and in relation to a future public road network.
<i>UR-10-h</i>	<i>The impact on traffic circulation and, in particular, sighting distances and entrances and exits to the site</i>
	See traffic impact statement.
<i>UR-11-e</i>	<i>The development is consistent with the general policies of this Planning Strategy and furthers its intent.</i>
<i>UR-10-j</i>	<i>The effect of the development on the overall housing mixture within the community</i>
	The Akoma project: • Supports the physical and social planning needs of all groups within the community (MPS Page 11) • Will diversify the mix of housing available (Pages 52 and 55) • Supports the heritage, recreation, open space and social housing goals in the MPS.

5.0 Site Planning

5.1 Response to April 30, 2020 Staff Presentation

Akoma's site planning process and development vision responds to the heritage preservation needs for the Old Home, the urgent need for seniors housing and other housing and development needs identified for the community. Whereas the Old Home and Seniors Housing zones respond to immediate needs, the expected medium-term developments are as follows:

<i>Buildings</i>	<i>Comments</i>
Main Street Buildings (A.1)	The viability of any "mixed use" along Main Street and timing of its development will depend upon the market and feasibility of ground floor commercial. A mix of unit sizes will be included.
Trades Training Housing (Buildings D)	In partnership with the Mainland Nova Scotia Building Trades, NSCC, CMHC and community, a "build your own home" and lottery draw will define this unique pilot project. Single storey, 2 units, at grade, will appeal to young families and older adults.
New Akoma Children's Centre	The Akoma Family Centre is a residential facility that provides a safe and nurturing place for children age 3-13 with development and behavioural needs. Akoma has developed an innovative approach that blends Afri-Centric Trauma-Informed Care principles, with best practices in the autism field. A new facility is required to provide the appropriate structure and setup for children on the autism spectrum.
A.2 Apartments	A.2 apartments are proposed as mixed income housing.

In this section we describe how the Akoma Community Development responds to the Planning Department's suggestions that were made on April 30, 2020.

<i>General</i>	<i>Akoma Community Development</i>
<i>Neighbourhoods</i> should be designed with walking and bicycling in mind to provide mobility for people of all ages and abilities by:	

• Establishing multi-use pathways • Clustering a mix of uses in compact, walkable communities to make transit more feasible and to conserve natural land <i>Amenity spaces</i> • Are any vegetated areas proposed to be undisturbed? <i>Revised concept plan:</i> • Reconfigure proposed development to recognise the former home building as a focal point. • Ensure the scale and placement of any new buildings do not make the former home building appear subordinate to new development. • Reduce the overall density to address on-site servicing concerns and to be characteristic of the semi-rural nature of the area. • Continue to provide a variety of housing types to meet the diverse needs of the community • Provide a list of commercial uses for the proposed mixed use buildings • Show the location and what type of amenity spaces are proposed • Show any areas to be left undisturbed • Allow for greater accessibility and better land use connectivity between new buildings and the former home building by reducing building footprints, providing multiple route options and clear pedestrian walkways, for example.	The first phases along Main Street will accommodate these suggestions. A transit stop already exists near the Old Home Yes Done Agreed Density is approximately 1.1 units per acre. Agreed Dependent upon market as the community develops Playground, lake, natural lands, Old Home, 166 acres of open space, Bauld Centre, garden. See open spaces and natural areas on site plan As instructed by phased development agreements
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• Orient and design buildings at the human scale • Reduce the size of building footprints to be compatible with the former home building and adjacent development, in keeping with the semi-rural character of the area • Consider designing buildings with integrated modern and traditional design elements to ensure new buildings are compatible with yet distinguishable from the former home building and surrounding development • Consider energy efficient, green building design principles • Consider the construction costs of the proposed building design • Consider what density is proposed and the cost of the infrastructure required to service the development • Consider the feasibility of all proposed development given the service requirements	Agreed Done Always part of the design process Always part of the design process. Essential for affordable housing. Sufficient areas will be provided for onsite services As instructed by phased development agreements
<i>Connectivity</i>	<i>Akoma Community Development</i>
• Streetscape (areas along the streets) should be visually continuous • Buildings should be situated close to public streets • Parking areas should be situated in the rear and side yards of buildings • Building footprints should be smaller and blocks should be bisected with pedestrian walkways/connections	Urban design in a semi-rural area? Urban design in a semi-rural area? Urban design in a semi-rural area? As instructed by phased development agreements
<i>Human Scale</i>	<i>Akoma Community Development</i>
• Smaller building blocks – shorter walking distances	Done

