


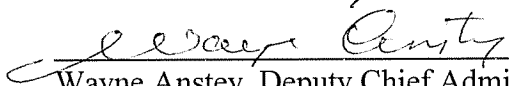


PO Box 1749
Halifax, Nova Scotia
B3J 3A5

Halifax Regional Council
April 18, 2006
Committee of the Whole

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY: 
Dan English, Chief Administrative Officer


Wayne Anstey, Deputy Chief Administrative Officer

DATE: April 6, 2006

SUBJECT: Consultant's Report - Wrights Cove Land Use and Transportation Plan

ORIGIN

Halifax Harbour Planning Initiative - On-going

Request for Proposals:
Land Use and Transportation Study - Wrights Cove to MacKay Bridge, Dartmouth,
March, 2005

Motion of Regional Council of October 18, 2005:
Request to planning staff to initiate the process to amend the MPS and LUB for
Dartmouth to allow a zoning change for a portion of 675 Windmill Road in Burnside
Park from Industrial to Residential to permit condominium construction and require staff
to follow the public participation process

RECOMMENDATION

It is recommended that:

1. Regional Council approve-in-principle the findings and recommendations of the "Wright's Cove Land Use and Transportation Plan" dated January 2006, and request staff to commence the process to incorporate the land use provisions of the report recommendations into the draft Halifax Harbour Plan, MPS Policy and Land Use By-Law Regulations: and
2. Regional Council request HRM Transportation and Public Works staff to conduct further analysis and property owner consultation regarding recommended traffic improvement measures along the Windmill Road Corridor.

BACKGROUND

As part of the Halifax Harbour Planning initiative, the Wrights Cove area, generally from the A. Murray MacKay Bridge to the DND Bedford Magazine facility (see Study Area Map, Attachment 2), was identified by the Harbour Plan Steering Committee as an area requiring more detailed study. This undertaking was described in a report to Council in 2004.

The Wrights Cove area features a variety of land uses including marine-dependent uses such as Bedford Institute of Oceanography, National Gypsum, Secunda Marine and the Dartmouth Yacht Club as well as other industrial uses, commercial, office, institutional and limited residential uses. Property ownership includes both private and public sectors. A significant portion of the area is undeveloped and much of the land has the potential for development or redevelopment. The lands have frontage on Halifax Harbour, lie in close proximity to the Capital District and Burnside Business Park, and have potential for strong connections to the region's roadway, rail and transit networks.

The study was requested to address "best future land uses" for the area together with an accompanying transportation infrastructure plan and servicing plan that would coordinate and optimize potential development and redevelopment opportunities.

An RFP was prepared and in March, 2005, the study was awarded to a consulting team led by Cantwell and Company. The project Steering Committee comprised representatives from Planning and Development Services, Regional Planning, Real Property and Asset Management and Transportation and Public Works.

DISCUSSION

An Executive Summary of the Wrights Cove Land Use and Transportation Plan is included as Attachment 1 of this report. Full copies of the report can be made available to Councillors upon request.

The study process entailed a thorough investigation and analysis of all relevant matters pertaining to the existing and future development opportunities for the area. It included the following:

- Review of background data and reports
- Existing land and water uses
- Existing municipal infrastructure - sewer, water, transportation
- Existing planning framework (MPS/LUB)
- Review of draft Regional Plan and Harbour Plan policy direction
- Biophysical assessment
- Market analyses (marine industrial, military, retail, office, hotel, residential)
- Current development proposals
- Public and stakeholder consultations
- Summary case studies of other harbour locations and lessons learned
- Preliminary concept plan
- Third party review

- Proposed concept plan
- Public meeting
- Final report

In terms of public and stakeholder input into this planning study, the consulting team conducted a series of strategic interviews, held three workshops (residents, marine interests and commercial interests on Windmill Road) and a public information meeting to present and discuss the draft plan. The Minutes of this public information meeting are included as Attachment 3 of this report.

Staff is requesting that Council approve-in-principle the conclusions and recommendations of the consultant report. The recommendations will then be used as guidelines to prepare a series of MPS policies and Land Use By-law regulations to direct future development within the Wrights Cove study area. Once prepared, the draft MPS policies will be the subject of further public consultation and ultimately a public hearing before Regional Council.

Regarding the consultant's recommendations concerning traffic improvement measures along the Windmill Road corridor (median and loop road system), staff suggests that such measures undergo further analysis and include more detailed discussions with the affected property owners. This is particularly relevant with respect to the proposed installation of a median along Windmill Road. HRM Transportation and Public Works Services would be the lead business unit for this analysis and consultation.

Shepard's Island Proposal (Portion of 675 Windmill Road)

With respect to the site-specific application for a proposed residential development on the shoreline of 675 Windmill Road (Shepard's Island proposal), the consultant's report recommends that residential development may be appropriate in this location. Such development, however, should only proceed by way of development agreement and should incorporate certain noise abatement measures into the site design and building design. This application has been active for some time, and staff will expedite the approval process consistent with the recommendations of the consultant's report (MPS/LUB/Development Agreement package). This process will also include additional public consultation and a public hearing before Regional Council.

BUDGET IMPLICATIONS

There are no immediate financial commitments associated with this report. The potential implementation of capital works stemming from the recommendations contained in the consultant's report (for example traffic improvements) will be the subject of further reports to Council, either by separate cover or as advanced through Council's business planning and budget process.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

ALTERNATIVES

Council may choose to modify the recommendations presented in the consultant's report.

ATTACHMENTS

1. Executive Summary - Wrights Cove Land Use and Transportation Plan
(Copies of the full report can be made available upon request)
2. Study Area Map (from the RFP document)
3. Notes of Public Meeting, December 7, 2005
4. Correspondence from Secunda Marine Services Limited
5. Correspondence from Heather Investments Limited
6. Correspondence from EDM on behalf of Ocean Breeze Estates

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210 or fax 490-4208.

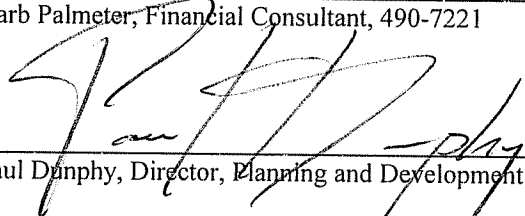
Report Prepared by:

Roger Wells, Manager, Halifax Harbour Planning Initiative

Finance Review by:


Barb Palmeter, Financial Consultant, 490-7221

Report Approved by:


Paul Danphy, Director, Planning and Development Services

Executive Summary

Cantwell
A. Charney

Atlantic Road and Traffic
MariNova Consulting
LandDesign Engineering

Wright's Cove Land Use and Transportation Plan

Executive Summary to HRM Council
April 18, 2006

Wright's Cove Land Use and Transportation Plan

Executive Summary Presented to HRM Council
April 18th, 2006

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A. Charney

Atlantic Road and Traffic
MariNova Consulting
LandDesign Engineering

Wright's Cove Land Use and Transportation Plan

Executive Summary to HRM Council
April 18, 2006

Study Objectives

- Assess marine industrial potential of Wrights Cove
- Consult with area stakeholders
- Assess the build out potential of the study area
- Assess LT impact on infrastructure (Sewer, Roads)
- Provide advice on the revision of the municipal plan

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Wright's Cove Land Use and Transportation Plan

Executive Summary to HRM Council
April 18, 2006

Existing Land Use In Area

- BIO/DND at MacKay Bridge
- DND Bedford Magazine
- National Gypsum and Gulf Oil/HPA Wharves
- Windmill Road Converting to Commercial
- Dartmouth Yacht Club
- Approx 15 Single Family
- Ocean Breeze 396 Units

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Executive Summary to HRM Council
April 18, 2006

Existing Water Lots

Wright's Cove
Dartmouth, Nova Scotia
Water Lot Ownership
December 2005
Prepared for: HALIFAX REGIONAL MUNICIPALITY
Prepared by: Cantwell

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Wright's Cove Land Use and Transportation Plan

Executive Summary to HRM Council
April 18, 2006

Municipal Plan

Policies

1. Protect Navy Island Area Burnside Waterfront.
2. Land on Wright's Cove protected for future harbour uses.
3. Work with DND to Clean up Harbour Bottom