• Attractive design • Well-defined entrances • Shop windows and awnings along the main street • Low streetwalls (walls abutting a public street) with higher floors stepped back • A ratio of building height to distance between building walls greater than 1:6 can cause a loss in the sense of human scale • Streetscaping	Always part of the design process Urban design in a semi-rural area? Rejected: stepped back buildings add cost Urban design in a semi-rural area? Urban design in a semi-rural area?
<i>On-site Sewage</i> Concerns raised at HRM meeting with NS Environment	<i>Akoma Community Development</i>
• There does not seem to be enough land/open space for the on-site systems. Where will the treated effluent go? If the effluent is proposed to drain to watercourses, there is concern that the density will produce too much effluent for the watercourses to handle • Acknowledging that the estimates provided on the concept plan are intended to be confirmed by a P.Eng., we did notice that there are not enough AdvanTex modules proposed for Bldg. A and there is not enough room for percolation. • <i>General rule:</i> at least 50% of a building footprint has to be within the service boundary to allow the building to connect to municipal service	See Services Strategy See Services Strategy We are compliant with the 50% rule as per the Halifax Water service boundary.
<i>Engineering and Traffic</i>	<i>Akoma Community Development</i>
• Preliminary road network concept plan for Phases 1-5 prepared by Professional Engineer Proposed street layout for Phases 1-5:	See new phasing scheme

• Preliminary design for Phase 1 streets only • Street ownership (public/private) • NS Power easements and any other easements on the property • Lots/ land use blocks for Phase 1 • Driveway accesses for Phase 1 <i>HRM Development Engineering has expressed preference for public street connections at:</i> • Westphal Way and Highway 7 • Cherry Brook Road, Highway 7 and Old Miller Road (HRM owned) • Giberson Drive	See new phasing scheme. As instructed by the phased development agreements. As instructed by the phased development agreements
<i>Servicing</i>	<i>Akoma Community Development</i>
<i>Servicing Plan showing:</i> • Which properties/buildings are planned to be connected to central water service and which will be serviced by well? Any development outside the existing water service boundary will have to be serviced by on-site well. • Where the central pipe connections are proposed <i>Letter from Professional Engineer addressing the following:</i> • That the proposed density and buildings can be serviced by privately owned on-site septic systems	The Halifax Water service boundary will be used until a new water district is established. See Service Strategy