Zoning

I-3 Protects Harbour Frontage

Previous MPS Amendments Brought I-2 Across Windmill From Burnside

Holding – Limits Expansion of Residential Areas and Federal Land

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Wright's Cove Land Use and Transportation Plan

Executive Summary to HRM Council
April 18, 2006

Physical Assessment

- Good Water Depth Outside Navy Island 10m to 13m
- Inner Cove Water Depth Limited: 1m - 6m
- Largest Remaining Wetland in Harbour (5 acres)
- Harbour Solutions Has Looked At Area
- Improve Windmill Rd. I&I To Gain Sewer Capacity
- Water Commission Has Lots of Capacity
- Commission Looking at Bridge Expansion -25 Yrs
- Windmill Road Near Capacity - 48,000 vpd

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Municipal Infrastructure

Transportation

- MacKay Bridge: 13,300 in 1971 to 49,600 in 2003.
- HDBC Looking at Expansion -25 Yrs
- Windmill Road (Akerley - Wright) 48,000 vpd

Sewer, Water

- Harbour Solutions Has Looked At Area
- Improve Windmill Rd. Infiltration To Gain Capacity
- Water Commission Has Lots of Capacity

Wright's Cove Land Use and Transportation Plan
 Executive Summary to HRM Council
 April 18, 2006

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Current Transportation Issues

- Windmill Road (Victoria - Akerley) Congested, Problems with Left Turns and Accidents.
- MacKay Bridge East Ramp Intersection - Poor
- CN Line Blocks Traffic On Princess Margaret Blvd
- Access to Much of Study Area Restricted by Barriers
 Water,
 Rail
 Grade Changes, etc
- Truck Access to National Gypsum Limited

Wright's Cove Land Use and Transportation Plan
 Executive Summary to HRM Council
 April 18, 2006

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MARKET ANALYSIS

- Marine Industrial
- Military Facilities
- Retail
- Office
- Hotel
- Residential

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The Port of Halifax

\$700 Million
 9,000 Jobs

Wright's Cove Land Use and Transportation Plan
 Executive Summary to HRM Council
 April 18, 2006

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Demand for Marine Industrial

- Bulk Commodities = 2/3 of Port Tonnage
- National Gypsum 4m Tonnes Year (30% Capacity)
- Potential for 7m Tonnes Gypsum, Sand, Salt, etc.
- Only Rail Connection From Musquodoboit Valley to Ocean. Sheet Harbour Has No Railway
- HPA Looked at Pier 9, Feasible But Not Desirable
- Wright's Cove Has Expansion Potential

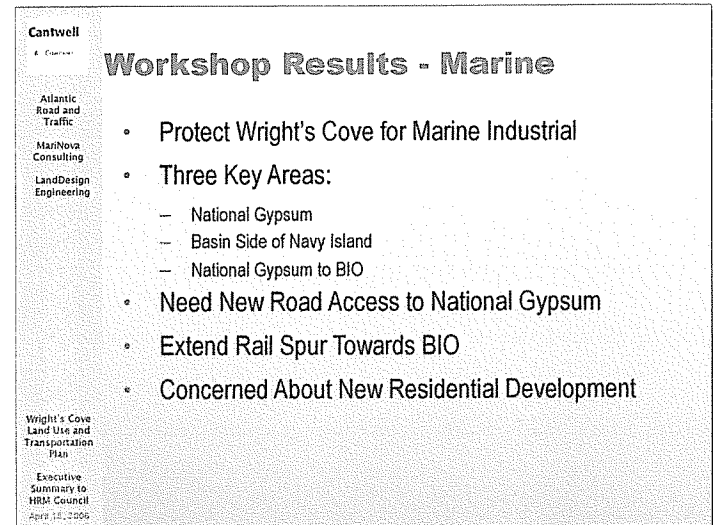
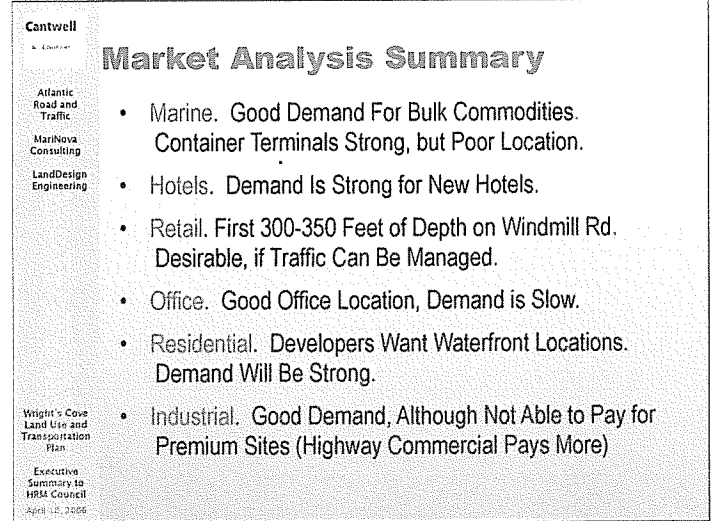
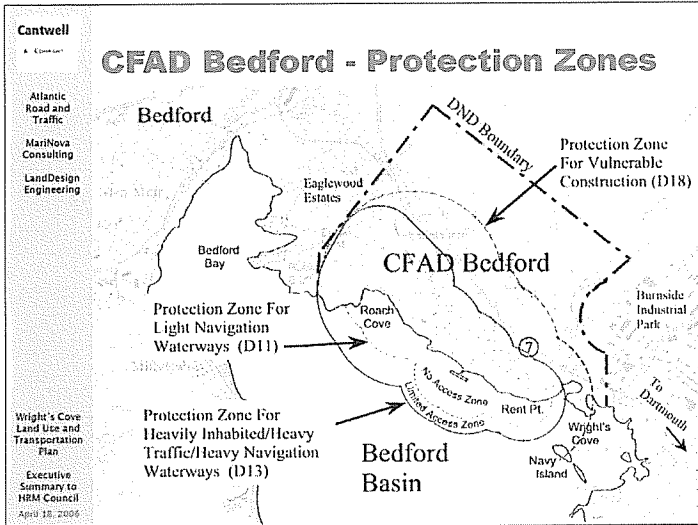
Wright's Cove Land Use and Transportation Plan
 Executive Summary to HRM Council
 April 18, 2006

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Other Marine Uses

- 1982 Dartmouth SeaBase \$37M, \$74M Today
- Woodside Wharf Provides Fabrication Capacity
- EnCana at Pier 9 Has Excess Capacity
- Wrights Cove: Major Site for Bulk Commodities
- CFAD Bedford - Ammunition Depot Eastern Fleet
- 1945 Explosion Created UXO Problem
- Degaussing Range - NATO Commitment

Wright's Cove Land Use and Transportation Plan
 Executive Summary to HRM Council
 April 18, 2006



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Workshop Results - Commercial

Transportation a Major Issue

- High Level of Accidents
- Need for Loop Road at Ralston
- 107 Extension to Solve Windmill Road Problems
- Pedestrian Crossing from Windmill BRT

- Mixed on Residential - Impact Existing Uses, Most Don't Want it.
- Concern About BRT Location (Want Burnside Drive)

Wright's Cove Land Use and Transportation Plan
Executive Summary to HRM Council
April 18, 2006

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Case Studies Resident/Industry

- Residents will Complain About:
 - Noise
 - Dust
 - Odour
 - Light Pollution
- Prevent Conflict By Not Allowing Residential Too Close to Industry
- If This Condition Already Exists, Clear Communications Policy Key
- Industry Needs to Be A Good Neighbour

- Dartmouth Cove
- Fairview Cove
- Halifax Grain Elevator

Wright's Cove Land Use and Transportation Plan
Executive Summary to HRM Council
April 18, 2006

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Study Conclusions

Marine

- Wrights Cove Important for Marine Industry;
- But . . . Only a Portion Is Suitable for Marine Activity;
- Protect Water Depth, Connect to Road and Rail;
- Some Restrictions on New Marine Industrial Activity

Residential

- Retain Existing Residential Uses (Maintain Rights);
- New Residential on Windmill Road May Be Possible
- Concentrate Residential at Shannon Park & Ocean Breeze to Support District Centre

Wright's Cove Land Use and Transportation Plan
Executive Summary to HRM Council
April 18, 2006

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Study Conclusions - Cont

Environment

- Environment Is Important: Protect Salt Marsh.
- Connect Open Space to Regional Trail System.