5.2 Open Space and Recreation

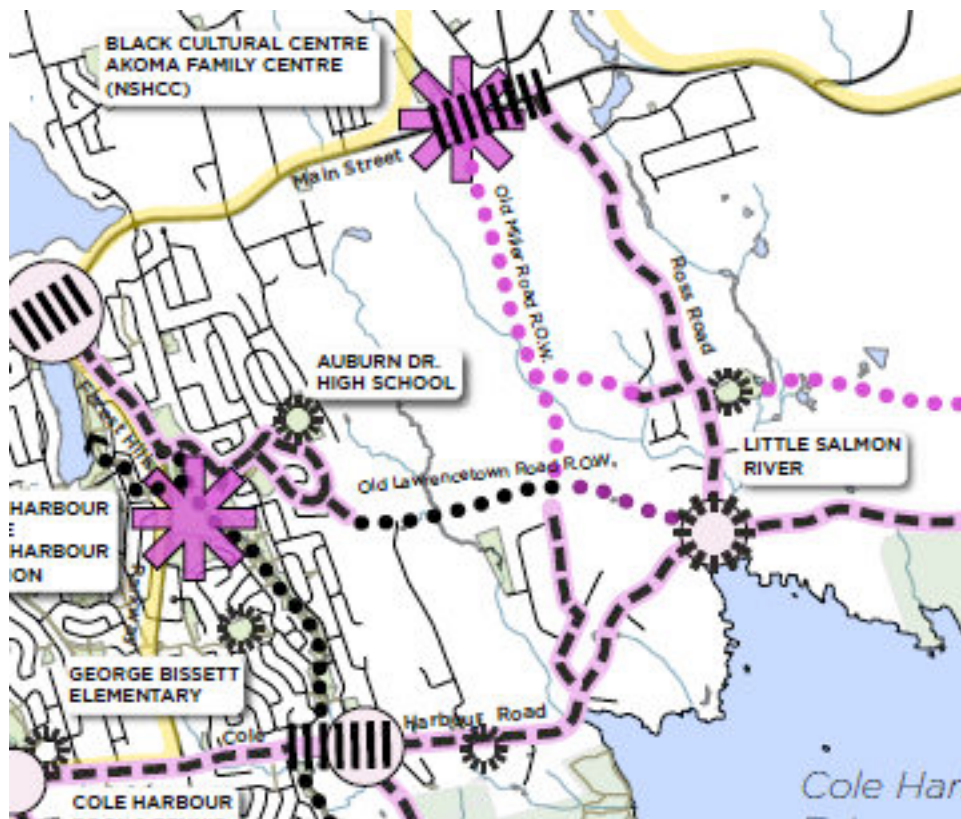
Several open space and recreational areas are provided as part of the Akoma Community Development:

- 166 acres of open space
- Open space, natural area is retained on Main Street
- Broom Lake

- Adjacent trails and NS Power corridors
- Children's playground
- Heritage interpretation area
- Community garden.

The (2013) Cole Harbour Basin Open Space Plan promotes inter-connectivity between key recreation sites and these priorities and recommendations will be considered as part of site planning for the Akoma CDD. The areas that perform well in land character, land capacity, and program versatility include:

- The Cole Harbour Common area that contains Cole Harbour Place, Cole Harbour High school grounds, Gordon Bell Annex, Trans Canada Trail and a clustering of sport fields, sport courts, skateboard ramps, and parking lots.
- The Cherry Brook recreation area - The Black Cultural Centre/NSHCC/Akoma Family Centre/New Beginnings Church site/Graham Creighton Junior High school Grounds. (Pg. 83)
- The Old Lawrencetown Rd. trail is shown as a priority
- Black Cultural Centre and Akoma Family Centre are identified as a destination in the Open Space Plan (pg. 96)



6. Stormwater and Sewage Plan Summary



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6.1 Storm Water Management Plan

The proposed development is one that is intended to fit gently into the existing landscape wherever possible. The land is covered in a mixed forest, probably mostly a third growth, except in the wetland areas. Commensurate with the overall approach and philosophy of the development, that is, to be as low intervention as possible, the plan for storm water management adopts Low Impact Design (LID) techniques and approaches that will fully contain the impacts from changes to the landscape so that the lake and the watercourses leaving the property should experience no change in total or peak flow from the land.

Key to comprehending how this type of LID practice works is to also understand the importance of the 2-year return period rainfall event in Nova Scotia. That is our “chronic” storm event. The rain from a 2-year storm is significant enough to cause almost all the damage caused by erosion and minor flooding here in Nova Scotia. It is also the design storm event for the Leadership in Energy and Environmental Design (LEED) standard of practice adopted by the Canadian Green Building Council for work and design here in Nova Scotia. In practical terms, the 2-year storm is the one that if you address changes to the runoff from a 2-year rainfall event resulting from development, then you will have managed to address most of the potential environmental impact of that development from a storm water perspective.