Commercial

- Evolution of Windmill Road Will Continue
- Modify LUB to Control Development (Clean Up)

Infrastructure

- Windmill Road Improvements Needed
- Sewer Capacity at Shannon Park Requires

Wright's Cove Land Use and Transportation Plan
Executive Summary to HRM Council
April 18, 2006

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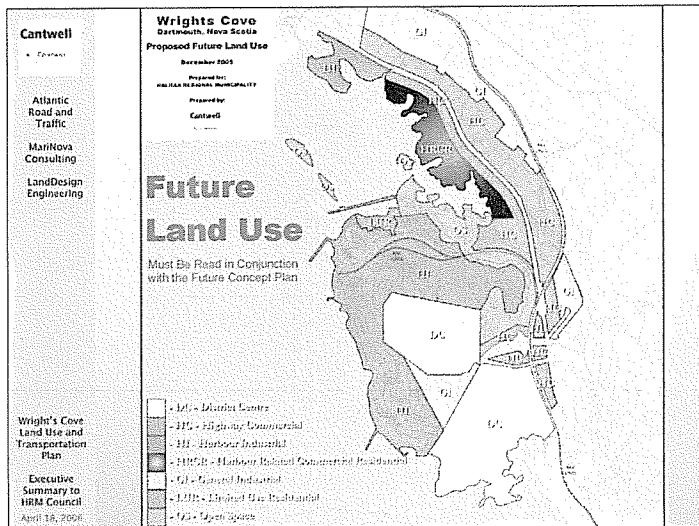
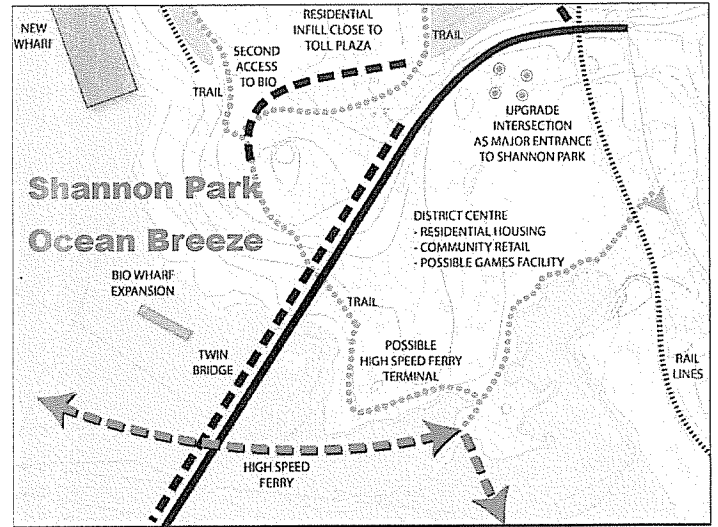
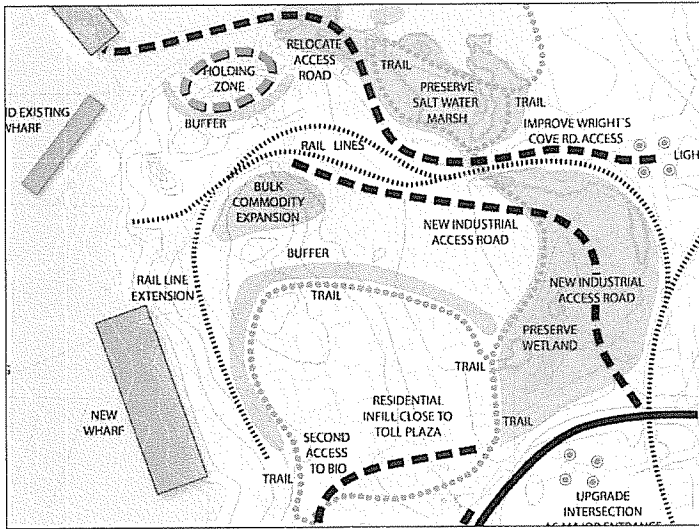
Proposed Concept

1. Protect Deep Water Marine Industrial. Expand Bulk Shipping
2. New Road & Rail Extension Into Natl Gypsum Lands
3. Inner Cove for Clean Business, Residential (With Restrictions) & Recreation.
4. Restrict Residential Near Industrial Uses
5. Loop Road, Divided Median on Windmill Road
6. Openspace Protection and Regional Trails.

Wright's Cove Land Use and Transportation Plan
Executive Summary to HRM Council
April 18, 2006

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Executive Summary to HRM Council
April 18, 2006



Description of HRCR

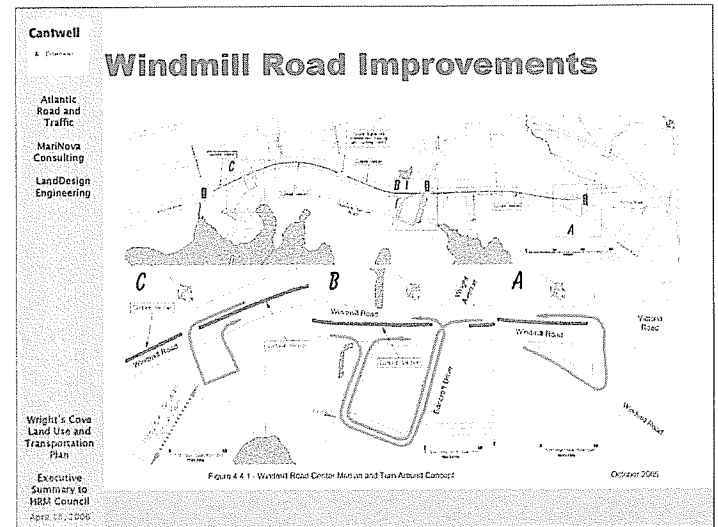
- Residential, Office & Hotel through Development Agreement Only.
- Set Maximum Interior Noise Level (e.g., 45 decibels). Performance Standards.
- Control Design of Outdoor Living Area.
- Use DA's to Access Waterfront Trail and Setbacks.
- Retain Vegetation on Islands as Visual Buffer
- Marine Industrial Should Also Have Requirements (Covered Conveyor Belts, Directional Lighting, etc)

Project details: 'Atlantic Road and Traffic', 'Marinova Consulting', 'LandDesign Engineering', 'Wright's Cove Land Use and Transportation Plan', 'Executive Summary to HRM Council', 'April 18, 2006'.

Shannon Park / Ocean Breeze District Centre

- Location Ideal for a District Centre (111, Bridge, etc)
- Need High Density to Generate Critical Mass of Residents (1,500 Ocean Breeze, 4,000 Shannon Park)
- Prefer Some High Rise (Water views = Upscale Market)
- Residential Density Will Support Local Retail
- Noise Control an Issue (Ship Yards, MacKay Bridge)
- Potential Commonwealth Games Facilities

Project details: 'Atlantic Road and Traffic', 'Marinova Consulting', 'LandDesign Engineering', 'Wright's Cove Land Use and Transportation Plan', 'Executive Summary to HRM Council', 'April 18, 2006'.



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A. Content

Atlantic Road and Traffic
Marinova Consulting
LandDesign Engineering

Wright's Cove Land Use and Transportation Plan

Executive Summary to HPM Council
April 18, 2006

National Gypsum Access

1. New Access Road for National Gypsum
2. Truck Access to Wharf
3. Three Options (A,B,C)

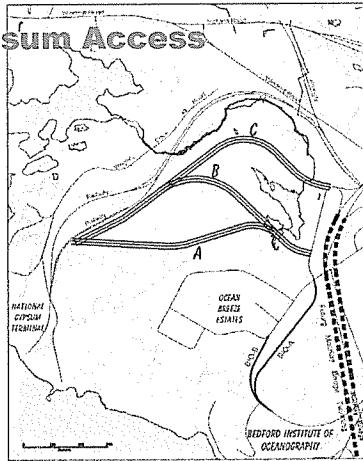


Figure 4.4.2 - Future Access Points - Wright's Cove (as E.C.) October 2005

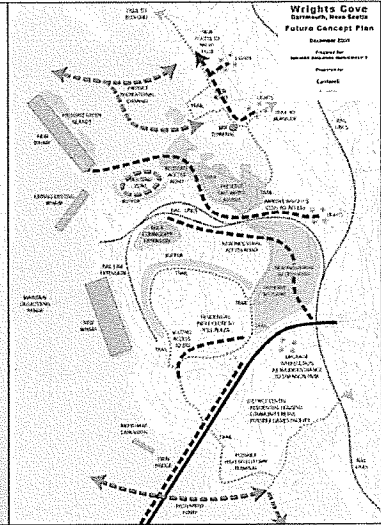
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Wright's Cove Land Use and Transportation Plan

Executive Summary to HPM Council
April 18, 2006



Wright's Cove Gateway, Base Series Future Concept Plan

Executive Summary to HPM Council

April 18, 2006

Wrights Cove Dartmouth, Nova Scotia Future Concept Plan

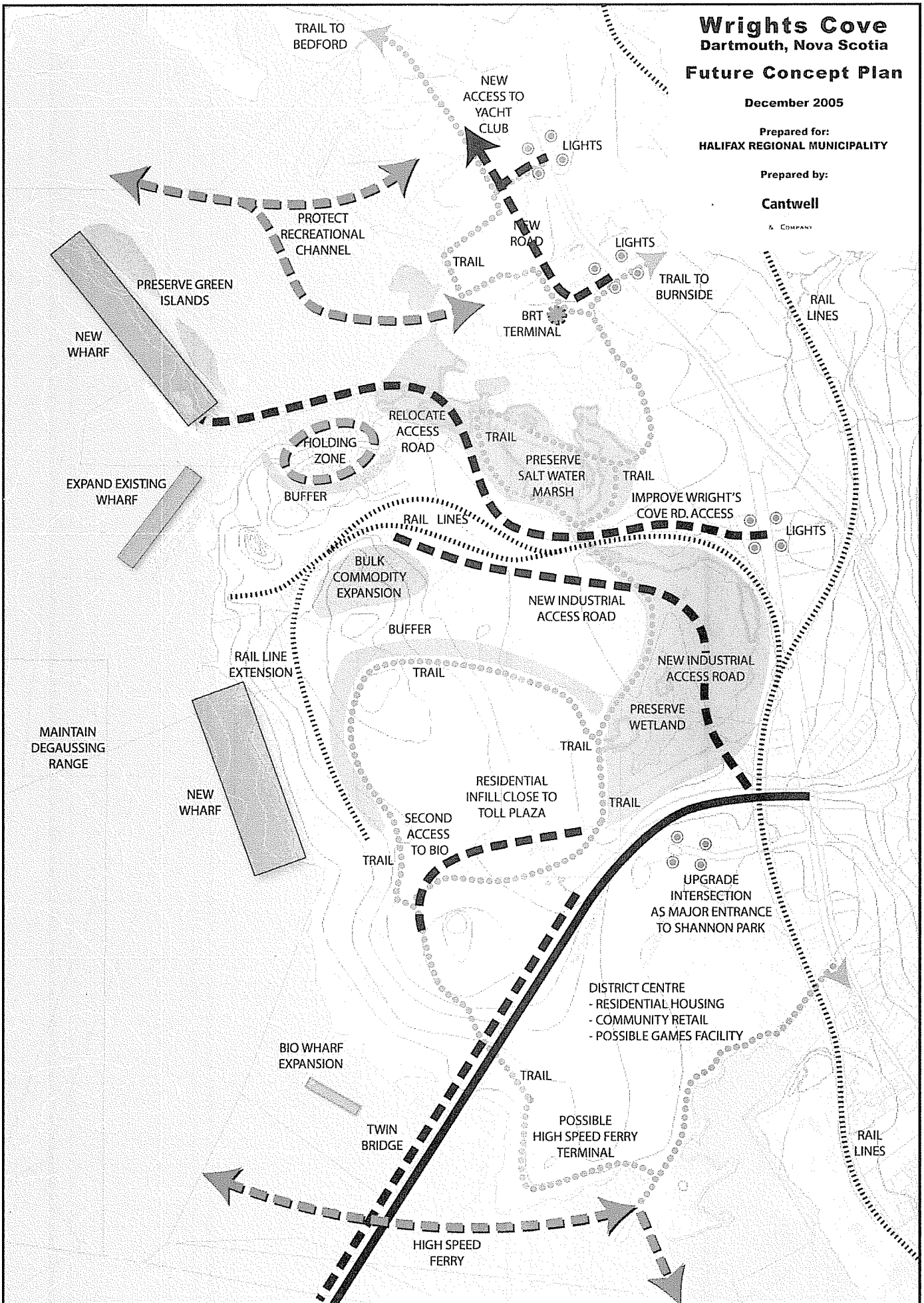
December 2005

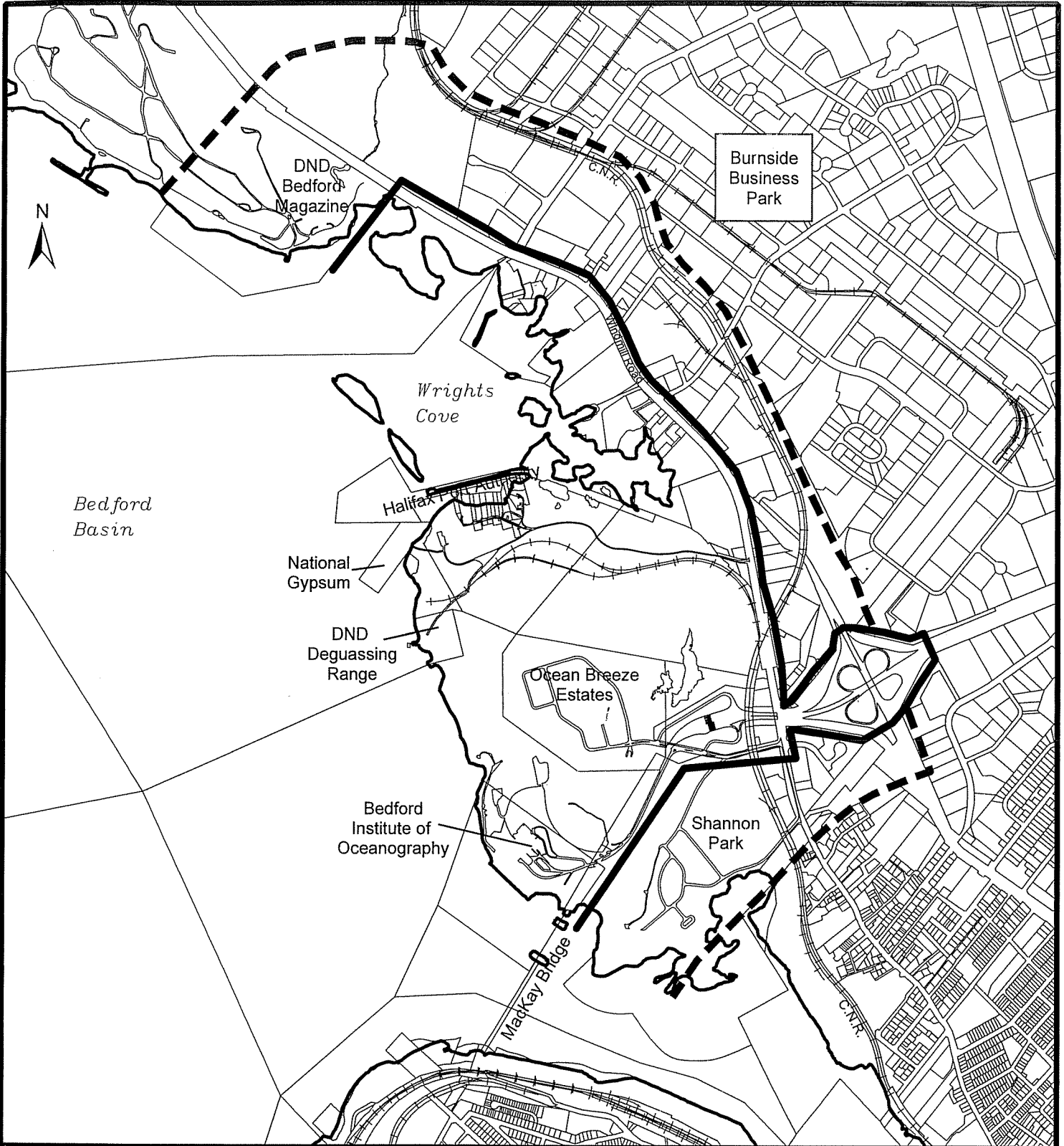
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HALIFAX REGIONAL MUNICIPALITY

Prepared by:

Cantwell

& COMPANY





Study Area
Land Use & Transportation Study -
Wrights Cove to MacKay Bridge



- Primary Study Area
- - -** Secondary Study Area



**Notes of Public Meeting
Wright's Cove Land Use and Transportation Study
December 7, 2005
Farrell Hall, Dartmouth**

This meeting was hosted by Councillor Jim Smith (District 9). HRM staff in attendance were Roger Wells, Rudy Vodicka and John MacPherson. The meeting was attended by approximately 40 citizens.