Following LID standards, and capturing the runoff from every hard surface component of the site as they are constructed, the runoff from the land to the lake and watercourses will not change from what it is now: not in volume, or in peak flow.

By taking away the runoff from hard surfaces at the beginning of the storm, and storing it, we mimic how the land behaves when it was rained upon before the

development, with any design storm. This is because after the first 25 mm, the site responds about the same as it did before development.

There is yet another benefit to this approach in that the owner can spend the money for storm water management as they go, and not have to make a major investment in a pond, or large central storage area before they have any revenue coming in. They can build storm water management as they create the need for it.

6.2 Sanitary Sewage Management Plan

The “Options for On-Site & Small Scale Wastewater Management (LandDesign Engineering, 2005) report done for HRM as input to the Regional Plan preparation anticipated the future demand for new communities like the Akoma proposal. The report reviewed how engineering technology was moving to better address the needs of the public, and provides superior environmental solutions, in a decentralized approach. Today, 15 years later, it is clear that the error of 1940’s engineering of moving all your small problems into one place, which creates one large difficult (impossible) problem to solve, is wrong. Not only does it cost more, it is not as environmentally responsible.

Here is an except from that study:

Of particular interest to this study is the direction given in the (Atlantic Canada) Guidelines that for flows under 50,000 igpd, primary consideration should be given to land disposal of treated effluent. This can include spray irrigation, overland discharge, and drip irrigation. Technologies for land application suffer from a public perception that engineers can design systems that will work in winter. We also seem content to discharge treated effluent to surface water. This apparent lack of respect for our water resources may stem from a mistaken belief that we have more water than we will ever need. Whatever the reason, the result has been that we put almost all our treated effluent into water, even in locations where no sizeable stream exists.

Land application offers substantial benefits, in part because of the recent advances in small to medium-scale sewage treatment discussed earlier. That is, it is easier to safely disperse treated effluent as irrigation if the effluent quality approaches swimming water guidelines. New treatment technologies producing effluent that is often of better quality than the

irrigation water being used by many farmers in Nova Scotia make it possible to use shallow trench, drip irrigation application of effluent to the land.

The design of modern packed bed filter sewage management systems employs a distributed, space conservative, form of sewage treatment that starts with a septic tank sized for the design flow from a building. The effluent from that tank, now just liquid, is transported to a treatment system that takes that effluent and produces effluent that is capable of being easily induced into the ground with greater than 95% treatment (compared to about 75% at the Dartmouth Harbour Cleanup treatment plant when it isn't raining). In a sophisticated jurisdiction, the solids trapped in the septic tanks are re-used for fertilizer (most Nova Scotia golf courses use fertilizer from the Milwaukee sewage treatment plant).

The best use of this technology is to allow it to happen as close to where you generate the waste. There are some rules of thumb related to land needed per person that our plan respects. Key is the ability to use open space as the receptacle of treated effluent dispersion. For example, the Brigadoon Children's Camp irrigates its sports field with this same effluent. Based on the local soils, planning numbers would suggest that a land area requirement as open space for treated sewage dispersion be approximately 12 square metres per person. So for a 36-unit seniors apartment complex, with design occupancy of 2.3 people per unit, an area of about 1000 square metres is required (about 100 ft. x 100 ft.). This need not be square, and can be most any shape that the effluent can be distributed over in an even manner. This land could subsequently be used for other purposes, as it is at Brigadoon.

That same flow could be managed by a treatment unit designed for 5000 USGPD, or about 19,000 LPD. Such a system can be located in an area the size of two to three parking spots, and the treated effluent would be pumped to the land dispersion area from there.

The Akoma lands include significant areas where open space, much of it park and active turf grass is proposed. This is a resource that will allow management of sewage on the Akoma lands, and to do a better job than HRM currently does by eliminating discharge of sewage to the aquatic environment.

7. Traffic Impact Statement

A traffic impact statement will be submitted shortly.