The purpose of the meeting was a presentation of the Draft Wright's Cove Land Use and Transportation Plan. The study was prepared by a consulting team led by Ross Cantwell of Cantwell and Company. The presentation was followed by questions/comments from the audience.

1. Mr. Schumacher: The actual areas where there are existing dwellings are not being addressed as far as future growth for residential. It appears that the two areas in Wright's Cove that have residential zoning now are being excluded for future residential growth.

Response (Mr. Cantwell): The area of Greenbank Court and Cove Lane – the existing zoning in place right now will stay as is. The area on Basinview Drive becomes part of the proposed harbour-related residential/commercial area. Existing residential would be permitted, along with future multi-unit residential if built to appropriate standards, and uses such as hotels and office buildings.

2. Mr. Schumacher: It appears this study is suggesting that a lot of money be spent on new loop roads off Windmill Road to help traffic congestion. These may not be needed if Burnside Drive was extended through to Bedford/Sackville (107 Extension). Would this not solve the problems on Windmill Road?

Response (Mr. Cantwell): Agreed this was a good point. The numbers are substantially different in terms of order of magnitude. The 107 Extension from the end of Burnside Drive to meet up with Highway 102 and Duke Street is roughly \$40-\$50 million dollars, and is the responsibility of the Province. The installation of a median on Windmill Road, and the loop road system, would likely cost roughly \$2 million. The 107 Extension will definitely help ease existing traffic loads on Windmill Road, and will provide another direct access/egress route to serve Burnside. However, we also feel that in terms of sustainable traffic flow and safety on Windmill Road, the median and loop road system should be put in place. This is not proposed as a temporary measure.

3. Ms. Schumacher: Commented that the median and loop roads along Windmill Road are band-aid solutions and money wasted. They are not going to solve the traffic problem along Windmill Road. People are sitting 45-50 minutes for a light to change. The solution is to put another road across the top of the park to alleviate all of this. You are talking about commercial development. Who will stop to go in and look for products? Commercial interests come and go

along Windmill Road because people are not able to stop for any length of time. It's an access road – you are either going to or coming home from work. I don't believe that it will only cost \$2 million dollars for a cement median all the way up that highway.

Response (Mr. Cantwell): Asked if Ms. Schumacher felt that the solution is the 107 Extension. Cantwell supports her solution. Ms. Schumacher replied that we need to look at the big picture, not temporary measures.

Roger Wells provided some input on the 107 bypass connection from Burnside to Sackville. This is part of the Regional Plan. It is a major piece of infrastructure that is very expensive. Municipal Quarry has approached the levels of government with an offer to construct the highway as a toll road. To Mr. Wells' knowledge, the province is not interested in it being a toll road. There is interest and acknowledgment that the road is needed in the foreseeable future, and the Regional Plan sees it as a future major transportation link. However, this road is part of the provincial highway system and is the Province's responsibility. HRM will not be a position to solely construct that road. The consultant has indicated that it should be constructed within the next 5 to 10 years. With that connection, it will take roughly 30% of traffic off of Windmill Road. Windmill Road will still have 30,000 to 40,000 cars per day. Even with the connection through to Sackville, Windmill Road will not become a local street. It will still be a very busy arterial. We need to look at Windmill Road even with the eventual construction of the 107 bypass. The proposed median that is proposed by the consultant is not cast in stone, but it should form a serious basis for detailed study by our traffic people and discussions with the abutting property owners.

4. Ms. Schumacher: What about an access road to Navy Island? This is not something new. The BP (British Petroleum) dock was built in 1940-41. This city council had nothing to do with it. Explain it to me please.

Response (Mr. Cantwell): You may be referring to the 1982 study by the City of Dartmouth to investigate the possibility of building a off-shore supply sea base at navy Islands. The proposal was to bring a road from Wright Avenue across the inner cove to the islands. Part of the inner cove would be infilled to create a lay-down area. The outer shore of the islands would become the deep water jetty.

5. Ms. Schumacher: Can you please address Basinview Drive and tell me what is going to happen to it?

Response (Mr. Cantwell): In terms of existing use, the houses that are there can continue to exist for as long as they want to. Right now, existing housing is zoned Holding and surrounding lands are zoned Industrial, which means industrial uses could locate next to you. What we are proposing is to create a new zone that would consider uses such as multi-unit residential, hotels and office uses, but would exclude industrial uses.

6. Ms. Schumacher: The loop roads that are going in on the Basin side are eating up

valuable waterfront property, have you thought about that? Once you have a loop road on the water side, that's land gone.

Response (Mr. Cantwell): There are two streams of thought here (1) keep the inner cove shoreline set aside for industrial uses? That has been the decision of Council for the past number of decades. There are arguments for and against this idea. One of the problems is that the water depth in the inner cove is unsuitable for most marine industrial uses. Any infilling of the cove is no longer an acceptable option, environmentally. Also, is a typical use found elsewhere in Burnside (warehousing or distribution) the most appropriate use of the inner cove shoreline. Then the thinking was, perhaps we should consider residential use. The concern with that is that we are introducing new residential development opportunities into an area that is almost exclusively devoted to industrial uses (Burnside Business Park, National Gypsum, Bedford Magazine). The potential risk is that once residential uses are established, residents may become intolerant of the adjacent industrial impacts (traffic, noise, etc.). We feel it is critical to protect the future potential for marine industrial uses to occur on the outer side of Navy Islands, National Gypsum site and southward to BIO. where there is sufficient water depth. the economy of the city is built on the harbour. However, after a lot of study, we are proposing that residential use can be considered on the inner cove, subject to a number of performance standards that will help minimize the impacts form the adjacent industrial uses.

7. Resident: To protect the deep water on the basin side of the islands, how would that future wharf be accessed from the land? And, what thought has been given to that, if any?

Response (Mr. Cantwell): We provided a slide earlier with 2 or 3 different ways into National Gypsum. The intent of getting out to that wharf with a road would be to upgrade the Wright's Cove Road coming in, put a new set of lights on Windmill Road, and upgrade that road to where the existing wharf road is right now.

8. Resident: What consideration has been given to the homeowners in that area? That road passes 100 feet by my particular bedroom window. It is already used by Secunda Marine with constant traffic there, disturbing homeowners on a regular basis. Most of that road is goes through wetlands.

Response (Mr. Cantwell): The road corridor right now already runs where the CN Rail is. This plan is still in the conceptual stage, therefore there needs to be a more detailed plan completed. It would bypass a lot of the existing salt water marsh and would come in behind where the existing road is at present.

9. Resident: To consider increasing the traffic on that road, in an area that already exceeds any noise level that any normal person should have to deal with, is unfair in every way.

10. Resident: Suggested that industrial development on the outer side of Navy Island will impact the Bedford Basin for recreational use.

Response (Mr. Cantwell): The inner cove is proposed to be kept for recreational uses as it is

now. We are also proposing to protect the large salt marsh at the head of the inner cove. We held a workshop with 7 or 8 different marine industrial companies as part of this study, specifically discussing the potential of future expansion in the Wrights Cove area. Other than possibly adding additional boats, there are no known plans for this area to be developed in the short term. This may be something that could take 20 – 50 years, but the reality is that in the harbour there are very few areas where there are opportunities for preserving marine industrial sites - this is one of those sites that should be reserved for this purpose.

11. Resident: Indicated that the residents of the area are being treated like second class citizens, from the time our grandparents purchased these properties. He suggested that there are all kinds of deep water in the Halifax Harbour and the Bedford Basin and that Navy Island is not needed for anything. National Gypsum can expand on the lands they own. There is no need to bring any future development into that area.

Response: Roger Wells explained that he understands where the residents are coming from because he has been involved in public consultation all around the harbour as part of the Harbour Planning exercise. We are hearing the same kinds of issues wherever this is residential development near either existing or potential future marine industrial development. The message is consistent - “we do not want it in our neighbourhood”. He explained that the long term plan for Halifax Harbour must achieve a proper balance of many competing interests (residential, recreational, environmental, transportation and industrial). The Port of Halifax, as a working harbour, must be sustained as a key economic driver of the economy, and it is essential that sufficient suitable harbour frontage be retained for marine dependent interests. Where we have potential conflicts, we will do our best to minimize the impacts, but it is important to realize that the harbour cannot be used solely for residential and recreational purposes.

12. MLA Gerry Pye: If you sense or feel the frustration of the residential community, there is a very good reason for that. Over the last 10-15 years, the people who owned residential property in this part of the harbour witnessed residential growth happen throughout the Bedford Basin without them having input or say on how the development of their residential communities would continue to grow and exist. You have to look at what was allowed to occur in other parts of the Halifax Harbour. My concern is that I have always been a supporter of increased residential growth in this area, and I have believed that they can co-exist. When I see your future plan, it allows very little to virtually none for residential growth in the very area where residential growth can take place. I think you need to do some rethinking of just how you develop plans that will allow community uses and harbour oriented or industrial uses to coexist. It can be done. Concerning the 107 bypass through to Sackville, when Councillor McCluskey was Mayor, the province could not afford to build the 107 extension. We, through the surplus bank account at Burnside, used the money to build the road and then the province eventually paid us back. These same kinds of things can be done. No need to talk about 3 levels of government. The Municipality can borrow the money and hopefully have the province cost share. This will give you some time to redraft a street network that will totally be a business corridor.

13. Mr. Easterbrooks: The wharf (at Navy Island) won't affect us to a large degree, but

the roads going to it will, depending what the wharf is used for. This road will run 70 yards from my front door. This will no doubt affect the value of my property. No one thinks of the devaluation of property. Burnside has become too successful, so successful in fact that it will strangle itself because you can't get in and out of the park.

Response (Mr. Cantwell): Explained that part of the HRM's plan is to build an extension of Wright Avenue at the top of the park to HWY. 118, to provide another way in and out of Burnside.

Roger Wells explained that at Regional Council's meeting on December 6th, through Harbour East Community Council, they are asking for an independent traffic study for all of the areas east of Burnside Drive to get a bigger picture of where all the traffic is going and what the impact of the Dartmouth Crossing development could be. They have also requested a report on the general Burnside area, how it's being developed, who is developing it and how HRM is applying policies in the area.

13. Member of Dartmouth Yacht Club: Inquired if the new access road to the Yacht Club will be undertaken by the owners of the Shepard's Island development.

Response (Mr. Cantwell): It is a proposed loop road that would come from Wright Avenue/Bancroft and loop up to Ralston. It could possibly go through the Yacht Club property and potentially go to the rear of the Coast Tire property.

14. How wide would the access to that road be?

Response: The access would be built to an HRM road standard, which is 66 feet.

15. Mr. Manuel: What will happen to existing industrial business on Windmill Road if they change the bylaw (zoning).

Response (Mr. Cantwell): Although this would be a Council decision, normally these businesses would be grandfathered. Existing uses at the time of the adoption of the new zone are usually permitted to exist and may be able to do some limited expansion, perhaps not. Normally, the businesses can continue to exist. When and if the property is ever redeveloped, it has to conform to the new zoning. That is normally the way Council deals with existing uses that are going to be what is called non-conforming under the new zone.

16. Member of Dartmouth Yacht Club: Commented on how beautiful the yacht club area is. It is one of the nicest places in the harbour - scenery, wildlife, boating. You need to really examine your proposal for further commercial development.

He stated that the yacht club has a 99 year lease on the south Navy Island that began in the 1970's from the former City of Dartmouth. The intent was for this land to be used as recreation, which needs to be preserved.

The road access for the Dartmouth Yacht Club is an issue, with the amount of traffic on Windmill Road. The club currently has 340 members. He expressed concern that development on the Basin side of Navy Island might impede navigation to and from the yacht club.

Response (Mr. Cantwell): Acknowledged the beauty of the area and the large salt marsh, and these factors contributed to the recommendation to protect the inner cove area. He added that if the outer side of Navy Island is to be developed for marine industrial use, adequate navigation for sail boats will have to be preserved. As far as the leasing issue, there is not a conflict as we are recommending that the Island remain as open space.

17. Mr. Soudek: Asked about recreational use of the area. Are there any plans for public launch area for small craft in the area?

Response: Roger Wells explained that this topic is on a list of items to be studied for the entire harbour, as part of the Harbour Planning exercise. We have heard through other consultation sessions that there needs to be more places for boat launches, moorings, public berthing, vehicle/trailer parking and marine services. We intend to complete an inventory and analysis of what facilities exist now, what the public can access versus what is private property and off limits. We will also look at potential locations where we can provide more boat access opportunities over time.

18. MLA Pye: Now that this meeting is winding down, what are the next steps in this process?

Response: Councillor Jim Smith explained that this is a consultant study. This study summarizes the consultant's recommendations. The next steps are for the consultant to reassess what we've heard tonight and prepare his final report. The study will be presented to Regional Council, along with a staff report that will likely request that Council endorse the report in principle. Council will discuss the report - parts they agree/disagree with - and give staff direction to begin the process to change MPS policy and Land Use Bylaw regulations to reflect the recommendations of the report. This process will involve additional public consultation and a public hearing to actually implement the policy. We certainly have a ways to get. There will be at least two more opportunities for the public to have input.

19. Resident: Comment that new development at Navy Island will be a regret in the future. In the cove, you hear loons all the time, racoon, deer, children playing. It's not about the dollar all the time. There are other things we could lose that are far more important than building a huge wharf for a new company.

The meeting concluded at approximately 9:00 pm.



**SECUNDA
MARINE SERVICES
LIMITED**

Attachment 4



March 14, 2006

Mr. Roger Wells
Regional Planning Office
Halifax Regional Municipality
2nd Floor, Halifax Ferry Terminal
George Street
Halifax, Nova Scotia B3J 3A5

Dear Mr. Wells:

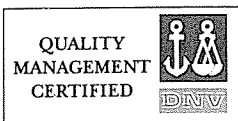
RE: Wright's Cove

I write on behalf of the Secunda Marine Group of Companies, which owns and operates vessels throughout the world from our home base of Dartmouth, Nova Scotia. Our corporate group is owned, managed and has its headquarters in the Halifax Regional Municipality ("HRM"); and, as such, we would like to outline our hopes, aspirations and vision for the working port of Halifax and provide you with some observations concerning a recent consultation process, which has been undertaken by Cantwell and Company concerning the future uses of lands and waters situated at Wright's Cove in Halifax Harbour. Our group owns land and operates a dock facility at Wright's Cove. We are therefore very interested in the results of this study and although we have not received a copy of the final written report we have reviewed a presentation given to the community and would like to provide our comments on some of the key items contained in this presentation.

In this submission, we would like to present our general views as a Nova Scotian company based in Halifax Harbour on the future of Halifax Harbour, as well as specific comments related to the Cantwell Study. I attach, as Appendix I, a map of Wright's Cove that depicts the lands used for the Secunda operations at Wright's Cove.

Halifax Harbour

It cannot be disputed that the continued use of Halifax Harbour as a working port is fundamental to the future of HRM, the Province and our nation. Secunda has been in operation for over 20 years; and, we have observed, over this period, the encroachment upon the working harbour by other forms of development and activities. We do not oppose or criticize alternate or multiple uses of lands situated on the harbour, but it is equally important to ensure that the harbour front is preserved for marine and vessel operations. As a homegrown entity, if we are squeezed from the waterfront, we will have nowhere to



One Canal Street, Dartmouth, NS, Canada B2Y 2W1
Tel: 902•465•3400 Fax: 902•463•7678
www.secunda.com





go – this is our home; and, as such, we have no alternative but to continue operating here in Halifax.

Dartmouth Cove

We have two facilities on the Dartmouth waterfront – one situated at the Dartmouth Cove and the second, already mentioned, at Wright’s Cove. At Dartmouth Cove, we renovated a derelict warehouse building into our head office, constructed a new and modern warehouse, made landscaping improvements, put up proper fencing and gates, and believe that we conduct a professional operation from this location. The land and water lots that we own are zoned Marine Industrial; and, as such, we are free to conduct our marine and business activities; however, we have noticed a gradual but persistent encroachment upon the land surrounding our facility for purposes other than Marine Industrial. The most recent proposed development involves the commercial and residential development of the former Dartmouth Marine Slips location. We view this as a positive development but are concerned that eventually the working port which is the life-blood of our company and the economic engine for HRM could be irreparably harmed due to the limited space that will be available for marine industrial operations on the harbour. We in Halifax must be vigilant that the working harbour is not overwhelmed by the interests of new entrants to the waterfront (that have chosen to move into a marine industrial zone) to the detriment of marine and industrial interests that have been long-term residents on the waterfront.

We would urge HRM to be conscious of the fact that continued marine operations on Halifax Harbour are critical to the future of the harbour and to companies such as Secunda. We are a longstanding corporate resident of the city that contributes to the economic wellbeing of not only HRM, but the rest of the Province and Atlantic Canada. We operate a fleet of 14 vessels and employ hundreds of people in high paying jobs so we believe that it is important that we continue to have a home and be welcome to conduct our marine business from our operation bases on Halifax Harbour. We hope you will agree.

Wright’s Cove

We have been operating from Wright’s Cove for almost 10 years. At the time we purchased this property, the land and all surrounding lands were zoned Marine Industrial. It was on this basis that we purchased the land, and we have been engaged in marine industrial activities from these facilities since we purchased them. It is critical that all lands forming part of the facilities from which we operate together with the surrounding area continue to be zoned as Marine Industrial so that we can maintain our operations situated there. Prior to our acquisition of these lands and facilities, marine industrial operations were conducted from this location by Ultramar and their predecessor companies. It is our understanding that under the present Municipal Plan, the Navy Island lands, and Secunda’s lands at Wright’s Cove are designated “Harbour-Oriented Industrial”



and zoned I-3, which protects harbour frontages for marine industrial uses. We are also of the understanding that in 2001, after Secunda purchased its lands and commenced operations at Wright's Cove, certain residential premises situated on Green Bank Court and Cove Lane, which had previously been zoned marine industrial, were granted a Holding Zone status by Council but that this holding status was only granted to residences that existed at the time, but would not permit for further expansion of residential development in the area. At present, the Generalized Future Land Use Map, which forms part of the existing Municipal Plan, designates the residential premises situated on Cove Lane and Green Bank Court as Harbour-Oriented Industrial, while the Zoning Map stipulates that specified properties are granted Holding Zone status.

The consultants, Cantwell & Company, suggest that there is expansion potential for bulk commodities and that it would be prudent to protect future capacity for other marine uses in Wright's Cove. We would urge HRM to adopt this position, namely that future capacity and future marine activities be protected at Wrights Cove and that future port development not be limited by excluding marine activities in this area of the port.

Under the heading of 'Workshop Results – Marine', the consultants refer to three key areas of marine industrial activities, namely: 1.) the National Gypsum Facility; 2.) the basin side of Navy Island; and, 3.) the area between National Gypsum and BIO. However they fail to allude to the fact that Secunda has an operation situated at Wright's Cove, which had previously been operated by Ultramar and which has an established causeway and dock in place and is ideal for further expansion or development.

Under the heading of 'Study Conclusion' we agree with the consultants that Wright's Cove is important for the marine industry. We do not necessarily agree, however, that only a portion of Wright's Cove is suitable for marine activity. This is a somewhat vague statement that needs to be elaborated upon in explicit detail with a clear explanation as to what portions of Wright's Cove, in the opinion of the consultant are suitable and what portions of Wright's Cove are not suitable for Marine Industrial activity. We are also concerned with the statement that some restrictions should be placed on new Marine Industrial activity. We are greatly concerned with the fact that areas like Wright's Cove, which at present are and historically have been zoned for Marine Industrial, could be squeezed out of the working harbour.

Certain aspects of the Proposed Concept for Wright's Cove contained in the consultant's power-point presentation raise questions and concerns for us and should be considered very carefully before any zoning or land use changes are considered let alone adopted. The following comments to the bullet propositions contained in the presentation are outlined below:



1. **Protect deepwater Marine Industrial. Expand Bulk Shipping** – This seems to imply that shipping and marine activity will be limited solely to the deepwater areas on the outer side of Navy Island. The conceptual drawings seem to support this. This would not be acceptable to Secunda, given that we hold lands on the inner cove, which are connected by way of causeway and dock to the outer waters. As such, marine industrial activity should be permissible on our land located in the inner cove, along the causeway and at the dock in the outer reaches of the cove. This is what the historical practice has been, and this is the practice that should continue. There should be no zoning changes that restrict use of the lands in the inner cove connected and necessary for ongoing operations in the outer cove. All of the present lands zoned as marine industrial should continue to have this zoning;
2. **New Road & Rail Extension Into National Gypsum Lands** – We will need the full details but on principle subject to seeing the plan this appears acceptable.
3. **Inner Cove for Clean Business, Residential (with Restrictions) and Recreation.**
- At present, these lands in the inner cove are zoned marine industrial, and this is where Secunda owns lands, so we would want these lands to continue to be zoned for marine industrial and that our activities not be restricted under any new proposed concept;
4. **Restrict Residential Near Gypsum Facility Only** – there should be no residential expansion in the Wright's Cove and the existing Holding Zone should be maintained with respect to existing residential properties. It does not make sense to further encroach on the working port and have a mixture of residential and industrial activities side by side. This will simply cause unneeded conflict in the future between parties with drastically different expectations for land and water uses;
5. **Loop Road, Divided Median on Windmill Road** - We will need the full details before we can comment but there will have to be easy and clear access to our property by way of Windmill Road, both from a northerly and southerly direction before we could support any changes to Windmill Road.
6. **Open Space Protection and Regional Trails** – No text is provided to elaborate on what would be entailed in the concept to have open space protection and regional trails at Wright's Cove; however, from the drawing, which has been provided as part of the proposed concept, it would appear that the lands owned by Secunda and the causeway to which we have rights and provides us access to our dock at Wright's Cove would be reserved as "open space". The map is colored in green, which would suggest that the zoning, which presently is marine industrial, would somehow be changed. We would strenuously oppose any kind of change of zoning



with respect to the Secunda lands and access roads to the causeway and dock. As indicated previously, these lands have been used for marine and industrial purposes for over 50 years, and we object to any change in zoning or land use with respect to these lands. These are valuable lands, which have historically been part of the working Port of Halifax; and, we would urge caution with respect to any proposed change to the usage and zoning of these lands. It is imperative that the port's future not be foreclosed to prevent future development that will maintain and enhance the viability of our port. The map also infers that Navy Island and the other island situated in the outer cove should be classified as open space. If this designation were to mean that these islands could not form part of a future port development, we would oppose such a limitation. We would urge HRM not to unduly restrict future development. These landmasses could be incorporated into future developments, and this possibility should not be foreclosed at this juncture. Any such future development would have to meet with various governmental and regulatory approvals, so it would have to be done in an acceptable fashion with appropriate public input and consultation.

In conclusion, as a Nova Scotian company based on the Halifax waterfront, we would urge HRM not to make a precipitous move and restrict or limit the use of harbour-front lands and waters in such a way as to eliminate marine industrial activities on this great harbour, especially in circumstances where land and water areas have been used for decades in the Marine Industrial Sector.

Yours very truly,

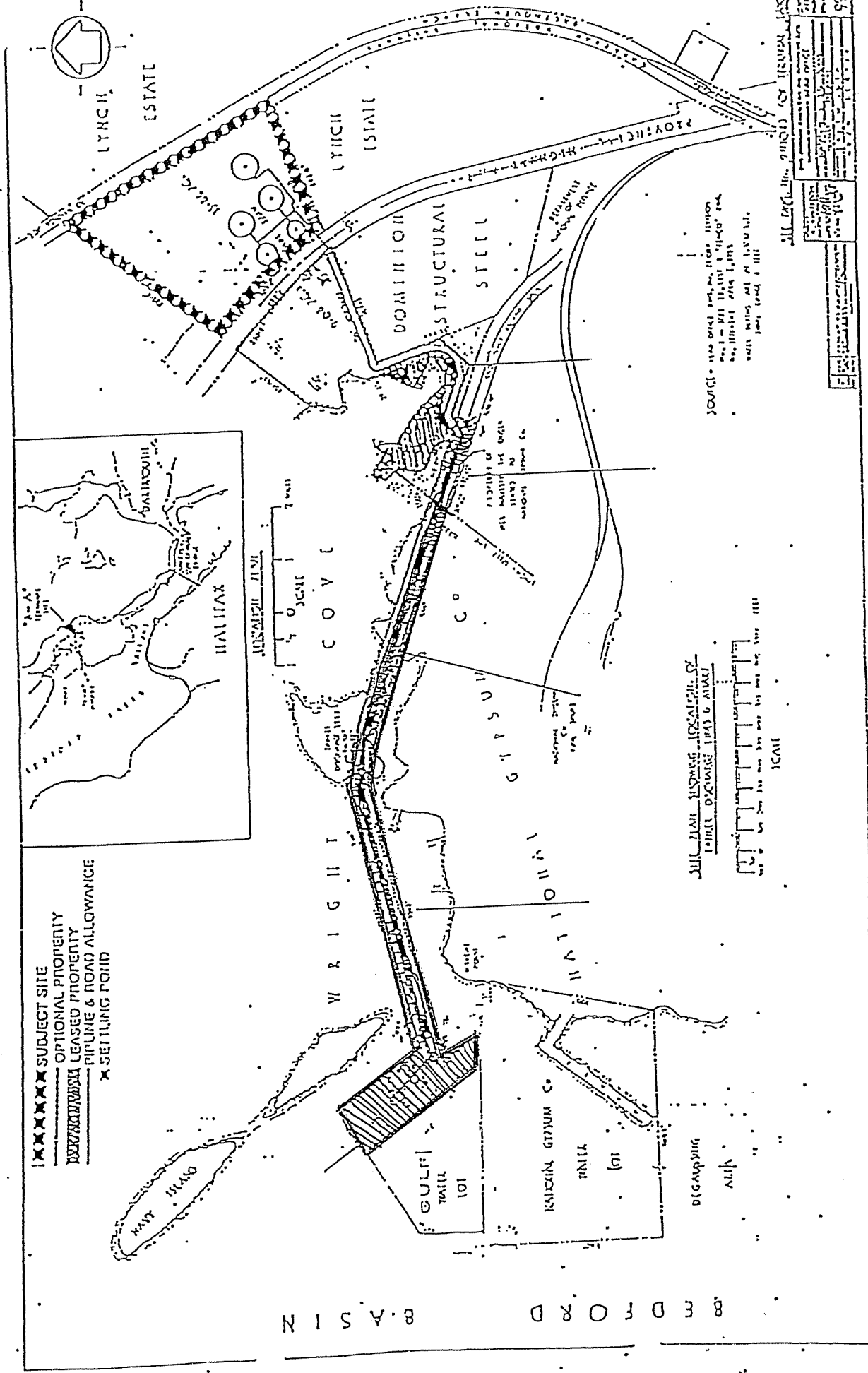
A handwritten signature in black ink, appearing to read "Donald A. MacLeod". The signature is fluid and cursive, with a large initial "D" and "M".

Donald A. MacLeod

DAM/sg

Wells ltr 14Mar06

APPENDIX I



Wright Cove Holding Limited
 Parcels A, B, C

Heather Investments Limited

490 Mineville Road
HRM, Nova Scotia
B20 1J8 Canada

December 23, 2005

Halifax Regional Municipality
Regional Planning
Governance & Strategic Planning
Halifax Ferry Terminal, P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

ATTENTION: Roger Wells,
Senior Advisor

SUBJECT: Proposed Curbed Median - Windmill Road

Dear Mr. Wells:

I would like to thank you for taking the time to meet with Jason Keating and myself on the 19th of December to discuss the recommendations put forth as part of the Wright's Cove land use study.

As a property owner at 617 Windmill Road, I would like to express my concerns with the proposed curbed median between the Windmill/Victoria and Windmill/Wright intersections. I understand that safety is a major concern along this section of road and agree that the issue must be addressed. However, I believe the proposed turnarounds and the fixed continuous median are makeshift solutions to a much larger problem; which is the volume of traffic created by having Windmill Road as a major thoroughfare to the suburbs across the Magazine Hill. We feel the safest, most effective solution to this problem is the creation of additional access roads in the area, such as the proposed Bedford/Sackville service road.

I must state that I find the lack of reinvestment of Burnside tax dollars for infrastructure in the Burnside Park area very frustrating. As a taxpayer for the last 30 plus years in this area, I would have extreme difficulty in supporting a measure that is going to affect accessibility to my property, especially in light of other options that we feel should be available and that we are prepared to discuss in further depth with you.

I look forward to further discussions regarding this issue and would appreciate it if you could update us on the status of this study and its final recommendations prior to it being presented to city council.

Yours very truly,

HEATHER INVESTMENTS LIMITED,

A handwritten signature in black ink, appearing to read 'John C. Keating', is written over a horizontal line. The signature is enclosed within a large, hand-drawn oval that extends to the right, crossing the line.

John C. Keating,
President.

Attachment 6

ENVIRONMENTAL DESIGN AND MANAGEMENT LIMITED
PLANNING • ECONOMICS • ECOLOGY • ENGINEERING • GEOMATICS

January 31, 2006

Mr. Roger Wells, MCIP
Regional Planning Office
Halifax Regional Municipality
P.O. Box 1749
Halifax, NS
B3J 3A5

Re: Ocean Breeze Estates, Dartmouth – Regional Plan

Dear Mr. Wells:

On behalf of our clients, The Elia Corporation, EDM • Environmental Design and Management would like to express our support for the proposed Regional Plan. As you know, EDM has been working with The Elia Corporation to help upgrade the Ocean Breeze Estates property adjacent to Shannon Park in Dartmouth. We are pleased with the decision to identify the Shannon Park area, of which Ocean Breeze Estates is a part, as an Urban Local Centre, under proposed Policy S-1 of the draft Regional Municipal Planning Strategy. We are also pleased with the identification of the Ocean Breeze property as a location for residential intensification in the draft study of Wright's Cove. The intention to increase density in this area will allow The Elia Corporation to continue to upgrade their development, while adding new housing types including family housing units.

We are currently completing a concept plan to complement the ongoing maintenance and renovation of existing townhouses and garden homes of Ocean Breeze Estates. The plan will involve demolition of selected apartment structures, and new infill construction comprised of a variety of housing types for both rental and private ownership. The housing types proposed include single-detached dwellings, townhouses, garden homes, apartments, and condominium units.

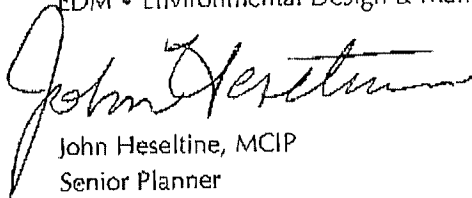
Although the detailed design phase will follow, the preliminary servicing information available to us indicates that existing municipal infrastructure has sufficient capacity to accommodate an increase in the number of units. We are also very aware of the potential redevelopment of nearby Shannon Park as a sports venue and possible site for the 2014 Commonwealth Games.

The redevelopment scheme we are preparing will enhance the area independent of this initiative. Should major redevelopment occur as suggested, we feel a redeveloped Ocean Breeze Estates will be an ideal complement, providing housing opportunities for employees in any new complex as well as workers from Bedford Institute of Oceanography and Burnside Business Park.

We will look forward to cooperating with neighbouring property owners on the improvement of the area. If you have any questions, please call. I would also be pleased to meet at your convenience.

Sincerely,

EDM • Environmental Design & Management Limited

A handwritten signature in black ink, appearing to read "John Heseltine". The signature is fluid and cursive, with a large initial "J".

John Heseltine, MCIP
Senior Planner

Cc: Mr. Vincent Burns,
Chief Operating Officer
The Elia Corporation